

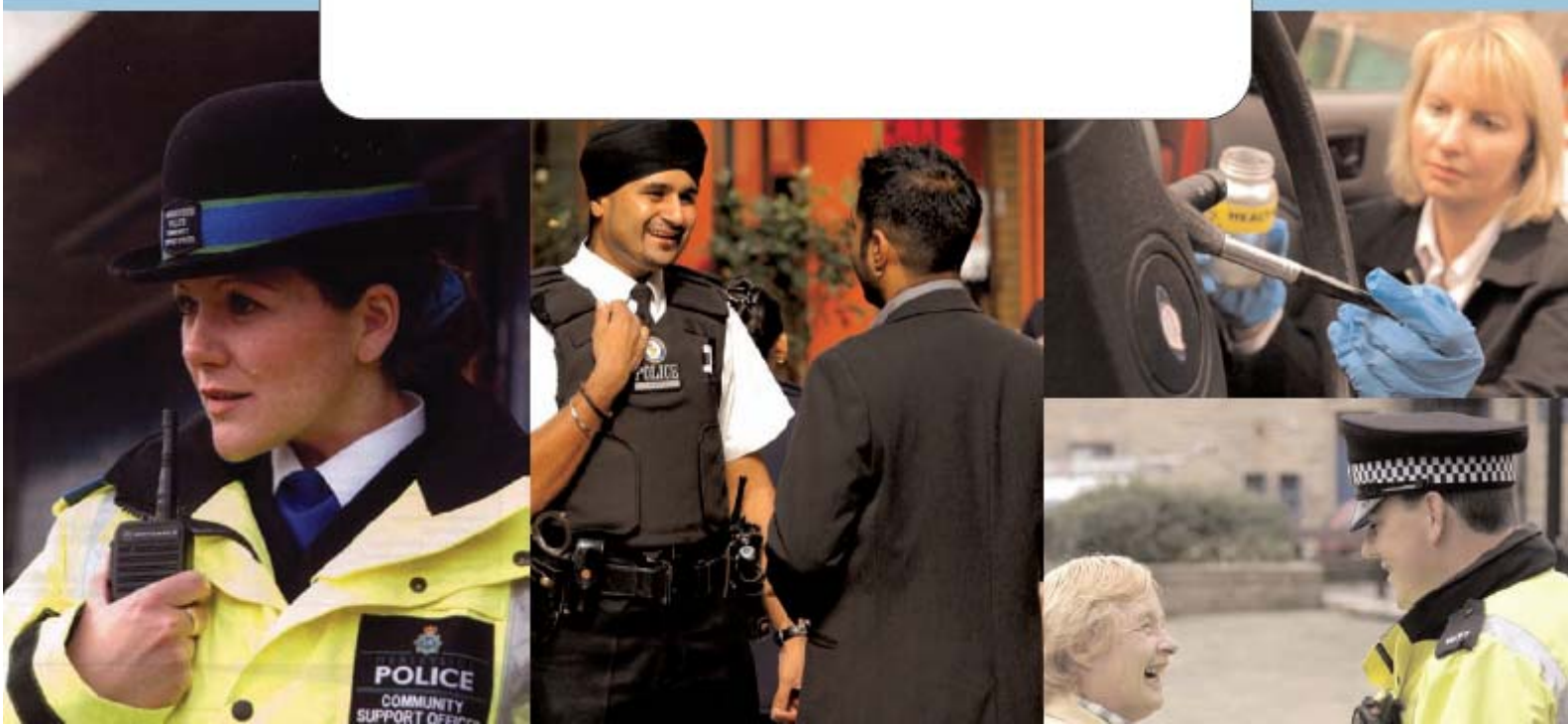
Her Majesty's Inspectorate of Constabulary



Greater Manchester Police

Baseline Assessment

October 2006



Greater Manchester Police - Baseline Assessment

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Appendix 1 Glossary of Terms and Abbreviations

Baseline Assessment 2006 Frameworks			
1 Citizen Focus (PPAF Domain A)			
1A Fairness and Equality in Service Delivery <ul style="list-style-type: none"> • Equality of service delivery • Community cohesion • Engaging with minority groups • Hate-crime reduction and investigation 	1B Neighbourhood Policing and Problem Solving <ul style="list-style-type: none"> • Effective mechanisms for obtaining community views • Responding to local priorities • Effective interventions and problem solving with partners and communities • Operational activity to reassure communities • Use of media to market success • Uniformed patrol and visibility • Extended police family • Performance in reducing fear of crime 	1C Customer Service and Accessibility <ul style="list-style-type: none"> • Quality of service to victims and witnesses • Customer care • Responding to customer needs • Accessibility of policing services 	1D Professional Standards <ul style="list-style-type: none"> • Investigation of public complaints • Improving professional standards • Combating corruption and promoting ethical behaviour • Reducing complaints and learning lessons
2 Reducing Crime (PPAF Domain 1)			
2A Volume Crime Reduction <ul style="list-style-type: none"> • Crime strategy • Performance in reducing volume crime • Levels of crime compared with peers • Problem solving • National Crime Recording Standard (NCRS) compliance 			

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3 Investigating Crime (PPAF Domain 2)		
3A Managing Critical Incidents and Major Crime <ul style="list-style-type: none"> • Detection rates for murder, rape and other serious crime • Integration with overall crime strategy • Compliance with Association of Chief Police Officers (ACPO) murder manual • Early identification of critical incidents that may escalate into major inquiries 	3B Tackling Serious and Organised Criminality <ul style="list-style-type: none"> • Crime that crosses basic command unit (BCU) and/or force boundaries • Support for regional intelligence and operations • Asset recovery (Proceeds of Crime Act – POCA) • Effective targeted operations • Quality packages with the Serious Organised Crime Agency (SOCA) 	3C Volume Crime Investigation <ul style="list-style-type: none"> • Crime strategy • Crime recording • Investigative skills, eg interviewing • Automatic number plate recognition (ANPR) • Detection performance
3D Improving Forensic Performance <ul style="list-style-type: none"> • Specialist scientific support • Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc • Integrated management of processes • Performance in forensic identification and detection 	3E Criminal Justice Processes <ul style="list-style-type: none"> • Quality and timeliness of case files • Custody management/prisoner handing • Youth justice • Police National Computer (PNC) compliance 	
4 Promoting Safety (PPAF Domain 3)		
4A Reducing Anti-Social Behaviour (ASB) <ul style="list-style-type: none"> • Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships • Use of ASB legislation, tools, etc 	4B Protecting Vulnerable People <ul style="list-style-type: none"> • Child abuse • Domestic violence • Multi-agency public protection arrangements (MAPPAs)/sex offender management • Missing persons 	
5 Providing Assistance (PPAF Domain 4)		
5A Contact Management <ul style="list-style-type: none"> • All aspects of call handling and call management • Initial incident response • Early identification of critical incidents • Performance in answering and responding to public calls 	5B Providing Specialist Operational Support <ul style="list-style-type: none"> • Management of central operational support • Police use of firearms • Capability for policing major events/incidents 	5C Strategic Roads Policing <ul style="list-style-type: none"> • Effectiveness of arrangements for roads policing • Integration/support for other operational activity • Road safety partnerships

6 Resource Use (PPAF Domain B)		
<p>6A Human Resource (HR) Management</p> <ul style="list-style-type: none"> • HR strategy and costed plan • Key HR issues not covered in 6B or 6C • Health and safety • Performance in key HR indicators 	<p>6B Training, Development and Organisational Learning</p> <ul style="list-style-type: none"> • Costed training strategy and delivery plan • Key training and development issues 	<p>6C Race and Diversity</p> <ul style="list-style-type: none"> • Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability • Performance in meeting key targets
<p>6D Managing Financial and Physical Resources</p> <ul style="list-style-type: none"> • Resource availability • Effective use of resources to support front-line activity • Devolved budgets • Finance, estates, procurement and fleet management functions • Demand management 	<p>6E Information Management</p> <ul style="list-style-type: none"> • Information systems/ information technology (IS/IT) strategy and its implementation • Programme and project management • Customer service • Adequacy of key systems • Business continuity/disaster recovery 	<p>6F National Intelligence Model (NIM)</p> <ul style="list-style-type: none"> • Extent to which structures, processes and products meet NIM standards • Integration of NIM with force planning and performance management • Use of community intelligence • Application of NIM to non-crime areas
7 Leadership and Direction		
<p>7A Leadership</p> <ul style="list-style-type: none"> • Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce • Effectiveness of succession planning • Promotion of corporacy 	<p>7B Performance Management and Continuous Improvement</p> <ul style="list-style-type: none"> • Effective performance management structures and processes at all levels • Quality and timeliness of performance/management information • Internal inspection/audit/ quality assurance (QA) systems • Effectiveness of joint force/police authority best value reviews (BVRs) 	

Introduction to Baseline Assessment

Since March 2004, Her Majesty's Inspectorate of Constabulary (HMIC) has conducted a periodic, strategic-level performance review of each Home Office police force in England and Wales. For a range of policing activities, forces are assessed as delivering performance that is Excellent, Good, Fair or Poor. The process is known as baseline assessment (BA) and this report covers the assessment for the financial year 2005/06; performance outside this period is not taken into account in determining grades. The assessments focus on the high-level processes of police forces and their results. The assessments are undertaken by regional HM Inspectors, supported by experienced police officers and police staff on secondment.

BA is designed primarily as a self-assessment, with the degree of validation/reality-checking undertaken by HMIC dependent on a force's overall performance and the rigour of its internal assessment processes. It is important to recognise that BA is not a traditional inspection; rather, it helps HMIC focus its inspection effort where it is most needed. A formal statutory inspection may still be necessary where there is evidence of systemic underperformance and poor leadership.

In addition to the qualitative assessments contained in this report, force performance is also measured by a series of key quantitative indicators. The most important indicators are statutory performance indicators (SPIs), which are determined each year by the Home Secretary and which Police Authorities/forces must report to the Home Office. Examples of SPIs include crime incidence and detection rates, as well as relevant management information such as sickness absence and ethnic recruitment rates. Results for these SPIs are also graded using the Excellent, Good, Fair and Poor categories. These SPI grades are added to HMIC BA grades to provide a fuller picture of police performance; the joint results are published annually in October and can be found on the internet at police.homeoffice.gov.uk/performance

Policing has undergone significant changes in recent years as the country adapts to new forms of terrorism and criminality. As policing is dynamic, so also must be the form of assessment. Dominating much of HMIC's recent thinking is the need for the service to modernise its workforce while providing better 'protective services', as identified in the *Closing the Gap* report published in 2005. On-site activity for the 2005/06 baseline concentrated on these areas, but could not – given ministerial priorities – ignore volume crime and the roll-out of neighbourhood policing. As forces and Police Authorities consider options for change to meet new challenges with constrained resources, a force-by-force balance sheet of strengths and areas for improvement is critical contextual information.

Priority Frameworks

Seven BA areas were designated as priority frameworks for on-site validation, to reflect the need to improve protective services and deliver key policing objectives. These were:

- managing critical incidents and major crime;
- tackling serious and organised criminality;
- providing specialist operational support;
- strategic roads policing;
- protecting vulnerable people;
- neighbourhood policing; and

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- leadership and direction.

These areas were the key focus of on-site validation by HMIC staff; the first five can be loosely classified as protective services. Other frameworks were assessed primarily by desk-top reviews of the evidence submitted by forces, using the framework key issues and specific grading criteria (SGC) as an indicative guide.

Force Amalgamations

Following the challenges highlighted with regard to protective services capability and capacity in the summer of 2005, all forces undertook significant additional work on options to 'close the gap'. The Home Secretary directed that business cases should be prepared and submitted by December 2005. The BA report thus reflects, in many of the frameworks, activity and effort to produce and assess options for change. It is vital to acknowledge the energy and commitment given to the prospect of a major restructuring of the service, which inevitably gave rise to some turbulence during this period.

At the end of July 2006, the Home Secretary indicated that the restructuring of forces would not be pursued at this time. The agenda to improve protective services is to be advanced by forces and Police Authorities through alternative means such as collaboration. Progress to 'narrow the gap' between existing capability and that which is needed will be assessed by HMIC in future inspection activity.

The Grading Process

Forces have been graded for both service delivery and direction of travel. It is important to remember that, for most activities, delivery is measured through the use of most similar force (MSF) groups, whereby forces are compared with peers facing similar policing challenges. For direction of travel, the grade is awarded largely in respect of the force's own previous performance. A vital component of the grading process is SGC, which outlines, for each activity, what represents Excellent, Good, Fair and Poor levels of performance. The criteria were developed in conjunction with expert practitioners and Association of Chief Police Officers (ACPO) business/portfolio leads, who were also involved in the national moderation process to help ensure that these criteria were applied fairly and consistently.

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Service delivery grade

This grade is a reflection of the performance delivery by the force over the assessment period 1 April 2005 to 31 March 2006. One of four grades can be awarded, according to performance assessed against the SGC (see full list of SGCs at <http://inspectorates.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

Excellent

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

- The force should be recognised, or be able to act, as a ‘beacon’ to others, and be accepted within the service as a source of leading-edge practice. Examples where other forces have successfully imported practices would be good evidence of this.
- HMIC is committed to supporting innovative forces and we would expect Excellent forces to have introduced and evaluated new ways of improving performance.

Good

Good is defined in the Collins dictionary as ‘of a high quality or level’ and denotes performance above the norm – in many cases, performance that is above the MSF average. To reach this standard, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

Fair

Fair is the delivery of an acceptable level of service. To achieve a Fair grading, forces must achieve all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades would be awarded at this level.

Poor

Poor represents an unacceptable level of service. To attract this very critical grade, a force must have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC.

Direction of Travel Grade

This grade is a reflection of the force’s change in performance between the assessment period and the previous year. For BA 2006, this is the change between the financial years 2004/05 and 2005/06. The potential grades for direction of travel are as follows.

Improved

This reflects a **significant** improvement in the performance of the force.

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Stable

This denotes no significant change in performance.

Declined

This is where there has been a significant decline in the performance of the force.

Good Practice

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

Future HMIC Inspection Activity

Although HMIC must continue to maintain a watching brief on all performance areas, it will become more risk-driven in its future inspection activity. Protective services will be the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, neighbourhood policing will also demand attention. Conversely, those areas where strong performance is signalled by SPI results, such as volume crime reduction and investigation, will receive relatively little scrutiny.

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

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Force Overview and Context

Geographical Description of Force Area

Greater Manchester is one of Britain's largest metropolitan conurbations and is a heavily populated area. It covers 1,200 kilometres of North West England, which includes the cities of Manchester and Salford, and the towns of Stockport, Bolton, Bury, Oldham, Rochdale, Wigan, Tameside and Trafford.

It is served by an extensive motorway network with the M60, M6 and M62 all running through the area. Manchester Airport is based within the Greater Manchester Police (GMP) area, and as one of Britain's principal airports it handles around 19 million passengers each year. The Metrolink tram network has a 37-kilometre route around the area. The region is also linked to London via the West Coast Main Line train route.

The 2006 Labour Party Conference was hosted in Manchester and other party conferences are scheduled for 2007/08. Manchester is a vibrant cosmopolitan city and is recognised as a leading business destination.

Greater Manchester is a region with more than 170 recognised tourist attractions, which encourage millions of visitors into the region every year. The Trafford Centre attracts shoppers from across the country. There are also world famous sporting teams based in the region, including four Premiership football teams, Lancashire County Cricket Club and Rugby League teams. From 2004 to 2006 Old Trafford has also hosted the England football team home fixtures. Manchester also has major entertainment venues including the MEN Arena, host to more visitors than any other entertainment venue in Europe last year.

Demographic Description of Force Area

Greater Manchester has a population of almost 2.6 million, which is almost 15% of the UK population. An estimated 8 million transient population visit the region's sporting, entertainment, business and educational facilities. It is estimated that 60,000 students attend the area's universities and colleges; the newly merged Manchester University is now the largest in Europe. Parts of the region have been subject to regeneration work that has created new homes and attracted people in to become residents.

Structural Description of Force including Staff Changes at Chief Officer Level

Chief Constable Michael Todd has led GMP since 2002. Deputy Chief Constable (DCC) David Whatton, previously assistant chief constable (ACC) (crime), took up the post in April 2006 replacing Alan Green. The force has five ACCs and an assistant chief officer (ACO) responsible for resources. The assistant chief officer is the most senior member of police staff within GMP and of equal standing to the ACCs.

The force is divided into 12 basic command units (BCUs or divisions). These mirror the ten local authority boundaries, with Manchester divided into three: North, South and Metropolitan. Each BCU is headed by a chief superintendent responsible for delivering local policing, ensuring that resources are effectively used, and managing their budget. Each of the BCUs is divided into areas that are headed by a neighbourhood inspector. The inspector

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is responsible for the local area policing team and will identify local policing priorities in consultation with residents.

A number of specialist units and departments exist to support the force as a whole and to provide additional skills that BCU commanders can use, such as the force major incident team (FMIT) and anti-terrorism unit.

The force employs 8,069 police officers and 4,026 police staff. Police officers comprise 76.9% male and 23.1% female, and 3.7% are from ethnic minorities.

The chair of Greater Manchester Police Authority (GMPA) is Derek Osbaldestin.

Strategic Priorities

The aim of GMP is to fight crime and protect people in Greater Manchester. The vision is to make Greater Manchester safer, bring criminals to justice, be visible on the streets, and respect, reassure and respond to local communities. The priorities to achieve this are to reduce crime and disorder within Greater Manchester, investigate and detect crime, build safer communities with partners, and provide a well-led and accountable service that is efficient and effective. Each BCU and department produces an annual business plan that is built around the four strategic priorities.

Impact of Workforce Modernisation and Strategic Force Development

A number of initiatives are taking place in GMP that fit under the workforce modernisation umbrella, for example leadership, accreditation, professionalising the service and the introduction of new roles within the extended police family, such as police community support officers (PCSOs) and investigative assistants, to release officers to operational duties. In addition to this, a methodology (POEM and CAP) to critically examine staffing and work functions has been developed and rolled out across the force.

All mission-critical projects (as well as force priority projects) are being co-ordinated and monitored via the corporate policy section. The section has responsibility for police reform issues including programme management and developing a methodology to identify cross-cutting interdependences (for example the links between workforce modernisation and safer neighbourhoods), constraints and business benefits to the delivery of change programmes.

Aligned to this is the development of a strategic planning process (corporate analysis) that will ensure that all issues (current organisational information and potential future external influences) are considered when setting strategic priorities and subsequent strategies.

Major Achievements

During the last three years the force has made significant reductions in the levels of crime in Greater Manchester. It has achieved reductions in domestic burglary, robbery, vehicle crime and total crime levels, which have cut the number of people becoming victims of crime. The progress continues to be monitored through the GMP Review to Improve Performance (GRIP).

In the 2004/05 baseline assessment report the force was the only one outside London to achieve an Excellent rating for tackling serious and organised crime and level 2 criminality.

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This has been achieved through the introduction of the FMIT. In 2005 the force also introduced an anti-terrorist unit.

The force has emphasised the importance of leadership throughout the organisation with the introduction of a pioneering programme. The leadership initiative has seen the introduction of the Chief Constable's leadership charter which outlines the standards that are expected from all employees, the Prospects development scheme, opportunities for senior leaders to develop, and a continuous personal development programme for all employees. The Chief Constable personally heads this project. GMP has also been reaccredited to Investors in People status.

GMP is at the forefront of many new initiatives, including being a pilot site for the National Reassurance Policing Programme which has become neighbourhood policing.

The force has successfully implemented the full devolution of personnel, payroll and budgetary functions to BCUs and branches within the financial year 2005/06 following a pilot in 2004/05. During 2005/06 efficiency gains in excess of £15.7 million cashable have been realised while delivering projected expenditure to within 0.2% of budget. This emphasises that control has been maintained while facilitating strategic direction and local flexibility.

Major Challenges for the Future

GMP remains, within its current geographical boundary, a strategic force. GMP is keen to position itself as a leader, an example of best practice in level 2 crime investigation, and at the forefront of shared services development.

The force faces a challenging time ahead as it continues to look at ways to maintain and improve performance, and to build on previous success. While working within tight financial constraints, the force is striving to achieve upper quartile performance within its most similar forces (MSF) grouping.

Particular challenges for the coming year are identified as:

- developing call-handling facilities – a joint GMP and GMPA project;
- hosting the Labour Party Conference in September 2006;
- maintaining the force's position at level 2 as a leader in serious and organised crime investigation; and
- continuing to develop volume crime investigation capabilities and looking to further enhance investigation capabilities.

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Summary of Judgements	Grade	Direction of Travel
Citizen Focus		
Fairness and Equality in Service Delivery	Good	Stable
Neighbourhood Policing and Problem Solving	Fair	Stable
Customer Service and Accessibility	Fair	Stable
Professional Standards	Good	Not Graded
Reducing Crime		
Volume Crime Reduction	Fair	Stable
Investigating Crime		
Managing Critical Incidents and Major Crime	Excellent	Improved
Tackling Serious and Organised Criminality	Excellent	Stable
Volume Crime Investigation	Fair	Improved
Improving Forensic Performance	Fair	Stable
Criminal Justice Processes	Good	Improved
Promoting Safety		
Reducing Anti-Social Behaviour	Good	Stable
Protecting Vulnerable People	Fair	Improved
Providing Assistance		
Contact Management	Poor	Improved
Providing Specialist Operational Support	Good	Improved
Strategic Roads Policing	Good	Improved
Resource Use		
Human Resource Management	Good	Improved
Training, Development and Organisational Learning	Good	Improved
Race and Diversity	Good	Improved
Managing Financial and Physical Resources	Good	Stable
Information Management	Good	Improved
National Intelligence Model	Good	Stable
Leadership and Direction		
Leadership	Good	Not Graded
Performance Management and Continuous Improvement	Good	Improved

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1 Citizen Focus (Domain A)

1A Fairness and Equality in Service Delivery

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

National Position

Contextual Factors

A series of key strategic improvements has been introduced to give a stronger drive to diversity, which was previously divided across command.

The chief officer champion and diversity lead is the ACC (criminal justice and diversity), and a diversity command and a director of diversity post have been established. A delivery framework for diversity, confidence and equality has been developed. Each division and branch commander has appointed a senior diversity champion and established a diversity action group with minimum standards applied. A diversity champions' forum has been established to provide corporate co-ordination in the delivery of action plans, achieve accountability and spread good practice. The ACC (criminal justice and diversity) has published a 'strategic approach to delivering on diversity, confidence and equality'. A confidence and equality structure is now in place to oversee all diversity and equality issues within the force and to interface with the wider confidence agenda (for example neighbourhood policing, citizen focus). A temporary advisory group is in place and the respect board has been disbanded. Two force independent advisory groups (IAGs) have been formed for race and lesbian, gay, bisexual and transgender (LGBT) matters. Consultation is at an advanced stage in developing the confidence and equality agenda, involving the creation of a force-level board and advisory group.

The ACC (criminal justice and diversity) has introduced a performance focus on diversity matters. A diversity performance bulletin is published monthly addressing critical areas of business, for example stop search/account, detections and hate crime, and will be extended to human resource (HR) management issues. Diversity issues form part of the GRIP performance management system which brings accountability and facilitates change. The delivery framework within the diversity command includes the performance analysis and data development unit, the policy development team, the field action support team and a tasking and tracking unit.

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Strengths

- GMP has a strategic approach to diversity, confidence and equality. The commitment of the force in this area is significant. The ACC (criminal justice and diversity) provides specific chief officer leadership on diversity, confidence and equality issues.
- The force is developing a confidence and equality strategy and a confidence and equality board, an action group and an action plan. The force has taken an innovative approach in relation to the consultation period of the confidence and equality strategy, by adopting the approach of a White Paper. This approach has also been used for the hate crime policy review. The action group will oversee the progress that the force is making in relation to diversity issues emanating from equality schemes.
- GMP has implemented a force-wide diversity framework with delivery mechanisms such as divisional and branch diversity action groups, senior diversity champions and diversity action plans.
- The force has significant resources dedicated to diversity, confidence and equality issues, including the diversity command, an equal opportunities unit, and a positive action team.
- The force has two joint GMP/GMPA strategic IAGs, on race and LGBT issues, which influence service delivery. A third strategic-level IAG is being set up to advise on disability. There are several local IAGs within divisions and departments. They advise on policies and, where necessary, on critical incidents for example. A recent high-profile operation was subject to a community impact assessment and IAGs were consulted prior to the operation commencing.
- The performance of the force on diversity matters is monitored by the performance analysis and data development unit and by the production of a diversity performance bulletin, ensuring that diversity issues are included within the core force performance regime, GRIP. An inspection function on diversity issues has also been created. This approach has achieved performance gains in key areas.
- The force has revised its race equality scheme (RES), which takes cognisance of priority actions from Home Office and ACPO recommendations. Delivery is actively scrutinised by the RES progress group.
- A report from the Commission for Racial Equality noted that training provided by the force to members of staff to promote race equality contained elements of good practice. A number of forces nationally have taken the workbook on board.
- The ACC (criminal justice and diversity) regularly meets with representatives from the Black and Asian Police Association (BAPA), the Lesbian and Gay Staff Affiliation (LAGSA) and the Association of Muslim Police. The force is supporting members of staff with the development of an independent disability staff network. The ACC chairs the diversity champions' forums to have an overview of the work being done at the local level.
- Each year GMP and GMPA undertake an extensive programme of consultation with residents of Greater Manchester, including RSVP (Regularly Seeking Views on Policing), the Greater Manchester Citizens' Panel. The panel was set up in April 2003 and was refreshed in April 2004 to recruit new members and boost the number of panel

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members to 3,000. Panel members are broadly representative of residents of Greater Manchester in terms of geographical spread, gender and ethnicity.

- The force has actively worked alongside the North West Consortium for Asylum Seekers by delivering expert training to support their activities and to encourage the reporting of hate crime.
- Training is being organised for members of staff within the Victim Support Service to raise their awareness of hate crime and in turn to provide an enhanced service to the victims of hate crime.
- A specific training programme is under development to train members of staff who deal with people from lesbian, gay and transgender (LGBT) groups.
- The diversity command's training for policy holders and writers of impact assessments has been acknowledged by the Police National Diversity Team. GMP hosted a national seminar in order to share good practice. The diversity command has provided short training sessions for teams and one-to-one coaching. Policies and activities have been monitored for adverse impact.
- The force is delivering a course of training to all supervisors called Taking the Lead, to support people and improve performance in managing diversity. This came about as a recommendation from the Respect programme.
- GMP undertakes detailed analysis of crime service delivery information, in particular differences in detection levels between white victims and those from black and minority ethnic (BME) communities.
- Hate crime detection performance has improved from 29.5% in 2004/05 to 34.2% in 2005/06, which is above the MSF average. Data recording quality standards have improved in relation to ethnicity, which has in turn improved the quality of procedures for capturing and processing data.
- Through the ACC (criminal justice and diversity), the force has the ability to link the drive on diversity, confidence and equality into the partnership arena through the local criminal justice board (LCJB). The Greater Manchester Against Crime (GMAC) strategic partnership has followed suit and is promoting diversity through partnership. The GMAC project has seen the development of National Intelligence Model (NIM) principles into a partnership business model which has been adopted in every local area as the framework for local multi-agency partnership activity, aiding data sharing, problem solving and the co-ordinated tasking of GMP and partnership resources. GMAC has developed analytical techniques to better understand communities. The vulnerable localities index (VLI) is designed to identify those potential areas at greatest risk of crime, disorder, fear of crime and community tension. VLI is now informing tasking and co-ordination across a number of themes and areas. Strategic assessments identify local issues, including hate crime.
- GMP has force-wide third-party reporting centres and supports the True Vision hate crime reporting initiative. At divisional level, there are a number of initiatives aimed at increasing the reporting of hate crime, for example North Manchester division has set up third-party reporting centres for homophobic hate crime in gay venues within the village.

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- The percentage of racially or religiously aggravated offences detected increased during 2005/06 and is above the MSF average.

Work in Progress

- The availability of tools for analysis, including the use of mapping facilities, is an area for development for the diversity command. Some of the technical capability for this type of analysis is now present, and the force has begun to access i2, Mapping, Hotspot Detective and the Mosaic geo-demographic analysis tools.
- There is a need to maintain the drive to complete the retrospective impact assessment of standard-level policies. The majority of critical policies are complete.

Areas for Improvement

- There is a need to extend the work of performance analysis and data development to cover all aspects of diversity in all areas of business, including HR monitoring and performance management.
- GMP has set a target for increased arrest rate as a result of PACE (Police and Criminal Evidence Act) stop and search (target arrest rate 12.5% for 2006/07). Performance up to December 2005 was 10.5% arrest rate, which is an improvement on the same period the previous year.
- The number of racially or religiously aggravated offences increased during 2005/06 and latest data shows GMP to be above the MSF average. Further action is required in respect of the difference in 'violence against the person' sanctioned detection rates (victims from BME groups/white victims) which increased during 2005/06 and is above the MSF average.
- The percentage of victims of racist incidents satisfied with the overall service provided is lower than the MSF average.

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1B Neighbourhood Policing and Problem Solving

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
4	18	20	1

National Context

Neighbourhood Policing (NHP) is a national programme and its expectations are based on national research. This framework differs from others because the grade awarded reflects the force’s ability to roll out NHP progressively, year on year, until its implementation date of April 2008. This focus on programme delivery and the need for continual improvement are reflected in the grades. Therefore, in this framework it is significantly more challenging for a force to maintain the same grade as last year.

HMIC has awarded an Improved direction of travel where forces are actively progressing implementation, have improved their performance and have allocated significant resources to deliver NHP. As a result, most forces have an Improved direction of travel. However, this assessment has also highlighted the significant demands of the NHP programme and the vulnerability of some forces that are failing to maintain the pace of implementation.

