HM Inspectorate of Constabulary Northern Regional Office

Follow-up/Monitoring Visit
Tameside BCU
Greater Manchester Police

BCU Inspection Conducted - September 2004

Follow-up Visit Conducted - November 2005



Follow up/monitoring visits to inspected BCUs

Tameside BCU - Greater Manchester Police

Date of Inspection	Inspection Team on Revisit	BCU Commander	Date of final report	Date of monitoring
September	Superintendent Graham Meadows Chief Inspector Paul Unsworth	Chief Superintendent	December	November
2004		Kevin Mulligan	2004	2005

- 1. Significant developments since the original inspection (e.g. boundary changes, changes to management team, increase/decrease in strength)
- There have been significant changes to the senior management team (SMT) since the original inspection. This includes: the appointment of a second superintendent (support); a change in personnel in the superintendent (operations) post; together with changes at chief inspector level.
- A new BCU headquarters was opened at Ashton in October 2004. The facility built under a PFI scheme has been well received by staff.

Staffing Issues

Below is a table showing the staffing levels in Tameside BCU as at 31 March 2005:

	OPERATIONAL					ATIONAL PORT	TOTAL	
	Headcount	FTE	Headcount	FTE	Headcount	FTE	Headcount	FTE
Police Officers	408	405.13	17	17.0	8	8.0	433	430.13
Probationers	2	2.0	0	0.0	0	0.0	2	2.0
Specials	29	0.0	0	0.0	0	0.0	29	0.0
Police Staff	33	32.0	22	20.6	45	40.5	100	93.1
TOTAL:	472	439.13	39	37.6	53	48.5	564	525.23

 Tameside BCU has seen a slight fall in the number of police officers over the past two financial years by 2.44% (fte). The level of police staff has increased over the two year period by 7.63%.

The table below shows the breakdown of staff by function group for the financial year 2004/05:

	Tameside BCU	p.p. change from 2003/04	Force Average	MSBCU Group Average
% Police Officers Operational	94.19%	-0.82 p.p.	91.67%	95.70%
% Police Staff Operational	34.37%	-3.78 p.p.	31.28%	47.08%
% Police Officers Operational Support	3.95%	0.78 p.p.	6.83%	3.54%
% Police Staff Operational Support	22.13%	14.03 p.p.	17.56%	15.78%
% Police Officers Organisational	1.86%	0.05 p.p.	1.50%	0.73%
% Police Staff Organisational Support	43.50%	-10.26 p.p.	51.15%	37.14%

• The percentage of police officers in operational roles is above the Force average and is in line with the most similar group average.

 There has been a shift in police staff from operational and organisational support roles to operational support roles, giving the BCU a higher proportion of police staff in operational support roles than both the MSBCU group and Force means.

Sickness Data

Police officer sickness has increased in recent months whilst police staff sickness has decreased. Both levels remain high when compared to the most similar BCU group and the Force average. Further action is required to bring both police officer and police staff sickness levels down.

	Tameside BCU	GMP
Hours lost through sickness per police officer (Average hours lost through sickness per police officer) for 2004/05	18,770.80 (42.86)	286,654.24 (35.28)
% change in total hours compared with the same	9.53%	-11.51%
period the previous year (Change in average hours)	(7.52%)	(-15.12%)
Hours lost through sickness per police staff (Average hours lost through sickness per police staff) for 2004/05	5,105.95 (54.03)	161,688.60 (40.74)
% change in total hours compared with the same	-27.73%	-10.88%
period the previous year (Change in average hours)	(-33.85%)	(-15.02%)

	MSBCU group (out of 12 BCUs with available data)		GMP (out of 12 - 11 BCUs and central services ¹)	
	Rank	Mean	Rank	Mean
Average hours lost through sickness per police officer for 2004/05 - 42.86	9th	36.53	10th	35.28
Average hours lost through sickness per police staff for 2004/05 - 54.03	11th	36.66	12th	40.74

 $^{^{1}}$ Excludes the Metropolitan BCU due to there being no available staffing data.

