



Inspection of Salford Basic Command Unit, Greater Manchester Police

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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 Salford is one of ten local authorities that comprise the Greater Manchester Area, covering 37 square miles with a population of 221,200. The latest Index of Multiple Deprivation (IMD) ranked Salford as the 15th most deprived district out of 342 in England. It hosts a large university (19,000 students) with several campuses and a transient seasonal student population. A new MediaCityUK¹ development on a 36 acre site at Salford Quays is set to change the face of the city, creating a new globally important home for creative, digital and media industries. The Salford area also comprises of 60 percent green space, 18 square miles of countryside and parks, six waterways and 30 miles of river and canals.

1.2 The BCU is a substantial size, with an establishment of 850 staff that includes 189 police staff and 95 PCSOs with a total resource budget in 2009/10 of £31m. It is led by an experienced chief superintendent who is supported by two superintendents, four chief inspectors (two detectives), an HR and a Finance Manager. A Forensic Manager is positioned on the BCU and is a member of the Senior Management Team (SMT) but line-managed by the force.

1.3 Performance at Salford has been particularly challenging with all categories of reduction, detection and user satisfaction being below the Most Similar Group (MSG) average for the 12 months to March 2010. However, in terms of crime reduction, the BCU is strongly emerging from a low base with all key crime categories reducing significantly over the past 12 months and with notable reductions in Total Notable Offences (TNOs) (-15.4 percent), domestic burglary (-20.3 percent) and vehicle crime (-17.7 percent). Sanction detection performance over the same period has been more mixed, with a decline in rates for Violence against the Person (VATP) (-4 percentage points (pp) to 37.4 percent) and vehicle crime (-12pp to 7.6 percent) and an increase in rates for robbery (+3.6pp to 21.2 percent) and domestic burglary (+6.4pp to 17.3 percent). British Crime Survey (BCS) public satisfaction rates for their 'whole experience' have declined by 5 percent to 77.4 percent positive responses.

1.4 The upturn in crime reduction performance at Salford is a direct consequence of positive leadership and considerable management change on the BCU. To its credit, the SMT has been inclusive in its approach to change, and this has been instrumental to its success and the positive morale evidenced to HMIC staff. The 're-engineering' of crime and incident management processes under Operation QUEST in September 2009 has been particularly successful. Significant numbers of staff have been released for investigation and proactivity. Indeed, response times, investigation queues

¹ MediaCityUK (<http://www.salford.gov.uk/mediacityuk.htm>)

and the time taken to conclude investigations have all greatly reduced. There is also an acute awareness and understanding of the key drivers of crime and anti-social behaviour, and there is ongoing work to tackle Organised Crime Groups (OCGs) which is starting to affect overall volumes.

1.5 These improvements must now be sustained and further gains are entirely achievable over the forthcoming 12 months. The BCU needs to re-establish its focus on sanction detection performance, as it forms an essential part of crime reduction and efforts to improve public confidence. There is also scope to enhance links with local communities by reviewing the existing Police and Communities Together (PACT) arrangements and by increasing the quantity and quality of problem solving interventions. Daily NIM processes must also drive proactive interventions and activity more effectively against control strategy priorities and with increased sharing of quality intelligence. These opportunities for improvement need to be underpinned by an effective, efficient and tailored programme of training, development and PDR objectives that enable and equip staff to meet the challenge.

1.6 In spite of these further challenges, credit must rightly be given to the BCU for the progress it has made over the past 12 months. Innovation is actively encouraged, and work in the Customer Service Desk to understand the reasons behind service failure (when it occurs) is actively scrutinised, understood and acted upon. Staff felt well-led, and a positive momentum of improvement has been established. Indeed, the BCU would have been graded as 'good' were it not for the fact that performance against core indicators remains below the MSBCU average and that many opportunities for improvement in key areas of business remain. The SMT recognise that further work remains, and they have the necessary capability, determination and leadership to meet the challenge and thereby make Salford a safe area for all its residents and businesses alike.

Recommendations and Good Practice

1.7 The inspection team has made the following recommendations that should contribute to the drive for continuous improvement displayed by the BCU. There are also various suggestions that the SMT may wish to consider contained within the '*What We Found*' section of the report (in bold type), mainly from data gathered by the inspection team or from BCU staff participating in focus groups or interviews.

Recommendation (1): Sanction Detection Improvement

HMIC recommends that the BCU improves its sanction detection performance against key priorities through a range of co-ordinated activity under a single SMT lead. To include:

- the creation and implementation of a crosscutting sanction detection improvement plan that prioritises activity to improve sanction detection rates;

- the introduction of bespoke minimum standards for the primary investigation of priority crimes alongside robust systems to make sure they are met;
- improved use of offences taken into consideration (TICs), fixed penalty notices (FPNDs) and Cannabis Warnings within a policy framework that ensures staff understand the requirements, and that promotes targeted activity; and
- the reintroduction of a suite of checks to ensure that all legitimate detections have been identified, and to promote compliance with the Home Office Counting Rules (HOCR) and National Crime Recording Standards (NCRS).

Recommendation (2): Community Engagement and Problem Solving

HMIC recommends that the BCU improves the mechanisms for community engagement in consultation with key partners and the identification and execution of problem solving intervention. To include:

- a review of the use, remit and number of PACT meetings to consider their appropriateness as a method to drive the focus of neighbourhood policing activity, engage with communities and being largely independent of the police;
- in liaison with partners, clarity on the role and function of Local Partnership Development Groups (LPDGs) and their connection with the Tactical Tasking and Coordination Group (TTCG) process;
- improved use of the force problem solving SARA system to track problem solving interventions; and
- discussion with the force to help improve the mechanisms for recording, monitoring and the resulting of problem solving interventions.

Recommendation (3): Training, Development and HR Issues

HMIC recommends that the BCU reviews its arrangements for the training and development of its staff to ensure that they receive appropriate training, development and professional support necessary to support the delivery of Force and BCU priorities. This should include:

- the completion of training needs analysis drawn from PDRs, corporate requirements, inspection and performance review with a flexible, proportionate and bespoke method of training delivery;
- co-ordinated delivery of problem solving training for neighbourhood policing staff and, ideally, this should be jointly conducted and inclusive of partners;

- training on NCRS and the HOCR requirements for sanction detections; and
- improving the credibility of the PDR process, ensuring that PDR objectives are SMART and linked to BCU priorities.

Recommendation (4): Enhancing Proactivity through the NIM²

That the BCU reviews its key NIM processes so as to ensure that proactivity is intelligence-led and correctly focused upon key priorities. To include:

- ensuring that the BCU control strategy becomes more visible and drives the focus of proactivity and the direction of flexible resources;
- an examination of the Daily Intelligence Meeting (DIM) and Daily Demand/Management Meeting (DMM) processes so as to ensure the remit of each is clear with the DIM driving daily proactivity and the DMM exercising oversight of DIM decisions, critical incidents and key issues of compliance;
- increasing the volume of quality intelligence submitted by staff;
- building upon the excellent work of the Offender Management Unit (OMU) by ensuring clear ownership for the execution of the intervention plans for Prolific and Persistent Offenders (PPOs) whether within or outside the OMU.

1.8 The inspection team also acknowledge the following areas of good practice:

- The BCU work undertaken under Operation QUEST to improve the efficiency and effectiveness of incident and crime management processes (Para. 6.3).
- The ongoing work to target Organised Crime Groups (OCGs), identified as one of the key drivers for volume crime and anti-social behaviour (Para. 6.5).

² National Intelligence Model
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2. Introduction

2.1 Basic command units (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. They 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, the delivery of the local community safety strategy (CSS) priorities. As such, individual BCUs' performance will continue to be subject to increasing scrutiny from both Government and local communities.

2.2 The range in performance outcomes between BCUs presents an opportunity to continuously improve and to maximise the efficiency and effectiveness of this level 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 since 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 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 Police Report Card (PRC)³ domains and their constituent frameworks 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.**

³ <http://www.hmic.gov.uk/policereportcard/pages/home.aspx>
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2.4 The HMIC inspection of Salford BCU in Greater Manchester Police 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 Salford BCU for their co-operation and assistance provided to members of the inspection team.

Methodology

2.5 The Inspection of Salford 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 40 structured interviews and focus groups were conducted, involving over 107 individuals. Other staff members and partnership agency representatives were interviewed during the two visits to workplace settings. Representatives from the Salford Community Safety Board and the Independent Advisory Groups (IAGs) 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 Police (GMP) is one of the largest forces in the country. The force covers 1,200 kilometres of North West England, including the cities of Manchester and Salford and the towns of Bolton, Bury, Oldham, Rochdale, Stockport, Tameside, Trafford and Wigan. There are 12 territorial divisions that comprise Greater Manchester Police. These mirror the ten local authority areas, with Manchester divided into three due to its size. The 10 local authority areas are coterminous with the ten CDRPs in Greater Manchester.

3.2 The force area has a resident population of almost 2.6 million and an estimated eight million people visit Greater Manchester's sporting, entertainment, business and educational facilities each year. Greater Manchester has a high concentration of major sporting facilities which host major events including four premierships football clubs and Lancashire Cricket Club.

4. The BCU Context – Salford

4.1 The city of Salford is one of ten local authorities that lie within the Greater Manchester area covering 37 square miles with a population of 221,200. There are 20 Salford ward boundaries, including eight Community Committee areas and five neighbourhood policing areas, namely Salford North, East, Central, South and West. The area comprises of 60 percent green space, 18 square miles of countryside and parks, six waterways and 30 miles of river and canals. Salford is well served by excellent road and public transport links including the M60, M62, M602 and A580 road network making the city well placed as a visitor and commercial centre. There is a metro link running from Eccles to Manchester that also connects to adjoining areas. Rail services link Salford to other major towns & cities. The River Irwell flows through Salford in the east across the boundaries with Manchester & Bury.

4.2 The local Strategic Partnership (partners in Salford) are committed to making the area a great city, based upon the seven-point plan ‘Salford’s Sustainable Community Strategy 2009–2024’ one of which is achieving ‘a safe city’. The Community Safety Strategy 2008–11, identifies the priorities for Salford Crime & Disorder Reduction Partnership (CDRP) for the three year period; delivering on the ‘Safe City’ theme of the Sustainable Community Strategy, identified seven priority wards. These are; Langworthy, Broughton, Little Hulton, Barton, Winton, Irwell Riverside and Ordsall, the latter two being the most vulnerable.

4.3 There are 60 elected councillors in Salford with a firm Labour majority (36 seats) and two Parliamentary Constituents.

4.4 According to the latest Index of Multiple Deprivation (IMD), Salford was ranked the 15th most deprived district out of 342 in England. Salford is the most deprived area in Greater Manchester with only Manchester displaying a higher level of borough-wide deprivation. In addition, there are very affluent areas adjacent to the most deprived areas and priority neighbourhoods, which significantly impacts on crime. Indeed, the Central and East neighbourhoods have the highest proportions of vulnerable lower super output areas (LSOA) this has increases from 2009 with over twice the average vulnerability. Salford West, South and North have above twice the average respectively with all showing increases on last year.

4.5 There is a large university (19,000 students) with a transient seasonal student population which impacts upon crime, particularly at key times in the year, for example, Fresher’s Week and student halls of residence have historically been problematic for burglaries. Salford East Neighbourhood encompasses Salford University, and Salford Central hosts the majority of the colleges’ campuses.

4.6 The new MediaCityUK⁴ development at Salford Quays is set to change the face of the city, creating a new globally important home for creative, digital and media industries. The 36 acre site, currently under construction, will be home to BBC North which is relocating five of their London departments and 2500 jobs to MediaCityUK. The University of Salford is creating a new campus for 700 students and staff. Additionally, the re-development of Chapel Street, a mixture of shopping and residential development in conjunction with the City of Manchester, will have significant implications for the local economy as well as presenting new challenges for the local CDRP. Salford attracts over six million visitors a year, in part due to having a world-class arts centre and theatre complex – The Lowry. There are two national league rugby clubs. Due to extensive regeneration, Salford has attracted a large number of ‘outsiders’ into rented and owner-occupier properties, and a large number of commercial businesses have been established in the area. There has also been a great deal of inward investment in Salford.

