



Best Value



Best Value Review Project Initiation Document

**Managing Demand and Planned Operational
Policing**
Phase One: Managing Demand

August 2002

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1. BACKGROUND AND BUSINESS NEEDS

1.1 Background

The Metropolitan Police Authority (MPA) took on the duties of a best value authority under the terms of the Local Government Act 1999 when it was established in July 2000. The purpose of best value reviews is to increase effectiveness, efficiency and economy in a specific area of work. Reviews should deliver recommendations and action plans that will be implemented and will result in sustainable, continuous improvements to the area subject to review. Under legislation and statutory guidance reviews are required to consult widely, compare performance and practice, consider a range of competition options and challenge why and how the service is delivered. Reviews must make a real and positive difference to the services that people receive from the Metropolitan Police Service (MPS).

Prior to the existence of the authority, the MPS had proposed a programme of best value reviews, two of which were *Managing Operational Policing* and *Managing Demand*. Both reviews were to be carried out in Year 3 of the programme. The MPA retained both of these reviews in its Best Value Review Programme, published in the 2001/02 annual policing and performance plan. Best value Programme Board, the joint MPA/MPS group set up to manage the review programme, agreed that the scoping of the two reviews should be carried out together. A decision would then be made as to whether the subjects would be taken forward as one or two reviews.

The nature and volume of demand defines the operational policing requirement. It is therefore appropriate to commence the Managing Demand phase of the Best Value Review before the Managing Operational Policing phase. That said elements of incident and resource management that could fall within the remit of either Managing Demand or Operational Policing will be considered within the former.

Furthermore the 2001 HMIC Inspection Report on the MPS recommended “that the MPS develops a corporate demand strategy, identifying which local initiatives have been a proven success with a view to MPS wide implementation.” This requirement adds a further strategic imperative to the Review.

Giving recognition to the linear process involved and the strategic need emanating from the HMIC recommendation, it is proposed to split the Best Value Review into two parts. The Managing Demand element will be completed first followed by the Managing Operational Policing element. This will optimise the use of staff and deliver products at an earlier stage than if the Review was undertaken as a single entity.

The majority of incidents are dealt with entirely by BOCUs. For this reason the Managing Demand phase of the Review will primarily centre on this tier.

The second phase will focus on non-crime operational support: Air Support Unit, Dogs Support Unit, Firearms Unit, Marine Support Unit, Public Order Unit, Territorial Support Group and Traffic. Taken together the two phases will examine the functions within the HMIC definition of 'operational policing management.

The recommendations from the first phase of the Review will be forwarded to the Managing Demand Strategic Committee who have responsibility for new policies and strategies.

1.2 Business needs

In the last ten years demand for the MPS to attend incidents and crimes has increased. In 1998 1,927,234 emergency 999 calls were received by the MPS. By 2000 – 01 this figure had increased by 32% to 2,544,248 calls. (It should be noted that during this time the MPS boundary changed the effect of which was to reduce the areas the organisation is responsible for.) The highest percentage increase during this period occurred in 1998/99 and 1999/00. During 2000/01 and 2001/02 call numbers increased by 4.8%. Undoubtedly the growth in the ownership of mobile telephones has contributed to this increase in demand on the MPS.

But as well as a quick response to their call, the public also want to see more officers on the beat. Over a third (35%) of respondents to the 2001 MPS Public Attitude Survey stated that there should be more police on the beat and more foot patrols whereas 34% felt that police should be more visible (compared to 28% and 24% respectively in 2000).

Furthermore the MPS also needs to reduce crime and anti social behaviour that blights the quality of life for residents in many communities. Criminals at all levels are becoming more sophisticated and their crimes harder to detect. Often dedicated teams of officers using specialist techniques e.g. Safer Streets Campaign are needed to achieve results.

Increasing access to information, greater interest in policing by the media and other sources also raises public expectations about what people can expect from the MPS. Demand will continue to grow unless and until the MPS influences what the public can expect from the available resources. (For more detail about the growing demands on the service see Appendix A.)

The Best Value Review of Managing Demand and Operational Policing provides a timely opportunity to critically examine how the MPS responds to competing demands.

2. OBJECTIVES AND SCOPE

2.1 Objectives

- 1 By 31 January 2003 to complete a Best Value Review of Managing Demand and produce recommendations relating to:

- Improving the accessibility (defined by HMIC as the ease with which the public can obtain appropriate police information, access services or make contact with staff) of policing services to the public;
 - Improving the capacity of the MPS to respond/deliver an appropriate response;
 - Informing the public so that they have realistic expectations of MPS services;
- 2 By 31 January 2003 to produce a corporate demand management strategy drawing together existing good practice from Borough Operational Command Units and other police forces.

