



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Greater Manchester Police



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Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), Her Majesty's Inspectorate of Constabulary (HMIC) assesses the effectiveness of police forces across England and Wales.

What is police effectiveness and why is it important?

An effective police force is one which keeps people safe and reduces crime. These are the most important responsibilities for a police force, and the principal measures by which the public judge the performance of their force and policing as a whole.

To reach a judgment on the extent of each force's effectiveness, our inspection answered the following overall question:

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

To answer this question HMIC explores five 'core' questions, which reflect those areas of policing that we consider to be of particular interest and concern to the public:¹

1. How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?
2. How effective is the force at investigating crime and reducing re-offending?
3. How effective is the force at protecting those who are vulnerable from harm, and supporting victims?
4. How effective is the force at tackling serious and organised crime?
5. How effective are the force's specialist capabilities?

HMIC's effectiveness inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for Greater Manchester Police.

Reports on the force's efficiency, legitimacy and leadership inspections are available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/greater-manchester/).

¹ HMIC assessed forces against these questions between September and December 2016, except for Kent Police – our pilot force – which we inspected in June 2016.

Force in numbers



Calls for assistance

Calls for assistance per 1,000 population 12 months to 30 June 2016

Greater Manchester Police England and Wales

304

240



Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2016

Greater Manchester Police England and Wales

82

68

Change in recorded crime 12 months to 30 June 2015 against 12 months to 30 June 2016

Greater Manchester Police England and Wales

+7.5%

+7.8%

Change in recorded crime for the 5 years to the 12 months to 30 June 2016

Greater Manchester Police England and Wales

+1.8%

-3.4%



Crime outcomes*

Charged/summonsed

Greater Manchester Police England and Wales

10.0%

12.1%

Evidential difficulties: suspect identified but victim does not support action

Greater Manchester Police England and Wales

6.7%

10.6%

Investigation completed but no suspect identified

Greater Manchester Police England and Wales

59.0%

47.4%

*Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2016.



Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2016

Greater Manchester Police

47

England and Wales

31

Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2015

Greater Manchester Police

49

England and Wales

34



Domestic abuse

Domestic abuse calls for assistance per 1,000 population 12 months to 30 June 2016

Greater Manchester Police

23

England and Wales

16

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2016

Greater Manchester Police

8.0%

England and Wales

11.1%

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

Greater Manchester Police

9.8%

England and Wales

10.0%



Organised crime groups

Organised crime groups per million population as at 1 July 2016

Greater Manchester Police

71

England and Wales

46



Victim satisfaction rate

Victim satisfaction with the overall service provided by the police 12 months to 30 June 2016

Greater Manchester Police

75.3%

England and Wales

83.3%

For further information about the data in this graphic please see annex A

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

Overall judgment²



Greater Manchester Police is good at keeping people safe and reducing crime. Our overall judgment is the same as last year, when we judged the force to be good. The force is committed to neighbourhood policing and its approach to tackling serious and organised crime is outstanding. The force has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. However, improvements are still needed in the standard of investigation and supervision. While addressing vulnerability remains its greatest priority, limitations at initial response can leave victims vulnerable to further harm.

Overall summary

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



How effective is the force at investigating crime and reducing re-offending?



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



How effective is the force at tackling serious and organised crime?



How effective are the force's specialist capabilities? **Ungraded**

Greater Manchester Police is good at keeping people safe and reducing crime. The force is committed to preventing crime and anti-social behaviour, and to making a difference for communities. The force introduced a new way of working which enhances its neighbourhood policing, and that continues to be the link between the community and the police. However, problem solving is inconsistent with some limitations as to how the force assesses what actually works.

² HMIC judgments are outstanding, good, requires improvement and inadequate.

When a crime occurs the force's investigations vary. Serious crime is investigated to a high standard; however, this is not the case for other crime types. The force works well with other agencies to identify, investigate and bring to justice repeat and dangerous offenders and to reduce re-offending.

Greater Manchester Police is effective in identifying at an early stage those victims who may be vulnerable. It generally investigates crimes against vulnerable victims to an acceptable standard. However, on occasions, because of some flaws in the deployment process, vulnerable people wait an unacceptably long time for police attendance. On a more positive note, the force supports victims of domestic abuse and uses legislation well to place restrictions on perpetrators.

Greater Manchester Police has made positive steps to address the areas for improvement identified in HMIC's 2015 effectiveness report. The force has a greater understanding of the threat posed by serious and organised crime. Neighbourhood officers understand their role in tackling organised crime and actively participate in disrupting crime groups. Co-ordinated work with partner organisations, such as children's services, youth services and prisons, is of an exceptionally high standard. With this, there is a concerted effort to prevent people from being drawn into organised crime and to enhance the force's lifetime offender management capability.

The force has appropriate arrangements in place to ensure that it can respond to national threats.

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

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention is more effective than investigating crime, stops people being victims in the first place and makes society a safer place. The police cannot prevent crime on their own; other policing organisations and organisations such as health, housing and children's services have a vital role to play. Police effectiveness in this matter therefore depends on their ability to work closely with other policing organisations and other interested parties to understand local problems and to use a wide range of evidence-based interventions to resolve them.

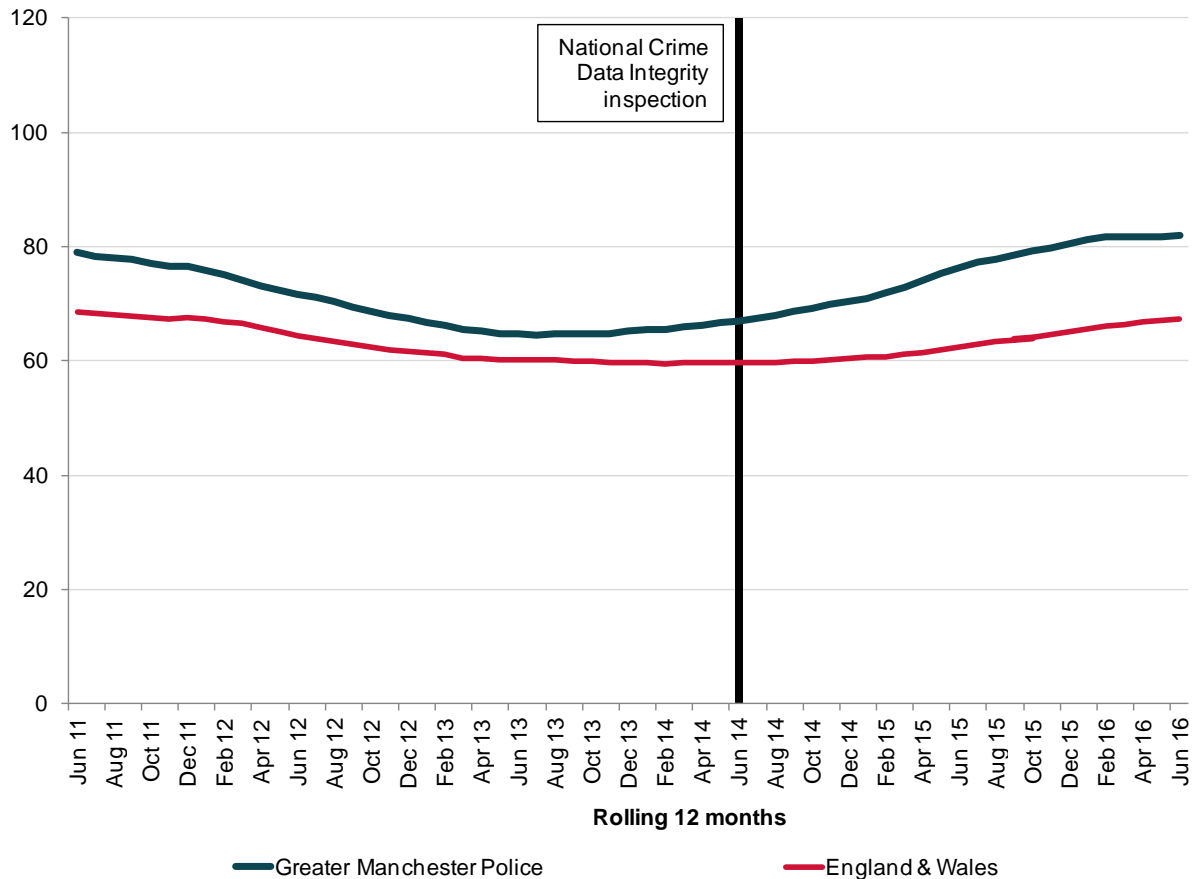
How much crime and anti-social behaviour is there in Greater Manchester?

Although police-recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a partial indication of performance across all forces. Crime rates are reported as the number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (crimes involving a direct victim such as an individual, a group, or an organisation) and other crimes against society (e.g. possession of drugs). In the 12 months to 30 June 2016, the majority of forces (39 out of 43 forces) showed an annual increase in total police-recorded crime (excluding fraud). This increase in police-recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's 2014 inspection of crime data in all forces across England and Wales.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has increased by 1.8 percent in Greater Manchester compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 4.1 percent in Greater Manchester, compared with a decrease of 0.5 percent for England and Wales as a whole.

Figure 1: Police-recorded crime rates (per 1,000 population) in Greater Manchester, for the five year period to 30 June 2016



Source: Home Office data

For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in Greater Manchester increased by 7.5 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

The rate of police-recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figures 2 and 3 show crime rates (per 1,000 population) and the change in the rate (per 1,000 population) of anti-social behaviour in Greater Manchester compared with England and Wales.

HMIC used a broad selection of crime types to indicate crime levels in the police force area during the inspection. We are not judging the effectiveness of the force on police-recorded crime rates only. The figure below shows police-recorded crime rates in the force area for a small selection of crime types.

Figure 2: Police-recorded crime rates (per 1,000 population) in Greater Manchester, for the 12 months to 30 June 2016

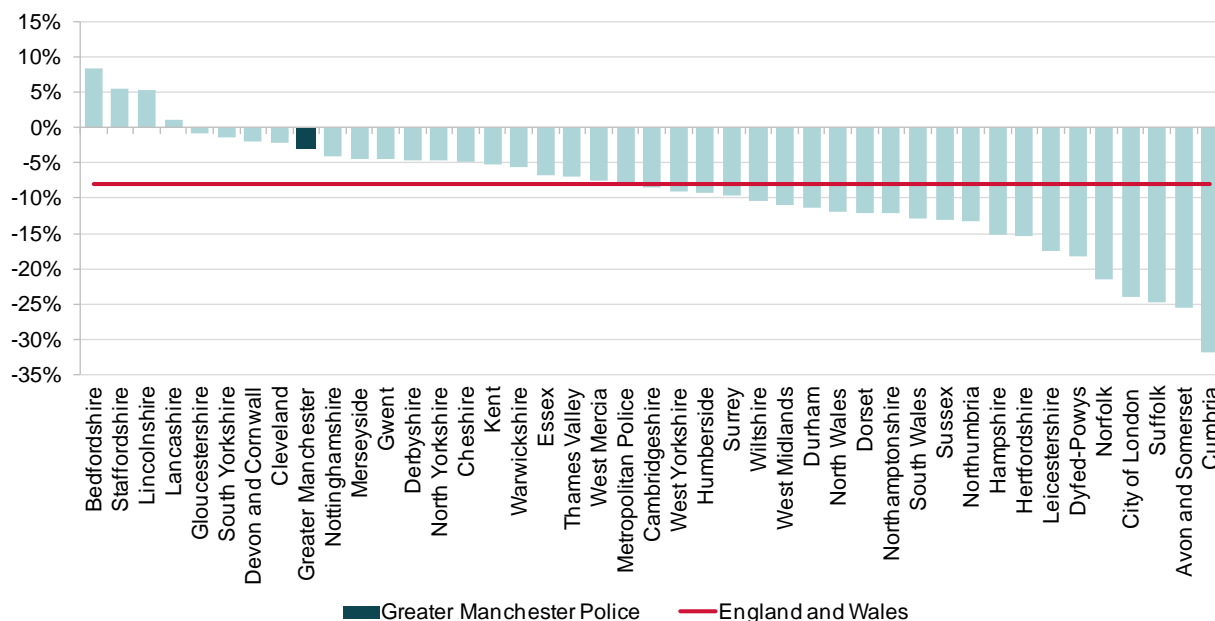
Rates per 1,000 population	Greater Manchester Police	England and Wales
Recorded crime (excluding fraud)	81.8	68.2
Victim-based crime	73.0	60.4
Sexual offences	2.1	1.9
Assault with injury	6.9	7.0
Burglary in a dwelling*	14.3	8.1

* The rate of burglary in a dwelling is the rate for 1,000 households, rather than population

Source: Home Office data

For further information about these data, please see annex A

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015



Source: Home Office data

For further information about these data, please see annex A

In the 12 months to 31 March 2016, Greater Manchester Police recorded 47 incidents of anti-social behaviour per 1,000 population. This is 3 percent fewer incidents per 1,000 population than the force recorded during the previous 12

months. In England and Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

How effectively does the force understand the threat or risk of harm within the communities it serves?

