FORCE CONTROL ROOM
AND CRIME AND OCCURRENCE MANAGEMENT

BUSINESS CASE

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1 Executive Summary

The Police and Crime Plan 2017 – 2021 sets out the vision for an exemplary policing service that is driven by responsiveness and compassion. Providing a prompt and effective first response in times of emergency is at the heart of this vision and North Yorkshire Police's (NYP) ability to save lives. For many members of the public the Force Control Room (FCR) is their first point of contact either through the 999 Emergency or 101 Non-Emergency numbers. Whilst North Yorkshire continues to be the safest county in England, from 1 October 2017 to date members of the public have called the FCR to report a number of crimes of the most serious nature which have presented a threat to life. These include:

Call To Service Totals	Totals
Public Safety and Welfare Firearms	8
Possession of Weapons	11
Rape	12
Sexual Assaults (including on victims under 18)	13
Aggravated Burglary - Residential	4
Attempted Murder	1
Murder	1
Kidnapping (including Child Abduction)	3
Immediate Grade Domestic Incidents	737
Threats to Kill	14
Totals	**804**

It is critical therefore that the public has the confidence in the police to report crimes and incidents promptly, certain that they will receive the right response. Such is the importance of this, the service has been independently reviewed on a number of occasions including by HMICFRS and The Buzzz.

The 999 Emergency and 101 Non-Emergency call response is an issue of significant public interest. The poor performance in this area has eroded public confidence and will continue to do so if not fixed. It is consistently the number one area of concern expressed to the Police and Crime Commissioner and Chief Constable in public from the community, elected officials, media and key stakeholders. It is the nub of our first impression with the public and the inability to answer the phone, to a standard the public would expect, is potentially undermining the flow of information upon which a police service needs to thrive.

Accordingly the aim of this Business Case is to ensure that the capacity and capability of the FCR meets public expectation and is aligned to the achievement of the national target to answer 999 Emergency calls within 10 seconds and the Police and Crime Commissioner's and Chief Constable's local target to answer 101 Non-Emergency calls within one minute, which is based on the findings of previous commissioned research on public expectations of service.

The 2017 Public Perceptions of Policing survey [1] reported that currently for crime reporting and information "Telephone reporting is the most frequent mode of contacting the police in each circumstance…."The FCR handles an average of 1300 inbound and 500 outbound calls per day. Of the inbound calls 87% are to report crimes and incidents, 8% are to seek information and advice and 5% require referral to other organisations such as councils.

The Crime and Occurrence Management (CROM) function, which is also substantively part of the FCR at present, is responsible for the recording and processing of crimes and occurrences, including the processing of frontline submissions from scanned forms to searchable information on Niche. The CROM function is currently merged with the Crime Management Unit (CMU) function on a short-term trial basis.

The CMU function is responsible for quality assurance of crime and occurrence data and compliance with the National Crime Recording Standards (NCRS).

Effective CROM and CMU services allow for the accurate and timely recording and triaging of information and creation of operational intelligence for problem solving purposes.

The introduction of the Threat, Harm, Risk, Investigation, Vulnerability and Engagement (THRIVE) assessment tool in 2014 as a method of assessing calls for service and delivering an appropriate solution to the public has resulted in a substantial increase in the number of crimes and occurrences dealt with over the phone. Whilst this has released frontline officers to deal with the most serious calls for service, it has resulted in much longer call durations in the FCR as telephone investigations take place. When considered alongside the national increase in call volumes, this has led to a substantial increase in demand on FCR resources. As the call volumes have continued to increase since 2014, the levels of telephone resolution have also increased, compounding the impact of demand for call handling resource. This trend accelerated in summer 2017 and is expected to do so again from May 2018.

Managing calls for service and recording crimes and occurrences accurately, are the cornerstones of a supportive and ethical policing service. Delivering that service requires thoughtful planning so that the people engaged in these important areas are skilled and motivated and the supporting facilities are appropriate. Also, that the numbers of staff are appropriate to the meeting demand.

In order to mitigate the expected further rise in demand by May 2018, this Business Case has the following aims:

- To provide an exemplary service to the public by ensuring that there is sufficient capacity and capability in the FCR to maintain an effective first response across all call types
- To be sufficiently resilient to meet the continuing rise in the volume of 999 calls and for the anticipated additional rise in demand from May 2018
- To provide exemplary CROM and CMU functions through sufficient resources so that the service remains ethically driven and victim focused
- To facilitate further research to identify options for longer-term service provision.

An assessment of the current and anticipated demand, alongside NYP's current capacity and capability, has informed the development of the following recommendations for an interim solution for approval:

- Provision of an appropriate level of resourcing for the FCR, CROM and CMU

[1] HMICFRS Public Perceptions of Policing in England and Wales 2017

- Provision of additional semi-permanent accommodation at the FCR and suitable IT equipment for the FCR and CROMU
- Recognition of the permanent separation of the CROM functions from the FCR to form a merged Crime and Occurrence Management Unit (CROMU) incorporating the CMU
- Allocation of appropriate project resource to carry out research into options for long-term FCR service delivery in the context of current and planned transformational work, including the Customer Service Review
- Allocation of budget as set out below.

	18-19	19-20	20-21 on
Revenue			
Employee Costs	1,276,847	1,141,416	911,600
Other	111,000	30,000	30,000
Total	**1,387,847**	**1,171,416**	**941,600**
Capital	658,960		
Total requested Investment	**2,046,807**	**1,171,416**	**941,600**

The required capital investment can be accommodated within the existing capital programmes.

These recommendations form an interim solution to ensure that the immediate and pressing demand challenges to deliver an effective service are addressed prior to the expected further rise in call volumes in May 2018. By delivering an interim solution, we are able to continue to maintain the public's confidence and therefore protect life. This is at the same time as considering the opportunities that will be generated by current and planned transformational work which would include emerging issues around channel shift and opportunities to collaborate with partner agencies.

