HMICFRS

Her Majesty's Inspectorate of Constabulary
and Fire & Rescue Services

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Greater Manchester Police

Contents

What this report contains

This report is structured in four parts:

1. Our overall assessment of the force's 2018/19 performance.
2. Our judgments and summaries of how effectively, efficiently and legitimately the force keeps people safe and reduces crime.
3. Our judgments and any areas for improvement and causes of concern for each component of our inspection.
4. Our detailed findings for each component.

Our inspection approach

In 2018/19, we adopted an integrated PEEL assessment (IPA) approach to our existing PEEL (police effectiveness, efficiency and legitimacy) inspections. IPA combines into a single inspection the effectiveness, efficiency and legitimacy areas of PEEL. These areas had previously been inspected separately each year.

As well as our inspection findings, our assessment is informed by our analysis of:

- force data and management statements;
- risks to the public;
- progress since previous inspections;
- findings from our non-PEEL inspections;
- how forces tackle serious and organised crime locally and regionally; and
- our regular monitoring work.

We inspected all forces in four areas:

- protecting vulnerable people;
- firearms capability;
- planning for the future; and
- ethical and lawful workforce behaviour.

We consider the risk to the public in these areas important enough to inspect all forces every year.

We extended the risk-based approach that we used in our 2017 effectiveness inspection to the efficiency and legitimacy parts of our IPA inspections. This means that in 2018/19 we didn't inspect all forces against all areas. The table below shows the areas we inspected Greater Manchester Police against.

IPA area	Inspected in 2018/19?
Preventing crime and anti-social behaviour	Yes
Investigating crime	Yes
Protecting vulnerable people	Yes
Tackling serious and organised crime	No
Firearms capability	Yes
Meeting current demands	Yes
Planning for the future	Yes
Treating the public fairly	No
Ethical and lawful workforce behaviour	Yes
Treating the workforce fairly	Yes

Our 2017 judgments are still in place for the areas we didn't inspect in 2018/19.

Force in context

999 calls per 1,000 population

1 April 2017 to 30 September 2018

Greater Manchester   England and Wales
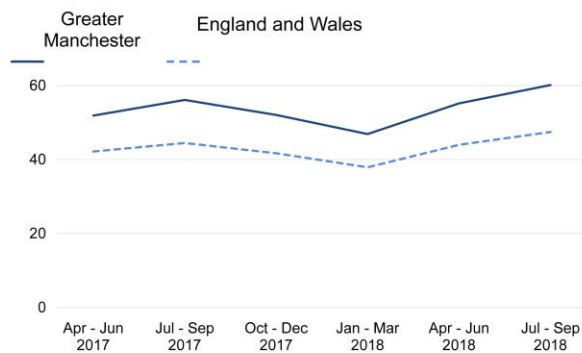
Recorded crime per 1,000 population

1 April 2017 to 30 September 2018

Greater Manchester   England and Wales
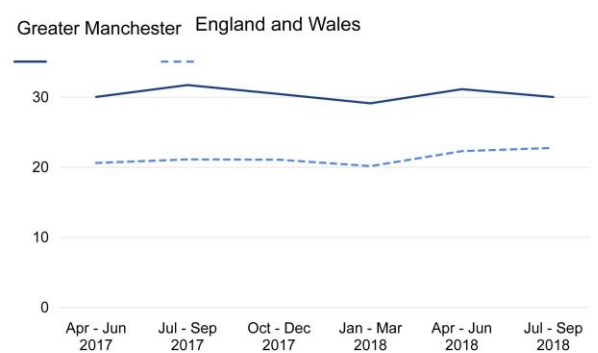
Greater Manchester workforce

in post on 31 March, 2014 to 2018

● Police community support officer ● Police officer ● Police staff
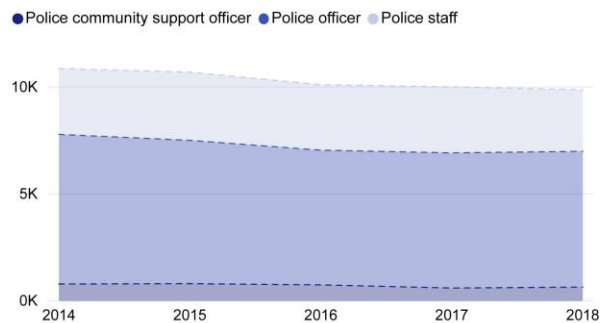
Greater Manchester spend per head of population

2018/19 projection

£198

Overall summary

	Effectiveness	Requires improvement	Last inspected
	Preventing crime and tackling anti-social behaviour	Requires improvement	2018/19
	Investigating crime	Requires improvement	2018/19
	Protecting vulnerable people	Requires improvement	2018/19
	Tackling serious and organised crime	Outstanding	2016/17
	Armed response capability	Ungraded	2018/19

	Efficiency	Requires improvement	Last inspected
	Meeting current demands and using resources	Requires improvement	2018/19
	Planning for the future	Requires improvement	2018/19

⚖ **Legitimacy**	🟠🟠🟠⚪ **Good**	**Last inspected**
Fair treatment of the public	🟠🟠🟠⚪ Good	2016/17
Ethical and lawful workforce behaviour	🟠🟠🟠⚪ Good	2018/19
Fair treatment of the workforce	🟠🟠🟠⚪ Good	2018/19

HM Inspector's observations

I am satisfied with some of Greater Manchester Police's performance. But in some areas the force needs to make improvements.

The force needs to improve how it prevents crime and anti-social behaviour. It needs to assure itself it has the capability and capacity to provide a consistent, effective neighbourhood policing service.

The force is very good at dealing with serious and organised crime. But it needs to improve the quality and supervision of investigations into less serious crime.

Following our last inspection, I was concerned that the force was inconsistent in how it responded to vulnerable people. I am disappointed that it hasn't fully addressed this. I remain concerned that the force may not be adequately protecting people at risk.

The force needs to improve how it understands current and future demand. This should help it develop clear plans to make sure it uses its resources effectively.

I am reassured that the force continues to uphold an ethical culture and promote standards of professional behaviour well.

My overall assessment is that Greater Manchester Police's performance has declined since our last inspection.

Phil Gormley

HM Inspector of Constabulary

Effectiveness

Force in context

Proportion of officers in a neighbourhood or response function

in post on 31 March 2018

	Greater Manchester	England and Wales
	45%	39%

Victim-based crime

12 months ending 30 September 2018

Greater Manchester

Other crimes against society 19%

Criminal damage and arson 11%

Robbery 2%

Sexual offences 3%

Theft offences 36%

Violence against the person 29%

England and Wales

Sexual offences 3%

Criminal damage and arson 11%

Theft offences 39%

Other crimes against society 14%

Violence against the person 30%
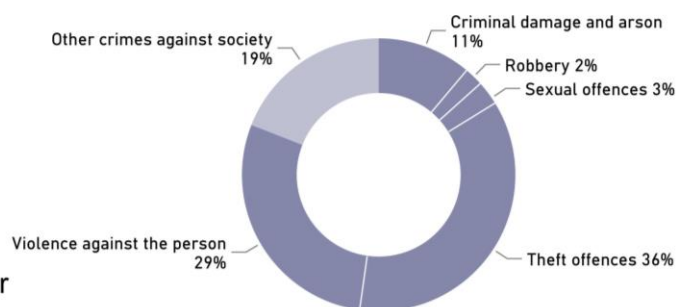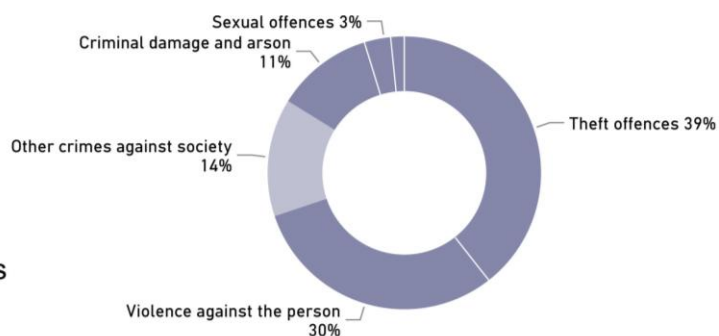
Proportion of crimes where action was taken

12 months ending 30 September 2018

Proportion of crimes where suspect was identified

12 months ending 30 September 2018

Proportion of crimes where victim did not support police action

12 months ending 30 September 2018

How effectively does the force reduce crime and keep people safe?

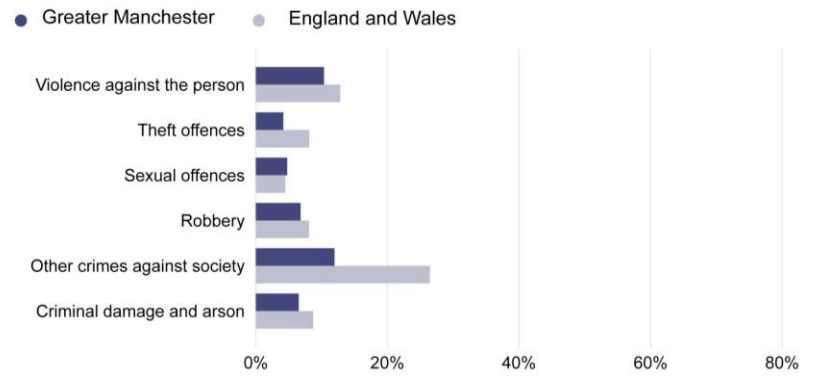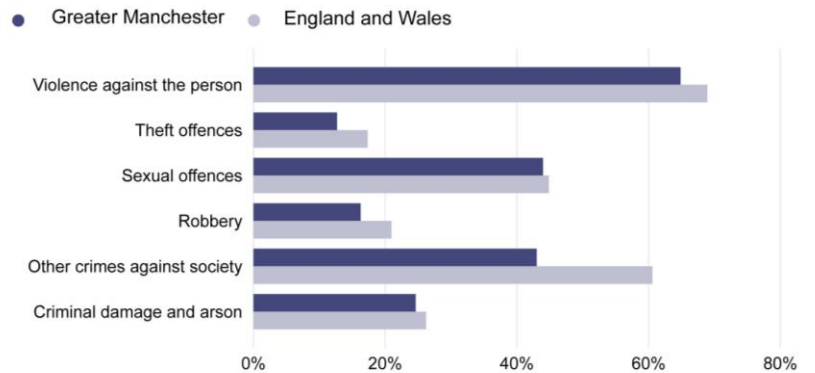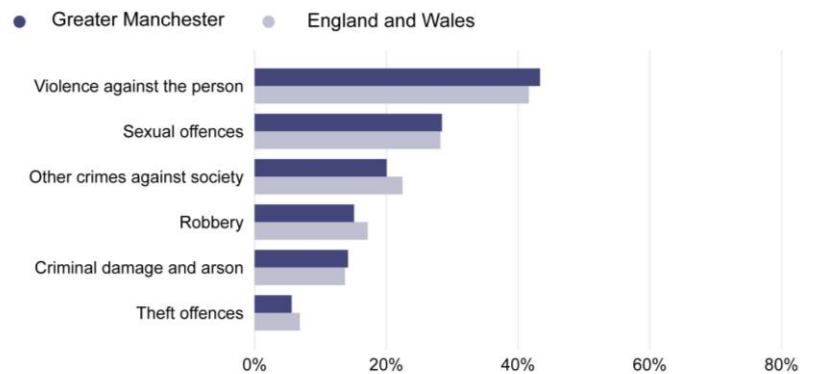**Requires improvement**

Summary

Greater Manchester Police requires improvement in the way it reduces crime and keeps people safe.

The force should improve how it tackles crime and anti-social behaviour. It doesn't have enough officers to carry out preventative activity, but is working to address this. The force should monitor how often it uses neighbourhood officers on other duties. This would ensure they have enough time to solve problems in their own wards.

The force should also improve how it investigates crime. It doesn't always supervise investigations well enough. The force sometimes responds to high demand by downgrading incidents, resulting in delays. These delays can cause victims to disengage from the investigation, resulting in fewer positive outcomes.

Greater Manchester Police requires improvement in the way it protects vulnerable people. The force doesn't have a clear process for deploying specialist investigators when interviewing vulnerable victims. This means vulnerable victims don't always get support right away. In our 2017 effectiveness inspection, we were concerned about the way the force responds to vulnerable people at risk. This meant that evidence might be lost and victims put at risk.

In 2017 we also recommended the force ask victims of domestic abuse about their experience. It hasn't done this yet. We recommend the force extends how it assesses vulnerable people at first point of contact. It always assesses people who call about sexual offences and hate crime. But it may not assess the vulnerability of other callers, particularly when its control room is dealing with high demand for service.

In 2016, we judged Greater Manchester Police outstanding at tackling serious and organised crime.

