
Service Improvement Review of Operational Support Policing

Project Initiation Document

May 2003



**METROPOLITAN
POLICE**

Working for a safer London

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1. BACKGROUND AND BUSINESS NEED

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.

On 9 January 2003 the MPA Planning, Performance and Review Committee (PPRC) reviewed its approach to best value in the light of revised government guidance on Section 5 of the Local Government Act 1999. The new guidance emphasised that authorities have considerable discretion about:

- The number of reviews undertaken;
- The manner in which they are undertaken and by whom; and
- The scope of individual reviews.

The PPRC took the opportunity to adopt a new approach to best value using Service Improvement Reviews to bring about innovation and excellence in policing London by:

- Thinking afresh about the need for a service and how it is carried out;
- Asking service providers and others how improvements could be made;
- Assessing performance and learning from others who are doing better; and
- Considering if other ways of providing the service might be helpful.

On 9 January 2003 MPA PPRC adopted the recommendation of MPS Management Board that the 2003/2004 programme of Service Improvement Reviews should include Operational Support Policing. This Review would compliment the then current best value review of demand management and focus on the use of pan London specialist units.

The Operational Support Policing Service Improvement Review will therefore be the first opportunity to adopt the new MPA approach that seeks to achieve an improvement in performance based on the application of the principles rather than a rigid compliance with the 4Cs (consult, compare, challenge and compete) for their own sake.

1.2 Business Needs

Uniformed police officers, based on BOCU Response Teams, provide the first wave of response to calls for assistance from members of the public. They are able to successfully resolve the vast majority of spontaneous incidents but, from time to time, they require support from either locally based units (e.g. CID) or pan London units (e.g. TSG) to deal with the matter. BOCUs also rely on centrally based staff e.g. surveillance units to support their pre-planned operations.

Whilst some units solely provide a support function to BOCUs others interface directly with the public. For the public the prime desire is for a consistent and seamless policing service regardless of who responds.

The Operational Support Policing Service Improvement Review will seek to secure improvements in the overall performance of the MPS by focusing on functions that support the delivery of policing services to the public by BOCUs. It is particularly apposite when additional responsibilities are being devolved to BOCUs to ascertain if they are provided with the necessary operational support to achieve the strategic aims of the MPS.

2. OBJECTIVES AND SCOPE

2.1 Objective

By 30 September 2003 to complete a Service Improvement Review of Operational Support Policing and produce recommendations relating to optimising the level and distribution of resources in order to maximise service delivery.

2.2 Scope

The Managing Demand Best Value Review focused on uniform response policing. It did not encompass the work of either BOCU based support units (e.g. CID) or pan London units (e.g. TSG.)

Team members have conducted systematic research to determine the baseline or 'where are we now' position. This involved identifying policies, responsibilities and structures; conducting a stakeholders' analysis; and reviewing performance information.

HMIC, MPS Local Inspections or MPA Internal Audit have examined many of the specialist functions in the recent past. Actions and recommendations arising from these reviews either have or are in the process of being implemented.

The Review Team have undertaken a series of focus groups with BOCU Commanders, pan London Units and the Specialist Crime Directorate to identify issues impacting on service delivery. In addition, an analysis of HMIC Inspection of the MPS, the Damilola Taylor and Victoria Climbié Reports has informed the development of the Review's scope. **Appendix A** summarises the matters raised in the consultation and links these to the findings of this secondary research.

The Service Improvement Review will examine:

- How to achieve the accountability of non-BOCU operational support functions to the communities in which they operate;
- How the roles and responsibilities of non-BOCU operational support functions should be defined;
- How the level of resources allocated to operational support functions is determined; and
- How Level 2¹ demand can be best satisfied

The thematic approach will encompass all BOCUs and operational support functions. The Review recognises that some work in this area is already underway or has been recently been completed. Where this is the case, the Review will not duplicate this effort but draw on the results to inform its work. Those functions meeting national responsibilities will not be covered.

It is particularly timely, given the period of growth the MPS is currently experiencing, that resources are distributed effectively in order to maximise the benefits to Londoners. The scope and focus of the Service Improvement Review has been

¹ Level 2 – Cross Border Issues – issues and problems affecting more than one BOCU or beyond the resources of an individual BOCU. (Level 1 - Local issues affecting a single BOCU and Level 3 - issues occurring on a national or international scale.)

developed with stakeholders including the Independent Challenge Panel. Any further refinements necessary during the course of the Review will be referred to the Project Board for approval.