2 Introduction

The Police and Crime Plan 2017 – 2021 sets out the vision for an exemplary policing service that is driven by responsiveness and compassion. Providing a prompt and effective first response in times of emergency is at the heart of this vision and North Yorkshire Police's (NYP) commitment to victims, witnesses and the wider public. The aim of this Business Case is to ensure that the capacity and capability of the Force Control Room (FCR) is aligned to the achievement of the national target to answer 999 Emergency calls within 10 seconds and the local target to answer 101 Non-Emergency calls within one minute.

The FCR provides a vital service to keep members of the public safe in emergencies and times of need, and its function is critical to the ability of the force to save lives and provide information to the public.

The FCR handles both 999 Emergency and 101 Non-Emergency calls, with an average of 1300 inbound and 500 outbound calls per day. Of the inbound calls 87% are to report crimes and incidents, 8% are to seek information and advice and 5% require referral to other organisations such as councils. In addition to the call handling function, the FCR includes:

- Command and Control functionality for FIM and dispatch
- Service Desk which acts as a telephone resolution unit dealing with around 60% of crimes as well as a proportion of occurrences reported
- PNC Bureau
- ANPR Hub
- Command support for ongoing incidents
- Street Triage and NHS Mental Health Triage nurses.

The CROM function, which is also substantively part of the FCR at present, is responsible for the recording and processing of crimes and occurrences, including the processing of frontline submissions from scanned forms to searchable information on Niche. The CROM function is currently merged with the CMU function on a short-term trial basis.

The CMU function is responsible for quality assurance of crime and occurrence data and compliance with the NCRS.

3 Project Scope and Objectives

3.1 Scope:

The staffing, estates and IT provision for the FCR, and the staffing and IT provision for the CROM and CMU functions.

3.2 Aims:

- Provide an exemplary service to the public by ensuring that there is sufficient capacity and capability in the FCR to maintain an effective first response across all call types
- Be sufficiently resilient to meet the continuing rise in the volume of 999 calls and for the anticipated additional rise in demand from May 2018
- Provide exemplary CROM and CMU functions through sufficient resources so that the service remains ethically driven and victim focused
- Facilitate further research to identify options for longer-term service provision.

3.3 Objectives:

- Consistently meet the national target to answer 999 Emergency calls within ten seconds
- Consistently meet the local target set by the Police and Crime Commissioner and Chief Constable to answer 101 Non-Emergency calls within one minute
- Consistently meet the NCRS and NIRS
- Better meet the welfare and professional needs of staff
- Ensure effective and efficient training provision
- Better understand the demand for service
- Secure suitable resources to carry out the research into options for the long-term provision of FCR and CROM/CMU functions.

4 Background

4.1 National Context

The 2017 Public Perceptions of Policing survey reported that for crime reporting and information "Telephone reporting is the most frequent mode of contacting the police in each circumstance…."

Across the UK, in the last 12 months there has been a 12% increase in the volume of 999 calls, which is impacting on all emergency services and leading to a reduction in service levels. As a result of this, in January 2018 the National 999 Liaison Committee referred this matter to ministers for their consideration.

Since May 2017 39 out of 43 police forces have recorded over 50 instances of 999 calls every month queueing for over two minutes before being answered. The increase in call volumes has also impacted on 101 calls, with information obtained through a national Contact Management Strategy Group survey suggests that 15 forces have seen a 15% increase in the volume of calls.

4.2 Regional Context

To deal with exceptional circumstances there are a number of arrangements in place across the seven forces of the North East Region to provide assistance in times of emergency and unprecedented demand. An agreement is in place between NYP and Humberside Police to act as 'buddy' forces to take overspill of 999 calls. There is also an arrangement whereby each force will take 20% of each other's 101 calls in the event of systems or building failure.

4.3 Local Context

Over the last five years neither demand nor circumstances have remained stable. As a result a number of reviews, adjustments and introduction of new initiatives have taken place in the interest of continuing service improvement. Further detail is included at Appendix One.

In 2014 the THRIVE assessment tool was introduced. THRIVE is a successful method of assessing calls for service and delivering an appropriate solution to the public that has delivered:

- An additional 10,000 incidents per year, including 4,500 crimes, resolved over the phone
- Improved priority-grade incident attendance times by officers
- More crimes and incidents being dealt with in the FCR has led to a reduction in the deployment of officers including 7000 fewer Priority Grade incidents attended by frontline resources each year. This allows frontline resources to provide an enhanced service to those most in need.
- Implementation of THIRVE has however required an extra 10 hours per day to be spent on call handling, and the time to input information following a call has increased from 25% of

daily staff time to 33%. At the time of introducing THRIVE, the impact of telephone resolution could not be predicted, however continuing increase of the telephone resolution percentages demonstrate a significant impact on the capacity of the FCR.

Since 2015, in line with the national picture, NYP has seen an indicative rise in 999 demand of c.16.5%. Comparing the totals between the six-month periods July to December for 2015 to date this equates to an additional 6,136 999 calls. This saw an increased average 999 answering time rise from 6.3 seconds in 2015 to 16 seconds in 2017.

In addition, there have been further significant increases in the volume of 999 calls since May 2017, with 39 of the 43 forces suffering delays of over two minutes when answering calls. NYP was on the Home Office list of forces who had failed to answer over fifty 999 calls within two minutes for the months of June, July, August and September 2017.

When combined with the significant increase in call volume, the increased time taken to handle calls as a result of THRIVE has resulted in a significant increase in demand on the FCR that continues to grow. Whilst demand has increased, the staffing level within the FCR has remained static since the merging of the two FCRs in 2011, and this has resulted in the current situation whereby the FCR is struggling to consistently provide the required level of service to the public.

