

PEEL: Police effectiveness 2015

An inspection of Greater Manchester Police



February 2016

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ISBN: 978-1-911194-86-6

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Overview – How effective is the force at keeping people safe and reducing crime?

Overall judgment¹



Overall Greater Manchester Police is good at keeping people safe and reducing crime. The force has good arrangements in place to tackle serious and organised crime. It works well to prevent crime and anti-social behaviour. The force is also good at protecting vulnerable people² from harm. However, the way in which the force investigates crime could be improved, most notably the investigation of non-complex crime. This is the first year HMIC has graded forces on their overall effectiveness so a year-on-year comparison is not possible.

Summary

Greater Manchester Police is good at keeping people safe and reducing crime.

The force has a strong commitment to tackling crime and anti-social behaviour and the importance of prevention and keeping people safe is generally well understood throughout the whole force. The force works effectively with partner organisations and HMIC found many examples of effective partnership working across the force area.

The standard of investigations is mixed. The force has introduced a crime screening policy, which is not always being applied appropriately. HMIC was particularly disappointed to find that the standard of investigation of non-complex crime remains consistently poor and lacks effective management and supervision. In contrast, the investigation of the most serious and complex crime is conducted to a very high standard and, while the investigation of serious sexual offences is not always undertaken by specialist teams, it will be done by detectives with specialist support.

Greater Manchester Police is good at protecting from harm those who are vulnerable, and supporting victims. Police officers and staff now routinely identify those who are vulnerable at an early stage and tailor their response accordingly.

The level of threat posed by organised crime within Greater Manchester is extensive and the force has committed significant resources to manage the ongoing threat. The force has a very good understanding of how serious and organised crime makes

¹ Outstanding, Good, Requires improvement or Inadequate – see Annex A of report for definitions.

² A vulnerable person is someone who is in need of special care, support, or protection because of age, disability, or risk of abuse or neglect.

an impact on local communities. To tackle this, the force has long established and fully accepted partnership working arrangements operating under Programme Challenger.

The force has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities.

How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?



Good

Greater Manchester Police is good at preventing crime and anti-social behaviour and keeping people safe.

The force has a strong commitment to tackle crime and anti-social behaviour. The importance of preventing crime and anti-social behaviour and keeping people safe is generally well understood throughout the whole force.

The force is committed to working more closely with other public sector organisations and agencies, to improve outcomes for local people under the banner of public service reform.

HMIC found many examples of effective partnership working across the force area and the use of new legislation to tackle emerging issues of anti-social behaviour.

The force is committed to neighbourhood policing and neighbourhood teams work effectively with partner agencies to prevent crime and anti-social behaviour in local communities. Taking staff away from their neighbourhood duties continues to have an impact on how effective they can be in their

How effective is the force at investigating crime and managing offenders?



Requires improvement

Greater Manchester Police's approach to investigating crime and managing offenders requires improvement.

The force has introduced a new crime screening policy to determine which crimes will be investigated and by whom, but it is not always being applied appropriately.

The standard of investigation of non-complex crime is poor and lacks effective management and supervision.

The investigation of serious and complex crime is conducted to a very high standard and, while specialist teams do not always undertake the investigation of serious sexual offences, detectives with specialist support, will carry them out.

Good investigation support is provided through forensic analysis and significant progress has been made in the digital analysis of exhibits to help identify offenders.

Multi-agency integrated offender management teams are identifying effectively those at greatest risk of

neighbourhood role. The force plans to address this and is piloting a new integrated neighbourhood policing model in Salford.

offending and diverting them away from crime.

The force has a dedicated sex offender management unit and, although it acknowledges that its policies and procedures are not in line with national guidance, staff within the unit are managing the threat and risk dynamically on a daily basis.

The force is changing its risk assessment practices for registered sex offenders to implement an active risk management system, which, although time consuming, is in the main resulting in a reduction in the level of assessed risk.

The management of offenders under multi-agency public protection arrangements is good.

How effective is the force at protecting from harm those who are vulnerable, and supporting victims?



Good

Greater Manchester Police is good at protecting from harm those who are vulnerable and supporting victims.

Following a critical report in 2014 by HMIC about the force's approach to tackling domestic abuse, Greater

How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?



Good

Greater Manchester Police has a very good understanding of how serious and organised crime makes an impact on local communities.

The level of threat posed by organised crime within Greater Manchester is

Manchester Police invested considerable effort and resources into ensuring that vulnerability is the priority for the force. In November 2014 HMIC re-visited the force and found significant improvements.

Police officers and staff now routinely identify those who are vulnerable at an early stage and tailor their response. While computer systems are limited in their ability to identify repeat victims, officers and staff are confident and skilled to ask victims directly.

The force investigates crime committed against the most vulnerable victims well. Investigations by specialist officers into the most serious offences, such as rape and wounding, are of a particularly good standard, with victim-centred investigations.

Greater Manchester Police has a clear, structured and well-supervised process for responding to reports of missing and absent children. The force works well with local authorities and partners to keep these children safe.

The force has learnt lessons from high profile cases of child sexual exploitation. All public sector partners across Greater Manchester have signed up to Project Phoenix, a shared approach to tackling child sexual exploitation.

Officers attending domestic abuse incidents have a good knowledge of how to assess risk and look for indicators of increased risk.

extensive. Organised crime groups are identified at local and force levels and good systems are in place to tackle these groups using a wide range of options.

The force has committed significant resources to manage the ongoing threat, including a well developed intelligence capability, which makes the most of intelligence gathering opportunities, particularly those available through government and partner arrangements.

The force is strongly committed to partnership working to tackle serious and organised crime through Programme Challenger. Programme Challenger sets the overall approach to serious and organised crime for the force and its partners. Dedicated multi-agency challenger teams disrupt and dismantle organised crime groups.

The force is meeting its responsibilities under *The Strategic Policing Requirement*. It has sufficient resources to deal with most public order contingencies and respond to a major incident and these arrangements are regularly tested.

This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including its arrangements for ensuring that it can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

Force in numbers



Calls for assistance

Calls for assistance per 1,000 population 12 months to 31 March 2015

Greater Manchester Police

339

England and Wales

350



Crime

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2015

Greater Manchester Police

76.8

England and Wales

63.0

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2014

Greater Manchester Police

67.6

England and Wales

60.3

Changes in recorded crime (excluding fraud) 12 months to 30 June 2014 against 12 months to 30 June 2015

Greater Manchester Police

+13.6%

England and Wales

+4.5%

Changes in recorded crime (excluding fraud) 12 months to 30 June 2010 against 12 months to 30 June 2015

Greater Manchester Police

-10.8%

England and Wales

-12.6%



Charge rate

Charge rate as a percentage of all crimes recorded (excluding fraud) 12 months to 30 June 2015

Greater Manchester Police

14.9%

England and Wales

16.0%



Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2015

Greater Manchester Police

England and Wales

48.7

32.9

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2014

Greater Manchester Police

England and Wales

51.2

36.2



Domestic abuse

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015

Greater Manchester Police

England and Wales

9.8%

10.0%

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2014

Greater Manchester Police

England and Wales

8.1%

8.5%



Organised crime groups

Organised crime groups per million population as at 30 June 2015

Greater Manchester Police

England and Wales

65.1

74.7



Victim satisfaction rate

Victim satisfaction rate 12 months to 31 March 2015

Greater Manchester Police

England and Wales

82.2%

83.8%

Introduction

The public expects their local police force to:

- Prevent crime and anti-social behaviour and, when crime occurs, to investigate it properly and provide support to victims.
- Use appropriately trained officers and staff and approved practice when investigating crime, gathering evidence and building cases to ensure offenders are brought to justice.
- Support victims of crime by responding to calls for service, identifying and putting in place the right help at the first point of contact, keeping them informed and consulting them about the possible outcomes of their case.
- Ensure that vulnerable people who might not have been a victim of crime are identified and given appropriate support, for example people at risk of domestic abuse, children at risk of sexual exploitation and missing or absent children.
- Understand and be prepared to respond to threats beyond their own force boundaries, including national threats such as terrorism, serious and organised crime and cyber-crime.
- Work effectively with local partner organisations and other bodies to prevent all types of crime and re-offending and to protect the public.

HMIC's annual inspections into police effectiveness, efficiency and legitimacy (PEEL) consider whether forces keep people safe and reduce crime (how effective a force is), whether these activities are being carried out at the most appropriate cost (how efficient a force is), and how forces are ensuring they have the confidence of their communities (the public legitimacy of a force).

All forces are subject to significant cost reductions; this is reflected in our efficiency reports published in October 2015. The judgments we are making in this effectiveness report are made understanding the financial challenges forces are facing. Reports on the efficiency and legitimacy of Greater Manchester Police are available from the HMIC website (www.justiceinspectorates.gov.uk/hmic/).

HMIC's effectiveness inspections make an assessment of how well forces are preventing and investigating crime and anti-social behaviour; tackling serious and organised crime; and protecting victims and those who are vulnerable. These are the most important responsibilities for a police force, and are the principal measures by which the public will judge the performance of their force and policing as a whole.

Our effectiveness inspection focused on the overall question: "How effective is the force at keeping people safe and reducing crime?"