2. Performance

Below is a summary of Tameside's performance when compared with the most similar BCU group averages and previous year's performance² for the time period October 2004 to September 2005:



Crime Data - Crime Performance Table

The table below shows the supporting twelve months of data for Tameside BCU:

Performance Indicator	Performance Oct 2003 to Sept 2004	Performance Oct 2004 to Sept 2005	% Change	MSBCU Group mean for 2004/05 period	The BCU's ranked position for 2004/05 period
Recorded crime per 1,000 population	119.59	114.99	-3.85%	107.94	13
Recorded crime detection rate	26.44%	27.97%	1.53 p.p.	27.79%	8
Recorded crime sanctioned detection rate	21.50%	25.10%	3.60 p.p.	24.18%	5
Domestic burglary per 1,000 households	26.44	19.57	26.00%	15.59	13
Domestic burglary detection rate	13.02%	10.32%	-2.70 p.p.	13.39%	13
Domestic burglary sanctioned detection rate	12.77%	10.26%	-2.51 p.p.	12.42%	12

² Good - Getting Better = Performing better than BCU family average and better than previous year. Good - Getting Worse = Performing better than BCU family average but worse than previous year. Poor - Getting Better = Performing worse than BCU family average but better than previous year. Poor - Getting Worse = Performing worse than BCU family average and worse than previous year.

Performance Indicator	Performance Oct 2003 to Sept 2004	Performance Oct 2004 to Sept 2005	% Change	MSBCU Group mean for 2004/05 period	The BCU's ranked position for 2004/05 period
Robberies per 1,000 population	2.25	1.72	23.49%	1.12	14
Robbery detection rate	23.70%	22.01%	-1.69 p.p.	25.66%	11
Robbery sanctioned detection rate	22.87%	22.01%	-0.86 p.p.	24.27%	8
Vehicle crimes per 1,000 population	16.10	16.08	-0.15%	15.39	9
Vehicle crime detection rate	8.69%	10.10%	1.40 p.p.	11.65%	8
Vehicle crime sanctioned detection rate	8.14%	9.84%	1.70 p.p.	10.91%	6
Violent crimes per 1,000 population	26.48	27.64	4.38%	21.36	14
Violent crime detection rate	54.54%	54.03%	0.51 p.p.	56.16%	10
Violent crime sanctioned detection rate	40.04%	46.56%	6.53 p.p.	45.09%	8

Note) this data is not validated and therefore is only provisional

- Tameside BCU is a high crime area, however, volume crime has fallen in all key crime categories, excluding violent crime which has risen. The reductions seen in respect of domestic burglary and robbery are particularly impressive, however, both remain above the most similar BCU average and the improvements seen need to continue.
- Improvements have been seen in respect of the detection rates for total crime, vehicle crime and violent crime. The significant improvements seen in the sanctioned detection rates for total crime and violent crime are worthy of note. This improvement in performance now needs to be seen in relation to domestic burglary and robbery.
- The SMT's position on performance with integrity is reflected in the BCU position on national crime recording standards (NCRS), where compliance is at a higher level than elsewhere in the Force. This situation should be taken into consideration when making comparisons with other Greater Manchester Police BCUs.
- Tameside has a high proportion of offences resulting in charge/summons when compared to the most similar BCU group. This is good performance.

3. Inspection Recommendations

Recommendation 1

That the current individual sanctioned detection targets are reviewed and aligned with Force and disaggregated BCU performance targets, and that targets and objectives for individuals should reflect qualitative as well as quantitative indicators.

Action taken by BCU

- The level of four sanction detections per officer has been reviewed and remains the target for relief officers and neighbourhood area officers on the BCU. This is consistent with the sanction detection target of 25% that the Force has set the BCU, which is the highest target in the Force. The practice is also consistent with the Home Office proposal to set detection targets for neighbourhood officers. The figure of four sanction detections per officer is an aspirational target, emphasising the need for continuous improvement.
- Officers are encouraged over a period of time to improve their sanction detection level as part of an overall improvement in the whole spectrum of their duties, and a general improvement amongst officers is being seen. Tameside continues to exceed its sanction detection target and currently enjoys the highest sanction detection level in the Force.
- The message that qualitative performance in all areas and tackling long term community related issues is as important as the level of sanction detections is a key part of the performance message delivered by the BCU SMT at performance review meetings and when speaking to staff, both in groups and as individuals.
- The BCU has achieved the highest sanction detection rate per officer in the Force and the best overall detection rate, but at the same time team targets are being set for reliefs

- Performance in a number of key indicators is positive - the BCU has adopted a stance of 'performance with integrity'. There has clearly been an impact on performance due to the stance taken in respect of NCRS - there is a belief within the SMT that the BCU is performing better than many BCUs within GMP. but are being penalised because of their position in respect of NCRS compliance. This is supported by recent Force audits which show the BCU to have the highest NCRS compliance within GMP: burglary 100%; hate/race crime 95%; violent crime 93%; vehicle crime 90%; criminal damage 90%; and domestic violence 85%. This is excellent performance with the exception of domestic violence, which needs to show further improvement. The overall compliance rate of 88% is significantly higher than the Force average.
- The SMT believes further performance improvement is not possible without additional resources, which is in line with the Force position in seeking an additional 3,000 officers. There is an acknowledgement there needs to be a focus around demand management and crime data management, both of which are again identified as Force issues. Effective sickness management can aid the position of the number of resources available within the BCU.
- Performance review meetings are held on a five weekly basis.
 Opportunities are taken to deliver positive messages to staff. Good use

