

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Greater Manchester Police
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



Greater Manchester Police – HMIC Inspection

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Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent of both the Home Office and the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectors.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005, and thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking more probing inspections of fewer topics. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence is gathered, verified and then assessed against specific grading criteria (SGC) drawn from an agreed set of national (ACPO-developed) standards. However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

HMIC Business Plan for 2008/09

HMIC's business plan (available at <http://inspectors.homeoffice.gov.uk/hmic/our-work/business-plan/>) reflects our continued focus on:

- protective services – including the management of public order, civil contingencies and critical incidents as phase 3 of the programme in autumn 2008/spring 2009;
- counter-terrorism – including all elements of the national CONTEST strategy;

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- strategic services – such as information management and professional standards; and
- the embedding of Neighbourhood Policing.

In addition, we are currently developing a scrutiny of strategic resource leverage, and are liaising with the Audit Commission on a methodology for the anticipated inspection of police authorities.

HMIC's priorities for the coming year are set in the context of the wide range of strategic challenges that face both the police service and HMIC, including the need to increase service delivery against a backdrop of reduced resources. With this in mind, the business plan for 2008/09 includes for the first time a 'value for money' plan that relates to the current Comprehensive Spending Review period (2008–11).

Our intention is to move to a default position where we do not routinely carry out all-force inspections, except in exceptional circumstances; we expect to use a greater degree of risk assessment to target activity on those issues and areas where the most severe vulnerabilities exist, where most improvement is required or where the greatest benefit to the service can be gained through the identification of best practice.

The recent Green Paper on policing – *From the Neighbourhood to the National: Policing our Communities Together* – proposes major changes to the role of HMIC. We are currently working through the implications to chart a way forward, and it will not be until the late Autumn when we are able to communicate how this will impact on the future approach and inspection plans. In the meantime, we have now commenced work covering the areas of critical incident management, public order and civil contingencies/emergency planning – which will conclude in early 2009. In consultation with ACPO portfolio holders and a range of relevant bodies (such as the Cabinet Office in respect of civil contingency work) we have conducted an assessment of risk, threat and demand and, based on this, we will focus on those forces where we can add most value. We will also commence a series of police authority inspections in April 2009, which will follow a pilot process from November 2008 through to January 2009.

Programmed Frameworks

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime, Neighbourhood Policing and Developing Citizen Focus Policing in each of the 43 forces of England and Wales.

This document includes the full graded report for the Neighbourhood Policing inspection and Developing Citizen Focus Policing inspection.

Neighbourhood Policing

The public expect and require a safe and secure society, and it is the role of the police, in partnership, to ensure provision of such a society. The HMIC inspection of Neighbourhood Policing implementation assesses the impact on neighbourhoods together with identified developments for the future.

The piloting of the National Reassurance Policing Programme (NRPP) between April 2003 and 2005 led to the Neighbourhood Policing programme launch by ACPO in April 2005.

There has been considerable commitment and dedication from key partners, from those in neighbourhood teams and across communities to deliver Neighbourhood Policing in every area. This includes over £1,000 million of government investment (2003–09), although funding provision beyond 2009 is unclear.

The NRPP evaluation highlighted three key activities for successful Neighbourhood Policing, namely:

- the consistent presence of dedicated neighbourhood teams capable of working in the community to establish and maintain control;
- intelligence-led identification of community concerns with prompt, effective, targeted action against those concerns; and
- joint action and problem solving with the community and other local partners, improving the local environment and quality of life.

To date, the Neighbourhood Policing programme has recruited over 16,000 police community support officers (PCSOs), who, together with 13,000 constables and sergeants, are dedicated by forces to 3,600 neighbourhood teams across England and Wales.

This report further supports Sir Ronnie Flanagan's *Review of Policing* (2008), which considers that community safety must be at the heart of local partnership working, bringing together different agencies in a wider neighbourhood management approach.

Developing Citizen Focus Policing

Citizen Focus policing is about developing a culture where the needs and priorities of the citizen are understood by staff and are always taken into account when designing and delivering policing services.

Sir Ronnie Flanagan's *Review of Policing* emphasised the importance of focusing on the treatment of individuals during existing processes: this is one of the key determinants of satisfaction.

A sustained commitment to quality and customer need is essential to enhance satisfaction and confidence in policing, and to build trust and further opportunities for active engagement with individuals, thereby building safer and more secure communities.

This HMIC inspection of Developing Citizen Focus Policing is the first overall inspection of this agenda and provides a baseline for future progress. One of the key aims of the inspection was to identify those forces that are showing innovation in their approach, to share effective practice and emerging learning. A key challenge for the service is to drive effective practice more widely and consistently, thereby improving the experience for people in different areas.

Latest data reveals that, nationally, there have been improvements in satisfaction with the overall service provided. However, the potential exists to further enhance customer experience and the prospect of victims and other users of the policing service reporting consistently higher satisfaction levels. All the indications show that sustained effort is required over a period of years to deliver the highest levels of satisfaction; this inspection provides an insight into the key aspects to be addressed. It is published in the context of the recent Green Paper *From the Neighbourhood to the National – Policing our Communities Together* and other reports, which all highlight the priorities of being accountable and responsive to local people. The longer-term investment in Neighbourhood Policing and the

benefits of Neighbourhood Management have provided an evidence base for the broad Citizen Focus agenda.

Statutory Performance Indicators and Key Diagnostic Indicators

In addition to the inspection of forces, HMIC has drawn on published data in the Policing Performance Assessment Frameworks (PPAFs) published between March 2005 and March 2008 as an indicator of outcomes for both Neighbourhood Policing and Developing Citizen Focus Policing.

The statutory performance indicators (SPIs) and key diagnostic indicator (KDI) that are most appropriate to indicate outcomes for the public and are used to inform this inspection are set out below:

Neighbourhood Policing

- SPI 2a – the percentage of people who think that their local police do a good or excellent job.
- KDI – the percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.
- SPI 10b – the percentage of people who think there is a high level of anti-social behaviour in their area.

Developing Citizen Focus Policing

- SPI 1e – satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with the overall service provided by the police.
- SPI 3b – a comparison of satisfaction rates for white users with those for users from minority ethnic groups with the overall service provided.

Forces are assessed in terms of their performance compared with the average for their most similar forces (MSF) and whether any difference is statistically significant. Statistical significance can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’ A more detailed description of how statistical significance has been used is included in Appendix 2 at the end of this report.

Developing Practice

In addition to assessing force performance, one of HMIC’s key roles is to identify and share good practice across the police service. Much good practice is identified as HMIC conducts its assessments and is reflected (described as a ‘strength’) in the body of the report. In addition, each force is given the opportunity to submit more detailed examples of its good practice. HMIC has therefore, in some reports, selected suitable examples and included them in the report. The key criteria for each example are that the work has been evaluated by the force and the good practice is easily transferable to other forces; each force has provided a contact name and telephone number or email address, should further information be required. HMIC has not conducted any independent evaluation of the examples of good practice provided.

The Grading Process

HMIC has moved to a new grading system based on the national standards; forces will be deemed to be meeting the standard, exceeding the standard or failing to meet the standard.

HMIC uses the standards agreed with key stakeholders including ACPO, the National Policing Improvement Agency (NPIA) and the Home Office as the basis for SGC. The standards for Neighbourhood Policing and Developing Citizen Focus Policing are set out in those sections of this report, together with definitions for exceeding the standard and failing to meet the standard.

Force Overview and Context

Geographical description of force area

GMP is one of the largest forces in the country. The force covers 1,200 kilometres of North West England, including the cities of Manchester and Salford and the towns of Bolton, Bury, Oldham, Rochdale, Stockport, Tameside, Trafford and Wigan. There are 12 territorial divisions that comprise Greater Manchester Police. These mirror the 10 local authority areas, with Manchester divided into three due to its size. The 10 local authority areas are co-terminous with the 10 CDRPs in Greater Manchester.

Demographic description of force area

The force area has a resident population of almost 2.6 million and an estimated 8 million people visit Greater Manchester's sporting, entertainment, business and educational facilities each year. Greater Manchester has a high concentration of major sporting facilities which host major events including four premier ship football clubs and Lancashire Cricket Club.

Appointment of new Chief Constable

Peter Fahy took up his appointment as Chief Constable on 1st September following the death of former Chief Constable Michael Todd in March 2008.

The force command team is led by the Chief Constable and includes the deputy chief constable, five operationally focused assistant chief constables and two assistant chief officers leading support functions. Each of the territorial divisions are led by a chief superintendent and are made up of a number of neighbourhood communities.

Strategic priorities

The key priorities for the force over the next three years support the vision of 'Fighting crime and protecting people'. This is supported by five strategic aims:

- The people of Greater Manchester are safer because of the effective citizen-focused services we deliver to protect them; ranging from tackling anti-social behaviour through to serious and organised crime, and terrorism.
- The people of Greater Manchester feel safer as a result of our approach to partnerships and policing based on local neighbourhoods.

- Because they feel safe and are safer, people have greater aspiration for their local community and Greater Manchester. They will participate with us in policing and partnership work to further improve their communities.
- Officers, staff and volunteers in GMP feel well led, valued and are skilled and motivated to provide high quality services.
- Greater Manchester Police deliver effective, efficient and economical services.

The aims are the foundation to the continuing development of the police service in Greater Manchester. This development centres on putting people first, whether they are members of the public or police officers and staff.

Force development since the 2007 inspections

The 2007 HMIC inspection of NHP made two recommendations which have been actioned by the force.

Recommendation: The force needs to develop a coherent approach to community intelligence, links to problem solving, neighbourhood priorities and the relationship with core intelligence processes, to the extent that local issues can be effectively assessed and feature in decision making, process design and strategy development at all levels of the organisation.

Response: GMP is developing an FIS which will be fundamental in the collation, management and use of community intelligence. This system will ensure the accurate recording, retention and evaluation of such information for policing purposes. Community intelligence is seen as the 'golden thread' of the recently developed NHP course. The course is delivered to NHP officers, according to individual need, on a modular basis. The subsequent levels of understanding will be instrumental in addressing neighbourhood problems via the application of NIM problem solving processes within that neighbourhood community.

Recommendation: There is no consistent understanding of citizen focused NHP. The force needs to continue to improve internal communication to achieve this understanding of the programme and what it means to each individual member of staff in terms of delivery.

Response: Corporate terminology has been developed to ensure consistency in the delivery of NHP across the force, in terms of: corporate vision; divisional structures; job descriptions/role definitions; and communications strategy developed to ensure wider understanding of the NHP vision internally and externally. In respect of public contact the force public contact project has recently reported and implementation of the recommendations is being overseen by the Citizen Focus board. The above have only recently been implemented, and further embedding is required. In respect of corporate communications the force has clarified its vision with regard to NHP and wide-ranging internal communications activity has been carried out. Handbooks giving details of all NHP roles have been produced, along with other supporting communications material. A force NHP intranet site has also been created and contains information, including practice guides and examples of good practice.

GMP has proactively responded to the areas for improvement reported in HMIC's 2007 inspections, and following extensive force-wide staff involvement, the Force is investing substantial resources into a change portfolio of work to deliver the strategic aims, to ensure the Force is able to deliver citizen focussed services into the future. It consists of five strategic change programmes, with the lead programme being Citizen Focus. The taking

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control of demand and local policing programmes will free up capacity to re-invest in citizen focus and the excellent people and leadership programmes will build further capability to deliver citizen focus.

The principal achievements over the past 12 months have been continued performance improvement with 32,744 fewer victims of crime, compared with 333,776 victims of crime during 2006/7. At the same time there has been an increase in the number of offenders brought to justice.

A balanced performance framework has been developed incrementally over the past 12 months and is now a key feature of performance management in GMP. Alongside crime reduction, business resources and people, the other strand of the BPF is trust and confidence and the measures in this strand include the Home Office defined satisfaction measures and the new confidence measures that are being collected in GMP through tens of thousands of neighbourhood questionnaires, administered quarterly, which provide us with valuable intelligence from our local communities.

Resolving calls for help from the public is a critical priority for GMP. Improvements have already been made with regard to how calls for help are dealt with. People report that they are increasingly satisfied with the way GMP handle calls and current performance shows emergency calls on the 999 service are answered within four seconds.

To improve contact further, the force has recently piloted and evaluated public service teams on two divisions and these are now being implemented across all 12 divisions to provide the public of Greater Manchester with a consistent and high standard of service when they contact GMP.

Neighbourhood Policing

2007/08 Summary of judgement	Meets the standard
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Exceeding the standard

During this inspection the force was assessed against SGC in a number of key areas of Neighbourhood Policing. To discern between forces, a moderation process has been applied to determine the grading of the force.

While GMP is not exceeding the standard the force has a number of examples of good practice cited on the National Policing Improvement Agency (NPIA) website including examples in the categories of innovation, anti-social behaviour, and collaborative problem solving.

Meeting the standard

Following the moderation process, GMP was assessed as meeting the standard for neighbourhood policing.

Neighbourhood policing has been implemented to a consistent standard across the force.

Strengths

- There is a drive and a commitment to implement NHP to a consistent standard across the force. There is an energy and a sense of urgency not previously seen to put corporate processes in place that allow divisions to deliver NHP effectively. This is supported at a strategic level by the local policing programme of Charting the Way. The force is to introduce a local policing improvement branch to co-ordinate and provide additional support to front-line policing.

Neighbourhoods are appropriately staffed (coverage).

Summary statement

The force is deploying across all its divisions (basic command units) the right people in the right place at the right time to ensure that its neighbourhoods are appropriately staffed.

