



Promoting improvements  
in policing to make  
everyone safer

# PEEL: Police efficiency 2016

An inspection of Greater Manchester Police



November 2016

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ISBN: 978-1-78655-235-8

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## Introduction

As part of its annual inspections into police effectiveness, efficiency and legitimacy (PEEL), HMIC assesses the efficiency of police forces across England and Wales.

As with all public services, it is vital that the police service operates in a way that makes the most of all its available resources. Police forces need to make sure they understand the current demand for their services. This is to make sure that they use all the resources available to them to fight all types of crime and to protect communities. Also, forces need to be looking to the future to understand how that demand may change and to plan where they need to invest extra resources or change the ways they operate so that the public can continue to receive the policing it expects and deserves.

As part of the government's objectives to cut public spending, central funding to the police service in England and Wales has been reduced by around 20 percent since 2011. Police forces across England and Wales have faced a difficult challenge to sustain effective levels of policing in the face of significant budget cuts. Forces need to continue to make efficiencies and invest resources wisely in order to maintain a focus on reducing crime and keeping their communities safe. HMIC considers that a police force is efficient if it is making the best use of its resources to provide policing services that meet expectation and follow public priorities, and if it is planning and investing wisely for the future.

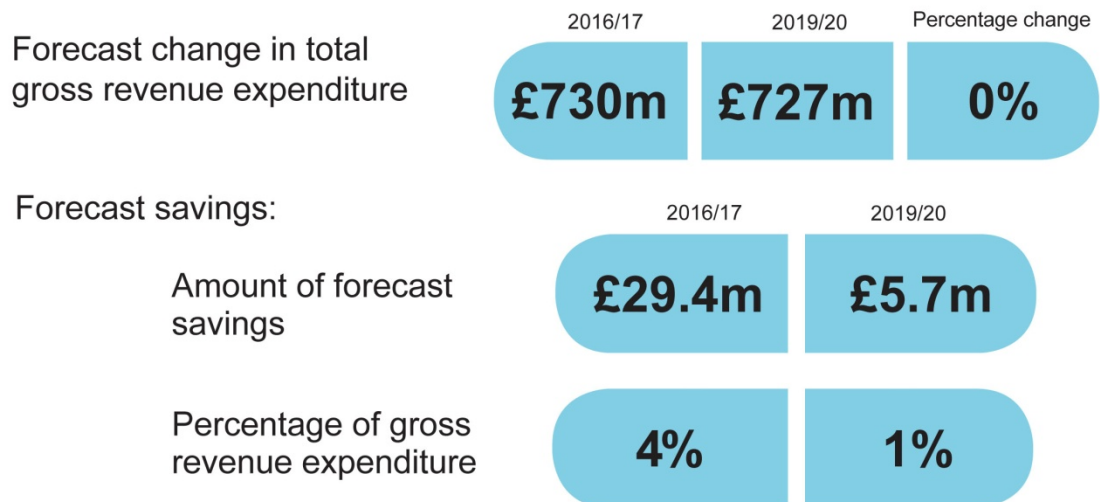
HMIC's efficiency inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website ([www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/)).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

Reports on Greater Manchester Police's legitimacy and leadership inspections will be available on the HMIC website ([www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016)) in December 2016. Our reports on police effectiveness will be published in early 2017.

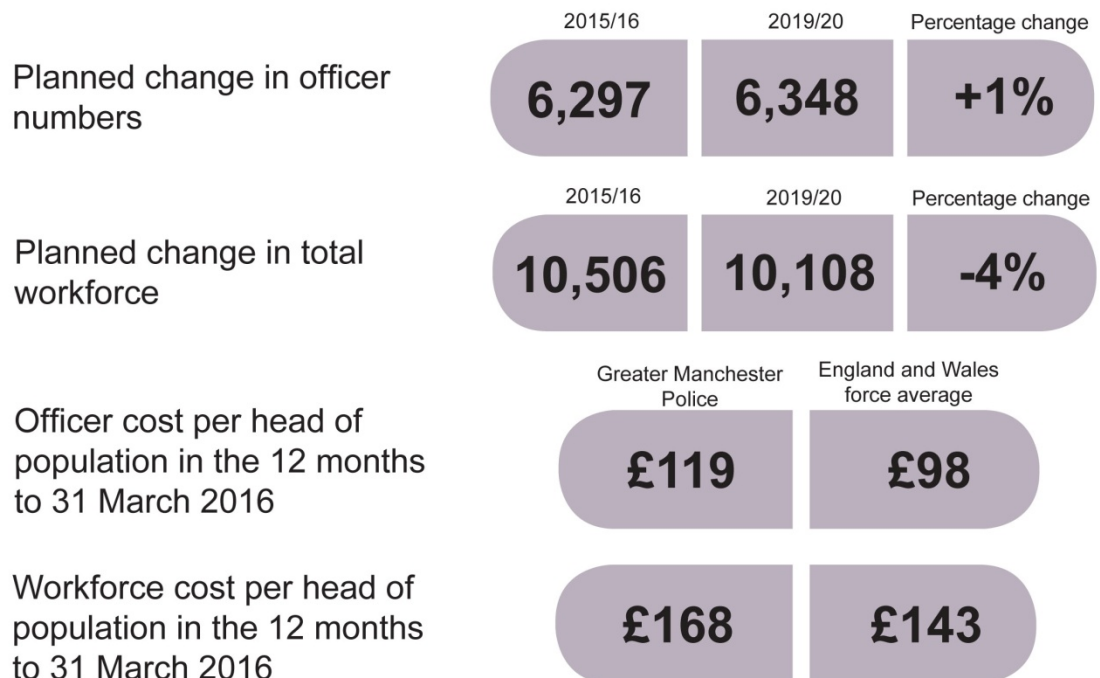
## Force in numbers



### Financial position



### Workforce





## Calls for assistance

999 calls per 1,000 population 12 months to 31 March 2016

Greater Manchester Police

**168**

England and Wales force average

**124**



## Recorded crime

Changes in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2016

2014/15

**73**

2015/16

**82**

Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2016

Greater Manchester Police

**+12%**

England and Wales force average

**+9%**



## Victim satisfaction

Victim satisfaction with the overall service provided by the police 12 months to 31 March 2016

Greater Manchester Police

**77%**

England and Wales force average

**84%**

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

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

## Overall judgment<sup>1</sup>



**Good**

Greater Manchester Police has been assessed as good in respect of the efficiency with which it keeps people safe and reduces crime.

## Overall summary

Greater Manchester Police has a very good understanding of the current demand for its services as a result of its work with the London School of Economics to understand the totality of the current demand it faces. The force is developing an understanding of potential future demand and is seeking to apply the same academic rigour to its understanding of new and emerging issues. It is conscious of the need to reduce inefficiencies and the unnecessary demand these create and has a systematic approach to streamlining systems and processes, for example the introduction of local resolution officers to reduce the number of incidents to which resources are deployed, although this lacked consistency across the force. Public services across Greater Manchester are committed to the concept of public service reform, through which the force has gained a detailed understanding of partner resources and how plans might be affected by future changes, including funding reductions in other agencies.

The force is also good in the way that it sets priorities and manages both its current use of resources and change. It has undertaken a range of significant reviews which have shaped its target operating model – how the force should be structured to remain viable and fit for purpose through to 2020 – and its local policing model. This was piloted and evaluated before being implemented in the wider force area and has led to closer integration of response, neighbourhood and investigative resources at a local level. The force has some understanding of the gaps it has in its workforce and has taken some steps to address them through recruitment and promotion. However the force's understanding of the skills it needs is not yet comprehensive. The force has completed internal promotion processes for sergeant to inspector but has not sought to fill all posts with substantive appointments this year. This means that there are still officers serving on temporary promotion. The force collaborates well with other police forces, although the focus across Greater Manchester is on

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<sup>1</sup> HMIC judgments are: outstanding, good, requires improvement and inadequate.

collaboration between public services, through the public service reform agenda, to which the force and all other local public services are committed. Together they have ambitious plans for improving public services so they are integrated and designed to eradicate the shifting of demand from one agency to another and to make better use of reducing resources.

