

# PEEL: Police efficiency (including leadership) 2017

A report on the limited inspection of Greater  
Manchester Police



November 2017

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# Contents

<b>Introduction .....</b>	<b>3</b>
<b>Force in numbers .....</b>	<b>5</b>
<b>Overview – How efficient is the force at keeping people safe and reducing crime? .....</b>	<b>6</b>
<b>How well does the force understand demand? .....</b>	<b>8</b>
How well does the force understand current demand?.....	8
How well does the force understand things that affect demand?.....	11
Summary of findings .....	13
<b>How well does the force use its resources? .....</b>	<b>14</b>
How well does the force understand the capability of its workforce? .....	14
How well does the force understand the capability of its leaders? .....	16
How well does the force allocate resources?.....	16
How well does the force work with others? .....	19
Summary of findings .....	20
<b>How well is the force planning for the future? .....</b>	<b>22</b>
How well does the force predict likely future demand? .....	22
How well is the force planning for the future, in terms of workforce? .....	23
How well does the force plan for likely future demand? .....	25
Summary of findings .....	26
<b>Next steps .....</b>	<b>27</b>
<b>Annex A – About the data.....</b>	<b>28</b>

## Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)<sup>1</sup> assesses the efficiency and leadership of forces in England and Wales.

### **What is police efficiency and why is it important?**

As with all public services, the police service must operate in a way that makes the most of its available resources. To do this, police forces must understand what their demand is – by which we mean what work they can reasonably predict they will have on any given day – and ensure that they have the resources they need, in the right place, to meet that demand. To stay efficient they must have good, realistic and evidence-based plans for the future. Our efficiency inspection assessed all of these areas during 2017.

As part of the 2017 inspection, we also integrated aspects of leadership into our assessment of efficiency, as the two areas are closely linked. We assessed how police leaders are driving innovation in policing, within their own forces and further afield. We also inspected how well forces are planning for the future with regards to their leadership.

Between 2010/11 and 2015/16, central government funding for the police service in England and Wales fell by 19 percent, or £1.7 billion in cash terms. Police forces met the required budget reductions until November 2015, when the government announced that overall police spending would be protected from further cuts, to enable the police to continue to adapt to emerging crime threats while taking further steps to improve efficiency. While that was a more favourable funding settlement for policing than was expected, reductions in spending by other public services will still create additional pressure for police forces.

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<sup>1</sup> This inspection was carried out before 19 July 2017, when HMIC also took on responsibility for fire & rescue service inspections and was renamed HM Inspectorate of Constabulary and Fire & Rescue Services. The methodology underpinning our inspection findings is unaffected by this change. References to HMICFRS in this report may relate to an event that happened before 19 July 2017 when HMICFRS was HMIC. Citations of documents which HMIC published before 19 July 2017 will still cite HMIC as the publisher.

Our report on Greater Manchester Police's legitimacy inspection will be available on our website ([www.justiceinspectrates.gov.uk/hmicfrs/peel-assessments/peel-2017/greater-manchester/](http://www.justiceinspectrates.gov.uk/hmicfrs/peel-assessments/peel-2017/greater-manchester/)) at the end of 2017. HMICFRS reports on police effectiveness will be published in early 2018. Previous PEEL reports are also available on our website: [www.justiceinspectrates.gov.uk/hmicfrs/peel-assessments/peel-2016/greater-manchester/](http://www.justiceinspectrates.gov.uk/hmicfrs/peel-assessments/peel-2016/greater-manchester/).

More information on how we inspect and grade forces as part of this wide-ranging inspection is available on our website ([www.justiceinspectrates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/](http://www.justiceinspectrates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/)).

## Force in numbers



### Financial position

Forecast change in total gross revenue expenditure



### Workforce

Planned change in officer numbers



Planned change in total workforce



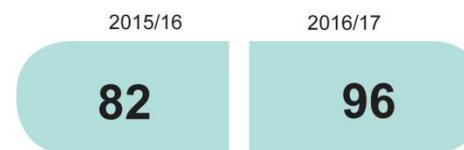
### Calls for assistance

999 calls per 1,000 population 12 months to 31 March 2017



### Recorded crime

Changes in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017



Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017



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>2</sup>

### Ungraded

After the terrorist attack at Manchester Arena on 22 May 2017, in which 22 people were killed by a suicide bomber, HMICFRS decided jointly with Greater Manchester Police that we would not undertake our early June inspection fieldwork. HMICFRS later completed a limited inspection, which included a series of interviews and visits to operational departments and police stations. Although we were unable to implement the full inspection methodology, our inspection was sufficient to allow us to report on the efficiency of Greater Manchester Police and to provide a descriptive assessment, although not to make a graded judgment.

## Overall summary

Greater Manchester Police has a comprehensive understanding of the demand for its services, including more complex demand and demand less likely to be reported to the police, which is enriched by information from other organisations it works with. The force has good systems in place to understand and monitor the consequences of change, although it could do more to promote innovation from its workforce.

The force has a good understanding of the skills, capabilities and behaviours it needs within its workforce, both now and in the future. However, it needs to do more to fully understand the skills and capabilities that it has at present, so that it can identify and fill any gaps. The force understands the skills and capabilities of its leaders, but it could improve how it identifies and develops the talent it has, including through effective succession planning.

Greater Manchester Police prioritises 999 and 101 calls well, and has systems in place to prioritise different demand at both the strategic and operational level. However, it should improve the consistency with which it identifies incidents as being suitable for resolution without deployment. The force has a strong commitment to working collaboratively, particularly with other public sector organisations in Greater Manchester, and it understands the benefits of these arrangements. The force looks proactively for new opportunities to improve its services.

The force has a good understanding of likely changes in future demand, which it has developed in conjunction with academic analysis of historic demand. It has good plans for the future that are based on sound and prudent assumptions.

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<sup>2</sup> HMICFRS judgments are outstanding, good, requires improvement and inadequate.

## **Areas for improvement**

- The force should ensure consistency in the application of the local resolution officer function and all incidents assigned for resolution without dispatch should be subject to a structured assessment of threat, risk, harm and vulnerability.
- The force should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The force should use the proposed skills and capabilities audit of its workforce to inform and review its approach to succession planning.
- The force should consider a wider range of sources for the identification of talent.