Strengths

- All neighbourhoods in the force area are clearly defined and are based on local authority boundaries that match local representation and partnership structures. Boundaries have been reviewed, taking into account community views, and changing from the old system of foot beats to neighbourhoods which more appropriately reflect community requirements. The identification and definition of neighbourhoods are reviewed on an ongoing basis.

Neighbourhoods within the Wigan division are defined by and are coterminous with ward boundaries. Structures are also aligned to crime and disorder reduction partnership (CDRP) priorities which in turn reflect neighbourhood priorities.

- In Trafford division neighbourhood forums have been introduced to cover self-defined neighbourhood clusters. While the clusters are not necessarily aligned to ward boundaries there is clear evidence that the division has taken account of local issues and reviewed its structures accordingly, moving towards an effective model of NHP.
- GMP has identified a number of priority neighbourhoods across Greater Manchester. A priority neighbourhood is defined as 'a neighbourhood that represents a key performance challenge to GMP in terms of the prevention and detection of crime and disorder, risks aligned to social cohesion and safety and where increases in levels of confidence and satisfaction with service are required'. For an area to be considered a priority area it must be experiencing disproportionate levels of crime and disorder (specific types). Alternatively, a CDRP may identify neighbourhoods that over a relatively short period (6-12 months) have proved 'stubborn' to tactical interventions and therefore require the increased focus that priority neighbourhoods receive. Priority neighbourhoods will receive additional resources in 2008/09.
- The flexibility of the force approach to the identification of priority neighbourhoods is evidenced by its use of the Vulnerable Localities Index (VLI). The VLI is a methodology used to better understand and address priority neighbourhoods as part of the force strategic change programme led by the assistant chief constable (ACC) (Citizen Focus and Security). The process is supported by and includes consultation with partners, as well as consideration of local needs. As an example Cheetham Hill does not appear on the VLI; however, it has been granted priority area status.
- Bolton division, in consultation with a wide range of partners, has identified eight priority neighbourhoods from its 36 wards. The aim was to improve performance, harness the dynamism and enthusiasm of its partners, and to understand and focus on the discrete problems of each area. The division has attempted to raise the profile of each neighbourhood across the partnership and to allocate resources according to the challenges faced. This approach has resulted in improved partnership working, innovation and the development of intelligence assets. The experience in Bolton division is being used to inform the force's philosophy of NHP.
- The 2008/09 budget report/strategic financial outlook advised an annual precept increase of 7.5% per annum over the next three years, which was agreed by the Association of Greater Manchester Authorities. As a result, in 2008/09, GMP will create an additional 104 police officer posts. A sergeant and five constables will be allocated to each division and the remaining 32 posts 'ring fenced' for priority neighbourhoods identified by CDRPs.
- There is a named contact in each of the neighbourhoods (police officers and police community support officers (PCSOs)). Staff details have been communicated to partners and local communities including photographs, names and contact information. Details of neighbourhood officers/PCSOs are publicised in a number of ways including the use of business cards, posters and the force internet site. The internet site is easy to use, with NHP highlighted on entry to the site. Users are directed to their local neighbourhood officer, their local police station (including opening times), and to local contact details.

- GMP makes effective use of the opportunities provided by the appointment of PCSOs (828) who complement the establishment of 5,644 police constables based in the divisions. Dedicated police officers for neighbourhood teams have increased from 639 in 2007 to 675 in 2008. With the inclusion of PCSOs the number of staff dedicated to NHP has increased significantly.
- The force maintains a neighbourhood staffing profile which outlines staff numbers and their roles and responsibilities on a neighbourhood/divisional basis. The number of staff vacancies is highlighted. Filling vacancies within neighbourhood teams is a priority, eg vacancies in Bolton division were highlighted and filled quickly in order to maintain staffing levels. Some divisions, including Bolton and Salford, have a recorded strength of dedicated neighbourhood officers that is higher than establishment.
- Reality checks during the inspection confirmed that there is clear evidence of succession planning by neighbourhood teams and that the benefits of this approach are recognised by the force and the local community, eg in Stalybridge the continuity of quality individuals in important neighbourhood roles was acknowledged by the neighbourhood team and representatives of the local community.
- The force has a comprehensive staff selection policy. In addition, NHP staff, including PCSOs, have detailed job descriptions that outline their roles and responsibilities. They include dealing with people, administration and operational duties. Job descriptions have a strong focus on community engagement and problem solving.
- Job structures within the Wigan division have been realigned to reflect the emphasis on local policing, and response officers in neighbourhood teams have geographically based responsibilities. The job description for community beat officer was re-written and has been implemented as the force corporate job description for neighbourhood officers. The division is monitoring the pilot of public service desks and is exploring the use of volunteers.
- The force has undertaken a review of existing training provision and a training needs analysis (TNA) for NHP teams and enquiry counter assistants (ECAs). It also reviewed NHP training delivered by Merseyside, Lancashire, Cumbria and West Yorkshire Police. The TNA included internal focus groups, a review of existing training, a review of other force training, and a meeting with the national NHP training lead. Opportunities for joint partnership training were also explored and that work is ongoing.
- As a result of the training review and TNA, the force created an NHP course (from January 2008) and intends to hold 60 courses during 2008. The course is divided into distinct modules and is aimed at all neighbourhood officers including PCSOs, constables, sergeants and inspectors.
 - Module 1 – community engagement tactics, embedding engagement/managing expectations, organising meetings, funding streams and website links;
 - Module 2A – problem solving;
 - Module 2B – dealing with anti social behaviour;
 - Module 2C – Citizen Focus; and
 - Module 3 – consolidation/problem solving practical exercise.

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The course will be mandatory for all new PCSOs joining from April 2008, taken after approximately five months' service (minus module 3). For all existing PCSOs and officers, managers can choose which modules their staff should attend based on their skills matrix and appraisal.

Corporate job descriptions for NHP teams have been created to ensure all divisions are working to the same corporate standard for neighbourhood inspectors, neighbourhood sergeants, neighbourhood officers, and PCSOs.

A full review of the PCSO role, powers and duties has been undertaken to ensure tasking is appropriate for the grade, and within the overall remit of a PCSO. The PCSO guidance manual has also been rewritten as a result of this review. The force has reviewed the draft Association of Chief Police Officers' (ACPO) paper on PCSOs and is operating in line with its findings.

In Oldham division there is a real sense among NHP teams that NHP is being supported. Staff consider that the staffing levels, operating procedures and partnership working are as close to the NHP model as they can get.

The force has implemented a corporate abstraction policy which operates at a divisional level. The policy applies to both police officers and PCSOs. It is locally recorded and centrally monitored to ensure compliance through the use of a detailed abstraction matrix. Performance is monitored by the divisional performance review process.

The abstraction policy allows neighbourhood teams to cross ward boundaries and assist with neighbouring ward priorities where necessary. The policy also allows for the existing skills of neighbourhood staff to be refreshed and advises that careful consideration is given before allowing neighbourhood officers to take part in additional force roles given the potential impact of these roles on abstraction levels.

GMP follows ACPO guidance in respect of neighbourhood profiles in that a profile is not an intelligence or analytical product but brings together information about the area from a wide range of publicly available sources. NHP teams are responsible for the creation and maintenance of the neighbourhood profiles through the use of information gathered or that has been given to them by divisional intelligence units and other partners. NHP staff are deployed in response to neighbourhood profiles and demand, with work focused on local priorities. All 277 neighbourhoods have a neighbourhood profile for which corporate minimum standards have been set. The force NHP team will undertake diagnostic checks of profiles to ensure standards are achieved.

Neighbourhood profile minimum standards are clearly defined and include: a description of the neighbourhood and a neighbourhood map; infrastructure – key places (ie places of worship, facilities); infrastructure – key people (ie neighbourhood team contacts, key individual network (KIN) members, Home Watch co-ordinators); demographic data (ie Mosaic lifestyle and Mosaic origins, deprivation and vulnerability, index of multiple deprivation, VLI); housing – local authority, registered social landlord ownership, private rented etc; and community priorities (ie crime and anti-social behaviour, recorded British Crime Survey (BCS) crime and anti-social behaviour – visual charting, chronic offending – prolific and priority offenders (PPOs), Anti-Social Behaviour Orders (ASBOs), Acceptable Behaviour Contracts (ABCs), chronic victimisation, chronic repeat premises, repeat streets).

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As an example, neighbourhood profiles in Wigan division are being used as a tool to match delivery to demand. The area has a disproportionate number of young people and in the past the style of service delivery did not reflect that situation. Gaps in knowledge have been identified and action taken to fill them and continually to improve the quality of neighbourhood profiles.

GMP is driving the action to tackle counter-terrorism (CT) across the North West, working with all regional forces. Key areas include: the standardisation of processes across the region; making the prevention of violent extremism part of everyday business; building strong relations with partners; the development of local and sub-regional projects; the development of intelligence-sharing protocols: the development of Operation Sentinel tasking processes; and the development of neighbourhood profiles. NHP teams are seen as key to driving this process forward.

The North West counter-terrorism unit (CTU) is housed within GMP. The CTU continues to develop the intelligence picture both in force and across the region with effective links at all levels. The process is supported by the introduction of dedicated CT field intelligence officers in each division. PCs and PCSOs confirm their involvement in populating profiles together with analysts and partnership analysts. Work in relation to emerging communities and intelligence continues to develop across Greater Manchester and involves the force and partner agencies. Intelligence requirements are routinely reviewed and amended as necessary.

The introduction of a public service team in the Stockport division has had a direct influence on the way that NHP teams operate. When arriving for duty officers now routinely check incident queues and take on incidents in their neighbourhoods where appropriate. Their work has had a positive impact on neighbourhoods evidenced by the reduction in complaints at NHP meetings with the public. Local councillors also report fewer complaints being brought to their attention.

Reality checks confirm that NHP resources are deployed consistently on a ward/neighbourhood basis. There is evidence of flexible demand based deployment to deal with problems which also involve response and investigative resources.

In Trafford division, the delivery of stop/search training to student officers now takes place during their NHP attachment, to reinforce the learning on the long-term impact of inappropriate stop/searches. This approach leads to a greater understanding of community impact issues and develops improved customer satisfaction and improved public confidence.

Reality checks at Stockport division showed evidence of joint training being undertaken around the key areas of problem solving, anti-social behaviour, ASBOs/Anti-Social Behaviour Orders after Conviction (CRASBOs) and mental health. Training is not only delivered by the police but also by relevant partners, ie local council, the Crown Prosecution Service (CPS), and housing. Community venues are used for training events, including a school for training provided to Imams and refugees.

All divisions have dedicated sergeants and inspectors who provide direction and guidance in support of community engagement and problem solving arrangements.

Reality checks in Stalybridge confirmed that NHP teams and local authority wardens have considerable knowledge and experience in problem solving activity. Numerous examples were given which demonstrated an appreciation of the significance of local

issues in the eyes of members of the public. PCSOs had induction training but have received little subsequent training.

There was clear evidence of reward and recognition for NHP staff. During reality checks it was seen that commendations and community safety awards for individual members of staff were displayed openly within offices.

The Chief Constable's Excellence Awards are awarded to staff on an annual basis and include awards for community police officer of the year, PCSO of the year, and partnership working. Initiatives in Wigan division were acknowledged by the Chief Constable's award for community focus in February 2008.

There is a structure of divisional and force Tilley awards for problem solving which in turn feeds into the national award scheme. The Salford robbery reduction initiative was the winner of the GMP Tilley award presented in February 2008. Supported by scanning by the local operational policing unit the initiative has achieved a 73% reduction in repeat victimisation and 49% reduction in commercial robbery over the duration of the operation.

NHP officers are awarded special priority payments.

Work in progress

- In order to improve staff, partner agency and community understanding of the different aspects of NHP, corporate terminology definitions have been approved by divisional commanders in respect of the following terms: neighbourhood areas; neighbourhood communities; NHP teams; neighbourhood inspectors; neighbourhood sergeants; neighbourhood officers; and PCSOs.
- Data cleansing of force systems – telephone directory, OPUS (operational policing unit system), National Strategy for Police Information Systems (NSPIS), GMPICS etc – has started to ensure correct corporate terminology is used within these systems.
- An NHP vision booklet is being developed using the corporate terminology, and will be in e:format so that it can be updated as the corporate minimum standards project progresses.
- In Bolton division, neighbourhoods are being reviewed in the light of additional staff being allocated to neighbourhood teams (a sergeant and five PCs allocated to each division) to determine priority neighbourhoods. The divisional commander is committed to increasing NHP staff numbers through a regular review of demand and of staffing levels on response teams.
- Local abstraction monitoring arrangements are undertaken in different ways within the divisions. In order to provide a corporate approach, alternative mechanisms to the force abstraction monitoring matrix are being considered and the central team is to undertake a diagnostic audit. The inspection found that involvement at divisional senior management team level in both the sanctioning and monitoring of abstractions varies. This variance should be addressed by the force's adoption of the abstraction policy. Clear guidance is already given to management teams on their role in both the sanctioning and monitoring of abstractions.
- Greater Manchester's CDRPs have been examined in order to assess the locations of the most vulnerable communities. A key area for development was the creation of neighbourhood profiles. The recently completed profiles can be compared with

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vulnerable localities in order to create a better understanding of the communities most at risk.