Greater Manchester Police is also planning very well for demand in the future. The force's medium and long-term financial plans are linked directly to its target operating model. Following a better than expected budget settlement, the force has continued to identify savings, which it is then using to fund investment in line with the operating model, including additional substantial investment of £37m to replace outdated information technology and introduce mobile data to frontline staff. Investment plans are credible and rest on evidence-based prudent assumptions. The force has planned savings through to 2020, which has allowed it to recommence recruitment to replace officers leaving the force and stop any further deterioration in officer numbers. The plan includes a range of contingencies in the event of future budget reductions. The force remains committed to further development of public service reform, together with all other public and emergency services and has recently committed to extending place-based integrated partnership working across all areas of Greater Manchester.

Greater Manchester Police is a good force. HMIC has not identified any causes of concern and therefore has made no specific recommendations.

## **How well does the force understand its current and likely future demand?**

A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for demand that is less likely to be reported (e.g. incidents relating to modern slavery or child sexual exploitation) so that it can ensure that it protects the most vulnerable victims. Forces also need to understand how much resource to put into work that prevents crime and anti-social behaviour from occurring in the first place. It is important that forces continually review how they operate to ensure that they are not wasting police resources by operating inefficiently or responding to unnecessary demands.

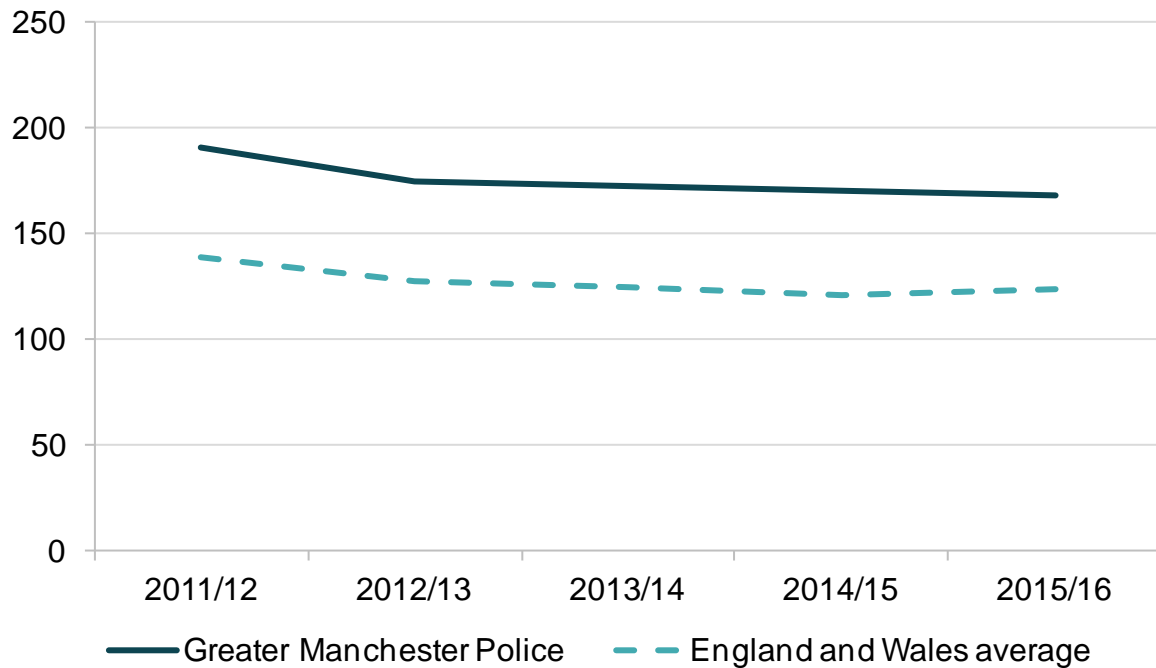
Forces must understand how demand is changing and how they need to change in order to adapt to ensure that they can plan for the future and continue to respond effectively. As well as assessing likely future threats and risks from crime, this also means understanding and assessing the potential impact of wider societal and environmental changes on the demands they will face.

## **How well does the force understand the current demand for its services?**

Police services cover a wide spectrum of activities and go far beyond the most obvious demands for providing a response to 999 calls, protecting victims of crime and pursuing offenders. It is important that forces have a comprehensive understanding across the whole range of different demands they face, including early intervention work with other organisations to prevent crime and proactively seeking out 'hidden' crimes (e.g. domestic abuse, internet crime, fraud, modern slavery and crime in communities who are more reluctant to trust or engage with the police). Police forces also need to understand how efficiently they run their own operations in order to avoid wasted effort and to ensure that they make the best use possible of all available resources.



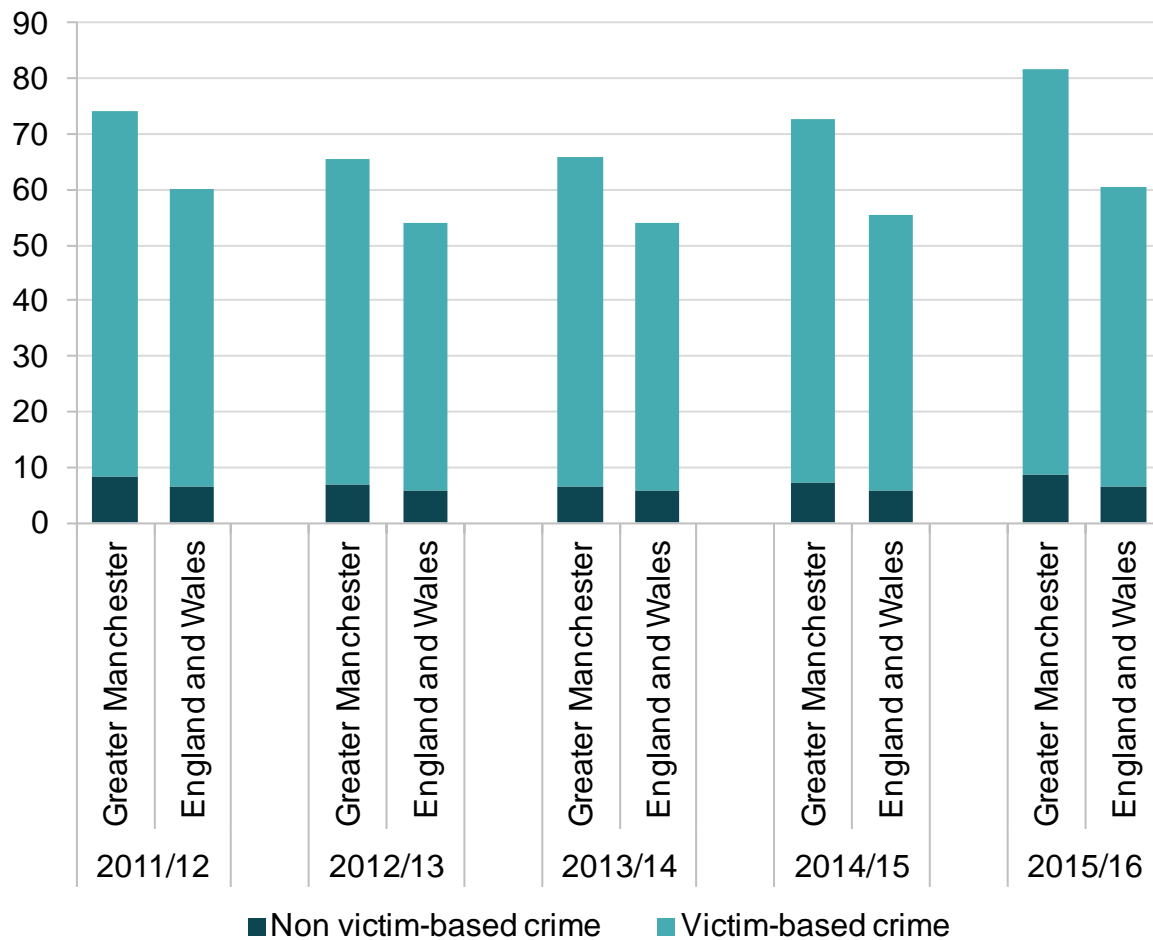
**Figure 1: Volume of 999 calls per 1,000 population received by Greater Manchester Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016**



**Source: Home Office Annual Data Requirement**  
**For further information about the data in figure 1 please see annex A**

Greater Manchester Police received 168 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was higher than the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the force received 191 '999' calls per 1,000 population, higher than the England and Wales average of 139 calls per 1,000 population.

