



---

# **Best Value Review of Managing Demand**

**Final Report**

**April 2003**



**METROPOLITAN  
POLICE**

*Working for a safer London*



### Introduction

1. This is the final report of the Managing Demand Best Value Review, which was commissioned by the Metropolitan Police Authority as part of its Best Value Review Programme published in the 2001/02 Annual Policing and Performance Plan. The 2001 HMIC Inspection Report on the MPS added a further strategic imperative recommending “the development of a corporate demand strategy, identifying which local initiatives have been proven successes with a view to MPS wide implementation”.
2. Therefore, the Best Value Review of Managing Demand provided a timely opportunity to produce a corporate strategy defining how the MPS can most effectively and efficiently reconcile its many competing demands.
3. The Best Value process was devised to enable authorities to examine the way they do business and consider new ways of delivering services. Its methodology goes far beyond that used in standard management reviews and provides an opportunity to make proposals for radical change.
4. The Managing Demand Best Value Review will not disappoint in this regard. It was commissioned by the MPA to improve the MPS response to the increasing and competing demands for police assistance. Its recommendations go to the very heart of the service that the MPS provides to its customers. Public satisfaction with the Met is relatively high but this Review’s recommendations aim to increase it further still.
5. This Best Value Review has examined the MPS response to demand from the customer’s perspective. Daily, frontline staff meet the public face-to-face. Sometimes they are frustrated about not being able to deliver the standards of service that people need and that they want to provide. This Review is designed to raise the status of front line staff and help them deliver a better quality of service to our customers.
6. The recommendations will transform the way the MPS delivers its services to the public by adopting a policing philosophy that is about ‘getting it right first time’. Resolving calls for assistance by ‘getting it right first time’ will improve public satisfaction with the MPS. It will also enhance efficiency, thereby making more police resources available to respond to demand.

### Principal Benefits

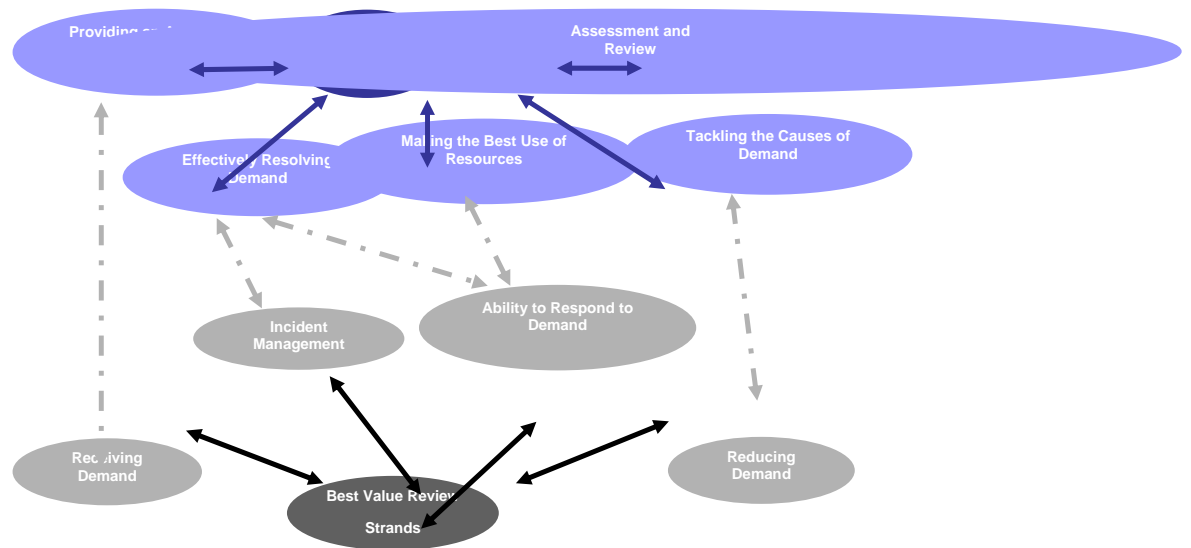
7. The recommendations resulting from this review are intended to ensure continuous improvement in the management of demand by the MPS having regard to economy, efficiency and effectiveness. The key benefits anticipated are:
  - Improving public reassurance by increasing the ease with which the public can access police services
  - Providing greater opportunities for the public to access police services
  - Reducing inappropriate 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.

### **Scope of the Review and methodology**

8. During the initial stage of the Review seven high-level activities that comprise managing demand were identified. These were receiving demand, decision making, matching supply, impact on ability to respond to demand, practices available to enable response, custody/ CJUs and demand reduction. The seven high level activities were then further broken down into forty-four lower level activities ranging from accessibility to partnerships.
9. Following a prioritisation exercise that took into account other ongoing work: costing information; performance information; policies; perceived public prioritisation; impact/interest of external and internal stakeholders, the organisational critical lower level activities were identified, which were then grouped under strands. As a result of this analysis, it was agreed by the Review Project Board that the scope of the Review would comprise four strands:
  - Received demand
  - Ability to respond to demand
  - Incident management
  - Reducing demand
10. An MPS Demand Resolution Strategy has been developed in parallel with the Best Value Review. By its nature the Strategy must encompass a far broader range of activities than those scrutinised in detail by the Managing Demand Best Value Review. The Strategy itself has five strands:
  - Providing an accessible service
  - Resolving demand effectively
  - Making the best use of resources
  - Tackling the causes of demand
  - Assessment and review

11. The Review themes link directly to the strands of the Strategy therefore the report has been structured under its five headings.



12. Consultation took place in two phases: the first phase sought to identify the present position and the second to obtain the views from internal and external stakeholders about the recommendations. Comparison was undertaken against the best performing police services, public and private sector organisations including the Automobile Association, British Petroleum and British Airways. An Independent Challenge Panel was established to provide a robust challenge and to inject 'blue sky' thinking. The potential for competition and alternative forms of service delivery was also assessed. Diversity was considered throughout the review and the Commission for Racial Equality and Greater London Action for the Disabled were individually consulted about the recommendations.

## Vision for the future

<b>Vision</b>	<b>To be an accessible organisation that is responsive to the public's needs and which provides a range of channels through which police services can be accessed.</b>	<b>Related programmes:</b> <ul style="list-style-type: none"> <li>• C3i</li> <li>• E policing strategic framework</li> <li>• Operational Policing Measure</li> </ul>
<b>Providing an Accessible Service</b>	<p><b>Where we are now</b></p> <ul style="list-style-type: none"> <li>• HMI identifies that the police service has often not kept pace with the best practise in customer interfaces.</li> <li>• The number of front counters open has reduced: 70 police stations are open 24 hours, 26 operate restricted hours 7 days a week and 45 operate both restricted hours and days.</li> <li>• Satisfaction in front counter services has declined - 1 in 7 did not receive such a helpful response.</li> <li>• 17% of callers to front counters wait between 30 minutes to over one hour</li> <li>• The MPS web site offers a wide variety of information but offers little transaction capability other than minor on line crime reporting via the Police Information Technology Organisation portal.</li> <li>• In 2001 – 2002 the MPS received almost 6.5 million non-emergency calls. Consultation identified dissatisfaction with this service. Callers being transferred many times before reaching some one able to help them was considered unacceptable</li> </ul>	<p><b>Key initiatives to achieve our vision</b></p> <ul style="list-style-type: none"> <li>• Improve the operation and management of front counter services by: <ul style="list-style-type: none"> <li>○ making clear accountability for the function</li> <li>○ developing performance indicators to measure satisfaction and waiting times</li> <li>○ more effective queue management through the use of triage/information point</li> <li>○ introducing of self reporting forms</li> <li>○ greater use of volunteers to support front counter staff</li> <li>○ providing Internet access and dedicated telephone access to telephone reporting bureau</li> </ul> </li> <li>• Making use of mobile police stations, police shops, one-stop shops and other partnership arrangements to enhance face to face service delivery to the heart of communities</li> <li>• Introducing of a centralised help desk function to resolve customer demands and provide information, not requiring deployment, at the earliest point of contact.</li> <li>• Increasing the range of police services available via the MPS Internet site</li> <li>• Through the e- policing strategic framework identifying how technology can improve the delivery of information and police services.</li> </ul>

<b>Vision</b>	<b>To improve the quality of response to incidents through the use of more experienced staff and stricter call grading criteria.</b>	<b>Related programmes:</b> <ul style="list-style-type: none"> <li>• People Strategy</li> <li>• Special Priority Payments</li> <li>• Police Reform</li> <li>• C3i</li> </ul>
---------------	--	---

<b>Effectively Resolving Demand</b>	<p><b>Where are we now</b></p> <ul style="list-style-type: none"> <li>• 2.5 million emergency calls were received in 2001 - 02.</li> <li>• 30% were graded as requiring an immediate response. The national average was 22% with the best metropolitan force, West Midlands Police grading 19% of its calls requiring an emergency response.</li> <li>• 25% (£0.5 billion) of the MPS budget is spent on response policing functions (MPS Finance Unit).</li> <li>• Response teams tend to comprise the least experienced staff in service, which are led by newly promoted sergeants.</li> <li>• Most probationers are on response teams. At Kensington and Chelsea 48% of response team officers are in their first 2 years of service (i.e. probationary officers).</li> <li>• Response teams tend to be the place in which the least experienced officers are deployed. At Kensington and Chelsea 84% of response teams had less than 4 years service.</li> <li>• 41% of sergeants in the MPS have 0-4 years service. On BOCU this figure is 50%. On response teams the percentage increases to 61%. The ratio of sergeants to constables in the MPS is 1 to 5.6. On response team this is much higher. (Hackney 1:7.8 and Lewisham 1:11.3)</li> <li>• The ratio of sergeants to constables in the MPS is 1 to 5.6. On response team this is much higher. (Hackney 1:7.8 and Lewisham 1:11.3)</li> <li>• Most patrols are double-crewed when many incidents only justify the deployment of one officer.</li> </ul>	<p><b>Key initiatives to achieve our vision</b></p> <ul style="list-style-type: none"> <li>• Developing a new call grading and deployment standard based on stricter criteria to ensure a more efficient and effective response to demand.</li> <li>• Recognising the vital role of response teams and increasing the level of experience in the function</li> <li>• Defining the primary role of response teams as dealing with fast time ongoing incidents.</li> <li>• Using average response times to provide a better measure of overall performance. Deployment protocols will reduce the number of units deployed to incidents.</li> <li>• Making the response team a specialist post. (Reducing their size and deploying a greater number of personnel into problem solving roles to tackle the causes of demand.)</li> <li>• Changing the norm that all probationers and newly promoted sergeants are posted to response teams.</li> <li>• Rewarding personnel employed on response teams thereby encouraging suitable staff to retain their experience in this role.</li> <li>• Increasing the level of response team supervision. Particularly ensuring effective front line leadership and supervision when there are large numbers of inexperienced constables.</li> <li>• Introduce a single-crewing policy providing a risk assessment framework to increase the number of single officer deployments to s calls.</li> </ul>
-------------------------------------	--	--

Vision	<p><b>To make better use of existing resources to respond to demand.</b></p>	<p><b>Related programmes:</b></p> <ul style="list-style-type: none"> <li>• People strategy</li> <li>• Retention strategy</li> <li>• Devolved budgets</li> </ul>
Making the Best Use of Resources	<p><b>Where are we now</b></p> <ul style="list-style-type: none"> <li>• Although skills frequently exist on BOCU they are not always deployed on response teams</li> <li>• There are numerous shift patterns in operation across the MPS many not linked to demand</li> <li>• The number of Special Constables is declining currently 690 against a target of 1290</li> <li>• Special Constables work an average of 27 hours per month. Those BOCUs that have service level agreements with their Special Constables get the greatest commitment.</li> </ul>	<p><b>Key initiatives to achieve our vision</b></p> <ul style="list-style-type: none"> <li>• Matching resources to demand through: <ul style="list-style-type: none"> <li>○ A systematic approach to succession planning to retain the skills needed to respond to demand</li> <li>○ Adopting a demand led MPS shift framework</li> <li>○ Better use of Special Constables by: <ul style="list-style-type: none"> <li>○ Active recruitment of Special Constables and the introduction of agreements on when they will be available for duty.</li> </ul> </li> </ul> </li> </ul>
Vision	<p><b>To shape public expectations about the level of service they can reasonably expect from the MPS</b></p>	<p><b>Related programmes</b></p> <ul style="list-style-type: none"> <li>• Internal Communications Strategy</li> <li>• MPA/MPS Consultation Strategy</li> </ul>
Tackling the Causes of Demand	<p><b>Where are we now</b></p> <ul style="list-style-type: none"> <li>• Various reports about policing highlight the importance of shaping the expectations of the public about what the service can realistically deliver.</li> <li>• These reports suggest that public expectations can be influenced through persuasive and reassuring communications strategies. Further that the police are more likely to influence public views of, and demand for, policing if the police have a strong working relationship with the public.</li> <li>• The weaknesses of the present MPS position are: <ul style="list-style-type: none"> <li>• Falling public satisfaction levels.</li> <li>• Responsibilities for shaping public expectations are not clearly defined.</li> <li>• Improved accessibility could potentially increase demand for police services.</li> </ul> </li> </ul>	<p><b>Key initiatives to achieve our vision</b></p> <ul style="list-style-type: none"> <li>• Shaping public expectations requires a communications strategy that: <ul style="list-style-type: none"> <li>• Improves public understanding about the responsibilities and role of the police thereby reducing inappropriate demand on the Service;</li> <li>• Emphasises the important role every member of the MPS plays in shaping the expectations of the public</li> </ul> </li> </ul>



<b>Vision</b>	<b>The development of performance indicators that are customer focused, employee related and cover the financial and operational aspects of the activities.</b>	<b>Related programmes</b> <ul style="list-style-type: none"> <li>• Police Performance Assessment Framework</li> </ul>
<b>Assessment and Review</b>	<b>Where are we now</b> <ul style="list-style-type: none"> <li>• Emphasis on quantitative performance management e.g. Judicial Disposals.</li> <li>• No information about certain types of demand e.g. front counters</li> <li>• Little measurement of outputs and/or outcomes.</li> <li>• Having to meet a large number of performance indicators some of which conflict.</li> <li>• Tension between national, force and local priorities</li> </ul>	<b>Key initiatives to achieve our vision</b> <ul style="list-style-type: none"> <li>• Developing performance measures that assess the extent to which incidents are being responded to and resolved satisfactorily.</li> <li>• Examining the range and distribution of actual performance rather than focusing solely on binary pass/fail targets.</li> <li>• Improving the response time to incidents by reducing the average response time rather than achieving an absolute target.</li> </ul>

13. The following section provides a description of how the MPS currently manages key aspects of demand and sets these against a vision for the future that would be achieved if all the Review's recommendations were implemented. Underlying these recommendations and the Demand Resolution and Management Strategy is the aim of improving public satisfaction with the MPS response to demands on its service. In essence this is the 'what' but perhaps more important is the 'how'. This will be achieved by 'getting it right first time, every time'. 'Getting it right first time' will improve public confidence, satisfaction with the service and enhance the operational capacity of the MPS to respond to demand.

## Recommendations

14. The Review found that the service received by callers at front counters is frequently variable. The service received by callers has not always been viewed as helpful and often involves long periods of queuing. Most Boroughs have at least one police station open 24 hours a day and others operate restricted hours and days. Although there is a strong public desire for front counters to be open at all times, actual usage and need does not necessarily justify this as the most effective use of resources. The review team suggests that effort would be better focused on making improvements to the quality of service provided by existing counters services whilst enhancing other channels of delivery. **The Review proposes to improve customer satisfaction by better matching front counter services (e.g. opening hours, self-reporting forms, internet and telephone access and triage) to demand. (Recommendation 1.)** The enhancement of existing front counters provides a short term solution to enhancing customer service. In the medium term other access channels will be developed as outlined in recommendations 2 and 3, supported by recommendation 4, enabling customers to access MPS services without having to attend a police station and for their policing needs to be resolved at a time convenient to them and through their channel of choice.
15. One-stop shops, mobile police stations and the provision of front counter services away from police premises e.g. in shopping centres, both increases accessibility and brings police services to the community, thereby enhancing visibility. Whilst

the review found many local initiatives, there is little systematic use of one-stop shops, police shops or mobile police stations. **The review proposes to increase public satisfaction, achieve greater accessibility and identify opportunities for joining up access to partners by assessing the potential value of one-stop shops, police shops and mobile police stations. (Recommendation 2.)**

The recommendation proposes to evaluate how one-stop shops, police shops and mobile police stations could deliver increased accessibility, recognising the need to balance this against actual demand and usage. An essential part of the pilot will be to identify and evaluate how police services can be integrated with those of partners. This would allow a more holistic service to customers and provide opportunities for funding. In the longer term these proposals would enable the appropriateness of the existing police estate to be reconfigured. Many police stations are poorly located, have insufficient capacity to cope with additional police numbers yet occupy commercially attractive sites. A more effective approach to the police estate may be to relocate to purpose built sites separating operational bases from front counter services. These could be provided in one-stop shops, police shops and mobile police stations.

16. The Review identified potential to enhance customer service by improving the way non-emergency calls are dealt with. Callers are frequently passed between extensions, referred to answer machines or their enquiries unresolved. The review team suggests that adoption of the concept of a telephone help desk could potentially provide members of the public with a user friendly and organisationally effective and efficient way of providing access to information and services. The vision of the help desk is a function that will provide a first point of access to MPS services, resolving customer enquiries without the need for deployment or referral to other parts of the organisation. Such a service would be a key part of a multi-channelled approach to access to services and information that places the customer at the heart of service delivery. It will complement information and services provided by the Internet and one-stop shops/mobile police stations. **The review proposes to improve the resolution of non-emergency calls by developing a 'help desk' function that in the short term enhances BOCU's abilities to respond to enquiries, in the medium term to build on the capability of C3i and the frequently asked database and in the long term to establish a fully functioning contact centre. (Recommendation 3.)** The review team believes that there is enormous potential to join up an MPS help desk function with that for other public services in London. Often public needs cut across service boundaries whether in terms of function or geography. The Review's vision is a joint gateway into London services that takes the responsibility for finding the right organisation to deal with a problem away from an individual member of the public. Potential exists to provide a joint service, whether actually using shared facilities or virtually using integrated communications technology.
17. Consultation identified support among the public and with the government for a single non-emergency number. The ability of the public to contact the MPS easily would be greatly improved with the introduction of a single non-emergency number for Londoners. Such a number would simplify promotion, save on advertising costs and avoid the need to constantly promote local numbers. As part of the Police Reform proposals a pilot for a national non-emergency number is to commence later this year involving three forces. Under the proposals a national number would operate through a number of regionally located centres covering several force areas. **The Review proposes to improve accessibility by considering the introduction of a single non-emergency number at the**

**earliest opportunity subject to the results of the national pilot and implementation of the C3i Programme. (Recommendation 4.)** C3i will radically change the way the MPS deals with non-emergency calls therefore any move to a single non-emergency number should follow its implementation and be fully informed by the results of the national pilot.

18. Although information rich and providing a link to the national minor crime reporting portal, few police services are available on the MPS Internet site. Enhancing the site by providing a greater range of on-line police services and information provides a significant opportunity to increase accessibility in a cost-effective manner. An effective on-line presence will enable core police services to be delivered remotely, improving performance and making dealing with the police more convenient and user friendly. Although not everyone will have access to the Internet or choose to use it there is clearly willingness by many sections of the public to access services electronically. **The Review proposes to improve access to the MPS website, to increase the range of services available on-line and to actively promote usage. (Recommendation 5.)** The recommendation proposes to assess the take up, costs and benefits through a trial in which additional services are made available via the MPS Internet site. This trial will also be informed by the work currently underway in Avon and Somerset and Northumbria to develop the transactional capability of their sites as part of an Invest to Save Initiative.
19. **The Review proposes to define the roles and responsibilities of response teams, setting and maintaining their target staffing levels to better match available BOCU resources to local demand. (Recommendation 6.)** The roles and responsibilities of response teams should be linked explicitly to the corporate-policing plans and local partnership strategies. Once the role and responsibilities of a response team have been determined, it should be possible to set their optimum size to meet operational demand. For example a certain number of trained officers will be required to drive response vehicles. The review team suggest that posts released from response teams could be re-deployed into pro-active policing. By reducing the size of response teams, it may be possible to decrease gradually the number of probationers needed to sustain staffing levels. By taking these steps, the review team believes that the experience levels of response teams can be significantly increased and, as a consequence, the quality of the service provided by the MPS to the public enhanced.
20. Public satisfaction levels are falling. The numbers of experienced officers on response teams are declining as the number of young in-service officers grows. Yet seasoned police officers are more likely to 'get things right first time', thereby satisfying customers, than inexperienced staff. Larger numbers of experienced personnel therefore need to be retained in the response function. Experienced staff will be encouraged to stay in post if the status of response policing is raised. (This links with Recommendation 6) A rewards package (financial and non-financial) for staff would act as an incentive. The Special Priority Payments scheme may, therefore, influence the choice of post for some officers. But family friendly shift patterns (see Recommendation 9) also have great potential to encourage experienced staff to remain in the response role. **The Review proposes to improve quality of service by increasing the ratio of experienced staff to probationers on response teams. (Recommendation 7.)**
21. Enhanced supervision increases the potential to resolve incidents 'right first time'. The basis for an MPS model is the Operational Supervision Model developed by

the Anti Bureaucracy Task Force (Home Office 2002) using the National Competency Framework. This defines a requirement for intrusive supervision that, first, ensures that staff deal with incidents properly and second, that, they are available to deal with any problem in the field. Strategically BOCUs will in any event have to determine minimum standards of response team supervision linking with the new operating environment under C3i, including number, skills and experience of sergeants. **The Review proposes to improve the quality of front line leadership by setting and implementing MPS standards of patrol supervision. (Recommendation 8.)**

22. Efficient use of resources requires staff availability to be aligned with patterns of demand. Various shift patterns exist across the MPS but many have no correlation with demand. The review team suggests that a methodology is required to enable local and corporate managers to assess the efficiency of existing and potential BOCU shift patterns. Managers would then be better informed about whether a shift pattern is meeting local needs. These needs change over time and the methodology would enable managers to periodically review the efficiency of shift patterns. **The Review proposes to optimise the availability of resources to meet demand by developing a methodology to assess the efficiency of BOCU shift patterns. (Recommendation 9.)** The review team suggests that application of the methodology will identify a set of MPS shift patterns that achieve the best match of resources to demand. These patterns will be best practice that can be applied as a default. In the long term this may result in a convergence of patterns thereby assisting family friendly working across the MPS.
23. Current performance measures set an 80% target to attend 'I' (immediate) calls within 12 minutes. Currently, the MPS is failing to meet this target but on average will attend such calls in 13.8 minutes. The focus on speed of response in all likelihood contributed to the 1400 police collisions that occurred whilst responding to immediate calls. The Review suggests that there is an opportunity to move away from pass/fail targets based on speed of response, but instead concentrate on an average response time and quality of service provided by the response. This would allow the MPS to focus on reducing the average response time in an appropriate way that does not compromise safety and which takes account of different travelling distances encountered across the MPS. Reducing the average time it takes for an MPS unit to attend I calls in this way would improve the quality of service provided to Londoners. This would compliment Best Value Performance Indicators that measure public satisfaction with the response. **The Review proposes to deliver a reduction in the average time taken to attend incidents by introducing new call grading and deployment protocols. (Recommendation 10.)**
24. A single-crewed patrol increases the number of units available to attend incidents and promotes greater visibility. It is clear that not every unit can be single-crewed; equally it is the case that not every patrol needs to be double-crewed. A robust risk assessment process is required to decide whether it is appropriate to single or double-crew a patrol. **The Review proposes to improve the availability of resources to meet demand by introducing an MPS effective crewing policy that increases the number of single officer patrols. (Recommendation 11.)**
25. Initial training should include the theoretical parts of the basic driving test. Following local assessment probationers could then be deployed on mobile patrols immediately after completing their street duties courses. The Review also

suggests that a proportion of probationers should also be trained to Level 2 public order standard in order to provide a more flexible use of resources. The proposal is not to increase the number of public order trained officers but to enlarge the pool from which they are taken by enabling BOCUs to select suitable probationers for training. **The Review proposes to enlarge the pool of staff available to BOCUs to meet demand by providing all recruits with basic driving training and selected probationers with Level 2 public order training. (Recommendation 12.)** Training some officers to public order Level 2 standard would enable probationers to be used to undertake public order duties, thereby enabling BOCUs to retain experienced staff to meet local demand.