- Neighbourhood profiles for neighbourhoods such as Urmston are at an early stage of development and as yet the division is not in a position to match the deployment of resources in line with those profiles. There was little evidence of a structured mapping process to identify gaps in community contact or to provide a basis for plotting resources against vulnerability. The need to do this was clearly understood and resource deployment and the matching of skills and abilities against particular types of vulnerability were taking place using professional judgement. There was an awareness of the Greater Manchester Against Crime (GMAC) VLI and access to that information is expected at some stage in the future.
- The diversity command has examined the subject of new and emerging communities with a view to building force knowledge in this area. A picture of the number and origin of non-UK nationals entering Greater Manchester in 2006/07 has been provided. A number of recommendations have been proposed for consideration including the local development of divisional demographics and service provision for non-UK nationals.
- To deliver training it is proposed to use a wide range of teaching methods including NHD management Core Leadership Development Programme (CLDP) workbooks for pre-course learning material. At present workbooks are considered to be too generic and will need to be supported by local material. A total of ten key areas have been proposed to be addressed (four-day course). The force is also considering workshops, e-learning and mentoring. GMP has its own training evaluation unit which will undertake an evaluation of the course.
- The force is also exploring the wider concept of the delivery of tailored NHP awareness training for staff across the force, eg the operational communications branch (OCB) (communications).
- A corporate induction pack is being developed for NHP teams and will include corporate terminology, the vision booklet and neighbourhood profiles.
- It is intended to capture performance gaps through the performance development review (PDR) processes and learning and development forums. Divisions are undertaking a gap analysis to ensure additional training needs are built into local and force training plans.
- A neighbourhood support officer job description has been circulated; however, due to continuing work at force level regarding establishment and links to the resource allocation formula this will be reconsidered at a later date.

Areas for improvement

- The force has approximately 12% of its total workforce allocated to NHP (10% of divisional uniformed officers). This is significantly less than a number of forces. In response to the allocation of additional funding to increase resources the force may wish to review staffing levels across the divisions. The number of dedicated NHP team officers (constables, sergeants and inspectors) as a percentage of the total number of police officers within divisions varies significantly across the force area. As a percentage of establishment two divisions, North Manchester and Tameside, have approximately half the resources allocated to NHP that the Trafford and Wigan divisions have.

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- The ratio of sergeants to NHP staff varies significantly across the force. The ratio of sergeants to neighbourhood staff (constables and PCSOs) in the Manchester divisions is 1:5/1:6 (North/South 1:5, Metropolitan 1:6), while in Oldham it is 1:15.7 and in Bolton it is even higher at 1:21. The ratio in divisions such as Oldham and Bolton makes it questionable whether sergeants are able to provide effective community engagement and joint problem solving supervision. The force has acknowledged this and the position will be assessed as part of the diagnostic checks that are to be undertaken. It may be appropriate to widen the scope of the assessment to a wider review of the deployment of sergeants throughout GMP in order to ensure there is an appropriate focus on front line policing including NHP.
- The force abstraction policy sets a target for abstraction at 80% and this level is reported as being achieved. However, the 80% target is well below the ACPO target of 95% and the force needs to consider if the target is appropriate in order to ensure staff are not abstracted from their core duties.
- While local abstraction policies are in place in the divisions their implementation remains an area for improvement. Abstractions from neighbourhoods varied between divisions, ranging from no abstractions to a number of abstractions for both neighbourhood officers and supervisors. There was little reported abstraction in respect of PCSOs.
- As the force does not have a corporate resource allocation model for NHP, the divisions have self-determined the percentage of resources to be allocated to NHP. This has resulted in significant variances in the delivery of service across GMP. In addition, the allocation of resources needs to be closely aligned to neighbourhood profiles.
- Working relationships/contact between NHP teams and other policing functions within some divisions remain limited. While there have been some improvements in some areas, response, investigation and neighbourhood functions still operate in silos.
- Focus groups with divisional staff confirmed their belief in delivering a quality service although some police officers highlighted the fact that they are prevented from focusing on neighbourhood priorities due to a strong focus on traditional performance measures and a high crime workload. This varied between divisions.

There remains a need for formal reward and recognition processes within the divisions in order to ensure good work is recognised on a more consistent basis. Within some divisions recognition remains informal and is managed within the neighbourhoods themselves.

Effective community engagement is taking place. Representative communities are being routinely consulted and are identifying local priorities and receiving feedback.

Summary statement

Neighbourhoods across the force area are actively engaging with the local police force and its partners.

Strengths

- GMP has a detailed community engagement strategy 2007–10 which covers the key areas of: types and levels of community engagement; what the force needs to think about; aims of community engagement; recording people's views; corporate minimum standards for community engagement; partnership engagement to deliver community priorities; performance; monitoring and evaluation; and good practice. The strategy is aimed at building relationships with communities and the force recognises that engagement falls into different levels of participation from low to high including: informing; communicating; consulting; involving; collaborating; and empowering. The strategy also outlined what is involved in, and the goals for, public participation.. NPIA has highlighted its intention to promote the engagement strategy on the NPIA website as good practice.
- Force policy sets out corporate standards and recognises the need for a flexible approach to engage different communities. This is clearly evidenced in divisions throughout the force area: Wigan (Chief Constable's Excellence Award winners); Bolton (work targeting the trafficking of Hungarians); Trafford (guns and gangs); Oldham (the introduction of priority wards and the focus on the Bangladeshi community); and the specialist operations independent advisory groups (IAGs).
- The force NHP communications strategy 2007/08 has the aim of providing communications support to divisions in the implementation and ongoing delivery of NHP. The policy has a number of objectives both internal and external:
 - Internal: to integrate the NHP approach with the overall GMP objectives of improved performance and quality of service under the banner 'Fighting crime protecting people'; to ensure that the principles and details of NHP are understood by officers and staff and that they fit with other aspects of policing in GMP; to support officers and staff in developing local communications, including their own skills; to assist in sharing examples of good practice between divisions; and to support the force's and divisional community engagement strategies.
 - External: to maintain and develop community confidence in GMP; to raise awareness of local policing priorities, actions, outcomes and how to contact local teams; to assist in reassuring communities; to support local policing activity that generates consultation, feedback and local contact; to inform and educate people about the role of the extended policing family eg PCSOs; to encourage the flow of community intelligence; and to ensure that all stakeholders, including partners and the Home Office, are kept informed about developments in GMP.

The Greater Manchester citizens' panel – RSVP – was set up in April 2003 as a means of surveying the communities of Greater Manchester on a range of policing issues. The panel currently consists of 3,580 members who have been selected from different districts across Greater Manchester. A minimum of three postal surveys are sent to panel members each year and they cover a range of policing topics.

RSVP surveys are used to gauge public opinion on the policing priorities and targets that the authority should set for the force and that are fed into the Greater Manchester Police Authority (GMPA) annual policing plan. RSVP surveys are also used to monitor public perceptions and experience of crime on an annual basis. The

data is used to better understand the needs and fears of communities within Greater Manchester and the crime and disorder issues they encounter.

The most recent survey contained questions on GMP's new uniform trial, dealing with complaints, public value and investigating crime. Previous surveys have included questions about public perceptions of GMP, the call handling service GMP provides, NHP, public transport, CT and local policing summaries.

The force-wide results of the RSVP surveys are distributed to relevant personnel throughout GMP and GMPA. Findings are also analysed by division to highlight crime and disorder issues at a more local level. This information is distributed to divisional commanders for action and is fed into the Greater Manchester review to improve performance (GRIP) process.

Each RSVP survey asks questions on anti-social behaviour, the results of which are used to inform NI 17 perceptions of anti-social behaviour (PSA 23). This indicator is based on a scale constructed from questions about problems of: noisy neighbours; teenagers hanging around; rubbish and litter; vandalism; people using or dealing drugs; people being drunk or rowdy; and abandoned cars. The data collated for NI 17 is passed to the corporate information team who publish the results in the force performance bulletin and report them to GMPA via the full authority performance report.

A MORI survey is commissioned each year to gauge public perception in the Trafford division; this is in addition to the IPSOS (MORI) survey. A total of 2,000 households, including at least 100 in each ward, are surveyed on a face-to face-basis. The survey information is analysed, satisfaction drivers are indicated and 'mini profiles' are prepared for each ward.

Local surveys of communities take place and the returns are analysed by the partnership community safety unit. Survey analysis informs priority setting and the development of action plans.

There is a co-located multi-agency team in the Marsh Green area of the Wigan division, which has increased levels of community engagement. Marsh Green is one of the five super output areas in Pemberton and there is evidence that the community has influenced process and delivery and a feedback process is in place which provides a framework for communication on a daily, weekly and monthly basis. This work has been associated with an increase in community intelligence, an increase in enforcement activity based on that intelligence and a corresponding reduction in crime. Flexible arrangements are in place where different agencies provide the leadership for the various teams and also provide accommodation. This model is labour intensive and as such does not necessarily provide a blueprint for all areas; however, it does provide a useful model when an intensive effort is required in a small area.

In Wigan an investment in internal and external communication in the form of consultation, awareness raising and training has been made. All of these activities have been carried out with partners.

Improved community engagement is considered a success of the NHP approach in Oldham. Open public meetings have developed into KIN meetings. This approach has resulted in a number of positive outcomes including greater community intelligence, eg the development of intelligence on a prostitution ring.

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In the Coldhurst and Alexandra areas there are now over 60 Home Watch co-ordinators. There are also over 30 Home Watch co-ordinators in Oldham's Bangladeshi communities. Incoming communities are identified by a variety of engagement methods including street surgeries, community walks, IAGs, Police and Communities Together (PACTs), and liaison with schools, community and race relations officers.

The Trafford neighbourhood forums are attended by the neighbourhood inspector, neighbourhood officers, the local authority area services co-ordinator, Environmental Services (street furnishing), Trading Standards/Liquor Licensing, and a community representative to raise concerns. The neighbourhood forums escalate issues to the community partnership group.

Reality checks in Stalybridge confirm evidence of a wide range of community engagement activities. There was an understanding of key individual networks, local businesses and Home Watch. Reality checks in Stockport confirmed partnership work was being undertaken to identify and engage all parts of the community. Positive comment was made in relation to PCSO participation in all engagement activities, with PCSOs being seen by communities as the main police representative at many local level meetings.

There is clear evidence of effective information sharing between NHP teams, partner agencies and local communities. The force uses a number of methods to bring this about.

In response to a recommendation contained in a report by the Jill Dando Institute to implement changes to enable greater sharing of intelligence with partners, GMP has developed the Singlepoint database in partnership with GMAC. The Singlepoint system was launched in October 2007, and a reference group established, involving representatives from partner agencies, to monitor implementation and further development (all development has been partner funded). Singlepoint encourages the sharing of non-personalised, non-restricted reports with partners including probation and the fire service. Singlepoint can be accessed via community safety teams and utilises maps and reports that can be formatted to produce tabular data in a variety of ways for the user. The data contained within Singlepoint can be utilised in the production of electronic neighbourhood profiles.

Divisions have provided intelligence training to PCSOs and there is evidence that staff are producing good intelligence as a result. PCSOs are effective at building the links within communities and their application of the 5x5x5 process is improving.

To support information sharing arrangements intelligence training has been provided to partners in some divisions, eg Bolton.

A rolling intelligence plan is maintained at Salford which considers intelligence gaps and identifies ways in which to fill them. This equally applies to community intelligence and represents a simple approach to managing the changing intelligence requirement.

Operation Windsor targeted activity towards human trafficking in the Pakistani Heritage community in Bolton. The operation significantly developed the force's relationship in the community as well as the division's understanding/interpretation of related neighbourhood intelligence. The operation resulted in the rescue of a female,

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but also led to the gathering of further neighbourhood intelligence relating to the Hungarian community.

Staff spoken to during the inspection demonstrated an awareness that an improved understanding of local communities leads to increased intelligence flow. Intelligence focus groups reported greater integration of NHP issues into National Intelligence Model (NIM) processes. Intelligence collection is focused on identified priorities within problem profiles and scanning, analysis, response, assessment (SARA) to address those priorities.

GMP makes use of a number of partners/bodies to test the quality of its engagement process, including GMPA and GMAC.

GMP is driving the action to tackle CT across the North West, working with all regional forces. Key areas include: the standardisation of processes across the region; making the prevention of violent extremism part of everyday business; building strong relations with partners; the development of intelligence-sharing protocols: the development of Operation Sentinel tasking processes; and the development of neighbourhood profiles.

A rolling programme of briefings in relation to Rich Picture has been delivered to NHP teams by staff from the CTU. As a result of these briefings there has been an increase in the number of related intelligence submissions. Further CT briefings have been given through Operation Sentinel and specific taskings are given to neighbourhood teams through the operations dedicated email system.

The CTU continues to develop the intelligence picture across Greater Manchester with effective links to all divisions. The process is being aided by the introduction of dedicated CT field intelligence officers in each division.

- The CTU has developed a series of case studies to brief staff in relation to the Rich Picture including Operation Adair and Operation Brackoe.

Work in progress

- At the time of inspection the Wigan division was in the process of setting up PACT panels. The panels will provide community members with a consistent opportunity to be involved, to communicate problems, to provide feedback on actions and to sign off actions when complete. This approach fits the corporate position and takes it further. PACT development has been mapped against the process for community consultation as defined by the force. A PACT action plan is in place which incorporates training. The scheme is being tested on a pilot basis at Pemberton and incorporates the development of KINs. The local authority has appointed a PACT co-ordinator. PACT issues can be escalated up to the CDRP priority theme groups.
- As part of its commitment to NHP and to measuring confidence levels in neighbourhoods, from April 2008 the force will conduct a new neighbourhood survey across Greater Manchester. The survey will be sent out to 90,000 households across the 277 neighbourhood communities in Greater Manchester four times a year.
- At the time of the inspection the final content had not been confirmed but questions will be based on the forthcoming Place surveys so that national comparisons can be made. The NI 17 data will be collected through this mechanism rather than via the RSVP surveys as this will produce a larger volume of information on a more regular

basis. Information from residents in each neighbourhood area will enable the force to assess performance (ie feelings of safety, fear of crime, confidence in policing etc) from a lower base than has previously been possible. It will also enable the force to identify areas with particularly good performance and practices leading to the identification and promotion of good practice. The data will be available at a neighbourhood level via the neighbourhood performance bulletin, and force and divisional level reports will also be produced on a quarterly basis.