It is vital that forces have a detailed understanding of the communities they serve in order to protect them from harm. This understanding should include those communities which may – for a variety of reasons – need the police to work differently to understand their requirements, for example migrant communities, elderly people or groups which might be mistrustful towards the police. A good understanding of what matters to these communities helps the police to gain their confidence and create safer neighbourhoods for citizens.

In order to tackle crime and anti-social behaviour, police forces need to understand the threat and risk faced by communities. Forces must also operate a model of local policing in which police officers and police community support officers (PCSOs) have sufficient time for community engagement, visible targeted foot patrols and working with other policing organisations and other interested parties to promote resolutions that protect communities and prevent crime. Successfully undertaking these three activities leads to crime reduction and increased public confidence.

Does Greater Manchester Police understand the risk posed to its communities?

Greater Manchester Police introduced a new local policing model in April 2016. This aligns neighbourhood and response officers together, with clear objectives, including a problem-solving approach to tackling the underlying social and environmental factors that contribute to crime and offending. Neighbourhood beat officers (NBOs) and police community support officers (PCSOs) have dedicated responsibility to engage with the community and understand the issues that have the greatest impact on quality of life. The public of Greater Manchester can be confident that officers in these teams spend most of their time doing this vital activity. HMIC visited neighbourhood teams, talked to, and observed officers to confirm this was the case. Since the implementation of the new operating model, more of the officers' time is being spent within the community.

Greater Manchester Police understands well the threats facing the communities it serves. It is good at analysing both traditional threats (such as burglary and robbery) and so-called emerging threats (such as child sexual exploitation and modern day slavery). It has developed its understanding of threats with partner organisations and agencies (such as local authorities, or health and education services), to ensure as much information as possible is used to develop the best picture. This assessment links to the force and local community safety partnership (CSP) priorities.

Throughout the development of this threat assessment, there is a focus on keeping vulnerable people safe, which is positive. People may be vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example. The force also makes effective use of its own intelligence to identify threat or risk of harm within communities, using traditional national intelligence model (NIM) tools³ together with a new assessment method known as MoRiLE (management of risk in law enforcement)⁴ to map local crime trends.

Since HMIC's 2015 effectiveness inspection, Greater Manchester Police has continued to improve its understanding of the risks faced by its communities by introducing a more sophisticated approach to assessing individual risk, including crime types ranging from burglary to child sexual exploitation. This approach also assesses how likely it is that these threats might affect the communities of Greater Manchester and what level of harm they would cause. This has allowed the force to develop responses tailored to individual types of crime or threat, which pose a risk to the community. The force uses 'Know Your Community Reports' to give officers and PCSOs a full understanding of the current issues and crime trends in their local area. Comprehensive local profiles of serious and organised crime have also been developed, enriched by the inclusion of data and information from partner agencies and this further enhances the neighbourhood team's knowledge of community related threats.

How does Greater Manchester Police engage with the public?

The force understands the importance of involving the public and uses a range of methods to do so. These include online meetings and the more traditional face-to-face meetings, such as police and community together (PACT) meetings, beat surgeries, and visits to schools, libraries and places of worship. The force also recognises the importance of engaging with those communities, which – for a variety of reasons – may need the police to work in a different manner to understand their requirements. Other than established independent advisory groups (IAGS) that represent the interests of people at risk of discrimination related to the nine protected characteristics (such as age, gender or disability), the force has looked at

³ The National Intelligence Model (NIM) is a well-established and recognised model within policing that managers use for setting strategic direction, making prioritised and defensible resourcing decisions, allocating resources intelligently, formulating tactical plans and tasking and co-ordinating resulting activity and managing the associated risks. It is important to note that the NIM is not just about crime and not just about intelligence – it is a business and decision-making model that can be used for most areas of policing. It provides a standardised approach to gathering, co-ordinating and disseminating intelligence that can be integrated across all forces and law enforcement agencies.

⁴ MoRiLE: the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes that most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

opportunities to engage with other communities that may have less trust in the police. A good example of this was evident in Stockport, where officers from the neighbourhood team co-ordinated an 'Emergency Services Day' in which representatives from the force, fire service and the ambulance service all came together to provide a 'fun day'. The community in this area has traditionally been difficult to engage with, but this was an effective method of breaking down barriers, enhancing engagement, and allowed the force to listen to local concerns, specifically those linked to anti-social behaviour.

PCSOs also carry out a quarterly community survey in which members of the public are asked questions on what the policing priorities should be for their local area. The enhanced level of working arrangements with partner organisations also provides the opportunity for a more rounded understanding of community concerns. The information and feedback subsequently drives the policing priorities specific to each particular area.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been a decrease in public satisfaction with Greater Manchester Police. Some 404 people were interviewed and 45 percent were very or fairly satisfied with local policing in their area. This is a 12 percent decrease on 2015.⁵

How effectively do force actions and activities prevent crime and anti-social behaviour?

Effective forces use a range of options to prevent crime, tackle anti-social behaviour and keep people safe. They use structured approaches to solving local problems which aim to rid communities of criminal and anti-social behaviour. They also use a range of legal powers and specific tactics which vary depending on the situation. HMIC expects forces to review their activity as well as other sources of evidence in order to improve their ability to protect people over the long term.

Does the force have a problem-solving approach?

The force's overall use of a structured problem-solving approach to reducing crime and anti-social behaviour is inconsistent. It works closely with partner agencies located within 'public service reform' hubs, which bring all the community safety partners together in one place. A similar approach is also being adopted in the continuing pilot of 'place based policing' schemes, which operate in some of the force's ten boroughs. In these schemes, the police, together with agencies such as children and adult social care, drug and alcohol services, registered social landlords and mental health practitioners, all work together to provide a holistic approach to problem solving.

⁵ For further details, see annex A.

The force, however, has yet to establish an effective approach to working with its main partners in mental health and the ambulance service to solve the unnecessary demand that results in police resources being tied up in health-related incidents. This issue continues to cause the force significant problems.

Across the force, Operation Treacle and Operation Safer Summers continue to be used to drive down incidents of anti-social behaviour around the time when spikes in incident levels traditionally occur. We also found many local examples in which officers within the neighbourhood teams use a form of problem solving. This information is predominantly held on the 'Know Your Community' site. Each example appeared to have some elements of the structured problem-solving approach, but with the important ones of assessment or evaluation missing. Until the force addresses this important area, it will not be in a position to identify what methods actually work or to share examples of good practice.

Following HMIC's 2015 effectiveness inspection, we assessed Greater Manchester Police as having an area for improvement and we advised that: "The force should ensure that the prevention of crime and anti-social behaviour is a routine part of neighbourhood policing activity." As a result of our 2016 inspection we are satisfied that this has been achieved over the last 12 months.

Does the force use effective approaches and tactics to tackle crime and anti-social behaviour?

Greater Manchester Police uses a range of effective approaches to tackle crime and anti-social behaviour. We reviewed 21 problem-solving plans, which contained details of the tactics and interventions used by the force. For example, in Leigh town centre, a rise in reports of anti-social behaviour, including aggressive begging, drunkenness, and the apparent increased use of drugs and 'legal highs', was tackled using a multi-agency approach. Dispersal powers under the Anti-Social Behaviour Crime and Policing Act 2014 were used in the area and they featured in the patrol plans of the NBOs, PCSOs and members of the special constabulary. Those responsible for begging and drug use were pointed to relevant partner agencies for support; however, there was only a limited uptake of the support offered. A longer-term approach was achieved through the local authority implementing a public spaces protection order. The force worked alongside trading standards officers to target shops selling so-called 'legal-highs' and after lengthy consultation it was agreed that a complex dependency key worker from Wigan council would be dedicated to working among the beggars and homeless community. The combined action is having a positive effect and monitoring of continuing incidents is completed on a daily basis.

Greater Manchester Police was not in a position to identify how many different anti-social behaviour powers it used throughout the course of a 12-month period due to limitations with its IT capability. We are, however, able to report that HMIC inspectors observed many examples in which powers were being used, and interviews with

partner organisations confirmed that tackling anti-social behaviour continues to be a priority for the force.

Does the force use evidence of best practice and its own learning to improve the service to the public?

Greater Manchester Police has an extensive capability to monitor performance at both a force and local level. Analysts from the central external relations and performance branch (ERPB) capture data on a daily basis and produce a 'dashboard' of performance, which is made available to all staff across the force. The data are used to help set local priorities.

The ERPB team also undertakes a performance review process, which runs alongside visits by the deputy chief constable to each of the policing areas. The force is introducing its combined performance management system (CPMS), which is a rounded assessment of the performance of each borough. At the time of our inspection, the CPMS process was being completed on a weekly basis to make sure that it is fully understood and accepted as essential activity. Conversations between the borough and branch senior leadership teams and the ERPB assist in setting local priorities.

The force does make some use of the College of Policing 'What Works' tool. However, it is underused, and greater emphasis should be placed on ensuring that good practice is more easily disseminated across the force. The force acknowledges and accepts this.

Following HMIC's 2015 effectiveness inspection, we assessed that Greater Manchester Police had an area for improvement. This was that "the force should use evidence of 'what works' drawn from other forces, academics and partners to continually improve its approach to the prevention of crime and anti-social behaviour. There needs to be routine evaluation of tactics and sharing of effective practice." The force is unable to demonstrate sufficiently that it has achieved this requirement.

Summary of findings



Good

Greater Manchester Police is good at preventing crime, tackling anti-social behaviour and keeping people safe. It understands the threats facing its communities and uses information from across the force and from other local partner organisations to make sure these threats to all sections of its communities are well understood.

Through its new operating model, the force has reinforced its commitment to providing a policing service that has the interests of the local communities at its centre, as well as close and effective neighbourhood working with other partners. Neighbourhood policing continues to be the link between the community and the force through the dedicated neighbourhood beat officers and police community support officers (PCSOs). The force uses conventional engagement methods and social media to communicate with a wider audience.

The force works well with partner organisations to provide a collaborative problem-solving approach to dealing with community concerns. The use of problem solving at the local level is consistent. However, the force itself has a limited understanding of the importance of carrying out any evaluation of the overall process. The force has seen a reduction in incidents of anti-social behaviour; however, there is a notable rise in the amount of recorded crime.

Area for improvement

- The force should adopt a structured and consistent problem solving process to enable it to tackle crime and anti-social behaviour more effectively.

How effective is the force at investigating crime and reducing re-offending?

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

How well does the force bring offenders to justice?

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'detections', the outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime and over time all crimes will be assigned an outcome. The broader outcomes framework (currently containing 21 different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour, the impact on the community and deter future offending.

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat⁶ warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas locally-based community resolutions are likely to be more prevalent than elsewhere.

It is also important to understand that not all of the crimes recorded in the year will have been assigned an outcome as some will still be under investigation. For some crime types such as sexual offences, the delay between a crime being recorded and

⁶ A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. Its possession and supply became a criminal offence in England and Wales in 2014.

an outcome being assigned may be particularly pronounced, as these may involve complex and lengthy investigations.

