



Inspecting policing
in the public interest

Crime inspection 2014

Greater Manchester Police

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How effective is the force at cutting crime?

Overall summary

Greater Manchester Police's effectiveness in its efforts to cut crime varies. Over the past four years recorded crime and victim-based crime both reduced more than across England and Wales as a whole. However, over the past twelve months, recorded crime has increased. Victim satisfaction is broadly in line with the England and Wales level. Partnership working, early intervention and the management of offenders are strengths for the force.

The force is aiming to develop a consistent model and approach to reducing crime and preventing offending within its long-term change programme; this is a challenge, and the consistency of the service provided to the public in the short and medium term is not guaranteed. The force is taking a wider perspective on performance issues, which retains a focus on serious acquisitive crime while increasing the emphasis on safeguarding and vulnerability. Although there is a general understanding that safeguarding the victim is paramount, the force has made recent efforts to ensure that this change of focus is fully understood by all staff.

The force is changing to a fully integrated neighbourhood-based way of working to engage with communities and ensure credibility and legitimacy, and is working with partners on early intervention. This is a ten-year transformation programme taking it into 2020. The final step is to have a localised service – local policing for local people driven by local needs. The force knows it has some way to go before this is achieved fully.

In July 2014 HMIC reported that Greater Manchester Police understands the issues facing it, has an understanding of demand and has a well-managed change programme in place. In September 2014 our interim assessment of how well the force cuts crime was carried out in the context of this long-term change process and its impact on how the force is able to deal with victims and cut crime.

This year, HMIC undertook an inspection into the crime data integrity of all 43 police forces, to determine the extent to which police-recorded crime information can be trusted at a national level. HMIC has serious concerns about Greater Manchester Police's approach to crime recording, which is not as accurate as it should be. Individual force reports are available at <http://www.justiceinspectorates.gov.uk/hmic/>.

How effective is the force at reducing crime and preventing offending?

Good

Greater Manchester Police currently has a high rate of crime; it knows that, if it continues doing what it has always done, then there will continue to be a high level of crime across Greater Manchester.

Over the past four years recorded crime and victim-based crime both reduced more than across England and Wales as a whole. However, over the past twelve months, recorded crime has increased. Victim satisfaction is broadly in line with the England and Wales level.

The force has established positive and very effective relationships with partner agencies. Across the partnership there is a strong focus on tackling the causes of crime and the use of restorative justice and early interventions.

How effective is the force at investigating offending?

Requires improvement

The integrated offender management (IOM) scheme, in place to manage those offenders likely to cause most harm to communities, is well managed and effective.

HMIC found inconsistencies exist in supervision of investigations and in investigation plans. The lack of capacity in the serious sexual offences unit has a negative impact on the ability of the force to deal with serious sexual assaults.

How effective is the force at tackling anti-social behaviour?

Good

The force gathers information from a range of sources for anti-social behaviour and is improving its ability to identify repeat victims.

At a strategic and partnership level, tackling anti-social behaviour is effective.

For frontline staff, their ability and capacity to keep in touch with their neighbourhood is perceived to be poor. Regular and protracted abstractions from their neighbourhoods make them feel that they are spending less time than they would like in their core role.

How effective is the force at reducing crime and preventing offending?

Good

The force understands its demands and uses this information to make decisions on how resources are, or will be, allocated. Its continuous evaluation of harm, opportunity and threat on all levels is a strength.

The force has improved its ability to identify vulnerability at the point of initial contact by investing in training for control room staff.

How effective is the force at investigating offending?

Requires improvement

Learning and development is a strength at a strategic level; training and continuous professional development are inconsistent for frontline staff.

How effective is the force at tackling anti-social behaviour?

Good

Introduction

This inspection looks at how effective police forces are at cutting crime. The public expects the police to reduce, prevent and investigate crime, bring suspects to justice and, in conjunction with other services and agencies, care for victims. To assess each force's effectiveness, we looked at three specific areas:

- How effective is the force at reducing crime and preventing offending?
- How effective is the force at investigating offending?
- How effective is the force at tackling anti-social behaviour?

Methodology

During our inspection we analysed data and documents from forces, and conducted in-force inspections. We interviewed the senior officers responsible for crime, neighbourhood policing and victim care in each force. We held focus groups with frontline police officers, investigators and police staff, and observed their activities first hand. We also reviewed 20 crime investigations in each force and interviewed heads of partner organisations such as local authorities. We focused on anti-social behaviour and the offences of: burglary dwelling; serious sexual offences; and violence with injury on this inspection. We chose to focus on these offences because they cover the areas of acquisitive and violent crime and the protection of vulnerable people. This has allowed us to make an assessment of how well the force treated the victim throughout the investigation – examining in particular how well officers gathered evidence and how well they were supervised.