To answer this question we looked at four in-depth questions, three of which are discussed in more detail within this report:³

1. How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?
2. How effective is the force at investigating crime and managing offenders?
3. How effective is the force at protecting from harm those who are vulnerable, and supporting victims?
4. How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

During our inspection, we collected data from forces, reviewed case files and surveyed the public to seek their views on the effectiveness of the force. We also surveyed and interviewed representatives from partner organisations to gather evidence about the effectiveness of their working relationships with the force. We interviewed chief constables and chief officers and held focus groups of officers and staff at all grades and ranks. We also made numerous unannounced visits to police stations to talk to frontline officers and staff about their work. This report sets out the findings from this wide-ranging inspection of Greater Manchester Police.

³ HMIC inspected forces on questions 1, 2 and 4 between September and November 2015. Question 3 was inspected between June and August 2015, and a separate report was published in December 2015 (available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-greater-manchester/). In 2014, in preparation for the PEEL programme, forces were inspected to assess how effective they are at cutting crime (available from: www.justiceinspectorates.gov.uk/hmic/publications/crime-inspection-force-reports/).

How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention can be cheaper and more effective than investigating crime, and it makes society a safer place. The police cannot prevent crime on their own; other statutory and non-statutory bodies have a vital role to play. Police effectiveness in this matter is therefore dependent on their ability to work closely with other partner organisations to understand local problems and have access to a wide range of evidence-based interventions to resolve them.

How much crime and anti-social behaviour is there in Greater Manchester?

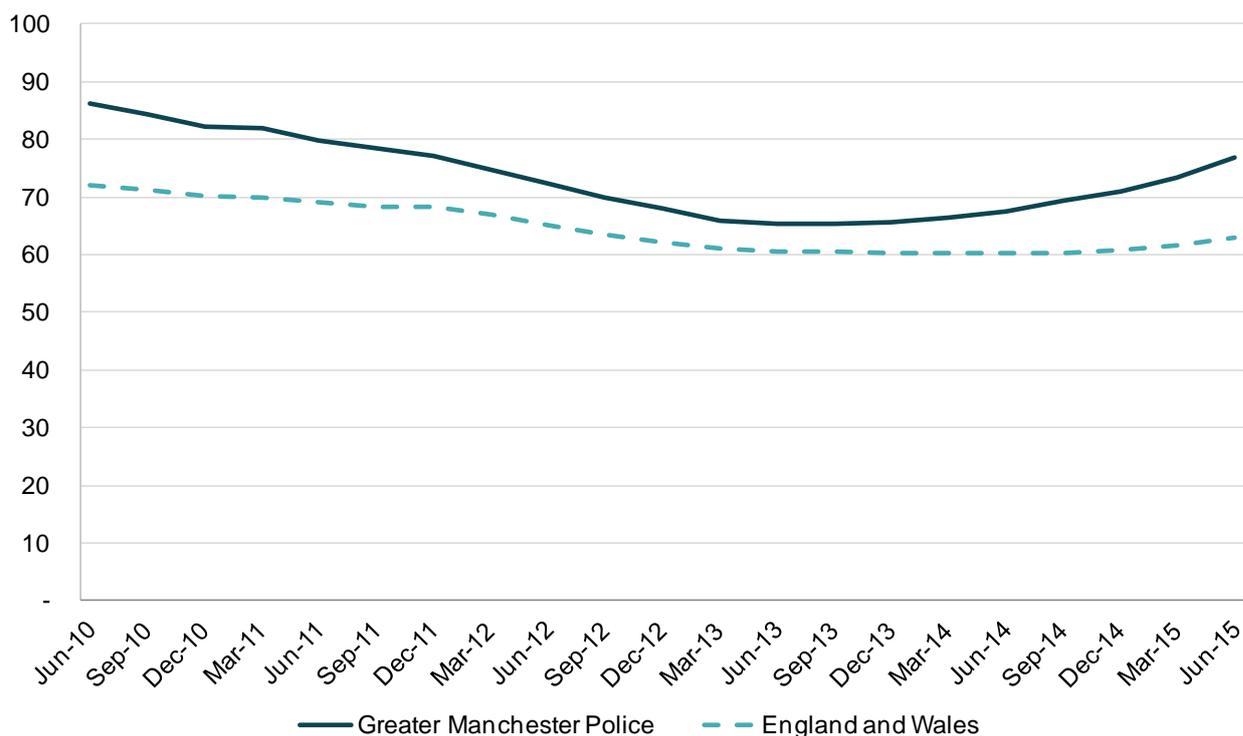
Although police recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a comparable indication of performance across all forces. Crime rates are reported as a number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (e.g. theft) and non victim-based crime (e.g. possession of drugs). More than two-thirds of forces showed an annual increase in total police recorded crime (excluding fraud) in the 12 months to 30 June 2015. This increase in police recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to 30 June 2010, police recorded crime (excluding fraud) for the 12 months to 30 June 2015 fell by 11 percent in Greater Manchester compared with a reduction of 13 percent across all forces in England and Wales.

Over this same period, victim-based crime (i.e. crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 10 percent in Greater Manchester, compared with a reduction of 12 percent across England and Wales.

When compared with the previous year, police recorded crime (excluding fraud) in Greater Manchester increased by 14 percent for the 12 months to 30 June 2015. This is compared with an increase of 4 percent across England and Wales over the same period.

Figure 1: Police recorded crime rates (per 1,000 population) for the five year period to 30 June 2015



Source: Home Office data

The volume of police recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figure 2 shows crime and anti-social behaviour rates in Greater Manchester (per 1,000 population) compared with England and Wales.

Figure 2: Police recorded crime rates (per 1,000 population) for the 12 months to 30 June 2015

Rates per 1,000 population	Greater Manchester Police	England and Wales
Recorded crime (excluding fraud)	76.8	63.0
Victim-based crime	69.0	56.0
Sexual offences	2.0	1.6
Assault with injury	6.5	6.3
Burglary in a dwelling*	13.9	8.4
Anti-social behaviour incidents*	48.7	32.9

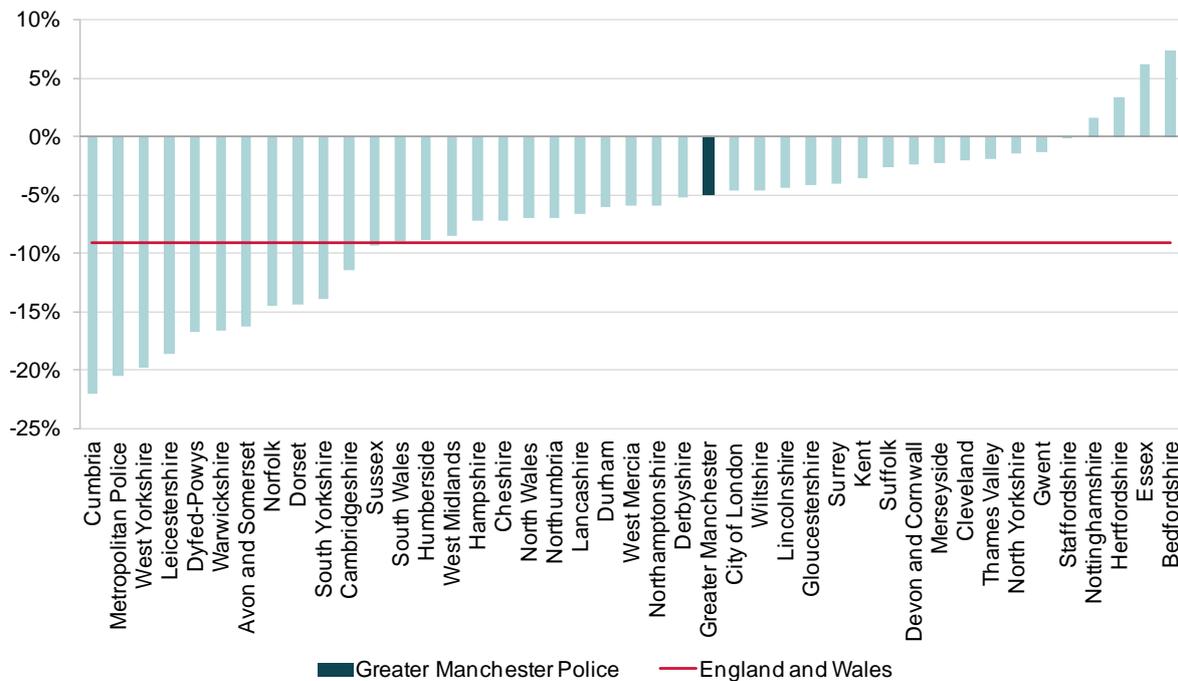
Source: Home Office data, HMIC data return

*Anti-social behaviour data is from the force's data return and the rate for burglary in a dwelling is the rate per 1,000 households, not population.

HMIC has chosen these types of crime to indicate offending levels in the force area. We are not judging the effectiveness of the force on police recorded crime rates only.

In the 12 months to 30 June 2015, Greater Manchester Police recorded 133,001 incidents of anti-social behaviour. This is 5 percent fewer incidents than the force recorded during the previous 12 months. When considering all forces across England and Wales, there were 9 percent fewer incidents in the 12 months to 30 June 2015, than recorded during the previous 12 months.

Figure 3: Percentage change in the volume of anti-social behaviour incidents, by force, comparing the 12 months to 30 June 2015 with the 12 months to 30 June 2014



Source: HMIC data collection

How well does the force work to prevent crime and anti-social behaviour, and keep people safe?

How well is the force prioritising the prevention of crime and anti-social behaviour?

Greater Manchester Police is good at prioritising the prevention of crime and anti-social behaviour. The force shows a strong commitment to tackle crime and anti-social behaviour. As part of an annual assessment process, the force analyses crime data, as well as information from public consultation, to identify the threats and risks facing communities. This work is then used to inform the priorities set out in the police and crime commissioner’s police and crime plan.