Diversity

Ethnic Groups in Salford

4.7 The following table shows the ethnic groups within the Borough of Salford⁵:

Percentage of resident population in ethnic groups	Salford	England
White	96.1%	90.9%
of which White Irish	1.8%	1.3%
Mixed	1.0%	1.3%
Asian or Asian British	1.4%	4.6%
of which Indian	0.6%	2.1%
of which Pakistani	0.4%	1.4%
of which Bangladeshi	0.2%	0.6%
of which Other Asian	0.2%	0.5%
Black or Black British	0.6%	2.3%
of which Caribbean	0.2%	1.1%
of which African	0.3%	1.0%
of which Other Black	0.1%	0.2%
Chinese or Other Ethnic Group	0.9%	0.9%

⁴ MediaCityUK (<http://www.salford.gov.uk/mediacityuk.htm>)

⁵ Source: ONS neighbourhood statistics, 2001 Census

4.8 The following table shows a breakdown of religions for Salford:

Percentage Population in Religious Groups	Salford	England
Christian	76.5%	71.7%
Buddhist	0.2%	0.3%
Jewish	2.4%	0.5%
Hindu	0.3%	1.1%
Sikh	0.1%	0.7%
Muslim	1.2%	3.1%
Other Religions	0.2%	0.3%
No religion	11.0%	14.6%
Religion not stated	8.1%	7.7%

The Leadership Audit

4.9 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 circumstances vary, 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 to validate key themes. This is a developing tool that will become increasingly powerful as benchmarks are created from BCUs against which results can be evaluated.

4.10 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 SMT so as 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 that primarily assessed the leadership of the BCU Commander and the SMT.

4.11 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 inspectors, special constables and police staff; and
- One-to-one interviews with the BCU Commander, operations superintendent/chief inspectors and business manager.

The audit also includes an interview with the relevant link chief officer who exercises line management over the BCU Commander, to explore their working relationship. A summary of the staff survey findings is attached at Appendix 'B'.

The Leadership Context – Salford BCU

4.12 There has been considerable change at Salford BCU over the past 12 months and more will follow if performance improvements are to be sustained. Notwithstanding these changes, staff remain broadly positive about their work and are positive about the BCU's future prospects. This has been possible because staff have been included in the process of change, they feel they have been able to influence its direction and have therefore taken a degree of ownership in its implementation.

4.13 Staff are also realistic about when consultation is possible and readily accept that there are occasions when consultation is inappropriate (eg. mandated change) or not viable (eg. when time constraints preclude). Not all staff will accept change and some may even resist it. However, provided an open approach is adopted and the rationale for change and consultation is explained, most staff should understand the requirement. With more organisational change ahead, it is essential that the SMT adopt a common approach to staff consultation when it is necessary or possible. The learning from the past 12 months must now be carried forward into the next 12 months and the SMT are encouraged to do so.

The Audit Results

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

- The Chief Officer team provide support to the BCU Commander at a variety of levels. The monthly Force Leadership Team meeting gives direction in terms of performance issues, benchmarking performance against BCU targets. This meeting is chaired by the Chief Constable and deputy chief constable. The Territorial Commanders meetings, chaired by one of the assistant chief constables is less formal and facilitates exchanges of good practice and a more relaxed discussion of

issues between BCU commanders. At a BCU level a quarterly performance meeting takes place chaired by the assistant chief constable specialist response (line manager to the BCU commander). Outside of the formal meetings the BCU Commander receives strong support from his line manager either face to face or via telephone.

4.15 **The BCU has an appropriate structure that is aligned to the force Strategy**

- A positive response, with an average score of 4.64 (out of a potential maximum of 6) and 87.78 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied with the clarity with their roles and how they contribute to the BCU and force strategy. Focus group interviews confirmed this view for constable and sergeant ranks (and police staff equivalents), but for inspector rank and above, satisfaction levels were higher. It was widely acknowledged that changes implemented by QUEST had caused realignment of roles but the view was this process had been well managed by the BCU Senior Management Team.
- A positive response, with an average score of 4.52 and 84.62 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that they are being set objectives that are relative to their role and experience. Interviews showed that this was consistent with the views of the senior managers and constables. However, those in between were less satisfied that this was the case due to objectives not being specific to them as individuals, and the process was viewed as bureaucratic and lacking credibility. However, a new PDR system had recently been introduced by the force, and following their training, staff felt the new process would address some of their concerns.
- A positive response, with an average score of 4.62 and 88.51 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that lines of accountability and responsibility are clearly defined in the BCU. Focus groups showed the majority of inspectors and above to be very satisfied, but the constable and sergeant ranks (and police staff equivalents) were less satisfied.
- A negative response, with an average score of 3.70 and 57.50 percent of responses being positive (both excluding scores of zero) suggests that staff do not believe resources are being effectively managed (including issues of demand and deployment). This was not reflected in the focus groups for inspectors and above where satisfaction levels were high, where it was also viewed that resources were consistently well managed through the Demand and Resource Management Unit, with future resource requirements also reviewed and addressed at the BCU daily demand meeting. However, constable and sergeant ranks (and police staff equivalents) did reflect the survey results with the opinion that resource levels on response teams were often reduced below minimum strength due to last minute abstractions to the

Neighbourhood Investigation Unit and the Public Service Team. Also, due to current force policy regarding vacancy management, vacancies were not being filled quickly enough, for example in the front enquiry offices. This was felt to have a negative impact on staff morale and customer service within the BCU.

- A positive response, with an average score of 4.15 and 75.00 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that BCU teams are balanced in terms of skills, experience and diversity. Within the majority of focus groups it was felt there was a good balance being achieved. However, constable and sergeant ranks (and police staff equivalents) felt the experience of response teams was an issue; there is a high proportion of student officers and a high turnover of staff to neighbourhood teams and other specialist units.
- A positive response, with an average score of 4.61 and 84.34 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that health and safety procedures on the BCU are effective and they feel safe in their workplace. Satisfaction levels within all focus groups were higher than the survey, attributing improvements in working practices to the BCU Health and Safety Co-ordinator.

4.16 The BCU has a Performance Culture with Integrity

- A positive response, with an average score of 4.59 and 77.42 percent of responses being positive (both excluding scores of zero) suggests that staff are satisfied that their line manager shows an interest in their performance and development. This view was reinforced within the focus groups, but a small minority of staff felt managers did not always address poor performance, perceiving this to be the role of HR.
- A positive response, with an average score of 4.37 and 78.02 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that they receive the development that they need to perform their role. Satisfaction levels within the focus groups for inspectors and above were high. However, this was lower among constable and sergeant ranks (and police staff equivalents) who felt requests for training made through the BCU's Training Needs Analysis were often not met by HQ, and an equal number of course places were shared among all BCUs, rather than being allocated according to demand. Staff interviewed also felt there was a lack of understanding by student officers regarding the roles of specialist departments specifically caused by the lack of attachment opportunities. The proposed introduction of a dedicated training day within the shift patterns was seen as a positive development by all staff interviewed.
- A negative response, with an average score of 3.73 and 62.22 percent of responses being positive (both excluding scores of zero) suggests that staff do not believe that good performance is recognised and

rewarded within the BCU. This was not the opinion of those interviewed in the focus groups; those at all ranks were satisfied and inspectors were the most satisfied. There was an acknowledgement by senior managers that the change programme instigated by QUEST had caused delays in staff receiving rewards and recognition. This had now been addressed through the Resource Management Group Meetings. On a daily basis, recognition was provided to staff through the BCU Daily Management Meeting. There was an acknowledgement by staff at all levels that more could be done to recognise and reward the work of police staff although staff felt this was being done for PCSOs.

- A negative response, with an average score of 3.99 and 68.00 percent of responses being positive (both excluding scores of zero) suggests that staff do not believe that innovation is promoted and supported in the BCU. Again, this was not reflected in the focus groups where satisfaction levels were consistently high and staff felt that innovation was positively encouraged on the BCU without any 'blame culture' being evident. Examples of this were provided, such as the introduction of the 'decoy house' to address house burglaries.
- A positive response, with an average score of 4.57 and 86.96 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that there is effective use of the NIM (resources/tasking/co-ordination) in the BCU. Within the focus groups, satisfaction levels were higher at all levels. Staff felt briefings and taskings had recently improved with updates being provided on a daily basis including weekends. However, a small minority of police staff had not heard of the National Intelligence Model.
- A negative response, with an average score of 3.66 and 55.42 percent of responses being positive (both excluding scores of zero) suggests that staff do not believe that the BCU managers ensure that maintaining integrity is more important than achieving good performance. Again, this was not reflected in the focus groups: there were high levels of satisfaction at inspector and sergeant levels. They felt more compliance checks were now in place, such as the fact that staff in the BCU now check every hate crime and domestic violence incident against the National Crime Recording Standards. Satisfaction levels among constable ranks (and police staff equivalents) were slightly lower although staff recognised improvements in the last 18 months with a more balanced performance management regime focusing on quality and not just quantity.
- A positive response, with an average score of 4.36 and 79.52 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that the BCU delivers an effective service to the community. Again, levels of satisfaction within the focus groups were higher. The recent introduction of the Public Service Team was seen as a positive development to improve customer service and public satisfaction levels.

4.17 Diversity

- A positive response, with an average score of 4.65 and 85.00 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that diversity is embedded within the BCU, specifically in terms of personal values and all areas of business (including selection and appointment of staff). The views within the focus groups indicated the majority of staff were either satisfied or very satisfied with this statement.
- A positive response, with an average score of 4.17 and 76.00 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that fairness at work procedures (eg. grievance or appeals) can be confidently used by staff on the BCU without fear of recriminations from managers. Focus groups were very positive about their confidence in the system. Managers had received training in order to resolve issues at an early stage. Support was provided by Equal Opportunity Advisors. Staff were also complimentary about the support and advice provided by the HR Unit.
- A positive response, with an average score of 4.82 and 90.00 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that their line managers decisions in respect of operational issues are consistent. *Note - views from the focus groups for this area and those listed below regarding line management are detailed at the end of this section.*
- A positive response, with an average score of 4.90 and 92.77 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that their line managers' decisions in relation to disciplinary issues are consistent.
- A positive response, with an average score of 4.72 and 88.17 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that their line managers solve their problems effectively.
- A positive response, with an average score of 4.61 and 82.80 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that their line manager inspires them with confidence. Consistently high levels of satisfaction regarding line managers were reflected in all the focus groups. The majority of staff felt the high satisfaction levels started with the Senior Management Team and were cascaded down through the BCU to line managers. The majority of managers at all levels were described as visible, consistent in approach and supportive.
- A positive response, with an average score of 4.42 and 75.95 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that sickness and welfare are effectively managed within the BCU. The satisfaction levels within the focus

groups were consistently higher than the survey results with staff recognising the proactive approach taken by the HR unit to get staff back to work. Staff also felt the division recognised good attendance. Among the sergeants and police staff equivalents, a small minority felt they were unable to use their discretion regarding attendance management. For example, in order to comply with force policy, they felt forced to place an officer on an action plan despite justified reasons for their poor attendance. Staff also highlighted the lack of quality in 'Return to Work' interviews and an inconsistency in approach.

- A positive response, with an average score of 4.36 and 77.05 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that managers deal effectively with bullying. Those interviewed in the focus groups were positive about how managers dealt with this issue. The previous performance management regime was given as the reason for most reports of bullying. This was not the case with the present Senior Management Team and managers, who still scrutinised performance, but in a more supportive manner. The majority of responses from constables and police staff equivalents were that they could not comment as they didn't know.
- A negative response, with an average score of 3.91 and 65.79 percent of responses being positive (both excluding scores of zero) suggests that staff do not believe that abstractions from duty – other than sickness – are effectively managed within the BCU. The focus groups for constables and police staff equivalents echoed this opinion. Abstractions were regularly made at short notice from response teams to the Prisoner Processing Unit, Neighbourhood Investigation Unit or the Public Service Team. Similar abstractions were also being made for courses and court. Within the focus groups for sergeants and police staff equivalents and above, satisfaction levels were higher and there was an acknowledgement that there were issues often outside the control of the BCU. For example, the allocation of staff to training courses was controlled by HQ with no account being made of the BCU's periods of high demand such as the summer months. Often requests to allocate course places would be made at short notice. In addition, senior managers acknowledged that under QUEST, the BCU had recently gone to a new resource/demand model and therefore abstractions had been higher than usual. To alleviate concerns and better manage abstraction levels the Superintendent (Operations) was now holding weekly meetings to review and monitor resources against demand levels.
- A negative response, with an average score of 3.81 and 59.42 percent of responses being positive (both excluding scores of zero) suggests that staff do not believe that there is a commitment within the BCU to staff retention. This was not reflected in the focus groups with the majority of staff at all levels being satisfied with staff retention within the BCU.

4.18 Personnel Management

- A positive response, with an average score of 4.95 and 91.40 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that they have regular and meaningful contact with their line manager. *Note - views from the focus groups for this area and those listed below regarding line management are detailed at the end of this section.*
- A positive response, with an average score of 4.77 and 88.04 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that their line manager demonstrates a genuine interest in them.
- A positive response, with an average score of 4.70 and 89.25 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that their contributions are welcomed and valued.
- A positive response, with an average score of 4.61 and 86.02 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that staff feel proud of the service they deliver.
- A positive response, with an average score of 4.74 and 87.10 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that their line manager makes them feel trusted, valued and included.
- For all the above areas satisfaction levels within the focus groups were higher than the survey results. Staff felt their line managers were supportive and inclusive. This was also the case for those working at satellite stations in the BCU with the view being that good use was made of video conferencing facilities to make staff feel valued and part of the BCU. Senior managers acknowledge as a result of QUEST the BCU had been through a lot of change and more work was needed to ensure staff were made aware of 'good news' stories. A weekly communications meeting had recently been introduced to address this issue.
- A positive response, with an average score of 4.22 and 75.95 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that training and development is allocated on the BCU according to need.
- A positive response, with an average score of 4.39 and 75.29 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that they are encouraged to learn by their line manager.