In response to this accelerated increase in demand, a number of mitigation measures have been put in place by NYP. These include:

- The Police and Crime Commissioner required the FCR call handling performance to be adopted as a standing item to the monthly Public Accountability Meeting
- In June 2017 the Chief Constable established a Gold Command Structure under the leadership of the Deputy Chief Constable
- Recruitment campaigns to increase staffing levels with a holding list to accommodate known future requirements
- Revision of training courses and the introduction of a tutor unit to increase efficiency and improve the ability to deliver training to new starters
- Police Officers and staff who had previously worked in the FCR are trained as back-up call takers on a voluntary basis. Three officers who were former FCR staff were seconded into the FCR for three months from August to October to deal with the additional rise in demand however the redeployment of police officers is not a sustainable solution.
- 'Dial an extension' and 'hold for operator' functionality has been introduced on the automated switchboard following public feedback and a recommendation from The Buzzz Report (see Appendix Two). This was done to assist with reducing the abandoned call rate which had risen from an average of 10.5% in 2015 to 27.2% in the first half of 2017. Whilst this has had a positive impact on the abandonment rate, which has reduced by 30%, it has seen an average monthly increase of operator answered calls of 9,392. These operator calls are currently being handled by seven additional agency staff to enable ongoing review of the staffing requirement.
- 'Queue Buster' call-back facility introduced at the end of August to enable members of the public to request a call back rather than waiting on the line. This has resulted in an around 110 call backs per day within an average time of 10 minutes and 30 seconds.
- Procuring improved wall boards enable the display of more reliable information on queueing calls
- Following a review by the nexus team a pilot to merge the CMU and CROM functions outside of the FCR was established. This ongoing pilot involves the abstraction of ten FCR Communications Officers to concentrate on the CROM tasks and has produced sufficient data to inform the recommendations included later in this report.

Because these initiatives have only been in place for a short period of time, insufficient comparative data is available to enable a full assessment of the impact on demand or the return on investment. However the indication so far is that the changes have redistributed demand to other roles such as the new temporary Operators, so whilst this improves the service provided to the public as it reduces time spent waiting on the line, it doesn't reduce the overall demand on the FCR.

5 Delivering the current service

5.1 Establishment and staffing (including management arrangements)

The current budgeted establishment and staffing levels are included at Appendix Three. It should be noted that due to the call centre nature of the roles in the FCR, there is a higher than average turnover rate for staff. This is often positive due to staff members within the FCR going on to take up police officer and Police Community Support Officer (PCSO) roles within NYP.

Prior to the establishment of the current pilot, the CROM function was provided by the pool of Communications Officers within the FCR, who would handle calls for service as well as conduct crime recording and occurrence management functions. The majority of time was spent on the primary task of handling emergency and non-emergency calls for service, and in times of high external call demand internal crime recording calls would be suspended to maintain the public-facing service. A number of reviews, including an external peer review carried out by the Police Service of Northern Ireland (PSNI), found this to be an inefficient approach to call handling and crime recording, as the additional task had a negative impact on call handling performance and also hindered crime and occurrence recording data quality as the large volume of data inputters reduced the ability to identify trends. The PSNI review suggested that there were issues around crime recording which appeared to break the flow of call handling, detracting the call handlers from their core business.

Supervision is essential to the effective operation of the FCR. FIMs manage critical incidents and threat and risk, the Deployment Managers oversee call handling performance and welfare. Each shift should have a total of four supervisors, both FIMs and Deployment Managers; however the current staffing levels mean that this is hard to maintain and there is commonly only one FIM and one Deployment Manager on duty.

During the CROM pilot, a temporary CROM manager post has been established to manage the existing CMU staff alongside the ten FCR staff seconded as part of the pilot.

5.2 Location and accommodation

The FCR is currently located in a single facility at Fulford Road Police Station in York. This follows a reduction from two to one facility in 2011 and an additional 60 individuals moving into the Fulford Road site. Only minor refurbishment has taken place since the expansion and the ANPR Hub, PNC Bureau and Street and Mental Health Triage services are now also located in the FCR.

The consequences of this expansion are:

- There are no briefing or meeting rooms and so briefings take place in the small kitchen space
- No breakout or rest space is provided, leading staff to take meal breaks in their cars
- The environment is congested, for example additional lockers are located in corridors
- The power supply to the building is at maximum capacity

In addition, there is no dedicated tutor room available to accommodate the lengthy tutoring process required for FCR Communications Officers (call handlers) and Dispatchers. There is currently a tutor

hub located in the FCR fall-back facility at Harrogate Police Station. However this solution is not sustainable because:

- The use of the Harrogate fall-back facility has reduced the capacity for the rest of NYP to train staff and so a temporary training facility has had to be configured in Alverton Court.
- Travelling from York to Harrogate within the working day has reduced the amount of tutorship by 70 hours per seven week session. This is equivalent to two weeks' tutorship.
- Reductions in the numbers of tutors who can travel to Harrogate mean a smaller pool of people to provide the tutoring.
- Harrogate is the fall-back for the FCR in the event of building or systems failure. This would reduce the tutorship capability should Harrogate be needed for medium to long-term use.
- The distance from the main FCR facility prevents new starters properly integrating into the working environment during training and tutorship, hindering their progress when they move into an unfamiliar team and location upon completion.

5.3 Training

The majority of training for FCR staff is delivered in-house by Training Services Trainers with support from Deployment Managers, with the exception of PNC Bureau training which is purchased from other forces.

Communications Officers require a four week classroom-based course, followed by seven weeks of tutorship. Dispatchers are multi-skilled so complete the same classroom requirements as Communications Officers as well as a two week dispatch course followed by seven weeks of dispatch tutorship. Both roles are subject to an extended nine month probationary period (from six months) to account for the lengthy training requirements. Tutors are drawn from existing FCR staff and are paid a £7 per day supplement for their tutoring role. There is no formal training requirement for Deployment Managers.

CMU and any future CROM staff require a week long Niche course which is delivered internally, and further learning takes place whilst in the role.

5.4 Demand

The volume of calls for service into the FCR, especially 999 Emergency and 101 Non-Emergency calls, has seen a significant increase since 2015. This increase accelerated during the summer months of 2017, and is expected to do so again. Alongside this, there has been a substantial increase in the number of crimes and occurrences resolved over the telephone following the introduction of THRIVE. Whilst this has freed up frontline resources to help those members of the public in most urgent need, calls are now longer to enable sufficient investigation to take place and the subsequent input following the call also takes longer. When the increases in volume are considered alongside the increase in time taken to deal with these calls, this equates to a considerable increase in the overall demand for the service.

Additional data on the CMU and CROM demand can be found at Appendix Four, and FCR data can be found at Appendix Five.