2.2 Scope

The MPS routinely deploys its resources to meet demand from the community for a range of policing services. The management of these demands involves:

- Defining and understanding the characteristics of demand (the MPS role, when, where and how often it occurs)
- Matching demand with supply (by allocating resources and prioritising actions)
- Providing appropriate resources (through financing, planning, training, equipping and scheduling)

In May 2002 Consultancy Group, in conjunction with members of the Review Team, identified seven high-level activities from this definition that contribute towards managing demand. They were: received demand; decision making; matching supply; impact on ability to respond to demand; practices available to enable response; custody and CJUs and demand reduction. These were further broken down into 44 lower level activities ranging from accessibility to partnerships. These areas are shown fully in Appendix B.

Team members have conducted systematic research to determine the baseline or 'where we are now' position. This involved identifying policies, responsibilities and structures; conducting a stakeholders' analysis; obtaining costing and performance information. The completed base-lining report is available on request.

The initial 'broad but shallow' research has prioritised areas identified by the Review Team as potentially affording the opportunity for the greatest impact in terms of managing demand. Throughout the process close liaison has been maintained with the C3i Programme Team to avoid duplication. Other stakeholders e.g. staff developing elements of the Policing Model have also been consulted to prevent the Review covering previously completed work.

A prioritisation matrix was developed to assess the lower level activities. The assessment criteria included the outcomes of the Focus Groups; whether the research would duplicate other ongoing work; costing information; performance information; policies; perceived public prioritisation and the impact/interest of external and internal stakeholders.

On 15 July 2002 members of the Review Team, a MPA Best Value Officer and a member of the Consultancy Group completed the prioritisation. Each of the 44 lower level activities were assessed against the above criteria and scored on the basis of 1 (no relevance) to 5 (critical importance) and in the case of costs 1 (low) to 5 (high). The overall score for each activity was determined by adding together the scores for the criteria.

Following this exercise it is proposed that the Managing Demand phase of the Best Value Review will focus on the following areas:

1	Accessibility	Direct calls to station Sharing facilities Internet Public access to information/services
2	Resource Management	Abstractions – aid, recuperative duties, squads, vacancies Officer/civilian positions Response and Sector Team size Shift patterns Skills shortage Special Constabulary – availability and deployment
3	Incident Management	Call grading and response times Deployment – crew size – number of units Decision making – to act, arrest or be involved Leadership and management – availability and skills How incidents are dealt with including problem solving and partnerships Licensing – involvement, charging potential
4	Shaping public expectations	Media campaigns Public education

The scope and focus of the Review has been developed with stakeholders including the Managing Demand Strategic Committee to capture areas with the most pressing need for improvement. Appendix B also sets out the rationale for the exclusion of areas from this Review.

3. ORGANISATION

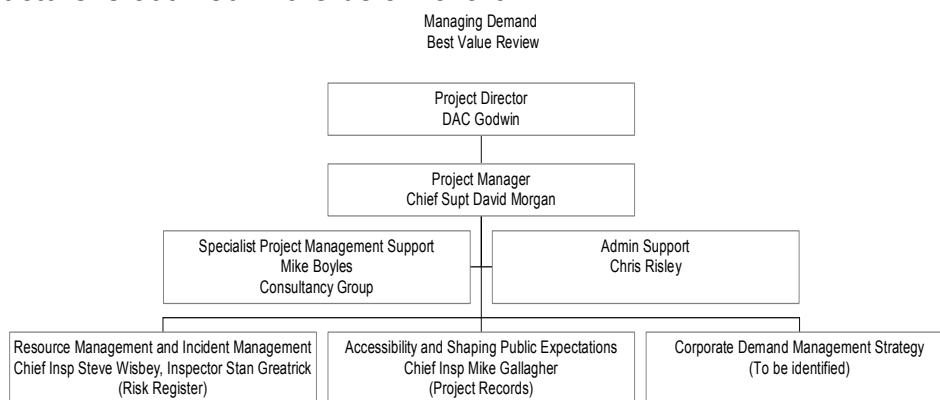
3.1 Project Board

The Best Value Review will be directed and controlled by the Demand Management Best Value Review (DMBVR) Project Board comprising the following members:

DAC T Godwin	Project Director
DAC S House	Managing Demand Strategic Committee
Richard Sumray	MPA
Sally Palmer	MPA Best Value Officer
David Skelton	Best Value Programme Manager
David Morgan	Review Team Leader
Mike Boyles	MPS Consultancy Group
Commander C Dick	Diversity Directorate
Commander R McPherson	C3i Programme Manager
Chief Supt A Brooks	Borough Representative
Chief Supt P Minton	TPHQ Policing Model
Chief Supt M McAndrew	Superintendents Association
Gareth Greene	Directorate of Public Affairs
Sergeant D Rogers	Police Federation
Helen Grant	MET-TUS
David Wechsler	Independent Challenge Panel (ICP)

3.2 Review Team

The Review Team was assembled between 7 May 2002 and 1 July 2002 and the structure is outlined in the below chart:



During the first (Managing Demand) phase, the present team of four staff will be divided into two sub teams. Each sub team will be responsible for two activity strands:

- Team 1: Accessibility and Shaping Public Expectations
- Team 2: Resource Management and Incident Management.