- A positive response, with an average score of 4.25 and 72.83 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that their line manager ensures that they are provided with time to learn.
- A positive response, with an average score of 4.06 and 70.11 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that they feel prepared for future changes.
- A positive response, with an average score of 4.45 and 79.49 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that coaching and mentoring is available to them if they need it.
- A positive response, with an average score of 4.91 and 91.95 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that personnel issues are dealt with by their line manager in an appropriate and timely manner. Again, staff taking part in the focus groups were mostly satisfied or very satisfied with that this was the case within the BCU.

4.19 Communication

- A positive response, with an average score of 4.23 and 74.70 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that the BCU commander and Senior Management Team have a high profile within the BCU. Satisfaction levels within the focus groups for sergeants and police staff equivalents and above were higher with the majority either satisfied or very satisfied. However, among constables and police staff equivalents, satisfaction levels were lower with the view the Senior Management Team were not as visible as they could be in the satellite stations within the BCU.
- A positive response, with an average score of 4.77 and 90.32 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that their line manager communicates relevant information to them. Satisfaction levels within all focus groups was consistently higher than the survey with staff being satisfied or very satisfied with this statement.
- A negative response, with an average score of 3.71 and 61.90 percent of responses being positive (both excluding scores of zero) suggests that staff do not believe that they are, where it is appropriate, consulted on matters of change within the BCU. This was not reflected within the majority of focus groups, where satisfaction of ranks of sergeant (and police staff equivalents) and above was higher than the survey, with the majority either satisfied or very satisfied. The consultation process during QUEST was viewed very positively. However, among constables and police staff equivalents, satisfaction levels were more in

line with the survey with the view that consultation outside of the QUEST process could be improved.

- A positive response, with an average score of 4.93 and 90.22 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that their line manager is available when they need to speak to him or her. Those interviewed at all levels, again, had higher satisfaction levels in relation to their line manager and were either satisfied or very satisfied with this statement.
- A positive response, with an average score of 4.09 and 70.67 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that the BCU commander and Senior Management Team are available to staff at appropriate times. Again satisfaction levels within the focus groups for sergeants and police staff equivalents and above were higher, with the majority either satisfied or very satisfied. However, levels were more in line with the survey among constables and police staff equivalents with most either satisfied or a bit satisfied.
- A negative response, with an average score of 3.94 and 69.57 percent of responses being positive (both excluding scores of zero) suggests that staff do not believe that the BCU commander and Senior Management Team respond to feedback from staff in a positive way. This was not reflected within the focus groups, however, and sergeants and police staff equivalents were either satisfied or very satisfied. However, satisfaction levels among constables and police staff equivalents were slightly lower, with most either satisfied or a bit satisfied. There was a view that, although staff provide feedback to senior managers, they were rarely updated as to how that feedback had been received and what changes had been made as a result.
- A positive response, with an average score of 4.77 and 87.50 percent of responses being positive (both excluding scores of zero) suggests that staff are quite satisfied that their line manager responds in a positive way to feedback from staff. Those interviewed at all levels, again, had higher satisfaction levels in relation to their line manager and were either satisfied or very satisfied with this statement.

Audit Conclusions

During the course of all of the focus groups, those involved took pains to comment on how much the working environment of the BCU had improved in comparison to how it had been 18 months ago. This improvement was attributed to managers across the BCU, but specifically to the Senior Management Team who were consistently described as supportive, inclusive and approachable. There was a confidence among staff that the improvements made so far, including those concerning performance, would continue, with the positive leadership being demonstrated at all levels starting with the BCU Commander.

Many of the comments made during focus groups were consistent across all ranks in the BCU. These comments related to both areas of dissatisfaction and satisfaction. For example, staff were consistently dissatisfied with the appraisal system describing it as bureaucratic and lacking in credibility. Staff were hopeful the new system, recently introduced, would address these concerns. However, the new system had introduced a staggered approach and staff felt this did not fit with the BCUs planning cycle, and therefore could impact negatively on performance. Another area of consistent dissatisfaction was training and development. Staff acknowledged their views mainly related to decisions made by HQ, for example the lack of allocation of training places based on the demands of the BCU. Also the negative impact on abstraction levels by a lack of planning regarding the allocation of training places.

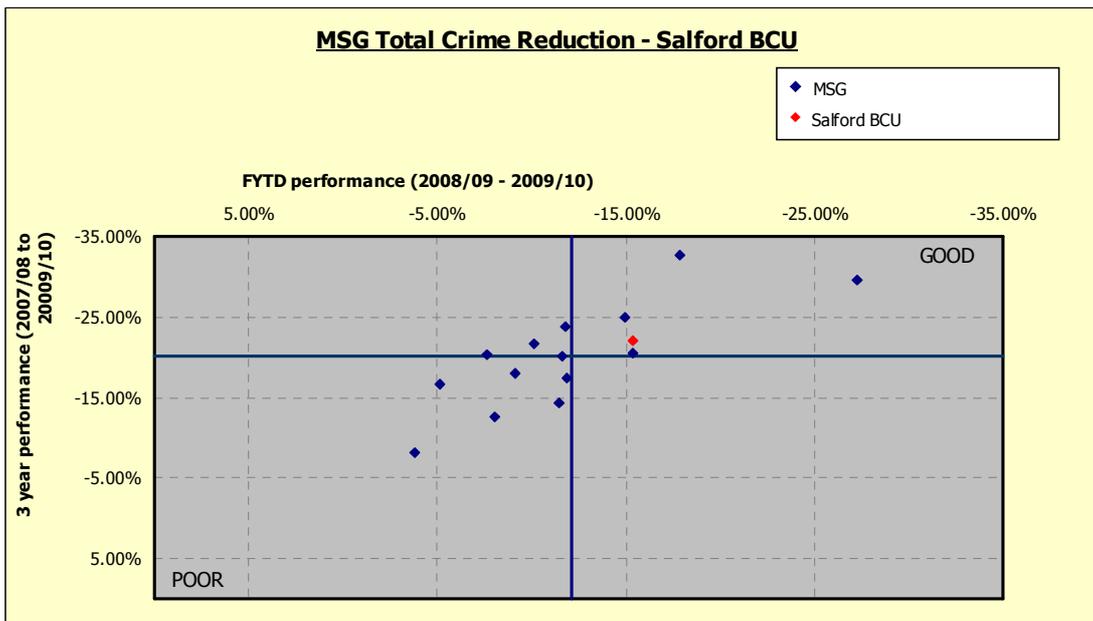
An area that drew consistent positive comment was the business process re-engineering that had taken place as a result of QUEST. Staff were especially complimentary regarding the consultation process undertaken throughout the project. They were also satisfied regarding the clarity of roles, functions and responsibilities across all levels of the BCU. However, staff were less satisfied that lessons had been learned from the QUEST process to improve consultation in other areas within the BCU.

Other areas of consistent satisfaction were around health and safety and innovation. Staff felt they worked in a safe environment in which innovation was positively encouraged without any 'blame culture' being evident. Examples of this were provided, such as the introduction of the 'decoy house' to address house burglaries.

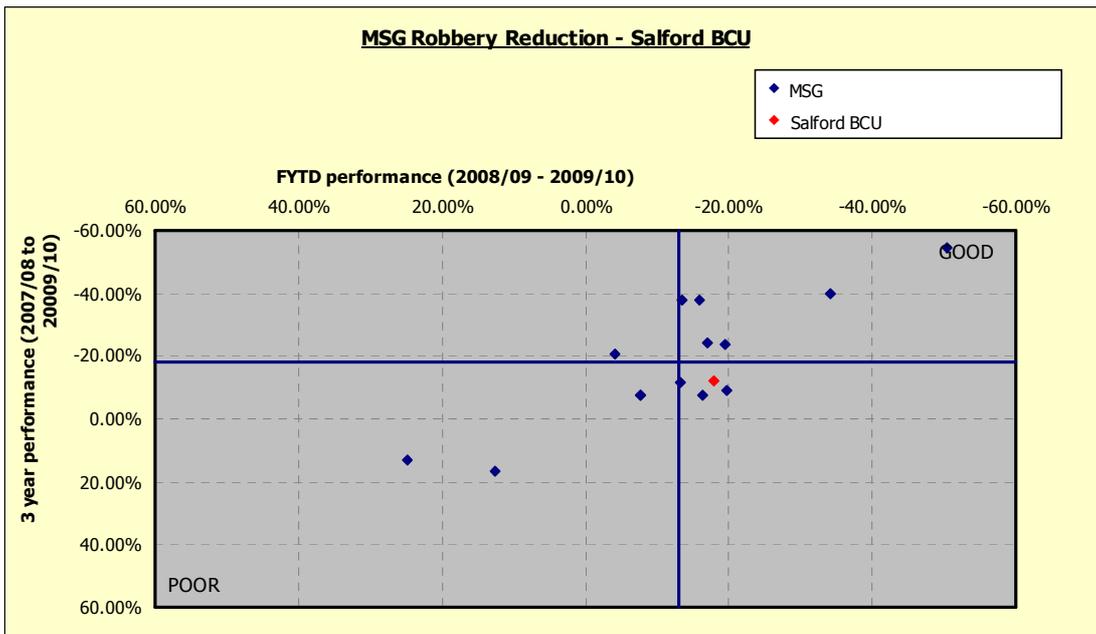
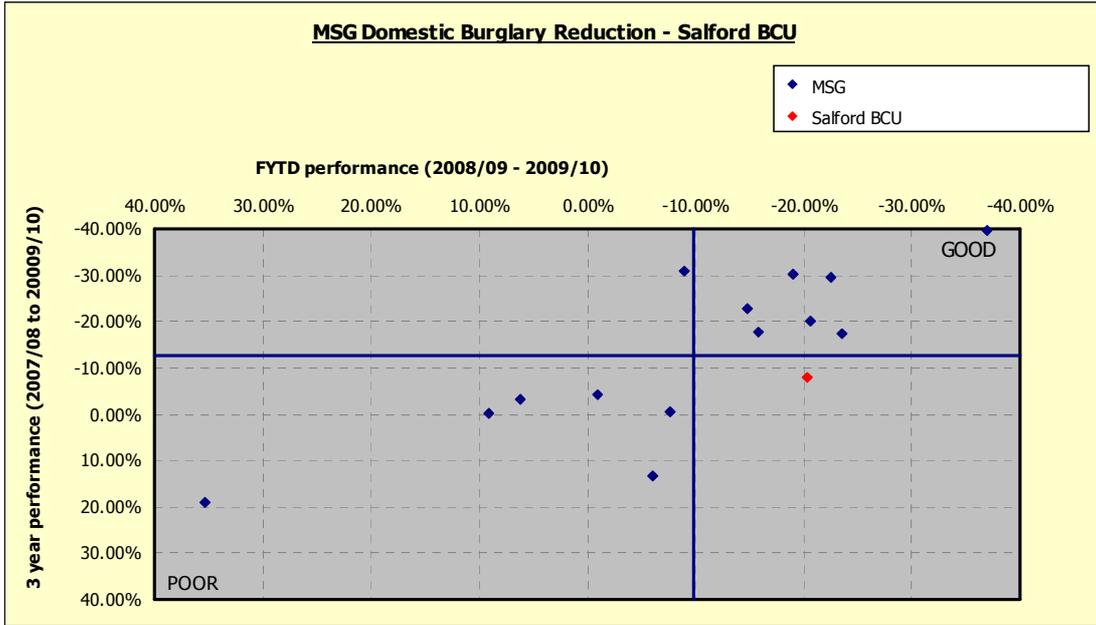
5. BCU Performance

