

**INSPECTION OF TRAFFORD DIVISION
GREATER MANCHESTER POLICE**

FEBRUARY 2007



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1 Executive Summary

Methodology and Focus of Inspection

1.1 The inspection of Trafford basic command unit (henceforth referred to by its force designation as Trafford division) in Greater Manchester Police (GMP) began with the division completing a self-assessment based on the seven police performance assessment framework (PPAF) domains and underpinning frameworks. A leadership audit was subsequently conducted comprised of a staff survey, staff focus groups, and interviews held with key members of the command chain. The self-assessment and leadership audit were used to identify the issues that reflect the greatest risk to performance improvement, namely:

- neighbourhood policing and problem solving in partnership;
- contact management (specifically, the management of demand to meet business and customer needs).
- national intelligence model.

Attention was also given to the areas of leadership and performance management across all of the areas under consideration.

BCU Leadership

1.2 The divisional commander, Chief Superintendent Janette McCormick, was appointed to the post in March 2006 and has some 17 years' service with GMP. Partners and key stakeholders spoke positively of her leadership and commitment. Her relationship with the GMP chief officer team is positive, solidly rooted and improving.

1.3 Most survey respondents had a positive understanding of their role, their contribution to divisional priorities, and lines of accountability and responsibility. While the most common response in the staff survey indicated that the divisional commander and SMT have a high profile in the division, there is scope to improve communication, clarify performance expectations and promote innovative ways of working through a more engaging, visible and inclusive style of management.

1.4 Staff at middle management and service delivery levels are mindful of the performance pressures on the division and would welcome the opportunity to contribute more effectively through enhanced upward communication.

BCU Performance

1.5 Crime reduction in Trafford is poor compared to peers in the most similar BCU (MSBCU) family. The division ranked worse than peers in four out of the six key crime categories: total crime, BCS comparator crime, robbery, and vehicle crime. In the first three of those four categories performance is not only worse than peers but deteriorating. Domestic burglaries and violent crime are in line with peers. The former is stable, the latter is deteriorating.

1.6 In respect of sanction detections, Trafford performs better than peers for domestic burglary and is clearly improving, and worse than peers for comparator crime but stable. Performance in relation to the other four key crime areas - total crime, vehicle crime, robbery and violent crime – is in line with peers.

Neighbourhood Policing and Problem Solving in Partnership

1.7 GMP was graded fair for neighbourhood policing and problem solving in the 2005/06 police performance assessment and strengthening commitment to neighbourhood policing across the force is a key initiative in the Greater Manchester policing strategy and Police Authority annual policing plan for 2006/07.

1.8 The foundations of neighbourhood policing are in place. Four neighbourhoods have been identified in Trafford and foundations laid for engaging with communities to identify problems of specific local concern. The allocation and configuration of resources was informed by analysis of demand carried out in conjunction with partner agencies. Each neighbourhood is staffed by a dedicated inspector led team of police officers, PCSOs and members of the Special Constabulary with specific geographic responsibility. Problems are monitored and addressed through divisional tasking and co-ordinating processes and team leaders are held to account for performance in their area through the divisional GRIP process.

1.9 There are separate structures in the division for managing neighbourhood and response teams and communication between the two functions is poor. This is exacerbated by a lack of awareness among some response officers of the role of the neighbourhood teams, inconsistencies in the deployment of PCSOs and special constables, and disconnection between the deployment of neighbourhood teams in the division and demand management policies at force level. There are also widely held perceptions that the response function is under resourced. A drift in resources from response to the neighbourhoods has left a sharply reduced pool of mainly inexperienced and somewhat disaffected response officers to deal with the overwhelming bulk of divisional demand, rendering performance in relation to contact management poor. Public dissatisfaction only serves to make it harder for neighbourhood officers to engage effectively with their communities when carrying out their core role around reassurance, dealing with low level crime and problem solving.

Contact Management

1.10 In the 2005/06 police performance assessment GMP was graded poor for contact management and improvement is a key priority. The developing structure around contact management is being project managed with clear governance and lines of accountability. Chief officers and the police authority are actively involved and management of the force operational communications branch (OCB) and performance of the force switchboard have both improved. Variable structures and procedures across the force in relation to call grading, however, prevent the consistent and systematic approach required of demand management if force standards are to be met and public expectations managed effectively.

1.11 Within Trafford demand management has been assisted by the reintroduction of an operational support unit and performance is improving. Within a six month period FWIN queues have been effectively managed down from a daily average of 21 pages to four. Consequently officers are dealing with more live incidents and less

service recovery. While this is having a positive impact on quality of service and public satisfaction, there remains a culture of acceptance that there should be a queue of unallocated FWINs.

National Intelligence Model

1.12 Trafford is aligned through Greater Manchester Against Crime (GMAC) to local area agreement priorities and the Safer Trafford Partnership (CDRP) has been restructured to provide a mechanism for the joint tasking and co-ordinating of police and partnership resources. There is a clear framework of intelligence review and tasking meetings within the division and community problems are fed into them by the neighbourhood policing team inspectors. A series of problem profiles has been produced to improve understanding of the nature and pattern of priority crimes and the operational policing unit (OPU) has been re-located to divisional HQ and merged with the Partnership Support Group to create a Partnership Business Support Group with enhanced analytical capacity and resilience.

