



Service Improvement Review of Custody Capacity

Project Initiation Document

December 2003



Working for a safer London

1. BACKGROUND AND BUSINESS NEED

1.1 Background to Service Improvement Reviews

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 (SIRs) 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.

1.2 Background to this SIR

On 9 October 2003 MPA PPRC agreed that a SIR of cell provision should take place during 2003/4. The decision paper noted that

'The difficulty of providing adequate cell provision is an issue that has faced the MPS for many years. There is a need to identify future requirements for cells and to examine how the current facilities could be used to best effect. In addition, the current standards for cells would benefit from being reviewed.'

1.3 Business Needs

The MPS needs to ensure that it has access to sufficient cells for handling prisoners arrested by MPS officers. At present the MPS has some 820 cells with a further 80 coming into service through PFI provision in south-east London. A recent survey found that of the 820 only 600 were actually available for use. The availability of cells has reduced since the inception of Borough-based policing, as Boroughs have rationalised their custody sites, and there is increasing anecdotal evidence that this is a serious constraint on operational policing.

Because of their cost, specialised use and inflexibility, cells are the most obvious physical measure of a system whose capacity can also be determined by factors such as

- The availability of custody officers and gaolers
- Associated custody facilities including interview rooms
- The effectiveness or timeliness of support facilities such as Forensic Medical Examiners (FMEs), cleaners, etc.
- Whether cells are appropriate for particular categories of prisoner (e.g. female, juvenile, disabled, or those at risk for any reason)
- Demands from other agencies to utilise MPS cells
- MPS use of other Forces' cells.

The demands placed on custody capacity are changing as the MPS embraces

- Different methods of policing
- Increased officer numbers
- The introduction of PCSOs
- The use of large-scale initiatives to support organisational priorities
- Alternatives to arrest in dealing with e.g. cannabis users
- New standards for ensuring prisoner safety.

Although cells are at the heart of the system, the real issue for the MPS is its custody capacity: hence the title for this Review.

2. OBJECTIVES AND SCOPE

2.1 Objective

By 31 March 2004 to complete a Service Improvement Review of Custody Capacity and produce recommendations relating to its future provision and management in the MPS.

2.2 Scope

The SIR will consider factors affecting the availability of cells in the MPS and the demands placed on cells. On the availability side this will include

- day to day management of cell availability
- the constraints on cell availability imposed by staffing of custody suites, custody suite facilities (workstations, interview rooms, CCTV, etc.) and functions supporting custody (CPUs, CID, FMEs, custody nurses, cell cleaning, etc.)
- the quality and suitability of cells for accommodating different types of prisoner (including female, juvenile, disabled and at-risk prisoners)
- the financial requirements for upgrading cells or providing new cells
- alternatives to MPS owned provision of cells (e.g. PFI, outsourcing)
- location of cells

- use of cells outside the MPD by MPS officers.

On the demand side it will include

- MPS policy on the use of arrest and alternatives
- use of MPS cells by other agencies (courts, immigration, etc.)
- trends in numbers of prisoners and cell occupancy times
- the custody requirements of different types of prisoner
- contingency arrangements for e.g. public order arrests.

The Chart in **Annex A** represents an initial view of the decision areas affecting custody capacity and their linkages.

The consultation phase of the SIR will include custody visitors and other agencies representing the interests of prisoners, but will exclude direct contact with prisoners.

To avoid duplication of work, the SIR will seek close contact with the Territorial Policing Working Group on Cells, the MPS Deaths in Custody Working Group, and other current projects relating to cells including MPS consideration of multi-occupancy of cells, and disabled access to cells.

3. ORGANISATION

3.1 Project Board

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

| | |
|--------------------------|--------------------------------------|
| Commander Bob Broadhurst | Project Director |
| Nicholas Long | MPA Lead member |
| Sally Palmer | MPA Best Value Officer |
| David Skelton | MPS SIR Programme Manager |
| David Warwick | Chair of Independent Challenge Panel |
| David Page | Review Team Leader |
| Ch. Supt. David George | TSG |
| Paul Madge | MPS HRD |
| Parm Sandhu | Diversity Directorate |
| Ch. Supt. Simon O'Brien | Borough Commanders representative |
| Ch. Supt. Mike McAndrew | Superintendents' Association |
| Sgt. Dave Rogers | Police Federation |
| Rob Justham | MET-TUS |
| Duncan King | Finance Department |
| David Hill | PSD |
| Insp. Michael Nelson | TP Criminal Justice Department |
| Chris Risley | Administrative Support |

Review Team

| | |
|--------------|------------------------|
| David Page | ICG Review Team Leader |
| Helen Smith | ICG |
| David Dibble | ICG |
| Chris Risley | ICG Admin. Support |

Additional ICG resources will be allocated to the Review as it develops.

3.2 Independent Challenge Panel (ICP)

| | |
|---------------------|---|
| David Warwick | Chief Executive, London Borough of Haringey |
| Sally Wilcox | British Telecom |
| Paul Schoenenberger | Prison Service – Cell Management |
| Mollie Weatheritt | HO Parole Board |

4. APPROACH, PROJECT PLAN AND PRODUCTS

The Review will follow a phased approach with four main stages:

Stage 1: Background research and scoping

This will involve completion of the processes already begun to consult senior MPS stakeholders, gather baseline data, comprehend other current MPS initiatives impacting on cells, and finalise the scope of the Review. Products include the final version of this PID and the outline consultation plan for the Review.