## **How well does the force understand demand?**

To be efficient, it is essential that police forces have a good understanding of the demand for their services. This means that they should not only understand what sort of incidents are likely to be reported on a normal day, but also what they need to do in advance to prevent crime. They should also understand the crimes and other activity in their area that are often hidden and are less likely to be reported, such as modern slavery or child sexual exploitation, and take action to uncover them.

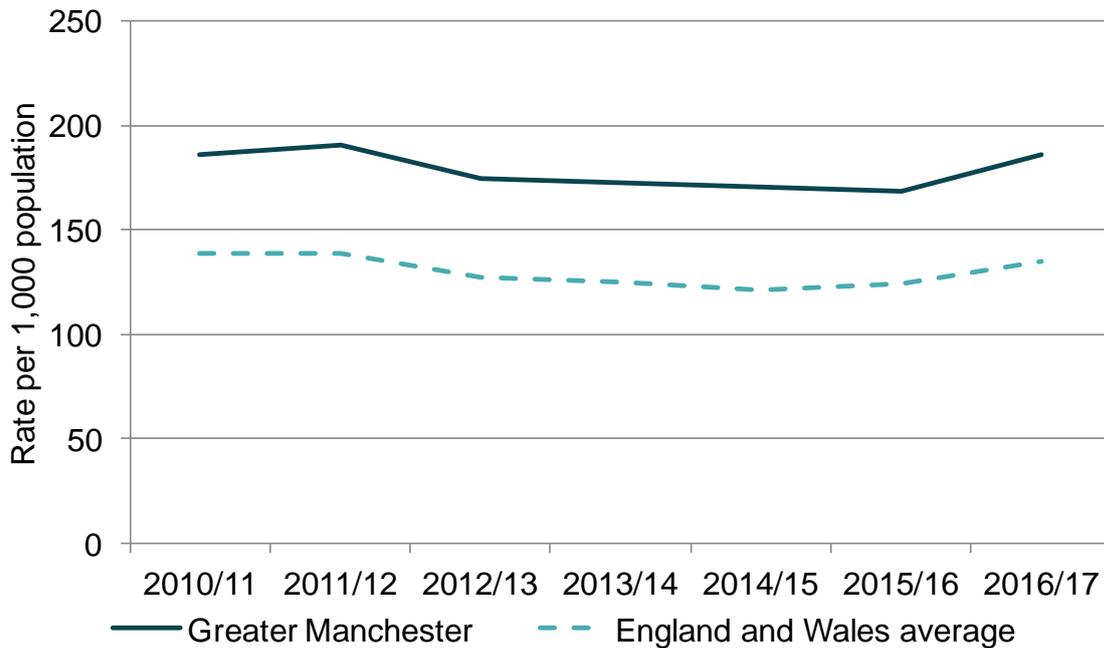
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond to the demand for their services and should be able to demonstrate that their approach to prioritisation does not cause them to overlook some of their demand.

## **How well does the force understand current demand?**

HMICFRS inspected how well Greater Manchester Police understands the demand for its services. These demands can range from answering and responding to 999 calls to protecting victims and uncovering crimes that would not otherwise be reported. It is important that police forces understand the work that they need to do so that they can ensure that they have resources in place.

Forces deal with much more than responding to emergencies and investigating reports of crime. However, the number of calls for service (999 calls and 101 calls) and the levels of recorded crime can nonetheless be used to make simple comparisons. In particular, they can give an indication of whether demand has changed or is particularly high or low. Figure 1 shows how the number of 999 calls has changed since 2010/11, while figure 2 illustrates how crime has changed since 2010/11.

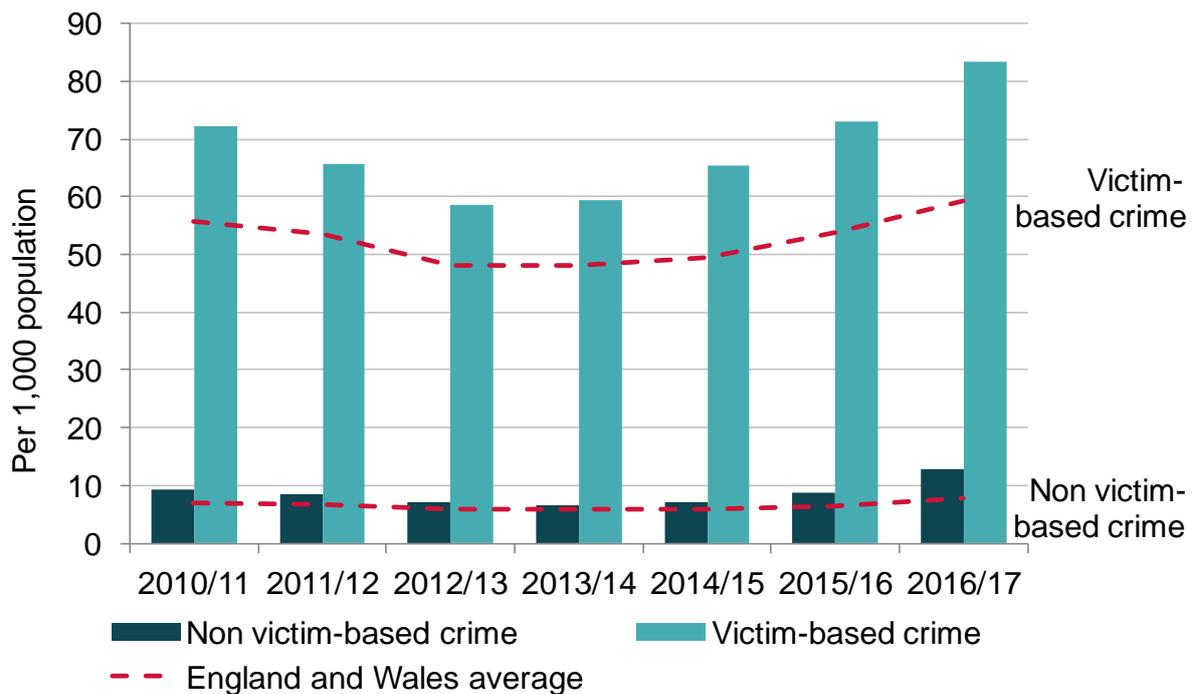
**Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Greater Manchester Police compared with England and Wales as a whole, from 2010/11 to 2016/17**



Source: Home Office Annual Data Requirement

Greater Manchester Police recorded 186 calls to 999 per 1,000 population in 2016/17. This was higher than the England and Wales force average of 135. The rate is the same as the 186 calls per 1,000 population recorded in 2010/11; however, it has increased since 2015/16 when the rate was 168 calls per 1,000.