Victims are at the heart of this inspection. Victims are entitled to a service from the police; this includes regular information about their case, an opportunity to provide an impact statement where relevant and to be consulted on potential criminal justice outcomes. When the police provide this service to victims, it increases victim satisfaction and builds trust and confidence in the police.

As part of this inspection, we considered how well forces deal with domestic abuse, alongside other offence types. HMIC published a report in March 2014 on how well forces tackled domestic abuse and provided support to victims. As a result of that inspection all forces were asked to provide an action plan setting out how they were improving services to victims of domestic abuse and we have reviewed the action plans developed by forces. The action plans have not informed the judgments made in these reports.

The crime inspection provides HMIC with the first opportunity to test whether the force's approach to improving how it tackles domestic abuse is beginning to have an effect and this forms part of our overall assessment of the force.

How effective is the force at reducing crime and preventing offending?

HMIC looked at how the leadership of the force deploys its resources to reduce the volume of crimes being committed, maximise the quality of victim contact, and ensure that the force focuses on community priorities while mitigating national threats.

We looked at how the force prevents crime, how it uses police tactics such as stop and search powers to prevent and detect crime and reduce offending. We also looked at how the police work with other agencies such as social services to reduce crime.

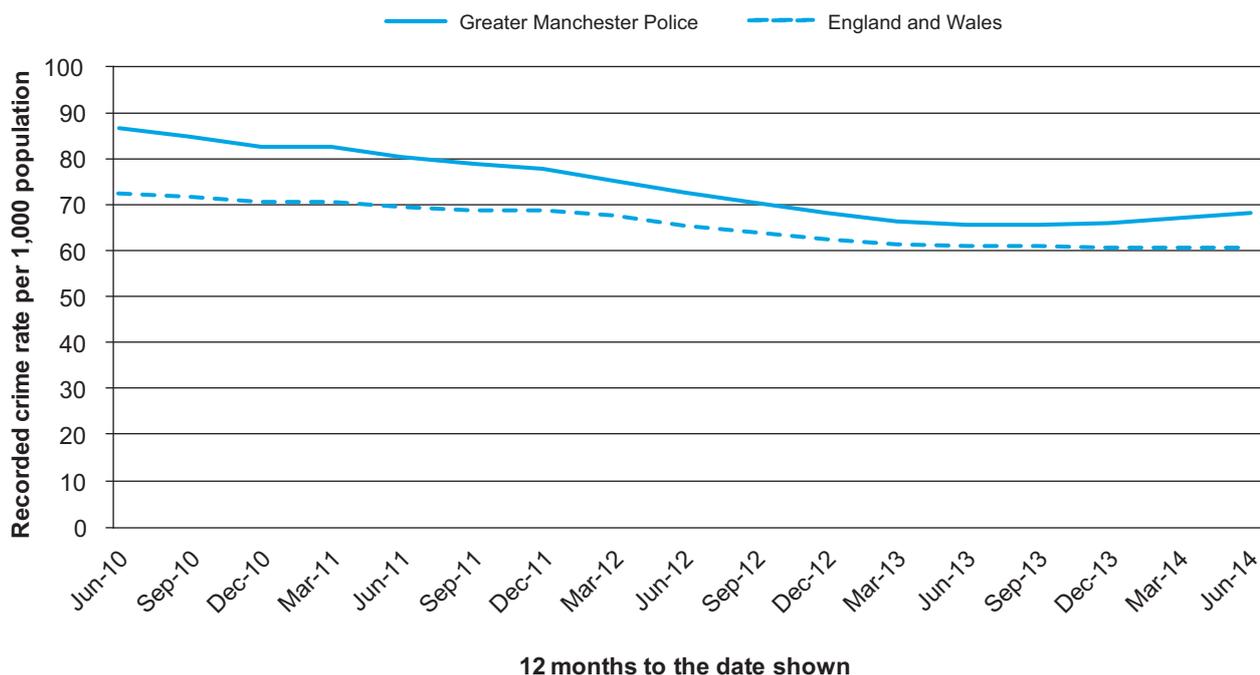
Crime

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to June 2010, recorded crime (excluding fraud) in the 12 months to June 2014 reduced by 21 percent in Greater Manchester compared with a reduction of 16 percent across all forces in England and Wales.

Over this period, victim-based crime (i.e., crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 21 percent in Greater Manchester, compared with a reduction of 16 percent across England and Wales.

