



# Inspection of Trafford Basic Command Unit, Greater Manchester Police

HMIC

August 2010

© HMIC 2010

[www.hmic.gov.uk](http://www.hmic.gov.uk)

# Contents

Foreword.....	1
1. Executive Summary	2
Recommendations and Good Practice.....	3
2. Introduction .....	4
Methodology.....	5
3. The Force Context .....	6
4. The BCU Context – Trafford .....	7
Diversity.....	8
The Leadership Audit .....	9
The Audit Results .....	10
5. BCU Performance.....	16
6. What We Found .....	22
Leadership.....	23
Confidence and Satisfaction.....	23
Local crime and policing .....	33
Protection from serious harm .....	38
Value for Money and Productivity .....	44
Leadership Audit – Staff Survey.....	52
Crime Performance Data .....	54
Notional Contract .....	57

## Foreword

The delivery of policing services to local communities, whether through a Basic Command Unit (BCU) or other geographical units of delivery, is core business for every force and it is through this delivery that volume crime, anti-social behaviour and public confidence are primarily addressed.

The findings from local inspections are assessed against a standard thereby giving a grade and a direction of travel. This is determined from the inspection findings against the critical elements of local service delivery and performance compared with peers.

In summary, each grade has the following criteria:

Excellent	- local policing in the area inspected is assessed as highly effective in making places safe and in reassuring communities.
Good	- local policing in the area inspected is assessed as effective but with some opportunities for improvement in making places safe and in reassuring communities.
Fair	- local policing in the area inspected is assessed as requiring improvement but with some strengths in making places safe and in reassuring communities.
Poor	- local policing in the area inspected is assessed as requiring considerable improvement in making places safe and in reassuring communities.

The direction of travel is determined from performance analysis over two timescales (12 months and three years) and is assessed as either improving, stable or declining.

As a consequence of inspection, the force will ensure an improvement plan is created and that all HMIC recommendations are addressed. Local inspections are followed up with revisits after 12 months to assess whether the recommendations have been implemented, and to review the change in performance since inspection.

# 1. Executive Summary

## **OVERALL GRADING: FAIR** **DIRECTION OF TRAVEL: IMPROVING**

1.1 Trafford is situated in the south west of the Greater Manchester conurbation and contains a wide range of urban and rural environments. It is socially and ethnically very diverse. The area is home to a number of national and international attractions and is one of the country's most significant business and commerce areas. Trafford's biggest challenge is reducing disproportionality of opportunity, narrowing the gap between the least and most deprived.

1.2 The Basic Command Unit (BCU) known locally as the division has seen a number of changes in recent months. The Divisional Commander has been in post for just over five months and has a clear mandate to improve performance. This is being achieved with effective support from the wider senior leadership team (SLT). The SLT comprises: superintendent (operations); superintendent (partnership); chief inspector (operations); chief inspector (partnership); detective chief inspector, HR manager; and divisional finance and administration manager (DFAM). The HR and finance managers are temporary appointments, but this in no way detracts from their commitment and contribution to the division and the role they play within the SLT.

1.3 Leadership and management in the division are viewed positively by staff, who spoke highly on the visibility and accessibility of the Divisional Commander, and the SLT. Staff feel valued by their managers and enjoy working in the division. Staff are confident that a good level of service is being delivered to the public.

1.4 Performance in Trafford over the past 12 months has been challenging, especially in terms of the levels of sanction detections recorded within the BCU. The level of recorded crimes has seen the BCU at a comparable level or marginally better than the MSG average for these levels across the priority crimes. The BCU is, however, exhibiting levels of sanction detections that are lower than the MSG average for all of the priority crimes; with the level deteriorating in several crime types, notably All Crime deteriorated by 2.77 percentage points and Domestic Burglary by 1.90 percentage points, although the levels for Robbery and Vehicle Crime have increased (by 8.85 and 2.66 percentage points respectively).

1.5 The BCU Commander and the SLT are aware of the ongoing challenges they face and there is a determination to succeed. Recent improvements seen in performance need to continue.

1.6 The Force Change Programme will be introduced to the division in January 2011 and it is no surprise that a number of staff have concerns in relation to this. The change programme needs to be managed effectively and its implication clearly communicated to staff.

1.7 The BCU Commander and his team have the capability and energy to meet future challenges. They must set about the change management process and make Trafford a safer area for its communities and visitors alike.

## **Recommendations and Good Practice**

**1.8** The inspection team has made the following recommendations that should contribute to the drive for continuous improvement displayed by the division. There are also various suggestions that the SLT may wish to consider in Section 6, 'What We Found'. These suggestions come mainly either from data gathered by the inspection team or from divisional staff participating in focus groups or interviews.

### **Recommendation 1: Communication**

The force and the Divisional Commander should agree a communications strategy with the lead officers for the major change programmes such as Optimus and the new Policing Model which involves two way communication and feedback. Communication or briefing on the current position should be a standing item on each meeting agenda.

### **Recommendation 2: Police Community Support Officers (PCSOs)**

The role of PCSOs should be restated so that there is clear understanding among operational supervisors, including communication centre supervisors, of their powers and restrictions on their deployment. Additionally, that in implementing the revised shift systems, there is clear support available to PCSOs during their patrol hours.

### **Recommendation 3: Special Constables**

The division should review the deployment of special constables, together with the management of their duties. This should include the preparation of advanced duty sheets (at least a month in advance), so that operational supervisors are aware of their availability. There should be a restatement of the role of special constables in neighbourhoods to ensure they play a full part in delivering an effective response to crime and anti-social behaviour (ASB).

### **Recommendation 4: Incident and Crime Recording**

As a matter of urgency, the division should review the systems, procedures and training in place to ensure that incidents and crimes are recorded, classified and resulted correctly, in accordance with the most recent NSIR and NCRS guidelines.

### **Recommendation 5: Child Abuse**

In conjunction with the force lead officer, the division should review the child abuse investigation structures and workloads to ensure that they comply with national guidelines and that there is appropriate supervisory cover, manageable workloads and resilience in this important area.

### **Good Practice**

The division's approach to tackling gun and gang crime has been highly successful and is seen as noteworthy practice. The approach was awarded Green Flag status in the Comprehensive Area Assessment.

## 2. Introduction

**2.1** BCUs are a fundamental building block in the delivery of policing services. Aligned to communities, BCUs represent the local interface with the public and are therefore highly influential in the police service's aims to reduce crime and disorder, and to increase community confidence. BCUs vary in size and composition according to the areas they police. All share responsibility for the delivery of the national community safety plan as it affects them and, with crime and disorder reduction partnership (CDRP) colleagues, for the delivery of the local community safety strategy (CSS) priorities. As such, individual BCUs will continue to be subject to increasing scrutiny of performance from both government and local communities.

**2.2** The range in performance outcomes between BCUs presents an opportunity to continuously improve and maximise the efficiency and effectiveness of this tier of policing. A key ingredient of successful BCUs remains their focus, with the most successful being those that maximise focus through effective leadership at every level. They will also have a performance management framework that strikes the right balance between holding individuals to account, and providing support for those in most need. The national intelligence model (NIM) will be fully embedded and mainstreamed throughout the BCU, driving all types of proactive intervention through the systematic and skilled interpretation of intelligence. Successful BCUs will also have a thorough appreciation and desire to meet the needs, wishes and expectations of the communities they serve.

**2.3** Following a five-year rolling programme of BCU inspections, HMIC has moved to a more intelligence-led approach whereby only a small number of BCUs are selected for inspection. This follows an examination of their relative performance within their most similar basic command unit (MSBCU) group, together with a detailed review of their self-assessment, which was completed by a selection of BCUs as an integral part of the wider Baseline Assessment process. All BCU inspections are directly aligned to the Baseline Assessment frameworks and the Assessment of Police and Community Safety (APACS) domains, and evidence gathered at the BCU tier can easily be used to help assess overall force performance.

### **Box A – Aims of BCU Inspections**

- Promoting effective leadership
- Disseminating good practice
- Identifying inefficiencies
- Providing pointers to enhance performance
- Strengthening the capacity for self-improvement
- Leaving behind a BCU management team that has learnt about itself and is even more committed to self-improvement

**2.4** The inspection of Trafford BCU in Greater Manchester Police (GMP) was conducted between 10 and 14 May 2010. This report sets out the inspection findings, highlighting areas of good practice and making recommendations for improvement where appropriate. Her Majesty's Inspector thanks the officers and staff of Trafford BCU for the co-operation and assistance provided to members of the inspection team.

## Methodology

2.5 The inspection of Trafford BCU consisted of the following core stages:

- Pre-visit data and analysis of BCU self-assessment
- Leadership audit
- BCU inspection
- Feedback to BCU
- Reporting

2.6 During the inspection, a total of 38 structured interviews and focus groups were conducted, involving more than 100 individuals. Other staff members and partnership agency representatives were interviewed during the two visits to workplace settings. Representatives from the local authority and the independent advisory group (IAG) were also consulted in the course of the inspection. A leadership audit was also conducted within the BCU.

### 3. The Force Context

- 3.1 Greater Manchester is one of the UK's most heavily populated areas, incorporating Manchester, Salford, Stockport, Bolton, Bury, Oldham, Rochdale, Wigan, Tameside and Trafford.
- 3.2 The area's population numbers 2.6 million, and includes large Asian, Black and Eastern European communities. More than 60,000 students attend the area's universities and colleges.
- 3.3 Several high profile events take place in the area, including the Labour and Conservative Party Conferences, the Manchester International Festival, Manchester Gay Pride and a number of sporting events.
- 3.4 GMP is made up of 12 local policing areas (basic command units or BCUs): North Manchester; Metropolitan; South Manchester; Salford; Tameside; Rochdale; Bolton; Wigan; Trafford; Bury; Stockport and Oldham.

## 4. The BCU Context – Trafford

4.1 The Borough of Trafford is situated in the south west of the Greater Manchester conurbation and contains a wide range of urban and rural environments. It is socially and ethnically very diverse. It is well positioned on the boundary of Manchester city centre. Road, rail and Manchester tram system link it locally and nationally, although connections are disproportionate across the Borough. It covers an area of 106 square kilometres with 1,982 people per square kilometre and resident population of 211,000, and is an important centre for industry. It is home to a number of national and international attractions, resulting in a high daily non-residential population and a transient community.

4.2 Trafford is one of the country's most significant business and commerce areas, and a major contributor to the regional economy with the world's first and largest industrial estates, employing over 40,000 people. It has one of Europe's biggest shopping centres, the Trafford Centre, which attracts 30 million visitors annually. Media City, the BBC's national base, straddles Salford and Trafford Quays. Trafford has a number of the country's top attractions including Manchester United's Old Trafford (capacity 76,000), Old Trafford Cricket Ground (capacity 53,000), the Imperial War Museum North, the region's only indoor ski centre, plus other sporting and leisure attractions.

4.3 The latest 2007 figures from the Index of Multiple Deprivation shows that the borough ranks as the 178th most deprived in England (out of 325) on a range of measures such as income, employment, health, education and skills and crime, one of the highest rankings in the North West Region. Trafford's biggest challenge is reducing disproportionality of opportunity, narrowing the gap between the least and most deprived. Areas of significant deprivation are masked by far more affluent areas in close proximity; this 'average' prosperity impacts on funding opportunities.

4.4 The borough consists of four main areas: Altrincham, Sale, Stretford and Urmston with Partington, covering the main residential and commercial areas of Hale, Timperley, Broadheath, Sale Moor, Brooklands, Old Trafford, Gorse Hill, Trafford Park, Firs Wood, Flixton and Davyhulme. Each has its own identity and diverse mix of communities. Trafford is socioeconomically diverse, with large variations contained within the borough's 'average', almost a north/south divide, with the more affluent 'commuter' community in the south. There is an emerging transgender community within Urmston. Additionally there are strong local groups within the deaf community across Trafford through the Genii network, and Henshaw's Society for the Blind is based in Stretford.

## Diversity

### Ethnic Groups in Trafford

4.5 The following table shows the ethnic groups within Trafford<sup>1</sup>

Percentage of resident population in ethnic groups	Trafford	England & Wales average
<b>White</b>	91.6%	90.9%
of which White Irish	2.8%	1.3%
<b>Mixed</b>	1.5%	1.3%
<b>Asian or Asian British</b>	4.0%	4.6%
of which Indian	1.9%	2.1%
of which Pakistani	1.7%	1.4%
of which Bangladeshi	0.1%	0.6%
of which Other Asian	0.4%	0.5%
<b>Black or Black British</b>	2.0%	2.3%
of which Caribbean	1.4%	1.1%
of which African	0.3%	1.0%
of which Other Black	0.2%	0.2%
<b>Chinese or Other Ethnic Group</b>	0.8%	0.9%

4.6 The following table shows a breakdown of religions for Trafford

Percentage population in Religious Groups	Trafford	England & Wales average
Christian	75.8%	71.7%
Buddhist	0.2%	0.3%
Hindu	0.6%	1.1%
Jewish	1.1%	0.5%
Muslim	3.3%	3.0%
Sikh	0.5%	0.6%
Other Religions	0.2%	0.3%
No Religion	12.0%	14.8%
Religion not stated	6.4%	7.7%

<sup>1</sup> <http://www.statistics.gov.uk/StatBase/Expodata/Spreadsheets/D6561.xls>

## The Leadership Audit

**4.7** A critical attribute of successful BCUs is effective leadership. Leadership styles vary: some are highly transformational, while others veer more towards transactional approaches. There is no 'correct' style because BCU circumstances are different, and good leaders attune their approaches to fit these circumstances.

To try and explore the components of leadership and their relative impact on performance, HMIC has developed a leadership audit tool, the findings from which inform the fieldwork stage of the inspection in order to validate key themes. This is a developing tool that will become increasingly powerful as benchmarks are created against which results can be evaluated.

**4.8** The leadership audit is a 'soft' tool in that it invites perceptions from staff initially through survey and then seeks to validate these during interviews and staff focus groups. The validation process includes interviews with the BCU Commander and members of the SLT in order to provide a management context to the survey findings. Emerging strengths and areas for improvement from the audit will therefore represent a summary of validated opinions about leadership across the BCU; some caution should therefore be exercised in the use of such data. The emerging themes will *only* feature as HMIC recommendations, management considerations or items of good practice if they are subsequently validated by specific and triangulated evidence obtained during the wider fieldwork visit and in the context of overall BCU performance. The audit explores leadership across the whole BCU, using the headings that are applied to force-level leadership as part of Baseline Assessment. This is a development from the previous focus of such inspections, which primarily assessed the leadership of the BCU Commander and the SLT.

### **4.9 The audit process comprised three phases:**

- A questionnaire, circulated to a representative cross section of all BCU staff and returned to HMIC;
- Focus groups with a representative cross section including police officers and police staff; and
- Interviews with the BCU Commander and members of the SLT.

A summary of the staff survey findings is attached at Appendix B.