The police and crime plan for Greater Manchester identifies six objectives, the first of which is tackling crime and anti-social behaviour.⁴

The force has taken deliberate steps to move away from a well-established target-based culture, with a clear shift of emphasis to protecting vulnerable people, basing its response on threat, harm and risk. The force is developing a new performance framework based on delivering sustainable and effective services, enabling communities to thrive, and preventing crime and incidents; victimisation; offending; serious crime; major incidents and terrorism. Prevention is a key element of the new performance framework with evidence-based policing and evaluation at the core.

The force makes a significant investment in public consultation that includes regular neighbourhood survey reports in which police community support officers conduct face-to-face interviews with members of the public. These are analysed and reported on a quarterly basis to identify local priorities. In the year to June 2015, some 19,762 such interviews were carried out. The force also commissioned an independent perception survey of 1,031 residents to identify their priorities and perceptions of local policing. This work was then used to inform the priorities set out in the police and crime commissioner's police and crime plan.

There is clear evidence of information sharing with partners, such as local authorities, probation services, voluntary organisations and housing associations at local neighbourhood levels. Information is also routinely shared through the integrated offender management (IOM)⁵ programme. The force is trying to improve the sharing of information and the identification and management of risk with partner organisations through its commitment to public service reform and the development of MoRiLE (management of risk in law enforcement) processes; joint analytical products; and a single, public sector data store as part of its information systems transformation programme. However, these processes are in the early stages of development.

The importance of preventing crime and anti-social behaviour and keeping people safe is generally well understood throughout the force, but prevention activity is predominantly carried out by neighbourhood staff. Other officers, in particular those responding to calls for service, reported little capacity to undertake work to support force and local prevention priorities. The force is seeking to address this by piloting a new policing model in the Salford area.

⁴ *Police and Crime Plan 2014-16*, Police and Crime Commissioner for Greater Manchester, 2013. Available from: www.gmpcc.org.uk/wp-content/uploads/2013/03/PoliceAndCrimePlanRefresh-interactive-withoutappendices1.pdf

⁵ IOM brings a multi-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

The new policing model includes a greater integration of the neighbourhood, response and investigative functions in larger, more flexible teams. The pilot will be evaluated and adjusted appropriately before being put in place across the rest of the force area.

How well are resources allocated to prevent crime and anti-social behaviour?

Greater Manchester Police has allocated resources effectively to prevent crime and anti-social behaviour. The force recognises the value of officers and staff working within neighbourhoods to prevent crime and anti-social behaviour. To that end it has made every effort to ensure that the neighbourhood policing teams in each local area have the resources required to deliver on the commitment to tackle crime and anti-social behaviour. The approach includes neighbourhood officers and staff working alongside local detective officers within integrated teams.

The force understands that future changes in its budget, staffing and demand will require changes to the current neighbourhood policing model. Some of this was evident during our inspection where we found that neighbourhood officers are regularly moved or abstracted from their neighbourhood policing role to respond to incidents, interview detained persons and undertake crime enquiries, often related to incidents outside their area. This mirrors the findings of HMIC's crime inspection in 2014.⁶ That inspection recommended that the force 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. The force is trying to address this with the new integrated neighbourhood policing pilot in Salford, together with a revised shift pattern. The force reports that the emerging findings are encouraging and the force intends that the new model will provide a neighbourhood policing approach that can adapt to future change.

Neighbourhood teams use their local knowledge and a variety of engagement activities with their communities and partners, such as neighbourhood survey reports to identify and solve short and long-term problems relating to crime and anti-social behaviour. To assist them in this, the force has developed an information system for neighbourhood staff which provides them with an electronic range of tactics for prioritising, managing and solving problems based on harm, opportunity and threat.

The force has also developed a computer system for officers and staff to record and monitor investigations into anti-social behaviour involving vulnerable people. The system includes an enhanced risk assessment for all victims of anti-social behaviour who are identified as vulnerable and allows for the appropriate level of support to be prescribed for each victim. The process is designed to ensure that positive action is taken in relation to incidents involving those identified as being particularly vulnerable, including those identified as repeat victims. Our examination of a small

⁶ *Crime inspection 2014 - Greater Manchester Police*, HMIC, November 2014. Available from: www.justiceinspectorates.gov.uk/hmic/publications/crime-inspection-force-reports/

number of investigation records showed that use of the system and the standard of completion is not consistent across the force. Some were of a high standard, clearly showing how problem-solving with force and local partner resources is co-ordinated and targeted to intervene early to stop matters getting worse and reduce risk. Others included limited content or updates and there was limited evidence of any supervisory oversight or evaluation.

How well is the force using a broad range of effective tactics to prevent crime and anti-social behaviour?

Across Greater Manchester, neighbourhood policing teams use a broad range of tactics to prevent crime and anti-social behaviour and keep people safe. This includes the co-ordinated use of anti-social behaviour powers,⁷ for example the use of closure orders and injunctions as well as disruptive tactics, joint problem-solving initiatives with local partners and significant use of social media messaging to provide crime prevention messages.

Officers also make good use of restorative interventions to tackle offending behaviour; reduce opportunities for crime; and improve victim satisfaction.⁸ Activity to prevent anti-social behaviour includes early intervention in schools; for example, awareness sessions have been provided for all Year 6 students at schools in one area to prevent anti-social behaviour relating to travel on the Metrolink system. Another example is Operation Treacle, a force-wide initiative to prevent anti-social behaviour, crime and the misuse of fireworks around the Bonfire Night period.

Neighbourhood policing teams have developed a variety of methods for recording their crime prevention activity. This includes updating anti-social behaviour investigation records, crime reports, electronic community databases, email exchanges and personal electronic folders. Much of the significant information in relation to neighbourhood contacts and activity is retained in the memory of individual officers, while yet more information can be found on a number of different force computer systems. This makes it difficult to search for, identify and recall information for future use. Our inspection found no evidence of formal evaluation of the tactics used. The force has identified that its current computer systems need to improve and has embarked on a significant £30 million transformation programme. The IT transformation programme includes the creation of an evidence-based policing database which will store information in relation to successful crime fighting and anti-social behaviour initiatives.

Although it is still in the early stages of development, the force intends that this will provide a single repository for this information and will improve the availability and

⁷ Anti-social Behaviour, Crime and Policing Act 2014. Available from: www.gov.uk/government/collections/anti-social-behaviour-crime-and-police-bill

⁸ Restorative justice gives victims the chance to tell offenders the real impact of their crime, get answers to their questions and get an apology. Restorative justice holds offenders to account for what they have done. It helps them understand the real impact, take responsibility, and make amends.

reliability of information, enabling officers and staff to respond more quickly and effectively to community issues.

How well does the force work with partners to prevent crime and anti-social behaviour, and keep people safe?

How committed is the force to working with partner organisations?

The area of Greater Manchester is at the forefront of devolution activity; the transferring of powers from central government to local government and the public sector. The force is strongly committed to working more closely with other public sector organisations and agencies, to improve outcomes for local people under the banner of public service reform. At the strategic level, senior officers from the force and local authorities work effectively across and within other agencies.

This strategic direction is evident throughout the organisation. At the neighbourhood level, there is a clear commitment by officers and staff to work with partner organisations. These arrangements are well understood and accepted and the additional resources, skills and enforcement powers that partners bring helps to keep people safe and tackle problems at an early stage.

HMIC spoke with representatives from a number of partner agencies who were extremely positive regarding the commitment that the force makes to partnership working in local areas. This was particularly evident through neighbourhood policing teams, joint action group tasking meetings and the involvement of local police commanders with community safety partnerships.

At a strategic level the force engages with 10 separate local authorities through 11 policing divisions, with Manchester being served by the North and South Manchester divisions. There are many examples of effective partnership working across the force area and each local authority area has a public service hub. Although the public service hubs are configured differently to reflect local arrangements and requirements, each houses a variety of professionals, such as police, social care and health who provide safeguarding and early intervention for vulnerable children and adults. Some hubs, such as the one in Tameside, also provide early intervention to prevent anti-social behaviour and to provide support for those susceptible to being drawn into criminality.

The force has developed Programme Challenger, a multi-agency approach to tackling the problems caused by serious and organised crime. A joint partner assessment of issues is used to determine the most appropriate response, whether that is police investigation or partner-led disruption and enforcement activity. The effective work of the locally based challenger teams in relation to human trafficking, modern day slavery and the sexual exploitation of young people is worthy of particular note.

The focus on public service reform provides a strong emphasis on shared risks, shared assets and a joint response. HMIC found many examples of integrated and

co-located staff and a good awareness of future budget restrictions across the public sector and the need to work together to continue to deliver services.

How well does the force share and use information with partners to prevent crime and anti-social behaviour?

The force has effective and well-established localised arrangements to collect, share and act on partner information to prevent crime and anti-social behaviour.

Greater Manchester Police is committed to the concept of public service reform, designed to remove barriers between different parts of the public sector, in order to deliver improved services and outcomes for local people. The main partner organisations are involved in the annual strategic threat assessment process, which focuses the priorities and the force's control strategy.⁹

Information sharing, case discussion and agreed joint preventative activity takes place through both informal and formal multi-agency tasking arrangements, such as joint action group meetings. With the exception of a database used in the integrated offender management processes, partners do not have direct access to other agencies' IT systems; although HMIC found that the information sharing within and between co-located teams is effective.