**Figure 2: Police-recorded crimes per 1,000 population in Greater Manchester Police compared with England and Wales from 2010/11 to 2016/17**



Source: Home Office Police-recorded crime data

Victim-based crimes (those where there is likely to be a specific victim) include violence against the person, sexual offences, robbery and other theft, criminal damage and arson. All other crime is considered non victim-based.

The rate of victim-based crime per 1,000 population in Greater Manchester in 2016/17 was 83.3 crimes. This is higher than the rate in 2010/11 of 72.1 crimes. The rate of victim-based crime decreased between 2010/11 and 2012/13 to 58.5 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of Greater Manchester Police the rate of non victim-based crime per 1,000 population in 2016/17 (12.8 crimes) was higher than in 2010/11 (9.3 crimes). The rate of non victim-based crime per 1,000 population decreased to 6.5 crimes in 2013/14 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

### **Understanding demand**

In our efficiency inspection last year we found that Greater Manchester Police had a comprehensive understanding of the demand for its services. The force had worked with academics and local authorities to create an overall picture of demand to inform a review of local policing and the development of its target operating model, which sets out what the force needs to do to remain fit for purpose to 2020. It has continued to improve on this understanding and has developed a series of local demand dashboards to better understand demand in its ten operational boroughs. It uses these data to support resourcing decisions. The strategic intelligence and performance committee, chaired by the deputy chief constable, monitors data and trends in demand.

The force is continuing to work with Manchester Metropolitan University to enhance its understanding of calls for service received in the force so that it can improve its call handling capability and capacity. The force identified an increase in the number of non-emergency calls being abandoned before they were answered, and introduced 'Operation Clear Focus' to ensure that priority is given to identifying and responding to those who may be vulnerable. Following HMICFRS' crime data integrity inspection in 2016, the force has reviewed the end-to-end process of crime recording and investigation and now monitors progress through the crime standards board, which the deputy chief constable chairs.

## **More complex demand**

Greater Manchester Police has a good understanding of the nature and extent of more complex demand and demand less likely to be reported to the police. The force has developed a series of analytical profiles (for example, on child sexual exploitation, cyber-crime, forced marriage, human trafficking and modern slavery, female genital mutilation, hate crime and domestic abuse), combining its own information with that from local partner agencies. These profiles have been considered by the strategic intelligence and performance committee and prioritised using the widely accepted Management of Risk in Law Enforcement (MoRiLE)<sup>3</sup> methodology.

Since last year's inspection the force has continued its close collaboration with other public sector partners and the voluntary sector to develop place-based integrated services to make better use of multi-agency information and resources and prevent repeat demand on all local services. This involved the creation of multi-agency public service hubs in each of the ten local policing boroughs. The information available to the hub can help identify those service users who are placing the greatest demand on local services and reveal underlying problems. This collaboration also allows early intervention by the most appropriate agency.

## **How well does the force understand things that affect demand?**

HMICFRS inspected how well Greater Manchester Police reduces the demand that inefficiency can create internally. Forces can do this by identifying and eliminating inefficient processes, by ensuring they monitor work to get the best outcomes and by encouraging officers and staff to suggest new and better ways of doing their jobs.

### **Managing, prioritising and filtering demand**

Following HMICFRS' inspections of efficiency and crime data integrity in 2016,<sup>4</sup> Greater Manchester Police revised its management and reporting structures to provide greater control, clarity and governance. Overseen by the chief officer group, the strategic change co-ordination group provides governance of both operational

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<sup>3</sup> MoRiLE: the management of risk in law enforcement process developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

<sup>4</sup> *PEEL: Police efficiency 2016 – An inspection of Greater Manchester Police*, HMIC, 2016. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-greater-manchester/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-greater-manchester/)

*Crime Data Integrity – Greater Manchester Police*, HMIC, 2016. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/greater-manchester-crime-data-integrity-inspection-2016/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/greater-manchester-crime-data-integrity-inspection-2016/)

and organisational development through the strategic intelligence and performance committee and the business and technical and advisory group (BTAG) respectively.

The force assesses the level of threat, harm, risk and vulnerability in incoming calls for service and uses this assessment to determine the speed and nature of its response. During this inspection we found that personnel in the control room were focused on threat, harm, risk and vulnerability, and that they generally applied the assessment model appropriately to prioritise incidents and the deployment of resources. Within the control room there is a risk support team, which provides fast-time checking of information and intelligence to inform attending officers of any established risk or vulnerability.

Greater Manchester Police's business change team, whose members are trained in the use of systems thinking<sup>5</sup> methodology, identifies inefficiencies in force processes and suggests improvements. Recent examples of the force's application of the systems thinking approach include the investigation and vulnerability review, which made recommendations to improve outcomes for victims by reducing handovers and increasing the level of supervisory oversight of crime investigations; and the review of incident management processes, which led to the introduction of local resolution officers (LROs) who are responsible for resolving incidents without sending a police resource. (We will consider the quality of investigations in our autumn 2017 effectiveness inspection.) During this inspection we found inconsistencies in the application of the LRO function. In some areas it was clear that force's policy was being applied and incidents were only being resolved without attendance where it was appropriate following an assessment of the apparent level of threat, risk, harm and vulnerability. However, in one area the emphasis was clearly on resolving as many incidents as possible without the need for resources to be dispatched.