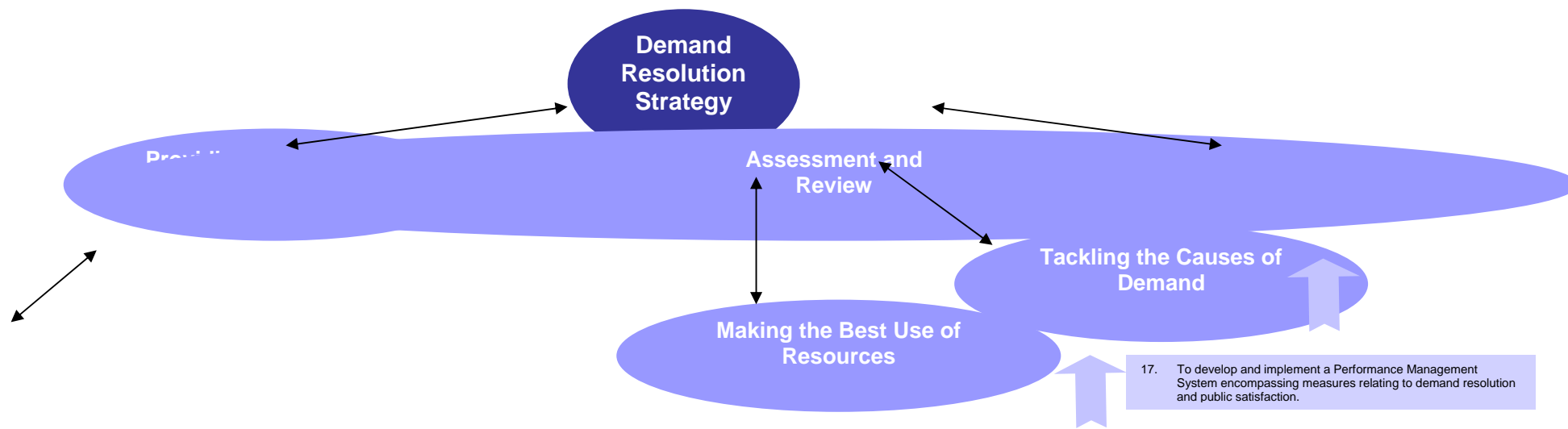
26. The MPS must retain an effective capacity to promptly respond to requests for help or assistance from members of the public. Sufficient skilled officers must be available on BOCU Response Teams to meet this corporate need. Better succession planning is required to ensure that sufficient skills are available on response teams and that maximum value is obtained from courses. The needs of the business must override the needs of an individual. The proposal adopts best practice from some BOCUs who already use Local Postings' Panels to make informed decisions about whom, where and importantly when a member of staff will be transferred. **The Review proposes to optimise the deployment of staff by implementing a systematic approach to retaining skills on operational teams. (Recommendation 13.)**
27. The contribution of members of the Metropolitan Special Constabulary (MSC) is tangible evidence of communities' support for the MPS. In particular the proportion of members from a VEM background is much higher than for regular officers. The Review recognises the valuable contribution the Special Constabulary makes to the MPS and seeks to increase the numbers of Special Constables and their output to help meet organisational need. **The Review proposes to increase membership of the Metropolitan Special Constabulary to 1000 officers by offering the inducement of free rail travel and to improve their availability at the time of greatest demand by the introduction of service level agreements. (Recommendation 14.)** This would put MSC officers on a par with their British Transport Police counterparts and provide the same travel concessions available to regular MPS officers. Linked to service level agreements this has the potential to reverse the downward trend in membership and increase their contribution to meeting demand.
28. The MPS simply cannot respond to every call for its services in the way that every person making a demand would want. A marketing communications strategy should improve public understanding about the responsibilities and role of the police, thereby reducing inappropriate demand on the MPS. It will also enable the MPS to absorb any additional demand generated by improving accessibility. The strategy should honestly set out the standards of service that the public can expect from the MPS. **The Review proposes to develop a marketing communications strategy that informs the public about the standard of service that can reasonably be provided by the MPS. (Recommendation 15.)**
29. The MPS has not collaborated with the other emergency services regarding publicity campaigns to reduce the number of 999 calls. Collaboration offers the opportunity to send consistent messages from the emergency services in London. Moreover publicity can be sustained over a longer period, greater impact will be achieved and this will create better chances of a successful outcome. **The Review proposes that the MPS collaborate with other**

**emergency services on publicity campaigns to reduce inappropriate 999 emergency calls. (Recommendation 16.)**

30. MPS performance in relation to demand management and resolution should be consistently assessed and reviewed. The key performance indicators must be customer focused, employee related and cover financial and operational aspects of the activities. The indicators must be in line with the Home Office Best Value Performance Indicators, the National Policing Plan and the Public Attitude Survey. Inputs, outputs and outcomes must form the suite of performance measures. **The Review proposes to develop and implement a Performance Management System encompassing measures relating to demand resolution and public satisfaction. (Recommendation 17.)**

**Implementation arrangements**

31. The Review has considered the practicability of its emerging recommendations and improvement plan from an early stage. A full implementation plan will be produced after the Review's recommendations have been considered by the MPA.
32. A project team to develop a new structure for managing operational activity on BOCUs post C3i will include responsibility for implementing the recommendations of the Managing Demand Best Value Review. The development of the Centralised Telephone Investigation Bureau (CTIB), proposed by the Crime Management Best Value Review, will also be a key strand of the project.
33. Two members of the Managing Demand Review Team will join this Borough Operations Project thus providing a clear line of continuity and ownership for implementing the recommendations.



- Effectively Resolving Demand**
1. Improve customer satisfaction by better matching front counter services (e.g. opening hours, self-reporting forms, internet and telephone access and triage) to demand
  2. Increasing public satisfaction, achieving better accessibility and identifying opportunities for joining our partners by assessing the potential value of one-stop shops, police shops and mobile police stations.
  3. To improve the resolution of non-emergency calls by developing a 'help desk' function that in the short term enhances BOCU's abilities to respond to enquiries, in the medium term to build on the capability of C3i and the frequently asked database and in the long term to establish a fully functioning contact centre.
  4. To improve accessibility by considering the introduction of a single non-emergency number at the earliest opportunity subject to the results of the national pilot and implementation of the C3i.
  5. Define the roles and responsibilities of response teams, setting and maintaining their target staffing levels to better match available BOCU resources to local demand.
  6. To improve quality of service by increasing the ratio of experienced staff to probationers on response teams.
  7. To improve the quality of front line leadership by setting and implementing MPS standards of patrol supervision.
  8. To optimise the availability of resources to meet demand by developing a methodology to assess the efficiency of BOCU shift patterns.
  9. To deliver a reduction in the average time taken to attend incidents by

15. To develop a marketing communications strategy that informs the public about the standard of service that can reasonably be provided by the MPS.
16. That the MPS collaborates with other emergency services on publicity campaigns to reduce inappropriate 999 emergency calls.
12. To enlarge the pool of staff available to BOCUs to meet demand by providing all recruits with basic driving training and selected probationers with Level 2 public order training.
13. Optimising the deployment of staff by implementing a systematic approach to retaining skills on operational teams.

**Links between Review Recommendations and Demand Resolution Strategy**





## CONTENTS

---

Vision .....	VI
<b>1. INTRODUCTION.....</b>	<b>2</b>
<b>2. DESCRIPTION OF SERVICE UNDER REVIEW.....</b>	<b>3</b>
<b>3. DESCRIPTION OF THE AREAS SELECTED FOR DETAILED REVIEW WITH RATIONALE .....</b>	<b>4</b>
<b>4. DESCRIPTION OF THE PROCESS OF THE REVIEW .....</b>	<b>10</b>
4.1 Management of the Review.....	10
4.2 Consultation .....	11
4.3 Comparison .....	11
4.4 Challenge .....	12
4.5 Competition .....	12
4.6 Diversity .....	12
<b>5. ACCESSIBILITY - FINDINGS .....</b>	<b>14</b>
5.1 Consultation .....	14
5.2 Comparison .....	17
5.3 Challenge .....	21
5.4 Competition .....	22
<b>6. ACCESSIBILITY - CONCLUSIONS AND RECOMMENDATIONS.....</b>	<b>23</b>
6.1 Front counter services.....	23
6.2 Recommendation 1 - Improve customer satisfaction by better matching front counter services (e.g. opening hours, self- reporting forms, internet and telephone access and triage) to demand. ....	26
6.3 Sharing facilities - One-stop shops, police shops and mobile police stations.....	27
6.4 Recommendation 2 - Increasing public satisfaction, achieving greater accessibility and identifying opportunities for joining up access to partners by assessing the potential value of one-stop shops, police shops and mobile police stations.....	29
6.5 Public access to information and services – help desk .....	29
6.6 Recommendation 3 - To improve the resolution of non-emergency calls by developing a 'help desk' function that in the short term enhances BOCU's abilities to respond to enquiries, in the medium term to build on the capability of C3i and the frequently asked database and in the long term to establish a fully functioning contact centre.....	31
6.7 Public access to information and services - single MPS non-emergency number .....	32
6.8 Recommendation 4 - To improve accessibility by considering the introduction of a single non-emergency number at the earliest	

opportunity subject to the results of the national pilot and implementation of the C3i Programme.....	32
6.9 Internet access .....	32
6.10 Recommendation 5 – Improve access to the MPS website, to increase the range of services available on-line and to actively promote usage.	34
<b>7. EFFECTIVELY RESOLVING DEMAND .....</b>	<b>35</b>
7.1 Consultation .....	35
7.2 Comparison .....	36
7.3 Challenge .....	44
7.4 Competition .....	45
<b>8. EFFECTIVELY RESOLVING DEMAND - CONCLUSIONS AND RECOMMENDATIONS .....</b>	<b>46</b>
8.1 The roles and responsibilities of response teams .....	46
8.2 Recommendation 6 – Define the roles and responsibilities of response teams, setting and maintaining their target-staffing levels to better match available BOCU resources to local demand.....	47
8.3 The status of response policing .....	47
8.4 Recommendation 7 – To improve quality of service by increasing the ratio of experienced staff to probationers on response teams. ....	48
8.5 Leadership and management .....	48
8.6 Recommendation 8 – To improve the quality of front line leadership by setting and implementing MPS standards of patrol supervision.....	49
8.7 Shift Patterns.....	49
8.8 Recommendation 9 – To optimise the availability of resources to meet demand by developing a methodology to assess the efficiency of BOCU shift patterns.....	50
8.9 Call grading and response times.....	51
8.10 Recommendation 10 – To deliver a reduction in the average time taken to attend incidents by introducing new call grading and deployment protocols. ....	52
8.11 Deployment – crew size.....	52
8.12 Recommendation 11 – To improve the availability of resources to meet demand by introducing an MPS effective crewing policy that increases the number of single officer patrols. ....	53
<b>9. MAKING BEST USE OF RESOURCES - FINDINGS .....</b>	<b>54</b>
9.1 Consultation .....	54
9.2 Comparison .....	55
9.3 Challenge .....	60
9.4 Competition .....	60
<b>10. MAKING BEST USE OF RESOURCES - CONCLUSIONS AND RECOMMENDATIONS.....</b>	<b>61</b>

10.1 Skill Shortage and Retention .....	61
10.2 Recommendation 12 - To enlarge the pool of staff available to BOCUs to meet demand by providing all recruits with basic driving training and selected probationers with Level 2 public order training. ....	61
10.3 Abstractions .....	62
10.4 Recommendation 13 – Optimising the deployment of staff by implementing a systematic approach to retaining skills on operational teams. ....	62
10.5 Special Constabulary .....	63
10.6 Recommendation 14 – To increase membership of the Metropolitan Special Constabulary to 1000 officers by offering the inducement of free rail travel and to improve their availability at the time of greatest demand by the introduction of service level agreements. ....	63
<b>11. TACKLING THE CAUSES OF DEMAND.....</b>	<b>65</b>
11.1 Shaping Public Expectations .....	65
11.2 Conclusions and Recommendations .....	67
11.3 Recommendation 15 - To develop a marketing communications strategy that informs the public about the standard of service that can reasonably be provided by the MPS. ....	67
11.4 Recommendation 16 - That the MPS collaborates with other emergency services on publicity campaigns to reduce inappropriate 999 emergency calls by. ....	68
<b>12. ASSESSMENT AND REVIEW .....</b>	<b>69</b>
12.1 Consultation .....	69
12.2 Comparison.....	69
12.3 Challenge.....	69
12.4 Competition.....	70
12.5 Recommendation 17 - To develop and implement a Performance Management System encompassing measures relating to demand resolution and public satisfaction. ....	70
<b>13. OVERVIEW OF RECOMMENDATIONS .....</b>	<b>71</b>
<b>14. IMPROVEMENT PLANS .....</b>	<b>73</b>
<b>15. ARRANGEMENTS FOR IMPLEMENTATION .....</b>	<b>95</b>
<b>16. STRATEGIC VISION .....</b>	<b>96</b>



## 1. INTRODUCTION

---

The Best Value process was devised to enable authorities to examine the way they do business and consider new ways of delivering services. Its methodology goes far beyond that used in standard management reviews. One should therefore expect a Best Value Review to make radical proposals that have far reaching implications.

The Managing Demand Best Value Review will not disappoint in this regard. Its recommendations go to the very heart of the service that the MPS provides to its customers. Public satisfaction is relatively high but this Review's recommendations aim to take it to much higher levels.

This Best Value Review has examined the MPS response to demand from the customer's perspective. Daily frontline staff meet the public face-to-face. Sometimes they are frustrated about not being able to deliver the standards of service that people need and that they want to provide. This Review is designed to raise the status of front line staff and help them deliver a better quality of service to our customers.

The recommendations will transform the way the MPS delivers its services to the public by adopting a policing philosophy that is about 'Getting it right first time'. Resolving calls for assistance by 'getting it right first time' will improve public satisfaction with the MPS. It will also enhance efficiency thereby making more police resources available to respond to demand.

The Review fully compliments the MPS C3i Programme and provides a convincing case that rather than being a threat, a demand is actually an opportunity to provide a service that satisfies Londoners. The outcomes go far beyond the HMIC recommendation of 2001 that called for the MPS to develop a demand management strategy based on existing good practice.

One key Review product is an MPS Demand Resolution Strategy. This embraces a wider range of activities than the Best Value Review but is also aimed at 'getting it right first time'.

The real challenge is turning the recommendations into reality. This Best Value Review will not have been a success unless Londoners feel that the service they receive from the MPS has improved.

## 2. DESCRIPTION OF SERVICE UNDER REVIEW

---

This chapter provides the background to the Managing Demand Best Value Review. It sets out the definition of demand used throughout the Review and development of the Demand Resolution and Management Strategy.

Prior to the existence of the MPA, 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. However, it was subsequently decided that the reviews would be phased, Managing Demand first and Managing Operational Policing second.

The 2001 HMIC Inspection Report on the MPS added a further strategic imperative to the timing of the review. HMIC 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”. The Best Value Review of Managing Demand therefore, provided a timely opportunity to produce a corporate strategy defining how the MPS can most effectively and efficiently reconcile the many competing demands.

The scope and focus of the Review was developed with stakeholders including the Managing Demand Strategic Committee to capture areas with the most pressing need for improvement.

This is the final report of the Managing Demand Best Value Review.

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).

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 deriving from more effective demand management are:

- Improved public reassurance by increasing the ease with which the public can access police services
- Providing greater opportunities for the public to access police services
- Reducing inappropriate 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.

### 3. DESCRIPTION OF THE AREAS SELECTED FOR DETAILED REVIEW WITH RATIONALE

---

This chapter explains the rationale underpinning the choice of demand activities selected for 'narrow and deep' scrutiny. The Demand Resolution and Management Strategy is then outlined and the links between its strands and the themes of the Best Value Review explained.

The potential scope of the Best Value Review into Managing Demand and Planned Operational Policing was very broad. It was therefore crucial to identify correctly the 'narrow and deep' areas of research on which the review team should concentrate.

In May 2002 the Consultancy Group in conjunction with the then members of the Review team identified seven high-level activities that comprise managing demand.

These were:

- Received demand
- Decision making
- Matching supply
- Impact on ability to respond to demand
- Practices available to enable response
- Custody and CJUs
- Demand reduction.

The seven high level activities were then further broken down into 44 lower level activities ranging from accessibility to partnerships.

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

The initial 'broad but shallow' research prioritised areas identified by the review team with the greatest potential impact in terms of managing demand. Close liaison was maintained with the C3i Programme Team to avoid overlapping work. Other stakeholders (e.g. staff developing elements of the Policing Model) were also consulted to prevent the Review covering old ground.

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

On 15 July 2002 members of the review team, an MPA Best Value Officer and 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.

The scope of the Best Value Review was determined on the basis of the highest activity scores. The original lower level activities were then grouped together into four strands recognising the clear synergy between them.

	<b>Review strand</b>	<b>Demand activities (lower level)</b>	<b>Outcome of Best Value Review</b>
1.	Receiving demand	<p>Opening hours of stations</p> <p>Internet</p> <p>Sharing facilities – one-stop shops</p> <p>Public access to information/services</p>	<p>Section 5 and 6 considers how the problem of extending station opening hours can be overcome by enhancing the range of channels through which the public can access police services i.e. through the internet, mobile police stations, one-stop shops etc (Recommendations 2, 4 and 5).</p> <p>As above (Recommendation 5).</p> <p>As above (Recommendation 2).</p> <p>6.5 considers how customers could be provided with better information about and access to police services through a centralised help desk (Recommendation 3). This links to consideration of a single non-emergency number (Recommendation 4).</p>
2.	Ability to respond to demand	<p>Abstractions – aid, recuperative duties, squads, vacancies</p> <p>Officer/civilian positions</p> <p>Response and Sector Team size</p> <p>Shift patterns</p> <p>Skills shortage and retention</p>	<p>Aid abstractions were reviewed by District Audit (report Feb 03). However, the impact of aid abstractions on demand is considered in 10.1. This explores the potential for probationers to be trained in public order skills (Recommendation 12). Squads and vacancies are dealt with in 10.3 and suggests the need for succession planning (Recommendation 13). Recuperative duties were not examined as the issue was, at the time, part of an ill health review by the MPS Inspectorate reporting to the Deputy Commissioner.</p> <p>Not scrutinised because of a contemporaneous Accenture Review of civilianisation - Human Resources Directorate is now implementing the recommendations. How civil staff support operational policing is to be subject to a Service Improvement Programme Review of Staff Deployment.</p> <p>8.1 sets out the need to define response team roles, responsibilities and targeted staffing levels (Recommendation 6).</p> <p>8.7 considers the impact of differing shift patterns and suggests the need to explore the feasibility of an MPS pattern (Recommendation 9).</p> <p>8.3 examines skills and 10.3 assesses the impact of skills retention (Recommendations 7 and 13).</p>



	<b>Review strand</b>	<b>Demand activities (lower level)</b>	<b>Outcome of Best Value Review</b>
		Special Constabulary – availability and deployment	10.5 reviews the potential of the MSC and how it can be developed (Recommendation 14).
3.	Incident Management	<p>Call grading and response times</p> <p>Deployment – crew size – number of units</p> <p>Decision making – to act, arrest or be involved</p> <p>Leadership and management – availability and skills</p>	<p>8.9 considers present call grading protocols and response time performance and suggests new practice (Recommendation 10).</p> <p>8.9.1 and 8.9.2 examines the number of units sent to incidents and 8.11 considers safer crewing (Recommendations 10 and 11).</p> <p>Not specifically scrutinised because the Criminal Justice and Police Act 2001 enabling officers to issue fixed penalty notices for anti-social behaviour only became law on 1 August 2002. Evaluation of the pilot application in Croydon was not possible in the time scale of the BVR. The Home Office Anti Bureaucracy Task Force's street bail provision had also yet to be implemented. However, 8.3 and 8.5 consider the impact of high levels of inexperienced staff in the response function suggesting how changing the ratio can lead to a better chance of 'getting things right first time' (Recommendations 6 and 7).</p> <p>8.5 examines how the leadership and supervision of response teams could be enhanced (Recommendation 8).</p>

	Review strand	Demand activities (lower level)	Outcome of Best Value Review
		How incidents are dealt with including problem solving and partnerships	8.3 considered how the status of response policing links with the quality of response to incidents (Recommendation 7). 8.1 suggests how by defining the role and responsibility of response teams, posts could be released for pro-active work included problem solving to tackle the causes of demand (Recommendation 6). Problem solving was included as an enabling objective in the Demand Resolution and Management Strategy but not scrutinised as it forms part of the MPS Policing Model. A recent Accenture Review reported that the Operational Policing Model provides a framework for developing and driving integrated approaches to policing problems. However, while there was a very high level of support amongst staff the quantitative evidence to support the hypotheses and intuitive case for the model was limited. Given the recent introduction of the Operational Policing Model and Accenture Review the best value team has not analysed or made comment on the corporate process for problem solving. Training on the problem-solving strand of the policing model is being provided to BOCU's and should be complete by 2004. The review team suggest that further evaluation should await implementation.
		Licensing – involvement, charging potential	Not scrutinised because of the publication of a Government White Paper.
4	Reducing demand	Media campaigns Public education	11.1 considers how a marketing communications strategy could educate the public about the standards of service they can reasonably expect from the MPS (Recommendation 15).

On 25 September 2002 the Review Project Board approved the scope of the Best Value Review as defined by the Project Initiation Document. However, licensing was subsequently removed from the scope of the Review because of a Government White Paper proposing fundamental changes to the law and an Accenture Review examining the potential to recover costs.

On 16 October 2002 the MPA Planning, Performance and Review Committee approved the Project Initiation Document.

The application of a very strict definition of the scope could have resulted in activities where there is poor performance e.g. police station front counters not being scrutinised. Other lower level activities e.g. 'officer/civilian positions' already being examined by an Accenture Review, or the 'decision to act, arrest or be involved'

where Government initiatives are being implemented, would have been reviewed with little prospect of a significant return on the investment of limited time.

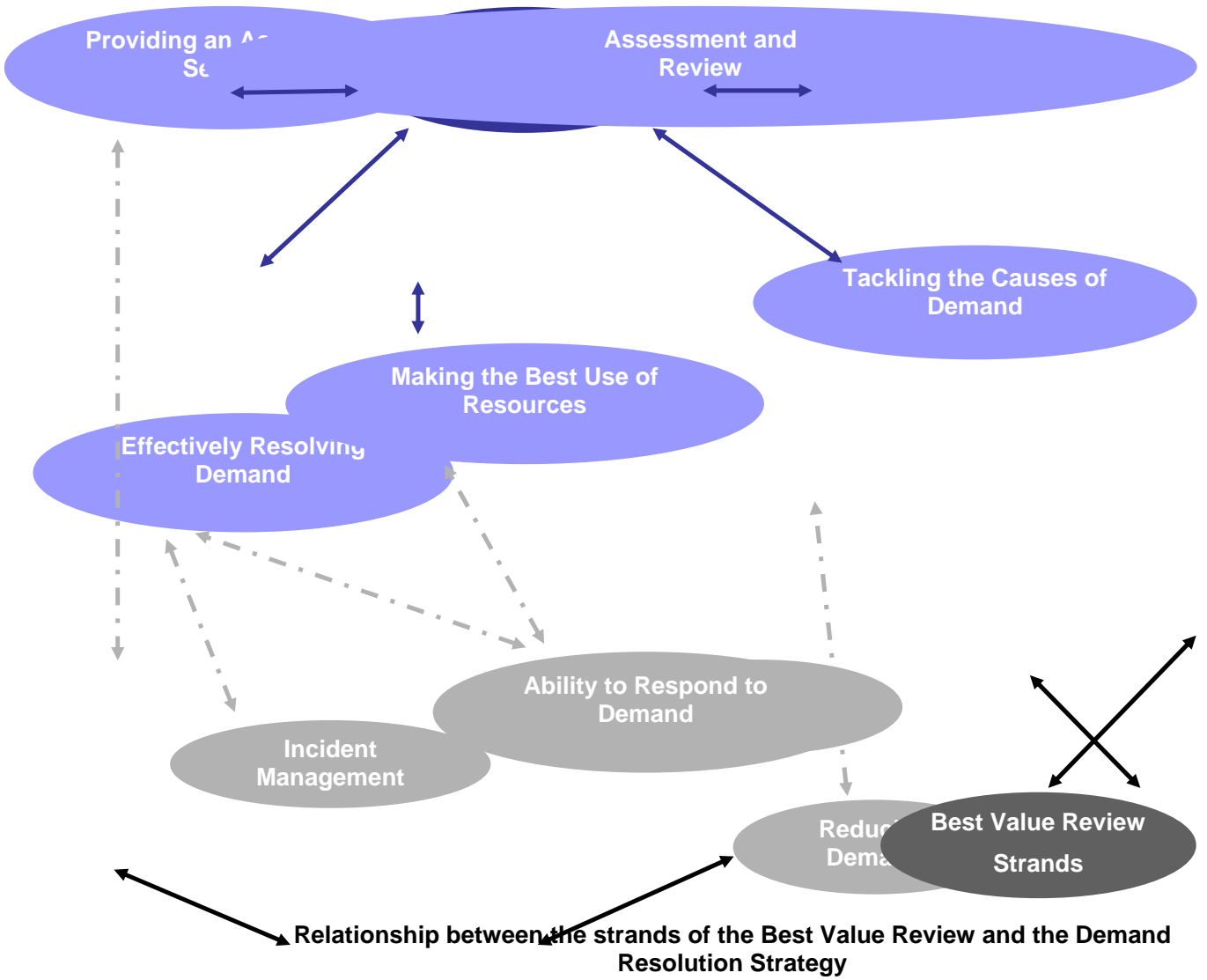
The review team therefore took a holistic view of the strands and their respective lower level demand activities producing cross-cutting recommendations. For example, the recommendation about succession planning links 'skills shortage and retention' together with 'abstractions - squads and vacancies'.

The Demand Resolution and Management Strategy has been developed in parallel with the Best Value Review. By its nature the Strategy must encompass a far broader range of activities than those scrutinised in detail by the Managing Demand Best Value Review.

The Strategy itself has five strands:

- Providing an accessible service
- Effectively resolving demand
- Making the best use of resources
- Tackling the causes of demand
- Assessment and review.

The Review themes link directly to the strands of the Strategy. This report has been structured under the five strands of the Strategy.



## 4. DESCRIPTION OF THE PROCESS OF THE REVIEW

---

This chapter sets out the processes followed during the Managing Demand Best Value Review. It indicates the approaches taken to the 4Cs and how the important issue of diversity was considered.

### 4.1 Management of the Review

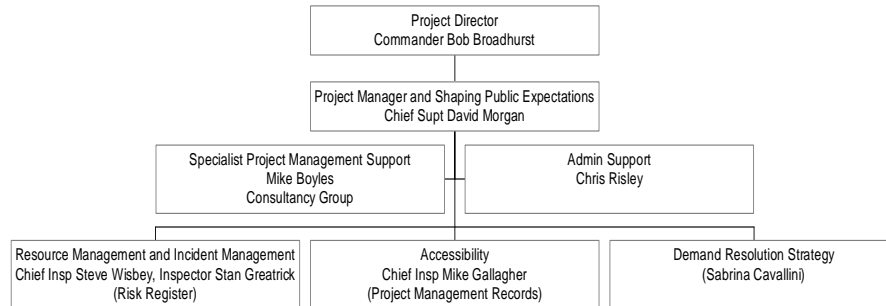
The Review was directed and controlled by a Project Board initially chaired by Deputy Assistant Commissioner Tim Godwin and latterly by Commander Bob Broadhurst.

Richard Sumray was the Lead MPA member for the Review.