3. ORGANISATION

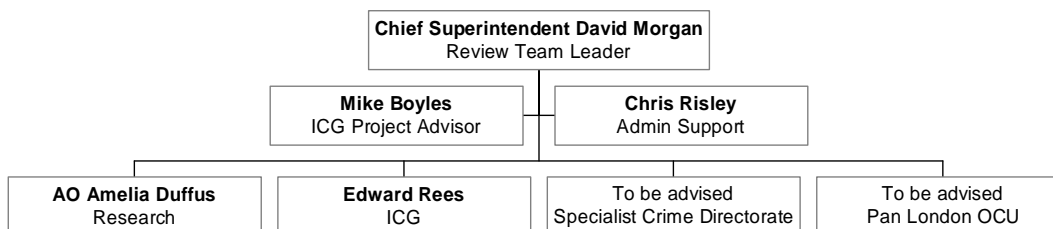
3.1 Project Board

The Service Improvement Review will be directed and controlled by a Project Board comprising the following members:

Commander Broadhurst	Project Director
Richard Sumray	MPA Lead Member
Sally Palmer	MPA Best Value Officer
David Skelton	MPS Best Value Programme Manager
David Wechsler	Independent Challenge Panel (Chair)
Mike Boyles	MPS ICG Project Consultant
Paul Madge	MPS HRD
DCI Fran Smith	Diversity Directorate
TBA	Specialist Crime Directorate
TBA	Pan London Unit
Chief Supt J Boylin	Borough Commander representative
Chief Supt M McAndrew	Superintendents' Association
Chief Supt D George	Public Order Branch
Sergeant D Rodgers	Police Federation
Rob Justham	MET-TUS
Chief Supt D Morgan	Review Team Leader
Chris Risley	Admin Support

3.2 Review Team

The team structure is outlined below:



3.3 Independent Challenge Panel (ICP)

The role of the ICP is to challenge the review team and provide 'blue sky thinking'. The membership will be as follows:

David Wechsler	Chief Executive – Croydon LBC – Chair
Carol Fisher	Former Director Central Office of Information
Nicholas Long	MPA Member
Bill Saulsbury	Police Foundation

4. APPROACH, PRODUCTS AND PROJECT PLAN

This review will adopt a phased approach. Specifically:

- Background research and scoping (complete)
- Stage 1: Identification and definition of issues
- Stage 2: Solution generation
- Stage 3: Solution evaluation and recommendations

Stage 1 involves undertaking consultation with key stakeholders in order to identify in more detail the nature of issues to be addressed as part of this Review. This stage will involve some baselining around current performance and benchmarking with other organisations to ascertain our performance relative to that of others. Once the problems have been clearly defined, the Review will make a risk- and benefit-based assessment of which issues should be addressed. This will be communicated to Project Board by means of an end of stage report.

Once Project Board has agreed the issues, Stage 2 involves identifying potential options for change. The Review will attempt to identify good practice within other organisations that may be applied to the MPS, as well as pockets of good practice within the MPS that may be broadened. This stage will embrace the competition element of the best value regime by determining whether there are other means of addressing the issues. At the close of this stage Project Board will be presented with an options paper recommending which solutions are explored in greater depth in Stage 3.

Stage 3 involves assessing the preferred solution options to determine which will be the most effective in addressing the issues. This will involve determining in more detail how the proposed solutions would work in practice and the associated costs and benefits, and devising a high-level implementation plan. These findings will be tested with key stakeholders through further consultation. Finally, Project Board will be asked to approve the solutions recommended in the final report.

Throughout all three stages the Independent Challenge Panel will inform the Review Team's work by scrutinising emerging findings and recommendations.

The timescale and project summary is shown in **Appendix B**.

5. RESOURCES, COSTS AND BENEFITS

5.1 Resources

The Operational Support Policing Service Improvement Review will conclude within six months.

It is envisaged that part of the team will then progress the implementation of any recommendations arising from this Review. The number of staff required to deliver 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 improvement plan and agreed with the Project Board.

Mike Boyles, from the MPS Internal Consultancy Group will provide project management support.

Management Accountants will be tasked with providing information regarding costs. This will be an important part of the competition element and improvement plans.

Siobhan Mannix, Senior Communications Officer, will assist with external and internal communications associated with the Project.

5.2 Costs

A 'staff-budget' of £170k has been allocated to the Operational Support Policing Service Improvement Review. This was calculated on the basis of five research staff and one administration support member of staff. Details of costs will be included in the Highlight Reports and improvement plans considered by the Project Board.