Contextual Factors

The Chief Constable and the ACC (territorial policing and partnerships) led a Safer Neighbourhoods conference for divisional senior management teams and partners in March 2006. The Chief Constable’s leadership address was filmed and has been distributed to divisions for use as part of divisional-level communications events. The Chief Constable and the ACC delivered an unequivocal message that neighbourhood policing is not an ‘add-on’ but is integral to how policing will be delivered for the next generation.

GMP has restructured from a sub-divisional structure to an area policing structure, providing dedicated teams to geographical areas and greater accessibility to policing services for the community. A Safer Neighbourhoods project board has been established under the chairmanship of the ACC (territorial policing and partnerships). A GMP internal neighbourhood policing readiness assessment framework has been developed and an assessment of all divisions completed. Divisional action plans are being created and the force board will determine a schedule of neighbourhood policing implementation across Greater Manchester, to achieve the March 2007 and March 2008 deadlines. Good practice is being shared from the pathfinder and other divisions.

The Police Authority community engagement committee is the hub for managing the citizen focus agenda for the force. The ACC (territorial policing and partnerships) is the citizen focus champion and links with the ACC (criminal justice and diversity) on fairness and equality issues, the ACO (resources) on contact management issues and the corporate development unit on quality of service issues, and is the force sponsor for the Safer Neighbourhoods project, which is one of seven mission-critical force projects. As such,

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project delivery is supported and monitored by the police reform section, with weekly reports to force command and quarterly reports to the force strategic management board (FSMB). The national quality of service commitment (QoS) steering group links the corporate development department to the Police Authority corporate planning, performance and review committee.

Oldham is the pathfinder division where there are 21 identified geographical areas based on wards (including an additional one for the town centre). Each ward is serviced by police constables, PCSOs and special constables. Wards are grouped to form neighbourhood police team areas headed by an inspector and a community beat sergeant.

Strengths

- The force policing strategy provides the framework for integrating national plans, such as the national community safety strategy, into the business planning process, including the annual policing plan, divisional and branch business plans, through to individual appraisal. The annual policing plan for 2006/07 accordingly includes an objective to "provide dedicated, visible, accessible and responsive neighbourhood policing teams".
- The community affairs department has evolved into the division and partnership support unit (DPSU) reporting to the ACC (territorial policing and partnerships) and providing support and consultancy to divisions. Two key areas of work are to do with GMAC and the Safer Neighbourhoods project. The focus of the Safer Neighbourhoods project will be on governance, strategic partnerships and performance as well as on practice and standards in the delivery of neighbourhood policing. The GRIP process is important in identifying areas of good practice and encouraging other divisions to emulate. Three chief inspectors have been appointed within the DPSU with specific responsibilities to develop GMAC, neighbourhood policing engagement and performance.
- The force position is that one neighbourhood policing structural model will not serve the delivery of neighbourhood policing in 12 divisions covering 10 metropolitan boroughs and that neighbourhoods will be defined within divisions to reflect local circumstances. Good practice in implementing the 'ten principles' is being shared across divisions and partners. A Safer neighbourhoods conference in March 2006 disseminated models of practice in defining neighbourhoods and planning resource allocation (Bolton division), delivery of the NIM in partnership (GMAC partnership business model, South Manchester division) and development and implementation of community action plans (Salford division).
- At the divisional level across the force, various methods have been used to engage the community in influencing policing priorities, from formal meetings held with representative groups to post-it boards where people can flag their concerns in a less structured way.
- GMP has branded its implementation programme as 'safer neighbourhoods' rather than 'neighbourhood policing' to emphasise that implementation is a collaborative venture with partners and with the community. The GMAC project has seen the development of NIM principles into a partnership business model which has been adopted in every local area as the framework for multi-agency partnership activity, aiding data sharing, problem solving and the co-ordinated tasking of GMP and partnership resources. GMAC and the involvement of the Chief Constable at the executive level have a strong influence on the development of partnerships.

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- There is a clear project management framework, with leadership, a dedicated project board and project team at force level and with project teams being established at divisional level. Divisional commanders are responsible for neighbourhood policing action planning, with local partners, supported by a small central project team. Cross-cutting task groups are being established to develop supporting corporate policies for neighbourhood policing. Safer Neighbourhoods is one of the force's mission-critical reform programmes, monitored within the GMP police reform unit with weekly update reports to the force command team and quarterly reports to the FSMB. Divisions have action plans to manage the implementation of Safer Neighbourhoods, with support and health checks being carried out by the DPSU applying a minimum corporate standards approach.
- An internal neighbourhood policing readiness assessment framework has been developed, involving divisional senior management teams, local officers and partners, to guide action planning and neighbourhood policing initiation in all divisions. The force has taken the doctrine on neighbourhood policing and the issues embodied in the ACPO team readiness assessment and applied them across the force to assess the current position. The force is keen to build on those elements already in place and to scope how key elements are being brought together. The readiness assessment process is closely modelled on the national readiness assessment framework and GMP has been advised by the national team.
- Neighbourhood policing is established on the pathfinder division (Oldham), with dedicated teams of police officers, PCSOs and special constables deployed to neighbourhoods, based on wards. The Special Constabulary has an active involvement in the programme design for Safer Neighbourhoods and sees it as an opportunity to promote its involvement in neighbourhood policing. Key individual networks, local area committees, inter-agency environmental visual audits and other methods have been developed to ensure that the work of neighbourhood teams is directed by community priorities. There is a project team and project plan in place, with both the ACC (territorial policing and partnerships) and partner chief executives as co-directors. Partnership intelligence gathering, problem solving and tasking and co-ordination processes are well established, framed within the GMAC partnership business model, which operates across Greater Manchester.
- GMP currently employs 263 police community support officers (PCSOs) and a significant number of these are jointly financed with local authorities and other partners. In addition, there are 28 other PCSO posts wholly financed by partners, although these posts will be phased out during 2006/07 in order to limit long-term financial liabilities. With additional PCSOs to be appointed during 2006/07 under neighbourhood policing fund 2 (NPF2), GMP will have 599 PCSOs by March 2007, all of whom will be deployed into neighbourhood teams.
- A review of the role of the Special Constabulary on the pathfinder division has been undertaken, to ensure that it is integrated with neighbourhood teams. At force level, during the last two years, finance provided from the Home Office capacity-building fund has been used to support the post of a dedicated Special Constabulary marketing officer and additional initial training.
- DPSU officers monitor incident logs and gather information to feed into community tensions monitoring. Safer Neighbourhoods team members of staff in the pathfinder division have a good understanding of community intelligence and there have been some inputs from Special Branch on the importance of such intelligence.

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- Each safer neighbourhoods team within the Oldham pathfinder division holds public meetings to identify local priorities which are determined following consultation with the participants of the meetings. The priorities are based on the judgement of the neighbourhood officers rather than being set by the communities. There is a good involvement from the local authority to address some of the issues identified. There is a strong tie-in between the tactical tasking and co-ordination processes of the NIM and the SARA (scanning, analysis, response, assessment) problem-solving model. Safer Neighbourhoods team inspectors attending the tasking and co-ordination group meetings give an update on SARA initiatives and, if necessary, make bids for divisional resources.
- The force is linking the citizen focus and neighbourhood agendas with those of partners within the GMAC framework. This entails developing programme plans in an environment where the police are not the sovereign body, which involves developing relationships around a sense of direction. The GMAC environment has powered the redefinition of community engagement within the whole partnership model. Within each area there is one plan for developing the whole community, for example the Bolton plan as opposed to the Bolton policing plan. The force is addressing the issue of integrated neighbourhood management outcomes from the outset at the strategic level, and is now engaged in the process of conversion to the neighbourhood level.
- Leaders within the partner agencies at Bolton understand the neighbourhood management issues, give out consistent messages and provide high levels of co-operation. They recognise that the way forward is about profitable alliances and additional value. The divisional commander is seen to be always trying to strengthen the partnership. Evidence of the effectiveness of partnership working in Bolton can be found in an evaluation of neighbourhood management carried out in the Greater Lever priority neighbourhood in 2006, where significant performance improvements were experienced in key areas. There has been investment in partnership analytical capability in Bolton. Partnership analytical products are developed around key crimes, priority neighbourhoods and the need to close the gap between the best and worst performing areas. Progress is monitored against trajectory plans.
- There are strong links between Bolton Council area working managers and neighbourhood policing staff. Safer neighbourhoods policing connects with area working by the local authority. In the areas, local councillors connect with local people and then connect with service delivery through the area managers, who in turn connect with geographical inspectors and community beat managers, all of whom are known to each other and in regular contact. Area forums at which the police are present meet every eight weeks, attended by 40 to 60 people on each occasion. The meetings are preceded by a drop-in session and there is an open forum at the end. These provide a framework for consultation and accountability, supported by meetings which take place within neighbourhoods. There are many opportunities for formal and informal contact between partners and with communities. The partnership business group (PBG) links into the area forums through officials.
- The Bolton division has undertaken significant work in trying to identify neighbourhoods, using demographic information and crime statistics and identifying vulnerable localities. The communities have not had a strong input to date. This is seen to be an area that the division would like to develop. There is an acknowledgement that in Bolton the work is more advanced and that Oldham is learning from its experience.

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- The Police Authority is monitoring the progress that has been made so far on neighbourhood policing, being mindful of the starting point and the scale of the cultural changes that will be required. There is an acknowledgement of the public desire for visible uniformed policing; however, the Police Authority is also concerned about what this structure will deliver. It is also about how the force can efficiently and effectively use those resources flexibly to achieve value for money. Performance has improved year on year and the Police Authority is keen that the force is not diverted from that, but also acknowledges the need to deliver in neighbourhoods.
- The British Crime Survey (BCS) data shows that perceptions of anti-social behaviour (ASB) are lower in GMP than the MSF average.

Work in Progress

- Work is needed to provide clarity around the issues of powers, operational guidance and management arrangements for PCSOs. The force has recently completed a major review of the role, duties, powers and management of PCSOs. A review of call management and PCSO deployment is currently under way. New job descriptions, training, operational guidance and procedures will be introduced during 2006. All PCSOs on the pathfinder division have received crime reduction training.
- The force central project team is small. This has been recognised and steps are being taken to strengthen it.
- The development of a linked programme infrastructure around the elements of citizen focus is work in progress. The current scoping exercise, which brings together what is being done and what needs to be done, will inform this development. The force is at an early stage of integrating the enabling factors into the strategy, for example contact management. Now that the building blocks have been identified, the major programme elements will be introduced in the near future.
- Business management around the neighbourhood policing project is work in progress.
- The situation in relation to the development of neighbourhood policing is still work in progress and the strategic principles around which information and communications technology (ICT) facilities can be developed to support the programme are yet to be confirmed.
- The GMP safer neighbourhoods board agreed in March 2006 to commission a neighbourhood policing HR strategy.
- A performance management framework for neighbourhood policing is needed which meets the needs of GMP at local and force levels, as well as the needs of partner agencies. Current arrangements are fragmented. Divisions, at present, have local performance management arrangements in place for community beat officers and PCSOs, for example Salford division. Development of a corporate performance framework for neighbourhood teams has been commissioned and this work was initially led by the pathfinder division and is being further developed by the force safer neighbourhoods project team. The approach is being designed to reflect community issues and quality of life criteria, alongside volume crime and abstraction management. Neighbourhood officers are held to account at community action group meetings. Mechanisms will be developed for integrating these performance management

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arrangements with force-level performance management, through the GRIP process. The Bury division is also developing a performance model specifically related to ASB.

- Current work to address ASB problems in specific areas will be the subject of a 'before' and 'after' survey to gauge whether residents within the area have noticed activities and measures taking place and whether they perceive that the action has made a difference.

Areas for Improvement

- The force lead on neighbourhood policing is reluctant to impose a corporate neighbourhood policing model in the interests of effective devolvement of responsibility. He is not intending to determine the percentage of a division's resource to be committed to neighbourhood policing and wishes divisions to determine who carries what workloads. However, if neighbourhood policing structures evolve in such a way that corporate infrastructures cannot support them, he has made it clear that he will intervene and mandate appropriate structures where necessary.
- In the absence of a corporate model for neighbourhood policing, the DPSU provides guidelines and, following the readiness assessments for the 12 divisions, Areas for Improvement were picked up. A guidance document was produced and devolved to divisions for their action and interpretation. There are certain issues that are mandatory for the Safer Neighbourhoods teams to function, supported by the headquarters infrastructure. For example the community's knowledge of neighbourhood officers with contact details, an understanding of how the community influences policing and the development of opportunities to get feedback from the community. It has been identified that divisions need to develop action plans and that these need to form part of their policing plans. These are not yet established and guidance will be given from headquarters. There is an acknowledgement that the force and Police Authority's community engagement strategy is too strategic for neighbourhood policing at operational level and does not relate well to it.
- Community engagement strategies at neighbourhood level need further development, particularly in light of the provisions of the Crime and Disorder Act review and the Police and Justice Bill, most notably given the new scrutiny arrangements at local level and the community call to action.
- Further development of the corporate communications strategy is needed, to ensure that GMP officers, other members of staff and the public understand the nature of policing delivery at neighbourhood level. The force is working towards delivery in 2008 and needs to protect current performance improvements. The force believes that a cultural shift is required and the communications strategy will need to be well managed when all of the elements are in place.
- There are some real concerns about funding. The force points out that it is subject to different pressures at level 2 than other forces. Decisions have been made to retain this focus; this has been achieved at a financial and cultural cost.
- The Police Authority acknowledges month-on-month improvements in contact management performance and believes that there is a need for a joint communications strategy between neighbourhood policing and contact management, unpicking the issues around accessibility, delivery and managing expectations.

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- A revised estates strategy is needed, aimed at making neighbourhood teams more accessible to the public and co-locating teams with public and private sector partners.
- Safer neighbourhoods teams use the SARA problem-solving packages and there was confirmation from a safer neighbourhoods team inspector that this fits in well with NIM processes. There is some concern, however, that the SARA information technology (IT) system needs some development. There is a danger that problem-solving initiatives will not be properly assessed and that best practice will not be promulgated.
- The force acknowledges that it has some way to go in developing neighbourhood priorities as a structural feature of all NIM processes and in further developing effective means of feeding back to the public. This features in the GMP internal neighbourhood policing readiness assessment process and will be reflected in divisional action plans.
- At present, area policing team inspectors' names and contact numbers are widely advertised, coupled with, in some areas, the issue of contact business cards carrying the name and personal mobile number of local officers. The GMP safer neighbourhoods board has, however, determined that corporate policy is needed in this area, to ensure clarity for the public and to ensure that calls for service are managed effectively and receive an appropriate response, and that crime and incident handling is compliant with the national crime recording standard (NCRS) and the national standards for incident reporting (NSIR). The force regards a multiplicity of numbers for the public to call as a risk, given the potential for public confusion and the risk of compromising crime and incident recording. The force will not take further steps to promote the names and contact numbers of local officers until a corporate strategy has been developed to address these risks.
- A revised call management and deployment policy (graded response) is needed to reflect the introduction of dedicated neighbourhood teams. There is some uncertainty about the deployment of Safer Neighbourhoods team staff to certain types of incident. There is a graded response policy and the way that the pathfinder division sees this being developed is that grades 1 and 2 (more urgent calls for service) should be dealt with by response officers, and grades 3 and 4 by the safer neighbourhoods team (deferred incidents). There were consistent messages from members of staff engaged in neighbourhood policing that clarity and effective management in this area would be beneficial.
- Field intelligence officers are allocated on a geographical basis to support safer neighbourhoods teams. There is a need to have an intelligence requirement assessment to provide clarity and to better focus intelligence coming from these teams. There has been an awareness presentation given on community intelligence and how it supports counter terrorist activity but training of staff has been quite limited. The capacity of the force intelligence function, the operational policing unit (OPU), is limited and work would be needed in this area to support effective intelligence analysis. At the divisional level, safer neighbourhoods officers have access the electronic briefing intranet site where there are some briefing resources on intelligence.
- Financial sustainability is a major risk. The significant increase in PCSO numbers and consequent pressure on estates, IT and other infrastructure has added markedly to other budget pressures for delivery of policing, such that the force is facing a £14 million deficit in 2006/07 and has had to take steps to reduce other services and capacity,

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including the number of police officers. The force position is that it needs flexibility around the crime fighting fund to help it to move forward on this agenda.

- Processes have been put in place with a variety of partners to ensure effective response, building on the GMAC framework. However, partnership analytical capacity is inconsistent across the Greater Manchester area and is a limiting factor.
- There is consistent support within the force for the neighbourhood policing model. It was acknowledged that this was the correct way for the force to go and that there should be no turning back. The incidence of joint working between functions and partners depended, in the main, on local relationships and therefore there was a lack of consistency. However, there was a sense that partnership working was improving.
- The pathfinder division has six dedicated neighbourhood police inspectors in place, supported by 40 dedicated constables, 54 PCSOs and 16 special constables. Recruitment arrangements are in place to increase the number of special constables and to recruit volunteers to support neighbourhood policing teams. Draft guidance has been given to all divisions regarding the recruitment of volunteers and a pilot scheme is being evaluated. There are only 6 to 12 volunteers across the force but it is hoped that, once the guidance has been finalised and neighbourhood structures embedded, this will improve.
- The percentage satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with respect to making contact with the police, action taken by the police, treatment by staff, and the overall service provided was in all cases lower than the MSF average. The percentage satisfaction of victims for all four with respect to being kept informed of progress was in line with the MSF average.
- BCS data shows that the percentage of people who think their local police do a good job is lower than the MSF average. BCS data also shows that the risk of being a victim of both personal crime and household crime is higher in Greater Manchester than the MSF average.

1C Customer Service and Accessibility

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

National Position

Contextual Factors

The force expects improvement with the implementation of national and local quality initiatives such as NQSC and the GMP/GMPA call-handling review. Measurement will be aided by the force’s PPAF (policing performance assessment framework) user satisfaction survey arrangements, graded as Excellent by the Police Standards Unit. GMP will introduce a telephone bureau for user satisfaction surveys during 2006/07 following extensive research and cost analysis.

A series of strategies for improving accessibility have been in place for a number of years and considerable progress against them continues to be made. Implementation of the national QoSC and other quality initiatives will reveal additional areas for improvement. User satisfaction will continue to be monitored via consultation activities and public feedback.

GMP’s use of intelligence, prevention and enforcement activity to ensure professional and high-quality services is extensive. It is under review as the force needs to ensure that its approach is as systematic as possible. The force’s first professional standards strategic threat assessment has been undertaken, drawing on a wide range of intelligence sources (for example complaints, user satisfaction surveys, civil claims, dip-sampling exercises) and will result in production of a clear, focused control strategy which will be owned by the DCC. Areas for Improvement will also be revealed via implementation of the QoSC and other quality initiatives.

The force has robust policies and procedures in place to enable requests from the public to be dealt with. Public feedback has revealed issues with the call-handling service and this is currently undergoing an extensive review.

Mechanisms for keeping customers informed are not sufficiently robust, as shown by PPAF user satisfaction results and internal reviews. The force expects improvement with the implementation of national and local quality initiatives such as the QoSC, the Victims’ Code of Practice and the force call-handling review.

The force is not currently able to assess delivery of the Victims’ Code standards but this will change following the implementation process. Implementation will include review of all relevant policies and procedures, and systems for monitoring adherence with the standards.

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Collection of feedback about customer service is well established in GMP, with an extensive programme of consultation activity and a system for the collection of individual complaints and praise using the force's customer feedback database. The force has examples of how feedback has been used to improve service.

The force has mechanisms at all levels to ensure that quality of service is reflected in individual, divisional and force performance reviews. The effectiveness of these mechanisms will continue to be monitored using public feedback; the professional standards control strategy, the QoS and other relevant standards.

Strengths

- GMP has a clear, well-managed plan to ensure compliance with the QoS by November 2006. The force has established a QoS steering group, chaired by the ACC (territorial policing and partnerships) and including Police Authority officer representation, to oversee implementation. The group monitors force progress against an agreed action plan and has been constructed to ensure co-ordination with other key areas, with membership including project managers from service initiatives, such as the Victims' Code of Practice, the NCHS, First Contact, the single non-emergency number (SNEN) and the NSIR. The action plan, owned and monitored by the group, shows key milestones for ensuring full compliance by November 2006. The links to other developments are considered and determined within the group, and strategic issues referred through to the FSMB.
- There is a relationship between the neighbourhood policing project team and the quality of service commitment team to ensure consistency in what is being developed in divisions. Tasking and co-ordination meetings are visited regularly to ensure that all partners are being used and considered appropriately.
- The Police Authority community engagement and consultation committee is the hub for managing the citizen focus agenda for the force. The ACC (territorial policing and partnerships) is the citizen focus champion and links with the ACC (criminal justice and diversity) on fairness and equality issues, the ACO (resources) on contact management issues and the corporate development unit on quality of service issues, and is the force sponsor for the Safer Neighbourhoods project (neighbourhood policing). The safer neighbourhood's project is one of seven mission-critical force projects. The national QoS steering group links the corporate development department to the Police Authority corporate planning, performance and review committee.
- Accessibility of policing services is delivered via a number of succinct strategies which are then co-ordinated at strategic board level. The need to co-ordinate these strategies more closely has been recognised and action commenced to ensure this. The force estate strategy has delivered an investment programme of over £150 million since 1998. Work included specific measures to improve access to police stations, including geographical relocation and structural works. GMP has developed a force 'standard' public enquiry counter, which has been rolled out to half of all sites thus far, incorporating compliance with the Disability Discrimination Act 1995. The strategy and implementation projects are subject to full consultation with key stakeholders from the earliest stage.
- Communication of QoS issues has been enhanced by the inclusion of two divisional commanders on the steering group, one of whom is the commander of the neighbourhood policing pathfinder division at Oldham. In addition, there is regular

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coverage of the issues in the force newspaper under a section entitled 'Raising the Standard'.

- PPAF user satisfaction arrangements were graded Excellent by the Police Standards Unit. Satisfaction with follow-up, the force's lowest scoring of the five measures, has shown a slight but sustained increase.
- The force has invested heavily in a programme of customer satisfaction surveys over the past three years. Surveys are carried out three times per annum and consistently obtain about 4,200 responses from members of the public. Each division has a panel of 250 people who are surveyed, representing the mix of groups within local communities. Response rates vary between groups and the force is looking to manage this on a face-to-face basis.
- The national QoSC steering group is led by a chief officer and made up of key personnel who provide strategic links with other quality projects such as the Victims' Code of Practice, the NCHS and the GMP/GMPA review of call handling. The group is responsible for ensuring compliance with the QoSC via careful management of the project implementation plan.
- GMP's website has been awarded See it Right status by the Royal National Institute for the Blind and is the only force to provide the 'read speaker' facility for people with sight or language difficulties.
- The force uses an extensive range of intelligence, prevention and enforcement activity, including training, analysis of feedback, reward and recognition, appraisals, investigation of complaints, and a high-profile leadership strategy.
- Local policing summaries are produced at divisional level, exceeding the Home Office's minimum requirement and receiving a favourable response from the public. The local policing summary format has been adopted by the joint national working group.
- The effective collection and analysis of feedback has enabled the force to take a proactive approach to deficiencies in this area. This includes raising awareness via reports to the command team and the Police Authority, to members of staff via the force newspaper, and to divisional commanders via the force monthly performance management review and quarterly organisational intelligence reports. The command team has commissioned a review of quality assurance processes.
- Mechanisms for collecting feedback include the customer feedback database, PPAF user satisfaction surveys, a citizens' panel, NCRS compliance testing and other dip-sampling processes. The information is used to inform performance-management and risk-management processes across the force. The citizens' panel, RSVP, comprises 3,000 members representative of the public by gender, age, race and geographic domicile. The panel is used to determine what the public want to know about policing and how they want to access information. Feedback is used to inform communications activities and provides direct input to local policing summaries which are produced down to divisional level.
- Quality of service is reflected in individual performance reviews via job descriptions and key competencies, appraisals, complaints, referral of individual feedback arising from PPAF user satisfaction surveys to supervisors, reward and recognition mechanisms, and the force newspaper.

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- The force suggestion scheme is viewed as good practice within the police service and the wider public sector. The scheme enables staff to identify blockages to effective and efficient service delivery and performance and to contribute suggestions as to possible solutions. A systematic evaluation and monitoring process exists to follow through suggestions.
- The force makes a major contribution to the multi-agency victim care centre, St Mary's. This centre is nationally acclaimed and co-locates primary care trust members of staff, counsellors, crisis workers (14) and a team of forensic physicians (20) – all funded by GMP. They provide a multi-agency professional response to all victims of domestic violence and child abuse, including those who self-refer but wish to remain anonymous from the police. Even if the victim is anonymous, the opportunity is taken to capture intelligence in respect of the type of offence.

Work in Progress

- The force is considering the inclusion of quality of service issues in its performance management process, GRIP.
- The call handling service needs to be improved and is currently undergoing an extensive review.
- Mechanisms for keeping customers informed about progress need to become much more robust and systematic. This includes modification to relevant IT systems. Improvement in this area is incorporated into VCOP and NQSC implementation plans. The flow of information back to victims will be improved by enhancements to crime recording processes, including changes to ICT systems which came online in July 2006. Improvements are in the form of additional recording standards and the ability to then monitor and audit the flow of information to victims.
- The force is not able to evidence delivery on the Victims' Code standards but this will be addressed during implementation of the Victims' Code of Practice and the national QoS.
- The Police Authority view is that quality of service is about public perceptions. The force had to invest in resources to achieve successes at level 2; this effort is largely invisible to the public, but it is a significant issue for delivering quality of service. A similar situation exists with the LCJB and GMAC, in that the force represents the public interface and public perceptions are based on this fact. This sharpens the focus on the Police Authority role to develop effective consultation around neighbourhood policing linked to a community engagement strategy.

Areas for Improvement

- Accessibility of policing services is delivered via a number of succinct strategies which are then co-ordinated at strategic board level. The need to co-ordinate these strategies more closely has been recognised and action commenced to ensure this.
- User satisfaction levels need to improve in order to achieve and exceed those of the MSF group. The force needs to address differences in satisfaction levels, for example between victims of different incidents, and between white and BME users.

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- A £14 million deficit in this year's budget will result in the very pragmatic implementation of the national QoSC, for example, unlike other forces, GMP has no plans to purchase a specialist customer relationship management system.
- There may be further scope to involve partners effectively in providing services and increasing accessibility.
- GMP needs to become more systematic to ensure that, where appropriate, opportunities to improve services are not missed. Production of the professional standards control strategy and creation of the tactical tasking and co-ordination group will enable this to happen. The force has set local service standards above and beyond the QoSC for the way it deals with complaints.
- There is scope to ensure that citizen focus measures feature more prominently alongside crime and detections in force and division performance reviews.
- The introduction of the SNEN is a big challenge for the force. There are ten unitary local authorities within the force area who come together to some extent under the Association of Greater Manchester Authorities (AGMA). The reaction to the SNEN among the different authorities has been variable and there is no consensus view at AGMA level. These issues are being managed by the call handling group, but early engagement is not feasible considering the environment, the logistical implications of its application across Greater Manchester, and the current stage of development of the contact management function within GMP.
- The percentage satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with respect to making contact with the police, action taken by the police, treatment by staff, and the overall service provided were all lower than the MSF average. The percentage satisfaction of victims for all four with respect to being kept informed of progress was in line with the MSF average.

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1D Professional Standards

Grade	Direction of Travel
Good	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
2	16	25	0

National Position

In view of the recent focused inspection activity of professional standards departments across the country, the grade allocated in the national moderation process and publication of the reports in January 2006 will be applied for the purposes of baseline assessment.

The inspections were conducted using a substantial framework of questions under EFQM4 (European Foundation for Quality Management) headings. This framework of questions was forwarded to forces in line with normal baseline methodology, requesting self-assessment and submission of relevant evidence and supporting documentation. This material was then analysed and followed by HMIC inspection teams visiting forces to carry out validation checks and supplementary interviews of key staff and stakeholders. The baseline inspection reports include recommendations as well as areas identified for improvement.

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:

http://inspectrates.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html

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2 Reducing Crime (Domain 1)

2A Volume Crime Reduction

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

National Position

Contextual Factors

The force has been making significant volume crime reductions as shown by the figures for the last two years. The rigour of the GRIP process and the replication of that force process at divisional level is a contributor to that success.

In general, the force has a good analytical ability although its quality within divisions can be inconsistent. As the senior analytical team continues to develop, the role and development of all analysts will become more professional and effective.

In the light of these successes, the force nevertheless recognises the need to consolidate previous actions with further effort in specific areas where it is currently weak and where it needs to take volume crime reduction to the next level. To that end, specific systems and processes are highlighted for review during the next 12 months, with the intention to retain the performance benefits so far accrued and to deliver enhanced performance from the organisation and positive outcomes for communities.

The force was a pilot site for the ACPO volume crime management model. The manual has been circulated to all divisions and is reflected in most of the force delivery mechanisms.

Strengths

- The force has developed the GMAC partnership business model in conjunction with its partners. At a Greater Manchester partnership level, the co-ordination of strategic leadership is implemented by the partnership business steering group, which is jointly chaired by the ACC (territorial policing and partnerships) and the lead authority for the AGMA.
- Key issues around the development of partnerships at the strategic level include the importance of evidence-based decisions, maintaining contact with the local political environment and taking the opportunity to hone skills that are important within the changing landscape. Also important is the understanding that effective partnerships are

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not so much about aligning services but about making sure that arrangements genuinely add value. To achieve this sometimes involves managing the issues on a different plane, including relinquishing sovereignty in some situations.