### **4.10 The Leadership Context – Trafford BCU**

With a new BCU Commander in place, the division has the opportunity to develop performance management arrangements that can lead to the improvement sought. This has been readily acknowledged by staff and the wider SLT alike.

**4.11** This drive for improvement comes at a time of significant change in both the force and the division and managers and supervisors need to understand the key role they have to play and provide the necessary leadership staff expect and deserve. The next 6 to 12 months of change will need to be followed by a period of consolidation during which structures, systems and processes become embedded and any performance improvement is sustained.

## The Audit Results

### 4.12 The BCU receives appropriate support from the Chief Officer – Line Manager

- At the time of the audit the Divisional Commander had been in post for just over five months, following a posting to the division at short notice with a clear mandate to improve performance. Working relationships were already in place with the ACPO team, and the relationship between the post holder, his line manager and also the performance lead is viewed positively by the Divisional Commander at this stage. A good level of support is being provided, including appropriate resource levels and the ability to obtain additional support as required, such as during Operation Metaphor.

### 4.13 The BCU has an appropriate structure which is aligned to the Force Strategy

- The majority of respondents to the questionnaire (90.7%) that expressed an opinion felt that their roles were clearly defined and that they contributed to the division and force strategy. This high level of understanding was confirmed during focus groups. Since the appointment of the new Divisional Commander, there has been an increased emphasis on performance and driving performance improvement. This is widely recognised by staff. In the main this has focused on improving performance across the key performance indicators, and underpinning measures. For police staff with administrative roles their contribution to strategy and performance was less well understood.
- A large proportion (91.9%) of respondents that expressed an opinion felt that they were set objectives which clearly related to their role and experience. Focus groups' findings were generally consistent with the questionnaire results although, for some longer serving constables and again those with administrative support roles, objective setting was viewed as being more difficult. Some had an ambivalent view to the appraisal process used; however, staff are aware this has been revised, and it is hoped the new system will make improvements.
- Some 86.8% of respondents that expressed an opinion felt that lines of accountability and responsibility within the division were clearly defined. There was generally good recognition of the responsibility of the different teams within the division, and examples were given of improved communication among teams to facilitate more effective working, such as between the response team and neighbourhood policing teams (NPTs), and better alignment of the CID with the NPTs.
- Only 65.4% of respondents that expressed an opinion felt that resources were being effectively managed within the division, which was the second lowest score in the audit. These results, however, were not reflected by staff spoken with. No substantive issues were raised to suggest that the allocation of staff within the division was not matched to the demand, or that staff carried too high work loads (with the exception of child protection). Although, this should be considered with the caveat that a

limited number of operational police constables and detective constables were spoken with. Some concerns were raised that new shift patterns were being introduced, instigated at force level, but this related to the impact on individuals rather than resource demand overall.

- Some 74.7% of respondents that expressed an opinion felt that teams on the division were balanced in terms of skills, experience and diversity, with 13.8% not expressing an opinion whether this was the case. It was generally viewed in the focus groups that teams were appropriately balanced. A majority of the less experienced officers have historically been allocated to the response team although this has been subject to review and is to change shortly.
- Some 84.5% of respondents that expressed an opinion felt that health and safety procedures on the division were effective and made them feel safe in their workplace. No officer safety issues were raised, and there are effective systems in place to ensure officers undergo the required safety training.

#### **4.14 The BCU has a performance culture with integrity**

- A large number of respondents (92%) that expressed an opinion considered that their manager demonstrated an interest in their performance and development with over a third (39.1%) being very satisfied. Meetings with staff supported this view. Staff confirmed that regular one to one meetings are held with their managers where performance and development can be discussed.
- In comparison, only 79.1% of respondents that expressed an opinion viewed that they received the development they needed to perform their role, and this reflected findings from our discussions. There is a general feeling that there are insufficient courses, such as the Level 3 interview course, as the majority of training is provided at force level and there is set availability. Staff are also not aware of any skills audit to identify the exact skills and development training required that can be expected as part of their role. It is also unclear how effectively the current training programme fits into divisional need and strategy.
- Of respondents that expressed an opinion, 78.3% felt that good performance was recognised and rewarded within the division. Focus groups broadly confirmed this view, and recognised that the division adopted a variety of methods to celebrate good performance, for example: the Employee of the Month award; divisional orders; the Excellence Awards; and less formally via thanks in person and by email, from managers. There was a degree of misunderstanding at the way the more formal recognition was administered, with some feeling that staff were being rewarded for doing their 'day job' or that others who have gone beyond the call of duty have been missed, and that the process is not as readily applicable to administrative staff. It was also recognised that some managers are more proactive in seeking applications for their staff, although the majority of managers understood that there is a clear system for applications through the establishment review group.

- Some 75.3% of those asked that expressed an opinion felt that innovation was promoted and supported on the division. This view was broadly supported by the focus groups.
- A total of 90.7% of respondents that expressed an opinion felt that there was effective use of the NIM within the division, although 12.8% of respondents did not express an opinion. There has been a significant increase in the number of intelligence submissions as part of the performance improvement drive by the Divisional Commander, and it was viewed that this information had been successfully used to increase detections. The intelligence meeting structure has been simplified to provide one meeting where clear priorities are set instead of a number of meetings creating a plethora of priorities and confusion.
- Some 66.7% of respondents that expressed an opinion felt that managers ensured that maintaining integrity was more important than achieving good performance. Again though a high proportion of respondents (13.8%) did not express an opinion. In our focus groups, nothing was found to suggest that integrity has suffered to ensure performance is achieved, and this conflicts with the questionnaire results. The lower number of constables and detective constables as part of the focus groups potentially may have influenced the findings. However, managers clearly viewed that integrity is maintained and quality assurance processes are robust.
- A good proportion of respondents that expressed an opinion viewed that an effective service was delivered to the community (86.4%), and this was reflected by staff interviewed.

#### 4.15 Diversity

- For questions in this section, a higher proportion of respondents than for other sections, did not express an opinion, possibly suggesting either a lack of experience or knowledge. Some 82.9% of respondents that expressed an opinion considered that diversity was embedded within the division, specifically in terms of personal values and all areas of business including selection and appointment of staff. This view was endorsed by those attending the focus groups at all levels where mention was made of a push for more female sergeants and inspectors. At constable level the appropriateness of not using previous appraisals in all job selection exercises was raised.
- Some 74% of respondents that expressed an opinion felt that fairness at work procedures (eg. grievance or appeals) could be confidently used by staff on the division without fear of recriminations from managers. However, 16.1% of respondents did not express an opinion. During meetings, constables and police staff were less trusting that the process would be handled correctly. Not all managers were comfortable with their knowledge and relied on the support of HR. Even though 81.5% of respondents that expressed an opinion felt that bullying was dealt with effectively by managers, the large proportion of respondents (25.3%) did not express an opinion on the subject.

- A large number of respondents that expressed an opinion were content with their own managers in that their operational decisions were consistent (94.3%), their decisions in respect of disciplinary issues were consistent (92.2%), they solve problems effectively (91.9%) and that they inspire staff with confidence (87.4%).
- Respondents that expressed an opinion considered that sickness and welfare were effectively managed within the division (83.1%). The division performs well on sickness absence levels, and an effective process is in place to monitor performance and ensure staff receive appropriate support. Respondents that expressed an opinion generally considered that absences from duty were effectively managed within the division (72.9%), although 19.5% did not express an opinion.
- There was a general view of a commitment within the division to staff retention (73.1% of respondents that expressed an opinion). These results were consistent with views from the focus groups. Staff retention is high, and the majority of staff spoken with have completed significant amounts of their service at Trafford. The variety of work offered by the policing area was viewed positively and was an attraction to staff.

#### 4.16 Personnel Management

- Some 87.4% of respondents that expressed an opinion considered that they had regular and meaningful contact with their line manager, and that their line manager took an interest in them. Staff in focus groups confirmed that monthly one to one meetings were held with their managers. Of the respondents that expressed opinions to the relevant questions, 88.5% felt that their contributions were welcomed, 86.2% felt that their line manager made them feel trusted, valued and included and 92.6% stated that line managers dealt with personnel issues in a relevant and timely manner.
- Some 76.3% of respondents that expressed an opinion felt that training and development was allocated on the division according to need; however, 12.6% did not express an opinion and 20.7% were dissatisfied. Some 80.2% of respondents that expressed an opinion felt that they were encouraged to learn by their line manager; however, staff viewed less positively that they were provided with sufficient time (70.6% of respondents that expressed an opinion). Key mandatory training, and other training is requested however, as previously stated there are problems with the availability of courses. This has meant that other methods have been investigated to obtain training, for example through the local authority. In addition, GMP has halted the sergeant and inspector promotion, and as such, a number of staff are at different stages within the process. Some 80.5% that expressed an opinion felt that coaching and mentoring was available if needed, although 11.5% did not express an opinion.
- Only 63.5% of respondents that expressed an opinion felt prepared for future changes, which was the lowest scoring result. Concerns were expressed that too much change was taking place, that there was not a clear change management process at the centre, and communication was not clear or sufficient.

#### 4.17 Communication

- Some 89.6% of respondents that expressed an opinion felt that the Divisional Commander and SLT had a high profile within division. This view was echoed in focus groups who considered that the new Divisional Commander and the SLT were visible, although the SLT were viewed to be less visible than the Divisional Commander at the outlying stations. SLT members provided the view that there are clear expectations on visibility within the division. Staff are engaged with both formally and informally, for example through attending briefings and participating in operations.
- A total of 95.4% of respondents that expressed an opinion considered that their line manager communicated relevant information to them, however only 68.3% of those expressing an opinion felt that they were consulted on matters of change within the division when appropriate to do so. The division is going through a state of flux, both in terms of new leadership style and further change to the divisional structure, particularly the centralisation of HR. It is clear that senior managers on the division are alive to these issues; however, staff are concerned by the levels of consultation and communication. Some staff are understandably distressed by the uncertainty of their current position and the absence of clear information.
- The majority of respondents and staff spoken with felt that managers were available when they needed to talk with them. Some 95.4% of respondents that expressed an opinion felt that their line manager was available, and 86.7% expressed an opinion that the same was true of the Divisional Commander and SLT. Staff are more likely to approach their direct line manager than senior management.
- While only 69.9% of respondents that expressed an opinion felt that the Divisional Commander and SLT responded in a positive way to feedback from staff, 88.1% of those that expressed an opinion felt that their line managers responded well. During interviews with staff, the main issue they raised related to staff seeking clarity on change.

#### 4.18 Conclusions

Leadership and management of Trafford Division is viewed positively by staff, and this was evident from the mainly high questionnaire scores, and the staff engaged with during focus groups. Staff were confident that a good level of service was being delivered to the public, and felt valued by their managers in doing so.

Staff spoke confidently on the visibility and accessibility of the Divisional Commander and the SLT, although it was perceived that SLT members may not be quite as visible at the outlying stations. The Divisional Commander's and the SLT's response to feedback could be improved upon to be more comparable with the higher scores generally achieved. There is a high degree of understanding of role, responsibilities and how individual performance contributes to the overall performance of the division.

The majority of staff were comfortable with the increased emphasis on performance, and the change in demand as a result. Staff have 'buy in' to this renewed focus,

evident by the improved performance which has been widely promoted to staff. In our meetings we found nothing to suggest that integrity has suffered to ensure performance is achieved, slightly conflicting with the questionnaire results. However, managers clearly viewed that integrity is maintained and quality assurance processes are robust.

There is generally good communication by all managers, although where the division performs less well is in its provision of relevant information on change. The force and the division are undergoing a period of substantial change, including the introduction of a new Policing Model in January 2011, a reduction in custody facilities, and the centralisation of HR support functions. There are also proposed revisions to the shift system. The majority of change is force driven; however, it is vital that staff are notified in a timely, accurate manner of all relevant information. Regrettably, staff perceive that this is not happening. Whether this is the responsibility of the force, or of the division, or a combination of both, the position should be clarified and clear lines of communication put in place. Staff who are directly affected by the centralisation of HR support functions are understandably demoralised, while this is recognised it is not assisted by the present communication challenges. It is worth noting that feeling prepared for change, and being sufficiently consulted on in relation to change were the lowest and fourth lowest scores respectively.

Line managers mostly scored highly on the questions directly relating to their leadership and management of staff. This is encouraging and is indicative of good leadership and a high degree of loyalty by staff to their direct managers. Staff turnover is low indicating staff are satisfied with their working environment.

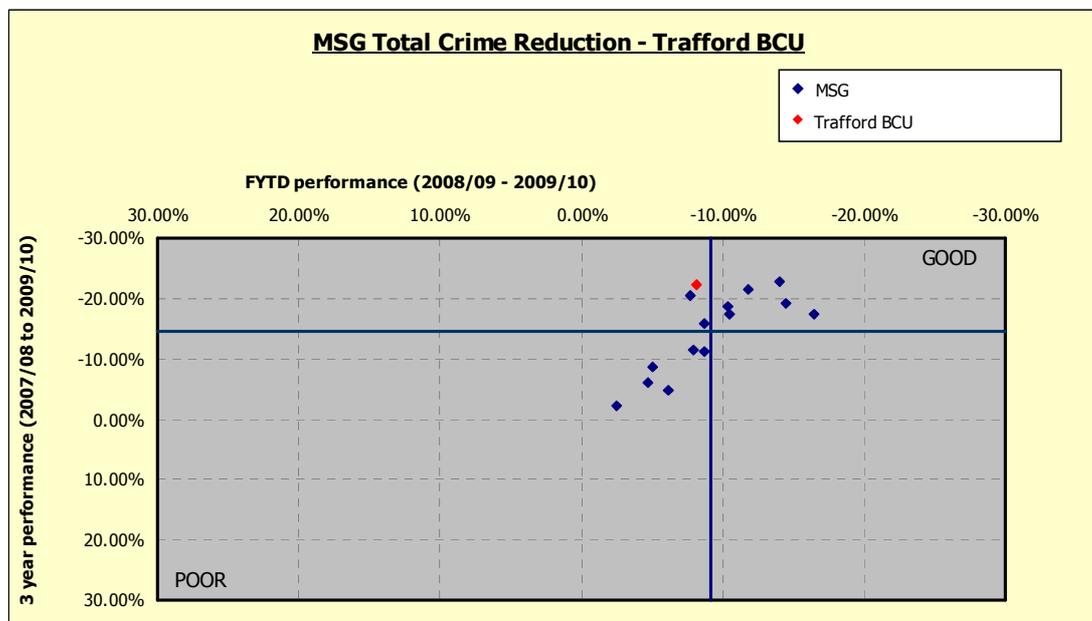
For wider managerial questions (not specifically line manager related) managers did comparatively less well on some of the softer issues, such as training and development, reward and recognition, and also the handling of bullying and grievance issues. While training is being provided, there are problems with accessing it, and ensuring that all staff have suitable development. Staff also need to have greater confidence in the reporting of grievances, and managers better awareness of how to address such issues. All staff need consistent understanding of the reward and recognition processes in place, so that all feel valued.

