

## Tilley Award 2005

### Application form

The following form must be completed in full. Failure to do so will result in disqualification from the competition.

Please send completed application forms to Tricia Perkins at [patricia.perkins@homeoffice.gsi.gov.uk](mailto:patricia.perkins@homeoffice.gsi.gov.uk)

All entries must be received by noon on the 29 April 2005. Entries received after that date will not be accepted under any circumstances. Any queries on the application process should be directed to Tricia Perkins on 0207 035 0262.

#### 1. Details of application

Title of the project **The Mixed Economy of Policing Project**

Name of force/agency/CDRP: **Surrey Police**

Name of one contact person with position/rank (this should be one of the authors):  
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Name of endorsing senior representatives(s) Mark Rowley

Position and rank of endorsing senior representatives(s) Assistant Chief Constable

Full address of endorsing senior representatives(s) Surrey Police Headquarters, Mount Browne, Sandy Lane, Guildford, Surrey GU3 1HG

## 2. Summary of application

In no more than 400 words please use this space to describe your project. Include details of the problem that was addressed a description of the initiative, the main intervention principles and what they were designed to achieve, the main outcomes of project particularly in relation to the problem, evidence was used in designing the programme and how the project is evaluated.

The Surrey Police Mixed Economy Project (MEPP), supported by the Home Office Workforce Modernisation fund, aims to address key strategic issues facing the modern police service.

The project principles were developed following concerns regarding the sustainability of the current approach to resourcing; considering current demand levels, funding and recruitment/retention difficulties.

The project objectives are:

- Piloting the re-configuration of staff and working practices in two front line services:
  - Volume Crime Investigation
  - Reassurance Policing.
- Elevating the Constable towards a specialist, professional role, reconfigured around the key policing competencies.

These front line services suffer gaps in capacity due to increasing demands against a challenging financial backdrop. The project seeks to provide problem oriented policing for communities through the introduction of 'mixed economy' staffing. Disaggregating tasks to designated and non-designated police staff, ensuring closer alignment of skill to task, resulting in a more cost-effective and efficient service: achieving the 'optimal mix'.

Surrey receives the lowest grant per capita in the country; therefore the funding of Surrey Police is of significant concern to Surrey citizens, who experienced successive precept rises (e.g. 4.9% in 2005/2006). Their contribution through council tax currently equates to 47% of total force funding.

Analysis considered:

- Policing resource costs: significant constable training investment over the first four years service (50% of Surrey officers have < 5 years service). A significant proportion of budget is spent maintaining the establishment.
- Working practices: identifying activities conducted by constables but not requiring specialist skills/powers, which could be undertaken by police staff with or without designated powers; thus matching skills/powers to task.

The breakdown of work approximated to:

- 30% administrative
- 60% requiring limited policing skills/powers
- 10% requiring full police skills/powers.

Consideration was given to various team based working configurations aligned to the breakdown above. The chosen model was launched in November 2004. Early performance evidence is persuasive; significantly more productive at 13% less cost. Reassurance type 2 interventions have increased by 450%. Sampling reveals investigations are being completed 50% faster with early indications of an increased detection rate. Full evaluation is underway by Institute for Employment Studies.

Adoption of the MEPP model would produce a very different police service: fewer, highly skilled, professional constables; supported by increased numbers of police staff. The ultimate force objective is to roll these principles countywide, producing a more efficient, cost-effective service, better equipped to meet the needs of the citizens of Surrey.

### **3. Description of project**

(3994 words)

#### **The Mixed Economy of Policing Project**

##### Objectives of the project

The Surrey Police Mixed Economy of Policing Project, supported by the Home Office Workforce Modernisation fund, aims to address several of the key strategic issues facing the Police Service as it embraces modernisation and moves into the 21<sup>st</sup> Century.

The Mixed Economy principles have been developed in recognition of concerns regarding the sustainability of the current approach to resourcing Surrey Police; taking into account the current levels of demand, funding, economics and the demographics of the region, together with the problems with recruitment and retention of police officers faced by all of the forces in the South East.

The primary objective of the project is to pilot the re-configuration of staff, new management procedures and new working practices in two front line services: the investigation of Volume Crime and Reassurance (Neighbourhood, Problem Oriented) Policing.