Figure 4: Proportion of outcomes assigned to offences recorded in Greater Manchester Police, in 12 months to 30 June 2016, by outcome type^{7,8}

Outcome number	Outcome type / group	Greater Manchester Police	England and Wales
1	Charged/Summoned	10.0	12.1
4	Taken into consideration	0.1	0.2
	Out-of-court (formal)	1.8	3.2
2	Caution - youths	0.3	0.4
3	Caution - adults	1.2	2.3
6	Penalty Notices for Disorder	0.3	0.6
	Out-of-court (informal)	4.5	3.6
7	Cannabis/Khat warning	0.5	0.9
8	Community Resolution	4.0	2.8
*	Prosecution prevented or not in the public interest	1.3	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	7.6	8.3
	Evidential difficulties (victim does not support police action)	11.2	13.8
16	Suspect identified	6.7	10.6
14	Suspect not identified	4.6	3.2
18	Investigation complete – no suspect identified	59.0	47.4
20	Action undertaken by another body / agency	0.1	0.6
21	Further investigation to support formal action not in the public interest	0.2	0.1
	Total offences assigned an outcome	95.8	91.3
	Not yet assigned an outcome	4.2	8.7
	Total	100.00	100.00

*Includes the following outcome types: Offender died, Not in public interest (CPS), Prosecution prevented – suspect under age, Prosecution prevented – suspect too ill, Prosecution prevented – victim/key witness dead/too ill, Prosecution time limit expired

Source: Home Office crime outcomes data

For further information about these data, please see annex A

⁷ Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

⁸ 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

In the 12 months to 30 June 2016, Greater Manchester Police's use of 'investigation complete – no suspect identified' was among the highest in England and Wales. Its use of 'out-of-court (formal)' was among the lowest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

In Greater Manchester Police there is a slightly lower proportion of cases resulting in 'charged/summonsed' than there is for England and Wales and a lower proportion of outcomes which include so-called evidential difficulties. This provides a mixed picture and, although the quality of investigation could be of a higher standard, there are positive signs that victims are being supported and do appear to have a degree of trust in the force. All of these points will be discussed in detail later in the chapter.

How effective is the force's initial investigative response?

The initial investigative response is critical for an effective investigation. From the moment victims and witnesses make contact with the police the investigative process should start, so that accurate information and evidence can be gathered. It is important that forces record evidence as soon as possible after a crime. The longer it takes for evidence-recording to begin, the more likely it is that evidence will be destroyed, damaged or lost. Recording this evidence is usually the responsibility of the first officer who attends the scene. After the officer has completed this initial investigation the case may be handed over to a different police officer or team in the force. This process must ensure that the right people with the right skills investigate the right crimes.

Control room response

The quality and effectiveness of the response to victims provided by call takers at the first point of contact is mixed. HMIC reviewed 90 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

The review identified that in some cases call takers did not ask sufficient questions to enhance the early collection of evidence, which is a missed opportunity. In those, there had been only a limited number of occasions in which advice about crime scene preservation was provided. In contrast, in the vast majority of cases, the call taker did establish enough information to identify the level of graded response require. This confirmed the findings of work undertaken ahead of our inspection, when HMIC visited the call handling centre and observed the work of a number of

call takers first hand. In this 'insight' work, we found that call takers were focused on identifying vulnerability and investigative opportunities, including the preservation of evidence. Supervisors within the call handling centre hold individual monthly performance review meetings, where they assess the individual's application of the HOT (harm, opportunity, threat) assessment. The force uses the HOT model to determine the level of vulnerability linked to the call, which, in turn, determines the grade of response required. The force has introduced a risk support team in the control rooms. This team undertakes specific, prompt research of intelligence and other databases to inform officers who are deployed to deal with vulnerable people. This research includes details of any previous incidents and information or intelligence in respect of relevant threat, harm or risk.

The review of crime files also highlighted that on too many occasions, the timeliness of attendance at the original incident limited the success of the investigation. More disturbingly, on a few occasions officers failed to attend at all when they should have done so.

How well do response officers investigate?

Greater Manchester Police's new operating model has introduced the role of the neighbourhood patrol officer. It is their responsibility to provide the initial response to calls for service. As part of the new model, volume crime⁹ will be allocated to the original officer attending, who will be referred to as the officer in the case (OIC). This is a new way of working for the force, in which traditional response officers will now take responsibility for the investigation of crimes from the initial report through to the court or other disposal process. At the time of our inspection, we observed that there are some obvious limitations while the new model develops and officers become competent within this element of their role. This was evident from crime files that we reviewed, in which obvious lines of enquiries were regularly being missed, in particular, those enquiries relating to the collection of CCTV footage and house-to-house enquiries. It was also evident that supervisors were not always playing an active role in ensuring that all lines of enquiry were being completed to an acceptable standard.

The force introduced its crime screening, allocation and management policy and procedure in July 2016. The document highlights the principle role of the local resolution officer (LRO) and the OIC in deciding which investigations should be forwarded to a more specialist investigator. This is based on levels of complexity, whether the crime forms part of a series, or if the suspect is in custody and the OIC

⁹ Volume crime refers to any crime which, through its sheer volume, has a significant impact on the community and the ability of the local police to tackle it. Volume crime often includes priority crimes such as street robbery, burglary and vehicle-related criminality, but can also apply to criminal damage or assaults.

is not in a position to deal with it in a timely manner. We spoke to officers during the course of the inspection week and we found that the principles of the new policy is generally well understood across the force.

The force's crime screening policy is used to determine which crimes will be investigated and by whom. Once a crime has been recorded in accordance with the national crime recording standards, an LRO assesses each crime for lines of enquiry and any solvability factors that exist. Crimes assessed as needing further investigation will then be allocated to a supervisor who will determine what lines of enquiry should be pursued and also when to close the crime. If the crime requires further investigation, the supervisor will then allocate the crime to an officer for investigation. The local policing model has created a default position of crime allocation to the initial investigating officer, who will be the nominated OIC, unless the crime requires a more specialist investigation based on vulnerability and complexity. If the crime is assessed as not needing any further investigation at this stage, then the victim will be informed that no further police action will be taken.

Following HMIC's 2015 effectiveness inspection, we assessed as an area for improvement: "The force should ensure that all crimes are allocated promptly to investigators with the appropriate skills, accreditation and support to investigate them to a good standard." HMIC is satisfied that this element has been achieved.

As part of the file review, we found that, in the majority of the cases, the investigation was allocated to an officer with the skills commensurate with the level of complexity and seriousness associated with the crime. Investigators who work within specialist units were found to be well trained with sufficient opportunities to access further training and continual professional development. However, we found those crimes that were passed to more specialist investigators had limited handover details, with poor supervision. This was reflected across all crime types reviewed.

How effective is the force's subsequent investigation?

Every day police forces across England and Wales investigate a wide range of crimes. These range from non-complex crimes such as some burglary and assault cases through to complex and sensitive investigations such as rape and murder. HMIC referred to national standards and best practice in examining how well forces allocate and investigate the full range of crimes, including how officers and staff can gather evidence to support investigations. These include the more traditional forensics, such as taking fingerprints, as well as more recently developed techniques like gathering digital evidence from mobile telephones or computers to find evidence of online abuse.

Quality of the investigation

Greater Manchester Police investigates crimes of varying degrees of seriousness and complexity to a mixed level of effectiveness. We conducted a review of a small number of case files and found that generally the force investigates crimes of a more serious nature, such as rape and serious assaults to a high standard. The quality of investigations into so-called volume crimes, such as theft, burglary and common assault is inconsistent, with many problems being directly attributable to the limited level of supervision, which in too many cases was either ineffective or non-existent. For example, we reviewed several crime files relating to offences of rape, all of which had an effective and well-supervised investigation. The same cannot be said for the other crime types, some of which included common assaults linked to high-risk domestic violence cases. The force needs to assure itself that the risk in such cases is being correctly identified and that people with the right skills are investigating them. It is also important that supervisors play an active role in providing guidance and ensuring that all lines of enquiry are being completed.

HMIC recognises that the force has improved the quality of investigations linked to volume crime and those offences which could be described as being less serious. The introduction of investigative training for neighbourhood patrol officers is underway. In addition, the force is reviewing approximately 110 investigations of crimes per week to check for standards and common areas of ineffectiveness.

Support to investigations

When we last inspected the effectiveness of Greater Manchester Police in 2015, we were pleased to see that the force was reducing the number of computers and other digital devices awaiting examination. In this inspection we found that, while the number of items awaiting examination had continued to reduce, some devices had waited as long as eight months. As a result, we have concerns that the force is not in a position to fully assess how much risk actually exists within the devices still to be examined. Lengthy backlogs cause delays in bringing prosecutions, meaning that offenders may not be brought to justice swiftly and victims may not be properly protected. At the time of our inspection, there were 1,215 digital devices awaiting examination. HMIC is concerned that this delay is preventing the force from making quick enough progress with investigations, resulting in some victims receiving a poor service as a result. However, the force has introduced a streamlined triage process, with experienced staff from the digital investigation unit providing advice to officers on the seizure and examination of devices. In addition, the force does have the capability to examine mobile phones in an appropriate and timely manner, with the average time from submission to end result being just nine days.

The picture for traditional forensics is more positive. The force made 7,565 DNA and fingerprint forensic recoveries last year, and has a small backlog of 214 forensic recoveries awaiting examination. Due to limitations with the force's IT capability, it is

not in a position to identify how many positive forensic results with named suspects remain outstanding. HMIC is not therefore able to comment on this particular aspect of performance.

Following HMIC's 2015 effectiveness inspection, we assessed that Greater Manchester Police had two areas for improvement:

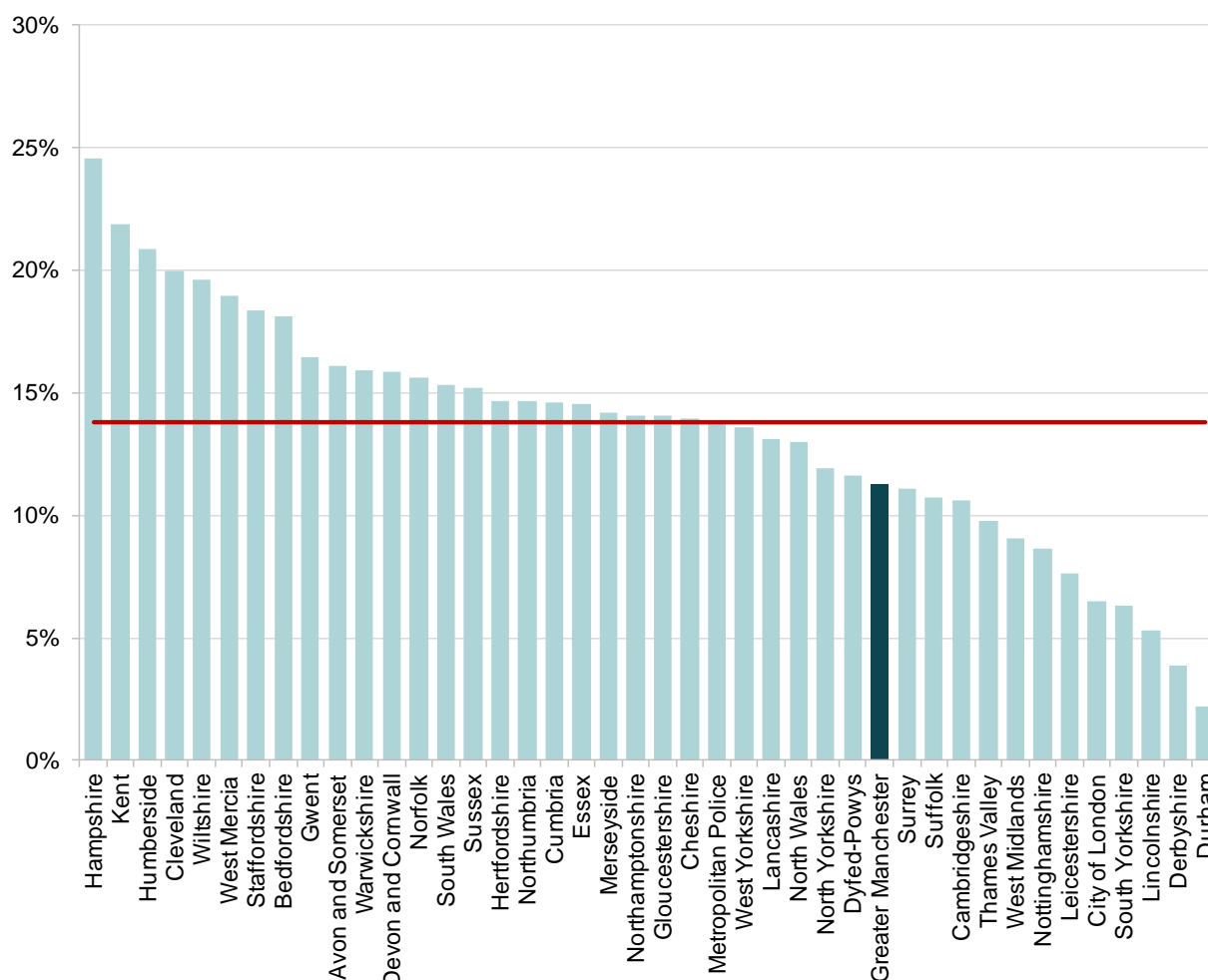
- "The force should ensure that there is regular and active supervision of investigations to check quality and progress." HMIC is not satisfied that the force has fulfilled this requirement.
- "The force should ensure that all those carrying out investigations are provided with appropriate training and support." HMIC is satisfied that the force does provide sufficient levels of training and continuous professional development for its investigators.

Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹⁰ which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

¹⁰ Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 5: Percentage of ‘Evidential difficulties; victim does not support action’ outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force^{11,12}



Source: Home Office crime outcomes data

For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Greater Manchester Police recorded 11.2 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

Despite the limitations with its investigations, the force continues to provide a quality service for victims of crime. We found that the victim was at the centre of priorities for investigators. We found officers to be compliant with the *Code of Practice for Victims*

¹¹ Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

¹² Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

of *Crime*.¹³ Victim impact statements are regularly taken which means victims can explain how the crime has affected them and strengthen their voice in the criminal justice system. The introduction of body-worn video cameras for all frontline staff has enhanced the potential to proceed with victimless prosecutions. We found investigators to have a good understanding of the complexities linked to such prosecutions and to be sensitive to the needs of victims when approaching the Crown Prosecution Service to follow up such matters.

Despite all the positive findings, of those who have been the victim of a crime in Greater Manchester, in the 12 months to 30 June 2016, only 75.3 percent were satisfied with their whole experience with the police. This is a reduction from last year's figures of 80.5 percent over the same period and the force may wish to understand the reasons behind this decline in satisfaction.

How effectively does the force reduce re-offending?

We assessed how well the force works with other policing authorities and other interested parties to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, dangerous or sexual offenders.

How well does the force pursue suspects and offenders?

Individuals who are classed as 'wanted' are actively pursued by the force. Daily briefings contain specific information about wanted persons residing within the local area. For those who pose the greatest threat, such as high-risk domestic violence perpetrators, officers from one shift to the next are assigned tasks to locate and arrest the suspect at the earliest opportunity. The force ensures that foreign nationals arrested for offences in the force area have had the appropriate level of criminal checks completed. The force's policy is that all arrested foreign nationals should be subject to an ACRO¹⁴ check, which provides enhanced information on criminality and allows the force to identify and manage risk better. The force's custody IT system automatically generates an ACRO check of any foreign nationals arrested and in the 12 months to 30 June 2016, the force arrested 5,092 such people.

¹³ All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case

¹⁴ ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

In Greater Manchester, the number of suspects circulated on the police national computer (PNC) whose arrest is still outstanding is lower than the rate per 1,000 population of England and Wales.

How well does the force protect the public from the most harmful offenders?

The force is effective in how it protects the public from the most harmful offenders. It operates integrated offender management (IOM)¹⁵ hubs across each of the ten divisions, under the name of 'Spotlight'. Officers are co-located with drug and alcohol workers and meet staff from the probation service on a twice-weekly basis. There is a strong governance structure, with the justice and rehabilitation executive having overall responsibility. At the time of our inspection, there were 885 individuals on the IOM scheme, a reduction of 904 since the previous year. This is a sizeable reduction, but it is based on the reduction in funding of partner organisations and the introduction of a new multi-agency framework for the selection of offenders. We found that there are effective methods for sharing information across the different organisations. The scheme has staff that are dedicated, committed and enthusiastic. Any one of the organisations involved has the opportunity to nominate individuals to enter the cohort and there has been a real drive to ensure that cohort members are selected because of the threat, harm and risk that they pose. This was reflected in the mixed categories of cohorts that we observed which included repeat offenders of volume crime, domestic violence perpetrators, violent offenders, serious and organised crime offenders and registered sex offenders.

The force identifies and monitors well those who pose the greatest risk to the community and we found good evidence that information is passed through to divisional teams to raise awareness of who these individuals are. There are 3,508 registered sex offenders (RSOs) in Greater Manchester, of whom 203 are very high risk and 918 high risk. Greater Manchester Police is in the process of re-assessing all existing RSOs by applying the ARMS (active risk management system) assessment¹⁶. At the time of our inspection, just 33 percent of RSOs had been re-assessed. It is anticipated that this work will be completed within 12–18 months. Staff within the sex offender management unit (SOMU), are hard working and enthusiastic, however, we understand that they have a very high caseload. Most units were found to have staffing levels which aligned approximately 70 RSOs to one member of staff. At the time of our inspection, in some units in which sickness and absenteeism were prevalent, this rose to 130 offenders per member of staff. The force is in the process of recruiting additional staff. They are to assist with the

¹⁵ Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

¹⁶ ARMS: active risk management system for sex offenders. This allows officers to prioritise the work that needs to be done to manage the offender effectively in the community, taking into account what is currently happening in the offender's life.

backlog of ARMS assessments and to balance the number of RSOs managed by staff. In addition, in conjunction with the office of the police and crime commissioner, the force has introduced a new partnership approach, Operation Accord, to implement innovative ways of managing RSOs and reduce the risk they pose, involving both restrictive and preventative measures.

In the 12 months to 30 June 2016, Greater Manchester Police issued 328 sexual harm prevention orders (SHPOs), and reports that these orders have been breached on 76 occasions. In the same period, the force issued two interim sexual risk orders (SROs) and two full SROs.¹⁷

Following HMIC's 2015 effectiveness inspection, we assessed that Greater Manchester Police had an area for improvement: "The force should ensure that the risks posed by registered sex offenders are managed effectively". HMIC is not satisfied that the force has addressed this issue.

Greater Manchester Police's multi-agency public protection arrangements (MAPPA)¹⁸ are well managed. They are used by the force and partner organisations, including prisons and probation, to monitor those offenders assessed as presenting a high risk to the public, and to stop them re-offending. Partners within MAPPA considered the involvement of local policing teams to be good as the teams are aware of those individuals who were managed by MAPPA in their local areas and the relevant restrictions placed on them.

¹⁷ Sexual Harm Prevention Orders (SHPO) can be applied to anyone convicted or cautioned for a sexual or violent offence. They can place a range of restrictions on individuals depending on the nature of the case, such as limiting their internet use, preventing them from being alone with a child under 16, or preventing travel abroad. Sexual Offences Prevention Orders (SOPOs) were introduced by the Sexual Offences Act 2003 and are designed to protect the public or any particular members of the public from serious sexual harm from an offender. As of March 2015, SOPOs were re-named sexual harm prevention orders (SHPOs).

¹⁸ Multi-agency public protection arrangements (MAPPA) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

Summary of findings



Requires improvement

Greater Manchester Police's approach to investigating crime and reducing re-offending requires improvement.

The force allocates crime for investigation appropriately and officers possess the required level of skills. Within the control room, call takers correctly assess risk and generally gather sufficient information to assist in the early stages of investigation. However, following the initial gathering of evidence by the first attending officer, the subsequent handover to another investigator is limited and has an unacceptable standard of supervision. Despite the limitations with its investigations, the force continues to provide a quality service for victims of crime.

Greater Manchester Police manages offenders who pose the greatest threat to the public. Efforts to locate and arrest wanted persons are good and the force has an established approach to integrated offender management with a mixed cohort of offenders. However, the force has large numbers of registered sex offenders being managed by an insufficient number of staff. The force has a backlog of computer devices to be reviewed. This is a concern, as it is not able to identify how much risk exists within those devices.

Area for improvement

- The force should take steps to ensure that all available evidence is recorded at scenes of crime.
- The force should ensure that there is regular and active supervision of investigations to improve quality and progress.
- The force should improve its ability to retrieve digital evidence from computers and other electronic devices quickly enough to ensure that investigations are not delayed.
- The force should ensure that the risks posed by registered sex offenders are managed effectively.

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

Protecting the public, particularly those who are most vulnerable, is one of the most important duties placed on police forces. People can be vulnerable for many reasons and the extent of their vulnerability can change during the time they are in contact with the police. Last year HMIC had concerns about how well many forces were protecting those who were vulnerable. In this section of the report we set out how the force's performance has changed since last year.

Has the force improved since HMIC's 2015 vulnerability inspection?

Greater Manchester Police has failed to make significant improvements to the service it provides to vulnerable victims and following this year's inspection, we are disappointed to find that some areas that were identified as being good last year have declined. This specifically relates to the quality of domestic abuse, stalking and harassment (DASH) risk assessment forms completed by attending officers, the quality of investigations in which there is an element of vulnerability and some failings in the deployment of resources, which at times leave vulnerable persons without any contact from a police officer for an unacceptable period. We have additional concerns about the delays in referring vulnerable victims to partner agencies. All of these elements will be covered in this section of the report.

However, the force is still committed to providing a high level of support. This is evident in the continued improvement of its understanding of vulnerability across all categories and its work with partner agencies. Officers are obviously committed to safeguarding vulnerable people and this continues to be the main priority for the force.

How effectively does the force identify those who are vulnerable and assess their level of risk and need?

In order to protect those who are vulnerable effectively forces need to understand comprehensively the scale of vulnerability in the communities they police. This requires forces to work with a range of communities, including those whose voices may not often be heard. It is important that forces understand fully what it means to be vulnerable, what might make someone vulnerable and that officers and staff who come into contact with the public can recognise this vulnerability. This means that forces can identify vulnerable people early on and can provide them with an appropriate service.

Understanding the risk

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*, others use the definition referred to in ACPO guidance¹⁹ and the remainder use their own definition.

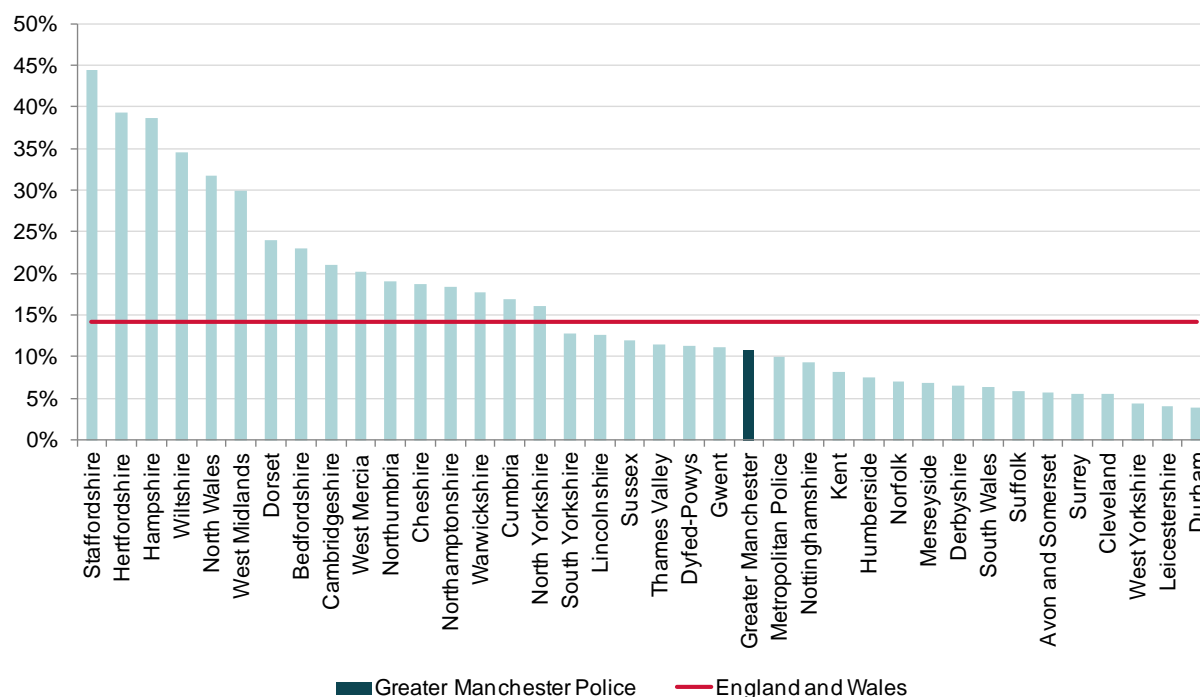
Greater Manchester Police uses its own definition of a vulnerable victim, which is:

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

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 10.8 percent of all recorded crime in Greater Manchester was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

¹⁹ 4 The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016²⁰



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

Greater Manchester Police has a good understanding of the nature and scale of vulnerability and vulnerable people in its local areas. People may be vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example. The force has developed several problem profiles across all areas of vulnerability, including child sexual exploitation and modern day slavery. The profiles have been drawn up based on both police and partner data and are produced to understand more fully a particular crime type or emerging issues. Bringing together data and intelligence in a problem profile can help the force in identifying possible victims, and identify intelligence gaps as well as prevention or reassurance opportunities. The force’s problem profiles are comprehensive and have been prepared using the 4Ps, principles of pursue, protect, prevent and prepare.²¹

²⁰ City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for recorded crimes with a vulnerable victim identified. Therefore, these forces’ data are not included in the graph or in the calculation of the England and Wales rate.