The Project Board comprised:

David Wechsler	Independent Challenge Panel – Chair
DAC S House	Demand Management Strategic Committee – Chair
Commander R Broadhurst	Territorial Policing (Patrol and C3i)
Commander R McPherson	C3i Programme
Chief Superintendent M McAndrew	Superintendents' Association
Chief Superintendent A Brooks	Borough Commander Camden
Chief Superintendent P Minton	TP Policing Model
DCI F Smith	Diversity Directorate
PS D Rodgers	Metropolitan Police Federation
Paul Madge	MPS Human Resources Directorate
Chris Cairns	MPS DPA Publicity Office
Rob Justham	MPS Trades Unions
Sally Palmer	MPA Best Value Officer
David Skelton	MPS Best Value Programme Manager
Mike Boyles	MPS Internal Consultancy Group
Chris Risley	Secretary
Chief Superintendent D Morgan	Review Team Leader

The review team was assembled between 7 May 2002 and 1 July 2002 and the structure employed is outlined in the below chart:



Mike Boyles developed the participative process involving extensive consultation, Sabrina Cavallini used the results to produce the Demand Resolution and Management Strategy.

An Independent Challenge Panel convened at the end of September 2002 and met regularly throughout the lifetime of the Review. It made a very significant contribution by ensuring that the Review was customer focused.

## 4.2 Consultation

Consultation activity was undertaken by the MPS Internal Consultancy Group in two phases. Phase 1 involved primary and secondary research. The primary research comprised questionnaires to Community Police Consultative Groups, Crime and Disorder Reduction Partnerships, local authorities and Borough Commanders. Secondary research was conducted using the 'Policing for London' report and other documents to identify public concerns.

Phase 2 comprised a series of focus groups about emerging findings with the bodies that had previously been consulted in Phase 1. Attendance at some of the groups was poor. Although a number of people indicated that they would attend, one person only attended both the local authority and crime and disorder reduction partnership focus groups.

In addition focus groups were also staged with the staff associations. Greater London Action for the Disabled (GLAD) and the Commission for Racial Equality were also visited and their views obtained.

Five BOCUs (Croydon, Ealing, Greenwich, Hackney and Westminster) were selected for detailed consultation at both Senior Management Team and practitioner levels.

Full details of the consultation methodology and results are in Appendix.

## 4.3 Comparison

The review team trawled HMIC Force and Thematic Reports for England, Scotland and Wales. They also contacted HMIC Regional Offices and scrutinised performance indicators to identify the best in class in the four narrow and deep strands.

Private sector companies (AA, BA and BP) and public sector organisations (LAS, LFB and NHS) were also used for comparison.

Systematic benchmarking activity was focused on understanding the relevant organisation's performance, practice and processes. The aim was to identify what the best in class are doing differently and why they can do it differently.

Details of the process and results are at Appendix.

#### 4.4 Challenge

An Independent Challenge Panel was established to provide challenge. In particular to inject “blue-sky” thinking to the review and ask difficult questions of the Review team.

The original membership of the ICP was:

Name	Organisation	Rationale
David Wechsler	Chief Executive – Croydon LBC	Crime and Disorder and Best Value experience
Bill Saulsbury	Police Foundation	Academic challenge – former secretary of independent inquiry into ‘Role and Responsibilities of the police’
Carol Fisher	Former Director of Central Office of Information	Public relations experience
David Monk	London Youth Justice Board	Youth issues
Nicholas Long	MPA	

Not every member of the ICP was able to attend all of the six meetings staged.

Details of the challenges and how these impacted on the Review are at Appendix.

#### 4.5 Competition

The review team used a matrix to identify the areas that would be opened to competition or an alternative form of service delivery.

MPS Procurement Services then assessed the strategic procurement options for the activities identified as suitable for competition or an alternative form of service delivery.

Full details of the methodology and outcomes are attached in the appendix to this document.

Throughout the process, the review team considered the potential for alternative forms of service delivery. Two focus groups of high potential officers were also staged to generate alternative solutions using ‘blue sky’ thinking. These groups endorsed the review team’s identified solutions.

The ICP also encouraged and challenged the review team to consider radical solutions throughout the project. They were satisfied that thorough consideration had been given to alternative forms of delivery through comparison.

#### 4.6 Diversity

Ensuring equality for all was of fundamental importance to this review. The areas subject to the review are at the heart of the way the police interact with all Londoners. The implications for ensuring equality were considered throughout the analysis of each of the four themes.

This was achieved through inclusive consultation to identify the views and the needs of the communities served by the MPS. Specifically, the Review drew on recently conducted consultation with groups and organisations representing visible ethnic communities, the elderly, the disabled and the lesbian, gay, bisexual and transgender communities. In addition the review team also considered gender issues and the needs of young people.

The Independent Challenge Panel played a crucial role in critically appraising the review team's consideration of equality. In addition the review team worked closely with the MPS Diversity Directorate, who were represented on the Project Board, as a source of advice and scrutiny.

As findings and recommendations emerged, the impact of these was assessed as to how they affected equality for all. In doing so the review team ensured that the statutory requirements of the Race Relations (Amendment) Act 2000 were fully met.



## 5. ACCESSIBILITY - FINDINGS

---

This chapter focuses on the 'providing an accessible service' strand of the Demand Resolution Strategy and the channels used by the public to access police services. In particular it suggests how the ability to access police services can be transformed by adopting a multi-channelled citizen focused approach that enables the public to access services when they need them.

The police cannot be everywhere at once, thus it is vitally important that when a citizen is in need or requires a police service that they can easily make contact, are promptly dealt with and receive an efficient response.

Her Majesty's Inspectorate of Constabulary defines accessibility in the report 'Open all Hours' (HMIC 2001) as:

*'the ease with which the public can obtain appropriate police information, access services or make contact with staff'.*

Accessibility is a key component of enhancing police visibility and contributes to public reassurance.

The Review analysed the following access channels:

Front counter services – front counter station opening hours and quality of service provision including waiting times

Sharing facilities – one-stop shops encompassing police shops and mobile police stations

Public access to information and services

Internet access.

The Review has used these activities as a starting point for analysing the function or service of which the activity is one element. In this way it has been possible to gain a much greater understanding of the strategic issues associated with the function or service and identify solutions that can achieve demonstrable improvements.

Recommendations are made to improve the quality of service afforded to the public in each of these areas. However, these should be seen as being mutually dependent and contributing to a multi-channelled, customer focused approach to improve accessibility.

### 5.1 Consultation

A review of recently conducted research - Policing For London (PFL) and public consultation conducted by the BVR Crime Management - identified a number of issues in relation to front counters covering the experience of attending a front counter, accommodation, waiting times and disability issues.

#### 5.1.1 Front counter experience

30% of respondents in the PFL study had visited a police station over the last three years, some as victims or witnesses to crime, some relating to offences committed and some relating to non-criminal matters.

Police buildings were seen as being antiquated, offering poor facilities and frequently hostile environments. There was a desire for police stations to be open and to be located close to communities.

85% of respondents found front counter staff helpful. Although on the surface this appears relatively high, 1 in 7 members of the public (15%) found staff unhelpful. Variations in helpfulness differed between groups and across areas. Notably, respondents from deprived boroughs, the under 30s and those from ethnic minority communities gave lower ratings than others.

Partners (local authorities, CPCGs, MPA link members) expressed concern over the closure of police stations and reduction in opening hours at others.

Research conducted by the MPS Inspectorate using the 'mystery shopper' technique revealed that 1 in 6 (17%) of assessors waited 30 minutes to over an hour to see a Station Reception Officer (SRO). Furthermore one of three main reasons deterring the public from reporting a crime was the degree of stress and disruption associated with seeking police help.

### 5.1.2 Disability issues

Consultation with the disabled community identified the need to improve front counters to better meet their needs; suggestions included the following:

- More sensitive handling of disabled customers at the front desk
- Providing more disabled parking spaces
- Having more officers and station reception staff who are able to use sign language
- Using the disabled community to help in training officers.

### 5.1.3 Areas identified during consultation to improve front counters

A number of suggestions for improving front counters have been proposed as a result of consultation activity:

- Informing the public as to when it is necessary to attend a police station to report a crime
- Increasing staffing
- Introducing enquiry booths in main shopping centres.
- Introducing a triage system or develop an appointments system to better manage callers.

Consultation also identified the potential for mobile police stations, one-stop shops and police offices to both increase accessibility and bring police services to the heart of the communities. CPCGs particularly welcomed any proposals that would increase the availability of police front counter services. Several Borough Commanders also recognised the potential for joint provision of services and greater use of mobile police stations.

C3i programme consultation, to determine public expectations of MPS telephone services, found that the public were far less satisfied with the service provided by the MPS to telephone callers using the non-emergency route compared to those using the 999 system.

When dialling their local station people were content to wait for a few rings before their call was picked up but there was an expectation that a call would be answered within 30 seconds. A caller being transferred many times before reaching someone able to help them was also unacceptable. There was a demand to provide a more consistent and better quality service over the telephone across the whole of London

that can be accessed at different times of day. Groups also highlighted the need for the police to cater for people who speak no or very little English in both the 999 and non-emergency phone systems.

A recent snap shot survey by the GLA Liberal Democrat Research Team identified difficulties in contacting local police stations. Researchers attempted to contact 132 front counters via the MPS operator to ask a basic, non-urgent enquiry, such as what to do about lost property.

- Researchers were unable to get through to 52 front counters called (i.e. call unanswered after 100 rings or 6.36 minutes, call cut off, the call was routed to the wrong police station, line was repeatedly engaged or the call was transferred to an answer phone).
- Of the remainder 30 took more than 1 minute to respond
- Only 50 stations responded within 1 minute.
- The researchers were unable to connect to any of the front counters at two Boroughs.

Londoners felt that the telephone number of their local police station was not sufficiently publicised, difficult to remember and was not always easy to find. Many groups proposed the idea of having a single (ideally free) number (for example 555 or 333) for non-emergency calls to the police in London or even nationwide. There was general support across all groups for this type of facility.

### **Internet**

Northumbria Police using Northumbria County Council's Citizen's Panel obtained public opinion about the introduction of an IT based service that allowed the public access to non-urgent police services.

The findings can be summarised as follows:

- The main concern was that it would discriminate against those who did not have access to the Internet or did not want access to the Internet
- The benefits were seen as the ability to free up police officers to allow them to get back on the streets
- 89% with access to the Internet and 69% of non-users thought the initiative was a good idea. Of those who plan to get the Internet, 88% were supportive of the initiative and 12% weren't
- Over 60% of respondents stated they would use the Internet to obtain information (e.g. how to get help as a victim of crime), reporting incidents (e.g. crime) and as an information service (e.g. obtaining information regarding road works / accidents in their areas).

Research from MORI shows:

- There was an increase in the number of citizens using the internet from 33% in January 2001 to 46% in May 2002. 21 million citizens say they personally own a computer
- Mobile phone ownership is 75% and digital TV 41% - showing the potential for other access routes to the Internet outside the PC
- 57% of users are male, 69% aged between 15 – 44 years of age and 69% in social groups A, B and C1 – professionals, managers, and other non-manual workers.

## 5.2 Comparison

HMIC concludes that the service to the public has generally not kept pace with the best practice in customer interfaces. They propose the establishment of national standards for front counters to drive up the quality of service and address the inconsistency of service delivered by differing forces. The standards should cover:

- Better signposting including the adoption of a national police logo
- Agreed standards for waiting times
- Information available in appropriate languages
- Compliance with DDA criteria
- Clear statements of what services are available
- Effective management and training of staff
- System of fast tracking visitors with appointments
- Suitable environment (cleanliness, privacy, safety etc.).

### 5.2.1 Satisfaction with front counter services

The police station acting as a gateway to police services, typified by its traditional blue lamp, is of great symbolic importance in the minds of the public.

Most Boroughs have at least one front counter open to the public 24 hours a day. The following table shows the number of front counters open to the public and their period of operation. As can be seen there has been both a decline in the overall number of front counters open and the hours that they operate. It should be noted that at any one time the number of front counters stations open and the times they operate is fluid due to refurbishment, rationalisation and other variables.

	1998	February 2003
<b>Open 24 hours a day</b>	85	70
<b>Open 7 days but operating restricted hours</b>	31	26
<b>Operating restricted hours and restricted days</b>	42	45
<b>Total</b>	158	141

(Restricted hours include stations open for a wide variety of hours)

(1998 figures show the number of front counters open within the boundaries of London Boroughs. These do not include stations that were transferred to other police forces when MPS boundaries were changed. Therefore the two sets of data are comparable)

People often argue that more police stations should be open to the public. In evaluating accessibility to police stations in London, the review team compared the availability of MPS police stations in terms of geography and population with two other metropolitan forces.

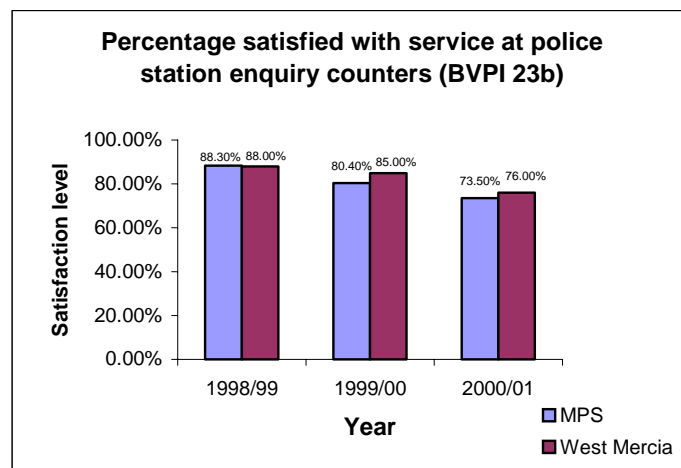
	24 hour police stations	24 hour stations per head of population	24 hour stations per square mile	All police stations	All stations per head of population	All stations per square mile
MPS	70	1:102,457	1:8.9	141	1:50,865	1:4.4
GMP	15	1:165,490	1:33	66	1:37,611	1:7.5
West Midlands	29	1:90,603	1:12	53	1:49,575	1:6.5

The above table suggests that the availability of MPS stations is comparable. In fact Londoners generally have less distance to travel to visit a police station than people in either Birmingham or Manchester.

Some Boroughs have sought to reopen or maintain opening hours of front counters in police buildings through the use of volunteers. Presently, four police station front offices are staffed entirely by volunteers Brockley (Lewisham Borough), New Malden (Kingston), Teddington (Richmond) and Worcester Park (Sutton). Some boroughs operate police shops/offices and many hold police surgeries in community locations.

Since 1998 the MPS has been pursuing the provision of new operational buildings through PFI covering the design, build, fund, operation and provision of staff for delivery of custody, suspect processing and front counter services.

Prior to April 2001 a national Best Value Performance Indicator measured satisfaction with front counter services. This BVPI has now been removed; however, data for the 3 years prior to 200/01 is shown in the following table together with data from West Mercia Police.



This data shows both a downward trend in satisfaction and lower overall performance in comparison with West Mercia Police over the last two reported periods.

### 5.2.2 Effective management of front counters

St Aldate's Police Station, Oxford, is highlighted by HMI in Open All Hours as an example of good practice. HMI particularly notes that the staff was the most satisfied group seen during their research. St Aldate's deals speedily with callers. In two sample months the average waiting times were 3.9 and 5.5 minutes respectively, with 2012 and 1722 callers in those months.

Four factors were highlighted as contributing to the effective management of their front counter service: accountability and ownership, leadership, training and queue management through a ticketing system.

### 5.2.3 Opening hours

Several forces, Kent, South Wales and Merseyside are developing tools to assist in assessing the viability of front counters and opening times; balancing reassurance, demand and usage.

East Riding of Yorkshire Council provides face-to-face service delivery through 11 dedicated customer service centres, working office hours. This is just one element of the Council's multi-channel approach to accessibility. Other channels support the customer service centres; a complimentary range of services and information is provided on the Council's Internet site. A customer call centre operates 18 hours a day and provides the same services on the telephone as could be obtained on a personal visit. Contact centres are seen as being an effective way to provide a full range of services, are cost effective and enable the public to conduct business in a convenient and flexible manner.

Liverpool City Council operates a similar multi channel approach using telephone contact centres operating 24 hours a day and Internet access to support its face-to-face contact in one-stop customer service centres.

### 5.2.4 Sharing facilities - One-stop shops and mobile police stations

Many examples of cooperation and joint working were identified with police officers operating surgeries and providing limited services e.g. Bebington One-Stop Shop in Birkenhead. But no one-stop shop providing a full range of police front counter services alongside those of partners was identified.

The term 'one-stop shop' in reality refers to local authorities providing a single point of contact into its services where previously each Council department dealt only with its own enquiries at separate locations (e.g. housing offices, benefits offices, social services access points).

Authorities such as East Riding of Yorkshire Council and Liverpool City Council have reconfigured their service provision around the customer with single customer centres providing access to all services with the aim of resolution at the first and earliest point of contact. East Riding of Yorkshire Council's Citizen Link (video booths located at sites across the County connected at set times to a customer service centre) provide access to a police officer but in essence this operates as a remote police surgery.

Dorset Police were identified by HMI as good practice in the use and deployment of mobile police stations. In conjunction with the Police Information Technology Organisation the force have developed two types of mobile police stations, one of which provides traditional front counter services the other aimed at encouraging hard to hear groups (the elderly and young) to interact with police officers. This was

achieved by fitting the vehicles with computer games and the Internet to encourage positive interactions.

The stations are deployed following a fixed route and roster around the county so that local communities are aware when the station is due. Both front counter staff and community officers staff the vehicles. This is a new initiative and no performance data is available on the effectiveness of the service.

Similarly, there is little recorded performance data for the use of mobile police stations in the MPS. A snap shot of usage of the Leicester Square mobile police station for 22 days during May 1999 provides an insight on the potential usage:

- 32 allegations of crime were recorded
- 18 items of property found and 5 items of property lost
- 9 missing persons
- 389 general enquires
- 13 arrests
- 10 incidents dealt with e.g. fights/disputes etc, and
- the successful resuscitation of a 28 year old.

#### 5.2.5 Public access to information and services

To improve the quality of service provided to telephone callers many organisations operate telephone contact centres. Contact centres enhance accessibility to services, complement face-to-face contact and are frequently operated within the context of a multi channel approach to service provision. Both Thames Valley and Greater Manchester Police operate centralised help desk functions to resolve telephone enquiries that do not require deployment.

Thames Valley Police (TVP) use two Police Enquiry Centres (PECs) which provide a combined function covering telephone investigation of crime, customer help desk and an access point for police services.

Specifically, the PECs provide:

- Full centralised crime recording for phone reports, updates
- Officers phoning in further information from enquiries for crime reports to be updated
- Work flow notification to Crime Investigation and Management Units
- Full centralised non 999 incident recording
- Centralised recording of all non-emergency general public enquiries with TVP and content of non-crime and non-incident contacts
- Centralised recording for lost and found property, missing persons, warrants, malicious calls and abandoned vehicles
- All call handling for TVP
- Single number for all TVP enquiries, crime reports etc
- Automated attendant and switchboard to route all calls to general TVP numbers.

Dedicated single non-emergency numbers are operated by nine forces - Sussex, Hampshire, Devon and Cornwall, West Mercia, Leicestershire, Gloucestershire, South Yorkshire, Avon and Somerset and West Yorkshire. Little data has been gathered by these Forces in relation to any increase in non-emergency call volume following the introduction of the number or the effect on inappropriate use of the 999-system.

### 5.2.6 Internet

A report by the Society of IT Managers suggested that the police service's Internet presence is less developed than the local authority and private sectors. Northumbria and Avon and Somerset have recently been awarded Invest to Save funding to support the development of enhanced service provision on their web sites.

Northumbria Police aim to deliver information usage and on line interactivity to an extent, which is unavailable in the United Kingdom or on any other police site. Services such as recruiting, on-line community development, interactive crime appeals, the ability to access a range of police services e.g. crime and incident reporting and contacting beat managers are just a few of the services that will be made available.

Internet access to council services forms a key part of East Riding Council's multi-channel approach. Their web site provides access to a variety of interactive services. Customers can pay their council tax, obtain on line forms, provide feedback on services, notify persons of home moves, view planning applications and track their progress as well as a range of information services, education and learning and other services. The site receives one million visitors a month.

NHS Direct Internet site is part of a multi channel service. It was voted Sunday Times website of the year in 2000 and receives 4.6 million hits per month, which equates to 140,000 visitor sessions. Typically a user views 30-40 pages and is on-line for 10-15 minutes. Re-launched in 2001 with a revised structure and re-designed homepage, a health information enquiry service allowing users to submit an e-mail enquiry if they are unable to find the information they require and a health encyclopaedia.

Furthermore NHS Direct On-line is also available through three of NHS's digital TV pilots. Public access is also available through information points at key sites e.g. libraries, colleges, pharmacies and NHS Walk-in Centres and GP surgeries. Where privacy allows a dedicated telephone link to NHS Direct is provided. These information points use touch screen and can be operated without computer skills. By 2004 there will be over 500 such information points that facilitate internet access for people who do not own a computer.

## 5.3 Challenge

The ICP questioned whether front counter services should be provided at all from police stations. They suggested that better signage, advertising of opening times and promotion of alternative access channels should be considered. The ICP supported greater use of one-stop shops, mobile police stations and police shops funded through revenue to achieve improved face to face contact.

The ICP suggested that providing front counter services away from police buildings and the use of mobile police stations can increase accessibility and visibility without the need for capital spend on buildings. Furthermore linking with partners to provide one-stop shops is an effective way to meet the various needs of customers.



The ICP suggested that while the contact centre approach is vital in delivering improved service it may result in a considerable increase in demand that the MPS is currently not exposed to. In addition, the more effective the service is at providing information and resolving issues, the greater the likelihood that it will pick up demand that should be directed to other agencies.

The ICP suggested that a single non-emergency number and help desk could lead to increased demand. They stressed the importance of assessing the potential demand to ensure that any new service is sufficiently resourced to effectively respond.

The importance of E-solutions not leading to greater social exclusion was raised by the ICP. They recognised that the Internet and centralised help desk can increase accessibility and suggested that these new channels should be widely advertised so the public are clear about the various means to access services.

## **5.4 Competition**

Guided by the ICP, the review team has considered alternative methods of making the MPS more accessible without necessarily opening more police stations to the public. The review considers that there is great value in joining up services with partners to provide a vastly improved quality of public sector service. Members of the public, particularly when under stress, cannot identify where the responsibilities of one partner starts and finishes compared to another. The review takes this approach forward in its recommendations.

The provision of front counter services is included in the PFI contract for the build and operation of new police stations at Lewisham, Bromley and Sutton.

The review team suggests that there may be opportunities for alternative competitive provision. However, more thorough assessment of this potential is required during the implementation phase before any definitive conclusions can be drawn.

There is an extensive and established commercial market for the provision of the full range of Internet services, from consultancy through to fully providing an organisation's web presence. The market cost to provide Internet services is dependent on the extent of the requirement and the nature of services to be made available. The results of the work in Northumbria and Avon and Somerset will provide a sound basis for the implementation team to formulate a clear specification that can be market tested or used to support applications for targeted funding.

## 6. ACCESSIBILITY - CONCLUSIONS AND RECOMMENDATIONS

---

### 6.1 Front counter services

Budget constraints limit the opportunities for improvements to the police estate to planned upgrades and the current build programme. Staffing availability also restricts the ability to either open more front counters or extend the opening hours of existing facilities. Although there is a strong public desire for front counters to be open at all times, analysis of demand and actual usage does not always justify this as the most effective use of resources.

The review team therefore suggests that effort would be better focused on making improvements to the quality of service provided by existing front counter services whilst enhancing other channels of delivery. The enhancement of existing front counters provides a short-term solution to enhancing customer service. In the medium-term other access channels will be developed as outlined in recommendations 2 and 3 supported by recommendation 4. These access channels would be available 24 hours a day and make it easier for Londoners to access MPS services without the need to attend a police station. The strategic aim is to spread the burden of demand across a range of channels from its present concentration on front counters and telephone response.

In the longer-term these proposals would enable the appropriateness of the existing police estate to be reconfigured. Many police stations are poorly located and have insufficient capacity to cope with additional police numbers yet occupy commercially attractive sites. A more effective approach to the police estate may be to relocate to purpose built sites separating bases for operations from front counter services. These could be provided in one-stop shops, police shops and mobile police stations.

Corporate minimum standards provide guidance to Boroughs on the effective operation of front counter services. These cover the management of the function, availability of personnel to meet demand, availability of private areas and creating the right environment. However, there is no formal monitoring regime to measure compliance or satisfaction with the front counter service provided. Only physical accessibility is measured through the Best Value Performance Indicator (BVPI) 152 - Percentage of Police Authority buildings open to the public that are suitable for and accessible to disabled people - current performance is 53.5%<sup>1</sup> (November 2001).

Essential to this multi channelled approach is the development of a help desk concept (Recommendation 3), enhanced transaction capability of the MPS Internet site (Recommendation 5) and greater provision of front counter services at sites other than police stations (Recommendation 2). Thus, the recommendations are both complimentary and mutually dependent.

The review team believes that the quality of front counter service provisions can be significantly improved through better management and organisation of the function. Key to bringing about the improvements is action in the following areas:

---

<sup>1</sup> As defined by Best Value Indicator Guidance

## 1. Ownership and accountability

At present there is generally little senior management ownership or accountability for the effective delivery of front counter services. As a result the function is rarely scrutinised, or subject to performance and process improvement. Establishing clear accountability and responsibility for the function at senior management level would signal the importance of this function and be the catalyst for improvement.

## 2. Performance management

The absence of corporate performance results in the function being generally seen as a low priority. Introducing citizen focused performance indicators would provide a means of effectively monitoring performance and support initiatives to drive improved effectiveness. Performance measures should include customer satisfaction with the service provided and average waiting time. Sample data should also be periodically gathered recording the number of callers, reason for attending and time of attending so that managers have a clear picture of the nature of demand emanating from front counters to inform improvements in service.