1.13 The strategic assessment needs to be developed to reflect partnership responsibility and accountability for meeting the business needs of the Safer Trafford Partnership. While the most recent assessment gives an overview of the incidence and patterns of key crimes across the borough and identifies some critical intelligence gaps, it does not reflect partnership responsibility or provide any crosscutting analysis to shed light on causation and shape multi-agency strategies to reduce offending. Tackling crime and disorder is critical to community well being and regeneration in Trafford, and leadership and commitment are required from all parties to develop more effective multi-agency strategies.

Recommendations

1.14 Her Majesty's Inspector of Constabulary makes the following recommendations to drive further improvement in the division.

- **That the divisional commander, in collaboration with the force operational communications branch, should develop an integrated approach to neighbourhood policing in which the various functional teams in the division and partner agencies collaborate and complement each other to deliver a clear vision for citizen focused services and standards.**
- **That the divisional commander should develop a clear policy for staff to respond to incidents that ensures compliance with force standards and the effective management of public expectations.**
- **That the Trafford strategic assessment, opportunity plan and delivery plans should be underpinned by effective partnership engagement and reflect multi-agency leadership, commitment and accountability for the delivery of joined up activity to reduce offending.**
- **That the divisional commander and senior management team should improve communication, clarify performance expectations and promote innovation through more effective engagement with staff at all levels.**

2 Introduction

2.1 BCUs (divisions) are fundamental building blocks in the delivery of policing services. Aligned to communities, they 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. While they may vary in size and composition, 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 priorities. As such, individual BCUs will continue to be subject to increasing performance 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 tier of policing. A key ingredient of successful BCUs remains focus on service delivery, the most successful being those that maximise focus through effective leadership at every level. They will also have a firm grip on performance, striking the right balance between holding individuals to account and providing support for those in most need. The NIM will be fully embedded and mainstreamed across the BCU, driving 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 their primary customer – the communities they police.

2.3 Following a five year rolling programme of BCU inspections, HMIC has moved to an 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 family. All BCU inspections are now directly aligned to the baseline assessment frameworks and PPAF domains, and evidence gathered at the BCU tier can easily be used to help assess overall force performance.

Methodology

2.4 Inspections begin with a self-assessment completed by the BCU. This is based on the seven PPAF domains and underpinning frameworks. A leadership audit is subsequently conducted in which staff are surveyed, key members of the command chain interviewed, and focus groups held with the senior management team (SMT) and service deliverers. Diagnosis of the self-assessment and leadership audit are used to identify key issues for more detailed examination during a visit to the BCU.

2.5 The inspection was undertaken by HMIC staff officers on behalf of HM Inspector Ken Williams, CVO, CBE, QPM, BA between the 5 and 9 February 2007. The inspection team met key partners and stakeholders as well as some 100 members of staff during interviews, focus groups, business meetings and informal visits to particular places of work in the division. This report sets out the inspection findings and makes recommendations for improvement.

Acknowledgements

2.6 Her Majesty's Inspector would like to thank the divisional commander, assistant chief constable, divisional and headquarters staff, partners and stakeholders, for giving up their valuable time to assist with the inspection.

3 Force Context

3.1 GMP serves one of Britain's largest and most heavily populated metropolitan areas. The force has a budget of £493.9 million, over 12,000 members of staff, and serves a resident population of almost 2.6 million people. For operational purposes the force is divided into twelve divisions (BCUs): Oldham, Bolton, Bury, Rochdale, Salford, Stockport, Tameside, Trafford, and Wigan correlate with their respective local authority areas; North Manchester, Manchester Metropolitan, and South Manchester cover Manchester itself.

3.2 The vision of the force is to fight crime and protect people by:

- making Greater Manchester safer;
- bringing criminals to justice;
- being visible on the streets; and
- respecting, reassuring and responding to local communities.

3.3 The strategic priorities of the force are to:

- reduce crime and disorder with partners;
- investigate and detect crime;
- build safer communities with partners; and
- provide a well led and accountable service that is efficient and effective.

3.4 The 2005/06 baseline assessment for GMP acknowledged that *'the force has made significant reductions in levels of crime. It has emphasised the importance of leadership, introducing a pioneering programme of leadership and development initiatives, and has received Investors in People re-accreditation ... The force is seen as an exemplar of best practice in investigating organised crime and counter-terrorism and wants to be at the forefront of developing shared support services between forces.'*

4 BCU Context

4.1 Trafford division is coterminous with Trafford Metropolitan Borough which was carved from Lancashire and Cheshire during local government reorganisation in 1974. It covers an area of approximately 42 square miles, divided into 21 electoral wards, and has a resident population of some 210,000 people. Approximately 6.2% of the population is made up of black and minority ethnic (BME) groups (compared to 5.56% of the population of the North West region as a whole). The majority are of Asian origin and live in the north of the borough in Stretford and Urmston. There is also a large Jewish community, living mainly in the south in Sale and Altrincham.

4.2 Economic indicators reflect a mixed picture. The Government's indices of deprivation rank Trafford 120th (deprivation extent) and 94th (deprivation concentration) out of 354 boroughs across England (where 1 represents the most deprived and 354 the least). Of the 138 neighbourhoods in Trafford, 22 (16%) are within the 20% most deprived in England; 9 (7%) are in the 10% most deprived. Yet the unemployment rate is relatively low (4.1% compared to regional and national rates of 4.8%) and Trafford enjoys the highest average household income of all boroughs in Greater Manchester (£34, 411 compared to an average of £28, 739). Bowdon in the rural south of the borough has the highest average household income (£53, 233) of any ward in Greater Manchester, whereas Clifford (£22, 856) in the urban north is ranked 180th out of 215.