Professional analytical support for local teams is limited and HMIC found evidence of officers carrying out time-consuming research on slow, non-integrated computer systems to support multi-agency activity. The force has developed a suite of self-service computer-based research tools; however, HMIC found that the knowledge of and use of these tools by frontline staff is limited. The force would benefit from raising the level of awareness and use of these systems.

How well is the force working with partner organisations to keep people safe and tackle anti-social behaviour in local neighbourhoods?

The force works effectively with partner organisations to keep people safe and tackle anti-social behaviour in local neighbourhoods.

HMIC found many good examples of effective problem-solving with partner organisations. This included structured multi-agency joint action group (JAG) problem-solving meetings, which are tailored to local needs across the force area and the use of participatory budgeting to fund activity to tackle domestic abuse (Operation Strive). Examples also included the use of members of the community in Bury acting as community champions to mentor young people at risk of being drawn into gang culture and the provision of safe locations in Wythenshawe, where victims of domestic abuse can seek refuge and specialist advice.

Under Programme Challenger the force has created effective partnership arrangements across all ten local authority areas. Joint enforcement teams in each

⁹ The control strategy sets out and communicates the operational priorities for the force or command area and sets the longer term priorities for crime prevention, intelligence and enforcement.

area deal with a range of enforcement and disruption activity that significantly broadens the range of available remedies.

Both at the force and also at the local level, the force makes extensive use of social media and a variety of neighbourhood and other watch schemes, to share information and to prevent crime and anti-social behaviour.

Together with partners, the force is exploring and using a range of new powers to keep people safe in public places. These include dispersal orders to prevent anti-social behaviour having an impact on local communities, and closure orders for premises linked to anti-social behaviour.

Summary of findings



Good

Greater Manchester Police is good at preventing crime and anti-social behaviour and keeping people safe.

The force has a strong commitment to tackle crime and anti-social behaviour. The importance of preventing crime and anti-social behaviour and keeping people safe is generally well understood throughout the whole force.

The force is committed to working more closely with other public sector organisations and agencies, to improve outcomes for local people under the banner of public service reform.

HMIC found many examples of effective partnership working across the force area and the use of new legislation to tackle emerging issues of anti-social behaviour.

The force is committed to neighbourhood policing and neighbourhood teams work effectively with partner agencies to prevent crime and anti-social behaviour in local communities. Taking staff away from their neighbourhood duties continues to have an impact on how effective they can be in their neighbourhood role. The force plans to address this and is piloting a new integrated neighbourhood policing model in Salford.

Areas for improvement

- The force should ensure that the prevention of crime and anti-social behaviour is a routine part of neighbourhood policing activity.
- The force should use evidence of 'what works' drawn from other forces, academics and partners to continually improve its approach to the prevention of crime and anti-social behaviour. There needs to be routine evaluation of tactics and sharing of effective practice.

How effective is the force at investigating crime and managing offenders?

When a crime occurs, the public must have confidence that the police will investigate it effectively, take their concerns as victims seriously, and bring offenders to justice. To be effective, investigations should be well planned and supervised, based on approved practice, and carried out by appropriately trained staff. The risk posed by those who are identified as being the most prolific or dangerous offenders must also be properly managed (in partnership with other organisations), to minimise the chances of continued harm to individuals and communities.

HMIC referred to national standards and best practice in examining how well the force allocates and investigates both complex and non-complex (e.g. burglary, robbery and assault) crime. This included the full range of ways police officers and staff can gather evidence to support investigations (these include the more traditional forensics, such as taking fingerprints, as well as digital sweeps to find evidence of online abuse, for instance).

We also looked at how well the force works with partners to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, and dangerous and sexual offenders.

How well does the force bring offenders to justice?

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'sanction detections', the new outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime. The new broader framework (now containing twenty different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour, the impact on the community and deter future offending.

Given the work involved in amending police force crime-recording systems to accommodate fully the new outcomes framework, two forces have not yet been able to provide a full year of data for all new outcomes types. Greater Manchester Police, however, has been providing the Home Office with full data since April 2014. The complete range of new outcome types will be used in future HMIC inspections, once all forces have provided a full year of data. Figure 4 shows only those outcome types for which full data is available for all forces in England and Wales.

Figure 4: Outcomes recorded in the 12 months to 30 June 2015 for all police recorded crime (excluding fraud)^{10 11 12}

Outcome type/group	Greater Manchester Police Number of outcomes	Rate	England and Wales Number of outcomes	Rate
Charged/Summoned	31,161	14.9	577,678	16.0
Taken into consideration	355	0.2	21,318	0.6
Out-of-court (formal)	5,694	2.7	165,384	4.6
Caution - youths	1,025	0.5	19,703	0.5
Caution - adults	3,650	1.7	115,000	3.2
Penalty Notices for Disorder	1,019	0.5	30,681	0.8
Out-of-court (informal)	11,616	5.5	159,915	4.4
Cannabis/Khat warning	1,496	0.7	41,964	1.2
Community resolution	10,120	4.8	117,951	3.3

Source: Home Office crime outcomes data

Outcomes are likely to differ from force to force for a number of reasons. Certain offences are more likely to be concluded without offenders being prosecuted, typically including types of crime such as cannabis misuse. If this type of crime is particularly prevalent in a force then it is likely that the level of 'cannabis/khat¹³ warning' outcomes would be greater.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas, locally based community resolutions are likely to be more prevalent than elsewhere. Greater Manchester Police has one of the lowest rates for both 'taken into consideration' and 'caution – adults', of all forces in England and Wales.

¹⁰ Rate based on number of outcomes recorded in 12 months to 30 June 2015 divided by number of offences recorded in 12 months to 30 June 2015.

¹¹ For a full commentary and explanation of outcome types please see *Crime Outcomes in England and Wales 2014/15*, Home Office, London, July 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/445753/hosb0115.pdf

¹² Community resolutions are an out-of-court disposal the police can use to deal with anti-social behaviour and low-level crime. 'Taken into consideration' is when an offender admits the commission of other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

¹³ A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant; the possession and supply of khat became a criminal offence in England and Wales in 2014.

How well does the force investigate crime and keep victims safe and informed?

How well does the force initially investigate and allocate cases?

It is important that when the police are called to an incident they respond in a timely manner, with officers or staff who are trained and competent to keep people safe, and who can take steps to apprehend offenders and investigate the circumstances if a crime has occurred. An effective initial response by the police increases the likelihood of a successful outcome for both the victim and the criminal justice system. Subsequent investigation by detectives and other specialist police staff also needs to be well managed and resourced.

Greater Manchester Police is good at responding to incidents of crime, in particular when victims are identified as being vulnerable. However the allocation and investigation of non-complex crime needs to be improved.

The force has clear and well understood processes for assessing calls to determine if incidents require immediate police attendance. Calls are received in the force control room and officers are deployed immediately if circumstances warrant it. This decision is informed by identifying and assessing harm, opportunity and threat. The subsequent investigation of crime is now determined by a crime screening policy that the force has recently introduced.

The crime screening policy is being used to determine which crimes will be investigated and by whom. In order to support the crime screening policy the force has also recently introduced the role of the local resolution officer (LRO). The LRO identifies the viability of investigating a crime, based on a number of solvability factors. If the crime is screened in for investigation, then the details will be forwarded to a neighbourhood sergeant for allocation to an investigating officer. If the crime is screened out at this stage, then the victim will be informed that no further police action will be taken.

The crime screening policy only applies after the LRO has decided which crimes should be allocated for further investigation. HMIC identified that staff performing the role of the LRO have received a varied level of training, which was evident in the inconsistent practices being adopted by the role holders. We spoke to a number of supervisors who had identified instances where the LRO had screened crimes out which had obvious and viable lines of enquiry and should therefore have been screened in for further investigation. The force should take steps to assure itself that the decisions being made by LROs are consistent and appropriate.

How well does the force investigate different types of crime?

Greater Manchester Police is good at investigating high risk and more complex crime but the investigation of lower risk and less complex crime requires improvement.

In HMIC's crime inspection in 2014, we made a number of recommendations in order to raise the standard of investigation and, as a consequence, provide a better quality of service to victims.¹⁴ One of the recommendations was to ensure that the quality of investigations and level of supervisory oversight was improved.

In this inspection, HMIC was particularly disappointed to find that the standard of investigation of non-complex crime, for example, criminal damage and theft, remains consistently poor. HMIC reviewed a sample of crime investigations and found that investigating officers use the electronic crime system to record brief updates on the progress of investigations and to record their contact with victims; however, the quality of investigative action plans set by supervisors varies considerably. There was evidence of supervisors accessing the individual crimes at regular intervals, however, there was very little evidence of them providing direction and clarity to officers as to what action needs to be taken in order to maximise investigative opportunities. As the force moves towards implementing a new operating model, which will see more officers investigating crimes from initial reporting, through to the arrest of any suspect and subsequent disposal, the force must ensure that officers and supervisors have the necessary skills and abilities to undertake or direct an effective investigation.