- The community affairs department has evolved into the DPSU reporting to the ACC (territorial policing and partnerships) and provides support and consultancy to divisions. The key areas of work are to do with GMAC and the safer neighbourhoods project. Three chief inspectors have been appointed within the DPSU with specific responsibilities to develop GMAC, engagement and performance.
- The strategic PBGs have completely replaced traditional police strategic tasking and co-ordination groups, set the priorities for the partnership, and make significant resource decisions and policy decisions. The tactical PBGs in some areas have replaced police tactical tasking and co-ordination groups, develop and manage delivery plans, direct resources, co-ordinate activity to achieve best results, monitor performance against the priorities and are accountable to the strategic PBG.
- Force and divisional commanders work closely in the setting of divisional and force targets. This was particularly so in the setting of the 2006/07 targets when all relevant force and divisional commanders met to discuss the process. The focus of the process was to move the performance of the force towards the MSF average. Force and divisional performance was then examined via iQuanta and comparisons made with other forces and divisions, and trend analysis was undertaken to assess historical performance. A scoring matrix was also developed as part of an interactive spreadsheet to provide a transparent process for commanders to see how the divisional targets were set. Feedback from divisional commanders has shown their support for this revised process and the level of engagement.
- For 2006/07, many of the force's specific key performance indicators relate to crime reduction and include domestic burglary, robberies, violence against the person and numbers of recorded hate incidents. Criminal damage is also being measured within the local policing domain. Current divisional local area agreement stretch targets are monitored at headquarters to ensure focus on force priorities.
- The force intelligence function, the OPU, produces a volume crime tactical threat assessment each month, which is disseminated to all divisions and informs both the force tasking and co-ordination group and the GRIP meeting. The force tasking and co-ordination group has serious and organised crime as its main focus, while the GRIP meeting provides the forum where volume crime issues are tasked and co-ordinated. A recent example of this has been the monitoring of divisional activity against volume crime offenders who are classed as 'wanted' and 'outstanding'. The GRIP process has allocated central operational teams to support the efforts of divisions in this regard. Operations Krypton and Falcon demonstrate the response that has been informed by scanning and analysis at force level being implemented at divisional level. Operation Falcon is an enforcement response that can be implemented on any group of three divisions at any one time. Operation Krypton is a longer-term response to a particular situation on one division and its activity includes the three elements of prevention, intelligence and enforcement, co-ordinated with partnership activity and support from the local crime and disorder reduction partnership (CDRP).
- Volume crime reduction best practices are identified in Operation Step Change, the optimum model for custody, the prolific and priority offender (PPO) strategy and the GMAC process. When poor performance has been identified, initial research will focus

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on the level of compliance with established force systems and processes, such as the initial investigation of crime through the performance analysis monitoring (PAM) database, and this detail will be presented and discussed at the GRIP meeting. If appropriate, a further inspection process will be initiated, with the division participating in a performance capability review which would investigate the issues in more depth and produce an action plan for achievement over the following six months. This action plan would be monitored and reviewed through the GRIP process. The performance review is co-ordinated by an inspectorate function within the corporate performance branch but importantly draws upon specialist contribution from areas such as the criminal justice division, the operational communications branch (OCB) and the crime audit section. Divisional commanders' meetings held monthly with the ACC (territorial policing and partnerships) consider capability and review GRIP actions around volume crime, share good practice and discuss effective implementation.

- GMAC has provided extra analysts both locally and centrally. Across Greater Manchester, GMAC strategic analysts work within the community safety teams supported by police officers in local authority liaison officer roles. Members of staff are based within local authority buildings, working closely with their CDRP colleagues as members of community safety teams. They use analytical products to influence the partnership strategies and develop partnership delivery plans to deal with shared threats.
- GMP saw reductions in offences of burglary during 2005/06.

Work in Progress

- GMP has recognised the need to further develop its ability in relation to assessment and evaluation. This will build on GMAC using the principles of the NIM with the principles now used throughout the CDRPs. For example, each CDRP now produces a GMAC strategic assessment, which informs a partnership 'opportunity strategy' and associated 'delivery plans'. Delivery plans monitor partnership activity and, in conjunction with SARA, evaluations take place on the effectiveness of the response.
- A development area within the GRIP process has been the consideration of a suitable mechanism whereby partnership activity is assessed alongside policing responses. This is of increasing importance as the introduction of local area agreements spreads across the force. The force recognises the importance of ensuring that force and divisional targets are compatible with CDRP standard targets and stretch targets associated with local area agreements.

Areas for Improvement

- GMP does not compare favourably with its MSF group in terms of volume crime levels. Acknowledging the risk associated with a slowdown of reduction rates, the force highlighted five divisions which represented the greatest threat in terms of failing to achieve required reductions in burglary and robbery. These divisions were provided with additional resources in terms of central operational teams and additional funding. This has delivered significant improvements in the burglary trend and slight improvements in the robbery trend.
- Offences of robbery and vehicle crime both increased during 2005/06, as did the total crime recorded. Data shows performance in the key crime categories of burglary,

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violent crime, robbery, vehicle crime and total crime all to be worse than the MSF average.

3 Investigating Crime (Domain 2)

3A Managing Critical Incidents and Major Crime

Grade	Direction of Travel
Excellent	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

National Position

Contextual Factors

The FMIT is able to respond to all incidents that go beyond the capability of divisions and has sufficient resources to deal with demand. Numerous cases in the last year provide examples of the excellent work carried out by the MIT. The force is continuing to develop and use preventative measures, in particular through the recent appointment of a headquarters criminal investigation department (CID) crime reduction adviser, continuing work in Xcalibre, the use of Osman warnings, witness protection work and dedicated resources in hostage and crisis negotiation.

The force has systems in place to capture, collate, analyse and disseminate information in relation to numbers, categories and trends in major incidents. The force's strategic and tactical assessments are very comprehensive and thoroughly assess the risks and threats from critical incidents and major crime to the communities within the force area.

The force is developing a corporate response to deal with critical incidents and has sufficient capacity and capability to deal with these, including those requiring a police firearms response.

Strengths

- Support from the chief officer team is strong; the previous chief officer lead is now the DCC and the previous departmental head is now the chief officer lead. It is very important that the chief officer lead is from this background. There have been more Gold group meetings than can ever be remembered, and there is chief officer awareness and strong leadership around the management of critical incidents.
- The crime department has embraced the workforce modernisation programme and the intention is to have 10% of the department as police staff. The process has been used to bring in analysts and specialist support staff to improve processes, for example CCTV exhibit co-ordination. The workforce modernisation programme is seen as a positive opportunity to increase capacity to do more in the future while striking a

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balance between professionalism and the flexibility provided by police officers. The FMIT has been reduced by 10% since inception, but the resources have been used to fulfil specialist needs, dealing with level 2 sex offenders and cold case reviews.

- The force recognises the need to respond to precursor events of homicide and other major crime. This is evidenced in the force control strategy, which includes objectives such as “identify prolific and priority offenders involved in the criminal use of firearms”. The force control strategy has also set actions for the MIT to conduct research into the main causes of threats to life and to examine incidents that could identify preventative opportunities.
- GMP has recognised that it did not have a corporate response to critical incidents and also that there is no national guidance. To address this, the force has written a policy document entitled *GMP approach to dealing with critical incidents: a guide for senior leaders*, which includes guidance on review. The force has been consulted by Centrex, who have recognised the guide as good practice and have used it to the form the basis of national guidance.
- The force has seen significant reductions in recorded crimes of murder and attempted murder, including those involving firearms. GMP was graded Excellent in the protective services review of 2005, but the force is not complacent and knows that it needs to move on by improving performance management.
- GMP has identified the extent of criminal networks operating in the force area, regionally, nationally and internationally. The force strategic assessment identifies threats from the drugs markets, organised criminal groups, gun crime and other life-threatening sources. Themed tactical assessments are produced to identify repeat offenders and locations, and problem areas and communities. Problem and target profiles are created for each of the identified organised crime gangs (OCGs) and these are risk-assessed using the prioritisation matrix in order to identify those causing the greatest harm to communities.
- Tactical assessments are produced on a monthly basis and strategic assessments are published every six months. The strategic assessment details threats and levels in relation to homicide, kidnapping and other serious and organised crimes. The force FIB is structured around a number of themed ‘desks’ that reflect priority areas of serious and organised criminality. Intelligence is passed from these desks to relevant units across the serious and organised crime group and the FMIT. The drivers of homicide are understood using target profiles, problem profiles, hotspots and series analysis and are generated along crime types. Information is prepared fortnightly with regard to gun crime (Xcalibre) and also through the headquarters CID tasking and co-ordination function.
- The force has well-established procedures and plans to identify and deal with high-risk and vulnerable groups; these include emerging asylum communities, victims of domestic violence, and communities where a gun culture exists. GMP adopts the national definition of critical incidents and is developing procedures to deal with and review such incidents. Part of this process has included the creation of the ‘night Silver’ role across the force, a special procedures death policy and community impact assessments. Divisions have a framework of IAGs used to inform the decision-making process when considering the status of murder investigations, for example moving from

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an active to inactive phase. The FMIT uses divisional IAGs in support of the investigation and community impact assessment processes.

- Headquarters CID now has an IAG, which is a new concept. There is a broad representation on this group both in terms of minorities and professional backgrounds. The group benefits the department around the development of policy and strategy and assessing impact. The department has had positive experiences from this situation and there have been big benefits in terms of confidence to take things forward, and the department is looking to promote the IAG to extend its influence into more areas of the business. The intention is to overlay a performance-management framework to assess roles and the use of opportunities. When IAGs were established, no vetting processes were put in place. This has now been reviewed and the CID IAG will now be vetted, to increase the number of opportunities for their involvement in situations. Members of the IAG have responded positively to this situation.
- The network of IAGs within the force is extensive and the divisional commanders can key into these and community leaders straight away when required, particularly in the inner city where the number of incidents is high. Pre-implementation consultation of community leaders takes place before a Gold group is brought together. Community leaders are proactively involved to ensure effective channels for community consultation. A consequence management cell is put in place to establish effective communication with communities before action is taken. Community impact assessments are led by senior investigating officers (SIOs) on murders and critical incidents. This provides the opportunities for divisional commanders to go straight to the IAGs and community leaders and develop effective media and communication strategies around these incidents.
- IAGs are consulted widely and are currently involved in the Metropolitan division, to discuss firearms and less lethal options. They are also consulted in relation to pre-planned operations, both before and after events.
- The force recognises that the key to effective critical incident management is to come to terms with the different cultures involved in a situation, and that it is important to look at the skills, experience and cultures available within the organisation as well as seeking external advice.
- The FMIT has adapted. When it was introduced, it was a new concept but it has now settled on a fixed syndicate system with eight dedicated syndicates. The business plan is about improving quality. An investigative support unit is being introduced at the centre, with tier 5 advisers in post and resources dedicated to continuous professional development in conjunction with professionalising the investigative process (PIP). This new infrastructure is aimed at continuous quality improvement.
- A disclosure working group has been set up and support on disclosure is provided to syndicates during the first few weeks of an investigation and again at key moments right up until appearances at court. This is one of the functions of the investigative support unit.
- The department is employing investigative assistants with administrative ability and this will require the syndicates to manage things in a different way. Each syndicate has a notional budget and SIOs are more business-like as a result. The department was massively over-budget and the cost of telecommunications and forensic products had a big part to play in this situation. Budget control has made processes much more

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intelligence-led when purchasing products. The investigative support unit will be the conduit to the experts in future and this will also help to apply budget controls.

- The headquarters CID structure demonstrates the capability of GMP to commit standing resources. The force has significant resources dedicated to the investigation of homicide, gun crime, public protection and other serious and organised crime. The serious and organised crime group is dedicated to the investigation of level 2 criminality, including economic crime, drugs, organised crime and gun crime; there is an armed crime unit dedicated to gun crime.
- The MIT works a shift system and is available until 11:00pm each evening. This improves the 'golden hour' capability, providing an early intensive intervention which has big advantages. This improves the department's ability to provide a better service to divisions, leaving them with a much better package and a manageable prosecution. High detection rates are due to the critical mass of specialist effort deployable very quickly.
- The MIT lead is at detective superintendent level and the top band of PIP. Processes are clearly understood in order that people in divisions dealing with category C homicide will see exactly where they are on the pathway of SIO development.
- The force categorises homicides according to the A, B or C categorisation. The MIT is responsible for the investigation of all category A and B homicides as well as some category C homicides. The MIT has developed an intelligence cell on each syndicate in line with the recommendations of major incident room standardised administrative procedures (MIRSAP) and the Bichard report. These comprise a dedicated detective and major crime analyst. GMP's good practice in major crime analysis has been recognised nationally in the recently published major incident analysis manual, which contained significant contributions by the force.
- In July 2006 the first meeting took place of the GMP homicide reduction group. The intention is to create a more dynamic peer group process for cross-fertilisation between SIOs, thus spreading experience, supporting decision making and creating a challenging environment. The force is looking at the reality of the career detective and looking at the pathways.
- GMP has in place robust systems and processes to respond to unexplained deaths in communities and institutions. The force has developed a special procedure death policy and has appointed an experienced SIO to lead a review of the policy. The force continues to conduct investigations in line with national guidance for the investigation of deaths within healthcare settings (Operation Exponent). Similarly, joint investigations are carried out with the Health and Safety Executive.
- The MIT has a management information unit that tracks all suspicious deaths within Greater Manchester. The unit compiles a daily summary, used for decision-making purposes at command level. This daily scanning identifies potential homicide investigations and ensures an appropriate response. The head of CID is the North West representative on the national homicide working group, which leads on development of policy and procedures.
- GMP links into and makes extensive use of all available support services and specialist intelligence systems nationally and internationally. During 2005/06 the MIT has consulted and deployed approximately 40 specialists from agencies such as the

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National Crime and Operations Faculty (NCOF) – behavioural and geographic advisers in Operation Futon and a national search adviser in Operation Maida, the CATCHEM database (Pilkington-Smith), the Metropolitan Police cultural and communities resource unit (Shaheen), an injuries database (Tullet), and geologists (Operation Pepin). In addition, Operation Advance has made extensive use of, and contributed to the development of, forensic techniques particularly in relation to familial DNA.

- GMP benefits on the return to force of an NCOF adviser who has provided specialist advice, support and contact to SIOs across the force on a variety of major and serious crime, for example homicide, aggravated burglary, and rape. The person provides regular updates to the NCOF on good practice and developments within GMP and conversely ensures that GMP is kept updated of developments both nationally and internationally.
- GMP is developing its own database through diversity command, identifying the life skills and specialisms of staff, which has already proved to have significant benefits for investigations.
- GMP has a dedicated major crime review unit, which has identified, during the last five years, over 800 recommendations linked to the investigation of major crime. The force has incorporated part 8 reviews into the major crime review panel process. In addition, the FMIT has a policy and procedures group that is responsible for the highlighting and dissemination of good and weak practice. The policy and procedures group meets quarterly and consists of SIOs, HOLMES (Home Office Large Major Enquiry System) major incident room staff, HOLMES training, crime training and members of the major crime review unit.
- The FMIT work is governed by way of a service level agreement (SLA) with divisions, which has recently been reviewed. The new SLA provides clear criteria for undertaking investigations. The FMIT has also developed review processes to support the SIO, including the investigative assessment, which objectively assesses the scale, complexity and impact of any investigation and allows for decisions regarding SIO and level of resourcing to be ratified by the ACC (crime). The investigative risk-assessment process has become more sophisticated and provides more flexibility in decisions on supporting divisions. The risk assessment is very important in identifying and managing critical incidents overlain by the harm matrix. This has been accepted as good practice nationally and has been incorporated into MIRSAP. The review process also includes HOLMES 2 account reviews, self-inspection reports and organisational reviews. These inform and support the SIO and aid the sharing of good practice.
- The force is learning from its mistakes. When the FMIT was originally formed, the cord was cut between detective superintendents and the detective chief inspectors in divisions. This was a mistake as detective chief inspectors still need support. Detective superintendents are now aligned to divisions to assist in professional development, supporting and extending the PIP, and reducing the vulnerability of detective chief inspectors.
- The force has formed an investigative development unit within headquarters CID to further enhance the dissemination and provision of best practice and to provide an advisory role to those involved in major crime investigation. There is a programme of MIT briefing days and specialist training days (terrorism, kidnap and disaster victim identification). SIOs have continuous professional development training within force and attend and contribute to the national SIO conference. These systems have enabled the

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force to identify key issues and assist in contingency planning for major incidents (Operation Charger).

- In addition, the force has recently revised planning guidance, which gives structured advice and comprehensively covers the issues of briefing and debriefing.
- The force has developed planning and financial processes and meets the predictable demands placed on it, for example business continuity management, medium-term financial forecasting, workforce planning, devolution of resources, training needs analysis, skills profiling and training evaluation. These are in place to ensure that the force has a workforce fit for purpose.
- The force has a dedicated detective chief inspector assigned as project manager for the implementation of PIP. All detective superintendents (SIOs) are accredited at level 3 PIP, with MIT and divisional detective chief inspectors working towards achieving level 3 accreditation.
- GMP has a dedicated cold case review unit which has two investigative themes: Operation Genesis – historical undetected homicides, and Operation Advance – historical undetected sexual offences. All undetected homicides are now detailed on the MIT case tracker system under Operation Genesis and work complies with MIRSAP. The cold case review unit is involved in the decision-making process to move a case to an inactive phase, along with the major crime review unit, the IAG and the ACC (crime). The assessment stages involve collaboration with the Forensic Science Service (FSS), the National Centre for Policing Excellence (NCPE), behavioural investigative advisers and the serious crime analysis section.
- The force has adopted the VLI as a common partnership tool to identify disproportionate victimisation, criminality, fear of crime, public perception and community tension. The VLI is used in analysis throughout the force strategic assessment. The assessment also considers how the VLI can be used with other data sets, such as the distribution of the housing of asylum seekers across the force area, to assist in the monitoring of community tensions.
- GMAC provides inter-agency intelligence sharing through the dedicated GMAC data hub; this includes established data exchange protocols and schedules.
- At force level, GMP has an organisational intelligence group that is chaired by the DCC. The organisational intelligence group meets quarterly to assess risks and potential threats to the force. GMP recognises that the failure to manage organisational risk and threats effectively and economically can have direct resource implications on cost and performance and can also result in significant losses being incurred due to disruption of services, staff absences, adverse publicity and loss of public confidence.
- The Regulation of Investigatory Powers Act section is subject to scrutiny from outside agencies such as the Office of the Surveillance Commissioners and the Interception of Telecommunications Commissioners. The Regulation of Investigatory Powers Act section, based within headquarters CID, has quality assurance responsibility to ensure that all matters relating to surveillance and covert human intelligence sources (CHIS) are adhered to at divisional level. The section provides divisional inspection reports for the attention of the head of CID. GMP has a detective superintendent authorising officer for all issues relating to CHIS.

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- Life-threatening crime and gun crime decreased during 2005/06, but they remain above the MSF average.
- The number of offences of murder, attempted murder and blackmail all decreased during 2005/06. Offences of attempted murder and blackmail are below the MSF average.
- The percentage of offences detected in respect of murder, attempted murder, rape and blackmail all increased during 2005/06 and was above the MSF average.

Work in Progress

- The FMIT continues to strive for excellence in relation to major crime investigation and is leading on several areas, which will improve performance: PIP, disclosure working group and the investigative support unit.
- The force is developing a corporate response to deal with critical incidents and has sufficient capacity and capability to deal with these, including those requiring a police firearms response.
- The proposed introduction of a kidnap room and the presence of a hostage and crisis negotiation unit further demonstrate the force's awareness of the need to respond to precursor events to homicide and other major incidents.
- The headquarters CID crime reduction adviser will work closely with the MIT to formulate and enhance suppressive and preventative tactics in the area of major crime.
- The FMIT and divisional detective chief inspectors are working towards achieving level 3 PIP accreditation.
- The force is currently revising the community impact assessment template, with the new template to be introduced with the force's critical incident policy. The force is also considering implementing a mechanism to share good practice through data storage of the information on completed community impact assessments.
- The FMIT is developing an intelligence cell for each syndicate in line with recommendations from MIRSAP and the Bichard report. Each syndicate will have an intelligence researcher to promote continuous intelligence development, ensuring a continuous feed into the intelligence systems. This is a performance-managed environment where the flow of intelligence is properly managed at all levels, strengthening the FIB as a genuine intelligence repository for the force.
- The support to SIOs and investigations is being enhanced with the formation of an investigative development unit within headquarters CID, which includes a tier 5 interview adviser and family liaison officer co-ordinator.
- A communications co-ordinator has been appointed within the crime department, looking to develop an internal communications strategy to bind more closely together all of the elements of headquarters CID business. Also on the agenda is to use this role to strengthen links with the corporate communications department which manages all aspects of external communications. The corporate communications department is always represented at Gold group level and is effective in the management of large-

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scale media interest. The communications co-ordinator will improve the department's ability to have a strategic overview.

Areas for Improvement

- Operation Charger, the GMP contingency planning for the force response to a terrorist incident of the scale of the London bombings on 7 July 2005, has highlighted a number of areas which will impact on GMP's capacity to respond. By identifying these areas at this stage, work is under way to create plans to address the issues, for example CCTV; exhibit storage and management; witness, suspect and victim management; disaster victim identification issues, etc.
- The force is revising its level 2 performance indicators in an attempt to enhance the trend identification around homicides of different types.
- GMP is developing its own database through diversity command, identifying the life skills and specialisms of staff, which has already proved to have significant benefits for investigations.
- The force is currently considering its capability in disaster victim identification and serious incident management in the event of a mass-casualty event.
- GMP is developing its business continuity management capacity.
- There is an initiative, driven by the serious and organised crime unit, to use a secure fibre optic network to link Gold control to local authority CCTV systems and other commercial CCTV systems, such as at the Trafford Centre, for the management of serious incidents. It is hoped to develop this further by linking all CCTV systems in the GMP area with automatic number plate recognition (ANPR) to provide a 'ring of steel type' structure.
- The number of offences of rape, abduction and kidnap all increased during 2005/06 and are above the MSF average, as are the offences of murder and kidnap.

GOOD PRACTICE

TITLE: FMIT - Force Major Incident Team
PROBLEM: The GMP Major Incident Team leads the force response in relation to all murder and major incident investigations. This dedicated facility has greatly enhanced the quality of a highly skilled and dynamic early response to these major crime investigations.

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SOLUTION:

The high level of skill and professionalism within the M.I.T. has been further developed and augmented by the move, over the last 18 months, to a 'Team' structure. The result has been the formation of vibrant syndicates carrying more than one investigation, often at various stages and who are multi-tasked. To ensure a high standard of consistency and compliance with policy and procedures, each 'team' has a fixed MIR element comprising Office Manager, Receiver, Action Manager, Reader and Exhibits. This is being further expanded to include a Research/ Intelligence Officer. The current structure has in itself brought challenges, but by pushing the boundaries, investing in, and building on, the expertise and experience of the dedicated teams the result has been a highly skilled major crime investigation response.

The M.I.T. has sought to develop further and is now expanding into the areas of witness and suspect management. This is already paying dividends, not least in the manner in which a number of Cat.A murder investigations have recently been brought to conclusion.

The M.I.T. investigate all Category A and B murders within GMP and provide investigative support at an early stage to all homicide investigations. The creation of the M.I.T. has enabled BCU Commanders to concentrate their resources on volume crime and day to day policing priorities in the knowledge that their resources will not be abstracted to undertake lengthy and protracted murder investigations. On only one occasion since its formation has it been necessary to impose on a BCU for support in an investigation. In addition the structure, expertise and working practices of the M.I.T. have meant that they are able to provide a speedy and dynamic investigative response to assist Commanders in the effective and early detection and resolution of a large number of homicide and major crime investigations. On 74 occasions in the last 12 months the M.I.T. have assisted BCUs in such investigations with various levels of support and resources.

OUTCOME(S): The effectiveness and efficiency of the multi-tasked team approach is further reflected in the current murder detection rate, which is at 111%, and by the level and quality of risk management taken by the SIOs, and supported by ACC Crime Operations

FORCE CONTACT: Acting Ch Supt Steve Heywood, CID

3B Tackling Serious and Organised Criminality

Grade	Direction of Travel
Excellent	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
7	21	13	2

National Position

Contextual Factors

The force has significant capability to address level 2 criminality and this is recognised in the HMIC protective services assessment review.

GMP has systematically identified the extent of serious and organised criminal networks operating in local, regional, national and international dimensions. The force has numerous examples of successful operations targeted against serious and organised criminality and continues to target those committing the most harm to the communities of Greater Manchester.

GMP is able to draw upon the full range of specialist assets and resources necessary to effectively tackle serious and organised crime and has 10% of overall force strength dedicated to level 2 crime. The GMP headquarters CID ensures that divisions are able to stay focused on day-to-day policing.

Growth in the armed crime unit and the economic crime unit has resulted in reductions in these crime types, and the value of cash and assets seized and confiscated from criminals is among the highest nationally. The force has recognised the need to drive change at national level by influencing the development of future legislation.

Strengths

- GMP has systematically identified the extent of criminal networks. Problem and target profiles are created for each identified OCG. The force has identified 340 OCGs and has devised a prioritisation matrix to ensure effective deployment of proactive resources against the potential impact in five areas of risk and the likelihood of the offence occurring or re-occurring. This is an effective model that has been subject to NCPE and HMIC interest. The five areas of risk are: injury, fear, extent of criminality, force reputation and impact on performance. The model gives an indication (score) as to the severity and scope of a problem. The combined score for the factors is subjected to a multiplier, which is based on the likelihood of occurrence, and the final score is compared against a risk level scale to determine the recommended action. The matrix has been designed to provide a mechanism to discriminate between potential threats,

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particularly for when there is potential conflict regarding the allocation of resources within the constraints of availability.

- The force identifies priority areas for growth in relation to tackling serious and organised criminality and has developed a new confidential unit, a dedicated kidnap room, a level 2 sexual offences unit, an investigative development unit and a level 2 crime reduction function.
- The FIB scans and analyses data, creating monthly tactical assessments for serious and organised crime which emphasise: serious and serial sexual offences and pentameter target profiles (Operation Talon); gun crime (Xcalibre); class A drugs; commercial and cash in transit robberies; economic crime; football violence; homicide; kidnap and extortion; organised immigration and OCGs. The tactical assessment feeds into the force strategic assessment and informs the direction of the force control strategy.
- Analysis and research found there to be a significant number of OCGs operating within the GMP area. These are prioritised into bands for targeting as directed by the force tasking and co-ordination group. An example is Xcalibre: GMP identifies precursors to criminal activity from intelligence generated by high-profile operations, for example Operation Numeral. The application of the prioritisation matrix to individuals on the Xcalibre subject list highlights potential OCG activity on a cross-border level and association of individuals with particular OCGs. The Xcalibre subject and actionable intelligence lists provide up-to-date intelligence on OCG members. The profiling of individuals suspected of involvement in the international importation of firearms led to operations involving several countries, for example Operation Carbon. Similar examples can be found in Class A drugs enforcement and OCG investigations, for example Operation Tobias.
- GMP has a dynamic approach to serious and organised crime and proactively disrupts, dismantles and brings criminal networks to justice. GMP dedicates 10% of its resources to serious and organised crime. Strategic and monthly tactical assessments report on OCGs, and resources are allocated on a flexible basis via the force tasking and co-ordination group (T&CG) and V department T&CG (headquarters CID tasking process) to enable the effective and proactive investigation of OCGs. The development of a headquarters CID resource centre has allowed an increase in deployments appropriate to the particular OCG.
- The serious and organised crime units are organised into five strands reporting to level 2 force tasking, those strands being public protection, drugs, gun crime, economic crime and organised crime. Intelligence underpins activity. The FIB is organised to reflect strategies and objectives and there is a clear link between intelligence products, level 2 NIM and the activities of the serious and organised crime unit. Counter terrorism, trafficking and sexual exploitation issues also form part of the level 2 T&CG. The ability to deal with sexual offences at level 2 is much better. The ability to identify significant incidents at an early stage and then escalate them has improved. The divisional investigative assessment process helps identify risk more clearly. Operational units being linked to the intelligence desks has improved communications and the profile of those operational units within divisions.
- The surveillance capability of the force consists of three surveillance units, which can be bid for by divisions at level 2 tasking, and a surveillance capability within the drugs

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unit. Divisions have static surveillance capability; mobile surveillance is only available from central teams.

- Partnership working has been successful in the application of the Xcalibre prevention, intelligence and enforcement strategy, with the Manchester multi-agency gang strategy implementing 'communication through education'. Operations Liaison and Baltic demonstrate successful partnership working with the banking and security industry, which has led to a reduction in OCG activity through focused targeting and resource allocation. There are further examples of strong initiatives for drug crime and gun crime, including Operation Cedar, a comprehensive operation undertaken from level 1 drug crime through to level 3 crime involving divisional and headquarters staff and multi-agency liaison and co-operation.
- The force is making a commitment to the Serious Organised Crime Agency (SOCA) and there is an expectation that this will lead to significant support from that organisation relating to joint level 3 operations. Examples were given of strong inter-force operations in relation to drugs, gun crime and robberies and these included effective relationships with other agencies such as HM Revenue and Customs.
- The development of divisional, departmental and force IAGs has provided a conduit through which localised police activity can affect the activities of level 2 criminality and assists in a consultation forum through which community impact may be assessed.
- Dedicated resources within the witness protection unit enhance risk-assessment policies including Osman warnings. Partnerships within the justice system have seen the creation of new positions across the force that specialise in witness care. Force policy records and directs how Osman warnings are used. The policy is widely understood by all divisions and operational departments and is used when appropriate.
- GMP has undertaken a significant number of successful joint operations identified as a priority for Greater Manchester and the region – 18 operations were conducted jointly with the National Crime Squad, HM Revenue and Customs or the security services during 2005/06.
- The serious and organised crime group's economic crime section has seconded four officers to the regional asset recovery team to support a wider network of prosecution and disruption of organised crime. Projects Baltic, Liaison and Augusta and the MAPPA (multi-agency public protection arrangements) support unit are joint and co-located operations (partnerships between GMP and the banking security industry, social services, NSPCC and probation services); all were unique and became recognised as best practice regionally and nationally. At the conclusion of the calendar phases of these operations, their effectiveness is reviewed and, where appropriate, re-authorised by the force T&CG.
- The crime training unit continues to create tailored training to meet the needs of organised crime investigation, for example the provision of an SIO course for kidnap and extortion using its own immersion training suite (Hydra). Headquarters CID has appointed its own divisional training officer to meet identified training needs.
- GMP continues to develop long-term evidence and intelligence structures to support investigations where witnesses or precursor intelligence are difficult to obtain. This development is conducted in conjunction with local and national technical support units and SOCA.

