

PEEL 2021/22

Police effectiveness, efficiency and legitimacy

An inspection of Greater Manchester Police

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Overall summary

Our judgments

Our inspection assessed how good Greater Manchester Police is in ten areas of policing. We make graded judgments in nine of these ten as follows:

Outstanding	Good	Adequate	Requires improvement	Inadequate
		Recording data about crime	Preventing crime	Investigating crime
			Treatment of the public	Responding to the public
			Protecting vulnerable people	Developing a positive workplace
			Managing offenders	
			Good use of resources	

We also inspected how effective a service Greater Manchester Police gives to victims of crime. We don't make a graded judgment in this overall area.

We set out our detailed findings about things the force is doing well and where the force should improve in the rest of this report.

Important changes to PEEL

In 2014, we introduced our police effectiveness, efficiency and legitimacy (PEEL) inspections, which assess the performance of all 43 police forces in England and Wales. Since then, we have been continuously adapting our approach and this year has seen the most significant changes yet.

We are moving to a more intelligence-led, continual assessment approach, rather than the annual [PEEL inspections](#) we used in previous years. For instance, we have integrated our rolling crime data integrity inspections into these PEEL assessments. Our PEEL victim service assessment will now include a crime data integrity element in at least every other assessment. We have also changed our approach to graded judgments. We now assess forces against the [characteristics of good performance](#), set out in the [PEEL Assessment Framework](#), and we more clearly link our judgments to causes of concern and areas for improvement. We have also expanded our previous four-tier system of judgments to five tiers. As a result, we can state more

precisely where we consider improvement is needed and highlight more effectively the best ways of doing things.

However, these changes mean that it isn't possible to make direct comparisons between the grades awarded this year with those from previous PEEL inspections. A reduction in grade, particularly from good to adequate, does not necessarily mean that there has been a reduction in performance, unless we say so in the report.

HM Inspector's observations

I recognise that Greater Manchester Police has faced a number of difficulties over the last year: the adverse findings from our victim service assessment; having its status raised from 'scan' to 'engage' as part of our monitoring regime; and the potential instability that comes with a change of chief constable and senior leadership.

While this report outlines the concerns I have about the performance of Greater Manchester Police in keeping people safe and reducing crime, I am pleased with the progress that has been made in a short period of time since the force published its new long-term plan, [*Planning our future: Building a new GMP*](#).

These are the findings I consider most important from our assessments of the force over the last year.

The force has improved its crime reporting

I am pleased to find that the force has improved its crime recording. It has introduced processes to make sure that crime recording is more accurate. This means that the force is now properly recording a substantial majority of the crimes reported by the public.

The force cannot respond to calls effectively and consistently

The force cannot routinely respond to emergency and priority incidents in the timescales it has set. It needs to improve the way it manages initial calls so that vulnerable people are identified when crimes and incidents are reported. The force fails to adequately and regularly reassess the volume of calls to prioritise the most vulnerable. The force had significant backlogs of incidents awaiting a police response. An accelerated cause of concern was raised with the force at the time and our findings were published early. Since then, the force has made significant progress in reducing the backlogs.

The force must get better at investigating reported crimes

The force needs to improve how it investigates crimes. Some investigations lack a structured plan and appropriate supervision to help the investigation follow lines of enquiry in a timely and proportionate way. The investigations should be carried out in a proportionate, thorough and prompt way to provide satisfactory results for victims.

The force needs to improve how it is building, developing and looking after its workforce

The force needs to improve the way it supports its workforce. In too many areas it doesn't proactively maintain or promote the well-being of its staff. Workload is high and the force regularly uses overtime to manage demand. This means its workforce is potentially fatigued, adversely affecting the work-life balance of staff. Not having resources in the right place to manage demand and not providing the tools to sustain the productivity of its workforce creates frustrations.

The force is developing how it plans and manages organisational efficiency

The force is undergoing significant change and restructuring as part of the chief constable's long-term plans. He is aware of the inefficiencies in the organisational management, which have resulted in the workforce being unable to meet demand. The force's clear direction and long-term plan will take time to develop and bring about the changes needed but I have already begun to notice some improvements.

My report sets out the fuller findings of this inspection. The challenges facing Greater Manchester Police shouldn't be underestimated but I am optimistic that the trajectory and pace of improvement will continue this year. I will continue to closely monitor the force's progress.



Andy Cooke

HM Inspector of Constabulary

Reducing crime assessment

We have identified seven themes underpinning a force's ability to reduce crime effectively which, taken together, allow an assessment of the extent to which the force is doing all it can to reduce crime. This is a narrative assessment, as police recorded crime figures can be affected by variations and changes in recording policy and practice, making it difficult to make comparisons over time.

Greater Manchester Police has some processes in place to access and analyse data from its police work to identify areas where crime needs to be reduced. More could be done to understand the strategic risks and to see what measures are needed to control those risks. The force has invested in its neighbourhood policing resources and problem-solving; however, this is inconsistent across the force's districts. Problem-solvers are frequently abstracted (i.e. diverted to duties that are not part of the problem-solver's principal duties, not necessarily emergencies, for an extended period, possibly weeks) to support other areas of policing.

Other factors contributing to the force's ability to reduce crime are:

- significant improvement in how it records crime;
- the [integrated offender management](#) programme;
- diversion activities to prevent young people from becoming involved in crime; and
- its consistent approach to multi-agency risk assessment arrangements that support safeguarding.

I am pleased that the force is addressing the right areas of policing to reduce crime.

But the following areas may negatively affect the force's ability to reduce crime:

- Call handlers don't consistently use [THRIVE](#) to prioritise the force's response to incidents.
- Officers are unable to attend incidents promptly to secure evidence at the scene.
- The force doesn't investigate crimes effectively, so some offenders escape justice and victims don't get the service they deserve.
- The force doesn't have sufficient capacity and capability in its investigation teams to meet demand.
- Too often, dedicated neighbourhood officers are abstracted to support response policing teams. This affects the force's ability to build effective relationships with people and solve problems in the community.

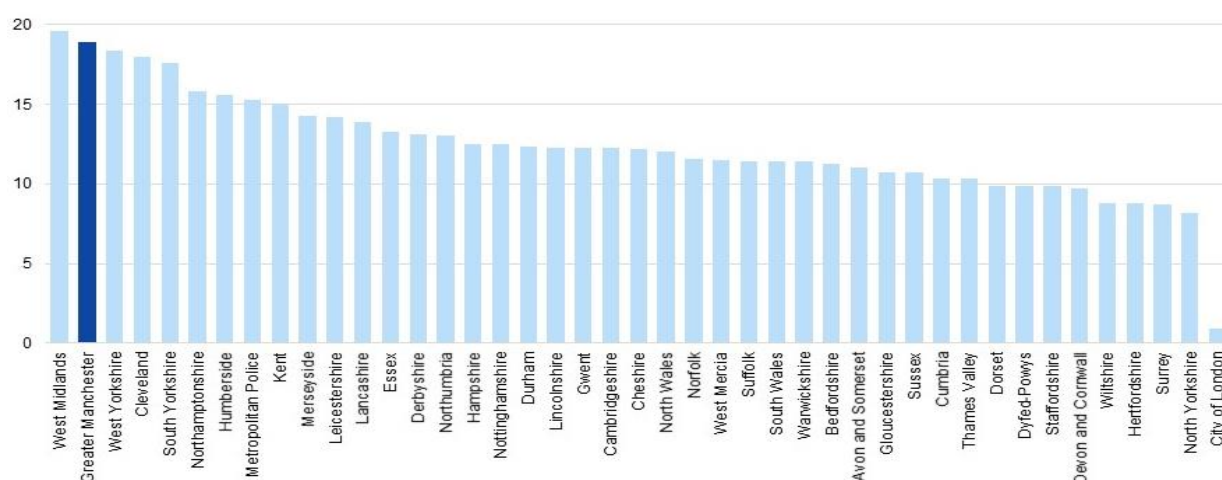
Until the force improves how it responds to incidents and investigates crime it will not be able to effectively reduce crime.

Performance in context

As part of our continuous assessment of police forces, we analyse a range of data to explore performance across all aspects of policing. In this section, we present the data and analysis that best illustrate the most important findings from our assessment of the force over the last year. For more information on this data and analysis, please [view the force report on our website](#) and select the 'About the data' section.

Greater Manchester Police had a crime severity score of 19 for all crimes recorded in the year ending 31 March 2021. This was the second highest score across forces in England and Wales. Crime severity scores tell us the amount of harm caused to society by crime for each force area. To calculate this score, all crimes recorded in a force are given different weightings based on their severity. More serious crimes have higher weightings and less serious crimes have lower weightings.