A dedicated member of staff (to be identified) will be responsible for a participative process to devise a Corporate Demand Management Strategy.

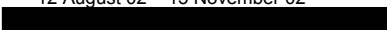


An Independent Challenge Panel will convene at the end of September 2002. It is intended that the Panel will then meet again on four occasions during the lifetime of the first phase of the Review with their first task being to consider the scope.

4 PROJECT PLAN AND PRODUCTS

Attached at Appendix C is a detailed breakdown of the activities that will be undertaken during the Review of Managing Demand. The key products of this project are shown in the following table. A further PID will be developed for the Best Value Review of Operational Policing.

Key Products

	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April
Scope	Strategic Committee 22 July 02									
Baseline		Project Board 8 Aug 02								
PID		Project Board 8 Aug 02	MPA PPR Committee 19 Sept 02							
Consultation Phase	12 August 02 – 03 January 03									
Consultation plan			Project Board 25 Sept 02							
Consultation report					Project Board Nov 02					

	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April
Comparison Phase	12 August 02 – 15 November 02 									
Comparison plan				Project Board Oct 02						
Comparison report					Project Board Nov 02					
Challenge phase	12 August 02 - 24 November 02 									
Challenge plan				Project Board Oct 02						
Challenge report					Project Board Nov 02					
Competition Phase	12 August – 9 December 02 									
Competition plan				Project Board Oct 02						
Competition report						Project Board Dec 02				
QA report						Project Board Dec 02				
Draft demand strategy						Strategic Committee Dec 02 Project Board Dec 02				
Corporate demand strategy							Project Board Jan 03		MPA PPR Committee 17 Mar 03	
Options consultation plan						Project Board Dec 02				
Draft final report							Project Board Jan 03			
Final report								Project Board Feb 03	MPA PPR Committee 17 Mar 03	
Improvement plan							MPA COP Jan 03		MPA PPR Committee 17 Mar 03	
Implementation plan										Implementation team to be set up
Debrief report									Project Board March 03 Lead MPA member	
Publicity Opening Interim End	Intranet				Ongoing					Approved by MPA and MPS

RESOURCES, COSTS AND BENEFITS

5.1 Resources

It is envisaged that the Managing Demand Review will conclude within six months. At this time part of the team will progress the implementation of recommendations arising from this Review whilst the remaining members will commence work on the Operational Policing Review. The staff requirements in delivering the implementation plan cannot be determined until the extent of the task has been defined during the analysis phase. As proposals develop, staffing levels will be identified and specified within the implementation plan and agreed with the Project Board.

The Review Team has an establishment of eight posts. However, it is at present operating with four staff including the Team Leader. A second round of adverts has generated interest but a critical success factor will be converting these into applications and putting in place the staff as soon as is practicable.

It is hoped that staff recruited will take up post in September 2002. However, this will depend on those selected being released by their current units. Units are allowed to hold staff for up to 3 months from their date of appointment, which could mean that selected staff might not be able to join the team until November 2002.

The above plan assumes only five staff and no new staff joining the team until October 2002. But this takes into account the appointment of a dedicated person to write the Corporate Demand Management Strategy.

A specialist from Consultancy Group will provide project management support. Consultancy Group will also be commissioned to undertake the consultation element of the Review. It is anticipated that this will be provided from the allocation of Consultancy Group support to the Best Value Review Programme.

Management Accountants will be tasked with providing information regarding costs. This will be an important part of the competition element. A critical success factor will be the timely availability of financial information.

Input from the BV Senior Communication Officer would be required to deliver the communication activities outlined in the project plan.

5.2 Costs

An estimated staff budget of £271,654 was allocated to the Managing Demand and Operational Policing Review for the financial year April 2002 – March 2003. This was calculated on the basis of anticipated staff numbers and grades. This amount will cover staff costs for completion of the first phase of this Review and commencement of work on the second. Further

funds will be required after March 2003 for meeting the staffing requirements to complete the Review and for the implementation teams for both phases. Details of expected costs will be included in highlight reports and implementation plans that will be presented to the Project Board.

The Review Team may also incur additional travelling costs when undertaking comparison with other police forces, the public and private sector organisations. There is also potential for the Review Team to incur costs e.g. external consultants to effectively consult the public and in particular hard to reach groups. The Best Value Team and the Directorate of Performance, Review and Standards hold separate budgets for both of these areas. These costs will be identified during the detailed planning phase of the Review and reported to the Project Board.

Any other additional costs incurred that can be managed within existing budget constraints, will be identified and reported to the Project Board through highlight reports.

5.3 Benefits

The recommendations resulting from this review are intended to ensure continuous improvement in the management of demand by the MPS having regard to economy, efficiency and effectiveness.