Overall, divisional managers need to ensure that the positive approach of staff is maintained, and in particular, this means effectively handling the challenges presented by the current programme of change.

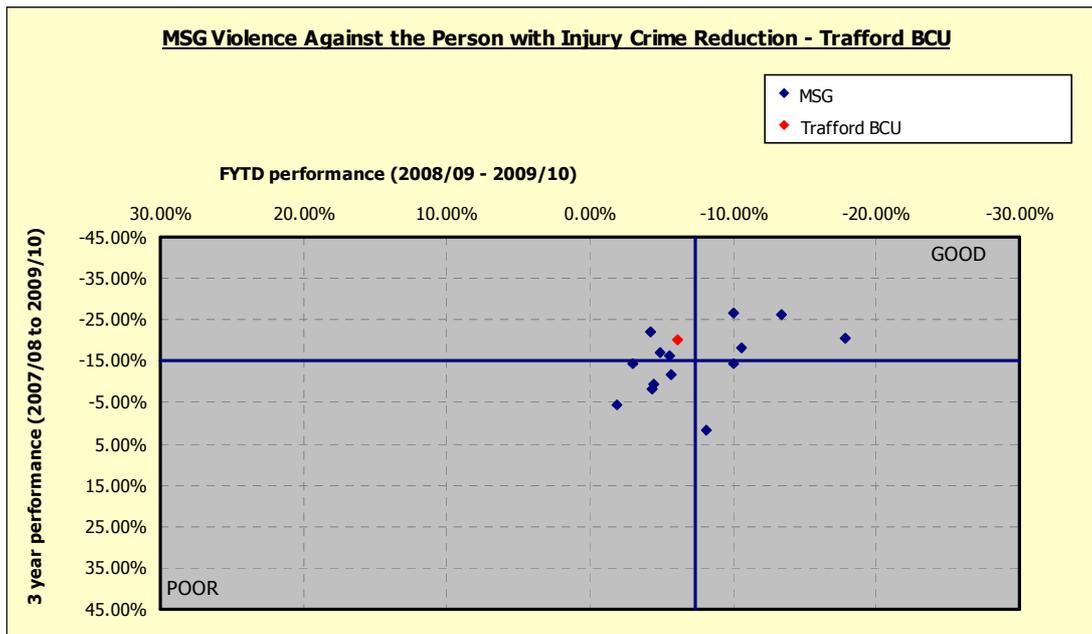
## 5. BCU Performance

5.1 BCU objectives should reflect both national priorities – as set out in the National Policing Plan and reflected quantitatively in the public service agreement (PSA) targets – and local needs. In inspecting BCUs, HMIC covers both achievement of locally set targets and, more specifically, the delivery against national objectives, and in particular crime reduction and sanction detections. Considerable attention is paid to the most similar group (MSG) positioning and direction of travel, both against the BCU's past performance and relative to its MSG.

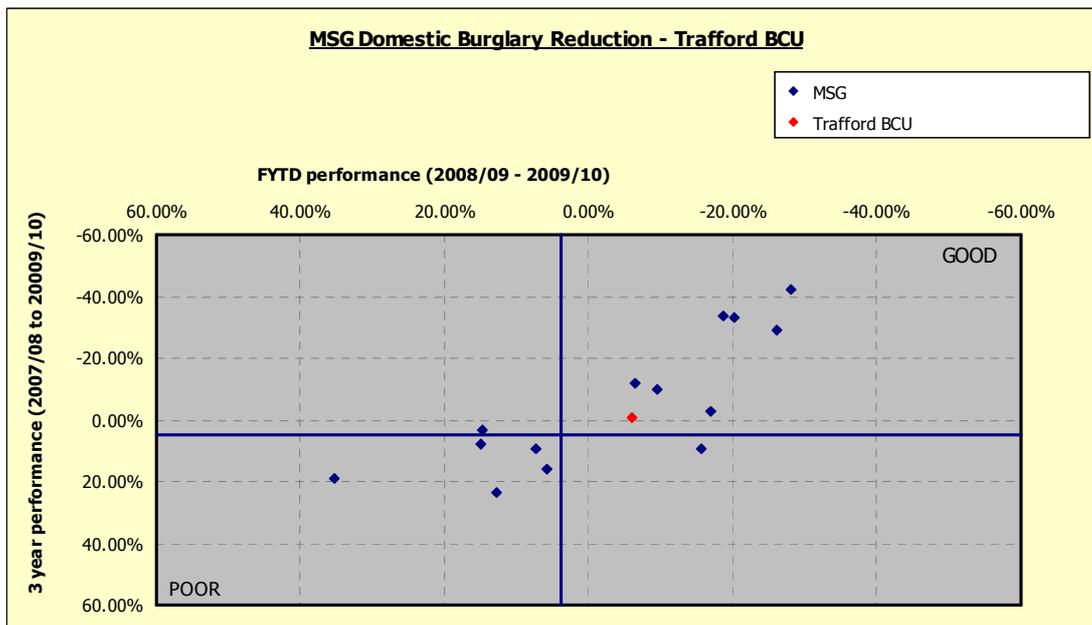
5.2 This is illustrated graphically using 'Boston Box' charting techniques (below) which illustrate performance against national priorities over the short (12-month) and medium (3-year) term against the MSG average, which is denoted by the horizontal and vertical lines that cross each chart (the 'crosshairs'). More detailed performance information is also shown numerically in the tables at Appendix C.



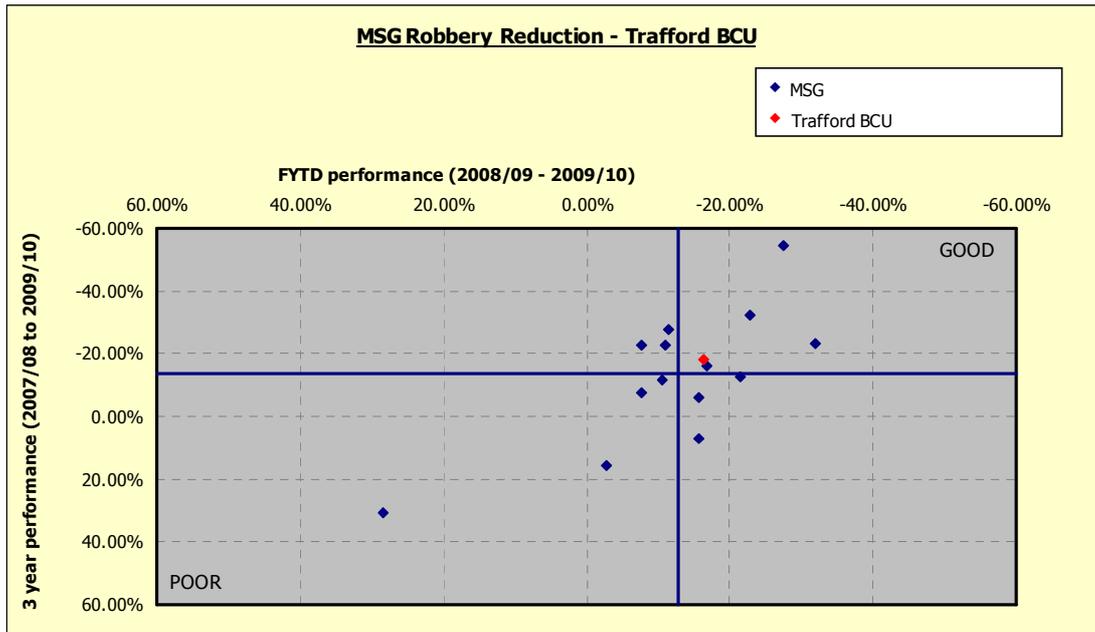
The BCU is performing below the MSG average for the financial year (2008/09 – 2009/10), but is performing above the three year (2007/08 – 2009/10) MSG average for the total crime reduction.



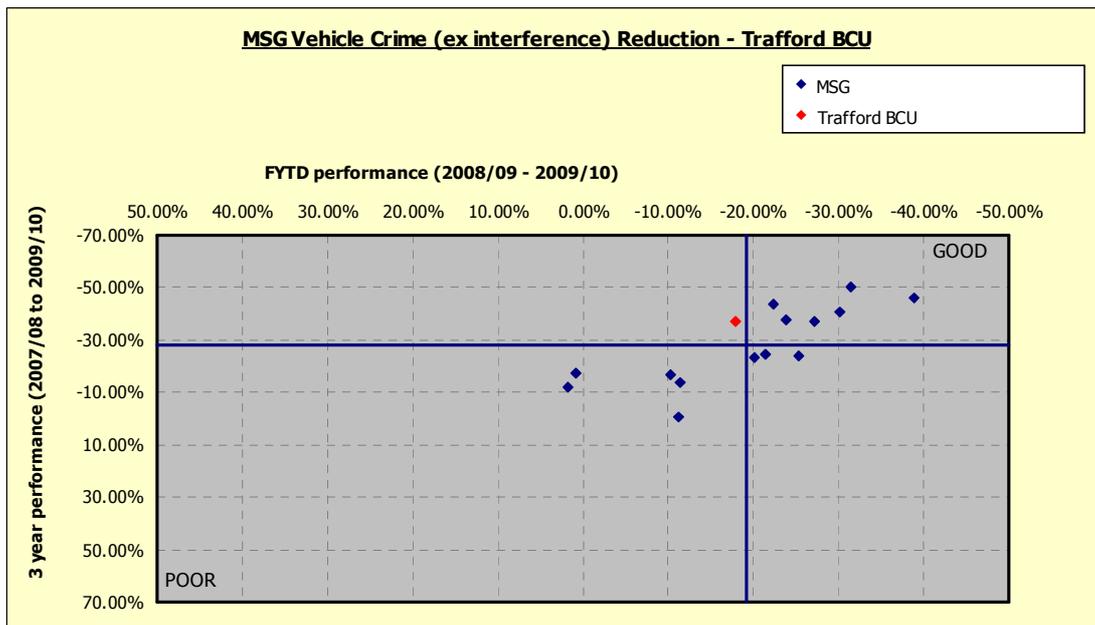
The BCU is performing below the MSG average for the financial year (2008/09 – 2009/10), but is performing above the three year (2007/08 – 2009/10) MSG average for the reduction in violence against the person with injury.



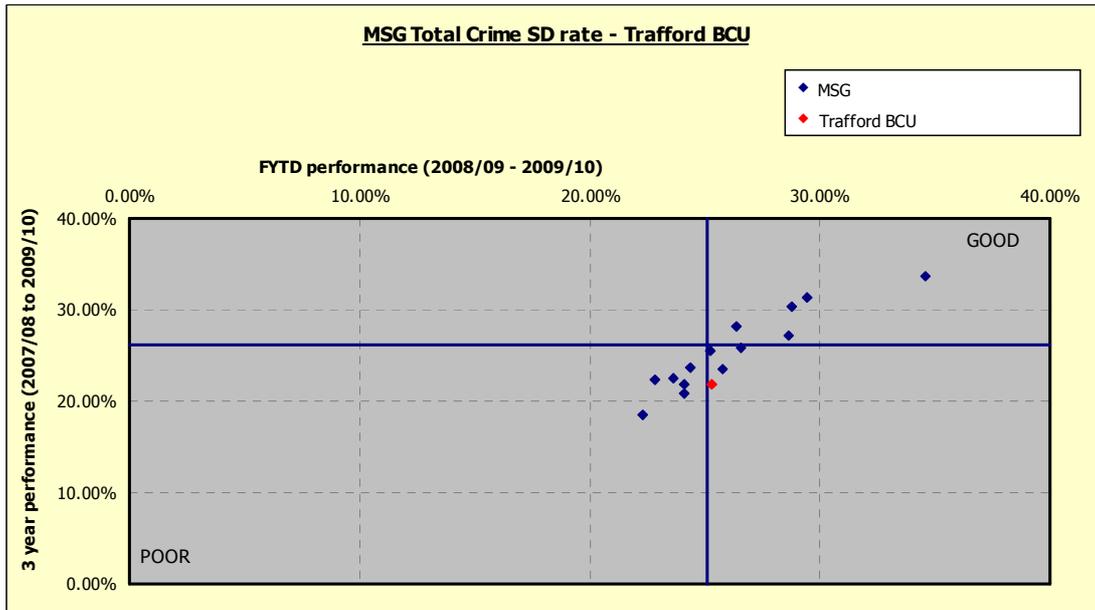
The BCU is performing above the MSG average for the financial year (2008/09 – 2009/10), and is also performing above the three year (2007/08 – 2009/10) MSG average for the reduction in domestic burglary.



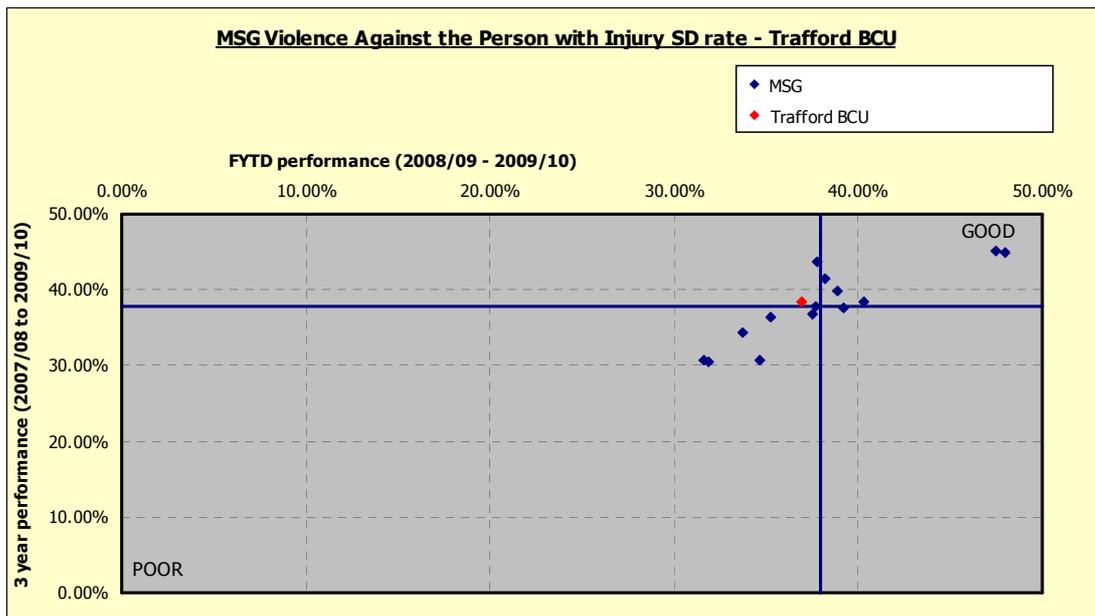
The BCU is performing above the MSG average for the financial year (2008/09 – 2009/10), and is performing above the three year (2007/08 – 2009/10) MSG average for the reduction in robbery.