These service areas currently suffer 'gaps' in provision (capacity) and ever-increasing demands, against a challenging financial backdrop. The project seeks to employ the tactics and interventions revealed by the National Reassurance Project to effectively provide problem oriented policing for communities by demonstrating that the rationalisation of police officers around the specialist roles within the core capabilities of the Service, and the introduction of a 'mixed economy' of staffing by the disaggregation of tasks to a range of designated and non-designated police staff roles, ensures a much closer alignment of task to skill level; producing a more cost-effective service – achieving the 'optimal mix'.

The new Mixed Economy teams are supported by efficient new working practices, systems and technologies; which will significantly increase capacity in policing capabilities currently experiencing high volume demands that look set to increase in the future.

A further key objective of the project is the elevation of the role of Constable towards a higher, specialist role, reconfigured around the key competencies of policing; in order to give the fully warranted, highly trained police officers a more professional status. Under the pilot structure, constables lead and manage teams of police staff; these Constable Team Leaders are in turn overseen by Sergeant Unit Supervisors.

The project success criteria are:

- To improve cost-efficiency through utilising the optimal staff mix
- To ensure the appropriate matching of tasks to staff with the relevant skills, powers and expertise
- To increase police visibility in reassurance pilot sites by freeing up police officers and police community support officers from administrative tasks; thereby increasing opportunities for problem oriented policing, community engagement and public reassurance
- To increase investigative capacity in the volume crime pilot site
- To reduce investigation time in the volume crime pilot site, through efficient team working practices.

The funding of Surrey Police is of significant concern to the citizens of Surrey who have been subjected to successive precept rises, most recently a 4.9% precept rise in 2005/2006. This contribution through their council tax now equates to 47% of total force funding. Precept rises of this magnitude are not sustainable and every reasonable effort must be made to achieve the highest level of 'amplification' of the existing budget.

Surrey Police Authority has set a budget for 2005/06 based on expenditure of £173 million, an increase of 4.1 per cent on the budget for 2004/05. The total cost per head of population for policing services in Surrey is £161.62; of this, £85.93 comes from the Government grant which is allocated by a funding formula reflecting the assumed needs of each Force area. Surrey receives the lowest formula grant per capita in the country; this is £9 less than the second most poorly funded county.

Furthermore, Surrey Police spends a significant proportion of its budget on recruiting just to maintain the required

establishment of officers; the profile of which is becoming more inexperienced. During 2002, Surrey Police spent £18m of its budget recruiting and training police officers in order to maintain the status quo.

This experience, when set in the wider context of the employment market in the South East, with initiatives by the N.H.S. to drastically increase the number of nurses and efforts by the military to close their recruiting gap, all point to an enduring recruitment crisis over the coming years. A new source of human resources needs to be identified. Over the same period, demand for policing services has increased, with calls for assistance steadily increasing and public expectations for increased reassurance interventions and problem solving heightened. As a result, a capacity gap has started to develop where competing priorities vie for a limited capability.

Defining the problem

In order to develop a more cost-effective operating model, the first step was to understand the cost of the available policing resources. This is particularly significant for Surrey, where 50% of constables have less than 5 years service. Due to the significant investment required in initial training, the average daily rate of a police constable is extremely high over the first four years.

A business accountant was engaged to conduct a detailed cost analysis comprising total employment costs against length of service for police officers, designated police staff roles (those created under the Police Reform Act 2002) and administrative roles. The analysis considered all aspects of employment costs including salary, taxes, pension, and recruitment and training costs. Table 1 shows the resultant cost comparison.

*Table 1: Staff cost comparison*

Police Constable – Daily rate £	
Police Constable 1 years Service	3066
Police Constable 2 years Service	1097
Police Constable 3 years Service	370
Police Constable 4 years Service	304

  

Police Staff – Daily rate £	
Investigating Officer (IO)	156
Volume Crime Administrator/Allocator (AA)	118
Police Community Support Officer (PCSO)	138
Reassurance Administrator/Allocator (AA)	106

From November 2003 to March 2004, work was undertaken by Surrey Police to examine the traditional front line police working practices and resourcing methods; specifically in relation to the investigation of volume crime and the delivery of reassurance policing. This work focused on identifying those activities carried out by police officers that do not require their specialist skills and/or powers. Such activities could be undertaken by police staff, with or without designated powers, and with skills matched to the activity.