The key anticipated benefits for the MPS/MPA that derive from more effective demand management are:

- Improved public reassurance by increasing the ease of which the public can access police services
- Providing greater opportunities for the public to access police services
- Reducing in demand for police services through better public understanding of the core role of the police
- Increasing availability of patrol officers to tackle priority crimes and undertake reassurance patrols through the implementation of a corporate demand strategy.
- Improving quality of service by ensuring the appropriate deployment of officers, match of officer skills, robust supervision and clear operating procedures so that incidents are dealt with right first time.

The financial information required to isolate the cost of managing demand is not currently available to the Review. Work to capture such information will form part of the work plan and will be central to any future performance management framework.

6. ASSUMPTIONS AND RISKS

6.1 Assumptions

- 6.1.1 That the requirement to undertake Best Value Reviews in accordance with the existing MPA/MPS Guidelines will remain until the conclusion of the Review.
- 6.1.2 That the resources of staff, time and support functions allocated to this Review will remain available until its conclusion.
- 6.1.3 That additional staff will be allocated to the Review, in particular to write the Corporate Demand Strategy.
- 6.1.4 That there exists, through the Project Board, flexibility to adjust planned cost, quality or timescale in response to any unanticipated change in scope.

A change in the scope of this Review may be necessary should any of the following assumptions not hold.

- 6.1.5 That the C3i project will be implemented on time and within budget.
- 6.1.6 That the BOTJ review will produce recommendations as have already been identified and that these will be accepted by the MPA
- 6.1.7 That the outcome of the Crime Management Review will be implemented to time and budget.
- 6.1.8 That the Training and Managing People Reviews will be completed on time and cover all of the elements of their proposed scope.

6.2 Risks

A risk analysis has been undertaken and a Risk Register generated specifying the nature of the risk and how the Review Team will manage these. The Register will be considered and monitored at weekly meetings of the Review Team. The significant risks associated with this Review are as follows:

- 6.2.1 Failure to recruit review team staff within short timescales may effect the quality of products and the ability to deliver the Review on schedule.
- 6.2.2 Relocation of the BVRT from Cobalt Square to Tintagel House may add to timescales.
- 6.2.3 The lack of availability of dedicated finance staff may effect the ability to reach target dates and impact on the quality of the financial data available to the Review.

- 6.2.3 The loss of resources from the Review team would have a significant impact on the quality, cost and timescale of this Review
- 6.2.4 The loss of the BVST, and in particular their IT expertise, may affect the efficiency of the team and increase workloads.
- 6.2.5 Reports from Accenture due in September 2002 on civilianisation, effectiveness and efficiency may impact upon the timescale and costs of this review.
- 6.2.6 The availability of key stakeholders during the Christmas period for consultation may reduce the ability to consult and compare widely with others.
- 6.2.7 Annual leave and other abstractions of staff, may impact upon the production of the final report within the allocated timescales.
- 6.2.8 The introduction of legislation, guidance or other initiatives e.g. recommendations from the Police Reform Act and Bureaucracy Task Force, that may impact on the quality, timescale and cost of this review.
- 6.2.9 The failure of IT equipment increasing timescales.
- 6.2.10 A change in the scope by the Project Board or Independent Challenge Board or MPA.

Full details of the risks and how they are to be managed are shown in Appendix D

APPENDIX A

Managing Demand – Key Issues

The following section sets out some of the key issues under-pinning the business need for the Managing Demand Best Value Review.

Public Reassurance

The MPS 2001 Public Attitude Survey identified a growing public demand for both more police on the beat and for more foot patrols. Over a third (35%) of respondents stated that there should be more police on the beat and more foot patrols, furthermore 34% felt that police should be more visible (compared to 28% and 24% in 2000 respectively).

In December 2001 HMIC published the 'Open all Hours' report on the effect of police visibility and accessibility on public reassurance. This suggested that falling crime levels have not been accompanied by increases in public perceptions of safety or confidence in the police.

High levels of confidence in the police are critical in encouraging the public to provide intelligence and act as witnesses; both vital components in the fight against crime. HMIC submitted that the goal is a 'virtuous circle' whereby a reassured and confident public actively support the police, leading to crime and disorder reduction and even greater reassurance.

It can be argued that in seeking to improve crime-fighting performance, senior police managers have drawn staff away from the visible front line to work in plain clothed specialist units. However, 'Open all Hours' suggests that public reassurance in terms of high visibility policing and reducing crime are not necessarily mutually exclusive activities. Success in both areas can be achieved by striking a careful balance between the number of officers in emergency response teams, community or sector policing teams and those in specialist units.

The MPS 2001 Public Attitude Survey asked respondents how well they felt that the MPS carries out a range of services and how important it is that each function is performed. By assessing 'importance' as well as 'performance', it is possible to determine which areas should be prioritised for improvement.