Stage 2: Identification and definition of issues

This will include initial consultation with a range of stakeholders, and may also require benchmarking against other police forces. It will enable the Project Board to select the specific issues to be addressed in Stage 3.

Stage 3: Solution generation

This may involve data collection within the MPS, and exploration of alternative sources of cell provision. The main product from this stage will be an Options Paper which will allow the Project Board to consider which options to explore in detail in Stage 4.

Stage 4: Solution evaluation and recommendations

This involves assessing the preferred solution options to determine which will be the most effective in addressing the issues, including determining in more detail how the proposed solutions would work in practice and their 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 stages 2 to 4 the Independent Challenge Panel will inform the Review Team's work by scrutinising its scope, emerging findings and recommendations. 'Quick wins' identified at any stage of the Review will be presented to the next available ICP and Project Board meetings.

The SIR's final recommendations will include

- Management of existing custody capacity
- The future management of demands on custody capacity
- A plan for providing future custody capacity

An outline project plan is included in **Annex B**.

5. RESOURCES, COSTS AND BENEFITS

5.1 Resources

The Review Team will be supported by Finance who will provide costing information to support the selection of options, and DPA will provide SCO input to assist with publicity and other communications.

The Review's consultation will require input from a range of MPS officers and police staff, notably Custody Officers and BOCU FRMs. This is unlikely to exceed 50 days overall, and will not be more than 1 day for any individual.

5.2 Costs

This Review is estimated to require 300 days of ICG staff time which will be deducted from Service Improvement Reviews' allocation of Internal Consultancy days. ICG does not charge for its work: for information, the total cost of these days would be £135,000.

Administrative support for the Review is expected to amount to one Band F part-time at a cost of £6,000.

Expenses for the Review Team and ICP are unlikely to exceed £1,000.

5.3 Benefits

Depending on the focus of its recommendations, the Review is likely to produce benefits in the areas of

- Improved availability of custody facilities for operational use
- Avoidance of delays and other costs of 'cell shortages'
- A basis for managing future demand on custody capacity
- An improved basis for planning future provision of cells

Overall these improvements will enhance the service provided to all users of custody, including front line officers, support staff and prisoners.

6. CONSTRAINTS, ASSUMPTIONS AND RISKS

6.1 Constraints

The Review must report its recommendations before March 31st 2004.

The initial consultation timetable is constrained by the availability of ICG staff and the Christmas holiday period.

6.2 Assumptions

MPS officers and staff will be available to participate in the initial consultation in Stage 2.