As mentioned above, the force has revised its governance structures to improve the co-ordination of change throughout the force. All proposals for change are referred to the BTAG for consideration and are only approved if the proposed change in service, systems or process is in line with the target operating model, has clearly defined outcomes and benefits, and is designed to maximise efficiency and operational effectiveness. The BTAG brings together operational officers with those from other functions such as IT, finance and human resources. The BTAG was responsible for the final approval of designs for the force's new integrated operational policing IT system (iOps), which is scheduled for introduction in early 2018.

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<sup>5</sup> Systems thinking is a management discipline that provides an understanding of a system by examining the linkages and interactions between the components that make up the whole defined system.

## **Leaders promoting innovative thinking**

Greater Manchester Police has some systems in place for listening to and receiving feedback from its workforce. The chief constable and members of the chief officer team hold regular 'Ask the chief' web chats over the force intranet, in which they answer questions and seek ideas from the workforce. The deputy chief constable visits each of the ten policing boroughs every six months, during which he holds challenge sessions with the workforce. The force collates problems and suggestions and gives feedback in a 'you said, we did' format.

The force has created a network of change champions throughout the force and has more than 50 officers and staff who have volunteered to act as local champions for the development of evidence-based practice. The volunteers have received training that is provided in collaboration with Cambridge University. The force has recently established an evidence-based practice board and a practitioner-led group to drive innovation and development in problem-solving, evidence-based practice and research, in collaboration with academic bodies. However, no one we spoke with during the inspection was aware of the force's efforts to promote innovative thinking and, in the absence of a recognised ideas or suggestion scheme, the force may wish to promote better the activities it undertakes.

## **Summary of findings**

Greater Manchester Police has a comprehensive understanding of the demand for its services, including the type of demand which is more complex and less likely to be reported to the police, which is enriched by the inclusion of partner agency information. The force generally assesses well the level of threat, harm, risk and vulnerability, which allows the appropriate prioritisation of calls for service. However, it needs to improve the consistency with which it identifies incidents as being suitable for resolution without deployment. The force has good systems in place to understand and monitor the consequences of change, although it could do more to promote innovation from its workforce.

### **Area for improvement**

- The force should ensure consistency in the application of the local resolution officer function and all incidents assigned for resolution without dispatch should be subject to a structured assessment of threat, risk, harm and vulnerability.

## How well does the force use its resources?

Police forces have finite resources with which to do an increasingly complicated job, so must ensure that they deploy and use their resources in the best way possible. The biggest resource that policing has is its workforce and it is important that forces make sure that they have access to the skills needed to police effectively now and in the future.

It is also important that forces make sophisticated decisions about how to spend and invest their resources in order to get the best value for the public. This means forces need to have a good understanding of what they can achieve within a particular budget.

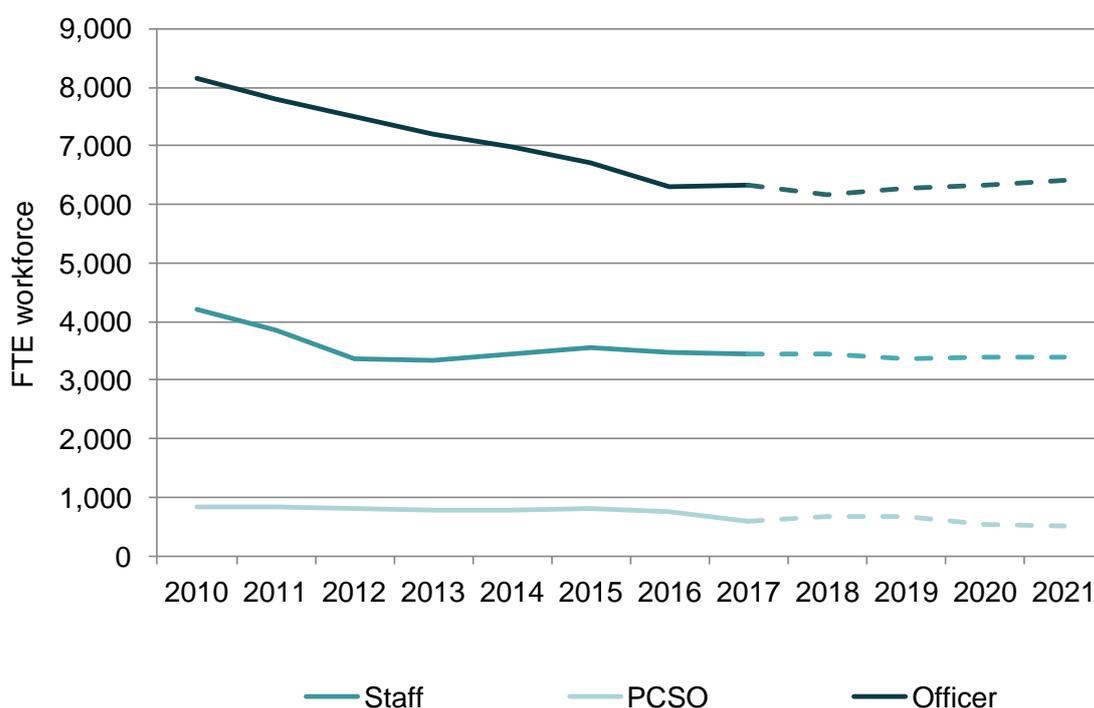
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

## How well does the force understand the capability of its workforce?

HMICFRS inspected how well Greater Manchester Police understands the skills it needs, the skills it actually has in the workforce and what steps it is taking to ensure that they match. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible.

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will increase by 98.8 FTE (2 percent) from 6,318 to 6,417. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

**Figure 3: Greater Manchester Police’s planned full-time equivalent workforce (FTE) as on 31 March from 2010 to 2021**



**Source: Home Office Police workforce statistics and HMICFRS spring data collection**

The number of staff working in Greater Manchester Police is projected to decrease by 50.6 FTE (1 percent) from 3,438 to 3,387 between March 2017 and March 2021. Staff numbers across England and Wales are also projected to decrease by 2 percent. The number of PCSOs in Greater Manchester is projected to decrease by 85.0 FTE (14 percent) from 600 to 515 over the same period, whereas, for England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

The force has a good understanding of the skills, capabilities and behaviours it needs in the workforce as a whole, which are identified in the force’s target operating model. This sets out what Greater Manchester Police needs to do to remain fit for purpose to 2020. The force is in the process of developing a detailed operational plan describing how it will achieve this.