The BCU is performing below the MSG average for the financial year (2008/09 – 2009/10), but is performing above the three year (2007/08 – 2009/10) MSG average for the reduction in vehicle crime (excluding interference).

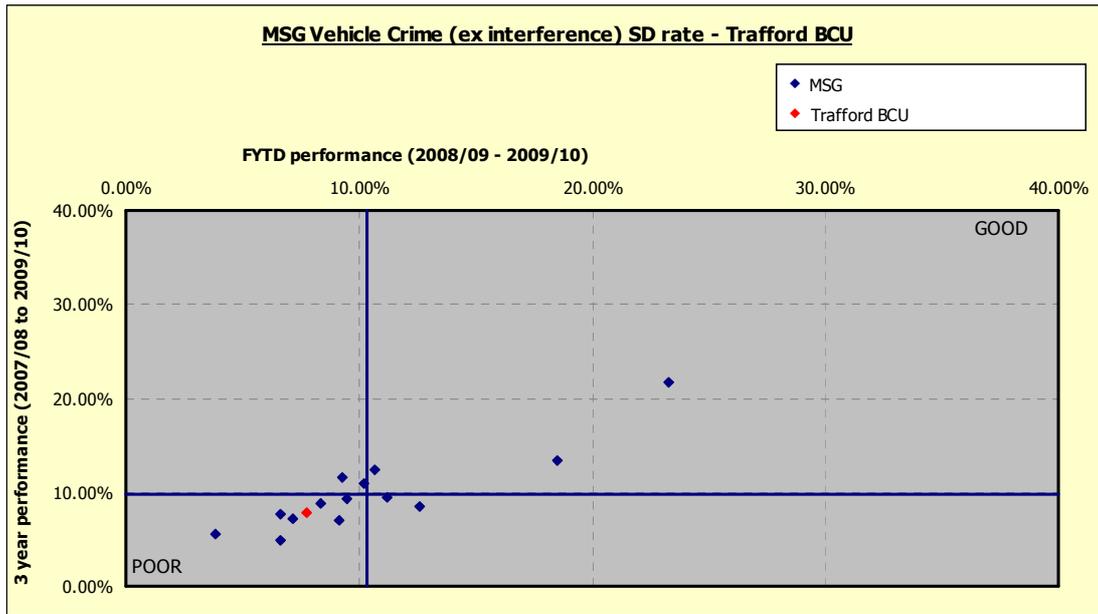


The BCU is performing below the MSG average for the financial year (2008/09 – 2009/10), but is performing in line with the three year (2007/08 – 2009/10) MSG average for the total crime sanction detection rate.



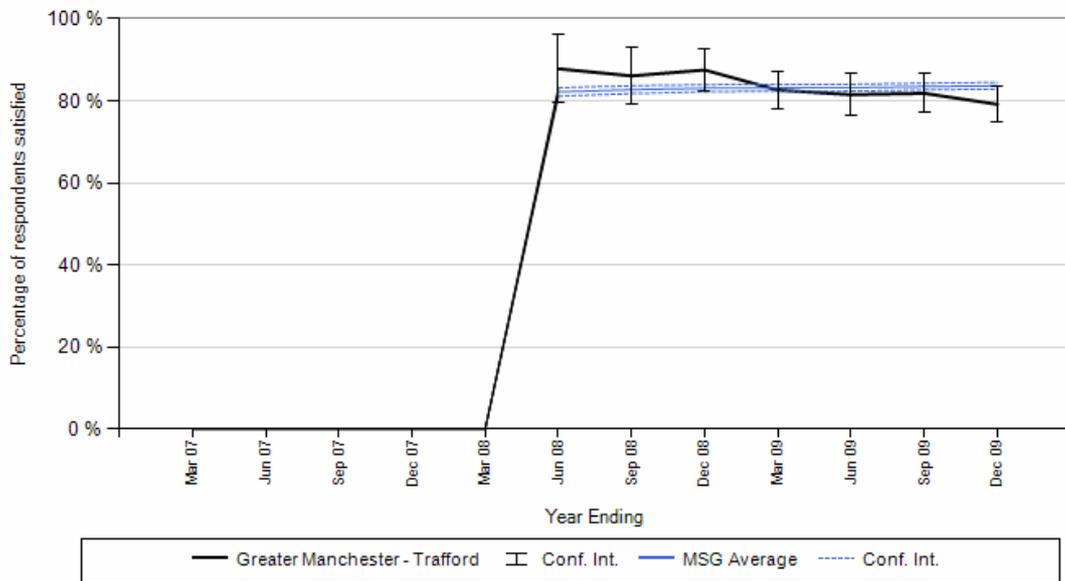
The BCU is performing below the MSG average for the financial year (2008/09 – 2009/10), but is performing above the three year (2007/08 – 2009/10) MSG average for the violence against the person with Injury sanction detection rate.





The BCU is performing below the MSG average for the financial year (2008/09 – 2009/10), and is performing below the three year (2007/08 – 2009/10) MSG average for the vehicle crime (excluding interference) sanction detection rate.

**iQuanta Comparison Chart - Satisfaction with Whole experience**  
Greater Manchester - Trafford BCU  
All users (excl racist incidents)  
01 Jan 2007 - 31 Dec 2009



The level of satisfaction in the BCU has not shown a statistically significant change, since June 2008. The chart does not show a historic trend due to the change in the boundaries in the Trafford BCU.

## 6. What We Found

6.1 Following a review of the BCU's performance, the Going Local 4 (GL4) self-assessment, the findings from the leadership audit and other key documentation, HMIC conducted its fieldwork at Trafford BCU. The inspection team sought to validate acceptable practice and investigate/evidence further both potential good practice and any areas for improvement (AFIs). This report does not, therefore, reiterate what is and what should be happening on a BCU in terms of its core functional activities, given that these are detailed within the GL4 self-assessment process. Instead, the following section highlights areas against the four Rounded Assessment domains that are evidenced by the inspection team as either particular strengths or opportunities for improvement in the BCUs core business.

### **The Rounded Assessment Domains and BCU Frameworks of Business Leadership (this transects all Rounded Assessment domains)**

#### **1. Confidence and Satisfaction**

- Fairness and Equality in Service Delivery
- Neighbourhood Policing and Problem Solving
- Customer Service and Accessibility
- Reducing Anti-Social Behaviour
- Contact Management
- Professional Standards

#### **2. Local Crime and Policing**

- Volume Crime Reduction
- Volume Crime Investigation
- National Intelligence Model
- Improving Forensic Performance
- Narrowing the Justice Gap

#### **3. Protection from Serious Harm**

- Managing Critical Incidents and Major Crime
- Tackling Serious and Organised Criminality
- Protecting Vulnerable People
- Providing Specialist Operational Support
- Strategic Roads Policing

#### **4. Value for Money and Productivity**

- Performance Management and Continuous Improvement
- Human Resource Management
- Training, Development and Organisational Learning
- Race and Diversity (Internal)
- Managing Financial and Physical Resources
- Information Management

## Leadership

### Strengths

- The Divisional Commander is highly visible and available within the division and has received positive comment and praise from police officers, police staff, PCSOs and special constables alike. There is also praise for the other members of the SLT who are also visible and approachable. There is a will to change things in Trafford and the Divisional Commander has achieved a lot in a short time.
- Meetings with staff associations and representative bodies identified an atmosphere of openness and mutual confidence in being able to discuss issues, particularly around change.
- Trafford has been attempting to influence the change programme to ensure the best position for the division, both in terms of custody arrangements and the location of the Viper Unit (identification unit). It appears that, regarding the Viper Unit, this has been successful and Trafford will be one of the four hubs across Greater Manchester.
- The Commander and his team are determined to make Trafford the best performing division in the force and improve on the relative position within MSBCU Group. Performance has begun to improve and the SLT are currently making changes which support performance and position the division ready for the introduction of the new Policing Model in January 2011.

### Areas for Improvement

- Staff associations identified the way in which change is managed and communicated leaves a lot to be desired. Often, issues are left to develop without being properly assessed and end up causing concerns and confusion for staff. While much of this is seen to be headquarters driven, there was a desire for discussion and reassurance being provided to staff in full dialogue with headquarters and divisional managers.
- Consequently, there was a belief that information and concerns are not being fed back to the Chief Constable despite numerous attempts by the SLT to reassure staff that dialogue was taking place. This responsibility is shared between headquarters and divisions, and forms the substance of a recommendation from this report.

## Confidence and Satisfaction

### 6.2 Fairness and Equality in Service Delivery

#### Strengths

- Trafford makes use of divisional community profiles which are regularly updated through surveys and crime data, etc in order to recognise all diverse groups and communities across the division.

- As part of the performance management framework, the division reviews the occurrence and detection of key crime types, stop and search outcomes and confidence and satisfaction measures in order to deliver a fair and equal service. Previous work has taken place to review Hate Crime, Robbery and Burglary detection levels. The current focus is on satisfaction levels.
- Trafford has an established network of community advisors, including an independent advisory group (IAG), at the local area level and a community advisory group (CAG) at borough level with representatives from special interest groups including the emerging Polish community and transgender community. This structure is currently being refreshed and aligned to the neighbourhood teams to ensure sustainability and customer focus.
- The division works with the IAG and local communities to review stop-search awareness and training. This includes the use of volunteers and has seen the establishment of a CAG, which is made up of diverse members of the public. This enables the identification of priority neighbourhoods and the most vulnerable communities and tailor policing and partnership delivery.
- The divisional internal diversity action group reviews the results from the above groups and actions are agreed to tackle identified issues.
- Trafford has a community engagement strategy that summarises engagement opportunities in line with the neighbourhood profiles to ensure any gaps are identified and opportunities to improve engagement are identified and developed.
- Quarterly surveys are undertaken in each ward (200 per ward), and within the five priority neighbourhoods. PCSOs visit individual addresses to carry out the surveys. Local issues and priorities are fed through the neighbourhood teams to partnership problem solving groups (Safer Groups) that involve a range of service providers. In the last survey on the police measures, the division was first in force (out of twelve) in three categories and second in the fourth. When the council and the police were measured together, the division was ninth which is being addressed by means of an action with the local authority.
- At a divisional level, the police provide feedback to the community on police activities and performance through use of the intranet on a monthly basis, and through the local free newspaper which contains a partnership neighbourhood bulletin on a quarterly basis.
- Work is ongoing with young people in specific communities, eg. Partington and Old Trafford, some of whom are involved in gang activity. There is also ongoing work with Muslim groups through the mosques as part of the Prevent plan. This activity is assisting in redesigning policing services and partnership interventions in these areas.
- A dedicated officer within the operational policing unit reviews every incident and crime daily, and contacts all victims to ensure details are accurate and that incidents are being investigated expeditiously. The

officer supports the community and race relations officer to ensure that hate matters are prioritised appropriately. Every race/hate or religiously motivated crime is scrutinised daily and all open crimes are taken to the weekly crime management meeting chaired by the DCI.

- Hate crime is also reported through key partners and fed into the force by third party means in order that data can be captured as well as the appropriate responses being put in place to address matters and provide support to victims. The local authority and housing specifically feed in such issues and the IAG is a further avenue to obtain feedback.
- Recent customer satisfaction data has highlighted an upward trend in confidence in the way local police officers are addressing hate issues and although the reported numbers remain low a review of the reporting of such incidents identifies the public have confidence in reporting such matters.

### **Areas for Improvement**

- In anticipation of the introduction of the new Policing Model within the division, opportunities have been identified to increase investigative ability around hate crimes with the introduction of neighbourhood investigation units.
- Concerns were expressed by the IAG in respect of operations being undertaken by other divisions within GMP in Trafford which have an impact on the division. The IAG is not consulted or warned and therefore cannot reassure local communities or offer appropriate support. There is little contact between the divisional IAG and the force level IAG. Discussion around this identified a number of benefits which may accrue from increased engagement.
- The IAG sees the value of the division undertaking face to face surveys (carried out by PCSOs), but feels that extending the use of open public meetings would be a better source of information sharing and help develop confidence in the community.

## **6.3 Neighbourhood Policing and Problem Solving**

### **Strengths**

- Community engagement methods in Trafford involve the use of surveys undertaken at a neighbourhood level. The police and partners also run a 'Street A Week' initiative (SAW) in the priority neighbourhoods. The surveys involve local PCSO/officers attending homes and undertaking a face-to-face questionnaire, following the 'You Said, We Did' format. The surveys ensure key priorities are identified by the community and that action can follow.
- Neighbourhood profiles reflect the 39 neighbourhood communities. Information is taken at a local level from the surveys, which are then used to set local action plans within the neighbourhood safer group action plans.

- Further engagement with local neighbourhoods has been achieved through operations such as 'Beatsweep'; these are intensive partnership led initiatives pitched at a local level and focused on identified key priorities.
- The Trafford CSP strategic assessment process is preceded by an inclusive partnership stakeholder event, which guides the content of the document produced and the subsequent opportunity strategy and delivery plan. The CSP includes representatives from all key partners including the Children's Partnership, criminal justice group, councillors and voluntary groups. Annually it commissions a strategic assessment in consultation with strategic leads from partner agencies as well as community representatives which covers crime and justice issues and local concerns. Recommendations follow.
- The business partnership group uses a problem solving approach to address issues and threats to performance. Actions are recorded and partners are held to account. Performance is routinely monitored.
- The SARA problem solving model is utilised to ensure appropriate problem solving techniques are used to identify problems and help determine the most appropriate response. The division is currently rolling out training on 'Simple 2 Start' methodology to further enhance its problem solving capabilities.
- At a local level, everyday problem solving takes place across the partnership and in particular involving the neighbourhood policing teams, Trafford Council area services and the ASB unit. The division regularly seeks out best practice through the sequence of meetings that take place across Greater Manchester.
- The division has an intelligence collection plan and additionally has a strategic and tactical intelligence requirement, the latter of which is driven by governance meetings.
- The division has a communications officer responsible for updating the neighbourhood websites with local priorities and producing public newsletters with information from the NPTs. This assists and informs the operational control room with the allocation and weighting of divisional resources across the neighbourhoods.
- Local priorities are also internally publicised through the use of electronic briefing sites. These sites form an integral part of the daily briefing for all response officers and are delivered by the shift supervision.
- NPT information is well advertised within the community, use has been made of Bluetooth technology to advertise contact numbers via mobile phones, and community contact posts have been established in 30 publicly accessible areas across the division. Approximately three surgeries a week are undertaken at various times and days, which are advertised.