## 3. Provision of triage/information point

Currently there is little queue management. Establishing a triage/information point would allow an early assessment of customer need so that simple enquiries can be dealt with, customers with appointments or those in 'urgent' need fast tracked and for customers to be directed to the most appropriate means of resolving their demand e.g. directed to internet site, self reporting form etc.

The operation of a triage function can take many forms. At its simplest it would involve clear signage and information directing callers to self-reporting forms, the Internet or telephone crime reporting phone or directing recent victims of crime to make themselves known (as presently provided in Westminster BOCU).

Whilst such an approach may assist at very quiet times a dedicated staff information/help point would provide an initial assessment of callers needs. Where such an information point could be sited would be dependent on the particular design of the front office.

There are clearly resource and staffing implications in establishing information points. Options for staffing include use of volunteers, officers on recuperative duties and flexible use of staff performing other roles at periods of peak demand. Any use of existing staff will involve balancing competing needs; however, in view of the importance of this function, a greater investment would deliver clear benefits.

The opportunity cost of providing one additional staff member from another function to perform this role for eight hours based on SRO grade E including 12.5% shift allowance is £24,672 (although this may be split between several staff covering peak periods of demand). The total opportunity staff cost to cover one front counter in each Borough is £789,504.

#### **4. The potential of volunteers**

Although volunteers have been used to support the re-opening of some police stations much greater community involvement could also be used in support of the operation of front counters. The triage/information function is one that could also be readily operated by community volunteers. Using volunteer staff in this function would require less training than if they were to perform fully station reception officer duties.

Kingston Borough is due to start a pilot volunteer triage service that will be used to inform the feasibility of applying this approach across the MPS.

Some infrastructure, in the form of a volunteer co-ordinator, is already in place within the MPS to support the greater involvement of volunteers. Further assistance for Boroughs in identifying and recruiting volunteers can also be obtained from Volunteer Bureaux. Providing suitable staffs are recruited the experience at New Malden Police Station suggests that volunteers can provide an effective service over time and not suffer loss of staff.

Costs of volunteers are minimal: Volunteer Bureaux fees vary, but are also minimal; for example, Camden charge a fee of £8. Assuming eight hours training per volunteer, conducted six times a year by a police constable trainer, would have an opportunity cost of £32,448 per annum.

#### **5. Use of IT**

The Best Value Review of Crime Management recommended providing telephone access to crime reporting bureaux from police station reception areas. Making the Internet available in front counters would also enable appropriate customers to be referred to these channels without the need to be seen by a station reception officer.

Cost of installing an Internet booth and separate telephone booth at one station per Borough are £2,000 Internet computer purchase plus £1,140 running costs (maintenance contract and broadband access) and £500 respectively. This does not include the cost of creating a booth, which will be dependent on the individual site. To establish Internet and telephone access points based on one site per Borough across the MPS would be £116,480.

#### **6. Self-reporting forms**

Although a number of locally produced self-reporting forms are in use there is little corporate usage. Effectively designed forms and guidance using easy to read language would enable customers to take responsibility for their transaction in a more convenient way. The needs of non-English speakers could be met through self-reporting forms being made available in the main languages of London. Such forms and guidance should be designed externally.

The Review has identified ten areas for which self-reporting forms could be introduced e.g. minor crime, intelligence information and lost property.

Using cost information provided by the Forms Unit to design a four-page form would be £50 per page plus an additional £50 for a translated version. Thus, the design cost per revised form (assuming a four page length) is estimated

to be £200 and £400 per translated version. Based on producing forms in English and thirteen languages (including Braille and large typeface) the cost of re-designing ten forms is £54,000. There would be additional interpreter costs to translate into English self-reporting forms submitted in other languages. These costs would be dependent on a yet unknown demand that could be quantified as part of a pilot for the use of self-reporting forms. Cost range depending on the particular language of between £35 - £55.50 per 1,000 words

## **7. Evaluating the potential benefits of PFI provision of front counter services**

The MPS has entered into PFI arrangements for the construction and operation of several new police stations including the provision of front counter services. The first of these has been recently opened at Deptford. A rudimentary assessment by the review team of the costs associated with the competitive provision of front counter services suggests potential financial benefits.

However, the review team is unable to reach a conclusion about the financial benefits on the basis of the limited analysis completed to date. A qualitative analysis needs to be undertaken in parallel with a thorough financial assessment to determine the full scope of the potential benefits and costs.

The review team therefore suggests that the Lewisham PFI be used as a pilot to identify and evaluate the actual costs and benefits of a privatized function against comparable MPS staffed facilities. The three MPS staffed front counters will need to be at police stations with similar volumes of customers to provide a valid comparison.

The review team propose to use the four sites (one PFI and three MPS) to test the impact of self reporting forms, internet, telephone access to TIB and triage on public satisfaction.

A framework of best practice that improves customer satisfaction and the quality of service provided will then be identified. This framework will provide a blueprint, supported by standards that can be readily selected, used and monitored by Boroughs to support service improvements.

### **6.2 Recommendation 1 - Improve customer satisfaction by better matching front counter services (e.g. opening hours, self-reporting forms, internet and telephone access and triage) to demand.**

#### **6.2.1 Benefits**

- Establishes a performance management framework to drive improvements in service
- Improved front counter operation will enhance customer satisfaction and lead to reductions in average waiting times

- Increase the opportunities for the public to obtain information and access police services without the need for face-to-face contact.

### 6.2.2 Costs

- Reducing demand on front counter services will require other means of accessing police services to be in place. Each of these channels will involve additional cost
- Additional cost for each initiative (suggested at 7). Actual costs to be outlined in business case following pilot trial of these initiatives.

### 6.2.3 Diversity

- Self-reporting forms and guidance in a variety of languages will provide greater access to police services to non English speakers.

## 6.3 Sharing facilities - One-stop shops, police shops and mobile police stations

The review team found no examples of a dedicated MPS one-stop shop in which a broad range of police services are offered alongside those of partners. Many boroughs provide police surgeries at partner premises where a police officer is available to provide advice, information and receive reports etc. For example, Barking and Dagenham BOCU hold fortnightly surgeries at Asda Supermarket and Barnet BOCU holds a monthly surgery at New Barnet Community College. Several Boroughs operate police offices located in housing estates, markets and other community locations e.g. Chalkhill estate, Brent BOCU.

The Junction Partnership Office in Brixton is an example of a very limited one-stop shop facility and is perhaps better viewed as a partnership office used as a base for staff from different agencies. Established as part of Operation Loughborough, a proactive operation to address a crime hotspot, the shop was converted for use by police, council wardens, DVLA, DSS officials, graffiti removal teams and Council Regulatory Service Enforcement Officers. The public are encouraged to drop in and report local issues that the on-site 'multi agency problem solving team' will be able to tackle quickly and efficiently. The shop does not provide a full range of police services.

The MPS is currently fitting out a number of mobile police stations that will provide increased visibility, as well as improving access to police services. The first of these Community Vehicles is in use with three more commissioned. The vehicle has been designed to enable crime reporting, promote community safety initiatives, deliver services to communities and provide disabled access via a lift. In addition, some Boroughs have purchased vehicles through partnership funding such as Charing Cross Division and Southwark.



Apart from these local initiatives there is little systematic use of one-stop shops, police shops and mobile police stations to increase accessibility to police services. However, consultation and challenge would suggest that clear benefits, including increasing accessibility and visibility could be achieved by taking police services out to the community.

By linking the delivery of police services with those of our partners (whether it be in a one-stop shop, police shop or mobile police station), the Review believes that a more holistic service can be provided to customers and opportunities for funding created.

The recommendation proposes to evaluate how one-stop shops, police shops and mobile police stations can be used to deliver increased accessibility to police services. Clearly, accessibility must be balanced against the actual demand and usage for the service. Therefore, in conducting pilots the implementation team will develop tools that can be used by Borough Commanders to make informed decisions about locations, opening times, usage and the potential contribution of these channels to enhancing visibility and increasing accessibility.

An essential part of the pilot will be to identify and evaluate how police services can be integrated with those of partners. This may range from sharing of premises to a single point of contact where access to all partner agencies' services is provided by the same staff. Part of this work will include discussions with the Association of Local Authorities, Government Office for London and other interested partners to identify the opportunities for collaboration and joint provision of services.

The results of the pilot and this work will enable proposals and potentially a business case to be fully evaluated and presented to the MPA.

**6.4 Recommendation 2 - Increasing public satisfaction, achieving greater accessibility and identifying opportunities for joining up access to partners by assessing the potential value of one-stop shops, police shops and mobile police stations.**

#### 6.4.1 Benefits/Costs

A benefits and costs analysis will be undertaken as part of the evaluation process.

#### 6.4.2 Diversity

- The use of third party venues e.g. one-stop shops could enable those groups who, through stigma or fear, are reluctant to attend a police station to access police services.
- The use of one-stop shops will assist people unfamiliar with the responsibilities of individual agencies to access the right services.
- The locations of some police stations may make it difficult for certain groups i.e. the disabled and/or the elderly to access them. Mobile police stations may help to combat this, as these can be located in more accessible areas.

### 6.5 Public access to information and services – help desk

Presently the main means the public accesses police information and service is through non-emergency telephone calls. Other means include through the internet, by approaching an officer on patrol or by visiting a police stations.

In 2001 the MPS received approximately 6.5 million non-emergency calls via four telephone operator centres. Callers are connected to the requested extension, to the Borough control room where a general enquiry is made or to a specified unit. No analysis is available on the nature of these enquires, however, anecdotally, calls include advice, requests for information, messages for officers, providing intelligence, requests for specific police services and non urgent calls for assistance.

C3i will considerably improve the way calls will be handled in the future. Both non-emergency and 999 calls will be received at one of three call handling centres (but acting as one virtual centre). Those that cannot be resolved by C3i by reference to a frequently asked question database, or do not involve deployment, will be referred on to the appropriate individuals or departments.

The recent Liberal Democrat survey of contact with police stations indicates the problems that can occur when people with a simple enquiry e.g. about lost property want to contact the MPS.

The findings of this survey are confirmed by public consultation, which suggests difficulty in getting through to staff who can provide advice, resolve enquiries or receive information or intelligence. Undoubtedly this leads to a loss of potentially valuable intelligence and can impact upon public confidence. A positive response to calls would encourage the flow of intelligence and enhance public confidence. The use of technology and, for example, a database of frequently answered questions would ensure the quality and consistency of the response given.

The review team suggests that adoption of the concept of a telephone help desk would provide members of the public with a user friendly and organisationally



effective and efficient way of providing access to information and services. The vision of the help desk is a function that will provide a first point of access to MPS services able to resolve customer enquiries without the need for deployment or referral to other parts of the organisation. Such a service would be a key part of a multi-channelled approach to access to services and information that places the customer at the heart of service delivery. It will complement information and services provided by the Internet and one-stop shops/mobile police stations.

The help desk could provide a range of police services including:

- information and advice – building on that currently envisaged by the frequently asked question data base within C3i
- those that currently require attendance at a front counter e.g. the ability to report lost property, obtaining application forms e.g. firearms
- dealing with other matters as an alternative to deployment of an officer e.g. resolving civil disputes
- taking messages from members of the public for staff thereby making it easier for people to make updates about crime reports.

There are clear opportunities for such a service to be provided in partnership with local authorities and pan London organisations to join together services.

It is vitally important that the help desk fully compliments C3i and CTIB by sharing the aim of dealing with a call at the earliest point in time. The review team suggests that there is a clear need for the function to improve customer satisfaction with the MPS.

Without a help desk facility, the problems highlighted by the Liberal Democrat survey may continue. Someone reporting lost property will be transferred to the relevant BOCU front desk where the Station Reception Officer (SRO) will have to prioritise between answering the telephone and attending to callers at the front counter. If there are queues at the front counter it is likely that the SRO will be forced to leave the telephone unanswered. A help desk would be able to take the call and deal with the customer's enquiry e.g. by taking details and forwarding them by e-mail to the appropriate police station. An SRO could, if necessary, then ring the customer back at a more convenient time.

The function itself could take many possible forms. Depending on the nature of the services provided there are a number of possible options for its location and operation. It could form part of the GS function (call receipt) of C3i building on the frequently answered database. Services could be built up over time with the main impact being to use up some of the capacity set aside for growth. Alternatively, the function could either form part of a CTIB similar to the approach adopted in other forces or be a separate function or be provided by partners.

The purpose of the evaluation will be to:

- Identify the services and information that could be provided by a help desk
- Determine the potential demand
- Identify the relationships with C3i and CTIB
- Explore the options for partnership working

- Prepare a business case developed from the evaluation process for the MPA.

The review proposes an incremental approach that in the short-term identifies action to enhance BOCU's abilities to provide a 'help desk' function. Several BOCUs already operate dedicated help desks while in others the 'call receipt' element of CAD provides this function. Some work is necessary to develop guidance formalising arrangements so that all BOCUs provide a 'help desk' function that is effective in responding to the public. There are opportunities for BOCUs to brigade their resources and provide a 'virtual help desk function' that covers beyond a single Borough's borders.

Medium-term action will be developed that builds on the capability of C3i and the frequently asked database to address customer enquires. Longer-term proposals will be formulated to establish a fully functioning 'contact centre' that can resolve a wide range of customer need.

The review team believes that there is enormous potential to join up an MPS 'help desk' function with that for other public services in London. Often public needs cut across service boundaries whether in terms of function or geography. The review's vision is a joint gateway into London services that takes the responsibility for finding the right organisation to deal with a problem away from an individual member of the public. Potential exists to provide a joint service, whether actually using shared facilities or virtually using integrated communications technology.

The review team recognises that this vision cannot be achieved overnight. However, the findings of this Best Value Review highlight the huge opportunity that exists.

**6.6 Recommendation 3 - To improve the resolution of non-emergency calls by developing a 'help desk' function that in the short term enhances BOCU's abilities to respond to enquiries, in the medium term to build on the capability of C3i and the frequently asked database and in the long term to establish a fully functioning contact centre.**

#### 6.6.1 Benefits/Costs

The aim of a help desk would be to deliver enhanced customer satisfaction and contribute to the government's e-strategy targets. A full benefits and cost appraisal will be undertaken as part of the evaluation exercise.

#### 6.6.2 Diversity

- Broadens accessibility by providing a new channel to access police services. Through the availability of minicom telephone and text messaging via SMS the access needs of specific communities can be enhanced.
- Provides a further mechanism for individuals who may be otherwise reluctant to report crimes to do so i.e. hate crimes.

## **6.7 Public access to information and services - single MPS non-emergency number**

The review team believes that a single non-emergency telephone number would make it easier for Londoners to contact the MPS without having to resort to dialling 999 inappropriately. It would also simplify marketing, save on advertising costs and avoid the need to constantly promote local numbers, which are in fact answered at one of four telephone operating centres. A number capable of being used for this purpose has been allocated to the MPS.

As part of the Police Reform proposals a pilot for a national non-emergency number is to commence later this year involving three forces. Under the proposals a national number would operate through a number of regionally located centres covering several force areas. Should the pilot be successful and a national number introduced, it is likely that the MPS would be a single regional centre in its own right.

The pilot will enable the changes to business processes that are necessary to operate nationally to be identified and for the call handling standards that can improve the quality of contact between the police and the public to be developed. Furthermore the pilot will enable the full costs implications of a single non-emergency number to be identified.

C3i will radically change the way the MPS deals with non-emergency call therefore any move to a single non-emergency number should follow its implementation and be fully informed by the results of the national pilot.

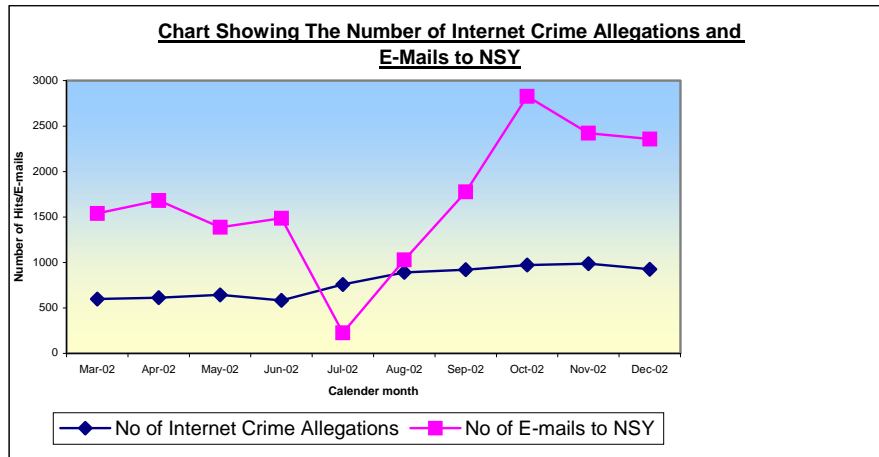
### **6.8 Recommendation 4 - To improve accessibility by considering the introduction of a single non-emergency number at the earliest opportunity subject to the results of the national pilot and implementation of the C3i Programme.**

#### **6.8.1 Benefits**

- Enhanced customer satisfaction from ease of contact
- Simplifies advertising with possible long term savings on advertising budget.

## **6.9 Internet access**

The MPS site was established in 1995 with the aim of making the workings of the organisation accessible to the public, to inform them of changes and developments in policing the capital and to provide an opportunity for the community to help in the task of tackling crime. The site contains a link to the portal at [www.on-line.police.uk](http://www.on-line.police.uk), which allows certain categories of minor crime to be reported over the Internet as long as an urgent response is not required.



Enhancing the MPS Internet site provides a significant opportunity to increase accessibility to information and services in a cost-effective manner. An effective on-line presence will enable core police services to be delivered remotely, improve performance and make dealing with the police more convenient and user friendly. There is a clear willingness by the public to access services through the Internet. Both computer ownership and Internet access is increasing, as are other means of connecting to the Internet e.g. digital TV and PDA.

The review team found that to date the MPS Internet site has not been effectively promoted. However, the use of the MPS Internet site could provide a convenient alternative to queuing at front counters for people wanting to report minor crimes or conducting transactions with the police.

The Internet also provides new opportunities for people who are unable to attend a police station to access police services. By making the site available in the main languages used in London, access to the MPS can be improved for non-English speaking communities.

The MPS e-policing strategic framework provides a vehicle to take this work forward. It sets out how the MPS can exploit e-technology to deliver services to our customers electronically, where it is reasonable to do so by:

- Identifying and defining those services which can reasonably be delivered electronically
- Investigating and developing the infrastructure to provide a range of service delivery options
- Implementing the e-services, providing clearly defined, compelling, citizen-focussed services.

The enhancement of the MPS Internet site should be closely linked to the work being undertaken to implement the Freedom of information Act 2000 (FOI). Under s19 of the FOI the MPS is required to adopt and maintain a Publication Scheme. The Publication Scheme is essentially a catalogue of information, which must be proactively provided rather than purely reacting to requests for information. Over time the Internet and Publication Scheme should merge and be the principal location where information about how the MPS undertakes policing London is provided.

The recommendation proposes to assess the take up, costs and benefits through a trial in which additional services are made available via the MPS Internet site. An essential part of this will be to examine the backroom processes that will need to be

developed in order to support increased demand for services from the Internet and to actively promote their availability. This trial will also be informed by the work currently underway in Avon and Somerset and Northumbria to develop the transactional capability of their sites as part of an Invest to Save Initiative.

The review team recognises that other technological e-solutions can support increased accessibility to information e.g. electronic information points. Whilst research for the Review has looked at the use of such technologies their ability to impact on demand is significantly less than the Internet. Such initiatives will, however, be taken forward as part of the e-policing strategic framework. The Review Implementation Team will continue to work closely with DOI to explore how new technologies can be exploited.

<p><b>6.10 Recommendation 5 – Improve access to the MPS website, to increase the range of services available on-line and to actively promote usage.</b></p>
---

#### 6.10.1 Benefits

- Enhances customer satisfaction by enabling the public to access police services at a time and using a means convenient to them.
- Supports the MPS's contribution towards the e-government targets.

#### 6.10.2 Costs

- To be quantified as work packages from the e-policing strategic framework are developed.

#### 6.10.3 Diversity

- On-line access to MPS services can encourage contact with those unable or reluctant to engage with police staff through face-to-face contact, e.g. housebound, victims of hate crimes. Through the promotion of this service via the Peoples Network access by those not having home Internet access could be extended.

## 7. EFFECTIVELY RESOLVING DEMAND

---

This chapter focuses on the 'effectively resolving demand' strand of the Demand Resolution and Management Strategy. It concentrates on the contribution of response teams and identifies enhancements that will lead to the more efficient resolution of demands. In particular it examines:

- The roles and responsibilities of response teams
- The status of response policing
- Leadership and management – availability and skills
- Shift patterns
- Call grading and response times
- Deployment (crew size and number of units)

### 7.1 Consultation

Although two thirds of the public questioned were satisfied with the police response (Policing For London Report 2002) there has been a reported decline in levels of satisfaction between 1981 and 2000. Consultation undertaken as part of this review and other surveys did not indicate that the public are able to differentiate between the roles of individual police units.

During focus groups staff expressed concerns about the status of response policing. Response team staff indicated that they perceive themselves as a catchall. Borough Commanders and Staff Support Associations also raised concerns about inexperience on the front line. One respondent stated that *“Working in very diverse communities providing service to thousands of very different people takes time, money and a lot of skill.”*

In the Diary of a Police Officer (Home Office 2001) a number of longer serving officers cited helping people as their greatest source of satisfaction. Recruits said that they joined the police service to help people. The report stated, *“Police officers often commented that their ‘greatest frustration’ was the fact that they didn’t have the time to spend with victims of crime. One police officer said that he was leaving operational policing after 15 years because he felt no longer able to provide the level of public service he felt the position required.”*

The constables and sergeants said that response teams are 'robbed', particularly of skilled and experienced staff to service other (current priority) areas of activity. They suggested that the practice of reducing numbers and de-skilling teams impacts significantly on the quality of service that they can provide to the public, the need for defensiveness in dealings with the public, staff uncertainty, reduced probationer morale and an increase in the supervisory burden placed on all 'experienced staff'.

Concerns were also raised about the level of response team supervision. BOCU sergeants said that competing demands restrict opportunities for them to leave police stations. The issues of leadership and supervision were cited as factors that influence the ability to get it right first time. One respondent highlighted concerns about the *“lack of front line supervisors to guide/instruct our most junior staff.”*

Shift patterns were highlighted in determining operational availability to match supply with demand. One external respondent stated, *“During the period that officers return to their stations and the next shift comes out there is a lack of officers on the streets.”*

Management of control rooms and staff training on call grading was highlighted as a weakness. Respondents disagreed with the appropriateness of the twelve-minute target time to attend immediate grade incidents. One said, *“The target is probably more realistic than appropriate. Everybody would prefer a shorter period but this may be unachievable. I note that the geography of the Borough does not lend itself to rapid access.”*

It was felt that in the main the MPS response to incidents was appropriate. One commented that *“Usually – the police do not know what resources are required until they attend an incident. That leads to public perception of over or under reaction.”*

Another respondent stated, *“When large numbers of police officers attend a major incident, the public may report that they see police officers ‘hanging about’. It is important not only that responses are proportionate, but that officers are redeployed as soon as they can be released and that all that are retained at an incident have a clear role and are seen to be actively participating. [Too few resources are deployed for minor incidents, that is to say there may be no response at all, or merely a telephone call or an attendance by a single officer long after the occurrence.” I.e. over deployment at ‘high priority incidents may prevent a proportionate response to other types of incident?]*

Single crewing was suggested to improve resource availability but it was evident that it was very controversial because of concerns about officer safety. Consultation revealed that the public want the police to spend more time on foot patrol and community policing. They want to see increased numbers of officers who are accessible to the public. One respondent suggested that to improve visibility the MPS should *“Forbid patrolling in pairs except in dangerous situations so that the geographic presence of an officer is doubled.”*

## 7.2 Comparison

The roles and responsibilities of a response team are not defined. Each BOCU determines the strength of its teams and how they contribute to policing plans and other published objectives.

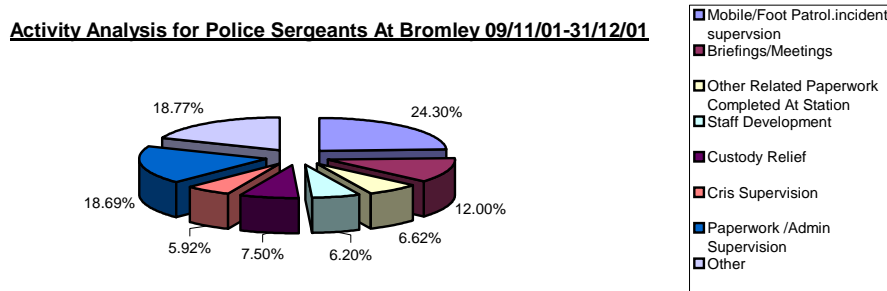
No common policy was identified to determine the minimum numbers of officers and the skills required by response teams to meet demand. A number of BOCUs have set desired minimum strengths but in practice these are often not followed. No formula or other guidance is available to help BOCUs to determine the minimum number of officers that should be on duty at any one time and the skills they need to operate effectively.

The C3i Programme will generate major change with the control function moving from local Borough based control rooms to three main control centres. To operate effectively, the control centres will need to be aware of what resources and skills are available for deployment, Therefore, C3i provides a major driver requiring BOCUs to set the minimum numbers of staff they will make available for deployment.

To maintain adequate staffing levels BOCU managers have little choice but to post probationers and newly promoted sergeants to response teams. The largest proportions of probationers are found on response teams. It is the place where the least experienced personnel are posted. At the time the Review base line data was obtained for Kensington and Chelsea BOCU, 84% of response team personnel on that borough had less than 4 years service.

## 7.2.1 Leadership and management

Activity analysis conducted at Bromley (between 9.11.01 and 31.12.01) indicated that only 24% of a Sergeant's time was spent on mobile patrol. This contrasts with a recent Greater Manchester Police activity analysis (based on sample of a third of the force's sergeants) found that 38.25% of a Sergeant's time was spent outside the police station. See following chart.