At the time of the inspection the force had only a limited understanding of the skills and capabilities it actually has. It has not audited recently the skills and capabilities of all its workforce. The training administration system contains details of the operational skills of officers, such as public order, driving and firearms qualifications. However, it is not easy for the force to establish the skills of those officers on duty at a point in time. The force has a good understanding of the skills, capabilities and qualifications of police staff in professional departments such as finance and legal services, but not in other branches. The force does maintain information on the skills and capability among detectives, which is used to ensure their continuing professional development.

As part of the wider information services transformation programme, the force plans to introduce a new learning and development system (iTrent) before the end of 2017, then undertake a skills and capabilities audit of all members of the workforce.

Greater Manchester Police resumed police recruitment in 2016 and it plans to recruit 500 officers each year to 2020. Despite the absence of a comprehensive skills audit, the force determined that it had shortages in specific skills such as firearms and accredited detectives. It implemented a campaign that succeeded in attracting officers with these skills from other forces. The force is now focusing its recruitment on creating a more representative workforce and has a positive action programme to increase the number of black, Asian and minority ethnic police officers.

## **How well does the force understand the capability of its leaders?**

HMICFRS inspected how well Greater Manchester Police understands the skills it needs and the skills its leaders have, and what steps it is taking to ensure that they match.

The force has a good understanding of the skills, capabilities and behaviours it wants within its workforce and this extends to the understanding and expectations of its leaders. The force has set out the leadership requirements in its behaviour and expectations framework, which includes the skills, capabilities and standards it requires in its leaders. This includes detailed role profiles for team leader, manager, head of borough or branch and executive leader. The framework and supporting role profiles are aligned to the force's target operating model and the implementation plan. Greater Manchester Police has not undertaken a recent audit of the skills and capabilities of its workforce. It does, however, provide training and development opportunities for leaders at all levels, starting with its core leaders programme (mandatory for all first-line supervisors, both police officers and staff), which is the starting point for the development of future leaders.

The force is now using the leadership behaviour and expectations framework to attract and assess its future leaders at all levels and has begun to look externally to bring in new leaders. For example, it has recently recruited three candidates for direct entry at inspector level and one at superintendent level.

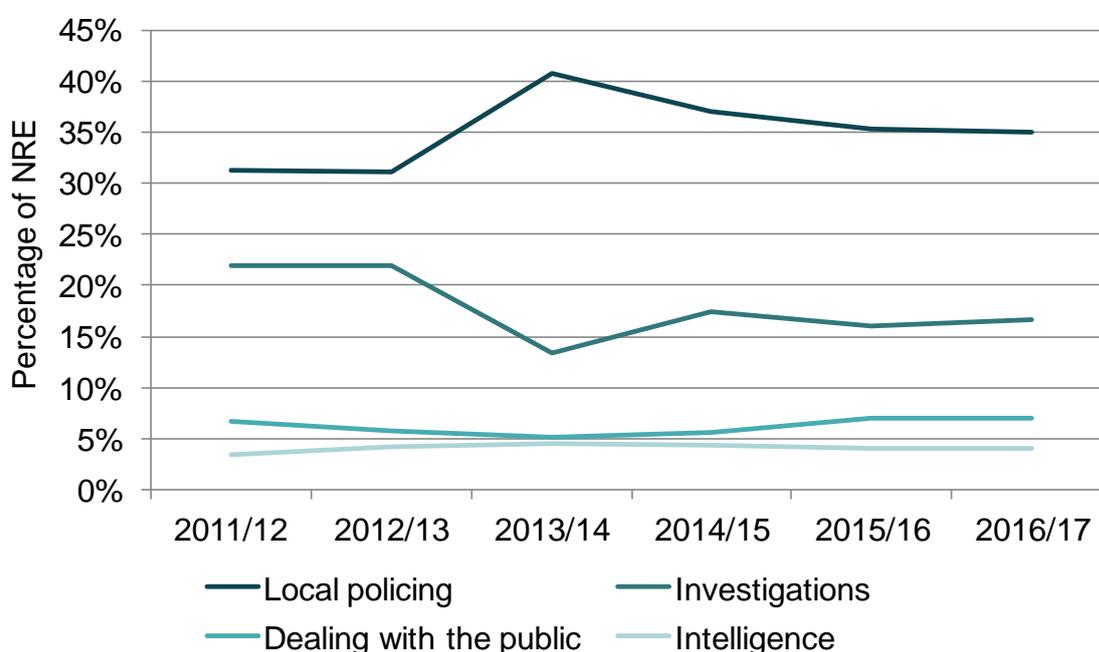
## **How well does the force allocate resources?**

HMICFRS inspected how well Greater Manchester Police uses its understanding of demand to prioritise its activities in order to provide the best service to the public. To assess this, we considered the extent to which the force understands what it can provide within a particular budget.

The level of spending on different police functions varies between forces, depending on the particular demands that each force must meet. Higher expenditure does not necessarily mean better services, but it can demonstrate how a force prioritises its resources.

Figure 4 shows how expenditure is distributed across the most common police functions. Local policing covers functions such as incident response, neighbourhood policing and local investigations. Investigation covers areas of specific proactive investigative functions, such as major crime, while dealing with the public includes front counter and control room activities. Intelligence covers the gathering and assessment of intelligence.

**Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions in Greater Manchester Police from 2011/12 to 2016/17**



**Source: Chartered Institute of Public Finance and Accountancy (CIPFA)**

**Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.**

In Greater Manchester, the percentage of estimated expenditure on local policing in 2016/17 has increased from 31 percent in 2011/12 to 35 percent in 2016/17. Estimated expenditure on investigation has decreased from 22 percent to 17 percent and both dealing with the public and intelligence functions have a similar proportion of expenditure in 2016/17 as they did in 2010/11.