The force understands the need to raise standards and it plans to commence investigative training, accredited at PIP level 1, to all frontline staff commencing in June 2016; however, HMIC would encourage the force to commence the training programme at the earliest opportunity.¹⁵

More complex or serious crime, such as child abuse or serious sexual offences and robberies, are generally allocated for detective officers to investigate. HMIC carried out a review of complex crime investigation files¹⁶ prior to and during the inspection and found that the majority of the investigations had been conducted to a good standard and had been well supervised. The cases reviewed showed consistent

¹⁴ *Crime inspection 2014 - Greater Manchester Police*, HMIC, November 2014. Available from: www.justiceinspectors.gov.uk/hmic/publications/crime-inspection-force-reports/

¹⁵ The aim of the Professionalising Investigation Programme (PIP) is to ensure that staff are trained, skilled and accredited to conduct the highest quality investigations:

- PIP level 1 – priority and volume crime investigations
- PIP level 2 – serious and complex investigations
- PIP level 3 – major investigations
- PIP level 4 – strategic management of highly complex investigations.

¹⁶ HMIC reviewed a sample of rape, burglary, offences of serious violence and actual bodily harm cases. In most forces the review consisted of 10 cases from each crime category but in some larger forces the sample was increased to 15. The file review was designed to provide a broad overview of the identification of vulnerability and the effectiveness of the investigation.

evidence of the use of specialist officers with appropriate skills and training to conduct the more serious and complex investigations. There was an obvious and consistent use of these specialist officers and departments to support the investigation and the victim properly. All the cases reviewed had comprehensive investigation plans, with, in most cases, clear direction provided by effective supervision. The file review concluded that the investigation of the most serious offences, such as rape and wounding, were conducted to a very high standard, with an obvious focus on the needs of the victims.

The use of forensic specialists to support investigations is effective. The force recently reviewed the provision of forensic support and streamlined the service available. Forensic specialists are now located in areas which allows them to respond in a timely manner. The force has introduced a triage process in which trained and experienced crime scene investigators assess the viability of attending a crime scene, based on the likelihood of recovering evidence. The force has carried out a detailed evidence-based analysis of what works, to enhance this decision-making process. The new forensic process is designed to deliver a timelier and more productive response, with the intention that this will ultimately increase the positive outcomes for victims of crime. HMIC will monitor progress with interest.

Greater Manchester Police has the ability to investigate serious and complex crime. The force has specialist, centralised teams to deal with serious crime such as homicide, fraud and economic crime, serious and organised crime and offences linked to public protection, including rape and serious sexual offences. The force has a centralised serious sexual offences unit; however, the unit does not have the capacity to undertake all such investigations. At the time of the inspection, the unit provided a service to just four of the force's eleven policing areas. In HMIC's crime inspection in 2014, we recommended that the force should immediately review the operation and resourcing of the serious sexual offences unit. The force has commissioned a vulnerability review to identify options for the future. HMIC would encourage the force to identify a sustainable solution that provides consistent levels of service and quality across the force, guided by its established principles of vulnerability, threat, risk and harm.

The force works to monitor and maintain the number of trained specialist investigators that it has available to investigate crime. This includes 1,420 detective officers trained at PIP level 2. There are a further 22 officers trained as senior investigating officers (PIP level 3) accredited to lead major investigations such as murder and manslaughter. Unusually, the force has already accredited a detective sergeant to PIP level 3 and other sergeants are in the process of being trained. This confirms the force approach that authority to lead investigations is based on skills and knowledge and not rank.

The force prioritises the arrest of suspects to prevent them committing further offences. HMIC found that suspects are identified and subsequently arrested in a timely manner. Where suspects for crime are identified, their details are circulated to

relevant departments and processes to locate individuals are robustly managed. The details of those individuals who pose the greatest risk to the community are passed to a specialist critical wanted offender unit, based with the serious crime division. This unit has established effective information and intelligence sharing links with other partners and agencies that might have information on the whereabouts of wanted people. This approach has seen the unit arrest over 100 such suspects during 2015, many of whom were actively evading the police. The timely arrest of these individuals reduces the opportunity to commit further crime and brings offenders to justice more quickly.

How well does the force gather digital evidence?

Increasingly, crime in England and Wales is committed online and through the use of digital devices such as tablets, computers or mobile phones. All forces have to retrieve data from these devices and examine them for evidence; staff, in what may be known as high tech crime units (HTCU), carry out these examinations.

The force has reviewed digital forensic services as part of a wider review of forensic capability and capacity. As a result a new digital investigation unit was created. The unit has recruited a number of specialist subject matter experts who are able to provide a timely and effective response to the increased level of demand. Processing and examination of submissions is based on an assessment of the offences for which the device has been seized. The unit balances the risk with the complexity to decide which submissions are prioritised.

In July 2014 HMIC inspected the force on its child protection arrangements and identified the risk posed by the significant backlogs in the HTCU prevailing at that time.¹⁷ We recommended immediate action to reduce delays. In July 2015 HMIC undertook a post-inspection review of child protection issues, which noted that progress had been made. The force has introduced an oversight process, which reports daily on the workload and throughput of the digital investigation unit.

During this crime inspection HMIC found evidence of further improvements in the rate at which examinations are carried out. At the time of our inspection, the HTCU had five computers related to high risk cases that were awaiting examination, the oldest of which had been waiting five weeks, and 202 computers related to standard risk cases, the oldest of which had been waiting 48 weeks. There were 547 telephones related to standard risk cases, the oldest of which had been waiting three weeks and there were no high risk telephones awaiting examination.

¹⁷ *National Child Protection Inspection - Greater Manchester Police*, HMIC, December 2014. Available from: www.justiceinspectorates.gov.uk/hmic/our-work/child-abuse-and-child-protection-issues/national-child-protection-inspection/

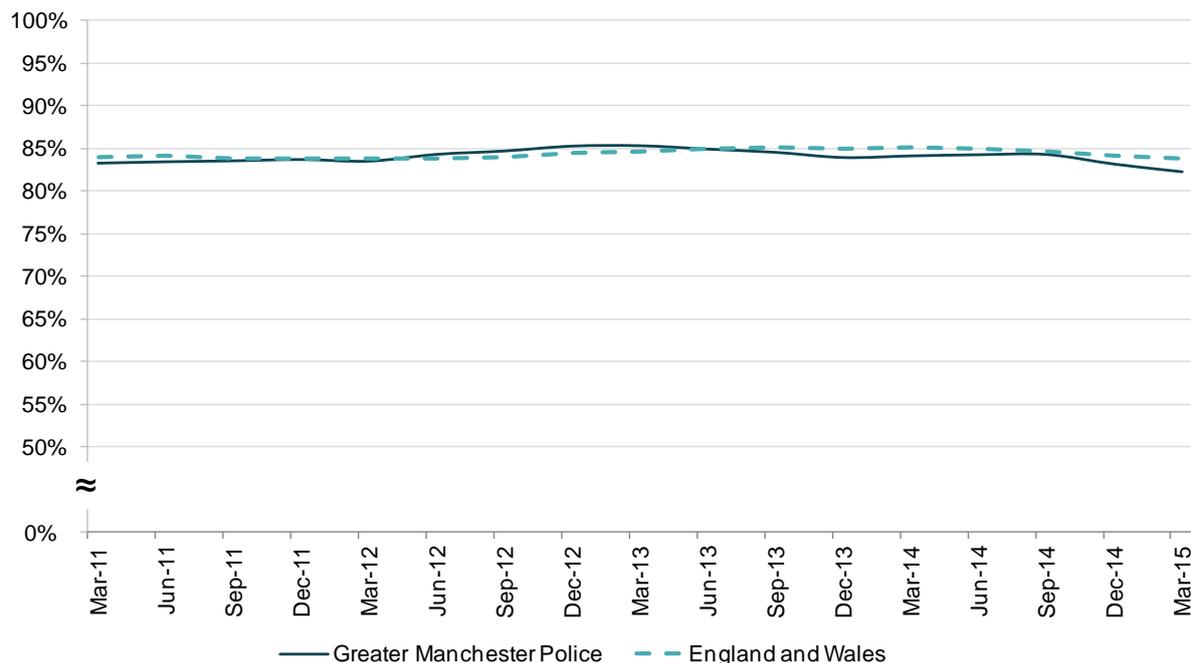
This represents further progress on our findings during the child protection post-inspection review and this continued positive progress means that devices are being examined more promptly, which allows investigations to be progressed more quickly.

During the inspection, HMIC found examples of where the force approach has led to positive outcomes for victims. In one case, a digital forensic specialist attended a crime scene in the early stages of a search and provided expert advice, which resulted in the early recovery of indecent images of children. This enabled the investigation team to charge and remand the suspect in custody, rather than release on bail while the computer equipment was being examined, and as a result reduced the risk to other vulnerable people.

How satisfied are victims of crime with the service provided by the force?

Of those who have been the victim of a crime in Greater Manchester in the 12 months to 31 March 2015, 82.2 percent were satisfied with their whole experience with the police. This is lower than the national victim satisfaction rate of 83.8 percent over the same time period. The victim satisfaction rate in Greater Manchester for the 12 months to 31 March 2015 is significantly lower than both the previous year's rate and the rate for the 12 months to 31 March 2011.

Figure 5: Percentage of victims satisfied with the overall service provided by the police, for the four year period to 31 March 2015



Source: Home Office data provided by forces

How well does the force identify and manage offenders to prevent re-offending?

How well does the force divert offenders away from crime?

Greater Manchester Police works well with partners to identify those at greatest risk of offending and to divert them away from crime. Multi-agency integrated offender management (IOM) teams known as spotlight teams operate in each of the ten local authority areas. Spotlight is structured and delivered slightly differently in each of the ten local authority areas. This ensures that services and interventions can be directed at local priorities. While the precise make up and remit of each team is decided by local factors, as a minimum all spotlight teams include staff from the police, local authority, probation service and housing associations.