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- The force was set a target of achieving £3.1 million in confiscations and forfeitures, which was achieved well ahead of schedule. There are numerous examples at levels 1, 2 and 3 of GMP's determination to attack criminal wealth, and Proceeds of Crime Act 2002 investigations are now seen as routine business. GMP continues to obtain more confiscation orders per financial investigator than any other force and is developing an ICT-based reporting package to assist in capturing all available confiscation opportunities.
- Trafficking in controlled drugs fell during 2005/06 and is now in line with the MSF average. Violent crime saw a slight reduction.

Work in Progress

- At force level, the OPU has recently been realigned to the head of intelligence and, in conjunction with the FIB, will provide the intelligence capability of the force at level 2. The OPU will service the level 2 T&CG and the five proactive units. The force is in the process of procuring new intelligence systems.
- A review of performance indicators is under way; the intention is to further shift the focus to outcomes, for example the OCG prioritisation matrix will be used to report on the number of OCGs identified and disrupted that are causing the greatest harm to communities, thereby identifying both performance and gaps. There is clear direction from the Chief Constable about performance in branches and, in particular, operational branches. Performance management in this environment is seen to be very important.
- The force is developing a dedicated covert suite for its response to kidnap and extortion, with identified specialist training being delivered to enhance the force capability to respond to this offence. More training is required around the terminology, principles and the change in priority influenced by SOCA.
- The force has begun training an additional 12 financial investigators to be based on divisions. This will set standards in line with the HMIC thematic inspection, *Payback Time*, and meet the subsequent suggested template for the structure of financial investigation within the force.

Areas for Improvement

- Consideration is to be given to legislation change in line with special measures.
- The investigation section of Operation Talon (investigates serious and serial sexual offences and people trafficking for sexual exploitation) is creating a new suite of indicators to manage performance.
- People trafficking and sexual exploitation is an area where the force has run distinct operations following risk assessments and it is an area where the force feels development may be required in the future. Work is being undertaken to identify true attrition rates for rape through research within St Mary's victim support centre. Once all of the factors leading to attrition are established and analysed, an action plan will be developed through the multi-agency attrition rate review team.
- GMP is currently developing long-term evidence and intelligence structures to support investigations where witnesses or precursor intelligence are difficult to obtain.

3C Volume Crime Investigation

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	20	16	4

National Position

Contextual Factors

GMP has undertaken a programme of remedial action to address the previous grading of Poor in volume crime investigation. Volume crime investigation features as a standing item at the monthly GRIP meeting which intrusively holds divisional commanders to account for the performance of their divisions. GMP has the full range of necessary resources to draw upon for effective volume crime investigation and has rolled out the PIP project across the force.

Strengths

- Volume crime investigation is subject to rigorous performance management through the force GRIP process. Divisional commanders are held to account for volume crime investigation in their locality and are given actions to address issues, which are then reported back to the Chief Constable.
- Each division has a nominated senior officer as a robbery and burglary champion.
- The force has a dedicated PIP implementation manager who has set up a regional forum to share good practice and address potential areas for concern.
- The force has a 24/7 dedicated crime input unit to ensure the effective receipt and recording of crime reports. The force also has a headquarters crime audit unit that oversees and ensures compliance with the NCRS and Home Office Counting Rules.
- The GMP crime strategy revolves around the use of the NIM. At divisional level, the use of strategic and tactical threat assessments, together with problem and target profiles, enables the identification of issues of local importance. The tasking and co-ordination process then provides the opportunity to develop local approaches to address problems.
- Force and divisional commanders work closely in the setting of divisional and force targets. This was particularly so in the setting of the 2006/07 targets when all relevant force and divisional commanders met to discuss the process. The focus was to move

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the performance of the force towards the MSF average. Force and divisional performance was then examined in comparison with other forces and BCUs (divisions), using the iQuanta system, and trend analysis was undertaken to assess historical performance. A scoring matrix was developed as part of an interactive spreadsheet to provide a transparent process for commanders to see how the divisional targets were set. Feedback from divisional commanders has been positive about this revised process and the level of engagement.

- Divisional tactical T&CG meetings focus on crime-series investigations, hotspots and targeting offenders. Problem owners are identified and held accountable, and analysis is commissioned to monitor progress. The T&CG ensures effective deployment of staff to investigations to ensure that all enquiry lines are pursued. The process is managed using the SARA problem-solving model.
- A central force OPU has been established to more effectively manage the deployment of level 2 resources. Force T&CG structures have been reviewed and sit between each GRIP event. The force T&CG focuses on serious and organised criminality while the GRIP meeting focuses on volume crime. Operations Liaison, Falcon and Krypton are examples of force tasking and co-ordination interventions which have directed and supported the deployment of resources to divisions in response to local priorities. All three operations have impacted on performance at levels 1 and 2. Krypton is a good example of a medium to long-term problem-solving approach whereby the criminality of groups is addressed in the short term with enforcement operations, but there is a significant partnership element to address the deep-rooted community issues.
- GMP has made a significant investment in expanding its ANPR capability using force resources and Spending Review 2004 funding. Since the introduction of the seizure powers in GMP (November 2005), over 1,000 uninsured vehicles have been removed from the roads. The operations are run in conjunction with partner agencies including the Vehicle and Operator Services Agency (VOSA), the Driver and Vehicle Licensing Agency (DVLA), HM Revenue and Customs, the Immigration and Nationality Directorate, and Drakes, a private enforcement agency which acts on behalf of the courts in relation to non-paid fines.
- The PAM database has been in place for two years. All robbery and burglary initial investigation packs are entered and of these there are a dip sample audited by supervisors. Any scores below 80% of the published criteria are subject to feedback. Every sergeant on division is required to evaluate at least one interview per month and enter the result on the PAM database. Any interviewer scoring less than 80% on the published criteria is subject to an action plan. Of those interview evaluations entered on the database there is a dip sample audited by inspectors each month to quality-check the assessment.
- The percentage of offences detected in respect of domestic burglary, violent crime, robbery, vehicle crime, racially or religiously aggravated offences, and total crime all increased during 2005/06. Violent crime and racially or religiously aggravated offences were above the MSF average.
- The Audit Commission review of crime-recording data assessed the force as Good for both management arrangements and data.
- The percentage of notifiable offences resulting in sanction detection also increased during 2005/06, but it remained lower than the MSF average.

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Work in Progress

- The force-wide investigative capacity project is now complete and the recommendations include the identification of training needs for operational superintendents and investigators when transferring to crime operation posts. The force has a nominated lead for the implementation of the ACPO/NCPE investigative interviewing strategy and work is in progress to align the strategy to the PIP implementation programme.
- From February 2006 there has been an acceleration of PIP level 1 accreditation. The revised performance capability review process focuses on those elements of activity that pose the greater threats. Interview skills and initial investigative capability are dealt with in this way. Crime training, as from May 2006, will provide foundation training to all new police officer entrants to the organisation.
- A document entitled *The standard for crime investigation* has been drafted and sets out the criteria for crime recording and investigation, including crime-screening processes. The document will provide flexibility for divisional commanders to set policies and processes to develop their local priorities. A strategy for the implementation and maintenance of the standard for crime investigation has been developed. This will then be used alongside the NCPE-produced core investigative doctrine as the reference point for investigative issues.
- The force has good systems in place to audit and monitor the investigative process but recognises that more work is required to obtain maximum benefits. Work is in progress to provide a consistent and auditable evaluation and assessment process by use of database and portfolios to ensure PIP compliance.
- A new crime investigation system is under development as part of the force operational information infrastructure, OPUS, which will improve the screening, management and investigation of crimes.

Areas for Improvement

- The force is focusing efforts to move performance towards the MSF average in relation to volume crime investigation.
- To unlock the benefits of ANPR into delivering intelligence-led policing, the force intends to bring the back-office function version 2 (BOF2) on stream and to exploit the information from ANPR and overlay it onto other information and intelligence. Spending Review 2004 funding has been used to fund the hardware platform for BOF2, which will be integrated into the force IT network.
- The force recognises that ANPR could provide a valuable tool to support the force's tactical vehicle crime unit (TVCU) and it is planned that the unit will have the equipment installed in 2006/07.
- The HMIC audit in respect of Home Office Counting Rules gave an overall grade of Poor. The outcome of the assessment, however, refers more to both missing and sub-standard documentation, as some Excellent files were present in the sample.
- The force is not achieving its own targets in relation to burglary detections, vehicle crime detections and violence against the person detections. Detection rates for

burglary, robbery, vehicle crime and total crime remain below the MSF average.

3D Improving Forensic Performance

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
3	16	21	3

National Position

Contextual Factors

The ACC (crime) leads on forensic management and personally chairs the forensic investigation group (FIG). All divisions are represented at the FIG to ensure that the scientific services branch (SSB) delivers what is wanted, and divisions are held to account for the effective use of the evidence and intelligence. Performance information is discussed at branch and divisional levels, and best practice to deliver service improvement is spread across the force.

The SSB has a strategy and business plan that support current and future objectives. Further improvements are considered and implemented through a ‘work smarter’ group. GMP has responded to the Police Crime Standards Directorate (PCSD) report on the effective use of the National Automated Fingerprint Identification System. The force is committed to the scientific work improvement model (SWIM) and is running a Vision project to inform the SSB and force command of the likely impact of future technological changes on process and staff (types and levels).

Strengths

- The forensic process from scene attendance right through to detection is monitored within the SSB both on a force-wide and divisional basis. Compared with MSF iQuanta data, GMP shows excellent recovery and subsequent conversion rates of hits and identifications to detections. The branch has members of staff on national working groups and boards covering nearly all elements of scientific support.
- Forensic management services at the major investigation level are strong. High levels of skill and experience are available on a 24/7 basis and are well supported by the FSS.
- The force is innovative; recent examples are setting up a footwear intelligence database and designing a new style of protective scene suit, which is likely to become the national standard for all police personnel. The use of forensic resources is prioritised through tasking and co-ordination at force, divisional and branch levels.
- The forensic investigation group led by the ACC (crime) provides a further focus for obtaining best value and detections from forensic outputs; this is monitored through the

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quarterly produced headquarters figures. Divisions have identifiable leads to deal with forensic conversions both as FIG members and as single points of contact. The FIG deals mainly with volume crime, and forensic opportunities and outputs in major crime are dealt with through specific forensic strategy meetings at which representatives from CSIs and the forensic submissions unit are present.

- Divisions are consulted regarding targets set for scene visits and recovery levels and a quantitative SLA is agreed at the beginning of the financial year. This is then subsequently used as a dynamic and proactive SLA to monitor and control activity and outcomes through the rest of the year. This is done between the divisionally deployed senior CSI, the SSB management team and divisional representatives, ie superintendent operations. Quarterly meetings are held with divisional champions at the FIG. Major and serious crime liaison is conducted through bespoke forensic strategy meetings between the SIOs and relevant forensic specialists.
- Performance issues, including timeliness, are fully considered and monitored at the FIG and force GRIP meetings. In addition to the standard fingerprints, DNA and footwear evidential use issues reviewed at these, new work has recently started to evaluate other forensics in a similar way, such as timeliness and percentage conversion to detections which go beyond the Home Office requirements.
- Performance is assessed at the performance meetings where attendance rates are considered. Burglary attendance is usually in the 80% to 90% range.
- The SSB is involved in the PCSD/Lanner SWIM process which helps to further review opportunities for improvement.
- Effective mechanisms are in place for obtaining DNA from police officer recruits. GMP shows a low DNA load failure and measures are in place to reduce this level further, reviewed by an internal SSB performance quality meeting. A strategy document is linked in with annual divisional targets which are agreed with the relevant divisional commanders. Key processes are documented in force orders and training with respect to these, and other forensic awareness matters are provided at both force training school and on division.
- Internally, SSB training is managed through training and development officers and a scene house has recently been obtained to help develop this. The force is influential in national scientific support training matters, in particular revising the contents of crime scene investigation training. There is a continuing programme of civilianisation of CSI posts.
- All submissions to forensic suppliers have to be authorised via the forensic submissions unit, who assess every request for appropriateness and viability against cost. Discounts are negotiated with suppliers for continued custom. Instruction is given on the timescales for hits and identifications to be actioned, and submission timescales are monitored. The forensic submissions process has been audited by the GMPA auditors and found to be robust and appropriate. The forensic submissions unit prioritises and rationalises submission to the FSS. If a division would benefit from a submission then it will be supported but only if it adds real value. Major and serious crimes are supported by a strategic forensic meeting. There are robust systems in place to manage the £9.8 million budget for forensic investigation.

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- In addition to branch-wide quality procedures that describe audited standards, quality control systems are in place in fingerprints, DNA, forensic submissions and the footwear database. Such systems include evidential screening that provides for significant efficiencies in process management. Volume crime cases are quality-reviewed against a unique ISO policy that has been adopted by other forces. A dedicated fingerprint officer performs cold case review on major cases in conjunction with colleagues from the FMIT.
- Four divisions are piloting new powers to take footwear impressions from those detainees who have been arrested for burglary or who have a history of burglary offences and these are used to populate a footwear impressions database. This is being developed in partnership with the FSS. The database matches footprint impressions at scenes with footprint impressions of detainees. The force is monitoring whether this will increase the number of detections from 300 offences in the previous year.
- The percentage of primary detections from DNA matches/fingerprint identifications for total crime, burglary and vehicle crime are all higher or in line with the MSF average.

Work in Progress

- Currently, GMP is running a Vision Project to inform the SSB and force command of the likely impact of future technological changes on process and staff (types and levels).
- The force is researching facial identification and issues around remote capture of images.
- GMP has set up a footwear database and has entered into a partnership with the FSS, providing footwear intelligence with particular focus on burglary dwelling. The SSB is currently addressing the impact of new powers available to sample the under soles of arrestees and how this might be used to further develop its footwear database.

Areas for Improvement

- The force is lacking a consistent approach to converting hits and identifications to detections from division to division; each has its own system, which means that central monitoring is problematic. Senior CSIs and divisional commanders determine the priorities for crime scene attendance on individual divisions and these are ratified by the head of the SSB. If divisional priorities change then crime scene attendance targets will change to reflect this.
- The force has reviewed the fingerprint elimination policy, which it is hoped will lead to a better quality of fingerprint identification and improve the percentage conversion rate to detection.
- The crime scene attendance rate and recovery rates in the key crimes burglary dwelling and theft of motor vehicles need to show improvement, the latter being considerably lower than the MSF average. This is attributed to an overall resource issue within the crime scene investigation unit and does not reflect a low scene attendance figure per CSI, which is higher than the national average. Force CSIs attend 77% of burglary dwelling scenes compared with an MSF percentage of 85%, and they return a DNA hit

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rate of 51% and a primary detection rate of 53% compared with 38% in both areas for the MSF group. It is a similar performance for theft of motor vehicles.

- The force's crime scene investigation unit, though divisionally deployed, is part of the SSB. The scientific services director has produced a paper to inform chief officers of options with regard to future management of CSIs (ie centrally or divisionally managed). In addition, the numbers of CSIs deployed on each division is being reviewed.
- Lack of funding is affecting the maintenance and development of SOCRATES, the SSB work management system. The result of lack of investment in this area is failure to optimise on system capabilities, particularly joined-up intelligence and IT systems. Given that this system is being developed to support a national data set (Home Office forensic performance), there is a risk to provision of accurate and timely local and national management information.
- GMP recognises the need for an increased number of CSIs to deal with volume crime and of crime scene managers for major incidents. Funding for some posts has been obtained from the DNA expansion programme but additional posts are restricted due to shortfalls in overall funding. Historical figures show that force CSIs attend more scenes of crime per head than other forces. Lanner analysis shows this figure to be 15% higher than other SWIM analysis forces. The divisional FIG lead provides a contact point for prioritisation of workloads to help address welfare issues associated with high workloads. The forensic submissions unit is important in managing cost and demand for forensic work but is subject to restricted growth against increasing demand because of the financial position.
- SWIM analysis identified that timeliness issues could be improved and that there would be benefit in samples being transported daily from divisions.
- Changes in the processes around forensic pathology are an issue. Implementation was not well managed and the force is in communication with the Home Office over this matter.
- The percentage of total detections from DNA matches/fingerprint identifications for total crime, burglary and vehicle crime are all lower or in line with the MSF average, with the exception of fingerprint identifications for domestic burglary.

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3E Criminal Justice Processes

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	27	1

National Position

Contextual Factors

Criminal justice processes have continued to move forward during 2005/06 but it is anticipated by the force that the embedding or delivery of many of the changes, for example the introduction of prisoner processing units, evidence review units, the electronic case preparation facility, the Victims’ Code of Practice and the extension of witness care units, will take place within the next fiscal year and the full business benefits of that change will not be realised for at least 12 months.

Criminal justice reform is recognised as one of the mission-critical delivery areas for GMP, and the criminal justice division is meeting the challenges of the reform agenda through realignment of existing resources to work in a structured business benefits realisation model encompassing each key aspect of criminal justice. The process is managed through a sophisticated governance process, which has seen the creation of the criminal justice reform board, chaired by the ACC (criminal justice and diversity). The board is able to direct activity across a wide range of disciplines and enables linkages to key partner agencies. It has created a synergised way of managing criminal justice. Although the process is new and not yet evaluated, it is based on sound business principles.

The force has continued to demonstrate its commitment to criminal justice reform through directed leadership from the ACC (criminal justice and diversity) and its critical resource support for delivery on the wide range of criminal justice initiatives. In addition to developing a model for effective business benefits realisation, GMP has also been host to a number of pilots, the most notable of which is the national warrant-handling strategy and more recently the Victims’ Advocate pilot.

The work of the LCJB continues to go from strength to strength, with joint performance regimes developing effectively through the subsidiary thematic delivery groups, each of which has a partner agency chief officer lead. Established links with divisional local criminal justice groups and CDRPs have improved communications action planning and achievement of outcomes based on an agreed agenda, and has also reduced bureaucracy.

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Strengths

- The ACC (criminal justice and diversity) has responsibility for all post-arrest custody issues (including supporting IT systems such as the computerised custody system ICIS, the national strategy for police information systems (NSPIS) and the police national computer (PNC), etc), offender management, victim and witness care, and case management, and also holds the national ACPO portfolio for sentencing, disposal and enforcement. GMP was the national pilot site for warrant handling. Each territorial division and branch has a designated senior officer who holds the criminal justice champion's portfolio at local level and operates to a common agenda, as well as being the single point of contact for criminal justice reform and work with the local Crown Prosecution Service (CPS) as the local prosecution team.
- The criminal justice division has appointed a business benefits manager. There are 20 projects now running, all on a business benefits IT system and all of which tie into the national plan. The head of IT sits on the criminal justice reform programme board and anything with an IT implication is fed into the LCJB at the strategic level.
- The introduction of the business benefits realisation change management structure links together all key criminal justice processes under five broad headings: performance management; custody management; case management; victim and witness care; and offender management. These are managed and co-ordinated under the criminal justice reform programme board, which is a structured governance arrangement, chaired by the ACC (criminal justice and diversity). The board performs a monitoring, tasking and co-ordinating role in respect of each stream of work. This co-ordination allows a better understanding of the impact each area of work has on the other, thereby facilitating proactive assessments. Each area of work has a nominated lead, working group and a project manager and is co-ordinated through the criminal justice division command team.
- GMP's relationship with the legal and judicial agencies is good. The LCJB has introduced a legal and judicial forum attended by senior judiciary, the Bar and defence representatives. The forum is chaired by the ACC (criminal justice and diversity).
- The speed and effectiveness with which the force has implemented the national warrant-handling pilot is evidence of inter-agency support and the will to trial new ways of reducing offending. During the last performance year, GMP warrants execution clearly exceeded the demanding targets set and was among the best in the country. The force rewarded its warrants officers and criminal justice staff on the Metropolitan division for their good work.
- The production of a draft joint agency breach protocol to deal with offenders who fail to attend probation service appointments has been overseen by the LCJB enforcement delivery group. The probation service is working to improve protocols and processes for dealing with community penalty breach warrants. The range of work undertaken is documented in the delivery plan.
- The interface of ICIS (computerised custody) with the PNC has significantly reduced administrative burdens, and regular upgrades are made to ICIS to minimise the input demand for custody staff. The introduction of prisoner processing units presents an opportunity to alleviate administrative burdens on operational officers and release them to operational duties. Although some realignment of resources is needed, the benefits of investment are already being realised.

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- Dedicated youth justice staff work under the auspice of the criminal justice division and this has provided a single point of contact for all youth issues. On divisions offender management has been addressing youth justice issues through increased contact with youth offending teams. Single points of contact have been identified for electronic monitoring, and pilot work for the RESET project on four divisions has developed contact and knowledge of youth offending issues.
- The HMIC PNC compliance team's audit report for baseline 2005/06 graded the force as being Excellent overall. The force was last inspected by the team in June 2005 when it was graded as being Good. The force consistently achieves both targets of the code of practice. The structures within the force have remained strong since June 2005.
- The improvements in the delivery of criminal justice processes are highlighted under the following themed areas.

Partnership Working/LCJB

- The LCJB is chaired by the ACC (criminal justice and diversity).
- Diversity and equality issues are recognised and addressed within the LCJB plans and meeting structures.
- Structures and workflows within the LCJB, which have ensured appropriate delivery structures, are in place.
- All but one of the divisional local criminal justice groups are chaired by divisional commanders.
- There is a comprehensive, up-to-date and easily accessible LCJB website, which is regularly visited by the public.
- There is connectivity with GMAC and crime reduction partnerships.
- A joint agency robust performance regime is supported by accurate and timely performance data.

Internal Communications Structure

- A business benefits realisation model has been introduced for all key aspects of criminal justice reform linked to efficiency savings within the PPAF framework.
- A new governance structure has been introduced with a criminal justice reform board, chaired by the ACC (criminal justice and diversity), to oversee all key strands of criminal justice reform, supported by a set of thematic sub-groups and structured work streams.
- One of the main strengths of the new structure is the ability to identify, acknowledge and manage interdependencies of key criminal justice issues for effective and timely delivery, both within its own and partner agency planning.
- Divisional local criminal justice groups underpin the work of the LCJB and link work streams with the CDRPs.
- The LCJB and the partnership business steering group have cross-representation at county level.
- The LCJB employs a public relations officer who facilitates across agency communication.

Performance Management

- There is routine provision of comprehensive, up-to-date performance-management data from arrest to outcome, including disposal from court.
- There is a monthly 'custody update newsletter' providing practitioner advice and guidance in the ever-changing world of custody.
- Informal support is provided to divisions requiring assistance in reviewing specific areas of performance.

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- Divisional reality checks provide comprehensive feedback to commanders and to criminal justice champions on areas of good and poor performance.
- Thematic reviews have been introduced.
- There are links into the GRIP team divisional capability assessment for a more co-ordinated review process.

Case Management

- Prisoner processing units have been introduced, which initial implementation indicates will realise a number of the identified business benefits.
- A co-ordinated role out of prisoner processing units in a quality assurance framework complements the introduction of the electronic case preparation facility.
- Quality assurance (evidence review units) has been introduced into the case-build process to improve file quality and timeliness.
- There is a custody review and evidence review project, an example of the provision of landscape reform of one criminal justice area (post-arrest processes).
- Ineffective trial at magistrates' courts at 15.3% is well below the maximum of 18%.
- A criminal justice department performance bulletin is published.
- Penalty notices for disorder are used.

Offender Management

- GMP persistent young offender target (maximum 71 days on a rolling 12-month average) is 65 days, 6 days below maximum.
- In tackling outstanding warrants, GMP has, on process implementation and in process stock-flow terms, rapidly improved, achieving one of the best stock-flow ratios in the country (100 to 122).
- Review of inter-agency premium service PPO protocol has been made the subject of gap analysis, which has realised improvement in a number of areas.
- There are links between police and prison IT to identify PPOs at liberty and in custody.
- There is a new data system in place for monitoring the use of VIPER parades.
- Work with and support for youth offending teams has resulted in significant improvements in persistent young offender arrest to sentence time, now consistently under the 71-day target.

Victim and Witness Care

- The introduction of witness care units was achieved within the timescales. Despite a number of resource issues, most divisions did achieve a significant increase in attendance of witnesses at court.
- There is a planned process for the implementation of the Victims' Code of Practice.

Custody Management

- There are active and productive divisional and force custody forums linking into both the regional and national forum activity.
- There is local delivery of safe handling of prisoners (SHOP) doctrine, completion of comprehensive gap analysis and prioritisation of actions.
- There is collaboration regarding doctrine through the regional custody forums and the sharing of mutual areas of work, for example the creation of policy and partner agency protocols.

PNC

- Targets have consistently been achieved in respect of timely updates to the PNC.
- There has been increased use of the PNC as a crime-fighting tool, with over 25% increase in VODS and QUEST searches following divisional promotions.

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Work with CPS

- A strategic/divisional prosecution team structure provides an essential platform for effective police and CPS liaison and performance management.
- A co-location working group involves rationalisation of both CPS and police estates and work to identify an optimum model.
- There is involvement in police reform as representatives within the custody review and the newly formed criminal justice reform programme board.

Work in Progress

- Work is in progress between the criminal justice division, the FIB and the prison service to identify an IT solution for more effective management of PPOs in custody and at large and for the effective transfer of prisoner release data through links to the Sadian database.
- While the subject of considerable effort and work in progress with the CPS, file quality and timeliness remain an Area for Improvement. The introduction of the prisoner processing units and evidence review units is anticipated to improve matters. Work with the CPS is ongoing to try and improve on the detail provided to assess file quality and timeliness and this is being managed through the strategic prosecution team. The introduction of the new case management model is intended to bring quality and expertise into case building, and joint training with the CPS is being introduced.

Areas for Improvement

- It is recognised that the current healthcare provision in custody provided by forensic physicians has periods of weakness, especially during daytime (GP surgery) hours. The expansion of the custody nurse pilot scheme is intended to identify whether this will be a sustainable way to supplement and support the services provided by general practitioners.
- A force review of cell capacity identified that, while GMP has a sufficient number of cells, they are not located where needed. In recognition of this, the force has drafted a ten-year 'vision for custody' which identifies minimum accommodation requirements and will be used by the estates branch to produce a template for future provision. The force also uses the Lanner modelling system as a predictive tool for assessing detention demands, the impact of custody closure and for alternative site scheduling. GMP has allocated funds to ensure the provision of additional cell accommodation on the south side of the force area.
- The criminal justice division has actively promoted the use of penalty notices for disorder for the appropriate disposal of offenders, and numbers issued are increasing month on month with a pilot in Stockport division. Work is in progress in relation to ensuring that the custody process is used effectively and that all appropriate means of disposal are explored with integrity in order to minimise the time in custody.
- The provision of resources for witness care units is an issue requiring attention: force command is aware of the volume of work being undertaken by witness care officers and is supportive of proposals to increase staffing levels despite heavy financial limitations. Resource levels are a national problem and, while GMP witness care units compare favourably with other areas, there is work to do in relation to line management and career structures within the units. A system is in place for electronically referring cases

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to Victim Support within one working day. The introduction of the units, achieved in December 2005, is seeing effective monitoring of victim personal statement completion. Identification of non-compliance and local prosecution team management of such data should see a steady improvement as the units move towards achieving the full minimum requirements. Concerns were expressed by partners about the implementation of witness care units by the force. There was an acceptance that the unit in Tameside was quite good, but this was the pilot site and the quality of its implementation was not replicated across the force area. It should be recognised that performance has improved in all areas in respect of witness attendance at court.

- To cope with a 40% increase in bail as a result of the introduction of statutory charging and the increased numbers of persons returning to custody, the force needs to ensure that it is adequately managing the processes involved.
- GMP needs to maximise opportunities to obtain offences taken into consideration within the investigation process. With an annual rate of 3%, the force is below the national average. The CID has undertaken a process review and it is anticipated that the introduction of prisoner processing units will provide consistency and expertise that should improve on current performance.
- Providing members of staff for criminal justice units remains an issue for divisional commanders although consistency of process is ensured through regular meetings, which the criminal justice division holds with divisional criminal justice unit managers.
- GMP discloses victim data in accordance with legislation, policy and ACPO guidance. Victims are asked to provide consent for disclosure of personal details and this is formally recorded by placing a tick in the appropriate box on the crime report. In routine cases, once consent is given the process is designed to provide information to the Victim Support Service within 24 hours. Delays can occur in more complex cases, for example sexual offences, which are referred back to divisional OPUs for confirmation of the victim's consent prior to personal details being disclosed. The system is designed to ensure that victims have the opportunity to have their specific wishes considered. The force needs to ensure that it is satisfied that these processes are being managed effectively and in a manner that meets the needs of partner agencies working in this area.

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4 Promoting Safety (Domain 3)

4A Reducing Anti-Social Behaviour

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

National Position

Contextual Factors

The Chief Constable's Safer Streets campaign encompasses a vision to curb ASB within Greater Manchester. It incorporates the themes of local partnership and community liaison to tackle ASB, with the implementation of a range of tactical options. The ACC (territorial policing and partnerships) is the force strategic lead for ASB and also has responsibility for neighbourhood policing implementation and Respect, providing clear governance and integration of key initiatives in GMP. Leadership extends to the partnership business steering group, which is jointly chaired by the ACC (territorial policing and partnerships) and the lead authority for the AGMA. Activity in this area is managed within local partnership working arrangements framed within the GMAC business model.