**Figure 2: Police recorded crimes per 1,000 population in Greater Manchester Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016**



**Source: Home Office Police recorded crime data**

**For further information about the data in figure 2 please see annex A**

With regard to police recorded crime for the 12 months to 31 March 2016, Greater Manchester Police recorded 73.2 victim-based crimes per 1,000 population, higher than the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, Greater Manchester Police recorded 8.6 non victim-based crimes per 1,000 population, higher than the England and Wales average of 6.5 non victim-based crimes per 1,000 population. There has been an increase in the victim-based crime rate of 12 percent and an increase in the non victim-based crime rate of 1 percent since the 12 months to 31 March 2012.

However, it should be noted that HMIC inspected Greater Manchester Police in respect of its crime data integrity in 2016 and found that just over 85 percent of reported crimes were being recorded, which was judged to be inadequate.<sup>2</sup>

Greater Manchester Police has a comprehensive understanding of the current level of demand for its services. The force has worked with a range of local authority, academic and business partners to develop this understanding and design policing. The force has worked extensively with the London School of Economics to understand current demand, based upon analysis of data from the last five years. This analysis informed the development of the force's target operating model (TOM), which sets out how the force will be structured to ensure it remains fit for purpose through to 2019/20. Through its strategic threat and risk assessment process, Greater Manchester Police has identified that the demand in relation to both internet crime and child sexual exploitation will continue to increase in the future and it is investing in additional specialist resources to tackle these complex types of crime. The force appreciates that additional work is required to fully understand other demand that may not be routinely reported to the police and is currently seeking a new academic partner to help it develop a better understanding of future and hidden demand, such as those crimes that take place within homes or within communities that may be more reluctant to report it.

The force is taking steps to ensure that inefficiencies in its own systems do not create unnecessary internal demand. It has therefore applied a 'systems thinking' approach,<sup>3</sup> developed with expert business partners, to identify waste in its internal processes. For example, the force introduced a new investigation model ('officer in the case') for volume crime such as criminal damage, minor theft and vehicle crime. This model means that the officer who responds to the crime report retains responsibility for the complete investigation up to and including any court case, including keeping victims of crime updated on the progress of the investigation. This has led to a reduction in waste and duplication caused by handing over responsibility from one officer to another. This approach is currently being used in the review of the force's crime department.

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<sup>2</sup> For more information, see [www.justiceinspectorates.gov.uk/hmic/publications/greater-manchester-crime-data-integrity-inspection-2016/](http://www.justiceinspectorates.gov.uk/hmic/publications/greater-manchester-crime-data-integrity-inspection-2016/)

<sup>3</sup> Systems thinking is a management discipline that concerns an understanding of a system by examining the linkages and interactions between the components that comprise the entirety of that defined system.

## **How well does the force understand potential future demand for its services?**

Demands for police services are continually evolving. Forces need to anticipate and understand likely future changes so that their plans keep pace with the public's needs and expectations. Potential future demand includes new and emerging types of crime, such as cyber-crime, modern-day slavery and human trafficking. Also, it includes changes to the communities that forces serve, developments in technology and environmental events, such as flooding.

Greater Manchester Police is improving its understanding of emerging and likely future demand. It is achieving this through close engagement with partner agencies across the public sector, as part of the wider Greater Manchester public service reform agenda, as well as working with academic and business partners. This approach has enabled the force to develop services which not only meet current demand, but also position the force to meet future demand through initiatives such as demand triage, place-based working (including the integration of police and partner resources) and through the provision of mobile technology to frontline staff.

This closer, integrated, partnership working has enabled the force to develop an extensive understanding of its partners' business plans, including future financing and anticipated risks. This has provided a basis for joint action to mitigate those risks. For example, external evaluation showed that the place-based approach trialled in Tameside and Wigan meant police and partners were able to provide the most appropriate response, by the right agency, more quickly, as a result of working more closely together and exchanging information dynamically. Regular meetings between chief officers and senior leaders from other agencies, have led to a better common understanding of the effect of reduced resources across public services. At a tactical level, the introduction of multi-agency place-based working enables the force to assess the effect of external changes on the services they provide.

The force takes public expectations into account. For example, it conducted a public consultation at the Trafford Centre before implementing the target operating model. This identified that the public wanted better, regular information from officers investigating crimes as well as swifter resolution. This information influenced the design of the target operating model through the introduction of the 'officer in the case' model.

## Summary of findings



**Good**

Greater Manchester Police has a very good understanding of the current level demand for its services and is developing an evidence-based assessment of likely future demand.

The force has worked with the London School of Economics to understand the totality of the current demand it faces. This has informed both its target operating model, which sets out how the force should be structured to remain viable and fit for purpose through to 2020, and its local policing review, which has led to closer integration of response, neighbourhood and investigative resources at a local level. The force has a reasonable understanding of potential future demand and is seeking to apply further academic rigour to its understanding of new and emerging issues. Public services across Greater Manchester are committed to the concept of public service reform, through which the force has gained a detailed understanding of partner resources and how their plans might be affected by future changes, including funding reductions in other agencies.

## How well does the force use its resources to manage current demand?

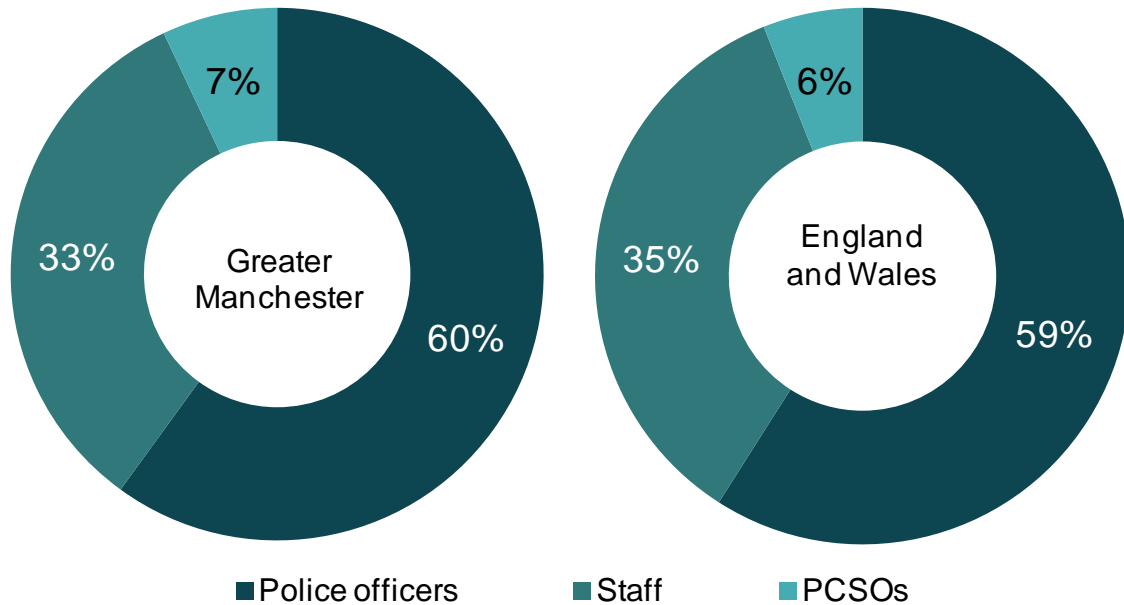
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Greater Manchester Police has the right people with the right skills in the right place to protect the public and to fight crime. Police resources have been reducing continually over recent years. It is increasingly important that resources are aligned to priorities to provide value-for-money services that tackle priorities, manage demand and meet financial requirements. This not only involves a force using its own workforce as efficiently as possible; it also involves the police working in new ways with others to ensure the best possible service to the public, and using all available resources to improve efficiency.