During the 12 months prior to the end of June 2014, recorded crime (excluding fraud) in Greater Manchester increased by 3 percent, compared with a 1 percent reduction across England and Wales.

Figure: Recorded crime rate (per 1,000 population) between June 2010 and June 2014.



By looking at how many recorded crimes and incidents of anti-social behaviour occur per 1,000 population, we get an indication of how safe it is for the public in that police area. The table below shows crime and anti-social behaviour rates in Greater Manchester (per 1,000 population) compared with the rest of England and Wales.

12 months to June 2014	Greater Manchester Police rate (per 1,000 population)	England and Wales total rate (per 1,000 population)
Crime excluding fraud	68.1	60.7
Victim-based crime	61.4	53.9
Sexual offences	1.3	1.2
Violence with injury	5.7	5.9
Burglary in a dwelling*	14.1	8.9
Anti-social behaviour incidents*	52.3	36.8

***Note that anti-social behaviour data is for the 12 months to March 2014 and the rate for burglary in a dwelling is the rate per 1,000 households, not population.**

We have chosen these types of crime to give an indication of offending levels in the force area. We are not judging the effectiveness of the force on recorded crime rates only. For information on the frequency of other kinds of crimes in your area, go to www.justiceinspectrates.gov.uk/hmic/crime-and-policing-comparator

Greater Manchester’s detection rate (for crimes excluding fraud) for the 12 months to the end of March 2014 was 24 percent, which was lower than the 26 percent for England and Wales.

The new crime outcomes framework was introduced in April 2014. It replaces a previous framework for recording how the police finalise investigations through what was known as ‘sanction detections’ (e.g. charges and/or summons). The new crime outcomes framework is designed to support police officers to use their professional judgment to ensure a just and timely outcome which reflects the harm to the victim, the seriousness of the offending behaviour, the impact on the community, and which deters future offending. Data on the full range of outcomes achieved as a result of investigations (not just detections but also, for example, community resolutions such as mediation known as restorative justice) will be available from July 2015 and used in future HMIC inspections.

Meeting the needs of the community

Greater Manchester currently has a high rate of crime. The force has realised that if it continues doing what it has always done then it will continue to have a high level of crime. As a result it is focusing on tackling the causes of crime, the use of victim-centred restorative justice, and a restorative schools programme aimed at delaying and preventing entry into the criminal justice system for 12–18 year olds. The force and its partners believe that this long-term investment should assist in reducing crime significantly.

The police and crime commissioner has developed a police and crime plan; its nine objectives aim to protect the communities across Greater Manchester and help keep people safe by:

- continuing to drive down crime and anti-social behaviour;
- keeping people safe; and
- delivering a good service

The force's approach to achieving its objectives is built on its continuous evaluation of harm, opportunity and threat (HOT). It is focused on engaging with communities, involving communities in fighting crime and giving them a voice. This should enable the force to tackle those issues that are important to communities. For example, the force is using Home Office funding for 16 police and community support officers (PCSOs) to engage with communities in serious organised crime hotspots and encourage people to get involved in reducing crime. Leeds University is also evaluating the community schemes to reduce crime. One example is in Cheetham Hill where, two weeks after engagement activity, 50 members of the public went out with the police to help find and seize drugs and guns.

Quality of victim contact

The identification of vulnerable callers at the initial contact stage has improved as a result of the training of control room staff in the operational communications branch (OCB) or control room. Staff have been trained in assessing harm, opportunity and threat (HOT). As a result they are spending longer on calls to understand whether the caller or victim is vulnerable. However, it remains a challenge to balance the need to identify vulnerability properly with the volume of demand and the associated pressure to answer calls promptly. Despite improvements, the identification of vulnerability and repeat victims varies across the force with officers spoken to exhibiting varying degrees of understanding about the needs and care of victims. The daily management meeting (pacesetter) process is intended to pick up on vulnerability.

The current IT systems, which identify previous victim contact, assist control room staff to identify vulnerability and repeat victims, and enable this information to be passed to officers attending incidents, are complicated. Information is held on a number of different systems. The force is in the process of developing a new IT system that will resolve this. The force has identified that technology needs to improve and has put comprehensive plans in place to develop this involving a private sector partner. The force has revised its repeat victimisation policy and, for the first time, is able to get a dataset from the force IT systems that identifies repeat victims.

The force uses many different methods to communicate with the public, including social media, web forums, email and text messages. It hosts numerous sessions for the public and seeks feedback from victims.