- A toolkit is being developed for communities and partners to use particularly during the engagement stage of empowering local people and practitioners.
- Work is in progress to provide a customer satisfaction element to performance management processes based on an assessment of information from survey returns. This is linked to ongoing work to create a model to obtain customer feedback of a corporate standard.
- The force is currently developing the integration of NHP delivery into its action plans for protecting vulnerable people.
- GMP is developing a force intelligence system (FIS) which will be fundamental to the collation, management and use of community intelligence. This system will ensure the accurate recording, retention and evaluation of such information for policing purposes. Community intelligence is seen as the 'golden thread' of the recently developed NHP course. This will be delivered to NHP officers, according to individual need, on a modular basis. The subsequent levels of understanding will be instrumental in addressing neighbourhood problems via the application of NIM problem solving processes within that neighbourhood community. The FIS will enable better storage and recall of community intelligence.

Areas for improvement

- While the understanding of NHP issues is developing across the force, the understanding of Citizen Focus and community engagement needs to show further improvement.
- Within divisions reality checks confirm the lack of a corporate approach to the provision of information on problems and priorities, feedback on actions and community sign-off on problem resolution.
- Supervisors continually need to remind staff of the importance of all forms of intelligence including community intelligence. To support this supervisors need to ensure positive feedback is given to staff, including PCSOs, to encourage future submissions and to highlight their importance. Feedback from staff indicates this is not happening at the present time.
- NPJA assessment showed that while NHP staff receive Rich Picture briefings with interest, the relevance of the briefings to their role is not always recognised. This is attributed to competing demands and the fact that Rich Picture activity is considered as an area traditionally dealt with by specialist officers, eg special branch (SB)/CTU staff.
- Reality checks revealed that there was little evidence of a structured or balanced approach to briefing neighbourhood staff on organised crime groups or multi-agency public protection arrangements (MAPPA) issues. There was some knowledge among staff; however, it was not managed in the formal sense of a framework to

manage the intelligence links between the management of dangerous people, organised crime groups, precursors to major crime and neighbourhood resources.

Joint problem solving is established and included within performance regimes.

Summary statement

Joint problem solving involves the police with partners and communities across neighbourhoods. Not all joint problem-solving activity is evaluated and this results in lost opportunities to develop problem resolution at neighbourhood level.

Strengths

- The ACC (Citizen Focus and Security) provides strong leadership and is recognised as the force champion for NHP and Citizen Focus. The drive and commitment shown by the post holder are acknowledged across the organisation and within the wider policing environment.

There is clear evidence of active engagement with partners at a strategic level, both at chief officer and divisional senior management team (SMT) level. The ACC (Citizen Focus and Security) is actively engaging and driving partners in a number of forums and divisional commanders/SMT members interact effectively with partners across Greater Manchester, eg Bolton through the co-location of staff, joint analysis, and effective information sharing agreements.

- The GMAC partnership business model has been developed locally to absorb the emerging third tier of effective local delivery, in the shape of multi-agency teams, with ownership and accountability for defined geographic areas. The model supports the view expressed within the Flanagan Report that NHP is a component part of neighbourhood management. The model provides a format for effective local partnership delivery. Minimum standards for neighbourhood partnership business groups have been developed. They have been agreed by divisional commanders and have been ratified by a wider partnership consultation process. These minimum standards provide a robust task driven forum that will produce real change at a local level.
- The force can demonstrate where active steps have been taken and a remedy provided to address resistance from partners at both a force and divisional level. Outcomes include a greater integration of partnership activity resulting in demonstrable improvements to local outcomes.
- Trafford division has a structure for partnership working at a strategic, tactical and operational level. The Safer Trafford Board is informed by the strategic finance and performance group. Responsibility for delivery in this group is split, with the local authority having responsibility for financial governance (ensuring compliance with relevant regulations) and the police having responsibility for performance matters. The strategic finance and performance group is informed by the partnership business board which comprises a chief inspector, NHP team inspectors and the local authority head of area services (the co-ordinator of local area groups).
- The division has an operational policing and partnership unit with partnership staff co-located in the same building. The strategic analyst has produced neighbourhood profiles for each ward using a range of data including demographics, VLIs and

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financial threats (there are dramatic variations in wealth and deprivation in close geographic proximity). Seven priority wards have been identified.

- The Salford robbery reduction initiative involves the application of security standards to the owners of vulnerable commercial premises. Non-compliance is followed by an enforcement notice by the Health and Safety Executive (HSE) and further sanctions if necessary. The initiative is administered by the Salford Local Authority Environmental Health department which also carries out site visits. The police (Operation Boost) check compliance of agreed standards through a process of inspection by police officers. The HSE has a power of entry under such circumstances and the police are authorised to accompany the HSE.
- The GMAC model provides an intelligence infrastructure across ten local authorities, giving a Greater Manchester perspective with a focus on community issues. The force is an active partner and provides dedicated resources to support the development.
- The neighbourhood management concept continues to be developed within the framework of the GMAC partnership business model (application of the NIM in a partnership context). The model incorporates business processes that provide a framework for establishing priorities and making decisions in partnership at every level, including neighbourhoods. While application of the model continues to vary between areas there is evidence of an adherence to the principles – including a framework for analysis, establishing priorities, joint tasking and co-ordination of partner activity – and for escalating community issues from the local level through to the local strategic partnership level within a recognisable problem solving process.
- NIM principles are incorporated into the various joint problem solving processes utilised throughout the force.
- There is evidence of effective joint problem solving activity across the force with monitoring and evaluation taking place on a divisional basis. Reality checks confirmed that the force ‘Solve it’ problem solving process is being used to address problems identified by the community. Posters promoting ‘Solve it’ are displayed on the walls of police offices.
- A summary of partnership activity in the Tameside division between October and December 2007 shows a number of joint problem solving plans. An example of a joint operation with partner agencies was Operation Treacle – a force-wide initiative run over a nine day period. Tameside’s partnership initiative under this umbrella concentrated resources in a particular area identified by analysis as suffering from significant anti-social behaviour and criminal damage. The focus was on Halloween, the weekend before Bonfire night and Bonfire night. The operation took place between 29 October 2007 and 6 November 2007 and was resourced by GMP, Greater Manchester Fire and Rescue, Tameside Patrollers, Tameside Licensing and Trading Standards. Follow-up action took place through the Community Safety and Youth Services.
- Bolton achieved beacon status for reducing re-offending, the achievement of which was assisted by greater partnership working and understanding, positive developments which have been sustained post-award. The approach is being developed force-wide.

There was evidence of effective joint problem solving activity in Urmston. Effective communication with the local housing association and Trading Standards resulted in

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a number of intelligence and operational benefits. The importance of identification of and contact with key individuals is clearly understood as is the need to provide regular access to neighbourhood officers and PCSOs at contact points within the community eg libraries, shops and housing association offices.

Operation Frigate provides evidence of problem solving activity at a neighbourhood level. The operation is conducted by members of staff working from the police office at Partington. It takes account of community views which inform the problem definition and involves intelligence development, enforcement, prevention and reassurance in areas of high crime and anti-social behaviour. The operation is a generic operation which can be taken 'off the shelf' and applied to different areas when the developing situation warrants a resource intensive approach.

- The force has a process to recognise problem solving initiatives through submissions for the Tilley Awards which recognise the efforts of all staff involved in problem solving activity. All divisions are encouraged to submit initiatives/operations for consideration, eg a Wigan initiative aimed at closing a 'crack house'.
- In Stalybridge a divisional database records problems logged by members of the public and it is capable of being shared with other divisional neighbourhoods. The extent to which this facility is available across the force was not known.
- Force documentation relating to NIM provides an easy reference on intelligence led policing in GMP and includes reference to related NIM minimum standards and national guidance documents and references and links to the volume crime model. Examples of good practice are included, ie examples of checklists such as parade briefings, analytical products such as results analysis, and problem profiles. Other areas covered include the definition of roles within intelligence units together with mandatory training requirements, and links to job descriptions.
- The force is using neighbourhood profiles to influence communication strategies, policing operations, partnership work, funding applications and analytical products such as tactical and strategic assessments.
- Tameside division has three partnership tasking groups. A monthly tasking meeting for the groups is held at Stalybridge Fire Station and is attended by police, the fire service, probation, and Tameside Borough Council. The business remit of each group is taken from the partnership opportunity strategy which in turn has been driven by the partnership strategic assessment.
- The Manchester Metropolitan division has established 'area desks' in each of the neighbourhood areas to develop links between the neighbourhoods and the intelligence unit. There was evidence of investment in analytical capacity by partners in the division. Consequently local partnership team meetings are better informed and performance has improved as a result. Reductions in crime had created operational capacity and as a result it was possible to invest in prevention. The local team meetings occur every two weeks and constitute a tasking environment which has now been supported by the additional investment in intelligence analysis. Action plans fall out of problem profiles and ownership is shared between agencies.
- Reconfiguration of GMPICS has taken place to ensure the beats reflect the identified neighbourhood areas and neighbourhood communities.

- Reality testing showed evidence of community priorities being identified, problems solved in partnership and then closed with the agreement of the original complainant/community group.
- In Stalybridge, problems are identified through engagement with the public through the PACT process. Local people, together with public, private and voluntary sector representatives, meet in their local areas to agree the problems to be solved and a process for resolution. They receive information about progress and agree when it can be finalised. Matters can be escalated to the PACT plus environment which follows the same principles at local authority area level. A further option is to escalate the problems to divisional tasking and co-ordination group (TCG). The inspection found that consistent support from these areas was acknowledged and there was no sense of frustration about where to go for additional resources when necessary. There are links between formal NIM processes, the partnership tasking environment and problem solving processes.
- There is evidence that staff across the force feel they are held to account by the community, as well as by supervision, for problem solving priorities. Likewise, supervisors state they are held to account by senior managers in ensuring those problems are dealt with to the satisfaction of communities.
- Partners are invited to attend the force NHP training which focuses on a range of activity including problem solving (Module 3).
- Joint training takes place on divisions, eg Oldham division holding an event at the Queen Elizabeth Hall to explore the SARA concept in order to enhance partners' understanding of problem solving and their role within it.

Work in progress

- The force is considering the development of minimum standards for neighbourhood partnership business groups in order to provide a robust task driven forum that will produce real change at a local level. The potential benefits are significant and would include: meetings chaired and minuted (actions recorded) with participants subject to a confidentiality agreement and the rules governing the exchange of data; the frequency of meetings complimenting existing CDRP strategic and tactical processes; terms of reference outlining the remit of the group, scope and nature of activity together with partner responsibilities; partners fully involved in the tasking process; community generated issues being reflected in the actions of the group; structures allowing for the top-down/bottom-up flow of issues and problems; partners able to influence the tasking of police resources; results of actions fed back to the original complainant or partner agency; partners and community routinely involved in structured problem solving activity; responses of all partner agencies recorded within performance management processes; and an effective mechanism to manage and record actions and outcomes at neighbourhood level.
- Although the force has access to the GMAC VLI, it is not fully reflected in the force strategic assessment and there is acknowledgement by the force that there is still much to do and there is a need for it to be systematically used to proactively identify risks and threats. The force has identified the need to further improve community profiling and develop its understanding of what drives the gang culture in a number of its divisions.

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- GMAC is producing joint strategic assessments and full integration is reported in the Bolton division. Other divisions are developing their assessments in the current round.
- Neighbourhood supervisors confirm that good quality NIM products are being provided; however significant demands were being made of analysts. Concern was expressed that analysts are spending too much time preparing performance data rather than analytical products.
- Salford division is in the process of setting up two multi-agency and co-located teams to focus on problem areas. The model to be used will be similar to that which is used in Knowsley in Merseyside and their version of problem solving referred to as Spot Lighting. While the initiative is to be applauded it again highlights the need for a corporate approach. This is acknowledged.

The divisional operational policing units (OPUs) are being converted into divisional intelligence units, operating to a corporate framework focused on the intelligence role. The provision of sufficient dedicated analytical capability is again highlighted.

Areas for improvement

- The vision for NHP is not yet fully understood by staff. A number of staff are not clear whether they are working towards a force vision or the vision of their divisional commander. While this is to be expected, GMP, having delivered NHP in a number of different forms, and recent changes/proposals not having bedded in, further work is required to ensure a corporate approach supported by corporate standards.
- Information systems to support NHP are not yet sufficiently developed to influence the intelligence picture to the extent that NHP considerations are consistently taken into account and feature sufficiently in assessment processes. The creation of a problem solving database designed to a corporate standard remains an area for development. While a number of divisions have introduced their own systems they do not allow for the sharing of best practice in order that learning opportunities can be shared etc.
- There remains a need to publicise success to a greater degree. Although there was clear evidence that community issues had been identified and addressed, results are often not known by the public which on occasion results in negative feedback.
- The force has acknowledged that this remains an area for further development and it will be addressed through the local policing improvement branch.

The outcomes of Neighbourhood policing are being realised by the surveyed public.

FORCE	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
GMP	-2.6 pp	+2.2 pp	-5.5 pp	-1.4 pp	+2.4 pp	+1.7 pp

Summary statement

The SPI/KDI data shows that force performance is not significantly different to the average for the MSF.

The SPI/KDI data also shows that force performance is unchanged compared with two years ago.

Context

The SPI and KDI statistics are obtained from the PPAFs to March 2008. These figures are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.'