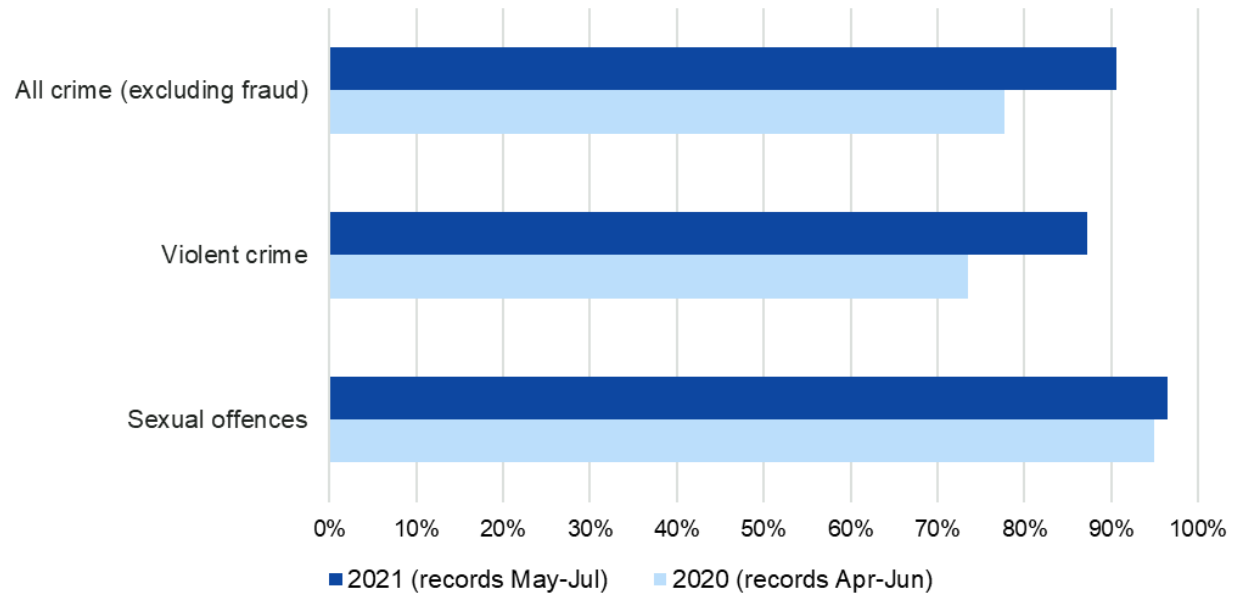
Crime severity scores for forces in England and Wales for year ending 31 March 2021



Caution is needed with Greater Manchester Police's crime severity score for the year ending 31 March 2021 due to the findings from victim service assessments for the force. For a review of records from April to June 2020, we estimated that the force was recording 77.7 percent of reports of crime (with a confidence interval of +/- 3.2 percent). As such, the force's true crime severity score for the year ending 31 March 2021 may be higher than reported due to under-recording of crime in this period.

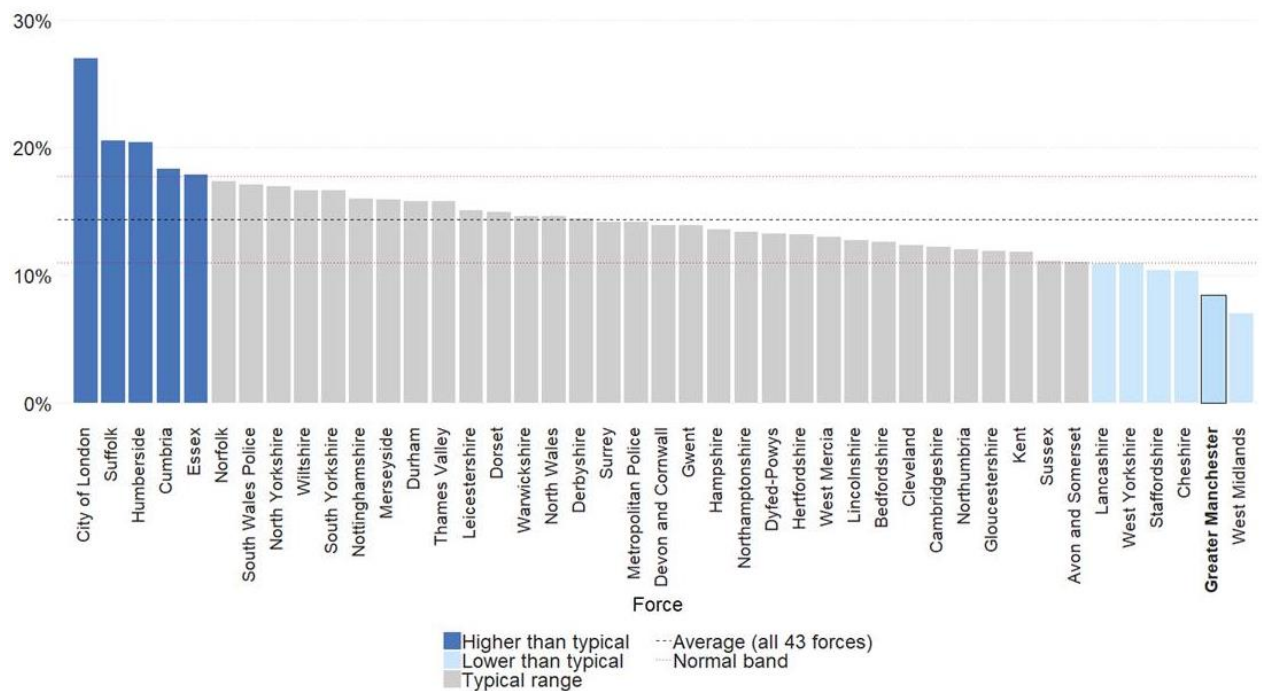
For the force's most recent victim service assessment, we reviewed records from May to July 2021 and estimated that the force was recording 90.6 percent of reports of crime (with a confidence interval of +/- 2.8 percent).

Estimated recording accuracies by crime type for Greater Manchester Police

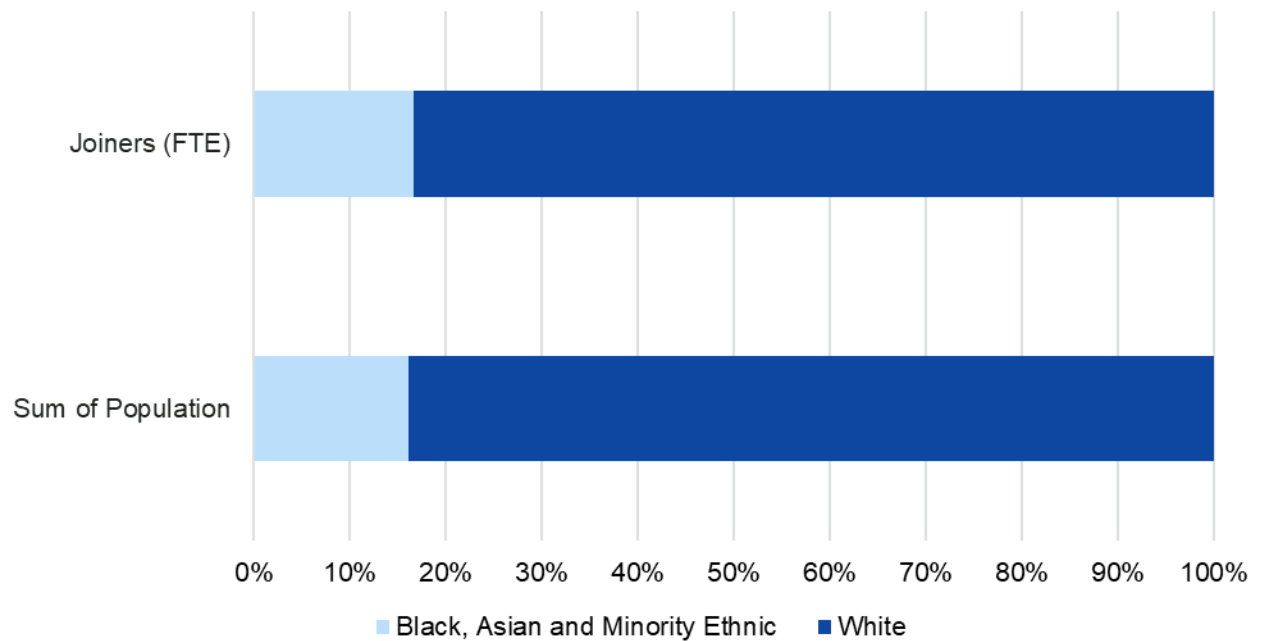


Greater Manchester Police has both severe and high crime demand. For offences recorded in the year ending 31 March 2021, only 8.5 percent resulted in action being taken. This is significantly below the average throughout forces in England and Wales of 14.4 percent.

Proportion of offences recorded in the year ending 31 March 2021 with action taken outcomes across forces



Proportion of Greater Manchester Police joiners (FTE) from Black, Asian and other minority ethnic (BAME) backgrounds in the year ending 31 March 2021



For the year ending 31 March 2021, the proportion of police officers joining Greater Manchester Police from Black, Asian and minority ethnic (BAME) backgrounds was slightly higher than the proportion of BAME individuals in the force area (16.8 percent of those who stated their ethnicity, compared to 16.2 percent). Should this positive recruitment rate continue, it will increase the force's total proportion of police officers from BAME backgrounds, which was 9.3 percent as at 31 March 2021.

