

**Police and Crime
Commissioner
North Yorkshire**



A Review of First Contact Customer Experience provided by North Yorkshire Police

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I. Introduction

In 2015, North Yorkshire Police will be upgrading its telephony system and making improvements to customer contact methods. Under the Operational Policing Model, a review of the Business Administration services will take place, looking at preferred methods of contact, front counter services and administration more broadly.

Public feedback to the Police and Crime Commissioner suggests that there is dissatisfaction with contacting the police for non-emergencies, in particular the 101 service, including the automated switchboard; the availability and efficiency of yellow phones; and opening times of local police stations.

By evaluating the existing methods of non-emergency contact and the satisfaction with the initial response given, the Police and Crime Commissioner will be able to make appropriate changes and improvements focused on where customer service does not meet expectations currently. This evaluation does not involve a review 999 calls.

I.1 Background for the Project

A Formal tender for this work was issued in June 2015 and The Buzzz were commissioned to carry out a review of the public's perceptions and expectations of the way North Yorkshire Police respond to non-emergency situations.

Issues surrounding the nature and rate of response to requests from the public for assistance have received mixed press coverage since the launch of a national 101 non-emergency helpline was introduced in 2012 as a national service. Perhaps the most notable situation involving non response was the tragic incident in Scotland of John Yuill and Lamara Bell who were left for 3 days in their car off the M9 motorway. Subsequent investigations have led to a widespread concern over police response which this tragic case magnifies.

Of broad concern is the level of knowledge and public awareness of a service which was introduced without a significant amount of national awareness generation following its launch which saw the onus of responsibility fall on individual police forces to inform their public about 101's introduction.

The national 101 service came into operation in late 2011 and had its first full year of operation in 2012.

The principle aims behind the launch of the service were twofold.

1. Reduce the pressure on 999 calls and to stream real emergency calls more effectively
2. Build and reinforce a local reporting link between citizens and police forces

Anecdotally one of the key areas for investigation is the level of public awareness regarding the number itself and under what circumstances it should be used.

Similarly local feedback received by the Commissioner has highlighted a consistent public feedback that the non-emergency '101' contact system is difficult to use and can be a frustrating experience for callers. Amongst the most commonly reported issues are call waiting times, accuracy of the electronic switchboard (not being put through to the right person/recognition of names), being unable to speak to someone and leaving messages on voicemails that are never returned.

In light of the requirement to make significant financial savings, NYP is also considering a new estates strategy that may have implications for the way in which the public access the police in local communities. The Commissioner therefore wishes to better understand the needs of the public, in particular access via

police stations and attitudes to sharing facilities with partners such as local councils or the fire and rescue service.

There is also a requirement from central government to develop online services. In addition, North Yorkshire Police have been very successful in developing their social media channels and are looking to develop a new website next year. The Commissioner therefore wishes to understand the public's attitudes to contacting the police by digital methods and potential online reporting services. In addition, some forces (for example Cheshire) have implemented digital kiosks situated in local communities, which facilitate non-emergency reporting and real-time contact with police officers.

Feedback from users with learning disabilities and other special needs (for example the hearing-impaired) suggests that the current system does not adequately meet their needs. They also have expressed a willingness to use alternative technologies / systems to access police support and third party reporting centres. So this project needs to take the opportunity to secure input from such groups to ensure their needs are also considered.

1.2 Project Objectives

The following specific objectives were agreed for this project:

- To provide a review of the non-emergency methods employed by the public to contact the police, including 101, social media, front counters, yellow phones
- Understand public expectations prior to contacting the police
- An evaluation of the appropriateness of response and overall satisfaction with the initial contact
- Understand why calls and other contact methods are abandoned
- Understand the preconceptions and barriers that lead some individuals to not contact the police even if they are in a situation that warrants contact
- An evaluation of existing methods of contact and preferred methods of contact

Specifically the approach took a public centric viewpoint to enable improvements to be made in what was a centrally enforced service change to move to 101. It also needed to build a robust evidence base of where gaps lie in the current service delivery specifically in terms of satisfaction with response appropriateness.

The project is designed to provide a better understanding of public need which should result in a better action and response as well as understanding why, people choose and choose not to call the police.

Ultimately the Police and Crime Commissioner is seeking to promote better policy and strategy through a better and more comprehensive base of knowledge and insight.

1.3 Methodology & Notes on Sampling

The methodology for this project followed three key stages:

Figure 1: Overview of Methodology



Stage 1 sought to understand the current situation in terms of First Contact Provision by focusing on existing data sets and reports and importantly some direct interaction with Force Control Room officers. This stage builds up a picture of what the current situation is like in terms of systems and process.

Stage 2 involved exploratory qualitative sessions with members of the public in North Yorkshire who fell into one of three categories:

1. People who had reported a non-emergency incident to the police using telephone or other contact methods
2. People who have been in a situation where they could have reported to the police but chose not to
3. People who had not had any contact with the police at all
4. Representatives of local support groups covering groups with hearing and sight impairment, elderly and vulnerable people, people with mental health needs, racial and religious minority groups where English is a second language etc.

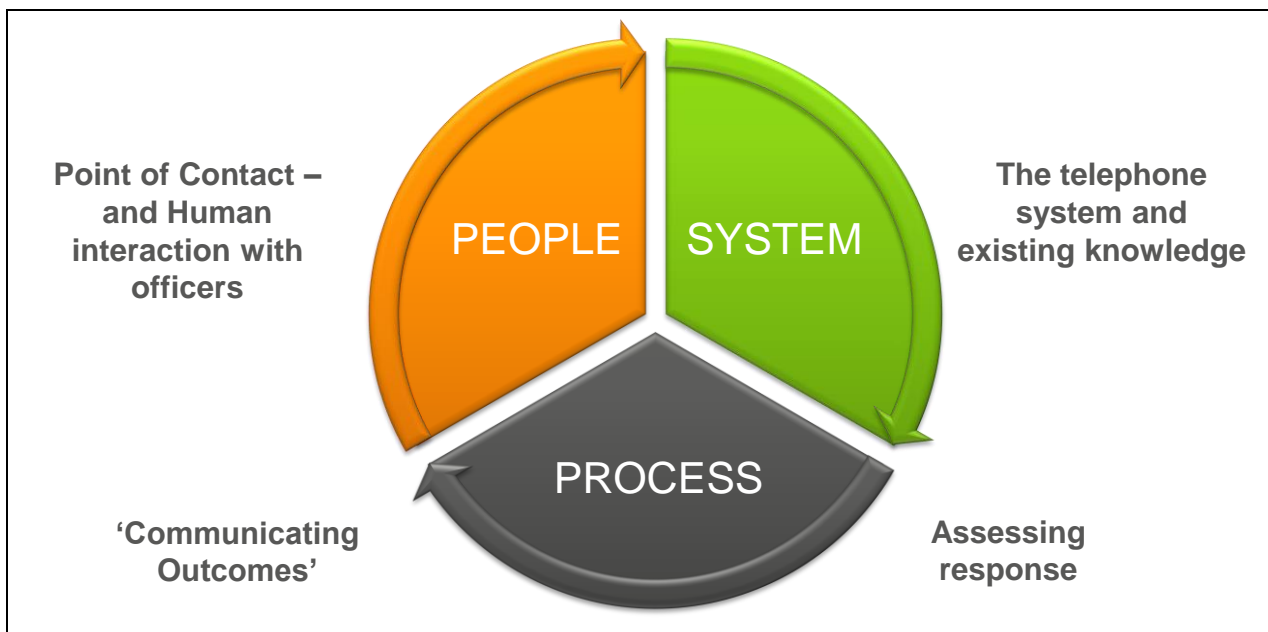
Groups were organized in selected sample points around the county based on available data and incidents over the previous 3 months and included – York, Scarborough, Harrogate, Selby and Stokesley.

Stage 3 sought to quantify some of the issues emerging from the second exploratory stage and test some specific hypotheses. For example one issue raised by earlier work was the relatively low level of awareness of the 101 number. Consequently the project sought to provide an objective measure of the actual level of awareness in North Yorkshire by comparison to England & Wales as a whole via a nationally representative online sample. This stage also set about ‘measuring’ public expectations around the types of contact methods available and service delivery, specifically service around the initial contact with the Police.

The online survey was further supplemented by telephone interviews with people who had reported a non-emergency crime or incident to NYP. This survey enables us to understand how the experience of contacting NYP compares to expectations; where the current delivery equals expectations; where it falls short of expectation and where it surpasses expectations. It also allows us to assess whether the resulting experiences vary by the nature of the call or by the way in which NYP prioritises them.

A further focus was added to the analysis by looking at the way service delivery breaks down into the three main components we identified from the outset:

Figure 2: Focus for Analysis



1.3.1 Detail on Samples for Stage 3

The online survey was conducted using a ‘consumer access panel’ with a sample of 1001 16+ year olds from England and Wales including 300 surveys with residents of North Yorkshire. The final sample breakdown is shown in Table 1. The resulting data set was weighted by age and gender to ensure that the overall sample was reflective of the demographic make-up of England & Wales and so that the North Yorkshire part of the sample was also matched to this profile in terms of age and gender. When reporting data for England & Wales at a total level we have applied a weighting to reflect North Yorkshire’s actual contribution to that geography.

Table 1: Online sample profile

Type	N	Type	N
16-24	143	Men	453
25-34	214	Women	548
35-44	179		
45-54	220	North Yorkshire	300
55-64	163	Rest of England & Wales	601
65-74	77		
75+	5	Total	1001

The telephone survey was conducted with 602 people who had contacted the NYP to report a non-emergency crime or incident. The majority had used the 101 service although we did get to speak to a handful of people (n=23) who had reported in person via Front Desks. The sample was designed to cover all districts in the policing area, a range of incident and crime types, a range of NYP prioritisation codes and a fairly representative mix of ages and genders.

Table 2: Telephone sample profile

Type	N	Type	N
16-24	48	Men	305
25-34	77	Women	297
35-44	110		
45-54	130	Priority P	186
55-64	130	Priority S	198
65-74	86	Priority O	218
75+	21	Total	602

Further details on the approach to both surveys can be found in Appendix I along with copies of the questionnaires used.

2. Summary of Results and Recommendations

This section of the report pulls together an edited highlight of the main findings and is designed for speedy reference to the main issues and recommendations resulting.

2.1 Response is the lens through which the experience is viewed

While this project worked hard to remove the response to an incident, from the reporting of an incident through a first contact channel it has become clear that response to the incident is inextricably linked to the way the experience is recalled. Therefore all our findings here are ultimately defined by the nature of the response to the context of an incident and influenced as well by the expectation the individual has.

For North Yorkshire with a long history of responding to any incident this has left a legacy which is perhaps reflected in a high level of expectation of how the police will respond. While there is an acknowledgement by the public that this is changing, the rationale appears to be more from the perspective of local police resource being reduced and the police service in the region therefore being under-resourced. Anecdotally, we found the public showing some support for a 'hard-pressed' police force rather than criticizing a lack of response.

IMPLICATION: Expectations of response need to be managed at a number of levels. Before the call is made to make it clear that 101 calls do not mean an automatic police presence but are the way priorities can be managed and triaged. During the call it needs to be made clear that the response is being assessed and will be made contingent on resource, demand and need. Finally, at the end of the call or afterwards, through some kind of notification such as an auto generated SMS message, to restate what the response has been and to reassure the caller their action was appreciated.