Together with partners, the force has extended the criteria upon which individuals are selected for inclusion in the spotlight IOM scheme. This has seen a move away from offenders selected because of the propensity to commit serious acquisitive crime¹⁸ to selection based on the potential threat, risk and harm posed by individuals. This means that the programme is now managing a wide range of offenders, including violent offenders, domestic abuse perpetrators and members of organised crime groups (OCGs), as well as offenders prolific in serious acquisitive crime.

Individual key workers from spotlight teams meet with offenders and those at risk of intensifying their offending behaviour, to identify any underlying issues and then use partnership resources to divert people away from offending. In one area, HMIC found examples of community champions with specialist knowledge in debt management being used to provide advice and access to services to people at risk of low-level offending.

HMIC found that officers within local neighbourhood teams have a good understanding of the identity of offenders who are spotlight group members living in their local area and that they were regularly briefed by spotlight staff. As a result, they regularly carry out intelligence-gathering activity and arrests when required.

HMIC also found evidence that officers and staff are encouraged and feel empowered to use a range of out-of-court and community-based resolutions, including conditional cautions and restorative justice schemes.¹⁹

¹⁸ Serious acquisitive crime is defined as domestic burglary, car crime (theft of and from a vehicle), and robbery.

¹⁹ A community resolution is an alternative to formal criminal prosecution. It is a way of dealing with less serious crimes, allowing officers to use their professional judgment when dealing with offenders. It can be used for offences such as low-level public order, criminal damage, theft, and minor assaults. Community resolution will enable victims to have quick resolutions and closure to their crime; offenders will receive speedy justice

The force has a community resolution outcome rate of 4.8 percent, compared to the England and Wales rate of 3.3 percent.

How well does the force deal with repeat offenders?

The force uses a number of approaches to identify repeat offenders and prevent them re-offending. Like most forces, Greater Manchester Police has several groups of offenders ranging from serious sexual and violent offenders to those committing burglary and theft. There are formal arrangements for identifying and managing repeat and high-risk offenders such as the spotlight IOM programme and multi-agency public protection arrangements (MAPPAs).²⁰ In addition, there are less formalised arrangements within neighbourhoods to identify repeat offenders who are committing offences such as theft and anti-social behaviour.

How well does the force deal with sexual and other dangerous offenders?

The force has effective processes for identifying sexual and other dangerous offenders; however, the size of workloads is having an impact on the ability to monitor registered sex offenders routinely.

The number of registered sex offenders in Greater Manchester continues to rise in line with the national trend. The force has a sex offender management unit with dedicated, skilled and accredited staff carrying out all aspects of intelligence gathering, monitoring and risk management in relation to these offenders. However, the number of offenders that each officer has responsibility for managing is high. The force has also extended the frequency at which management visits to offenders is carried out, so that very high risk offenders are being visited less frequently than national guidance recommends. In order to increase the capacity within the sex offender management unit, the force has also trained a number of staff from the spotlight IOM programme to take on responsibility for the management of registered sex offenders. However, even with this additional resource, the ratio of offenders to offender managers is high and the frequency of management visits has been extended.

During the inspection, HMIC found dedicated and hard-working staff operating within the sex offender management unit and we saw examples where they had identified changes in behaviour or other intelligence which suggested that an individual posed an increased risk or threat. In these cases, offender managers had responded quickly to manage that risk, using a variety of tactics ranging from more frequent visits to covert surveillance. Officers and staff in local neighbourhoods are made aware of registered sex offenders in their respective areas and are routinely asked to submit information or intelligence about them. While the force policy is not in alignment with national guidance regarding the frequency of visits, staff within the

²⁰ MAPPAs are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example, the Youth Justice Board will be responsible for the care of young offenders.

unit are managing the risk dynamically and responding quickly with bespoke action, to any identified or suspected change in the threat or risk posed by an individual offender.

The force is changing its risk assessment practices for registered sex offenders. Previously it assessed each offender at the point that they are initially placed on the sex offender register. It is now implementing an active risk management system, under which each registered sex offender will be re-assessed. Although believed to be a more accurate method of assessing the prevailing level of risk, the force is finding it to be a labour-intensive process. The experience of Greater Manchester Police is that it takes between eight and fifteen hours per offender to complete. The force estimates that it will take a minimum of two years to complete the re-assessment of all current registered sex offenders. However, HMIC would urge the force to expedite the re-assessment of all registered sex offenders and to assure itself that it can sustain the management of sex offenders properly in the longer term.

Multi-agency public protection arrangements (MAPPAs) continue to be effective. Senior officers from the probation service chair the majority of meetings and police representation is predominantly at the right level; it is common for the investigating officer to attend discussions, particularly in relation to violent offenders.

Summary of findings



Requires improvement

Greater Manchester Police's approach to investigating crime and managing offenders requires improvement.

The force has introduced a new crime screening policy to determine which crimes will be investigated and by whom, but it is not always being applied appropriately.

The standard of investigation of non-complex crime is poor and lacks effective management and supervision.

The investigation of serious and complex crime is conducted to a very high standard and, while specialist teams do not always undertake the investigation of serious sexual offences, detectives with specialist support will carry them out.

Good investigation support is provided through forensic analysis and significant progress has been made in the digital analysis of exhibits to help identify offenders.

Multi-agency integrated offender management teams are identifying effectively those at greatest risk of offending and diverting them away from crime.

The force has a dedicated sex offender management unit and, although it acknowledges that its policies and procedures are not in line with national guidance, staff within the unit are managing the threat and risk dynamically on a daily basis.

The force is changing its risk assessment practices for registered sex offenders to implement an active risk management system, which, although time consuming, is in the main resulting in a reduction in the level of assessed risk.

The management of offenders under multi-agency public protection arrangements is good.

Areas for improvement

- The force should ensure that all crimes are allocated promptly to investigators with the appropriate skills, accreditation and support to investigate them to a good standard.
- The force should ensure that there is regular and active supervision of investigations to check quality and progress.
- The force should ensure that all those carrying out investigations are provided with appropriate training and support.
- The force should ensure that the risks posed by registered sex offenders are managed effectively.

How effective is the force at protecting from harm those who are vulnerable, and supporting victims?

This question was inspected between June and August 2015, and the full report was published in December 2015.²¹ The following is a summary of the findings.

Summary of findings



Good

Protecting vulnerable people and putting victims at the centre are priorities for Greater Manchester Police (GMP). The force has invested considerable effort and re-directed resources to this area since HMIC's domestic abuse inspection in 2014. HMIC now judges the force as good at protecting from harm those who are vulnerable, and supporting victims.

HMIC's domestic abuse inspection report in 2014 was critical about the force's approach to tackling domestic abuse. In November 2014 HMIC re-visited GMP, and found that it had made significant improvements. In the current inspection, we found good evidence that these improvements are now firmly in place and well understood across the force.

In our report of November 2014, we also commented that the force should improve the quality of service it provides to victims. Police officers and staff now routinely identify those who are vulnerable at an early stage and tailor their response accordingly. While computer systems are limited in their ability to identify repeat victims, officers and staff are well practised in finding this out by asking victims directly.

The force investigates well the crime committed against the most vulnerable victims, with generally the right level of expertise involved in the right complexity of investigation. We found that the investigations by specialist officers into the most serious offences (such as rape and wounding) were of a particularly good standard, with clear evidence of victim-centred investigations.

Greater Manchester Police has a clear, structured and well-supervised process for responding to reports of children who are missing or absent. The force works well with local authorities and partners to keep these children safe.

²¹ *PEEL: Police effectiveness 2015 (Vulnerability) – Greater Manchester Police*, HMIC, December 2015. Available from: www.justiceinspectores.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-greater-manchester/.

The force has learnt lessons from high-profile cases of child sexual exploitation in Rochdale and other areas of the country. It has commissioned work to revise and update the problem profile²² for child sexual exploitation, based on both police and partner information. All public sector partners across Greater Manchester have signed up to Project Phoenix, a shared approach to tackling child sexual exploitation. This is supported by an informative website and an extensive training and awareness-raising package. This inspection only considered how well prepared the force is to tackle child sexual exploitation. The force was also subject to a re-inspection in respect of its child protection services. The more detailed findings from that re-inspection, published in December 2015, should be read in conjunction with this inspection report.

Officers attending domestic abuse incidents have a good knowledge of how to assess risk. Officers consistently apply the RARA model (remove the risk; avoid the risk; reduce the risk; accept the risk), and look for evidence of the so-called toxic trio (mental health issues, drug use, alcohol abuse) that can be indicators of increased risk. We found far greater clarity around responsibilities for safeguarding than in previous inspections. HMIC was pleased to see that progress, identified during the re-visit of the force's approach to tackling domestic abuse, is solidly in place across the force. This is a good example of the progress the force has made since its last domestic abuse inspection.

²² A problem profile provides the force with a greater understanding of established and emerging crime or incident series, priority locations or other identified high-risk issues. It should be based on the research and analysis of a wide range of information sources, including information from partner organisations. It should contain recommendations for making decisions and options for action.