The force works well with partners at a strategic and tactical level. Partners working with victims and offenders praised the force's contribution to their work with specific officers dedicated and embedded within their organisations. Work by the force with the multi-agency risk assessment conference (MARAC) for those victims of domestic abuse cases assessed as high risk is good.

An important measure of the impact of changes to service delivery for the public is how satisfied victims are with the overall service they receive when they seek police assistance. In the 12 months to the end of June 2014, the Greater Manchester Police had a victim satisfaction rate of 84.2 percent (± 0.8 percent), which is broadly in line with the satisfaction rate in England and Wales of 85.0 percent (± 0.2 percent). Its current rate is broadly in line with the 84.9 percent (± 0.9 percent) recorded for Greater Manchester Police in the previous year.

Use of police tactics

The force uses a range of tactics, intelligence and analysis across divisions to prevent and reduce crime. The force's intelligence-led approach assesses harm, opportunity and threat (HOT) across all elements of its policing model. From this, the force makes its decisions about attending crimes, crime management, custody, intelligence and investigation. It includes assessing the victim, the offender and the offence for vulnerability and the ability to reduce harm and threat at the earliest opportunity.

The force has an effective structure for co-ordination and assigning tasks, at both force and local area levels, which enables it to identify emerging problems and direct resources to respond. Twice daily management meetings (pacesetter meetings) are held in each local policing area to manage threat, risk, harm and resources. These meetings provide information to a daily force level pacesetter meeting that identifies and manages the key issues for the force each day. The meeting structure is creating new pressures as officers work to prepare the information needed for each meeting several times a day. This preparatory work is becoming onerous with people frequently spending from 7am to 11am each day sitting in various meetings rather than being engaged on other tasks.

Officers we spoke to felt that, due to the high levels of demand and the low levels of resources, they were less able to use their disruptive powers or do proactive patrolling, and were more likely to be reacting to calls for service. PCSOs are important to the force's prevention activity such as burglary cocooning (a reactive strategy to protect against residential burglary in an area by targeted patrolling of hotspots and the delivery of a burglar alert brochure and letter).

Partnership working and information sharing

Operation Challenger is a multi-agency response to tackle complex serious organised criminality and reduce demand on all public services in the long term. The approach is innovative and re-affirms the force's intention to tackle crime and manage demand through public service reform while remaining true to a local community-based policing approach. The range of enforcement activity is designed to undermine organised criminal networks and safeguard young people close to these groups and at risk of being drawn into criminality. This approach builds capacity by pooling resources, focusing efforts on key areas of major threat, and draws upon resources from other agencies. Operation Challenger is supported throughout the ten policing divisions by partners including trading standards, environmental health, planning, and child and adult safeguarding teams.

Each of the ten teams come together for a monthly meeting to discuss their collaborative progress and best practice in tackling organised crime group (OCG) activities, and all agencies have committed long term to this initiative. This meeting also involves interested parties from local authorities and Immigration Enforcement.

The force states that there are 182 current OCGs and they are assessed, mapped and categorised. Actions are allocated to the most appropriate agency, ranging from intelligence gathering to planning the arrest of key individuals within an OCG. The force uses the national scoring matrix for OCGs, with the top most organised tier being managed centrally. There was evidence that integrated neighbourhood policing teams (INPT) are assigned responsibility for specific OCGs and are then required to concentrate on disruption tactics such as warrants and visits. However, in some divisions, it was evident that some uniformed officers lack clarity in the role that they are required to undertake in tackling OCGs. The organised crime co-ordination unit (OCCU) monitors OCGs and ensures each plan is progressed. Some divisions (for example, Salford) hold their own fortnightly OCG meetings to identify and consider disruption opportunities. Six PCSOs have been appointed recently in Salford to help with leafleting the community about OCGs.

The Challenger programme is only one part of the force's extensive partnership work and commitment to working in a more integrated way with partners serving local communities. It is supported by local initiatives such as Operation Bank, Operation Phoenix and Operation Gulf, which tackle organised crime, and also by other long-standing partnership arrangements within the integrated offender management (IOM¹) framework.

The force has a number of other approaches to discourage people at risk from becoming offenders. These include a number of mental health initiatives, and a programme in two areas to divert female offenders out of the criminal justice system.

There are established MARACs occurring each month. There are structures to safeguard the public through, multi-agency public protection arrangements (MAPPA) for the most violent offenders, and also to consider and respond to domestic abuse, child sexual abuse, missing children and multi-agency anti-social behaviour alongside partner agencies.

1 There is no standard national definition of who should be considered for IOM arrangements. Greater Manchester Police decides who needs to be managed under these arrangements using its own scoring system.