On this basis MPS's performance in two services clearly stand out as better than others, policing major events in London and dealing with gun crime and murder. Two functions (telling the public what police do and how they do it and providing a visible patrolling presence) were thought to be carried out to a lesser standard than other services. Only 15% of respondents expressed satisfaction with the number of police on the beat.

Clearly, a gap exists between what the public wants in terms of visible patrol and what the MPS is able to deliver because of other demands. These demands include the following:

Street Crime

Overall there has been a 6% increase in recorded crime for the first quarter of this financial year compared to last year. Despite the success of the Safer Street Campaign in reducing street crimes (particularly robberies) in targeted areas total recorded crime is increasing in the MPS.

Increases in some crime categories may be attributable to the introduction of National Crime Recording Standards (NCRS). Under NCRS an incident will be recorded as a crime if the circumstances as reported amount to a crime defined by law and there is no credible evidence to the contrary. Initial analysis of impact of NCRS has shown that the changes increase the numbers of recorded crimes by between 10 to 20%, principally in the less serious crimes in the violence group, in criminal damage and in other thefts.

Before the Safer Streets Campaign street crime was increasing dramatically. The Campaign has involved deploying additional resources to these nine hot spot Boroughs in order to stem this increase. In total, 125 TSG officers and 250 traffic officers were re-deployed along with 77 marked rapid response vehicles, 27 covert cars and 93 solo motor cycles. These additional resources have enabled Boroughs to successfully employ a range of tactics to impact upon street crime including the use of marked vehicles to provide a rapid response to reported robberies, covert patrols in hot spot areas and the deployment of police dogs and handlers with sector officers.

The media have frequently focused on the increases in street crime in London and other parts of the country. In April 2002 the Prime Minister announced during Question Time that street crime would be brought under control by September. Following this statement, the Prime Minister formed a special Task Force comprising several departments to co-ordinate government and police action. The Commissioner has represented the MPS on the Task Force where street crime trends and tactical responses are regularly scrutinised.

Due to the enormous effort put into Safer Streets, the MPS has achieved a reduction in street crime offences whilst other forces have experienced large increases e.g. Derbyshire has reported a 53.3% increase between April and June 2002 compared with the same period last year.

Sustaining the initial success is now the critical issue for the MPS. The tactics used to date have been labour intensive with many resources being ring fenced e.g. both marked and covert vehicles have been used solely to address street crime and have not been available to respond to other incidents. With this focus on street crime, Boroughs have in effect had fewer resources available to respond to other calls from the public.

To date the campaign has been mainly sustained through the use of overtime. However, the effects of attrition and fatigue reduce the Service's ability to rely on overtime to extend the reach of its operational activity. Moreover, the Home Secretary's pledge to cut police overtime by 15% over three years from

2003/2004 means that its use for Safer Streets cannot be sustained in the long term.

Policing Public Order

The costs of public order policing in the capital are very large. In 2001/2002 180,000 staff days were used to police approximately 5,000 events. Borough Operational Command Units provide the vast majority of the staff needed to maintain order at these events. The consequence of this is felt most by those officers who provide the first level of response to calls from the public.

Call Grading

In common with all forces, the MPS operates a graded response to incidents. The most urgent are categorised as 'immediate' or 'I calls', with a MPS Charter Standard of a police attending within 12 minutes of the call on 75% of occasions. The number of incidents classified as requiring an immediate response reduced by 10,617 (1.4%) between 1999/2000 and 2001/2002. Paradoxically, performance has also declined from 82.7% to 72.8% responses within the target during the same period.

The appropriate grading of calls from members of the public is also critical in the efficient use of resources. Providing the right level of response ensures that officer time is not wasted. Anecdotal evidence suggests that there is a tendency to over grade calls and categorise too many as 'immediate'. Over grading results in police vehicles driving in emergency response mode more frequently, thereby unnecessarily jeopardising public and officer safety. The high level of media and PCA interest in police vehicle accidents has raised the importance of this issue.

Emergency response is also linked to public reassurance. One Assistant Chief Constable interviewed for the 'Open all Hours' report stated; "A police officer in uniform on an unhurried foot patrol suggests 'all is well with the world'. However, a marked police vehicle with blue light and sirens activated sends a different message. Whilst this is visible patrolling, it is far from reassuring."

C3i Project

The C3i project will re-shape the MPS command and control, communications and information infrastructure. The Project Team has examined how the MPS responds to and deals with emergency and non-emergency calls from the public. Their recommendations, backed by £140 million in capital funding, will enable the MPS to cope with the increased demand placed on the 999 emergency call system.

Probationers

In the light of these increasing demands, managing the supply and deployment of police officers and support staff becomes crucial. Overall numbers of officers have fallen from a high of 28,290 nine years ago to 26,787. These numbers will now increase as a result of additional funding provided by the MPA and the Mayor to recruit 1000 more officers.

Increasing police officer numbers will help to achieve the balance between supply and demand. However, many of the new recruits are being used to replace officers transferred to Specialist Operations and the Territorial Support Group in response to the increased terrorism threat.