Note: When comparing the force's performance with previous years, year-on-year statistical significance is explained as follows: 'The difference in force performance between the years compared is unlikely to have occurred by chance.'

There is a summary of how statistical significance is used at Appendix 2 at the end of this report.

As part of the BCS, approximately 1,000 interviews are undertaken in each force area in England and Wales. Included in the survey is the individual's assessment of whether the local police are doing a good job, whether the police are dealing with anti-social behaviour and crime that matter in their area, and whether anti-social behaviour in their area is a problem.

SPI 2a – percentage of people who think that their local police do a good or excellent job.

48.6% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is not significantly different to the average for the MSF.

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Force performance was statistically unchanged in the year ending March 2008; 48.6% of people surveyed think that their local police do a good or excellent job, compared with 46.5% in the year ending March 2006.

KDI – percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.

45.1% of people surveyed in the year ending March 2008 ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, which is significantly worse than the average for the MSF.

Force performance was unchanged in the year ending March 2008; 45.1% of people surveyed ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, compared with 46.5% in the year ending March 2006.

SPI 10b – percentage of people who think there is a high level of anti-social behaviour.

21.1% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 21.1% of people surveyed think there is a high level of anti-social behaviour, compared with 19.4% in the year ending March 2006.

Force level and local satisfaction/confidence measures are used to inform service delivery.

Summary statement

The force understands the needs of its communities. Identified service improvements are frequently made to improve local service delivery.

Strengths

- GMP is moving to a position where satisfaction and confidence measures are used to inform service delivery. The measures for satisfaction are currently gathered in the normal way, in accordance with Home Office guidance, but discussions are underway with regard to developing these so the data is more robust at the local level. Confidence measures will be gathered at the local level through the new neighbourhood surveys. Both these sets of measures will be built into the force’s balanced performance framework, which will inform the force GRIP and divisional quarterly performance review (QPR) processes. These measures will also be examined in the Citizen Focus programme board and projects will be developed to improve services with a view to improving performance in these areas. The GMAC partnership business model provides a framework for planning and aligning police and CDRP priorities and targets and sets out strategic and tactical structures and processes for implementing local multi-agency delivery plans.
- The divisional QPR process focuses on priority areas. In Stockport (October 2007) the QPR included: a new local area agreement (LAA) partnership approach to setting stretch targets for priority areas; setting up safer estates groups; and undertaking GMAC analysis and allocating resources more appropriately. The focus

of the QPR was on deprived areas and tackling issues using corporate partnership structures (including health, education and economic regeneration), with the aim of delivering crime reduction strategies. The Stockport vision for NHP in the next 12 months is as follows: have partnerships, priority areas and stretch targets in place; improve training and the experience of NHP staff, and advertise NHP; improve partnership problem solving; and welcome force-wide direction on NHP, PCSO funding and PCSO involvement in the safer neighbourhood strategy.

- The strategic confidence and equality board commissioned the production of a strategic threat assessment in order to drive continuous improvement in the field of confidence and equality. The threat assessment is produced on a 6-monthly basis, and operates by identifying strengths, weaknesses, opportunities and threats across a diverse range of areas. The areas of threat covered in this assessment include aspects of national issues in the media, governance arrangements, community contact, operational issues and internal workforce issues. All of these threats have been analysed in order to provide a range of recommendations for consideration by the board.
- The approach to the threat assessment starts with an overview of statutory and force performance indicators (PIs), and governance arrangements that relate to confidence and equality. Diversity command manages this performance area through appropriate channels including the force GRIP and divisional quarterly review processes.
- Results from internal and external surveys relating to confidence and equality issues have been analysed to give overall trends. Additionally, an overview has been provided on current diversity related workforce targets and performance.
- The developments seen in the area of contact management clearly demonstrate the force's focus on service delivery and the approach taken to address areas for improvement identified by a number of means, eg quality of service complaints.

Work in progress

- GMP has introduced a balanced performance framework which is developing. The framework considers the following perspectives: trust and confidence; business resources; crime and disorder; and people. The change programmes of Citizen Focus, demand and supply, local policing and people and leadership both align and crosscut each of the perspectives of the balanced performance framework. The framework aims to measure both overall organisational health and the delivery of the change programmes. While the perspectives of trust and confidence and crime and disorder are established, there is still work to complete on the perspectives of people and business resources.
- Local delivery plans are to be developed to achieve: reductions in anti-social behaviour and volume crime levels; increased confidence in communities; reduction in the level of concern in communities about drug supply and use; increased community engagement; reductions in the number of young people who become victims or perpetrators of crime or anti-social behaviour; enhanced involvement in schools and improved engagement with children and young people; achievement of locally defined objectives in LAAs and neighbourhood management plans; reduction in repeat victimisation; and an increase in offenders (particularly prolific offenders) who reside in priority neighbourhoods and are brought to justice.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

The force and the police authority have shown how Neighbourhood Policing will be sustained beyond April 2008.

Strengths

- The vision for NHP is set out in force and police authority plans including the police authority annual policing plan.
- Force level action plans have been appropriately linked to the ACPO NHP readiness assessments and the force has carried out a number of readiness assessments and addressed the resulting actions.
- To support the NHP implementation plan the force undertakes a detailed assessment of the delivery of corporate minimum standards. Areas covered include: corporate terminology; identification and resourcing of communities; roles and responsibilities; training; abstractions; and miscellaneous.
- The 2008/09 budget report/strategic financial outlook advised an annual precept increase of 7.5% per annum over the next three years, which was agreed by the Association of Greater Manchester Authorities. As a result, in 2008/09, GMP will create an additional 104 police officer posts. A sergeant and five constables will be allocated to each division and the remaining 32 posts 'ring fenced' for priority neighbourhoods identified by CDRPs.
- GMP has a detailed process to ensure areas for improvement identified by internal/external (NPIA/Her Majesty's Inspectorate of Constabulary (HMIC)) assessment and inspection are acknowledged and addressed. The 2007 HMIC inspection of NHP made two recommendations which have been actioned by the force.

Recommendation: The force needs to develop a coherent approach to community intelligence, links to problem solving, neighbourhood priorities and the relationship with core intelligence processes, to the extent that local issues can be effectively assessed and feature in decision making, process design and strategy development at all levels of the organisation. Response: GMP is developing an FIS which will be fundamental in the collation, management and use of community intelligence. This system will ensure the accurate recording, retention and evaluation of such information for policing purposes. Community intelligence is seen as the 'golden thread' of the recently developed NHP course. The course is delivered to NHP officers, according to individual need, on a modular basis. The subsequent levels of understanding will be instrumental in addressing neighbourhood problems via the application of NIM problem solving processes within that neighbourhood community.

Recommendation: There is no consistent understanding of citizen focused NHP. The force needs to continue to improve internal communication to achieve this understanding of the programme and what it means to each individual member of staff in terms of delivery. Response: Corporate terminology has been developed to ensure consistency in the delivery of NHP across the force, in terms of: corporate vision; divisional structures; job descriptions/role definitions; and communications strategy developed to ensure wider understanding of the NHP vision internally and externally. In respect of public contact the force public contact project has recently

reported and implementation of the recommendations is being overseen by the Citizen Focus board. The above have only recently been implemented, and further embedding is required. In respect of corporate communications the force has clarified its vision with regard to NHP and wide-ranging internal communications activity has been carried out. Handbooks giving details of all NHP roles have been produced, along with other supporting communications material. A force NHP intranet site has also been created and contains information, including practice guides and examples of good practice.

- GMPA restructured at the beginning of 2007, aligning itself more closely with the way in which the force is managed. This coincided with an injection of strong leadership by the force in the areas of NHP and Citizen Focus and consequently there was a change in the way the organisation approached these issues. The force and GMPA have a shared vision for Citizen Focus and NHP.
- The GMPA Citizen Focus and communications lead is directly involved in the governance and programme management structures supporting the development of Citizen Focus and NHP within the force.
- There is effective dialogue with the force, relationships are good and this has helped the authority to become more effective in its oversight role, in providing support and added value. The relationship between the ACC lead and the GMPA lead is constructive. Access to relevant information has improved.
- GMPA scrutiny and oversight is focused on key processes relevant to NHP and Citizen Focus. Formal scrutiny meetings are supported by active involvement. In addition to scrutiny committee meetings members of the authority hold scrutiny meetings with divisional commanders on an annual basis (three divisions in each quarter). There are arrangements in place whereby the lead members come together and consider the wider crosscutting issues which affect the business.
- As a means of linking the authority's role with community consultation GMPA has supported efforts to improve community engagement by organising engagement 'You Choose' events with young people in partnership with the force. About 500 young people were involved in two workshops at the Manchester United and Bolton Wanderers stadiums. This was an example of the way in which the authority has been creative in finding ways in which genuine community engagement can take place. These workshops addressed a number of issues which affect young people including guns and gangs, counter terrorism and policing priorities.
- Additional engagement with young people by the authority takes place through the provision of consultation packages in schools. There has been a positive response to this initiative. Representatives from the Northern Ireland Policing Board have visited GMPA to examine the way in which community engagement work is being undertaken.
- The police authority has reviewed the framework and structures of IAGs. As a result of the review a code of practice has been prepared to guide the consistent management of all volunteers within the force. The code of practice covers issues such as vetting and expenses.

Work in progress

- GMP continues to develop its citizen focused approach in support of NHP, co-ordinated through a strategic oversight group. The force has built on the four work streams of: the development of corporate minimum standards; community engagement and communications; partnerships and problem solving; and performance management and audit. The approach has made use of an NHP and communications strategy.
- The change at chief officer level has allowed a realignment of corporate portfolios, joining Citizen Focus with operational policing. The portfolio lead demonstrates a strong personal commitment: “I am passionate about policing which is designed around people’s needs and helping them to achieve their aspirations, which makes them safer, helps them to feel safer and improves their lives. I believe that we can put the heart back into what we do and all be enthusiastic about an approach that focuses upon caring enough to make a difference. I am very excited about the possibility of service delivery and finding solid solutions to crime and community problems through Neighbourhood Policing.”
- As previously mentioned, each division has been allocated additional funding and resources to enhance NHP. This includes the appointment of a sergeant and five constables to each division with a further 32 constables allocated to priority areas.
- In December 2007 the Home Office announced its three year funding settlement. This provided GMP with £16.5 million, £16.9 million and £17.4 million respectively towards the costs of NHP/PCSOs, leaving a £7 million shortfall (all GMP PCSOs are on permanent contracts, and there is no risk to any individual). The £7 million shortfall needs to be addressed to put PCSO funding on a stable basis. During 2008/09 the force will be taking forward an evaluation programme to capture information in detail about the PCSOs work and the contribution they are making alongside neighbourhood constables to the communities they serve in Greater Manchester. A principle objective is to capture detailed information about the impact they are making locally to support the case for more funding of PCSOs.

Developing Citizen Focus Policing

2007/08 Summary of judgement	Meets the standard
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Exceeding the standard

During this inspection the force was assessed against SGC in a number of key areas of Developing Citizen Focus Policing. To discern between forces, a moderation process has been applied to determine the grading of the force.

While the force is not exceeding the standard it can demonstrate innovation in its strategic change programme branded Charting the Way.

Strengths

- GMP has embarked on a strategic portfolio of change with the delivery of citizen focused policing at its core. The portfolio Charting the Way consists of five programmes, the lead one being the Citizen Focus programme. Two of the programmes – Improving Local Policing and Supply and Demand – are about improving the way the force works to free up capacity and to allow it more time to be citizen focused. The remaining two programmes – Excellent People and Leadership – are about building capability within the organisation, again to support citizen focused delivery. The portfolio is a significant undertaking which demonstrates the force's commitment to citizen focused policing. Commissioned by the force command team, the portfolio and the Citizen Focus programme draw together a number of initiatives already in place to contribute to the delivery of the Citizen Focus agenda, and to bring clarity to what the force is trying to achieve. The Citizen Focus programme will also help to identify and fill gaps in existing Citizen Focus work to ensure that the force works in a more citizen focused way.
- The Citizen Focus programme aims to deliver:
 - an increase in public confidence in GMP's ability to fight crime and protect people;
 - an increase in user satisfaction by improving their experience of all GMP services; and,
 - an increase in the levels of public involvement in GMP's policing services.
- The programme will focus development around the thematic areas of:
 - responsive policing: including NHP and community engagement;
 - diversity and equality: taking on and developing the force confidence and equalities action plan;
 - public contact and accessibility: taking on and developing the public contact work stream from the call handling programme;

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- quality of service: including support for victims and witnesses, taking on and developing the National Quality of Service Commitment (NQoS) and the Victims Code of Practice (VCoP); and
- customer journey: linking into the work of ACPO and looking at the end-to-end experience, and improving both the process and the experience of customers.
- The programme also incorporates the crosscutting themes of:
 - communications and marketing; and
 - training and development.
- GMP recognises that Charting the Way is a long-term programme. By 2011 the force aims to have put the citizen at the heart of what it does so that it is delivering, defined, fit for purpose services based on national, regional and local policing obligations and the agreed requirements of individuals, communities and partners. By the end of 2009/10 the force is looking for significant increases in capacity and capability to deliver change with people actively engaged in the change process. By 2010/11 the force is looking for a 20% improvement across a balanced performance framework, embedding change throughout GMP. A futures operation model outlining the force structure to support the programme has been produced.
- HMIC recognises that the programme is in the early stages and elements of the programme appear later in this report as ‘work in progress’. However, HMIC also recognises the work that has been undertaken to develop the programme, the significant change that the programme can deliver and the potential for organisational learning.
- The force Citizen Focus lead (ACC Citizen Focus and Security) is the national lead for the development of customer journey mapping. GMP is developing and testing a range of methods to develop national best practice.