Providing a service to the victims of crime

Victim service assessment

This section describes our assessment of the service that victims receive from Greater Manchester Police, from the point of reporting a crime through to the outcome. As part of this assessment, we reviewed 165 case files as well as 20 cautions, community resolutions and cases where a suspect was identified but the victim did not support or withdrew support for police action. While this assessment is ungraded, it influences graded judgments in the other areas we have inspected.

The force is too slow to answer emergency and non-emergency calls and repeat or vulnerable victims aren't always identified

When a victim contacts the police, it is important that their call is answered quickly and that the right information is recorded accurately on police systems. The caller should be spoken to in a professional manner. The information should be assessed, taking into consideration threat, harm, risk and vulnerability. And the victim should get appropriate safeguarding advice.

The force needs to improve the time it takes to answer emergency and non-emergency calls as it isn't meeting national and force standards. When calls are answered, the victim's vulnerability isn't always assessed using a structured process and repeat victims aren't always identified, which means this isn't taken into account when considering the response the victim should be given. Not all victims are given crime prevention advice or advice on the preservation of evidence. This potentially leads to the loss of evidence that would support an investigation and misses the opportunity to help prevent further crimes against the victim.

The force doesn't always respond to calls for service in a timely way

A force should aim to respond to calls for service within its published time frames, based on the prioritisation given to the call. It should change call priority only if the original prioritisation is deemed inappropriate, or if further information suggests a change is needed. The response should take into consideration risk and victim vulnerability, including information obtained after the call.

The force isn't responding to calls within its published time frames on most occasions. On some occasions the delays in response are considerable. Victims aren't updated about delays and their expectations aren't met, which may cause victims to lose confidence and disengage. By failing to attend calls in an appropriate time frame, victims may be put at risk and evidence potentially can be lost.

The force has improved its crime recording

The force's crime recording should be trustworthy. It should be effective at recording reported crime in line with national standards and have effective systems and processes, supported by the necessary leadership and culture.

The force has improved its crime recording to make sure crimes reported to the force are recorded correctly. The force has improved sufficiently to address the concerns we raised in our victim service inspection, published in December 2020.

We set out more details about the force's crime recording in the crime data integrity section below.

The force allocates crimes to appropriate staff, and victims are promptly informed if their crime isn't going to be investigated further

Police forces should have a policy to make sure crimes are allocated to appropriately trained officers or staff for investigation or, if appropriate, not investigated further. The policy should be applied consistently. The victim of the crime should be kept informed of the allocation and whether the crime is to be further investigated.

The arrangements for allocating recorded crimes for investigation are in accordance with the force's policy and in most cases a crime is allocated to the most appropriate department for further investigation. Usually, victims are promptly informed that their reported crime will not be investigated further, where this is the case. It is important to provide victims with an appropriate level of service and to manage expectations.

The force isn't always carrying out thorough and timely investigations, with victims not always being updated on the progress of their investigation

Police forces should investigate reported crimes quickly, proportionately and thoroughly. Victims should be kept updated about the investigation and the force should have effective governance arrangements to make sure investigation standards are high.

Investigations are sometimes not carried out in a timely manner and often relevant lines of enquiry aren't followed up to completion. There is frequently a lack of effective supervision of investigations. This results in some investigations not being thorough or timely. Victims are potentially being let down and offenders aren't being brought to justice. Victims aren't always kept updated about the progress of the investigation, which can result in victims losing confidence in it. When domestic abuse victims withdrew their support for a prosecution, the force didn't always consider the use of orders designed to protect victims, such as a [domestic violence protection notice](#) or [Domestic Violence Protection Order](#). Obtaining such orders is an important method of safeguarding the victim from further abuse in the future.

Under the Victims' Code of Practice there is a requirement to conduct a needs assessment at an early stage to decide whether victims require additional support. The result of the assessment and the request for additional support should be recorded. The force isn't always completing the victim needs assessment, which means that not all victims will get the appropriate level of service.

The force finalises reports of crimes appropriately but sometimes fails to consult the victims for their views or record these views

The force should make sure it follows national guidance and rules for deciding the outcome of each report of crime. In deciding the outcome, the force should consider the nature of the crime, the offender and the victim. And the force should show the necessary leadership and culture to make sure the use of outcomes is appropriate.

In appropriate cases, offenders who are brought to justice can be dealt with by means of a caution or [community resolution](#). To be correctly applied and recorded, it must be appropriate for the offender, and the views of the victim must be taken into consideration. In most of the cases reviewed, the offender met the national criteria for the use of these outcomes, but the victim's views were sometimes not sought or considered. Where a suspect is identified but the victim doesn't support, or withdraws support for, police action, the force should have an auditable record to confirm the victim's decision so that it can close the investigation. Evidence of the victim's decision was absent in some cases that were reviewed. This represents a risk that victims' wishes may not be fully represented and considered before the crime is finalised.

Crime data integrity

Adequate

Greater Manchester Police is adequate at recording crime.

We estimate that Greater Manchester Police is recording 90.6 percent (with a confidence interval of +/- 2.8 percent) of all reported crime (excluding fraud). This is a statistically significant improvement compared to the findings of our 2020 inspection. However, we estimate that this means the force still didn't record over 32,400 crimes for the year covered by our inspection. Its performance is worse for offences of violence against the person. We estimate that 87.4 percent (with a confidence interval of +/- 4.6 percent) of violent offences are being recorded.

We estimate that compared to the findings of our 2020 inspection, the force has recorded an additional 44,700 crimes for the year covered by our inspection.

Areas for improvement

The force needs to improve how it collects diversity information from crime victims and use this to inform compliance with its duty to record and understand such data

The force's data for victims of crime shows that age and gender are well recorded, ethnicity is less well recorded and other [protected characteristics](#) are not well recorded. The force should be collecting this information to understand the extent to which each protected group is affected by crime, how this differs from the extent to which those without the protected characteristics are affected, and whether a different response is needed for these victims.

The force should improve its workforce's understanding of anti-social behaviour and how it records anti-social behaviour incidents and crimes

The force isn't always correctly recording crimes as a result of incidents of [anti-social behaviour](#). Crimes such as [harassment](#), criminal damage and public order offences are sometimes not recorded. Anti-social behaviour can have a significant effect on victims, especially if the behaviour is prolonged. Failure to record crimes means that victims are not receiving the support they need and offenders escape judicial proceedings.

Main findings

In this section we set out our main findings that relate to how well the force provides a service to the victims of crime.

The force needs to review the governance of its crime recording processes and the effect of this approach on other aspects of the victim service

The force has improved the oversight and scrutiny of its crime recording processes, which has led to an improvement in crime recording. But the force is sometimes recording crimes in excess of those required by the Home Office Counting Rules. This is creating unnecessary demand on other areas of policing, such as the force's ability to respond to calls from the public and investigations. This results in staff carrying out unnecessary investigative enquiries, meaning that there is an increase in delays in carrying out necessary investigations.

The force needs to improve how it records violence offences

The force has improved how it records violent crime, but it still needs to improve further. Many of the violence offences that weren't recorded were [domestic abuse](#) offences, which is a particular concern. When crimes weren't recorded the force didn't investigate the report of the crime and there was often no safeguarding to protect the victim. Domestic abuse victims often require substantial support in order to protect them from further abuse but they are deprived of this support if crimes aren't recorded.

Behavioural crimes, such as harassment and [stalking](#), aren't always recorded. Victims of these types of offence are often vulnerable and the effect of these crimes is high, so it is important these crimes are recorded.

The force needs to improve how it records crimes against vulnerable victims

The force has improved how it records crimes against vulnerable victims, but it needs to improve further. Some of the crimes missed were crimes of a serious nature, such as threats to kill, distribution of indecent images and child neglect. When the crime isn't recorded there is often no investigation and sometimes no safeguarding of the victim. Failure to record these crimes can result in perpetrators not being identified or brought to justice.

The force records rape offences effectively

The force has continued to record rape offences well and has improved the recording of all sexual offences. We found that an estimated 96.5 percent (with a confidence interval of +/- 3.3 percent) of sexual offences reported to the force were recorded. Rape is one of the most serious crimes a victim can experience. Therefore, it is especially important that crimes are recorded accurately to make sure victims receive the service and support they expect and deserve.

Engaging with and treating the public with fairness and respect

Requires improvement

Greater Manchester Police requires improvement at treating people fairly and with respect.

Areas for improvement

The force needs to improve how well it consistently works with all its diverse communities to understand and respond to what matters to them

While the force does work with its communities at a local level, it could do more to understand what matters to them and incorporate those concerns into its priorities. The force has a dedicated [neighbourhood policing team](#) that works with the communities of Greater Manchester. There are inconsistencies in how community and neighbourhood priorities are decided. Often priorities are set by the police with limited community engagement or influence to understand what matters to the communities.