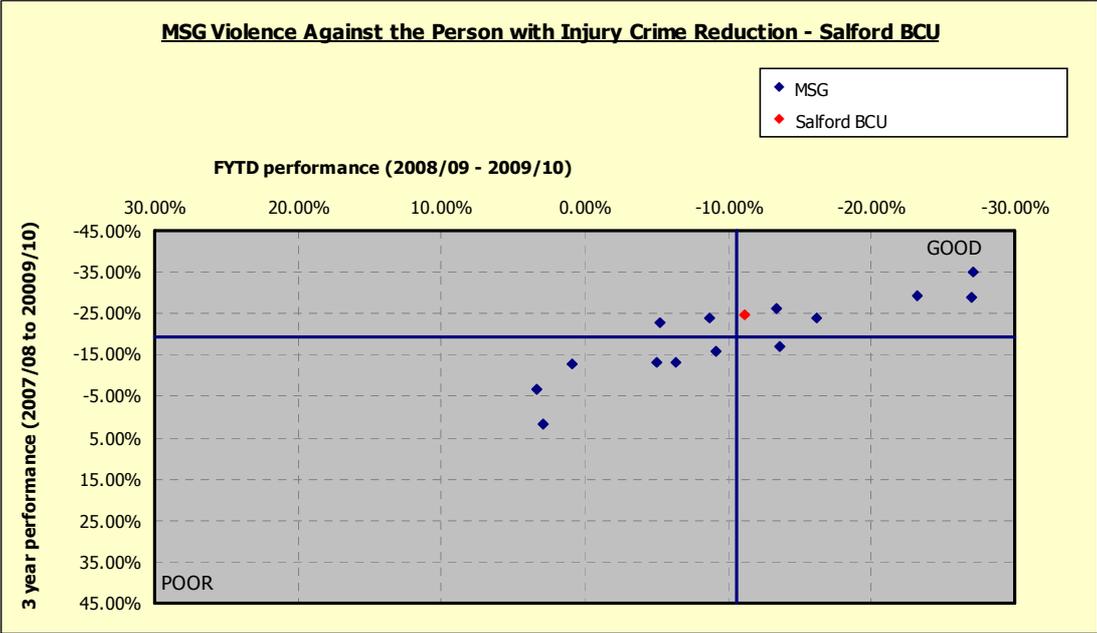
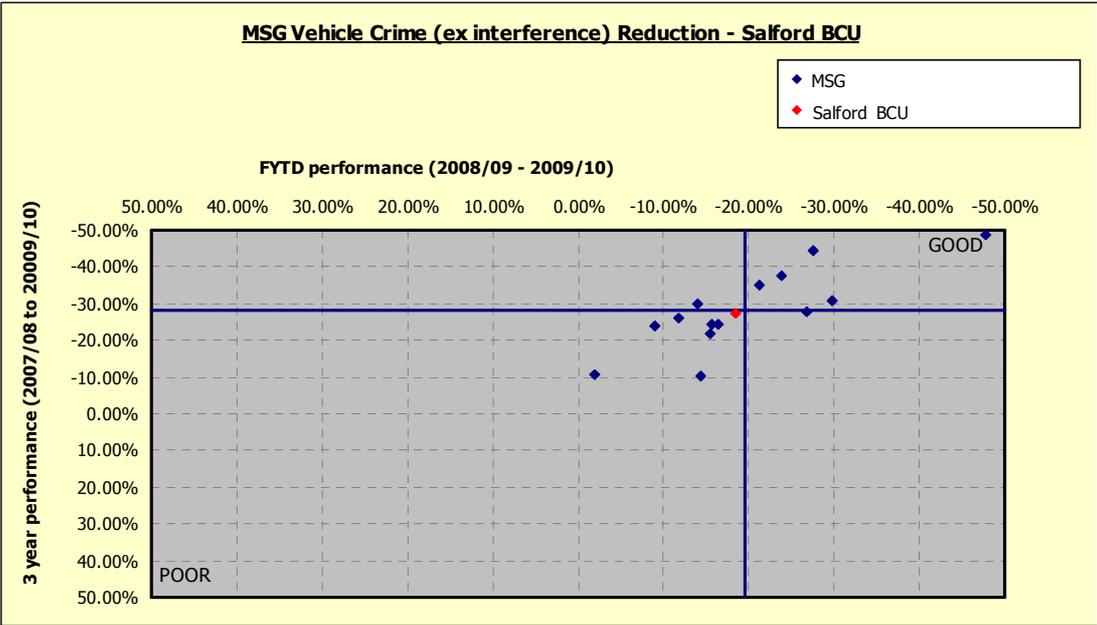
5.1 BCU objectives should reflect both national priorities - as set out in the National Policing Plan and reflected quantitatively in the public service agreement (PSA) targets - and local needs. In inspecting BCUs, HMIC covers both achievement of locally set targets and, more specifically, the delivery against national objectives, in particular, crime reduction and sanction detections. Considerable attention is paid to the MSG⁶ positioning and direction of travel, both against the BCU's past performance and relative to its MSG.

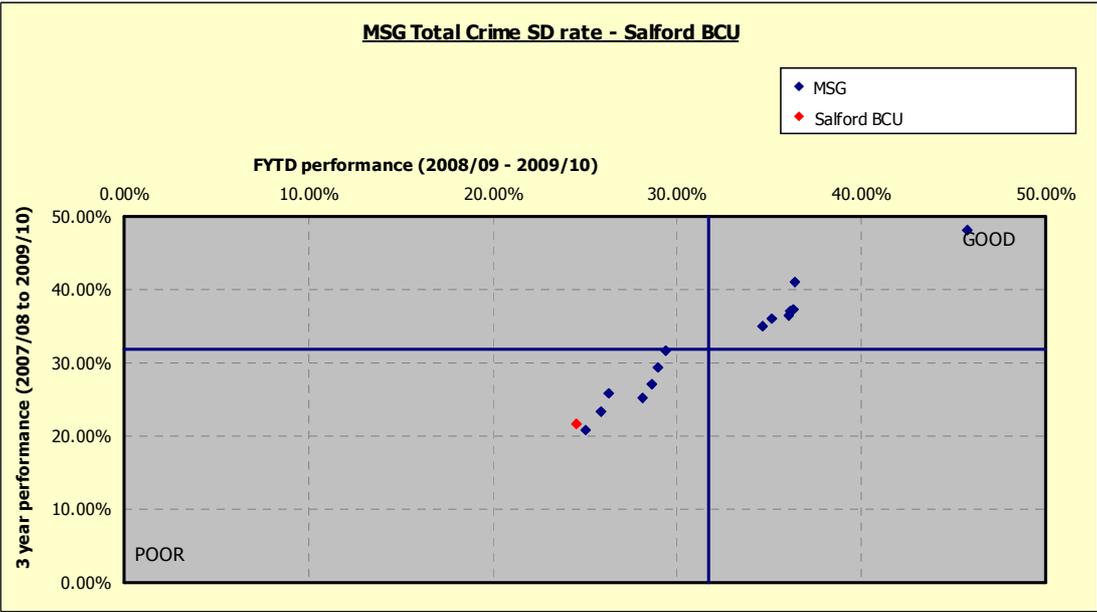
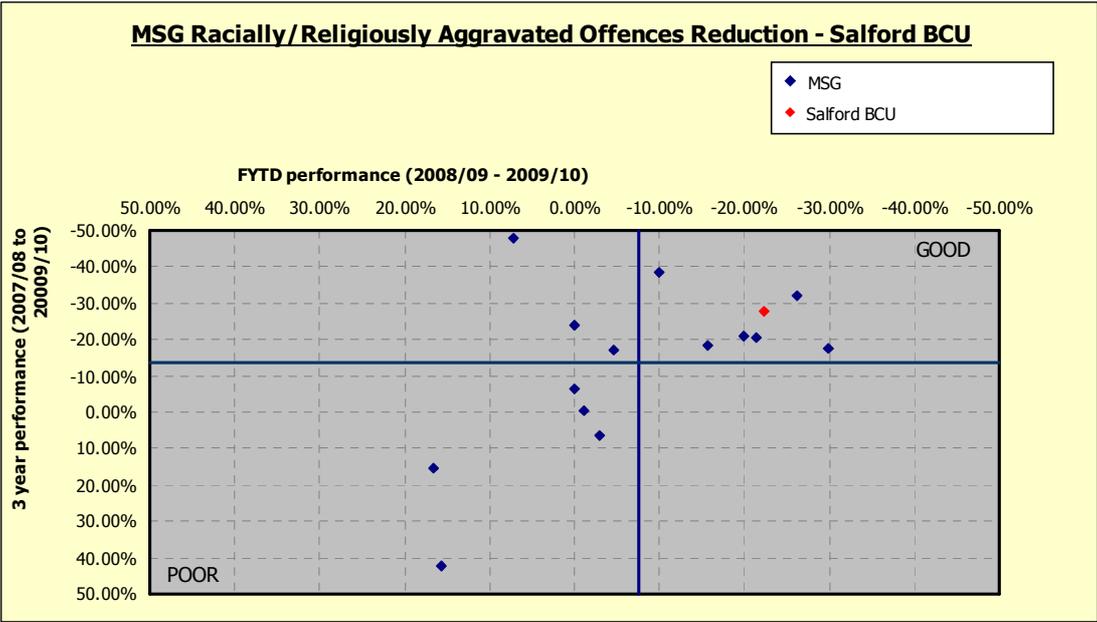
5.2 This is illustrated graphically using Boston Box charting techniques (below) which illustrate performance against national priorities over the short (12 month) and medium (three years) term against the MSG average - which is denoted by the horizontal and vertical lines that cross each chart (the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

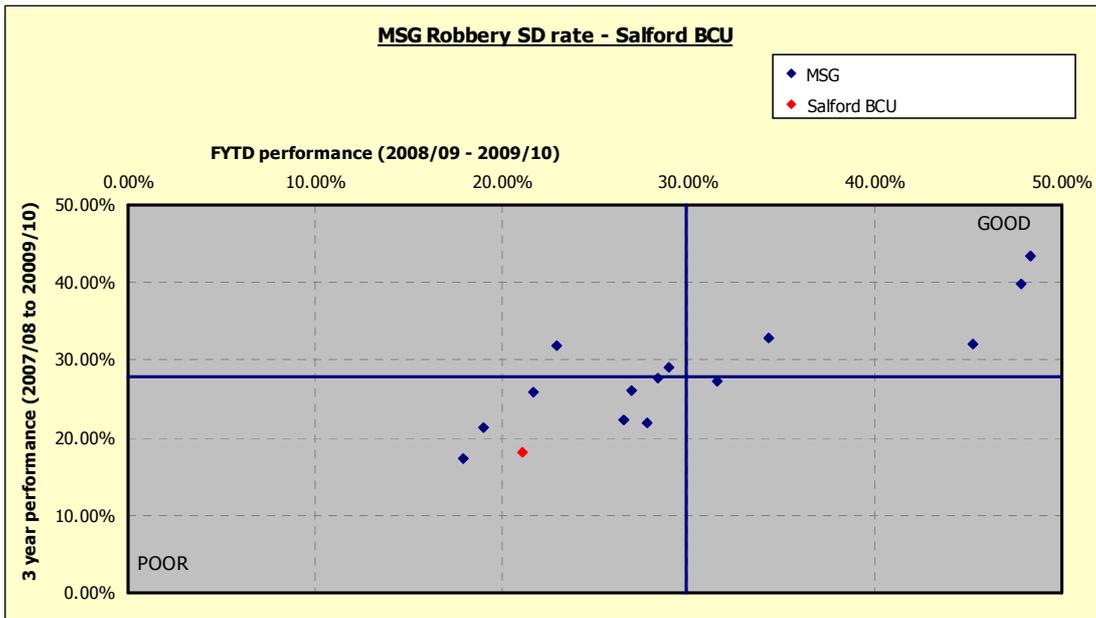
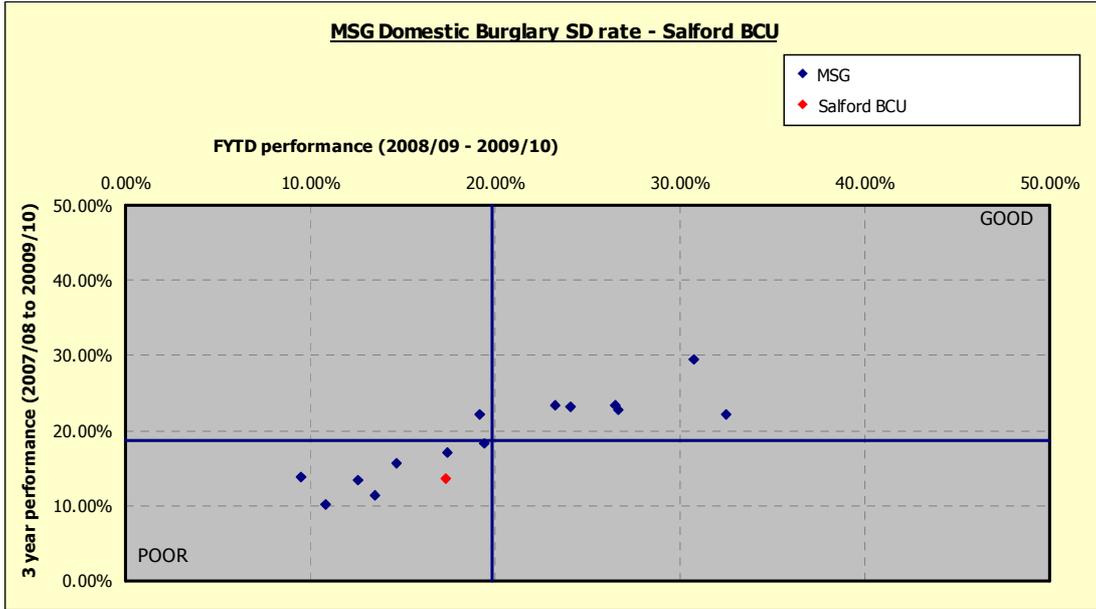