The GMAC partnership business model reflects a national lead in multi-agency strategic partnership problem solving at all levels, and incorporates clear evidence of multi-agency information sharing to tackle ASB supported by data-sharing protocols. NIM level 1 and level 2 strategic assessments and control strategies are delivered through the GMAC partnership business model.

The impact of the Greater Manchester LCJB, in conjunction with the victim support and witness service and the Salford community justice initiative, has made a positive impact over the past year, with crimes in Greater Manchester being brought to justice at their fastest rate in over three years.

Divisional practice and procedure reflect the Together campaign, and are further influenced by the safer neighbourhoods project (neighbourhood policing). In divisions there are ASB lead officers and dedicated partnership Anti-Social Behaviour Order officers.

Strengths

- The development of the Chief Constable's ASB initiative, Safer Streets, provides a force-wide response to the problems caused within communities by ASB.

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- The introduction of local area agreements by 2007 further assists the pooling of financial and tactical resources. The safer neighbourhoods project is the mainstay of the force contribution towards dealing with this problem.
- Force-wide ASB trends are addressed at monthly strategic performance review (GRIP) meetings.
- Strategic leadership is provided by the Greater Manchester partnership business steering group which is jointly chaired by the ACC (territorial policing and partnerships) and the lead officer for the AGMA. At divisional level, strategic PBGs are jointly led by the divisional commander and the local authority chief executive. All divisions have a dedicated ASB lead officer who works within the PBG and CDRP framework. Strategic PBGs review ASB (or contributory elements), set appropriate strategies, and ensure that interventions are delivered through co-ordinated activities within CDRPs. The safer neighbourhood's project and local area agreements in all districts will assist this process.
- The ASB thematic working group of the Greater Manchester partnership business steering group supports key developments such as data sharing, definition, and good practice to be shared across all ten CDRPs and divisions. The structure for tackling ASB is delivered through the GMAC framework of partnerships: with data-sharing protocols, strategies reinforced by the Respect agenda, and in accordance with local issues. Partnership opportunity strategies and delivery plans include tackling ASB as a clear objective. There are generally separate local tasking groups chaired by area inspectors under the Together initiative, bringing together local issues around community safety, ASB and signal crime.
- GMAC has allowed police and partners to have an overview of ASB incidents within Greater Manchester and is a valuable resource for strategic and tactical problem-solving approaches. A key element is the use of geo-demographic and BCS data to better understand communities and, together with partners, to target the most vulnerable areas. The GMAC data hub contains police ASB incident data and data from the Greater Manchester Fire and Rescue Service and the Passenger Transport Executive, which aid a better understanding of ASB. There is a sliding scale of partnership responses, which are adopted according to the seriousness and persistence of the problem under consideration.
- ASB is an identified strategic threat under the reassuring communities theme, and features in divisional partnership opportunity strategies (control strategy) and strategic assessments. ASB issues at NIM level 1 are identified through GMAC problem profiles, and reports on ASB feature in PBG meetings for tasking of police and partnership resources. The GMAC process ensures that all intelligence is shared through information-sharing protocols and is subjected to its analytical tools.
- Safer neighbourhoods teams within the neighbourhood policing pathfinder division at Oldham hold public meetings to identify local priorities which are determined following consultation with the participants of the meetings. There is a good sign-up from the local authority to address some of the issues identified, using the SARA problem-solving model. Safer neighbourhoods team inspectors attend T&CG meetings, give an update on SARA initiatives and, if necessary, make bids for a divisional contribution towards dealing with the problems.

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- Information about public perceptions of ASB is sought through the force's citizens' panel, RSVP, and shared with GMAC partners. The next development is to include a core set of ASB public perception questions which can be included in surveys conducted by other GMAC partners, and which can be shared in a similar fashion.
- The Greater Manchester LCJB promotes a co-ordinated approach to ASB through judicial policies and practice; and the recently introduced pilot community justice initiative in Salford has already made a perceived positive impact on the local community.
- The initial police learning and development programme (IPLDP) in GMP incorporates community involvement days.
- There is a multi-agency freephone ASB hotline, introduced in several divisions during 2005/06 in conjunction with the Home Office It's Your Call campaign.
- The BCS data in respect of fear of crime shows that the percentage of the public worried about violent crime is slightly lower than the MSF average. The perception of ASB is also lower than the MSF average.

Work in Progress

- Improvements in NSIR piloted within GMP will allow a clearer picture of ASB and will enable the force performance review (GRIP) process to examine ASB in closer detail and consider appropriate targets for combating ASB.
- The GMAC partnership business model continues to evolve, and significant improvements in data sharing and strategic analysis methods are planned.
- ASB thematic groups are being established at local and conurbation levels, increasing the emphasis on joint strategic and tactical delivery plans and the co-ordination of existing partnership resources. In addition, the Safer Neighbourhoods project supports the implementation of neighbourhood policing within all divisions by 2007/08, and, together with the introduction of local area agreements in all areas by 2007, there will be further opportunities for tackling ASB.
- There are a number of media strategies in place, which are linked to current divisional ASB initiatives. The force is developing a communications strategy, which will focus on ASB and will be aimed at providing increased public reassurance by illustrating through media channels what the force is actually doing in partnership to address this problem.
- Bolton division is trialling the ASB hotline, with similar developments on two further divisions. Subject to successful outcome, the ASB hotline model will be promoted to other divisions and partners.
- An induction programme is being developed within GMP for PCSOs and, in addition, based on the experience of using a crime and disorder module to support the neighbourhood policing pathfinder project in Oldham, Centrex reports that the package will be developed and that GMP will make it available to support further implementation of neighbourhood policing and to develop the Respect agenda.

Areas for Improvement

- With the significant increase in PCSO numbers, enhanced training will be provided to support redefined roles and implementation of powers and associated procedures within safer neighbourhoods teams.

4B Protecting Vulnerable People

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
8	32	3	0

National Position

This framework replaces two frameworks used in 2005 – Reducing and Investigating Hate Crime, and Crimes against Vulnerable Victims – which covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components: domestic violence; child protection; the management of dangerous and sex offenders; and vulnerable missing persons. Hate crime is captured in framework 1A. It is therefore inappropriate to compare this framework with last year’s results; the direction of travel reflects HMIC’s judgements about changes in domestic violence and child protection, and the work that forces could evidence in the other two areas, for example that they had improved their structures, processes and resources.

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor would be unsafe.

Contextual Factors

This framework replaces two frameworks used in 2005 – Reducing and Investigating Hate Crime and Crimes Against Vulnerable Victims; these covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components – domestic violence, child protection, the management of dangerous and sex offenders, and vulnerable missing persons (hate crime is captured in framework 1A). It is therefore inappropriate to compare this framework with last year’s results; the direction of travel reflects HMIC’s judgements about changes in domestic violence and child protection and the work that forces could evidence in the other two areas, that they had, for example, improved their structures, processes and resources.

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe risk to the reputation of the force. For this reason, the grade is an overall grade that is capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves)

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recognise that at least one area merits a Poor would be unsafe. This does not mean that other areas arouse similar concern.

GMP has in place a number of dedicated units specialising in the range of disciplines required to protect vulnerable people. The force has recognised the need for a mix of central and local delivery in the provision of these services. This is reflected in the divisional child abuse investigation teams and domestic violence teams, supported and complemented by headquarters family support, an abusive images unit, a ViSOR (Violent and Sex Offenders' Register) unit, and a newly created level 2 sexual offences unit to deal with serious and serial sex offences. The force also has a dedicated missing from home co-ordinator, with single points of contact on each division.

GMP has a clear accountability framework for performance and service delivery in relation to child abuse investigations. Reduction of crimes of child abuse is a strategic priority for headquarters CID. There is a defined management structure with a single line of accountability from operational child abuse investigation teams on each division through the divisional commanders to the ACC (territorial policing and partnerships). Divisional commanders are responsible for the performance and service delivery and are held to account through the force performance review (GRIP) process. GMP has introduced a force-wide ICT system for the recording of child abuse investigations. This enables supervisors to make qualitative assessments and to monitor action and progress to ensure that procedures are adhered to and that performance is maintained. The force is developing a framework of performance indicators to more comprehensively assess performance in this area.

Strengths

- There are comprehensive internal and multi-agency arrangements for managing sexual offences, domestic violence, abusive images and child abuse investigation. Internally, the strategic tasking of protecting vulnerable people is considered through Operation Talon, which is one of the five main thrusts of the strategic-level command meeting and puts protecting vulnerable people at a high priority level.
- A best value review of public protection has been carried out, resulting in the chief officer lead for child abuse investigations and domestic violence being moved from the ACC (crime) to the ACC (territorial policing and partnerships).
- Disciplines relating to protecting vulnerable people are well resourced and form the core responsibility of members of staff specifically deployed in these areas.
- Each division has a public protection investigation unit (PPIU) headed by a detective inspector to ensure that the recommendations following the Climbié Inquiry are properly addressed. In some divisions, the core responsibility of the detective inspector is to the headquarters-based public protection unit but in others they have shared responsibilities. The supporting structures are dependent on the nature and size of the division concerned. This is not seen to be a problem because of the rigorous scrutiny of the GRIP process. In two divisions, vulnerable adults are included within the responsibilities of the public protection units.
- Following the best value review of the public protection section, an initiative has been implemented to ensure that the GMPA appropriate adult volunteer scheme is used to assist vulnerable accused adults.

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- The force has clear procedures in place for responding appropriately and promptly to reports of vulnerable missing persons. The revised missing persons policy meets the ACPO guidelines, and the OPUS computer system captures the information required to make educated risk assessments and explore tactical options. Officers are offered guidance relating to vulnerable missing persons, on both the missing persons report form and on a missing from home aide-memoire. OPUS requires automated reviews to be conducted by senior officers at specific periods during the enquiry. This is monitored by divisional single points of contact, which ensures that the division meets the force requirements relating to reviews and information.
- The public protection unit has a quarterly meeting with the ACC (territorial policing and partnerships) to address any issues of concern on domestic violence and to consider force development in this area. Two or three divisions are invited to each of these meetings. Domestic violence is an area for the GRIP performance review process where performance indicators for each division are considered and there have been themed domestic violence GRIP meetings.
- A domestic abuse performance group is led by the ACC (territorial policing and partnerships) where the strategic concerns around domestic homicides are discussed.
- A revised domestic violence policy has been published which clearly sets out the responsibility of staff in specified roles. The completion of incident logs is central to the requirements laid out in the policy. It is the supervisor's responsibility to ensure that the incident logs are completed correctly and that the most appropriate action is taken at the incident and documented on the log.
- Current statistics show the force to have exceeded its target of 70% in relation to the percentage of domestic violence incidents with a power of arrest where an arrest was made.
- Some divisions have a very positive approach towards public protection issues, with adequate levels of resources, good leadership support, the introduction of the multi agency risk assessment conferencing (MARAC) partnership framework, domestic violence courts and innovative processes to support front-line officers dealing with domestic violence.
- The force makes a major contribution to the multi-agency victim care centre at St Mary's hospital. This centre is nationally acclaimed. The staffing levels at St Mary's are 10 crisis workers, 13 female physicians and 1 nurse on call. There is a regular staff of 3 counsellors, 1 forensic nurse, 1 administration assistant and 1 researcher, all of whom work to a manager and clinical director. They provide a multi-agency professional response to all the victims of domestic violence and child abuse, including those who self-refer but wish to remain anonymous from the police. Even if the victim is anonymous, the opportunity is taken to capture intelligence in respect of the type of offence. Since December 2005, St Mary's sexual assault referral centre has extended its remit to include child victims.
- The force has created a dedicated level 2 sexual offences unit and is able to draw upon the long-established national centre of excellence, St Mary's, in relation to victim care and needs.
- At divisional level, there is a multi-agency forum on domestic violence in each of the 12 divisions. Five divisions – Bolton, Salford and Manchester (three) – have received

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domestic violence enforcement campaign funding to support development in this area and there are initial plans to set up at least one Sunflower Centre in the GMP area, which is a multi-agency project co-locating a number of partnership agencies to address domestic violence and child abuse as a one-stop shop.

- GMP has developed an information-sharing protocol with other agencies such as the Children and Family Court Advisory and Support Service, probation and social services. An SLA has also been developed with the CPS in respect of investigation, file content and timeliness of case progression.
- There is a central unit at headquarters which oversees case conferences for child abuse investigations in addition to handling serious case reviews and policy around children. There is a detective inspector and three detective sergeants dedicated to this area. There are various multi-agency working groups serviced by sergeant representatives from the central unit. Headquarters public protection managers hold a monthly meeting with divisional representatives to promulgate guidance and good practice. The monthly meeting alternates between domestic violence issues and child abuse investigation issues.
- There is an abusive images unit at headquarters which has responsibility for monitoring and addressing obscene publications, including images from the internet. Significant work has been done under the E.spy project to identify victims of these offences in order to support them through multi-agency interventions. This unit runs in partnership with the NSPCC – there are two NSPCC officers seconded to the unit.
- The chief officer lead for MAPPAs is the ACC (crime), whereas the lead for child abuse investigation and domestic violence is the ACC (territorial policing and partnerships). The profile of MAPPAs has increased within the organisation in line with a higher national profile.
- In relation to the management of sex offenders, the force has a joint strategic management board chaired jointly by the superintendent (public protection) and an assistant chief officer from the probation service. There are a number of sub-working groups reporting to the strategic board which, in turn, report through Operation Talon to chief officers.
- Centrally, there is a ViSOR unit with responsibility for managing high-risk offenders, of whom there are approximately 2,000 in the Greater Manchester area. It has been agreed that additional staff will be provided incrementally to ViSOR to ensure that there is sufficient capacity. Currently each officer is managing approximately 120 sex offenders. The force has consistently invested in MAPPAs structures by increasing levels of resources. Last year there was a growth of two members of staff in the ViSOR unit and this year there will be an increase of four members.
- There is a MAPPAs support unit co-located with the ViSOR team and this includes five probation officers and a high-risk psychologist. This ensures sharing of information and mitigates the lack of consistent agency databases. Level 2 MAPPAs issues are managed in division at detective chief inspector level. The MAPPAs support unit has had a positive impact in the sense that there is now a more consistent approach to managing the thresholds between MAPPAs levels and to applying consistent quality standards to risk assessments. The force feels that this is particularly significant with growth in demand and the implications of new legislation, with the new Sexual Offences Act bringing more offences into the MAPPAs arena. The MAPPAs support unit helps within this growing

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area to maintain the focus on the areas of higher risk and most significant consequence.

- Partners reported positively about the integration of working and the blending of working practices between agencies, particularly between the police and the probation service, which have got much better over the past four to five years and continue to improve. Co-location of ViSOR and MAPPA units is seen as very important and has broken down barriers to effective work, based on perceptions and stereotyping, which used to exist. This has had a further consequence in that the joined work has also improved between police and probation working in the field.
- MAPPA meetings take place on two levels. There are ten district boards: one for the three Manchester divisions and one each for the remaining divisions. These are attended by the partnership superintendent on divisions and report to the level 3 MAPPA meeting.
- The CPS has specialists on sexual offences in each of the 12 divisions, to help co-ordinate and progress this area of business.
- The force has a dedicated unit within headquarters CID to deal with the most serious and serial sexual offenders. This unit is linked to cold case reviews which have been undertaken within the force.
- There has been an investment in training by the force in MAPPA areas, supported by the strategic management board which works to find funding to support this activity, including from external sources. Training is very often provided jointly on a partnership basis and includes raising the awareness of operational officers within divisions, aimed particularly at raising standards of information recorded on the force incident recording system which informs the risk-assessment process. GMP is represented on a national working group which is examining MAPPA training issues.
- The percentage of domestic violence incidents with a power of arrest where an arrest was made increased during 2005/06 and is in line with the MSF average.

Work in Progress

- Performance management frameworks are not established and there are varying degrees of quality checks being undertaken in the different units. There is a belief within some units that, because their activity is not measured against performance indicators, the priority of their work is lower than that of other units and is therefore neither resourced nor recognised. There appears to be a particular problem with the level of supervision.
- The GMP delivery plan has established an objective for police and partner agencies to improve data collection on domestic violence offences. This objective will be delivered through the GMAC opportunity strategy and includes recognition by the force that additional training may be needed to inform officers of the definition of domestic violence.
- Work is being undertaken to identify true attrition rates for rape, through research within St Mary's sexual assault referral centre. Once all the factors leading to attrition are

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established and analysed, an action plan will be developed through the multi-agency attrition rate review team.

- The best value review of public protection identified the need to conduct a cultural audit on domestic violence. Following this review, a 12-point checklist has been introduced to guide operational officers investigating domestic violence incidents. However, this approach does not extend to other public protection areas.
- There is a consistent approach to the application of MAPPA across the force area for the management of sexual offenders, mainly because the ViSOR unit provides quality assurance, and the structures are laid down and are clearly understood by the whole organisation. However, the same processes are not quite as strong for the management of violent offenders. This issue has been picked up by the force. The policy and practice sub-group of the strategic management board deals with consistency issues and has instigated some work to explore this situation. Consistency across the force is regarded as being very important in these areas, to enable effective working relationships with partners.

Areas for Improvement

- The force is implementing the public protection project within a decentralised environment. It needs to ensure that the balance is right between flexible local action and the achievement of consistent corporate minimum standards for the delivery of quality services. This will enable the force to protect vulnerable people across all of the relevant areas and across all divisions, and to design and resource processes, including back-office support, that are fit for purpose across the board.
- The creation of an effective performance management regime is needed, to allow force command and divisional commanders to be aware of the scale of protecting vulnerable people issues, to balance resources, to ensure standards and to ascertain the effectiveness of their units, so as to drive up performance.
- An area of risk is the way in which incidents are recorded and processed on the incident logging system. Members of staff within the PPIU monitor command and control incidents every 24 hours and pick up where there are appropriate closure codes. There are concerns that, on occasions, closure codes are inconsistently used; this represents a risk as sometimes codes are missed for child abuse and the PPIU would not pick up on potentially dangerous situations unless contacted by the investigating officer. Even when a correct closure code is used, they often do not pick up the incidents in a timely manner because the incident is awaiting closure. These procedures absorb a significant amount of resource in an area where back-office support is an issue.
- PPIU staff raised the concern that, because the ViSOR unit manages all high-risk sex offenders at headquarters and there is little communication between the departments, their knowledge of these dangerous offenders in their areas is limited.
- ViSOR was developed as a case management tool, but the reports available from the system do not meet all of the requirements, particularly for management information. As a result, separate systems have been set up to compensate, effectively doubling the effort to achieve requirements.
- At the tactical level, operational screening is reported as being good, the areas being well sighted on the public protection issues. The extent to which the strategic level is

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sighted on the threats to the division is less clear. Strategic sighting on MAPPA issues is not complete and the facility which would allow that is not there. This has a wider significance when trying to develop the issues in partnership through the local criminal justice group in the absence of reliable information.

- Members of staff had concerns that refresher training and key training such as video interviewing is not always available in a timely manner. There is a plan to deliver structured investigative training to domestic violence officers across the force in a rolling programme. Some PPIU members of staff have had multi-agency training arranged by the domestic violence forum but this is not consistent across the force.
- Partners identified problems caused by the lack of continuity of police personnel. There was recognition that this was a problem within all large organisations, but it seemed to be more acute within the police service. This was viewed as a particularly significant issue in this type of work, as relationships in partnerships are important. Removing individuals, particularly from leadership positions, can have big consequences.
- The perception among partners is that the police service is not good at supporting people who work with vulnerable people, either as a specialist or as someone who has dealt with individual cases.
- GMP acknowledges the need to further develop a force response to people trafficking issues and child sexual exploitation incidents.

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5 Providing Assistance (Domain 4)

5A Contact Management

Grade	Direction of Travel
Poor	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

National Position

Contextual Factors

Contact management is one of the three key priorities for the force and forms part of the current performance appraisal for the Chief Constable and the ACO (resources) whose portfolio of responsibilities includes the OCB.

A joint steering group has been established between the force and the Police Authority on the future strategic direction of the OCB, which meets on a monthly basis.

The OCB now has a senior management team, which mirrors that of a division. The branch is developing a comprehensive performance management framework which is helping to drive forward performance. At the same time, the adoption of the graded response policy, the performance analysis database and the NSIR has helped raise the quality of service provided. This has been enhanced by the introduction of the tasking and co-ordination process and the completion of a strategic assessment. There has been a large increase in the volume of research and analysis undertaken within the branch in an effort to improve performance.

The current structure of communications is as follows. There are four operational communication rooms (OCRs), each of which performs call-taking and dispatch functions. In addition, there is a public assistance desk to manage subsequent enquiries such as contact from victims of crime, and a separate crime recording bureau.

Strengths

- There is a strong commitment and engagement from the Chief Constable and chief officers in respect of contact management. Responsibility for the OCB transferred in August 2005 to the ACO (resources and operational communications). At that time the branch senior management team was restructured and is now the same as that in a division. The branch has identified four key priorities for improvement: improve 999 performances; reduce call volume; maximise existing resources; and recruit to establishment.

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- The branch is involved in work around the national QoSC and the safer communities steering groups led by the ACC (territorial policing and partnerships).
- The OCB has access to the data from the citizens' panel which is used to determine information on public perceptions and expectations. The force has invested heavily in a programme of customer satisfaction surveys over the past three years. The survey is carried out three times per annum and consistently obtains about 4,200 responses from members of the public. Each division has a panel of 250 people who are surveyed, which is representative of the mix of groups within local communities. Response rates vary between groups and the force is looking to manage this more effectively on a face-to-face basis.
- In August 2005 the Chief Constable agreed new local targets for 999 call performance and call volume reduction, which rose incrementally during 2005/06. These targets are incorporated in the branch performance management framework.
- Call-handling performance is monitored via a daily performance sheet, circulated to all supervisory ranks in the branch and to the chief officer lead. The daily data covers both emergency and non-emergency calls answered within target, and call volume against locally set targets. Data is provided from the Sension call-logging software, which enables performance to be viewed on an individual basis, and aggregated to team, room and branch levels.
- The branch holds a monthly branch review focused on performance improvement, prior to the force GRIP meeting, where OCR managers account for the previous month's performance across all aspects of the business. Individually, OCR managers have monthly performance review meetings with the superintendent (operations) to discuss specific performance issues. Underpinning this process, performance meetings are held with relief supervisors and room managers.
- A T&CG process has been introduced, providing a biweekly mechanism examining past and present performance and predicting demand matched against available resources. This has created a deeper understanding of the call demand cycle, data set deficiencies and the operational blockages that make the allocation of resources to predicted demand problematic. The budget process is informed from this and is used effectively, ie over the Christmas and New Year period. The accuracy of predictive data and data sets has improved, giving clearer direction to supervisors about achieving the right level of resources for call-handling functions.
- Audit processes are in place to monitor the quality of call-handling and radio dispatch functions. OCR supervisors have a set number of audits to complete each month, which are recorded on the PAM database. This relates to incidents of burglary and street crime and covers both call-taking and radio dispatch functions. Additionally, supervisors are required to audit incidents of hate crime, repeat victimisation and domestic violence.
- GMP has engaged Vanguard Consulting to train members of staff to undertake demand analysis of incoming calls to the force. Results provide an analysis of why members of the public contact the force and what they want. As a consequence, business processes are being realigned to improve quality of service and resolve issues at first point of contact. This has allowed the branch to identify value and non-value call volume and to work with divisions to reduce persistent non-value demand.

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- The newly introduced sickness management system, using the Crawford triage system, is proving beneficial in terms of improving both long and short-term sickness within the branch as well as providing staff with professional advice on health and welfare similar to the NHS 24 service. This had been identified as an Area for Improvement, with sickness levels being at an unacceptably high level.
- Staff exit interviews are being used to design training and to inform and improve business systems.
- The OCB has a diversity action group, chaired by the branch head, which has produced a diversity action plan. The plan is subdivided into the following areas: policy development; community engagement and partnerships ensuring access to services; training, employment and HR; leadership; and communication.
- The branch has an internal communications strategy and members of staff are kept informed and their views sought in a variety of ways. Investment has been made with external consultants to work on a process involving branch staff at all levels in order to achieve improvements. There is also improved liaison with divisions through regular formal and informal meetings.
- The branch uses the services of Language Line and has a dedicated fax line and minicom textphone for deaf people.
- The branch has developed its business continuity plans and tested them in a live environment. The operational business continuity plans have been tested in the live environment, which has included the complete shutdown of two OCRs (Tameside and Leigh) and shorter-term evacuations in all four rooms. Debriefing of these incidents has identified and prioritised areas for development, and an action plan is now in place to enhance business continuity and disaster recovery.
- Information and computer technology plays a significant role within the joint GMP/GMPA call-handling project, with the IT director sitting on the steering group. The IT branch now has a dedicated project manager assigned to the OCB. Work in progress includes piloting of Symposium software to create a more efficient call distribution system for non-emergency calls.
- The branch HR manager is developing a workforce planning process. The introduction of HR, finance and analytical specialists dedicated to the branch has already provided a positive impact for the benefit of all staff and the organisation.
- The introduction of a dedicated finance manager has resulted in the budget being brought back on target against a history of massive overspend. Financial information has been linked to performance and has been used to secure funding for this year's budget. This process is being further developed to roster resources at a shift level.
- There is a process of analysis for complaints. A new database has been designed to collate all complaints and positive feedback received and it has been used to carry out root cause analysis, using the findings to improve service.
- There has been a significant improvement in 999 call performance, moving from 68% answered within 15 seconds to meeting the national call-handling standard at time of assessment.

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- There has also been improved performance at the switchboard, from 82% in the first half of the year to 91% in the latter part of 2005/06, which meets the national call-handling standard.
- There has been some improvement in non-emergency line (5050) performance in the second half of 2005/06. The strength here is in the fact that performance has not slipped and processes have been put in place to continue improvement.

Work in Progress

- The force acknowledges that the switchboard is a key part of the call-handling process. It commissioned a piece of work to identify the exact nature of call demand. This identified that 40% of the 2 million calls received are due to previous failures in the process.
- The branch has recognised that issues of staff retention are linked to developing more flexible working arrangements. It is recognised that shift patterns and current staffing levels are restrictive to developing staff and delivering refresher and new training to existing staff; investing in staff is a priority in delivering a quality service, valuing the individual and overall staff retention. Plans are in place aimed at improvement in this, but to achieve any success there needs to be investment and positive action at the earliest opportunity. The resource management unit takes responsibility for resource decisions across all four OCRs, which has made resource management more efficient and effective. The branch HR panel allows staff movements and requests for changes in working hours to be strategically managed. The HR manager is formulating a workforce plan that will detail staffing levels against authorised establishment and enable the branch to track secondments, retirement and tenure, etc, ensuring that training provision matches recruitment.
- The branch is reviewing the content of the training courses to ensure that future training meets the needs of the organisation and the individual, to ensure continuing performance improvement.
- The flow of information back to victims of crime will be improved by enhancements to crime recording processes, including changes to ICT systems which were due to come on line in July 2006. Improvements are in the form of additional recording standards and the ability to monitor and audit the flow of information to victims.

Areas for Improvement

- The configuration within the OCRs means that GMP lacks resilience in staffing levels. This is impacting on overtime spend and call-taking capacity. There are concerns regarding current staffing levels throughout the branch, which are currently running significantly below the modelled establishment. This issue is likely to be linked to the high levels of sickness. There is a recruitment process in place, but the force needs to ensure that this is taking place at a rate which can significantly impact on the business, ie to reduce overtime, provide adequate comfort breaks, and impact on sickness, morale and attrition.
- The structure for communications represents a multi-layered call-handling process. The force has carried out some demand profiling and is trying to use resources to meet peaks. There are some difficulties using staff in a multi-functional way due to grading

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difficulties and a desire that the roles should not be overcomplicated, but this is making flexibility and resilience difficult. There are further difficulties in retaining staff due to shift patterns.

- Sickness levels remain high within the branch and are above the average set by the force for both police officers and police staff. Sickness remains a high priority for the OCB. All supervisors have received sickness management training, and a rigorous stance is taken towards progressing staff through the sickness management policy. The branch is undertaking a trial using an external company to manage first reports of sickness and to triage calls and provide medical advice.
- The introduction of the SNEN is a significant challenge for GMP. There are ten unitary local authorities within the force area that come together to some extent under the AGMA. The reaction to the SNEN among the different authorities has been variable and there is not a consensus view at AGMA level. These issues are being managed by the call-handling steering group. However, early engagement is not believed to be feasible in the present environment, because of the logistical implications of its application across Manchester and the current stage of development of the contact management function within GMP.
- Customer satisfaction surveys have only recently been developed at branch level. The branch needs to ensure that the results are transmitted into positive action to improve performance.
- Staff satisfaction surveys are not in place and need to be developed in a similar fashion to customer surveys.
- The technical and physical infrastructure of the OCB is dated and it is acknowledged as being inadequate to provide staff with the tools to carry out their functions effectively. The force, in recognising this, is incorporating future requirements within the branch project.
- While it is acknowledged that there are restrictions on the location and facilities that the force can provide at this time, improvements can be made to the working environment.
- Enquiry/incident desks are in place in some divisions, with a requirement for divisional staff (inspector and sergeant level) to manage the incident queues. There are concerns with regard to incident management and accountability. Evidence was found of staff trying to service many pages of incidents. The focus of the divisions appears to be on achieving crime reduction and detection rates to the detriment of deploying resources to the live incidents. This is resulting in staff having to re-contact callers to inform them that a service cannot be provided, which results in disappointment and, in some cases, verbal abuse of staff. There needs to be more shared accountability across the force for incident management in order to effectively provide a service to the public.
- The emphasis in the divisional incident management units is mainly on resolving incidents as quickly as possible, ideally without the deployment of an officer. Each division has established its own policy to deal with these incidents and, although they are subject to NCRS audit with a sergeant required to authorise closure of incident logs, the force needs to ensure that incident logs closed by the incident management unit are subject to a monitoring process to ensure integrity.