The force needs to improve its understanding of how officers use force and use this knowledge to make improvements

We found that officers significantly under-report their use of force. This may suggest that police officers may be more inclined to record the use of force on a person who is from a Black, Asian or other minority ethnic background. During our inspection, the force sought to increase officer compliance with the requirement to record the use of force, and compliance has increased. The force currently doesn't have enough data to effectively understand its use of force, meaning that it isn't able to adequately understand how it can try to improve the way in which it uses force.

Main findings

In this section we set out our main findings that relate to treating people fairly and with respect.

The force understands how to treat the public with fairness and respect

Officers are aware of how to treat the public with fairness and respect but often feel frustrated at the timeliness and level of service they can provide. The force has provided specialist training to its workforce through its 'Think Victim' campaign. Furthermore, some specialist communication and [unconscious bias](#) training has been provided to the workforce through student officer training and leadership training. This training could be further developed for more of the workforce.

The force is improving its fair use of stop and search powers

The force provides [stop and search](#) training to student officers and provides updates on changes in legislation or practice. Most officers said that they were confident to use stop and search.

At district performance meetings and at force level, the force reviews its use of stop and search. These reviews assess the quality of stop and search, including the recorded reasonable grounds and the supervision of stop and search encounters. A chief officer chairs a disproportionality in policing meeting, which reviews the analysis of policing tactics to better understand and seek to improve stop and search and use of force.

The force's officers conducted 11,748 stop and searches in the year ending 31 March 2021. The force told us that this was an increase from the previous year. During our inspection, we examined a sample of 267 records of stop and search undertaken between 1 January and 31 December 2020. Based on this sample, we estimate that 90.3 percent (with a confidence interval of +/- 3.5 percent) of stop and searches carried out by the force during this period had reasonable grounds. This is a statistically significant improvement since our review the previous year when we found that 77.6 percent (with a confidence interval of +/- 4.6 percent) of stop and searches had reasonable grounds. We also looked at a selection of [body-worn video](#) recordings from stop and search encounters. These showed that most searches were of a good standard.

The force seeks external feedback on its use of stop and search

The force published its Achieving Race Equality report in July 2021, which reviewed the disproportionality of stop and search along with the positive criminal justice outcome rates and find rates for stop and search. The force is also exploring other ways to better understand how the workforce is using stop and search. One way in which it is doing this is through independent external scrutiny. Each district has scrutiny panels, consisting of community members, to review the force's use of stop and search and to provide feedback. Another way is the force's work with the Manchester Youth Justice services to seek the views and experience of young people. While the external scrutiny needs time to mature, it is a positive step towards the force better understanding and improving the way the workforce uses stop and search.

The force continues to work towards the additional recommendations identified for all forces as part of the national thematic inspection, [A spotlight on stop and search and the use of force](#).

Preventing crime and anti-social behaviour

Requires
improvement

Greater Manchester Police requires improvement at prevention and deterrence.

Areas for improvement

The force has yet to fully address the areas for improvement relating to preventing crime and anti-social behaviour identified in its 2019 PEEL inspection.

The force should review how it directs frontline neighbourhood staff to make sure that they are properly deployed

The force published its Neighbourhood Policing plan in February 2021, although neighbourhood policing teams had limited knowledge and understanding of the plan.

The force has a neighbourhood policing model that connects neighbourhood teams to district wards. However, the force is unable to prioritise the prevention of crime, anti-social behaviour and vulnerability due to the high levels of response that policing demands. Neighbourhood police officers aren't able to work consistently in their designated wards because the force doesn't ensure that they are consistently available. The force needs to provide clear direction as to what it wishes to achieve with those who are dedicated to supporting communities through neighbourhood policing.

The force should improve its use of problem-solving, with a structured and effective model to identify and analyse crime and anti-social behaviour problems that neighbourhood teams and other organisations can work to prevent

The force is inconsistent in how it researches both police data and data from other organisations to help it analyse its demand and to then effectively use problem-solving to support it in achieving results or reductions.

The force's ability to engage in problem-solving is hindered by the high abstraction rates of neighbourhood officers to support response policing. ('Abstraction' means diversion to duties that are not part of the officer's core duties, not necessarily emergencies, for an extended period, possibly weeks.) This means that the effective use of problem-solving was found to be inconsistent across the policing districts. Neighbourhood officers said that they were being abstracted up to 75 percent of the time to support response teams in attending calls for service. As a result, they aren't able to undertake crime reduction and prevention activities, including problem-solving, in their designated communities. In some districts where officers weren't regularly being abstracted from their designated roles to support response patrols, we found some effective use of problem-solving, working in partnerships to prevent crime and anti-social behaviour. However, there are inconsistencies in how problem-solving is recorded and supervised. The force doesn't have a process to evaluate and share the results of its problem-solving activity.

The force should ensure that it has an abstraction policy to protect neighbourhood policing activity and that it is adhered to, with abstraction rates monitored

The force plans to monitor the abstraction of neighbourhood officers from their neighbourhood policing role; however, at the time of the inspection this wasn't being carried out. There are significant numbers of neighbourhood officers being regularly abstracted to support response policing teams. The force is aware that this is having an adverse effect on their ability to prevent and deter crime.

Main findings

In this section we set out our main findings that relate to prevention and deterrence.

The force has a limited understanding of the demand facing its neighbourhood policing teams and struggles to meet this demand

The force has a limited understanding of the demand on its neighbourhood teams. Since the last inspection the force has invested in its neighbourhood teams, providing problem-solving training to help them in reducing crime and anti-social behaviour. However, police community support officers are providing neighbourhood policing in isolation, because neighbourhood officers are spending more time supporting colleagues as they carry out response policing.

The force seeks to identify those in communities who create high levels of demand on police resources and frequently call for police service. This information is used to support neighbourhood teams in tackling the issues causing such high demand, through problem-solving. The force threshold for identifying callers as high demand is 30 calls per month. This is very high. The force may wish to review how it identifies high-demand callers and uses problem-solving to resolve problems arising in a community at an earlier stage. This would reduce the high demand it experiences.

Neighbourhood police make little use of the dedicated support team

The force has a dedicated central team to support the force in preventing and deterring crime and anti-social behaviour. The team includes staff who work with organisations and communities that collaborate with the force. However, we found that district neighbourhood policing teams had very little knowledge that this dedicated resource existed and very few had sought to use the team's experience and skills in support of district problem-solving to reduce crime and anti-social behaviour.

Responding to the public

Inadequate

Greater Manchester Police is inadequate at responding to the public. In this section, we set out our most noteworthy findings for this question.

Area for improvement

The force should ensure that call takers give appropriate advice on the preservation of evidence and on crime prevention

We found that advice on crime prevention wasn't always provided: in only 32 out of 50 cases reviewed had advice been given to callers. Advice on the preservation of evidence was provided in only 16 out of 27 cases reviewed. This means that the force is losing opportunities to preserve evidence, which will greatly assist investigations, and to provide victims with advice to prevent further crime, therefore reducing repeat victimisation.

Progress on causes of concern regarding responding to the public

We have already published our findings in relation to responding to the public as an [accelerated cause of concern](#) on 30 September 2021:

Cause of concern

Greater Manchester Police is failing to respond appropriately to some people who are vulnerable and at risk. This means that it is missing some opportunities to safeguard victims and secure evidence at the scene. This enduring service failure has given cause for concern about public safety in Greater Manchester.

Greater Manchester Police has responded well to the identified cause of concern, taking immediate action to improve its response to the public and developing a longer-term plan that seeks to ensure that improvements are lasting.

It immediately declared the cause of concern as a critical incident and developed a tactical plan to increase the capacity of resources to reduce its backlogs of outstanding incidents. It arranged [National Police Chiefs' Council](#) peer support, which provided the force with recommendations. There is increased leadership oversight of

the critical incident and activities have been put in place to make improvements. The force is updating its ageing vehicle fleet, ordering an additional 164 patrol cars to help its response policing team get to incidents. As a result of the tactical plan and the improvement activities put in place by the force, the incident backlogs have been reduced by more than 50 percent within four weeks of the publication of the cause of concern.

The longer-term plan includes increasing the workforce in the force's operational communications branch (OCB) and introducing a performance framework to support OCB staff and increase productivity. A review of the force's graded response policy and a review of the capability and capacity of its response policing function are now being done.

We will continue to monitor the force's progress against the identified cause of concern and recommendations.

Investigating crime

Inadequate

Greater Manchester Police is inadequate at investigating crime.

Cause of concern

The force does not investigate crime, supervise investigations or update victims to an acceptable standard

Greater Manchester Police should, within three months, make sure that:

- officers investigate crimes in a timely manner, and investigation plans are completed at an early stage to give direction and establish lines of enquiry;
- investigations are actively and regularly supervised to check progress and to check that all proportionate lines of enquiry are pursued;
- victims are regularly updated in line with the [Victims' Code of Practice](#);
- victim personal statements are offered when appropriate and recorded; and
- the force pursues evidence-led prosecutions when a victim withdraws support for the investigation.