A consultant was engaged to conduct business analysis within these areas in order to identify the processes employed, their effectiveness, and the specific work content. The work focussed on disaggregating the processes into specific tasks and the identification of delays and blockers within these processes.

Within the volume crime investigation capability, this revealed a significantly inefficient process. A sample of crime investigations were examined from across three BCUs and all revealed similar data patterns. The results were verified through one-to-one interviews and cross referencing against administrative records. The resultant findings established that almost 70% of the lifespan of an investigation consisted of avoidable delays. These delays were usually a result of typical staff abstractions such as attendance at court, annual leave, sickness and training. This trend is symptomatic of the traditional policing model, where one individual is allocated the responsibility of

investigating a particular crime. This pattern has been further verified through consultation with other forces.

As part of the analysis, each task identified was considered to determine the appropriate skills required for successful completion. The activities employed on each occasion were scrutinised and matched to legal precedent to identify those requiring full police powers, designated powers under the Police Reform Act or requiring no powers. This revealed similar results for both volume crime investigation and reassurance policing, with approximately 30% of the work being administrative, 60% requiring some degree of policing skills and/or designated powers and the remainder requiring full police powers and/or the skills and expertise of a Detective Constable or Neighbourhood Specialist Constable.

Table 2: Breakdown of crime investigation tasks by role

<b>Theft from Shop</b>					
		Detective Constable	Investigating Officer (designated police staff)	Administrator/ Allocator	
CIS	Read Job on CIS	10			
Phone	Contact PC A re statement			10	
Travel	Go to Godalming to collect statement			30	
Travel	To Guildford property to collect cctv			15	
Travel	Return to Farnham (property closed)			30	
CIS	Update CIS			10	
CIS	Update CIS			10	
Travel	To Guildford property to collect CCTV			30	
	Sign for property			10	
Travel	Return to Farnham			30	
CIS	Update CIS			10	
	View CCTV		30		
Travel	To suspects house -Godalming		20		
	Talk with suspects sister		10		
Travel	To shop where offence occurred		15		
Statement	Request statement from victim		60		
Travel	Return to Farnham		20		
Phone	Sgt. Re interviewing offender		10		
Travel	To offenders address		20		
Travel	Return to Farnham		20		
Phone	Offenders Mother to arrange interview 1			10	
Phone	Offenders Mother to arrange interview 2			10	
CIS	Update CIS			10	
	Liaison with colleague re arrest		60		
Travel	To offenders address	20			
	Arrest offender & search house	20			
Travel	Take offender to Guildford custody		10		
	View CCTV		120		
Travel	Take offender home		15		
Travel	Return to Farnham		20		
CIS	Update CIS			10	
	Take still form CCTV			30	
	Take to LIO, LIO scan to pc			15	
	Return to office			5	<b>Total</b>
	Mins	50	430	275	755
	Hours	0.8	7.2	4.6	12.6

Table 3: Breakdown of crime investigation role responsibilities and powers

Role	Administrator / Allocator	Investigating Officer		Detective Constable Team Leader	Detective Sergeant Unit Supervisor
		Designated Police Staff	PC		
<b>% Total Activity</b>	30%	60%		10%	N/A
<b>Skills, Knowledge &amp; Experience</b>	Administrative skills Logistical skills Resource Management	Investigative skills to agreed skill range		Higher level investigative skills  Junior Management skills	Higher Management organisational skills
<b>Powers required</b>	-	Designated powers Police Reform Act	Full warranted Police powers	Full warranted Police powers	
<b>Tasks/ Activities</b>	<u>Administration/Logistics</u> >Update/search records, >Maintain databases (PNC,CPS) >Make appointments, duty schedules, tasking >Liaise with agencies >Home Office Laboratory Service, CPS, Courts etc. >Exhibit management >ROTI preparation >File-building prior to charge	<u>Investigative Tasking</u> Examples: >Statement-Taking >Enquiries >House-to-house >Scene >Identification procedure >Interviewing >Searches, S18 & scenes >Property- related enquiries etc. >Interview suspects		<u>Investigation Management</u> >Set investigative strategies  >Manage workflows & team workload  >Set taskings for IOs & AAs  >Undertake arrests of suspects >Interview suspects  >Liaise with case file-builders & CPS	<u>Unit Management</u> >Management of processes >Quality assurance >Personnel matters >Resource management teams/department
			>Undertake arrests of suspects		