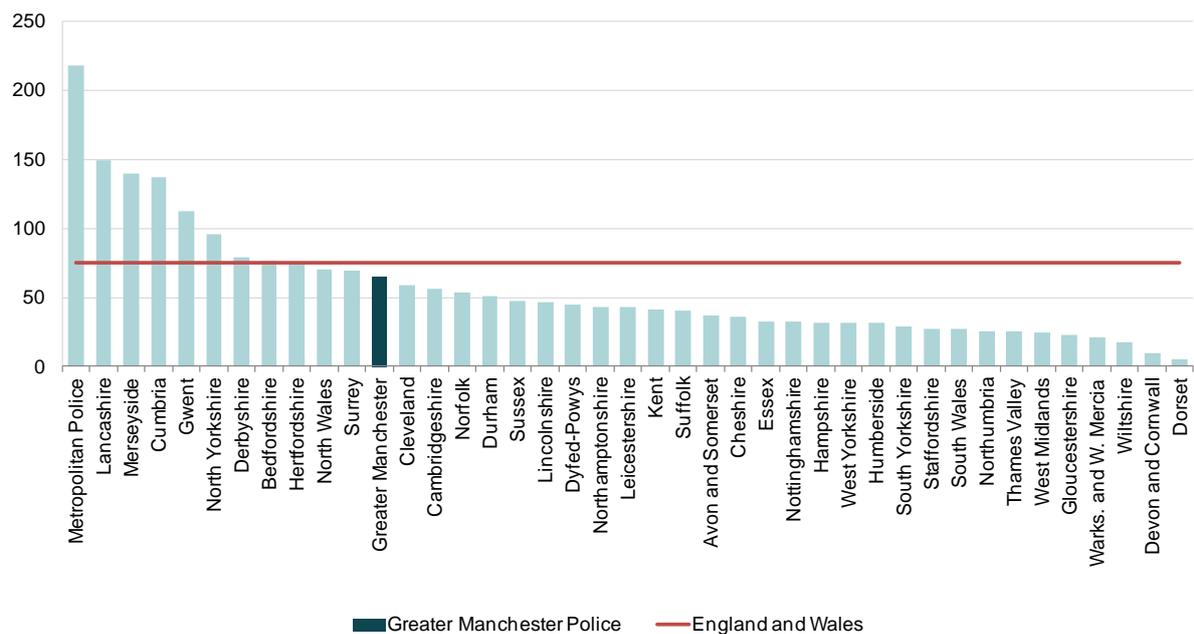
How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces play a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime Agency (NCA) and other partner organisations.

Police forces that are effective tackle serious and organised crime not just by prosecuting offenders but by disrupting and preventing organised criminality at a local level. They also use specialist capabilities (for example, surveillance and undercover policing) where appropriate in order to protect the public from highly sophisticated and rapidly changing organised criminal threats. A number of forces within a regional area often share specialist capabilities as this provides better value for money and is a more efficient way of working.

As at 30 June 2015, Greater Manchester Police was actively disrupting, investigating or monitoring 178 organised crime groups (OCGs). This represents 65 OCGs per one million of the population.

Figure 6: Organised crime groups per one million population, by force, as at 30 June 2015^{23 24}



Source: HMIC data collection

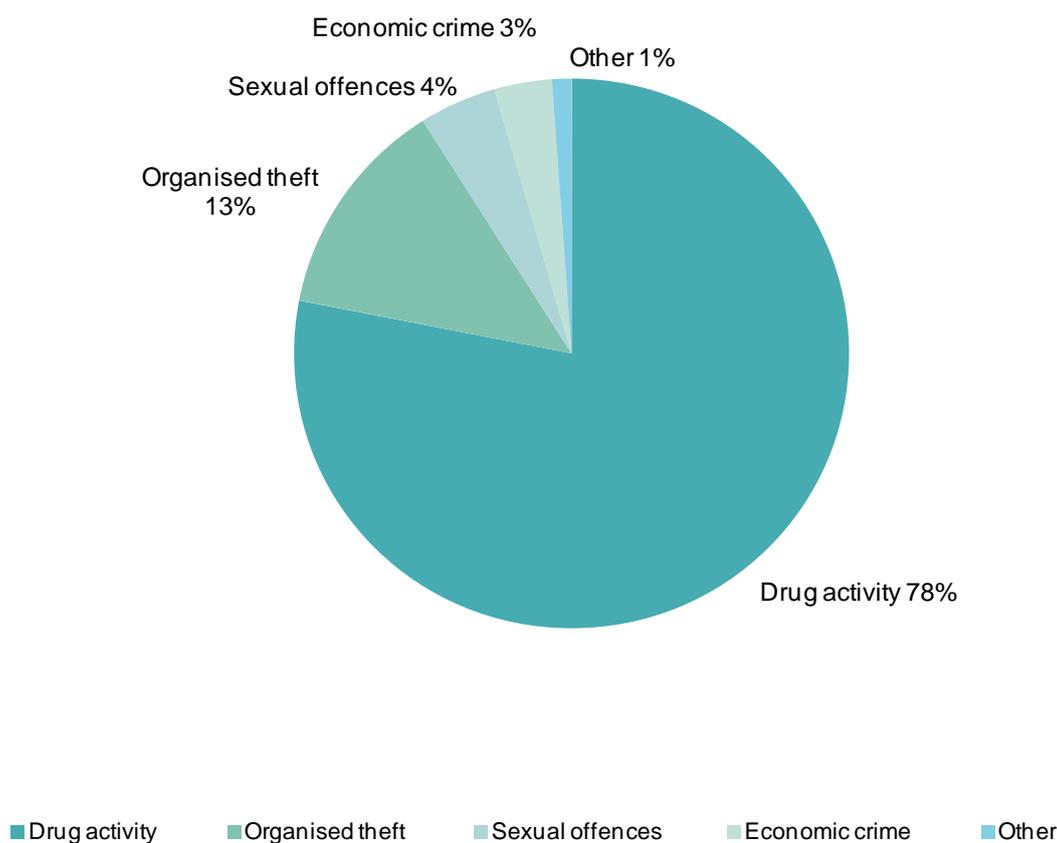
Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality, this indicates their most common characteristic. 'Drug activity' was the predominant crime type (78 percent) of the OCGs managed by Greater Manchester Police as at 30 June 2015. 'Drug activity' was also the most common predominant crime type recorded by all forces in England and Wales,²⁵ with 64 percent of all OCGs classified in this way.

²³ City of London Police data has been removed from the chart as its OCG data is not comparable with other forces due to size and its wider national remit.

²⁴ The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

²⁵ The Metropolitan Police Service is not included in the England and Wales figure because it does not categorise in the same way as other forces; by the predominant form of criminal activity.

Figure 7: Force organised crime groups by the predominant crime type, as at 30 June 2015²⁶



Source: HMIC data collection

Serious and organised crime is one of six national threats specified within *The Strategic Policing Requirement*.²⁷ These are terrorism, serious and organised crime, national cyber-crime incidents, threats to public order or public safety, civil emergencies, and child sexual abuse. These are complex threats which means that forces must work together to respond to them effectively. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats.

²⁶ Figures may not sum to 100 percent, due to rounding.

²⁷ *The Strategic Policing Requirement*, Home Office, March 2015 Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

The Home Secretary issues the SPR annually, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively.

Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

How well does the force understand the threat and risk posed by serious and organised crime?

Greater Manchester Police has a very good understanding of how serious and organised crime affects local communities.

Serious and organised crime is covered in the force's strategic threat and risk assessment for 2015/2016 and features in the force control strategy. Analysis has been completed to identify intelligence gaps that exist and action is underway to enhance the force's knowledge on emerging threats including human trafficking and slavery; child sexual exploitation and abuse; cyber-crime; and economic crime. The force can show that it has enhanced its knowledge on these subjects significantly. This is reflected in the activity the force has undertaken on human trafficking. This work includes the disruption and dismantling of an OCG linked to this type of crime and a regional week of action focusing on human trafficking promoted by the force.

The force has completed two of the ten serious and organised crime local profiles that have been produced using all available partnership data.²⁸ The remaining eight are scheduled to be complete by the end of the year. The force has long established and fully accepted partnership working arrangements operating under the Programme Challenger banner. This level of engagement has allowed the force to identify new and emerging OCGs effectively, away from the traditional type of criminality. This has included the identification of OCGs operating in human trafficking, the sexual exploitation of children and illegal money lending.

The level of threat posed by organised crime within the Greater Manchester area is extensive and the force has committed significant resources to manage the ongoing threat, while at the same time, scanning for new and emerging issues that could cause significant harm. At the time of the inspection, the force had 178 active OCGs, which it had mapped and was monitoring.

When a police force identifies a group of individuals whom it suspects may be involved in organised crime, it goes through a nationally standardised 'mapping' procedure. This involves entering details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as its level

²⁸ A local profile is a report that outlines the threat from serious and organised crime within a specific local area. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf

of capability and sophistication. Police forces, ROCUs, the NCA and a number of non-police organisations such as Border Force, use OCG mapping.

Despite the use of standard software and methods, forces carry out OCG mapping inconsistently and there is significant variation in the number of mapped OCGs per head of population across England and Wales. This inconsistency is partly due to the unavoidably subjective nature of some aspects of the mapping procedure, which relies on human judgment as well as computer algorithms. Sometimes, groups exhibiting similar characteristics are scored in different ways, and forces do not always use the full range of information available to generate OCG scores, which can compromise their accuracy and usefulness. For these reasons, HMIC has recommended that ROCUs assume responsibility for OCG mapping on behalf of their constituent forces.²⁹

How effectively does the force respond to serious and organised crime?

The force has an established and effective governance structure through which serious and organised crime is managed. This includes monthly management meetings for OCGs operating at and managed by the local police divisions (level 1) and groups operating at the force or regional level (level 2) which are managed at the force level.