During the inspection, we audited a number of investigations. Victims aren't seeing enough positive results and offenders brought to justice. For offences recorded in the year ending 31 March 2021, only 8.5 percent resulted in action being taken. This is significantly below the average across forces in England and Wales of 14.4 percent.

The quality of some investigations is not to an acceptable standard, which affects victims who report crimes to the force. Reasonable lines of enquiry were followed in only 70 of the 105 investigations reviewed. We found that some investigations didn't have an investigation plan setting out directions and establishing the lines of inquiry to be pursued. For those investigations with an investigation plan we found that they consisted of a list of activities or actions completed by the investigator rather than a plan to progress the investigation and identify and secure evidence to achieve a positive result. When we did find a supervisor's endorsement on an investigation, the supervisor didn't always comment on the quality of the investigation or actions taken by the investigator.

Too many investigations aren't progressed at an acceptable rate. The audit found that only 70 of 105 investigations reviewed were conducted in a timely manner.

In many cases, victims are not updated on the progress of an investigation. If a victim withdraws their support for the investigation, evidence-led prosecutions are rarely considered so to protect the victim from further offences.

Areas for improvement

The force needs to make sure that victim needs assessments are completed and victims are provided with the appropriate service throughout the investigation and subsequent prosecution

Victim needs assessments are not always completed. These ensure that any special measures required by the victim are identified at an early stage of the investigation so that the victim receives the appropriate support.

The force needs to improve how it records victims' decisions and their reasons for withdrawing support for investigations

An auditable record of a victim's wishes, such as a signed statement, is rarely obtained. It is important to obtain an auditable record to provide evidence for the victim's wishes and understand the reasons why they don't wish to support a prosecution.

Main findings

In this section we set out our main findings that relate to how well the force investigates crime.

The force is unable to consistently carry out quality investigations on behalf of victims and their families

The force is developing its governance and performance process for investigations. It has developed new quality assurance measures of performance to set clear objectives and standards for investigations. However, at the time of our inspection the force had many open investigations. We found that officers are overwhelmed with investigations while still responding to high levels of incidents. This means they have limited time to focus on the quality and consistency of investigations and bring offenders to justice.

The force is aware that the number of investigations is far too high and is seeking to reduce the number to a manageable level. It has decided that its investigating model of multiskilled officers isn't effective. Instead, it is seeking to change how it allocates investigations to officers. This should ensure it can better manage the demand and improve the quality of investigations so that there are better results for victims of crime.

The force is developing its understanding of the crime demand it faces and what resources it needs to meet it effectively

Although the force has assessed its current challenges resulting from crime demand, the overall analysis could be improved as there is little indication that the force understands the reasons for the increase in crime.

The increase in the force's crime recording, together with the chief constable's commitment to investigate all crimes, means the force can reasonably predict an increase in demand. It has invested in prisoner processing units and desk-based investigators, which provide some resilience to meet the increase.

The number of detectives in the force is insufficient, a recognised national policing problem. At 31 March 2021, only 77 percent (1,242 of 1,605) of investigator posts were filled with an accredited investigator. The force has detective vacancies in CID teams, who manage the more serious and complex criminal investigations. It is aware of its gaps and is recruiting to increase capacity. It has recruited direct entry detectives, the first intake of whom was available to CID teams in November 2021. However, the force recognises that commitment from experienced detectives is needed to support new staff as they work towards their detective accreditation.

The records management system is creating inefficiencies

Officers told us that the records management IT system is creating inefficiencies in the management of criminal investigations and contributing to delays in both investigating crimes and supervising investigations. An audit of investigations found that important information can be stored in several locations. This means investigators and supervisors can waste time locating the information needed in support of an effective investigation or review.

Some investigations aren't allocated appropriately

While our audit identified that most crimes were allocated appropriately according to the crime allocation policy, we did find occasions when inexperienced officers had been allocated investigations that were serious and complex, for example child neglect and complex fraud, which the officers didn't have the experience to investigate effectively.

Protecting vulnerable people

Requires improvement

Greater Manchester Police requires improvement at protecting vulnerable people.

Areas for improvement

The force should improve its analysis of offending against the vulnerable and use this to understand the most vulnerable victims and offenders

The records management IT system doesn't provide some of the data needed to support the analysis of offending and vulnerability. The use of flags and markers to indicate some types of vulnerability isn't available to support the analysis of crimes, for example repeat domestic abuse and general vulnerability. The force should ensure that it has sufficient capability and capacity to interrogate and analyse its intelligence systems. This will help it identify and understand the extent and type of crime being committed against vulnerable people and give it the ability to produce profiles of the problems. This also will give the force a greater understanding of vulnerability and offending. The force doesn't have up-to-date profiles to inform plans in relation to repeat victims and locations of offending.

The force should make sure that protective powers, such as Domestic Violence Protection Orders and notices, are considered in all appropriate cases

To support the safeguarding of victims, investigators can seek to use ancillary orders to protect victims and keep perpetrators from contacting them. We found that investigations into stalking and domestic crime don't regularly use ancillary orders, such as domestic violence protection notices, Domestic Violence Protection Orders or [Stalking Protection Orders](#). We reviewed 15 stalking and harassment crimes: 6 of these had issues identified, leaving victims at risk. We also reviewed 15 domestic abuse crimes: 6 of these had issues identified, again leaving victims at risk.

The force should make sure that its operating practices allow for all repeat and vulnerable victims to be identified, recorded and appropriately supported

The force may be missing opportunities to support repeat and vulnerable victims and reduce future demand by preventing victimisation. Vulnerability is considered at initial contact; however, identification of repeat or vulnerable victims isn't always recorded or accessible in the IT systems.

- The force doesn't have business intelligence capability to access crimes involving mental health concerns. This means it is possible that the force may not be identifying some incidents where mental health is a concern and identification rates may fall below what would be expected. Our ability to assess this has been impaired by the quality of the data provided by the force for the period 1 October 2019 to 30 June 2020. This will need to be reviewed when the appropriate data is available.
- The force command and control system can't identify repeat callers or use flags to identify repeat domestic abuse.
- The force does not have business intelligence capability to access crimes involving general vulnerability.

Main findings

In this section we set out our main findings that relate to how well the force protects vulnerable people.

The force has some understanding of its vulnerability demand and the resources it needs

The force has undertaken a review of its vulnerability demand, as part of a project to review its response to investigating crimes involving vulnerable victims. The force recognises that a significant amount of vulnerability was encountered by its frontline officers, who didn't necessarily have the training or experience to deal with complex vulnerability investigations. Having identified that more detectives were needed to reintroduce specialist vulnerability investigation teams, a programme was started to restructure how the force investigates crimes involving vulnerable victims.

In September 2021, the force restructured its district detective teams to include a general CID team for serious and complex investigations and a separate team of detectives to investigate offences with victims who are identified as vulnerable, such as child protection offences. However, when the teams were set up, the force's ability to resource the teams meant that some districts used a hybrid approach and many don't have the number of detectives to meet the requirements of the new structure. Nevertheless, the force intends to introduce additional teams to investigate vulnerable adult crimes when it has a sufficient number of detectives.

The force has effective governance for vulnerability

The force has a chief officer lead for vulnerability and a Public Protection Governance unit, which reviews policy, plans and force performance, thereby seeking to improve the force's response to vulnerability. The governance unit holds a regular meeting, which brings together district vulnerability leads to examine, support and understand force performance. The unit undertakes a thematic quality assurance process, focusing on a different area of vulnerability each month, reviewing investigations and providing feedback to districts to improve performance. The unit arranges scheduled peer reviews whereby district safeguarding teams peer review other districts. Representatives from the governance unit, along with other organisations, attend the Greater Manchester Combined Authority strategic vulnerability meetings. They also meet with other relevant organisations, such as children's services and the Crown Prosecution Service, to review plans and proactively improve the force's response to vulnerability.

The force recognises the need for effective and continuous safeguarding for vulnerable people

The force has policies in place that supports round-the-clock safeguarding for vulnerable people. A referral process is in place to identify and refer either children at risk or vulnerable adults to triage teams who work as part of a multi-agency approach to safeguarding vulnerable people and victims. Information from the referral forms is shared with the most appropriate agency, such as children's services, for effective safeguarding activity to take place.

The force has developed specialist teams that give support to cases involving vulnerability and safeguarding. A dedicated team is in place for managing child sexual exploitation cases and modern-day slavery.

The force is good at recognising and dealing with harm, including hidden harm

Officers and staff have received training in dealing with honour-based violence and other harm offences such as modern-day slavery. The force carries out a range of activities to identify cases relating to vulnerability and hidden harm.

The force has district-based complex safeguarding teams who work with other organisations to identify those children who may be vulnerable to being exploited or subjected to adverse childhood experiences. The teams also work with other organisations on prevention and education activities to divert children away from becoming vulnerable victims of crime. The teams work alongside social workers in their activities to support vulnerable children. The dedicated sexual crime unit can gather online intelligence and evidence to identify incidences of online sexual abuse, generating proactive policing operations when required. Sex offender managers, who visit, interview and risk-assess registered sex offenders, use lie detection on offenders to identify crimes and safeguard children. The force told us that in 2020 this numbered 72 crimes and 524 children were safeguarded.