- Each NPT has systems in place to ensure that all telephone messages and emails are responded to within 24 hours. This is a key target; it is monitored on a monthly basis by the use of ‘mystery shopping’.
- PCSOs are highly committed to their role and clearly involved in a number of initiatives within the division.
- Each NPT has a designated number of special constables aligned to its neighbourhood. There are 43 special constables across the division’s NPT; 13 based at Stretford, 11 at Urmston, ten at Altrincham and nine in Sale. The neighbourhood inspectors and sergeants have responsibility for the supervision of all special constables.
- NPTs each have approximately 100 key individuals (KINS) who are elected members and others who have an interest in their local community. NPTs ensure appropriate contact is maintained in order to collate and disseminate information to local communities, monitor community tensions and feed back on their concerns.
- Community representatives are updated and informed in relation to police/partnership activity and invited to meetings/initiatives.

#### **Areas for Improvement**

- Special constables feel under utilised in the current structure, despite demonstrating high levels of commitment to their role. There is a perceived lack of co-ordination and equality of usage on independent patrol duties. Duty sheets are not published to inform operational supervisors of their availability. There were evident differences between stations in supervisors’ attitudes to special constables and in the awareness of their role and powers. This is further compounded by a lack of a rank structure at the present time.
- There are currently a number of vacancies for special constables and supervisors. Recruitment and advertisement of the supervisory posts is currently being progressed.
- PCSOs raised a number of concerns about their role. These included a lack of awareness of the role, inappropriate use and deployments, and an increased feeling of insecurity as requests for assistance in dealing with troublesome youths can be met with a lack of response as police officers were unable to assist because of prior deployments or being engaged on other duties. The situation is further exacerbated by abstractions from the NPTs to other duties.
- PCSOs undertake questionnaires within their area to ascertain the view of local people. This is seen as a positive initiative, however staff have not been provided with any training to undertake this role and therefore the quality of the results is questionable. Concerns were also expressed that the introduction of customer surveys has had an impact on NPT staff, in particular PCSOs, taking them away from key high visibility roles.
- From interviews conducted with staff, the standard of briefing was seen to be improving with bespoke briefing sites for NPTs. However, debriefing is

an area which requires development because of a lack of structure and continuity.

- The 80% target for keeping neighbourhood officers visible and patrolling in their communities is a key target. Given the changes in focus and activities within neighbourhoods this target is proving to be a challenge. A number of interviews highlighted the resources available and the expectations on them which was affecting available patrol time. Improved monitoring needs to take place to ensure the target is met.

## 6.4 Customer Service and Accessibility

### Strengths

- Trafford has a clearly articulated policy document covering internal and external communications with overall objectives set and supporting actions outlined which are allocated to key postholders within the division. There are timescales for each of these activities.
- The divisional communications officer is a key position created within the division and the post holder is responsible for promoting both the communications strategy and the accompanying action plan.
- Regular meetings are held locally with media representatives. Corporately there is a quarterly media consultation forum with the main media representatives and twice a year there is a meeting between chief officers and senior officers and staff and the media.
- The division has run an 'Ask the Top Cop' feature in the Messenger (local newspaper) inviting members of the public to have their questions answered.
- Ensuring equality of access to police services is central to the overall communications strategy. The division has looked to be proactive in ensuring that police officers are accessible to the community at regular times. This has been achieved through regular face-to-face public meetings, which are taking place at least once a month.
- The email addresses, phone numbers and photographs of the local neighbourhood officers are displayed at customer contact points to ensure the public can contact the identified members of staff at their convenience in a way that suits them. Contact points are typically schools, libraries, surgeries and local authority buildings.
- All meetings and surgeries are followed with updates on the local crime and policing issues raised. This includes the provision of 'crime maps' and information on specific offences and offenders who have been brought to justice.
- A key part of the Policing Pledge is to ensure a response to any contact with the NPT within 24 hours. This is managed in several ways. Customer feedback is sought on this issue during face-to-face surveys conducted by PCSOs. There is also a form of dip sampling by means of a 'mystery

shopper', who will contact one of the NPTs with a non-urgent call once a month.

- There are notable examples where special constables have been able to impart specialised functions and knowledge to the benefit of the NPTs, eg. Altrincham NPT currently has special constables who are fluent in Cantonese and Polish. Their language skills have been extremely useful in engaging with under-represented sections of the community.

### **Areas for Improvement**

- While police contact points were advertised and available to the public, interviews revealed that advertised meetings did not always take place, either due to officers being abstracted for other operations/duties or a lack of attendance by the public. The situation should be reviewed to ensure meetings take place as advertised.
- Police stations at Sale, Altrincham and Urmston have front counter facilities open from 10 am to 6 pm to deal with customer enquiries. The buildings and facilities were good but, in line with the changes taking place within the division, consideration should be given as to whether the opening hours are appropriate to community needs.

## **6.5 Reducing Anti-Social Behaviour**

### **Strengths**

- The divisional lead on ASB is the chief inspector (partnership and justice). The division has a serious violent crime plan that includes ASB and night-time economy actions. The divisional lead holds governance meetings around ASB where performance and tasking is discussed and actioned.
- The superintendent (partnerships) has an all encompassing role which covers attendance at all meetings involving partners including the safeguarding board. In relation to ASB there is a clear strand running through the partnership in identifying and dealing with causation and situational factors through the ASB unit which comprises both police and local authority resources. The unit has its own analysis capability. This provides a clear mechanism for identifying hot spots and dealing with vulnerable and repeat victims and locations.
- The partnership business group (PBG), monitors key areas of business including reassurance, performance against targets and progress against local delivery plans. This includes monthly divisional ASB overviews, with current hot spots, seasonal trends or yearly comparisons, from which actions are taken for relevant partners (including the division's north and south area groups).
- Under the PBG, the Trafford Partnership Reassurance Steering Group, monitors progress against the local reassurance delivery plan and connected actions. This group problem solve issues such as ASB and utilises local authority area services and NPTs to action long-term and short-term solutions.

- The divisional strategic threat assessment includes a reassurance section looking at long-term ASB hot spots on the division, comparing them to ASB hot spots as perceived by the public. A quarterly police tactical demand profile is in place, which informs a monthly group to identify repeat areas/streets, upcoming crime trends, or known offenders, etc with ASB being a component.
- The youth offending services (YOS) currently chair a prevention steering group overseeing a multi-agency group including Youth Services and Children’s Society, looking at establishing and developing work streams in areas such as ASB, parenting, guns, gangs and extremism.
- The local authority ASB unit works closely with NPTs in co-ordinating and actioning ASB contracts and ASBO proceedings, should these interventions become necessary.
- ‘Stay Safe’ partnership operations are planned during this summer. Removing vulnerable young persons, for example under the influence of alcohol, to an identified place of safety (Sale and Altrincham areas of the division). Key agency staff are available at peak times to provide brief interventions and parents are required to attend where necessary.
- Effective use is being made of a local bylaw to tackle the issue of street drinking around Old Trafford. The action taken has resulted in a significant reduction in ASB in the area.
- Centrally held analytical data is used to identify current hot-spot locations, both for specific crime types and incidences of ASB. The division has a clear focus on ASB. A spike has been identified in the number of incidents for the end of May and activity is planned in the division to run from May until September (to include the school holiday periods).
- Patrol activity is directed in a number of ways, including specific mapped locations within the electronic briefing system that outlines the key times and locations likely to impact on demand. Resources are targeted at hot-spots, over weekends, etc, and the afternoon response inspector submits a return to the Divisional Commander via their line manager every Monday detailing operational activity and the resulting outcomes. PCSOs attend every ASB incident in accordance with divisional policy.
- Use is made of both PCSOs and special constables in the division. Staff are deployed independently and alongside regular officers to combat ASB.
- A number of operations have been undertaken to tackle crime and ASB, eg. Metaphor, Bamboozle, Vortex, Tempo and Weir. The division also runs regular high profile Gateway operations on the Metrolink which, as well as detecting and deterring crime and ASB, provides a high level of visibility on a key network.
- The recent ‘Stay Safe’ initiatives provide a good example of a joined up approach to dealing with ASB. The initiatives involve PCSOs, special constables and regular officers working alongside partners, eg. Youth

Offending Service. The 'Stay Safe' projects are intelligence-led initiatives focusing on substance misuse and ASB.

### **Areas for Improvement**

- A set of minimum standards for dealing with ASB has been produced by the local authority, and GMP will shortly be introducing minimum standards to compliment these. The force is finalising an overall strategy around ASB with a set of formal performance indicators.
- A review of incident recording within the divisional operational command room (OCR) revealed a lack of clarity and level of response regarding ASB incidents. Accuracy of recording and the prioritisation of responses in accordance with locally priorities were two areas identified for further review.

## **6.6 Contact Management**

### **Strengths**

- The OCR grades response calls as either grade 1, 2, 3, 4 or 5. Grades 1 to 4 require a police response while grade 5 calls are resolved by telephone. Grades 1 to 3 are managed by the response policing teams and their performance is routinely managed and assessed. The divisional public service team and NPTs deal with grade 4 calls for service.
- In 2010/11 the division has performed significantly better than the force target in respect of both grade 1 and 2 incidents. The division's performance is improving and is consistently above the force average.
- The introduction of the public service team has been viewed positively by both members of the public and by staff. Calls are only referred in circumstances that are appropriate and with the agreement of the caller. This is seen as a very productive method of managing demand to non-urgent incidents without compromising customer service.
- Trafford holds a monthly demand governance meeting chaired by the chief inspector (operations). The meeting is focused on statistical analysis of the spread of demand within the division. Force issues are also considered. In addition to these meetings, there is an appropriate focus on performance management at a shift level.
- Calls are initially handled by the OCR which is not a divisional resource. Consequently, in order to provide awareness of neighbourhood priorities to OCR staff a new system, CRM Lite, has been introduced. The system allows OCR staff to view the respective priorities for each neighbourhood and allocate responses appropriately. The system allows OCR staff to upgrade incident types to reflect local needs.
- The system for submitting crime reports has changed to maximise efficiency. Most crime reports are now recorded by telephone from the scene of the offence. This helps ensure officers remain visible in their communities and do not have to return to the police station to record the incident.

### **Areas for Improvement**

- Local data shows that 75% of all calls are recorded as grade 4 and these are overwhelmingly dealt with by the NPTs. However, an audit of a limited number of calls identified that grades are not allocated or managed consistently within the identified timescales. Some incidents had been initially wrongly graded. This included incidents of domestic violence being graded as a grade 4. The public service team (PST) does not have the authority to re-grade the incident. The situation should be reviewed in conjunction with the OCR to reinforce the criteria for grading and thereafter introduce a more intrusive audit programme to ensure both the OCR and the division have clear and accountable processes in place for managing the graded response policy. This is a recommendation from this report.
- The quality of engagement with callers has historically been a difficult process to properly evaluate. Questionnaires are still a viable and current method of assessing customer service skills, but improvements are planned under the new Policing Model. The division is in the process of creating a customer service desk to address this and to better manage interactions with the public.
- The desks will comprise eight to ten full-time staff based within the PST and their specific role will be to re-contact all callers within 24 hours of initial contact. Staff will objectively assess how effectively concerns were managed.

## **6.7 Professional Standards**

### **Strengths**

- Professional standards are promoted strongly by the SLT and appearance forms part of the overall divisional policy on standards and discipline. The superintendent (operations) is the divisional lead for professional standards underlining the importance attached to this area.
- Accessibility to the complaints system is wide ranging. There are a number of ways that complaints are referred including personally, over the phone, via email or letter and through third parties. There is clear publicity at the front desks in relation to the IPCC and what to do in the event of wishing to make a complaint.
- All complaints relating to professional standards are processed through the public service team (PST) inspector. The complaints database has been in place for two years and the division is one of three pilot divisions in the force in this respect. The PST inspector routinely monitors the database so that emerging trends can be identified at an early stage and corrective action taken.

### **Areas for Improvement**

- A customer service desk is currently being set up to arrange call-backs to every informant to police logs. Its function will be to focus on maximising levels of customer service.

- It was identified from interviews that a number of divisions across the force have held incivility workshops. These are seen to have been effective and the SLT should consider adopting this practice.

## **Local crime and policing**

### **6.8 Volume Crime Reduction**

#### **Strengths**

- There is clear SLT responsibility for volume crime reduction; effective systems and processes are in place to task and monitor priority crime. Volume crime tasking occurs via a weekly serious acquisitive crime (SAC) and violence governance meeting attended by representatives from the SLT and key members of staff. Tasking is based on both short and medium term threats and operational activity is tasked accordingly.
- Separate crime management, intelligence and offender targeting meetings support the governance process and enable the superintendent (operations) or the DCI to prioritise and direct resources to maximum effect.
- The focus on volume crime reduction has increased in recent months and governance arrangements have been strengthened. The SLT has ensured the appropriate focus is given to priority crimes including Burglary, Robbery and Vehicle Crime. In addition, areas of local concern including alcohol related disorder, have been effectively targeted. Daily tasking meetings ensure that crimes are correctly allocated. This ensures nothing is left to drift and correctly skilled officers deal with the crime.
- Priority areas and SLT responsibilities are communicated to staff via the monthly divisional performance review meeting, chief superintendent's orders and performance bulletins. Each crime priority has a designated lead and, in terms of the constituents of SAC, a dedicated investigation team.
- The processes and structures, which the Safer Trafford Partnership uses to address crime and disorder issues within the community are compliant with the Greater Manchester Against Crime (GMAC) partnership business model. Delivery plans at a partnership level are coordinated at the monthly PBG meeting.
- Trafford is seen to have benefited from one of the best ANPR (Automatic Number Plate Recognition) and CCTV systems in the UK used to target priority offenders and vehicles linked to key crimes.
- In comparison to its most similar group Trafford is showing improvement in relation to a number of crime categories which has resulted in the division moving closer to the group average.

#### **Areas for Improvement**

- HMIC undertook a review of incidents to ensure NCRS compliance. The results of reviewing ten incidents were as follows:
  - ASB 70%** - issues identified included: DPP v Orum guidelines were ignored; cannabis use was not dealt with; and BME receiving abuse were not dealt with.
  - Robbery 60%** - issues included: Initial call confirmed robbery in 3 out of 4 cases and these were not dealt with.
  - Violent Crime 100%** - The SLT needs to ensure all incidents/crimes are recorded in an ethical manner and in line with national standards.
- A number of areas in the division are subject to targeting by offenders from outside its boundaries (cross-border crime). There is a need to strengthen the effective targeting of such offenders working closely with colleagues from other divisions in the force.

## 6.9 Volume Crime Investigation

### Strengths

- The investigation of crime in the division is managed via the tasking and co-ordinating process taking guidance from the force's volume crime control strategy. The recently introduced weekly SAC/violence governance meetings align resources to identified priorities and demands.
- Trafford holds weekly crime management meetings attended by key individuals including crime evaluator supervision, volume crime team inspector, crime scene investigation manager, etc. Issues such as open crimes, wanted persons, decisions pending, open forensics and recalls to prison are discussed. The division also holds a strategic monthly crime management meeting where custody case management, bail and timeliness of investigations are discussed.
- Staff review open crimes to ensure detection opportunities are maximised. Effective offender management is seen as being instrumental in the drive for improved performance.
- The division has an SLT lead for hate crime and a divisional hate crime action plan is in place to help increase both reporting and detections. Hate crime is reviewed every day at the daily tasking meeting and is a standing agenda item at the monthly crime meeting and divisional performance review meetings. Serious series crimes will be prioritised and allocated to crime operations overseen by a detective inspector.
- Trafford has been recognised for its support and care to victims and witnesses. All front line officers have received vulnerability training through the Quest change programme. This has resulted in an increase in referrals to other agencies and an increase in the quality of write ups on incident logs.
- A vulnerable person referral officer is in post along with two vulnerable adult investigators.