6 Service Delivery Proposal

6.1 Establishment and staffing (including management arrangements)

Please note that FCR roles where no change to the staffing level is recommended are omitted from the table below, but are included at Appendix Three that details the current staffing level.

Table One:

Role	Budgeted Establishment	Increase	Number permanent (increase only)	Number fixed term (increase only)
Dispatchers	79.37	0	0	0
Communications Officers	74.36	15.64	15.64	0*
Operators	0	6	0	6**
Deployment Manager	12	3	0	3***
CMU staff	8	2.5	2.5	0
CROM staff	0	13	10	3****
CROMU Manager	0	2	2	0

*the rationale for making these posts permanent is that a holding list with conditional offers is already established with 30 people on it. Historically turnover has been at 17 Communications Officers per year.
**six month fixed term contracts
***18 month contracts proposed to take account of the potential way forward as part of the Customer Service Review
****two year contract to facilitate the removal of the back log and potential change to demand profile as a result of Operational Mobile Working

The proposed increase in Communications Officers (15.64) and Operators (6) is to meet the increased demand created by an increase in 999, 101 and operator calls and the ongoing impact of increased percentage of telephone resolutions facilitated by the introduction of the Threat, Harm, Risk, Investigation, Vulnerability and Engagement (THRIVE) assessment tool.

The proposed increase in Operators is on a six month fixed-term basis. This is to enable a proper assessment of demand to be made following the recent introduction of this functionality. It will also allow for further investigation of the potential for 101 'Hold for Operator' calls only to be redirected to other members of staff outside the FCR who could deal with basic general enquiries. However this would be in addition to the approximately 130,000 enquiries from the public already handled by Front Office staff, so the impact on demand in other roles would also need to be assessed.
The proposed additional Deployment Managers (3) are to:

- Provide resilience to ensure two are on duty per shift, thus improving the supervisory ratio
- Support new portfolios within the FCR team of online reporting and Positive Action in addition to the large number of existing portfolios
- Allow the abstraction of two Deployment Managers when required to supervise training and tutoring.

The proposed addition of 2.5 CMU staff is to ensure that day business can be carried out whilst dealing with the considerable backlog through the time allocated for corrective activity. The live crime figure currently sits at approximately 6400 and is increasing by around 50 each day.

The proposed 13 new posts for CROM include ten permanent posts to replace those currently on secondment from the FCR as part of the pilot, as well as three fixed-term posts to deal with the current backlog. There are currently around 11,000 medium priority tasks outstanding, and the backlog increases by around 45 tasks per day. The permanent allocation of dedicated CROM staff will enable Communications Officers in the FCR to concentrate on call handling and providing an enhanced first response to the public. It will also ensure that NYP is able to provide the right frontline service to victims of crime and meet our obligations under the Victims' Code by providing the intelligence needed in a timely and accurate way to enable the effective investigation of crime. This is vital to maintaining public confidence in the service.

The two proposed CROMU Manager posts are to ensure appropriate supervision of the new, merged CROMU function.

In determining these recommended staffing levels, there has been cognisance of the ongoing Customer Service Review and the future impact this may have on the FCR. Because this work is still in the scoping and development phase, the detailed implications of a move towards more digital and online customer contact options cannot yet be assessed. Discussions with West Yorkshire Police, which has already introduced some of these alternative contact options into its control room, have indicated that overall demand for FCR resources increased as a result of the changes. By making it easier for the public to contact the control room, reporting levels have gone up. This suggests that whilst the skills required by FCR staff may change in order to accommodate new contact options, the overall number of staff needed may not reduce. The high staff turnover in the FCR means that staff with skills better suited to the future requirements could be recruited relatively quickly, and overall staffing levels could also be reduced if required.

The potential impact of the rollout of Operational Mobile Working has also been taken into consideration. Again, whilst this cannot be properly assessed until the solution is fully in use, it is thought that any impact on demand would be most likely to affect the CROM function. As a result, fixed-term contracts have been built into the CROM expansion to mitigate this. It is also anticipated that demand on the Dispatch function will be reduced once devices and full functionality are rolled out and in use by all front line Officers and PCSOs. For this reason, no additional Dispatchers have been requested.

6.2 Staff Duties

There are no proposed changes to the shift pattern for FCR staff. The FCR was not in the remit of the recent shift review and it was felt that introducing 12 hour shifts to the FCR would not be suitable given the already high-stress environment, some home to work travel distances, and concerns about the impact on staff recruitment and retention.

The proposed working pattern for the merged Crime and Occurrence Management Unit (CROMU) is 7am to 4am 365 days a year, though with minimum staffing provision on bank holidays. The pilot has demonstrated that 24/7 working is not required leading to a cost avoidance of 5% for shift allowances.

6.3 Location and accommodation

In order to address the current lack of briefing and rest space and subsequent impact on staff welfare, and to accommodate the additional staff required to meet the overall increase in call handling demand, alternative estates options for the FCR have been considered in consultation with the Estates Department. The 2017 data indicate that a further increase in call handling demand is expected from April/May 2018, and in order to mitigate the significant risk that this creates for our ability to maintain the service, the focus has been on investigating interim solutions to ensure that the service to the public can be maintained in the short-term as well as better provisioned for the future.

The long-term ambition would be to carry out a detailed scoping exercise to consider options for an alternative FCR provision within existing estate, via new-build opportunities and taking into account collaborative opportunities with partner agencies such as the Fire and Rescue Service (FRS). However it is estimated that this work would take at least 18 months to complete, require significant financial investment, and prevent the required staff expansion to meet demand.