The force contributes to the effectiveness of multi-agency safeguarding hubs

The force has 12 multi-agency safeguarding hubs (MASHs) throughout its districts. All are co-located with relevant organisations. When combined, they cover the whole force area. Officers and staff work together in effective partnership and disseminate information in a timely way to support safeguarding. Each MASH has broad representation from these organisations, although there is some variance regarding which organisations are represented in each MASH. The force is aware of the make-up and terms of reference for each and is working towards a consistent model.

Referrals from officers that are categorised as high risk are generally triaged within 24 hours. We found good examples of partnership working to safeguard victims. For example, one district has a daily high-risk domestic abuse safeguarding meeting, which was found to be effective. Information is disseminated with other relevant organisations and the meeting reviews the incident and history of the victim. During one observed meeting, these organisations had already been in contact with victims, gathered information and, where appropriate, contacted schools to arrange pastoral care for those children in abusive relationships.

The force contributes to the effectiveness of multi-agency risk assessment conferences (MARACs)

The force identified 61,228 domestic abuse incidents in the year ending 31 March 2021. This represents 21.5 incidents per 1,000 population in Greater Manchester, which is slightly higher than the rate throughout forces in England and Wales of 19.6 per 1,000 population (based on 42 forces). In the same year, the force discussed 10,710 cases at a MARAC. This is more than double the recommended number (4,380) for discussion, on the basis of the SafeLives recommendation of 40 cases per 10,000 women.

MARACs are well established within the force. They are held in each local authority area. The frequency of the meetings is dependent on each district and the referral rate for that area. Of the conferences we observed, we found good attendance and participation from statutory and non-statutory bodies, including social services, children's services, housing and health organisations, and independent advisors on domestic and sexual violence. The conferences demonstrated active information sharing and activities to support the safeguarding of victims and families. The chair ensured that actions were recorded and tracked in the minutes of the meetings. The organisations we spoke to who had attended MARACs were positive about the officers and staff who attended the meetings and the plans produced to increase the safety of those victims discussed.

Managing offenders and suspects

Requires
improvement

Greater Manchester Police requires improvement at managing offenders and suspects.

Areas for improvement

The force should review its sex offender management policy and practice so that risk assessments are routinely undertaken and intelligence gathered to support assessments, and risk management plans are thorough and reviewed regularly, to mitigate or manage risks to the public

During our inspection we reviewed 12 records to see how well the force manages registered sex offenders in Greater Manchester, according to the force's policy and national guidance. We found eight records to be inadequate, three to require improvement and only one to be of a good standard. These findings show the force has moved away from national good practice and doesn't always follow its own policy.

Significant change in a sex offender's life should prompt risk assessments. This should include when the force takes over the management of a case from another agency, like the probation service. The force policy needs to reflect this.

The policy also needs to give clearer guidance to staff on the benefits of regularly checking the Police National Database so that all intelligence and risks can be clearly understood and risk management plans effectively updated.

Clearer guidance is also needed for officers on how often risk management plans (RMPs) are to be completed and their responsibilities regarding reactively managed cases. Force policy doesn't say how often RMPs are to be completed.

The force should review its capacity to maintain the volume of visits it requires to manage registered sex offenders living in the community

During our inspection we found backlogs in visits to registered sex offenders: the force told us it has 740 outstanding visits, which represent approximately two months of visits. The force had previously reviewed the ratio of offenders to offender managers. At 82 offenders to 1 manager, the ratio was higher than the nationally recognised ratio of 50 to 1. A request for additional resources to redress the balance had been approved by chief officers in January 2021. Yet, at the time of our inspection we found that not all of the agreed additional resources were in place.

Main findings

In this section we set out our main findings that relate to how well the force manages offenders and suspects.

The force has a process for dealing with outstanding suspects and offenders but it could do more to arrest them

While the force pursues outstanding suspects and offenders, the chief constable has expressed his concerns that the force is over-reliant on using [voluntary attendance](#) for suspects rather than arresting them according to the relevant necessity criteria. As a result, there has been a focus on improving how the force manages outstanding suspects and offenders more effectively to reduce offending and protect the public. The force is reopening custody facilities in support of this shift and to ensure that officers can process arrested offenders locally without the need for travel. In some districts the arrest rate has significantly increased as a result of this drive.

The force reviews and highlights outstanding suspects at daily management meetings, district performance meetings and quarterly performance meetings held in districts and branches. The force has a process in place for circulating details of offenders on the Police National Computer.

The force has a fugitives team tasked with locating and arresting the offenders who pose the greatest risk of severe harm to the community. Other offenders are discussed at district daily management meetings to ensure that officers are tasked with arresting them. Despite this, officers told us that it isn't realistic for them to always set time aside to proactively locate and arrest outstanding suspects due to high demand on their time and a high number of outstanding incidents. This means the prompt arrest of offenders can get passed from team to team without a timely arrest taking place. To help address this problem, some districts have a tasking team, which can be used for arresting district offenders such as high-risk domestic abuse suspects. In addition, each district now has a prisoner processing unit that takes over the investigation and that processes some of those who have been arrested. This means response officers can resume their duties to respond to public demand.

The digital investigation unit takes a long time to examine computers

The digital investigation unit has a 9 to 12-month standard turnaround time for the examination of computers. This places pressure on investigator workloads, causes delays in bringing offenders to justice and affects the welfare of suspects waiting for the results of investigations. It may also allow suspects the opportunity to commit further offences.

The force manages the use of bail well

The use of [pre-charge bail](#) is managed well in the force, which has tried to increase its use when appropriate. It has developed a criminal justice performance toolkit software package, which monitors the use of bail, [released under investigation](#), voluntary attendance and case file reviews. The toolkit provides data at various levels, from force to district to individual level. The data is examined at both criminal justice strategic meetings and district performance meetings to support the effective use and management of bail.

The force identifies and manages arrested foreign nationals effectively

The force works with immigration enforcement to identify and manage arrested foreign nationals effectively. The custody IT system prompts custody officers to ask for and record a detained person's place of birth. Custody staff then conduct checks with the immigration service and make sure an [ACRO](#) check is carried out.

The force effectively manages the risk posed to the public by the most dangerous offenders

Greater Manchester Police has a substantial number of registered sex offenders to manage. At 31 March 2021, there were 4,018 registered sex offenders living in the community.

The force uses a nationally approved risk assessment tool, the [active risk management system \(ARMS\)](#), to risk-assess registered sex offenders (RSOs). Offender managers are trained to use this tool and the force has a number of trainers supporting the professional development of those who manage offenders. Refresher training has also been undertaken by all offender managers.

The force has deviated from the College of Policing authorised professional practice in relation to the frequency of re-assessment of RSOs and its reactive management of offenders. This has been agreed by chief officers as force policy in the short term, with a commitment to review the approach once the planned increase in offender managers has been achieved.

To protect the public from the most dangerous offenders, the force routinely considers the use of civil orders and staff are provided with digital equipment to monitor compliance with [sexual harm prevention orders](#). Breaches are monitored and action is taken by the force. Also, the force's digital investigation unit and offender managers spend two days per week making home visits to RSOs.

Awareness of RSOs varies throughout local policing teams

We found an inconsistent awareness of RSOs in local policing teams. The offender managers based in some districts have developed stronger working relationships with neighbourhood and district policing teams. This has resulted in greater awareness and working together to manage offenders. Each RSO is marked as a sex offender in the records management IT system to ensure that officers are aware of the individual's RSO status.

The force works effectively with other organisations to manage offenders

The force has [multi-agency public protection arrangements \(MAPPA\)](#) in place, with a coordinator in its [integrated offender management \(IOM\)](#) team. Effective partnership working was acknowledged by the organisations the force works with. The MAPPA purpose and processes are promoted through presentations provided at investigation and district training events.

The sexual crime unit deals effectively with high-risk investigations

The force has a dedicated sexual crime unit (SCU), which has systems in place to proactively identify the sharing of indecent images of children from various sources. This includes the daily monitoring of specialist software used to identify people who are sharing such images. Staff in the SCU are trained to the National Crime Agency image grading standard. This training gives staff the skills in support of the prosecution of offenders. Action is taken in relation to high-risk investigations and medium and lower-risk investigations are carried out by district-based investigators. There is clear governance in place with performance data to monitor the progress of all investigations. Staff in the SCU consider their workloads to be manageable; they aim to take [positive action](#) for high-risk investigations, executing search warrants in 7–14 days. The force recognises the need for safeguarding considerations, along with the welfare needs of suspects and has made appropriate provision. An officer is designated for safeguarding during the execution of a search warrant (while a search is carried out) and completes the appropriate referrals to support services.

The force has an effective integrated offender management (IOM) programme

The force has a dedicated [IOM](#) unit in each of its districts. These have been reviewed recently and aligned with the refreshed national policy and structure. Although they have only just been realigned, we found a clear focus and good partnership working towards the rehabilitation of offenders.