- A change in the shift pattern for CID officers has resulted in the introduction of a proactive week in every four week period. This is seen as a positive introduction and means closer integration with NPT colleagues. CID staff are also aligned to response teams in order to build relationships and understanding of roles. An initiative of note is the introduction of crime surgeries within the NPT at Sale to help increase the knowledge of NPT staff in relation to crime matters.

### **Areas for Improvement**

- It is acknowledged that improvements have been seen in the detection rates of a number of crime categories, however this improvement is from a low base and further improvement is necessary. The SLT needs to ensure all opportunities, eg. increasing the numbers of offences taken into consideration, are maximised in order to drive up performance.
- The SLT needs to ensure that CID staff are fully utilised. This has not always been the case and means this valuable resource is not contributing as much as they can to improving performance.
- Greater consideration should be given to forensic opportunities offered. The involvement/tasking of the CSI manager in the governance meeting could be improved.
- Staff expressed concerns in relation to changes made to telephone investigations which are now carried out in force. The SLT needs to satisfy itself this is not affecting performance.

## **6.10 National Intelligence Model (NIM)**

### **Strengths**

- The SLT has recognised the benefits the NIM brings to tackling crime and disorder and has ensured clear links between force and divisional priorities and activity. An intelligence meeting structure has been developed and governance processes are informed by intelligence products. Intelligence features in the performance framework.
- The strategic threat assessment informs decision-making at a partnership and operational level. The strategic partnership business group overlays the divisional operational governance tasking arrangements and are based around the areas of prevention, intelligence, enforcement and communication. Consideration is given to short, medium and long-term threats.
- Underpinning the CSP are four multi-agency theme groups involving key practitioners. Action plans are in place to target key issues identified within the strategic and tactical threat assessments.
- The weekly governance meeting is structured and follows a set agenda which focuses on current/predicted threats and previous actions, review, crime series/intelligence, operational activity, investigations/forensics, offender targeting/wanted/locate/trace for all priority crime areas. Offences

are broken down to a neighbourhood level with NPT inspectors held to account for action taken.

- The weekly tactical intelligence meeting attended during the inspection was chaired by a detective inspector and was attended by the field intelligence officers for the four areas (Stretford, Urmston, Sale and Altrincham), a member of the burglary unit and a member of the operational policing unit. The meeting attended was well chaired, staff were held to account for actions and were tasked appropriately.
- Neighbourhood supervision was appreciative of the single governance meeting which assisted in setting meaningful actions to service the priorities identified weekly. The previous system had resulted in a number of individual meetings each unaware of the conflicting demands being created.
- The division has seen an upward trend in intelligence submissions (now the best in force). The increase is welcomed, however the SLT now needs to ensure the quality of the submissions improves to ensure positive outcomes are achieved.
- Following a drive to increase the numbers of intelligence submissions on identified targets, the Divisional Commander has improved the turn around of intelligence to be within seven days.
- The development of the electronic briefing system to 13 sites allows clear communication of intelligence and requirements at all levels within the division.
- As part of the introduction of the new Policing Model, the division will move towards an intelligence hub after October 2010, which will complement the intelligence developments thus far.

### **Areas for Improvement**

- At the intelligence meeting attended, there was an inability to action intelligence relating to known gang members due to a lack of resources. This questions the prioritisation measures in place, however the situation was challenged by the chair and was to be followed up outside of the meeting (reported that the intelligence was actioned the following morning).
- The weekly governance meeting provided a good overview of performance and activity; however, the tasking of resources at the meeting HMIC attended was not a strength and could be improved.
- The division should include ASB as a specific area for consideration at all governance meetings alongside other crime categories (offences such as burglary and robbery feature at all meetings while offences such as criminal damage and ASB feature at some meetings).
- The SLT should review the daily intelligence meetings which is believed by some staff to have lost its focus and has moved to a performance meeting. In addition, members of the intelligence unit do not always

attend.

- The introduction of the electronic briefing system is seen as a positive development however there is still room for improvement and a need to ensure staff are tasked effectively and held to account for actions.

## 6.11 Improving Forensic Performance

### Strengths

- Crime scene investigators (CSIs) attend daily/weekly governance meetings, where crime trends, hot spots and likely offenders are discussed. Intelligence is fed into the offender management unit.
- Police officers within the division receive forensic awareness training and spend time with CSI staff during their probationary period. Use is also made of an NCALT training package.
- CSIs have an appropriate performance management framework. The focus is on attending burglary dwellings (they regularly achieve in excess of 90%), robberies and vehicle crimes which are divisional/force priorities. Individual staff performance is also measured.
- Volume crime is now seen to get a premium service in line with that provided for serious investigations such as rape and murder.
- The converter unit, as well as carrying out the role of converting divisional forensic hits, is responsible for identifying offenders in custody, etc who may be suitable for Operation Cleanslate (aimed at improving the number of offences taken into consideration - TICs). The team, in conjunction with officers from the VCT, process TICs with early CPS consultation to ensure the opportunities are maximised.

### Areas for Improvement

- Force systems are not seen as effective, they are seen as a barrier: double keying is required when inputting data.
- Greater consideration should be given to forensic opportunities offered. The involvement/tasking of the CSI manager in the governance meeting could be improved.

## 6.12 Narrowing the Justice Gap

### Strengths

- The local criminal justice group (LCJG) has recently been merged with the CSP with joint priorities reflected within the CSP strategy. The Divisional Commander chairs the LCJG and co-chairs the CSP meeting.
- At a tactical level the CJU inspector meets monthly with the CPS lead and courts to discuss progress against the targets under 'narrowing the justice gap'. Performance information is considered, eg. cracked/ineffective trials. Meetings are attended on a bimonthly basis by the chief inspector

(partnership and justice). Relations with the CPS are seen as effective, especially the working relationship with CPS lawyers.

- The division has developed a number of specialist units, eg. PST, ERO and FIT with experienced staff in place.
- A focus on bail management has helped drive down the number of people on overdue and long standing bail thus ensuring offenders are progressed and charged as quickly as possible where the evidence permits.
- The divisional VIPER and imaging unit works closely with the force identification unit and has piloted the controlled viewing process for police officers where identifications are made on e-briefs, etc. The e-briefing site is updated daily to ensure that suspect details are current. The unit is to become one of four sites providing the service for the force.
- The CJU inspector and custody inspector work closely together to ensure the division provides an effective service in respect of custody, file management issues, etc.

### **Areas for Improvement**

- Until recently, two CPS lawyers were available on site between 0900 - 1700 daily at Stretford police station. One lawyer dealt with simple and 'in custody' cases on an appointment system while the second lawyer dealt with complex cases. A specialist rape lawyer was available each Wednesday (or when need arises). In line with national policy, the lawyers have been removed and concerns were expressed that the impact of performance will be significant. It is acknowledged that the change is in line with national policy however the division need to manage the change to ensure performance does not drop.
- Within the two custody stations, Stretford staff have a greater overlap on afternoons to deal with sporting events. Normally, all priority prisoners are taken to Stretford, while all prisoners responding to bail attend Altrincham. A decision has been taken to close Altrincham and transfer the workload to Stretford in order to create capacity for a prisoner processing unit. At the time of the inspection staff were confused and anxious about the impact of these changes and the benefits. While the benefits are tangible, the SLT should communicate the decision and its benefits more clearly to allay unnecessary concerns.

## **Protection from serious harm**

### **6.13 Managing Critical Incidents and Major Crime**

#### **Strengths**

- The superintendent 'partnerships and criminal justice' has an all encompassing role which covers attendance at all meetings involving partners, including the safeguarding board. The Safer Trafford partnership was awarded a green flag in the 2009 CAA inspections for its approach to tackling gun crime in conjunction with the Manchester partnership. The

strategy has recently been updated and links closely with the force Xcalibre team who are a dedicated resource tackling gun crime.

- Trafford has a robust offender management system in place which tracks nominals who are seen as a threat to the division and adjoining localities, thus enabling measures to be put in place to have them 'flagged' at a divisional level. Positive interventions have resulted, eg. Operation Magadan, doorstep checks, etc.
- The division is systematic in identifying organised crime groups particularly those responsible for armed robberies and cash in transit robberies. This is done at a local level through intelligence reviews and crime series reviews. Appropriate analytical support is in place.
- Good relationships have been established with partner agencies and there is appropriate representation from all agencies at MAPPA meetings. Sound risk management plans are in place and all intervention opportunities are explored.
- The division have a dedicated unit to tackle guns and gang issues (Operation Viceroy). The division and the force have undertaken specific activity targeted at gun and gang crime. Firearms discharges continue to reduce year on year.
- Strong links have been forged with the community and in particular the IAG members. Additionally, significant work has been undertaken to promote what the organisation can do to protect people who witness serious and organised crime.
- Trafford has a dedicated serious sexual offence unit which comes under the umbrella of the Public Protection Investigation Unit.
- The division has a critical incident trigger plan in place, which is accessible via the intranet. The plan explains in full the command structure to be adopted for such an occurrence.
- The division deals with a range of high profile events and has a number of key sites within its boundaries, such as Old Trafford football and cricket grounds, the Trafford Centre; seven COMAH (Control of Major Accident Hazards) sites. The dedicated sporting events unit which is based on the division is seen as a real strength in managing the demands and planning associated with them. Critical incident training on the division extends to regular major incident training based around COMAH sites. A divisional business continuity plan is in place.

### **Areas for Improvement**

- Opportunities to utilise the proceeds of crime act are being developed through a dedicated POCA officer but this is an area which needs further development if all opportunities are to be maximised. At the time of the inspection there was a lack of trained financial investigators in the force and arrangements put in place to cover for maternity leave were inappropriate.

- The value of confiscations for the previous year was below target by some £63,000. Given the incentive, which allows the division to benefit from confiscations made, this is an area for early review.
- As with volume crime, the investigation of cross-border serious and sexual crime is a problematic issue, as is the divisional resilience to manage these events.

## 6.14 Tackling Serious and Organised Criminality

### Strengths

- Trafford has a dedicated proactive unit. Tasking and deployments of the unit are fed in through the SAC/SVC governance process on a weekly basis. Staff have received additional specialised training in search and technical capabilities.
- Within the divisional OPPU, two analysts are employed by the police, working alongside a strategic analyst who is funded by partner agencies. Assistance is provided by the force intelligence bureau (FIB) in respect of force level 2 issues.
- Intelligence from the source unit relevant to the division is sent through to the intelligence co-ordinator within the OPPU who will disseminate it to the relevant unit for action. There is a weekly intelligence meeting where the progress of actionable intelligence is discussed and actioned, the target being to turn around actionable intelligence within seven days.
- The FIB and specialist operations make decisions in relation to where force resources are to be deployed based on the threat to the force and the intelligence in relation to that threat. Trafford has been successful in obtaining resources, examples being Operation Metaphor, Operation Bamboozle and Operation Vortex.
- The division has technical support capacity and capability with support provided by force level resources.
- A monthly PBG meeting takes place chaired by the chief inspector (partnerships and justice) which is attended by partner agencies. During this meeting, partners and the police are tasked in respect of issues involving Serious and Organised Crime and ASB. Tasking results in joint operations between the police and partner agencies.
- The division has an integrated offender management team, involving the probation service, housing, YOS and the police all contained within the OPPU at Stretford. Significant partnership funding has been made available to support a wide variety of activities.
- The strategic threat assessment is produced following a stakeholder event involving partners. The document produced provides a summary of performance covering serious acquisitive crime, serious violent crime, assault with less serious injury, criminal damage and arson. The document is linked to the CDRP crime strategy and contains the LAA and national indicator performance and predictive risk for the next 12 months.

- Through the governance processes and daily tasking the levels of crime and ASB are monitored on a daily basis. Individuals that intelligence suggests are responsible for carrying out crime are placed on the POTs list and are managed by resources on the division.

#### **Areas for Improvement**

- Given the enhanced importance of analysis to the divisional governance processes and the considerable increase in intelligence submissions over the last few months, staff identified that there is not the capacity to complete every piece of analytical work requested and there is no resilience for analysts to cover sickness or leave. This is an area which should be reviewed.
- The evaluation of operations to tackle serious crimes is very limited, restricted to assumptions that if the crimes associated with a particular offender in a particular area stops in that area then the offender has stopped offending. The other inference is any reduction or increase in the number of recorded incidents. The division, involving the DFAM, should seek good practice in this area to ensure that resources are used to best effect.

### **6.15 Protecting Vulnerable People**

#### **Strengths**

- At a force level, the vulnerable persons unit is headed up by a chief superintendent and detective superintendent. At a divisional level the superintendent (partnerships and criminal justice) has an all encompassing role which covers attendance at all meetings involving partners including the safeguarding board. On a daily basis the investigative tasking and co-ordinating process is overseen by the DCI. The detective inspector (PPIU) will deputise in the absence of SLT lead for LSCB.
- Trafford has multi agency policies for child abuse investigations/domestic violence/serious sexual offences which fall within the remit of the crime investigation strategy. Policies are available to staff on the intranet. New force guidance in respect of child abuse investigations was in the final draft stage at the time of the inspection.
- The detective sergeant in the child protection unit also has responsibility for other staff including video staff. This requires the post holder to be very organised in order to manage effectively. Good use is made of the family support investigation system which is seen as an important aid and nothing can be closed without oversight by the detective sergeant. Effective sharing of resources takes place between units, eg. the sexual offences unit assists the child protection unit when workloads allow.
- In order to ensure non-specialist staff have a good understanding of the child abuse investigation remit, policies are available on the intranet and response/NPT staff receive regular input from PPIU staff.