The force is fully integrated with partners in MARAC and MAPPA. In the 12 months to 31 July 2014, Greater Manchester Police presented 3,108 cases to a MARAC. The force uses partner agencies to augment its own resources. For example, the integrated safeguarding adult public protection (ISAPP) meetings deal with vulnerability and risk, and task various agencies to deal with differing areas of an enquiry. Partners provided a recent example of successful multi-agency action in relation to a human trafficking case. In addition, the force and its partners have developed a violent crime cohort comprising the top 15 domestic abuse offenders, and the use of IOM for some MAPPA cases minimises further offending.

The force has also opened several multi-agency safeguarding hubs (called MASH) to improve information sharing and safeguarding of vulnerable victims; partner agencies are extremely positive about the contribution of the force and the closeness and effectiveness of the partnership arrangements.

The force has an automatic data transfer (ADT) of victim details to the Victim Support Service. Where previously victims had to give their consent, they now have to opt out. We found that there are significant variances across Greater Manchester in the availability of independent domestic violence advisers (IDVAs) owing to different funding streams to commission victim support services. Across Greater Manchester, we found that IDVAs work closely with officers in one policing area (A division) but in other policing areas it seems that relationships are more distant (such as on E division) and there is less joint working. Some staff are carrying out follow-up calls to victims, but not all. A web chat facility is in place with the police that victims can now use to communicate any concerns.

Domestic abuse

In March 2014 HMIC published the results of its inspection of 43 forces on the effectiveness of the police approach to domestic violence, with a focus on outcomes for victims and whether risks to victims are adequately managed. This included clear recommendations for each force about improvements it should make. As a result of this inspection all forces were required to produce and publish an action plan setting out the steps they were taking to improve the services to victims of domestic abuse. This plan should demonstrate that HMIC recommendations are being addressed and also explain how:

- the leadership will ensure the changes necessary and hold the right people to account;
- the police response when a victim first contacts them (by a 999 call or by visiting a police station) and when they first attend the scene of the incident is improved;
- the force will ensure there is a high quality investigation of all domestic abuse crime;

- victims will be properly supported and offenders properly managed; and
- the training and learning provided to officers ensures they can give the best available response to the victim.

HMIC has made an initial consideration of the action plan submitted by Greater Manchester Police. We found the plan is comprehensive and outlines activity that is in line with the agreed national priorities set out above. There is also a detailed set of activity supporting the specific recommendations in the HMIC inspection.

The crime inspection provided us with our first opportunity to test whether changes in the force's approach to domestic abuse were beginning to have a positive effect and HMIC have also conducted a bespoke re-inspection given the findings of the original report. HMIC found evidence that Greater Manchester Police had put in place a comprehensive response to previous concerns raised by HMIC, and early indications suggest these changes were having a positive effect. Domestic abuse is a stated priority for the force and there are a number of governance mechanisms to hold officers and staff at all levels to account. In addition a group reports to the police and crime commissioner every six weeks on progress, as well as reporting to public forums. The force is aiming to achieve a consistent approach for all levels of domestic abuse. In order to achieve this it has updated its policies on domestic abuse and invested heavily in improved training and awareness for all frontline officers and their supervisors. The governance and performance management regimes provide in-depth scrutiny to ensure that this consistent approach is being achieved. A full report of the re-inspection will be published shortly.

Recommendations

- Within three months, Greater Manchester Police should ensure that relevant staff, especially uniform officers on division, are made aware of their roles and responsibilities in order to disrupt and dismantle organised crime groups.

Summary



Good

- Greater Manchester Police currently has a high rate of crime; it knows that, if it continues doing what it has always done, then there will continue to be a high level of crime across Greater Manchester.
- Over the past four years recorded crime and victim-based crime both reduced more than across England and Wales as a whole. However, over the past twelve months, recorded crime has increased. Victim satisfaction is broadly in line with the England and Wales level.
- The force has established positive and very effective relationships with partner agencies. Across the partnership there is a strong focus on tackling the causes of crime and the use of restorative justice and early interventions.
- The force understands its demands and uses this information to make decisions on how resources are, or will be, allocated. Its continuous evaluation of harm, opportunity and threat on all levels is a strength.
- The force has improved its ability to identify vulnerability at the point of initial contact by investing in training for control room staff.

How effective is the force at investigating offending?

HMIC looked at the range of police tactics and powers used by the force to investigate offending, including how investigations are conducted, whether persistent offenders are diverted from crime and how people vulnerable to repeat crime are supported. We looked at how the force learns from experience in order to improve professionalism in operational practice and leadership.