4.3 Regeneration following the decline of traditional heavy industries has created three flourishing business parks in the borough; there is also a major petro-chemical site. The Trafford Centre is one of the largest retail centres in Europe, attracting some 29 million visitors a year. The borough is also home to Manchester United and Lancashire Cricket Club, both of which draw huge crowds, and tourism has grown with the opening of the Imperial War Museum North. A network of motorways, main line trains and trams facilitates access and sustains a vibrant night-time economy.

4.4 The divisional commander, Chief Superintendent Janette McCormick, was appointed to the post in March 2006 and has some 17 years' service with GMP. She is supported by an SMT consisting of:

- a divisional finance and administration manager;
- a superintendent responsible for partnerships and criminal justice, including custody, the partnership support unit (which incorporates the former operational policing unit), and the neighbourhood policing teams;
- a superintendent (operations), responsible for the response, investigation and volume crime teams;
- a chief inspector (partnerships and criminal justice);
- a chief inspector (operations);
- a detective chief inspector responsible for crime management; and
- a human resources manager.

4.5 For operational purposes the division is divided into four neighbourhoods based on the four main towns in the borough: Stretford, Urmston, Sale and Altrincham. Each neighbourhood has a policing team comprised of police officers, PCSOs and special constables led by an inspector *'who is working to fight crime and protect people'* (Local Policing Plan 2006/07) in the local community. Five uniform response teams, each led by an inspector, provide 24/7 incident response, supervisory and PACE cover. Stretford and Altrincham police stations have custody facilities and 24 hour public access. Sale, Urmston and Partington police stations offer enquiry counters with limited opening.

4.6 The divisional priorities are aligned to the force strategic priorities:

Reduce crime and disorder with partners

- To reduce the number of offences of robbery, domestic burglary and harm crime.
- To reduce the number of PSA 1 crimes.

Investigate and detect crime

- To implement force strategies to combat terrorism.
- To increase the number of detections for robbery, domestic burglary, harm and hate crime.
- To increase the percentage of sanction detections.
- To work with partner agencies to reduce re-offending by persistent and priority offenders.

Build safer communities with partners

- To reduce juvenile nuisance and anti-social behaviour.
- To provide reassurance to local communities by tackling harm crime (particularly domestic incidents), vehicle crime and criminal damage.

Provide a well led and accountable service that is efficient and effective

- To make better use of resources and improve divisional performance.

4.7 At the time of the inspection the division had 409 police officers, 35 members of the Special Constabulary, 33 PCSOs and 83 police staff (17 of whom are part-time).

The Leadership Audit: Purpose and Methodology

4.8 The leadership audit is a key component of the process by which BCUs/divisions are inspected. Based on the premise that effective leadership is a prerequisite for good performance, its purpose is to examine the activities and styles of the BCU chain of command and their impact on those who deliver services. By undertaking this audit HMIC seeks to identify where leadership is having a positive

impact on performance and, crucially, where it could be improved. The results of this diagnosis are used to identify key issues for more detailed examination during the full inspection that follows.

4.9 There are three parts to the leadership audit:

- a staff survey of 40 questions.
- interviews with key members of the chain of command, i.e. the chief officer line manager; BCU commander; BCU business manager; and any BCU superintendent(s). These interviews serve to identify potential anomalies between the perspectives of respondents to the survey and the senior management team (SMT). They also test the strength and effectiveness of the relationship between the BCU commander and their line manager.
- focus groups with the SMT and service deliverers, i.e. inspectors and police staff equivalents; sergeants and police staff equivalents; constables and police staff equivalents; Special Constabulary; and PCSOs.

4.10 Questionnaires were emailed by the division to all members of staff in which respondents were asked to score their response to each question or statement on a scale of 0 to 5. Scores of 3 or more are regarded as positive responses.

4.11 Some 227 questionnaires (42.75%) were completed and returned, of which 30 were excluded because they were completed by members of the SMT or staff who had indicated their intention to retire or resign within the next two months. A total of 158 (80%) of the accepted responses came from police officers and 35 (18%) from police staff; the status of 4 (2%) was not indicated.

4.12 Interviews were subsequently held with the ACC line manager, divisional commander, divisional finance and administration manager, superintendent (operations) and superintendent (partnerships and criminal justice). The following staff contributed through focus groups: chief inspectors; inspectors, sergeants and constables, each with police staff equivalents; PCSOs; and members of the Special Constabulary. Interviewees and focus groups were asked to score a series of questions and statements complementary to those in the survey using the same scale of scores.

The Leadership Audit: Conclusions

4.13 The BCU receives appropriate support from the chief officer - line manager: The relationship between the chief officer team and the divisional commander at Trafford is described as positive. The division operates within a corporate framework in which the commander feels focused, empowered, supported and accountable. Her relationship with her line manager is underpinned by an appropriate level of personal contact and a culture in which she feels part of a wider force team with opportunities to innovate and shape events beyond her immediate area of responsibility.

4.14 The BCU has an appropriate structure which is aligned to the force strategy: The most common response from the survey suggests that, while most respondents are positive about their understanding of their role, contribution to

priorities, and lines of accountability and responsibility, there is room for improvement. Members of the SMT articulated recent changes that have been made to address this issue. They feel there is now a clear organisational structure, which is published on the intranet. It was thought that introduction of neighbourhood policing and development of the volume crime teams needs time to settle down to allow staff to develop a clear understanding of each other's roles.