- The inclusion of a police officer within a multi-agency referral and assessment team (MARAT), based with Trafford Children and Young Persons is seen to be of real benefit. This officer is trained on all relevant systems to enable dynamic discussions and risk assessments to be made on child coded incidents.
- PPIU staff are involved in the delivery of multi-agency training which has been well received.
- A recent OFSTED inspection of Trafford LSCB resulted in a rating of good across all areas.
- All child abuse investigations, including miscellaneous enquiries are recorded on the force electronic FSI, with electronic links to crime records and FSU systems, enabling auditable and transparent investigations. FSIs can only be closed by a PPIU supervisor which provides a level of accountability and supervision.
- Joint agency training courses are available to staff via the LSCB and PPIU supervisors take an active role in LSCB training.
- In relation to domestic abuse, a multi agency forum co ordinates prevention, and MAPPA and MARAC processes are in place. Strong links exist at a local and strategic level across partner agencies.
- Domestic incidents are a standing agenda item at the daily tasking meeting and opportunities to arrest perpetrators are actioned. Repeat victimisation is monitored by the domestic violence unit under the umbrella of the PPIU. Daily dip sampling and monitoring takes place within the unit to ensure the division is recording incidents appropriately ensuring the victim receives the appropriate level of service.
- Following the introduction of Quest, changes have been made in respect of risk identification and the way the first responding officer's report on domestic abuse incident logs to reflect risk assessment and outstanding actions.
- Adult abuse is an emerging concern. The division has trained and dedicated staff within the PPIU. The adult social care director also sits on the CDRP and adult abuse issues now form part of the agenda.
- Each day at daily tasking there is an input from the SPOC in relation to missing from homes. High risk missing from homes are immediately referred to CID for action.

### **Areas for Improvement**

- A particular area of concern is the number of investigations being carried out by child abuse investigation officers (350 investigations during April 2009 to April 2010) which is double the informal recommendations of circa 35 investigations per officer per year). There are no recommended force levels and no formal criteria exist for the setting of staffing levels leading to variation across the force. A secondary but equally important issue is the training of staff to carry out the role effectively. This position should be

reviewed as a matter of urgency with the force lead. This forms a recommendation in the report.

- The head of the PPIU has responsibility for a number of areas including child abuse investigation, domestic violence and rape investigation and at the same time undertakes other duties such as CID cover and night cover. These abstractions, along with attending MAPPA, LSCB subgroups, etc mean that the amount of time available to oversee child abuse investigations is limited. This results in the need to delegate responsibility which in turn places additional responsibility on others.
- The PPIU detective inspector is line managed by the DCI. However the post holder reports to the DCI, chief inspector (operations) chief inspector (partnerships) superintendent (operation) and superintendent (partnerships) (link to safeguarding board). This can result in conflict and confusion which was evident when speaking to staff. While there is merit in the way the partnership and operational roles are linked, staff would benefit from the roles and responsibilities being restated to allay any confusion.

## 6.16 Providing Specialist Operational Support

### Strengths

- From 1 April 2010, GMP has operated a cadre system for the deployment of firearms resources. Trafford has considerable experience responding to firearms and other critical incidents. The gold, silver, bronze methodology is observed with close interaction with the local authority and other emergency services.
- The division has a dedicated business continuity/contingency planning officer located in the events office. Regular, scheduled testing takes place with force specialist operations branch and under statutory obligations led by Greater Manchester Fire and Rescue.
- The chief inspector (operations) has responsibility for demand management and ensuring appropriate levels of public order trained staff. The demand governance monthly meeting monitors levels of trained staff. This information then informs the establishment review group in order that appropriate staffing decisions are made. Similarly the DCI has responsibility for ensuring appropriate levels of investigative capacity across the division.

### Areas for Improvement

- There is a perception among staff that the division has difficulty in obtaining force resources (even if tactical aid unit (TAU) resources are already working elsewhere in the division). Staff stated the TAU can be slow to respond due to bureaucracy. This perception is challenged by senior managers but needs to be addressed.
- Staff also highlighted that the hi-tech crime unit (HTCU) is unable to provide adequate support to the division due to a lack of resources. Comment was made that there can be a six to eight month waiting list

(unless in exceptional circumstances). Accepting this is a force issue, the position is worthy of review to ensure the unit is able to meet demand and that access to the resources is based on appropriate processes.

## Value for Money and Productivity

### 6.17 Performance Management and Continuous Improvement

#### Strengths

- The force has recently introduced a new performance management process 'dealing with individual performance'. Both senior leaders and core leaders across the division have recently attended 'masterclasses' held by the force leadership development unit. In addition, the SLT participate in a number of leadership initiatives on an ongoing basis.
- SLT PDRs are linked to the force/divisional business plan.
- Key performance results are communicated on the weekly chief superintendent's orders and via email. Results are also discussed at monthly divisional performance review meetings and in one to one PDR meetings held by supervision with their staff.
- Reward and recognition for good performance forms a standing item on the establishment review group agenda. The division was recently held as best practise following a force review conducted by the people and development branch.
- The performance structure within the division is based on the Police Report Card structure. The performance review process is integrated with strategic planning and the NIM through the performance review meetings.
- Individual under-performance is effectively addressed using the new 'dealing with individual performance process'. As well as the annual achievement review, the new process includes a development plan so that actions can be monitored and reviewed. Support and assistance is offered by the HR manager to ensure that robust accountability mechanisms are fair and are monitored.
- The general support departments within the division fall within the responsibility of the DFAM.
- The DFAM is accountable to the divisional commander and assistant chief constable for the division's financial performance. Similarly, the DFAM is responsible for, and held accountable for, all health and safety issues and performance in respect of compliance and reducing accidents and incidents. As such, the DFAM is well aware of the impact on divisional performance if an officer is abstracted or absent due to injury related sickness or abstraction.
- Routinely produced PDR monitoring information is used for planning purposes by the SLT and performance review meetings. This includes

disseminating information on appraisal completion and those overdue to line management.

- The robust systems of internal control and reporting demonstrate that departments are integrated in force performance review mechanisms.
- Divisional performance data is refreshed on a weekly basis. The data is circulated to the force executive and to partners. There are innovative interpretations of additional data sets, including Crimestoppers positive outcomes, where Trafford is second in force for positive actions. This is also used as a local indicator of performance.
- The division follows the 'You Said, We Did' approach to tackling issues that matter to local people.
- Staff are informed how well the division is doing in respect of performance. The divisional commander is proactive in this regard. Staff are informed by a number of means, including email. Performance is normally compared against other divisions within GMP rather than BCUs from other forces.
- Staff are proud of what they view as good levels of performance. The chief superintendent has been keen to praise staff on how well they are doing.

#### **Areas for Improvement**

- From interviews conducted, some concerns were expressed that if your current area of responsibility does not fit neatly into a priority area then it can be difficult to determine your position (priorities are burglary, robbery, vehicle crime and issues outside of these do not get the appropriate focus).
- The force is seen to be very directive and does not allow middle managers to otherwise determine what might work. This is seen as a series of missed opportunities. This was further reflected with police officers and police staff who were concerned that the force was using consultants to determine large areas of work (Optimus) when there was ample expertise within force to be able to develop options for cost efficiencies. Staff, therefore, felt excluded from contributing.
- Many neighbourhood officers were receptive to the performance driven culture which is emerging, but also recognised the impact it was having on their availability in their neighbourhoods. Increasingly, the requirement to produce prisoners and detections was seen as a good thing but impacted significantly on small numbers of officers who were also expected to deliver improved response times, confidence and satisfaction and high visibility at the same time. This is recognised as a challenge for supervision with only small numbers of supervisors being recognised for their robustness in managing officer workloads so that time remained for community based work.
- Staff expressed a view that they continue to get mixed messages. Sanction detections are now being discussed again and this can conflict

with restorative justice which has recently been introduced. As it is not a sanction detection some officers now ignore restorative justice to get a detection instead. Consequently, conditional cautions have run for two years with only 16 having been issued. They apply to a narrow group of offenders and crime types and need to comply with changing DPP guidelines. Staff expressed concerns about the amount of time involved and conflict with the performance ethos.

- Concerns were expressed at the revised shift system which was being implemented across the force. Concern was expressed that it did not match the identified demands at each of the stations (which are different) and this may result in a negative impact on existing initiatives to tackle night-time economy issues, etc. Staff believe senior managers in the force are unaware of their concerns and this has the potential to be disruptive.

## 6.18 Human Resource Management

### Strengths

- The acting HR manager is an experienced professional who is well regarded within the division. As a core member of the SLT, the post holder provides expertise and leads on policy and procedure at that level. She is also responsible for all aspects of sickness and absence management – the division having some of the lowest figures in the force.
- The HR manager chairs the fortnightly establishment review group which considers all movements in and out of the division, individuals with welfare and support needs, nominations for awards and recognition within the division and reviews of current strength and establishment levels against requirements for change. This is seen as an effective meeting.
- Reward and recognition is a critical element of performance management on the division and forms a standing agenda item on the establishment review group agenda. The division was recently held as best practice following a force review conducted by the People and Development Branch.
- The HR manager and her staff provide a high level of support to police and police staff managers on welfare, sickness and discipline matters, including first line of contact for grievance issues.
- The PDR completion rate for the division was 100 percent by the end of the last financial year, which not only represents full compliance, but provides a source of information for individual development and training needs.
- Police officers' and PCSOs' sickness rates are the best in force while police staff sickness is fifth out of 12.
- The HR manager oversees the health and safety workplace risk assessments and their currency. Together with the DFAM, they are working through the risk assessments linked to the divisional priorities to ensure there are clearly named responsibilities for those workplace assessments linked to police officers and workstation assessments for

police staff. This includes provision of training and accreditation as required.

- With the assistance of headquarters occupational health unit, the HR manager has developed a healthy workforce programme which covers lifestyle, stress management and health issues for all members of staff.
- A flexible working policy has been used for a number of police officers and police staff over recent years to encourage work life balance and to assist with the rehabilitation of staff who have returned from long-term absence or those who are covered by the Disability Discrimination Act (DDA).
- Absence is robustly and constructively managed through the attendance management policy. Attendance is used as a selection criteria and is taken into account when considering recruitment applications, CRTP payments and special priority payments.
- Regular reviews are carried out regarding divisional structures. During 2009, to further align the structure to the proposed Policing Model, more resources have been allocated to the NPTs and priority neighbourhoods.
- The DRMU supervision produce a weekly staffing matrix which allows shortfalls to be projected. This allows officers' shifts to be changed to meet demand under variable shift arrangement protocols. Robust monitoring of court availability avoids unnecessary overtime and deviation of shifts for court.
- The divisional demand management is lead is the chief inspector (operations). A monthly divisional demand management meeting is held at which the OCR, PST and NPT inspectors review demand on a grade, location and caller basis. Response times are also monitored via force command governance meetings attended by the divisional lead. The demand profile has been matched against the staffing levels and shifts have been changed as a result of this.

### **Areas for Improvement**

- The single and most consistent feature raised by staff during the inspection has been the change programme and the lack of information available to staff. Despite considerable efforts by the Divisional Commander and SLT, confusion and concerns are widespread, predictably most emanating from rumour because of the lack of accurate information. This is further compounded when those delivering reassurance messages to staff are likely to be singularly affected by the changes themselves. The critical failures appear to be the lack of an effective communication strategy.
- Given that each division has a communications officer, there seems an obvious link into programme/project meetings in order to ensure that staff are properly informed. The force and BCU commanders should agree a communications strategy with the lead officers for the change programme which involves two-way communication and feedback. Communication or briefing on the current position should be a standing item on each meeting agenda.

- Progress is needed to complete the outstanding workplace risk assessments in order to be fully compliant.
- The acting HR manager is in the process of introducing a managed changeover for student officers to comply with the new Policing Model (all going to neighbourhoods in future). There is also a need to introduce the changeover programme from the previous NVQ based student assessments to the new student officer learning assessment portfolio (SOLAP) type assessment (and maintain both systems until identified officers have completed the old programme). This will require training for neighbourhood supervisors in respect of the new programme.

## 6.19 Training, Development and Organisational Learning

### Strengths

- Training and development is centrally led by the People and Development Branch's learning and development unit. The head of training is responsible for training standards, costing and quality assurance. The divisional development and training officer is responsible for the roll out of new legislative training across the division, the take up of NCALT training and the delivery of local training needs.
- Staff had no concerns in respect of training with a belief they were skilled to undertake their roles. Use is made of e-learning which is seen to be effective.
- The division submits a training plan on an annual basis for the next financial year which encompasses mandatory and elective training. All line managers are given the opportunity to participate in the training plan to ensure that it is reflective of their staff's training needs.
- The division works with the IAG and the community to review stop-search awareness and training. Training has involved role reversal with community members and police officers; all findings are used to refine training for staff.
- Training is delivered to the NPTs, eg. problem solving, in conjunction with key partners. Recent initiatives such as 'Simple to Start' have been undertaken with partners from the YOS; this has encouraged direct forms of community engagement and more effective patrol planning. This promotes increased visibility in key locations at key times.
- The chief inspector (partnerships and justice) conducts performance review meetings to identify skills gaps among special constables.

### Areas for Improvement

- Interviews revealed some perceived deficiencies in training availability and provision, eg. a lack of specialist training in respect of PPIU staff (CEOP course).

- There was generally a lack of tier 2 and 3 interview training courses which was seen as having a negative impact on performance.
- There was a lack of understanding of NCRS among staff. It was clear that staff have not had appropriate NCRS training.

## 6.20 Race and Diversity (Internal)

### Strengths

- The division actively promotes GMP as an employer of choice within the local community in order to achieve a workforce that is representative.
- The division has links with the force positive action team to access promotional material and to facilitate attendance at recruitment events across the division, for example, an event at the Old Trafford community centre to engage with the local BME community. The division is active in its recruitment of special constables and volunteers who reflect their local communities.
- HR and staff from the NPTs attend recruitment and career events as part of an ongoing programme developed by the acting HR manager.
- Diversity objectives are set in the PDRs of the SLT. One of the HR manager's recent objectives was to be involved with the implementation of guidance on women's wellbeing and a force event held at Hough End.
- The HR manager attends the quarterly diversity action group which involves local people and is aligned with the IAG. This group is linked with the community reassurance post in the division and is part of the assessment and verification of proposed changes and new policies. The headquarters based community reassurance co-ordinator attends as appropriate; particularly where forcewide issues are involved.
- The division has a prayer room, encourages mentoring and has a buddy scheme for minority officers.
- DDA risk assessments are undertaken for members of staff who are disabled. The policy for employment of people with disabilities is applied and is used as guidance for staff with disabilities. An annual disability risk assessment is completed for every disabled member of staff and any reasonable adjustments are made.
- The retention and progression of staff who are female, from BME or other represented groups is managed through the establishment review group (including members of the SLT).
- The division ensures that data is collected about ethnicity, gender, disability and age and undertakes exit interviews with members of under represented groups who submit their resignation or request to transfer from the division to ascertain the reason for them leaving.

- Grievance and allegations of discrimination and victimisation are managed through the grievance resolution policy and the bullying and harassment policy.

#### **Area for Improvement**

- The leadership audit identified concerns that supervisors had become too reliant on HR to advise and negotiate on their behalf. As part of the change programme it is proposed that the HR function will be centralised and that managers and supervisors will need to be more reliant. The divisional commander has responded by re-issuing the grievance procedures and reinforcing the roles of supervisors. A review of the confidence levels in managing these processes should form part of ongoing development within the division.