²¹ 4Ps provides a national framework for tackling serious and organised crime that has been developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps:

- Pursue - prosecuting and disrupting people engaged in serious and organised crime
- Prevent – preventing people from engaging in serious and organised crime
- Protect – increasing protection against serious and organised crime
- Prepare – reducing

We spoke to a large number of officers from across the force about vulnerability. Although none was able to recite the force's own definition of what makes a person vulnerable, all were able to demonstrate a sound understanding of the principles and of their own role in protecting people.

The force works within the Greater Manchester combined authorities structure to address issues pertaining to mental health. Due to limitations in the force's IT capability, the force was not in a position to identify how many calls for service were received relating to mental health concerns. The force has expanded its mental health street triage scheme, which was piloted originally in Trafford, to Salford, Bolton and Rochdale. Wigan and Tameside have adopted a different approach through the 'place based policing' model in which mental health nurses form part of the multi-agency approach to dealing with social issues. The force has provided training for frontline officers on the subject of mental health.

Staff in the control room are trained effectively to identify risk through a structured process known as the HOT assessment (harm, opportunity, threat). The technology currently available to call handlers and control room staff automatically identifies telephone numbers and locations from which calls for assistance have previously been made; however, it does not identify individuals who are repeat callers or victims. The force is aware of this and it has begun to replace and improve this technology. The new system is due to come online in November 2017. In the interim, all call handling staff have been trained in the questioning of callers to identify vulnerability. Prompt lists and question sets, which are available on the communications system information database support this questioning process. From our observations in the communications room, where all calls for assistance are received, we confirmed that call handlers routinely question callers to identify any vulnerability. Call handlers are not under pressure to process calls quickly: the emphasis is on obtaining all appropriate information and correctly identifying vulnerability. Supervisors in the communications centre are required to dip sample the quality of each call handler's work on a monthly basis. The force has introduced a risk support team in the control rooms, to undertake specific, fast time research of intelligence and other databases to inform officers who are deployed to deal with vulnerable people. This research includes details of any previous incidents and information or intelligence in respect of relevant threat, harm or risk.

The limitations of the force IT systems have prevented Greater Manchester Police from providing any data about how many calls it received during the 12 months to 30 June 2016, relating to an incident in which vulnerability was identified. It was, however, able to identify that 11.0 percent of all crime recorded in the same 12-month period was linked to vulnerability, which is in line with the England and Wales rate.

How effectively does the force initially respond to vulnerable victims?

The initial work of officers responding to a vulnerable person is vital, because failure to carry out the correct actions may make future work with the victim or further investigation very difficult. This could be the first time victims have contacted the police after suffering years of victimisation or they may have had repeated contact with the police; either way, the response of officers is crucial. The initial response to a vulnerable victim must inspire confidence that the victim's concerns are being taken seriously as well as provide practical actions and support to keep the victim safe. The officer should also assess the risk to the victim at that moment and others in the same household, and collect sufficient information to support the longer-term response of the force and other partner organisations.

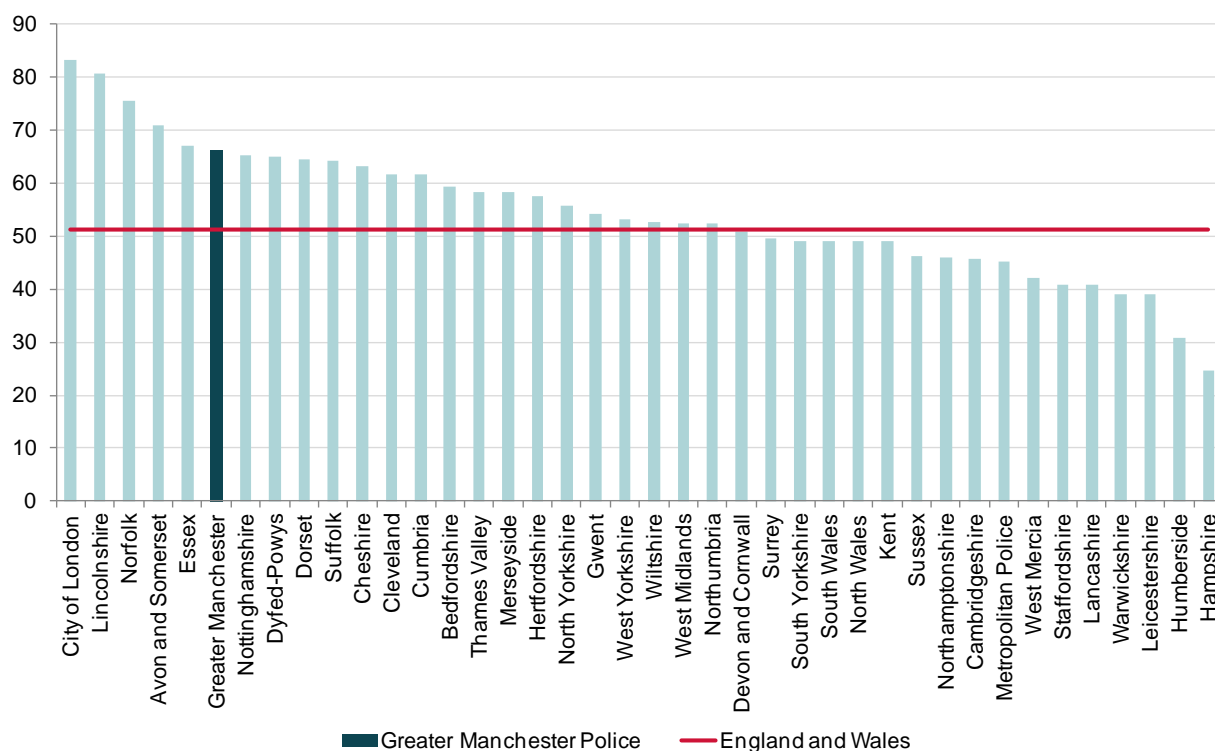
Do officers assess risk correctly and keep victims safe?

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Greater Manchester decreased by 8 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 8 percent of all police-recorded crime in Greater Manchester, compared with 11 percent of all police-recorded crime across England and Wales.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not directly tracked to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other potential forms of action (for further details, see annex A). HMIC has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

In Greater Manchester Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 66 arrests made in the same period.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016²²



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

HMIC is concerned about the mixed level of service provided to vulnerable people at initial response. Despite vulnerability being identified at the first point of contact into the force, we identified some breakdown in processes, which could leave vulnerable people at risk. This is most evident when, because of the unavailability of officers to attend within a 24-hour period due to perceived greater demands, the incident is automatically recorded as a crime. It is then forwarded for the LRO (local resolution officer) to process, at which point, if there are no active lines of enquiry, the incident might be filed without an officer ever attending. We found a small number of examples in which, for an unacceptable time, people at obvious risk were not receiving any level of service. Our review of a small number of crime files identified that, of those cases in which safeguarding measures should have been completed, in around a quarter they had not been completed. We also found limited evidence of supervision and that handovers to specialist officers were generally poor.

²² Derbyshire, Durham and Gloucestershire forces were not able to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

We identified additional concerns with the proportion of domestic abuse, stalking and harassment (DASH) risk assessment forms being submitted with no information supplied.²³ Vulnerable people do have the right to refuse to provide information; however, several sections contained within the DASH assessment form do allow for the officer's own observations to be recorded. The practice of simply recording 'victim did not co-operate' is not satisfactory.

Some neighbourhood patrol officers have been assessed and accredited by the force to 'sign-off' their own DASH forms where the incident is assessed as being standard risk and the appropriate safeguarding measures have been put in place. All other assessments graded as either medium or high risk are forwarded to the public protection unit (PPU) for review and subsequent referral through to partner agencies to continue with more comprehensive safeguarding support. During the course of our inspection, we identified areas of good practice in relation to the quality of original assessment, but this was being undermined by the length of time the DASH forms are in the PPU referral queue. For example, we found one case in which the appropriate referral had waited up to four weeks to be sent through to children's services. The force should assure itself that this was an isolated example.

Staff from across the organisation have received regular training on various aspects of vulnerability. Senior leaders communicate consistent messages and there is an obvious understanding that vulnerability is the force's principal priority. Frontline officers understand their role in providing initial safeguarding action.

The force has recently invested in body-worn video cameras and all frontline officers now have access to one. This is a positive step, allowing the opportunity for valuable corroborative evidence to be gathered at first response. The investment in the technology has allowed greater opportunity for victimless prosecutions when this is deemed the most appropriate course of action.

Greater Manchester Police has seen a rise in the percentage of recorded crimes linked to vulnerable people over the last 12 months and this information might suggest that the force is improving its understanding of vulnerability and that vulnerable persons may feel more confident in reporting matters to the police. This, however, is tempered by the reduction in crimes recorded as domestic abuse (8.0 percent against the previous year's figures of 9.8 percent), the reduction in the arrest rate for domestic abuse (66.4 percent against the previous year's figures of 70.1 percent), and the domestic abuse charge rate (34.0 percent against the previous year's figures of 40.4 percent). Despite the figures still being higher than the England and Wales rate, the force should satisfy itself, following a notable improvement in the

²³ DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help front-line practitioners identify high risk cases of domestic abuse, stalking and so-called honour-based violence.

support provided to victims of domestic abuse seen over the last two years, that this focus continues and complacency is not allowed to set in.

Partner organisations are generally supportive of Greater Manchester Police. Examples of good practice are evident in many areas where, for example, the levels of support provided to victims of domestic abuse has improved over the last 12 months.

How effectively does the force investigate offences involving vulnerable victims and work with external partners to keep victims safe?

Those who are vulnerable often have complex and multiple needs that a police response alone cannot always meet. They may need support with housing, access to mental health services or support from social services. Nonetheless, the police still have an important responsibility to keep victims safe and investigate crimes. These crimes can be serious and complex (such as rape or violent offences). Their victims may appear to be reluctant to support the work of the police, often because they are being controlled by the perpetrator (such as victims of domestic abuse or child sexual exploitation).

Greater Manchester Police clearly identifies risk at first point of contact, but is inconsistent in the level of service provided to vulnerable persons. This is also the case for the quality of investigations linked to vulnerability, including high-risk domestic abuse and incidents of stalking and harassment. We found that levels of safeguarding measures for victims, the quality of investigations and the supervisory oversight could all be improved upon. Investigations into offences linked to vulnerability are allocated based on the degree of risk and complexity. Standard-risk domestic abuse offences are investigated by neighbourhood patrol officers under the OIC (officer in the case) model, with any safeguarding measures being overseen by the public protection investigation unit (PPIU). Accredited detectives, who we found to be well-trained with good levels of continuous professional development, deal with offences that are more serious. Staff from the PPIU are available until 9.00pm each day and they also provide cover during the weekend. Investigators have manageable caseloads, which are continually reviewed by supervisors.

HMIC examined the force's use of legal powers to protect victims. In the year to 30 June 2016, 500 domestic violence protection notices (DVPNs) were granted.²⁴ Applications for 527 domestic violence prevention orders (DVPOs) were made with 476 being granted by the courts. Some, 402 DVPOs were breached in the same year.²⁵ The numbers of orders issued are higher than in England and Wales per 100 domestic abuse cases. Greater Manchester Police also uses the domestic violence disclosure scheme (Clare's Law).²⁶ In the year to 30 June 2016, the force used the right to ask if a partner has a violent past 48 times. It has also used the right to know on 69 occasions. Both these figures are lower than for the 12 months to 31 March 2015.

The force contributes effectively to multi-agency work with partner organisations to safeguard vulnerable victims. There are 17 multi-agency safeguarding hubs (MASHs) across the force area, all of which act independently, although they are aligned with the ten local authorities. Greater Manchester Police contributes effectively to the working arrangements that reflect the specific demands to the local area. The MASHs bring together professionals from different organisations with a responsibility to keep people safe and physically locates them in the same building. Due to the variance of MASH model across the force, each individual hub would not necessarily be made up from exactly the same partner organisations. Information sharing is generally effective and this is an important element of ensuring that people are safeguarded. Partners reported opportunities for constructive discussions about lessons learned and good practice, as well as several forums and boards focusing on vulnerable victims. Weekly practice meetings discuss and understand common

²⁴ A DVPN is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the individual has been violent towards, or has threatened violence towards an associated person, and the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN.