Preventing crime and tackling anti-social behaviour

●●○○

Requires improvement

Greater Manchester Police requires improvement in the way it tackles crime and anti-social behaviour.

The force doesn't have enough officers to do prevention work. It is seeking to address this by introducing a new neighbourhood policing model. It wasn't clear to us that neighbourhood officers understood the force's vision for neighbourhood policing. The force has a draft strategy, but should ensure the workforce puts this into practice.

Neighbourhood officers stated they were frequently abstracted from their duties onto other jobs, resulting in less time problem solving in their wards. The force should monitor the impact of this.

The force recruited 50 more neighbourhood officers this year. This is a positive step.

Greater Manchester Police has place-based teams that collaborate with other organisations to address crime and anti-social behaviour. Less positively, most neighbourhood officers have not been trained recently in problem solving.

We saw good practice in the way the force uses evidence-based practice to tackle crime and anti-social behaviour. In particular, its 'hotspot pulse policing' operation led to a reduction in crime and incidents.

Areas for improvement

- The force should ensure its engagement and prevention strategy is part of routine workforce activity to provide consistent neighbourhood policing.
- The force should ensure that it monitors abstractions for neighbourhood beat officers to enable problem-solving activity.
- The force should give neighbourhood beat officers the training and skills for their role.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Prioritising crime prevention

We last inspected preventing crime and tackling anti-social behaviour in 2016 and assessed the force as good at keeping people safe and reducing crime. In 2016, the force introduced a new local policing model to attempt to strengthen neighbourhood policing. The force recognises that this model did not fully meet its needs. In response to this, it is looking again at its local policing structures to build greater capacity within its neighbourhood patrol function. The aim is to ensure that neighbourhood patrol officers can respond to calls for service more effectively. Once this is achieved, it should mean that dedicated neighbourhood beat officers are not taken away from their main role. They should then be able to focus on crime prevention, problem solving and tackling anti-social behaviour. However, these changes are not yet fully in place across the force. This has an adverse effect on the current capacity to prevent crime and tackle anti-social behaviour.

We found that the force has no overall neighbourhood policing strategy in place. It is perhaps because of this that most of the neighbourhood staff we spoke to did not have a clear understanding of the force's vision for neighbourhood policing. There is, however, the draft engagement and prevention strategy and a defined model for operational policing delivery, known as the target operating model (TOM). This document defines the force's purpose and commitments to the community, and includes an overarching strategy for organisational change. Neighbourhood managers told us that this provides sufficient guidance for them to direct neighbourhood activity. The force should satisfy itself that this guidance is being communicated effectively to frontline officers and staff.

The force has completed a self-assessment against the College of Policing's Guidelines for Neighbourhood Policing. From this, it understands some of the gaps in its provision. It recognises that the marked increase in the rate of recorded crime and the consequent pressure to deal with calls for service from the public have affected its ability to resource and prioritise crime prevention and problem solving.

The majority of neighbourhood beat officers we spoke to told us that they were regularly taken away from their neighbourhood beat role to support neighbourhood patrol officers in dealing with calls for service. This reduced their ability to concentrate on problem-solving activity in their wards. We found that the force has no policy or measures in place to monitor the impact of this. This means it doesn't fully understand the frequency of the removal of officers or the effect on problem-solving, engagement and prevention activity. By contrast, we found that in Oldham and Tameside, where the force's new operating model is fully in place, neighbourhood beat officers felt more able to focus on ward activity, even though they were still providing some support to neighbourhood patrol. The force intends to implement the new model across all areas by May 2019, to improve capacity to respond and support prevention activity.

During our inspection, we viewed the force's public-facing website. We found that it displayed out-of-date information about neighbourhood surgeries and meetings for some areas. This impedes the public's ability to inform the force of community concerns and agree local priorities. To build community confidence, the force should address this and ensure that the information displayed is up to date.

This year, the force has provided an additional 50 neighbourhood beat officers. It intends to add a further 50 officers at the beginning of the next financial year. This is a positive step towards rebuilding problem-solving capacity.

Protecting the public from crime

Greater Manchester Police now has place-based teams in some locations. We are pleased that the force is adopting a partnership approach to problem solving and demand reduction. These teams, either virtually or physically co-located, work collaboratively to address crime and anti-social behaviour. During our inspection, we found some officers who were able to clearly articulate the threats facing their communities. We found that understanding was generally better within place-based teams, where there is clear involvement with other partner organisations to identify concerns and tackle them together.

The force has good relationships with the ten local authority areas. There are regular meetings with partner agencies to share information on both a strategic and tactical level, and to identify priorities. Across Greater Manchester, 23,000 families have engaged with the Troubled Families programme, a government scheme to offer support to disadvantaged families. The Greater Manchester Combined Authority has a target to increase this to 27,300 families by 2020. The force makes effective use of crime prevention campaigns at peak times throughout the year – for example, Christmas and Halloween – and tackles identified crime and anti-social behaviour trends in partnership. Neighbourhood beat officers we spoke with understood the range of powers available to them for tackling crime and anti-social behaviour. Stockport's Operation Barometer is an example of a positive response to rising levels of youth anti-social behaviour. Working together with partners, a dispersal order was put in place and 15 young people then became the subject of criminal behaviour orders, resulting in reduced anti-social behaviour. The force also uses other tactics, for example its targeted activity in specific locations with high rates of crime – a 'hotspot pulse policing' operation in Stretford Mill and Eden Square led to reductions in crime and incidents.

Most of the officers we spoke to had no or limited knowledge of community or ward profiles and were not able to demonstrate how to access them on force systems. Some referred to the 'Know Your Community Report' but it was not clear whether this is still in use with the pending implementation of a new computer system – the integrated operational policing system (iOPS). This means that neighbourhood beat officers and police community support officers (PCSOs) currently may have limited access to information that would support a broader understanding of their communities.

We found that few neighbourhood staff had received any recent formal training in problem solving. As a consequence, many staff did not appear to use a structured problem-solving model for crime reduction and prevention activity. While there are plans for iOPS to include a problem-solving template for officers and staff, we understand that this won't be ready for release when the system goes live early in 2019. The force should ensure that all neighbourhood beat officers and PCSOs receive problem-solving training to build their capabilities, so they can undertake effective activity.

Greater Manchester Police is developing its approach to evidence-based practice (EBP) to tackle crime and anti-social behaviour. A strategic board directs a range of research activity with academic partners and manages a programme of testing and evaluating tactics to improve its effectiveness in preventing and reducing crime. Across the force there are 81 EBP-trained 'champions' who use the OSARA (objective, scanning, analysis, response, assessment) problem-solving methodology to develop problem-oriented policing plans. Examples include reducing demand in Stockport through 'hotspot pulse policing'; reducing firework-related criminality within Tameside; and reducing commercial burglaries in targeted locations under Operation Guard. The force intends to hold an event in early 2019 to share learning from these EBP approaches. This should help the force to improve its ability to manage and reduce demand in local policing.

We found that officers and staff trained as EBP champions are using OSARA methodology. The force may wish to consider how this learning can be further developed across the whole organisation to improve crime prevention.

Investigating crime

Requires improvement

Greater Manchester Police requires improvement in the way it investigates crime.

The force doesn't have enough accredited detectives, but plans to address this through recruitment.

The force's crime management policy means that it finalises some solvable crimes without further investigation. We saw some incidents were downgraded because of delays caused by high demand. Not all callers were told about delays. Some victims distanced themselves from the investigation as a result. This makes positive outcomes less likely. The force should improve its regular and active supervision of investigations.

We found that the force had inappropriately assigned some investigations to neighbourhood officers. We referred these to supervisors.

The force has no clear process for allocating specialist investigators to interview vulnerable victims. It relies on officers volunteering their skills, and staff felt there were not enough of these trained officers. This means that vulnerable victims may not get prompt support. This is an area for improvement.

Areas for improvement
- The force should ensure the availability of Achieving Best Evidence-trained staff provides vulnerable victims with the necessary support.
- The force should ensure regular and active supervision of the quality and progress of investigations. This supervision should be properly recorded.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Investigation quality

Greater Manchester Police recognises that it doesn't currently have enough trained and accredited detectives to meet its demand. The force has plans in place to address this and has introduced an investigative capacity and capability board that will prioritise the filling of detective vacancies. In June 2018, there were 260 vacancies, but the figure had reduced to 150 at the time of our inspection. The force intends to put 141 officers through the Initial Crime Investigators Development Programme during the 2019/20 financial year.

The force is improving how it investigates crime. It has a crime standards improvement plan. This incorporates actions to address the areas for improvement we identified during our 2017 effectiveness inspection, including the effectiveness of evidence recovery at crime scenes. The detective chief inspector within each division chairs a local governance meeting to improve the standard of supervision of investigations. In addition, the force has taken steps to improve its approach to the national crime recording standard (NCRS), compliance with the Code of Practice for Victims of Crime, rape investigation standards and compliance with the Professionalising Investigations Programme (PIP), the structured development programme for investigative skills for police officers and police staff.

The force also has a crime management policy which provides guidance on the allocation and investigation of crimes. The force operates a crime screening policy which considers viable lines of enquiry and public interest factors in determining whether a crime is investigated or screened out (that is, filed without further action). The decision on how to make progress with an investigation is taken by the force's crime progression teams. During our inspection, we found examples of crimes that were finalised without investigation even though there were clear lines of enquiry that could have been followed up. Some of these included offences of domestic burglary. This means that victims of crime are potentially not receiving a satisfactory level of service.

During our fieldwork, we found some examples of crime-related incidents where due to other competing priorities the response had been delayed and resources had not been deployed to the scene. It was a common feature within these examples that opportunities for effective evidence gathering during the 'golden-hour' period were hampered or lost altogether. Prior to our fieldwork, we carried out a crime file review of 89 investigations that were randomly selected from a three-month period and found that some victims had disengaged from the police because of what were, in some cases, long delays in attending the original incident. It was also the case that some callers were not kept sufficiently informed or notified about the delays in response. Of these 89 investigations, we found that effective or appropriate supervision was evident in 60 of them. We identified this as an area for improvement following our 2017 effectiveness inspection. This year, while there was evidence of directed supervision and review of ongoing investigations for more serious offences, we found that some lower-level offences had not had the same level of scrutiny. Despite this, in most cases that we examined we found that the investigation was effective and 71 out

of 89 demonstrated good victim care. In three quarters of the investigations, 67 out of 89, all appropriate lines of enquiry were completed.

However, we did find some examples of investigations that had been inappropriately allocated to neighbourhood beat and patrol officers. Examples included serious assault offences within a prison, and an investigation relating to an organised crime group.

Achieving Best Evidence (ABE) investigators are trained specifically to support vulnerable victims and witnesses. The force doesn't have a clear process for assigning these trained staff to investigations where vulnerability is a factor. Rather, there is an informal arrangement in which officers send an email to find a volunteer to assist. The force needs to ensure that the availability of ABE-trained staff is appropriate to meet demand. It should also put in place a clear process so that vulnerable victims needing services receive crucial and prompt support. The force does pursue justice even when victims don't support action. We found some examples where the use of body-worn video cameras meant that such cases resulted in a positive outcome.

Catching criminals

The force needs to improve how it catches criminals and resolves investigations. Through its local and force daily management meetings (known as Pacesetter), it keeps an overview of the pursuit of wanted persons, focusing on risk and vulnerability. Officers are aware of the police national computer (PNC) circulation processes, and responsibility for investigating the crime stays with the officer. Officers can identify wanted persons within their area via the menu on the force's computer system.

In the force's local crime governance meetings, officers discuss suspects who are named as wanted on the PNC. These meetings provide scrutiny to ensure that such cases are promptly resolved by officers.

We found positive use of foreign national referrals processes to ACRO, with 2,784 referrals made in the last financial year. However, the force acknowledges that it doesn't have a force-wide monitoring system to review the results of referrals made. This information is held within districts and there is no central overview of foreign-national offending.

When we spoke with agencies dealing with mental health, concerns were raised about the lack of police prosecutions where service users had assaulted the staff. The force may wish to review such cases and build understanding to ensure that officers are taking forward investigations appropriately.

The force's use of pre-charge and post-charge bail, as well as released under investigation (RUI), are discussed at force level. We found that both pre-charge and post-charge bail, as well as RUI rates, remain relatively consistent with 2017. The criminal justice team provides some dip sampling of bail timeliness on a risk basis. The force is currently revising its bail policy to include RUI and intends to take steps to ensure that records are closed promptly. Numbers of open RUI records on the force's custody and case management system that indicate a disposal decision – that is, an alternative to prosecution – are monitored and being addressed.

The criminal justice team also provides scrutiny of file quality, with data showing the number of satisfactory files and those where interventions have been needed to improve quality, this is being used to guide learning and improvement. The force also monitors and acts to reduce open crime records. We found that the number of open records has reduced from 28,000 in June 2018 to 22,500 at the time of inspection.