4.15 The inspection team was informed that responsibility for attending various levels of calls for service had been allocated to the response and safer neighbourhood policing teams. Guidelines have been set for the remaining calls to allow flexibility in the approach of each area of policing. Interviewees and focus groups expressed the view that responsibilities often got confused, particularly when demand increases and resource levels become stretched. There was a feeling that greater role clarity would lead to more efficient management of demand.

4.16 Staff perceptions about PDR were very positive, indicating that the process is embedded and individuals are given appropriate objectives and targets. Comments from the interviewees and focus groups corroborate results from the staff survey which indicate that recognition and reward, innovation and the quality of service could be improved.

4.17 Survey respondents expressed a view that resources could be managed more effectively in terms of demand and deployment, team balance, and management of abstractions. Focus groups were more positive about these areas, which mostly centred around diminishing numbers, workload and skill levels of response teams. Discussions with members of the SMT suggest that whilst structures have been developed to improve efficiency, teams may not have fully adjusted to the changes, leaving an imbalance in resources between response teams and other units at times of increased demand. Similarly, abstractions need to be more effectively managed. Health and safety arrangements appear to be very effective and staff indicated that they feel safe.

4.18 The BCU has a performance culture with integrity: Respondents were very positive about the degree of interest shown by their line manager in their performance and development. While most were positive about the effectiveness of NIM processes, the most common response indicated that there is room for improvement. This was confirmed by staff in the focus groups who spoke of there being too many priorities to manage. Partnership tasking was also identified in the interviews as an area for improvement and concerns were expressed that fundamental improvements to call handling and demand management are required to raise service quality.

4.19 Diversity: Most questions and statements on the theme of diversity received high scores in the survey, indicating that diversity is well embedded across the division; fairness at work procedures are effective; decision-making is consistent; and confidence in line managers to inspire and solve problems is high. Management of abstractions other than sickness and balance of teams in terms of skills, experience and diversity were considered by respondents and interviewees to be areas with potential for improvement.

4.20 Personnel Management: Respondents gave high scores to most questions and statements on the theme of personnel management, reflecting strong support from line managers and positive outcomes of staff feeling trusted, valued and

included; proud of the service delivered and prepared for future challenges. Much time is invested by the SMT to maintain visibility across the division and the results of the survey suggest that their efforts are bearing fruit. The majority of respondents felt that the commander and SMT are available at appropriate times, but the most common response indicated that this could be improved. The majority of respondents who ventured an opinion were similarly positive about response to feedback of the commander and SMT. The most common response indicated that they did not know, however, and the second most common response suggests that there is room for improvement.

4.21 Communication: Communication of relevant information by line managers coupled with their availability and response to feedback works well and consistently.

5 BCU Performance

5.1 Crime reduction in Trafford is poor compared to peers in the MSBCU family. The division is ranked worse than peers in four out of the six key crime categories: total crime, BCS comparator crime, robbery, and vehicle crime. As the table below indicates, in the first three of those four categories performance is not only worse than peers but deteriorating. Domestic burglaries and violent crime are in line with peers. The former is stable, the latter is deteriorating.

Force Overview Report – Trafford Division, Greater Manchester Police Crimes Data To The End Of January 2007

Force/BCU	All Crime	BCS Comparator	Domestic Burglary	Vehicle Crime (exc Veh Interference)	Robbery	Violent Crime
Trafford						

5.2 In respect of sanction detections, the division performs better than peers for domestic burglary and is clearly improving, and worse than peers for comparator crime but stable. Performance in relation to the other four key crime areas - total crime, vehicle crime, robbery and violent crime – is in line with peers. Further details can be found below.

Force Overview Report - Trafford Division, Greater Manchester Police Sanction Detections Data To The End Of January 2007

Force/BCU	All Crime	BCS Comparator	Domestic Burglary	Vehicle Crime (exc Veh Interference)	Robbery	Violent Crime
Trafford						

5.3 The table overleaf shows crime and sanction detection data for the latest 12 month period (February 2006 to January 2007) compared with the previous 12 month period and the MSBCU group. In all five categories Trafford's crime rates have

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increased and are in the bottom quartile of its MSBCU group. Sanction detection performance is much stronger. The detection rate has increased for total crime, domestic burglaries, robberies and violent crime. Performance in relation to domestic burglaries places Trafford in the top quartile of its MSBCU group; for the other three categories it ranks in the second quartile. Vehicle crime sanction detections have fallen and the division is in the bottom quartile.

Performance Indicator	Feb 05 to Jan 06	Feb 06 to Jan 07	% Change	MSBCU Group mean	The BCUs ranked position
Recorded crime per 1,000 population	102.97	111.84	9%	97.55	12
Recorded crime sanction detection rate	25.4%	27.4%	2.0 p.p.	25.7%	4
Domestic burglary per 1,000 households	16.02	16.99	6%	13.58	12
Domestic burglary sanction detection rate	8.3%	18.0%	9.7 p.p.	14.9%	3
Robberies per 1,000 population	2.56	3.27	28%	1.97	14
Robbery sanction detection rate	18.3%	22.5%	4.2 p.p.	20.9%	5
Vehicle crimes per 1,000 population	14.58	18.36	26%	13.92	14
Vehicle crime sanction detection rate	6.3%	5.4%	-0.9 p.p.	9.1%	12
Violent crimes per 1,000 population	18.68	21.73	16%	20.90	11
Violent crime sanction detection rate	45.9%	48.8%	3.0 p.p.	43.7%	7

5.4 In January 2007 Trafford division/CDRP was flagged by the Police Performance Steering Group (PPSG) of the Police and Crime Standards Directorate (PCSD) for crime underperformance for the third successive quarter. This was based on iQuanta data to the end of November 2006, direction of travel and peer comparison in BCS comparator crime, and the widening gap between the trajectory required by the CDRP to achieve its PSA 1 crime reduction target and its actual performance. Particular concerns were raised in relation to thefts from vehicles, bicycle theft and criminal damage.