In a sample of four BOCUs, it was found that only one, Lewisham has designated custody sergeants (five for each of two sites) therefore relief cover by patrol sergeants is unnecessary. Of the remaining BOCUs, Kensington & Chelsea and Hackney have sergeants posted to custody suites, but due to shortages patrol sergeants are used to cover the role. Sutton BOCU also utilises patrol sergeants for custody and CAD on a regular basis.

In January 2000 a scrutiny into 'Leading and Supervising Uniform Constables on Division' was completed by the then Superintendent Slater. It found that:

- Uniform sergeants spent as much as 75% of their time working inside police stations and only 25% of their time supporting and supervising constables on patrol
- The MPS has over emphasised station-based supervision to the detriment of external patrol supervision
- There were no minimum standards set out by the MPS in respect of its supervisors.

Recommendations from the 'Slater Scrutiny' suggested the need for performance indicators to be developed that measure leadership and supervision; however, these recommendations do not seem to have been implemented. The Home Office Bureaucracy Task Force Report (2002) highlighted reasons why the role of the operational supervisor is rising to greater prominence:

- Opportunities to consult or take immediate advice from second line managers have reduced
- Organisational aims are increasingly complex and supervisors must have in mind partnership opportunities
- Specialism creates diverse roles that need to be properly directed and coordinated to achieve optimum performance
- Demands continue to rise requiring supervisors to make balanced deployment decisions and to be creative and resourceful in getting things done

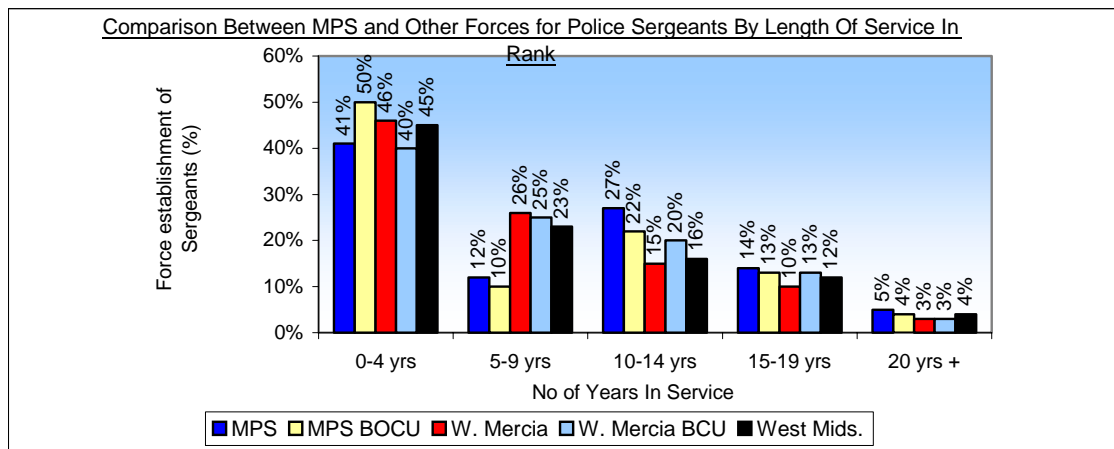


- Communities are becoming increasingly diverse adding new needs and requirements to the complexity of operational decision-making
- Operational decisions are subject to intense scrutiny and challenge.

The HMIC report 'Training Matters' 2002 also suggested that supervisors are largely ineffective or inadequate when developing probationers. Training matters reported *'front line supervisors are too often being assigned to other duties which can lead to insufficient assessment interaction between a probationer and their supervisor and to inadequate support being provided. As a result, many probationers reach the end of their probationary period with significant developmental needs'*.

### 7.2.2 Leadership and management – skills

The following graph compares the proportions of sergeants by length of service in the rank.



(West Midlands Police were unable to supply BCU level data).

61% of MPS response team sergeants have less than four years service in the rank. Compared with the MPS (41.4%) and BOCU (50.3%) for the same level of experience it appears that the most inexperienced sergeants lead response teams. This must impact on the ability of response teams to get it right first time.

The capability to supervise is governed by the numbers of sergeants available.

The following table compares constables: Sergeant supervisory ratios.

	Force-wide	DC : DS:	BOCU	Resp. Team
MPS	1 to 5.6	1 to 2.8	1 to 5.8	Ranges from 1 to 3.9 – 1 to 11.3
West Mids.	1 to 5.9	1 to 4.6	1 to 7.8	1 to 10.2
West Mercia	1 to 5.4		1 to 5.5	1 to 7.7

(West Mercia Constabulary figures combine CID and uniform.)

The following table sets out the number of Sergeant vacancies as at January 2003.

<b>Force</b>	<b>Sergeant vacancies</b>
MPS (Total)	11% (520 vacancies out of 4659)
MPS (Uniform)	4% (140 vacancies out of 3197)
MPS (Detective Sergeant)	26% (380 vacancies out of 1462)
GMP (Divisions)	4% (28 vacancies out of 748)
GMP (Departments)	10% (31 vacancies out of 300)
Essex (Force)	12% (28 vacancies out of 237)

### 7.2.3 Shift patterns

Various shift patterns exist across the MPS but many have no correlation with demand. Often the same numbers of personnel are on duty throughout the 24-hour period regardless of the demand profile.

The move to Borough based policing has encouraged senior managers to review local shift patterns. Enormous amounts of time and energy are being expended by BOCUs to develop and implement new arrangements.

Yet a recent report by Accenture management consultants identified that, apart from Westminster, there are few differences in demand trends across the MPS. Accenture proposed a variable shift pattern based on a Merseyside Police Model that they argue best matches demand, supports officer health and meets management needs. Pilots of the Merseyside Police Model are being held at Greenwich and Bromley.

One staff support association stated that differing shift patterns discouraged officers from seeking career development where another shift pattern did not correlate with that of their partners.

Several other metropolitan forces operate one basic shift pattern:

<b>Force</b>	<b>Force Shift Pattern</b>
Metropolitan Police Service	No
Greater Manchester Police	Yes
Merseyside Police	Yes
West Midlands Police	No – 21 OCUs with their own patterns
West Yorkshire Police	Yes with (rural and urban) variations to meet demand

### 7.2.4 Call grading and response times

In 1994 the MPS daily attended about 1,100 incidents graded as requiring an immediate or emergency response. By 2002 this had increased to 2,100 incidents a day. The number of incidents graded as immediate has nearly doubled over the last 8 years. The proportion of all incidents graded as immediate in 1994 was about 13% but by 2002 this had increased to 17%.

The MPS performance in answering 999 calls and responding to 'Immediate' graded incidents has declined year on year since 1998 with the exception of 2000/01. The rolling year performance (April 2002 to January 2003) is currently 71.13%.

That said the point at which forces start the clock for measuring response times is different and, therefore, comparative performance measurement is of 'limited' value.

	1998/99	1999/00	2000/01	2001/02
Percentage of 999 calls answered within local target response time (15 seconds)	88%	82.2%	83.6%	73.6%
Percentage of responses to incidents requiring immediate response within local target response time (12 minutes).	87%	71.5%	76.4%	72%

Notes: Target for answering 999 calls was 87% in 1998 – 1999 and 80% from 2000

Target for responding to I calls 1998 – 2002 was 80%; the target for 2002/03 is 75%.

The MPS performance is generally poorer in comparison with other forces in our HMIC family. The following table shows that with the exception of South Yorkshire all services would meet the MPS target time of 80% in 2001/2. The MPS performance is in reality worse as all other metropolitan services have a target time of 10 minutes. If the MPS had such a target, performance would fall to 62%.

FORCE	I Calls	% within target	NUMBER OF 999 CALLS RECEIVED	I Calls as % 999 Calls	TOTAL POPULATION POLICE FORCE AREA	I Calls per 1000 population	999 Calls per 1000 population
Northumbria	32,291	92	296,105	11	1,414,000	23	209
West Yorkshire	136,671	89	533,523	26	2,113,363	65	252
West Midlands	132,631	84	680,757	19	2,619,000	51	260
Merseyside	64,766	82	371,775	17	1,409,372	46	264
Greater Manchester	151,565	82	641,041	24	2,586,000	59	248
South Yorkshire	55,383	78	207,078	27	1,301,532	43	159
Metropolitan Police	750,888	72	2,496,367	30	7,368,694	102	339

Notes: Forces use different methods of calculating the start time for attending a call

Northumbria, West Yorkshire, Merseyside and Metropolitan Police calculate the time from the point an incident log is created.

West Midlands calculates the time from when the incident log is fully completed.

GMP and South Yorkshire calculates the time from when the incident log has been passed to the radio dispatcher

The MPS criteria for an immediate response incident has 9 explicit elements with some having several sub criteria. This compares with West Midlands Police immediate grade call criteria that is met when there is:

- Direct threat to life or

- Serious injury or realistic threat of serious injury (including that arising from serious sexual assault or rape) or
- A crime is in progress where there are suspects at the scene or there is potential for immediate arrest or
- Intruder or personal attack alarm.

During 2000/1 1400 police collisions (22% of the total collisions) involved vehicles attending emergency calls. The total cost of police collisions to London during a single year, based on research conducted during the introduction of the MPS Safer Driving Policy, is about £54m.

The following table compares the numbers of police collisions attending emergency calls in the MPS with other forces.

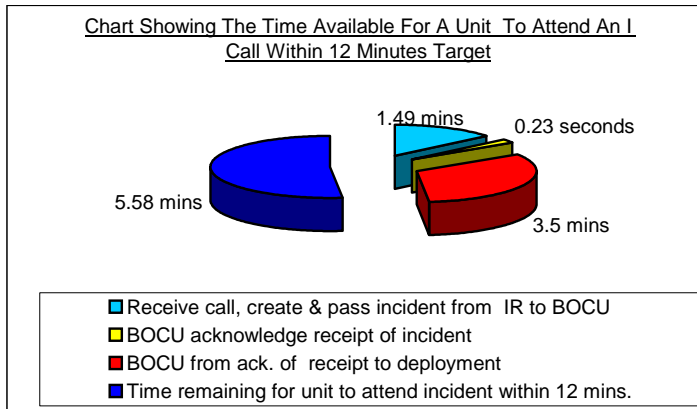
#### Comparison of Police Collisions 2001 - 2002

Force	Number of police collisions attending emergency calls (% of overall police collisions)	Immediate Grade incidents per police collision
Metropolitan Police Service	1400 (22%)	536
Greater Manchester Police	122 (10.5%)	1242
West Midlands Police	211 (10.3%)	628

(GMP figures extrapolated from collision statistics for April- Sep 01)

There is a correlation between the number of immediate calls recorded by BOCUs and reported police collisions. Current MPS performance indicators about response to calls from the public compete against one another. Information Room performance is measured on the time taken to answer 999 calls. This creates an imperative for operators to deal with calls speedily rather than thoroughly.

BOCU performance is measured against response times. The clock is already ticking when the incident is transferred from Information Room to a BOCU Control Room. Therefore the time available for a BOCU unit to reach the scene is much less than the 12 minute target as shown in the following chart.



The review team noted that on average 3.5 minutes is taken from the point a BOCU acknowledges receipt of an incident to the dispatch of a unit. No immediate explanation could be found for such a long delay other than the tendency to ring callers back highlighted during consultation.

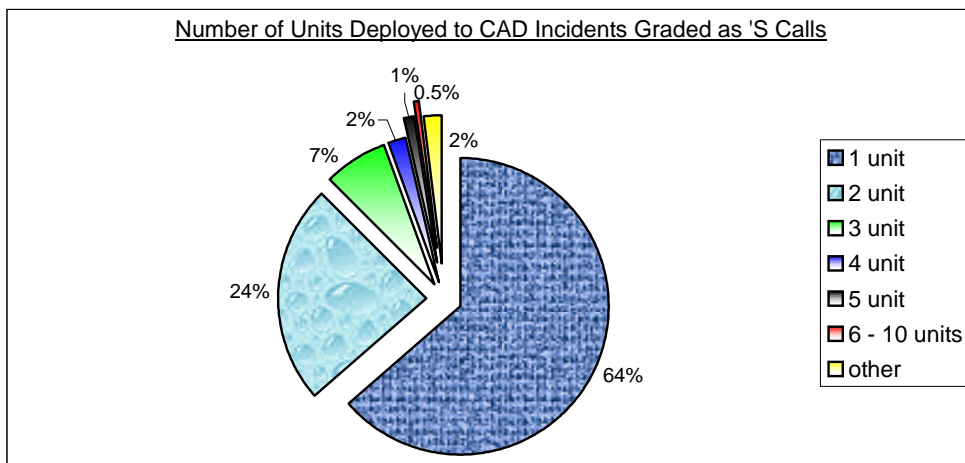
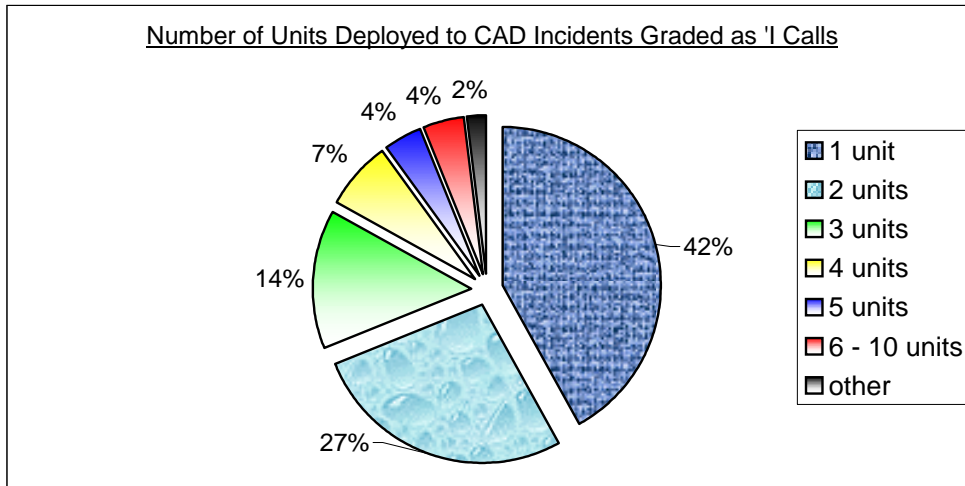
During 2001/2 the MPS reached 72% of immediate calls within 12 minutes against a target of 80%. Management information shows that the average time for a unit to reach a call requiring an immediate response was 13.08 minutes.

While the MPS have published a target to attend the scene of immediate calls within 12 minutes (75% of the time), the Home Office's Best Value Performance Indicators are now based upon public satisfaction with the police response.

The review team requested comparative data from the Automobile Association regarding their targets, performance indicators and response times. This information was not supplied.

### 7.2.5 Deployment (Crew size and number of units)

A principle of efficient demand management is that the minimum number of resources should be used to deal with an incident. Statistics from the CAD (Computer Aided Dispatch) computer system suggest that there is a tendency to deploy too many resources to certain categories of incident. In particular there were a large number of incidents graded as requiring a soonest response (i.e. attendance within an hour) where over ten units were deployed.



Research found no obvious correlation between call types, grading and the number of units deployed suggesting that resources are being used inefficiently. A disproportionate number of units are deployed to some incidents perhaps because Controllers err on the side of caution.

In the MPS double-crewed units attend most incidents regardless of their nature or the time of day. A few BOCUs use single-crewed units to attend some calls e.g. inquiries regarding missing persons but the norm is for double-crewing.

Essex Police operate single-crewing policies that were set after a thorough assessment of incidents, information about assaults on police and data relating to the use of personal protective equipment. Humberside and West Mercia Police also have single-crewing policies.

West Midlands Police patrols are single-crewed between 0800 and 1800 each day. Two or more units are dispatched to calls assessed as needing a large police attendance. Audits are conducted to ensure policy compliance. 'Criminal Justice – The Way Forward' (Home Office 2002) suggests that pairing officers to conduct foot or mobile patrols may occasionally be necessary for operational or safety reasons.

But it states that it should not be the norm simply because two officers cover twice the ground.

‘Open all hours’ (HMIC 2001) recommended, “that BCU commanders should deploy officers as single vehicle and foot patrols as the norm unless there are sound operational or health and safety reasons to justify exceptions. Supervisors should have access to reliable management information and sound guidance to inform their decisions, for which they should be held to account.”

### 7.3 Challenge

Challenges were rooted in the premise that any proposals must improve the delivery of service to the public. In particular the ICP stated that the care of victims and witnesses was vital.

The ICP highlighted parallels across the public sector where there has been an emphasis on professionalism rather than satisfying the public. Until recently employees with the most status in an organisation are the staff who have the least contact with the public.

The ICP thought that a mix of experience and skills was needed in all policing functions that have direct contact with the public. Experienced officers are able to get to the heart of an issue that may be camouflaged within a report. Less experienced staff may either not see the problem or recognise its scale. Consequently experienced staff are more likely to get it right first time.

In some accident and emergency departments, experienced doctors have replaced nurses in the triage function. Patients are assessed by doctors who decide the most appropriate course of action ranging from immediate admission to referral to the patient’s own GP.

The ICP challenged whether a difference in outcomes would be achieved by faster response times. Research conducted in 1977 in Kansas City (Kansas City Police Department) found that the majority of suspects left the scene of a violent crime within two minutes of it occurring, suggesting that rushing to a scene may help a victim and locate a witness but not necessarily lead to the arrest of a suspect.

A DCI, who was heavily involved in Operation Safer Streets to combat street crime, expressed an opinion that prompt response to robbery calls increased the likelihood of an arrest. A debrief of a prominent robber revealed that suspects often conceal themselves at the scene knowing that the police will attend and leave quickly. However, the DCI also indicated that a recent survey in one BOCU showed that 65% of robbery judicial disposals came as a result of secondary enquiries and not by arrest of a suspect at the scene. The ICP suggested that negotiated attendance times should be considered for non-immediate grade incidents.

The ICP queried whether single-crewed patrols were more vulnerable to assault. A 1994 study in Thames Valley Police involved interviews with 94 officers. Roy Bailey, the author found that *“Double crewed cars present the biggest risk factor as far as assaults are concerned, with 50% overall of the crews being assaulted when so deployed.”*

The ICP challenged whether MPS units were normally double-crewed because there are insufficient vehicles for single-crew patrols. The review team identified that Hillingdon BOCU had enhanced its performance by rigorously enforcing the MPS vehicle maintenance contract to improve vehicle availability

## 7.4 Competition

Due to the nature of operational policing the potential for competition was not considered. However, the review team proactively sought to identify solutions that used alternative forms of service delivery by staging focus groups of high potential officers. The review team used the officers to provide 'blue sky' thinking and suggest radical new approaches to delivering services.



## 8. EFFECTIVELY RESOLVING DEMAND - CONCLUSIONS AND RECOMMENDATIONS

---

### 8.1 The roles and responsibilities of response teams

The review team suggest that the roles and responsibilities of response teams should be explicitly linked to the corporate policing plans and local partnership strategies.

Once the role and responsibilities of a Response Team have been determined, it should be possible to set their optimum size to meet operational demand. For example, a certain number of trained officers will be required to drive response vehicles. If the role is focused on attending on-going incidents, it may be possible to reduce the numbers of officers needed in the response function.

Applying the on-going incident criterion based on 12 categories of CAD records (call types) to one BOCU reveals the following potential proportion of incidents requiring response team attendance:

0600 – 1400	21%
1400 – 2200	37%
2200 – 0600	42%.

Data obtained from Croydon BOCU

However, if response teams do not attend then some other category of officer will need to be dispatched. While this may be possible in the daytime, fewer alternative staff (e.g. community beat officers) are available at night. Therefore for the purpose of calculating efficiency savings it is assumed that response teams will continue to deal with 85% of CAD incidents<sup>2</sup>.

The review team suggest that posts released from response teams could be re-deployed into pro-active policing. This would not only provide BOCUs with extra staff to work on reducing priority crime but also allow more resources to be employed in problem solving teams tackling the causes of demand. Potentially these steps could lead towards a virtuous circle where demand is reduced by solving the problems that cause large volume of incidents to occur.

Furthermore, by reducing the size of response teams, it may be possible to gradually decrease the number of probationers needed to sustain staffing levels. This would enable BOCUs to develop probationers in slower-time policing functions before exposing them to the demands of response policing. Although, realistically probationers will probably be required to sustain staffing levels for the immediate future, the proposal would reduce the numbers required to move straight onto response teams after street duties courses. Response teams would receive more experienced probationers than at present and as a consequence the supervisory requirement would ease slightly.

---

<sup>2</sup> This figure is a based on an informed judgement by the review team. During the pilot a more systematic analysis will be undertaken using simulation modelling techniques.

By taking these steps, the review team believe that the experience levels of response teams can be significantly increased and as a consequence the quality of the service provided by the MPS to the public enhanced.

The recommendation is to pilot the new approach at Greenwich BOCU between 1 October 2003 and 31 March 2004. A full evaluation will be conducted to establish the full costs and benefits with a view to application MPS wide.

**8.2 Recommendation 6 – Define the roles and responsibilities of response teams, setting and maintaining their target-staffing levels to better match available BOCU resources to local demand.**

**8.2.1 Benefits**

- Efficiency savings created by reducing the number of incidents dealt with by response teams.
- Enhances staff health and safety by ensuring that resources do not fall below a target safe operating level.

**8.2.2 Costs**

- Risk that overtime will be required to achieve and sustain minimum staffing levels.

**8.3 The status of response policing**

Public satisfaction levels are falling. Seasoned police officers are more likely than inexperienced staff to ‘get things right first time’ thereby satisfying customers and leading to a reverse in the trend.

To achieve this goal, larger numbers of experienced and skilled personnel need to be retained in the response function. The review team suggests that experienced staff will be encouraged to stay in post if the status of response policing is raised. The review team concluded that a rewards package (i.e. financial and non-financial) for staff would act as an incentive. The new Special Priority Payments scheme may influence the choice of post for some officers. But family friendly shift patterns (see Recommendation 9) also have great potential to encourage experienced staff to remain in the response role.

The combined effects of recommendation 6, 7 8 and 9 will contribute significantly towards the enhanced status of the response team.

The review team suggests that the proposal should be fully evaluated in tandem with Recommendation 6 during a six-month pilot (October 2003 – March 2004) at Greenwich BOCU.

**8.4 Recommendation 7 – To improve quality of service by increasing the ratio of experienced staff to probationers on response teams.**

**8.4.1 Benefits**

- Improvement in public satisfaction levels through experienced officers being more likely to get it right first time.
- Reduces burden on sergeants because experienced staff will require less direct supervision.
- Probationers learn a broader range of policing skills and are not ‘thrown straight into the deep end’ of responding to complex incidents.
- Makes the response policing function more professional thereby raising its organisational status.

**8.4.2 Costs**

- A MPS framework for the allocation of SPPs was launched during the BVR. With this in place, there is no requirement for additional funding.
- Risk that experienced officers will not perceive the benefits of the response role.

**8.4.3 Diversity**

- Experienced officers are likely to make a more informed community impact assessments when considering options for resolution/action.
- Experienced officers are likely to have a much better understanding of local community issues.
- Probationers are provided with more varied opportunities, rather than being placed directly into response teams. Skills gained prior to entering the service could also be utilised constructively.

**8.5 Leadership and management**

The review team suggest that operational supervision should be focused on service delivery as well as achieving a BOCU’s policing plan. Enhanced supervision increases the potential to resolve incidents right first time by creating the right conditions in terms of using resources to best effect. ‘Getting it right first time’ itself could also relieve the time management burden on supervisory officers by reducing the need for them to take remedial action.

The basis for an MPS model is the Operational Supervision Model developed by the Anti Bureaucracy Task Force (Home Office 2002) using the National Competency Framework. This defines a requirement for intrusive supervision that first ensures that staff deal with incidents properly and second that they are available to deal with any problem in the field e.g. a critical incident. The Task Force Report advocates that firm leadership and supervisory direction ‘up front’ in a number of key business processes will ensure that the right work is undertaken to the right standard every time.

BOCUs need to determine minimum standards of response team supervision. These must include number, skills and experience of sergeants. BOCUs must critically

examine the numbers of supervisors, what they are doing and how they are doing it. Steps also need to be taken to increase the amount of time supervisors spend on patrol e.g. by eliminating the requirement to cover the refreshment breaks of other supervisors. Training needs to focus on what the best sergeants do so that others can learn how they can spend more time on patrol.

The ratio of sergeants to constables needs to be correlated with the role, responsibilities and composition of a team (see Recommendation 6 and 7). Appropriate targets and performance indicators should be set and monitored by BOCUs to ensure that the minimum standards of supervision are being achieved.

The review team endorses the Home Office Anti Bureaucracy Task Force Report (2002) that states that the effectiveness of sergeants should be judged not on what they know and are capable of but on what they actually do and the impact this has.

The imminent implementation of C3i provides a further catalyst to improve the quality of patrol supervision. The recommendation therefore correlates with the work required to prepare the MPS for the new working arrangements under C3i.

**8.6 Recommendation 8 – To improve the quality of front line leadership by setting and implementing MPS standards of patrol supervision.**

**8.6.1 Benefits**

- Improved public satisfaction through staff getting it right first time in response to incidents (measurement BVPI 23c).

**8.6.2 Costs**

- Risk that BOCUs may be unable to fill response team posts without robbing other functions of experience and supervision.
- Risk that insufficient suitable candidates will be available in the MPS.

**8.6.3 Diversity**

- MPS Diversity Strategy requires effective and proactive supervision.
- Boost confidence of probationers by providing them with the support to police London to the satisfaction of its communities and themselves.

**8.7 Shift Patterns**

Individual BOCUs are expending a great deal of effort to formulate and implement new shift patterns. However, there is no common methodology to enable them to assess how a shift pattern matches resources to local demand.

The review team suggest that this methodology is required to enable local and corporate managers to assess the efficiency of existing and potential BOCU shift patterns. Managers would then be better informed about whether a shift pattern is meeting local needs. These needs change over time and the methodology would enable managers to periodically review the efficacy and efficiency of shift patterns.

The range of shift patterns being worked in the MPS is becoming increasingly diverse. Greater devolvement of responsibilities to BOCU level has enabled individual Units to implement new patterns based on local needs. But compromise is sometimes required between satisfying the requirements of demand and the needs of the individual to win staff approval for any proposed change.