Within the time constraints presented by the anticipated further increase in demand, three interim solutions were considered:

- Utilise space within Fulford Road Police Station
- Utilise space within Harrogate Police Station
- Install additional semi-permanent accommodation on the FCR site

Following an assessment that took into consideration the feasibility, costs, timescales and consequential impact of each option, the recommended option is to install additional semi-permanent facilities at the FCR site. It is proposed that these facilities will include:

- Additional FCR call handling positions
- Training room
- Tutor hub
- Locker room
- Breakout and briefing space
- Suitable rest facilities

A summary of the rationale for recommending the purchase of semi-permanent accommodation is included below:

- NYP has reduced the estate footprint through an ongoing programme of rationalisation aimed at making a more efficient use of our estate, reducing running costs and considering opportunities to share partner facilities through collaborative occupancy.
- Fulford Road and Harrogate Police Stations are currently fully occupied. Utilising space within either location for the FCR would therefore require relocation of other teams. An appropriately resourced project would be required to identify the existing teams to be relocated and their service delivery needs from both an estate and IT perspective. Previous experience indicates 18 months would be required to relocate current occupants due to NYP's need to obtain suitable alternative accommodation for the displaced teams, and refit the existing facilities to accommodate FCR requirements.
- It is likely that there would be refurbishment costs associated with re-provisioning existing estate for FCR use as well as provisioning alternative space for relocated teams. These costs are currently unknown, but could exceed the cost of purchasing semi-permanent accommodation.

- Contractual changes would be required for any Police Staff moving location, both for FCR staff and other staff relocated from existing estate. There would be a cost associated with this for payment of additional mileage.
- The briefing room and rest space issues at the current FCR location would still need to be addressed, which would require a proportion of the overall capital investment requested.
- The existing FCR footprint at Harrogate is the medium to long-term fall-back facility. Whilst investment has been made in this facility to ensure that NYP has the appropriate business continuity arrangements to maintain service in the event of building or systems failure at Fulford Road, it is not a suitable long-term solution for accommodating FCR expansion because:
    - As well as an FCR fall-back facility, it is also used as a Silver Command Room and a training room. Both of these functions would need to be re-provisioned if the FCR fall-back was in constant use.
    - Going to any second control room option would increase the supervision requirements, thus requiring further revenue investment
    - There would be a requirement to relocate staff from the current FCR to Harrogate. It would not be suitable to staff Harrogate only with new starters, as there would be a significant difference in the skill levels between the two locations.
    - An alternative training and tutoring provision would still be required if FCR staff were based permanently in the fall-back facility
    - Reverting to two control rooms would contradict the decision made in 2011 to consolidate to one location.

It is recommended that the semi-permanent accommodation is purchased rather than rented, as this is more cost effective over an 18 month period and it will not be possible to make more permanent arrangements within this time period. Purchasing the semi-permanent units also allows the opportunity to redeploy them within the estate or sell them to recoup some of the capital investment. This means that if further work on FCR demand once the full impact of Operational Mobile Working and the Customer Service Review concludes that less space is required, then there is greater flexibility to reduce the estates provision.

Consideration has been given to the potential impact of increasing the staffing level on fall back arrangements and at this time they are considered to be sufficient to meet current needs for a fall back facility.

6.4 ICT Solution

In order to fully equip the new structure, additional IT equipment is required. Costs are included in the finance section.

It should be noted that this investment in IT equipment would still be required if the space was provisioned within existing estate.

6.5 Training

In order to maintain the expanded establishment, there will need to be additional investment in the training and tutoring function. An annual FCR tutoring budget to cover both the training of new additional staff and maintenance of the overall Communications Officer and Dispatcher establishment in the long-term has been included in the finance section.

6.6 Additional Recommendations

This paper outlines an interim solution to ensure that the FCR can provide an appropriate level of service to the public during the anticipated additional rise in demand expected over the summer

months. However the data trends show that this demand will not return to the level that it is at now in the autumn, and will remain higher than it is at present. In order to future-proof the FCR function, it is recommended that further research is commissioned to consider longer-term options for more sustainable service delivery.

It is recommended that this work considers the following:

- The procurement of workforce management software. An Erlang Calculator is currently used to forecast the required staffing level to match the volume of calls, the call duration and the input time following closure of the call. Workforce management software will enable more consistent and accurate prediction of resource requirements based on demand which will in turn inform future staffing levels and shift patterns for FCR staff and better equip NYP to provide the appropriate level of service to the public at all times. An initial assessment of the options available has already been carried out by DISG.
- Alternative options for the long-term estates facilities for the FCR
- Opportunities presented by findings and recommendations of the ongoing Customer Service Review, in particular relating to the greater use of online customer contact options and the impact this may have on the skills required within the FCR, as well as the demand.
- Opportunities presented by the findings of the Workforce 2025 Scoping Report and the ongoing work to look into strength-based recruitment.

In order to facilitate this work, it is recommended that project management resources are assigned initially for a six-month period initially to carry out the required scoping work. This will form part of the wider transformational work.

7 Benefits and measures

Benefit	Measure
Reduction in time taken to answer 999 Emergency calls	Call handling data
Reduction in time taken to answer 101 Non-Emergency calls	Call handling data
Maintain public confidence in NYP	Public survey data
Improve public satisfaction with the 999 Emergency and 101 Non-Emergency call handling service provided by NYP	Public survey data
Improved call handling performance	Call handling data
Reduced overtime spend in the FCR	Overtime data
Reduced backlogs for CMU and CROM functions	Live crime data
Improved staff wellbeing	Wellbeing survey results for FCR staff
Reduced travel expenses for training and tutoring	Travel expenses for FCR tutors and course attendees

A benefits realisation exercise will take place in November 2018, six months after the recommendations are implemented.

8 Risks and mitigations

Risk	Mitigation
There is a risk that delays in answering calls and insufficient capacity to respond prevents appropriate response to emergencies that could constitute risk to life.	Increase in staffing levels to facilitate answering of calls within agreed target times. Providing the environment to appropriately train and tutor staff.
There is a risk that delays in answering calls and providing an appropriate response will have a negative impact on the public's perception of the service.	Increase in staffing levels to facilitate answering of calls within agreed target times. Providing the environment to appropriately train and tutor staff.
There is a risk that a failure to provide adequate facilities and a suitable working environment that reflects the high-pressure nature of FCR work will detrimentally affect NYP's reputation as an employer.	Additional facilities designed specifically for the FCR function.
There is a risk that ongoing levels of use of overtime could lead to higher levels of staff fatigue which could in turn result in a lower standard of performance.	Appropriate budgeted establishment to meet demand.
There is a risk that without an appropriate budgeted establishment, there will continue to be a disproportionate overtime spend in the FCR.	Appropriate budgeted establishment to meet demand.
There is a risk that the expanded work force's skills and values will not reflect future requirements.	Fixed term contracts for key posts. High turnover of staff in call handling roles.
There is a risk that unless work continues to reduce call volumes coming into the FCR, the demand will continue to rise requiring further expansion of the function.	Ongoing work to reduce call volumes and demand on the FCR, including work with partner agencies such as for missing from home and mental health.
There is a risk that unless the call handling performance in particular for 101 Non-Emergency calls is improved, the public confidence in the service will continue to erode.	Appropriate budgeted establishment to meet demand.