### **Prioritisation and cost**

At the strategic level Greater Manchester Police prioritises its activities against the target operating model. The model provides the strategic framework and direction of travel for the force between now and 2020. It is based on four main principles: a commitment to place, working closely with partners to provide local services; the

citizen contract, setting out what the public can expect from the force in response to the matters of greatest public concern; developing its workforce, ensuring that the workforce is engaged, motivated, equipped and capable of policing in the future; and being enabled by information and technology, including ready access to partner information. In developing its target operating model the force sought the views of the public and, at the time of the inspection, over 2,500 responses had been received and were being analysed to inform the development of a detailed plan. The force assesses and prioritises all change initiatives against the principles of the model to ensure consistency and that its activities are aligned with its aims.

At the operational level the force makes prioritisation decisions through a series of meetings. Daily pacesetter meetings are held at the local, borough level, which then feed in to the force pacesetter meetings. These meetings are used to manage and co-ordinate the deployment of resources against demand, based on the assessment of threat, risk and harm. The strategic intelligence and performance committee reviews and sets force priorities every six months and holds quarterly meetings to monitor and co-ordinate progress, while monthly intelligence and performance review meetings focus on local implementation.

Governance processes, including the business and technical advisory group and the strategic change co-ordination group, ensure that the force has a good understanding of the costs, implications and benefits of changes. One recent example of this structured approach to the management of change is the provision of public enquiry services. After conducting detailed analysis of the demand for such services, including the volume and nature of enquiries and the subsequent resource commitment, the force consulted with the public and local partner agencies before reducing the number of enquiry counters. This resulted in reduced operating costs while continuing to meet the needs of the community and local partner agencies through alternative provision.

## **Investment**

Greater Manchester Police has effective governance processes in place to co-ordinate and manage change and investment projects, which ensures that it makes sensible and informed decisions about its investments. It considers proposals in terms of their alignment with the target operating model, the financial savings likely to be generated and how the change will improve efficiency and service to the public. The force's financial planning is assisted by its strategic financial outlook, which is monitored on a monthly basis and is subject to internal strategic governance and also external scrutiny. Examples of the force's recent and significant investments include the introduction of body-worn video cameras and the provision of mobile technology to all frontline officers. It is also continuing to invest in the information systems transformation programme, which will see many of the force's outdated technology systems replaced by iOps in early 2018.

## **How well does the force work with others?**

HMICFRS inspected 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 working jointly 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 other organisations and other forces, and whether it has a good understanding of how successful its joint working is.

### **How the force works with other organisations and other forces**

Greater Manchester Police is aware that partner agency resources, particularly of those agencies in the public and voluntary sectors, are under pressure. This underpins its commitment to working with a wide range of local partners to provide strong, integrated services to maximise the effectiveness of all available resources. The force has a long history of close collaboration under public service reform and it has established and embedded strategic, operational and tactical arrangements with local authorities and main partners to tackle problems, reduce demand and improve outcomes for local people.

For example, the force supports 'Travel Safe', a partnership with the local transport executive (Transport for Greater Manchester) and the major public transport operating companies, in which the force has a dedicated Travel Safe Unit, comprising police officers, an intelligence officer, members of the Special Constabulary and 50 police community support officers working to make Greater Manchester's public transport safer. Other examples of collaborative working include: the Challenger programme, working with a broad range of partners to tackle serious and organised crime and to prevent people being drawn into crime; the Phoenix programme, which uses a similar approach to tackle and reduce child sexual exploitation; and Spotlight, the integrated partnership approach to reducing offending by those who cause the greatest harm. More recently, multi-agency public service hubs have been created in each of the ten local authority areas, where the police are integrated with local partners to promote place-based working designed to reduce demand by identifying and resolving underlying problems that cause individuals to place demand on local public services.

### **The benefits of joint working**

The force has a good understanding of the benefits of its collaborative working and can explain the reason for its choice of partnerships, which is included in the force's target operating model. Identifying and assessing benefits realisation are part of the governance, approval and monitoring processes. For example, the introduction of place-based working was initially piloted in two areas of the force, and then independently evaluated by the Greater Manchester Combined Authority. The evaluation estimated there would be joint savings of £6.4 million each year for the

public sector partners as well as improved outcomes for the people they engaged with. As a result, the approach has been extended to all areas of Greater Manchester.

In 2016 the force made a collaborative agreement with Trafford Council for the provision of joint payroll and HR services for both organisations. The initial business case, approved by the strategic change co-ordination group, identified estimated savings of just over £2 million per year and the potential to expand the collaboration to include other public and emergency services and so generate further savings.

### **Leadership driving innovation**

Greater Manchester Police is proactive in seeking out new opportunities to improve its services. The force actively supports the Society of Evidence-based Policing and has trained over 50 volunteers to promote the development of evidence-based practice. This activity is co-ordinated by the external relations and performance branch, which also undertakes regular horizon-scanning and publishes bulletins to the force. The force also has well-established links with research institutions and academia both locally and further afield.

The force is part of a joint leadership development programme for public service agencies in Greater Manchester, 'Leading GM'. Several leaders in the force are participating in the programme with peers from other public sector organisations, which is helping to reinforce partnerships and create a flow of new ideas between different organisations.

The force also seeks to introduce new thinking and perspectives at different levels of the organisation, and has secured nine police officers through the Police Now programme, three officers who will join directly at inspector level and one who will join as a superintendent.

### **Summary of findings**

Greater Manchester Police has a good understanding of the skills, capabilities and behaviours it needs within its workforce, both now and in the future, which are identified in the force's target operating model. However, it needs to do more to fully understand the skills and capabilities that it has now to help it to identify and fill any gaps. The force has a better understanding of the skills and capabilities of its leaders and provides them with good development opportunities.

The force has systems in place to prioritise different demand at both the strategic and operational level and uses investment to good effect. It has a strong commitment to working collaboratively, particularly with other public sector partners in Greater Manchester and it understands the benefits of these arrangements. The force looks proactively for new opportunities to improve its services.

### **Area for improvement**

- The force should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.

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

To be efficient, a police force needs not only to understand the present, but also to be able to make reasonable predictions about the future in terms of how its demand will change, how its workforce will change and how its partners will be affected. It needs to have adequate, realistic and innovative plans to meet the operational and financial challenges of the future.