Similar analysis was undertaken for reassurance (neighbourhood) policing. In common with most UK forces, Surrey Police struggles to find sufficient officers to deploy to its 208 wards to provide a known, knowledgeable, accessible and visible policing presence. 100 Surrey wards have full coverage by either a Neighbourhood Constable (NSO), or a PCSO. 80 wards share coverage and 24 wards have no coverage; this equates to an overall coverage of 0.76 neighbourhood police personnel per ward.

The role of PCSO has existed within the force for sometime, however work is still ongoing to identify the most effective way to utilise this role. Police officers and PCSOs have been working alongside each other in some areas, however this was often without clarity over the difference in their roles and responsibilities. Within the pilot, the roles of the Constable Team Leader and the PCSOs are clearly defined.

Table 4 : Breakdown of reassurance policing role responsibilities and powers

	Resources	Administrative Assistants	Police Community Support Officers	Neighbourhood Specialist Officers	Supervisor
Activity					
<b>% Total activity (approx)</b>		20%	60%	20%	N/A
	<b>Skills</b>	Typing, note-taking, minute-taking, etc	As per revised job description, knowledge, skills and qualifications	As job description for neighbourhood specialist officers	To be revised for new role
	<b>Powers</b>	-	Designated powers. (Police Reform Act 2002)	Full Police powers - Warranted officers	Full Police powers plus CDRPs - Joint working Protocols, etc.
<b>Tasks/Activity</b>					
	<b>Problem solving</b>	Maintain records, databases & updates.	Taskings from process set by NSO (beat plans).	Analyse problems, Data-analysis, SCARDIS, etc.	Prioritise actions. Resource actions (T&CG), Joint working plans
	<b>EVAs</b>	Maintain records	Undertake audits	Direct audits, analyse results	Liaise with partners, set up protocols, SLAs etc.
	<b>Intelligence Development</b>	Manage reports & process	Develop networks, gather information	Determine taskings	
	<b>Consultation</b>	Manage process, maintain records, minutes, etc	Attend meetings with NSO	Plan & run meetings (prioritisation, activity & feedback)	Oversee process, manage level 3 actions
	<b>Patrol</b>	Prepare beat plans, duties & taskings	Undertake patrol & complete taskings	Plan & direct patrol & taskings	
<b>Enforcement interventions</b>					
	<b>Level 1</b>	Maintain records	<b>Challenge behaviour:</b> Formal & informal cautions & warnings		
	<b>Level 2</b>	Maintain records		<b>Obtain compliance:</b> Formal intervention, street standards, etc. Set up level 2	
	<b>Level 3</b>	Maintain records			Support Level 3 enforcement. Plan policing operations, ABCs

Following this analysis, some potential susceptibilities were identified in the information available, namely the public acceptance of police staff performing an investigative role, and the ability and willingness of police officers to accept a significant change in culture.

The early indications of the public response to PCSOs have been largely positive. Previously, small numbers of police staff have been employed within crime investigation, but they have traditionally been retired police officers so the impact of the recruitment of a more diverse group to fulfil this role was unknown.

The development of satisfactory and positive working relationships has been observed in other areas within the force where officers and staff have been integrated.

### Stakeholder Identification

A number of external stakeholders for this project were identified, namely: Home Office, Surrey Police Authority, The Police Federation (local and national), Unison, and the partnership stakeholders for the pilot areas.

The BCU stakeholders include Borough Councillors, Surrey County Council, local MPs, neighbourhood watch coordinators, parish councils, Crown Prosecution Service, numerous partnership action groups and local schools. All received a letter from the BCU commander together with a briefing sheet, and were offered verbal briefings as appropriate.