6 Findings

An initial examination of the most recent performance information for the division, together with the evidence provided in the self assessment return and leadership audit, provided a focus for the on site validation by HMIC on the following key areas:

- neighbourhood policing and problem solving in partnership;
- contact management (specifically, the management of demand to meet business and customer needs); and
- the national intelligence model.

Attention was also given to leadership and performance management for each area.

The evidence is structured under the headings relating to the key areas and classified in terms of strengths, work in progress, areas for improvement, and recommendations.

6.1 Neighbourhood Policing and Problem Solving in Partnership

Context

GMP was graded fair for neighbourhood policing and problem solving in the 2005/06 police performance assessment. Since then national standards and expectations have advanced and significant progress is required by forces to maintain their grade, let alone improve upon it. Following a pathfinder project in Oldham division, strengthening the commitment to neighbourhood policing across the force is a key initiative in the Greater Manchester policing strategy and Police Authority annual policing plan for 2006/07. Three essential elements are stressed: dedicated and accountable resources with geographic ownership; intelligence-led targeting of the issues that matter most to the public; and joint action led by the police partner agencies and the public.

Strengths

- The division is subdivided into four neighbourhoods. Each covers a cluster of local authority wards and is resourced by a dedicated team of police officers, PCSOs and members of the Special Constabulary with specific geographic responsibility. Each team is led by an inspector who is held to account for performance in their areas through the divisional performance management framework.
- The allocation and configuration of resources to neighbourhoods was informed by analysis of demand carried out in conjunction with partner agencies. Those areas with higher levels of crime have a greater allocation of constables in order to provide a hard edged proactive operational capability, while others benefit from a larger complement of PCSOs to meet demand for visibility and reassurance.

- Neighbourhood inspectors attend the daily and monthly divisional tasking meetings and policing activity in the neighbourhoods is influenced by intelligence and driven by the tasking process. Profiles have been developed to identify areas and times of peak demand and flexibility is exercised in the deployment of resources in order to meet demand more effectively. However inspectors are confident that they still have the capacity and discretion to deal with community issues.
- Neighbourhood policing constables receive training to support them in their role and student officers spend a significant amount of their development time gaining experience with neighbourhood teams.

Work in Progress

- A neighbourhood policing strategy has been developed in the division in the past 12 months supported by a communication strategy. In that time responsibility for its development has moved from the chief inspector (operations) to the chief inspector (neighbourhoods). The strategy seeks to promote the concept of dedicated neighbourhood teams working with other agencies and communities to address priorities within the local area agreement framework. The name of these teams has recently changed from area policing teams to safer neighbourhood teams. This remains work in progress.
- Nine area forums have recently been established to provide a mechanism for consultation with communities with a view to identifying and addressing specific issues of local concern. These are chaired by local authority councillors and attended by the neighbourhood inspectors. Community intelligence from these meetings is fed into the divisional intelligence processes.
- There is evidence that PCSOs are having a positive impact and six more are to be added to the divisional strength by April 2007, bringing their number to 39.
- Problem solving activity is developing and is based on a common sense application of SARA principles. The Tactical Partnership Business Group of the Safer Trafford Partnership has recently adopted the principles as their tool for multi-agency problem solving.
- Trafford Watch is a collaboration between the division and Trafford Metropolitan Borough Council to target anti-social behaviour. It involves police officers patrolling hotspots with members of the council's anti-social behaviour unit to deter nuisance, carry out stop searches, engage with local residents, gather intelligence and work with young people to promote acceptable standards of behaviour. A 24 hour telephone hotline provides residents with a direct point of contact to the team.

Areas for Improvement

- Neighbourhood policing and response policing are aligned to separate command structures and communication and collaboration between the two functions is not strong. This is exacerbated by a lack of awareness among

some response officers of the role of the neighbourhood teams and perceptions across several functional areas that the division is under-resourced, particularly with regard to the response function. This perception is not supported by force workload indicators.

- Policies in relation to demand management at force level and neighbourhood policing in the division are disconnected. With the development of neighbourhood teams there has been a drift of resources away from the response function. While the neighbourhood officers do deal with some grade 3 incidents, they are principally responsible for grade 4 incidents, which constitute a relatively small proportion of demand. This leaves a sharply reduced pool of mainly inexperienced response officers to deal with the overwhelming bulk of divisional demand, rendering performance in relation to contact management poor. Public dissatisfaction only serves to make it harder for neighbourhood officers to engage effectively with their communities when carrying out their core role around reassurance, dealing with low level crime and problem solving.
- There are variations in the way in which PCSOs and constables work together in different neighbourhoods. While some variation is to be expected on account of differences in working environments and levels of skill and experience, it is important to ensure that any variable working practices exist within a common framework of deployment principles that serve to guide, support and develop all PCSOs to an acceptable standard.
- The deployment of special constables changed from September 2006 when officers were aligned to the safer neighbourhoods. This has had a mixed reception from special constables. Some look upon it as a positive development; others have a distinctly negative view and the overall effect has been a reduction in hours worked. The rationale for changing their deployment arrangements is sound and efforts should continue to retain their commitment and maximise their contribution.
- The application of problem solving techniques by neighbourhood policing teams to manage demand and in response to intelligence from demand profiling is at a low level and inconsistent.
- The development of intelligence and information specifically around quality of service is at a low level.