The force is aware of its responsibilities for disclosure and has trained 60 subject-matter experts to give basic training to officers and advanced disclosure training to detectives. We found some supervisors, both in uniform and in detective roles, had received disclosure training in the last 12 months, and there is an e-learning package which all officers must complete. There are plans to give additional training to the workforce before the end of this financial year, which is a positive step.

Outcome data for Greater Manchester Police shows that for 2017/18, action was taken in 8.5 percent of crimes – for example, a caution or charge. This is lower than the national rate of 14.6 percent, and lower than the rate observed in the force in 2017: 13.8 percent. But set against this is the fact that the force has made some progress in the accuracy of its crime recording and last year recorded an extra 70,000 crimes. This may in part explain the drop in positive action, but the force should ensure that it fully understands the reasons for the reduction in action taken for recorded crime and address any emerging issues.

Protecting vulnerable people

Requires improvement

Greater Manchester Police requires improvement in how it protects vulnerable people. It is still not responding appropriately to some vulnerable people when they are at risk. This means it is missing chances to safeguard victims and secure evidence. We made recommendations to help it improve in this area.

The force needs to improve some aspects of its understanding of vulnerability. Staff assess callers' vulnerability with a commonly used model, STRIVE (safeguarding, threat, risk, investigation, victim and engagement). But the force only requires the use of this model in sexual offences and hate crime. For other crime types, call handlers are not required to use STRIVE at times of high demand. Consequently the force may not always identify vulnerability immediately.

The force doesn't always respond quickly enough to incidents involving vulnerable people. We saw evidence of delays caused by high demand. And we saw that incidents were downgraded without a recorded reason.

In our 2017 effectiveness report, we found an area for improvement and recommended the force survey domestic abuse victims. The force hasn't yet done this. But it does get feedback from victims of child sexual exploitation and victims of hate crime.

We found the force's scrutiny of registered sex offenders to be robust and its management of them proactive.

Cause of concern

Greater Manchester Police is failing to respond appropriately to some people who are vulnerable and at risk. This means that it is missing some opportunities to safeguard victims and secure evidence at the scene and victims are being put at risk.

Recommendations

- The force should increase its use of STRIVE within the control room (OCB) to ensure that it appropriately identifies and responds to all vulnerability.

- The force should improve its response to calls for service and its initial investigation for all vulnerable victims.

Area for improvement

- The force should implement its domestic abuse survey process without further delay.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Understanding and identifying vulnerability

Greater Manchester Police needs to improve some aspects of how it understands and identifies vulnerability. The force has a vulnerability board that oversees progress against its vulnerability action plans. These are linked to the seven strands of the national vulnerability plan, but we found that some, including the child sexual exploitation and human trafficking action plans, were only in draft form at the time of our inspection. The force uses a clear definition of vulnerability:

> A person may be vulnerable by reason of age and/or their circumstances, or who suffers from mental or physical disabilities, illness or other such special feature which renders them either permanently or temporarily unable to care for or protect themselves against harm or exploitation.

During fieldwork, we found that officers and staff understood vulnerability and could describe it in their own words. There was some evidence that officers understood hidden harm and considered it when responding to incidents.

We visited each control room during our fieldwork. Staff use the STRIVE risk assessment model to identify vulnerability and prioritise responses to calls from the public. However, we found that use of this risk assessment model is only required for rape, other sexual offences and hate crime. It is left to the discretion of the call handler to use STRIVE for other calls, depending on the volume coming into the control room and gaps in staffing. This impairs the ability of call handlers to correctly identify all vulnerability at the first point of contact, to assess and record risk, and manage priorities effectively. We consider this to be a risk for the force. It should satisfy itself that it understands at first point of contact all aspects of a person's potential vulnerability, so the risk is understood and managed effectively.

The force has recently introduced a vulnerability support unit into the operational communications branch at Claytonbrook, but this hasn't yet been evaluated. The unit provides supporting activity for incidents relating to missing people and mental health. The force is planning to expand the role of the unit to include all incidents that have a vulnerability, domestic abuse or child abuse marker, irrespective of the nature of the incident. We believe this is a positive step that will help the force to understand any vulnerability that is not evident at first contact, and to support better management of demand. Staff we spoke to were not aware of the unit's role. The force may wish to consider how it can more effectively promote the vulnerability support unit to its officers and staff, to build strength in the assessment of and response to, vulnerability.

Greater Manchester Police has a grading system to prioritise response to incoming calls, each with its own target time. Grade 1 emergency calls should be attended within 15 minutes, Grade 2 priority calls within 1 hour, Grade 3 routine responses within 4 hours, Grade 4 scheduled calls within 48 hours and Grade 5 calls resolved at first point of contact by telephone. We found that supervisors use STRIVE to downgrade some incidents initially graded as emergency and priority calls that are not responded to within the required response times. Some STRIVE assessments were found to be lacking in detail. There was also evidence that some re-assessments had been made without additional background information. During October 2018, a total of 2,090 Grade 2 priority calls and 3,109 Grade 3 routine calls were downgraded to Grade 4. We found that there was no clear governance, audit or rational for these decisions. The force needs to be satisfied that when incidents are downgraded, the decision to do so is based on thorough risk assessment.

Responding to incidents

Greater Manchester Police doesn't respond quickly enough to all incidents involving vulnerable people to keep them safe. We conducted fieldwork within the force control rooms and found that many logs showed a delayed response, due to the level of demand and resources available to attend.

Data we examined for September 2018 showed that for Grade 1 incidents, all but one district met the 15-minute target response time. However, the average response time for Grade 2 incidents exceeded the target, with attendance times ranging from four hours and 36 minutes in Bolton to eight hours 58 minutes for Tameside. These incidents should be responded to within one hour.

Our snapshot of open incidents for one day showed 282 out of 811 had vulnerability markers. Of these, 98 had been graded as Grade 4 scheduled calls. There were 42 domestic abuse calls designated as Grade 4 even though it is force policy to grade response to domestic abuse calls no lower than Grade 2. The force can upgrade or downgrade incidents depending on any risk posed to the victim. However, it has limited data, and without context, it is difficult to identify the number of domestic abuse calls that were either escalated or downgraded. This raises concern about how effectively the force is responding to calls involving vulnerable people, the impact upon safeguarding and preventing further harm, as well as 'golden-hour' investigations. Our crime file review found similar issues with some incidents involving vulnerability being downgraded to be resolved without deployment of a resource.

[Domestic abuse, stalking and harassment, and honour-based violence (DASH)](#) risk assessments are not completed until an officer attends a call for service. This means that for some calls, there is a delay in providing detailed understanding of the risk posed to a victim and there is potential for safeguarding to be missed.

The problem of delay is compounded by the practice of keeping some incidents open for supervisor administrative purposes after they have been attended. The limitations of the force command and control system create difficulties for dispatchers in understanding what is a 'live' call for response and what is an open incident that has been attended. We saw that each incident must be opened in turn to determine whether action has been taken and if the incident needs resourcing. This means that victims may be being put at risk through unnecessary and avoidable delays in attending some calls. The force needs to review its processes to ensure that it manages open incidents appropriately.

Officers and staff can show whether they're committed, or free for deployment to incidents, using status codes which are visible to operational communications branch operators. We found that some officers and staff may be using the 'State 8' code (unavailable to be deployed to incidents) inappropriately. This means that fewer resources can be deployed, delaying the response to incidents in these cases. The force is aware of these issues and is taking steps to address and improve resource management.

We found that when officers attend incidents they mostly identify vulnerability, where present, and it features within the standardised investigation plan template for crime investigations. We found positive evidence that DASH and vulnerability risk assessments were completed where required. During our inspection, we examined several DASH risk assessments completed by officers. We established that these were thorough, and they contained relevant information and initial safeguarding actions, including the 'voice of the child'.

Our contact with public protection investigation units and [multi-agency safeguarding hubs](#) (MASH) showed they had confidence in the ability of officers to complete thorough risk assessments for domestic abuse and other referrals. Greater Manchester Police is reviewing the DASH process to further improve its service to vulnerable victims and will be trialling alternative approaches during this year. There should be governance control for these pilots through the force's overarching vulnerability board, but the force will need to provide clear messages to staff to ensure that the differing approaches are understood.

The force introduced mental health practitioners into the operational communications branch in August 2018. These are based within the vulnerability support unit. The team has access to NHS computer systems across the three Greater Manchester mental health trusts and now provides a 24-hour [triage service](#) of mental health incidents across the force area for officers. This should mean the force is better placed to prioritise vulnerability and respond to calls for service in the future. Early indications are that this approach is reducing demands on patrol officers.

Officers and supervisors told us that positive action is expected when dealing with domestic abuse cases, but currently the arrest rate doesn't reflect this. The force has also engaged with partner organisations to introduce [Operation Encompass](#),

enabling the sharing of information about domestic abuse cases with schools and support for safeguarding.

Supporting vulnerable victims

The force supports vulnerable victims well. It uses some neighbourhood resources, particularly PCSOs who conduct follow-up reassurance visits, to ensure the continued safeguarding of vulnerable and repeat victims. We found a good understanding of continued safeguarding responsibilities in domestic abuse cases. Officers showed us a booklet that they use to provide victims with useful contact details for partner support agencies.

We found that officers were aware of and considered using domestic violence protection orders (DVPOs) and domestic violence protection notices (DVPNs) while investigating domestic abuse, particularly where the victim was not supporting a prosecution. We found that these orders are recorded locally, but it was not clear how this process supported or directed active monitoring of breaches. The force has data for the number of breaches for DVPOs and DVPNs. There were 126 breaches from 594 DVPOs and 18 breaches from 629 DVPNs in the 12 months to 31 March 2018. Overall, Greater Manchester shows good use of DVPOs, with an increase in numbers obtained compared to last year. Breach rates remain consistent with the levels we found in our 2017 effectiveness inspection.

The force also responds effectively to requests for disclosure under Clare's Law, and we found evidence of it proactively seeking opportunities within the early help and safeguarding hub (EHASH) and MASH arrangements to disclose.

MASH arrangements don't follow a consistent model across the ten districts in the force, due to differing levels of engagement from partner agencies. The force may benefit from sharing the learning from the practice seen by inspectors within the EHASH at Rochdale. This appeared to be an effective arrangement for managing risk both within and outside core hours, and for engagement with partners. We are aware that, following implementation of the investigation safeguarding review, police safeguarding resources for Manchester City District will be based in three MASHs rather than one. This will mean that adult social care will no longer be co-located in each of the three multi-agency teams within that district.

In all but one district, Greater Manchester Police has clear processes in place to refer all high-risk domestic abuse cases to a multi-agency risk assessment conference (MARAC). We found a local process had been introduced in the MASH at Wigan which means not all high-risk cases were referred to a MARAC, other than new or externally referred cases. We highlighted this to the force during our inspection and we are pleased to learn that the force has already made a local change to address this issue. We found that there are some backlogs in medium-risk domestic abuse queues within MASH arrangements. The force needs to assure itself that referrals are not being missed through these delays.

Officers within the public protection investigation units have processes to refer cases that are considered 'away from home' to the relevant outside police force and to children's services to ensure continued safeguarding. The force participates in Operation Encompass and we found that some neighbourhood beat officers we spoke

to were aware of their role and responsibilities in relation to this. We found a positive and recent example of how this had been used to safeguard a child in a domestic abuse situation.

The force works well with partner organisations. It is working with agencies and volunteers to safeguard vulnerable people and prevent fraud through 'Scam Busters'. We found several examples where multi-agency operations had been effective in safeguarding people at risk of criminal exploitation. Project Challenger, a multi-agency programme tackling serious and organised crime, has put in place a campaign called 'Trapped', using social media to raise awareness of the criminal exploitation of young and vulnerable people.

The force has plans for a domestic abuse victim feedback survey. This was identified as an area for improvement in our 2017 effectiveness report, but hasn't yet been implemented. We found local arrangements for victims of child sexual exploitation to provide feedback via the Sunrise team in Rochdale, as well as for victims of hate crime. The force needs to consider how it can gather feedback from other vulnerable victims to help shape its future response to all victims.

The force uses the active risk management system and Risk Matrix 2000 for the management of registered sex offenders. We found the force applies robust scrutiny to registered sex offenders. At the time of inspection, there were 1,348 registered sex offenders awaiting assessment within Greater Manchester. The force had clear data to show the current position with completion of assessments. We found that 796 of these offenders were in prison, with a number either living abroad or in psychiatric units. In total, 200 people are awaiting assessment while living in the community, with Greater Manchester Police being the lead agency in 30 of these cases. Staff consider additional or ancillary orders for offender management and reported positive relationships with the force's legal services in applying for orders.