Vulnerability, risk and victims

The force introduced the revised Code of Practice for Victims of Crime in December 2013 with an internal communications campaign. A revised guidance manual identifying the changes to working practices for the witness care unit was produced and circulated to all staff. A mandatory online training package for all officers and staff who have contact with victims of crime was made available in June 2014. Guidance has been produced for frontline officers as a simple, easy-to-read pocket reference to enable them to help witnesses to make informed decisions about how their evidence is captured. This was piloted on the Tameside and Salford divisions earlier this year and will be rolled out across the force, following evaluation, in October.

Contact with victims of crime is supervised at a number of stages and supervisors are reminded of their responsibilities by the force crime desk. Officers update victim contact logs with details of the action taken but there is no indicator of how good that action may have been; the supervisor has to have a certain level of trust as to the quality of that contact. Supervisors dip sample cases and call back victims to check on the quality of service provided. Although officers are clear that victims of domestic abuse are high priority, some view their responsibility to contact and keep victims updated as just another thing to manage. Officers within the force's serious sexual offences unit (SSOU) carry out all victim contact in person, which increases the quality of that contact. All victims of serious sexual assault are deemed to be intimidated victims and receive a higher standard of victim contact.

The taking of victim personal statements is inconsistent. Partners commented that the taking of victim personal statements is completed by some officers and not by others. They felt that some officers either do not know about them or do not have the time to do them. Partners find that they need to track down officers to get progress updates for victims.

The force has a structured and tiered approach to the investigation of serious sexual offences, with specialist teams and trained officers to undertake the most serious and complex investigations. In addition, within each division there is a dedicated child sexual exploitation (CSE) team that engages with partners in the identification of those most at risk from CSE, and on intelligence and safeguarding issues (Operation Phoenix). However, at the time of inspection the SSOU was being supported with additional detectives from across Greater Manchester Police. Three divisions (A, E and K) were providing extra staff within the SSOU to provide resilience for new investigations; other divisions were managing new cases within their own areas under the guidance of the SSOU.

While recognising that there has been a significant increase in the reporting of offences within the remit of the SSOU, the lack of capacity within the SSOU is impacting upon the consistency of service available to victims and also upon the ability of the force to properly investigate such offences. There has also been a consequent increase in the pressure on other investigative units.

HMIC recognise that the force is currently considering the operation and resourcing options of the SSOU to ensure it is able to offer a good service to victims of serious sexual assault.

Investigation

The force is good at the allocation of the most serious crimes to appropriate specialist resources. However, it is still at an early stage of its move to deployment and allocation based on the assessed vulnerability of the victim. The plan is to have local resolution units based in the divisional policing areas. These will resolve incidents and assign tasks to local officers and staff. This approach is being piloted in two stages; the second stage will include local communication and operations rooms (23 in total).

The force has changed from having a CID investigation branch to detectives working in the neighbourhood teams. Some police inspectors found initial difficulty with the transition to a localised neighbourhood model. However, as time has passed, they feel that it has started to work. Some expressed the view that the change means that the teams have the resilience to manage crimes. However, we were also told that still more needed to be done to involve and integrate staff more closely with the change process to ensure new ways of working are fully adopted by staff and the anticipated benefits are fully realised.

As part of the inspection we reviewed 20 case investigation files. From this review we found a good initial response to incidents, with generally excellent response times. However, of the files we reviewed, 'golden hour' enquiries (the first hour of a criminal investigation) were completed inconsistently with little evidence of house-to-house enquiries or photographs being taken at crime scenes. The documenting of enquiries made, or the rationale to explain why they haven't been made, is generally poor with an inconsistent use of investigation plans and their supervision.

The actions of the public protection investigation units (PPIU) are better supervised with a good recognition of risk. DASH forms (risk assessment for domestic abuse, stalking, harassment, and so-called honour-based violence) are reviewed and re-graded when required. Signposting, safeguarding and involvement of partner agencies is evident with the use of independent domestic violence advisers (IDVAs), and the force was making use of domestic violence protection orders and domestic violence protection notices in April 2014.

The file review indicated that IT systems are antiquated and not connected so that officers can access data across systems. The IT systems do not help officers to document their investigative decision making. (The force is currently investing in future IT provision to remedy this.)

The file review found little evidence of supervision providing guidance, reviewing lines of enquiry or ensuring completion. Supervision was limited to investigations being 'noted' or 'progression' being asked for. This assessment was confirmed during visits to police stations and examinations of crime investigations.