Summary

The foundations of neighbourhood policing – defined areas, dedicated resources linked to divisional tasking and co-ordinating processes, a framework for community engagement, multi-agency collaboration to tackle nuisance and anti-social behaviour, etc - are in place. Effectiveness, however, is hampered by its separation from other functional teams in the division, its marginal impact on demand management, variable working standards for PCSOs, and failure to maximise the contribution of the Special Constabulary.

RECOMMENDATION 1

That the divisional commander should develop an integrated approach to neighbourhood policing in which the various functional teams in the division and partner agencies collaborate and complement each other to deliver a clear vision for citizen focused services and standards.

6.2 Contact Management

Context

In the 2005/06 police performance assessment GMP was graded poor for contact management. Improvement is a key local priority in the 2006/07 Greater Manchester policing strategy. A plan has been developed to improve and effectively manage contact with the public. As a result calls are being answered more quickly, there are fewer recalls, and the volume of calls has achieved a constant level. Performance in relation to achieving the target of answering 90% of 999 calls within 10 seconds is well above the average for 2005/06. The developing structure is project managed with clear governance and lines of accountability involving the police authority and all areas of the force. There is now a clear view that this issue is a collective force-wide responsibility with strong leadership and clear messages delivered by the force command team, in particular by the Chief Constable and the deputy chief constable. This emphasis is reinforced and tested by the command team in performance review meetings.

Strengths

- Management of the force operational communications branch (OCB) is now much more focused and analytical and draws on a wider range of guidance and information to improve performance. This includes the introduction of a grade 2 escalation policy. Effectively the incident is reviewed 20 minutes after receipt, and again after 40 minutes, at which point it is referred directly to an inspector on the appropriate division. Informal early evaluation suggests that this approach has led to significant improvements and it is beginning to influence the management of grade 3 incidents.
- An operational support unit has been reintroduced to the division. Staffed by people on restricted duties, it deals with those incidents which can legitimately be resolved by telephone or by making appointments for people to attend the police office.

Work in Progress

- Within a six month period FWIN queues in the division have been effectively managed down from a daily average of 21 pages to four. Consequently officers are dealing with more live incidents and less service recovery. This is having a positive impact on quality of service and public satisfaction.

Areas for Improvement

- While the force has set a framework for response, i.e. grade 1 (immediate), 2 (within one hour), 3 (within four hours), 4 (delayed) and 5 (suitable for resolution without police attendance), the grading and subsequent allocation of resources to incidents varies between divisions. This in part reflects an absence of corporacy in neighbourhood policing arrangements across the force. In Trafford grade 3 incidents constitute 40% of all calls for service. Responsibility for responding to them is divided between response and neighbourhood officers, but the management of such calls within the division requires development to improve clarity.
- Within the division there is a culture of acceptance that there should be a queue of unallocated FWINs. Effective demand management is a key element of delivering a quality service and each outstanding FWIN represents not only failure to meet the force standard but a customer who has been poorly served.

Summary

Effective action has been taken to reduce the number of unallocated FWINs in Trafford. The absence of a clear policy in relation to the allocation of grade 3 incidents, however, prevents the consistent and systematic approach required of demand management if force standards are to be met and public expectations managed effectively.

RECOMMENDATION 2

That the divisional commander, in collaboration with the force operational communications branch, should develop a clear policy for staff to respond to incidents that ensures compliance with force standards and the effective management of public expectations.

6.3 National Intelligence Model

Context

The GMAC partnership business model reflects local interpretation and application of the national intelligence model (NIM). It provides a framework for planning and aligning police and CDRP priorities and targets and sets out strategic and tactical structures and processes for implementing local multi-agency delivery plans.

Strengths

- Trafford division is aligned through GMAC to local area agreement priorities. This ensures a clear framework for the division and its partners to identify and correlate priorities and targets. An underpinning system of structures and processes promotes collaboration between partners in order to translate strategy into tactical plans that deliver shared outcomes. A strategic

assessment is produced annually. This is used to determine an opportunity (control) strategy which sets out intelligence, prevention and enforcement priorities, which in turn determine the development of multi-agency tactical plans.

- There is a clear framework of intelligence review and tasking meetings and operational briefings within the division. Daily meetings manage the immediate issues, inform the daily briefing and feed up to weekly burglary and robbery governance meetings. Every month a tasking and co-ordinating meeting is held to look at the issues at a more strategic level. Evidence suggests that a good level of leadership exists around these structures, a task management system is employed, and people are held to account for outcomes.
- Community problems are fed into the daily and monthly tasking meetings by the neighbourhood policing team inspectors. Should other commitments prevent their attendance at a daily meeting they send a daily review area plan (DRAP) which informs the meeting in their absence; if they are unable to attend a monthly meeting they are represented by a member of their team. In this way the neighbourhood teams can seek additional resources through the tasking and co-ordination processes to deal with their problems as well as receive direction in support of other divisional priorities.
- A series of problem profiles for robbery, burglary, vehicle crime and harm crime has been produced since publication of the most recent strategic assessment in June 2006 to improve understanding of the nature and pattern of these crimes in the division.