## How well does the force predict likely future demand?

HMICFRS inspected how well Greater Manchester Police analyses trends in its current demand in order to predict likely future demand. We also assessed the extent to which it has taken account of changing public expectations and technology. In addition, we expect forces to be considering how they will work with other organisations and other forces in the future.

### Predicting future demand

Greater Manchester Police has a good understanding of trends in demand and has considered what demand is likely to look like in the future. Its target operating model is built on a detailed analysis of five years of actual demand data and the force has collaborated with the London School of Economics to use this analysis combined with strategic environmental scanning to predict likely demand. The force is now working with academics from Manchester Metropolitan University to develop this understanding further, to inform the strategic threat and organisational assessment.

The force is already using the results of this predictive analysis to make changes to the way it operates. For example, in response to the predicted continued growth in cyber-crime, the force has started to provide mainstream cyber-crime training to frontline personnel rather than viewing this area of investigation as requiring a specialist response, which will help them deal effectively with cyber-crime. There is a dedicated cyber-crime support team consisting of experienced digital media investigators.

### Future considerations

Greater Manchester Police understands what the public want and how their expectations are changing. In developing the target operating model the force consulted widely through public meetings and information events as well as social media and online engagement. The force is considering the development of a citizen contract, setting out what the public should expect from the force while at the same time explaining the support it needs from local people. It is also encouraging the increased involvement of 'active citizens', an approach that has been used effectively in the review of public enquiry counters. The Mayor of Greater Manchester, who oversees public services throughout the area, including policing, is

producing a new police and crime plan, and is required to consult the public about his proposed plan. The force is working with the Deputy Mayor to support the Mayor in the development of a new plan, and the target operating model consultation, on which there have been over 2,500 responses, contributes to the information and evidence base for developing the plan.

The force understands the opportunities and threats presented by continuous developments and changes in technology. It is looking to counter the proliferation of cyber-crime by equipping the whole workforce to respond effectively to that threat. The force is also considering the effect of the increased access to, and use of, technology in other areas of crime, such as by registered sex offenders and in child sexual exploitation. It has held several online web-chats and preventative campaigns targeting those at risk of victimisation to provide advice and support.

Recognising that its own technology was outdated, over the last three years the force has invested over £70 million in its information services transformation programme. The biggest elements of this programme are the creation of a single data warehouse, which will reduce duplication and improve efficiency, and the introduction of an integrated operations system (iOps), which will replace many of the force's existing systems and provide a single point of access to information. The force has also provided body-worn video cameras to over 3,000 frontline personnel and mobile technology to more than 9,000 members of the workforce. This is enabling agile working for the workforce and allows frontline officers to access information and complete a variety of forms without having to return to the station.

The force has formal agreements in place with other agencies to help meet local demand collectively. It has a long record of close collaboration with local authorities and other partners under the public service reform and devolution agenda in Greater Manchester. The force is a partner in the GM Connect programme, which aims to improve the exchange of information between public service partners in Greater Manchester. The force has established integrated public service hubs in each of the ten local authority areas to support the provision of place-based services. This approach is based on successful pilots in the Tameside and Wigan areas and brings together police and local partners in one location. This enables more timely exchange of information and the identification of any underlying issues, for example, physical or mental health problems, substance abuse or dependency, and poverty, which the most appropriate agency then seeks to address in order to reduce further demand on services.

## **How well is the force planning for the future, in terms of workforce?**

HMICFRS inspected how well Greater Manchester Police has plans in place to recruit, develop and nurture the leaders of tomorrow to ensure it has the right skills and talent in the right roles.

## **Succession planning**

Greater Manchester Police has identified the skills it needs in its workforce to support the target operating model between now and 2020 and it has developed a range of leadership and development opportunities accordingly. However, while promotion processes are seen by the workforce to be fair, open and accessible, other than at the most senior levels we found little evidence of a clear and structured approach to succession planning that would support the development of future leaders. Although the draft people strategy acknowledges this, the absence of a comprehensive skills audit of the workforce and an effective system to manage personal development means that the force does not have easy access to the information it needs to make fully informed decisions on succession planning.

The force's approach to identifying and managing talent depends on rank or grade. For those up to inspector and police staff equivalent level, the identification of those with potential is the responsibility of the senior leadership teams in the borough or branch and it is perhaps not surprising that we found this approach lacks consistency from one area to another. For those above inspector and equivalent levels, the organisational learning and workforce development branch are responsible for identifying and developing talent. Individuals who are identified as having leadership potential are then provided with a coach or mentor and access to additional development opportunities such as personality profiling, 360-degree feedback and additional leadership training.

## **Recruitment**

Greater Manchester Police currently plans to recruit 500 police officers each year to 2020, which is largely to replace those who it expects to retire. It adopted a phased approach to recruitment: phase one focused on attracting serving officers in other forces to transfer to Greater Manchester Police; phase two was open to existing police staff employees in the force and members of the Special Constabulary; and the third phase was open to the public, although the emphasis was on increasing those who were under represented in the workforce, in particular those from a black, Asian or minority ethnic background.

Although it has not yet opened up all promotion processes to external applicants, the force has started to look externally to recruit people at different levels from varied backgrounds. In autumn 2017 the force will take nine new constables from the Police Now programme, three officers on direct entry at inspector and one at superintendent level. The force has also extended its modern apprenticeship scheme from mainly administrative roles to several specialist areas and it has a growing volunteer police cadet scheme for young people.

## **How well does the force plan for likely future demand?**

HMICFRS inspected how adequate, realistic and innovative Greater Manchester Police's plans for the future are, and to what extent it is planning to make savings in the future, including saving to invest in new systems and approaches.

### **Plans**

The force's plans are aligned with the aims of its 2020 target operating model. The new model has been built on five main principles: a commitment to place; prioritisation of threat, harm and risk; establishing the citizen contract; developing and supporting the workforce; and being enabled by information and technology.

In developing a detailed supporting plan for operational implementation of the target operating model, the force ensures that its plans and policies are in line with, and supportive of, the model and its principles. This includes the force's strategic intelligence assessment, the workforce plan, which is currently being revised, and the strategic financial outlook, which itself has been subject to internal and external scrutiny.