The force is proactive in managing its registered sex offenders, has support for surveillance, where appropriate, and uses the expertise of its digital investigation team to enhance visits. It is also piloting polygraph testing, which has given positive intelligence to inform risk. The force has judged 650 registered sex offenders suitable for reactive management. There is monthly dip sampling of these offenders, with unannounced visits and polygraph testing in these cases. We found that there is effective management and scrutiny applied to high-risk offenders.

The force uses specialised software to identify peer-to-peer sharing of indecent images of children. It has processes in place to review the system on a weekly basis. We found there is oversight of the triaging and allocation of intelligence and investigations, and a review process to ensure that where risk factors change, prioritisation is further considered. At the time of our visit, there were only six unallocated cases, all of which had been triage-assessed as low-risk.

Most neighbourhood patrol and beat officers could find information relating to registered sex offenders on computer systems. But we found that they were not necessarily aware of those people being within their area, unless briefing information was shared.

Tackling serious and organised crime

● ● ● ●

Outstanding

This question was not subject to detailed inspection in 2018/19 and our judgment from the 2016 effectiveness inspection has been carried over.

Armed policing

We have previously inspected how well forces provide armed policing. This formed part of our 2016 and 2017 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The *Code of Practice on the Police Use of Firearms and Less Lethal Weapons* makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an armed policing strategic threat and risk assessment (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Some forces in England and Wales have joint arrangements in place to provide armed policing. Greater Manchester Police is a force of such stature that it can provide its own armed capability. However, it shares training facilities with other forces in the North West of England and North Wales.

Understanding the threat and responding to it

Greater Manchester Police has an adequate understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the College of Policing guidance. The APSTRA is published annually and is accompanied by a register of risks and other observations. The designated chief officer reviews the register frequently to maintain the right levels of armed capability and capacity.

All armed officers in England and Wales are trained to national standards. There are different standards for each role that armed officers perform. The majority of armed incidents in Greater Manchester Police are attended by officers trained to an armed response vehicle (ARV) standard. However, incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers.

We found that Greater Manchester Police has good arrangements in place to mobilise specialist officers should their skills be required. The force has sufficient specialist capabilities in line with the threats and risks identified in its APSTRA.

As a consequence of the terrorist threat, Greater Manchester Police has received Home Office funding as part of a programme to boost armed policing in certain parts

of England and Wales. We established that the force has fulfilled its commitment to the programme by increasing the availability of ARVs.

One area where the force could improve is the briefing of ARV officers when they report for duty. It is important that, at the start of each shift, they are provided with up-to-date information that is relevant to their role. They can have a positive effect in disrupting the activity of organised crime groups and other armed criminals. At present, opportunities are being missed to provide this information to ARV officers and use their patrols to good effect. However, we recognise that action is being taken to address this.

Working with others

It is important that effective joint working arrangements are in place between neighbouring forces. Armed criminals and terrorists have no respect for county boundaries. As a consequence, armed officers must be prepared to deploy flexibly in the knowledge that they can work seamlessly with officers in other forces. It is also important that any one force can call on support from surrounding forces in times of heightened threat.

This is an area where Greater Manchester Police performs well. It has sufficient ARV officers and specialist capabilities in line with the threats set out in the APSTRA. It also has tried and tested procedures to work with neighbouring forces on joint armed operations.

We also examined how well prepared forces are to respond to threats and risks. Armed officers in Greater Manchester Police are trained in tactics that take account of the types of recent terrorist attacks. Also, the force has an important role in designing training exercises with other organisations that simulate these types of attack. We found that these training exercises are reviewed carefully so that learning points are recorded and improvements made for the future.

In addition to debriefing training exercises, we also found that Greater Manchester Police reviews the outcome of all firearms incidents that officers attend. This helps ensure that best practice or areas for improvement are identified. We also found that this knowledge is used to improve training and operational procedures.
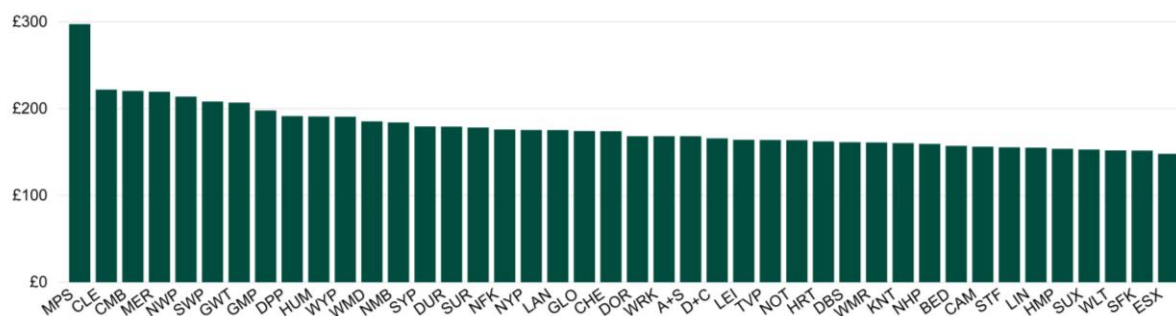
Efficiency

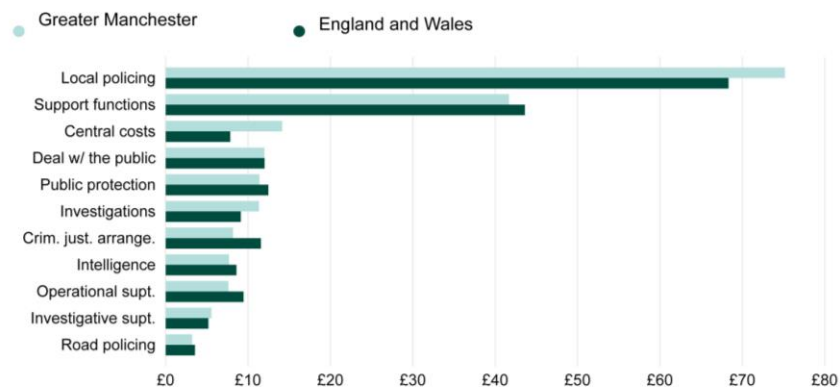# Force in context

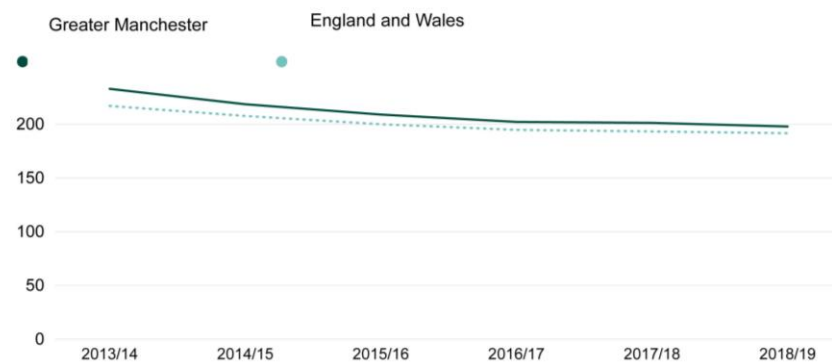**Spend per head of population**

2018/19 projection

Spend per head of population by Police Objective Analysis category

2018/19 projection

Spend per head of population

2013/14 to 2017/18 data and 2018/19 projection

How efficiently does the force operate and how sustainable are its services?

Requires improvement

Summary

Greater Manchester Police requires improvement in the efficiency of its operation and the sustainability of its services.

It should improve how it analyses data about the demand for its services. This would help it to meet demand now and in future. It should also be better at sharing data with other agencies. Sharing data in a more strategic way would help the force to better analyse demand.

When the force regrades an incident, it doesn't collect data about the context. Contextual information would help the force know if it is suppressing demand by downgrading incidents.

The force requires improvement in the way it plans for the future. It has a limited understanding of how demand for its services will change and of the skills its workforce will need to meet that future demand.

The force has lots of change programmes to improve its service, and it challenges and audits these. It also collaborates with other forces and agencies to improve service.

Meeting current demands and using resources

Requires improvement

Greater Manchester Police should improve how it meets demand and uses resources. It understands demand for its services and strives to improve this understanding. But the way it analyses the data it collects doesn't help it to meet demand. It shares data with other agencies on a case-by-case basis, but not on a strategic basis.

The force collects data about the regrading of incidents, but not their context. We found evidence of incidents being downgraded inappropriately. Without this context, the force cannot tell if it is suppressing demand by downgrading incidents.

The force experienced an increase in recorded crime since 2017. It told us this was caused by changes to how it records crime. It has now determined baseline figures for five threat areas. It has plans to ensure it attends all these crime types.

The force agreed with the mayor extra funding to tackle and prevent crime and anti-social behaviour. It plans to use this to recruit 50 more neighbourhood officers. It uses a citizens' contract to explain how it will work with the public and other agencies to manage its resources and demand.

Greater Manchester Police has invested to help it manage demand. It has processes to support meeting short-term future demand and moves resources accordingly. This has resulted in a more consistent and proactive service.

But the force doesn't have processes for understanding the financial impact of varying service provision. Poor IT infrastructure and the present level of demand hamper its ability to plan for meeting demand beyond the short term.

The force recognises rising threat levels from criminal use of technology. It has reviewed its digital investigation unit, and understands its IT infrastructure is not fit for purpose. The force's improvements to this infrastructure should give it access to accurate data, to help it decide how to allocate resources and analyse what future skills it needs.

Greater Manchester Police doesn't fully understand what skills and capabilities it will need in future. It is working to increase staffing in some areas, but its plans are undeveloped in others.

Positively, the force has a clear rationale for its work with other agencies. The force understands the benefits it gets and the contributions of others. It has strong links with other agencies and works with them to manage demand better. Though many of these collaborations are in preliminary stages, some are very promising.

Areas for improvement
- The force should further improve its analysis and understanding of crime-related demand.
- The force should improve data sharing arrangements with partner organisations.
- The force should ensure that changes to the grade of responses within its operational communications branch are appropriate and do not suppress demand.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Assessing current demand

Greater Manchester Police hasn't comprehensively analysed demand across all elements of police operations, but has undertaken some work to build understanding. It has a good understanding of the current demand relating to 999 and 101 calls coming into the operational communications branch. A review of digital investigations has also improved force understanding in that area. Following the investigation and safeguarding review, the force has enhanced its knowledge of demand in relation to investigations and safeguarding vulnerable people, but we found this review is yet to be fully implemented. It is also improving its understanding of local demand through its work towards place-based policing.

Since 2017, the force has experienced an increase in recorded crime, much of which it believes is due to action taken to improve its compliance with the NCRS. It has now determined baseline figures for five strategic threat areas: violent crime, serious violent crime, personal robbery, homicide and firearms-related crimes. The force is formulating plans to mitigate increases in these crime types, although these are in the early stages of development. We also found that data sharing with partner organisations – an important part of understanding demand – is done on a case-by-case basis rather than as part of an overall process for the strategic analysis of demand.

The force has completed some limited analysis of demand that is hidden or less likely to be reported, including the development of child sexual exploitation profiles. Undertaken for each district in late 2017, the analysis looked at likely or possible locations, vulnerable people and potential offenders. A previous profile for modern slavery has also not been updated since 2017. Within the last 12 months, officers have received a full-day of training in relation to human trafficking and modern slavery, to improve understanding. The force is making efforts to identify cases of female genital mutilation, which it considers to be widely under-reported. It has recorded one crime relating to female genital mutilation and is developing its approach through the tracking of imported surgical instruments. However, analysis and training in relation to female genital mutilation is limited.

A precept increase for 2018/19 was agreed by the mayor to enhance the neighbourhood policing provision in support of the police and crime plan commitment to tackle and prevent crime and anti-social behaviour. It is being used to recruit 50 more officers for neighbourhood policing teams and the force is working to ensure that every area receives more resourcing to support local policing and meet demand. Additionally, the recently introduced citizens' contract was developed after wide consultation with the public. This contract states the seven ways in which the force will work with the public and partner agencies to build strong communities, and includes the responsible use of its resources to manage demand.

Understanding factors that influence demand

Each of the force's change programmes includes processes to evaluate the impact of change on demand. Operation Ergo is an example of its initiatives to improve its internal processes. This programme aims to align supervision with a revised shift pattern for patrol officers, using new IT (iOPS) within the operational communications branch. The purpose is to reduce duplication within call handling and the demand on district supervisors. We found that individual departments also undertake activity to identify more efficient processes. For example, the finance department introduced streamlined forecasting processes and reports to budget holders. The force intends to support the implementation of the TOM with the development of an analytical hub to deliver operational analytics. This forms part of the introduction of iOPS and is being developed through a strategic partnership with an academic organisation.

The force uses the staff survey to identify a wide range of issues, and although it is not specifically aimed at identifying inefficient processes, the force does record these when they arise. Operation Ergo was a direct response to issues raised in the survey. Individual departments and districts also employ processes to identify inefficient working, but the force doesn't record the full extent of this activity. This means it has only a partial picture of where inefficiency is identified and a reduced ability to remove waste.