The force uses a scoring tool to assess information and intelligence relating to offender activity and includes data from other organisations to decide whether offenders are to be managed under the IOM programme. Current cohorts include those involved in serious theft, serious and organised crime, and violence such as domestic abuse. Officers told us that the realignment has made the workload more manageable. They have monitoring processes in place to score and manage offenders and they use intelligence in the programme to support measures to reduce crime and offending.

The force understands the benefits of managing offenders effectively and the effect and costs associated with offending

The analysis of the benefits of managing offenders is in its early stages, given the recent review and restructuring of the IOM programme. The force recognises the benefits and has several processes for diverting people away from criminal behaviour and offending. These include pilot domestic abuse perpetrator programmes and serious safeguarding units, which support young vulnerable people through education and activities. The force has also established an Investment Hub, which has the potential to support up to 56 young people in an attempt to divert them away from the influence of serious organised crime. This is a new project and it currently has nine young people in the programme. The hub offers a range of supportive functions – one-to-one mentoring, sporting and creative activities, and quicker access to services such as mental health provision. The hub works with several agencies, including public, private and third sector bodies. It is too early to assess the effectiveness of this approach, but it is clearly a positive step in diverting young people from a path that could lead to organised crime.

Disrupting serious organised crime

We now inspect serious and organised crime (SOC) on a regional basis, rather than inspecting each force individually in this area. This is so that we can be more effective and efficient in how we inspect the whole SOC system, as set out in HM Government's SOC strategy.

SOC is tackled by each force in partnership with regional organised crime units (ROCU). These units lead the regional response to SOC by providing access to specialist resources and assets to disrupt organised crime groups (OCGs) that pose the highest harm.

Through our new inspections we seek to understand how well forces and ROCUs work in partnership. As a result, we now inspect ROCUs and their forces together and report on regional performance. Forces and ROCUs are now graded and reported on in regional SOC reports.

Our serious and organised crime inspection of Greater Manchester Police hasn't yet been completed. It is due to conclude in September 2022. We will update our website with our findings (including the force's grade) and a link to the regional report once the inspection is complete.

Building, supporting and protecting the workforce

Inadequate

Greater Manchester Police is inadequate at building and developing its workforce.

Cause of concern

Greater Manchester Police doesn't currently have the arrangements in place to support and build its workforce

Within six months Greater Manchester Police should:

- work with its workforce to understand the risks and threats to staff wellbeing, and use this to inform the actions it takes;
- understand the performance of its workforce, support staff development and deal with poor performance fairly and consistently; and
- fairly and consistently identify those with the potential to become senior leaders and nurture and encourage them to gain the skills for future leadership roles.

The chief constable and senior leaders are aware of the issues found in relation to how the force builds and protects its workforce. The new long-term plan published in September 2021, *Planning our future: Building a new GMP*, recognises the need to focus on the welfare, support and wellbeing of the workforce. Such improvements will take time to come about.

During our inspection we found that the force has yet to address the workforce areas for improvement that were identified during our last PEEL inspection. In too many areas the force does not proactively maintain or promote the wellbeing of its workforce. High levels of workload, with overtime regularly used to manage demand, mean that its workforce is fatigued. This also affects the work-life balance of the workforce. Not having resources in the right place to manage demand and not providing the tools to support the productivity of its workforce creates frustrations.

Officers and staff told us that previously no one had listened to their concerns and views and they lacked a sense of belonging. With the exception of a COVID-19 welfare survey and a National Wellbeing & Inclusion Survey in 2020, the force hasn't completed a comprehensive workforce survey since 2018, to assess the wellbeing of its workforce and to understand the threats and risks to staff wellbeing and their underlying causes. Senior leaders have consulted the workforce more recently to better understand organisational factors that hinder staff members from doing their jobs. This has resulted in senior leaders recognising that the workforce is frustrated by the lack of organisational support for them to do their job. The wellbeing provision in the force is reactive rather than preventative and lacks continuous wellbeing support. The force doesn't currently have a detailed achievable plan to improve the wellbeing of its workforce.

The force does not have an effective workforce performance management system to support workforce development and fairly address poor performance.

Chief officers are aware that the force has lost experienced members of the workforce through resignations and transfers to other police forces. The working conditions were the top reason provided by those who were willing to share this with the force. The force is now seeking to put measures in place to reduce the number leaving the organisation and even to encourage officers and staff to return to employment in the force.

Areas for improvement

The force should ensure it has a process for its workforce staff to refer to and discuss ethical concerns

This was highlighted during the last PEEL inspection and the force has yet to address this area. The force has a confidential integrity line for officers and staff to report concerns. There is an external ethics committee, which reviews force strategic and operational activity such as custody provision and use of body-worn video. Yet officers said that they were unaware of who they should turn to, to discuss any ethical concerns. The force should provide its workforce with an opportunity to refer and discuss ethical dilemmas and concerns and ensure that the results are communicated to them.

The force should improve how it manages grievances so that it provides timely outcomes for officers and staff

Again, this area for improvement was identified during the last PEEL inspection but no progress has been made yet. The force is committed to a new organisational justice model so that grievances and potential misconduct are dealt with more fairly.

Main findings

In this section we set out our main findings that relate to how well the force builds and develops its workforce.

The force is developing an ethical and inclusive culture at all levels

The force leadership is promoting an ethical and inclusive culture. The workforce understands what is expected of them in demonstrating acceptable standards of behaviour. The force has provided training to foster the culture and ethics of its workforce, and results of misconduct cases are communicated to the workforce and to the community. The workforce and support networks told us during the inspection that they feel that chief officers are now listening to their concerns and they are starting to feel more positive about the future.

The force is expanding its workforce for the future

The chief constable has invested in additional senior leaders through promotion and the recruitment of experienced senior leaders from other police forces. This is to provide leadership, direction and accountability in each of the policing districts and to fill additional roles in strategic departments.

The force understands its recruitment needs for the future and has been maintaining the pace of the recruitment of officers. The current plan for Greater Manchester Police is to recruit 688 police officers as part of the uplift programme with the aim of reaching 7,475 officers by 31 March 2022. The force had 7,242 officers at 30 June 2021 and is on track to meet its aim. It has progressed its plans to achieve the requirements of the policing education qualifications framework (PEQF). Its first cohort of student officers under the framework joined in November 2021, with a new cohort of officers joining every five weeks thereafter.

The force has worked hard to reflect the community it serves in its workforce

The force has set its recruitment priorities to improve the diversity of its workforce and better reflect the community it serves. It has proactively sought to attract applications from under-represented groups. For the year ending 31 March 2021, the proportion of police officers joining the force from Black, Asian and other minority ethnic (BAME) backgrounds was slightly higher than the proportion of BAME individuals in the force area (16.8 percent of those who stated their ethnicity, compared to 16.2 percent). Should this positive recruitment rate continue, it will increase the force's total proportion of police officers from BAME backgrounds, which was 9.3 percent as at 31 March 2021.

The force is addressing the problem of many officers and staff leaving

The new leadership in the force is aware that the force has previously had a high number of leavers, including a number of experienced officers transferring to other police forces. In the year ending 31 March 2021, of the 364 [FTE](#) officers who left the force, 19 percent transferred to other forces and 17 percent resigned from the force. Of those who completed an exit questionnaire, the most common reason for leaving was the working conditions. The force now has a process to identify earlier those considering such a move and seeks to address any motivating factors to persuade

officers to stay. The force is also actively seeking to support officers returning to the force, who bring the skills and experience it had previously lost.

The force needs to improve how it is developing its workforce to be fit for the future

The force doesn't have an effective understanding of the skills of the workforce or the learning and development needs of the staff. During our inspection published in 2018, we established that the force doesn't have an effective personal development review process. This hasn't improved since our last inspection and the vast majority of officers and staff we spoke to didn't have performance conversations with their managers. This means that the force can't be sure that its managers and supervisors are having performance and development conversations with their staff and that they understand the development needs of the workforce. Therefore, the force can't tailor learning and development to meet the needs of the workforce. In addition, the force can't be sure that poor performance is being identified and addressed fairly.

Similarly, the force doesn't have a process to identify and develop talented officers and staff. This was again identified in our last PEEL inspection and the force hasn't yet introduced such a process.

Vetting and counter corruption

We now inspect how forces deal with vetting and counter corruption differently. This is so that we can be more effective and efficient in how we inspect this high-risk area of policing.

Corruption in forces is tackled by specialist units, designed to proactively target corruption threats. Police corruption is corrosive and poses a significant risk to public trust and confidence. There is a national expectation of standards and how forces should use specialist resources and assets to target and arrest those that pose the highest threat.

Through our new inspections, we seek to understand how well forces apply these standards. As a result, we now inspect forces and report on national risks and performance in this area. We now grade and report on forces' performance in a national spotlight report.

Greater Manchester Police's vetting and counter corruption inspection hasn't been completed. It is due to conclude in September 2022. We will update our website with our findings (including the force's grade) and a link to the regional report once the inspection is complete.