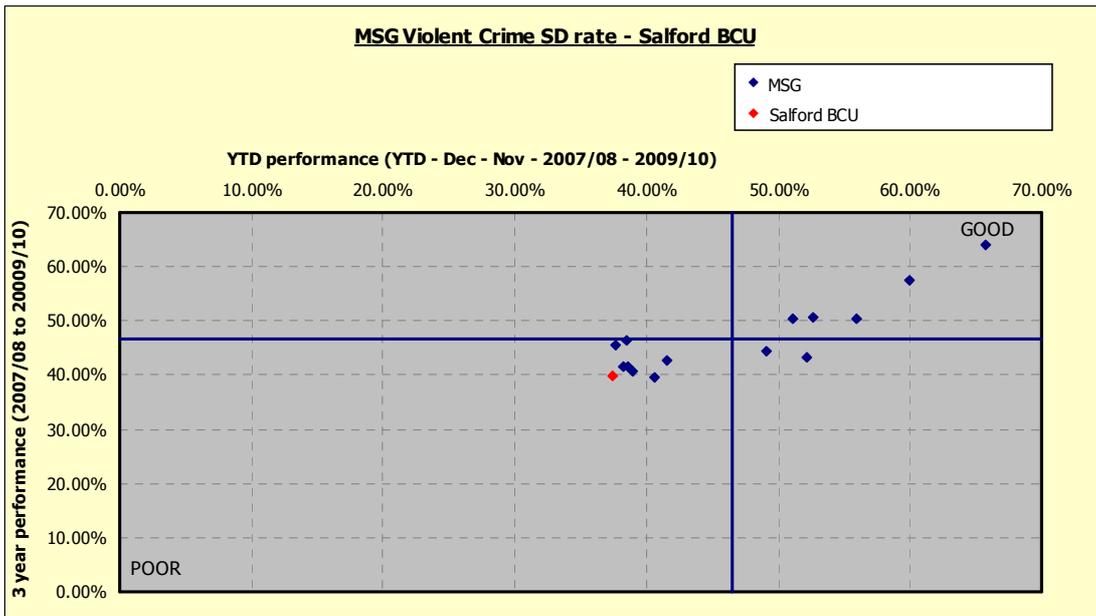
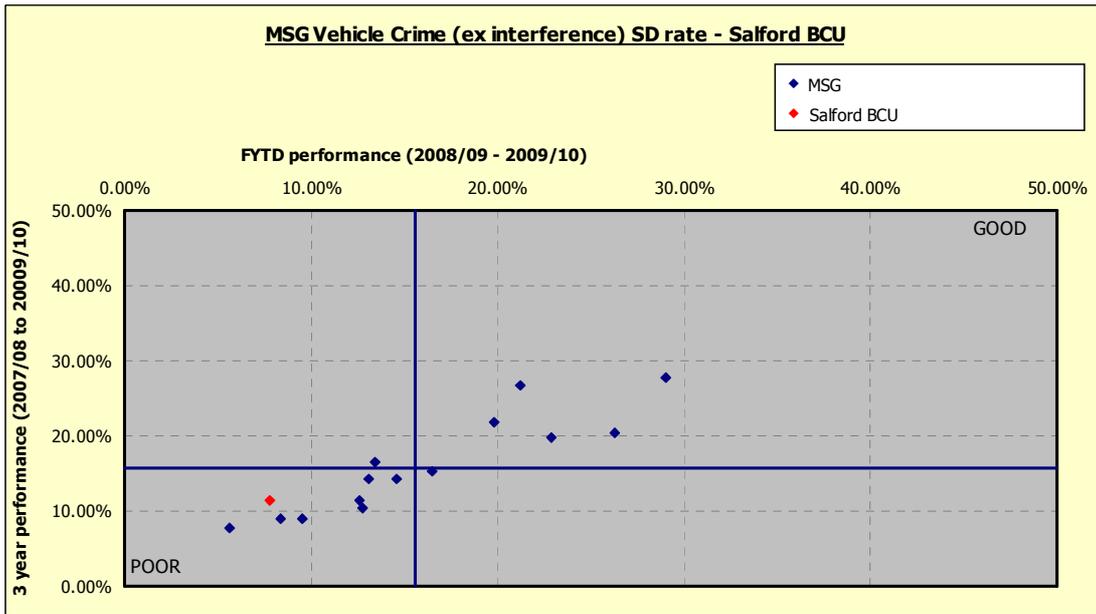
⁶ Most Similar Group
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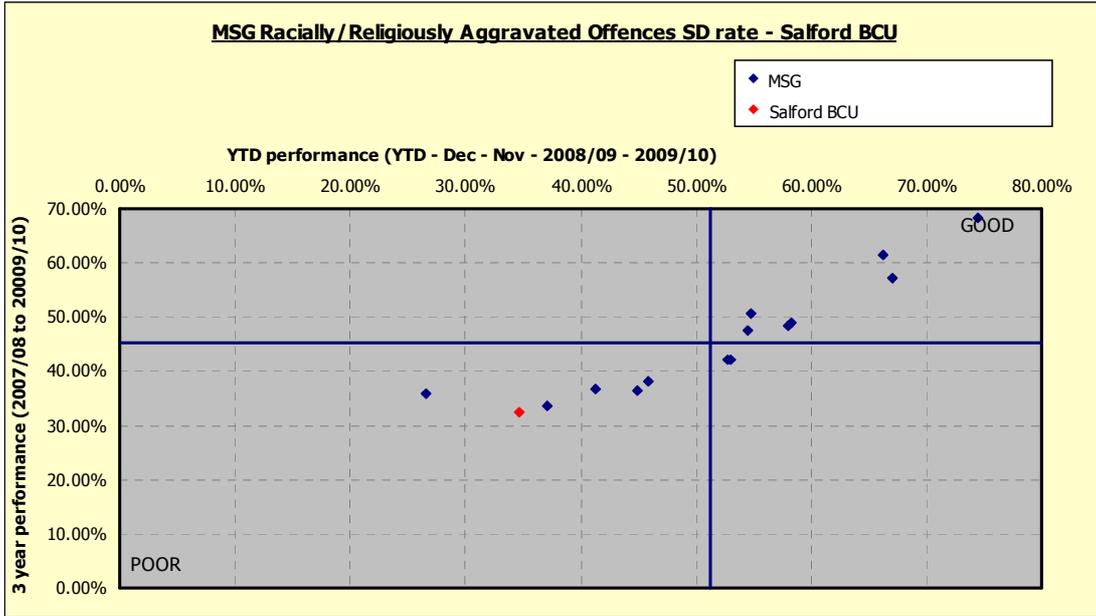




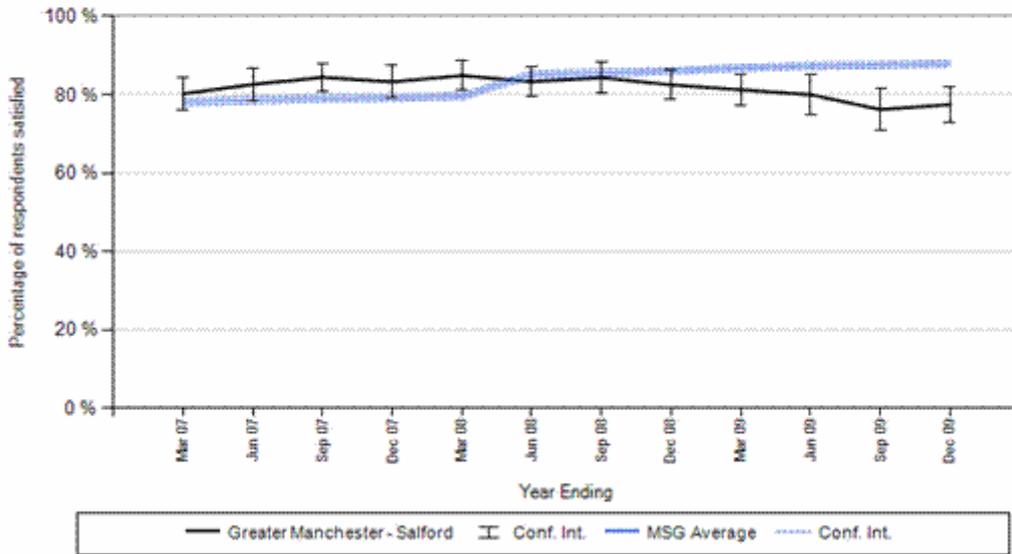








**iQuanta Comparison Chart - Satisfaction with Whole experience
 Greater Manchester - Salford BCU
 All users (excl racist incidents)
 01 Jan 2007 - 31 Dec 2009**



6. What We Found

6.1 Following a review of the BCU's performance, the GL4 (Going Local 4) self-assessment, the findings from the leadership audit and other key documentation, HMIC conducted its fieldwork at Salford BCU. The inspection team sought to validate acceptable practice and further investigate/evidence 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 Police Report Card (PRC) domains that are evidenced by the inspection team as either particular strengths or opportunities for improvement in the core business of the BCU.

The PRC Domains & BCU Frameworks of Business

Leadership (this transects all PRC 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 Senior Leadership Team (SLT) is cohesive, motivated and united in their approach. The BCU Commander has an inclusive leadership style that ensures he gets the best from his team while also leading by example in his role in personally attending critical incidents and chairing numerous BCU level gold groups.
- The BCU Commander is fully aware of the corporate change plan and recognises his role in its implementation in the months ahead. He has consequently ensured that his BCU change plans compliment those for the force and he recognises his corporate role to help shape their implementation.
- There are clear lines of responsibility and accountability for key roles on the BCU and particularly within the functions that deal with incident and crime management. This follows a detailed review of the business processes in 2009 under the QUEST initiative.
- The BCU Commander and his SLT enjoy the full support of their partners, the Greater Manchester Police Authority (GMPA) link-member, staff associations and the overwhelming majority of those interviewed by HMIC. The BCU Commander meets regularly with the CEO for Salford Council and the relationship is productive and co-operative.
- The BCU has a strong emphasis upon communication with staff at every level with cascaded meetings routinely occurring from the BCU Commander to sergeant level. These meetings are used to communicate information on current change initiatives and to take views from staff affected by forthcoming changes.
- The SLT were generally perceived by staff to be visible, approachable and available notwithstanding their heavy volume of commitments.
- The manner of staff inclusion that accompanied the QUEST work on crime and incident management processes was outstanding. Staff universally felt engaged in the process and such consultation enabled the correct modelling of business processes, staff ownership of the changes, and achievement of the dividend that followed.
- The BCU has clearly articulated its annual priorities in an easily accessible format. This includes the priority, the performance target, the SLT lead and their photograph. These support the corporate priorities for 2010/11 and identify the improvement of public confidence as the overall BCU priority.

Areas for Improvement

- There was some evidence that police staff did not feel an integral part of the BCU workforce with a number who didn't feel valued, recognised and appreciated. Most considered this to be a consequence of the significant corporate changes that were approaching and an issue of organisational culture that could only improve over a period of time.
- The HMIC team could not locate detailed delivery plans for each of its BCU priorities for 2010/11. These are essential to provide staff with a reference point for how priorities are to be met but also to ensure business continuity for the BCU. In addition, there was no business change plan for the BCU that set out its key change initiatives whether determined by the force or locally from self-assessment. This will be required to regulate and co-ordinate the significant change that is being driven by the force and minimise its impact upon performance.
- A uniformed parade was observed by HMIC and while this was generally conducted well, taskings were not allocated to specific individuals for action. Instead, they were simply read out from the briefing system with little direction as to their completion.
- There is no BCU risk register in use for the management of organisational risks, allocation and prioritisation and for mitigating action to be taken accordingly.

Confidence and Satisfaction

Strengths

- In September 2009, with consultancy support, the BCU implemented Operation QUEST for its incident and crime recording processes in a considered, inclusive and careful way. The BCU decided to create a new Neighbourhood Investigation Unit (NIU) the staff within which would undertake all secondary investigations save for those undertaken by the Volume Crime Team (VCT) or CID Main Office. This is in contrast to the approach adopted at Tameside BCU where investigators were positioned within neighbourhood policing units. The results at Salford have been dramatic, with a reduction in response times for Grade One calls from an average of 6:04 minutes (April 2009) to 5:48 minutes (March 2010), Grade Two calls from 1:13:44 (April 2009) to 0:25:15 (April 2010). The average time taken to investigate crime has reduced from 50 days (pre-QUEST) to 15 days in April 2010. There has been a 7.2 percent increase in arrests and outstanding crimes (awaiting investigation) have reduced from 2,372 in July 2009 to 971 in April 2010. This represents an outstanding achievement in improved productivity and has enabled the BCU to create additional

capacity for quality investigations, proactivity and customer service functions.