For a number of years, police forces have been focused on changing the way they operate and finding ways to save money in order to manage reducing budgets. It is important that these savings are sustainable and forces can demonstrate that they have achieved efficiencies while continuing to have the capacity and capability to meet demand.

## How well does the force's current allocation of resources match demand, organisational and financial requirements?

Police forces need to consider many factors when deciding how to allocate their resources, including all elements of demand, local risks and priorities, and their national responsibilities. We look at how well Greater Manchester Police assesses these factors in making decisions about the level of service to provide and how to use its resources to best effect.

**Figure 3: Police officers, staff and police community support officers (PCSOs) as a proportion of total workforce in Greater Manchester Police compared with England and Wales as at 31 March 2016**



**Source: Home Office Police workforce statistics**

**Note: figures may not add up to 100 percent due to rounding of numbers. For further information about the data in figure 3 please see annex A**

As at 31 March 2016, police officers make up 60 percent of Greater Manchester Police's workforce. This was broadly in line with the England and Wales average of 59 percent. The proportion of staff in Greater Manchester Police was 33 percent, broadly in line with the England and Wales average of 35 percent. The proportion of police community support officers in Greater Manchester Police was 7 percent, higher than the England and Wales average of 6 percent.

**Figure 4: Planned changes in full-time equivalent workforce from 31 March 2010 to 31 March 2020 for Greater Manchester Police compared with England and Wales**

	March 2010	Change from 2010 to 2016		March 2016	Change from 2016 to 2020		March 2020
		Force	England and Wales		Force	England and Wales	
Officers	8,148	-23%	-14%	6,297	1%	-2%	6,348
Staff	4,199	-18%	-21%	3,461	-6%	-5%	3,260
PCSOs	842	-11%	-35%	748	-33%	-6%	500
<b>Workforce total</b>	<b>13,189</b>	<b>-20%</b>	<b>-18%</b>	<b>10,506</b>	<b>-4%</b>	<b>-3%</b>	<b>10,108</b>

Source: HMIC Efficiency data collection

For further information about the data in figure 4 please see annex A

### Managing demands for police services

Through the development of its local policing and target operating models, Greater Manchester Police has demonstrated that it is prioritising resources effectively and in a way which aims to reduce costs while improving productivity. The approach is based on a detailed understanding of risk and is conducted in a thorough and systematic way.

The force's current allocation of resources matches financial requirements and meets most of the current demand and organisational requirements. This is the second year that the force has used the Management of Risk in Law Enforcement (MoRiLE) methodology in the development of its annual strategic assessment. This process involved engagement with a range of partners to inform an assessment of threat, risk, harm and public opinion. This analysis, combined with detailed demand modelling, has enabled the force to prioritise its activities to tackle actual and anticipated changes to demand. The application of MoRiLE in the assessment of priorities is the basis of the various change programmes that support the introduction of the target operating model, which includes a shift in resources towards specialist areas such as cyber-crime and child sexual exploitation.

The force understands many, but not all, of the relationships between costs and quality of current service levels and is taking steps to fill the gaps in its knowledge. It has a very good understanding of the costs of its local policing model. This



understanding was achieved through the aforementioned review the by London School of Economics. Other areas, such as the investigation of crime, are currently subject to review.

### **Increasing efficiency**

Greater Manchester Police is focused on increasing efficiency and has a systematic and robust approach to organisational change. Through its 'Fit for the Future' change programme and local policing reviews, the force assessed options for services which included quality and affordability. As a result, it has introduced a new local policing model which aligns neighbourhood and response officers, together with clear objectives, including a problem solving approach to tackling underlying social and environmental factors which contribute to crime and offending.

Evaluation is a strong component of the force's approach to change. Having developed this model, it then carried out a detailed evaluation in the local policing pilot in Salford. This included analysis of call management and the application of the principle of resolution without deployment. Among a range of measures aimed at improving customer service, the pilot included a trial of a process of triaging calls to assess the best course of action. The underpinning aim was to reduce the number of calls leading to a deployment of officers so that they could deal more effectively and efficiently with those calls which did require such a response. Locally-based borough staff operated as local resolution officers, reviewing lower priority incidents and assessing the threat, harm and risk, to identify those incidents that were suitable for resolution by telephone, without deploying an officer. The force's evaluation of the Salford pilot identified that 29 percent of such calls were deemed suitable for resolution without deployment; however our inspection found that the introduction of local resolution officers to other areas of the force lacked the same consistency in decision making.

Independent evaluation was also undertaken to evaluate the effectiveness of place-based integration work in Tameside and Wigan. The force also employed an external service provider to apply systems thinking to a number of the forces' internal systems and procedures to identify opportunities to reduce waste and design leaner, more efficient processes, while maintaining or improving the quality of the service to the public. This arrangement also included training a number of Greater Manchester Police staff to undertake systems thinking. As a result, systems thinking is regularly used within the force.

The force has developed a number of innovative ideas for future policing services. However, progress has been hampered by outdated technological infrastructure that no longer meets the needs of the service. Recognising this, the force has invested in an information services transformation programme, which will see a new integrated IT operating system introduced in 2017. The force has also begun to provide mobile technology equipment to all frontline officers. This technology is being introduced

alongside the local policing model. The force evaluation of mobile data during the Salford pilot identified a £1m per annum cash saving and up to 15 percent efficiency savings in officer time.

## **How well does the force improve the productivity of its workforce?**

Finding ways to make police officers and staff more efficient when they are out in their communities and reducing time spent doing back office functions is essential to ensuring that police officers remain visible, on the beat and engaged in activities to reduce and fight crime. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible. This means forces need to ensure that all their staff have the skills and capabilities to provide the required level of service. We assessed how well Greater Manchester Police understands the skills its staff need, both now and in the future; where there are gaps in either capacity or capability, we looked at whether the steps it is taking are appropriate to ensure that its staff work as efficiently and effectively as possible. We looked in particular at whether the workforce has the right level of digital skills, both to make the most of current ICT systems and to investigate crime digitally.

### **Understanding current workforce capabilities and gaps**

Greater Manchester Police has a good understanding of the workforce numbers it will need up to the year 2019/20, with some understanding of capabilities and skills gaps. This is based on analysis of the numbers of staff who will leave the force and the effect this will have on particular skill sets, such as firearms and detectives. As a consequence, the force targeted specific skills in its recent recruitment campaign and has secured over 100 police officers on transfer from other forces, many of whom are already qualified firearms officers or accredited detectives. Beyond this, however, the force has a limited knowledge of its current workforce skills, although it hopes to address this with the introduction of a new HR system when it merges its transactional HR services with Trafford Council. This limitation has consequences, including for the provision of training that might be needed to address gaps. For example, despite the success of the local policing pilot in which all officers received training, we found a lack of consistency in the understanding and application of the policy in respect of local resolution officers across the force. This has had a negative effect on the level and quality of the service provided and the extent to which it is effective in dealing more efficiently with demand.

The force has, however, recognised that the changes arising from the implementation of the information services transformation programme will require significant training for staff, to ensure that they are confident and competent in the use of new systems. The force's contract with its strategic delivery partner includes provision of training and this is already taking place to support the use of mobile data terminals. This training is focused as much on the cultural issues of operating a

device without returning to the station, as it is on the practical operation of the equipment. The force is emphasising that the equipment is there to improve decision making, provide better services to the public, to save officer time and provide the opportunity to reinvest resources in order to enhance the force's problem solving capacity.

### **Tackling workforce gaps**

Over recent years, the force has responded to budget reductions by suspending the recruitment of new police officers and severely limiting promotion opportunities. Instead, officers have been temporarily promoted to cover vacancies. During our inspection, we found large numbers of sergeants and inspectors who were performing the role on temporary promotion, some of whom had been doing so for extended periods, some as long as four years. However, the force has started to reduce the number of officers on temporary promotion through substantive promotion processes this year.