- and neighbourhood areas with the aim again of achieving continuous improvement.
- The performance of CID and other associated units are being assessed weekly at the detection plan meetings.
- The individual targets are carefully determined in order to achieve the Force target for the BCU, taking into account factors such as abstractions, major incidents and the varying ability of officers to detect crime.
- A variety of qualitative measures are also examined. The individual detection target is something for staff to aim for and on those occasions where an officer does not achieve it, then a longer term and much wider examination of that officer's performance, roles and opportunities will be considered before any remedial action is considered.
- An example of the importance given to the quality of work, rather than just the quantity of detections, is the energy that has been put into NCRS compliance by the SMT. By focusing on this area, addressing extended briefings and arranging training inputs followed up by daily audits and corrective work, the BCU has achieved the highest rate of compliance in the Force in the areas of burglary (100%), hate crime, violent crime and criminal damage. The overall result shows the BCU with the highest rate of NCRS compliance in GMP with a result of 88%. There are other qualitative indicators such as the completion of stop search/account records which give further support to the assertion that the BCU SMT focuses on quality just as much as quantity.
- Community involvement will also be carefully measured and assessed in relation to neighbourhood officers. A key part of this will be based not just

- is made of commendations as appropriate.
- The increased operational effectiveness of the operational policing unit (OPU) has helped develop appropriate performance management processes.
- The OPU is being used to drive all policing activity with tasking and action management being evident on a day by day basis. The unit is driving the key schemes and initiatives and providing the intelligence function. There is clear evidence of a developing performance management function.
- The SMT needs to ensure effective use is made of alternative means of recording crimes.
- The SMT expressed concerns that resource levels could impact on the effective implementation of neighbourhood policing. There remains a belief the BCU does not have sufficient resources in line with the Force resource allocation model.
- The BCU has seen a 35% increase in demand in the last 12 months. This has had a significant impact on resources with the number of outstanding incidents increasing to unacceptable levels on a regular basis. In an effort to address this, the SMT has realigned staffing levels around response policing. The SMT acknowledges that this has been at the expense of neighbourhood policing.
- At a time of difficult resourcing levels the BCU continues to undertake a high level of the operational communication room's (OCR) work in terms of demand management. The BCU is investing resources to overcome difficulties with the management of incidents (FWINS).
- National crime recording standards

- on SARAs and statistical results, but on feedback from the community and assessment from their first line supervisors who know their officers' work better than anyone.
- As part of Operation 'Step Change', the quality of investigation conducted by officers first attending a report of a burglary dwelling or robbery is being assessed. Officers are required to complete investigation packs outlining what tasks they have undertaken. Supervisors review these packs and the quality of the initial investigation and statement is assessed. Issues relating to poor quality are addressed by the supervisor through the use of an action plan and officers given the ability to develop and strive next time to achieve a better result.
- are quality assured at different stages of the BCU's processes, however levels of understanding of the standards needs to be established among the call takers in the OCR. This should also be a focus for quality assurance.
- Tameside BCU is dealing with more incidents per officer than any other BCU in GMP at the present time.
- The BCU has seen an increase of headquarters operational support in recent months, which has been welcomed. The SMT would prefer the allocation of resources to be on a permanent basis.
- The BCU has a resource management group which meets on a weekly basis. Within the context of devolvement the group is critical in keeping staffing levels under control.
- Violent crime in Aston town centre is an area of concern. The SMT needs to ensure appropriate resources are allocated to address the situation.
- The morale of staff seen during the Inspection was good.

Recommendation 2

That, in conjunction with headquarters, the BCU SMT reviews the posting and transfer of inspectors responsible for teams within the BCU to establish and ensure continuity of leadership.

Action taken by BCU

The BCU has reached a position of stability in terms of inspector ranks. No inspectors are currently undertaking acting duties.

- Headquarters human resources (HR) branch are supportive of the BCU maintaining key staff, a recent example being, the acting OPU inspector remaining in situ following promotion. This should provide some long term stability.
- An inspector who wishes to move from the BCU on welfare grounds has been fully supported by the SMT.
- The numbers of vacancies throughout the Force at inspector rank are now the lowest they have ever been for a number of years.