- The force has produced a 'public confidence plan' for the work of BCU communication/media staff. The local media officer has prepared an action plan to improve public confidence through improved internal and external communication and this is being implemented. Actions include the publication of more good news stories, the production of community leaflets and requests for information and these are being enabled through attendance at Daily Intelligence Meetings and greater contact with members of the SLT.
- Data on the disproportionate (or otherwise) use of stop and search powers is provided to the BCU by the force. This data is openly shared with partners at the Strategic Community Cohesion meeting where debate is encouraged. This work could usefully be extended to include data on the use of powers within the custody and criminal justice arena.
- Every quarter, PCSOs will assist in the completion of a neighbourhood survey in every ward in Salford. This involves a direct approach to residents to seek their views on local priorities, the product of which is used to inform the setting of local priorities. While clearly not an independent survey, it provides an opportunity for increased engagement with communities alongside the collection of essential information on local concerns. It therefore has considerable merit and should be continued albeit not used as a core performance measure for neighbourhood policing teams due to the methodology used.
- Feedback to local communities is described as good with good news stories relayed through local publicity and with assistance from local authority Neighbourhood Managers.
- There is an established Independent Advisory Group (IAG) on the BCU that has some 22 members who meet once a month. Engagement with the SLT is described as good with timely notification of critical incidents, inclusion on gold groups when appropriate and regular liaison to discuss the development of strategy. The IAG recognise the need to increase representation from Eastern European groups and to provide training for members.
- There is a strong commitment to partnership working at the strategic and tactical level from key partners and particularly from Salford Borough Council. This is evidenced from the development of policies to assist with crack house closures (tenancy agreement breaches), the adoption by the council of the police Gold, Silver, Bronze approach to managing big events and tactical support for Project GULF (organised crime) and Thunder (vehicle crime).
- All five neighbourhood policing areas have comprehensive profiles and Key Individual Networks (KINs) that are kept up to date.

- The BCU has established a Customer Service Desk that has responsibility for contacting crime victims and conducting quality call-backs for 60 percent of incidents attended to gauge the perception of service provided by police. Its remit is growing in readiness to become part of the BCU's 'hub' (alongside intelligence and operations) as part of a force programme to improve public confidence and policing effectiveness. Work is ongoing to identify the key drivers of satisfaction.
- All victims of crime are visited by PCSOs within 48 hours in accordance with the requirements of the Victims Code of Practice.
- Standards of dress for all staff are enforced by the SLT and managers alike with staff reporting that untidy and/or unprofessional conduct would be addressed robustly and immediately if it is discovered.

Areas for Improvement

- The structured arrangements for community engagement are complex and are not coterminous with the boundaries for partners. There are eight Area Committees; eight Local Partnership Development Groups (LPDGs); eight neighbourhood policing areas/teams; 20 wards and 42 Partners Against Crime Team (PACTs) meetings in Salford. A Community Action Plan is set annually by the Area Committees and on a monthly basis by PACTs which are a relatively new innovation. However, attendance at PACT meetings (chaired by police) is generally low with concerns expressed regarding how representative attendees are of the local community. The catchment, frequency and composition of PACT meetings inhibits effective community engagement and requires review in consultation with local authority partners with consideration given to positioning PACT meetings at the ward level as part of a wider community engagement strategy.
- The attendees of PACT meetings are but one source to attain information on community priorities. Decisions on priorities should ideally be made by members of the community in light of neighbourhood survey information, community intelligence and crime/ASB performance data. This does not consistently occur, and decisions on priorities are often made by police outside PACTs without such information being shared with attendees. This could disempower PACT meetings and may result in skewed priorities being set.
- There will occasionally be conflict between the priorities set by PACTs and those for the BCU and neighbourhood policing teams would benefit from guidance on how to reconcile these tensions. Action could include a direction to incorporate BCU priorities at the local level where they most exist (ie. hot spots) and not elsewhere.
- Problem solving techniques (SARA) are not routinely used by neighbourhood policing teams with just 16 recorded on the force system for the BCU between January and May 2010. Anecdotal

evidence indicates that many such initiatives are not being entered onto the database as it is not perceived to be 'user friendly'. There was no evidence found of training in problem solving techniques being given, and no refreshers had been given in recent years. Problem solving was not considered to be the tactic of choice for neighbourhood policing teams and many considered themselves to be a local crime squad. This is inconsistent with national guidance on neighbourhood policing.

- There is limited understanding at inspector level and below of the performance against the Policing Pledge target of 80 percent visibility for neighbourhood officers and criteria against which the 80 percent is assessed.
- Despite the existence of an action plan for communicating aspects of improving public confidence, there is no cross-cutting delivery plan that draws together the various tracks of activity across the BCU that impact positively upon public confidence. This is essential if the BCU is to harness its efforts to improve public confidence and could usefully be modelled against the four 'drivers of confidence' (effectiveness in dealing with crime, engaging with communities, fair treatment and alleviating local ASB) and incorporate activity on public satisfaction.
- A recent decision made at a corporate level within the Operational Communications Branch to change the responsibility for incident grading decisions from radio dispatchers to call takers has resulted in a demand spike for staff in the PST for dealing with Grade 4 incidents with additional resources being required from response teams. This is an example that illustrates the need for an impact assessment of changes initiated corporately but which have implications for activity conducted on BCUs.

Local Crime and Policing

Strengths

- Operation Thunder has achieved significant reductions in serious acquisitive crime of 40 percent between January and March 2010. Its success can partly be attributed to the extensive consultation that has occurred between the police and the victims of vehicle crime (between 50-60 percent visited) to help determine the most appropriate tactical focus.
- The Neighbourhood Investigation Unit (NIU) provides a premium service for secondary investigations that relate to priority crimes for the BCU. In practice, this means that such cases are prioritised for investigation in the unit.

- The BCU recognises that there has been a drain upon experienced investigators/detectives following the creation of the Major Investigation Team and Counter-Terrorism Unit two to three years ago. It has sought to address this skills gap through the creation of pathways into the CID and through the creation of the Neighbourhood Investigation Unit.
- The BCU has a six-point plan that provides minimum standards for the primary investigation of all volume crime. Police officers were aware of these standards and compliance was ensured through the assessment of every crime by Incident Review Officers (IROs) who certified whether the standard was met and set investigation plans for screened-in secondary investigations. Officers whose crime reports did not meet the standard were informed as such through their line manager.
- The investigative caseload for officers in the NIU is estimated to be about five crimes per officer. This is low relative to other BCUs and should enable a quality investigation, regular contact with victims and some flexibility to assist with work in the Prisoner Processing Unit (PPU) when demands outstrip staffing.
- The intelligence unit has aligned its structure with the five neighbourhoods in Salford with an holistic approach taken for analysis and research into crime and ASB within each neighbourhood. This model is consistent with the emerging force operating model, helps avoid compartmentalised working and has helped to enable proactivity with an average of 1187 good quality taskings and 13 proactive operations being generated each month in 2010.
- Intelligence interviews are conducted in a targeted way for priority crimes and serious crimes. Their conduct is governed by a recently published force policy which is followed.
- In addition to its neighbourhood policing assets, the BCU has recently increased its dedicated proactive capability from three sergeants and 20 constables to a new Neighbourhood Support Unit (NSU) of three sergeants and 30 constables. This represents a significant and flexible proactive capacity that needs to become embedded.
- Work on Persistent and Prolific Offenders (PPOs) is co-ordinated by a PPO Steering Group with detailed case conferences taking place at a sub-group. The Offender Management Unit (OMU) has nine staff that co-ordinates activity for a total of 59 PPOs. The unit generates a very useful one page summary for each PPO that helpfully sets out a profile for each individual, their offending patterns, associates and what action was required from officers attached to teams. A list of local offenders is also maintained and these individuals are targeted by neighbourhood teams. Support from the Probation Service is reportedly strong with accurate pre-release information being provided. Subject to resource constraints, consideration could be given to expand the OMU and

thereby enable co-ordination and intervention to be carried out by the same people.

- There is a strong focus upon repeat victims with a regular Repeat Victim/Location Governance meeting taking place, chaired by the Chief Inspector (Partnerships). This meeting will prioritise activity against the data to avoid further repeats occurring.
- There is an effective partnership tasking structure in place through the Local Partnership Development Groups (LPDGs). These co-ordinate and commission problem solving activity within the eight areas. Partners also attend the TTCG meeting, as do the police members of the LPDGs so as to avoid any potential compromise.
- Bail to return procedures within the custody suite are tightly managed and follow ups take place for individuals who fail to appear with officers making regular contact to assess the status of investigations.
- There is a dedicated custody officer system that ensures continuity of skills, accountability for key systems and helps to reduce organisational and personal risk within the suite.
- Forensic performance (detections from hits) has improved in recent months is above the force average for burglary (42.7 percent against 39.7 percent) and vehicle crime (46.7 percent against 41.8 percent). Robbery forensic performance is slightly below the force average (32.4 percent against 35.5 percent). Attendance rates are slightly below the force average for most categories.
- The number of outstanding warrants by category is 12 for Category A, 60 for Category B and 96 for Category C warrants. For a BCU of 850 staff this represents a low number relative to other BCUs inspected by HMIC.

Areas for Improvement

- Despite performance in the area and its inclusion within BCU priorities, there is no sanction detection improvement plan for the BCU with a single SLT lead. This needs to be remedied with the creation of a cross-functional plan that incorporates the range of activities that could impact on SD performance including housekeeping activities, work in the custody arena and efforts to improve the quality of investigations.
- Staff within the Volume Crime Team (VCT) were not aware of the generic six-point minimum standard for primary investigations (locally termed a 'checklist for IROs'⁷). In recognition of the need for high quality investigations for priority crimes, there would be benefit in the creation of bespoke standards for the primary investigation of burglary,

robbery and domestic violence. Compliance testing by IROs against this bespoke standard could be undertaken by VCT staff with exception reports going to the Daily Demand meeting to improve compliance.

- Training for staff on the requirements for Cannabis Warnings has been limited to a distance learning pack with an e-mail confirmation sent by staff to notify of completion. There has been no training on the issue of FPNDs. Awareness of the requirements for sanction detections was generally poor.
- Awareness of the requirements of NCRS was also limited and many staff did not understand the Home Office requirements for recording crime. This was subsequently borne out from an HMIC audit of compliance with NSIR, NCRS and HOCCR in the force and from the outcome of a recent in-force audit of compliance at Salford BCU.
- There are two Dedicated Decision Makers (DDMs) on the BCU - the DCI (Serious Crime) and the DCI (Volume Crime). The latter was trained three years ago and attended a workshop on the HOCCRs/NCRS in January 2010. He felt that the previously held monthly meetings with the FCR⁸ should be reactivated to maintain up-to-date knowledge and to discuss issues of HOCCR/NCRS compliance. Until very recently, there has been negligible feedback on compliance audits.
- Cases of false reporting for crimes are apparently pursued through either prosecution or by issue of a fixed penalty notice but there is currently no BCU or Force policy on the subject which could result in inconsistent practice and/or a risk of unethical conduct by investigating officers.
- Environmental crime prevention is an essential element of target hardening work to previous serious acquisitive crime and anti-social behaviour (ASB). There have been ongoing challenges to achieve 'secured by design' accreditation from partners for buildings with Salford, especially car parks. While some progress in this area has been achieved, further work is required with partners on its definition and full adoption.
- An audit of ten ASB incidents has disclosed that 50 percent were not compliant with the NSIR standard. Four of the five failures revealed that an allegation of criminal damage had not been addressed.
- The BCU Control Strategy has been constructed with key partners and is a good quality product with priorities addressed through existing NIM processes. However, it has a low profile and an easily digestible summary needs to be circulated across the BCU and more overtly drive the focus for proactivity and resource management.