The autumn 2015 budget resulted in a better than anticipated financial settlement, which has enabled the force to commence recruitment and promotions. The force has taken a phased approach to recruitment. Phase one was the recruitment from existing police staff, including police community support officers and members of the special constabulary with a level of existing competence, skill and knowledge. Phase two was targeted at existing police officers on transfer from other forces, which has resulted in over 100 officers being selected for transfer to the force, many of whom have skills that the force has identified gaps, such as firearms and detective skills.

The force is taking a staged approach to promotion processes while its leadership structure is under review. It has completed some sergeant to inspector promotions and will undertake promotion selection for other ranks later in the year. The staged approach means, however, that a number of officers remain in posts on temporary promotion, which may assist their continuing development.

### **How well does the force work with others to improve how it manages demand for its services?**

We assessed how well Greater Manchester Police has explored all opportunities to work in collaboration with others to increase efficiency and provide better, more resilient services. This can include work with other police forces, local public sector organisations, the private sector and the voluntary sector. We looked at whether the force has a clear rationale for the decisions it has taken about how it works with others, and whether it has a good understanding of how successful its joint working has been in helping it to meet demand for its services.

The force approach to collaboration has been to work with other forces to provide more effective services rather than to achieve efficiency savings. An example of this is the Titan collaboration with North West regional forces to tackle serious and

organised crime. The force considers that most demand comes from within the Greater Manchester conurbation and therefore that the most appropriate approach to collaboration is with local public sector partners as exemplified by place-based working. The approach enables agencies to exchange information, pool their resources and work together to solve problems and thereby reduce demand across the public sector, while improving the speed and quality of outcomes for local people. It is designed to eradicate the shifting of demand from one agency to another and to make better use of reducing resources across the whole public sector.

Place-based working has been trialled in the Tameside and Wigan areas. The force has invested resources in integrated problem solving teams, comprising both police and partner agencies. These joint teams work to identify and resolve the underlying problems that lead to demand on a variety of public services. By tackling the root cause, the teams are able to prevent and reduce demand linked to high volume users of police and other public services. Following the independent evaluation of the pilots, the police and crime commissioner has provided additional funding to develop place-based working across the force area. Greater Manchester Police is, however, still in a development phase of this approach and the anticipated benefits, whilst soundly based, have not yet been fully realised.

The collaboration includes all ten local authorities, health services and the emergency services. Plans are ambitious and very well-developed. The approach is led by the interim Mayor for Greater Manchester and the Greater Manchester combined authority. Greater Manchester Police's target operating model reflects the principles of public service reform. For instance, by 2020 the force aims to move to a smaller strategic headquarters, with frontline policing services provided through the place-based model using facilities shared with other partners. Back office services and centralised specialist services will be rationalised and where possible shared with other agencies. Examples of combined services include the sharing of HR services with Trafford Council and vehicle fleet and print arrangements with Manchester City Council. Other developments include work with the fire and rescue service on joint critical incident response teams and sharing premises including training facilities.

The force has a strong record of working with external consultants and academics to identify innovative ways to improve service provision and reduce cost. The force has an external relations and performance branch which has a research forum. The force has clearly defined those areas of activity where it is seeking support. Examples include the work with consultants on systems thinking and developing the HR transformation work. The external relations and performance branch also has a scanning function to identify opportunities for improvement, for example by benchmarking attendance data against other forces. The force is currently seeking a new academic partner to help it develop a better understanding of future and hidden demand, such as those crimes that take place within homes or within communities that may be more reluctant to report it.

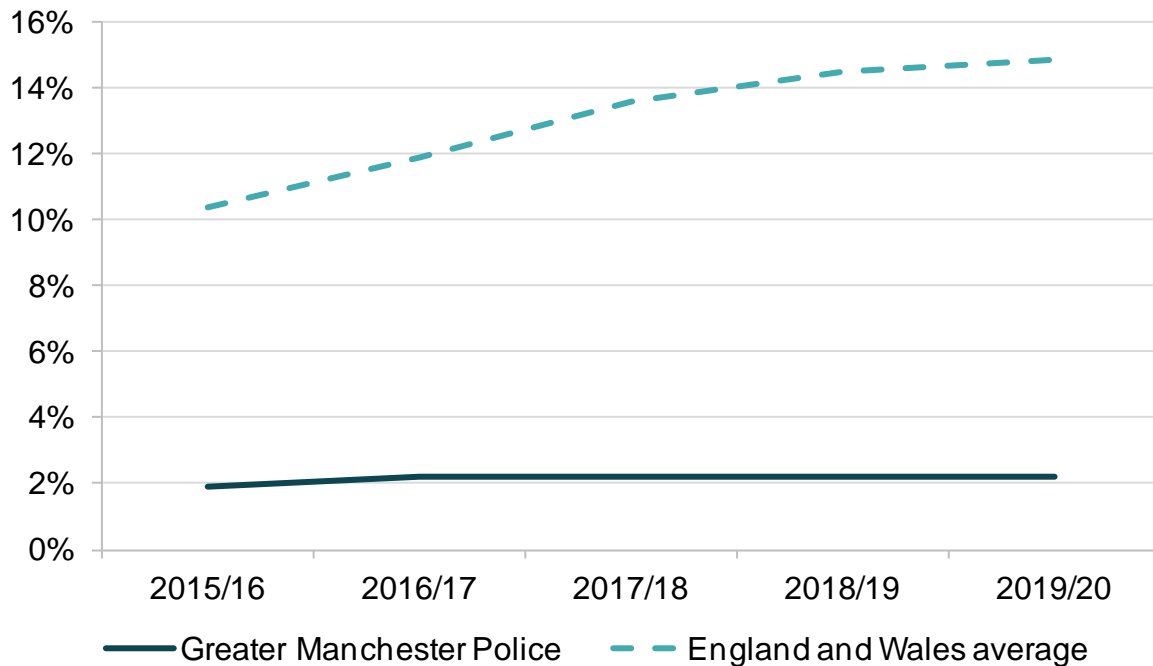
## **Collaboration benefits**

As mentioned above, Greater Manchester Police is actively involved in progressing public service reform and the collaboration with local authorities and other local agencies is a fundamental element of this. The force is committed to place-based integration of police and partner resources to build resilience across the public sector, to reduce demand for services through effective problem solving and to provide better outcomes for local people. Supported by the police and crime commissioner, the force piloted this in two areas: Hyde in Tameside and Platt Bridge in Wigan. The focus of these pilots was to manage the demand from people identified as high-volume users of public services. Following independent evaluation, which endorsed the schemes as successful, the police and crime commissioner has committed additional funding for a specialist 'system thinker' to provide a high-level problem solving service in each of the force's integrated teams.

The force is planning further integration work through the public service reform programme and anticipates that, in the future, many police officers and police community support officers will work within local authority teams and be line managed by local authority supervisors. The force is investing in the development of community support officers as key workers to support place-based working. Integration is also being pursued at a senior level, with, for example, a police superintendent working in children's services who is line managed by the director of children's services.

The place-based approach is also designed to engage with people in those communities, to better understand their needs and design services accordingly. The premise is that communities will become more confident and citizens will become more actively involved in managing down demand through the two-way citizen's contract, outlined in the target operating model.