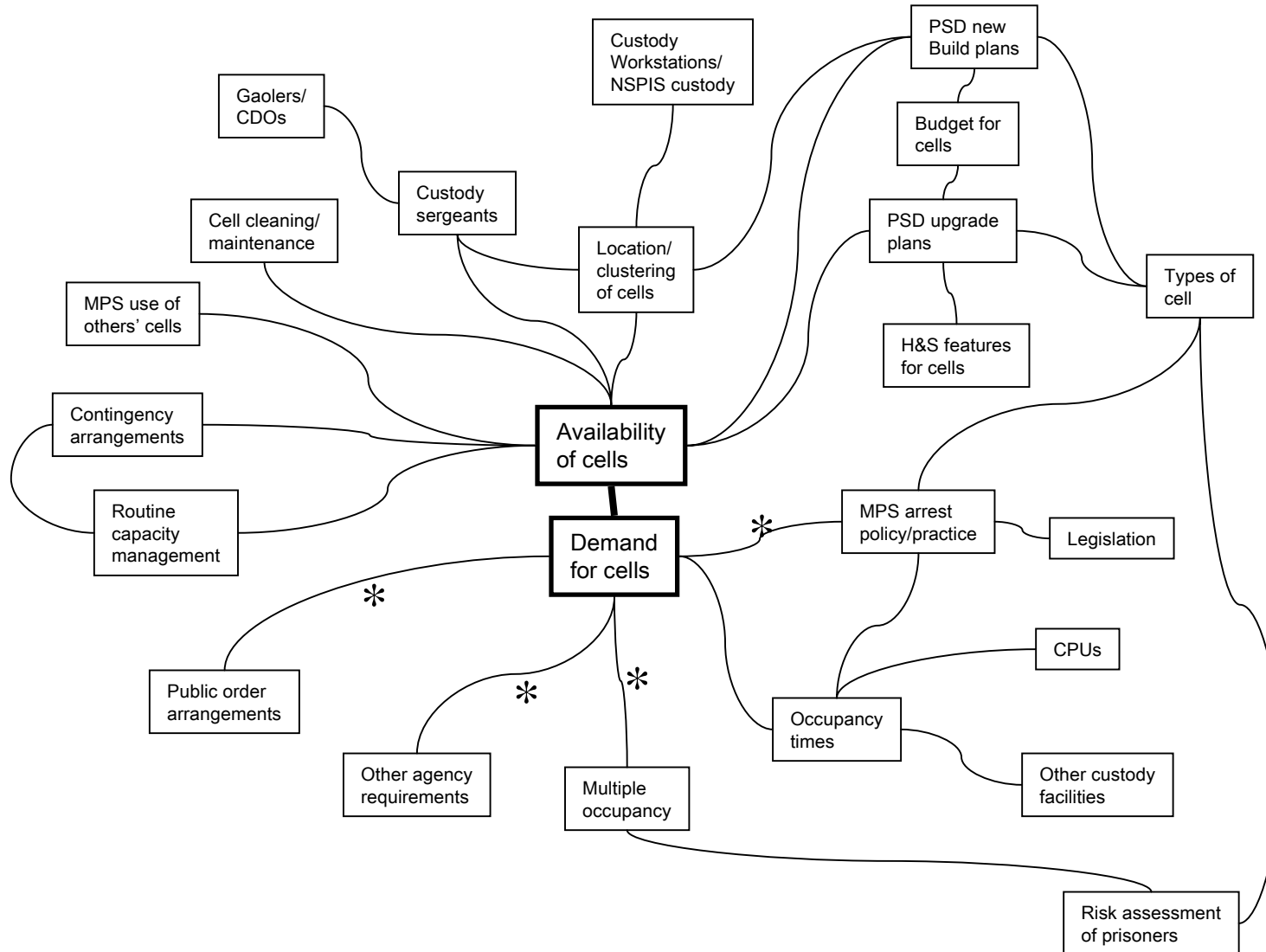
6.3 Risks

Based on the experience of previous Best Value and Service Improvement Reviews and initial assessment of this Review, the main areas of risk are

- The availability of ICG resources for the Review
- Changes to the scope of the Review
- New MPS or Home Office initiatives being set off during the course of the Review
- The availability of key stakeholders, MPS officers and police staff for consultation

The initial risk register is at **Annex C**.

Annex A: Decision areas for custody capacity



Annex C: Initial Risk Assessment

| No. | Risk (Threat to achievement of business objective) | Assessment of Risk [Assume NO controls in place] | | | Risk Control Measures | Assessment of Residual Risk [With control measures implemented] | | |
|-----|---|---|-----------------------------|----------------|--|--|-----------------------------|----------------------------|
| | | Impact (Severity) | Likelihood (Probability) | Risk Rating | | Impact (Severity) | Likelihood (Probability) | Residual Risk Rating |
| 1 | Review team resources not available in appropriate timescale, delaying production of recommendations. | 4 | 3 | 12 | <ol style="list-style-type: none"> 1. Resources estimated in Project Initiation Document 2. Resources allocated via Consultancy Group resource allocation 3. Review resources and progress with Project Board chair | 4 | 2 | 8 |
| 2 | Scope changes during course of Review, so that additional resources are required | 3 | 4 | 12 | <ol style="list-style-type: none"> 1. Scope agreed with main stakeholders in initial discussions and PID 2. Scope only changed with PB agreement. 3. Related projects consulted and demarcation reviewed by PB | 2 | 2 | 4 |
| 3 | Review overtaken by other MPS decisions or external change, pre-empting Review recommendations | 4 | 3 | 12 | <ol style="list-style-type: none"> 1. Review will scan other MPS and Home Office projects and raise demarcation issues at PB. 2. Initial consultation phase will involve asking about impending change. 3. HO Op. Safeguard represented on ICP. | 3 | 2 | 6 |

| | | | | | | | | |
|---|--|---|---|---|---|---|---|---|
| 4 | MPS and other stakeholders not available for PB meetings/consultation stages of Review | 3 | 3 | 9 | <ol style="list-style-type: none"> 1. PB meetings planned at start of project 2. Consultation plan agreed at first PB meeting 3. PB chair to request BOCU involvement in consultation focus groups | 2 | 2 | 4 |
| 5 | Transition to implementation fails | 4 | 2 | 8 | <ol style="list-style-type: none"> 1. MPA to ensure profile of recommendations 2. ICG to provide consultancy support to implementation. | 2 | 2 | 4 |

Impact definitions

| Definition | Description | Rating |
|-------------|--|--------|
| Major | Review unable to deliver credible recommendations and /or overruns by more than 2 months or 50% of budget. | 4 |
| Serious | Some recommendations rejected or large gaps identified, and/or overruns by one month or 25% of budget. | 3 |
| Significant | Some parts of scope not covered, and/or overrun by 10% of budget. Timescale unaffected. | 2 |
| Minor | No impact on coverage of review or timescale. Cost impact within 10% of budget. | 1 |

Risk definitions

| Definition | Description | Rating |
|---------------|---|--------|
| Very likely | Has happened in all previous MPS BV reviews, or newly identified with plausible causes in relation to this review | 4 |
| Likely | Has happened before but causes have changed, or new causes emerging for this review. | 3 |
| Unlikely | Has happened before but current review is demonstrably different | 2 |
| Very unlikely | Has not affected previous reviews: no reasons for this review to be different. | 1 |