9 Finance

9.1.1 Summary of required FCR investment

A summary of the additional capital and revenue investment required for the FCR and CROM/CMU is included below.

Table Two:

	18-19	19-20	20-21 on
Revenue			
Employee Costs	1,276,847	1,141,416	911,600
Other	111,000	30,000	30,000
Total	**1,387,847**	**1,171,416**	**941,600**
Capital	658,960		
Total requested Investment	**2,046,807**	**1,171,416**	**941,600**

9.1.2 Future Project Resource Requirement (opportunity costs)

Table Three:

Possible Project Resource		18-19
Scoping future service delivery solution	Project Manager - 6 months	24,785
Scoping future service delivery solution	Business Analyst – 3 months	11,700
DISG - Installation and build of terminals & infrastructure	Engineer Resource	93,000
		129,485

The intention is to identify the required resources from within existing establishment by reprioritising current work schedules where necessary. For this reason, the resources costs included above are opportunity costs, and have not been included in the overall budget requested for this work.

10 Implementation Plan and Timescales

Maintaining the service and managing the additional increase in demand expected over the summer months will require that the interim solution for estates and staffing is in place by the end of May 2018.

A high-level implementation plan is as below, and further detailed planning will be carried out by the FCR management team, HR recruitment team, Estates and DISG in consultation with each other. In order to implement the interim solution and ensure that interdependencies between the staffing, estates and ICT expansion are managed, an Implementation Group will be established chaired by the Responsible Person (ACC Local Policing) and attended by key stakeholders for the delivery of the recommendations. Project closure will be signed off by the Accountable Person (DCC).

	Feb-18	Mar-18	Apr-18	May-18
Staff recruitment				
Staff training and tutoring				ongoing
Procure semi-permanent accommodation				
Complete necessary groundworks				
Install semi-permanent accommodation				
Procure IT equipment				
Install IT equipment				
Testing of estate and IT				
Identify resources to carry out further scoping				

There is a ten week lead in time for Estates to complete the work required, and also lead in times for the procurement of IT infrastructure and equipment.

11 Decisions Required

Extensive stakeholder consultation has already been carried out, details of which are included at Appendix Seven.

It is requested that the following recommendations are approved:

- Provision of an appropriate level of resourcing for the FCR, CROM and CMU
- Provision of additional semi-permanent accommodation at the FCR and suitable IT equipment for the FCR and CROMU
- Recognition of the permanent separation of the CROM functions from the FCR to form a merged Crime and Occurrence Management Unit (CROMU) incorporating the CMU
- Allocation of appropriate project resource to carry out research into options for long-term FCR service delivery in the context of current and planned transformational work, including the Customer Service Review
- Allocation of budget as set out below.

Table Four:

	18-19	19-20	20-21 on
Revenue			
Employee Costs	1,276,847	1,141,416	911,600
Other	111,000	30,000	30,000
Total	**1,387,847**	**1,171,416**	**941,600**
Capital	658,960		
Total requested Investment	**2,046,807**	**1,171,416**	**941,600**

12 Appendices

12.1 Appendix One: Summary of work completed pre-2016

In 2014, a peer review of the FCR was conducted by staff from the PSNI which included the functions of contact management. The report suggested that there were issues around crime recording which appeared to break the flow of call handling, detracting the call handlers from their core business. This appeared to be an inefficient way of doing business for the two functions as it required staff to continually switch both mind set and systems. The report recommended that NYP explores how they can better divide the roles of Call Handling, Crime Recording and Occurrence Management.

In 2015, a change to the Home Office rules for crime recording meant that the time for a crime to be recorded reduced from 72 hours to 24 hours. Whilst crimes had previously been recorded during night shifts when the volume of calls was lower, the change in regulations led to FCR staff concentrating on recording crimes throughout the day, thus impacting on their capacity to handle calls.

Also in 2015, the Police and Crime Commissioner commissioned an external review of contact management. This review was carried out by The Buzzz, and a number of recommendations for service improvement were made. See Appendix Two.

In 2016, shift patterns for Communications Officers were changed to enable staffing to better match demand for service across the course of a day.

The Unified Communications project also had a significant impact on the FCR during this period. The introduction of the automated service for 101 calls led to a reduction in service levels and an increase in call volumes as members of the public struggled to contact individuals using the automated service. The call centre wall boards, which display information on waiting calls, were not supported by the Unified Communications solution, leading to a less robust temporary solution being installed.

12.2 Appendix Two: The Buzzz Report recommendations

1. To carry out an exercise to rationalise department names in the automated switchboard to improve voice recognition. (Completed during summer 2017)
2. To introduce the facility to dial an extension or collar number at option 2. This is a no cost option which simply needs switching on. (Implemented in March 2017)
3. To shorten the length of the instruction at option 2 in relation to asking for names and collar numbers. This will minimize frustration and confusion in relation to the length of the instruction. This may lead to less calls being abandoned before an option is selected. (Implemented in March 2017)
4. To introduce the automated switchboard "General User Interface" for all users. This will allow users to divert their calls to appropriate devices such as desk, mobile, radio for easier access to named individuals. This is currently only available for Officers of Inspector Rank and above and Police Staff equivalent. (This recommendation was superseded by the Universal Communications Project)
5. To amend the automated switchboard initial greeting to state "for all other enquiries please hold". These calls will then be routed to an operator facility within FCR. (Implemented in August 2017)