**Figure 5: Projected percentage of net revenue expenditure in Greater Manchester Police, compared with England and Wales, on collaboration with other forces in the 12 months to 31 March 2016 to the 12 months to 31 March 2020**

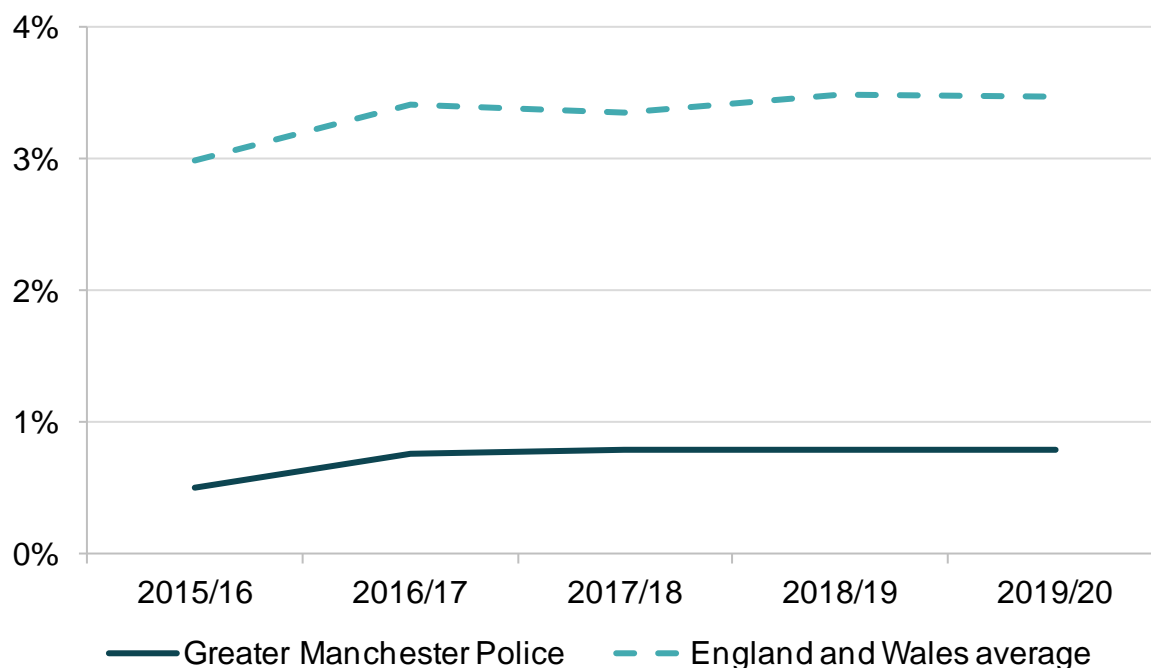


**Source: HMIC Efficiency data collection**

**Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. West Mercia Police and Warwickshire Police stated that all of their net revenue expenditure is spent in collaboration. To avoid distorting the distribution of forces, these have been removed from the England and Wales average for this figure. For further information about the data in figure 5 please see annex A**

Greater Manchester Police has forecast that it will spend £12.0m in 2016/17 on collaboration with other police forces. This is 2.2 percent of its net revenue expenditure (NRE), which is lower than the England and Wales average of 11.9 percent. For 2019/20, the force has forecast that it will spend £12.1m (2.2 percent of NRE) on collaboration with other police forces. This is lower than the England and Wales average of 14.8 percent.

**Figure 6: Projected percentage of net revenue expenditure in Greater Manchester Police, compared with England and Wales, on collaboration with non-police organisations in the 12 months to 31 March 2016 to the 12 months to 31 March 2020**



Source: HMIC Efficiency data collection

Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. For further information about the data in figure 6 please see Annex A

Greater Manchester Police has forecast that it will spend £4.1m in 2016/17 on collaboration with non-police organisations. This is 0.8 percent of its net revenue expenditure (NRE), which is broadly in line with the England and Wales average of 3.4 percent. For 2019/20, the force has forecast that it will spend £4.3m (0.8 percent of NRE) on collaboration with non-police organisations. This is broadly in line with the England and Wales average of 3.5 percent.

## **How well does the force understand how any changes made to improve efficiency have affected its ability to manage demand?**

As resources reduce and demands on police services become ever more complex, it is increasingly important that forces understand fully the benefits that are realised from any investment and the impact of any new ways of working. This understanding enables them to learn from what works and to take swift action to mitigate any negative results.

The force has well-proven and established change processes. All current change programmes are subject to regular review and post-implementation reviews are carried out, often by external bodies. The force has forged close links with a range of academic and other business partners to ensure that it has the capability and

capacity required to provide additional scrutiny. For example, the force appointed a firm of external expert consultants as the systems delivery partner for the information systems transformation programme, including the provision of mobile data terminals.

The force also undertakes rigorous testing of proposed change, often by conducting extensive trials and supported by external reviews. The pilot of the local policing model in Salford ran for over 12 months and was reviewed by an independent group of academics and analysts. This review included an assessment of the use of mobile data. This has enabled the force to make realistic predictions of savings from the full force-wide use of mobile data of £1m per annum cash savings and 15 percent efficiency savings.

The force seeks to understand the consequences of change on the services it provides and seeks feedback from communities as well as commissioning independent post-implementation reviews. For example, the force recently completed a customer satisfaction survey for those who have been involved in the local resolution of complaints and is analysing the responses in order to improve the service. The force also uses satisfaction data as an indicator to evaluate the effect of change. For example, having identified declining victim satisfaction ratings for overall treatment, the force has introduced customer service training for all staff who come into contact with the public. This training is due to be completed by November 2016.

Recent satisfaction levels for the follow-up provided to victims of crime have shown a 10 percent decline between March 2015 and March 2016. The force is seeking to improve this through staff training and keeping victims and witnesses updated is a significant element of the 'officer in the case' investigation training currently being provided as part of the implementation of the local policing model.

## Summary of findings



**Good**

With the introduction of a new local policing model, Greater Manchester Police is using its resources well to manage current demand.

The force has applied academic rigour to improve its understanding of demand and has then used this to develop a new model for local policing services which is designed to meet that demand. The model was piloted and evaluated before being implemented in the wider force area. The force understands some of its workforce skills and gaps and is trying to fill gaps through active recruitment of transferees with crucial skills. A number of officers at various ranks remain on temporary promotion while the force takes a staged approach to substantive promotion and undertakes a leadership review. The force collaborates well with other police forces, although the focus across Greater Manchester is on collaboration between public services,



through an ambitious public service reform agenda, to which the force and all other public services are committed. The force manages change in a controlled way, with the application of a systems thinking approach and it makes good use of academic and external business partners in both the evaluation and implementation of change programmes.

## How well is the force planning for demand in the future?

HMIC examined how well forces are using their understanding of current and future demand on their services to develop more efficient ways of operating that balance ambition, realism, innovation and risk. Our assessment examined the extent to which Greater Manchester Police's plans are credible and achievable while at the same time are creative and ambitious. This included how far it is aiming to improve efficiency through its workforce plans, collaboration plans, financial plans, ICT plans and approaches to risk.

## How well does the force identify and prioritise areas to invest in for the future?

It is important that forces have good plans in place which take account of future demands for their services as well as the likely future funding available to them. They need to invest wisely for the future in order to ensure that they have the right capabilities to meet future demand. HMIC examined the force's financial plans and workforce plans to assess how far it is set to meet future changes in demand and local priorities. We looked in particular at how well Greater Manchester Police has considered its future ICT capabilities as well as any wider changes to the communities it serves.

### **Matching resources to demand, organisational priorities and financial requirements**

Greater Manchester Police's medium and long term financial plans are linked directly to the development and implementation of the target operating model. Change plans originally developed to meet the anticipated reduced budget prior to the 2015 autumn spending review are still being implemented. The savings generated will be invested in the force priorities to support its 'fit for the future' programme.

The improved financial position is now enabling the force to replace the number of officers who leave the force each year. The force has begun to recruit again and is replacing officers leaving the force to stop any further deterioration in officer numbers. It is also trying to fill identified gaps in crucial skills through the active recruitment of transferees with firearms and investigative skills.

The phased approach to recruitment will also allow the force to improve the level of representation of black and minority ethnic police officers. According to force figures, the recent recruitment processes for police staff, including police community support officers and special constables, has resulted in 17.7 percent of successful applicants being from a black or minority ethnic background. The force intends to continue this

improvement in the diversity of its workforce, with the planned external recruitment of a further 200 officers this year, which will be targeted at people who are more representative of the communities in Greater Manchester.

The force can demonstrate a number of efficiencies from the introduction of the local policing model, the target operating model and the introduction of mobile technology. These include reduced officer and staff numbers in local policing and other functions such as crime recording. The savings will be reinvested in areas where the force predicts growth in demand, including cyber-crime and online sexual offending. These are predicated on the development of a self-sufficient and agile workforce, supported by effective mobile technology.

The implementation plans for the target operating model are robust and include outline business cases for contingency plans to implement the model in the event of further funding reductions over the next five years.