The methodology would identify whether the balance between organisational and staff needs has been achieved. Moreover it would provide senior MPS managers with a further diagnostic tool to identify why performance in one area is different to another.

The review team suggest that application of the methodology will identify a set of MPS shift patterns that achieve the best match of resources to demand. These patterns will be best practice that can be applied as a default. In the long term this may result in a convergence of patterns thereby assisting family friendly working across the MPS.

The methodology would enable the impact of part time working to be assessed. The review team suggest that this will encourage BOCUs to consider the benefits of flexible working to meet their local demand profiles.

By using the methodology Borough Commanders will have a clear and comparable common assessment of the effectiveness of their existing shift patterns to meet local demand. In this way Boroughs will be both better informed and be accountable for their resource allocation decisions.

In summary, the proposal could:

- Provide a better match of supply to demand
- Allow BOCU variations in start times to meet local needs
- Comply with Working Time legislation
- Reduce the time spent by staff in BOCUs researching new shift patterns.

**8.8 Recommendation 9 – To optimise the availability of resources to meet demand by developing a methodology to assess the efficiency of BOCU shift patterns.**

**8.8.1 Benefits**

- Improved public satisfaction through better match between staff and demand.
- Reduce staff time engaged in developing new shift patterns.

**8.8.2 Costs**

- Likely to be achieved within existing MPS resources.

**8.8.3 Diversity**

- Diverse shift patterns adversely impact on family friendly working and disproportionately on female staff. Achieving greater convergence through application of a consistent method of evaluation will benefit many staff across the MPS.

## 8.9 Call grading and response times

### 8.9.1 Call grading and deployment standards

The review team suggest that new call grading and deployment standards are required to improve the effectiveness and efficiency of MPS response to demand. The proportion of immediate grade incidents to 999 calls should be reduced to bring the MPS nearer to the national average. As a consequence, the number of police collisions will be decreased improving public and officer safety.

In the short-term the MPS should not set targets that focus on speed of response, but quality of service. The review team suggest that there is an opportunity to move away from a pass or fail target to one that measures total performance.

Using average response times as one indicator of response would compliment other existing public satisfaction measurements. Reducing the average time it takes for units to attend I calls would improve the quality of service the MPS provides to Londoners.

The review team suggests that new call grading criteria and performance indicators are introduced in the 2004 – 2005 MPS Policing Plan.

Locations generating a great deal of CAD demand do not always correlate with crime hot spots. Crime pattern analysis is effectively used throughout the MPS to identify crime hot spots. However, the same intensity of scrutiny is not applied to patterns of demand. Patrol areas are determined with greater reference to crime hot spots rather than using demand pattern analysis to identify high demand areas.

The review team suggest that making better use of analytical products would help managers to pre-position units in areas where demand can be anticipated. Response times will be reduced and the presence of units may in itself reduce demand. Brent BOCU has successfully used this approach of analysing demand and then deploying units in very specific locations at very specific times.

### 8.9.2 Deployments – number of units and cross border deployments

In the future, many deployments will be via mobile data terminals (MDA). These will enable Control Rooms to send data messages to units attending incidents without the need for voice messages. Other police units will not be aware of the incidents thus negating self-deployments. However, in the meantime many controllers continue to use the radio to call for 'any unit to deal' rather than positively manage resources. The review team suggest that better supervision in control rooms and on the street could reduce this tendency to over-deploy units to an incident.

Cross border deployments are based on good will rather than efficiency. Moreover consultation disclosed that the performance culture results in some managers looking after their area first. There is no incentive to help a neighbouring BOCU by sending a resource to an incident across a border.

Accordingly, people living near to Borough or MPS boundaries may receive a poorer response to incidents than other residents. This may leave the MPS vulnerable to civil litigation if damage or injury could have been prevented by prompt attendance at an incident.

The review team suggest that introducing deployment protocols should govern then number of units dispatched and also facilitate units to cross BOCU borders to attend incidents thereby improving response times. Commensurate performance indicators need to be put in place to show the level of support that one BOCU provides to another. These would militate against any tendency for managers to ignore the

needs of others. Further they could show if a BOCU was under-resourcing its response function.

**8.10 Recommendation 10 – To deliver a reduction in the average time taken to attend incidents by introducing new call grading and deployment protocols.**

**8.10.1 Benefits**

- Improved public satisfaction by reducing the time taken to attend immediate grade incidents.
- Improved efficiency by reducing the number of immediate grade calls in the MPS closer to the national average.
- Improved efficiency by reducing the percentage of immediate grade incidents where it is found that no police presence is required.
- Enhanced public and officer safety because of fewer collisions involving police vehicles attending emergency calls.
- Reduced fear of crime caused by the sight and sounds of police units attending emergency calls.

**8.10.2 Costs**

- Risk of reduced public satisfaction levels if response not within time that public perceives to be satisfactory.
- Risk of adverse publicity if the media perceive the changes as reducing the quality of service the MPS provides to the public.
- Changing criteria will require staff training which, if not effective, will continue to result in over grading and too many units being deployed to incidents.

**8.11 Deployment – crew size**

The review team do not suggest that every unit could be single-crewed. Neither do they suggest that every patrol needs to be double-crewed all of the time. The review team believe that the MPSs need a robust risk assessment framework for managers to use to decide whether it is appropriate to single or double-crew a patrol.

Single-crewed patrols increase the number of units available to attend incidents. They enable staff to spend longer at incidents thereby enhancing the prospect of the matter being dealt with right first time. A study in the US revealed that the work rate per officer is actually lower in a double-crewed car than for officers in single-crewed vehicles.

Furthermore single-crewed patrols are more likely to engage with people thereby enhancing public confidence in the MPS. A study conducted in the Ponder’s End area of the MPS (Whitehouse, 1994) determined that the average number of encounters with the public was 3.8 times for those patrolling alone and 2.8 times for pairs. This suggests that the average rate of encounters with the public for single patrols is 32% greater than for double-crewed patrols. The same report states “If

*casual social contact with the public is reduced by pairing, then the implication is clear, single patrols should be the norm in areas where such contact is likely and desirable and double patrols should be the norm where danger or excessive work load is a possibility.”*

The review team recommends the development of an MPS single-crewing policy, incorporating a risk assessment framework, in negotiation with staff associations. BOCUs would then have a consistent policy that takes into consideration the local policing environment, to implement.

Assuming that 5% of all S call incidents can be effectively dealt with by a single-crew rather than a double-crew this would release 530,925 officer hours per year for re deployment on other activities. (This figure is calculated on the basis of 35,395 incidents with an average time of 30 minutes per incident.)

**8.12 Recommendation 11 – To improve the availability of resources to meet demand by introducing an MPS effective crewing policy that increases the number of single officer patrols.**

**8.12.1 Benefits**

- Increased public satisfaction through single-crewed units being able to spend longer at incidents.
- Increases officer visibility thereby providing greater public reassurance.

**8.12.2 Costs**

- Risk that officers will be injured when attending incidents that did not appear violent on first assessment.
- Risk of increased case attrition rate due to the devaluation of the testimony of officers in courts because it has not been corroborated.
- Reduction in performance because officers will be less motivated to engage with criminals e.g. reducing stop and search activity.



## 9. MAKING BEST USE OF RESOURCES - FINDINGS

---

This chapter focuses on the 'making the best use of resources' strand of the Demand Resolution and Management Strategy. It concentrates on three specific areas and examines how they contribute to the optimisation of resources available to meet demand:

- Skill Shortage and Retention.

- Abstractions.

- Special Constabulary – availability and deployment

Minimising abstractions is crucial to maintaining sufficient resources to meet demands on police services. The MPS's management and control of police officer abstractions within BOCUs was scrutinised as part of the District Audit's 2001 – 2002 Audit Programme. The audit focused on training, court attendance and Corporate Enquiry Teams and made 19 recommendations to improve effectiveness and efficiency.

District Audit did not examine sickness management and the impact of recuperative or restrictive duties as the MPS Inspectorate was reviewing these areas. Both the MPS Inspectorate and Occupational Health have reported separately on these subjects and the resulting recommendations will be implemented by 1 July 2003.

Squads were not specifically examined, as the Best Value Review of Operational Support will cover them in detail later in 2003.

The Managing Demand Best Value Review was conscious of the need to avoid duplicating work taking place elsewhere. Scrutiny of abstractions was therefore limited to those relating to aid. Vacancies were considered from the perspective of skills shortages.

### 9.1 Consultation

During consultations the review team was repeatedly told that the increasing numbers of probationers being attached to response teams was having an adverse effect on teams' ability to meet demand. Most recruits spend the majority of their probation period attached to response teams and evidence obtained from Kensington and Chelsea showed the proportion of probationers, at that time, to be 48.7%.

It was also suggested that there was a lack of skilled and experienced staff on response teams. However, data obtained from Human Resources Directorate, however, indicates that BOCU do have sufficient skilled personnel but these are no longer employed on response teams.

Borough Commanders and Staff Support Associations also specifically raised the issue of Special Constables. There was a strong belief that the latter could have a greater role in policing both local demand hot spots and supporting pan London operations. One respondent highlighted the need for *"more availability – lack of certainty around their availability creates a risk factor if relying on the use of the Special Constabulary."*

## 9.2 Comparison

### 9.2.1 Skill Shortage and Retention.

One area of comparison work undertaken by the review team was recruit skills. London is a major capital city and demand will obviously be different from that placed on other UK police services. For example, London is the home of a number of Premier League football grounds and the frequent venue for large-scale public events. Officers are regularly drawn from BOCUs to police the events. Accordingly, there is a need to train officers in the policing of public disorder. To meet these commitments officers need to be trained in policing public disorder.

Unlike several other forces, probationers in the MPS do not receive public order training. Greater Manchester Police and West Yorkshire Police train all their officers to national public order level 2 standard (trained in basic shield work and issued with protective clothing). West Yorkshire Police also aim to train officers as response drivers in their first 12-14 months of service.

Meeting the demands of policing central London and other events regularly falls on the limited number of experienced officers on response teams. This results in fewer staff available with skills to drive response cars and as a consequence a BOCU's capacity to respond to demand is diminished.

The MPS Public Order Training Unit trains 2500 officers twice a year. There are no plans to increase the number of public order trained officers, or the number of those eligible to be selected for such training. At present, MPS policy does not permit probationers to be trained to national public order level 2 standard.

### 9.2.2 Abstractions and Skill Vacancies

Many officers with the response driving skills required for attending emergency calls are not working on response teams. An analysis of the response driving skill profiles across a number of BOCUs is shown in the following table.

BOCU's	Officers currently USING these skills									
	PC		PS		Insp		Other		Total	
<b>Kensington and Chelsea</b>	59	(18)	12	(3)		(6)		(1)	71	(28)
<b>Hackney</b>	67	(32)	16	(18)	3	(10)		(24)	86	(84)
<b>Havering</b>	68	(5)	30	(1)	8		3	(3)	109	(9)
<b>Lewisham</b>	130	(65)	24	(18)	3				157	(83)
<b>Enfield</b>	69		8						77	
<b>Sutton</b>	45	(31)	11	(8)	1	(4)			57	(43)

(Figures in brackets show the officers NOT currently using the skills)

Police driver training courses are also expensive to provide:

<b>Course Type</b>	<b>Duration of course</b>	<b>Cost of course for candidate</b> (opportunity costs only)	<b>ERNIC</b>	<b>Training Costs.</b> (staff + overheads)	<b>Total</b>
Response driving course	3 weeks	£1,2445	£125	£3010	£4379
Advanced driving course	4 weeks	£1,819	£182	£4014	£6015

**Notes**

- Response driving course based on salary of 2-year Constable.
- Advanced driving course based on salary of 5-year Constable.
- Data obtained from MPS Driving School

The review team identified that there is at present no requirement for officers to maintain their skills in order to sustain operational capability.

Recommendations recently submitted to AC HRD will determine the number of driver courses provided to BOCUs on an annual basis. The proposed formula is based on BWT, number of response teams and number of vehicles allocated to a BOCU.

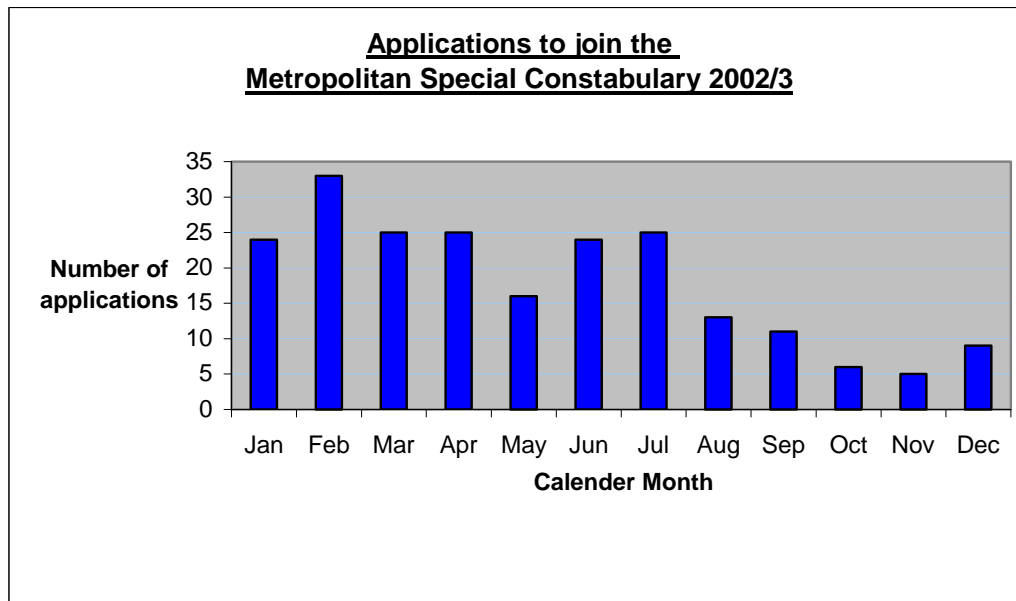
The recommendations, submitted by DCI Barnes, include guidance on the selection of candidates, proposals to make advanced driving a specialist post and a requirement for officers completing an advanced driving course sign a statement of expectations - committing themselves to a minimum period of service with the skill or that they will maintain currency with the skill.

### 9.2.3 Special Constabulary - availability

The review team worked on the basis that the MPS currently has about 700 Special Constables. Proportionally, this is the lowest number per 100 regular constables in the country as illustrated in the following table:

<b>Force</b>	<b>Special Constables per 100 regular officers</b>
MPS	4
GMP	7
South Yorkshire	8
West Midlands	10
Northumbria	10
West Yorkshire	11
Merseyside	16

The Metropolitan Police MSC Millennium Project recommended an increase to 1287 Special Constables by 2005. To date this target has not been achieved and MSC strength has actually reduced from the 790 officers at the time the target was set. Applications also show a downward trend.



**Table showing the number of Special Constables attested.**

Period Covered	01/01/02-23/05/02	24/05/02-23/07/02	24/07/02-09/12/02	10/12/02-11/03/03
Number of officers attested.	34	24	21	23

(People are not sworn into the MSC at equal 3 monthly intervals).

In mid 2002 the role of Police Community Support Officers (PCSO) was advertised and the first PCSOs were appointed in September 2002. This coincided with the absence of a MSC recruitment campaign.

Whilst there was a clear decline in applications to join the MSC during the latter part of 2002, it has not affected the number of candidates being attested. It is too early to say whether the creation of PCSOs or the absence of a recruitment campaign resulted in the decline in MSC applications.

By contrast most Forces do not experience problems in recruiting Special Constables. For example Bedfordshire and West Yorkshire are presently able to fill their training courses. The demand is such that they operate a waiting list of people wishing to join the Special Constabulary.

British Transport Police have actively recruited Special Constables with the inducement of free travel on London transport and limited railways. This campaign resulted in 1481 enquiries and 127 applications. But the review team was unable to establish how many applications resulted in new recruits being attested as Special Constables.

The following table shows that the minority ethnic composition of the Special Constabulary is more representative of communities than the regular police service. The MSC has the highest proportion of members from minority ethnic communities compared to other metropolitan forces.

	<b>Ethnic population of area %</b>	<b>Minority ethnic % of police officers</b>	<b>Special Constabulary strength</b>	<b>Minority ethnic Special Constables specifying themselves as VEM</b>	<b>VEM%</b>
MPS	25%	4.2%	774	115	14.9%
GMP	7%	2.7%	367	9	2.5%
Merseyside	2%	2%	541	9	1.7%
South Yorkshire	3%	2.6%	188	6	3.2%
West Midlands	16%	5.1%	617	88	14.3%
West Yorkshire	9%	2.9%	415	42	10.1%

(Race Equality – 2<sup>nd</sup> Home Secretary's Report on progress up to 31 March 2001)

#### 9.2.4 Special Constabulary - deployment

Special Constables are volunteers who are only paid expenses. On six BOCUs Special Constables performed an average of 27.2 hours duty a month - a cost of £1.42 per hour. The review team suggest that the Metropolitan Special Constabulary (MSC) are resources that can, if effectively managed, assist BOCUs to meet demand.

The review team found a variance in the way MSC officers are deployed. In Kent the policing of a large number of community events is planned and provided by Special Constables. This relieves regular officers thereby retaining their capacity to respond to calls for help and assistance. The approach has proved to be a cost-effective use of police resources and indicates the level of responsibility that can be devolved to the Special Constabulary.

Tackling Patrol Effectively (ACPO/Audit Commission/HMIC/Home Office 1996) suggested the following good practice for planning patrol/deployment of Special Constables:

- Identify specific times and duties for which the use of specials is likely to be most beneficial
- Encourage Specials to commit to attend at the identified times
- Involve and integrate Specials with shifts and management teams as far as possible.

This review team found that a number of MPS BOCUs follow this good practice and have introduced service level agreements (SLA) with their Special Constables to ensure that they are available during the times of greatest need. There was evidence that Special Constables who had entered into SLAs perform more duty hours.

### Metropolitan Special Constabulary

<b>BOCU</b>	<b>Average monthly duty hours per SC</b>
* Barnet	56 hours
* Newham	22 hours
Merton	17 hours

(\* SLA in operation)

### Essex Special Constabulary

<b>Division</b>	<b>Average monthly duty hours per SC .</b>
Braintree	21 hrs
Chelmsford	16 hrs
Harlow	11 hrs
Rayleigh	24 hrs

### Kent County Special Constabulary

<b>Total Number of Hours worked 2001/2002.</b>	<b>Average monthly duty hours per SC .</b>
Service wide	24.25

A recent advertising campaign to recruit Special Constables for the MPS suggested that volunteers would be required to perform 8 hours' of duty per week. The review team noted this is a greater commitment than given at present by most Special Constables either in the MPS or other forces. Consideration should be given to whether this expectation is realistic as it may put some potential recruits off joining.

In Barnet BOCU, where the average hours worked by Special Constables is high, a Detective Chief Inspector has responsibility for Community Officers, the Crime and Disorder Unit and MSC. Barnet BOCU has a particularly committed Divisional Officer who attends weekly crime and disorder reduction meetings and is involved in the tasking process. The BOCU takes every opportunity to employ the MSC in activities that they enjoy e.g. policing community events. A number of their MSC who are waiting to join the regular Service are working a higher numbers of hours.

### **9.3 Challenge**

The ICP suggested that skills gained during previous employment i.e. 'read across skills' should be taken into account to reduce the recruit-training requirement. The review team established that the MPS Recruit Training School has the issue of 'read across' skills under active consideration.

### **9.4 Competition**

The potential for external competition was not considered, as this is an operational policing activity. However, by adopting the above ICP philosophy the review team has considered an alternative form of service delivery. The notion of 'read across' skills can be applied to recruits joining the MPS from the armed services with public order experience. There appears to be no justification for debarring personnel with relevant previous experience from attending public order training. Furthermore the review team has considered the use of the Special Constabulary from the perspective of an alternative way of delivering services. The single-crewing proposals also seek to make better use of existing resources.

## 10. MAKING BEST USE OF RESOURCES - CONCLUSIONS AND RECOMMENDATIONS

---

### 10.1 Skill Shortage and Retention

The review team recommends that initial recruit training should include the theoretical elements of the basic driving test.

Adopting the recommendation would require the written examination for the basic driving course, comprising a lesson on vehicle preparation and driving policy, to be introduced on recruit training courses. Consultation with Training School has indicated that this would have a minimal effect on the training programme at Hendon. It would require a maximum of two additional hours to be allocated.

The BOCUs would then only need to allocate one hour per recruit for them to attain basic driving status. This should enable probationers to be deployed on mobile patrols immediately after completing their street duties courses. The review team has established that, even with the potential change to a two type patrol fleet, the MPS will continue to require the basic driving qualification.

The review team also recommends that probationers should also be permitted to train to public order Level 2 standard. The proposal is not to increase the number of public order trained officers but to enlarge the size of the pool from which they can be selected. It would permit some probationers to be used on public order duties thereby enabling BOCUs to retain experienced staff to meet local demand.

The recommendation would also potentially provide a greater return on investment in training. It would counter the present situation where officers, who are not allowed to attend training before two years' service, effectively make themselves unavailable for public order duties by moving to specialist posts (e.g. CID) after a couple of years.

This proposal would not result in any additional financial costs for the MPS, as the total number of public order trained officers would not increase. The effect would be to enlarge the pool of available officers from which candidates can be selected thereby potentially obtaining greater value from the investment in training. Furthermore officers would be available to use their skills over a longer period of time.

**10.2 Recommendation 12 - To enlarge the pool of staff available to BOCUs to meet demand by providing all recruits with basic driving training and selected probationers with Level 2 public order training.**

#### 10.2.1 Benefits

- Probationers obtain a broader range of policing skills thereby enhancing the professional status of response teams.
- Enlarged pool from which officers can be selected for public order training, thereby providing BOCUs with additional flexibility in meeting demand.
- Reducing BOCU time required for driver assessments.



### 10.2.2 Costs

- There are no additional costs associated with the proposal other than initial recruit training courses absorbing the theoretical aspects of basic driving assessments.

### 10.2.3 Diversity

- Need to ensure that any selection criteria does not discriminate directly or indirectly against any group of officers.

## 10.3 Abstractions

A core operational requirement of the MPS is to respond promptly to requests for help or assistance from members of the public. Sufficient skilled officers must be available on BOCU Response Teams to meet the needs of the public.

Better succession planning is required to ensure that sufficient experience and skill levels are available on response teams. The needs of the business must override the aspirations of an individual. Staff should, therefore, ideally not be transferred from a role requiring a specific skill e.g. driving, until a successor has been identified. Ad hoc transfers impact on BOCU's ability to respond to calls for help or assistance.

The review team found no requirements for officers to retain their skills when they are moved to non-operational duties. By requiring officers to regularly practice their skills, MPS capacity to meet demand will be improved. The review team suggest that the career development aspirations of individuals must be balanced against the responsibilities of the MPS.

The recommendation proposes the spread of best practice from some BOCUs e.g. Newham who already use Local Postings' Panels to make informed decisions about whom, where and importantly when a member of staff will be transferred. In this way the Review seeks to maximise the organisational return for investment in training.

### **10.4 Recommendation 13 – Optimising the deployment of staff by implementing a systematic approach to retaining skills on operational teams.**

#### 10.4.1 Benefits

- Improved efficiency by reducing the percentage of staff not using skills.
- Retaining the value of training by increasing the percentage of staff retaining their currency in their particular skill.
- Reduced training costs for BOCUs and in particular those with devolved budgets.

#### 10.4.2 Costs

- Possible reduction in performance of non-response team units by having to carry vacancies.
- Increased costs of refresher training.

### 10.4.3 Diversity

- Retaining skills within response teams supports effective deployment to support communities.

## 10.5 Special Constabulary

The review team recognise the contribution members of the Special Constabulary make to the MPS. It is tangible evidence of communities' support for the MPS. The proportion of members from an ethnic minority background is much higher than for regular officers. Therefore the Special Constabulary helps to increase the confidence of ethnic minority communities in the MPS.

The output of the Special Constabulary in terms of duty hours performed should be increased to help to meet organisational need. The decline in membership also highlighted needs to be addressed.

The review team proposes that, like their British Transport Police counterparts, MPS Special Constables receive the same travel concessions available to regular MPS officers. Linked to service level agreements this has the potential to reverse the trend in membership. Free rail travel will also make it easier for Special Constables to assist central London BOCUs as the MPS pursues its target to reach 1000 Special Constables.

The estimated costs are:

Advertising (based on 2002 figures)	£150,000
Estimated increases in expenses	£160,992 *
Additional uniform cost	£223,302 *
Total	£624,294

[Note\* - based on increase from existing strength to 1000 officers]

**10.6 Recommendation 14 – To increase membership of the Metropolitan Special Constabulary to 1000 officers by offering the inducement of free rail travel and to improve their availability at the time of greatest demand by the introduction of service level agreements.**

### 10.6.1 Benefits

- Increase the number of Special Constables recruited.
- Increase the number of hours duty performed by Special Constables to help BOCUs meet demand.
- Enhance the availability of Special Constables during the periods of greatest demand.
- Increase the confidence of London's diverse communities in the MPS.

### 10.6.2 Costs

- Costs of providing free rail travel for every Special Constable - £90,000.
- Costs of additional recruiting – most recent campaign cost £150,000.
- Civil staff morale could be adversely affected by the provision of free travel to members of the Special Constabulary.

### 10.6.3 Diversity

- MSC has higher numbers of VEM officers, thereby contributing to the MPS aim of better reflecting London's diverse communities.
- Promotes the building of stronger relationships and trust between the MPS as a whole and the wider community.
- Encourages and supports recruitment of VEM officers.

## 11. TACKLING THE CAUSES OF DEMAND

---

This chapter focuses on the 'shaping public expectations' within the Demand Resolution and Management Strategy's strand of 'tackling the causes of demand.' It reviews the impact of public expectations on demand and suggests how a marketing communications strategy could be used to inform the public about the standards of service that they can reasonably expect from the MPS.

### 11.1 Shaping Public Expectations

#### 11.1.1 Consultation

Consultation research revealed that about 50% of Londoners have some form of contact with the MPS during the course of a year. This experience not only shapes that individual's perception but also influences the opinions of others. Direct and indirect perceptions will shape expectations and their response to future encounters.