12.3 Appendix Three: current budgeted and actual staffing levels

Table Five:

Role	Budgeted Establishment FTE	Current Staffing FTE
Dispatchers	79	78.93 (83.93 projected for end Feb)
Call Handlers (Communications)	75 *	85.41*
Operators	0	7*****
Deployment Manager	12	11
PNC Bureau	12	12
PNC Bureau Team Leader	1	0
FIM	8	8
Service Desk	15 **	23****
CMU	8	5
Control Room Manager	1	1
Head of Control Room	1	1
Service Improvement Manager	1***	1
Systems Admin	2.5 FTE	2.5

*10 currently abstracted to CROM as part of the pilot
**13 PCs and two Sergeants
***funded by the loss of one PC post on the service desk with additional uplift to an Inspector role. This is currently a temporary arrangement.
****only the funded FTE posts are paid for by the FCR staffing budget – the remainder are seconded on an ad hoc basis from other roles within NYP (often due to restricted duties) and are funded through their substantive post.
*****seven unfunded posts, currently all filled by agency staff

It should be noted that in order to plan for known staff turnover, Dispatcher and Communications Officers' role are routinely recruited over establishment for short periods of time to allow time for new starters to be trained prior to existing staff leaving where possible to maintain the required level of service. This is reflected in the staffing budget for the FCR.

12.4 Appendix Four: CROM and CMU current demand

Table Six: demand on the CMU function

Task	Daily Volume	Monthly Volume	Time taken per Task	Total hours taken per month
Screening in Crimes	110	3344	8 mins	445
Assigned to CMU – Non Crime in error	4	121	2 mins	4
Outcomes	Not included as will be accounted for in other areas			
Cannabis warnings		35	10 mins	6
Occurrence checks	50	1520	8 mins	202
Assigned to CMU – Crime review & Finalising	75	2280	12 mins	456
Cancelling Crimes	6	182	15 mins	45
Report 20 and Report 59 reviews & other reports	This work consists of around 30 hours per month across the department and is not completed by one person. It accounts for various reports and other work as required.			30
Tasks/Emails	12/2	425	9 mins	64
Personal Tasks	46	1398	9 mins	210
Total Hours				**1462**
Total FTE				**9.1**

These data show the requirement for 9.1FTE staff to complete the business as usual tasks for the CMU. When an uplift is applied to account for sickness, leave, training etc., the total FTE requirement is 10.5.

Table Seven: demand on the CROM function

Task	Daily Volume	Monthly Volume	Time taken per task	Total hours taken per month
Missing from Home (MFH) Reports	7	213	19 mins	67
MFH List	7	213	5 mins	18
MFH Management of Return	5	160	5 mins	13
Domestic Violence	25	760	16 mins	203
Road Traffic Collision death/injury	5	152	14 mins	35
Crime Reports (all Immediate and Priority Grades)	35	1064	15 mins	266
Validation (all Scheduled and Other Grades)	71	2158	12 mins	432
Sudden Death	8	243	10 mins	41
Victim Risk Assessment		46	5 mins	4
Finalisation	52	1580	7 mins	184
Child Abduction Warning Notice		5	5 mins	1
Occurrence Management Tasks	165	5016	2.30 mins	209
Hate Crimes		18	5	2
Harassment Warnings		8	5 mins	1
Section 59's		10	5 mins	1
Dispersal Notices		15	15 mins	4
Total Hours				**1490**
Total FTE				**9.3**

These data show the requirement for 9.3FTE staff to complete the business as usual tasks for the CROM function when separated from the FCR. When an uplift is applied to account for sickness, leave, training etc., the total FTE requirement is 10.

An additional 3FTE for a period of two years is required to enable the backlog to be processed. In addition to this backlog a number of key functions which are not currently undertaken by NYP will be introduced and implemented into the CROMU function. One such work stream is the dissemination

of victim of crime booklets to all victims of crime where NYP does not currently send a resource. This is to ensure that NYP meets statutory functions under the Victim's Code.

The introduction of Operational Mobile Working should reduce the demand on the CROM function within the next two years. As a result of this, it is the intention to recruit three of the additional CROM staff on two year fixed-term contracts to enable a reassessment of the required staffing level to meet the demand at that point in time.

12.5 Appendix Five: FCR Demand Data

Table Eight: 999 Emergency Calls 2015

2015	Volume	Average Daily Volume	Average time to answer (seconds)	Average call duration (minutes:seconds)
Jan	4637	150	5	3:08
Feb	4518	161	6	2:56
Mar	5235	169	6	2:48
Apr	5293	176	5	2:55
May	5519	178	5	2:48
Jun	5773	192	7	2:43
Jul	6335	204	6	2:39
Aug	6651	215	6	2:38
Sep	6575	222	7	2:47
Oct	6007	193	6	2:53
Nov	5468	182	8	2:45
Dec	6229	201	6	2:45

Table Nine: 999 Emergency Calls 2016

2016	Volume	Average Daily Volume	Average time to answer (seconds)	Average call duration (minutes:seconds)
Jan	4931	159	5	2:49
Feb	5145	177	5	2:46
Mar	5100	165	5	2:43
Apr	4992	166	6	2:42
May	5761	186	6	2:42
Jun	6074	202	9	
Jul	6830	220	10	
Aug	6560	211	11	
Sep	6082	202	10	
Oct	6084	202	9	
Nov	5547	184	10	
Dec	5849	188	8	

Average call duration data for June-December unavailable due to technical issues.

Table Ten: 999 Emergency Calls 2017

2017	Volume	Average Daily Volume	Average time to answer (seconds)	Average call duration (minutes:seconds)
Jan	4911	158	7	2:59
Feb	4893	175	10	3:02
Mar	5587	180	11	3:04
Apr	5855	195	11	2:58
May	6625	214	13	2:56
June	7076	236	18	2:46
July	8189	264	19	2:48
August	8551	275	17	2:42
September	6959	231	12	3:01
October	6950	224	9	2:56
November	6172	205	7	3:06
December	6585	212	9	3:13

These tables demonstrate the monthly total and daily average call volumes for 2015-2017 alongside the average time taken to answer 999 Emergency calls. The data demonstrate a continuous increase in the volume of calls, particularly pronounced in the summer months as shown by the monthly totals.