The force reviews the grading of incidents recorded within the operational communications branch for allocation to its resources. While this process supports prioritisation of the response to incidents, we found some evidence of incidents being downgraded inappropriately. The force has data showing the number of incidents that are regraded, but we found that this is without context or rationale. As a result, the force can't fully understand if true demand is being suppressed through this activity. It will need to make sure it has effective processes in place so that incidents are correctly regraded.

Working with others to meet demand

Greater Manchester Police is committed to collective working to improve demand management and works well with its partners. The force plays an important role as a member of the Greater Manchester Combined Authority and has strong links with each of the ten local authorities in Manchester. The TOM has a clear focus on providing better outcomes for residents by working in partnership. Further examples of the strong commitment to collaborative working include Operation Challenger, the multi-agency programme tackling serious and organised crime; the co-location of police and public sector staff across most districts to identify and tackle safeguarding, child sexual exploitation and modern slavery; and the contribution of staff from the three mental health authorities across Greater Manchester to the vulnerability support unit. The team provides medical information and advice to achieve better outcomes for vulnerable people affected by poor mental health. Early indications are that the unit is effective. A full evaluation is being undertaken by the NHS, although this work is not yet complete.

The implementation of place-based working with police and public sector partners identifying and tackling local issues is a foundation of the TOM. The force is testing this concept at several sites and reported that both 101 calls and repeat demand were being reduced. During our fieldwork, we also identified anecdotal evidence of reduced demand due to place-based working. However, the force is limited in the data that it gathers. It is therefore not clear how it will identify the impact of place-based working on future demand.

The force has a good understanding of the impact of reduced partnership resources on demand through its work with the Greater Manchester Combined Authority. The place-based working approach is designed to address this, with shared resources and responsibilities to tackle local demand. The approach of Operation Challenger replicates this in how it is responding to safeguarding concerns for child sexual exploitation and modern slavery. We found that the structure of place-based working and Operation Challenger varies across the ten districts. This is indicative of the challenges that local authorities face in providing the appropriate resources to support these initiatives. The impetus is there for a combined approach to tackle demand, but it remains to be seen how the force will overcome the variety of approaches and the reduced resources in the future.

Innovation and new opportunities

The force is prepared to look outside the police service for new ideas, and to partner with other organisations to develop and implement new initiatives. It is working with academia to assist its understanding of demand through demographics. The 'big data' programme sees the force working with Manchester Metropolitan University (MMU) to better understand policing demands now and for the future. MMU has produced academic reports on understanding early indicators of vulnerability in cases of domestic abuse, mental health and people missing from home. The research has been reported back to the project board and MMU is now working with the iOPS team to 'operationalise' the results in the form of analytics and mobile device support. The force is also looking to academia to help it deal with developing and increasing crime types such as cyber-crime, through the development of a programme to increase access to digital investigation skills. It is also having initial discussions with Manchester University to develop a means of tracking crypto-currency movement.

The force has started conversations with HSBC and Barclays banks, seeking to use their expertise to track the movement of money in offences such as fraud. It is also looking to introduce an appointment system to manage demand and has visited Wigan Council and British Gas to review their approaches. This means that the force will be able to identify and learn from good practice outside policing. Although there can be no doubting its ambition to work with others to develop new ideas, much of the work we saw was in the preliminary stages of development.

Investment and benefits

The force benefits from some investments. When mobile data technology was provided to officers and staff, system developers were required to demonstrate value achieved from the change, either through savings in officer time or improved data standards. Specific savings were also achieved through the reduction in resources for recording crime data. The iOPS business case was scrutinised by the mayor's office, and the implementation plan includes a review of business benefits realisation. The force has also refreshed its investment governance structure. The benefits of planned changes are considered by subject-matter experts prior to final agreement, and approval by the chief constable is completed through submission of the business case, with the expectation that benefits are recognised. The force intends to improve benefits realisation and is due to host a National Police Chiefs' Council workshop. This means that it can demonstrate how change will benefit its future planning.

The force considers that providing mobile devices to all officers brings efficiencies in terms of service and time saved. The force monitors officers' use of these applications, sharing the data with district commanders. This has identified those officers who are low users of mobile solutions, who then receive tutoring to build their confidence. While there are clear processes for making investments, the force needs to do more to enhance benefits realisation.

Prioritising different types of demand

The force has some processes in place to identify and move resources to meet immediate fluctuations in demand and to meet short-term future demand requirements. Daily management meetings are held at district and force level to prioritise demand and move resources to deal with emerging immediate needs. These are known as Pacesetter meetings. One of the data sets considered at Pacesetter and produced daily by the operational communications branch is the total number of open incident logs. The data sets only provide numerical totals and are not sufficiently sophisticated to describe the type and complexity of the demand that sits behind the number of open incidents. Incidents that are over 72 hours old and involve vulnerability are subject to review at the Pacesetter meeting for prioritisation. The lack of detail could potentially lead to poorly informed decision making around the movement of resources to meet demand.

Greater Manchester Police holds a weekly force operational resource meeting, chaired by an assistant chief constable, with departmental and district representation from across the force. The intention of the meeting is to ensure that force-level resources have been deployed in accordance with the agreed force tasking priorities over the last seven days and to plan for changing needs. However, overall understanding of future demand is limited to forecasting three months ahead and, in the main, is limited to significant force events.

We found some good examples of the force reprioritising to deal with demand. The introduction of the Operation Ergo shift pattern has freed up resources. Fieldwork confirmed that, in areas where it has been introduced (Oldham, Rochdale and Tameside division), there has been consistent staffing over a 24-hour period. It has assisted in managing demand and has allowed a more proactive approach to

policing and even the deployment of foot patrols. Following a review of demand within the digital investigations unit, a robust outsourcing policy has been put in place to manage standards for the outsourcing of low-level digital investigations. This is supported with a capital investment of £700,000.

Assigning resources to demand and understanding their costs

The force is managing a series of specific change programmes. Within them, it has clear processes to consider end-to-end processes and associated costs. The impact of these programmes is assessed through test activity prior to full implementation. By contrast, however, there is limited understanding of the varying costs of its overall service delivery and therefore the potential to make effective savings.

The ability of the force to reallocate resources to meet demand in the mid to longer term is hampered by its poor IT infrastructure and the current challenges that it faces in meeting day-to-day demand. Our inspection fieldwork found evidence that suggests the force faces challenges in meeting existing demand. With the future implementation of iOPS, the force plans to make data far more accessible and accurate, enabling informed decisions to be made regarding the reallocation of resources. This means it should be better placed to manage demand once iOPS is implemented.

Workforce capabilities

The force has done some work to understand what skills and capabilities it will need in the future, but this doesn't amount to a comprehensive review of future requirements. And no comprehensive gap analysis or skills audit has been undertaken. This was identified as an area for improvement in our 2017 efficiency inspection and is further discussed in the future planning section of this report.

Greater Manchester Police has carried out a review of the digital investigation unit and is committed to increasing the staff from 35 to 72 by September 2019, investing £6.7m over four years. The force also carried out an investigation and safeguarding review which identified a shortfall of 150 detective officers and plans to invest £3.2m over four years to address the gap. It has a backlog in driver training, and this is having an impact on its ability to attend calls for service. It acknowledges that current staffing levels within driver training don't meet the requirement of initial and refresher driver training across most levels of driver authority. The force has very recently agreed to fund an additional 11 driver trainers, which should begin to address the backlog. We found no confirmation of when the new staff will be in post, nor any projection as to when the backlog will be cleared. As such, the force cannot be confident that the impact of driver shortages and consequent difficulties in meeting incident-related demand will be only short term.

More efficient ways of working

The force actively monitors and evaluates the benefits expected from its change programmes. For example, the mobile data project made officer time efficiencies, altered practices and achieved savings within the crime recording units. The programme included incentivised budgets for the system developer company, where efficiencies had to be demonstrated prior to the release of payment. The force has also brought in external expertise to assist with benefits realisation from its significant investment in the iOPS programme.

Post-implementation reviews are incorporated into the force's methodology. One example was the introduction of a new local policing model two years ago which was found to have unintended consequences in relation to shift systems and supervisory coverage. The post-implementation review led to the design of Operation Ergo which is now changing these patterns to meet demand more effectively.

The force has a good record for achieving savings. It has chosen to invest those savings in significant change to prepare for the future – for example, implementing the TOM, improving IT infrastructure and developing new ways for the public to make contact.

Working with others

The force has a clear rationale for partnership working as part of the Greater Manchester Combined Authority. The priorities in the police and crime plan 'Standing Together', published in March 2018, are clear: keeping people safe, reducing harm and offending, and strengthening communities and places. It is not a plan for the police alone, but recognises the contribution that Greater Manchester Police, other statutory agencies, the private sector, voluntary and community groups, and citizens can make.

The force is strongly committed to place-based working with public sector partners to improve demand management. While all districts have good tactical engagement with partners, they are at different stages of implementing place-based working. We heard anecdotal evidence that the place-based pilots in Wigan are having a positive impact on demand, but this evaluation is ongoing. The force plans to use the evaluation data to feed into post-implementation reviews, a finalisation report, and then into the understanding demand element of the next force management statement (FMS).

Using technology

The force recognises the threats from the increased criminal use of technology and is taking steps to address this. It carried out a review of its digital investigation unit, and is committed to increase the establishment by September 2019, making a significant investment of £6.7m over four years. It has also carried out a review of its investigation and safeguarding arrangements. Proposals for improvement include steps to address a shortfall of 150 detective officers, and a commitment to invest £3.2m over the next four years.

The force recognises that its current IT infrastructure is not fit for purpose and has embarked on an extensive IT transformation programme with iOPS and an investment of £71m. We recognise that implementing iOPS should bring benefits through

accessible and accurate data, enabling the force to make informed decisions about resource allocation. Technology has also hampered its ability to undertake a comprehensive gap analysis and skills audit across the workforce.

The force invested £10m in mobile technology in 2016 and this is due to be renewed in 2019. It has good data in relation to the use of mobile technology and believes that officer visibility has increased and services have been enhanced, although this has yet to be quantified. The implementation of iOPS is due to start early in 2019. The force also plans to align its website to a national portal (the single online home), in spring 2019, to improve public access to services through online reporting.

Planning for the future

Requires improvement

Greater Manchester Police should improve its future planning. Its understanding of how demand for its services will change is limited, which hinders its planning. The force is working to better understand changing demand, though all its programmes are at an early stage.

The force strives to understand what the public expects from it. It has consulted the public and has plans to get views from groups which don't normally engage with the police. The force is working on various projects to give the public easier access to police services, while reducing demand on call handlers. Examples include online crime recording and self-service schemes.

The force is clear about its priorities:

- keeping people safe;
- reducing harm and offending; and
- strengthening communities and places.

It developed these priorities with other agencies in Greater Manchester. It also collaborates with other forces and the Greater Manchester Combined Authority to improve its services in line with these priorities.

Greater Manchester Police has a limited understanding of what skills it needs to meet future demand. It bases training requirements on predictable gaps in the current skills – for example, staff leaving. It doesn't take into account demand for new skills. It has a programme to better identify skills gaps, but this is at an early stage. Improving its understanding of this will help the force meet current and future demand. Many of its senior leaders are due to retire at the same time. The force needs to address this so it can plan for the future. It has reviewed its promotion process, but the new process only applies to officers, not staff. The force has a new performance review process, but senior leaders describe it as 'clunky'. Without an effective personal development process, the force can't properly manage performance and development, and staff may feel undervalued.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Assessing future demand for services

Greater Manchester Police has a limited understanding of how demand will change in the future. The force has an overarching demand strategy, led by the deputy chief constable, which takes account of the TOM programmes and other developments within the force. The main elements of the strategy include understanding, reducing and managing demand, which all have significant programmes of work. This involves understanding current demand as well as predicting future demand. Much of this work is at an early stage of development – for example, the recently introduced 'predict demand' scanning bulletin. This identifies a range of local and national issues that may affect future demand, such as the planned expansion of Manchester Airport.

The force hasn't forecast future trends for all crime types. It has worked to improve its NCRS compliance, following our crime data integrity inspection, and has seen an increase in the number of reported incidents that are recorded as crimes. It has identified that improved application of the NCRS led to an increase in recorded domestic abuse crime. The introduction of an electronic flag on its systems has also enabled the force to calculate levels of knife-related crime. However, its current understanding of crime trends doesn't enable it to understand what elements reflect true demand increases.

The force has recently determined baseline figures for five strategic threats: violent crime, serious violent crime, personal robbery, homicide and firearms-related crimes. It is now putting plans in place to mitigate these, although they are in the early stages of development. Overall, this means that Greater Manchester Police can't plan effectively for the future unless it further develops its understanding of likely future demand.