⁸ Force Crime Registrar
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- HMIC observed a Daily Intelligence Meeting (DIM) and a Daily Demand meeting. There was a need for the purpose of both meetings to be clearly defined and for both to be complimentary. The DIM needs to be further developed so as to become more inclusive (with audio/video conferencing if necessary) with neighbourhood and response team officers represented. This would enable a more fruitful exchange of information of crime and intelligence, leading to taskings. The Daily Demand meeting could usefully expand its remit to incorporate oversight of compliance issues and ensuring the DIM fulfils its purpose.
- There is a need to reiterate current BCU policy, procedure and authority levels for deciding which unit has the investigative responsibility for prisoners in custody for different types of offences. This takes account of the investigative skills required for each type of offence, the need to expeditiously release response team officers and the need for student officers to develop their skills.
- Criminal justice performance in terms of the attrition rates for magistrates and Crown Court cases for the 12 months to March 2010 is slightly above the area average for Crown Courts at 17.2 (against 16.3 percent) and equally above average for magistrates Courts at 20.2 percent (against 16.9 percent).
- Relationships with the CPS at a junior level could be improved. Requests for information are often received late, some relating to prison production orders that take no account nationally agreed timescales (ie. five working days), others relate to urgent requests for statements and officer availability. CPS advice has very recently transferred to CPS Direct but advocacy support prior to this was described as inconsistent. This warrants further exploration and constructive discussion at the LCJB and force levels.
- The submission of intelligence is low with an average of 1.5 entries being made for each police officer and PCSO on the BCU each month. While there needs to be an emphasis upon quality over quantity, there nevertheless appears to be an opportunity to improve productivity in this aspect of proactivity.
- The quality and timeliness of some prosecution case files is sometimes poor when the individual fails to use the corporate ICIS system (computerised case preparation). This issue is a matter of compliance with force policy and requires resolution and there may be a consequential training requirement.
- There are no effective systematic checks undertaken by IROs to ensure that the documentation for TICs, FPNDs and Cannabis Warnings are correct and would meet HOCR standards. This is largely a consequence of the migration of responsibilities to the NIU and IROs. The absence of a coherent policy and training package to promote the

use of TICs and FPNDs together with the need to identify TIC champions has resulted in staff awareness on the requirements being poor and limited volumes.

- The Dedicated Source Unit (DSU) has a total of six CHISs and three new applications. Productivity from CHISs for the period November 2009 to January 2010 was a total of 359 intelligence submissions of which only 14 related to actionable intelligence logs for priority crimes/PPOs/OCGs. The DSU recognise the need to refocus source-based intelligence onto priority crimes/PPOs/OCGs and action is underway to address this issue. Indeed, there has been an increase in the volume of actionable intelligence logs at Salford BCU from 14 to 31 for the period February to April 2010.
- A lack of capacity in the force's High Tech Crime Unit has caused significant delays in crime investigations. In some cases, bail dates have been extended for several months pending computer analysis. The BCU is encouraged to raise this issue with the force.

Protection from Serious Harm

Strengths

- There are effective mechanisms in place to ensure that key stakeholders are informed following critical incidents, including their attendance on gold groups as considered appropriate.
- Staff were aware of the 'golden hour' principles for dealing with critical incidents and action was described as thorough and professional.
- The BCU recognise that the same individuals often feature in domestic violence, child abuse, missing persons and public protection enquiries and the Public Protection Investigation Unit (PPIU) has deliberately been configured to co-locate these functions to inform the oversight of high-risk individuals/offenders by the MARAC and MAPPA groups.
- Officers who attend the scene of domestic violence allegations complete a risk assessment to help staff in the PPIU determine any further action that may be necessary should an escalating pattern of violence or vulnerability be identified.
- The BCU Commander has taken personal ownership of the need to improve the joint systems and structures for safeguarding children. There is now a strategic and tactical meeting established and the area is subject to high level scrutiny.
- The BCU has a dedicated capability of one detective sergeant and four detective constables to address Organised Crime Groups (OCGs).

Considerable progress has been made in the mapping, profiling, disruption and prosecution of OCGs with much work still ongoing (eg. Operation Firefox). The BCU has been selected as part of 12 pilot schemes nationally to collaborate with the CDRP to develop strategic objectives, a command and control structure and comprehensive action plan to tackle OCGs under the auspice of Project Gulf. This has been underpinned by a sophisticated and ambitious approach to intelligence gathering to scope the nature and scale of the threat. The work has been embraced by local and national partner agencies to help drive down serious and organised crime in Salford. Already the project is receiving national attention as an exemplar of partnership working to tackle crime and recover its proceeds.

Areas for Improvement

- Work to assist in safeguarding children rightly rests with staff in the PPIU and yet investigations are conducted by staff in the main CID office. Equally, domestic violence referrals and quality assurance are conducted by PPIU staff and yet they do not investigate serious and/or series allegations of the crime. This is a missed opportunity and investigations should be conducted by PPIU staff so as to exploit the synergies between investigation, support and partnership work.
- Concern was expressed by staff dealing with child protection and child abuse investigations (which are conducted on the BCU) that information was still not freely shared by social workers dealing with vulnerable children. Trust between organisations had apparently improved but there was still much more work to be done. This presents a potential risk that a pattern of abuse or neglect may not be identified for want of missing information and the barriers to it being shared need to be overcome as a matter of urgency.

Value for Money and Productivity

Strengths

- Innovation is positively encouraged on the BCU without any 'blame culture' being evident. New ideas are nurtured with some excellent initiatives being progressed, often with partners, such as the 'Life Chances' pilots in Broughton, Ordsall and Langworthy Wards; the Sustainable Neighbourhood Action Projects (SNAPs) and Project GULF that deals with organised crime groups whose conduct impacts on volume crime and ASB.
- Sickness absence is low overall for the BCU with police officers averaging 0.66 days in April (GMP target: 0.66), PCSOs averaging 0.57 (GMP target: 0.66) and police staff averaging 0.81 (GMP target: 0.66).

- The BCU operates a monthly Resource Management Group at which resource and posting decisions are routinely taken. This is an effective way to manage resource allocation in a controlled way albeit care needs to be exercised to ensure that decisions are based upon the BCU control strategy priorities.
- Staff were generally recognised appropriately for good performance both formally through commendations and awards (including bonus payments) and informally through direct SLT contact and thanks. This could be further enhanced through the creation of a local (or force) policy and through increased peer involvement in the decision making.
- There is a local policy on single/double crewing which has been regularly reviewed and communicated to staff. It currently specifies that five vehicles are to be double crewed with the remainder of staff on single patrol subject to risk assessment. This is generally followed by staff on the BCU.
- The BCU operates with a system of variable minimum strengths across the 24/7 cycle for police officers on response teams. This improves the alignment of resources with demand and improves their efficiency.
- The BCU had a £31m budget for 2009/10 and finished the year with an overspend of just £5,600. This demonstrates good fiscal management. The budget for 2010/11 excludes police pay and amounts to £6.195m against which an income budget of £1.861m is offset. Overtime budgets for 2010/11 are delegated to chief inspectors and police staff equivalents and a budgetary compliance objective will need to be incorporated within their PDR objectives (and above).
- There are 95 PCSOs on the BCU and the local authority makes a significant contribution towards their cost. There are also four part-funded (by schools and the police) schools officers on the BCU. This represents a significant investment in community safety from partners.

Areas for Improvement

- Performance meetings between sergeants and constables would benefit from following an agreed framework of themes to cover alongside an expectation that actions are filed on the shared drive for review by line managers. This would help to improve the performance oversight exercised at junior levels of the BCU.
- The performance indicators for teams do not accurately and succinctly reflect their core purpose in terms of outputs and outcomes monitored. Neighbourhood policing teams currently have indicators for sanction detections but not for problem solving interventions, overall crime reduction, community intelligence or to show whether local priorities have been met. Response teams do not have indicators for sanction detections or intelligence submissions and neither the VCT nor the NIU

have sanction detection indicators at the individual level. This requires review alongside the need to ensure that indicators are positioned at either team or individual levels in accordance with the performance expectations that pertain for each.

- There are only 12 special constables on the BCU, which is proportionately low compared to its establishment and other BCUs nationally. There is a need to energise activity in this area through improved direction and support, recruitment fairs (with corporate support), a framework for deployment and development, training and performance management.
- Many staff were concerned regarding the availability and maintenance of equipment that was necessary to fulfil their roles. This included items such as computer terminals, basic stationary supplies and the requisition of name badges that displayed the correct information.
- There has been very limited consultation with staff associations and inclusion of staff affected by the corporate development of 'shared services' and the options available to the force. Concerns were expressed that BCUs would be devoid of any expert HR capability as part of the SLT and the potential displacement of HR functions to first and second line managers. Acknowledging the need to sensitively handle potential issues of staff being placed 'at risk' should that arise, there remains scope for the force to improve the inclusion of BCU staff affected by this change (as opposed to information provision) so as to inform decision making against the business case, any potential implementation plan and the management of risk. The BCU Commander is strongly encouraged to lobby for greater staff inclusion in this area of corporate change.
- The proportion of staff on recuperative and restrictive duties is slightly higher than other BCUs at 47 for police officers and nine for police staff and opportunities to reduce this number in consultation with GMP Occupational Health need to be exploited.
- Minimum strengths are set following use of a software programme that calculates levels following user input of information on incident workloads, risk, double crewing, abstractions and desired proactive capacity. The output is tested against unassigned incidents and response times with some management judgement exercised. The approach currently does not incorporate any benchmarking of workload with other BCUs in GMP or with the MSG, and would benefit from such analysis.
- Training delivery for staff is inconsistent on the BCU. Response team officers receive both CBT packages and classroom training arranged through the Operations Unit whereas neighbourhood officers, CID staff and police staff receive very little formal training at all. There has been

no formal training needs analysis conducted for staff on the BCU, save for a list of PDR-based development requirements.

- The force policy for PDR completion has recently changed to require that all ranks/grades from inspector (and police staff equivalent) and above complete their PDRs between April and June and for all other staff to complete their between July and December each year. No mid-year reviews are conducted. This results in some staff not receiving their PDR objectives until nine months of the planning year have elapsed. This misses an opportunity to use the PDR as part of a performance management framework, to integrate team-based and individual performance measures and to ensure staff are correctly focused. The BCU Commander is encouraged to lobby the force to review this policy.
- There are only ten recently recruited community volunteers who work on the BCU who helpfully engage in a variety of voluntary functions. More support could be given to these individuals and this area has potential for growth.
- While audits are completed by the BCU, there is no dedicated and formalised inspection and review capability available to investigate issues identified from performance meetings that require further investigation, or areas that present a risk to the BCU or the force.
- A pattern of sub-standard primary investigations and statements taken by student officers has been identified by several supervisors that indicate a potential weakness in the corporate training package for these officers. This requires further exploration, and the BCU Commander is encouraged to pursue the matter with the force Training and Development Department.
- The BCU has one trained Financial Investigation Officer (FIO) who has been highly productive with a caseload of 50 investigations and POCA receipts of £219,000 secured in 2009/10. However, the force has only disbursed £5,797 to the BCU alongside funding for the FIO. This not only creates a lack of incentive for BCUs but also results in there being a ceiling to the amount of POCA activity that can be benefited from. The policy requires review, and the BCU Commander is encouraged to lobby the force to do so.
- There has been limited sponsorship, income generation and cost recovery activity within the BCU and this area is worthy of further exploration. In addition, force policy on cost recovery is ambiguous and may, thereby, constrain opportunities to recover costs. With the prognosis of a tighter fiscal context for the years ahead, it would also be prudent to become more proactive in the identification of potentially cashable efficiency savings that could be delivered without detriment to overall BCU performance.

Leadership Audit – Staff Survey

The BCU has an appropriate structure which is aligned to the Force Strategy		0 scores	1 scores	2 scores	3 scores	4 scores	5 scores	6 scores
Q01	My role is clearly defined and contributes to the BCU and Force Strategy	3.23%	2.15%	1.08%	8.60%	26.88%	36.56%	21.51%
Q02	I am set objectives which are clearly relative to my role and experience	2.15%	1.08%	8.60%	5.38%	26.88%	35.48%	20.43%
Q03	Lines of accountability and responsibility within the BCU are clearly defined	6.45%	2.15%	1.08%	7.53%	27.96%	35.48%	19.35%
Q04	Resources are effectively managed within the BCU including specific issues of demand and deployment	13.98%	7.53%	10.75%	18.28%	22.58%	17.20%	9.68%
Q05	Throughout the BCU teams are balanced in terms of skills, experience and diversity	13.98%	4.30%	8.60%	8.60%	24.73%	27.96%	11.83%
Q06	The health and safety procedures on the BCU are effective and make me feel safe in my workplace	10.75%	1.08%	6.45%	6.45%	19.35%	34.41%	21.51%
The BCU has a performance culture with integrity								
Q07	My line manager demonstrates an interest in my performance and development	0.00%	4.30%	6.45%	11.83%	13.98%	30.11%	33.33%
Q08	I receive the development I need to perform my role	2.15%	2.15%	4.30%	15.05%	25.81%	34.41%	16.13%
Q09	Within the BCU, good performance is recognised and rewarded	3.23%	10.75%	13.98%	11.83%	25.81%	22.58%	11.83%
Q10	Innovation is promoted and supported on the BCU	19.35%	4.30%	8.60%	12.90%	22.58%	22.58%	9.68%
Q11	On the BCU there is effective use of the National Intelligence Model - resources/tasking/co-ordination	25.81%	1.08%	4.30%	4.30%	22.58%	25.81%	16.13%
Q12	BCU managers ensure that maintaining our integrity is more important than achieving good performance	10.75%	9.68%	15.05%	15.05%	17.20%	20.43%	11.83%
Q13	The BCU delivers an effective service to the community	10.75%	1.08%	6.45%	10.75%	25.81%	31.18%	13.98%
Diversity								
Q14	Diversity is embedded within the BCU, specifically in terms of personal values and all areas of business including selection and appointment of staff	13.04%	1.09%	6.52%	5.43%	16.30%	36.96%	20.65%
Q15	Fairness at work procedures (eg. grievance or appeals) can be confidently used by staff on the BCU without fear of recriminations from managers	19.35%	4.30%	6.45%	8.60%	23.66%	26.88%	10.75%
Q16	My line manager's decisions in respect of operational issues are consistent	3.23%	0.00%	6.45%	3.23%	21.51%	35.48%	30.11%
Q17	My line manager's decisions in respect of disciplinary issues are consistent	10.75%	0.00%	4.30%	2.15%	19.35%	35.48%	27.96%
Q18	My line manager solves problems effectively	0.00%	2.15%	6.45%	3.23%	22.58%	36.56%	29.03%
Q19	My line manager inspires me with confidence	0.00%	3.23%	3.23%	10.75%	21.51%	34.41%	26.88%
Q20	Sickness and welfare are effectively managed within the BCU	15.05%	3.23%	3.23%	13.98%	15.05%	33.33%	16.13%
Q21	Managers deal effectively with bullying	34.41%	2.15%	3.23%	9.68%	15.05%	24.73%	10.75%
Q22	Abstractions from duty - other than sickness - are effectively managed within the BCU	18.28%	7.53%	5.38%	15.05%	23.66%	19.35%	10.75%
Q23	There is a commitment within the BCU to staff retention	25.81%	5.38%	9.68%	15.05%	18.28%	15.05%	10.75%