Work in Progress

- A new structure has been established for the Safer Trafford Partnership (CDRP) element of the Safer, Stronger and Greener Communities block of the local strategic partnership (LSP). This separates financial responsibility from the performance and delivery wing and creates a new Tactical Partnership Business Group to provide tasking and co-ordinating of police and partnership resources and ensure that a common thread runs through the partnership from strategic lead to tactical delivery. The inaugural meeting of the Tactical Partnership Business Group was held during the inspection. It brought police and partners together for the first time for the purpose of joint tasking and co-ordinating. While this represents a significant advance, its effectiveness will be measured by its longer term impact on reducing crime and disorder in Trafford.
- During 2006 the OPU was re-located from Altrincham to divisional HQ in order to develop more effective intelligence processes that drive business in the division. Since then it has been merged with the Partnership Support Group to create a Partnership Business Support Group with enhanced analytical capacity and resilience. Line managed by the superintendent (partnerships and criminal justice), who chairs the Tactical Partnership Business Group's monthly tasking and co-ordinating meetings, it is more often tasked by the chair of the daily tasking meeting, who is generally either the superintendent (operations) or chief inspector (operations). Dual accountability has created problems for capacity and prioritisation which the

unit manager has addressed by introducing systems for closer monitoring and co-ordination of analysts' workloads.

- The division has recently introduced a mobile police station staffed by a team of one sergeant, two constables and five PCSOs. The focus of their role is to promote police visibility, community engagement and public reassurance. Although line managed by the neighbourhood inspector for Altrincham, they are a taskable unit that can be deployed to crime and nuisance hotspots across the whole division to undertake high visibility patrol, engage with the community and solve problems. While its impact has yet to be formally evaluated, early feedback from the community is very positive.

Areas for Improvement

- The strategic assessment needs to be developed to reflect partnership responsibility and accountability for meeting the business needs of the Safer Trafford Partnership. The most recent assessment gives an overview of the incidence and patterns of key crimes across the borough and identifies some critical intelligence gaps, but it does not reflect partnership responsibility or provide any crosscutting analysis to shed light on causation and shape multi-agency strategies to reduce offending.
- Cross-border offending presents particular challenges for the division and its partners. No empirical evidence was presented to the inspection team and estimates of the proportion of crime committed by offenders who live elsewhere in Greater Manchester or beyond varied between 30% and 60%; research in relation to BCS comparator crimes committed in Trafford in the first six months of 2005 placed the proportion of crimes committed by cross-border offenders at 21.4% (the highest in GMP) - but excluded offenders residing beyond Greater Manchester. While divisions within GMP have agreed a policy to catch offenders who cross each other's borders, there is not the same degree of collaboration among partners to ensure effective interventions for prevention, resettlement and rehabilitation. The success or failure of such interventions – drug treatment, appropriate housing provision, educational and training courses, offender-friendly employment opportunities, etc. – impacts on crime in Trafford and reciprocal arrangements are required between partners to improve the chance of success.
- While there has been a sharp increase in intelligence submissions in the division during 2006/07 from 4,383 in the first quarter to 6,449 in the second and 8,548 in the third, a process of evaluation is required to ensure that quality does not suffer at the expense of quantity.

Summary

Tackling the causes and symptoms of crime and disorder is critical to regeneration in Trafford. GMAC provides a framework for partnership planning and structures and processes for translating strategies into tactical plans. Leadership and commitment need to be developed within this framework to reflect partnership responsibility and accountability and enable more effective multi-agency action to be developed for reducing offending.

RECOMMENDATION 3

That the Trafford strategic assessment, opportunity plan and delivery plans should be underpinned by effective partnership engagement and reflect multi-agency leadership, commitment and accountability for the delivery of joined-up activity to reduce offending.

6.4 Leadership

Strengths

- Partners and key stakeholders spoke positively of the divisional commander's leadership and commitment. Members of the Safer Trafford Partnership spoke of the direction, enthusiasm and momentum she and her team have brought to drive and develop partnership business. Representatives of the Community Advisory Group (CAG) and Independent Advisory Group (IAG) expressed warm approval of the commander's personal style and visibility, while link members of the police authority acknowledged her commitment to the community and welcomed the openness she has brought to their discussions. There was also acknowledgement from staff of her support for the development of neighbourhood policing, public protection and offender management.
- The divisional commander holds regular meetings with link members of the police authority; they meet formally about four times a year. The frequency of meetings was negotiated and is considered appropriate; link members have access between meetings should they need it. The meetings are used as an opportunity to discuss general issues of concern and identify opportunities for members to participate in and observe policing activities. One of the members chairs the Safer Trafford Partnership harm crime group.

Work in Progress

- Federation representatives have a monthly meeting with either the divisional commander or one of her deputies. Meetings include discussions about discipline issues and any incidents and developments of note. While it is a two-way discussion in which the Federation representatives are able to present their point of view, their assessment of the process reflects a perception among many of their members that they have little impact on SMT decision-making.

Areas for Improvement

- Visibility is a key element of leadership. While the most common response in the staff survey indicated that the divisional commander and SMT have a high profile on the division, staff whom the inspection team met in focus groups were generally less positive. The most positive response came from CID staff who spoke of regular visits to their workplace by the divisional commander

and members of the SMT. There is scope to spread the mutual benefits of such visits to other teams across the division.

- Staff at middle management and service delivery levels are mindful of the performance pressures on the division and would welcome the opportunity to contribute more effectively through enhanced upward communication.