5.3 Benefits

The recommendations resulting from this Review will ensure that BOCUs are provided with the right level of support at the right time and at the right cost to meet the policing needs of Londoners in accordance with corporate priorities. Specific benefits will be as follows:

The benefits of the Service Improvement Review will be:

1. Enhanced quality of MPS service to Londoners through improved efficiency of operational policing support functions;
2. Increased public confidence by improving accountability of operational policing support functions;
3. Enhanced MPS performance by clearly defining the contributions of operational policing support functions;
4. Increased public satisfaction by improving MPS response to Level 2 issues.

6. ASSUMPTIONS AND RISKS

6.1 Assumptions

- 6.1.1 That the requirement to undertake Service Improvement 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 the Review will remain available until its conclusion;
- 6.1.3 That there exists, through the Project Board, flexibility to adjust planned costs, quality or timescale in response to any unanticipated change in 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 monitored at weekly meeting of the Review Team.

The initial significant risks associated with this Review are as follows:

- 6.2.1 Loss of resources from the review team would have a significant impact on the quality, cost and timescale of this Review;
- 6.2.2 Annual leave and other abstractions of staff may impact upon the production of the final report within the allocated timescales;
- 6.2.3 A change in scope by the Project Board or ICP or MPA;
- 6.2.4 Changes in ICG accommodation may adversely impact on ability to stage consultation events;
- 6.2.5 Key personnel will be unavailable for consultation during the peak summer leave period.

Appendix A Summary of Consultation and Research Findings

RANKING	TOP LEVEL ISSUES	DETAILED FEEDBACK	ISSUES AND RECOMMENDATIONS EMERGED FROM EXTERNAL REPORTS HMIC inspection;	RATIONALE AND AREAS FOR INCLUSION IN REVIEW
1	Allocation and utilisation of resources; suitability of RAF formula	<p>1. Need to establish capability to deal with Level-2 cross-borders crimes</p> <p>2. Need for a systematic approach to determining the required strength of the non BOCU based units - lack of resources in Trident and SO11 Telephone Intelligence Unit</p> <p>3. Concerns on whether the rationale used in allocating budgets to operational support function is appropriate</p> <p>4. SC units and other non-BOCU units seem to have a much greater access to resources than BOCUs</p> <p>5. Lack of accountability in relation to the decisions centrally managed including the use of the Resource Allocation Formula</p> <p>6. Non-high crime BOCUs consider unfair the way resources are allocated to them</p>	<p>1. There is no centrally-agreed abstraction formula for pan-London deployments to assist BOCUs to anticipate and manage the impact of abstractions</p> <p>2. Ensure that CPTs are fully integrated into the structure of forces and not disadvantaged in terms of accommodation, equipment or resources [VC]</p> <p>3. The resourcing of murder investigation remains a serious problem [DT]</p> <p>4. No corporate advice regarding the existence of specialist units on borough</p> <p>5. High caseloads for SIOs and high sickness levels on Trident</p> <p>6. Need to review witness protection and other essential support measure capabilities in light of the growth in gun crime</p> <p>7. Need to improve deployment of staff in forensic support</p>	<p>Two issues emerged in this category as being key. Firstly all groups consulted identified the lack of capability to address level 2 crimes. Secondly, the rational and resourcing of non BOCU based units was raised by all those consulted as well as being highlighted as an issue by the HMIC Inspection of the MPS and Damilola Taylor and Victoria Climbié reports. The remaining issues raised all relate to how these units are resourced.</p>

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RANKING	TOP LEVEL ISSUES	DETAILED FEEDBACK	ISSUES AND RECOMMENDATIONS EMERGED FROM EXTERNAL REPORTS	RATIONALE AND AREAS FOR INCLUSION IN REVIEW
2	Sustaining capabilities in terms of numbers, skills and experience	<ol style="list-style-type: none"> 1. Need for better long-term planning to deal with the management of demand, at central and local level 2. Shortage of sergeants 3. Poor quality of initial investigation and CRIS reports, particularly caused by the lack of experience and supervision. Reporting culture', crimes are reported but not investigated 4. Insufficient supervisors 5. Lack of experienced staff, lack of staff with specialist skills 	<p>HMIC inspection; Damilola Taylor; Victoria Climbié</p> <ol style="list-style-type: none"> 1. Concern about the availability and training of analysts and the technical barriers to them undertaking their work 2. Disjointed intelligence and increase in intelligence units across TP and SO 	<p>These issues are being addressed as part of a number of HR programmes and initiatives and will not form part of the Review.</p>
3	Accountability at strategic, tactical and operational level	<ol style="list-style-type: none"> 1. Need for much clearer liaison and accountability between BOCUs and SC Units 2. Pan London and specialist support functions 'do not work for the borough but on the borough'. 'The TSG are PATP led but still do their own thing.' 3. Lack of accountability in relation to the decisions centrally managed including the use of the Resource Allocation Formula, to justify why certain BOCUs receive resources and other don't 4. Non-high crime BOCUs are poorly served by pan London units 		<p>BOCU Commanders raised concerns that there are no formal accountability arrangements between BOCUs and other units that may be operating on a Borough, yet their presence can have a significant impact locally.</p> <p>Accountability, including roles and responsibilities of operational policing support units are to be included in the scope of the Review. Issues of accountability in relation to the allocation of resources will also be covered as outlined above.</p>