The force is using improved technology to deal with future demand. It is due to launch iOPS in early 2019. This £71m programme has been developed to integrate several force IT systems: its command and control, crime, and intelligence platforms. iOPS will allow all records to be linked and searched for in one location, reducing duplication and improving efficiency. The force issued 6,000 mobile devices to officers and staff in 2016 and it is planning to upgrade these devices in 2019. It anticipates this will mean officers and staff can work smarter and faster, and will increase the visible policing presence in neighbourhoods.

Understanding public expectations

Greater Manchester Police uses several methods to understand public expectations, including annual surveys, force priority-setting arrangements and local neighbourhood engagement processes. It has a dedicated neighbourhoods, confidence and equalities (NCE) team which co-ordinates the force's approach to involve citizens in policing, community engagement, and equality and diversity The NCE team is developing a force engagement strategy to include guidance and toolkits for local community engagement plans and the further development of communities and citizens in policing and problem solving. The TOM, which includes the citizens' contract, was developed after wide consultation with the public and is a positive development. The consultation spanned an18-month period, included public meetings and engaged approximately 3,500 residents across Manchester seeking their views. The force has since identified communities that did not engage in the public consultation as widely as others and plans to adapt its consultation to gather their views in the future.

The public contact programme has an 'enabling channel shift' project. It aims to make the force more accessible and reduce demand on call handlers by providing different methods for the public to make contact. Through its engagement, the force found that the public would prefer to record crime online and through self-service channels. The project will focus on the provision of new technology to support this, and the introduction of the 'Live Chat' web facility resulted from the consultation. The force is also creating a single online home in April 2019 for reporting road traffic collisions and other incidents.

Prioritising

The priorities in the police and crime plan 'Standing Together', published in March 2018, are clear: keeping people safe, reducing harm and offending, and strengthening communities and places. It is not a plan for the police alone, but recognises the contribution that Greater Manchester Police, other statutory agencies, the private sector, voluntary and community groups, and citizens can make. The concept of place-based working, already being tried out in some districts, has at its heart partnership and collaboration with statutory agencies and communities. The force is also investing £6.6m in digital investigation over the next four years. This clearly links to the police and crime plan commitments to keep children safe from sexual exploitation, increase understanding of online vulnerability and improve online safety. The recent recruitment of 50 officers to support neighbourhood policing teams and tackle crime and anti-social behaviour demonstrates how the force allocates resources to improve services that matter to the public. This means that while not all priorities are explicit within the force's change programme, important elements are incorporated to enhance its response to threats in the future.

Future workforce

Greater Manchester Police has a limited understanding of the skills it requires to meet future demand. The force aspires to evaluate future skill requirements of the TOM and has a project bringing workforce planning, HR and financial planning together, which were previously distinct functions. The intention is to develop an integrated approach and apply this broader thinking to projects in the future. Training requirements are based on existing and predicted gaps (for example leavers), rather than the skills identified as necessary to meet anticipated future demand. In some areas, such as public order, the force is confident that it has a good understanding of demand and skills requirements. However, it was reported that this involved a manual, labour-intensive process to identify gaps across all disciplines. The force has identified the top five detective training requirements and produced a delivery plan through to 2020. These were identified following consultation with senior leaders within investigative departments, rather than through the functionality of force IT systems. The force has a project underway to provide a technical solution to improve skills gaps identification, but initial improvements will take at least six months. The force has reviewed the capacity and capability of its digital investigations unit against current and future demand and is investing £6.6m over the next four years. This has included the appointment of a superintendent for cyber-crime to lead this work.

The force's investigation and safeguarding review merged the crime investigation and public protection investigation teams across the force. Where currently implemented, this has resulted in greater resilience to deal with crime that causes serious harm. However, the force has identified a shortage of detective officers. At the time of inspection, this amounted to some 150 vacancies and the force is taking steps to reduce that number. It is making use of Police Now and, in the first year, recruited nine police officers using this process. In the second year, this increased to 25, with a target of 50 for the next financial year. It will also become a northern academy for Police Now from 2019. The force makes use of the direct entry scheme, recruiting three superintendents and four inspectors using this process. It also uses external recruitment for transferees, successfully recruiting firearms officers. It is exploring professional apprenticeships to bring young people through and has had some success with recruiting officers and staff from those apprentices. But the force also recognises that recruiting into specialist areas such as IT and finance is challenging, as it can't compete in terms of salary with private sector organisations.

Finance plans

Following its 2010 consultation revaluing public sector pensions, the government announced, in 2016 and 2018, reductions in the discount rate it uses to set contribution rates for the unfunded public service pension schemes. These include the police service pension scheme. A lower discount rate will result in higher contribution rates for the employer. The official notification of a lower rate in September 2018 did not allow police and crime commissioners (PCCs) and mayors time to include the impact in their financial planning. In December 2018, the government announced a pension grant for 2019/20 for each PCC and mayor. It allocated funding to each force to specifically help the police pay for these increased costs in the next year. PCCs and mayors must now plan for how they will finance the increased costs in the following years, assessing the impact on their officer numbers and their ability to provide effective and efficient services.

Greater Manchester Police has considered the impact of proposed changes in employer pension contributions and has calculated that the potential pension liability would amount to an additional £7.9m in 2019/20, and £19.7m the year after. The force has recently started modelling scenarios to determine what it will mean if it receives a reduced precept increase, pension deficit or both. Should both of these scenarios arise at once, the force would face a £16m shortfall for 2019/20. Such changes may lead to a further reduction in resources. Any requirement to reduce workforce numbers will have a significant impact on force planning and the ability to meet future demand within Greater Manchester.

The Greater Manchester Police change portfolio is closely aligned with its financial planning. This is particularly evident in its capital investment in areas such as iOPS and transforming the operational communications branch through the enabling channel shift project – all integral elements of plans to deal with future demand through its TOM.

The force has a good record of achieving savings and has plans to make £37.9m of savings over the four years of the medium-term financial strategy (MTFS), with a deficit of £1.5m remaining by 2021/22. The precept increase for 2018/19 was invested in 50 additional officers for neighbourhood policing and this was supported by the public. The MTFS includes assumptions of a further precept increase for 2019/20, and the force plans to add a further 50 officers for neighbourhood policing.

The Mayor of Greater Manchester maintains a police fund reserves strategy that covers the period 2018/19 through to 2020/21. These reserves are clearly identified and, as well as general reserves, there are funds earmarked to support insurance requirements, private-finance initiative needs, budgetary risks, the police and crime plan, and capital expenditure.

Leadership and workforce development

Succession planning for senior leaders within Greater Manchester Police is unclear and the force has identified a risk in relation to the demographic of its senior leaders, with potential for people in crucial posts to leave or retire at a similar time. To plan effectively for the future, it needs to address this soon. The force has undertaken a promotion process review and made changes that incorporated feedback received from staff. Promotion processes are now broadly the same for every rank, including an assessment centre and incorporating members of the community in interviews to give an independent perspective. These revised processes are currently applied only to officers, and the force recognises this as a gap.

The force has introduced new performance development reviews (PDRs) for all officers, but it has no co-ordinated means to determine how many have been completed. Senior leaders described performance review processes as 'clunky', and the force is still in negotiation with unions to introduce new PDRs for staff. There is a risk that, in addition to the force being unable to understand and manage performance and development, staff won't feel valued if an effective personal development process is not in place. The force has recently developed a detailed plan for introducing a talent management framework and has taken initial steps by advertising the process on the intranet and through chief officer team messages. Previously, talent management processes were managed locally within districts and departments, but the force now plans to manage these centrally, to provide greater transparency and ensure fairness. It recognises that this is easier to arrange for police officers than for police staff. It is working to identify and bring together a small group of high-potential individuals from among its police staff, support them to work within various departments across the force and increase the breadth of their experience.

Ambition to improve

Greater Manchester Police has a comprehensive change portfolio, which is directly linked to the MTFS and supports the implementation of the TOM. The change portfolio has several programmes, each with clear governance and an identified chief officer responsible for leading developments. The programmes are: transforming public contact, improving operational policing, building better outcomes, building a better organisation, and transforming information systems. The change portfolio brings together several work programmes already underway and others to prepare the force for future demand, including iOPS – a significant investment to improve the force IT infrastructure. The programme has already provided mobile data to equip the workforce to be more agile and responsive, and is due for additional investment in 2019. We found that other elements of the change portfolio are less well developed – for example, 'project 11' within the building a better organisation programme, which considers the understanding of future skills requirements and skills gaps, as well as the development of career pathways.

The force's approach to change is to undertake reviews and pilot options. The review of neighbourhood policing led to the development of the TOM, and implementation began after trials of the concept. The force continues to test the concept of place-based working and every district has a place-based integration pilot. The force aims to continually review, refine and improve ideas as they are implemented. An example is Operation Ergo, part of its ongoing work to review and improve

local policing. This leadership and culture change programme incorporates the trial of a new shift pattern at the Oldham and Tameside divisions. The intention is to improve resilience and morale, and provide more deployable officers on each patrol shift, enabling neighbourhood beat officers to focus on crime prevention and anti-social behaviour.

The force employs various methods to audit and challenge its plans. These include the audit of accounts by an external independent auditor, specific audits undertaken by the Greater Manchester Combined Authority, contracting independent reviews and engagement with other forces to conduct reviews. The force is currently engaging the Metropolitan Police Service to review plans for a single online home, due to be launched in spring 2019.

The force has established collaborations with local authorities as part of the Greater Manchester Combined Authority, and future policing through the TOM relies on this collaborative approach. The force believes that collaboration with other forces in the counter-terrorism unit has worked well, including developments to improve regional recruitment into the unit. The force also intends working with higher education institutions locally to implement the Police Education Qualifications Framework. It also aspires to work with other blue light services. It has some co-location for mental health triage in place and early figures show the benefits.

A significant proportion of savings over the next four years depends on leavers finishing on a high pay point and starters beginning on a lower salary point. Some 1,800 officers (33 percent of the workforce) are expected to leave during this period. While this has implications for the force in terms of loss of experience and training requirements, it also presents it with substantial savings. The force has chosen to invest those savings in significant change to prepare for the future, including the TOM, improving IT infrastructure and developing ways to improve public contact. It also plans to make some use of national police transformation fund resources in relation to the digital public contact programme for its single online home project.

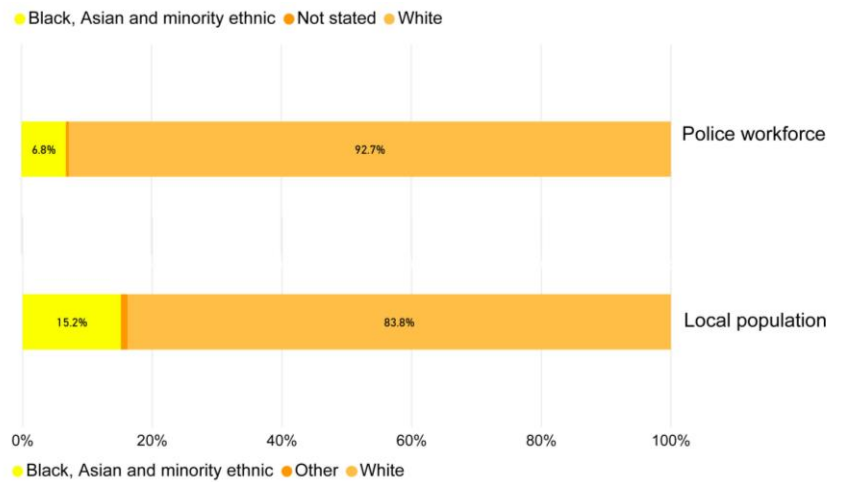# Legitimacy

Force in context

Comparison of Greater Manchester workforce ethnicity with local population

as of 31 March 2018

Black, Asian and minority ethnic ● Not stated ● White

Police workforce	6.8%	92.7%
Local population	15.2%	83.8%

0% 20% 40% 60% 80% 100%

● Black, Asian and minority ethnic ● Other ● White

Greater Manchester workforce

in post on 31 March 2018

Police officer	30.1%	69.9%
Police staff	62.4%	37.6%
Police community support officer	40.6%	59.4%

0% 20% 40% 60% 80% 100%

● Female ● Male
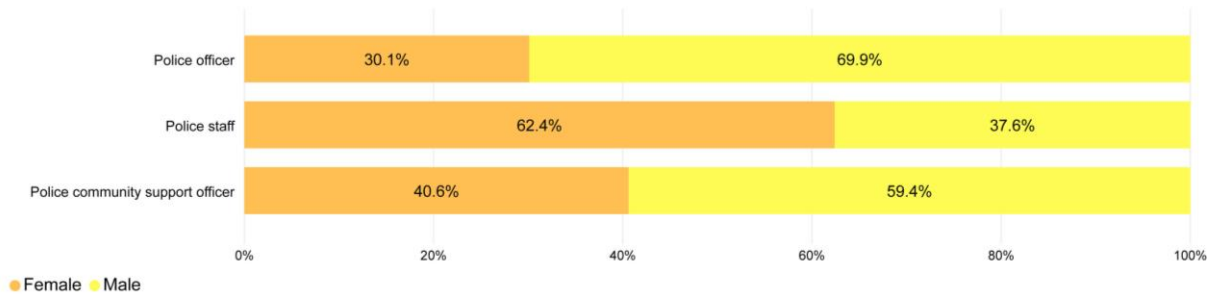
Proportion of workforce without up-to-date security clearance

as of 1 April 2018

12%

Stop and search by ethnicity

12 months ending 31 March 2018

Black and minority ethnic individuals are 2.6 times more likely to face stop and search than white individuals

Black (or black British) individuals are 4.7 times more likely to face stop and search than white individuals

Number of stops and searches per 1,000 population

12 months ending 31 March 2018

Greater Manchester   1.9   England and Wales   9.6

How legitimately does the force treat the public and its workforce?