Meeting the standard

Following the moderation process, GMP was assessed as meeting the standard for developing a citizen focus.

A Citizen Focus ethos is embedding across the force, establishing an initial baseline.

Summary statement

GMP understands the needs of its communities. Identified service improvements are made to improve local service delivery. There is evidence of the force continuing to develop its communication of the National Quality of Service Commitment standards, the Code of Practice for Victims of Crime standards and the force corporate/accessibility standards to its communities.

Service users’ views are sought and are used to improve service delivery.

Strengths

- GMP uses a number of means to obtain the views of members of the public. These include Scarman tier 3 consultation processes, public surveys, face-to-face meetings

and the IAG structure at both a force and divisional level. Feedback received during the inspection process confirmed that these mechanisms are used to inform and improve service delivery at both a corporate and local level, eg the use of IAG members in stop/search training to give direct feedback on the impact of good and poor stop/searches.

- The force undertakes a wide range of survey activity at both a corporate and local level on a regular basis. These include: postal surveys; telephone contact; citizens' panels; neighbourhood surveys; and mystery shopping exercises. Activity within the divisions is focused at an appropriate level, eg in Trafford division a MORI survey is commissioned each year to gauge public perception. Some 2,000 households, including at least 100 in each ward, are surveyed on a face-to-face basis. On receipt of the survey information, the data is analysed, satisfaction drivers indicated and 'mini profiles' prepared for each ward. The survey is used alongside other activity, eg IPSOS surveys to identify users' views and make service improvements.
- The force has recently undertaken some sophisticated research in order to identify the best way to elicit the views of thousands of residents across Greater Manchester (see work in progress).
- The force's professional standards department (PSD) has processes in place to monitor quality of service and the direction and control of complaints. Issues are identified, monitored and actioned on both an individual and a corporate basis with learning opportunities promptly promulgated to the wider organisation.
- GMP has developed a number of partnership initiatives aimed at improving service delivery. Examples include making use of the knowledge and influence of identified community leaders to assist in tackling gun crime within the young black community in Manchester. The force makes effective use of both the strategic and divisional IAGs to identify users' views. As an example, when public service teams (PSTs) were piloted in the Trafford and Stockport divisions, IAGs were involved in the consultation process and provided positive feedback in relation to the management of non-emergency incidents. In Trafford, the use of IAGs has developed to such an extent that members are now invited to attend operational briefings and accompany staff on 'raids'.
- The force has developed a number of approaches from the perspective of the internal customer, eg a staff consultation panel was set up in 2005 as a means of consulting with a representative sample of staff about various topics of interest across the force area. The survey topics range from customer satisfaction surveys (information technology (IT) services, cleaning and janitorial services etc) to academic research (investigative interviewing techniques). Regular updates are provided to the GMPA Citizen Focus and communications committee.
- Both the force and the police authority have worked hard to improve communications, exploring different ways of obtaining the views of local communities. Within the force, corporate communications continue to develop and a number of divisions have dedicated public relations officers focusing on NHP arrangements. A communications action plan has been developed. Within the police authority the post of community engagement manager has existed for some time. The post holder has worked directly with the force.
- The ACC (Citizen Focus and Security) chairs the Citizen Focus programme board and is the national lead for the development of customer journey mapping. The force recognises the benefits that mapping customer journeys will provide through the

identification of key areas for improvement which in turn will lead to service provision which is truly citizen focused. This national development work will give GMP the opportunity to test a number of approaches before recommending a national framework as well as allowing GMP to identify a solution that best fits its needs.

- The commitment of the force to Citizen Focus policing is demonstrated through the Charting the Way portfolio and Citizen Focus programme. The programme is wide ranging and has the following vision: GMP will fight crime and protect people by putting them at the heart of everything we do. We will do this by listening and responding to their needs and consistently delivering a top quality and compassionate service with the highest levels of integrity.
- The programme objectives are:
 - to increase public confidence in GMP's ability to fight crime and protect people;
 - to increase user satisfaction by improving their experience of all GMP services; and
 - to increase the levels of public involvement in policing services.
- The programme focuses development around five thematic areas:
 - responsive policing;
 - diversity and equality;
 - public contact and accessibility;
 - quality of service – including support for victims and witnesses; and
 - the customer journey.
- The ethos of Charting the Way is that the Citizen Focus programme ensures engagement with communities to understand the needs of the public and to inform the development and delivery of services. The improving local policing programme improves existing processes, and supply and demand manages the channels through which demand arrives so these programmes enable capacity to be released to deliver Citizen Focus.
- Therefore, Citizen Focus, local policing and supply and demand inform, design and deliver systems around the public rather than organisational needs. In addition, excellent people and leadership ensure staff are clear about what is expected of them, have the necessary training and skills to deliver and are valued for their efforts.
- The work to develop contact management within the force has informed the development of Citizen Focus. An internal review of the issues led to a clearer understanding of outcomes being sought and what is valued. The customer perspective was very much a part of this review and shifted the interpretation of what quality of service really looked like and also exposed the existing gaps in delivering that service. The development of public service desks was a product of this work, together with the application of the SARA problem solving model to develop solutions.
- GMP has engaged with the public and staff to undertake a review of public contact across the force, considering all public interfaces. The focus of the review was to identify areas for improvement and therefore the findings could be viewed as

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negative (see areas for improvement). However, the fact that the force has taken such a stance to identify potential gains in public confidence and satisfaction is seen as a strength.

- In Trafford division, the delivery of stop/search training to student officers now takes place during their NHP attachment to reinforce the learning on the long-term impact of inappropriate stop/searches. This approach leads to a greater understanding of community impact issues and develops improved customer satisfaction and improved public confidence.
- Recognising that the experience of customers at enquiry offices impacts on both confidence and satisfaction, the force has made significant investment in order to identify how to improve customer perception. In September 2007 the force conducted a review of enquiry counter assistants (ECAs) and senior enquiry counter assistants (SECAs) which focused on: training and development; value; effective deployment and demand profiling; and business processes. One of the findings of the review was that divisions with a SECA coped better with effective deployment and demand profiling as well as with general business process such as ensuring training needs are met. As a result, all divisions will now employ a SECA to assist in the supervision, training and monitoring of ECAs and to ensure that the service at enquiry counters is high quality, professional and efficient.
- GMPA restructured at the beginning of 2007, aligning itself more closely with the way in which the force is managed. This coincided with an injection of strong leadership by the force in the areas of NHP and Citizen Focus and consequently there was a change in the way the organisation approached these issues. The force and GMPA have a shared vision for Citizen Focus and NHP.
- The GMPA Citizen Focus and communications lead is directly involved in the governance and programme management structures supporting the development of Citizen Focus and NHP within the force.
- There is effective dialogue between the authority and the force, which has coincided with the authority becoming more effective in its oversight role, providing both challenge and support as appropriate. The relationship between the ACC lead and the GMPA lead is very constructive.
- GMPA's community consultation arrangements are effective. The authority been active in driving community engagement arrangements and in organising engagement events with young people in partnership with the force. Approximately 500 young people were involved in two conferences, each of which comprised a number of workshops at the Manchester United and Bolton Wanderers football stadiums. This is an example of the creative way the authority has sought to engage with hard-to-reach groups. The workshops addressed a number of issues that affect young people including gang culture. A further example of an innovative approach is the authority's engagement with local schools through the provision of consultation packages. Representatives from the Northern Ireland Policing Board have visited GMPA to examine the way in which the authority undertakes community engagement activity.
- The focus of scrutiny and oversight by the authority is directed to key processes in priority areas, including Citizen Focus. The approach of the authority is to support formal scrutiny meetings by continuous monitoring and support. In addition to the authority's scrutiny committee meetings, scrutiny meetings are held with three divisions each quarter, which means that each division benefits from authority

scrutiny once a year. The authority's lead member structure is effective in providing appropriate oversight.

- The authority is actively involved in the scrutiny of corporate standards and discipline through the complaints and professional standards committee. There is a strong focus on quality of service complaints. The authority has an effective relationship with PSD which monitors quality complaints through a dedicated database.
- Evidence was provided of proactive work undertaken in respect of a division experiencing high levels of complaints relating to incivility. The divisional commander provided an overview to the complaints and professional standards committee and proposed action to address the situation.

Work in progress

- The force Citizen Focus project initiation document is based on the identified national drivers including: Home Office Citizen Focus Good Practice Guide; ACPO Citizen Focus Business Area; and HMIC Baseline Assessment. The programme was commissioned by the force command team to draw together a number of initiatives that contribute to the Citizen Focus agenda with a view to bringing clarity to what GMP is trying to achieve. The work will also help to identify gaps in the existing change programme to ensure the force works in a more citizen focused way. A number of drivers for change were identified. This work is being further developed through a series of workshops that began in February 2008.
- In May 2008, the force circulated 90,000 questionnaires to addresses in the 277 neighbourhood communities in the Greater Manchester area. The plan is to send out the same number of questionnaires on a quarterly basis. This indicates the start of a new drive to better understand the needs of customers in the force's commitment to ensure that 'NHP and Citizen Focus...must grow to underpin everything we (GMP) do'. (Acting Chief Constable). In addition to facilitating the understanding of the needs of customers, the questionnaires will also enable the measurement of confidence levels at neighbourhood, divisional and force level. The questions are based on those in the forthcoming Place surveys and will allow comparisons to be made with these surveys which are to be delivered across the country at local authority level every two years. Prior to the circulation taking place the force conducted a pilot study to identify the best method to use for data collection. Face-to-face interviews, telephone interviews and questionnaires were considered. Given the requirements of the research, the questionnaire was selected as being the most appropriate for the organisation's needs.
- Statistical research has been conducted to identify the number of questionnaires to send to each of the force's identified neighbourhoods. A 15% response target has been set. Data from the surveys will be published in the NHP bulletin with more comprehensive data appearing in the divisional reports which will be monitored via the quarterly performance review process. Corporate mapping will be conducted to provide an overall picture for the force and the data will be triangulated using crime and policing style data. All results will be considered in the organisational strategic assessment to identify priorities for action. It is planned to repeat the questionnaire activity every quarter which will enable seasonal data comparisons to be conducted. The results of the survey will feed into the public confidence results in the July GRIP, the force-wide performance management meeting.

- Under the leadership of the ACC (Citizen Focus and Security) the force is leading on a national piece of work to develop customer journey mapping in the police on behalf of the ACPO Citizen Focus business area. The purpose of this work is to identify both the practical and emotional journeys that customers currently experience and to identify areas where these journeys could be improved, with a view to informing business process re-engineering work from a customer viewpoint, rather than just an organisational viewpoint. Work is currently taking place to test a range of methods of customer journey mapping with a view to identifying the pros and cons, risks, issues, costs and benefits of using different methods in the policing environment. The force has secured the use of non-police buildings to conduct focus groups and interviews and is being supported by Victim Support with regard to de-briefing victims and facilitators, should the need arise. The product of this work will be the development of good practice and guidance that other forces can use to their advantage.
- The force has a communications action plan relating directly to NHP. The plan outlines activity at both a corporate and divisional level. Corporate activity includes an audit – a communications audit matching current communications activity against essential basic activity, desirable activity and potential future developments to identify achievements and gaps. The audit was completed during 2007 and showed that all divisional activity is achieving the ‘essential’ criteria and a large proportion of the ‘desirable’ criteria. In-depth consultation has been carried out with a local neighbourhood inspector to add to knowledge from existing neighbourhood communications activity in order to establish the communications needs of neighbourhood teams in general terms, and establish how best to develop communications activity to support their needs. Suggestions for a toolkit and training have been based on this work.
- Every division and neighbourhood has a document outlining the nature of the communities covered, local issues, contacts and NHP priorities. Minimum standards have been set for the divisional communications profiles and profiles are being developed to meet these standards. Information is available on the website in relation to: contacting NHP teams; local area maps; local police stations and opening times priorities; and links to other relevant websites. Internal communications activity has been developed in line with the strategy and is mostly complete (at the time of the inspection only the final local area priorities from Metropolitan and Wigan divisions were awaited).
- Other activity undertaken includes: the development and delivery of a communications toolkit and training/awareness package; development of the intranet site in line with new leadership on NHP; webchat with the ACC regarding NHP; the Chief Constable’s messages on NHP developed and delivered through the internet/intranet; INFocus video launched and made available; and an audit of what performance information is being given to the public by divisions, including information provided in CDRP publications.
- Within the organisation, the involvement team is using Operation Communication (staff involvement panel) to ascertain the views of front-line staff as to the barriers to citizen focused policing and to identify staff views on how these obstacles can be tackled. In addition, the review team is facilitating focus groups with the same purpose.
- Tangible examples of the force taking action to make its services more citizen friendly have taken place within the call handling function where the following work streams have been completed: minimum standards for command and control have

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been revised; targets have been established for allocation of incidents; recruitment of command and control inspectors has been undertaken; a new audit database for radio operators is in use; GMPICS has been regularly updated during 2007/08; the implementation of call signs and radio speak; a new CCTV pilot has commenced; the development of targets for incident attendance is underway; and work to improve the use of automatic number plate recognition (ANPR) and proof of concept for automatic vehicle location system (AVLS) is ongoing.