²⁵ DVPOs are designed to provide protection to victims by enabling the police and magistrates courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

²⁶ The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law

safeguarding themes and trends. There are also organised forums with partners to discuss serious case reviews and learn from the identified mistakes or good practice to safeguard vulnerable victims.

Victims of domestic abuse

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.²⁷

The rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences is shown in figure 8. Domestic abuse crimes used in this calculation are not necessarily those to which the outcomes have been assigned and are only linked by the fact that they both occur in the 12 months to 30 June 2016. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome (for further details see annex A).

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Greater Manchester Police²⁸

Outcome type / group	Greater Manchester Police	England and Wales
Charged / Summoned	34.0	23.2
Caution – adults	4.5	5.6
Caution – youths	0.3	0.3
Community resolution	2.9	1.4
Evidential difficulties prevent further action; victim supports police action	38.4	24.1
Evidential difficulties prevent further action; victim does not support police action	19.2	35.4

Source: HMIC data return, Home Office data

For further information about these data, please see annex A

²⁷ Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

²⁸ Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

In the 12 months to 30 June 2016, Greater Manchester Police's use of outcomes for domestic abuse flagged offences was in line with those in England and Wales as a whole. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

Domestic abuse and the safeguarding of victims remains a priority for the force. Staff from across the organisation overwhelmingly stated that protecting victims is an essential part of their daily activity. In light of this, it is disappointing to see that there has been a decline in the quality of service provided to victims and in spite of the many good examples of excellent work carried out in this field, there are gaps and breakdowns in processes, which are having a negative impact. We identified domestic abuse type incidents that have sat in the LRO's queues, rather than receiving attention from frontline officers at the earliest possible opportunity. DASH forms have been submitted with incomplete information and a disturbing number of medium-risk DASH forms wait for an unnecessary period of time prior to review and subsequent referral through to partner agencies. However, the force does have a higher rate of arrest and charge for domestic abuse offences compared with the rate for England and Wales; but both of these rates have reduced over the last 12-month period. The same can be said for the use of protective powers such as DVPOs and DVPNs, and again both are above the England and Wales rate, but these have also declined in numbers in the same 12-month period.

The arrest rate in domestic abuse cases has fallen to 66.4 percent from the previous year's figure of 70.1 percent. This is still however notably higher than the England and Wales rate of 51.3 percent. The charging outcomes for domestic abuse victims in Greater Manchester are higher than for other domestic abuse victims in England and Wales; and victims are more likely to support the police in progressing a case. Despite some obvious concerns outlined above, this is a positive illustration of the good practice that is taking place.

Summary of findings



Requires improvement

The way in which Greater Manchester Police protects those who are vulnerable from harm and supports victims requires improvement. While the force has continued to build on its support and provision of services to vulnerable people, some elements have slipped following the introduction of the new policing model.

The force is strong at identifying vulnerability at the first point of contact; however, we have concerns with the initial response that follows initial deployment. The force's process following deployment is flawed. How officers complete domestic abuse,

stalking and harassment risk assessments has some limitations. The force's ability to review and refer medium-risk domestic abuse incidents suffers a shortfall.

Despite these concerns, the force works well with partner agencies such as health and education; and provides effective safeguarding support through the use of restrictive orders such as domestic violence protection orders; and supports the 'domestic violence disclosure scheme. It has continued to build the picture it has on hidden crime such as child sexual exploitation and on domestic abuse and it is working towards increasing its understanding of modern day slavery. The availability of body-worn video cameras enhances the force's ability to gather significant evidence when first attending incidents of domestic abuse.

Area for improvement

- The force should take steps to ensure that the response to all incidents is determined by an accurate assessment of the risk and harm and not the availability of response officers.
- The force should ensure that response officers become more proficient in completing risk assessments at initial response and there is sufficient supervisory oversight to ensure opportunities to safeguard vulnerable victims are not missed.
- The force should ensure that there is a timely review of all vulnerability risk assessments to ensure that safeguarding is implemented at the earliest opportunity.

How effective is the force at tackling serious and organised crime?

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces have a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime Agency (NCA) and other partner organisations. Police forces that are effective in this area of policing tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level.

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

In order to tackle serious and organised crime effectively forces must first have a good understanding of the threats it poses to their communities. Forces should be using a range of intelligence (not just from the police but also from other partner organisations) to understand threats and risks, from traditional organised crime such as drug dealing and money laundering to the more recently-understood threats such as cyber-crime and child sexual exploitation.

Greater Manchester Police has effective ways of assessing the threat posed to its communities by serious and organised crime. The force has completed ten local profiles, one for each of the local authority areas it polices, and these profiles are being refreshed. The force recognises that the profiles need to act as a 'living document' and as such each of the profiles will be updated with details of emerging threats. The profiles have been produced with a comprehensive set of information provided by both the police and the community safety partnerships (CSPs) who jointly own the profiles and are responsible for ensuring they are current. Each profile has an action plan based on the 4Ps, which provides a strong structure for oversight and activity.

The force is effective in its intelligence gathering and receives a wide range of intelligence from across the policing family. We found that officers from within the neighbourhood teams understand their role in gathering intelligence on organised crime groups (OCGs) and this is supported by intelligence staff whose work is specifically aligned with serious and organised crime. Intelligence units have retained their capability to manage individuals who provide information secretly. These individuals are known as covert human intelligence source (CHIS); the emphasis of this activity is centred on OCGs. The force also has strong links with Titan, the North West's regional organised crime unit (ROCU). It has benefited significantly from the close partnership working arrangements under the brand name 'Challenger'. We found many very good examples where the links with partner organisations were

enhancing the force's success in addressing serious and organised crime. One such example is the work the force has done with the schools in the Salford area of Greater Manchester to steer young people away from organised crime, while another good example is a project being run in the same area called 'Fearless'. This project encourages young people to provide information if they believe that it relates to organised crime.

According to force figures, in the 12 months to 30 June 2016, the force had made 33 referrals to the Government Agency Information Network (GAIN),²⁹ which is a reduction on the number of referrals the previous year. All newly identified OCGs are referred and the force does have direct access to intelligence from a wide range of partner organisations working within the Challenger programme. The force has links to prison intelligence through the regional prison intelligence unit and has a dedicated single point of contact.

The force has taken considerable steps to understand better the so-called newer threats, such as modern day slavery, child sexual exploitation and cyber-crime. Problem profiles have been created, which again make good use of partner information. Operation Phoenix has been created as a multi-agency approach to tackling child sexual exploitation and there are hubs, across all ten divisions, in which agencies' staff are co-located.

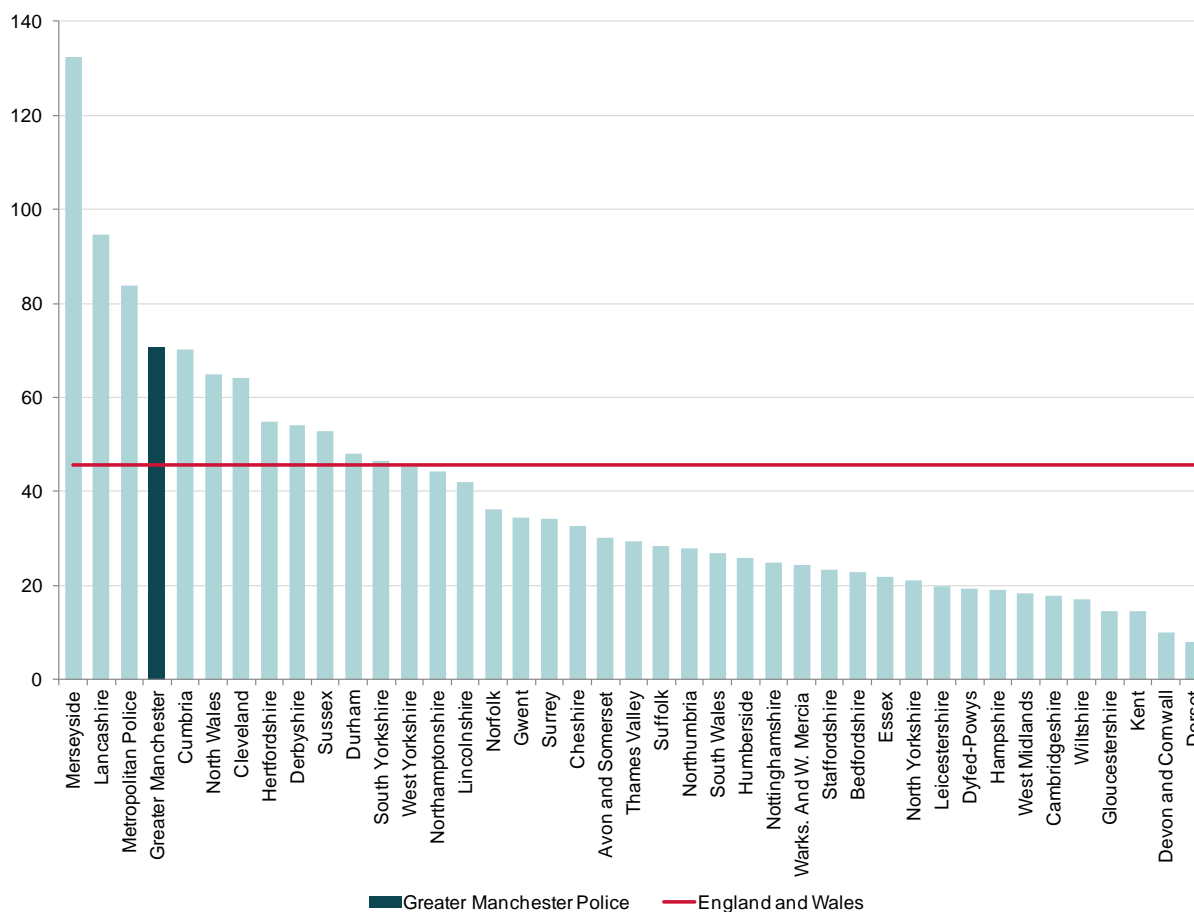
When a police force identifies a group of individuals whom it suspects may be involved in organised crime, it goes through a nationally standardised 'mapping' procedure. This involves entering the details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each OCG and places each group into one of several bands that reflect the range of severity of harm the group can cause. Greater Manchester Police completes this process alongside the MoRiLE risk assessment model in order to establish a more comprehensive understanding of threat and impact the OCG poses.

The force's approach to mapping is organised in line with national guidance and there are strong and robust governance arrangements in place to ensure that tackling organised crime continues to be an operational priority. Those OCGs that are classed as a priority are re-scored as per the national guidelines with all the other OCGs being monitored on a daily basis through any significant changes in the intelligence picture. We were particularly impressed with the Challenger working partnership arrangements, which have now become accepted and recognised as core business over the last few years

²⁹ The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

As at 1 July 2016, Greater Manchester Police was actively disrupting, investigating or monitoring 71 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016³⁰



Source: HMIC data return

For further information about these data, please see annex A

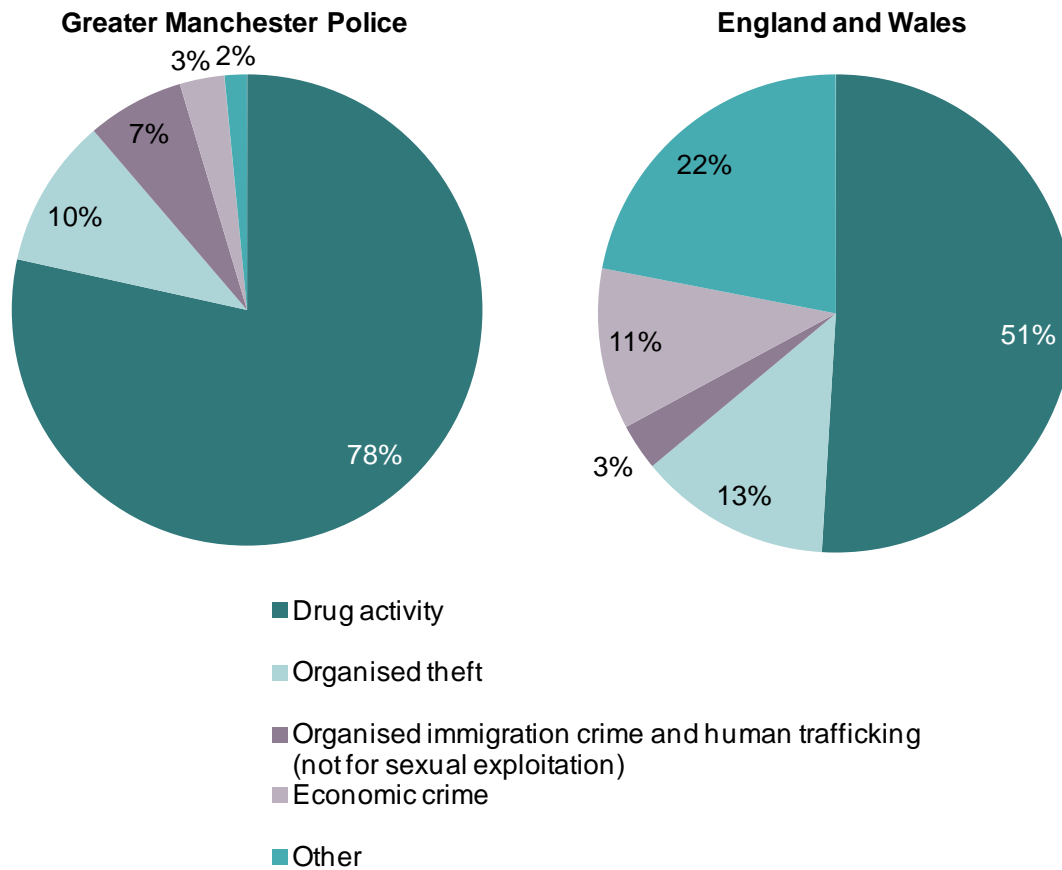
The high number of OCGs identified by the force highlights that organised crime creates a significant threat for the communities of Greater Manchester. It also shows that the force recognises this fact and has taken considerable steps to direct its resources to target the groups involved and reduce the threat posed.