Internal stakeholders were consulted, with representatives for each of the pilot roles represented at planning meetings. In addition, a robust internal communications plan was implemented via newsletters and intranet features.

### Response to the Problem

The solutions devised had to ensure that the result was an effective, cohesive workforce, which met the primary objectives of the project.

For reassurance policing, merely increasing the number of PCSOs, without introducing formal working practices and a clear management structure would almost certainly create as many issues as it resolved. Various configurations of team based working were considered taking into account supervision, resilience requirements, staff roles and the demand profile. Accordingly, the model outlined below was established.

The reassurance model for the pilot site comprises three teams overseen by one Neighbourhood Sergeant. Each team is responsible for a cluster of 3 or 4 wards. The team structure is as follows:

- 1 Neighbourhood Specialist Officer (NSO) Team Leader - an experienced police constable specialising in neighbourhood policing. This officer sets the strategy for local policing in their area, with specific responsibility for reducing crime and disorder and providing public reassurance.
- 3 or 4 Police Community Support Officers (PCSO) (1 per ward) - specialist, uniformed police staff with a range of designated powers.
- 1 Administrator/Allocator providing administrative support to the team

This mix provides a good match of skills/powers to demand. The cost of this provision is comparable to that of the provision of one police officer per ward, whilst increasing the police footprint by up to 66% (see table 5). With the roles closely matched to demand and according to skill, the increased footprint is directly transferable into the potential for increased reassurance interventions and problem solving.

Table 5. Comparison of costs and ward coverage

Cover for:	4 wards		3 wards	
Comparison of Costs	No of Officers	Cost £	No of Officers	Cost £
<b>Exclusive use of Police Constables Ward Coverage</b>	<b>4</b> <b>1.0</b>	<b>193,851</b>	<b>3</b> <b>1.0</b>	<b>145,388</b>
<b>Project Proposal</b>				
Police Constables	1	62,443	1	62,443
PCSOs	4	111,664	3	83,748
Administration	1	22,298	1	22,298
<b>Total Project Proposal Ward Coverage</b>	<b>6</b> <b>1.5</b>	<b>196,405</b>	<b>5</b> <b>1.66</b>	<b>168,489</b>
<b>Cost differential</b>		<b>(2,554)</b>		<b>(23,101)</b>

Traditionally, crimes have been investigated under a sole trader method whereby the allocated owner investigates all aspects of each crime from beginning to end. In developing a more effective model, consideration was given to various configurations of team based working; in order to reduce unnecessary delays, maintain overall quality and increase investigative capacity. One option was simply to replace a number of police constables with designated police staff investigators and provide an administration pool. An alternative was to create a pool of administrators and a pool of investigators from which the detective constable team leaders would draw as required, according to their workload. These models satisfied many of the issues identified in respect to demand and skill profile, but did not allow for adequate supervision and development of team members. Accordingly, the model outlined below was established.

The volume crime model for the pilot site comprises 5 teams overseen by 2 Detective Sergeants. The team structure is as follows:

- A Detective Constable Team Leader - an experienced detective, who sets an investigative strategy for each crime allocated to the team, tasking out work accordingly and advising, guiding and directing the team. Additionally they perform interviews and arrests as appropriate for their high skill level.
- 2 or 3 Investigating Officers (IOs) - these are specialist, uniformed police staff, with investigative experience and a range of designated powers.
- 1 Police Constable working alongside the Investigating Officers, providing further police powers to the team.
- 1 Administrator/Allocator (AA) providing administrative support to the team.

The Administrator/Allocator role is akin to that of a PA or office manager; they liaise with witnesses, victims and other agencies and make appointments for tasks to be completed. They manage the diaries of their team, scheduling appointments and issuing tasks to the Investigators within their team and, where appropriate, Investigators in other teams to ensure the completion of tasks in an efficient and timely manner.

The Investigators perform the individual tasks and feed back the results to the team leader. Consequently, the individual tasks within an investigation can be performed by the team member with the most appropriate skills/experience and the role of the detective constable is elevated and enhanced.