Respondents to the MPS Public Attitude Survey stated that the media was their main source of information about the police:

Sources	% of respondents stating that this was their main source of information
TV and radio news	28%
Broadsheet papers	16%
Tabloid newspapers	15%
TV documentaries	11%

92% of respondents thought that their main source was accurate.

Respondents to a questionnaire sent to local authorities, CPCGs, staff associations (excluding the MPS Police Federation), MPA BOCU link members, IAG and LGBTAG highlighted the need to educate the public about the services that the MPS can provide and priorities at the present time.

It was suggested that the media (both local and national) could be used to educate the public. Further it was, also suggested that police officers need to engage with younger people by attending public meetings and visiting venues where they gather with the aim of obtaining a better understanding from them.

Respondents to the Policing for London Study (2002) were reluctant to identify incidents on which the police should spend less time but preferred to suggest areas that should not be dealt with at the expense of other police activity. The two main non-priorities that emerged were neighbour disputes and noisy neighbours that were suggested by half the sample. The other areas identified were taking softer drugs (quarter of sample) disorder, rowdiness, dealing soft drugs and domestic violence (small minority of sample).

People were asked to identify up to five priority police activities ("which the police should spend most time and energy trying to fight") from a list of eighteen possibilities. Burglary, muggings and dealing in hard drugs emerged as clear priorities.

One public respondent to the Managing Demand BVR questionnaire stated that disappointed expectations could be overcome when a problem arises if the officer patiently explained:

- The limit of police responsibility
- Who is responsible
- Where members of the public can obtain the service they require
- If possible, access the alternative service on their behalf.

Internal respondents (BOCU Commanders and Staff Support Associations) also highlighted the need for public education through being honest about resources and the extent to which services can be delivered.

One respondent stated “Public expectations are very mixed i.e. their vision of ‘getting it right’ is very varied. Sometimes they expect far too much of us, we thereby fail by default. Sometimes they expect so little that they lose the will to co-operate and therefore our activity is flawed before we can begin i.e. unhelpful victim or witness”.

Consultation strongly suggested the need for an honest approach to be taken with the media about the ability of the MPS to respond to demand. Further that the public would appreciate and understand the position if the MPS was explicit about its capacity. Expectations about service delivery could then be shaped.

### 11.1.2 Comparison

Comparison research found that various reports e.g. Streetwise (Audit Commission 1996) and Open all Hours (HMIC 2001) have highlighted the importance of the police service shaping the expectations of the public about what the service can realistically deliver. They suggest that public expectations can be influenced through persuasive and reassuring communications strategies. Further, that the police are more likely to influence public views of, and demand for, policing if the police have a strong working relationship with the public.

Comparison with the private sector found that they are less reticent about shaping public expectations whereas the police service has taken little specific action. Perhaps driven by the need to make a profit and to protect corporate reputations, very large private sector companies are clear about the need to set realistic targets.

The MPS does not have a marketing communications strategy to shape public expectations about the level of service that can be provided by the MPS. Some BOCUs have recognised the value of shaping expectations but, in the absence of a corporate strategy, there is no systematic approach across BOCUs.

MPS corporate communications are the responsibility of the Directorate of Public Affairs. Comparison and competition research revealed that proportionately MPS DPA costs are slightly less than comparable functions in other forces:

<b>Force</b>	<b>Corporate communications' budgets as % of Force budget</b>
MPS	0.28%
Merseyside	0.36%
Thames Valley	0.4%
West Yorkshire	0.73%

### 11.1.3 Competition

Competition analysis found that the DPA out-sourced most of its publicity function. A small in-house team is retained to offer professional advice to commissioning Directorates and contract specialist agencies.

The MPS DPA has limited funding available to mount publicity campaigns.

A previous 'think 999' public education campaign cost £171,000. This equates to £0.06 per-999 call (based on 2.5 million calls). Although it was recognised by 54% of people, there was no sustained reduction in the number of 999 calls received by the MPS.

### 11.1.4 Challenge

Challenge from the ICP suggested that £171,000 was an inadequate sum for the achievement of the objective. Although the ICP suggested that further campaigns should be postponed until the Best Value Review was completed, the DPA is committed to one further campaign. No further campaigns will be staged after that until the Best Value Review recommendations have been agreed.

## 11.2 Conclusions and Recommendations

**11.3 Recommendation 15 - To develop a marketing communications strategy that informs the public about the standard of service that can reasonably be provided by the MPS.**

### 11.3.1

A marketing communication strategy should improve public understanding about the responsibilities and role of the police thereby reducing inappropriate demand on the MPS. It will also enable the MPS to absorb any additional demand generated by improving accessibility.

The MPS simply cannot respond to every call for its services in the way that every person making a demand would want. The strategy should honestly set out the standards of service that the public can expect from the MPS.

The following table from the Tackling Patrol Effectively Report usefully defines objectives and performance measures to assess the success of a strategy for shaping public expectations.

Objective	Quantitative Indicators	Qualitative Indicators
Raise public awareness of when and how to contact the police, and what standards of service they can expect to receive in a given situation. Align expectations with	<p>% of 999 calls that are an inappropriate use of an emergency facility</p> <p>Public awareness survey on appropriate contact with police</p> <p>Calls to the police about non-police matters that</p>	<p>Complaints and letters of appreciation from members of the public about police response</p> <p>Success of police authority initiatives on shaping expectations: feedback</p>

what the force can deliver.	have to be referred elsewhere	from community police consultative groups
-----------------------------	-------------------------------	---

### 11.3.2 Benefits

- Improved public satisfaction through a better informed public with realistic expectations of the MPS.
- Develop a measure to evaluate the number of inappropriate calls/demands on the service.

### 11.3.3 Costs

- Costs of developing communications and publicity campaign – estimated by DPA at £500K. A more accurate estimation of costs will need to be developed during the implementation phase.
- Risk of adverse publicity if media report the strategy as reducing policing standards.

### 11.3.4 Diversity

- Improve understanding of the role of the MPS among London's new communities.

<p><b>11.4 Recommendation 16 - That the MPS collaborates with other emergency services on publicity campaigns to reduce inappropriate 999 emergency calls by.</b></p>
---

#### 11.4.1 Rationale

The MPS has not collaborated with the other emergency services regarding publicity campaigns to reduce the number of 999 calls. Collaboration offers the opportunity to send consistent messages from the emergency services in London.

Moreover publicity can be sustained over a longer period. Greater impact will be achieved and this will create better chances of a successful outcome.

#### 11.4.2 Benefits

- Increasing % awareness among London's population.

#### 11.4.3 Costs

- Compromise between emergency services over the key campaign messages may reduce benefit to the MPS.
- Risk that LAS and LFB will decline to collaborate with the MPS.
- Risk that publicity campaigns cannot be effectively co-ordinated.

## 12. ASSESSMENT AND REVIEW

---

This chapter focuses on the ‘assessment and review’ strand of the Demand Resolution and Management Strategy. It reviews the impact of public expectations on demand and suggests how a marketing communications strategy could be used to inform the public about the standards of service that they can reasonably expect from the MPS.

### 12.1 Consultation

The Policing for London Study (PFLS 2002) concluded that *“there is a need to develop policies that offset the perverse effects of the current quantitative performance management regime by developing an alternative paradigm which emphasises the development of professional standards.”*

Respondents to the Borough Commander and Staff Support Association questionnaire raised concerns about the number of priorities.

One respondent stated that *“pressure to perform in hard statistical areas e.g. numbers of arrests, JDs, CRIS reports rather than the softer more qualitative measures.”*

Another commented *“conflicting priorities – e.g. on this OCU we are expected to ‘get it right’ first time in at least 74 different priority areas. Clearly when our front line staff are ‘jack of all trades’ this is a very high expectation for them to fulfil.”*

### 12.2 Comparison

Often the low-level indicators used to monitor the areas under examination were not suitable and/or insufficient, e.g. detail about the type and volume demand received at front counters was not available.

Frequently, where the required indicators were utilised, it was particularly difficult or laborious to extract data. This was often caused by the lack of expertise and inconsistency in the way data was collected.

Most data were obtained through locally managed systems. Consequently, the ability to evaluate the corporate position at any given time was seriously impaired.

Most of the measurements capture inputs. Little measurement and monitoring of the resulting outputs and/or outcomes are undertaken to the required level. For example at the moment grading of police response to call is measured (input), but no information is available about the number of calls successfully graded first time (output) and whether customers are satisfied with the first response (outcome).

Until recently strategic responsibility for demand management had not been defined. Consequently, assessment and review of performance in this area has not been fully established. Other priorities, e.g. burglary and street crime, have greater importance in the minds of managers.

### 12.3 Challenge

The ICP highlighted the importance of a champion to achieve the strategic aims.



## 12.4 Competition

This area was not considered for competition.

### 12.5 Recommendation 17 - To develop and implement a Performance Management System encompassing measures relating to demand resolution and public satisfaction.

#### 12.5.1 Rationale

MPS performance in relation to demand management and resolution should be consistently assessed and reviewed.

The key performance indicators must be customer focused; employee related and cover financial and operational aspects of the activities. The indicators must be in line with the Home Office police performance indicators for Best Value; National Policing Plan; Public Survey. Inputs, outputs and outcomes must form the suite of performance measures.

The MPS Corporate Planning Unit should be able to devise a suite of performance measures to help the MPS understand the extent to which incidents are being responded to and resolved satisfactorily. The long-term objective should be to support the Home Office work on the police performance assessment framework.

In the short-term, it is suggested that the MPS should not set targets that focus on speed of response, but quality of service. The move should be away from a pass or fail target to a more holistic measure of performance across BOCUs.

An average response time to all immediate calls would compliment existing public satisfaction measurements. The aim should be to reduce the current 13 minute average time taken to respond to I calls. Breaking the whole into its parts would mean that BOCUs performance would be measured against their respective average response time. By reducing the average time BOCU by BOCU, the MPS average response time would also decrease.

The proposal would eliminate the 'make or break' attitude to I call attendance. This presently devalues any attendance after 12 minutes and encourages response drivers to make every effort to achieve the target. Emergency response is a potentially dangerous activity and target times can increase the risk to the public and police.

Breaking away from meeting an absolute target to focusing on achieving reductions in average response time provides a more informed approach that can drive performance improvement. This approach would enable analysts to examine the range of response performance rather than looking at the percentage of calls that failed to meet the target time.

#### 12.5.2 Benefits

- Performance measures will focus on public satisfaction.

#### 12.5.3 Costs

- Staff time to implement recommendations.

### 13. OVERVIEW OF RECOMMENDATIONS

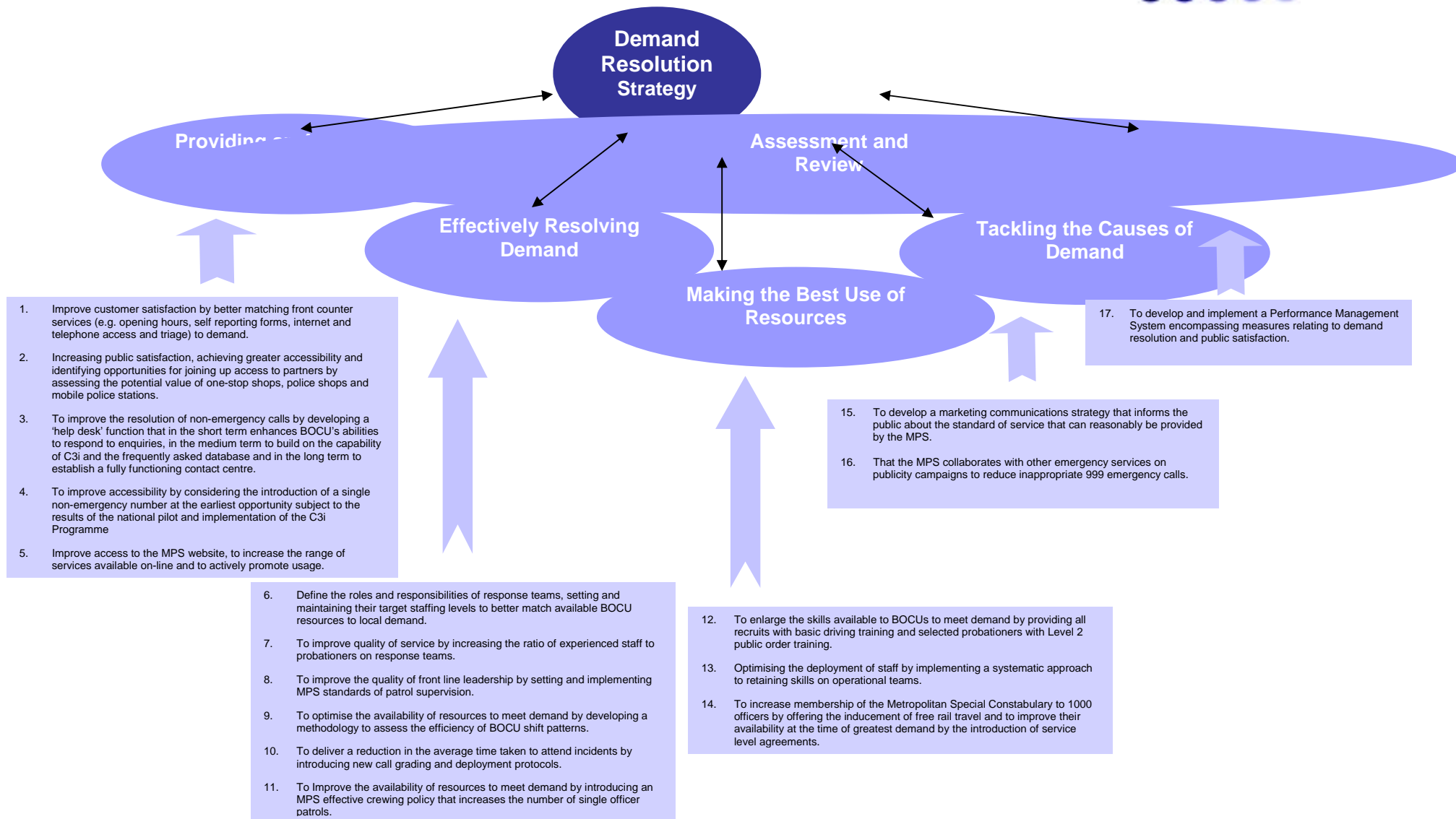
The following table provides an overview of the recommendations arising from the review and displays them according to the scale of the benefits they are expected to achieve and the ease with which they could be implemented.

Scale of Benefits	<b>Relatively high</b>	R2 - Alternatives to front counters R3 - Scope centralised help desk function R7 - Increase ratio of experience profile of staff on response teams R8 - Implement patrol supervision standards R11 - Introduce MPS safer crewing policy	R1 - Front counter improvements R4 - Introduce single non-emergency number R5 - Implement MPS e-policing strategic framework R6 - Redefine roles and responsibilities of response teams R9 - Assess feasibility of adopting one core response team shift pattern R10 - New call grading and deployment protocols R15 - Develop marketing communications strategy R17 – Develop Performance Management Framework
	<b>Relatively low</b>		R12 - Enhance skills of recruits R13 - Improving the retention of skills on operational teams R14 - Enhance the contribution of the MSC R16 - Run collaborative publicity campaign to reduce inappropriate 999 calls
		<b>Relatively hard/slow/expensive</b>	<b>Relatively easy/quick/inexpensive</b>

**Ease, rate or cost of delivery.**

The diagram over page shows the relationship between the Review recommendations and the Demand Resolution and Management Strategy

## Links between Review's Recommendations and Demand Resolution Strategy



## 14. IMPROVEMENT PLANS

<p><b>Recommendation 1:</b> Improve customer satisfaction by better matching front counter services (e.g. opening hours, self-reporting forms, internet and telephone access and triage) to demand.</p>													
<p><b>Objective(s):</b></p>													
<p><b>Link to strategic aim/priority:</b> Reforming the Delivery of Policing Services</p>													
<p><b>Additional costs:</b></p> <ul style="list-style-type: none"> <li>For 4 pilot sites:           <table style="width: 100%; border: none;"> <tr> <td style="width: 80%;">Internet access in all front counters.</td> <td style="text-align: right;">£13K</td> </tr> <tr> <td>Telephone access point in all front counters.</td> <td style="text-align: right;">£ 2K</td> </tr> <tr> <td style="text-align: right;">Sub-total</td> <td style="text-align: right;">£15K</td> </tr> </table> <p>The design cost per revised form (assuming a four page length) is estimated to be £200 and £400 per translated version. To produce 10 self-reporting forms in English and thirteen languages (including Braille and large typeface).</p> <table style="width: 100%; border: none;"> <tr> <td style="width: 80%;"></td> <td style="text-align: right;">£54K</td> </tr> <tr> <td style="text-align: right;">Sub Total</td> <td style="text-align: right;">£69K</td> </tr> <tr> <td style="text-align: right;">TOTAL</td> <td></td> </tr> </table> </li> <li>Full roll out of initiatives Internet access in all front counters and telephone access points. (Both of these elements are recommendations in the Crime BVR and no additional costs will arise from this BVR).</li> </ul>	Internet access in all front counters.	£13K	Telephone access point in all front counters.	£ 2K	Sub-total	£15K		£54K	Sub Total	£69K	TOTAL		<p><b>Estimated savings / benefits:</b></p> <p>Rudimentary analysis of out- sourcing front counter services suggests that there are potential savings to be made through market testing of this service. However, calculations are based on a number of assumptions that may not hold good. The evaluation will examine the actual costs associated with the provision of front counter services through PFI.</p>
Internet access in all front counters.	£13K												
Telephone access point in all front counters.	£ 2K												
Sub-total	£15K												
	£54K												
Sub Total	£69K												
TOTAL													
<p><b>Non-quantifiable costs:</b></p> <p>Cost of pilot to be met from existing resources.</p>	<p><b>Non-financial benefits:</b></p> <ul style="list-style-type: none"> <li>Improved customer satisfaction.</li> </ul>												

Key actions to implement:	Lead	Deadline	PI / milestone	Target
1. Conduct a pilot over 4 sites including one PFI to test the demand, usage and effectiveness of self-reporting, Internet, telephone access to TIB and triage.	TP	March 2004	Pilot conducted	-
2. Evaluate the usage and effectiveness of self-reporting, Internet, telephone access to TIB and triage. This will include a comparative analysis of quality of service and customer satisfaction at the PFI site.	TP	April 2004	Evaluation completed	-
3. Commence roll out of initiatives based on the evaluation <sup>3</sup> .	TP	Commence June 2004	Facilities introduced	Increased satisfaction with front counter services. (Target to be set following establishment of a baseline)

<sup>3</sup> Roll out will link with the implementation of CTIB within the C3i environment

<p><b>Recommendation 2:</b> Increasing public satisfaction, achieving greater accessibility and identifying opportunities for joining up access to partners by assessing the potential value of one-stop shops, police shops and mobile police stations.</p>	
<p><b>Objective(s):</b></p>	
<p><b>Link to strategic aim/priority:</b> Reforming the Delivery of Policing Services</p>	
<p><b>Additional costs:</b></p> <ul style="list-style-type: none"> <li>• Costs of piloting 'police information only' one-stop shop             <ul style="list-style-type: none"> <li>• Staff training based on volunteer training of 8 hours a day and two sessions (16 hour training time). <span style="float: right;">£0.5k</span></li> </ul> </li> <li>• Costs of piloting full front counter services             <ul style="list-style-type: none"> <li>• Basic Infrastructure, CRIS and office equipment <span style="float: right;">£2.5k</span></li> <li>• Internet access and dedicated TIB telephone access <span style="float: right;">£3K</span></li> <li>• Staffing for 6 month pilot operating 5 day week office hours SRO with 12.5 shift allowance <span style="float: right;">£12.5k</span></li> </ul> </li> </ul> <p style="text-align: right; margin-right: 20px;">Sub Total <span style="float: right;">£18.5k</span> TOTAL <span style="float: right;">£18.5k</span></p> <ul style="list-style-type: none"> <li>• Cost of full roll out Dependent on the combination of one-stop shop/mobile police station/police shop used by a BOCU. However, unit costs are:             <ul style="list-style-type: none"> <li>• Mobile Police Station (includes build, maintenance and running cost for a year) £96,700.</li> <li>• One-stop shop – based on the rental of Moor Street Police Shop as being indicative of commercial rates: £40,000 per annum</li> <li>• Police Shop – including staff costs based on the Moor Street Police Shop £123,334 (+£10,000 start up cost)</li> </ul> </li> </ul>	<p><b>Estimated savings / benefits:</b></p> <p>Nil</p>

<p><b>Non-quantifiable costs:</b></p> <p>Cost of pilot to be met from existing resources.</p>	<p><b>Non-financial benefits:</b></p> <ul style="list-style-type: none"> <li>• Increased public satisfaction</li> <li>• Reducing the demand on excising front counters enabling more time to be given to customers and opportunities to provide improved service</li> <li>• More holistic service provided to customers by linking services in one-stop shops</li> <li>• Greater ability to access hard-to-hear groups</li> </ul>			
<p><b>Key actions to implement:</b></p> <ol style="list-style-type: none"> <li>1. Evaluate the value and effectiveness of mobile police stations to increase accessibility to police services, utilising existing vehicles.</li> <li>2. Evaluate the value and effectiveness of police shops to increase accessibility to police services, utilising existing facilities.</li> <li>3. Evaluate the value and effectiveness of one-stop shops to increase accessibility to police services. (Involving 2 pilots one in which police information and limited services are provided by non-MPS staff and a second where the full range of front counter services are provided).</li> <li>4. Prepare business case for the MPA.</li> </ol>	<p><b>Lead</b></p> <p>TP</p>	<p><b>Deadline</b></p> <p>March 2004</p>	<p><b>PI / milestone</b></p> <p>Pilot and evaluation undertaken</p>	<p><b>Target</b></p> <p>-</p>

<p><b>Recommendation 3:</b> To improve the resolution of non-emergency calls by developing a ‘help desk’ function that in the short term enhances BOCU’s abilities to respond to enquiries, in the medium term to build on the capability of C3i and the frequently asked database and in the long term to establish a fully functioning contact centre.</p>	
<p><b>Objective(s):</b></p>	
<p><b>Link to strategic aim/priority:</b> Reforming the Delivery of Policing Services</p>	
<p><b>Additional costs:</b> A detailed evaluation and modelling of the function will be undertaken and a business case developed. This will be used to identify and articulate fully the costs and benefits involved.</p>	<p><b>Estimated savings / benefits:</b></p>
<p><b>Non-quantifiable costs:</b></p>	<p><b>Non-financial benefits:</b></p> <ul style="list-style-type: none"> <li>• Enhanced customer satisfaction</li> <li>• Contributes to government e-government targets</li> </ul>



<b>Key actions to implement:</b>	<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. BOCUs to enhance ability to respond to non-urgent enquiries.	TP	December 2003	Guidance to BOCUs developed and implemented	
2. Enhance C3i capacity to resolve public enquiries through 'frequently asked questions database' and other processes.	DOI	October 2004	Development of FAQs and other processes	
3. Undertake a scoping study for the development of a centralised help desk function and prepare business case for MPA.	TP	March 2004	Business Case Prepared	Increased customer satisfaction (as measured by the Public Attitude Survey)

<b>Recommendation 4:</b> To improve accessibility by considering the introduction of a single non-emergency number at the earliest opportunity subject to the results of the national pilot and implementation of the C3i Programme.				
<b>Objective(s):</b>				
<b>Link to strategic aim/priority:</b> Reforming the Delivery of Policing Services				
<b>Additional costs:</b> An 0845 number is the most feasible option for a single number as a 0207/0208 number would require new routing technology at great expense. Based on current non-emergency volume of 6.5 m calls and an average duration of 3 minutes annual costs are shown as:		<b>Estimated savings / benefits:</b>		
Sub Total            £195K TOTAL                £195K				
<b>Non-quantifiable costs:</b>		<b>Non-financial benefits:</b>		
		<ul style="list-style-type: none"> <li>Enhanced customer satisfaction from ease of contact</li> </ul>		
<b>Key actions to implement:</b>	<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. Review pilot of national non-emergency number.	C3i	In line with pilot	Review Pilot	October 2005
2. Review implementation of C3i, evaluate the potential impact of MPS single non-emergency number and prepare business case for the MPA.	C3i	In line with C3i	Plan developed and implemented	October 2005

<b>Recommendation 5:</b> To Improve access to the MPS website, to increase the range of services available on-line and to actively promote usage.					
<b>Objective(s):</b>					
<b>Link to strategic aim/priority:</b> Reforming the Delivery of Policing Services					
<b>Additional costs:</b>  The actual cost will be dependent on the nature of the services to be made available on the website and the extent of back room processes that will need to be provided by a contractor. A recent contract for on-line recruitment involving a high degree of contracting out back room process provides an illustrative cost.  <p style="text-align: right;">TOTAL £200K</p>		<b>Estimated savings / benefits:</b>  Increasing availability of services on the Internet is likely to have potential to reduce demand on other access channels. The extent of this will be dependent on take-up of services. Any savings will be calculated as part of the pilot and be informed by the pilots being conducted by Avon and Somerset and Northumbria Police.			
<b>Non-quantifiable costs:</b> Any additional cost of the pilot to be met from existing resources.		<b>Non-financial benefits:</b> <ul style="list-style-type: none"> <li>• Improved quality of service and customer satisfaction</li> <li>• Contributes to e-government targets</li> </ul>			
<b>Key actions to implement:</b>		<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. Pilot the availability of selected police services on the Internet.		TP	March 2004	Service available	-
2. Roll out a full range of services as informed by pilot and the work of Avon and Somerset and Northumbria Police.		TP	March 2005		Full range of selected services available

<p><b>Recommendation 6:</b> Defining the roles and responsibilities of response teams, setting and maintaining their target-staffing levels to better match available BOCU resources to local demand. (This recommendation is closely linked to recommendations 7, 9, 10 and 13 and these should be viewed as mutually dependent.)</p>					
<p><b>Link to strategic aim/priority:</b> Reforming the delivery of policing services.</p>					
<p><b>Additional costs:</b> Nil as a pilot is proposed to evaluate the recommendation. Cost of pilot to be met from existing resources.</p>		<p><b>Estimated savings / benefits:</b> It is estimated that by defining the roles and responsibilities of response teams other officers could deal with 15% 'S' calls. This would create an opportunity cost saving for response teams of 54,115 hours equating to a cost saving as shown, based on 30 minutes per incident and single officer deployment. The pilot will assess accurately the efficiency savings that can be achieved.</p> <p style="text-align: right;">Sub Total            £1.2m TOTAL                    £1.2m</p>			
<p><b>Non-quantifiable costs:</b> Risk that other staff will not be available to respond to the non-urgent calls no longer dealt with by response teams due to other demands.</p>		<p><b>Non-financial benefits:</b></p> <ul style="list-style-type: none"> <li>• Reduces risk to staff health and safety</li> <li>• Reduces number of staff abstractions from response role</li> <li>• Opportunities to re-deploy officers released to focus on reassurance patrols and addressing key crime</li> </ul>			
<p><b>Key actions to implement:</b></p>		<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. Pilot project in Greenwich BOCU to evaluate impact of redefined roles and responsibilities.		TP	31 December 2003	Evaluation completed	
2. Implement across all BOCUs, subject to the outcome of the evaluation.		TP	31 March 2004	Implementation across all BOCUs	Increase % strength of response teams available for deployment

<b>Recommendation 7:</b> To improve quality of service by increasing the ratio of experienced staff to probationers on response teams.					
<b>Link to strategic aim/priority:</b> Reforming the delivery of policing services.					
<b>Additional costs:</b> Nil - Cost of evaluation to be met from existing resources.		<b>Estimated savings / benefits:</b> Nil			
<b>Non-quantifiable costs:</b> <ul style="list-style-type: none"> <li>Risk that specialist units will draw experienced officers away from BOCUs.</li> </ul>		<b>Non-financial benefits:</b> <ul style="list-style-type: none"> <li>Improvement in public satisfaction levels through experienced officers being more likely to get it right first time.</li> <li>Reduces burden on sergeants because experienced staff will require less direct supervision.</li> <li>Enhancing policing skills of probationers by greater early exposure to community issues and engagement.</li> </ul>			
<b>Key actions to implement:</b>		<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. Undertake an evaluation of the impact of Special Priority Payments on team retention and the reduction in the number of probationer officers.		TP	April 2004	Evaluation report	Decreased ratio of experienced staff to probationers on response teams.