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality (for example groups supplying drugs may also be supplying firearms and be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs managed

³⁰ City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

by Greater Manchester Police as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

Figure 10: Active organised crime groups by predominant crime type in Greater Manchester, as at 1 July 2016



Source: HMIC data return

Note: Figures may not sum to 100 percent due to rounding. For further information about these data, please see annex A.

Following HMIC’s 2015 effectiveness inspection, Greater Manchester Police had two areas for improvement. These were: “The force should complete its serious and organised crime local profile, including relevant data from partner agencies; and ensure that it has a local partnership structure in place with responsibility for tackling serious and organised crime.” HMIC is satisfied that these requirements have been fulfilled.

Greater Manchester Police currently has a number of urban street gangs, which are managed locally by officers at the borough level. The force actively monitors gang activity through the monthly tactical task assignment and co-ordination meeting, through which it will deploy resources to respond to increased activity, or consider escalation for consideration as an OCG. Additionally, the force has recently enhanced the capacity of its 'Excalibre Task Force' in the Moss Side area to specifically target emerging threats. An integrated gun and gang team provides a multi-agency response to the problem.

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

An effective force will pursue and prosecute offenders and disrupt organised criminality at a local level. The force will use specialist capabilities, both in the force and at regional level, and non-specialist capabilities such as its neighbourhood teams. While it can be complex for a force to assess the success of its actions against serious and organised crime, it is important that the force understands the extent to which it disrupts this crime and reduces harm.

It is very clear that the whole of the force is engaged in combating these crimes that affect local communities. The force fully exploits its excellent and mature partnership working approach to tackle serious and organised crime. Greater Manchester Police has significant resources committed to tackling serious and organised crime. The force has ensured that all frontline staff understand their role in reducing the threat posed by organised crime. Together with partner agencies operating under the Challenger banner, the force and partners use all forms of positive action and legislation open to them to target and make an impact on those crime groups who are assessed as posing the greatest threat. The force has its own in-house capability to deploy covert assets, and its strong links to Titan ensures that specialist capability is used when required. Officers from the neighbourhood teams are regularly used in both intelligence gathering and disruption activity against OCGs.

The force has strong governance processes to ensure that OCG activity is monitored on a monthly basis and those who are responsible for directing police and partner activity against crime groups are held to account. Each of the ten divisions has commenced a 'peer review' process in which each division is subject to a critical assessment of the effect it is having on the OCGs operating within its area. This presents opportunities for learning and the identification of good practice that can then be shared. The assessment of intelligence is conducted on a daily basis, which allows the force to identify emerging threats at an early stage and put appropriate measures in place to reduce the threat. Due to the significant number of OCGs identified within the force area, this flexible and dynamic way of working allows the force to have a complete oversight of OCG activity and deploy its resources accordingly.

The force appoints a lead responsible officer (LRO) for each OCG, who is held to account on a monthly basis. Each OCG has a plan based on the 4 Ps of the government's serious and organised crime strategy (pursue, prevent, protect, prepare). We found the LROs to be enthusiastic and to have a good understanding of their role and the operational tactics that were available to them. LROs have clear operational objectives set at the start of each operation and are held to account for achieving them. The established partnership arrangements allow for each element of the 4Ps strategy to be followed up. We found many good examples of where this was evident. One such example was where an OCG identified as being involved in organised serious acquisitive crime had been subject to a multi-agency approach. Partners such as the Department for Work and Pensions, housing associations, the probation service and the local authority finance department used legislation that resulted in the criminals and their families being subject to eviction, prosecution in respect of council tax and benefit fraud, and revocation of prison licences.

Serious and organised crime is seen as a priority for the CSPs within each of the ten local authority areas. This is evident from the commitment to provide dedicated resources to address the problem. The deputy chief constable chairs a multi-agency, pan-Greater Manchester strategic meeting in which serious and organised crime is a standard agenda item.

Greater Manchester Police has previously had a limited capability to actually measure the impact of activity against serious and organised crime. OCGs that are being managed by the force's specialist serious and organised crime unit or the Challenger programme, do have formal impact assessments completed; however this has not always been the case with those OCGs that were being managed within the divisions. Having recognised this, the force has introduced a process to measure impact on OCGs as a result of disruption and targeted activity, which is in alignment with the national guidelines. The force also makes use of the national referral mechanism when reporting incidents of human trafficking. Data provided as part of our inspection process indicated that the force made 79 referrals during the 12 months to 30 June 2016, an increase since the 2015 figures were published. This is in line with the England and Wales rate.

How effectively does the force prevent serious and organised crime?

A force that effectively tackles serious and organised crime needs to be able to stop people being drawn in to this crime. Many of these people may be vulnerable and already involved in gang and youth violence. It should also be using a range of approaches and powers to prevent those known criminals continuing to cause harm. HMIC expects a force's approach to prevention to be a significant element of its overall strategy to tackle the harm that serious and organised crime causes communities.

Greater Manchester Police has developed a wide range of innovative tactics over recent years aimed at diverting young people away from organised crime. Project Engage operates across the five local authority boroughs with the highest levels of organised crime and it is a partnership approach to tackling the problem of young people at risk from organised crime. Individuals are identified and, with local partners, a number of interventions are put in place. The project intends to measure the success of the outcomes and a full evaluation process is due to take place later in 2016.

The force has worked alongside schoolchildren from within the area to develop the 'CTZN' app, for use on digital devices. The application is currently available to download and will be fully live by the summer of 2017. The plan is to reach 10,000 school age children over the next four years, across Greater Manchester, with wider expansion nationally. The app is an appropriate way to engage with young people over a range of issues such as how to protect themselves and how to avoid being drawn into crime.

The 'Cells Project' is another example of the force's innovative use of technology to raise awareness and send out strong preventative messages. This is an interactive use of IT to show young people what it is like to be in custody. Other initiatives include peer mentoring in which ex-gang members provide strong messages on the risks associated with organised crime.

The force's enhanced partnership arrangements are particularly evident in the approach to diverting young people away from organised crime. There are some excellent examples such as the Project Gulf team, based in Salford, which aims to provide a youth crime prevention plan there that will consolidate the work of other short-term, funded approaches. This partnership includes the force, the youth offender team, CSPs, children's services, local youth services and schools. It has a full programme of work that includes the identification of vulnerable young women who are on the cusp of being involved in organised crime. Another excellent example was the 'Girls Allowed Project', which works with the local women's prison at Styal and a cohort of girls and young women, some of whom are still at school. Over a period of months and with a number of partners, consistent messages are delivered about the risks associated with crime. The programme includes a visit to the prison and one-to-one inputs from local women serving prison sentences of at least five years. Initial evaluation of this project has identified that this is a powerful deterrent.

Greater Manchester Police uses legislation to ensure that those individuals who pose the greatest risk to its communities are actively managed beyond the period following conviction for serious criminal offences. The force has issued 60 serious

crime prevention orders (SCPOs)³¹ over recent years against criminals in the upper tier of hierarchy of crime groups. According to data the force provided to us, it has applied for a further 52 SCPOs during the 12 months to 30 June 2016. It has not been successful with 14 and a further 38 applications remain in progress. The force also uses civil legislation such as criminal behaviour orders and it has successfully obtained its first human trafficking order. All OCG members who go into the prison system now have a prisoner lifetime management programme in place, managed by the national offender management service (NOMS). This partnership response is subject to regular meetings attended by the force, Titan and the National Crime Agency (NCA). The force is proactive in placing continued pressure on individuals who have been released from the prison system, particularly where intelligence would indicate that they continue to be active in serious and organised crime. This has led to three cases being presented before a high court judge in which senior representatives from the force and NOMS presented 'intelligence based' material intimating that the individual posed an immediate significant threat to the public and that they should be recalled to prison immediately. While out of three cases heard only one has been successful, this does demonstrate the efforts the force is making to keep people safe.

Greater Manchester Police communicates with the public in order to raise awareness of serious and organised crime. The force has a cyber media strategy and a calendar of events along with dedicated weeks of action. This was evident at the time of the inspection with the work ongoing around Black Friday (the last Friday in November when retailers promote bargain sales). Messages were constantly being relayed with a focus on protection from online frauds, driven by an internal and external communications strategy.

The force can demonstrate a concerted effort from its corporate communications department down to the local policing staff to advertise the success of its response to serious and organised crime. The work is directed at the whole of the community and is designed to inform rather than alarm. During our inspection, we observed media campaigns in respect of serious and organised crime issues including guns; modern slavery; civil injunctions; and child sexual exploitation on the public transport network.

³¹ Serious crime prevention order (SCPO) is a court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person; for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police.

Summary of findings



Outstanding

Greater Manchester Police is outstanding in how effective it is in tackling serious and organised crime. The force has improved from HMIC's 2015 effectiveness report in which it was assessed as good.

Tackling serious and organised crime is a priority for the force and its partner organisations. Frontline staff have a comprehensive understanding of their role in disrupting crime groups. Partnership arrangements are very well developed and there is an obvious commitment for all agencies to work together in targeting those individuals who cause the greatest harm to communities. All elements of the national strategy (pursue, prevent, protect and prepare) are actively followed with some innovative means of diverting young people from being drawn into organised crime.

The force has an advanced capacity and capability to deal with the organised crime groups that create the greatest threat and additional support is provided by the regional organised crime unit. Lifetime offender management is well advanced with numerous examples of both the use of ancillary orders and other civil powers to place restrictions on offenders. We are impressed with the work the force is doing with the prison service and this is particularly pertinent in the proactive work undertaken in getting offenders returned to prison based on intelligence information only.

How effective are the force's specialist capabilities?

Some complex threats require both a specialist capability and forces to work together to respond to them. This question assesses both the overall preparedness of forces to work together on a number of strategic threats and whether forces have a good understanding of the threat presented by firearms incidents and how equipped they are to meet this threat.

How effective are the force's arrangements to ensure that it can fulfil its national policing responsibilities?

The *Strategic Policing Requirement* (SPR)³² specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

Greater Manchester Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The force has assessed the threats set out in the *Strategic Policing Requirement* (public order, civil contingencies, serious and organised crime, cyber-crime, child sexual exploitation and counter-terrorism). HMIC found that the force undertakes regular exercises and deployments to ensure that it remains ready to meet the requirements demanded of it. The force had conducted a range of exercises in the previous 12 months, including several major live exercises such as a marauding terrorist exercise that took place at the Trafford Centre. The force recognises that there are still some limitations in relation to cyber-security and as such, has developed an action plan to address the issues.

³² The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

How well prepared is the force to respond to a firearms attack?

Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 England and Wales police forces to increase their armed capability. This funding has enabled some forces to increase the number of armed police officers able to respond to a terrorist attack. These attacks include those committed by heavily armed terrorists across multiple sites in quick succession, as in Paris. These attacks are known as marauding terrorist firearms attacks. The funding is for those forces considered to be at greatest risk of a terrorist attack. This also has the effect of increasing the ability of the police service to respond to other forms of terrorist attacks (and another incident requiring an armed policing response). Forces have begun to recruit and train new armed officers. This process is due to be completed by March 2018.

As one of six police forces in the North West region, Greater Manchester Police contributes to the completion of a regional annual armed policing strategic threat and risk assessment (APSTRA) to enable it to understand and respond to identified threats. The region last updated the APSTRA in February 2016. The region's threat assessment is thorough and used a wide range of intelligence sources, including national counter-terrorism and crime, regional OCG threats and force demand analysis to assess threat and risk. The assessment was in line with the national guidance and codes of practice. The APSTRA has been refreshed since the Paris attacks in October 2015.

Greater Manchester Police is aware of its broader national responsibilities to support other forces in response to national threats. The force understands the threat posed by an attack requiring an armed response and that this understanding is based on recent and relevant information. Greater Manchester Police is the identified regional incident co-ordination centre for the North West. The level of knowledge and awareness of staff in the control room, most notably the cadre of force incident managers who provide the initial command and control of critical and spontaneous incidents, is reassuring.

Because of this threat assessment, the force has reviewed its capacity and capability. The force has sufficient armed response vehicle (ARV) trained officers available to maintain its minimum number of ARVs at all times. The force has plans over the next two years to enhance its ARV capacity as part of the national armed policing uplift programme. The force supports neighbouring forces from within the North West region and has also entered into an agreement to support West Yorkshire Police and Derbyshire Constabulary to supply ARVs as required.

The force is providing appropriate training to its firearms officers in the light of current threats. The force has carried out joint firearms training with other regional forces and partners. It works with surrounding forces and other blue light agencies to

provide mutual support in the case of a terrorist incident. The force has tailored its initial specialist firearms officer training programme to limit the attrition rate of students (the numbers who may withdraw from or fail the training) and plans to provide four courses in the next 12 month period.

Summary of findings

Ungraded

Greater Manchester Police has effective specialist capabilities and has appropriate plans in place to mobilise in response to the threats set out in the *Strategic Policing Requirement*. The force regularly takes part in regional exercises to test these plans and makes amendments following the lessons learned from such tests. Over the past 12 months, the force has taken part in more than 20 exercises.

The resources available to Greater Manchester Police, both locally and through the North West region, ensure that the force is well prepared to respond to an attack requiring an armed response. The force has recently started to recruit officers into the force to support the national uplift in capacity and capability; it has an effective training regime that will support the planned implementation of the enhanced number of resources.

Next steps

HMIC assesses progress on causes of concern and areas for improvement identified within its reports in a number of ways. We receive updates through our regular conversations with forces, re-assess as part of our annual PEEL programme, and, in the most serious cases, revisit forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency and legitimacy. These reports identify those issues that are reflected across England and Wales and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements can be made at a national level.

Findings and judgments from this year's PEEL effectiveness inspection will be used to direct the design of the next cycle of PEEL effectiveness assessments. The specific areas for assessment are yet to be confirmed, based on further consultation, but we will continue to assess how forces keep people safe and reduce crime to ensure our findings are comparable year on year.

Annex A – About the data

The information presented in this report comes from a range of sources, including published data by the Home Office and Office for National Statistics, inspection fieldwork and data collected directly from all 43 geographic police forces in England and Wales.

Where HMIC has collected data directly from police forces, we have taken reasonable steps to agree the design of the data collection with forces and with other relevant interested parties such as the Home Office. We have given forces several opportunities to check and validate the data they have provided us to ensure the accuracy of our evidence. For instance:

- We checked the data that forces submitted and queried with forces where figures were notably different from other forces or were internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors identified.

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

Methodology

Data in the report

The British Transport Police was outside the scope of inspection. Therefore any aggregated totals for England and Wales exclude British Transport Police data and numbers will differ from those published by the Home Office.

Where other forces have been unable to supply data, this is mentioned under the relevant sections below.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2015 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

Survey of police staff

HMIC conducted a short survey of police staff across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of tasks assigned to them. The survey was a non-statistical, voluntary sample which means that results may not be representative of the population. The number of responses varied between 8 and 2,471 across forces. Therefore, we treated results with caution and used them for exploring further during fieldwork rather than to assess individual force performance.

Ipsos MORI survey of public attitudes towards policing

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 331 to 429 in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey will be shared on our website by summer 2017:

www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/

Review of crime files

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. The file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

Force in numbers

A dash in this graphic indicates that a force was not able to supply HMIC with data.

Calls for assistance (including those for domestic abuse)

These data were collected directly from all 43 forces. In 2016, the questions contained a different breakdown of instances where the police were called to an incident compared to the 2015 data collection, so direct comparisons to the equivalent 2015 data are not advised.

Recorded crime and crime outcomes

These data are obtained from Home Office police-recorded crime and outcomes data tables for the 12 months to 30 June 2016 and are taken from the October 2016 Home Office data release, which is available from:

www.gov.uk/government/statistics/police-recorded-crime-open-data-tables

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

Figures about police-recorded crime should be treated with care, as recent increases are likely to have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

For crime outcomes, Dorset Police has been excluded from the England and Wales figure. Dorset Police experienced difficulties with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in Spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded. The failure to file investigations properly meant that a higher than normal proportion of offences were allocated to 'Not yet assigned an outcome'. During 2016, the force conducted additional work to solve the problem. In doing so, some crime outcomes from the 12 months to 30 June 2016 were updated after that date and are reflected in a later period. This makes Dorset Police's crime outcome data inconsistent with that provided by other forces. HMIC has decided not to use Dorset Police's outcome data in the interests of consistency of data use and to maintain fairness to all forces.

Other notable points to consider when interpreting outcome data are listed below and also apply to figure 4.

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2016, Home Office, July 2016. Available from:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/539447/crime-outcomes-hosb0616.pdf
- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2016 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome.
- These data are subject to change, as more crimes are assigned outcomes over time. These data are taken from the October 2016 Home Office data release.

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.
- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.
- It is important to note that the outcomes that are displayed in figure 8 are based on the number of outcomes recorded in the 12 months to 30 June 2016, irrespective of when the crime was recorded. Therefore, the crimes and outcomes recorded in the reporting year are not tracked, so direct comparisons should not be made between general outcomes and domestic abuse related outcomes in this report. For more details about the methodology for domestic abuse outcomes please see explanatory notes below, under figure 8.

Anti-social behaviour

These data are obtained from Office for National Statistics data tables, available from:

www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables

All police forces record incidents of anti-social behaviour reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Incidents are recorded under NSIR in accordance with the same 'victim focused' approach that applies for recorded crime, although these figures are not subject to the same level of quality assurance as the main recorded crime collection. Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with anti-social behaviour incidents (for example, local authorities and social landlords); incidents reported to these agencies will not generally be included in police figures.

When viewing this data the user should be aware of the following:

- Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2014-15 and 2015-16 it was not possible for the force to identify whether these were anti-social behaviour or other types of incident. These incidents have been distributed pro rata for

Warwickshire, so that one percent of anti-social behaviour in 2014-15 and two percent of anti-social behaviour in 2015-16 are estimated.

- From May 2014, South Yorkshire Police experienced difficulties in reporting those incidents of anti-social behaviour that resulted from how it processed calls for assistance, specifically for scheduled appointments. In November 2016, South Yorkshire Police resolved this problem and resubmitted anti-social behaviour data to Office for National Statistics. HMIC has used corrected data for South Yorkshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.
- Bedfordshire Police resubmitted anti-social behaviour data to Office for National Statistics for the 12 months to 30 June 2016. This was because data had been double counted for the second quarter of the financial year. HMIC has used corrected data for Bedfordshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

Domestic abuse

Data for domestic abuse flagged offences were provided by the Home Office for the 12 months to 30 June 2016. These are more recent figures than those previously published by Office for National Statistics.

Data relating to domestic abuse arrests, charges and outcomes were collected through the HMIC data collection.

Further information about the domestic abuse statistics and recent releases are available from:

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

These data were collected directly from all 43 forces. City of London Police is excluded from the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

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

OCGs which are no longer active – for example because they have been dismantled by the police – can be archived. This means that they are no longer subject to disruption, investigation or monitoring. From 1 September 2014 to 31 December 2015, forces were given a directive by the National Police Chiefs' Council to suspend archiving, pending a review of OCG recording policy. This directive was removed on

1 January 2016, but resulted in many forces archiving more OCGs than they otherwise would have in the 12 months to June 2016. Therefore, direct comparisons should not be made with OCG figures from previous years.

Victim satisfaction

Forces were required by the Home Office to conduct satisfaction surveys with specific victim groups. Force victim satisfaction surveys are structured around principal questions exploring satisfaction responses across four stages of interactions:

- initial contact;
- actions;
- follow-up;
- treatment plus the whole experience.

The data used in this report use the results to the question relating to the victim's whole experience, which specifically asks, "Taking the whole experience into account, are you satisfied, dissatisfied, or neither with the service provided by the police in this case?"

The England and Wales average is calculated based on the average of the rates of satisfaction in all 43 forces.

Figures throughout the report

Figure 1: Police-recorded crime rates (per 1,000 population) for the five year period to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 2: Police-recorded crime rates (per 1,000 population) for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015

Please see 'Anti-social behaviour' above.

Figure 4: Proportion of outcomes assigned to offences recorded, in 12 months to 30 June 2016, by outcome type

Please see 'Recorded Crime and Crime Outcomes' above.

The outcome number has been provided to improve usability across multiple publications and is in line with Home Office categorisation.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

This methodology is not comparable with figure 8, so direct comparisons should not be made between the two tables.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force

Please see 'Recorded Crime and Crime Outcomes' above.

In addition, it is important to understand that the percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences. The category of evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 6: Percentage of police recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

The number of offences identified with a vulnerable victim in a force is dependent on the force's definition of vulnerability.

City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for the number of recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

When viewing this data the user should be aware of the following:

- Suffolk Constabulary was only able to provide eight months of vulnerability data to the 30 June 2016 due to transferring to a different crime management system. Its previous system did not record vulnerability. Therefore, these are the most reliable data it can provide.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016

Please see 'Domestic abuse' above.

Derbyshire, Durham and Gloucestershire forces were unable to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2016 in this calculation. It is also possible to have more than one arrest per offence although this is rare. In addition, the reader should note the increase in police-recorded crime which has affected the majority of forces over the last year (39 out of 43). This may have the effect of arrest rates actually being higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMIC has evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

When viewing this data the user should be aware of the following:

- Cambridgeshire Constabulary identified a recording issue and that it could only obtain accurate data from a manual audit of its custody records. This means its data may indicate a lower arrest rate. However, at the time of publication this was the most reliable figure the force could provide for the 12 months to 30 June 2016. The force plans to conduct regular manual audits while the recording issue is resolved. HMIC will conduct a further review to test this evidence when more data are available.
- Lancashire Constabulary experienced difficulties in identifying all domestic abuse flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on data provided to HMIC would be marginal and that these are the most reliable figures it can provide.

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences

Please see 'Domestic Abuse' above.

Dorset Police is excluded from our data for the reasons described under 'Recorded Crime and Crime Outcomes' above.

Nottinghamshire Police has been excluded from domestic abuse outcomes data. The force experienced difficulties with the conversion of some crime data when it

moved to a new crime recording system. This means that the force did not record reliably some crime outcomes for domestic abuse related offences. The force subsequently solved the problem and provided updated outcomes figures. However, this makes Nottinghamshire Police's outcomes data for domestic abuse related offences inconsistent with that provided by other forces. HMIC has decided not to use Nottinghamshire Police's outcomes data for domestic abuse related offences in the interests of consistency of data use and to maintain fairness to all forces.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse:

“Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.”

In figure 8, the rate is calculated by the number of each outcome recorded for domestic abuse flagged offences in the 12 months to 30 June 2016, divided by the total number of domestic abuse offences recorded in the 12 months to 30 June 2016. The domestic abuse-related crimes used in this calculation are not necessarily those to which the outcomes have been assigned. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome, and domestic abuse outcomes in figure 8.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016

Please see 'Organised Crime Groups' above.

Figure 10: Active organised crime groups by predominant crime type, as at 1 July 2016

Humberside Police was unable to provide the full data for predominant crime types in the time available. Therefore, this force's data are not included in the graph or in the calculation of the England and Wales proportion.

Numbers may not sum to 100 percent due to rounding.