Tackling repeat and prolific offenders

The integrated offender management (IOM) scheme, in place to manage those offenders likely to cause most harm to communities, is well managed with good relationships between agencies. According to the force's definition, Greater Manchester Police had 769 prolific offenders as of 31 July 2014. As of 31 July 2014, the force had 1,679 offenders under the IOM programme.

A structured approach is used to identify and assess risk and there are regular meetings with key partners. The IOM scheme in Greater Manchester includes 11 teams across ten local authorities. This includes two IOM teams for the City of Manchester. Each team is made up of professionals from the police, probation and the youth offending service working closely with local voluntary and health sector professionals to manage offenders who present a significant risk to the community. A key part of the police officer's role in the IOM is seen as intelligence gathering with regular engagement with offenders to discourage offending and encourage more positive life choices. A review of some offender records indicated that the police are in regular contact with the managed offenders under their supervision, and intelligence is being regularly submitted by officers from the unit.

Learning from experience

The force aims to ensure that all staff within investigative and specialist units are appropriately trained and accredited. Staff turnover and recruitment will however have an impact on this at any one time. Depending on where people are within the organisation, their training, learning and development vary. The PPIU often deliver their own training sessions and response officers have continuous professional development training every five weeks. However, we heard that time being set aside in these training sessions is not being fully exploited. As a result of poor interaction with invited external groups for training events, the force introduced a co-leaders programme that includes officers up to and including inspector rank to engage officers in changing attitudes.

All frontline staff in the force should be trained to level 1 restorative justice (instant or on-street disposal involving restorative skills to resolve conflict) and neighbourhood policing teams to level 2 restorative justice (a more detailed conferencing approach to resolution or used as part of a formal crime disposal process). The force plans to expand this further, involving the communities in local neighbourhood justice panels in partnership with a charity called 'ROC' (redeeming our communities) and a restorative schools programme.

While the force encourages its staff towards the right disposal, such as community resolutions, restorative justice and out-of-court solutions, some teams in the response function will default to using arrest as their approach. The impact this has can be seen in increased pressure on custody suites.

The force hosts the administrative support for the Society of Evidence Based Policing. It has nine fellowships doing research for Greater Manchester Police. The force is also working with Manchester Metropolitan University and Manchester Business School on developing its understanding of what works. It is working with the London School of Economics on risk to safety analysis. Examples of assessing what works include the introduction of alcohol-restricted areas across Greater Manchester. All partners agreed the strategy and agreed to apply it equitably across all areas. The initiative included 'sobriety bracelets' to see if they have a positive effect on some people with drink-related problems.

In the 12 months to the end of 31 July 2014, Greater Manchester Police opened 11 serious case reviews. During the same period it had completed eight, including an action plan to deal with recommendations arising from the reports.

Recommendations

- Greater Manchester Police should immediately review the operation and resourcing of the serious sexual offences unit and by January 2015 the force should develop and commence the implementation of an action plan to ensure the appropriate number of accredited staff is being used to conduct these investigations with appropriate supervision.
- Within three months Greater Manchester Police should develop and commence the implementation of an action plan to improve the quality of investigations which will ensure that:
 - (a) investigating officers and police staff are aware of the standard required and have the professional skills and expertise to fulfil their duties;
 - (b) supervisors know what is expected of them in driving up standards; and
 - (c) there is appropriate monitoring and oversight of investigative quality.
- Within three months Greater Manchester Police should develop and commence the implementation of an action plan to improve the quality of victim service and contact which will ensure that:
 - (a) investigating officers and police staff are aware of the standards required within the Code of Practice for Victims of Crime and have the professional skills and knowledge to fulfil their duties;
 - (b) supervisors know what is expected of them in driving up standards;
 - (c) there is appropriate monitoring and oversight of quality and timeliness of victim service and contact; and
 - (d) feedback from victims is used to improve the service provided.

Summary

Requires improvement

- The integrated offender management (IOM) scheme, in place to manage those offenders likely to cause most harm to communities, is well managed and effective.
- HMIC found inconsistencies exist in supervision of investigations and in investigation plans. The lack of capacity in the serious sexual offences unit has a negative impact on the ability of the force to deal with serious sexual assaults.
- Learning and development is a strength at a strategic level; training and continuous professional development are inconsistent for frontline staff.

How effective is the force at tackling anti-social behaviour?

HMIC looked at how the force prevents and tackles anti-social behaviour; in particular the way victims are treated. We looked at the quality and consistency of victim contact across the force and whether victims of anti-social behaviour were dealt with in a comparable way to victims of other crimes.