2.2 First contact for non-emergency service is dominated by telephone reporting

In North Yorkshire telephone contact is dominant and is likely to remain so going forward although this project highlighted some genuine potential to expand the channels for reporting to a more digital platform. The public expect to use the telephone as the first and immediate channel of communication to their police force. The telephone is:

- Immediate – everyone has access to mobile
- Interactive – you can relate and respond to questions as they are asked
- Imbedded in the psyche from 999

IMPLICATION: Continued investment is required and justified in the telephone system and associated data management. Any opportunity to screen or develop other channels should be investigated and tested as a way of managing overall call volumes and improving public engagement. Efficiency in call handling, specifically Voice Recognition systems need to work more effectively.

2.3 The 101 service has a low level of awareness and understanding

This is true at a local (North Yorkshire) and national level. Despite increasing call volumes over time the proportion of people who know what number to ring in a non-emergency situation to talk to their police force is just 38% in North Yorkshire (30% nationally). Just under half of the public in North Yorkshire (48%) know the non-emergency number is 101 (nationally 37%).

There is confusion around when to use the number, where the rule of 'if in doubt resort to 999' remains dominant. 1 in 4 people confuse 101 with 111 and a further 12% nationally believe the non-emergency number is 911.

This is a barrier in some respects but also a concern – while it does not hold true that a doubling of awareness means a doubling in call volumes – it will mean an increase and in that situation the ability to process and prioritise becomes even more important if the response required can be made to be effective.

Added to this stark fact is the evidence found here and elsewhere that the calls being received are often not related to police matters per se but are made by a public who are struggling to get responses from other more appropriate sources of help. Anecdotally the North Yorkshire Force Control Room (FCR) which co-ordinates 101 calls with response from the police, experiences a spike in call activity between 5pm and 8pm on a Friday as Social Services closes for the weekend and re-directs calls to 101.

IMPLICATION: The evidence of this project should be looked at in combination with other police force and Home Office assessments of non-emergency reporting. It seems clear that the 101 service was launched in 2011 with supporting communication; but since then has had little by way of reinforcing awareness or education campaigns. Awareness is building slowly but there is significant confusion over what the number is and when it should be used. This may require central support at a national level with additional local communication around when 101 should be used.

2.4 North Yorkshire 101 service is adequate

The service meets the majority of our publics' needs. Satisfaction is high, with the service scoring well on the proportion of past users who rate aspects of the service as Extremely / Very Satisfied (Top 2 Box Score):

- 75% Top 2 Box score for Call Handler
- 66% Top 2 Box score for the System – lower rating due to problems with voice recognition and timeliness
- 66% Top 2 Box score for Process – lower rating due to the response which results (point 2.1)

IMPLICATION: The service as it stands is not perfect but it clearly meets the needs of the majority. There are areas where more significant change is required and where performance levels should be enforced. These are related to the problems surrounding Autodial 2 but more specifically the lack of response from named officers when voicemail messages have been left. The public perceive the police will respond in the same way they do to voicemail – 'it is important of someone leaves me a message so I access it straightaway'.

Any system upgrade must improve voice recognition or find a better way to communicate and ensure response from named officers. This service is not just a public facing one but extends to external partners and the internal working of NYP.

The way to provide a better service experience to the public is through better management of expectations they may have when first contacting the police. This involves some honest communication throughout the service experience.

Spontaneously the public suggested getting some acknowledgement in the form of an SMS message which could be auto generated and crafted to limit the number of options available. Any new investment should prioritise this kind of auto-SMS as an outbound service.

2.5 Managing Expectations is key to building satisfaction and confidence in I01

The management of expectations should run throughout the customer experience with any current or future First Contact channel. The reason this is so important in the face of running an efficient and localized police is that response has to be appropriate to the assessed need and this is a departure from the legacy of NYP who would historically respond to any need. This insight is also critical in ensuring the public see the police as efficient in their response rather than under resourced.

Specifically in the context of some of the findings in this study this means:

1. Minimizing call waiting times at peak periods through:
 - a. full resource planning, maintaining the required complement of staff to deal with forecast demand
 - b. Additional routing options using autodial to stream callers ringing in a professional capacity as indicated by this report – people like Retail Managers; Doormen; RSPCA; NHS Staff; Social Services etc. These calls are from people who know what they need and are more rational in the way they report information, meaning the potential for a swifter resolution of their need. We would recommend an audit to understand the volume of calls which fall into this category by retrospectively looking at the source of incident reports.
 - c. Adding a warning message around peak times to suggest either a call back option or to call back if the call is non urgent
2. Developing some additional channels of communication which are non telephone based and may be targeted at disadvantaged groups or younger members of the public. This study suggests a number of viable alternatives including:
 - a. Web Chat facility – to enable teenage and younger adults to report issues without having to speak to a police officer; this service was also seen as potentially valuable to people with hearing impairment and who do not have English as a first language.
 - b. Email contact to named officers – to circumvent Option 2 if contact is needed with a specific officer or neighbourhood team.
3. An acknowledgement message or contact following the incident report which is simply designed to complete the contact from the police's point of view and provide the public with the required assurance that the matter was important and valued. We recommend looking at any auto generated SMS facility alongside the new telephone system.

IMPLICATION: There is a danger that our public perceive a service that delivers less than they expect to be a result of resourcing problems and as we have seen this lowers engagement levels. This is more likely as media coverage of response rates continues and a pervasive view that the police are struggling to keep up with need. By managing expectations

more effectively the police can ensure there are fewer gaps between expectation and experience and therefore satisfaction is stabilized and the perception is that the police is managing demand and responding where it is needed most. While this reflects reality and the strategy behind THRIVE the perception amongst the public appears to be different. Better, more complete communication around anticipated response, reasons for attending later or at a scheduled time then becomes a more planned intervention. The public expect to be kept informed about any service delivery – as internet delivery is traced and delivered to your desired timeframe so the police need to reflect some of the same principles but in a more uniform, less individual manner.

Note: THRIVE is a system used to categorise an incident in terms of Threat, Harm, Risk, Investigative Quality, Vulnerability and Engagement. It has been embraced by North Yorkshire Police as a way of categorizing and focusing response where it is most urgently required based on Threat Risk and Vulnerability since April 2014. All officers in the Force Control Room are trained in the approach.

2.6 The basic need for a localized police response, met through a repositioned 101

The people of North Yorkshire place a high priority on localized policing and yet when challenged accept the pragmatism behind losing this localism. A more effective 101 delivery through a range of branded 101 response channels (e.g. 101weblines; 101 Safer Neighbourhood.pnn.uk) and simple effective communication could essentially build awareness for 101 and at the same time spread the load of first contact while being positioned as the way to contact your local police force / team.

101 should be positioned as a ‘direct line to your police force’. The traditional view of a locally operated response service needs to be embraced but re-directed to today’s world –

your police force, locally and appropriately deployed

Additional support such as more direct education on what is a police issue and what is not – including direction to assistance with non police matters – fly tipping; highways etc. is required.

Pressure should be brought to bear on central government to support this effort by investing in more effective national marketing and information collateral that can be deployed locally.

IMPLICATION: Use marketing intelligently to harness an ailing and under supported brand and turn it into the evocation of a modern but localized police support for the current economic climate. By contacting through 101 the public know they will be listened to, assessed and dealt with according to need AND available resource. Over time and with consistency, the public expectation can be managed away from expecting a response within a certain timeframe; to knowing they have reported an issue which will be dealt with relative to the current need facing the area and as indicated to them by the officer they speak to. Acknowledgement following the incident underlines the response is completed and provides closure of that to the public.

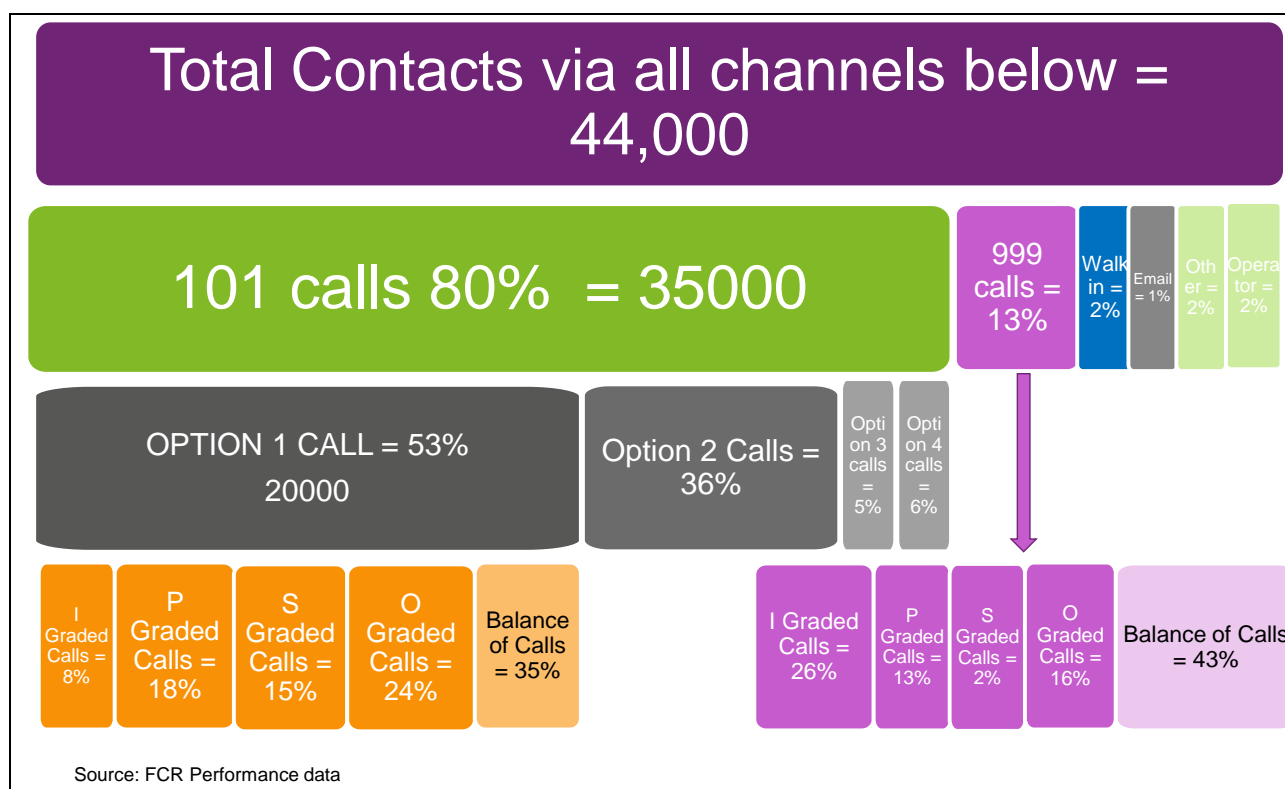
3. The Current Situation

The Situation Analysis involved interviews with a number of key stakeholders including the representatives from the Performance Analysis Team, the Force Control Room and officers involved in the day to day call handling process that exists currently.

It is important to try and establish a total picture for the patterns of contacts North Yorkshire Police face as context for the specific work surrounding First Contact for non-emergencies.