6.5 Performance Management

Strengths

- The divisional commander holds monthly GRIP (Greater Manchester Police Review to Improve Performance) meetings with her SMT and team inspectors in which performance against key crime reduction and detection targets is scrutinised. Financial and HR issues are also discussed. She also holds performance review meetings with individual teams where particular problems have been identified. Each superintendent and their chief inspectors are responsible for routine scrutiny of their respective teams. The divisional commander is held to account for the overall performance of the division through the force GRIP process.

Work in Progress

- The call handling programme board is developing above the benefits dependency network and this is coming together to provide more effective governance and accountability to improve performance. The relationships necessary to bring together all of the components of demand management have been identified and are being developed. Divisional commanders are involved in this process and there are developing links with other strategic management groups within the force.

Areas for Improvement

- The divisional GRIP process measures the neighbourhood policing teams by the same criteria that are applied to teams in other functional areas. The rationale is questioned by staff who suggested that performance management processes need to develop to reflect differences in outcome expected from different roles.
- Staff are focused on achieving sanction detections in the belief that the force and their managers consider them to be the overriding priority. This does not match the divisional commander's expectations which recognise the need for a balance between crime reduction, investigation and providing reassurance and addressing specific community concerns. This is a cultural issue which needs to be addressed through clear leadership and communication.

Summary

There are opportunities for the divisional commander and SMT to improve communication, clarify performance expectations and promote innovative ways of working through a more engaging, visible and inclusive style of management.

RECOMMENDATION 4

That the divisional commander and senior management team should improve communication, clarify performance expectations and promote innovation through more effective engagement with staff at all levels.

7 Recommendations

- **That the divisional commander should develop an integrated approach to neighbourhood policing in which the various functional teams in the division and partner agencies collaborate and complement each other to deliver a clear vision for citizen-focused services and standards.**
- **That the divisional commander, in collaboration with the force operational communications branch, should develop a clear policy for staff to respond to incidents that ensures compliance with force standards and the effective management of public expectations.**
- **That the Trafford strategic assessment, opportunity plan and delivery plans should be underpinned by effective partnership engagement and reflect multi-agency leadership, commitment and accountability for the delivery of joined up activity to reduce offending.**
- **That the divisional commander and senior management team should improve communication, clarify performance expectations and promote innovation through more effective engagement with staff at all levels.**

Appendix 1 – GL3 Notional Contract

Purpose

The notional contract follows an HMIC inspection of Trafford BCU, Greater Manchester Police, which was conducted between 5 and 9 February 2007. The contract sets out actions and outcomes required of the division. The contract is between HMIC, the divisional commander and the ACPO line manager.

Action Required

BCU inspection reports published by HMIC contain a number of recommendations. Recommendations must be implemented unless there are exceptional circumstances which make it inappropriate or impossible.

HMIC will expect to see significant progress in relation to the implementation of the following four recommendations by the time of the revisit in March 2008.

Recommendation 1

That the divisional commander should develop an integrated approach to neighbourhood policing in which the various functional teams in the division and partner agencies collaborate and complement each other to deliver a clear vision for citizen focused services and standards.

- This recommendation is about developing a clear vision for integrated neighbourhood policing in Trafford in which teams collaborate to manage demand and deliver community focused outcomes.
- HMIC will look for evidence of greater co-ordination of resources and improved performance results.

Recommendation 2

That the divisional commander, in collaboration with the force operational communications branch, should develop a clear policy for staff to respond to incidents that ensures compliance with force standards and the effective management of public expectations.

- This recommendation is about providing greater clarity in the division for responding to calls within the wider force framework of call grading standards.
- While this is an issue which affects the whole force, the absence of clear guidance in Trafford is having significant and negative impact on the ability of the division to deliver a quality service to its communities.
- HMIC will look for evidence of a consistent and systematic approach for responding to calls that meets force standards and delivers improved outcomes for callers.

Recommendation 3

That the Trafford strategic assessment, opportunity plan and delivery plans should be underpinned by effective partnership engagement and reflect multi-agency leadership, commitment and accountability for the delivery of joined up activity to reduce offending.

- The division needs to review the effectiveness of partnership working arrangements in Trafford, particularly the extent to which partners are engaged and held to account.
- This recommendation is about police and partners working more closely together to develop and deliver a shared vision for reducing offending and promoting community well being. Leadership, commitment and accountability are the essential drivers.
- HMIC will look for evidence that strategic and tactical plans reflect joined-up thinking and multi-agency collaboration that seek to reduce crime and disorder by addressing the underlying causes and patterns of offending.

Recommendation 4

That the divisional commander and senior management team should improve communication, clarify performance expectations and promote innovation through more effective engagement with staff at all levels.

- This recommendation is about instilling greater ownership and responsibility for performance among staff through leadership, communication and engagement.
- It is also about staff having a correct understanding of what the divisional commander expects of them in relation to performance outputs and outcomes.
- HMIC will look for evidence of more inclusive styles of leadership, management and communication and their impact on performance.

Improvement Outcomes

References to performance improvements in future assessment include the division's position in relation to its business plan priorities and targets and its position in relation to peers in its MSBCU family.

HMIC will look for evidence of progress in the specifically identified areas for improvement in this report.

There will be occasions when circumstances change beyond the control of either the divisional commander or the force whereby the implementation of certain recommendations or improvement outcomes is rendered unrealistic and void. Account will be taken of any such factors when the division is revisited by HMIC.

BCU Revisit and Review

Trafford division will be revisited in March 2008 to assess progress in relation to this notional contract. During the visit 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; or
- 4) Not discharged with PCSD referral.