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- The deployment models vary between divisions and the consistent application of a graded response policy is difficult. There is some confusion around demand management and resource deployment, compounded by variations in the mix of resources, different structures, relationships between squads, abstractions, and the grades of incident being deployed. This issue is particularly significant and impacts on quality of service and the ability of the force to successfully implement new models for neighbourhood policing.
- The communications strategy for contact management is being handled from within the OCB. The branch needs to ensure that every opportunity is taken to use communication internally and externally as a tool to prepare the ground for new developments and also to assist with some areas of demand management and developing public expectations and perceptions.
- The indicator for this domain relates to the number of 999 calls answered within the target time. While GMP has seen a positive response in the latter part of 2005/06, when considering the full year performance remains worse than the MSF average.
- Although slight improvements have been achieved in the non-emergency (5050) lines, there needs to be significant improvement to achieve the national call-handling standard, and an action plan should be provided indicating the branch's commitment to achieving this in a reasonable time-frame.

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5B Providing Specialist Operational Support

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	23	19	1

National Position**Contextual Factors**

Specialist operations support has an active lead at chief officer level. The department is headed by a chief superintendent, with five superintendents providing effective operational leadership in the main disciplines of tactical operations support, traffic network support, Operation Protector (Labour Party Conference), business continuity, and Manchester airport policing. The department has an establishment of 1,006 officers and 185 police staff and has a management infrastructure (including HR, administration and finance) that approximates to a division.

GMP provides 24/7 coverage to deal with firearms incidents, with a minimum of five armed response vehicles (ARVs) equipped with conventional and less lethal weaponry. A team of officers support the ARVs and provide advanced firearms tactical support.

A robust command and control structure exists that provides tactical advice, tactical firearms unit (TFU) Bronze commanders and a cadre of selected and trained Silver commanders. The main remit of the cadre is to command complex firearms operations. A firearms review has been undertaken to assess the requirements of the TFU in dealing with the increased threat from global terrorism and also to seek full compliance with NCPE recommendations with regard to firearms and firearms training.

Specialist operations branch resources are tasked by the force OPU after analysis of the force tactical threat assessment. This prioritises the divisions most in need of branch resources in line with the NIM and SARA-based problem solving. The co-ordinated tasking of the specialist operations branch is strong and set to improve with the TVCU, Metrolink and dog unit coming under the direction of the tactical support service tasking and performance unit. The branch has also developed its communications, both internally and externally, to ensure that the effectiveness of deployments is assessed to ensure the quality of service provided. The branch has gone to great lengths in ensuring that all of its members of staff are focused on the core functions of providing quality support to the force and divisions.

Work with the partner agencies in emergency planning has developed over the past year. This has been tested, both operationally and in practice, with co-ordinated responses to

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counter-terrorist incidents and other major incidents and events such as political conferences and international football matches. The incident liaison officer scheme has grown to include ambulance as well as fire officers. The branch regularly reviews the plans and arrangements it has with its partners. Arrangements to deal with a flu pandemic, emergency mortuaries and family assistance centres have all been reviewed and developed this year.

The intelligence requirements, enforcement and prevention of public order are governed by the force control strategy. GMP uses an investigative assessment process, both divisionally and at a force level. The proposal to streamline the process of intelligence analysis recommended by the public order review is yet to be carried out. In the short term, the force OPU and FIB manage the dissemination of intelligence. GMP has strong community links that help identify threats of disorder. The force planning guide highlights the importance of positive relationships with event organisers and promotes close liaison with supporters' groups in planning to prevent football disorder. GMP has the capacity to provide 30 police support units (PSUs) under its force mobilisation plan. This is exercised twice per year. Under the public order review, the force will be able to provide a total of 96 PSUs from within the force. The command and control of sporting events has been assessed and differing skill levels of commanders across the force was evident. As a consequence, further training is to be provided for public order commanders.

Strengths

- In respect of firearms, the NCPE assessment and gap analysis has been undertaken and a provisional licence issued, and a full licence is anticipated early 2007. The action plan is monitored by a policy group chaired by the ACC (specialist operations).
- There are five ARVs operating in the Greater Manchester area at any one time. These teams are dedicated staff with tactical (TAC) advisers (inspectors) attached to them and are on duty 24/7. In addition, there are 17 TAC advisers who are sergeants. Firearms Bronze commanders are also available on a 24/7 basis. Duty divisional superintendents cover daytime firearms incidents. In addition, a night Silver role is in operation to cover the force between 21:00 and 07:00 hours, which is further supported by a Silver cadre of firearms commanders for more complex firearms operations. Gold command (and firearms authorisation) is provided by the 24/7 duty ACC system. This has now been extended to include North West Ambulance Service officers.
- A specialist cadre of firearms Silver commanders (eight superintendents) deal with the more serious and potentially difficult firearms operations, including counter terrorism. In addition, the force is aiming to accredit all superintendents as firearms commanders to deal with appropriate level incidents. A development programme of shadowing and maintaining records of experience, in addition to refresher training, forms part of this process. The ACC (specialist operations) authorises the accreditation of superintendents based on the evidence of their development. The head of specialist operations support maintains a co-ordinating role of the cadre and is maintaining a review of the structure that was established 12 months ago.
- There is a GSB (Gold, Silver, Bronze) facility available via IT, which gives a comprehensive summary and feedback following recent events. Commanders can view the documents online and readily obtain information and advice. In addition, there are branch training days every six months, where other departments, such as the OCB, are brought in to learn lessons from major incidents. This has now been extended to include North West Ambulance Service officers.

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- Firearms issues are reviewed at fortnightly Xcalibre meetings at a tactical level and monthly at a strategic level; both are linked to force OPU and force tasking. Xcalibre reviews the firearms threat to GMP using FIB briefing material and assesses the local threat from criminal use of firearms and the terrorist threat of firearms. These assessments are used to review firearms resources and assets, which provide an effective level of ARV cover on a 24/7 basis. The continual review of all firearms incidents allows the TFU to analyse its performance and capability.
- As a result of a counter terrorist operation in July 2005, the force has perceived a future threat in terms of international terrorism, which has resulted in an establishment and workload review paper providing options for growth and resilience.
- The continual review of firearms response, using the firearms incident record process, allows GMP to assess any resource requirements. The force has adequate resources to police the firearms threat within GMP, as evidenced by the completion of over 470 full firearms authorities over the past 12 months, 133 of which were pre-planned operations.
- The specialist operations branch objectives link directly to the needs of both the force and divisions. These complement the force strategic priorities and annual business plans. The force sets a control strategy that is determined after direct consultation with divisions and departments. On a more local level, any major deployment of specialist operations branch resources to assist with divisional objectives is subject to a memorandum of understanding agreed upon by the host divisions and specialist operations branch and is SARA led. The whole process is then assessed to establish the divisions' view of the service provided. This is monitored by a customer satisfaction survey. The emphasis on divisional support is underlined in an officer's letter of expectation.
- With the changes brought about by the establishment of the force OPU, the tactical support service OPU changed its role to a tasking and performance unit. To ensure that all available specialist operations branch resources are tasked to maximise the outcome, the TVCU, Metrolink and the dog unit are now deployed by the tasking and performance unit alongside the tactical aid unit, OTG, the mounted section, the TFU, and air support units. This highlights a desire to improve the tasking and co-ordination process of specialist operations branch resources to tackle force and divisional issues.
- Operation Ohio is the force response to any terrorist attack involving chemical, biological, radioactive or nuclear (CBRN) elements. The contingency plan has been created by the force's emergency planning unit and is based on national guidelines, provided by ACPO and the Home Office.
- GMP and Greater Manchester Fire and Rescue Service have developed the inter-agency liaison officer scheme. This formalises ad hoc arrangements providing a mutually agreed inter-agency liaison officer training scheme and structure.
- GMP has undertaken a force football operations review which identified that not all commanders were qualified to the same levels. In order to rectify this situation, a command competency policy has been introduced which identifies each football club within the GMP area and the roles in the policing operation and the training required, both essential and desirable, to undertake each role. To complement this, the force planning unit instigated the development of a Hydra Minerva exercise involving football-related scenarios including outside agencies.

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- Considerable work is being undertaken in respect of the Civil Contingencies Act. The ACC (specialist operations) chairs the local resilience forum which includes representation from all ten metropolitan borough councils and partner agencies. An action plan has been developed for partners to achieve compliance with the Act.
- Exercise Pandora is a multi-agency tabletop exercise hosted by Greater Manchester's ten local authorities to test local key responders to major incidents and to identify training needs. Co-ordinated by the GMP operational planning unit to ensure relevance and to reduce duplication, they are run every four to six weeks to cover all ten authorities in a year.
- GMP has had a strong link with its partner agencies since the planning of the Commonwealth Games in 2001. The Civil Contingencies Act has consolidated the communication structures that exist between GMP and its category 1 and 2 partners. The network of project groups meeting across the county are linked through the local resilience forum, ensuring that all issues are given a fair hearing, objectively assessed and included in force, departmental and agency objectives as required.
- Business continuity works to a common template which has been adapted from that used by the Metropolitan Police. The template is being used to develop business continuity plans in divisions following training. These will include internal resilience, facilities, buildings, IT, transport and HR issues, for example for the pandemic flu contingency, divisions are asked to model plans around the force contingency plan. Once plans are completed, they are returned to headquarters for quality assurance. A tabletop exercise has taken place during which the plans were tested.
- Regional forces meet quarterly as the regional emergency operations planning group and its two sub-committees: the police emergency planning committee and the regional CBRN group. The police emergency planning committee discusses where certain force assets and resources can have a regional dimension. Discussions have been held regarding areas such as resilience mortuary facilities, the casualty bureau, mutual aid and the strategic co-ordination centre. It is also a forum for the sharing of best practice regarding new initiatives and threats, providing a structure on recent training courses which might be of value or otherwise. It allows the communication of recent experiences with regard to operations and projects, such as Project Cyclamen, the Civil Contingencies Act and pandemic planning.
- GMP has completed a comprehensive review of public order policing. The main recommendations that are being implemented cover accreditation, training and refresher training. All training is recorded on a training administration system, which is maintained throughout an officer's career. All tactical training is subject to an annual refresher. Bronze and Silver commanders undergo refresher training every two years.
- All eight specialist operations branch chief inspectors are designated to carry out the role of post-incident manager. They receive bi-annual training inputs and refreshers. New chief inspectors undertaking the role are provided with an aide-memoire and policy guidance as well as practical input from the TFU. After a review of GMP's first fatal shooting in 2005, the role of the post-incident manager has been updated along with the post-incident procedures.

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- GMP uses an investigative assessment process, both divisional (level 1) and central (level 2), with regard to enquiries that have associated factors which may trigger public disorder. The completed assessments inform the T&CG process. The force also completes a weekly community tension monitoring report that is made up from divisional and branch assessments. This is analysed and forwarded to the national community tension team as the force's contribution to the national assessment.
- A public order review has recently been conducted, out of which training requirements have been streamlined. Officers are now not routinely trained to level 2, but training is carried out on a voluntary basis for seven days over a two-year period. However, the force does routinely train all officers to national level 3. In addition, selected officers are trained to level 2. The tactical aid unit is trained to level 1. This ensures that the force has capacity to provide 96 PSUs trained to national level 2, including 4 police support units (PSUs) trained to level 1 standard. PSU training is carried out with the dog and mounted sections. All PSU training is funded locally by divisions, who have to provide a certain number of officers who are sufficiently trained. Savings have been made in divisions, however, because PSU kit is now only issued to level 1 and level 2-trained officers.

Work in Progress

- The force has capability in all tactics within the manual of guidance, although there is an acknowledgement of the need to increase the number of dynamic intervention officers. In the short term this has been addressed with a North West regional protocol, providing resilience as required.
- The force needs to ensure that it is satisfied with the level of availability of handler-controlled firearms dogs to support a less lethal option for firearms incidents.
- There has been no in-house management of major incident (MOMI) training under the management of disasters and civil emergencies framework since 2002. This has been raised at the major incident steering group and MOMI courses were set to commence in May 2006.
- In April 2005 the force approached HMIC and asked for a compliance check on its implementation of the police use of firearms code of practice. It received a grading of Fair on this assessment and two areas were identified as Poor. The force has worked to improve these areas and has this as a set agenda item on the firearms policy group meeting. The force submitted an assessment matrix to the NCPE in September 2005, and an NCPE action plan is in place for both the TFU and the firearms training unit. Both are agenda items at firearms policy group meetings. A system is in place to review all non-compliant issues as an agenda item on the firearms policy group meetings.

Areas for Improvement

- Current GMP policy designates Special Branch as the conduit for public order intelligence coming into the force, whereupon it is disseminated to the FIB and divisions. These are reliant on the dissemination process within Special Branch. Intelligence from level 1 to levels 2 and 3 is directed through the FIB. Proposals to streamline and improve this process by creating an analyst researcher post to examine level 2 issues were included in the public order review (2005). Although the proposals were accepted by the command team, the implementation of the role has been postponed due to budget constraints for the forthcoming financial year. In view of this, an alternative remedy will be sought during the course of the pending amalgamation of the force OPU and force intelligence T&CG bureau functions.

5C Strategic Roads Policing

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	7	33	3

Contextual Factors

GMP invests significant resources targeted at roads policing, including seven roads policing units (five territorial and two dedicated to motorways), a TVCU, a casualty reduction unit, a policy, planning and resourcing unit, and a collision reconstruction unit.

GMP’s roads policing strategy is in line with the national strategic assessment. Priorities are determined by the force T&CG based on the force strategic assessment. Roads policing has not specifically featured in GMAC assessments, but emphasis on casualty reduction in the national community safety plan and the reassurance agenda of neighbourhood policing will see this addressed.

Multi-agency ANPR tactics are increasingly used to combat criminality and to seize vehicles. ANPR capability has been developed within each of the roads policing units. Level 2 criminality enforcement is delivered by the TVCU, which was expanded in March 2006.

Casualty reduction problem solving through tasking and co-ordination is now delivered by a dedicated casualty reduction unit within the traffic network section (TNS). Poor driver or rider behaviour generates generic SARAs addressing the main causes of collisions where people are killed or seriously injured (KSI).

The introduction of Operation Camenca has now successfully tackled off-road nuisance as part of the TNS ASB strategy, by off-road enforcement. The force works in partnership with GMPA in formulating problem-solving, good practice and in lobbying for legislative changes. Six-monthly reports are delivered to the Police Authority.

A performance management information system, introduced this year, matches offences to roads policing priorities. Motorway officers, for example, are directed towards KSI-related offence enforcement and light goods vehicles, generating intelligence for the PIKE database to combat the threat of terrorism. The TVCU provides crime enforcement options, and roads policing units deliver on KSI related offences, seizures and ANPR.

Strengths

- In respect of denying criminals use of the roads, traffic tactics and volume ANPR are used extensively across the GMP area and large numbers of vehicles are seized, including uninsured, stolen and 'pool' vehicles used in crime. An operation in Wigan, where over 1,000 vehicles were seized, is establishing a link between this activity and reductions in criminal activity.

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- The TVCU targets criminals using the roads. This unit is primarily tasked by the force level 2 T&CG against the force strategic threat assessment and the demands on divisions. ANPR is also used in a directed way against intelligence, and additional resource has recently been secured within the FIB to provide intelligence for these operations. While divisions do not have their own ANPR capability, there is strong resilience within the roads policing section and all have access to ANPR capability. At least one ANPR operation is run on each roads policing unit area per week. The TVCU is being expanded to deliver more focused and targeted tasking on level 2 criminality and targeted level 1 volume crime offenders.
- A robust performance regime ensures that the TNS is properly focused. The tasking for denying criminal use of the roads comes from the force OPU. This tasking takes into consideration bids from divisions for force resources considered at a force T&CG pre-meet and sanctioned at the GRIP meeting. Routine bids for assistance are sanctioned by the force OPU and delivery is then ensured by the planning and performance department of the TNS. The TNS generates SARAs and the tasking and co-ordination process for casualty reduction. The TNS has its own analytical capability and increasingly works with its partners in the Greater Manchester transport unit in producing statistical analysis.
- The TNS measures individual officers' performance against these strategic priorities. Drink drive is a priority and officers have had their shifts varied over the summer months and in December to reflect the demand at peak times, especially at weekends. This arrangement is now permanent, with a double shift from 21:00 to 02:00hrs at weekends to tackle this problem.
- Performance of TNS resources is measured and managed through a bespoke computerised performance management database to which all operational officers and traffic wardens submit their activity on a monthly basis. This is then analysed, and performance reports are provided to line managers. The system reflects the roads policing strategy – denying criminal use, reducing KSI collisions, etc. Moreover, it is tailored so that some objectives and priorities are only available to individual units, for example the TVCU can enter crime offences only, whereas motorway units can enter heavy goods vehicle offences and intelligence to the national PIKE database (thus contributing to counter terrorism objectives). In this way, officers are aware of what their unit's priorities are and their activity is driven towards achieving these priorities.
- Using partnerships, the TNS has developed operational responses to reassure communities suffering vehicle-related ASB. The TNS contributes significantly to the national community safety plan through its off-road capability (Operation Camenca) in partnership with the Police Authority. Part-funding for equipment and operations has come via local CDRPs.
- The casualty reduction unit owns all the generic SARAs relating to the main behavioural causes of KSIs: drink/drug driving, speed, seat belts, inattention. It is responsible (with partners) for co-ordinating all road safety campaigns and for delivery of all geographical problem solving in relation to KSIs. The unit inspector co-ordinates force-wide and regional education and enforcement campaigns with local authority road safety officers.
- Collision reductions indicate that the force is moving in the right direction to achieve targets set for 2010 in the reduction of serious and fatal incidents. Road deaths are decreasing in the GMP area. Significant work is being undertaken in partnership on

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collision reduction and there is a proposal to merge the ten local authority partnership meetings into one overarching group for the GMP area. All of the local authorities have agreed to the proposal to date.

- Workforce reform has enabled the traffic wardens to take a more active role in KSI reduction using speed enforcement at community concern sites.
- GMP has an existing agreement with VOSA for examination of vehicles involved in serious or fatal injury collisions. The agreement is based on an understanding that no financial remuneration will be involved. The force provides facilities for examination and this has reduced staff training costs.
- The force has been the regional lead for the regional control centre motorway project, which has resulted in excellent relationships being formed with the Highways Agency. ANPR operations are now carried out regularly with VOSA, HM Revenue and Customs, the Immigration and Nationality Directorate, DVLA and Drakes (an enforcement agency).
- Since the last inspection, a pursuit policy has been implemented. A board chaired by the ACC (specialist operations) identifies issues and compliance.
- All supervisors, both inspectors and sergeants, in the TNS are trained to be SIOs and are on 24/7 cover to meet responsibilities. The road death investigation manual is implemented in full. There are a number of family liaison officers. Road death files are tracked for timeliness by a computerised system and are dip-sampled by the planning and performance unit. Common policy issues are examined by this unit to achieve a consistent approach.
- Highways Agency traffic officers are now working on the motorways of Greater Manchester. The force uses the degree of additional scope this affords for operational flexibility and has refocused resources into other areas.
- A major partnership is the camera safety partnership comprising the health authority, the CPS, magistrates' courts and local authorities. The partnership and the strategic direction that it gives in terms of enforcement is the lynchpin for the speed enforcement strategy in the force. Operation Cheetah involves a small team of officers who actively investigate dubious claims. The cases have received widespread publicity and praise from the courts, and compliance with payment rates have improved significantly. A speed awareness course is being developed to complement the existing driver improvement scheme.
- Speed safety camera sites, including community concern sites, are identified through a matrix that considers collision statistics and speed monitoring. The process has a time-bound enforcement element which, following a review, either stops enforcement if the rate of compliance to the speed limit is acceptable, or makes a referral to the relevant local authority for consideration of an engineering solution if speeding is still evident.
- The neighbourhood road safety initiative is a regional (GMP and Lancashire) initiative with local authorities, to target casualty reduction in wards identified within deprivation criteria. Funding is over a three-year period. The newly formed partnership has been involved with significant media initiatives and projects aimed at improved road safety education for children.

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- The TNS has been engaged in a major piece of work with the Greater Manchester Association of District Engineers around the Traffic Management Act 2004 and local authority responsibilities for congestion at sporting events. This approach has been piloted at Manchester United Football Club with a massive reduction in police input and has been rolled out to Manchester City Football Club.
- The number of people killed or seriously injured in road traffic collisions remains significantly below the MSF average. Public satisfaction levels in respect of collision investigation are in line with the MSF average.

Work in Progress

- Tasking for level 2 crime issues and force crime priorities comes direct from the force OPU. This is either tasked to the TVCU for targeted operations or to a roads policing unit for volume ANPR operations in an area. The TVCU is being expanded to take more of the targeted tasking and, concomitant to this, the specialist operations branch is also ensuring the tasking of the TVCU to specific crime operations to complement other force resources.
- In 2000 Greater Manchester Police was achieving a KSI collision rate that was one of the lowest in its MSF group. This creates a situation where the 2010 targets are correspondingly harder to achieve. Road deaths have been decreasing yearly and the overall trend is down, but achieving the 2010 target from such a low baseline will be a significant challenge for the force. Strategic decisions were taken to focus initially on vulnerable groups of road users, namely pedestrians and pedal cyclists, and local targets to achieve 25% reduction were set for these specific groups. This has been achieved and activity is now focused on the development of a NIM-compliant casualty reduction strategy which will be incorporated in the local transport plan strategy so that the force achieves its 2010 targets.
- To unlock the benefits of ANPR into delivering intelligence-led policing, the force is looking towards bringing the administration system BOF2 on stream to exploit the information from ANPR and overlay it onto other information and intelligence. Spending Review 2004 funding has been used to fund the hardware platform for BOF2, which will be integrated into the force IT network.

Areas for Improvement

- In respect of accessing level 3 interviewing, the force acknowledges that this can be problematic and the cause of delays. The force should be satisfied that procedures can consistently support an appropriate level of service.

6 Resource Use (Domain B)

6A Human Resource Management

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
2	18	23	0

National Position

The PPAF indicators on sickness and medical retirement continue to be key quantitative measurements of human resource (HR) performance. Increasing significance is being given to the completion of performance development reviews (PDRs) within 60 days of due date. PDRs should be intelligence-driven and link to other HR processes such as promotion and career pathways.

While most forces have conducted some basic workforce planning, this has yet to be extended to all staff, ranks and grades. Workforce planning often concentrates on basic succession planning for key operational police officer posts. Most forces now have a full range of policies to support the work/life balance, often going beyond their legal obligations. The majority of forces need to develop an effective mechanism to manage demand, which ensures that they allocate resources to peak periods. There is limited evidence to show that supervisors and managers have been adequately trained in effective resource management.

Although annual staff satisfaction surveys are common, applying the learning from these surveys, and from employment tribunals, accidents, injuries, complaints and grievances, could be developed further. Much health and safety activity in forces is owned by a handful of key individuals and is rarely integrated fully into day-to-day activity, other than monitoring of accidents, injuries and near-misses. Few forces have accident/injury reduction targets or effective performance management of health and safety activity.

Contextual Factors

The force has moved forward with a more devolved HR and financial management model from April 2005. All divisions and major branches now have a qualified HR manager supported by HR officers and assistants and, as a consequence, there has been some slimming down of the central HR function to reflect the devolution of HR tasks. While the HR officers are additional posts, the divisions are finding increasing pressure at HR assistant level and some have already re-used vacant posts to strengthen the HR teams at this level.

Personnel management support to some of the smaller branches is currently under review and a shared HR provision may be adopted in some instances to ensure that the right level of expertise is provided in the most economic fashion. Continuous professional

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development is seen as key and the first GMP HR conference took place in November 2005.

The GMP HR management function has seen achievement in a number of areas, including the leadership programme, a costed training plan, the use of police efficiency regulations to manage attendance, being the first large force to obtain Investors in People status for the whole force, and new health and safety policies and procedures.

The Police Authority is fully engaged in the HR plan and actively scrutinises progress through regular meetings. Members are regularly invited to, and attend, in-house meetings, for example the learning and development strategy group, the disability forum, the health and safety committee and the stress strategy working group.

The GMP leadership programme provides opportunities for staff development at all levels. The force performance management (GRIP) process ensures that HR management objectives and performance indicators support force performance against national and local targets.

Since the last HMIC assessment, GMP has worked on the identified Areas for Improvement: sickness absence continues to reduce year on year; the number of ill-health retirements remains low and within target; the number of acting and temporary members of staff has been reduced; risk assessments for PCSOs have been reviewed in light of experience and future role; further civilianisation will create further roles for career development for police staff; a careers leaflet has been developed to guide police staff; and devolvement of HR management functions and the strategic role of divisional HR managers has facilitated the alignment of HR objectives with divisional objectives and vice versa.

Strengths

- The annual HR plan is the subject of consultation with representative stakeholders and is agreed by the Police Authority which also approves the annual training plans. The HR plan is produced in a customised version of the GMP standard template to include the following key areas to tie in with the People Matter agenda: recruitment and resourcing, development and retention, diversity, health and safety and cross-cutting issues. One of the items on the HR plan is the Breaking Through action plan including Gender Agenda issues. The plan is monitored via a monthly 'traffic light' summary and quarterly updates are given to the Police Authority.
- The HR department has driven the force leadership programme which has been an important part of the developing performance culture.
- The director of HR is additionally providing cover for the ACC (personnel and training). The department has achieved sustained improvement within an increasingly devolved environment where there has been continuous pressure on resources. The divisional HR function is now well established. In conjunction with the devolution of HR functions to divisions and major departments, the HR branch was restructured to introduce an 'account manager' type role, with each manager looking after a number of divisions and branches. This ensures a more customer-focused approach to HR services. An SLA has been drafted in consultation with divisional and branch HR managers to clarify respective responsibilities. Advice is given from the centre but it is largely up to the divisions as to how they put things into effect, within parameters laid down by the force command.

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- New products and initiatives include the new grievance resolution procedure, the procedure for dealing with bullying, an updated health and safety policy, the in-house childcare scheme, the appointment of a minority support officer, workforce planning, an increased range of NSPIS HR reports, mandatory attendance management training for supervisors and managers, and leadership for performance action plans.
- The HR department plays a key part in the management of diversity. However, a separate command structure has been set up, led by the ACC (diversity and criminal justice), to champion this issue within the organisation and in the way the force engages with the public.
- The equal opportunities advisory committee meets quarterly and includes support group members, including representatives from BAPA and LAGSA as well as staff associations. The positive action staffing group has similar membership and concentrates on addressing under-representation.
- While most police staff recruitment activities have been devolved, police officer recruitment remains at the centre and any high-volume police staff recruitment, including PCSOs, will also be undertaken centrally.
- The resource management and systems teams have worked closely with divisions and branches on management information requirements, making additional reports and further training available where required. In-depth analysis has been undertaken in support of key issues, for example sickness analysis.
- GMP regularly reviews staffing levels in divisions and branches to ensure that the mix of numbers, ranks and roles reflects workloads and force priorities. Police numbers on divisions are based on a staffing allocation formula related to recorded crime and incident levels. Divisional commanders now have greater flexibility to vary the mix of uniformed and CID, constables and sergeants to meet local needs. Line management and supervision gaps have been filled.
- The HR branch intranet site includes information about the various units but also includes policies, procedures, handbooks, etc. In addition, a shared drive facility provides management guidance and template letters to HR staff across the force. The *wHat matteRs* newsletter updates HR practitioners on forthcoming changes in policy and legislation and relevant case law.
- Following research into the rewards and recognition that staff would value, the formal awards process has been revised to improve the recognition of police staff in this way. A new force awards ceremony is being planned for 2007 as a way of publicly recognising staff for a range of achievements, in addition to the locally held divisional awards ceremonies (a number of divisions/branches already have employee or team of the year type awards). A force staff consultation panel has been established to canvass staff views on a number of issues.
- The GMP *Managing attendance policy and procedures* booklet, which was rated as Excellent in the recent PPAF quality inspection and summarises responsibilities of staff and supervisors, was prepared and circulated to all members of staff. All ill-health cases are managed through the managing attendance policy which is monitored centrally by the sickness management group, chaired by the ACC (personnel and training) or HR director. A compulsory attendance support meeting has been introduced.

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- Sickness levels have reduced. Recuperative duties are being managed and ill-health retirements are within target. During the last year there have been significant improvements in the management of occupational health within the force. There were 14,000 appointments made last year and non-attendances reduced by 30%. Some of the resources dedicated to this function are now being taken away as the healthy workforce funding expires. Sickness levels are reducing and managers are being given the skills to deal more effectively with the issue. This training programme is being moved into a state of maintenance.
- Initiatives are in place both to minimise and prevent stress and to offer support to members of staff. These include stress risk assessments, the strategy to reduce stress in the workplace, a guidance document linking with leadership and Investors in People programmes, trauma support, referral to psychiatrists, and referral to psychologists.

Work in Progress

- GMP recognises that the HR plan, while NIM compliant, cannot be described as a fully costed strategy. However, the HR aspects of the force strategic plan are fully costed through the budgeting process. There is a clear link between the force's strategic priorities and the HR budgets for the force and, in setting the annual budget, the Police Authority is fully engaged with the HR implications. However, it is intended that the current work on workforce planning will enable the force to develop a more transparent and fully costed HR strategy.
- The force recognises that performance against targets in relation to completion of performance development reviews (PDRs) could be improved and it is actively involved in the development of the NSPIS PDR module which will improve the recording of progress in this area. It will use the GRIP process to monitor and direct improvement in this area. PDR processes around PCSOs are managed inconsistently.
- A strategic resource management meeting has been established to provide the forum for discussing and agreeing recruitment allocation and for reviewing workforce planning. A system of workforce planning returns has been introduced. This involves a 'bottom up and top down' approach to projecting staffing movements, identifying tenure issues and skills shortages. The strategic resource management meeting will be the means of agreeing the probationer allocations and any staffing adjustments. A postings framework is also to be introduced to assist in redistributing officers around the force, as required, to spread skills and experience and assist personal development.