- The call resolution programme is now delivering substantial improvements across all of the functions within the OCB and in divisions in a joined-up approach to the delivery of services to the public in Greater Manchester under a Citizen Focus banner.
- HMIC is confident that in the coming months projected improvements in the command and control function, resource management, performance management and resourcing to demand will materialise. HMIC acknowledges the force's efforts to tackle an underperforming area.
- The force has introduced PSTs into pilot sites on the Trafford and Stockport divisions (following the principles of QUEST). The PSTs will help provide the public of Greater Manchester with a consistent and high standard of service when they contact GMP to report non-urgent incidents. The revision of the graded response policy and the introduction of scheduled appointments aim to provide a standard of service that not only responds to the needs of the public and effectively manages a wide variety of incidents but also aims to help bring offenders to justice and take a problem solving approach to incidents to reduce levels of demand. The needs of each individual caller are considered while evaluating the incident and identifying the most appropriate way forward. This ensures that the particular needs of vulnerable individuals are considered and, where extra consideration or focus is required, it is given. Where the caller's needs can be more appropriately met through a scheduled response and the response time is not critical in apprehending an offender, obtaining evidence or maintaining an individual's safety, the use of the PST is appropriate. Incidents are assessed by the radio operator for suitability of referral to the PST and are then re-graded and managed by the PSTs. A range of resolutions is available and includes: extended discussion over the telephone; a pre-arranged visit by a police officer; attendance at a police clinic or surgery (where available); or involvement of another more appropriate agency or service eg environmental health. The desired outcome is that demand is managed more appropriately. Results in both divisions have shown sustainable reductions in ISQ events and manageable IRQs. While a full evaluation is awaited, the results are encouraging and improvements in morale/workload for response teams and improved satisfaction for the public have also been experienced. It is anticipated implementation across the force will take some 10 months. While PSTs will support divisions in reducing repeat incidents /callers and/or locations by the use of the SARA process their primary business benefits are improved public confidence and satisfaction and more efficient and effective use of resources.
- The implementation of the information management unit has been completed. This centralises OPUS, the Police National Computer (PNC), and MSS functions for the OCB. Work is ongoing to understand demand levels and produce profiles of repeat callers; and performance improvements made in 2006/07 and 2007/08.
- In order to improve response to calls for assistance, the force aims to match supply and demand. A corporate template is being developed to assist demand profiling which will inform divisional patrol plans.

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- The Singlepoint system was launched in October 2007 as an analysis system for non-analysts. The development project had a secondary aim, that of providing a public facing element. While the public facing element is still under development, the potential for the system to provide significant searchable data to the public, and thereby increase public satisfaction and confidence, cannot be overlooked. Data Protection Act requirements are being considered fully during this development.
- GMP is participating in national work to introduce a text messaging service to enable those with hearing and/or speech impairments to report crimes or incidents.
- At the time of the inspection a TNA was being conducted to enhance the customer service and communication skills of ECAs and SECAs. The job descriptions for ECAs and SECAs will be evaluated as part of the TNA, with a focus on the job description of the SECA to identify whether or not they should handle a complaint, as some SECAs currently do, or just the initial stages of a complaint as currently described in the job description (ie to act as first point of referral for any complaints raised by members of the public concerning the ECA service).
- The ECA workbook has been updated and a quarterly forum for ECAs was due to begin to address issues faced by ECAs/SECAs. The aim of the forum is to promote information sharing, to help with problem solving and to highlight good practice, with the direct impact of improving service at the counter face-to-face with the public and communication over the phone.
- The ECA review group continues to explore new training opportunities and software to improve the service to customers at the enquiry counter, for example, to reduce queues and waiting times, and to improve the knowledge of the counter staff so that they are more confident and efficient when dealing with customer enquiries or business requirements. Datapulse, currently used by the OCB, is being tested for use by ECAs as a tool for information sharing and contact details. It is also been agreed that an electronic notice board may be created to specifically meet the needs of ECAs, for example, to improve information sharing, good practice and contact details to enhance the service that ECAs give to customers. To reduce queues/waiting time within the counter area, the ECA review group has mapped phones available to the public (without ECA interaction), or visits that have a pre-arranged appointment or contact number to deal with their enquiry. Support from the OCB and IT services has enabled the training of ECAs on PNC with the aim of delivering a quicker and more efficient response to a customer's initial enquiry, reducing the waiting time of calls to the OCB and frustration caused to the customers awaiting service. Investigations are also under way with the crime input bureau and IT services to explore the possibility of ECAs/SECAs being trained to log crimes via GMPICS.
- The force continues to invest heavily in its estates strategy in order to take into account customer satisfaction and public confidence issues. The introduction of co-located community based premises will strengthen this.

Areas for improvement

- The public contact review highlighted a number of areas for improvement in all police-public interfaces. The findings of the review were confirmed during the inspection process with the following identified as areas where the force needs to consider taking action.

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- While all divisions have at least one station open 24 hours, only five stations have extended opening hours, ie they are open after 6pm and/or are open on Sundays. The opening times appear to be set around staff shift patterns rather than customer demand. Despite recommendations in previous reviews, there is no robust system in place to cover staff absences. Enquiry counters still have to close to cover leave, sickness and meal breaks.
 - There is little publicity of opportunities for members of the public to contact their neighbourhood officer in the community eg mobile police stations, deployment sites (ie where an officer is based in a partner location either permanently or at a set time each week), surgeries and public meetings.
 - While GMP does not offer a general email service for the public to report crimes or incidents, this facility for use exclusively by those who have a hearing and/or speech impairment would improve accessibility to GMP for those with special needs.
 - The GMP website needs to be regularly updated with contact information – especially the NHP pages – along with community consultation opportunities.
 - The locations of the third party reporting centres within Greater Manchester for members of the public to report hate crime are publicised in relevant areas on divisions but the locations are not widely published across the force.
 - GMP currently offers fax and minicom services for those with hearing and/or speech impairments. While the force has a contract with Language Line to provide instant telephone interpreter services, its use could be better publicised.
- The lack of a role profile/job description for PST staff is proving problematic in terms of providing consistency and clarity of understanding for all staff as to the parameters of their role.
 - The PST sergeant role is considered to be a positive development over previous working arrangements and is seen by communications centre staff to provide a local decision maker. Evidence was provided during the inspection process that due to abstraction levels, PST sergeants were fully committed to managing the FWINS (incidents). As a result, their ability to perform an effective supervisory function was reduced. In addition there was concern among staff that a reduction in the number of sergeants undertaking the role was being considered. The force may wish to fully evaluate the benefits of the PSTs before implementing any changes.
 - Despite the positive impact of PSTs, the force acknowledges that there is a need to further improve the National Standard for Incident Recording (NSIR) and National Crime Recording Standard (NCRS) compliance.
 - The inspection adduced that while there is a good understanding of NHP issues across the force, understanding of Citizen Focus and community engagement is only widely understood at a senior level within the force.

Quality of service complaints are dealt with effectively

Strengths

- GMP's quality of service commitment and the NQoSC are published on the force website. The ACC (Citizen Focus and Security) is the chief officer lead for the NQoSC.
- Stockport division has issued a NQoSC leaflet containing a pledge to continually improve the service provided on the division. The leaflet outlines the division's commitment to: making services accessible; providing a professional and high quality service; dealing with initial enquiries; keeping the public informed; compliance with the victim's code of practice; listening to customer views; responding to complaints; and compliance with the freedom of information act. In addition, a contact number is given should the service provided by the division not meet the expectations of the customer. This is an excellent initiative which is worthy of note and should be considered for expansion to the rest of the force area.
- In Trafford division, quality of service standards are built around a theme of problem solving and the inclusion of IAGs, developing service standards using good and bad practice to improve understanding in order to deliver a higher level of service.
- GMP has appropriate processes in place to deal with direction and control complaints. In accordance with HMIC requirements the force submitted a number of direction and control complaints for inspection. All complaints were dealt with effectively and action taken. The force records complaints as follows: reference number; divisional date closed; incident details; incident category; action taken; action code; and customer satisfaction.
- PSD monitors quality complaints through a dedicated database. Processes are such that the force is able to identify patterns of behaviour/activity that fall short of expected levels, whether at an individual officer level or in respect of a particular location. The force has a referred officer system through which officers subject to frequent complaints are flagged.
- Use is made of a number of media to inform staff of relevant issues, eg the force newspaper (Brief).
- PSD has initiated a number of partnership initiatives aimed at improving service delivery, ie third party reporting. Examples include making use of the knowledge and influence of identified community leaders, ie relating to issues of gun crime within the young black community in Manchester.

Work in progress

- There is evidence of a growing awareness within the force of the requirement to consider the needs of citizens when implementing change. The volume crime business process re-engineering project considered how the impact of change would affect citizens as part of its terms of reference. However, in terms of existing arrangements for monitoring compliance with the VCoP, approaches vary in sophistication and focus at a divisional level. The need for a corporate approach has been acknowledged and the divisional partnership support unit is now part of the drive to ensure corporate minimum standards.

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- The corporate development and performance branch is undertaking a restructure in order to provide a central monitoring function in respect of NCRS, NSIR and VCoP compliance. Performance will be monitored by a force audit board with direct links to the force risk register. The new structure will provide a more proactive approach to policy monitoring. Policy impact assessments will take place to determine whether policy is achieving its intended results.

Area for improvement

- The effective communication of Citizen Focus standards to vulnerable communities needs further development. This includes communication around the code of practice for victims of crime.

The force is monitoring its compliance with the National Quality of Service Commitment.

Strengths

- The force has a NQoSC monitoring framework with actions driven by a detailed action plan monitored by a dedicated steering group. Significant progress has been made in recent years. As of December 2007, 89 actions were either complete or no action was required (83%), 14 actions were on target for completion within set timescales (13%), and 4 actions had no timescales for completion, were not on target or no action had been identified (4%). The main areas of non-compliance at this time relate to the force estate and the Disability Discrimination Act (DDA). The Citizen Focus element of the strategic change programme will co-ordinate future activity.
- The force has a range of activities to monitor NQoSC compliance which include citizens' panels, neighbourhood surveys, mystery shopping exercises and trend reports on complaints. In addition, a GMP quality assurance panel is being developed.
- NQoSC standards are a feature of the force performance review process (GRIP) and are within the divisional quarterly performance reviews undertaken by the chief officers.

Area for improvement

- Although the corporate development and performance branch is undertaking a restructure in order to provide a central monitoring function in respect of NCRS, NSIR and VCoP compliance, there is a need to extend this to include monitoring of NQoSC compliance. NQoSC does not feature in the force risk register.

The force has integrated Citizen Focus and operational activity, such as contact management, response, Neighbourhood Policing, investigation and through the criminal justice process.

Summary statement

The force has implemented corporate service standards expected of all staff when dealing with the public. Satisfaction and confidence performance is being integrated into divisional and force performance management processes.

The Force is striving to ensure it provides a positive experience to every person whom it has contact.

Strengths

- In support of the NHP implementation plan the force has undertaken a detailed assessment of the delivery of corporate minimum standards. Areas covered include: corporate terminology; identification and resourcing of communities; roles and responsibilities; training and abstractions.
- In Stockport division substantial guidance has been issued to staff in order to ensure a citizen focused approach is taken when completing an operational order and conducting any resulting operation. The guidance acknowledges that a citizen focused approach ensures that decisions are taken and services tailored with the involvement of the public, ensuring that their needs as citizens are met. The guidance also recognises that a citizen focused approach improves public reassurance and confidence in the police and increases satisfaction among those who come into contact with the service, especially victims and witnesses.
- Key threads have been identified for consideration in the preparation of operational orders designed to maximise the impact on public satisfaction and confidence. The threads include research, community impact assessments, publicity, NQoSC and VCoP compliance, partnership working and feedback.
- GMP has undertaken a review of public contact with the force through the call resolution programme board. The review covers all the main methods of contacting GMP with recommendations regarding the standard of service provided. The recommendations were approved for further development and the delivery of the recommendations through the public contact work stream has been incorporated into the Citizen Focus programme.
- Following the public contact review GMP has introduced a set of minimum standards to ensure that: the public know the different means available to them to contact the force to report crimes or incidents, or to request advice or information, especially for those with special communication needs; the public know which contact methods can be used for different types of enquiry; no matter how the public contact the force, they receive a consistent level of service; the force complies with the relevant national standards, eg NQoSC, VCoP, National Call-Handling Standards (NCHS), NCRS and NSIR. Seven minimum standards have been developed which are:
 - we will make sure you know the most appropriate way to contact us depending on the nature of your enquiry;
 - we will make sure you know how to access policing services in your local area;
 - we will offer a range of ways for you to report a hate crime or hate incident to us;
 - we will take account of any special needs you may have when trying to contact us, by whatever means;
 - however you contact us, we will deal with your enquiry promptly;
 - however you contact us, we will ensure you get the same high quality level of service; and

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- we will continue to review the service and contact methods we provide to the public to ensure we are meeting the needs of local communities.
- The force undertook a mystery shopping exercise during 2007 to test the accessibility of contact numbers provided by NHP teams. Using staff from the telephone interviewing bureau, each NHP team listed on the GMP website was contacted. In order to replicate peak time calls for neighbourhood teams, these calls were made in the late afternoon/early evening. A range of options was available to telephone interviewing bureau staff dependant upon the initial response to their call. Results of the exercise compared favourably to the results from a previous exercise.
- Telephone interviewing bureau staff also tested whether or not the voicemail message adhered to the corporate standard; 71% of messages adhered to the corporate standard.
- To continue the drive to improve call/contact management NCHS training has been progressed and all switchboard staff are trained. In addition all calls are being manually taped for quality assurance (QA) purposes.
- The force corporate standards are championed by the ACC Citizen Focus lead. The post-holder has ensured 'buy in' from key stakeholders. The branding of corporate standards and their communication remain work in progress.
- There is recognition of good performance across all areas of GMP and the force highlights good work. The Chief Constable's Excellence Awards are awarded to staff on an annual basis and include awards for: community police officer of the year; PCSO of the year; and partnership working. The force engages with members of staff in celebrating success through a number of channels, eg the force newspaper (Brief).
- Reward, recognition and the celebration of high quality citizen focused behaviour and service delivery are essential activities recognised by the force as vital to achieving their Citizen Focus vision.