The force's plans, although presenting some difficulties, appear realistic and are supported by evidence that has been gathered and assessed by the force, partner agencies and recognised academics. If implemented as intended, the target operating model and its supporting plans will change the way the force is structured and how it provides its services. The commitment to place is built on the established foundation of collaborative working with other public services and offers opportunities for innovative ways of working to improve outcomes for local people and reduce the demand on local services.

### **Savings**

Greater Manchester Police has robust financial management and governance systems in place and has a record of meeting previous savings targets, having achieved cumulative savings of £156 million in the previous spending review period to 2015/16. The force has identified further planned savings to 2020/21, including £8.6 million per year from a reduction in the number of police community support officers, which is aligned with the resourcing requirements of the local policing review.

The force continues to invest in significant infrastructure projects, most notably the information services transformation programme, in which it has invested £73 million over five years and which is anticipated to provide operational efficiencies when implemented in early 2018.

The force's net revenue expenditure for 2016/17 was £547.1 million and it has prepared a balanced budget for 2017/18. Its strategic financial outlook presents a balanced projected budget to 2020/21, with modest use of reserves to achieve this.

At 31 March 2017, the force's total reserves stood at £51.5 million, or 9.4 percent of net revenue. At the same time the force had unallocated reserves of £13.1 million, which at 2.4 percent of net revenue expenditure is below the nationally recognised benchmark for prudence of between 3 and 5 percent. The force estates strategy is linked to the requirements of the target operating model and several premises have been disposed of, generating capital receipts of £1 million in 2016/17 with a further £2.4 million estimated between 2017/18 and 2020/21. HMICFRS is satisfied that the force's savings plans are prudent and are based on reasonable assumptions.

## **Summary of findings**

Greater Manchester Police has a good understanding of likely changes in future demand, which it has developed in conjunction with academic analysis of historic demand. It also understands the threats and opportunities posed by advances in technology and is responding by changing the way it operates. The force continues to collaborate extensively with the public sector in pursuit of closer public service integration. It has a good understanding of the skills it needs in its workforce to prepare for the future. However, it needs to do more to identify and develop the talent it has, including through effective succession planning. The force has started to recruit externally and will take advantage of Police Now and Direct Entry at inspector and superintendent levels. Its plans for the future are based on sound and prudent assumptions, and its finance and savings requirements, although difficult, are achievable.

### **Areas for improvement**

- The force should use the proposed skills and capabilities audit of its workforce to inform and review its approach to succession planning.
- The force should consider a wider range of sources for the identification of talent.

## Next steps

HMICFRS will assess progress on any recommendations and areas for improvement identified within our reports in several ways. We either revisit those forces where we have identified a serious cause of concern, go back to assess them as part of our annual PEEL inspection programme or receive updates on their progress through regular conversations with forces.

HMICFRS highlights recurring themes emerging from our PEEL inspections of police forces within our national thematic reports on police effectiveness, efficiency, legitimacy and leadership (see: [www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/](http://www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/)). These reports identify those problems that are reflected across England and Wales. They may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made nationally.

## 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', 'higher' 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.

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 within the average in this publication.

#### 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 gross revenue expenditure**

These data show estimated gross revenue expenditure (GRE) for the force in 2017/18 and 2020/21. This was gathered from forces by HMIC staff prior to fieldwork (April 2017). Some of the data provided will have been subject to revisions after this time but figures should represent the picture as at the time of inspection. Future forecasts of expenditure are estimates for which forces use different methodologies. As these are estimates care should be taken in interpreting changes.

### **Workforce figures (FTE) for 2016/17 and 2020/21**

These data were 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 investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.<sup>6</sup> The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces. Projections for 2020/21 are budget-based and therefore 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 high vacancy rate which masks this change.

### **Calls for assistance**

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

### **Recorded crime**

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables](http://www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables)).

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<sup>6</sup> See sections 38 and 39 of the Police Reform Act 2002. Available at: [www.legislation.gov.uk/ukpga/2002/30/section/38](http://www.legislation.gov.uk/ukpga/2002/30/section/38)

## Figures throughout the report

### **Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in the force area compared with England and Wales as a whole, from 2010/11 to 2016/17**

These data are obtained from the Home Office annual data return 441. City of London Police does not submit 999 calls data to the Home Office as these are included in figures provided by the Metropolitan Police Service.

### **Figure 2: Police-recorded crimes per 1,000 population compared with England and Wales from 2010/11 to 2016/17**

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 HMICFRS inspection. The England and Wales rate given in this figure is a simple average of all forces' rates to reduce the effect of large forces on the average.

### **Figure 3: Planned full-time equivalent (FTE) workforce as on 31 March from 2010 to 2021**

Data from 2010 to 2017 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE figure. 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. Data from 2018 onwards are budget-based projections, therefore depending on a force's planning strategy may not include a projection for absences.

Due to the complex and continually evolving picture of workforce collaboration between 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 need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces and 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 are in many instances unconfirmed estimates provided to assist HMICFRS in our inspection programme and should not be seen as a concrete plan for the future workforce available for policing.

#### **Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions from 2011/12 to 2016/17**

These data were obtained from data collected by the Chartered Institute of Public Finance and Accountancy (CIPFA) for use in the HMICFRS Value for Money profiles (available from [www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016](http://www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016)). The data define policing functions using the Police Objective Analysis categories.

We have made some adjustments to the original POA data in order to provide valid historical comparisons. For instance, in 2011/12 the POA category "Local policing" included the sub-category "local investigation and prisoner processing", however, from 2012/13 onwards this moved to the "Investigations" category. We have therefore removed "local investigation and prisoner processing" from the 2011/12 figure to provide a historical comparison and not create misleading percentage changes.

For the same reason above, for the 2011/12 "Investigations" figure we have included "local investigations and prisoner processing" for historical comparison.

Furthermore, in 2016/17 "Public Protection" became its own level two category, whereas in previous years it had been included as a sub-category under "Investigations". Therefore for historical comparisons, we have included public protection in "Investigations" for 2016/17.