The force has maintained a well-developed intelligence capability, which includes analytical support; a covert human intelligence source-handling unit; and divisional intelligence officers, looking specifically at organised crime. The force links in directly with the regional organised crime unit (ROCU) and effectively accesses both prison intelligence and the Government Agency Intelligence Network (GAIN), with whom it has the highest level of referrals of any force in the country.³⁰

The force has dedicated resources to monitor the significant number of suspicious activity reports (SARs) reported to the force from financial organisations.³¹ The force receives approximately 20,000 SARs each year, of which approximately 30 percent are assessed for positive action opportunities. Approximately 60 percent pass through for action, which has led to a significant number of cash seizures. In the last 12 months, the force reports that there have been 504 cash seizures, resulting in the recovery of £4.4m. At the time of the inspection, £1.3m had been through the court

²⁹ *Regional Organised Crime Units: A Review of Capability and Effectiveness*, HMIC, December 2015. Available from: www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/regional-organised-crime-units.pdf

³⁰ The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

³¹ A suspicious activity report (SAR) is a piece of information which alerts law enforcement that certain client/customer activity is in some way suspicious and might indicate money laundering or terrorist financing.

process and forfeited. This figure is expected to rise as procedures continue through the courts. The level of activity undertaken will significantly disrupt OCGs.

The force has retained its own internal capability to undertake covert operations against the crime groups that present the greatest threat, harm, and risk. At the force level, there is an organised crime co-ordination group, supported by a dedicated surveillance unit. The force also maintains its own persons at risk unit providing support to the most vulnerable witnesses. The force works closely with the ROCU who are currently providing support to tackle a number of Greater Manchester-based crime groups.

Programme Challenger is the Greater Manchester approach to tackling serious and organised crime, which has been in operation since October 2013. The overarching vision for Challenger is to redesign the public service response to serious and organised crime and ensure that every organised crime group is mapped and has a multi-agency action plan to dismantle and disrupt activity. The Challenger approach is in line with the national serious and organised crime strategy,³² which frames the organised crime response across four key areas of pursue; prevent; prepare; and protect.

Programme Challenger is a multi-agency collaboration. At the force or strategic level, the organised crime co-ordination unit (OCCU) sets the direction for the force and its partners. As well as members of the force, partners in the OCCU include Home Office immigration enforcement and intelligence; the national probation service, the gang masters licensing authority and representatives from a number of local authorities across Greater Manchester.

Under Programme Challenger, each of the force's ten local authority districts has a dedicated organised crime team, specifically designed to undertake activity to assist in the disruption and dismantling of OCGs. These teams are made up of police officers and staff working together with staff from a variety of partner agencies including local authorities, revenue and customs and immigration enforcement. By bringing together a variety of other agencies, the challenger teams are able to make best use of the legislative, regulatory and enforcement opportunities and respond quickly to any emerging threats.

Examples of effective partnership engagement included an operation with Her Majesty's Revenue and Customs (HMRC) in which OCGs associated with illegal tobacco sales in the Bolton area were targeted. A further example related to multiple agencies involved in the disruption of an illegal money lending crime group which was terrorising the Brinnington area of Stockport. Activity included the principle members of the group being charged with Consumer Credit Act offences.

³² *Serious and Organised Crime Strategy*, HM Government, October 2013, Cmnd 8715. Available from:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/248645/Serious_and_Organised_Crime_Strategy.pdf

In HMIC's crime inspection in 2014, we recommended that the force should ensure that officers on division are made aware of their roles and responsibilities to disrupt and dismantle OCGs. During this inspection, HMIC was pleased to find that officers working within local neighbourhoods have a good understanding of who the OCG members are and which OCGs are operating within their particular locality. Details of associated offenders are provided to officers during daily briefings and they are regularly given tasks to carry out specific disruption activity in relation to OCGs.

Although the force does hold regular OCG meetings, HMIC has some concern that the meeting structure falls outside published guidance. In particular, it was not apparent that the OCG scoring played any influence in the tasking process. Although this should not be the sole determining factor, the force needs to satisfy itself that processes are effective in identifying and targeting those crime groups that are causing the greatest threat, harm and risk.

How effectively is the force working with partners to prevent serious and organised crime?

The force is strongly committed to partnership working to tackle serious and organised crime.

At the operational level, each of the ten local authority districts has a dedicated multi-agency Challenger team, the precise make up of which is dictated by local circumstances. Programme Challenger secured money from the Home Office innovation fund to extend its work with troubled families, identify those at risk of involvement in serious and organised crime, and offer alternative pathways. This is exemplified in the largest Challenger team, which covers the city of Manchester. In addition to operational enforcement and disruption teams, Challenger Manchester also includes the integrated gang management unit. This unit includes specialist staff from local authorities and partners who work with the families of those involved in organised crime to prevent the escalation of involvement in serious and organised crime.

The force's commitment to partnership working is clearly evident and the exchange of information with partners is routine and supported by a general policy of openness.

The force communicates effectively with the public about serious and organised crime. For example during a recent investigation into illegal money lending, staff from local neighbourhood teams distributed leaflets advising the public of the investigation and offered information and advice, warning them not to be the victim of illegal money lenders. The force's corporate communications team also sends out information through local and social media, including the publication of operational success.

Partners who we spoke to were extremely supportive of the force and described a comprehensive and effective governance structure, which they felt was supported by joint partnership meetings and multi-agency tactical plans.

The force does take the opportunity to prevent persons from becoming involved in organised crime. HMIC found good examples of where the force, working in partnership with other agencies, had targeted family members of crime group members through early intervention activity. This was further supported by the inclusion of a serious and organised crime group within the integrated offender management programme. However, the use of ancillary orders such as the serious crime prevention orders (SCPOs) has declined in recent years and there has, as yet, been no use of the gang injunction legislation in the last two years.³³ Both pieces of legislation present a real opportunity to restrict the activities of crime group members. However, the force is concerned that the necessary disclosure of sufficient evidence to secure an order or injunction may undermine or compromise ongoing covert investigations.

How effective are the arrangements in place to ensure that the force can fulfil its national policing responsibilities?

It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

Greater Manchester Police has the necessary arrangements in place to ensure that it meets its responsibilities in respect of *The Strategic Policing Requirement*.

The police and crime plan for Greater Manchester recognises the need for the force to ensure that have suitable capacity and capability within the force to maintain public safety, both locally and nationally.³⁴ This is reinforced in the strategic threat assessment, which is reviewed on a quarterly basis by the chief officer team.

The force is an integral member of the Greater Manchester local resilience forum, which has undertaken a comprehensive assessment of potential risks in accordance with the Civil Contingencies Act 2004.

³³ A serious crime prevention order is a court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime; for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police. Available from:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/415969/Fact_sheet_-_SCPOs_-_Act.pdf

³⁴ *Police and Crime Plan 2014-16*, Police and Crime Commissioner for Greater Manchester, 2013. Available from: www.gmpcc.org.uk/wp-content/uploads/2013/03/PoliceAndCrimePlanRefresh-interactive-withoutappendices1.pdf

Greater Manchester Police has completed a number of exercises to test its response to potential challenges they may face. This has included both counter terrorism and chemical, biological, radiological and nuclear (CBRN)-type incidents, in which it worked alongside other emergency services and responding agencies. The force also has a proven track record for managing large-scale sporting and political events and this is reflected in their ability to manage these events with minimal disruption to the local communities.

The force has taken steps to understand the impact of cyber-crime. The force has put in place a number of ways to improve how the force records and links the cyber element to specific crimes. The force intends to use this to improve the understanding of cyber-crime and identify what training is required to ensure that such offences are investigated effectively and victims of such crimes receive the appropriate support. The force does receive specialist support from the Regional Organised Crime Unit and the National Crime Agency as and when required.³⁵

Summary of findings



Good

Greater Manchester Police has a very good understanding of how serious and organised crime makes an impact on local communities.

The level of threat posed by organised crime within Greater Manchester is extensive. Organised crime groups are identified at local and force levels and good systems are in place to tackle these groups using a wide range of options.

The force has committed significant resources to manage the ongoing threat, including a well developed intelligence capability, which makes the most of intelligence gathering opportunities, particularly those available through government and partner arrangements.

The force is strongly committed to partnership working to tackle serious and organised crime through Programme Challenger. Programme Challenger sets the overall approach to serious and organised crime for the force and its partners. Dedicated multi-agency challenger teams disrupt and dismantle OCGs.

The force is meeting its responsibilities under *The Strategic Policing Requirement*. It has sufficient resources to deal with most public order contingencies and respond to a major incident and these arrangements are regularly tested.

³⁵ ROCUs provide police forces with access to a standardised range of 'capabilities' to help them tackle serious and organised crime. These capabilities encompass specialist areas such as undercover policing, surveillance and cyber-crime investigation. The regional provision of these capabilities can reduce or remove the need for forces to maintain specialist capabilities of their own, many of which are expensive to maintain and only required on relatively rare occasions.

This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including its arrangements for ensuring that it can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

Areas for improvement

- The force should complete its serious and organised crime local profile including relevant data from partner agencies, and ensure that it has a local partnership structure in place with responsibility for tackling serious and organised crime.

Annex A – HMIC judgments

Our judgments

The judgment categories are:

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

Judgment is made against how effective the force is at keeping people safe and reducing crime; it is not an assessment of the overall effectiveness of policing. In applying the categories HMIC considers whether:

- the effectiveness the force is achieving is good, or exceeds this standard sufficiently to be judged as outstanding;
- the effectiveness of the force requires improvement, and/or there are some weaknesses; or
- the effectiveness of the force is inadequate because it is considerably lower than is expected.