On five sample BOCUs probationers already make up an average of 37.5% of staff on response teams. This proportion will increase over the coming years as the MPS grows in size. Thus, less experienced staff will often be required to provide the first response to increasingly demanding incidents in diverse communities.

A critical success factor is the leadership and management of the inexperienced officers to ensure that the quality of service to the public is maintained. In the current demand climate it is crucial that officers 'get it right first time'. Putting things right later places extra burdens on already hard pressed front line staff and other parts of the MPS, for example complaints investigations and CJUs.

Civil Staff

On 1 June 2002 a temporary freeze on the recruitment of civil staff was lifted. Anecdotal evidence suggests that the recent review of pay and grading among support staff has led to difficulties in recruitment in some areas.

Until replacement civil staff are recruited police officers are drawn from the front line to keep the organisation functioning. This has further resulted in a reduction of response policing expertise, compounding the difficulties caused by the influx of new probationers. Less experienced staff are now responsible for training probationers at a time when they are most in need of support, adding to the challenges of 'getting it right first time'.

HMIC Recommendations

Several BOCUs have been the subject to a Basic Command Unit (BCU) inspection by HMIC. These inspections have highlighted the need for local demand management strategies. This has been replicated during force inspections with the 2001 HMIC Inspection Report on the MPS specifically recommending "that the MPS develops a corporate demand strategy, identifying which local initiatives have been proven successes, with a view to MPS wide implementation." A corporate demand management strategy, drawing together BOCU initiatives and elements from the Policing Model will therefore be a product of this Best Value Review.

**APPENDIX B
Areas Analysed During The Baseline Research
And Emerging Themes**

High Level Activity	Low Level Activity	Included/ Excluded	Rationale for exclusion	Strategic issue for examination by BVR
Received Demand	➤ Cad 24hr response corporate system (includes: crime/traffic/disorder/ miscellaneous/ missing person/ alarms)	Excluded	Covered by C3i	
	➤ Public expectation/media	Included		Shaping public expectations
	➤ TIB, telephone offence reporting local system	Excluded	Covered by Crime BVR – meantime being implemented by TPHQ	
	➤ Internet/letter/direct calls to stations	Included		Accessibility
	➤ Accessibility (includes: opening hours of stations/ dedicated vehicles for hotspots/ sharing facilities/ one stop shops/ the bus/ location of parade or briefings); front counter services (includes: crime reporting/ARB/ HORT1/property/stray dogs);	Included		Accessibility
	➤ Licensing liquor and entertainment charging for services	Included		Incident management
	➤ Stop & search	Excluded	Subject to a recent Home Office and MPS scrutiny – new PACE Code of Practice due to be issued	
	➤ Complaints	Excluded	Covered by Complaints BVR	
	➤ Victims & witnesses (includes: dealing with victims at time of incident/support/aftercare	Excluded	Covered by BOTJ BVR	

	<ul style="list-style-type: none"> ➤ Planned events (including: those regarded as 'self aid' - more than 1+6 with no outside help as well as those requiring less that are not recorded on POSMIS; public order;) 	Included	Included	Resource management
Decision Making	<ul style="list-style-type: none"> ➤ Prioritisation/call grading (immediate/soonest/extended/referred/police generated) 	Included		Incident management
	<ul style="list-style-type: none"> ➤ Management/leadership skills 	Included		Incident management
	<ul style="list-style-type: none"> ➤ Units deployed to incidents 	Included		Resource management
	<ul style="list-style-type: none"> ➤ How incident dealt with 	Included		Resource management
	<ul style="list-style-type: none"> ➤ Special ops involvement 	Included		Resource management
	<ul style="list-style-type: none"> ➤ CO11 involvement 	Included		Resource management
Matching Supply	<ul style="list-style-type: none"> ➤ Core response teams: shift size and pattern 	Included		Resource management
	<ul style="list-style-type: none"> ➤ Sector teams and specialist squads 	Included		Resource management
	<ul style="list-style-type: none"> ➤ Crew size 	Included		Resource management
	<ul style="list-style-type: none"> ➤ Civil patrol - special constabulary 	Included		Resource management
	<ul style="list-style-type: none"> ➤ Resource allocation (including: demand by SCG and other so units for experienced staff) 	Excluded	RAF formula recently examined by MPA	
	<ul style="list-style-type: none"> ➤ Officer/civilian positions 	Excluded	Covered by a Accentrure Efficiency and Effectiveness Review. Retention issues covered by HR BVR	