Work in progress

- In November 2007 the force proposed governance arrangements for the Citizen Focus programme. The force recognised the need to draw together the large number of workstreams that currently contribute to the Citizen Focus agenda, in order to reduce duplication and fill existing gaps in this work. It was also acknowledged there is a need for clear leadership and hierarchy around projects, workstreams and reporting structures. The existing areas of work that contribute to the Citizen Focus agenda include: NQoSC; satisfaction measures; public contact; VCoP; confidence and equalities; NHP; customer service desks (CSDs); community/public involvement; and staff involvement.
- A separate group or board governs each area of work and meets at regular intervals. There appears to be a high degree of crossover between boards/groups but information and action doesn't necessarily flow between them. The existing areas of work and reporting mechanisms are being streamlined as part of the Citizen Focus programme.
- In relation to identified gaps it was proposed that the new Citizen Focus programme needs to manage:

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- the overall benefits to the organisation of the changes, how these benefits will be measured and local risks that threaten the successful delivery of the work;
 - a co-ordinated, integrated plan to pull the various streams together;
 - how stakeholders are identified, analysed or engaged;
 - cost of the change; and
 - interdependencies between areas of work and other programmes.
- The Citizen Focus programme board is responsible for governance arrangements relating to the delivery of corporate standards which remains very much work in progress.
 - HMIC has undertaken an inspection of the contact management function which showed the force has embraced the National Contact Management Programme and implemented its own Citizen Focus programme. GMP has embarked on a structured approach to customer and staff satisfaction that has the potential to put the force at the forefront of delivering a quality service to the public of Greater Manchester, something that other forces may wish to take on as good practice.
 - One of the approaches implemented is that of 'hot ring back' where contact is made with people who have used the service within the previous 24 hours to assess their satisfaction, or otherwise, with the service provided. This will be particularly beneficial in relation to non-emergency contact where satisfaction nationally is probably lower; therefore the impact on public reassurance will be greater.
 - Quality of service has now become a priority for the OCB. The branch has funded the introduction of inspector posts within the communications rooms that have a remit to ensure that a better quality service is being provided. The inspectors provide management support to the room supervisors and report to the room managers. This initiative is already having an impact. There is a real 'buzz' about the rooms because the posts are regarded as important operational posts and the inspectors were recruited from a number of applicants for their operational experience and knowledge. Staff within the rooms state that their impact has been immediate and their contribution to the well-being of staff commendable.
 - The force, in establishing future demand, has identified the following key issues to be addressed:
 - divisions will predict levels of operational demand in advance and arrange staffing levels to match this demand;
 - the introduction of a corporate standard for supply and demand management;
 - training for all leaders and key staff on demand and resource management;
 - response to demand is in a way which meets the needs of the community; and
 - forward planning against demand to be supported by technology.

- Knowledge among operational staff on call grading and the appropriate police response is improving in the PST pilot areas. This has resulted in a greater understanding of the roles that teams and individuals play in responding to incidents.
- The diversity command has adopted the Home Office practice orientated package (POP) stop/search action toolkit. The force has trialled the divisional element of the package. The trial related to Police and Criminal Evidence Act (PACE) searches that lead to arrest by ethnicity of the person searched.
- At the end of 2006/07 GMP's performance for SPI 3c was below the most similar force average for both white and black and minority ethnic (BME) persons searched. In respect of BME persons GMP was bottom of the MSF with just 8.1% of all searches resulting in arrest. Performance in 2007/08 shows improved performance, in particular in respect of BME persons. When summons and street warnings are taken into account the percentage of PACE searches resulting in positive outcomes was above 20%.
- To improve performance, divisions undertook a number of initiatives including running practitioner seminars and completing the divisional element of the POP questionnaires.
- The Trafford division has a dedicated external stop/search scrutiny group. The Old Trafford neighbourhood board is funding a stop/search feedback questionnaire project which will be used to inform local policing training. Other divisions are looking at this approach.
- Learning and development is supporting two inward facing force programmes aimed at developing Citizen Focus: designing the response to demand and local policing delivery. These programmes are at the scoping stage and involve staff with a good cross section of operational experience. The development of leadership skills is seen as a key element.
- The force is looking at its structures in relation to developing understanding. The merger of the human resources (HR) department and learning and development is a part of this, together with an examination of the relationship between headquarters and divisional functions. The force is seeking to ensure that all decision making relating to local deployment should be made near the source, within a corporate framework. A critical process review is being undertaken to address such issues.
- The emerging understanding of the Citizen Focus agenda has influenced thinking within GMP in relation to leadership and talent identification and the extent to which current national processes are fit for purpose to meet the requirements. The force is looking at developing the thinking in respect of role and behaviour profiles and contact has been made with the NPIA and the Metropolitan Police Service to this end. Key HR processes need to be reassessed against this new understanding and against the values and aims of the organisation. The balanced performance framework, when developed, will provide the means to measure what people are doing against the requirements. It will use a range of inputs including service standards as proxy measures and mapping these against the important things assessing benefits realisation at the end of the day. Different equations can be applied to different situations.

Areas for improvement

- The strengths highlighted demonstrate a requirement for corporate standards across the whole organisation. There remains a need for all divisions to share good practice.
- The public contact review established that police contact telephone numbers are not widely known among members of the public (other than 999). This includes the non-emergency number, 0161 872 5050, as well as NHP team contact numbers. No guidance has been published to indicate what NHP team telephone numbers (both landline and mobile) can be used for. This has resulted in inconsistencies across divisions and misunderstanding by the public who have been using NHP team telephone numbers to try to report crimes or incidents. Sharing neighbourhood team mobile phone numbers with members of the public has led to dissatisfaction as there is an expectation that the call will be answered, rather than picked up by voicemail.

Performance processes include local satisfaction measures, and locally established priorities.

Strengths

- The performance management framework at neighbourhood level feeds into divisional and force level accountability mechanisms. The divisional quarterly performance reviews undertaken by the ACCs with responsibility for policing in the divisions includes Citizen Focus and NHP (focus on divisional satisfaction measures) alongside traditional areas, ie crime management.
- In addition, the pilot of neighbourhood surveys allowed the measurement of confidence levels in three neighbourhoods (one in each of three pilot divisions) and when the full surveys are rolled out they will allow the measurement of confidence levels in each of the 277 neighbourhoods across the force. These results will be considered in the July force GRIP and in the September QPRs on divisions.
- The force has established an infrastructure to gather statutory and non-statutory data, working jointly with partners in a manner that fits with joint strategic assessments and LAAs.
- Reality check visits and focus groups confirmed that staff are well aware of the need for excellence in customer service and the importance GMP puts on this. A developing performance culture was adduced at all levels.

Work in progress

- A balanced performance management framework is being devised to provide the framework for managing the Charting the Way themes. The intention is that the outcomes being sought will be expressed in terms of satisfaction and confidence. This work is in its early stages and has yet to bed in.
- While some divisions have integrated their performance and management review processes with that of partners, this is still not systematic across the force. GMAC continues to have a varying impact in prescribing and commissioning local partnership products.

- The performance framework includes elements that are important to partners and the structure will build into the assessment of policing and community safety and the national indicator set. The results from the neighbourhood surveys will be built into this framework.
- The force is developing the PULSE performance management system which will be globally accessible, a corporate system with identified corporate minimum standards.

Performance Indicators

The force can demonstrate that the relevant SPIs remain stable as a minimum.

FORCE	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	12 months to March 2008
GMP	-1.5 pp	+3.2 pp	+4.1 pp	+2.3 pp

Summary statement

The SPI data shows that force performance is significantly worse than the average for the MSF.

The SPI data also shows that force performance has significantly improved compared with two years ago.

Satisfaction of users from minority ethnic groups with the overall service provided is significantly improving.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 2.3 percentage points less satisfied.

Context

The SPI statistics are obtained from the PPAFs to March 2008. These statistics are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’

Note: When comparing the force’s performance with previous years, year-on-year statistical significance is explained as follows: ‘the difference in the force performance between the years compared is unlikely to have occurred by chance.’

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There is a summary of the statistical analysis methodology at Appendix 2 at the end of this report.

Victims of crime and users of police services are surveyed using GMPs own user satisfaction surveys, which comply with national standards and thus allow comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

SPI 1e – satisfaction with the overall service provided.

80.9% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is significantly worse than the average for the MSF.

Force performance significantly improved in the year ending March 2008; 80.9% of people surveyed were satisfied with the overall service provided, compared with 77.7% in the year ending March 2006.

SPI 3b – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided.

Force performance significantly improved in the year ending March 2008; 78.4% of users from minority ethnic groups were satisfied with the overall service provided, compared with 74.3% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 2.3% less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

Appendix 1: Glossary of Terms and Abbreviations

A

ABC	Acceptable Behaviour Contract
ACC	assistant chief constable
ACPO	Association of Chief Police Officers
ANPR	automatic number plate recognition
ASBO	Anti-Social Behaviour Order
AVLS	automatic vehicle location system

B

BCS	British Crime Survey
BME	black and minority ethnic

C

CDRP	crime and disorder reduction partnership
CFWG	Citizen Focus working group
CLDP	Core Leadership Development Programme
CPS	Crown Prosecution Service
CRASBO	Crime-Related Anti-Social Behaviour Order
CSD	customer service desk
CT	counter-terrorism
CTU	counter-terrorism unit

D

DDA Disability Discrimination Act

E

ECA enquiry counter assistant

F

FIS force intelligence system

G

GMAC Greater Manchester Against Crime

GMPA Greater Manchester Police Authority

GRIP Greater Manchester review to improve performance

H

HMIC Her Majesty's Inspectorate of Constabulary

HR human resources

HSE Health and Safety Executive

I

IAG independent advisory group

IT information technology

K

KDI key diagnostic indicator

KIN key individual network

L

LAA local area agreement

M

MAPPA multi-agency public protection arrangements

MSF most similar force

MSG most similar group

N

NCHS National Call-Handling Standards

NCRS National Crime Recording Standard

NHP Neighbourhood Policing

NIM National Intelligence Model

NPIA National Policing Improvement Agency

NPU Neighbourhood Policing unit

NQoSC National Quality of Service Commitment

NSIR National Standards for Incident Recording

NSPIS National Strategy for Police Information Systems

O

OCB operational communications branch

OPU operational policing unit

OPUS operational policing unit system

P

PACE Police and Criminal Evidence Act

PACT Partners and Communities Together

PCSO police community support officer

PDR performance development review

PNC Police National Computer

POP practice oriented package

PPO prolific and priority offender

PSD professional standards department

PST public service team

Q

QPR quality performance review

S

SARA scanning, analysis, response, assessment

SB special branch

SECA senior enquiry counter assistant

SMT senior management team

SPI statutory performance indicator

T

TCG tasking and co-ordination group

TNA training needs analysis

V

VCoP Victims Code of Practice

VLI Vulnerable Localities Index

Appendix 2: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

The HMIC grading of Neighbourhood Policing and Citizen Focus for each force takes performance on the key SPIs as a starting point. These are derived from the PPAF and are survey based.

The survey results come from two different sources:

- **Neighbourhood Policing**
Results come from the BCS, which questions the general population. The annual sample size for the BCS is usually 1,000 interviews per force.
- **Developing Citizen Focus Policing**
Results come from forces' own user satisfaction surveys. The annual sample size for these user satisfaction surveys is 600 interviews per BCU.

Understanding survey results

The percentage shown for each force represents an estimate of the result if the whole relevant population had been surveyed. Around the estimate there is a margin of error based on the size of the sample surveyed (not on the size of the population).

This margin is known as a **confidence interval** and it will narrow or widen depending on how confident we want to be that the estimate reflects the views of the whole population (a common standard is 95% confident) and therefore how many people have to be interviewed. For example, if we have a survey estimate of 81% from a sample of approximately 1,000 people, the confidence interval would be plus or minus 3 and the appropriate statement would be that we can be 95% confident that the real figure in the population lies between 78% and 84%.

Having more interviewees – a larger sample – means that the estimate will be more precise and the confidence interval will be correspondingly narrower. Generally, user satisfaction surveys will provide a greater degree of precision in their answers than the BCS because the sample size is greater (1,000 for the **whole force** for the BCS, as opposed to 600 **for each BCU** for user satisfaction).

HMIC grading using survey results

In order to **meet the standard**, forces need to show no 'significant' difference between their score and the average for their MSF or against their own data from previous years. Consequently, force performance could be considered to be 'exceeding the standard' or 'failing to meet the standard' if it shows a 'significant' difference from the MSF average or from previous years' data.

HMIC would not consider force performance as 'exceeding the standard' if SPI data were travelling in the wrong direction, ie deteriorating. Likewise, credit has been given for an upward direction in SPI data even if performance falls below the MSF average.

Understanding significant difference

The calculation that determines whether a difference is statistically significant takes into account the force's confidence interval and the confidence interval of its MSF.¹ The results of the calculation indicate, with a specified degree of certainty, whether the result shows a real difference or could have been achieved by chance.

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant² in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

[Produced by HMIC based on guidance from the NPIA Research, Analysis and Information Unit, Victoria Street, London.]

¹ The BCS results are also corrected to take account of intentional 'under-sampling' or 'over-sampling' of different groups in the force area.

² It is likely that there is a real, underlying difference between data taken at two different times or between two populations. If sufficient data is collected, the difference may not have to be large to be statistically significant.