<b>Recommendation 8:</b> To improve the quality of front line leadership by setting and implementing MPS standards of patrol supervision.					
<b>Link to strategic aim/priority:</b> Reforming the delivery of policing services.					
<b>Additional costs</b> Nil – to be met from existing resources.		<b>Estimated savings / benefits:</b> Nil			
<b>Non-quantifiable costs:</b> <ul style="list-style-type: none"> <li>• Risk that BOCUs may be unable to fill response team posts without 'robbing' other functions of experience and supervision.</li> <li>• Risk that the MPS will be unable to fill sergeant vacancies.</li> </ul>		<b>Non-financial benefits:</b> <ul style="list-style-type: none"> <li>• Improved public satisfaction through staff getting it right first time in response to incidents (measurement BVPI 23c).</li> </ul>			
<b>Key actions to implement:</b>		<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. Define MPS standards of patrol supervision having regard to the needs of the C3i operating environment.		TP	1 April 2004	Publication of patrol supervision standards	Increase % of time sergeants spend outside station to 60%
2. BOCUs to define and implement the local supervisory requirements necessary to achieve the MPS standards of patrol supervision in readiness for the introduction of C3i.		TP	30 September 2004	Local supervisory standards set	As above

<b>Recommendation 9:</b> To optimise the availability of resources to meet demand by developing a methodology to assess the efficiency of BOCU shift patterns.					
<b>Link to strategic aim/priority:</b> Reforming the delivery of policing services.					
<b>Additional costs</b> To be met from existing resources.		<b>Estimated savings / benefits:</b> There are no savings at this stage.			
<b>Non-quantifiable costs:</b> <b>Nil</b>		<b>Non-financial benefits:</b> <ul style="list-style-type: none"> <li>• Improved public satisfaction through better match between staff and demand.</li> <li>• Reduce the impact on family life caused by the transfer of personnel to different shift patterns.</li> <li>• Reduction in wasted effort involved by BOCUs developing new shift patterns</li> </ul>			
<b>Key actions to implement:</b>		<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. Develop methodology for assessing the effectiveness of shift patterns to meet local demand.		TP	December 2003	Methodology developed	
2. Assess the effectiveness of BOCU shift patterns to meet local demand.		TP	June 2004		All BOCUs to have assessed effectiveness of shift pattern

<p><b>Recommendation 10:</b> To deliver a reduction in the average time taken to attend incidents by introducing new call grading and deployment protocols.</p>	
<p><b>Link to strategic aim/priority:</b> Reforming the delivery of policing services.</p>	
<p><b>Additional costs</b></p> <p>Staff training on new grading and protocols for all existing active CAD users (aprox. 4,000 staff). Opportunity training cost based on 1 hour staff training time per user:</p> <p style="text-align: right;">£92K</p>	<p><b>Estimated savings / benefits:</b></p> <p>1% reduction in number of calls responded to arising from improved questioning of callers and more appropriate grading and deployment yielding 5,136 saved hours annually. (Assuming average call attendance would take 20 minutes.)</p> <p style="text-align: right;">Sub Total                    £118K</p> <p>More effective deployment protocols would reduce the number of units assigned. Achieving a 5% reduction in instances where 3 or more units deployed would yield efficiency gains of 35,527 hours and a corresponding financial efficiency saving as shown.</p> <p style="text-align: right;">Sub Total                    £862K TOTAL                        £980K</p>
<p><b>Non-quantifiable costs:</b></p> <ul style="list-style-type: none"> <li>• Risk of reduced public satisfaction levels if response not within time that public perceives to be satisfactory.</li> <li>• Risk of adverse publicity if the media perceive the changes as reducing the quality of service the MPS provides to the public.</li> </ul>	<p><b>Non-financial benefits:</b></p> <ul style="list-style-type: none"> <li>• Improved public satisfaction by reducing the time taken to attend immediate grade incidents.</li> <li>• Increased visibility due to more incidents being dealt with by single crewed vehicles/officers</li> <li>• Improved efficiency by reducing the number of immediate grade calls in the MPS closer to the national average.</li> <li>• Improved efficiency by reducing the % of immediate grade incidents where it is found that no police presence is required.</li> <li>• Enhanced public and officer safety because of fewer collisions involving police vehicles attending emergency calls.</li> <li>• Reduced fear of crime caused by the sight and sounds of police units attending emergency calls.</li> </ul>



Key actions to implement:	Lead	Deadline	PI / milestone	Target
1. Develop and promulgate guidance on the use of incident pattern analysis to define patrol areas.	TP	31 March 2004	Promulgation of guidance	BIUs to define local patrol areas
2. Define and implement new call grading standards and deployment protocols.	TP	31 March 2004	Publication of call grading standards	Reduction in '1' grade incidents to bring MPS nearer to national average

<b>Recommendation 11:</b> To improve the availability of resources to meet demand by introducing an MPS effective crewing policy that increases the number of single officer patrols.								
<b>Link to strategic aim/priority:</b> Reforming the delivery of policing services								
<b>Additional costs:</b> Nil – to be met by existing resources.		<b>Estimated savings:</b> Based on 5% of 'S' calls being dealt with by a single-crewed vehicle rather than double-crewed would yield 18,038 additional hours patrol time. The indicative saving is shown.  <table style="width: 100%; border: none;"> <tr> <td style="text-align: right;">Sub Total</td> <td style="text-align: right;">£500K</td> </tr> <tr> <td style="text-align: right;">TOTAL</td> <td style="text-align: right;">£500K</td> </tr> </table>			Sub Total	£500K	TOTAL	£500K
Sub Total	£500K							
TOTAL	£500K							
<b>Non-quantifiable costs:</b> <ul style="list-style-type: none"> <li>• Risk that officers will be injured when attending incidents that did not appear violent at first assessment.</li> <li>• Risk of increased case attrition rate due to the devaluation of the testimony of officers in courts because it has not been corroborated.</li> <li>• Risk of reduction in performance because officers will be less motivated to engage with criminals e.g. reducing stop search activity.</li> </ul>		<b>Non-financial benefits:</b> <ul style="list-style-type: none"> <li>• Increased public satisfaction through single-crewed units being able to spend longer at incidents.</li> <li>• Increased visibility and reassurance.</li> </ul>						
<b>Key actions to implement:</b>		<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>			
1. Develop and publish an effective crewing policy including a risk assessment framework.		TP	31 March 2004	Publication of safer crewing policy	5% of response units to be single-crewed			

<b>Recommendation 12:</b> To enlarge the skills available to BOCUs to meet demand by providing all recruits with basic driving training and selected probationers with Level 2 public order training.								
<b>Link to strategic aim/priority:</b> Reforming the delivery of policing services								
<b>Additional costs:</b> Nil – to be met by existing resources.		<b>Estimated savings / benefits:</b> Annual efficiency saving to BOCUs on driver training arising from theory test being conducted as part of recruit training. Based on 3500 recruits annually:  <table style="width: 100%; border: none;"> <tr> <td style="text-align: right;">Sub Total</td> <td style="text-align: right;">£161K</td> </tr> <tr> <td style="text-align: right;">TOTAL</td> <td style="text-align: right;">£161K</td> </tr> </table>			Sub Total	£161K	TOTAL	£161K
Sub Total	£161K							
TOTAL	£161K							
<b>Non-quantifiable costs:</b> Nil		<b>Non-financial benefits:</b> <ul style="list-style-type: none"> <li>Enlarge pool from which officers can be selected for public order training.</li> </ul>						
<b>Key actions to implement:</b>		<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>			
1. Implementation Team, in conjunction with CO11 to produce and publish guidance permitting probationers to receive public order training.		TP	31 December 2003	Guidance published	5% of probationers to be Level 2 trained			
2. Recruit Training School to assume responsibility for theoretical section of basic driving assessments.		HRD	31 March 2005	Responsibilities transferred	100% of recruits to receive theory training			

<b>Recommendation 13:</b> Optimising the deployment of staff by implementing a systematic approach to retaining skills on operational teams.					
<b>Link to strategic aim/priority:</b> Reforming the delivery of policing services.					
<b>Additional costs:</b>		<b>Estimated savings / benefits:</b>			
Increased driver refresher training (4 hours per officer + 4 hours assessor time, based on average number of lapsed drivers across MPS):		£ 322K	Nil		
Sub-total		£ 322K			
TOTAL		£ 322K			
<b>Non-quantifiable costs:</b>		<b>Non-financial benefits:</b>			
<ul style="list-style-type: none"> <li>Potential reduction in operational capacity of units carrying vacancies.</li> </ul>		<ul style="list-style-type: none"> <li>Increased efficiency by reducing % of trained staff not using skills.</li> <li>Retaining the value of training investment.</li> <li>Reduced OCU training costs particularly to those with devolved budgets.</li> </ul>			
<b>Key actions to implement:</b>		<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. HRD to develop and promulgate succession-planning advice based on good practice BOCUs.		HRD	31 March 2004	Promulgation of succession planning guidance.	Increase % of staff using trained skills in BOCUs.

**Recommendation 14:** To increase membership of the Metropolitan Special Constabulary to 1000 officers by offering the inducement of free rail travel and to improve their availability at the time of greatest demand by the introduction of service level agreements.

**Link to strategic aim/priority:** Reforming the delivery of policing services

<b>Additional costs:</b>		<b>Estimated savings / benefits:</b>	
Provision of 310 additional uniforms	£223K	Additional patrol hours costed at Police Constable rate assuming 310 additional SC working an average 27 hours per month. This yields 100,440 additional hours patrol per annum:	
Additional expenses based on increase to 1000 SCs	£161K		
Provision of free rail travel for Special Constabulary (1000 officers)	£90K		
Recruitment campaign	£150K		
	Sub-total		Sub Total
	TOTAL		TOTAL
	£624K		£2.3m
	£624K		£2.3m

<b>Non-quantifiable costs:</b>	<b>Non-financial benefits:</b>
<ul style="list-style-type: none"> <li>Risk that civil staff morale will be adversely affected by the provision of free rail travel to members of the Special Constabulary.</li> </ul>	<ul style="list-style-type: none"> <li>Enhanced availability of Special Constabulary</li> <li>Increased confidence of London's diverse communities in the MPS.</li> </ul>

<b>Key actions to implement:</b>	<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. Implementation Team to commission DPA to mount advertising campaign.	TP	31 March 2004	Recruiting publicity	Raise % awareness of MSC
2. Implementation Team to devise MSC Service Level Agreements in conjunction with MSC and BOCUs.	TP	31 December 2003	Production of template SLAs	10% increase in average MSC duty hours

<b>Recommendation 15:</b> To develop a marketing communications strategy that informs the public about the standard of service that can reasonably be provided by the MPS.				
<b>Link to strategic aim/priority:</b> Reforming the delivery of policing services.				
<b>Additional costs:</b> Costs of developing marketing communications strategy as estimated by DPA.		<b>Estimated savings / benefits:</b> Nil		
Sub-total            £500K TOTAL                    £500K				
<b>Non-quantifiable costs:</b> <ul style="list-style-type: none"> <li>Risk of adverse publicity if media report the strategy as reducing policing standards.</li> </ul>		<b>Non-financial benefits:</b> <ul style="list-style-type: none"> <li>Improved public satisfaction through a better informed public with realistic expectations of the MPS</li> <li>Development of measures to evaluate the number of inappropriate calls/demands on the MPS.</li> </ul>		
<b>Key actions to implement:</b>	<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. Set aims and establish methodology for campaign in conjunction with C3i Programme.	DPA	31 December 2003	Campaign conducted	10% reduction in inappropriate 999 calls
2. Engage with key internal and external (e.g. local authorities) stakeholders about resolution of diverted demand.	DPA	31 March 2004	Consultation and discussions undertaken	10% reduction in inappropriate 999 calls

<b>Recommendation 16:</b> That the MPS collaborates with other emergency services on publicity campaigns to reduce inappropriate 999 emergency calls.					
<b>Link to strategic aim/priority:</b> Reforming the delivery of policing services.					
<b>Additional costs:</b> Nil – to be met from existing resources.		<b>Estimated savings / benefits:</b> Nil			
<b>Non-quantifiable costs:</b> <ul style="list-style-type: none"> <li>• Compromise between emergency services over the key campaign messages may reduce benefit to the MPS</li> <li>• Risk that LAS and LFB will decline to collaborate with the MPS</li> <li>• Risk that publicity campaigns cannot be effectively co-ordinated</li> </ul>		<b>Non-financial benefits:</b> <ul style="list-style-type: none"> <li>• Reduction in % of inappropriate 999 calls</li> <li>• Increasing % of Londoners aware of campaigns.</li> </ul>			
<b>Key actions to implement:</b>		<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. Negotiate and commission joint publicity campaigns with LAS and LFB.		DPA	31 December 2003	Agreement with LAS and LFB	10% reduction in inappropriate 999 calls

<b>Recommendation 17:</b> To develop and implement a Performance Management System encompassing measures relating to demand resolution and public satisfaction.					
<b>Link to strategic aim/priority:</b> Reforming the delivery of policing services.					
<b>Additional costs:</b> To be met from existing resources - on-going work is already taking place to develop a methodology to measure public satisfaction for the BVPIs.		<b>Estimated savings / benefits:</b> Nil			
<b>Non-quantifiable costs:</b>		<b>Non-financial benefits:</b> <ul style="list-style-type: none"> <li>Improved public satisfaction through scrutiny of performance against demand management targets.</li> </ul>			
<b>Key actions to implement:</b>		<b>Lead</b>	<b>Deadline</b>	<b>PI / milestone</b>	<b>Target</b>
1. Develop suite of performance indicators.		CPG	31 March 2004	Suite of PIs	Implementation of PIs
2. Develop and implement a performance management system to collect, analyse and report demand data.		CPG	31 March 2004	System implemented	Reports produced



Summary of Costs and Savings		
Recommendation	Costs	Savings
1.	£69K (Pilot cost)	-
2.	£18.5K (Pilot cost)	-
3.	-	-
4.	£195K (Estimated implementation cost)	-
5.	£200K (Pilot cost)	-
6.	-	£1.2m (Estimated efficiency saving from introduction of recommendation)
7.	-	-
8.	-	-
9.	-	-
10.	£92K (Estimated opportunity cost of implementing recommendation)	£980K (Estimated efficiency saving from introduction of recommendation)
11.	-	£500K (Estimated efficiency saving from introduction of recommendation)
12.	-	£161K (Estimated efficiency saving from introduction of recommendation)
13.	£322K (Estimated opportunity cost of implementing recommendation)	-
14.	£624K (Estimated cost of implementing recommendation)	£2.3m (Estimated efficiency saving from introduction of recommendation)
15.	£500K (Estimated cost of implementing recommendation)	-
16.	-	-
17.	-	-
<b>TOTAL</b>	<b>£2m</b>	<b>£3.94m</b>

## 15. ARRANGEMENTS FOR IMPLEMENTATION

---

This chapter outlines how it is intended to implement the products of the Managing Demand Best Value Review and the associated monitoring process.

The Review has considered the practicality of its emerging recommendations and improvement plan from an early stage. Findings were tested with operational staff and refined in the light of their comments.

The desire of the Project Board is to maintain the impetus behind the Review. Several of the proposed products link directly to the C3i Programme. These must be delivered within a tight timeframe so that they are operational before the implementation of C3i.

A full implementation plan will be produced after the Review's recommendations have been considered by the MPA. However, a structure and resources for taking forward the work has already been determined.

TPHQ is establishing a project team to develop a new structure for managing operational activity on BOCUs post C3i. The project will include responsibility for implementing the recommendations of the Managing Demand Best Value Review. The development of the Centralised Telephone Investigation Bureau (CTIB), proposed by the Crime Management Best Value Review, will also be a key strand of the project.

Two members of the Managing Demand Review team will join the Borough Operations Project thus providing a clear line of continuity and ownership for implementing the recommendations.

Furthermore Commander Broadhurst, Chair of the Managing Demand Best Value Review Project Board, is also Director of the Borough Operations Project. Crucially this will provide continuity of leadership and direct links to other key pieces of work needed to deliver the C3i Programme.

The Demand Management Strategic Committee, chaired by Commander Broadhurst, will oversee implementation of the Demand Resolution and Management Strategy.

Regular reports will be submitted to the MPA on the progress of implementation and the benefits that have been delivered.

## 16. STRATEGIC VISION

This chapter provides a general description of how we currently manage key aspects of demand and sets these against the vision for the future that would be achieved if all the Review's Recommendations were implemented.

Underlying these recommendations and the Demand Resolution and Management Strategy is the aim to improve public satisfaction with the MPS response to demands on its service. In essence this is the 'what' but perhaps more important is the 'how'. This will be achieved by 'getting it right first time every time'.

'Getting it right first time' will improve public confidence, satisfaction the service and enhance the operational capacity of the MPS to respond to demand.

This philosophy applies to everything from taking calls and responding to incidents through to filling in forms and supplying equipment.

'Getting it right first time' was a notion fully embraced by everyone consulted. However, it is very simple to say but much more difficult to achieve. The Demand Resolution and Management Strategy and the recommendations of this Review set out the steps to success.

	Where are we now	Our vision of where we want to be
Accessibility	The police cannot be everywhere at once, however, it is important that when a citizen is in need that they can easily contact police, are promptly dealt with and receive an efficient response. Accessibility is a key component of enhancing police visibility and can contribute to public reassurance. However, the service the public receives may fall considerably short of this. HMI identifies that the police service has often not kept pace with the best practise in customer interfaces. Callers wait too long for a reply at stations, long queues are common place and the service received often leaves much to be desired.	Develop a centralised customer telephone contact centre help desk that can address at the earliest point of contact customer needs without the need for deployment or attendance at a police station.
Non emergency calls	In 2001 – 2002 the MPS received almost 6.5 million non-emergency calls. Consultation identified dissatisfaction with this service. Callers being transferred many times before reaching some one able to help them was considered unacceptable.	Link the development of the one-stop contact centre with introduction of a single London wide non-emergency number.
Internet access	The MPS web site offers a wide variety of information but offers little transaction capability other than minor on line crime reporting via the Police Information Technology Organisation portal.	Increase the services that can be conducted remotely via the internet. Actively promote the site as a preferred means of accessing information and police services.

	<b>Where are we now</b>	<b>Our vision of where we want to be</b>
Front counter services	<p>Satisfaction in front counter services has declined. Although the Policing For London report identified that 85% of respondents rated front counter staff helpful, 1 in 7 did not receive such a helpful response.</p>	<p>Improve the management, operation and organisation of existing front counters by:</p> <ul style="list-style-type: none"> <li>• Establishing accountability for the service at BOCU SMT level</li> <li>• Through the use of well designed and simple to complete documentation promoting the use of self reporting for common tasks</li> <li>• Making available internet and telephone capabilities in front counters to enable access to telephone crime investigation units and for remote reporting</li> <li>• Introducing a staffed information point to filter callers and deal with quick time enquires. (There is an opportunity to use volunteers to provide this service).</li> <li>• Developing performance standards for front counter services covering time to be seen and quality of service provided</li> </ul>
Response Team Status	<p>The roles and responsibilities of a response team are not defined. Each BOCU determines the strength of its teams and how they contribute to policing plans and other published objectives.</p> <p>No common policy was identified to determine the minimum numbers of officers and the skills required by response teams to meet demand. No formula or other guidance is available to help BOCUs to determine the minimum number of officers that should be on duty at any one time and the skills they need to operate effectively.</p> <p>The C3i Programme will generate major change, to operate effectively, the control centres will need to be aware of what resources and skills are available for deployment.</p>	<p>Recognising the vitally important contribution of the response team by enhancing its professional status.</p> <p>Making the response team a specialist post. (Reducing their size and deploying a greater number of personnel into problem solving roles to tackle the causes of demand.)</p> <p>Defining the primary role of response teams as dealing with fast time ongoing incidents.</p>

	<b>Where are we now</b>	<b>Our vision of where we want to be</b>
Supervision and experience levels	<p>Response teams tend to comprise the least experienced staff in service and are led by newly promoted sergeants.</p> <p>The average number of probationers on BOCUs is 21%. Most probationers are on response teams. At Kensington and Chelsea 48% of response team officers are in their first 2 years of service (i.e. probationary officers). Response teams tend to be the place in which the least experienced officers are deployed. At Kensington and Chelsea 84% of response teams had less than 4 years service.</p> <p>41% of sergeants in the MPS have 0-4 years service. On BOCU this figure is 50%. On response teams the percentage increases to 61%. The ratio of sergeants to Constables in the MPS is 1 to 5.6. On response team this is much higher. (Hackney 1:7.8 and Lewisham 1:11.3)</p>	<p>Creating selection criteria for officers to be employed on response teams. (Changing the norm that all probationers and newly promoted sergeants are posted to response teams.)</p> <p>Ensuring the skills needed for personnel employed on response team are provided to ensure objectives can be met.</p> <p>Reward those personnel employed on response teams thereby encouraging suitable staff to retain their experience in this role.</p> <p>Increasing the level of response team supervision. Ensuring effective front line leadership and supervision particularly when there are large numbers of inexperienced constables.</p>
Response function	<p>Response teams are predominately the units, which provide a 24-hour a day, seven days a week, response to initial calls from the public. Last year the MPS dealt with 6.4 million non-emergency calls and 2.5 million emergency calls. Of these emergency calls, 30% were graded as requiring an immediate response with a target to attend 80% within 12 minutes. 25% (£0.5 billion) of the MPS budget is spent on response policing functions (MPS Finance Unit).</p>	<p>The publication of a risk assessed safer crewing policy making better use of existing patrol strengths.</p> <p>Demand led patrol sites and cross borough deployment protocols that concentrate resources in the areas of greatest need.</p> <p>New call grading criteria focusing on urgent and non-urgent responses thereby reducing the number of incidents requiring a unit to attend in emergency mode.</p> <p>Better control of units deployed.</p> <p>Abolishment of target response times - performance measures based on satisfaction and average response times.</p>

	<b>Where are we now</b>	<b>Our vision of where we want to be</b>
Matching resource availability to demand	<p>The role of response teams varies from borough to borough. As does the level of support function that are available (prisoner processing units and remit of telephone crime reporting units).</p> <p>Response team sizes appear to be based on local management judgement and not any demand based formula.</p> <p>At present each BOCU has published a locally agreed response team roster. An Accenture Report states that aside from Westminster, call demand across all BOCU's reveal similar peaks and troughs.</p> <p>The number of Special Constables has reduced and their use varies across the MPS.</p>	<p>Resources are matched to demand through:</p> <ul style="list-style-type: none"> <li>• A systematic approach to determine optimum response team size and the minimum number of personnel employed on patrol.</li> <li>• Adoption of demand led shift pattern</li> <li>• Better use of Special Constables by:</li> <li>• Active recruitment of Special Constables and the introduction of agreements on when they will be available for duty.</li> <li>• Increased allowances and rewards for Special Constables</li> </ul>
Shaping Public expectations	<p>Various reports about policing highlight the importance of shaping the expectations of the public about what the service can realistically deliver. The reports suggest that public expectations can be influenced through persuasive and reassuring communications strategies. Further that the police are more likely to influence public views of, and demand for, policing if the police have a strong working relationship with the public.</p> <p>The weaknesses of the present MPS position are:</p> <p>Falling public satisfaction levels.</p> <p>Responsibilities for shaping public expectations are not clearly defined.</p> <p>Improved accessibility could potentially increase demand for police services.</p>	<p>Shaping public expectations requires a communications strategy that:</p> <p>Improves public understanding about the responsibilities and role of the police thereby reducing inappropriate demand on the Service;</p> <p>Emphasises the important role every member of the MPS plays in shaping the expectations of the public and;</p> <p>Sets challenging but realistic performance targets.</p>