Financially this team structure provides a skills matched capability at 66% of the cost of using police officers alone. Theoretically the changes to the process would allow the same staff numbers to investigate a higher volume of crime whilst improving quality of investigation.

### Implementation

Implementation commenced in May 2004. Initially, the project team consisted of a project manager, recruited into the force specifically to fulfil this role, and a deputy project manager/police support officer.

The force recognised that the BCU Senior Management Team (SMT) would need to play a key part in the implementation of this project and, accordingly, the BCU Commander appointed the Superintendent Operations to oversee the implementation from a BCU perspective. In addition, the Detective Chief Inspector (DCI) was appointed to manage the implementation within the BCU.

Accordingly, two teams were set up:

The working group: comprising the project team, DCI, BCU HR Manager, and representatives for the pilot roles from the reassurance and volume crime teams. This group met weekly to discuss the implementation in detail; covering recruitment and training through to working practices.

The implementation team: comprising the project manager and key members of the BCU SMT. The team met weekly, following the working group meeting; providing an opportunity for issues and suggestions raised by the working group to be discussed and agreed.

To alleviate some of the additional workload for the BCU staff involved in the implementation, a Detective Inspector (DI) was appointed to undertake the role of Implementation Manager within the project team.

In June 2004, the project was incorporated within the Surrey Police Staying Ahead 3 change programme, providing additional support for the project team at a senior level within the force.

The formation of the working group and implementation team provided a robust structure for discussion and decision-making, and allowed the implementation process to progress swiftly. Decisions were made by agreement between the project and BCU teams and implemented accordingly.

The project team and BCU representatives were realistic in their expectations that issues impacting on the aims and objectives of the concept would be identified when the project went live, and agreed to maintain the meeting structure to ensure areas of vulnerability could be explored and resolved swiftly.

The entire process was overseen by a Project Board, chaired by the Deputy Chief Constable, and consisting of representatives from the Home Office, Police Federation, Unison, BCU SMT and the project/programme team.

After the pilot went live, daily operational briefings were held by the teams, including an agenda item to illicit feedback from staff thus identifying issues and learnings.

These issues were recorded on a spreadsheet and reviewed daily by the DI, who delegated the resolution of the issue as appropriate. Issues requiring a logistical solution were dealt with by the project team. Issues requiring an amendment to working practices were escalated the Implementation team. Resolutions were detailed within the spreadsheet and cascaded to the staff by the DI.

These processes have enabled the project to constantly review its performance and reconfigure as appropriate.

### Budget

The project was granted a budget of £1.57M by the Home Office Workforce Modernisation Fund for implementation and first year running costs. An additional £1.5M has been agreed for second year running costs. The budget was allocated in response to a funding bid with detailed costings, which was submitted by the force in March 2004.

This budget has enabled the force to recruit police staff to undertake the relevant pilot roles and free up a number of police officers, previously working at the pilot sites, to undertake front line roles elsewhere. It has also been possible

to provide the new teams with vehicles and IT systems and equipment to allow them to operate effectively. As a result of the meticulous planning during planning and implementation, the project has been able to operate effectively within this budget.

### Evaluation

The project will be externally evaluated by the Institute for Employment Studies.

The evaluation objectives are as follows:

- An assessment of the project methodology and outputs
- An evaluation of the operating costs of the proposed structures against the traditional structures
- An evaluation of the increase in capacity and capability in the three front line services covered by the pilot
- An evaluation of the replicability for county or country-wide implementation.

The evaluation methodology is as follows:

- Performance data analysis - measurement of the effectiveness of the pilot using hard data
- Stakeholder interviews - to understand the challenges involved in changing the working practices of the force
- In depth interviews - to explore with participants the processes and dynamics underpinning the new working arrangements
- Staff attitude surveys - two surveys of all those taking part in the trials to assess their views of the impact of the new working practices at an early stage in the project and towards its conclusion.

The reporting timescales are as follows:

First interim evaluation report	April 2005
Quarterly report (force only)	July 2005
Quarterly report (force only)	November 2005
Second interim evaluation report	March 2006
Quarterly report (force only)	July 2006
Final Evaluation report	October 2006

The essential core input measures to be used will be the following:

- Diary recording activities, time taken and elapsed time for a sample of cases. These will either be collected explicitly as cases progress or retrospectively from timesheets
- Basic salary and on costs (e.g. employer's NI and pension contributions and any overtime payments) of personnel involved.