The data also show that the time spent dealing with 999 Emergency calls during the call itself has remained relatively consistent.

Table 11: 101 Non-Emergency Calls 2015

2015	Volume	Average Daily Volume	Average time to answer (minutes:seconds)	Average call duration (minutes:seconds)
Jan	19402	626	0:37	4:00
Feb	18818	672	1:08	4:02
Mar	21655	699	1:10	4:03
Apr	20686	690	0:52	3:54
May	21656	699	0:44	3:54
Jun	23101	770	0:59	3:50
Jul	24616	794	1:09	3:47
Aug	24214	781	1:00	3:51
Sep	22585	753	1:11	3:55
Oct	22827	736	0:57	3:54
Nov	21665	722	1:04	3:46
Dec	19189	619	0:52	3:44

Table 12: 101 Non-Emergency Calls 2016

2016	Volume	Average Daily Volume	Average time to answer (minutes:seconds)	Average call duration (minutes:seconds)
Jan	19843	640	0:44	3:54
Feb	20275	699	0:59	3:49
Mar	22373	722	0:59	3:53
Apr	22311	744	1:08	3:55
May	25551	824	1:16	3:46
Jun	26701	890	1:01	3:52
Jul	27265	880	1:37	3:49
Aug	28001	903	1:39	3:43
Sep	25957	865	1:40	3:58
Oct	24264	783	1:54	4:08
Nov	22878	763	2:11	4:18
Dec	21210	684	1:30	4:15

Table 13: 101 Non-Emergency Calls 2017

2017	Volume	Average Daily Volume	Average time to answer (minutes:seconds)	Average call duration (minutes:seconds)
Jan	21045	679	1:28	4:15
Feb	19898	711	1:49	4:26
Mar	24463	789	2:08	4:18
Apr	22868	762	1:54	4:21
May	25387	819	2:18	4:22
June	26115	871	3:45	4:25
July	26896	868	4:13	4:33
Aug	24017	775	3:25	4:15
Sep	19997	667	2:19	4:10
Oct	20932	675	2:24	4:07
Nov	19656	655	1:32	4:19
Dec	17908	578	1:52	4:27

These tables demonstrate the monthly total and daily average call volumes for 2015-2017 alongside the average time taken to answer 101 Non-Emergency calls. The data demonstrate a continuous increase in the volume of calls, particularly pronounced in the summer months.

The average call duration has also increased over the last three years. Whilst the increases themselves appear modest, with average increases of 27 seconds from 3:53minutes (2015) to 4:20 minutes (2017), when the significant volume of these calls is taken into account, as well as the additional time to input data following the call, this equates to a considerable additional demand on the staff within the FCR.

Table 14: percentage breakdown by call type

Call type	% of calls
999 Emergency	12%
101 Option 1 Non-Emergency	36%
Operator	16%
Queue Buster call-backs	5%
Internal	1%
Emergency services calls	3%
Outbound calls	27%

Table 15: percentage of staff time allocated to core tasks

Task	% of staff time
Available for calls	18%
Talk time – on calls	18%
Input	37%
Staff breaks	13%
Training	11%
Other	3%

Tables 16 and 17: correlation between staffing levels and answer times for 101 Non-Emergency calls (option one)

The following data is taken from randomly selected dates to give a snapshot of performance.

Volume per day	Average time to answer (seconds)	Average staffing assigned to line	Average call duration
554	23	10.1	3:56
672	46	11.7	3:46
729 *	47	9.6 *	4:30
594	53	11.4	4:29
652	48	9.7	4:17

Volume per day	Average time to answer (minutes)	Average staffing assigned to line	Average call duration
706	3:01	7.0	4:37
538	2:04	5.5	4:22
726 *	2:01	9.6 *	4:19
594	4:06	8.1	4:29
654	2:18	6.9	4:57

These tables show the 101 Non-Emergency (option 1) call handling data for a series of randomly selected days. The first table shows instances where calls have been answered in less than one minutes, and the second table where calls have taken over two minutes to answer.

The similarities in call volumes and durations on each of the days demonstrate the importance of the correlation between the staffing level and the answer time for calls. On the days where it took over two minutes to answer calls, there is on average 2.48 fewer staff members assigned to the 101 lines.

However volume of calls, staffing levels and call duration are not the only factors affecting the answer times for 101 calls. As well as the time taken writing up the incident following the call, 999 Emergency and Emergency Services calls are prioritised above all 101 calls, and on the * marked day there were 100 more prioritised 999 Emergency calls than on the day where calls were answered in 47 seconds. This clearly demonstrates a direct link between the volume of 999 Emergency calls and 101 Non-Emergency call handling performance.

12.6 Appendix Six: ICT equipment

Table 18:

Item	Description	Quantity
NYP workstation	Dell PC	58
Monitor	Dell Monitor	115
Cortex workstation	Hosted or client, purchased through APD	34
Desktop phone	Including licenses	58
CCI port configuration	Work required from APD	1
Cabling infrastructure	To provide network to new workstations and/or semi-permanent structures	1
TV/Projectors	Within Classrooms etc.	4
Wallboards	Same as will be within FCR	1

The above requirements are for an additional 44 workstations in the expanded FCR, and 14 in the CROMU function. Of the 14 for CROMU, eight are additional and eight are to replace standard desktops that were removed from CMU to be refreshed as part of the replacement programme and have yet to be returned.

12.7 Appendix Seven: summary of consultation carried out

Stakeholders	Name
Police and Crime Commissioner	Julia Mulligan
Chief Constable	CC Dave Jones
Chief Officer Team	DCC Lisa Winward T/ACC Richard Anderson
FCR	Supt Mike Walker CI Charlotte Bloxham Jane Larkin Insp Mark Proctor
DISG	Richard Jones
Estates	Jonathan Garrett
Customer Service Review	Kate Williams
Finance	Michael Porter Jane Palmer Sam Craggs Suzanne Dixon
HR	Annette Canning
Unison	John Mackfall