The figure below shows the flow of contacts (they include any contact with the police i.e. incidents + enquiries + advice) using average figures for the period from February to August 2015:

Figure 3: Total Volume of Contacts (Average for Feb-Aug 2015)



The figure above highlights a number of elements which are lead themes throughout the findings to follow, namely:

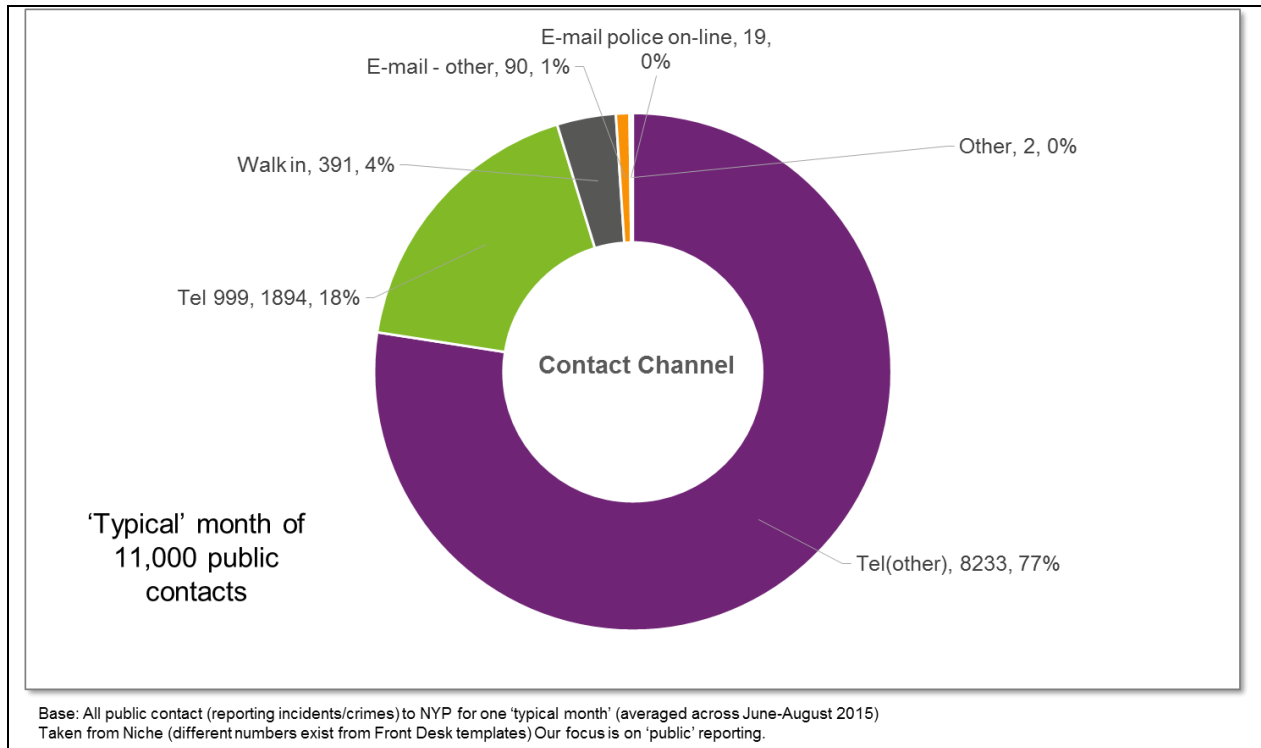
- The volume of contacts are significant
- Telephone contacts dominate
- Front Desk / Walk in Contacts are relatively insignificant in total
- Option 1 and 2 calls from the automated switchboard dominate traffic through the telephone system
- There is a significant overlap between 101 and 999 calls still and while the relative balance in graded outcomes reflects a higher priority for 999, there is still a significant proportion of contacts that don't result in a recorded incident

3.1 Incidents Recorded

The number of contacts flow through in similar proportions to overall incidents (that is where an incident is recorded and processed).

Our figures show the following breakdown is indicative of an average month:

Figure 4 Average Monthly Incidents for North Yorkshire Police



The headline figure shows North Yorkshire Police involved in around 11,000 interactions with the public each month which are recorded as incidents. It is clear that the vast majority of these incidents are via telephone and around 1 in 5 of those are 999 emergency. Those incidents defined as 'walk-ins' relate to members of the public who report an incident at their local police station. This figure shows some variance based on the source of data as often walk in type incidents may be processed more immediately. The figures above are derived from Niche and relate to incidents that have been processed using this database.

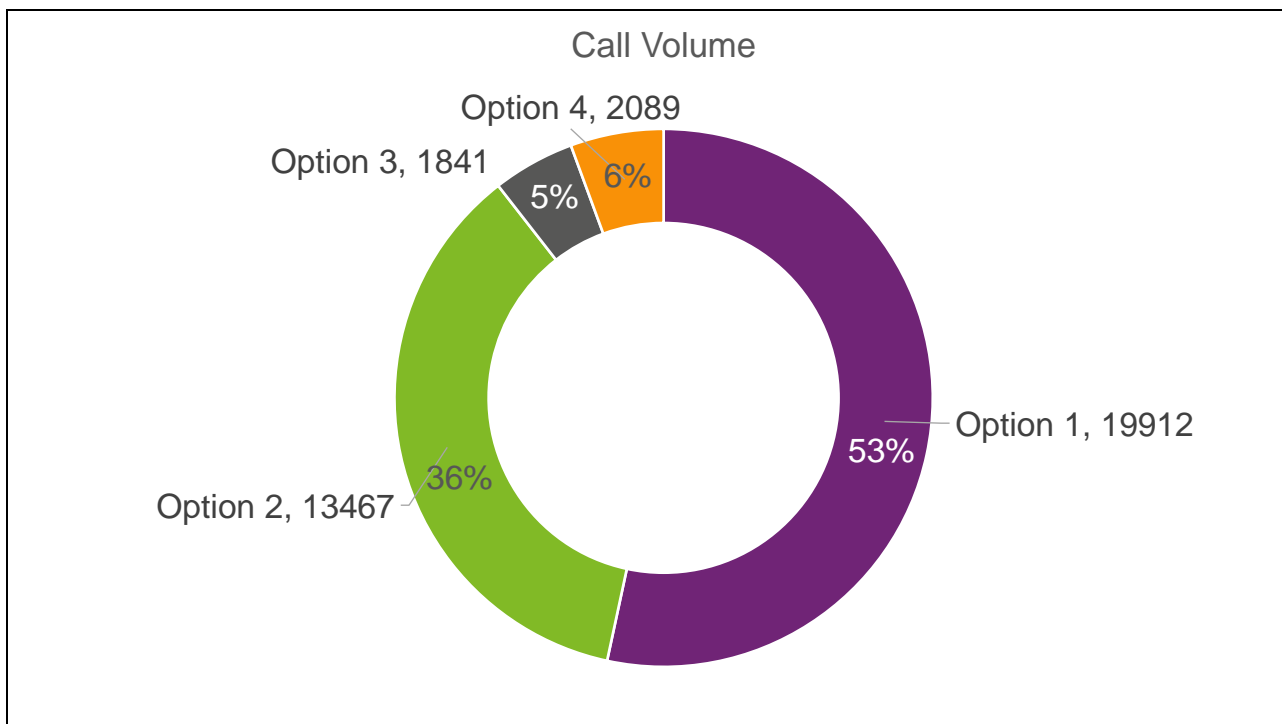
Telephone reported incidents appear to dominate the methods the public use to contact their police force and account for 95% of all incidents. Clearly this is a very significant input to any assessment of contact with the public and indicates an automatic response to reach for the phone to the police when confronted with an incident.

Many of the interactions recorded by telephone are part of the daily routine of using a telephone system which was nationally specified. The system has four autodial options following connection:

1. To report a crime, incident or information
2. To speak to a named officer whose name or collar number is known or department
3. To be put through to a custody suite in order to speak to someone who may be being held or to a charge officer. (This option is used by the public and the legal profession)
4. To report lost or found items

Option 1 is the most used by the public, while Option 2 is used by internal resources within the police as well as victims of former incidents and a whole range of support agencies and organizations who are dealing with a named officer for follow up information. The volume of calls for each option are shown below:

Figure 5: Call Volumes x Autodial options

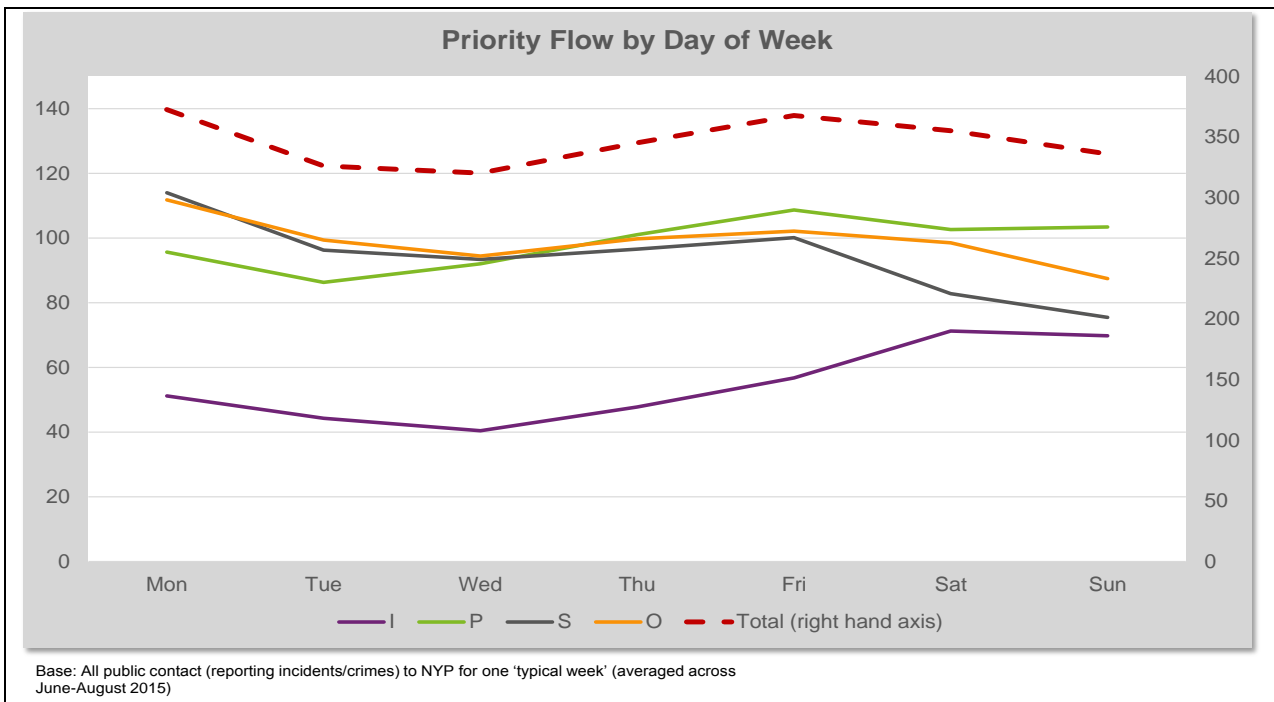


3.1.1 Call Patterns and flows

The North Yorkshire Police Control Room works through a dynamic demand forecasting model which establishes the appropriate level of staff required to meet forecast demand. In addition the FCR (Force Control Room) has, since mid-2014 employed a means for officers to grade calls they handle with a degree of autonomy. This framework is called THRIVE an acronym standing for Threat, Harm, Risk, Investigative Value, Vulnerability and Empathy. Through this framework an officer is given a degree of autonomy to grade the call appropriately according to the information they gather from the caller and the context in which the call is received. Each call therefore is graded according to the urgency of response required from Immediate; Priority; Scheduled and Other (IPSO).