Community contact and victim care

The force has a broad range of community messaging methods. Neighbourhood policing teams send out messages to their local communities. Experienced police and community support officers (PCSOs) deliver community engagement skills training to neighbourhood teams because of a core part of the PCSO role being community engagement, problem solving and customer satisfaction surveys.

The force gathers information from a range of sources for anti-social behaviour. These include annual 'hotspot' analysis, customer satisfaction data, call backs to all victims of anti-social behaviour, weekly crime statistics for all wards, engagement with local councillors, the use of neighbourhood problem investigation (NPI) plans owned by neighbourhood beat officers and their supervisors, and the 'know your community' database that is used to record problem-solving plans. However, it is not clear how much results analysis is done of the NPI plan to show the impact on problems.

The force is improving its ability to analyse repeat victimisation. It is testing a new IT model that will allow easy identification of repeat victims. The force can identify duplicate records and victims of multiple offenders within crime reports, looking at victims of anti-social behaviour and hate crime in particular.

Partnership working

Partners spoke highly of the force involvement in working across the ten areas of Greater Manchester, embracing local priorities and driving activity aimed at preventing anti-social behaviour. The partner agencies confirmed that strong relationships have been built up across a number of years and that there continues to be a partnership drive to deliver quality outcomes. It was felt that this relationship would make dealing with austerity easier to handle. The force was described as being "very good at updating on vulnerability" and has excellent relationships across the partnership arena.

The Greater Manchester-wide anti-social behaviour strategy group meets regularly and sees tackling anti-social behaviour as 'business as usual'. It is currently looking at the recently introduced new anti-social behaviour legislation. The force is the lead on training and development for partners. It has recently delivered a 'train the trainer' event to over 100 people from different agencies. It is hoping to develop its approach further with tactical anti-social behaviour advisers in each integrated neighbourhood policing team. This is aimed at disseminating knowledge more widely internally and with partners.

Improving services to the public

In the 12 months to the end of July 2014, Greater Manchester Police received reports from 93,881 victims of anti-social behaviour. The force issued 23 anti-social behaviour dispersal orders, 638 anti-social behaviour warning notices and 162 anti-social behaviour orders.

In its change programme, the force leadership is committed to an integrated neighbourhood approach in which partners play a major part. This approach is intended to make a real difference for the future. This is very much a long-term plan to reduce crime and anti-social behaviour. The force's senior leaders aim to build an evidence-based legacy for the future, in which neighbourhood policing and partnership working are paramount.

The change process is seen differently on the front line. Officers told us that the levels of demand, plus limitations on resources, are having a massive impact on their ability to engage and communicate with the public. Regular and protracted absences from their neighbourhoods make them feel that they are losing contact.

The force engages with the community through a broad range of community-messaging media and neighbourhood team engagement. The force carries out customer satisfaction surveys and has delivered community engagement skills training using experienced PCSOs.

In the 12 months to March 2014, Greater Manchester Police recorded 141,951 incidents of anti-social behaviour. This is an increase of 6 percent against the previous 12 months.

Last year the force's main anti-social behaviour issue was not youth nuisance but next door neighbour nuisance. The force works with its local partners to agree suitable solutions in each case. It has set up neighbourhood community justice panels to give neighbourhoods greater involvement in finding the right solution and outcome for offenders in lower-level cases. Each policing division has a programme to try and divert women out of the criminal justice system – the idea being that, if mothers are kept out of the system, their children are also likely to be too.

Operations Safer Summer and Treacle are force-led approaches designed to tackle anti-social behaviour and crime-related problems associated, respectively, with the summer and autumn. These long-standing plans are assessed daily through divisional and force level pacesetter meetings.

Recommendations

- Within three months, Greater Manchester Police should review the abstraction of neighbourhood officers and police and community support officers to assess the impact on its ability to deliver effective neighbourhood policing by engaging with the community and tackling local problems, including anti-social behaviour.

Summary

Good

- The force gathers information from a range of sources for anti-social behaviour and is improving its ability to identify repeat victims.
- At a strategic and partnership level, tackling anti-social behaviour is effective.
- For frontline staff, their ability and capacity to keep in touch with their neighbourhood is perceived to be poor. Regular and protracted abstractions from their neighbourhoods make them feel that they are spending less time than they would like in their core role.

What each judgment means

HMIC uses four categories for making judgments, two are positive and two are negative. The categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how well the force cuts crime. In applying the categories HMIC considers whether:

- the way the force is cutting crime and reducing offending is good, or exceeds this standard sufficiently to be judged as outstanding;
- the force requires improvement in the way it cuts crime, and/or there are some weaknesses; or
- the force's effectiveness at cutting crime is inadequate because it is significantly lower than is expected.