Measurable impact

- Stability at inspector rank within the BCU is having a significant impact on performance and has been well received by staff at all levels.
- At the time of the Inspection there were no sergeants undertaking acting inspector duties.
- The BCU continues to have a number of constables undertaking acting sergeant duties. The position of acting sergeants managing an inexperienced workforce remains an area of concern and needs to be addressed. There remains a need to ensure the demands placed on staff are managed effectively.

Recommendation 3

That the BCU SMT reviews the approach to communication within the BCU to promote an environment where members of staff at all levels are confident that they can make their views heard. The review should lead to a new approach to internal communication and the effectiveness of internal communication should be regularly tested.

Action taken by BCU

- An internal communication officer overseen by the chief inspector support and partnerships has been appointed to examine ways of improving communication to staff. The officer is in regular liaison with the Force internal communication manager.
- There is a detailed performance management/communication system in place. As part of this process, meetings are chaired by a member of the SMT with staff across the BCU,
- The communication strategy within the BCU is seen as a critical success factor. This is particularly relevant in respect of performance and professional standards issues.
- There is clear evidence of effective communication and an appreciation of the issues facing the BCU in all focus groups.
- The introduction of a number of communication channels including the attendance of SMT members at

both police officers and police staff. As part of the meeting all members of staff are appraised of BCU priorities and issues affecting the BCU and how they can assist. Members of staff are thanked for their hard work and where appropriate individuals are identified for praise.

parades and the introduction of staff forums.

- Additionally, members of the SMT regularly attend parades and patrol with officers.
- On a daily basis a member of the SMT chairs a 'tasking meeting' where crime trends and deployment of resources are discussed. This further enhances the visibility of the SMT members.
- Notice boards have been reorganised to make the presentation of information to staff clearer.
- The BCU Intranet site continues to be updated with new information.
 Attention is paid to the number of hits to BCU sites to gauge how successful this form of communication is.
- The presentation of BCU orders has been examined and is more impactive to staff. Hard copies of this document now feature on notice boards to support electronic copies on the Intranet.
- The BCU recently invited the corporate communications department to examine communications processes. As a result of the visit, corporate communications provided the BCU with a 'Healthcheck Document', which they are currently implementing. The corporate communications department has been invited back in order to examine these new processes.
- Members of staff are encouraged to post questions to the BCU Commander via the 'ASK Kevin' site

on the BCU Intranet.

- The BCU has introduced custody forums to improve communication and co-ordination around this key area of business.
- Members of staff are also encouraged by the use of 'chief superintendent commendations' and 'good work minutes' which are displayed on BCU orders.
- Bonus payments to members of staff are used to recognise good performance.

Recommendation 4

That the BCU senior management team conducts a risk assessment to determine minimum operational staffing levels, taking into account temporal and geographic issues on the BCU, and establishes effective processes to ensure these levels are maintained.

Action taken by BCU

- A specific minimum staff level has not been set since it is considered that conditions which determine the safe minimum staffing levels vary depending on specific circumstances. Instead, the BCU has employed a policy whereby all patrol inspectors are informed that it is their responsibility during each tour of duty, to undertake a risk assessment in relation to their staffing levels, giving due consideration to the number of ongoing incidents. Where an inspector believes that the risk assessment warrants a need for additional staff to be brought on duty, permission has been granted from the BCU Commander to do this and pay overtime if necessary.
- To assist inspectors in this risk assessment and resource management issues, the BCU has issued them with a staffing protocol document. This protocol provides guidelines on how to manage resourcing issues and it is based on two Force and two BCU policies: Force variable shift arrangements policy, Force staffing of vehicles and patrol policy, BCU overtime policy and BCU annual leave policy.
- Headquarter data provided for periods before and after the BCU restructure has shown which neighbourhoods are busiest in terms of incidents. The provision of additional staff to the neighbourhoods has taken this into consideration.
- A review of incidents in the North and South of the BCU indicated that 60% of incidents were taking place in the North. The deployment of staff has been amended to accommodate this.

- The BCU has a number of units in place including the PPU, OPU, and WCU, which can all be seen as evidence of effective and determined implementation of Force projects. The quality of the implementation has helped the BCU realise a number of key benefits.
- The new police station at Ashton has been well received by all staff. A number of problems have arisen including the situation around the need to staff the CCTV facility in the custody suite, however, overall members of staff are happy with the facilities.