Analysis of the volumes of calls going through the FCR shows where the relevant peaks and troughs are in total and by call grade:

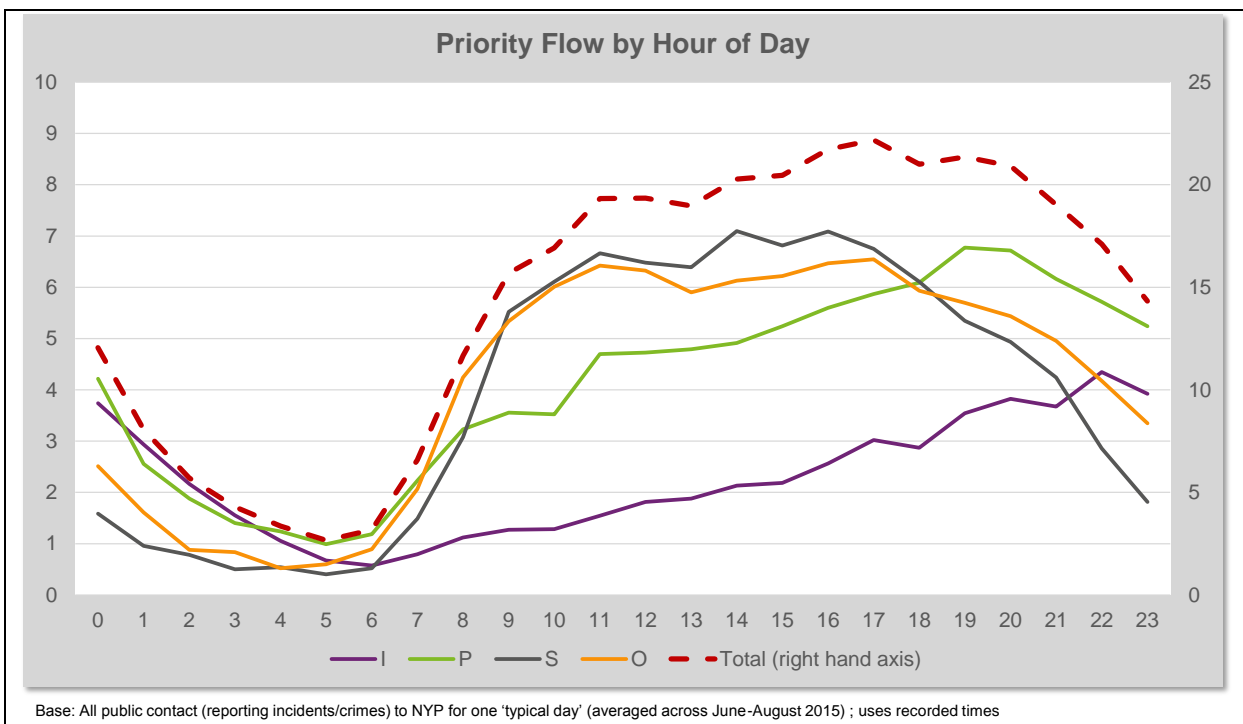
Figure 6: Call Volume by Day of Week



The total volume is indicated here by the red dotted line and clearly indicates an overall weekend peak stretching from Friday through to Monday. Calls graded as 'Immediate' show a clear weekend focusing on Saturday and Sunday. Priority calls which are the most seriously graded calls to come via 101, actually peak on a Friday.

The following graph shows how call volumes flow during the day. Here it is clear that again while 'Immediate' response calls work towards an end of day peak, those graded as Priority actually peak during the hours of 5-8pm. Scheduled and 'Other' incidents tend to follow a working day part – 9am to 5pm.

Figure 7: Calls by Time of Day

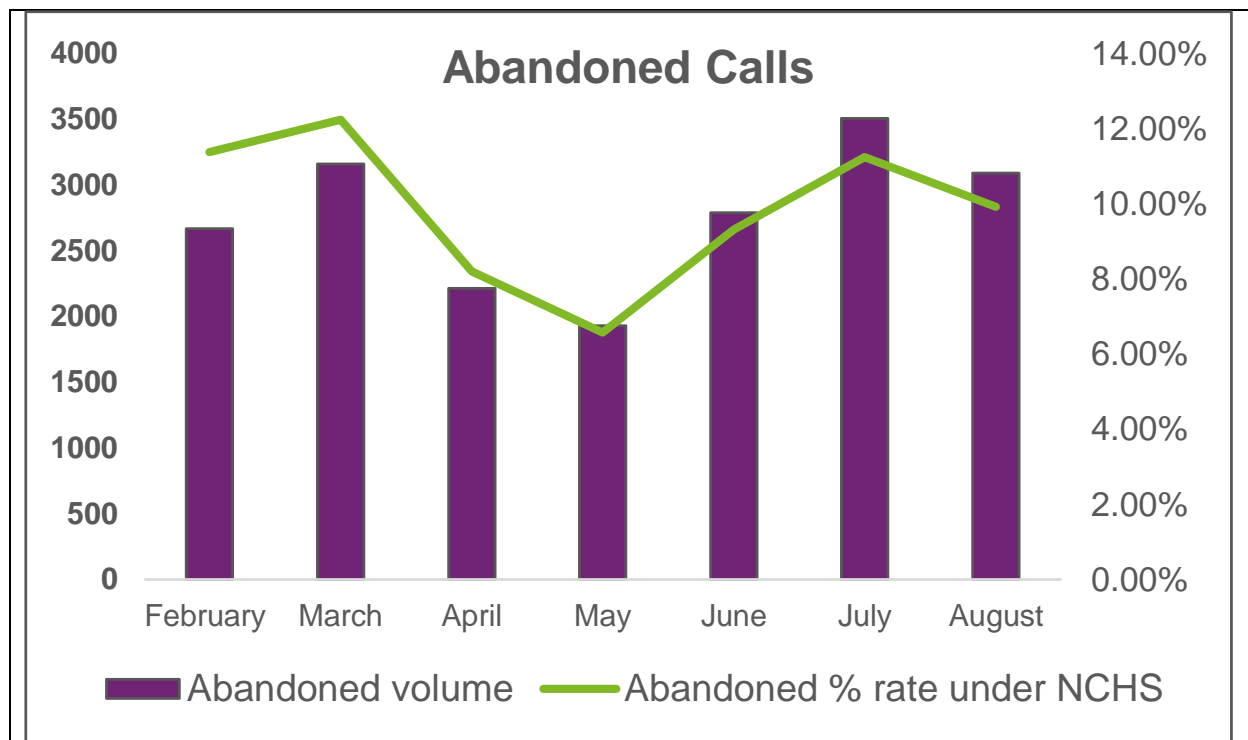


Taking the implications of these two data charts together would seem to indicate a peak time for 'Priority' grade calls around a Friday between 5-8pm. This period appears to be well defined by the call volumes and grades taken together.

3.1.2 Abandoned Calls

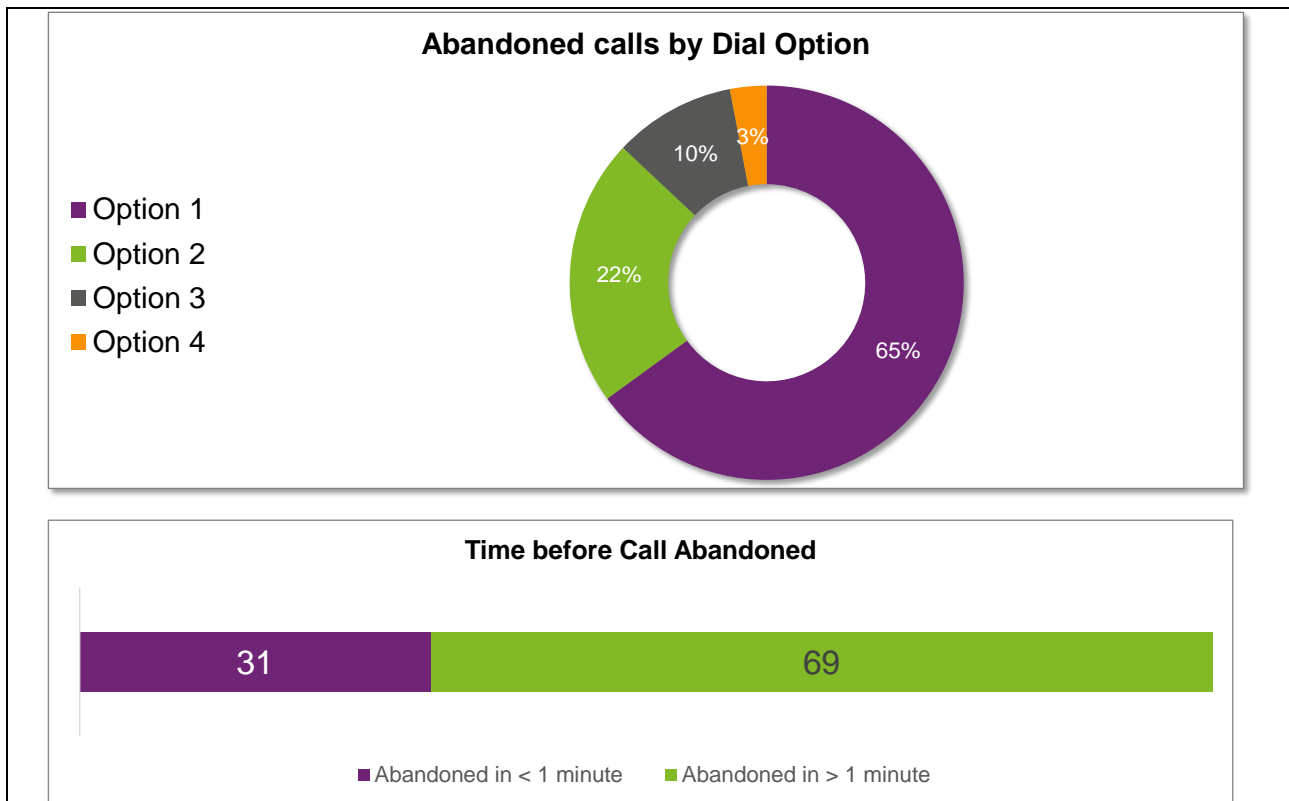
One of the key complaints received by the Police and Crime Commissioners Office is the poor level of response received from the police. Consequently the number of abandoned calls recorded is a key measure which is reflected in a National target of 5% of calls being abandoned. North Yorkshire's performance for 'Option 1' is shown below in Fig 8. It highlights that the rate of abandoned calls over the 7 months of data was 2,766 per month or around 14% of all calls – 4% within a minute and 10% after a minute of waiting (NCHS target is based on abandonment proportion after 1 minute of waiting). While this seems a poor performance by comparison to national targets it came at a period where the FCR were working under capacity and while other structural changes were taking place.

Figure 8: Volume of Calls that are abandoned (Option 1 calls only)



If we look at Fig. 9 and compare it to Fig. 5 then we can see that the issue is greatest for Option 1 calls as proportionately more Option 1 calls are abandoned relative to other options (i.e. 65% of all abandoned call are from Option 1 despite only 53% of 101 calls being via Option 1). Figure 9 also shows the significance of waiting time on call abandonment.