These figures will provide the information to calculate many of the vital outcome measures that are central to the evaluation, such as cost of the pilot compared with the control areas, time taken to resolve cases and time saved.

In addition to these, the metrics applied to each capability are listed below:

#### Volume Crime

- Number of crimes allocated for investigation
- Caseload per individual
- Number of detections
- Number of convictions.

#### Reassurance Policing

- Number of recorded incidents in wards e.g. disturbances, public order offences, street crimes
- Community satisfaction indicators with policing from annual customer satisfaction survey.

The evaluation process commenced in February 2005. Prior to this, the project team completed internal "evaluation" reports, the "Emerging Learnings", to highlight the performance, issues and lessons learnt to date.

The emerging learnings reports were widely circulated within the force (chief officers, BCU commanders, department heads, and the pilot BCU SMT; and were used to inform decision making around the pilot within the BCU and the force.

An example of the use of the "Emerging Learnings" evaluation process to inform the pilot is as follows:

IOs undertaking the pilot were recruited with an investigative background and undertook a bespoke training course. However, feedback from the staff and their supervisors in the early days of the pilot identified the fact that they did not feel confident in undertaking criminal interviews alone, because they lacked practical experience. In response, the project team arranged for the staff to undertake an attachment to the prisoner investigation unit to gain first-hand experience of suspect interviewing. The resultant feedback has been positive.

The reassurance team supervisor produced quarterly reports, detailing the pilot's progress and providing recommendations for changes to the current structure/processes as well as suggestions for future roll out and development. These reports have also been widely circulated, and where applicable, appropriate changes have been implemented.

Table 6: Timetable for research activities

Activity	2005												2006									
	Feb	Mar	Apr	May	Jun	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	July	Aug	Sep	Oct	
Define evaluation measures																						
Stakeholder interviews																						
Analyse stakeholder interviews																						
Quarterly reports						31/7				30/11								31/7				
Design interview guide																						
Conduct interviews																						
Analyse interviews																						
Design survey questionnaire																						
Questionnaire in field																						
Analyse report & on survey																						
Prepare evaluation report																						
Evaluation report delivered			10/4																		31/10	

## Pilot Performance

Early evidence from the Mixed Economy of Policing Project (MEPP) in neighbourhood policing and volume crime investigation is persuasive. It is significantly more productive at 13% less cost.

The reassurance pilot commenced on 3rd November 2004, with the majority of the PCSOs new to the organisation and requiring the relevant support and training. A year-on-year comparison for the first two months of the pilot identified a 450% increase in Type 2 interventions (typically those undertaken by PCSOs). Type 3 interventions (those requiring the full powers of a Police Officer) have remained static, with other interventions such as environmental 'clean ups' and search warrants increasing by 100%. We anticipate that the type 3 intervention rate will increase as the PCSOs become more experienced in their role, thereby releasing the NSO Team Leaders to focus in this area.

Within volume crime, sampling has revealed that investigations are being completed 50% quicker than by traditional methods; delays within the investigative process having reduced by 75%. Detection rates on the pilot borough increased by 14% against a comparable period in 2004 whilst other borough detection rates remained static during the same period.

A 10% increase in investigative capacity force wide would translate into the investigation of around 8,500 additional crimes. A 15% increase would allow the investigation of an additional 12,700 crimes; giving the force the capacity to investigate around 50% of all reported crime. Alternatively, the increased capacity could be channelled towards narrowing the justice gap by investigating a greater number of offenders.

The adoption of the MEPP policing model would produce a very different police service – fewer, higher skilled, professional, expert police officers, supported by increased numbers of police staff. This may look radical, but reflects the approach used by the legal, teaching and nursing professions.

The Force is now looking at ways in which the mixed economy principles could be piloted within other policing capabilities. The ultimate objective for the force is to role these out these principles countywide, thereby producing a more effective, cost efficient service, better equipped to meet the demands and needs of the citizens of Surrey.