Good

Summary

Greater Manchester Police is good at treating the public and its workforce legitimately.

In our previous inspection, we judged Greater Manchester Police as good at treating the public fairly and this grading is carried forward.

Greater Manchester Police is good at behaving ethically and lawfully, but we found some areas for improvement. It should ensure it has an official process for staff to raise ethical questions.

It should make full use of the software it has to monitor IT systems to protect its data and prevent computer misuse.

It should ensure its wider workforce is trained in awareness of abuse of position for a sexual purpose and its impact on the public.

The force is good at treating its workforce fairly, but we found some areas for improvement. The workforce is confident in the grievance process. But the force doesn't deal with grievances in a timely manner. It has improved in this since 2017, and improvement must continue.

We saw that the force was working to improve its personal development review (PDR) process. This was an area for improvement in 2017, and the process still has gaps. We look forward to seeing the process fully implemented, used effectively and monitored force-wide.

In 2017, we also recommended improvements to the talent management system. The force has reviewed it, but it relies on the PDR process mentioned above. So, the force may not be providing fair opportunities for its entire workforce. This is an area for improvement.

Treating the public fairly

Good

This question was not subject to inspection in 2018/19, and our judgment from our 2017 legitimacy inspection has been carried over. However, we reviewed a representative sample of 297 stop and search records to assess the reasonableness of the recorded grounds. We found that 86 percent had reasonable grounds recorded. Therefore, about six in seven stop and search encounters have reasonable grounds recorded. Our assessment is based on the grounds recorded by the searching officer and not the grounds that existed at the time of the search.

In our 2017 legitimacy report, we recommended that all forces should:

- monitor and analyse comprehensive stop and search data to understand reasons for disparities;
- take action on those; and
- publish the analysis and the action by July 2018.

We found that the force has complied with some of this recommendation. But it doesn't identify the extent to which find rates differ between people from different ethnicities and across different types of searches (including separate identification of find rates for drug possession and supply-type offences). It also isn't clear that the force monitors enough data to identify the prevalence of possession-only drug searches or the extent to which these align with local or force-level priorities.

We reviewed the force's website and found no mention of analysis the force had carried out to understand reasons for disparities or explain subsequent action taken.

Ethical and lawful workforce behaviour

● ● ● ○

Good

Greater Manchester Police is good at behaving ethically and lawfully, but we found some areas for improvement.

The force is good at maintaining an ethical culture. Officers and staff feel they can raise ethical questions with supervisors. But they weren't aware of an official process for doing this.

The force has no backlogs in the vetting of staff and officers. We were pleased to see this improvement since our 2017 legitimacy inspection.

The force is good at managing corruption risk. However, we found it had a very low number of entries in the gifts and hospitality register. The force told us that, with the overwhelming public response to the Manchester Arena attack in 2017, it decided to stop requiring staff to report gifts from the public. Staff we spoke to described some confusion about the policy, but knew where to get advice. We recommend the force explains clearly to staff what they need to do if they are offered gifts.

The force has software to monitor its computer systems, but wasn't using it fully to proactively seek out data breaches. The force could use this software to protect its data and identify computer misuse.

Greater Manchester Police recognises the seriousness of abuse of position for sexual purpose. Despite its efforts to address this issue. we found that many members of the wider workforce had not been trained in awareness of abuse of position for sexual purpose and its impact on the public.

> **Areas for improvement**
> - The force should ensure it has a process for the workforce to refer and discuss ethical concerns.
> - The force should ensure its anti-corruption unit can fully monitor all of its computer systems, including mobile data, to proactively identify data breaches, protect the force's data and identify computer misuse.
> - The force should improve its workforce's knowledge and understanding of the abuse of position for a sexual purpose.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Maintaining an ethical culture

The force is good at developing and maintaining an ethical culture. It has senior representation on the Greater Manchester Combined Authority ethics committee, independently chaired by the Bishop of Manchester. This operates at a strategic level and provides advice on ethical considerations and policy to the force – for example, the use of body-worn video. On inspection, we found that officers and staff feel comfortable raising matters with their supervisors, but most did not have regular discussions with their line managers about ethical dilemmas. Officers and staff were not aware of how they could raise ethical concerns internally. The force may wish to consider the development of an internal mechanism for reporting ethical dilemmas affecting the workforce.

In 2017, we found that Greater Manchester Police had backlogs in the vetting of officers and staff to national required standards. This year, we were pleased to find that all officers and staff had been vetted, and there was no backlog at the time of inspection. This means the force has fully addressed our national recommendation from 2016 and has robust systems in place to manage its vetting requirements for the future, broadly consistent with authorised professional practice (APP) guidelines. It is proactive in managing forthcoming vetting renewals, with a four-week lead period for completion, to minimise future lapses in vetting status.

The force considers disproportionality in its vetting arrangements and advises the College of Policing as required through barred and advisory lists, to ensure that corrupt staff don't re-enter policing. However, during pre-inspection fieldwork we identified six cases of vetting failures for staff members. Four of these six were individuals from under-represented groups. This means that the force may not be acting in line with vetting decisions in some circumstances. It should satisfy itself that, in future, all appointments are made based on valid decision making and vetting outcomes.

We found that the force has established an organisational learning board, so it can learn from serious case reviews, coronial findings and reported misconduct. We were pleased to see that officers and staff felt there was a shift towards a learning culture rather than a blame culture within the force.

The force uses a variety of methods to reinforce standards of behaviour and share misconduct outcomes. These include senior leader road shows and publication through internal intranet and local bulletins. The officers and staff we spoke to were aware of outcomes and behaviour being reinforced in this way. This means the force can be confident that officers and staff understand the sanctions for poor behaviour.

Tackling corruption

Greater Manchester Police is good at managing organisational corruption risks. The force has a local strategic counter-corruption threat assessment and control strategy. However, during our inspection we found that the force doesn't make full use of the information it holds on employees to identify those in danger of becoming a corruption risk and doesn't hold meetings to discuss intelligence received about its workforce. Using this information would make the force better able to put in place interventions to support its people.

The force has a well-developed database where business interests are recorded, including those that have been refused and those that have ceased. Notifiable associations and inappropriate associations are combined under one category within the force's iBase database. This makes it difficult to determine whether inappropriate associations are an issue for the force, and we raised a concern about some corruption intelligence recording criteria. We found that the force does use a matrix to evaluate the risk from notifiable associations which is effective, and the policy itself appears to be well used by the workforce. We found that high-risk and critical notifiable associations are revisited by the anti-corruption unit (ACU), but business interests that have been refused on the grounds of force integrity are not routinely reviewed. This means that the force may not understand the wider impact, and it may wish to consider the benefits of regular reviews of business interests.

At the time of our inspection, we found 28 entries on the gifts and hospitality register for the previous five-month period, which appeared low for a large force. We were able to clarify that, due to the overwhelming public response to the Manchester Arena attack in 2017, a decision had been taken to cease the requirement to report gifts offered by the public. When speaking with the workforce, we found there was some confusion about the current policy and reporting requirements, but staff would seek advice. The force may wish to provide clarity to officers and staff about the current policy and action they need to take when offered gifts or hospitality.

Although the force has invested in software which can be used to fully monitor all its IT systems, at the time of the inspection this was not being fully used. The force has assured us that, with the implementation of iOPS in early 2019, this issue will be resolved. But it remains a risk. The force currently uses its IT monitoring capability in criminal cases on the authorisation of a senior officer, rather than proactively looking for such data breaches. It makes decisions on the proportionality of monitoring in relation to any investigation and is not looking to change its approach. With full use of this technology, it could protect the data held within its systems and identify computer misuse.

Greater Manchester Police has a confidential reporting system provided through Crimestoppers. Staff can also report concerns by telephone, using a confidential recording facility within the ACU. We found there was some uncertainty as to the availability of these reporting mechanisms among some of the workforce. This means that not all staff may be raising concerns about standards of behaviour. The force may wish to consider how the workforce's understanding of these systems is reinforced, to be confident that any concerns are fully reported.

The force has a well-resourced ACU with dedicated intelligence and investigative resources and equipment. During our ACU file review, we found there were only six out of 60 examined cases in which we considered other tactics might have been used to undertake more effective investigations. Initial grading and assessment of intelligence follows APP guidance and is categorised in accordance with national corruption categories. Corruption intelligence is only accessible on computers within the ACU. We found the system to be up to date and well managed, and data fully searchable. For those cases we examined in the ACU file review, all that should have been referred to the Independent Office for Police Conduct (IOPC), due to the nature of the investigations, had been correctly referred. This means there is every likelihood that corrupt activities within the force will be identified and fully investigated.

The force recognises the abuse of position for a sexual purpose as serious corruption, and this is reflected in the force's local counter-corruption strategic threat assessment. We found during our file review that all relevant cases were appropriately referred to the IOPC. The force is taking steps to address this area by providing briefings to its employees and has adopted the National Police Counter-Corruption Advisory Group strategy. This has also been addressed through the deputy chief constable's leadership visits to districts, and professional standards branch road shows which have taken place across the force. The force has also provided awareness to its partners involved in dealing with vulnerable members of the public, to enable recognition within the community.

During our inspection, we found some staff were aware of recent cases publicised in the media and through the force's intranet. Some supervisors we spoke with had also received briefings to assist in identifying the warning signs. However, we found little evidence to show that the wider workforce had received awareness training, and officers and staff had limited knowledge of this concern. The force needs to consider how it can improve staff understanding of the importance of abuse of position for a sexual purpose and its impact on the public.

Treating the workforce fairly

Good

Greater Manchester Police is good at treating its workforce fairly, but we found some areas for improvement.

The force is improving fairness at work. Its staff survey participation levels have increased from 34 percent in 2016 to 51 percent. But we found that the force did not deal with grievances promptly and some files were incomplete. Consequently, the force can't be confident that it deals effectively with grievances. However, staff and officers told us they were confident about using the procedure and the force has improved its processes since our inspection in 2017.

The force is striving to enhance the diversity of its workforce and make it more representative of the people it serves. It analyses selection processes and misconduct investigations. It uses this analysis to identify and address disproportionality.

Greater Manchester Police supports wellbeing through preventative measures and by managing trauma risk. The force's wellbeing panel reviews referrals to occupational health and manages medical assessments of new recruits. The force has ambitious recruitment plans for the next two years, which may affect the panel's ability to meet demand. Staff and officers told us it was hard to access occupational health services, so people may remain away from work longer than they need to. The force may wish to consider giving clearer guidance on this.

In our 2017 legitimacy report, we gave Greater Manchester Police an area for improvement in its implementing and monitoring of a new personal development review (PDR) process. The process is now in place for officers, and the force plans to implement it for staff in 2019. But we found some gaps that mean the force can't

formally support performance development. The force should ensure it fully implements the process, and that it is used effectively and monitored force-wide.

Another area for improvement in 2017 was awareness of the talent management system. The force has reviewed its talent management. But it relies on the PDR process, which, as mentioned above, we found to have gaps. Presently, it applies only to officers, not staff. So the force can't be confident that it is providing fair opportunities for all.

Areas for improvement

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

- The force should ensure its process for assessment and development of officer and staff performance is fully implemented, used effectively and monitored force-wide.

- The force should have a talent management system that is consistent, fair and accessible to all the workforce.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Improving fairness at work

The force is working well to improve fairness at work. It uses a range of methods to engage the workforce and seek feedback. These include senior leadership meetings and station visits, one-to-one appointments, staff forums, focus groups and the staff survey. The force also takes a 'you said, we did' approach to inform its workforce of action that has been taken. Since 2016, as a result of staff feedback it has taken steps to improve, with software technology and the consideration of the criteria requiring sergeant attendance at sudden deaths as examples. It has also undertaken consultation with staff about the pending merger of crime investigation and public protection investigation units across the force.