Strategic planning, organisational management and value for money

Requires improvement

Greater Manchester Police requires improvement at operating efficiently.

Cause of concern

The force doesn't currently have a sufficient understanding of either its demand or the capability and capacity of its workforce

Within six months Greater Manchester Police should:

- improve its understanding of the skills and capabilities of its workforce so to increase efficiency and support succession planning for future resource management;
- improve workforce planning to better align its workforce with current and future demand;
- ensure it has the capacity and capability to analyse police and information and intelligence from other organisations in order to produce the reports it needs to comprehensively understand and manage its demand; and
- continue to develop its governance and performance framework to alert senior managers of underperformance and allow timely action to be taken to address performance problems.

Within 12 months Greater Manchester Police should:

- improve its records management IT system so that it meets the needs of the force and its workforce.

The chief constable has publicly acknowledged the clear organisational management problems that need to be addressed so that the force has resources with the right skills and tools in the right places to efficiently manage current and future demands from the public.

The force now has a clear long-term plan published in September 2021: *Planning our future: Building a new GMP*. This has started the process of reforming the force's leadership, governance and performance framework. This process will take some time to bring about the significant changes needed. Encouragingly, the initial pace of change has already yielded some improvements.

During our inspection we found that the force has inefficiencies in its organisational management, which have resulted in the workforce being unable to meet demand. The force had previously lacked a performance framework and, at times, the management information from which managers could identify and remedy poor performance. Inefficient governance, corporate services and resource distribution, along with poorly functioning equipment such as ICT and vehicles, have contributed to reduced workforce productivity.

Workforce planning is weak and not aligned well with current and future demand. There is no clear picture of overall demand; nor is there a clear picture of where the skills and resources are. The force doesn't have a good enough understanding of the skills and skills gaps in its workforce. The force has identified demand pressure points, but there is an overall shortage of resources for those areas. To deal with this growing demand, the force has simply increased resources in areas where there is a spike in demand, which creates a shortfall elsewhere, for example the operational communications branch.

The force is moving quickly to tackle its resource shortages. Some progress has been made in bringing in skills and capabilities at senior leadership level. But more time is needed to make progress and invest in people with the right skills. In addition, the force has yet to resolve the problems caused by inefficient and ineffective ICT systems. The chief constable has set this as a priority.

Area for improvement

The force's financial plans need to be developed quickly to ensure that finances will be sustainable and meet future demands

In particular the force needs to:

- develop a sustainable and affordable medium-term financial plan (MTFP) that will help it to provide policing services that meet future demand, based on reasonable assumptions about future income and expenditure; and
- make sure that financial plans are aligned with workforce, ICT, estates and other corporate plans, and that all are accurately informed by a sound understanding of likely future demand for the force's services.

The pace of change in the force during 2021 has been rapid. The force recognises that its financial planning needs to keep pace with those changes. Significant new investment and reallocation of existing funding will be required to achieve service improvement. The chief constable has recognised that the force lacks the necessary capacity and capability in its corporate services and is strengthening this capacity, particularly in relation to finance, investment and collaboration.

The current MTFP does not reflect the new long-term plan, *Planning our future: Building a new GMP*, and the new direction the force is taking. The force is developing a new MTFP aligned with the new long-term plan, which will allow the force to work towards the plan's long-term objectives and which will be affordable in the short and medium term.

The force is facing financial difficulties as demand on its services is expected to continue to exceed its available funding. Chief officers have identified opportunities to reduce anticipated increases in spending, which means the force is likely to achieve a balanced budget in the 2021/22 financial year. The force has made realistic assumptions about likely government grant income and the potential for a local council tax increase. It is currently in discussion with the Mayor's Office to agree the use of one-off funding from reserves over the next two years. This is to fund the investments needed to achieve improvement at the pace required, for example in ICT and vehicles.

Chief officers have already started several change programmes, many of which are already funded. The force is recruiting an extra 450 police officers in 2022/23, funded through the uplift programme. In addition, the force has identified that additional investment in back-office posts, funded by reserves in the short term, is required to provide the right skills and capabilities to help manage the change and tackle causes of concern and areas for improvement.

Main findings

In this section we set out our main findings that relate to how well the force operates efficiently.

The force has an effective long-term planning and performance framework, making sure that it tackles what is important locally and nationally

The force has started to change under the new chief constable and chief officer team. There had been a period of rapid change in response to our findings before the new chief constable's appointment. The pace and scale of change has increased since then.

The chief constable commissioned a review and the development of a new long-term plan, which was published in September 2021. *Planning our future: Building a new GMP* identifies the immediate response needed to address our concerns and the findings of the root cause analysis commissioned by the mayor. The plan also outlines a new force strategy, which includes the leadership, accountability and effectiveness

needed to meet the priorities set by the mayor's *Police and crime plan* and the government plan for policing.

A new governance, performance and change structure has been put in place, aligned with the long-term plan. The chief constable and leadership team have reviewed all existing change programmes, and a number of new change programmes and reviews have been started, with a chief officer as senior responsible officer and a workforce lead assigned to each one.

The force's clear direction and long-term plan will take time to develop and bring about the improvements needed and identified by the chief constable. We will continue to monitor these improvements closely.

The force is making sure it has the right resources to meet future needs

Because of the current government pledge to recruit an additional 20,000 police officers in England and Wales by 31 March 2023, the force's police officer establishment (the number of officers needed to meet demand) for the period October 2020 to March 2023 is set to increase. As at 30 June 2021, the force had increased its headcount by 455 using the funding it received from the uplift programme. The allocation for Greater Manchester Police was intended to be used to increase their headcount by 688 by March 2022. The increase in officer numbers has so far helped the force to plan the reallocation of additional resources to areas of priority and high demand.

The force has been able to increase capacity in a range of areas, for example 50 neighbourhood beat officers – providing a named officer for every ward – and a dedicated transport unit of 50 officers. However, agreed increases in the operational communications branch and the sex offender management unit and increases to support dedicated vulnerability investigators have yet to be fully realised.

The decisions about where extra officers – from the increase in staffing – would be posted were all taken locally. All areas put in a bid for extra officers based on local assessment of demand but there was no force-wide oversight of these bids and little challenge to them. This means the force can't be confident that it is getting the best results possible from this extra investment in staff.

The force is developing its understanding of future demand

There is some understanding of what the size of the workforce will need to be over the next four years in terms of numbers of staff and officers, but more work is needed to understand the required skill set. The force is aware of its gap in capacity, particularly in relation to the length of service profile, with significant numbers of student officers and a shortage of detectives. Staff are needed in specialist roles that require specialist knowledge. Senior leaders understand the effect this will have and how they need to allocate resources, as do superintendent ranks as they live with the consequences of skills gaps on a daily basis. For example, they have recently had to move newly trained officers into the control room to cope with demand.

The external relations and performance branch is now developing reports to better understand current and future demand. Further work is needed on understanding the demand that the frontline generates for the back office. This demand is starting to

create some difficult pinch points in the organisation. For example, new student officers are creating a lot of demand in the HR department. This type of demand isn't fully understood throughout the organisation, but it is now being incorporated into the force review and change programmes.

The force cannot demonstrate it is continuing to achieve efficiency savings and improve productivity

The force doesn't have sufficiently reliable data to carry out cost and value for money (VFM) comparisons. There are many different plans throughout the force designed to improve performance and VFM, using the extra resources now available. Despite this, the back office isn't sufficiently strong to draw everything together into a coherent whole to ensure that the best use is being made of resources.

There have been significant investments in digital technology to improve productivity, but its implementation hasn't always gone smoothly because users haven't been fully involved. The PoliceWorks records management IT system within the Integrated Operational Policing System (iOPS), for example, hasn't brought tangible benefits and is widely regarded as creating inefficiencies rather than improving productivity. PoliceWorks hasn't improved agile working. Indeed, it has had the opposite effect: to draw people back to the office to input data to the system. Many of the workforce we spoke to told us it had significantly reduced their productivity and efficiency and the force has needed to increase resources in some areas, such as safeguarding triage, to counter those inefficiencies and maintain service levels. The force doesn't yet have a records management and custody management IT system that fully meets its needs.

The force has done little to develop new collaborations

As a large metropolitan force, the force finds collaboration with other forces challenging. It continues to maintain its well-established collaborations, such as the [regional organised crime units](#) and the North West Motorway Police Group. But the force has made little progress in developing new collaborations. There are some limited collaborations in back-office services with the Greater Manchester Combined Authority but no apparent fire and rescue service collaboration, other than some limited sharing of estates.

Some ICT investment has been successful

The force has made some progress in making it possible people to report crimes online, as opposed to by telephone through the introduction of the platform 'Single Online Home'. This has resulted in a positive move to online reporting, which has helped to reduce demand on staff in its control room. The force told us it has invested £20m to improve ICT service provision and provide laptops and mobile technology to its officers and staff. This is to improve agile working to help officers to spend more time in communities.

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