Respond to Demand	➤ Abstractions (includes: public order/major ceremonial, sporting, community, security, religious events/court security/jury protecting/house-to-house enquiries)	Included		Resource Management
	➤ Shortage of skills/retention	Included		Resource Management
	➤ Sickness/absence	Excluded	Covered by Accenture Efficiency and Effectiveness Review	
	➤ Recuperative duties	Excluded	Covered by Accenture Efficiency and Effectiveness Review	
	➤ Briefings	Excluded	Covered by Crime BVR and MPS Policing Model	
	➤ Vacancies	Excluded		
	➤ Supervision	Included		
	➤ Police report of offences (Specifically time taken up dealing with paper work involved in recording an offence)	Excluded	Being looked at by Bureaucracy Taskforce Covered by BOTJ BVR	
	➤ Attendance of officers at court	Excluded	Not a major cause of abstractions	
	➤ Probationers	Excluded	Covered by Training BVR	
Practices available to respond to demand	➤ Investigation	Excluded	Covered by Crime BVR and Policing Model	
	➤ Intelligence	Excluded	Covered by Crime BVR and Policing Model	
	➤ Police in Schools	Excluded	New initiative currently being introduced by DfSE and to be	

	<ul style="list-style-type: none"> ➤ Crime and Disorder Reduction Partnerships ➤ Access to information ➤ Local Partnerships 	<p>Included</p> <p>Excluded</p>	<p>evaluated in due course</p> <p>Not a significant demand on the response function and is likely to be subject to future specific BVR</p> <p>Not a significant demand on the response function</p>	<p>Accessibility</p>
Custody and CJU	<ul style="list-style-type: none"> ➤ Crime and traffic processing ➤ Prisoner processing 	<p>Excluded</p> <p>Excluded</p>	<p>Covered by BOTJ BVR</p> <p>Covered by BOTJ BVR</p>	
Demand Reduction	<ul style="list-style-type: none"> ➤ Public education ➤ Problem solving ➤ Screening false calls ➤ Decision to arrest 	<p>Included</p> <p>Excluded</p> <p>Excluded</p> <p>Included</p>	<p>Currently being implemented MPS wide as part of the policing model New process has reduced the impact of silent 999 calls</p> <p>New screening process has reduced the impact of silent calls</p>	<p>Shaping Public Expectations</p> <p>Incident Management</p>

APPENDIX C Project Plan

Managing Demand							
Stage	Major activities	Days effort	Undertaken by	Target completion date	Key Product(s)	Product delivered to	Product to be delivered on
Baseline for managing demand	<ul style="list-style-type: none"> ➤ Analysis/Identification of high level processes that drive or manage demand ➤ Identification of lower level activities ➤ Analysis of activities examining performance, current operation, consultation, alternative providers and details of related audits and inspections 	60 days	Team 1 and 2	22 July 02	Baseline report	Project Board MPA PPR Committee	TBA Available to meeting 19 Sept 02
Scoping	<ul style="list-style-type: none"> ➤ Identification of areas for narrow and deep analysis 	4 days	David Morgan	22 July 02	Scoping report	Strategic Committee	22 July 02
Project definition and planning	<ul style="list-style-type: none"> ➤ Planning the delivery of the BVR 	10 days	David Morgan	29 July 02	Project Initiation Document	Project Board	8 Aug 02
Consultation	<ul style="list-style-type: none"> ➤ Undertake stakeholder analysis ➤ Research existing consultation ➤ Commission consultation from Consultancy Group ➤ Monitor consultation activity ➤ Prepare findings report ➤ Consult on options 	60 days	Team 1 and 2	1 Sept 02 15 Nov 02	Consultation plan Consultation findings report	Project Board Project Board	25 Sept 02 TBA
Comparison	<ul style="list-style-type: none"> ➤ Identify MPS strengths and weaknesses through the analysis and comparison of internal performance, processes and strategies ➤ Seek appropriate comparative information (including within private and voluntary sectors) ➤ Identify learning points from others including best in class ➤ Select appropriate and challenging benchmarks ➤ Use comparison and benchmarking targets to set targets for improvements, write findings and report 	74 days	Team 1 and 2	1 Oct 02 15 Nov 02	Comparison plan Comparison findings report	Project Board Project Board	TBA TBA
Challenge	<ul style="list-style-type: none"> ➤ Identify what service is provided to whom ➤ Identify what need the service addresses ➤ Consolidate consultation activities 	68 days	Team 1 and 2	1 Oct 02 24 Nov 02	Challenge plan Challenge findings report	Project Board Project Board	TBA TBA

	<ul style="list-style-type: none"> ➤ Determine at what level should the service be provided ➤ Identify if the service supports the MPA priorities and objectives ➤ Evaluate alternatives and write findings report 						
Competition	<ul style="list-style-type: none"> ➤ Evaluate if the service review indicates that a different provider may deliver a better service to the public ➤ Identify possible alternatives ➤ Commission Finance and DPCS to cost and evaluate potential alternative suppliers ➤ Assess and validate MPS competitiveness ➤ Write findings report 	25 days	Team 1 and 2	1 Oct 02 9 Dec 02	Competition report Competition findings report	Project Board Project Board	TBA TBA
Quality Assurance	<ul style="list-style-type: none"> ➤ Review of activities against 4 C's 	4 days	Consultancy Group	9 Dec 02	QA report	Project Board	TBA