Areas for Improvement

- The NSPIS HR facility is widely available across the force. The training administration system and NSPIS HR facility are at the first phase of implementation; they are in use centrally but not yet fully devolved, although the training administration system in particular will be developed further in 2006. The duty management system implementation is on hold following concerns about the sickness management facility. The force will also implement the self-service module during 2006, which is seen as key to ensuring that records are updated.
- The anticipated growth in the number of PCSOs to a level that represents 10% of the entire workforce is a risk to the organisation in terms of long-term financial provision. All elements of the force infrastructure will be put under pressure: training, supervision,

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management, estates and equipment, as well as ongoing salary and wage requirements. The force is looking for flexibility around the acceleration of recruitment, including the deployment of PCSOs into a wider range of functions.

- The professional standards review is considering bringing together all of the professional standards elements under one banner, including grievance and employment tribunals which previously have formed a part of the HR function. Pulling together elements of the business in a themed way can cause fragmentation in other parts of the business, and the organisation needs to be aware of the consequences.
- The average number of hours lost to sickness for both police officers and police staff reduced during 2005/06. However, both remain above the national average and work is required to make further reductions.
- Medical retirements for both police officers and police staff increased during 2005/06 and the figure for police staff is now above the MSF average.

6B Training, Development and Organisational Learning

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	11	27	2

National Position

Learning and development (L&D) is a key driver for forces to improve performance. The requirement is for the right staff to have the right skills in the right place and at the right time in order to achieve or support operational performance.

HMIC has awarded a Good grade where key criteria have been met. Notably, where there is a clear distinction between the role of contractor and client, with the full and sustained involvement of a chief officer and the Police Authority. There should be a single post with accountability for all L&D products and services. Another prerequisite is an L&D strategy which is fully compliant with Home Office guidance and supported by a business plan, an improvement plan and a fully costed 'planned' and 'actual' delivery plan. Finally, a Good grade reflects robust quality assurance and evaluation processes, with clear evidence that the force is engaged in collaborative activity.

Contextual Factors

The force was graded Good during the 2005 baseline process, with a number of recommendations made for improvement.

All training that occurs within the force is recorded through the training plan and costed. In addition to this, all devolved areas of training identified have been quality-assured against the Centrex quality assurance model (and some areas have achieved Centrex quality approval, for example Manchester Airport police). All of these areas have action plans to align them to the Centrex model. The force has outsourced the costing of training to Bplan consultants.

The director of the learning and development branch has a remit to ensure the standards, quality assurance and costs of the training but not to manage the resources or day-to-day line management of the function. Devolved training represents only 4% of training as the majority is centralised through the learning and development function. The branch has taken on some of the remote training to re-centralise the delivery.

The force has implemented the recommendations from *Training Matters* and *Diversity Matters* and has action plans to implement the recommendations from *Value Matters*, the Association of Police Authorities' guidance for including the community in learning and development, as well as a RES and supporting action plan. The RES action plan is monitored through the branch diversity action group. The business plan has been rewritten to comply with Home Office Circular 44 (2005) and contains the action plans stated above.

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The branch has developed a communications strategy that includes guidance on meetings, emails and telephone usage. A branch newsletter has also been developed. Communication between the branch and other areas of the force is also being improved further. A customer survey conducted in March 2006 indicated that more engagement and consultation are needed. Currently, best practice forums are being set up.

The branch has a set of performance indicators, the targets and nature of which are adjusted annually in line with business plan priorities. These are reported quarterly to the Police Authority. The region has yet to decide on mutual comparators although this is on the agenda.

The force has established a learning and development IAG chaired and populated by members of the community. The community is engaged through this group in observing and evaluating training as well as reviewing the proposed content and contributing to training needs analyses. The training needs analysis process has been revised to include community consultation, as have evaluation processes, design processes and the way guest speakers and role players are used (see the action plan for implementing the Association of Police Authorities' guidance on involving communities in learning and development).

The force has a clear external training charging policy that has been agreed by the finance branch. There is ongoing review work to ensure that all overheads and costs are recovered from external customers, but collaborative events, for example CBRN training and casualty bureau training, are conducted by all regional forces at cost.

The chief superintendent post in charge of learning and development has been replaced with a member of police staff: the director of learning and development was appointed in September 2005. The branch leadership team now has two police staff assistant directors with a third to be appointed shortly. This has provided a degree of continuity in the senior management team, and continuous, sustained improvement, which previously was not possible or practical.

The learning and development function traditionally had four sites and has now acquired four area training bases. These are primarily for the IPLDP but also provide more training facilities across the force for PCSO training and other groups when needed. IPLDP and PCSO training have resulted in a net increase of 35 staff to the branch establishment, which now stands at 301. The branch is currently undergoing restructuring, which is likely to be fully implemented by October 2006. This is designed to rationalise certain functions and to be more aligned to training/performance priorities and customer focus.

Strengths

- The force has robust senior management involvement in learning and development and proactive arrangements with the Police Authority. It has effective strategic management groups for training, for example the learning and development strategy group and the IAG that effectively represents clients, customers and the community. The force has formal systems for monitoring performance with the Police Authority.
- The force has a comprehensive costed training plan that captures all training. It operates as a rolling training plan and is underpinned by a variation process for changes to local training plans as well as a business case process for new force training needs. The client contractor relationship is clear, works well and is guided by an annual SLA.

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- Devolved training has been mapped to the Centrex quality approval model and the branch is actively developing those trainers as well as the systems in place to extend formal quality approval to all force training ultimately.
- The force has an effective learning evaluation system, which covers levels 1 to 5 of the Kirkpatrick model. Levels 1 and 2 are completed by the contractor and levels 3 to 5 by the client side of learning and development. There is a performance indicator for this area and embedded processes.

Work in Progress

- The force needs to identify ways of motivating and rewarding branch staff and involving them more in decision making by using a variety of consultation and participation mechanisms. This includes ensuring that there is effective communication, decision making and methods for sharing best practice. It also includes the further development of continuous professional development for all, and processes for retaining occupational competence.
- The force needs to consolidate more effectively partner management, collaboration and community involvement. This requires an effective audit process for these activities and then to develop them further by ensuring that the engagement is systematic and that outcomes and effects are measured. This includes regional collaboration and the possible creation of a regional database for training provision, and also to develop community engagement with the branch itself.
- The force needs to develop further performance management systems to ensure that there is one improvement plan monitored at all levels, to revise the functioning of the learning and development strategy group ideally to be chaired by an operational ACPO lead, and to develop performance indicators, some of which indicate impact on operational performance.

Areas for Improvement

- The force needs to ensure that the branch has a clear understanding of customer expectations, that surveys are regularly undertaken to verify customer satisfaction and that the function is responding in a timely manner to customer needs.

6C Race and Diversity

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	14	27	2

Contextual Factors

The diversity command has been established to drive forward and co-ordinate work in GMP and comprises the following teams: the tasking and tracking unit, the field action support team, the performance analysis and data development unit, and the policy development section. Each divisional and branch commander has established a local diversity action group and a local diversity action plan that addresses local issues around the RES and other diversity issues, across all diversity strands. Each commander has also established the role of local diversity champion at a senior level, who is the driver for local activity.

Since the last HMIC assessment the force has worked on the Areas for Improvement identified: black and minority ethnic (BME) staff numbers have continued to increase, although more recently recruitment has been affected by changes enforced following the Commission for Racial Equality’s comments on the force approach to positive action.

The development of the diversity command has enabled improved co-ordination of all activity around race and diversity and the lead role played by the ACC (criminal justice and diversity) provides a clear command-level focus.

Strengths

- The establishment of the diversity command and the confidence and equality strategy provide a very clear focus for the force’s race and diversity work. Well-established relationships with staff associations and a wide range of minority support groups enable engagement on policy development and review, which supports GMP’s strategic objectives. A range of innovative projects and dedicated positive action resources have enabled the force to make steady and significant progress against the performance indicators.
- The development of detailed and regular monitoring of activities across the full range of race and diversity issues is providing a clearer understanding of the challenges that GMP faces and is enabling the force to address them more effectively.
- During 2005 a project was undertaken to extend employment monitoring to include all other strands of diversity, ie sexual orientation and religion (both optional), with enhanced monitoring being rolled out to all other areas in the coming year. A review has been undertaken on the possibility of extending the current practice of using the 16+1 ethnicity codes to enable the force to provide more comprehensive analysis, for

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example Jewish, Sikh or Traveller (all of whom are considered to be racial groups). Employment monitoring details are included in the annual race and diversity monitoring report and are scrutinised by external forums such as the police advisory committee and the Police Authority. Data is also scrutinised on a regular basis by internal forums, such as the positive action staffing group and the equal opportunities advisory committee.

- Training has been rolled out to ensure that all members of staff are clear about their obligations under the Race Relations (Amendment) Act 2000, as contained within the RES. Mandatory workbooks have been introduced to ensure that all members of staff understand their responsibilities under the Disability Discrimination Act 1995, in addition to the ongoing programme of diversity training.
- Consultation on equality schemes has been wide-ranging, both within and beyond the organisation, with the Respect board and the relevant IAGs being a starting point for external consultation. A confidence and equality board will replace other forums, such as the Respect board and policy advisory committee on race issues. A strategic approach to delivering on diversity, confidence and equality has been published.
- The role of minority support officer within the HR branch was specifically established to assist in the retention and progression of members of minority groups. Areas for attention have been identified and actions have been agreed by the positive action staffing group. A workshop has been run for HR professionals, staff associations and support group representatives to demonstrate the links between grievance issues, police conduct and police staff discipline relating to discrimination or harassment. Impact assessments have been carried out on all critical, and the majority of standard, HR policies.
- Initiatives to attract female and BME applicants include targeted advertising and a proactive positive action team who provide support prior to and throughout the recruitment and selection process for candidates from minority groups. While many of the events are generic, some are specifically targeted at, for example, women from BME communities or the LGBT community. The force has an ongoing partnership with Jobcentre Plus, to provide employment opportunities for unemployed individuals from minority groups; a number of candidates from this process have obtained permanent jobs within GMP.
- Retention and progression initiatives include the introduction of a revitalised mentoring programme, which is available to members of all minority groups within the workforce.
- The diversity knowledge bank, overseen by the diversity command, provides easy access to a wide range of literature and documentation around all areas of diversity. Diversity management principles are being mainstreamed throughout all policies, processes and procedures within GMP. The new grievance resolution procedure and dealing with bullying policy have been actively promoted to all members of staff, in addition to presentations being made to all senior management teams throughout the force.
- The role of a childcare co-ordinator exists and lists among their key achievements the introduction of a childcare strategy, the introduction of an in-house childcare scheme and the establishment of a network of flexible childminders.

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- GMP is one of the original members of the Employers' Forum on Disability and the police disability network, has held the Two Ticks (positive about disabled people) award for over ten years and contributes to national disability publications regarding positive initiatives in the force (for example the police disability newsletter). The force has signed up to the Stonewall diversity champions register.
- The HR branch holds regular workshops to review police staff discipline cases to ensure that there is a consistency in all decisions made. Additionally, each quarter the HR director, force solicitor, GMPA solicitor and other key personnel meet to review all employment tribunal cases, to identify lessons to be learnt by the organisation and to take stock of current cases. The workplace mediation scheme is actively promoted, although the numbers of cases going to mediation remain disappointing. It is hoped that the introduction of a group mediation provision will become a valued resource within GMP.
- The policy of supporting members of staff who make professional standards complaints has been introduced and aims to provide support and encouragement to anyone making a complaint around inappropriate behaviour or discrimination.
- Staff support groups within GMP are given support and credibility from the command team and are involved in key force decision-making forums. Key groups include the Association of Muslim Police, BAPA, the Disability Focus Group, Greater Manchester Jewish Police Association, LAGSA and the Women's Issues Network, all of whom have seats on forums such as the positive action staffing group, the equal opportunities advisory committee, PAGs and the Respect board. A protocol has been established which clarifies the facilities given to executive members of each group, as well as resources, including full-time officers for some of the groups (for example BAPA and LAGSA). Representatives from a number of the various groups are deployed within the diversity command, via the force standard application process that appoints the best person for the job, and their presence ensures that the needs of minority and majority groups are acknowledged and addressed.
- In addition, the groups take a proactive role in assisting the force to meet its diversity objectives; for example LAGSA has run a series of workshops to ensure that key personnel are aware of the impact of the Civil Partnership Act 2004 and the need to ensure a method for reporting change in status that would not result in effectively 'outing' an individual; and BAPA has successfully introduced the 'natural born leaders' leadership programme within the Tameside division, to provide disadvantaged young people with opportunities and skills training.
- There is a positive approach to raising the profile of the firearms unit, the roads policing unit and the tactical support section among BME and female officers. The firearms unit recently ran a roadshow for female officers and offers, on an ongoing basis, the opportunity to work a shift with a female firearms officer in order to better understand the role. Currently there is one female sergeant and five female constables on the firearms unit.
- The percentage of female officers compared with the overall force strength increased during 2005/06 and is now in line with the MSF average.

Work in Progress

- GMP recognises the need to ensure a consistent high level of performance across the full range of race and diversity issues, supported by performance indicators and data.

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The development of the diversity action groups and local diversity action plans will ensure that divisional and branch commanders can be held to account for performance in this business area. The force also needs to make further progress towards the overall achievement of the national occupational standards in relation to diversity.

- Each division and branch has a target of 10% for the local recruitment of applicants from BME communities. The overall force target for 2009, given by the Home Secretary in 1999, is 7%; the 10% local target was established as a force target during Project 8000, in the knowledge that it would be challenging. Work is under way to ensure that local managers are aware of their responsibilities in all areas of diversity and are held to account for their actions and achievements. The proportion of police recruits from minority groups remains below the MSF average.
- The equal opportunities unit within the HR branch collates recruitment statistics for police staff posts, to enable corporate monitoring to be undertaken and areas for action to be identified. The data, which is provided by divisional and branch HR managers, outlines the numbers of applicants for each post by gender, ethnicity and disability. The data then shows how many individuals from each group are shortlisted and ultimately appointed. Currently this does not include the new areas of diversity (sexual orientation and religion); the force will extend monitoring to these areas in the coming year.
- The force has seen an increase in the number of grievances in the last 12 months, with the largest category being around discrimination and harassment. An e-learning package on the revised grievance resolution procedure has been developed for mandatory completion by all supervisors, other than members of senior management teams who have had separate briefings by the equal opportunities unit. The revised procedure, together with the new dealing with bullying policy, seeks to ensure that all issues are effectively dealt with at the earliest opportunity at the lowest possible level.
- The diversity command's diversity performance bulletin is being developed to include HR data. Data sets have been provided to diversity command for assessment.
- The tactical aid unit of the specialist operations branch currently has four BME officers and seven female officers. Positive action is being taken to increase these figures.

Areas for Improvement

- Data is presented twice yearly to the equal opportunities advisory committee, but the force is looking to enhance the scope and scrutiny of the data and the actions arising from it, in particular the need to ensure that divisional and branch commanders are held to account.

6D Managing Financial and Physical Resources

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	11	24	7

Contextual Factors

This assessment includes both the Audit Commission’s police use of resources evaluation (PURE) and HMIC’s own assessment of the other elements of section 6D. Set out at the end of this report are the appointed auditor’s summarised scores for each theme covered by PURE. Separate more detailed reports on PURE have also been issued by the appointed auditor for the force/police authority.

Strengths

- While the force has faced significant demands on its budget-making processes for 2006/07 and holds general reserves equating to just 2% of its net revenue expenditure, the force and the Police Authority have evaluated the risks to the budget and to medium-term planning and so have taken a risk-assessed professional view of managing to an adequate level of general reserves. This has been clearly required in view of the need for cuts amounting to £14 million in the current financial year.
- The force has moved forward since the last inspection through financial devolvement of payroll, personnel and budgets to divisions during 2005/06. The Audit Commission has reported that the force has broadly complied with good practice in relation to a devolved structure for resource management.
- The force has sound practices in place relating to risk management (also see below).
- The force is represented at command team level on shared services projects and currently provides a pensions administration service for two other forces plus SOCA.
- The force has provided a good procurement service that was recognised by the award of ISO 9001:2000 in July 2005.
- While a new estates strategy is currently under development, the force has made significant progress in developing the estate, particularly through the use of private finance initiative (PFI). A capital strategy planning group also assists in ensuring delivery of the capital programme.
- The force has operated an effective fleet service, continuing the good practice of centralising its workshop operations under one workshop and delivering a service that is operational for seven days a week, which is better than average compared with most

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of the service in England and Wales, where this level of out-of-hours service is not normally provided. Vehicle availability is at a good level, ie 95/96%.

- The force has also shown good practice in relation to its fleet, with a trial of the use of bio-diesel fuel for further savings and contributing to its 'green' policies. The success of this is currently under evaluation. Diesels now comprise in excess of 80% of the fleet.
- All activities are benchmarked against the MSF group or other comparative service providers.
- Engagement with the Police Authority is seen as very important in order that the treasurer and members are properly informed to the extent that proper discussions can take place around funding public and policing needs. The DCC is the lead with the vice chair of the Authority. The force and the Authority have to understand the detail of the budget and the implications on the delivery side of financial decisions so that, in turn, informed discussions can take place with the AGMA. Improving Police Authority confidence in the system enables effective accountability and scrutiny.
- The devolution process involved placing qualified accountants into the divisions and departments, making business management more professional in these areas. Headquarters departments can now look at planning and providing strategic support to the command teams. The force feels that the devolution process was done in a controlled way and is making good progress. Financial pressures are now causing difficulties with the devolution process as savings made cannot always be fed back to the divisions and are often diverted into other areas.

Work in Progress

- The force is still developing performance indicators for the finance service in 2006/07.
- The head of procurement is due to leave the force soon. The post will not be replaced and therefore will contribute towards current year budget cuts. The force will therefore need to ensure that this decision is vindicated through providing the same level of service. The force is looking at the whole area of where procurement comfortably sits, looking for a flexible approach in which procurement can take place where the force can get the best value for money. Partnership arrangements ensure that the volume required by the force can be obtained at the best price.
- The force is currently reviewing its estates strategy which has in the past used PFI strongly to refurbish the estate. It is unclear, however, if the use of PFI has significantly contributed to performance in view of subsequent division restructuring, so the force will need to evaluate the impact of developing the estate further when the new strategy is operational. The new strategy will also need to encompass a clear focus on developing shared services with other agencies.

Areas for Improvement

- While the force has demonstrated a risk-managed approach to managing the budget, this will need to continue as it will face continued pressure on the budget. The 2006/07 budget required full year savings of £11.9 million, leaving £2.5 million to be financed from reserves to avoid further cuts.

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- The force acknowledges the need for further research in relation to the extension of resource allocation to cover both divisions and departments.
- As with most forces, there is still the need for the force to develop links between the use of resources and performance. One key area that will assist with this would be to make greater use of the results from activity analysis for improving local and corporate decision making. This has been reflected in the Audit Commission's review of activity-based costing which has produced an assessment of Fair for both management arrangements and utilisation of data. This has revealed that significant improvements are required in the effectiveness of the Police Authority in holding the force accountable for activity-based costing quality, and also the need to improve effective utilisation of activity-based costing data.
- The force acknowledges the need to improve alignment between finance and HR processes and systems.
- The force can improve its response to the Gershon agenda for more efficient system processes by delivering on its performance indicator to fully automate BACS payments and to move away from its paper system on paying overtime.
- As with many other forces, there is still scope to develop e-procurement processes further.
- There have been breaches of financial regulations in relation to work placed with partnerships. Financial regulations have been amended, but the force will need to ensure that compliance monitoring of contracts will be robust in relation to partnerships, to ensure that breaches do not re-occur.
- The force is seeking opportunities for shared facilities and shared priorities to make neighbourhood policing sustainable into the future. A key issue is where PCSOs fit within this framework. At present, the increase in recruitment within the crime-fighting fund framework represents a financial risk to the organisation. To a certain extent the force has been built on precepts, which means there is an obligation to the authorities which are the source of this funding.
- Managing the estates strategy within the PFI environment is a challenge, particularly within the safer neighbourhoods agenda.
- The management information system for the fleet (Tranman) requires updating, and savings can be made on the reduction of double-keying by interfacing the system with the general ledger (programmed for 2007/08).

Audit Commission Use of Resources

Force and Authority: Greater Manchester Police

Element	Assessment
Financial reporting	Not Available
Financial management	3
Financial standing	3
Internal control	3
Value for money	3

Key to grades

1. Below minimum requirements – inadequate performance
2. Only a minimum requirement – adequate performance
3. Constantly above minimum requirements – performing well
4. Well above minimum requirements – performing strongly

The judgements are made by auditors under the Code of Audit Practice and in accordance with guidance issued by the Audit Commission.

6E Information Management

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
1	9	31	2

National Position

The convergence of information and technology streams, and in particular the developing role of the chief information officer, is focusing attention on how forces corporately govern information. The aim in this assessment is to differentiate between forces that are taking an information-based approach to delivery and those that are technology-driven. A raft of emerging standards – notably Management of Police Information (MoPI) – is defining metrics against which performance can be measured, and these will ease the challenge in future assessments. Equally, the need for forces to develop medium-term planning, to consider national strategy in their local planning, and to reflect the requirements of the information technology infrastructure library (ITIL) have all provided some clear measures of success.

It has been a particularly challenging 12 months for forces’ information services, as much development work was postponed because of amalgamation proposals. This backlog will need to be addressed in 2006/07, together with work on shared approaches to bridge the level 2 shortfall. The challenge of providing information for the cross-regional information-sharing project (CRISP) and the emerging IMPACT system is considerable. This may require the development of ‘confidential’ networks and work to meet the requirements of the Unified Police Security Architecture (UPSA) as well as MoPI. These carry as yet unquantified but very considerable costs, as well as resulting in major business change. With constrained budgets and increasing demands, the future poses real challenges as to how forces will manage their information assets.

Contextual Factors

The IT department aligns ICT delivery with force and national objectives. Strong processes for both short- and long-term planning are in place, with management responsibilities clearly assigned and understood.

Application delivery is focused on supporting operational policing, and contingency arrangements are in place where practicable. A strong performance management regime, coupled with biannual benchmarking, ensures that performance is measured and that Areas for Improvement are proactively addressed.

Strengths

- ICT falls under the portfolio of the ACO (resources). The ICT department is held to account and performance is managed through the information systems steering group

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(ISSG) which is chaired by the chief officer lead. The ISSG meets every two months and is informed by performance data, provided by the department, covering projects, slippage, costs, quality standards and customer satisfaction. There is a move to extend the force performance management GRIP process to cover headquarters departments.

- The force IT strategy, covering both information systems (IS) and IT, was revised and published in 2005. The document explains the explicit linkage between IS/IT and the force policing plan, the national policing plan 2005–2008, the Home Office science and technology strategy 2004–2009, the doctrine programme, the information systems strategy for the police service (ISS4PS), and the legacy NSPIS. It documents progress in relation to information management, including data as a corporate asset, a strategic approach to data storage and management, and a data cleansing project. The strategy also records progress and plans towards using OPUS as the single mechanism to provide all GMP members of staff and their partners with information and documents, and the changes the force needs to make to the underlying technology to support these goals. The strategy has been approved by the ISSG and force command and has been presented to the Police Authority.
- There is an up-to-date and communicated IT strategy for the organisation. The key strategic principle is to centralise information to bring it into an environment where it can be reliable and made available to people in a form that meets their needs. The strategy is also about how those delivery requirements are determined. An example of how this strategy has been put into effect is the OPUS intelligence system. Small, stand-alone facilities are systematically being taken away and provided back within the OPUS framework in a way that allows the facilities to be linked together. OPUS is about taking the strategy and converting some of the legacy systems and making them fit the current requirements. The force incident handling system was originally introduced in 1991 and was designed for more efficient processing and standardisation of collection rather than for delivery of information in a way that fits the needs of users. OPUS is being developed to rectify this situation.
- The long-term business development plan is contained within the IT strategy and is included in the force medium-term financial forecast. The IT director is a member of the quarterly FSMB where the long-term link to the force's strategy is established and the link to the police reform programme is formalised. The IT strategy covers the link to the community security policy, both the business requirements and the exploitation of emerging technology, for example. The force has the largest implementation of IP telephony in the UK and the OPUS systems provide a single view of all nominal data and full support for the NIM, for example problem and target profiles, SARA, persistent offender tasking and co-ordinating, and extensive search facilities.
- Improvements have been made to the governance arrangements around business planning. The FSMB has been enhanced to strengthen the links between the force priorities and business planning. FSMB meetings now take place on two levels. The main meeting, where chief officers are present, takes place on a quarterly basis and an extended version of the meeting, involving departmental heads, takes place on a monthly basis. There are eight formal ways that are detailed as part of the governance arrangements in the strategy. These enable the long-term planning requirements to be established and also enable the force to be responsive enough to escalate and leapfrog projects where required. The strategic capital planning group, a joint committee with the Police Authority, takes an overall view of the medium-term financial forecast.

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- The force is developing its position on the management of information, taking account of the HMIC report *Raising the Standard*. Developments are around the professional influence over how information is managed and the strategic influence over how information is used as a resource.
- Capital bids are assessed and prioritised via a formal mechanism, by the customer community, against force priorities. Those that are included in the programme of work are then formally registered as part of the efficiency planning return, and the benefits they deliver are reported through to corporate performance. In the support of the business requirements, the IT branch ensures that the force is aware of developments in technology or applications of existing technology elsewhere. This is done through the ISSG and information systems and futures group as detailed in the IT strategy.
- Following baseline assessment in 2005, the force developed an action plan and the process for making decisions on the allocation of resources was amended to take account of the force's aspirations for improvement informed by those grades. Large-scale bids for infrastructure projects are the subject of a separate though connected process, again through the FSMB.
- The IT branch has a programme support office that takes responsibility for ensuring that project management standards are applied. These standards have been developed by the programme support office and reflect a pragmatic approach based on the complexity of the project, its importance to the business and the risk of failure. A monthly report is produced showing the status of all projects, together with an overarching Gantt chart for the programme. Business benefits and efficiency savings are identified at the project bid stage and then tracked and reported, via project boards and the programme support office, as input to the force's efficiency plan.
- The performance framework has been established in consultation with key stakeholders and agreed by the ISSG. It includes the production of monthly performance indicators which are considered by the branch senior management team and the ISSG. There is also a process whereby the branch dip-samples calls on a weekly basis and reviews incidents as part of a problem-management regime. This enables a complementary qualitative perspective to be considered with the, largely quantitative, monthly performance indicators.
- The department maintains an account management system and monitors performance indicators on the management of those accounts. Account managers proactively go out to divisions and departments to communicate and work on solutions. SLAs exist for each system.
- GMP is the ACPO lead for the benchmarking toolkit and conducts a full customer survey as part of this every two years. From the benchmarking the force produces an action plan based on the results and a regional and MSF group comparison. Specific actions from the benchmarking action plan form part of the business plan and, in turn, these form part of individuals' appraisal objectives.
- All senior managers in IT have successfully completed the IT infrastructure library (ITIL) foundation certificate. Managers in the appropriate areas have successfully completed or are scheduled for the ITIL managers' certificate. The force has implemented incident and problem management.

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- Each of the main force ICT systems has a nominated owner based in the business area supported by the system. The owners hold meetings with the IT department every two months to monitor and influence the development of the systems. The current focus is on the OPUS system around crime investigation and intelligence. Strategic principles around systems are developed by their owners supported by the department.
- GMP has a generic service level specification in place and specific SLAs for individual systems. Users can report and monitor progress of calls via the force intranet. At least three randomly chosen calls per day are dip-sampled by the service desk, with a weekly reporting process on findings. Independent customer surveys are conducted every two years as part of the ACPO benchmarking exercise. These show continuing improvement in user satisfaction.
- GMP has a long-established, Infosec-accredited, IT security team. In line with community security policy guidance, the information security officer is not located within the IT services branch but there is close liaison between the two. The implementation of the community security policy and the Government Protective Marking Scheme is undertaken on a partnership basis and reported through the security committee (chaired by an ACC).
- The force's purpose-built business continuity site was handed over for use in 2005. The delivery of this multi-million pound project was the culmination of five years' planning and is clear evidence of the force's realisation of the contribution that technology makes to the delivery of policing and force performance. GMP has defined three categories of system in line with ITIL definitions. New systems are being delivered in line with these criteria and existing systems have either been progressed or will be progressed in the current financial year.

Work in Progress

- The force has extended its requirement from business continuity to service continuity and again this will be delivered for mission-critical systems in the first instance. The greatly increased delivery rate for projects, together with the consolidation programme, has created some power and air conditioning limitations which are preventing the force from putting any more equipment in the main (Chester House) computer room. This has compromised the force's service availability plans and will continue to do so until resolved. The force is currently considering options to resolve the issue.
- Completion of implementation of ITIL-compliant processes is scheduled for 2006/07.
- Proposals for information management need to be finalised and implemented. This follows a review of information management arrangements in line with Cabinet Office guidelines.
- The force has renewed its data and voice infrastructure. It has consolidated its environment and its data. The OPUS system provides a suite of integrated applications, but it does not cover all application areas as its primary focus has been on supporting the NIM. It does cover the six areas that are included within the Impact Nominal Index. Where the application is not integrated, the data has been integrated by means of electronic updates (some real-time, for example custody) and others overnight (for example crime). There are plans to move all required data to real time either by adding new application functionality to OPUS, for example crime and intelligence, or by

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providing a real-time update mechanism. These were planned for September 2006. OPUS not only provides a single point of access to data for members of staff but is also the basis for data provided to specialist application areas such as analysts and partners.