Figure 9: Abandoned calls by Dialling Option

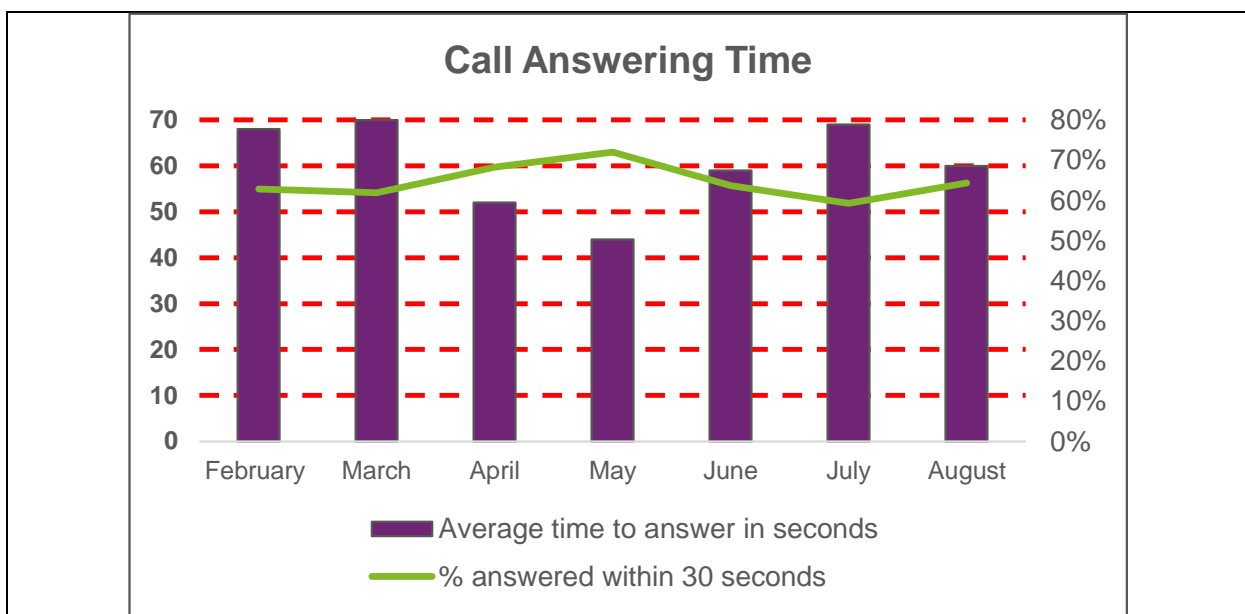


The 31% of calls abandoned in under a minute are excluded from the National target

3.1.3 Speed of Call Answering

Similarly there is a concern expressed to the Police and Crime Commissioner about the time taken to answer calls. The performance figures for the same period are set out in the performance chart below:

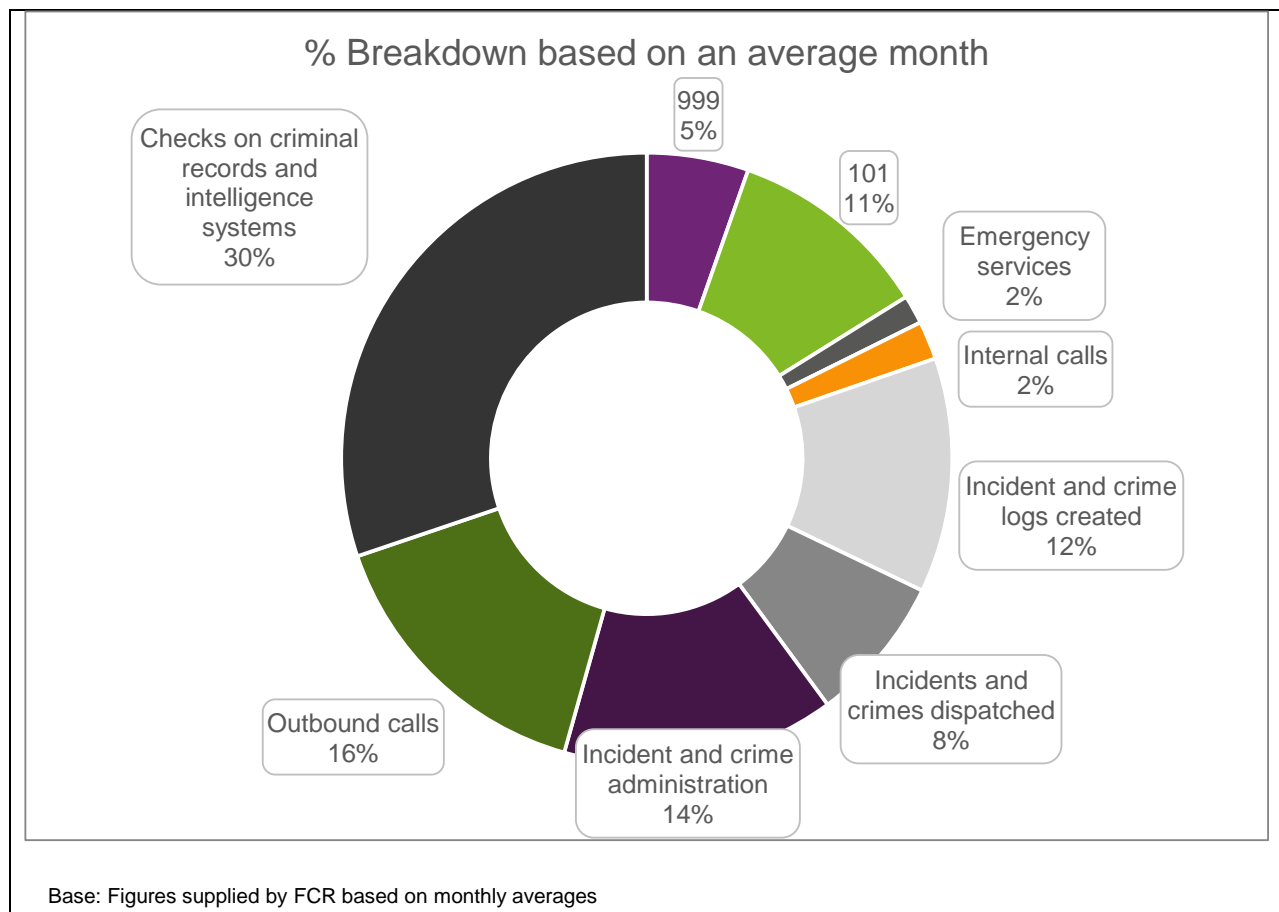
Figure 10: Time taken to answer calls



On average calls were answered in 60.3 seconds and also shows some variance in performance across the 7 months shown as call volumes and other changes are reflected. The key issue is that in some situations where the incident is more time critical or pressing a delay like this may be unexpected or perceived to be too slow by the public.

An average of 2 in 3 calls are answered in under 30 seconds and any telephone system changes should look to improve on this figure. For example it is clear that FCR officers have a range of other tasks as part of their workflow each day. Figures provided by FCR show the breakdown by work task based on a typical month:

Figure 11: Breakdown of work for FCR officers



Significant amounts of time are dedicated to crime incident recording and checks and while this work is split from officers dedicated to answering calls it is clearly a significant part of the output of the team. Any efficiencies available through telephone system should perhaps also be accompanied by an exploration of how to manage a more efficient processing of crime recording and administration.

3.2 Internal Feedback and Observation from Force Control Room

The Buzzz consultants spent some time working alongside FCR officers and this section focuses on our observations and feedback received which give us an insight into the daily work patterns. While referred to as officers the call handlers in the FCR are police administrators who have been through a program of nationally designed training. In addition a regular quality control process is in place where volunteers listen in to calls and assess the performance of the officer based on some fixed criteria.

3.2.1 Workshop Session with FCR Officers

The Buzzz convened an open workshop session with a random selection of officers in FCR in order to establish a quick internal picture of what they believed the expectations of the public were. Feedback was found to be very consistent and is summarized in the following points; FCR Personnel believe the:

- Public expect to be talking to their local police – this is what the 101 logo promises and what FCR officers considered was a commonly held belief. Often incidents are described using hyper-local descriptions which may name pubs, shops and other landmarks which the caller refers to in the assumed belief that they are talking to someone intimate with their locality.
- Public expect the call to be answered quickly
- Public expect the call to be handled by someone who can advise, inform and take control of the situation they are faced with as required
- Public expect to see a police officer as a result of phoning in
- Public expect the calls to be free
- Public expect to be able to get through to a named officer first time (Option 2 calls)
- Public expect something to happen as a result of their call even if that is just the information is recorded for future evidence
- Public expect 'good old fashioned' policing (Heartbeat style')
- Some minority groups expect the police to deal with anything and everything

We also discussed what officers believed an *ideal* service would look like:

- Provide a switchboard so that first contact is with a human who can direct where appropriate (this was the system previously used by North Yorkshire)
- A service which provides some awareness or instruction about how and when it should be used – suggestions included a presence on an Ask the police website where live chat and community engagement services could be accessed and other non-police situations could be directed to the appropriate agency
- A more open, more personal service which is less daunting than the current one to new or vulnerable callers

FCR officers felt that currently the public who accessed the system fell into two broad camps dependent upon the outcome received:

- Frustrated at not being able to talk to the person they were looking for (Option 2 calls) or at the fact that the call was graded by the officer at a lower level than the caller considered to be appropriate – typically wanting a response from the police where THRIVE did not warrant one.
- Reassured that their call was being dealt with appropriately by a professional who had access to help or could provide advice where needed.

Officers also highlighted the potential issues surrounding the 5-8pm Friday peak as this was indicated as the time when Social Services closed and so anyone with a need from that agency had no alternative but to call

101. Further, officers related situations where experienced callers would use the appropriate language, typically around vulnerability, to ensure that they had a priority need. Phrases like *'I don't feel safe'* or even *'I feel very vulnerable now'* were known to be more likely to get a priority response or contact with a PCSO which may have been the result the caller was after all along.

There is a sense amongst FCR staff that the police are the agency of last resort and left in an increasingly familiar scenario of having to act or been seen to act in situations that are not really police matters.

3.3 Macro Impacts appear to be growing in significance

This theme was echoed during discussions with FCR officers who felt that 101 was becoming known as an all-round advice and action line and being used in situations as a substitute for contact with other agencies or services. Call volume analysis shows that while 87% of calls are to report crime or incidents, 5% of calls should really have been directed to an alternative agency such as RSPCA or the local council (issues with fly tipping, highways or Social Services). A further 8% of calls are dealt within the FCR but actually involve the provision of advice, non police matters or things like civil disputes.

Reports over fraud and internet based scams appear to be increasing and are very often caused by inappropriate security measures by the user or ignorance over what constitutes fraud or abuse. The operating rules are governed by the experience of the individual operator and within the THRIVE guidelines. Consequently the focus on quickly establishing the threat, risk or harm in the situation inevitably also means that calls have to be partly forensic in building a picture of the real situation facing that caller.

As other agencies and local government become more constrained by cost as well this position as last resort agency means that police force control rooms will increasingly pick up the share of an increased call volume.

One implication is that current volumes which are reflective of some of the wider macro impacts following from the implementation of budget restrictions could have a disproportionate impact on the police service.

Earlier this year saw media coverage of Sir Peter Fahy, Chief Constable of GMP underlining the impact of the police force (a body there to enforce the law of the land) changing, to become a police service with a broad focus on helping those who need and ask for help. His argument that this is a fundamental change requiring a strategic change seems very topical as we explore some of the emergent themes in this project.

4. First Response - What our Public Expects

Public expectations of what a first response to a non-emergency incident should be were researched using some broad ranging qualitative discussion groups amongst people who *could have reported an incident but chose not to* as well as people who had *never been in a situation they deemed appropriate enough to report*. We also included an expectations exploration section amongst the focus groups we conducted with members of the public who had called in an incident or reported using another channel. This sections summarises the key findings from the expectations and perceptions the public have of non-emergency response.