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RANKING	TOP LEVEL ISSUES	DETAILED FEEDBACK	ISSUES AND RECOMMENDATIONS EMERGED FROM EXTERNAL REPORTS	RATIONALE AND AREAS FOR INCLUSION IN REVIEW
4	Effective information management	<ol style="list-style-type: none"> 1. Poor communication systems to support exchange of information with internal and external groups 2. Lot of intelligence is generated without relevant actions to be taken due to the lack of resources 3. Having intelligence on Forum does seem to replace old-style briefings effectively 4. Need for management information in order to evaluate the benefits, impact and contribution of operational support functions 	HMIC inspection; Damilola Taylor; Victoria Climbié	Communication issues are to be addressed by the recently published Communications Strategy. The ability of units to more evaluate performance will be enhanced by a clearer definition of role and responsibilities.
5	Clear and realistic operational requirements (expectations VS resources); definition of roles and responsibilities	<ol style="list-style-type: none"> 1. The boundaries defining the roles and responsibilities in providing support function service are unclear, there is a need for operational requirements to be defined by the centre 2. Need for definitions of which unit is responsible for defined areas. 3. Concerns about the suitability of the rational used in splitting the responsibilities within units according to crime type 4. The expectations on what a functions can deliver are unrealistic and unmanageable 5. The requirement to establish certain units is often too prescriptive and limits local flexibility. Whilst recognising the rational for these units the lack of flexibility inhibits the ability to tailor services to local needs 	<ol style="list-style-type: none"> 1. The commitment by SC/SO to support borough is not easily demonstrated due to SC/SO structure and the precise delineation of international, national, capital city and local policing responsibilities is difficult 2. Need to improve the clarity of ownership for intelligence (and the introduction of the NIM) 3. Need to improve clarify crime management responsibilities of SO/SC and TP (restructuring of SC may have helped) 4. Concern around who is responsible for driving intelligence development 5. Intelligence gathering and investigative response split between different parts of SO, SC and TP for crimes and incidents involving firearms 6. Ensure roles, responsibilities and accountability structures are clear for murder investigations [DT] 7. No corporate advice regarding the existence of specialist units on borough 8. Lack of clarity regarding SO11's role 	A clear definition of the roles and responsibilities of non BOCU units is to be included in the scope of the Review. The issue has been raised particularly by BOCU commanders but also in key reports.

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6	Conflicts of interest and priorities	<ol style="list-style-type: none"> Conflicts between Government priorities, MPS objectives and BOCUs objectives Centrally controlled initiatives in conflict with local priorities There is a large amount of officers taken away for aid 	<ol style="list-style-type: none"> Noticeable variation across boroughs in performance around hate crime JDs Need to ensure that the priority given to homicide does not drop Focus on street crime has noticeably impacted upon performance against other operational priorities Degree of confusion around the status of autocrime Confusion regarding the importance of tackling drugs and the relationship between drugs and crime Ensure child protection receives a high priority in policing plan and ensure consistently high standards of service by well-resources, well-managed and well-motivated teams [VC] Once an SIO and investigation team have been assigned to a murder investigation they should not be reassigned [DT] 	Issues of central v local will in part be addressed by the Review which will examine accountability and the roles and responsibilities of non BOCU units.
7	Effective tasking both at strategic and tactical level	<ol style="list-style-type: none"> Tasking controlled centrally which means some BOCUs do not get resources Tasking often do not seem to make best use of specialist resources; need to improve BOCU understanding of capabilities to improve the standards of tasking 	<ol style="list-style-type: none"> Variance in tasking and co-ordinating meetings and their effectiveness No formal agreements about Specials' tasking 	Tasking and intelligence issues will be addressed with the implementation of the National Intelligence Model.

Notes:

Writing in bold in Detailed Feedback column indicates a point raised by more than one group