### **Investing in IT**

The force is investing a further £37m in the information services transformation programme over the next four years, with the majority being invested in the current financial year. The programme includes the replacement and redesign of the entire technology infrastructure. An integrated operational policing system (iOPS) will replace outdated systems such as command and control, case and custody and property and will interface with mobile data devices. The system design allows for connectivity and compatibility with systems used by other forces and local authorities, thereby supporting public service reform.

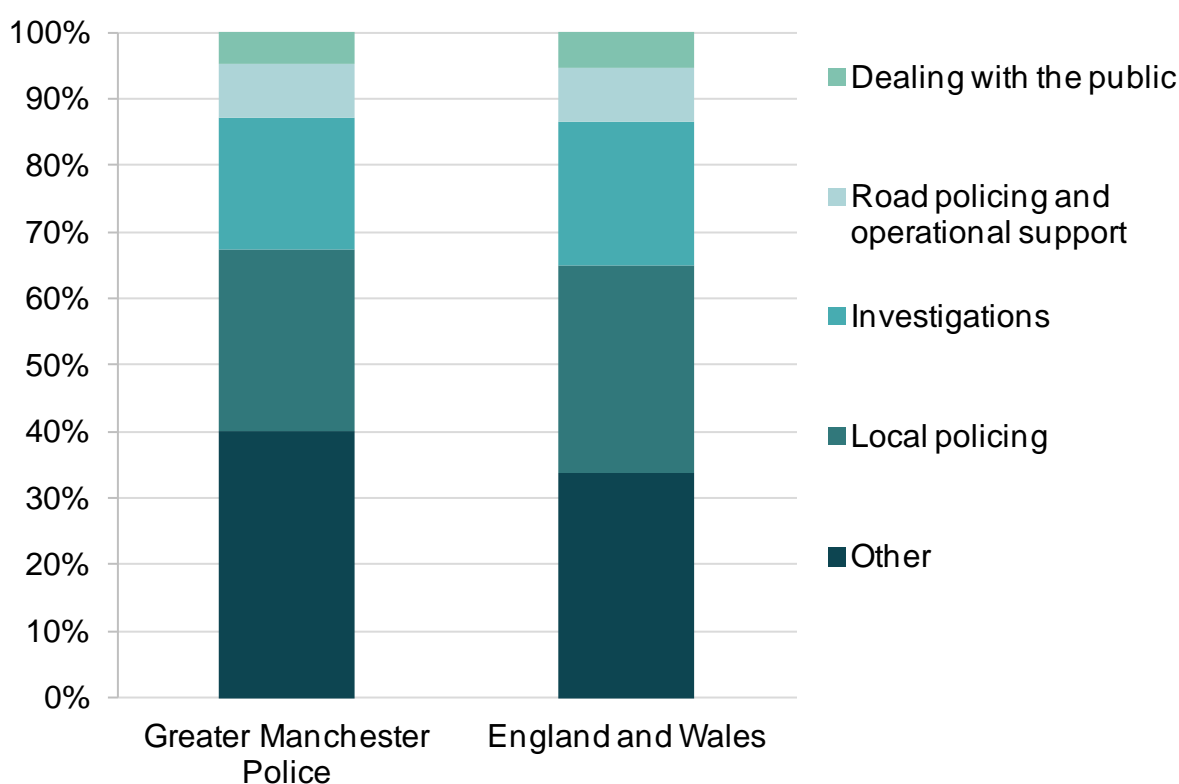
As mentioned above, the transformation programme includes the provision of mobile technology to officers and staff. The force estimates that investment in mobile technology will generate £1m in cash savings per annum and, once fully implemented, a 15 percent efficiency saving. This increased productivity will be achieved through reduced officer time spent in the station, streamlined crime inputting at the scene, reduced travel time and more productive use of the vehicle fleet. Some of the savings will be achieved by reductions in the number of staff in back office functions, including crime recording, as well as increasing productivity.

The force has engaged an external commercial partner to ensure that it has the capacity and capability to complete this ambitious programme. The force has recently signed contracts with providers to implement iOPS in 2017. It has ensured continuous support for the programme by contracting for three years after the system goes live.

## How well does the force plan its investments?

A force's plans for investment and savings need to be credible, realistic and informed by a full understanding of the future challenges (both financial and operational) that it is likely to face. HMIC assessed the extent to which Greater Manchester Police's future plans are prudent, robust and based on sound assumptions about future demands and costs, while at the same time being ambitious enough to meet public expectations, including identifying new ways of working and providing services in the future.

**Figure 7: Estimated percentage of gross revenue expenditure allocated across different policing functions in Greater Manchester Police compared with England and Wales in the 12 months to 31 March 2016**



**Source: HMIC Efficiency data collection**

**For further information about the data in figure 7 please see annex A**

The force is developing credible plans for the future, based on assumptions that have been tested through extensive trials and review by academic and business partners. The force has a long history of engagement with external partners to provide the capability and capacity to make the best of its investments. These include the extensive analysis of demand for services, the design of the target operating model and in particular the implementation of the information systems transformation programme. In this case, the strategic delivery partner is providing expert support on the digital investment as well as procurement and capital investment.

## **Planning for the future**

The force has a program of investments and savings identified through to 2019/20. As mentioned above, as the financial outlook is more positive than expected, the force plans to reinvest the identified savings to transform the way in which policing services are provided. This includes problem solving with partner agencies to identify and deal with the root cause of demand across the whole public sector.

The force plans to recruit 2,000 police officers by 2019/20, although this is predominantly to replace those officers who are expected to leave or retire, increasing overall number of budgeted posts by 220. During this period the force is also making significant investments, most notably the information services transformation programme, to support the broader transformation of policing services through the target operating model. The business cases for this model include contingencies that would enable the force to make additional cost savings, should future budget cuts make this necessary, albeit through a sub-optimal version of the model.

The force has taken a prudent approach to assumptions about future income and costs. Current financial planning also includes a transformation reserve which is forecast to stand at £15m by 2019/20. This also could be used to support the budget in the short term, if the financial situation worsened unexpectedly. As a large force, it also has flexibility with its workforce costs due to the high numbers of police officers and staff who leave or retire each year. Although current workforce planning includes the recruitment of 500 officers per year for the next four years, this could be reduced in the event of a worsening financial position.

Greater Manchester Police is an innovative force. Implementation of the target operating model, combined with the local policing model piloted in Salford, will fundamentally change how the force provides policing services across Greater Manchester in the future and will reinforce public service reform at the centre of its plans. Officers will be largely self-sufficient, supported by mobile technology and a significantly improved technology infrastructure. Increasingly, officers will work alongside partner agencies, focusing on problem solving to reduce demand across the public sector. They will be led by borough inspectors who will have greater responsibility for the areas they serve. The force aims to foster a culture in which staff are empowered to take more personal responsibility and focus on contact with people and understanding place, without unnecessary restrictions.

## **To what extent does the force fund its investments sustainably?**

Police forces have made significant financial savings over recent years which has enabled them to reduce their costs and protect frontline policing. They continue to face financial challenges and it is vital to their ability to sustain effective policing that they continue to seek improved efficiencies and drive down costs so that they can not only balance their budgets but also invest in improving their capability in the future. Forces need to consider different ways of transforming the way they work in order to secure effective policing in the longer term. This may include plans to establish different joint working arrangements with other organisations or investing in ICT to improve operational efficiency.

### **Saving to invest for the future**

Despite the better than anticipated government funding for policing announced in late 2015, the force decided to continue with previously agreed savings but to invest these in developing the target operating model, which would enable the force to meet demand through to 2020 and beyond. This will include place-based local policing with partner agencies to tackle demand across the public sector, with a focus on problem solving to reduce demand. The force forecasts that successful implementation of the target operating model is likely to yield cash savings of £1.5m per annum. The force is also looking to invest in specialist resources to tackle complex crimes including cyber-crime and child sexual exploitation, which it predicts will increase in the future.