Personnel management								
Q24	I have regular and meaningful contact with my line manager	0.00%	2.15%	2.15%	4.30%	18.28%	36.56%	36.56%
Q25	My line manager demonstrates a genuine interest in me	1.08%	3.23%	3.23%	5.38%	19.35%	37.63%	30.11%
Q26	I feel that my contributions are welcomed and valued	0.00%	1.08%	4.30%	5.38%	29.03%	33.33%	26.88%
Q27	My line manager makes me feel proud of the service we deliver	0.00%	1.08%	6.45%	6.45%	31.18%	25.81%	29.03%
Q28	My line manager makes me feel trusted, valued and included	0.00%	3.23%	4.30%	5.38%	22.58%	31.18%	33.33%
Q29	Training and development is allocated on the BCU according to need	15.05%	2.15%	5.38%	12.90%	30.11%	20.43%	13.98%
Q30	I am encouraged to learn by my line manager	0.00%	4.30%	5.38%	15.05%	21.51%	30.11%	23.66%
Q31	My line manager ensures that I am provided with time to learn	1.08%	5.38%	6.45%	15.05%	21.51%	32.26%	18.28%
Q32	I feel prepared for future changes	6.45%	7.53%	9.68%	10.75%	24.73%	23.66%	17.20%
Q33	Coaching and mentoring is available to me if I need it	16.13%	4.30%	4.30%	8.60%	18.28%	29.03%	19.35%
Q34	Personnel issues are dealt with by my line manager in a relevant and timely manner	6.45%	1.08%	3.23%	3.23%	17.20%	39.78%	29.03%
Communication								
Q35	The BCU Commander & Senior Management Team has a high profile within BCU	10.75%	3.23%	8.60%	10.75%	24.73%	25.81%	16.13%
Q36	My line manager communicates relevant information to me	0.00%	2.15%	1.08%	6.45%	25.81%	36.56%	27.96%
Q37	I feel that, where it is appropriate, I am consulted on matters of change within the BCU	9.68%	13.98%	9.68%	10.75%	20.43%	24.73%	10.75%
Q38	My line manager is available when I need to talk to him/her	1.08%	1.08%	2.15%	6.45%	18.28%	35.48%	35.48%
Q39	The BCU Commander, Senior Management Team are available to staff at appropriate times	19.35%	6.45%	5.38%	11.83%	17.20%	30.11%	9.68%
Q40	The BCU Commander and SMT respond in a positive way to feedback from staff	25.81%	8.60%	5.38%	8.60%	20.43%	21.51%	9.68%
Q41	My line manager responds in a positive way to feedback from staff	5.38%	0.00%	2.15%	9.68%	20.43%	37.63%	24.73%

Crime Performance Data

All Crime April-March

	Crimes	Crimes per 1000 residents	MSG average	MSG ranking
2007/08	28830	130.303	97.464	13/15
2008/09	26561	120.048	88.542	14/15
2009/10	22480	101.603	78.434	13/15
3 year change (2007/08 – 2009/10)	-22.03%			
1 year change (2008/09 – 2009/10)	-15.36%			

Violence Against the Person with Injury April-March

	Crimes	Crimes per 1000 residents	MSG average	MSG ranking
2007/08	2414	10.911	9.847	9/15
2008/09	2045	9.243	8.875	7/15
2009/10	1817	8.212	8.061	7/15
3 year change (2007/08 – 2009/10)	-24.73%			
1 year change (2008/09 – 2009/10)	-11.15%			

Domestic Burglary April-March

	Crimes	Crimes per 1000 household	MSG average	MSG ranking
2007/08	1889	19.238	12.634	14/15
2008/09	2181	22.211	12.315	14/15
2009/10	1739	17.710	11.320	12/15
3 year change (2007/08 – 2009/10)	-7.94%			
1 year change (2008/09 – 2009/10)	-20.27%			

Robbery

April-March

	Crimes	Crimes per 1000 residents	MSG average	MSG ranking
2007/08	610	2.757	1.479	14/15
2008/09	570	2.576	1.406	13/15
2009/10	501	2.264	1.273	12/15
3 year change (2007/08 – 2009/10)	-17.87%			
1 year change (2008/09 – 2009/10)	-12.11%			

Vehicle Crime excluding Vehicle Interference

April-March

	Crimes	Crimes per 1000 residents	MSG average	MSG ranking
2007/08	5134	23.204	11.653	15/15
2008/09	4582	20.709	10.491	15/15
2009/10	3737	16.890	8.491	15/15
3 year change (2007/08 – 2009/10)	-27.21%			
1 year change (2008/09 – 2009/10)	-18.44%			

Racially and Religiously Aggravated Offences

April-March

	Crimes	Crimes per 1000 residents	MSG average	MSG ranking
2007/08	423	1.912	0.866	15/15
2008/09	394	1.781	0.807	14/15
2009/10	306	1.383	0.748	14/15
3 year change (2007/08 – 2009/10)	-27.66%			
1 year change (2008/09 – 2009/10)	-22.34%			

All Crime SD

	Sanction Detections	Sanction Detection Rate	MSG average	MSG ranking
2007/08	6980	24.21%	30.33%	13/15
2008/09	7222	27.19%	33.63%	14/15
2009/10	4878	21.70%	31.72%	14/15
3 year change (2007/08 – 2009/10)	-2.51 p.p.			
1 year change (2008/09 – 2009/10)	-5.49 p.p.			

Violence Against the Person with Injury SD April-March

	Sanction Detections	Sanction Detection Rate	MSG average	MSG ranking
2007/08	969	40.14%	45.41%	11/15
2008/09	846	41.37%	48.13%	15/15
2009/10	679	37.37%	46.53%	15/15
3 year change (2007/08 – 2009/10)	-2.77 p.p.			
1 year change (2008/09 – 2009/10)	-4.00 p.p.			

Domestic Burglary SD April-March

	Sanction Detections	Sanction Detection Rate	MSG average	MSG ranking
2007/08	250	13.23%	17.36%	12/15
2008/09	239	10.96%	19.09%	15/15
2009/10	301	17.31%	19.87%	10/15
3 year change (2007/08 – 2009/10)	+4.08 p.p.			
1 year change (2008/09 – 2009/10)	+6.35 p.p.			

Robbery SD

April-March

	Sanction Detections	Sanction Detection Rate	MSG average	MSG ranking
2007/08	100	16.39%	25.13%	14/15
2008/09	100	17.54%	29.27%	15/15
2009/10	106	21.16%	29.91%	13/15
3 year change (2007/08 – 2009/10)	+4.77 p.p.			
1 year change (2008/09 – 2009/10)	+3.62 p.p.			

Vehicle Crime excluding Vehicle Interference SD

April-March

	Sanction Detections	Sanction Detection Rate	MSG average	MSG ranking
2007/08	322	6.27%	14.57%	15/15
2008/09	931	20.32%	16.95%	5/15
2009/10	290	7.76%	15.58%	14/15
3 year change (2007/08 – 2009/10)	+1.49 p.p.			
1 year change (2008/09 – 2009/10)	-12.56 p.p.			

RRAO SD

April-March

	Sanction Detections	Sanction Detection Rate	MSG average	MSG ranking
2007/08	134	31.68%	41.99%	14/15
2008/09	123	31.22%	43.94%	14/15
2009/10	106	34.64%	51.31%	14/15
3 year change (2007/08 – 2009/10)	+2.96 p.p.			
1 year change (2008/09 – 2009/10)	+3.42 p.p.			

Notional Contract

Purpose

This 'notional contract' follows an HMIC inspection of Salford BCU in the Greater Manchester Police that was conducted between 10 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 Salford BCU, HMIC requires that the following recommendations be implemented by 30 June 2011 at the latest:

Recommendation (1): Sanction Detection Improvement

HMIC recommends that the BCU improves its sanction detection performance against key priorities through a range of co-ordinated activity under a single SMT lead. To include:

- the creation and implementation of a plan that prioritises activity to improve sanction detection rates;
- the introduction of bespoke minimum standards for the primary investigation of priority crimes alongside robust systems to make sure they are met;
- improved use of TICs, FPNDs and Cannabis Warnings within a policy framework that ensures staff understand the requirements, and that promotes targeted activity; and
- the reintroduction of a suite of checks to ensure that all legitimate detections have been identified, and to promote compliance with the HOCRs and NCRS.

Recommendation (2): Community Engagement and Problem Solving

HMIC recommends that the BCU improves the mechanisms for community engagement in consultation with key partners and the identification and execution of problem solving intervention. To include:

- a review of the use, remit and number of PACT meetings to consider their appropriateness as a method to drive the focus of

neighbourhood policing activity, engage with communities and to be largely independent of the police;

- in liaison with partners, clarity on the role and function of Local Partnership Development Groups (LPDGs) and their connection with the TTCG process;
- improved use of the force SARA system to track problem solving interventions; and
- discussion with the force to help improve the mechanisms for recording, monitoring and the resulting of problem solving interventions.

Recommendation (3): Training, Development and HR Issues

HMIC recommends that the BCU reviews its arrangements for the training and development of its staff to ensure that they receive appropriate training, development and professional support necessary to support the delivery of Force and BCU priorities. This should include:

- the completion of training needs analysis drawn from PDRs, corporate requirements, inspection and performance review with a flexible, proportionate and bespoke method of training delivery;
- co-ordinated delivery of problem solving training for neighbourhood policing staff and, ideally, this should be jointly conducted and inclusive of partners;
- training on NCRS and the HOCR requirements for sanction detections; and
- improving the credibility of the PDR process, ensuring that PDR objectives are SMART and linked to BCU priorities.

Recommendation (4): Enhancing Proactivity through the NIM⁹

HMIC recommends that the BCU reviews its key NIM processes so as to ensure that proactivity is intelligence-led and correctly focused upon key priorities. To include:

- ensuring that the BCU control strategy becomes more visible and drives the focus of proactivity and the direction of flexible resources;
- an examination of the Daily Intelligence Meeting (DIM) and Daily Management Meeting (DMM) processes so as to ensure the remit of each is clear with the DIM driving daily proactivity and the DMM exercising oversight of DIM decisions, critical incidents and key issues of compliance;
- increasing the volume of quality intelligence submitted by staff;

⁹ National Intelligence Model

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.

- building upon the excellent work of the Offender Management Unit (OMU) by ensuring clear ownership for the execution of the intervention plans for Prolific and Persistent Offenders (PPOs) whether within or outside the OMU.

In addition, HMIC expects all ‘management considerations’ contained within the GL4 BCU inspection report to be implemented within the same timescale, unless the BCU can show good reason why they should not be adopted.

Improvement Outcomes

Salford BCU is expected to meet or exceed the following performance targets by 30 June 2011:

- To improve MSG quartile positioning for its crime reduction from the time of inspection for TNOs, domestic burglary, robbery, vehicle crime and racially and religiously aggravated crime (from bottom to third quartile);
- To hold or improve quartile positioning for its crime reduction from the time of inspection for VATP with injury (from second quartile); and
- To improve MSG quartile position for its sanction detection rate from the time of inspection for TNOs, VATP with injury, robbery, vehicle crime and racially and religiously aggravated crime (all from bottom to third quartile) and for domestic burglary (from third quartile to third).

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 an HMIC revisit is conducted within the timescale described herein.

BCU Revisit and Review

Salford BCU will be revisited by HMIC (Globe House, London) on or soon after 30 June 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.