4.1 How Perceptions of Service are shaped

4.1.1 The police are overstretched

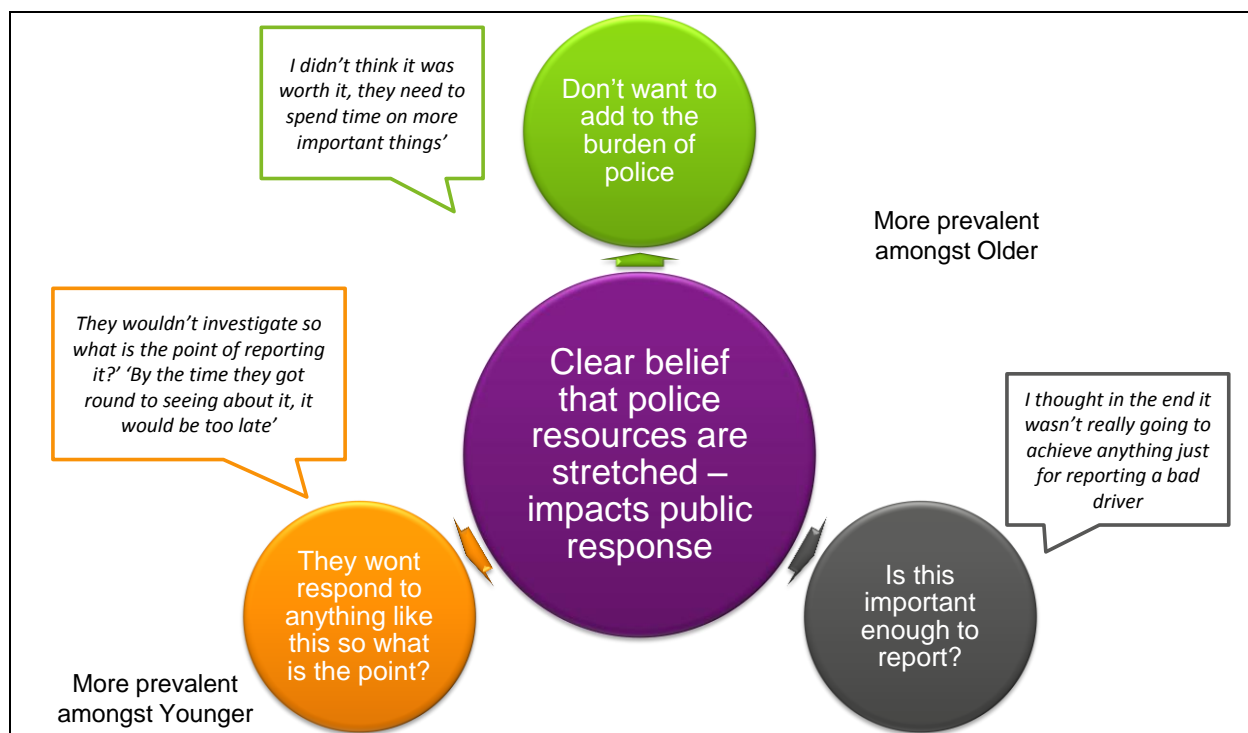
Currently the overriding perception amongst the people of North Yorkshire is that their police force is undermanned and overstretched. This was the most commonly heard justification for any perceived lack of response, slow response or unknown response to a reported incident. In many cases this is seen almost as a justification for a lack of activity – a dangerous precedent for a police force to be linked to, so widely.

From an engagement perspective we heard many people say they did not want to add to the burden of their police force by reporting something which was not strictly an emergency.

Thus perceptions regarding response and rates of response are being shaped by how the public perceive their police force is resourced.

The model illustrated below simplifies the feedback we heard in our focus groups:

Figure 12: Perceptions of Response are influenced by perceptions of resource



The public display three main tenets of perceived influences on response – doubts over whether the incident they had witnessed was 'important' enough to report; not wishing to add to the workload of their police force (unnecessarily) and the more critical and less protective view that there would be a lack of response anyway so why bother reporting the incident?

Together these factors combine to drive down the prevalence of reporting any incident unless it is known to be 'important', fall within the operational sphere of the force and be sufficient to warrant a response.

The public view in North Yorkshire was that the Police Force was already under pressure and as a citizen they would rather not add to this pressure.

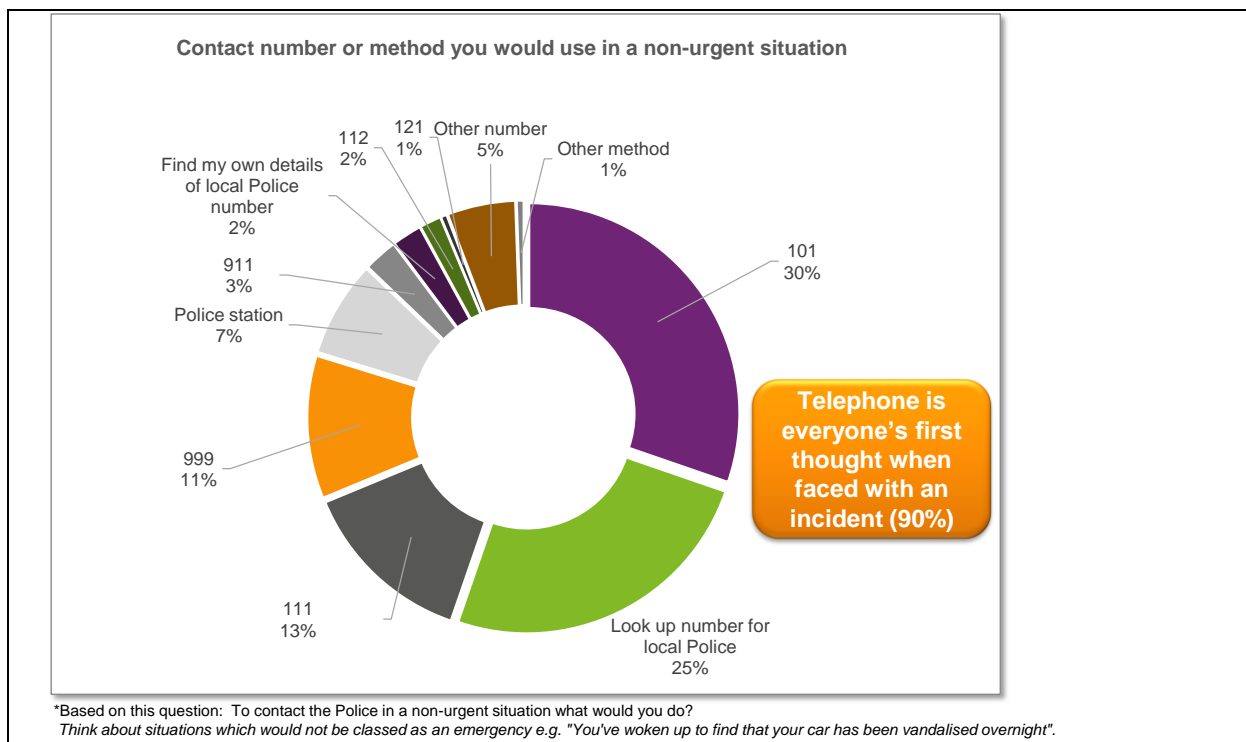
However this insight also masks an underlying theme that an apparent lack of response leads the individual to question the value of reporting a non-emergency incident. The implication from this is also that there is a lack of definition or clarity in the minds of the public on what types of incident are and are NOT appropriate to report in the context of a non-emergency. In the absence of knowledge the implication is that reporting rates may drop, particularly under the cloud of austerity that is prevalent over public service currently.

4.1.2 Public's First instinct is to reach for a phone when faced with a non-emergency

Our online survey shows just how much the telephone has become the first instinctive response to report any incident to the police. Anecdotally our focus groups explained that almost everyone has a mobile phone with them at all times; you typically need to be able to describe something to someone and give quick answers to questions designed to condition the response. For all these reasons the telephone was seen as the dominant response and reporting medium. The reasons are as clear as the survey response to the question: To contact the Police in a non-urgent situation what would you do? (*Think about situations which would not be classed as an emergency e.g. "You've woken up to find that your car has been vandalised overnight".*)

Nine out of ten people would reach for the phone to report an incident, making it the single dominant channel of communication. By contrast just 7% of the sample said they would go to a local police station.

Figure 13: Instinctive Contact Method to report to the police



Base: Online survey n=1001

4.1.3 The 101 service is a second rate service to 999

The second common perception held across North Yorkshire was that 101 was introduced as some kind of 'second class' 999 contact service. **Within the focus group stage of the project we found that less than half the people in our non-reporting groups knew the service existed.**

999 is the service everyone knows and is associated with any emergency situation. It is hard wired into the psyche through childhood and beyond and is an automatic response mechanism. By contrast 101 is new and appeared at a similar time to other similar services like 111 the non-emergency NHS Helpline. Many people seem to confuse the two service numbers.

Our respondents extended this 'second rate' service perception to not talking to an actual police officer, response coming from Community Support or Neighbourhood teams – *'if it does come at all'*. **So inherent in the way people spoke about 101 was a lower level of response expectation.**

4.2 Differences in Perceptions Noted

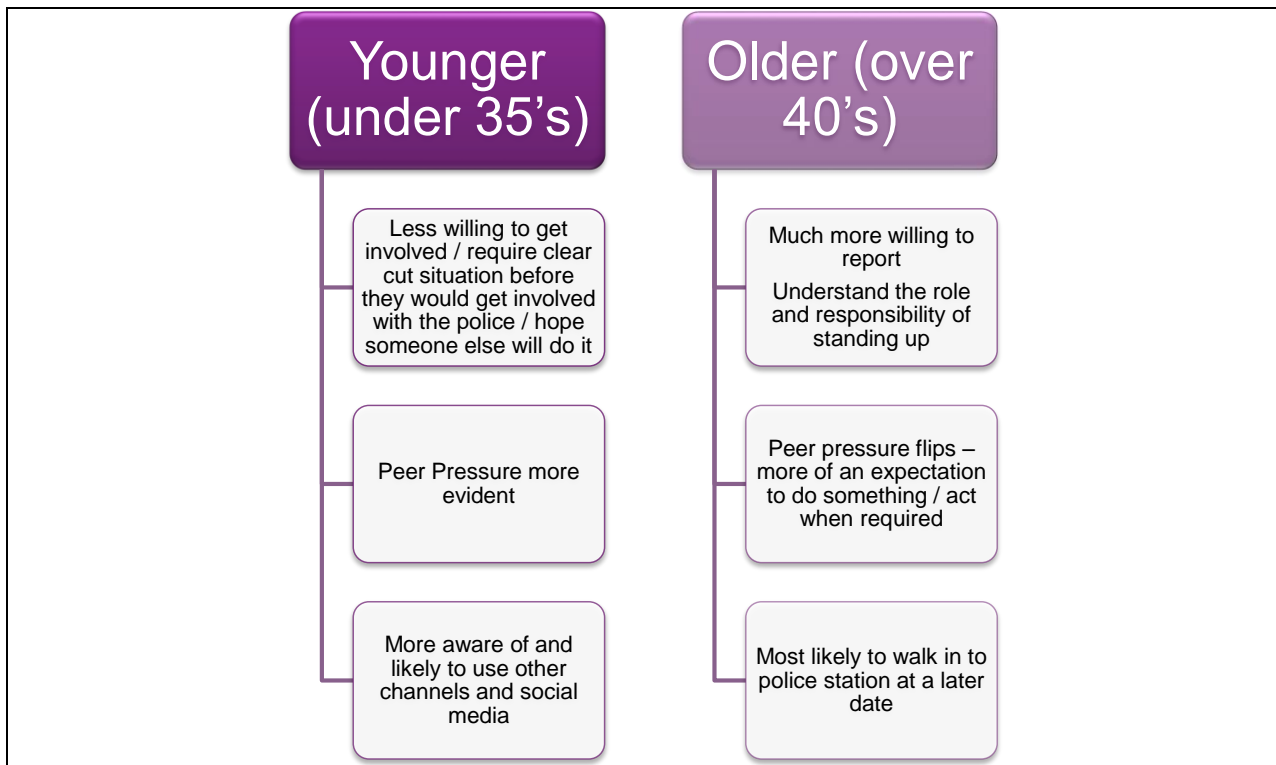
One thing that may be noticed from Fig 12 is that we started to pick up on some differences in perceptions by the age of the people involved. Younger people we interviewed and specifically those aged between 18 and 35 were more likely to believe the police would not respond to incidents and therefore this provided a rationale for not getting involved. By contrast the older respondents showed up their lack of response through judging themselves whether something was significant enough to report to the police or not.