- A risk assessment highlighted the fact that incidents were peaking in the evening time. As a result, variable shift arrangements have been utilised whereby additional officers are brought on duty to compensate for this increase in demand.
- Where a risk assessment warrants, neighbourhood staff have been utilised during peak periods to support patrol officers. However, they only undertake incidents that occur on their beats. The SMT is keen to stress to staff that this will not be normal practice, which should enable neighbourhood officers to continue to undertake community policing effectively.
- Where neighbourhood supervision is rostered for duty on a weekend period, time off may only be taken with the permission of the chief inspector operations.
- Relief inspectors are given the autonomy to determine the granting of leave to members of their own teams. However, inspectors must ensure that no more than 6 officers are abstracted at any one time.
- A full review of the staffing levels has been undertaken on the BCU and has become an ongoing process whereby staff may be moved between reliefs to ensure sufficient/equal staffing levels are maintained.
- Where demand analysis showed that the Sunday evening leading into a Bank Holiday Monday was exceptionally busy, a PSU of 1 sergeant and 7 officers were brought on duty in addition to normal staff in order to address this increase in demand.

Recommendation 5

That the BCU SMT reviews the approach to duties management and introduces a system that removes administrative duties from front line supervisors and that effectively monitors and controls the number of rest days and hours worked by officers and ensures compliance with legislative requirements.

Action taken by BCU

- The BCU completed a skills audit of all staff as part of the initial steps towards the implementation of a Force-wide duty management system (DMS).
- A full audit of staffing has been undertaken using data from GMPICS and the Force personnel system.
- The number of the sergeants on each relief in the BCU has been increased to 6, which should assist in the process of recording duties for staff.
- The HR unit has been restructured with the appointment of a qualified HR manager and an HR officer who are overseeing the management of the working time directive within the BCU.
- To support the monitoring process of hours worked by inspectors and above, a system whereby the number of hours worked each week by these members of staff is being collated. This information is then being analysed to ensure that no individual is in breach of the working time directive.

- The appointment of a qualified HR manager/officer has resulted in administrative duties being taken away from front line supervisors and has ensured the professional management of all relevant HR policies and processes.
- The BCU having a full complement of inspectors has helped ensure that members of staff at that rank are able to comply with working time directives.
- The increase in the number of sergeants posted to each relief has been well received, with improved management arrangements and increased resilience.
- The BCU seeks to accelerate the devolvement of financial control from the centre now that qualified staff and appropriate processes are in place.

4. Monitoring Assessment and Follow-up Action

Have all recommendations been accepted and acted upon?	YES
Has the remedial action/implementation plan led to demonstrable improvement?	YES
Has performance in relation to national/local targets improved? If not, are the reasons for deterioration understood and being addressed?	YES
Have any problems arisen since the first monitoring visits that are likely to affect performance and merit further scrutiny by HMIC?	NO
Other than notification of monitoring outcome to regional office (lead staff officer), is any further action required by HMIC Inspection team - e.g. contact with PSU?	NO

5. Conclusion

- The introduction of additional members to the SMT has significantly increased management resilience, and ensured a wider skills base. The situation has been aided by the appointment of qualified HR/finance managers.
- The SMT has developed into a cohesive and effective unit which is driving performance across the BCU.
- The SMT operates from a split site (Ashton and Hyde) and whilst this helps increase SMT visibility, the movement to a single site would be of operational benefit. The moving of the FMIT from Ashton to Hyde police office would allow this to happen and would be of benefit to the BCU.
- The BCU believes further performance improvement is not possible without
 additional resources, which is a position in line with the Force, which is seeking
 an additional 3,000 officers. There is an acknowledgement that there needs to
 be a greater focus around demand management, which again has been identified
 as a Force issue. Effective sickness management can aid the position of the
 number of resources available within the BCU.
- Tameside is a high crime area and all key crime categories remain above the most similar BCU average. However, the BCU has seen improved performance in recent months with reductions in all the categories excluding violent crime.
- There is clear evidence that the BCU has been determined and effective in implementing Force projects. The quality of this implementation has helped the BCU realise a number of key benefits. This factor has also had a bearing on the quality of the implementation of national crime recording standards.
- The clear focus seen in respect of sanction detections is welcomed with significant improvements seen in the detection rates for total crime and violent crime. These improvements now need to be replicated in respect of domestic burglary and robbery offences.

 All recommendations have been addressed which has led to improvements in performance. The Inspection Report made a number of suggestions, which have also been acted upon. Whilst further action is required by the SMT in respect of work in progress, no further action is required by HMIC at the present time.

Graham Meadows Lead Staff Officer