Areas for Improvement

- There is a lot of variation between divisions in the level of service provided and the resource commitment made to protecting vulnerable people. Working practices vary and criteria for acceptance are also inconsistent. A best value review of public protection was carried out, but there is no clearly understood corporate framework of guidance, no minimum standards for the implementation of facilities, and no quality standards. As a consequence, it is difficult for the force to design and resource IT systems or administrative processes which are fit for purpose across the board, although there are clearly deficiencies in this area. The force is implementing this project within a decentralised environment and needs to ensure that the balance is right between flexible local action and the achievement of corporate standards.
- The situation in relation to the development of neighbourhood policing is still work in progress and the strategic principles around which ICT facilities can be developed to support the programme are yet to be confirmed.

6F National Intelligence Model

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

The ACC (crime) is the force lead for the NIM and chair of the NIM project board. Implementation, development and support is managed at force level by a dedicated chief inspector; the development and cascading of information is assisted by a compliance action plan and a self-inspection process, which is supplemented by a performance capability review team to conduct reality checks.

Established and effective strategic T&CGs exist at regional, force, partnership and divisional levels; also, GMP has themed criminality T&CGs covering the criminal use of firearms and sexual crime. The 2005/06 force control strategy contains cross-cutting themes within criminality, as against specific crime types. The tactical T&CG process is embedded at all levels, including partnership involvement.

The GMAC partnership business model remains the common business process for the ten CDRPs across Greater Manchester and advocates replacing traditional police strategic assessments with CDRP strategic assessments (now one document), the development of strategic and tactical business groups (including or supplementing police T&CGs), opportunity strategies and delivery plans. The crime and disorder review advocates many of the principles of the GMAC partnership business model, putting GMP at the forefront of NIM development.

NIM principles are integrated with strategic and performance management. The GRIP process reviews performance across organisational and operational areas, requiring the production of a volume crime tactical assessment. The preparation of NIM products and documents is co-ordinated across the force, to ensure consistency and to link strategic and tactical processes at all levels.

GMP continues to develop the force T&CG with regard to decision making for serious and organised crime and level 2 volume crime. Examples of good practice in the identification of these level 2 series include Operations Edge, Prime and Krypton. The T&CG process is informed by use of a prioritisation matrix to score level 2 OCGs and individuals, to assist in assessing the threat posed and then in determining the response. This development is reflected in significant reductions in homicide and attempted murder, particularly in criminally related murders and attempted murders involving a firearm.

The 14 partnership strategic analytical co-ordinators, initially centrally funded through NIM implementation, have now been adopted and funded within the partnerships.

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GMP has been nationally recognised for its innovative development of firearms forensic intelligence, and the intelligence section is the first to achieve ISO 9002 accreditation. An intelligence professionals' conference took place in April 2006 as part of a programme to professionalise the intelligence process across the force. Career pathways have been developed for intelligence and analytical staff. The force principal analyst has set up work groups for career pathways, recruitment and selection, learning and development, communications, best practice and IT.

Post Bichard, GMP is one of the first forces in the country to conduct a data cleansing programme in preparation for the introduction of an integrated intelligence IT system that will allow single input and universal search.

Strengths

- A chief inspector has been appointed, supported by a project officer, dedicated to NIM management. The NIM2 self-inspection process has been introduced to ensure that divisions are complying and to identify areas for development. A summary of these areas, using a traffic light scoring process, will be discussed directly with relevant divisions.
- The GRIP performance management process reviews performance across organisational and operational issues.
- At a strategic level, there are regional, force, GMAC and divisional control strategies, as well as themed control strategies at a force level for the criminal use of firearms and sexual crime. Each T&CG strategic assessment contains recommendations for its control strategy priorities within prevention, intelligence and enforcement categories. The control strategies' priorities are set following consideration of the opportunities and knowledge gaps that are identified within the strategic assessments.
- GMP produces control strategies at divisional, partnership and force levels, as well as in designated themed areas, for example Xcalibre. The control strategies have a delivery plan to show responsibility for each priority.
- The OPU has recently been transferred to the intelligence section under the force director of intelligence and, in conjunction with the FIB, it will provide intelligence support at force level. The intelligence section will service the requirements of the level 2 T&CG, targeting serious and organised crime and force-level volume crime. The force is in the process of procuring new intelligence systems.
- The FIB is organised around a desk system which services specific priority areas within serious and organised crime. An analytical co-ordination group sits above the desk structure and looks at the strategic and cross-cutting issues, and links across the force and with other organisations. There have been big improvements in the way that intelligence has been managed at force level over the last five years and this area of business continues to develop. Procedures developed on one of the desks are now being extended across the whole range. This involves specific tasking and co-ordinating processes for each desk, brought together by and reporting to the force T&CG. This system brings a lot more accountability and control.

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- There is monthly preparation of a serious and organised crime tactical assessment to inform force-level tasking and co-ordination, and scanning of force-wide volume crime to identify level 2 activity.
- The GMAC partnership business model is the development of the NIM in a partnership context. It has been implemented at the local and conurbation levels. The partnership business model advocates CDRP strategic assessments (equivalent to police strategic assessments), the development of strategic and tactical PBGs (equivalent to police T&CGs), opportunity strategies (equivalent to police control strategies) and delivery plans. The Crime and Disorder Act review supports many of the GMAC partnership business model principles, placing GMP at the forefront of NIM development nationally.
- Each T&CG tactical assessment contains recommendations for action in areas aligned to the control strategy, within the prevention, intelligence and enforcement categories. GMP uses the Poman and SARA systems to target offenders in line with actions sanctioned by the T&CG.
- The intelligence section has developed a prioritisation matrix to assist decision making in the tasking and co-ordination process in relation to serious and organised crime. The matrix gives an indication (score) as to the severity and scope of a problem, based on five factors (injury, fear, extent of criminality, force reputation, and impact on performance). The score is subjected to a multiplier, which represents the likelihood of occurrence, to provide a final score which is compared against a risk level scale to determine the recommended action. The matrix was designed to assess and discriminate between potential threats, particularly for when there is potential conflict regarding the allocation of resources. It has been used to assess the threat for each of the identified level 2 OCGs (approximately 350 groups to date).
- The force has an internet reference site accessible to staff and has appointed a knowledge manager.
- GMP is one of the first forces in the country to conduct a data cleansing programme in preparation for the introduction of an integrated intelligence IT system that will allow single input and universal search.
- The force is a nationally accredited training centre for intelligence management, analysis and CHIS level 3; a review of these courses and the overall integration of the NIM within all training is under way to ensure that intelligence opportunities are operationalised.
- The force manages forensic intelligence through the recently developed forensic action management IT system and the force has been nationally recognised for its innovative development of firearms forensic intelligence.
- The FIB is the first intelligence unit to achieve ISO 9002 accreditation.
- As part of the GMP commitment to NIM minimum standards, the force held an intelligence professionals' conference in April 2006 to enhance the understanding among those involved in areas relevant to intelligence management and processes. The NIM formed part of the corporate conference day and inputs were given on issues such as the role of local intelligence officer, analysts and CHIS handling.

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- Within the GMAC framework, GMP has partnership strategic analytical co-ordinators on each division and at force level.
- Career pathways have been developed for intelligence and analytical staff.

Work in Progress

- The forensic action management database is still developing and will be used to link crime scenes and ensure that forensic hits are researched and allocated more effectively.
- The issues of the Government Protective Marking Scheme, the physical security of OPUs, the 'red circling' of intelligence posts and the timing of level 1 T&CGs are being addressed by the NIM inspection process and the performance capability review team.
- The force OPU has developed significantly and is now in the process of amalgamating with the FIB to provide a more focused and effective unit for GMP.
- The NIM is becoming increasingly more embedded in divisions and GMP continues to recognise the need to enhance the understanding of the NIM throughout the organisation as part of its programme to professionalise intelligence management.
- The force has a significant issue regarding data quality review, in relation to existing intelligence records (beginning with over 530,000 nominal records). This is being addressed by a data cleansing programme that is resourced by divisional secondments, including some recuperative duty staff.

Areas for Improvement

- The regional T&CG is limited in its effectiveness by resource constraints that inhibit operational activity for cross-border problems.

7 Leadership and Direction

7A Leadership

Grade	Direction of Travel
Good	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

Contextual Factors

GMP has a strong, established and well-managed chief officer team with clear portfolios and areas of responsibility across the force. The chief officer team is closely involved in national developments through ACPO, and GMP chief officers are the ACPO leads in a number of different work streams. The chief officer team has driven the focus on performance improvement relentlessly since the appointment of the current Chief Constable in September 2002.

Achievements in improved performance have been considerable in most areas. Each chief officer has a performance contract with the Chief Constable. GMP has significantly improved its standing both nationally and locally through the focus of the chief officer team.

Strengths

- The force and the Police Authority have a strong, positive working relationship. The Police Authority has developed a reality-checking process to complement the GRIP process. As part of the reality-checking process, members carry out visits to divisions and other functions. The Police Authority and the force have a joint planning group to oversee strategic planning and have established joint project groups to address priority performance areas, for example call handling. They also participate in joint learning days where common presentations are received, for example on IT. The Police Authority is closely involved with the chief officer team within many specific work streams, including diversity (via Respect), and also mutual work regarding the stop search/account programme. The chair of the Police Authority is a magistrate and a member of the LCJB strategic oversight group linking the Police Authority strongly to the criminal justice arena.
- Each chief officer has a personal delivery contract with the Chief Constable, as has the Chief Constable with the Police Authority. The contracts include personal development outcomes and outputs. Responsibilities are reviewed regularly and linked to the planning process. An away day for all the chief officer team takes place every four to six weeks at the force training school. External input is included if relevant or appropriate. Members of the chief officer team also have regular, structured away day sessions with Police Authority members to debate specific strategic issues, for example force restructuring.

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- The degree of performance improvement achieved by the force in the past two to three years is direct evidence of the success of the chief officer management team. The force has recently amended the membership and focus of its governance arrangements by extending the FSMB to include all commanders on a quarterly basis, thus facilitating broader discussion and decision making at a strategic level. In conjunction with this, a rolling strategic financial forecast within a co-ordinated corporate planning structure and process is being developed.
- GMP has a vision statement, which has been widely publicised across the force. This is supported by the Chief Constable's vision visits to all divisions. Members of staff are asked to fill in feedback forms on the visit which are reviewed by corporate communications. Further roadshows across the force by the Chief Constable and the DCC have been undertaken to promote the leadership charter, and these have been accessible to all staff. The programme of relevant roadshows to divisions and branches is continuing.
- All chief officers participate in the force-wide senior leadership programme, using a range of external and internal inputs.
- There is high visibility of the chief officer team and chief officer sponsorship and lead across all key strategic programmes and governance bodies. GMAC and the involvement of the Chief Constable at the executive level have a strong influence on the development of partnerships.
- The force intranet is used proactively to communicate chief officers' views on key issues, for example the unacceptability of racism, and is a key communications tool. The Chief Constable and the DCC have held regular, themed 'web chats' to enable staff to question and communicate with them directly.
- The command team wholly embraces the change agenda in respect of partnership working. Within the criminal justice arena, the GMP command team has chaired the LCJB since its inception and has a positive and leading engagement via the LCJB and the prosecution team steering group. This has helped to drive the increased performance within criminal justice.
- All strategic/corporate groups and programmes within the force have a chief officer as sponsor or chair. A programme management approach is used in the management of change initiatives, with a programme board chaired by chief officer(s). This ensures compliance with key milestones and outcomes and outputs. Operation Step Change was a major change initiative involving internal staff, external consultants and the PCSD. The force has established a programme management office monitoring all force-wide projects and fully embracing the police reform agenda. All policy changes are subject to the preparation of a fully costed business case and impact assessment, including HR, finance, freedom of information, human rights, training and diversity.
- The internal communications strategy led to the development of a Making Connections toolkit to aid the management of communication. An organisational cultural inventory was conducted as part of Operation Step Change to ascertain staff views and morale. A follow-up survey has been commissioned to assess cultural change to date and key issues have been built into the ongoing Chief Constable and DCC roadshows. A staff workforce panel (representative by staff/officers, race, gender, geography and rank) has been established to canvass staff views, opinions and feedback.

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Work in Progress

- The force is looking for continued development and dissemination of the GMP neighbourhood policing philosophy with partners, stakeholders and the general public in particular. The safer neighbourhoods programme board includes representatives from the Police Authority and is co-ordinating force-wide policies and minimum standards. This includes the development of an external communications strategy for safer neighbourhoods. This strategy is linked to a holistic communications strategy which develops the brand 'Fighting Crime; Protecting People' to include all areas of force activity including safer neighbourhoods. The strategy will deal with the issues of public confidence, perceptions and expectations, for communities, partners and internally within GMP.
- The communications strategy will further align and develop communication channels, particularly using opportunities afforded by work undertaken to date in respect of the national QoS.
- In respect of policy, there is a drive to make sure that the force has simple structures, clear responsibilities and mandates to pull it together, with effective mechanisms for checking compliance against agreed standards.

Areas for Improvement

- Achieving a corporate view is very important and is the next level of maturity in the relationships between the force, divisions and branches in the successful roll-out of devolution. There are early signs that this corporacy is developing where departments are working together to achieve savings.

GOOD PRACTICE

TITLE: Leadership Programme

PROBLEM: In 2004 GMP launched its Leadership Programme and significant work was completed in 2005 to support the development and implementation of the Programme.

SOLUTION:

The Leadership Programme is designed to develop the leadership capacity of all staff in GMP and, by so doing improve force performance.

There are four strands of the Leadership Programme:

- Senior Leaders
- Prospects – our high potential scheme for officers and police staff
- Core Leaders – supervisors and junior managers
- Leadership for All – aimed at those staff who are not covered by the other three strands

Innovative aspects of the Leadership Programme, include:

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- The Chief Constable's Leadership Charter, outlining how he expects staff to demonstrate leadership.
- 'Prospects' – an intensive leadership development scheme for police staff and officers who demonstrate the potential to become the senior leaders of the future. The development activities include: 360 degree feedback, leadership workshops, coaching and working on a strategic project using action learning to enhance their development.
- Training a number of staff as internal coaches for senior leader's and Prospects
- Developing senior management teams using 360 degree feedback, personal development tools, such as MBTI and a facilitated team workshops

OUTCOME(S): We are not aware of any other force which has developed such a comprehensive set of leadership development approaches. Individual elements of the Programme are formally evaluated to ensure a very high standard. These evaluations support the feedback we receive from participants on the Programme which is consistently very good.

FORCE CONTACT: Rosemary Schaeffer, Assistant HR Director (Organisational Development)

7B Performance Management and Continuous Improvement

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	12	26	5

Contextual Factors

The Chief Constable is proactive in leading on performance at a strategic level. This message is clearly reiterated through the GRIP process where the chief officer team as a whole contributes to driving performance improvement. This is supported by continuous improvement with performance inspection through the performance capability review process, best value reviews and risk management through the organisational intelligence process. The performance capability review process calls on the specialisms and experience from other areas of the force such as criminal justice, diversity command, operational communications, crime audit and police reform.

National priorities, the force strategic assessment, public consultation and organisational risks and threats inform force priorities. The GMAC strategic assessment informs the force strategic assessment to ensure a top-down and bottom-up approach. The medium to long-term strategic direction of the force is determined through the quarterly FSMB meeting, informed by processes which are further evolving such as scanning, corporate analysis and risk management. The quarterly FSMB meeting involves the command team and the participation of senior managers across the force in determining the strategic direction and monitoring progress. The outcome is the development of a corporate plan and support strategies, for example on IT, estates, finance and HR.

The force is open to alternative approaches to service delivery and the benefits this can realise. As a result, the force has integrated with partners, for example through the GMAC partnership business model. In specific areas, integration has developed further, such as co-location for the investigation of child abuse and of serious sexual offenders.

Strengths

- The force has integrated strategic planning and performance with the NIM. The planning cycle is linked into the GMAC timescales agreed each year to ensure that the NIM informs the setting of force and divisional priorities. The force control strategy informs the setting of force priorities, which this year has resulted in direct correlation with the broad areas contained in the force control strategy (annual policing plan priorities).
- The latest force control strategy themes are cross-cutting issues that most impact on force performance, PPOs, vulnerable communities, organised crime, crime drivers, public reassurance and violence. These themes are supported by delivery plans that cover specific areas such as burglary and robbery. The GRIP meeting and force T&CG

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reference the relevant delivery plan and hold divisions and departments to account in terms of their response to the declared aims of the force control strategy. Divisional performance reviews have been trialled in the new format of performance capability review which action plan performance improvement against delivery plan areas within the force control strategy.

- The organisational intelligence risk management process requires management teams to self-assess the internal organisation against risks, threats and opportunities in terms of impact on performance and likelihood of something happening. The process requires assessment of people, processes and results, and links to the principles of the European Foundation for Quality Management.
- The force 'shop window' for performance is the GRIP process, led by the Chief Constable; it frequently holds divisional commanders to account. This is replicated at a divisional level through senior management team involvement in the divisional GRIP process. There has been sustained investment in the infrastructure to ensure continuing improvements in performance at all levels, such as the PIP project, training through burglary and robbery packs, and ensuring that IT supports the performance requirement through OPUS.
- Other principal mechanisms to review performance include the divisional GRIP process which replicates the strategic force-wide GRIP process and where divisions are required to present performance results and context to the diversity policy advisory committees. Across GMP there are champions for every force priority to ensure ownership in driving performance.
- The GRIP process identifies the cycle of inspection for performance capability reviews as a result of force priorities and underperformance. All inspections are led by the DCC, with action plans signed off at ACPO level. The performance capability review has a very tight focus on the top 10% of divisional performance threats. The benefits include the increased frequency of inspection that this tight focus affords. Previous performance inspection regimes were all-encompassing and presented divisions with an enormous action plan that could cause key threats not to be addressed while those easily remedied were.
- The FSMB identified key priorities for the force in a new-style quarterly FSMB meeting held in October 2005, to form the basis of decision making regarding the prioritisation of resources. To further develop the quarterly FSMB meeting, the focus on a six-monthly basis will be to feed in baseline results and to consider their prioritisation within the force. In addition, on a quarterly basis, the medium-term financial forecast will inform the FSMB.
- Following baseline assessment in 2005, the force developed an action plan, and the process for making decisions on the allocation of resources was amended to take account of the force's aspirations for improvement informed by those grades. Large-scale bids for infrastructure projects are the subject of a separate though connected process, again through the FSMB.
- The DCC is developing a strategic programme board which will report to the FSMB. Headquarters departments are to be examined in terms of their contribution to the GMP priorities. The force is looking to get all of the money and the people aligned to where it wants to go.

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- The projects that have been identified as mission critical to the force are Safer Neighbourhoods, workforce modernisation, management of police information (MOPI), level 2 protective services, criminal justice reform (custody), call management and volume crime investigation. Each is managed through a project board. Departments are held to account for delivering elements of the action plans from each of these project boards. The strategic management board oversees the progress of these project boards. The project boards constitute project tasking and co-ordinating. The business implementation group provides a forum for addressing the business management issues derived from the project boards. The business management process is used to unpick the issues and to prioritise. Financial decisions and resource deployment are carried out within a largely devolved business management environment. Financial provision to headquarters departments in support of the mission-critical projects is determined by the FSMB. A review of headquarters departments is due to take place during 2006.
- The force has made significant developments and investment in OPUS – a single data warehouse designed by police officers, delivered by IT, which will deliver real-time performance allowing for information and performance analysis.
- The DCC is the chief officer lead for reducing bureaucracy. The reducing bureaucracy group is driving the force commitment to ease the administrative burdens faced by both police officers and police staff. A total of 220 reducing bureaucracy suggestions were received during 2005. The force is involved in the national reducing bureaucracy awards scheme and was successful as a force winner in 2005.
- The NIM planning and performance review in a partnership context is demonstrated through GMAC and the partnership business model.
- The force is linking the citizen focus and neighbourhoods agenda with those of partners within the GMAC framework. This entails developing programme plans in an environment where the police are not the sovereign body, which involves developing relationships around a sense of direction. The GMAC environment has powered the redefinition of community engagement within the whole partnership model. The force is addressing the issue of integrated neighbourhood management outcomes from the outset at the strategic level, and is now engaged in the process of conversion to the neighbourhood level.
- The force has invested heavily in a programme of customer satisfaction surveys over the past three years. Surveys are carried out three times per annum and consistently obtain about 4,200 responses from members of the public. Each division has a panel of 250 people who are surveyed, which is representative of the mix of groups within local communities. Response rates vary between groups and the force is looking to manage this on a face-to-face basis.
- Following on from Operation Step Change, the implementation of burglary packs and robbery packs have introduced a new way of training in relation to managing performance. Regular monitoring of the impact of this training is undertaken. The PIP project has also introduced new training methods related to performance.
- Key performance results are communicated via the intranet, internet, *Brief* (the force newspaper), local press and media, where divisional commanders are encouraged to have a regular slot in the free local newspaper.

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- The PDR appraisal system includes a requirement on the appraisal form to set at least one objective linked to the business plan, ie branch and divisional plans. Branch and divisional priorities are linked to national and force priorities through the four key priority areas. There is then a direct link from national priorities, through to the specific business plan objective set in the appraisal process.
- Members of staff are consulted on a monthly basis through the GMP staff consultation panel which has 750 members representative of the force staffing profile.
- In terms of personal development and continuous improvement, the leadership charter is the framework by which staff can continuously improve. An internal mentoring scheme operates within the force, in addition to an external mentoring scheme through Greater Manchester Chamber of Commerce. Knowledge can be gained from mentors in the business sector and local authorities, providing a different type of learning from that gained from colleagues.

Work in Progress

- A strategic programme board has been established to assist the force in identifying efficiency savings for the force for 2007/08. A headquarters review and the evaluation and assessment of divisions are supporting this process.
- Through the newly formed quarterly FSMB meeting, the force is jointly identifying priority work streams which will inform strategic planning and, in turn, be supported by HR, estates, IT and financial strategies to support delivery. The GRIP meeting will be the forum to ensure that these support areas are delivering to the identified work streams.
- In the area of resource prioritisation and HR management, the force is looking at how it spreads its resources; there are savings to be made next year; some deep process analysis is ongoing; there is a review of headquarters to be carried out by October 2006 and then the force will start feeding into GMPA in time for budgets next April.
- A development is corporate analysis and horizon scanning, which will broaden the environmental scanning function and inform the longer-term direction of the force. This will include an impact assessment of information already collated within the force in addition to looking at future issues which may impact on the organisation. This development will inform quarterly FSMB meeting in the setting and re-prioritising of force priorities.
- The force has made significant developments and investment in OPUS – a single data warehouse designed by police officers, delivered by IT, which will deliver real-time performance allowing for information and performance analysis. The current systems and processes do serve a function but are very resource-intensive. Members of staff are currently required to manually harvest and process data in order to provide performance information, ie the monthly performance bulletin or criminal justice department bulletin. There is a significant IT project that will deliver a performance management system and a data warehouse that will automate, over time, all the data harvesting and processing functions that will allow staff to analyse and produce performance intelligence.
- Performance capability reviews have replaced the previous post-GRIP process. The second cycle of performance capability reviews (starting in July 2006) will include

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headquarters departments, which will in turn feed into the GRIP process. Benchmarking is being undertaken with Sussex Police. The development of balanced performance will add to the scrutiny of departments on the enablers of performance through the GRIP process. Internally, some branches undertake benchmarking independently through regional and national contacts, for example the IT branch and the business services branch; however, this is not wholesale across the force.

Areas for Improvement

- The force commitment towards performance will be furthered by 'gripping' support branches on performance through the GRIP process. This is currently happening on an ad hoc basis and plans are in place to embed this into the performance culture without losing the emphasis on driving front-line performance.
- The feasibility of balanced performance has been assessed and will be developed further during 2006/07 to ensure a more balanced focus on quantitative and qualitative assessment to inform the GRIP process and performance capability reviews.

GOOD PRACTICE

TITLE: GRIP – Greater Manchester Police Review to Improve Performance

PROBLEM: Greater Manchester Police Review to Improve Performance (GRIP) was introduced by CC Michael Todd in March 2003. GRIP is an overarching performance management framework which serves to drive performance improvement across the whole organisation, at all levels top to bottom. The GRIP process was developed and informed by Operation Stepchange that sought to identify, develop and enhance our key processes, which lead to continuous improvement in the reduction and detection of crime and the delivery of efficient and effective services.

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SOLUTION:

Stepchange identified three key workstreams;

- Process and Indicators
- Data and Systems
- People

Each workstream consisted of a number of sub-projects and an overall Programme Board, chaired by the Deputy Chief Constable and including Police Standards Unit representation governed overall development, implementation and monitoring. The various outcomes and outputs from *Stepchange* are now incorporated within the GRIP process to ensure compliance and quality assurance.

GRIP involves performance monitoring, measurement and management from the Chief Officer delivery contacts (Assistant Chief Constables via Chief Constable (CC) via Police Authority) through to a monthly GRIP plenary meeting. Where an analysis and presentation of the Force performance bulletin is given by the Corporate Performance and Development Branch. The presentation highlights good and poor performance over periods against targets, time and against peers (within Force, MSBCUs and MSFs etc), predicted future performance is analysed in relation to past and current performance and against targets. Chief Officers lead the identification of good practice and development issues through interaction with Commanders. All Chief Officers and all Basic Command Units and Branch Commanders are in attendance.

Performance reviews are undertaken with Basic Command Units and Branches, to both inform, and be informed by, the GRIP plenary meeting. The reviews are co-ordinated by the Corporate Development and Performance Branch with assistance from relevant policy/process owners. Reviews are conducted on a risk-assessed basis looking in detail at system and process compliance. Local performance reviews are conducted by BCU/Branch Commanders at a local level operating on the same basis as the forcewide GRIP plenary but drilling down into local delivery and performance issues.

Localised performance management replicates GRIP and is also undertaken by Inspectors/Team Leaders using locally collected and analysed management information to address performance issues. At an individual practitioner level, the competency based appraisal system links individual performance appraisal directly to BCU/Departmental business objectives.

OUTCOME(S): Since the introduction of GRIP and the introduction of the tools, techniques and processes developed within Stepchange, GMP performance has shown significant and steady improvement and a notable increased awareness focus on performance across all staff within the organisation, regardless of officer, staff, rank or grade.

FORCE CONTACT: Colin Baldwin, Corporate Development and Performance Director

Appendix 1: Glossary of Terms and Abbreviations

A

ACC	assistant chief constable
ACO	assistant chief officer
ACPO	Association of Chief Police Officers
AGMA	Association of Greater Manchester Authorities
ANPR	automatic number plate recognition
ARV	armed response vehicle
ASB	anti-social behaviour

B

BAPA	Black and Asian Police Association
BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic
BOF2	back-office function version 2

C

CBRN	chemical, biological, radioactive or nuclear
CDRP	crime and disorder reduction partnership
CHIS	covert human intelligence sources
CID	criminal investigation department
CPS	Crown Prosecution Service
CSI	crime scene investigator

D

DCC	deputy chief constable
DPSU	divisional and partnership support unit

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DVLA Driver and Vehicle Licensing Agency

F

FIB force intelligence bureau

FIG forensic investigation group

FSMB force strategic management board

FSS Forensic Science Service

G

GMAC Greater Manchester Against Crime

GMP Greater Manchester Police

GMPA Greater Manchester Police Authority

GRIP Greater Manchester Police Review to Improve Performance (force performance management process)

H

HOLMES Home Office Large Major Enquiry System

HR human resource

I

IAG independent advisory group

ICIS computerised custody system

ICT information and communications technology

IPLDP Initial Police Learning and Development Programme

IS information systems

ISSG information systems steering group

IT information technology

ITIL information technology infrastructure library

K

KSI killed or seriously injured

L

LAGSA	Lesbian and Gay Staff Affiliation
LCJB	Local Criminal Justice Board
LGBT	lesbian, gay, bisexual and transgender

M

MAPPA	multi-agency public protection arrangements
MIRSAP	major incident room standardised administrative procedures
MIT	major incident team
MOMI	management of major incident
MSF	most similar force(s)

N

NCOF	National Crime and Operations Faculty
NCPE	National Centre for Policing Excellence
NCRS	national crime recording standard
NIM	national intelligence model
NSIR	national standards for incident reporting
NSPIS	national strategy for police information systems

O

OCB	operational communications branch
OCG	organised crime gang
OCR	operational communication room
OPU	operational policing unit

P

PAM	performance analysis monitoring (database)
PBG	partnership business group
PCSO	police community support officer

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PDR	performance development review
PFI	private finance initiative
PIP	professionalising the investigative process
PNC	police national computer
PPAF	policing performance assessment framework
PPIU	public protection investigation unit
PPO	prolific and priority offender
PSU	police support unit
PURE	police use of resources evaluation
Q	
QoSC	quality of service commitment
R	
RES	race equality scheme
RSVP	Regularly Seeking Views on Policing (Greater Manchester Citizens' Panel)
S	
SARA	scanning, analysis, response, assessment (problem-solving model)
SIO	senior investigating officer
SLA	service level agreement
SNEN	single non-emergency number
SOCA	Serious Organised Crime Agency
SSB	scientific services branch
SWIM	scientific work improvement model
T	
T&CG	tasking and co-ordination group
TFU	tactical firearms unit
TNS	traffic network section

TVCU tactical vehicle crime unit

V

ViSOR Violent and Sex Offenders' Register

VLI vulnerable localities index

VOSA Vehicle and Operator Services Agency