This year, the force has seen an increase in participation in the staff survey to approximately 51 percent of the organisation, compared to 34 percent in 2016. This was balanced across police officer, staff and PCSO roles. We also received positive feedback that the special constabulary feels engaged by the force, and special constables were also encouraged to participate in the staff survey, enabling them to raise their specific concerns.

The force conducted 170 feedback sessions with staff between August and October 2018 to share the survey results. These sessions also enabled it to identify from the workforce other reasons for stress. Further engagement with the workforce has taken place through the development of a video presentation, local communication and engagement information packs for branches and districts, and the development of plans to support implementation of changes. The force plans to focus on the workplace stresses it has identified. It has also recognised the sergeant rank as a priority, as these are important leaders within the force. This approach means that it can show it responds to the concerns raised by its workforce.

We examined a sample of grievance files during pre-inspection fieldwork. We found that, although the grievance policy and procedure reflected Advisory, Conciliation and Arbitration Service (Acas) guidance and codes of practice, grievances were not always being dealt with in a timely fashion. Of the ten files examined, eight had encountered unacceptable delays, including allocation to a grievance manager for investigation, and delays in reports being sent from Greater Manchester Shared Services to HR. Six of the ten files took up to 14 months to complete, for cases that were not considered complex. Some files also had closure reports missing. This means that, although officers and staff we spoke to during our inspection were aware of the grievance procedure or knew where to find it and would feel confident to use it if they needed to, the force can't be confident that grievances are dealt with effectively.

The force recognises these issues and reviewed the grievance process in 2017 and again in early 2018. As a result, it has made changes to its processes. We examined four additional files during our inspection fieldwork and found the force now provides central oversight of grievances, and advice is given by HR managers. We also found evidence of chase-up emails to staff to support timeliness and consistency in process, with improved completion of closure forms. However, we also found some cases still showed a delay in identifying managers to deal with grievances, contacting the complainants and completing investigations. Overall, the force needs to continue its efforts to improve the management of grievances.

We found that the force analyses its data to identify and address any adverse impact and disproportionality in selection processes and misconduct investigations. It understands the number of applicants for selection with protected characteristics and the respective pass rates in those processes. It gathers data on the potential for any adverse impact in misconduct investigations and has found little disproportionality. It also takes steps to raise awareness within the organisation. We found some staff were aware of road shows and emails to encourage applications from under-represented groups for specialist roles such as firearms, as well as the personal development action learning sets (PeDALS) programme. The PeDALS programme provides professional development for black, Asian and minority ethnic (BAME) staff seeking promotion. The force has updated its promotion processes and removed the need for supervisor support. Staff we spoke to believe the new processes to be fair and open. The force is exploring the potential to work with the Metropolitan Police Service to attract further BAME candidates as direct entry recruits. This shows that it is taking some steps to make the workforce more diverse and representative of the people it serves.

Supporting workforce wellbeing

The force has a wellbeing board chaired by the assistant anti, and a strategy that supports force activity. It has allocated an additional £1m over a three-year period to provide a centrally co-ordinated wellbeing service to enhance capacity, with an established project overseen by the wellbeing board. We noted within the FMS that since 2017, Greater Manchester Police has made progress with the establishment of the wellbeing services unit. We were pleased to find that six of the seven wellbeing liaison officers are now in post, as well as 60 volunteer wellbeing single points of contact across the force.

The force uses a range of preventative measures to support wellbeing. It subscribes to a 24-hour employee assistance programme, which offers advice and access to counselling and support to the workforce. The force's occupational health provision includes a registered mental health nurse and offers support for cognitive behavioural therapy and psychiatric services, which means that it can prioritise mental as well as physical health. The force is aware that the demand for wellbeing services has increased and has looked to other forces and agencies to understand what works. It is a member of the Blue Light Framework and Oscar Kilo, the wellbeing website for emergency services.

The trauma risk management (TRiM) process is well established and has given valuable support to those staff affected by the Manchester Arena attack and other incidents. The force has increased the number of TRiM practitioners from 16 to 31, with budget provision to train an additional 16 people across the organisation. The force offers access to a range of wellbeing workshops and therapies for staff. However, we found that the pressures on neighbourhood patrols to meet demand may limit access for some staff. Within the control room, we found there is a clear strategy to address wellbeing improvement with a focus on physical, social, psychological and environmental wellbeing. The control room has an identified lead and a volunteer wellbeing team to support activity.

As part of the newly promoted sergeants' training course, first-line managers are given a half-day session on managing attendance and wellbeing, and have been issued with a guide to support them. The force should ensure training is provided to existing managers.

The force has a wellbeing panel which meets regularly to review referrals made to occupational health, including those referred for support because of complaints and misconduct. However, we found that the department may not be meeting all demands consistently, as currently it also manages medical assessments for new starters. This means those staff needing access to occupational health assessment and support may not be seen swiftly when recruitment is taking place. With the ambitious plans to recruit officers over the next few years, this may become even more acute. We are aware that further funding has been requested to help build capacity for planned recruitment numbers and the force is looking to outsource the recruitment requirements to address this. At the time of inspection there were no backlogs in referrals, but demands were not being met consistently, and confusion over accessing services may be resulting in reduced demand. The average waiting time from referral to appointment was several days to see a nurse, one to two weeks for physiotherapy, and approximately three weeks to see a doctor.

We also found the number of occupational health referrals to be among the lowest per headcount of forces across England and Wales. We received some feedback that officers and staff felt accessing occupational health support was difficult, and there was confusion among staff about whether they could self-refer. This means that staff who require support from the force to return to work may not receive it when it is needed most and may be absent from work for longer. The force told us that staff can self-refer for occupational health support. There are defined criteria to enable those people who have been involved in a traumatic incident, are the subject of misconduct, or are believed to be a victim or perpetrator in domestic abuse incidents to self-refer. The force should consider providing clear guidance to staff and supervisors about

accessing occupational health services and the support available through other means – for example, the employee assistance programme. Officers and staff in high-risk roles don't currently receive mandated appointments with the welfare team. The force has acknowledged this and is putting annual one-to-one meetings in place to address this.

Greater Manchester Police has a sickness rate in line with the rate experienced by forces across England and Wales, with approximately 2.7 percent of police officers absent at any one time. The force is taking steps to address sickness absence with a project that has seven themes for improvement: leadership culture and behaviour, communication and raising awareness, prevention, education and training, learning from others, force data, and performance management and reporting. The force monitors absence data and produces reports which line managers can access online.

One area in which the force has acted to improve sickness involves the implementation of Operation Ergo, which includes a shift pattern change for neighbourhood patrol officers. The shift pattern allows for a regular team meeting to discuss performance and wellbeing. It also builds capacity for training days to reduce the need to take shift staff away from responding to calls for service. It is anticipated that these will help reduce sickness absence. Operation Ergo is currently in place within Oldham, Tameside and Rochdale, with other force areas due to be working the new pattern by May 2019. We understand that the force has implemented the new working pattern in March 2019, ahead of expectations.

Managing performance and development of officers and staff

In our 2017 legitimacy report, we identified an area for improvement which centred on the implementation and monitoring of the effectiveness of the revised PDR process. The force has introduced the new PDR for police officers. It intends to improve on the current police staff assessment process by rolling out a comparable process for staff in 2019, but its format is not yet agreed. We found there is limited oversight of the PDR process and no central monitoring of uptake of PDRs and the quality of their completion. During reality testing, we found that many officers we spoke with did not have a current PDR with identifiable objectives. Some were not having formal monthly one-to-one conversations with their line managers about performance. Most staff we spoke to felt able to raise issues directly with their supervisors outside a one-to-one meeting, but recognised that these conversations were unlikely to be documented. Supervisors commented on the lack of training and understanding about how to complete PDRs for staff, and not having time to do them. We also found little evidence to show that the force was addressing under-performance. This means that it is unable to formally support the performance and development of all staff or make the most of their contribution.

The force needs to take steps to provide further PDR training to supervisors, ensure PDRs are being completed, and monitor the effectiveness of the process. This should help ensure that all individuals are provided with support and development in the workplace, and under-performance is identified and appropriately tackled.

We identified a second area for improvement in 2017, relating to improving awareness of the talent management process and increasing confidence and participation in the scheme. We found that the force has reviewed the talent management process

and there is a structure in place. However, this is accessed through completion of a PDR, and is only for officers rather than all staff. With the inconsistencies in the take-up of the PDR process across the force, Greater Manchester Police can't be confident that it supports the talent management process and provides fair opportunities to all.

We were pleased to receive positive feedback about the changes to the promotion process. The force now produces a four-year timetable for promotion boards. All boards are staffed by independent assessors, and applications are anonymised throughout selection. Most officers stated that perceived barriers, such as supervisor support, had been removed. Mentors are available for those seeking promotion, and we found processes are now based around the national competency and values framework. Staff believed them to be fair and transparent. They now receive an information pack, feel informed at the start of the process and receive feedback at its conclusion.

Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- our inspection fieldwork; and
- data we collected directly from all 43 police forces in England and Wales.

When we collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they gave us, to make sure it was accurate. For instance:

- We shared the submitted data with forces, so they could review their own and other forces' data. This allowed them to analyse where data was notably different from other forces or internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors.

We set out the source of this report's data below.

Methodology

Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

When other forces were unable to supply data, we mention this under the relevant sections below.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2017 population estimates. This was the most recent data available at the time of inspection.

Survey of police staff

We surveyed the police workforce across England and Wales, to understand their views on workloads, redeployment and how suitable their assigned tasks were. This survey was a non-statistical, voluntary sample so the results may not be representative of the workforce population. The number of responses per force varied between 32 and 365. So we treated results with caution and didn't use them to assess individual force performance. Instead, we identified themes that we could explore further during fieldwork.

BMG survey of public attitudes towards policing (2018)

We commissioned BMG to survey public attitudes towards policing in 2018. Ipsos MORI conducted a similar version of the survey in 2015–2017.

The survey consisted of about 400 respondents for each of the 43 forces. Most surveys were completed online, by members of online research panels. However, a minority of the surveys (around 750) were conducted face-to-face. These face-to-face surveys were specifically targeted to groups that are traditionally under-represented on online panels. This aimed to make sure the survey respondents were as representative as possible of the total adult population of England and Wales. A small number of respondents were also surveyed online via postal invites to the survey.

Results were weighted by age, gender, ethnicity and indices of multiple deprivation to match population profiles. The sampling method used is not a statistical random sample and the sample size was small, which may be more problematic for larger force areas compared to small ones. So any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey, and previous surveys, are available on our website.

Review of crime files

We reviewed police case files for these crime types:
- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our file review was designed to provide a broad overview of how well the police:
- identify vulnerability;
- conduct investigations; and
- treat victims.

We randomly selected files from crimes recorded between 1 January and 31 March 2018 and assessed them against several criteria. We reviewed 60 case files in each force, except for West Midlands Police and Greater Manchester Police where we reviewed 90.

For our file review, we only selected a small sample size of cases per force. So we didn't use results from as the only basis for assessing individual force performance, but alongside other evidence.

Force in context

999 calls

We collected this data directly from all 43 police forces in England and Wales.

Recorded crime and crime outcomes

We took this data from the December 2018 release of the Home Office police recorded crime and outcomes data tables.

Total police-recorded crime includes all crime (except fraud) recorded by all forces in England and Wales (except BTP). Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this inspection. So England and Wales rates in this report will differ from those published by the Home Office.

Police-recorded crime data should be treated with care. Recent increases may be due to forces' renewed focus on accurate crime recording since our 2014 national crime data inspection.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 30 September 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.

- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.

- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

For a full commentary and explanation of outcome types please see the Home Office statistics, Crime outcomes in England and Wales: year ending March 2018.

Workforce figures (including ethnicity and gender)

We took this data from the Home Office annual data return 502. The data is available from the Home Office's published police workforce England and Wales statistics or the police workforce open data tables. The Home Office may have updated these figures since we obtained them for this report.

The data gives the full-time equivalent workforce figures as at 31 March. The figures include section 38-designated investigation, detention or escort officers, but not section 39-designated detention or escort staff. They include officers on career breaks and other types of long-term absence but exclude those seconded to other forces.

Spend per head of population

We took this data from the HMICFRS value for money profiles.

These profiles are based on data collected by the Chartered Institute of Public Finance and Accountancy, through the Police Objective Analysis. The spend over time figures are adjusted for inflation. The population figures are ONS mid-year estimates, with the 2018/19 value calculated by assessing the trend for the last five years. More details on this data can be found on our website.

Stop and search

We took this data from the Home Office publication, Police powers and procedures, England and Wales, year ending 31 March 2018. Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.

Vetting data (workforce without up-to-date security clearance)

We collected this data directly from all 43 police forces in England and Wales.