### **6.21 Managing Financial and Physical Resources**

#### **Strengths**

- The DFAM is responsible for the scheduling and management of the division's finances. The post holder is appropriately qualified and is a key member of the SLT.
- The DFAM represents the division at force finance meetings and is regarded as effective in challenging and negotiating resources on behalf of the division.
- The division was only slightly over budget having been faced with a considerable overspend due to the deployment of unexpected numbers of student officers which put the division above establishment.
- For 2010/11, an action plan has been implemented to identify and monitor the achievement of efficiency savings in the annual budget. These cost savings are profiled into the budget, and performance will be monitored and reported on a monthly basis.
- All staff are expected to consider resources as part of the decision making process. During 2009/10, all supervisors were made aware of the financial situation in both the division and the force. As a result an expectation has been placed on them to scrutinise all costs and activities.
- The DFAM has set targets for income generation and sponsorship which are difficult in the current economic climate. Notwithstanding, the post holder was able to demonstrate a number of events and funding opportunities which would generate income during 2010/11.
- The DFAM has a keen eye on partnership derived income streams for 2010/11, having been part of the negotiating meetings during the budget setting processes. Having had the income position verified in December of each year, the post holder works with the HR manager to deal with those posts which are not likely to be funded to provide individuals with opportunities to find alternative employment.

- Overtime is continually scrutinised for outcomes against cost to ensure that efficiencies are generated where possible.

#### **Areas for Improvement**

- The DFAM is carrying the workload and responsibilities of two posts while the permanent post holder has been transferred to the Salford Division. Similar to all other staff within HR and finance, he is currently managing the concerns of staff while being unable to glean information or demonstrate the skills they have in providing alternatives to shared services.
- The DFAM is concerned that, in times of potential economic hardship, the force has not yet begun to examine potential areas for savings to be generated. His further concern is that the shared services project, Optimus, is seeking to deliver those levels of efficiency without properly considering the likely impact on services and other systems linked to HR and finance.
- The DFAM has no input into workplace efficiencies generated through shift changes, etc, but has generated efficiencies from police staff by auditing and closing front counters at quieter periods during the night.
- The absence of a detailed business plan with milestones and a communication strategy does not assist the division in programming discussions and identifying potential risks to performance given the numbers of changes which are ongoing. There is the need for a clear set of documents which provide the focus for business planning meetings. This will provide the Divisional Commander with clear evidence and data to challenge those decisions which are inconsistent with progress in Trafford.

## Leadership Audit – Staff Survey

<b>The BCU has an appropriate structure which is aligned to the Force Strategy</b>		<b>AVERAGE</b>	<b>MODE</b>	<b>Average excluding 0</b>	<b>Count of Scores 4+</b>	<b>Total Responses Excluding 0 Scores</b>	<b>% Positive Excluding 0 Scores</b>
Q01	My role is clearly defined and contributes to the BCU and Force Strategy	4.83	5	4.88	78	86	90.70
Q02	I am set objectives which are clearly relative to my role and experience	4.76	5	4.81	79	86	91.86
Q03	Lines of accountability and responsibility within the BCU are clearly defined	4.55	5	4.77	72	83	86.75
Q04	Resources are effectively managed within the BCU including specific issues of demand and deployment	3.74	5	4.01	53	81	65.43
Q05	Throughout the BCU teams are balanced in terms of skills, experience and diversity	3.61	5	4.19	56	75	74.67
Q06	The health and safety procedures on the BCU are effective and make me feel safe in my workplace	4.51	5	4.67	71	84	84.52
<b>The BCU has a performance culture with integrity</b>							
Q07	My line manager demonstrates an interest in my performance and development	5.00	6	5.00	80	87	91.95
Q08	I receive the development I need to perform my role	4.53	5	4.58	68	86	79.07
Q09	Within the BCU, good performance is recognised and rewarded	4.29	5	4.45	65	83	78.31
Q10	Innovation is promoted and supported on the BCU	3.98	5	4.27	61	81	75.31
Q11	On the BCU there is effective use of the National Intelligence Model - resources/tasking/co ordination	4.05	5	4.64	68	75	90.67
Q12	BCU managers ensure that maintaining our integrity is more important than achieving good performance	3.31	4	3.84	50	75	66.67
Q13	The BCU delivers an effective service to the community	4.20	5	4.51	70	81	86.42
<b>Diversity</b>							
Q14	Diversity is embedded within the BCU, specifically in terms of personal values and all areas of business including selection and appointment of staff	4.00	5	4.58	63	76	82.89
Q15	Fairness at work procedures (e.g.: grievance or appeals) can be confidently used by staff on the BCU without fear of recriminations from managers	3.69	5	4.40	54	73	73.97
Q16	My line manager's decisions in respect of operational issues are consistent	4.97	5	4.97	82	87	94.25
Q17	My line manager's decisions in respect of disciplinary issues are consistent	4.36	5	4.92	71	77	92.21
Q18	My line manager solves problems effectively	4.78	5	4.84	79	86	91.86
Q19	My line manager inspires me with confidence	4.75	5	4.75	76	87	87.36
Q20	Sickness and welfare are effectively managed within the BCU	4.14	5	4.68	64	77	83.12
Q21	Managers deal effectively with bullying	3.39	5	4.54	53	65	81.54
Q22	Abstractions from duty - other than sickness - are effectively managed within the BCU	3.43	5	4.26	51	70	72.86
Q23	There is a commitment within the BCU to staff retention	3.62	4	4.04	57	78	73.08
<b>Personnel management</b>							
Q24	I have regular and meaningful contact with my line manager	4.83	5	4.83	76	87	87.36
Q25	My line manager demonstrates a genuine interest in me	4.83	5	4.83	76	87	87.36
Q26	I feel that my contributions are welcomed and valued	4.83	5	4.83	77	87	88.51
Q27	My line manager makes me feel proud of the service we deliver	4.69	5	4.74	74	86	86.05
Q28	My line manager makes me feel trusted, valued and included	4.80	5	4.80	75	87	86.21
Q29	Training and development is allocated on the BCU according to need	3.76	4	4.30	58	76	76.32
Q30	I am encouraged to learn by my line manager	4.54	5	4.59	69	86	80.23

HMIC BCU Inspection – Trafford BCU (Greater Manchester Police)  
May 2010

Q31	My line manager ensures that I am provided with time to learn	4.08	5	4.18	60	85	70.59
Q32	I feel prepared for future changes	3.76	4	3.85	54	85	63.53
Q33	Coaching and mentoring is available to me if I need it	3.86	5	4.36	62	77	80.52
Q34	Personnel issues are dealt with by my line manager in a relevant and timely manner	4.63	5	4.91	75	81	92.59
<b>Communication</b>							
Q35	The BCU Commander & Senior Management Team has a high profile within BCU	4.23	5	4.73	69	77	89.61
Q36	My line manager communicates relevant information to me	4.93	5	4.93	83	87	95.40
Q37	I feel that, where it is appropriate, I am consulted on matters of change within the BCU	3.77	4	4.00	56	82	68.29
Q38	My line manager is available when I need to talk to him/her	5.10	6	5.10	83	87	95.40
Q39	The BCU Commander, Senior Management Team are available to staff at appropriate times	3.99	5	4.63	65	75	86.67
Q40	The BCU Commander and SLT respond in a positive way to feedback from staff	3.53	5	4.21	51	73	69.86
Q41	My line manager responds in a positive way to feedback from staff	4.62	5	4.73	74	84	88.10

## Crime Performance Data

### All Crime

	Crimes	Crimes per 1000 residents	MSG average	MSG ranking
2007/08	20673	97.14	101.66	7/15
2008/09	17484	82.16	95.27	5/15
2009/10	16059	75.46	86.56	6/15
3 year change (2007/08 – 2009/10)	-22.32%			
1 year change (2008/09 – 2009/10)	-8.15%			

### Violence against the Person with Injury

	Crimes	Crimes per 1000 residents	MSG average	MSG ranking
2007/08	1441	6.77	10.10	2/15
2008/09	1229	5.78	9.26	2/15
2009/10	1153	5.42	8.54	3/15
3 year change (2007/08 – 2009/10)	-19.99%			
1 year change (2008/09 – 2009/10)	-6.18%			

### Domestic Burglary

	Crimes	Crimes per 1000 household	MSG average	MSG ranking
2007/08	1307	14.02	13.77	10/15
2008/09	1382	14.82	13.28	10/15
2009/10	1298	13.92	12.91	11/15
3 year change (2007/08 – 2009/10)	-0.69%			
1 year change (2008/09 – 2009/10)	-6.08%			

### Robbery

	Crimes	Crimes per 1000 residents	MSG average	MSG ranking
2007/08	577	2.71	1.68	12/15
2008/09	565	2.65	1.66	12/15
2009/10	473	2.22	1.43	12/15
3 year change (2007/08 – 2009/10)	-18.02%			
1 year change (2008/09 – 2009/10)	-16.28%			

### Vehicle Crime

	Crimes	Crimes per 1000 residents	MSG average	MSG ranking
2007/08	3069	14.42	13.25	10/15
2008/09	2345	11.02	11.36	7/15
2009/10	1927	9.06	9.16	7/15
3 year change (2007/08 – 2009/10)	-37.21%			

HMIC BCU Inspection – Trafford BCU (Greater Manchester Police)  
May 2010

1 year change (2008/09 – 2009/10)	-17.83%			
--------------------------------------	---------	--	--	--

**All Crime S/D**

	Sanction Detections	Sanction Detection Rate	MSG average	MSG ranking
2007/08	5904	28.56%	26.48%	2/15
2008/09	4303	24.61%	26.78%	10/15
2009/10	3508	21.84%	25.13%	13/15
3 year change (2007/08 – 2009/10)	-6.72 p.p.			
1 year change (2008/09 – 2009/10)	-2.77 p.p.			

**Violence against the Person with Injury S/D**

	Sanction Detections	Sanction Detection Rate	MSG average	MSG ranking
2007/08	586	40.67%	37.20%	5/15
2008/09	459	37.35%	38.18%	8/15
2009/10	426	36.95%	37.94%	10/15
3 year change (2007/08 – 2009/10)	-3.72 p.p.			
1 year change (2008/09 – 2009/10)	-0.40 p.p.			

**Domestic Burglary S/D**

	Sanction Detections	Sanction Detection Rate	MSG average	MSG ranking
2007/08	201	15.38%	16.38%	9/15
2008/09	164	11.87%	16.78%	12/15
2009/10	166	12.79%	15.96%	11/15
3 year change (2007/08 – 2009/10)	-2.59 p.p.			
1 year change (2008/09 – 2009/10)	-1.90 p.p.			

**Robbery S/D**

	Sanction Detections	Sanction Detection Rate	MSG average	MSG ranking
2007/08	133	23.05%	22.86%	8/15
2008/09	79	13.98%	25.01%	11/15
2009/10	108	22.83%	28.15%	12/15
3 year change (2007/08 – 2009/10)	-0.22 p.p.			
1 year change (2008/09 – 2009/10)	+8.85 p.p.			

**Vehicle Crime S/D**

	Sanction Detections	Sanction Detection Rate	MSG average	MSG ranking
2007/08	307	10.00%	9.66%	5/15
2008/09	120	5.12%	9.55%	14/15
2009/10	150	7.78%	10.32%	11/15
3 year change (2007/08 – 2009/10)	-2.22 p.p.			

HMIC BCU Inspection – Trafford BCU (Greater Manchester Police)  
May 2010

1 year change (2008/09 – 2009/10)	+2.66 p.p.			
--------------------------------------	------------	--	--	--

## Notional Contract

### Purpose

This 'notional contract' follows an HMIC inspection of **Trafford BCU** in Greater Manchester Police, that was conducted between **10 May and 14 May 2010** and sets out the action required by the BCU together with the improvement outcomes required. It is between the HMI, the BCU Commander and his ACPO line manager.

### Action Required

BCU inspection reports published by HMIC contain both recommendations and 'management considerations'. The implementation of recommendations is presumed to be a reasonable expectation, unless exceptional circumstances exist which make such implementation impossible or inappropriate. Management considerations entail more discretion, giving BCUs the option not to implement them if the BCU can show good reason why they should not be adopted. For **Trafford BCU**, HMIC requires that the following recommendations be implemented by the **31 May 2011** at the latest.

#### Recommendation 1: Communication

The force and the Divisional Commander should agree a communications strategy with the lead officers for the major change programmes such as Optimus and the new Policing Model which involves two way communication and feedback. Communication or briefing on the current position should be a standing item on each meeting agenda.

#### Recommendation 2: Police Community Support Officers (PCSOs)

The role of PCSOs should be restated so that there is clear understanding among operational supervisors, including communication centre supervisors, of their powers and restrictions on their deployment. Additionally, that in implementing the revised shift systems, there is clear support available to PCSOs during their patrol hours.

#### Recommendation 3: Special Constables

The division should review the deployment of special constables, together with the management of their duties. This should include the preparation of advanced duty sheets (at least a month in advance), so that operational supervisors are aware of their availability. There should be a restatement of the role of special constables in neighbourhoods to ensure they play a full part in delivering an effective response to crime and ASB.

#### Recommendation 4: Incident and Crime Recording

The division should, as a matter of urgency, review the systems, procedures and training in place to ensure that incidents and crimes are recorded, classified and resulted correctly, in accordance with the most recent NSIR and NCRS guidelines.

### **Recommendation 5: Child Abuse**

In conjunction with the force lead officer, the division should review the child abuse investigation structures and workloads to ensure that they comply with national guidelines and that there is appropriate supervisory cover, manageable workloads and resilience in this important area.

### **Improvement Outcomes**

The implementation of recommendations and management considerations should ultimately lead to improvement in BCU performance. It is therefore essential that this notional contract includes expectations as to future performance that is firmly linked to force and BCU priorities.

**Trafford BCU** is expected to meet or exceed the following performance targets by **31 May 2011**:

- To improve MSG quartile positioning for its crime reduction from the time of inspection for Domestic Burglary (from third quartile to second quartile) and Robbery (from fourth quartile to third quartile).
- To improve MSG quartile position for its sanction detection rate from the time of inspection for Violence against the Person with Injury, Domestic Burglary and Vehicle Crime (all third quartile to second quartile), as well as All Crime and Robbery (both from fourth quartile to third quartile)

It is acknowledged that there will be occasions when circumstances change beyond the control of either the force or the BCU Commander, whereby the implementation of certain recommendations or improvement outcomes is rendered unrealistic and void. Account will therefore be taken of these factors when the HMIC revisit is conducted within the timescale described herein.

### **BCU Revisit and Review**

**Trafford BCU** will be revisited by HMIC (Northern Region) on or soon after **31 May 2011** to determine whether this notional contract has been fully discharged. At this stage, HMIC will make an overall assessment that will fall within one of the following four options:

1. Fully discharged;
2. Partially discharged with further revisit scheduled;
3. Fully or partially discharged with aspects voided; and
4. Not discharged with referral to HMCIC.