Age / generational influences were very much apparent and reinforced by some of the situations that young people were most likely to report – drug offences / recreational drug use because they were more aware and exposed to such incidents by contrast to the types of incident we heard from older respondents which involved ASB; road offences; drink driving and similar.

The concern we found in contrasting this feedback by age was that younger people who saw a lack of police response to repeated drug offences in the same location (which they assumed to be a crime) contrasted to a lack of response to things like general ASB or speeding / bad driving which was almost impossible to report and get an immediate response from the police because it had to be seen and dealt with at the time.

Consequently as illustrated in Fig 14 below; the role of peer pressure worked in opposite ways for younger and older groups. For younger people peer pressure was to leave things alone and not get involved / hassled with the police. Older citizens felt they should get involved and report things because their peers would expect them to.

Figure 14: Core Differences by Age

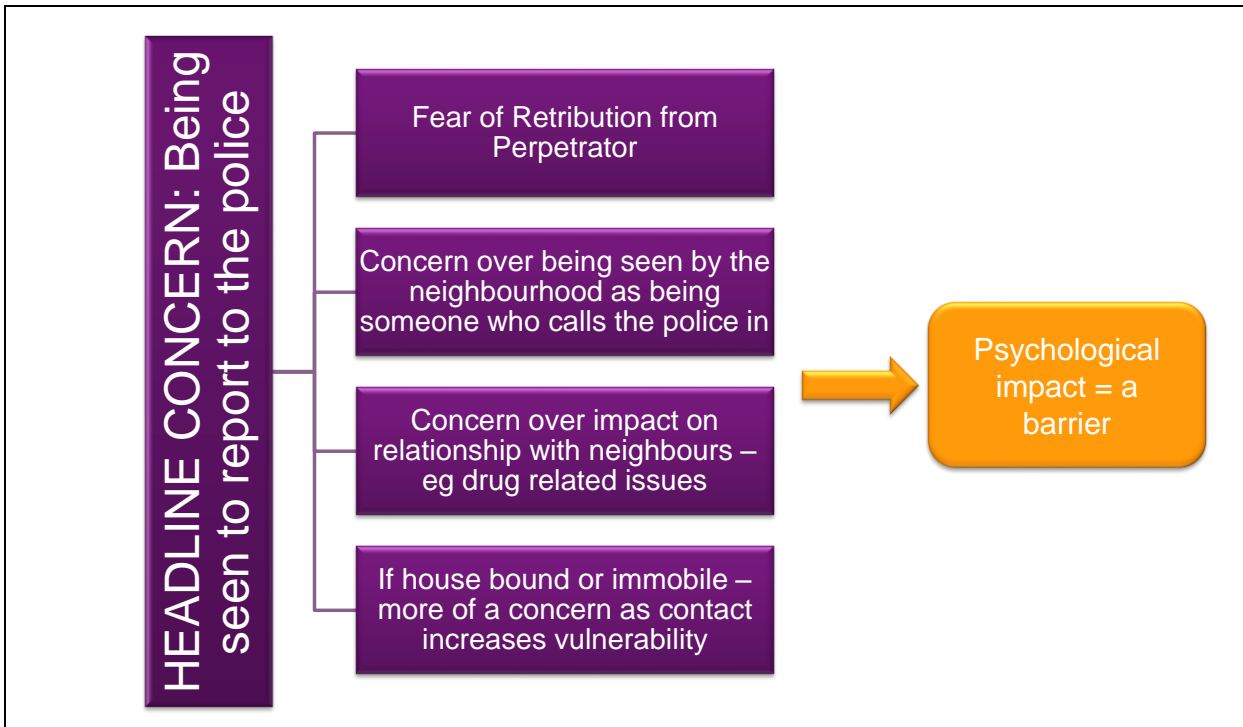


A further group which had a series of additional barriers to overcome before getting involved with reporting incidents to the police were those in our sample who classified themselves as more vulnerable or had a clear psychological barrier to reporting. The barrier here was a more psychological one relating to fear over being seen to be reporting or suspected of reporting incidents to the police. Typically this was more a neighbourhood or direct neighbour issue.

For these groups visible signs that they may have reported an incident was much more important based around vulnerability and fear of a backlash. Some care was required even in responding via a scheduled appointment as the visibility associated with a uniform was something to be avoided.

Although the sample we spoke to, of these type of people, was small, it was evident that their situation was closest to or could become episodes of hate crime and learnings from consultation with obvious minority groups may provide clarity around the fears and psychological barriers faced when they need to report to the police.

Figure 15: Vulnerability Barriers



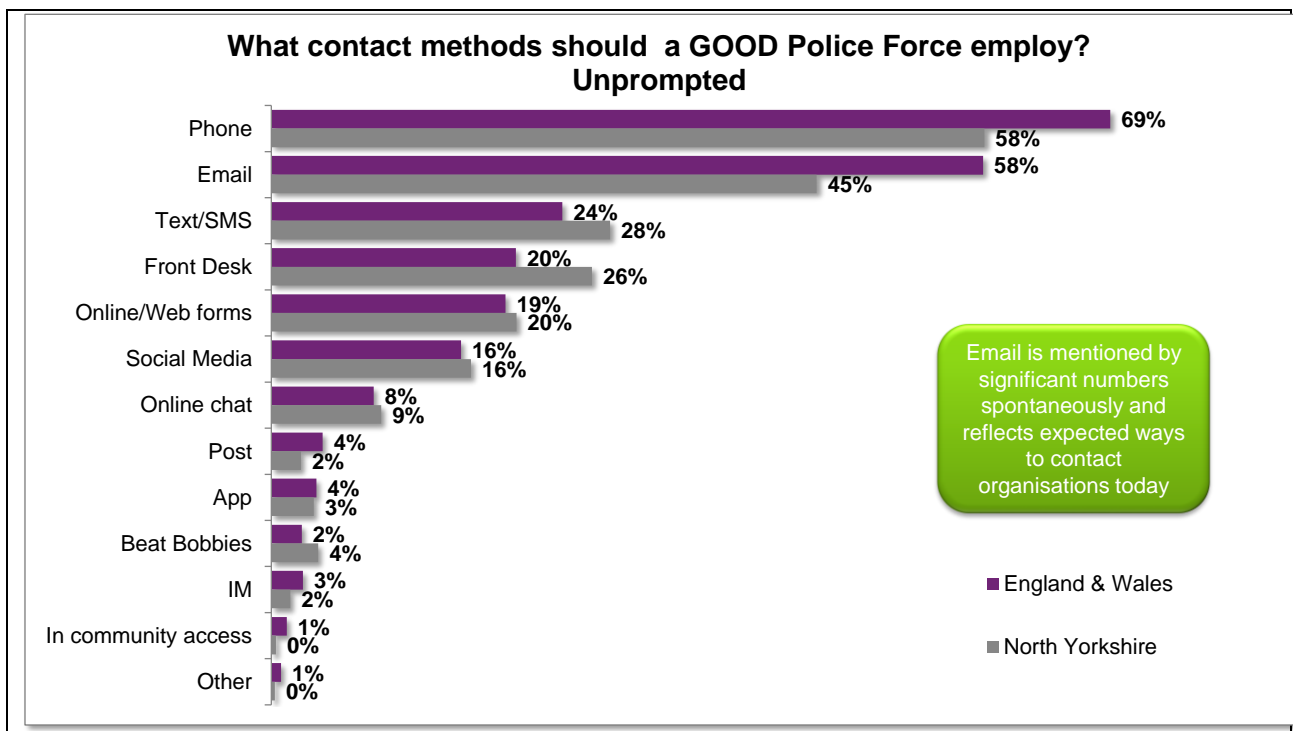
4.3 Expectations around Contact Methods / Channels

As we have seen telephone dominated the publics' thoughts when it came to getting in touch with the police over an incident or to report something. People expect to be asked questions to qualify what they have provided or to clarify further. This implies dialogue and communication in real time to most we spoke to. Fig 13 clearly demonstrated the dominance of telephone over other methods of communication.

However there are signs that other media may play a more limited role in opening more channels to access the police. Talking to people in focus groups the notion around an internet based chat facility was spontaneously mentioned for people who could access the internet but may be more reticent or less able to communicate verbally. Specifically this channel was seen as being useful to groups such as young people (early teens and upwards) for whom chat is a familiar format; hard of hearing and those for whom English is not a first language as it provides time for them to think and formulate a response or enable another person to help them in forming a response.

When we tested a range of contact channels on our online survey we found that email was spontaneously mentioned by a very significant number of the sample. Over half (58%) spontaneously referred to email as a preferred communication, reflecting the kinds of contact methods now prevalent with many public services and commercial organizations – why should the police be any different?

Figure 16: Contact Methods available from a 'good' police force



Base: Online survey n=1001

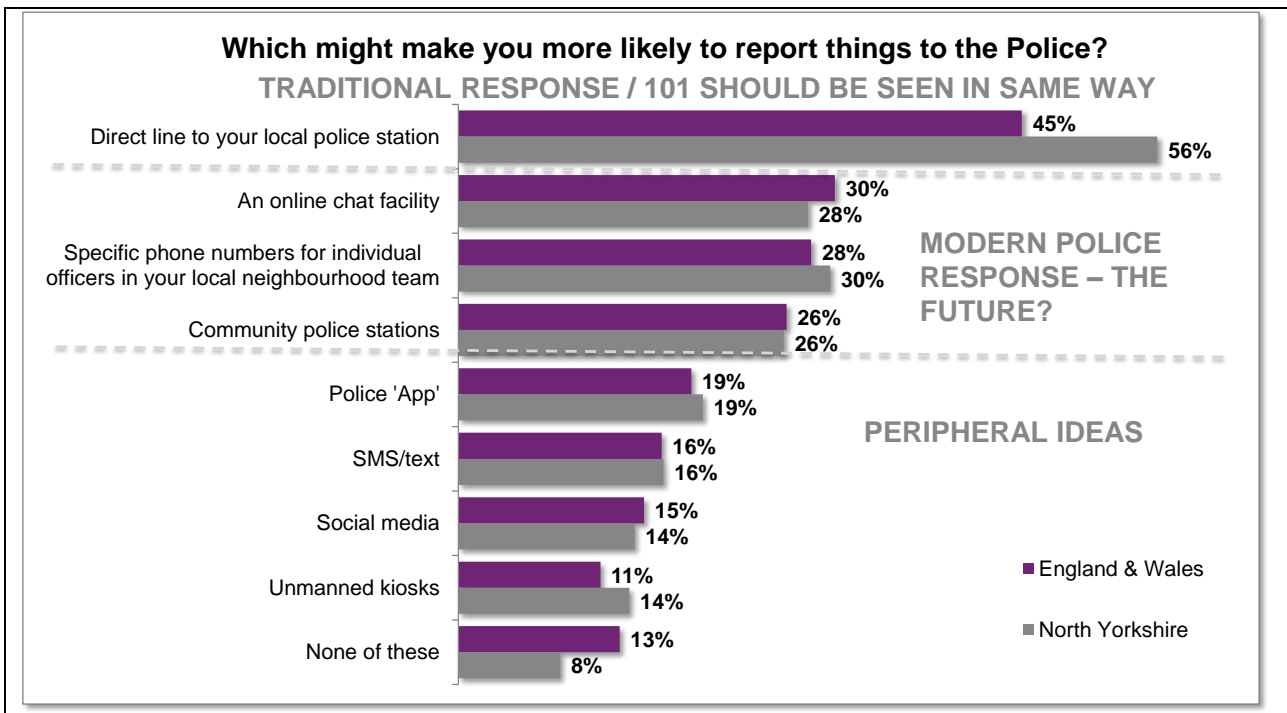
Clearly the implications are that the police should open itself up to other contact channels – telephone and email being the two most widely expected forms. In North Yorkshire there is a slightly higher percentage who still refer to Front Desk or walking into a local police station (26% contrasting with 20% nationally)

Interestingly when we asked a slightly different question regarding which channels would make people more likely to report incidents to the police (Fig 17) we saw a direct line to the local police station rise to the top of the list. However if 101 is positioned as the method to get through to your local police force this is effectively substituting what is the public’s traditional view of policing.