Corporate Demand Strategy							
Demand Strategy	<ul style="list-style-type: none"> ➤ Research and review existing internal and external Demand Management initiatives ➤ Evaluate Demand Management initiatives ➤ Identify corporate strategy style ➤ Write draft strategy ➤ Consult on draft and finalise strategy 	82 days	1 team member	2 Dec 02 23 Jan 03	Draft strategy Final strategy	Strategic Committee Project Board Management Board MPA COP MPA PRR Committee	9 Dec 02 TBA TBA 7 Feb 03 20 Mar 03

Option Appraisal and Report Preparation							
Options for improvement	<ul style="list-style-type: none"> ➤ Plan consultation on options ➤ Agree and prepare options report ➤ Re-consult stakeholders including ICP, SC ➤ Prepare improvement plan ➤ Prepare implementation plan 	85 days	David Morgan and teams	9 Dec 02 23 Jan 02 23 Jan 03 19 July 03	Consultation plan Final report Improvement plan Implementation plan	Project Board Project Board Project Board MPA COP Committee MPA PPR Committee Project Board MPA PPR	TBA TBA TBA 7 Feb 03 20 Mar 03 TBA 22 July 03

Communication							
Promote and inform BVR	<ul style="list-style-type: none"> ➤ BV Intranet site updates and article in The Job ➤ Newsletter to consulted stakeholders ➤ Highlight reports ➤ Undertake opening, interim and end publicity 	14 days	David Morgan	Sept to Jan Sept to Feb	Update to intranet site 5 update reports 6 highlight reports	Intranet Stakeholders Project board	

APPENDIX D

Managing Demand Risk Register

	Nature of the Risk	Relative Probability	Relative Impact	Relative significance	Steps to Mitigate Risk	Comments
		1-5	1-5			
1	Failure to recruit review team staff within the short timescale may affect the quality of products and the ability to deliver the Review on schedule.	3	5	15	Team Leader to obtain extra staff at the earliest possible time and to report any shortfalls to the Project Board	Reviewed weekly at team meetings. Changes to be referred to the Project Board
2	Relocation of the BVRT from Cobalt Square to Tintagel House may add to timescales.	5	3	15	Copying of all data and reports prior to the move and change to OTIS.	Reviewed weekly at team meetings. Changes to be referred to the Project Board
3	The lack of availability of dedicated Finance staff may effect the ability to reach targeted dates and impact on the quality of financial data available to the review.	3	4	12	Early contact to be established to ensure that any information needed, is requested as soon as possible. Dates of non-availability to be obtained	Reviewed weekly at team meetings. Changes to be referred to the Project Board
4	The loss of resources from the Review team would have a significant impact on the quality, cost and timescale of this review.	2	4	8	Priority task by Best Value support team in liaison with the Team leader.	Reviewed weekly at team meetings. Changes to be referred to the Project Board
5	The loss of the BVST, and in particular their IT expertise, may affect the efficiency of the team and increase their workloads.	4	2	8	Continuous assessment by the Team leader to ensure that sufficient support is obtained from the Consultancy group	Reviewed weekly at team meetings. Changes to be referred to the Project Board

6	Reports from Accenture due in September 2002 on civilianisation, effectiveness and efficiency reports may impact upon the timescale and costs of this review.	3	3	9	Regular contact between the team leader and Accenture to ensure that any changes are incorporated into this review to lessen the impact on the final report.	Reviewed weekly at team meetings. Changes to be referred to the Project Board
7	The availability of key stakeholders during the Christmas period for consultation may reduce the ability to consult and compare widely with others,	5	4	20	Early contact to be established to ensure any information needed is requested as soon as possible. Dates of non-availability to be obtained.	Reviewed weekly at team meetings. Changes to be referred to the Project Board
8	Annual leave and other abstractions of staff on the production of the final report within the allocated timescales.	5	2	10	Best value review team staff to brief other BVR staff on the current progress and any outstanding actions.	Reviewed weekly at team meetings. Changes to be referred to the Project Board
9	The introduction of legislation, guidance or other initiatives e.g. recommendations from the Police Reform and Bureaucracy Task Force, that may impact on the quality, timescale and cost of this review.	1	3	3	Contact to be maintained with the policy group re any Introduction of new legislation to lessen the impact on this review	Reviewed weekly at team meetings. Changes to be referred to the Project Board
10	The failure of IT equipment increasing timescale.	2	4	20	Regular back up of Key Data by floppy disk for storage.	Reviewed weekly at team meetings.
11	A change in the scope by the Project Board or Independent Challenge Board or MPA.	2	5	10	Regular contact by the Team Leader to Ensure that the Review team is reviewing the required scope.	Reviewed weekly at team meetings. Changes to be referred to the Project Board

29th July 2002.