The force is currently planning to maintain its level of reserves over the next five years. Unallocated reserves are predicted to remain at £12.4m through to 2020. Earmarked reserves are predicted to reduce from £32.9m in 2016 to £29m in 2020. The allocated reserves include a £15m transformation reserve. The force and the police and crime commissioner are considering how to make best use of this element of the allocated reserve, including the potential to reduce the anticipated borrowing that will fund the information services transformation and other capital programmes.

### **Working together to improve future efficiency**

The force is committed to further progressing public service reform. Place-based policing across the force will see integrated teams from the police and partner agencies exchanging information and working together to solve problems and reduce demand from high-volume users of services across the public sector.

The independent, external evaluation of the place-based pilots in Hyde and Platt Bridge confirmed that, as well as improving outcomes for local people, place-based integration of public services had the potential, if operated across the whole of

Greater Manchester, to lead to demand reduction outcomes worth approximately £40m per year.

The force is seeking to future-proof its technology systems as far as possible by ensuring that the transformation programme will result in IT systems which are compatible with those of other forces and public sector partners to support better exchange of information and joint working. The force is a member of a pan-Greater Manchester IT board, which includes local authorities and other emergency services. Although there are currently no plans to consolidate IT systems across the public sector, the force is seeking to ensure that it has the capability to support this in the future.

## Summary of findings



**Good**

Greater Manchester Police is planning very well for demand in the future. The force's medium and long-term financial plans are linked directly to its target operating model, which sets out how the force needs to be structured to ensure it remains viable and fit for the future through to 2020 and beyond.

Following a better-than-expected budget settlement, the force has continued to identify savings, which it is then using to fund investment, including further substantial investment of £37m to replace outdated information technology and introduce mobile data to frontline staff.

Investment plans are credible and based on evidence based prudent assumptions. The force has planned savings of £68m from 2016/17 to 2019/20, which will still allow it to increase the number of budgeted police officer posts by 220. Savings and investment plans include a range of contingencies in the event of future budget reductions. The force remains committed to further development of public service reform, together with all other public and emergency services, and has recently committed to extending place-based integrated partnership working across all areas of Greater Manchester.

## Next steps

HMIC will assess progress on any recommendations and areas for improvement identified within its reports in a number of ways. We may re-visit those forces where we have identified a serious cause of concern, go back to assess as part of our annual PEEL inspection programme or receive updates through regular conversations with forces.

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



## Annex A – About the data

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

### Methodology

Please note the following for the methodology applied to the data.

#### Comparisons with England and Wales average figures

For some data sets, the report states whether the force's value is 'lower' than, 'higher' than or 'broadly in line with' the England and Wales average. This is calculated by using the difference from the mean average, as a proportion, for all forces. After standardising this distribution, forces that are more than 0.675 standard deviations from the mean average are determined to be above or below the average, with all other forces being broadly in line.

In practice this means that approximately a quarter of forces are lower, a quarter are higher, and the remaining half are in line with the England and Wales average for each measure. For this reason, the distance from the average required to make a force's value above or below the average is different for each measure so may not appear to be consistent.

#### Statistical significance

When commenting on statistical differences, a significance level of 5 percent is used.

For some forces, numbers described in the text may be identical to the England and Wales average due to decimal place rounding, but the bars in the chart will appear different as they use the full unrounded value.

#### Population

For all uses of population as a denominator, unless otherwise noted, we use the Office for National Statistics (ONS) mid-2015 population estimates.

### Force in numbers

#### Forecast change in expenditure

These data show estimated gross revenue expenditure (GRE) for the force in 2016/17 and 2019/20, calculated using total GRE pay and total GRE non-pay budgets provided to HMIC by individual forces at the time of data collection (April 2016), excluding expenditure on the office of police and crime commissioner.

## Forecast savings

These data show planned savings (including use of reserves to bridge an in-year funding gap) in future years, calculated using the planned savings for pay and non-pay budgets provided to HMIC at the time of the data collection (April 2016). Some forces only provided figures for savings that they had formally signed off at that point, while others provided estimates for the whole period. Therefore a force with only a small savings requirement is not necessarily faced with only a small savings challenge for the future.

## Workforce figures (based on full-time equivalents) for 31 March 2016 and 31 March 2020

These data are obtained from the Home Office annual data return 502. The data are available from the Home Office's published Police workforce England and Wales statistics (available from [www.gov.uk/government/collections/police-workforce-england-and-wales](http://www.gov.uk/government/collections/police-workforce-england-and-wales)), or the Home Office police workforce open data tables (available from [www.gov.uk/government/statistics/police-workforce-open-data-tables](http://www.gov.uk/government/statistics/police-workforce-open-data-tables)). Figures may have been updated since the publication. Workforce includes section 38 designated officers (investigation, detention and escort), but does not include section 39 staff.

Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy. In some instances therefore an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

Workforce costs per head of population are obtained from calculations in HMIC Value for Money Profiles 2015, which use the ONS mid-2014 population estimates. The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service.

## Figures throughout the report

### Figure 1: Volume of 999 calls from the 12 months to 31 March 2012 to 12 months to 31 March 2016

These data are obtained from the Home Office annual data return 441.

### Figure 2: Police recorded crime in 12 months to 31 March 2015 to 12 months to 31 March 2016

These data are obtained from Home Office Police recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)). Total police recorded crime includes all crime (excluding fraud

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

### **Figure 3: Percentage of officers, staff and PCSOs in force workforce on 31 March 2016 compared to England and Wales**

Data as at 31 March 2016 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' full-time equivalents (FTE). The percentages used in figure 3 are derived from the total FTEs within forces, and therefore may differ slightly from the exact figures quoted within the report.

### **Figure 4: Planned changes in workforce FTE from 31 March 2010 to 31 March 2020 for the force compared to England and Wales**

The figures in figure 4 are rounded to the nearest whole person, full-time equivalents (FTEs), and therefore may differ slightly from the exact figures quoted within the report. Police staff includes section 38 designated officers (investigation, detention and escort).

Data as at 31 March 2010 and 31 March 2016 are obtained from Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE. These data include officers on career breaks and other types of long-term absence, and those seconded to forces. Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances therefore an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

Due to the complex and continually evolving picture of workforce collaboration between neighbouring forces, not all changes in workforce figures reflect the workforce that is available to forces. Involvement in strategic alliances and/or regional organised crime units would be an example of where changes over time are likely to be skewed. Therefore sharp increases or decreases over time need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces, not real changes in staffing levels.

At the time of the inspection, the future financial climate was uncertain. Several forces did not have confirmed plans for workforce projections. It is important to note that figures provided are in many instances unconfirmed estimates provided to assist HMIC in our inspection programme and should not be seen as a concrete plan for the future workforce landscape of policing.

**Figure 5: Projected net revenue expenditure on collaboration with other police forces for the 12 months to 31 March 2016 to the 12 months to 31 March 2020**

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection.

These data cover the level of expenditure by forces on collaboration-related activity. Collaboration can include a variety of different types of activity, some of which may not incur specific expenditure, but may still generate benefits such as savings or improved services the public. Therefore these data should be seen as only one aspect of potential collaboration activity.

West Mercia Police and Warwickshire Police have a highly-developed integrated relationship and have stated that all of their net revenue expenditure is through collaboration. To avoid distorting the distribution of forces around the average, West Mercia Police and Warwickshire Police have been removed from the England and Wales average for this figure.

**Figure 6: Projected net revenue expenditure on collaboration with non-police organisations for the 12 months to 31 March 2016 to the 12 months to 31 March 2020**

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. As suggested above, these data should be seen as only one aspect of potential collaboration activity.

**Figure 7: The percentage of gross revenue expenditure allocated to different policing functions in the 12 months to March 2016**

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. These data define policing functions using the Policing Objective Analysis categories which we have grouped. The grouping is illustrated in the table below.

Figure 7 policing functions	POA categories
Local policing	Local policing
Investigations	Specialist Investigations Investigative Support Public Protection
Road policing and operational support	Roads Policing Operations Support
Dealing with the public	Dealing with the Public
Other	Intelligence Criminal Justice Arrangements Support Functions National policing Office of PCC Central Costs