What is perhaps more interesting is the range of channels which open up as examples of modern policing, changing with the times. Thus we see online chat; specific phone numbers for neighbourhood teams and even a police ‘App’ being responded to positively by between one on five and one on four of our sample.

Once again the emphasis on local-ness is far more pronounced in North Yorkshire by contrast to the rest of the country together.

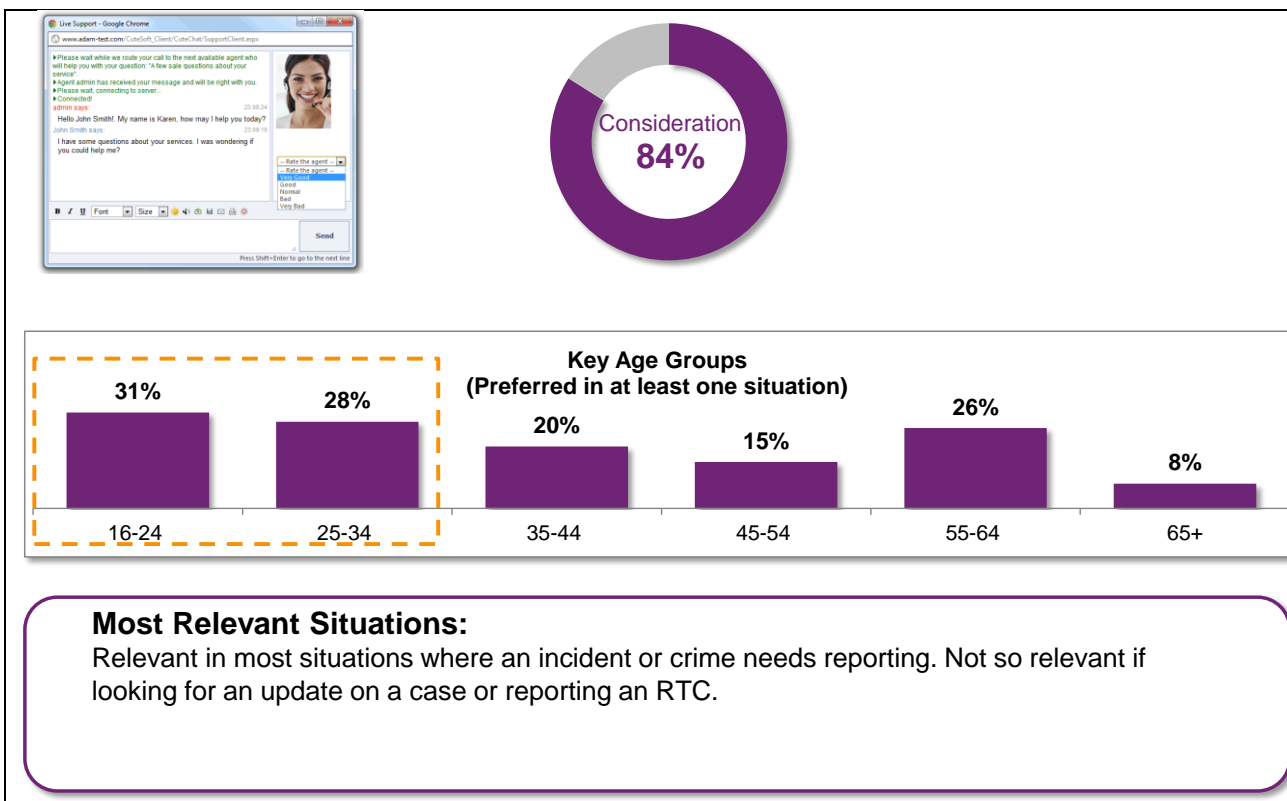
Figure 17: What channels would make you MORE likely to report

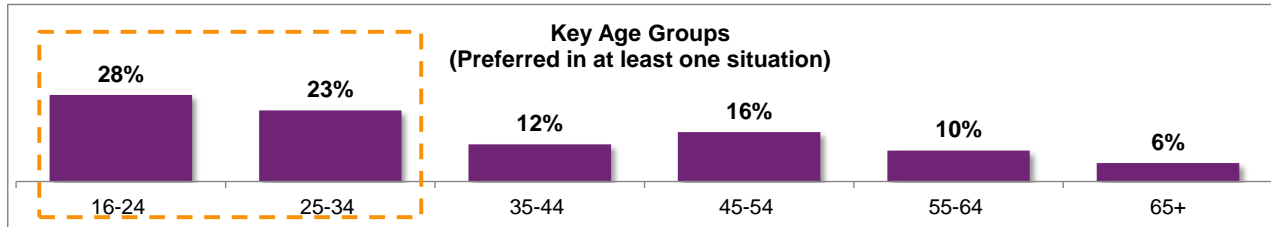
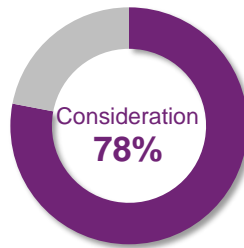


Base: Online survey n=1001

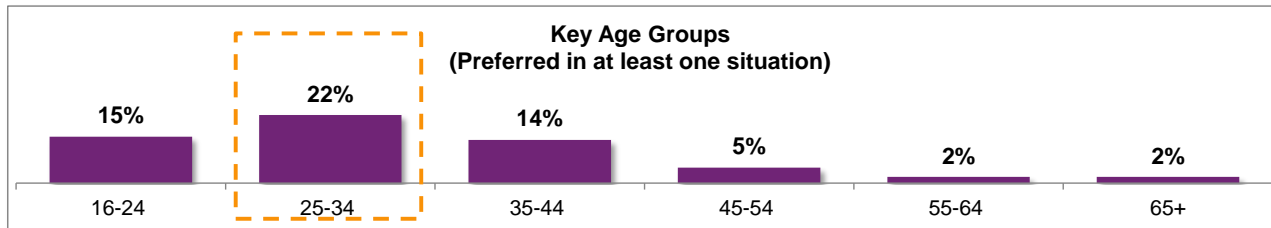
When we tested reaction to some of these potential new channels of communication we found, not surprisingly a higher level of interest and consideration amongst younger age groups:

Figure 18: Reaction to New Channels for contacting police





Most Relevant Situations:
 Reporting sensitive issues
 Reporting incidents such as ASB when too busy or not wanting to get directly involved
 Reporting concerns over safety e.g. regular speeding.



Most Relevant Situations:
 Reporting traffic offences (e.g. speeding)
 Reporting ASB incidents

Base: Online survey n=1001

While an App seems an interesting idea – it needs to be downloaded and stored rather than accessed and this may curb consideration in reality much more than a chat facility. As a means for regular reporting of ASB occurrences or persistent crimes/incidents of a sensitive nature (e.g. hate crime) then it could have some mileage.

Social media saw the lowest relative level of consideration which may reflect the view that in a police based scenario it could be abused badly by people who may want to waste police time and resources.

Those who were less responsive to channels based on new technology felt that they may not be secure and also felt that the quickest way to communicate is still a two way verbal conversation.

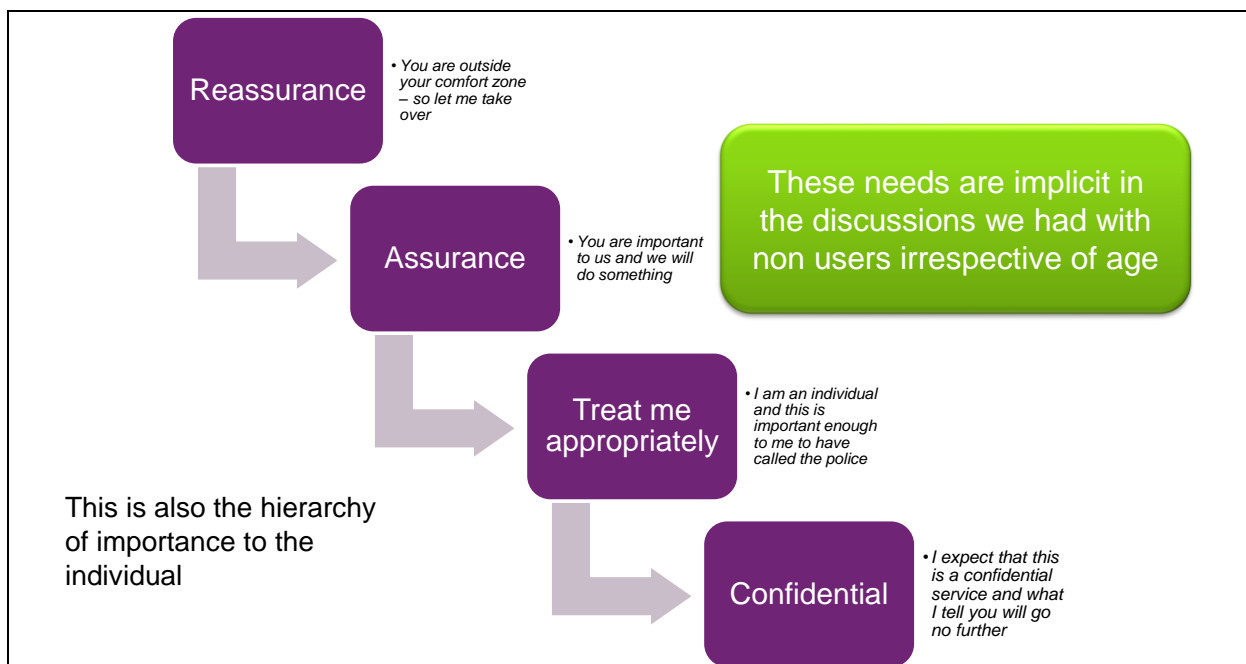
4.4 Meeting the publics' emotional needs

During discussions with the public it became clear that any contact with the police can be outside one's comfort zone and for some who had reported a difficult or slightly distressing incident they had some emotional needs which they expected to be able to offload to the police. We know from our earlier work in mapping the emotional needs of those who have been the victims of crime that the emotional legacy can be substantial. While less traumatic contact with the police usually means something is wrong / outside one's usual life experience – at the basic level one needs help and someone to take control.

As part of our follow up to the group work we went back to FCR to experience first-hand what officers had to deal with calls being received. What was immediately apparent, for anyone reporting an incident was the confusion and agitation which accompanied their information. Very often the conversation started off in an extremely controlled and rational manner but as soon as the caller started to recount the reason for calling this rationality and ability to communicate become immediately compromised. As such the officer receiving the call was having to piece together the real issue and the response required from what came out as a series of sometimes apparently disconnected bits of information.

We found a set of consistent needs emerged in terms of what the public expected they would be left feeling like. Top of the list and most immediate was the need to reassure the caller that the call was important and would get the attention it deserved. This overlaps into assurance needs and needs to be established during the first few moments of the call. Of secondary importance to these needs to reassure and assure came the need to be treated respectfully and in confidence.

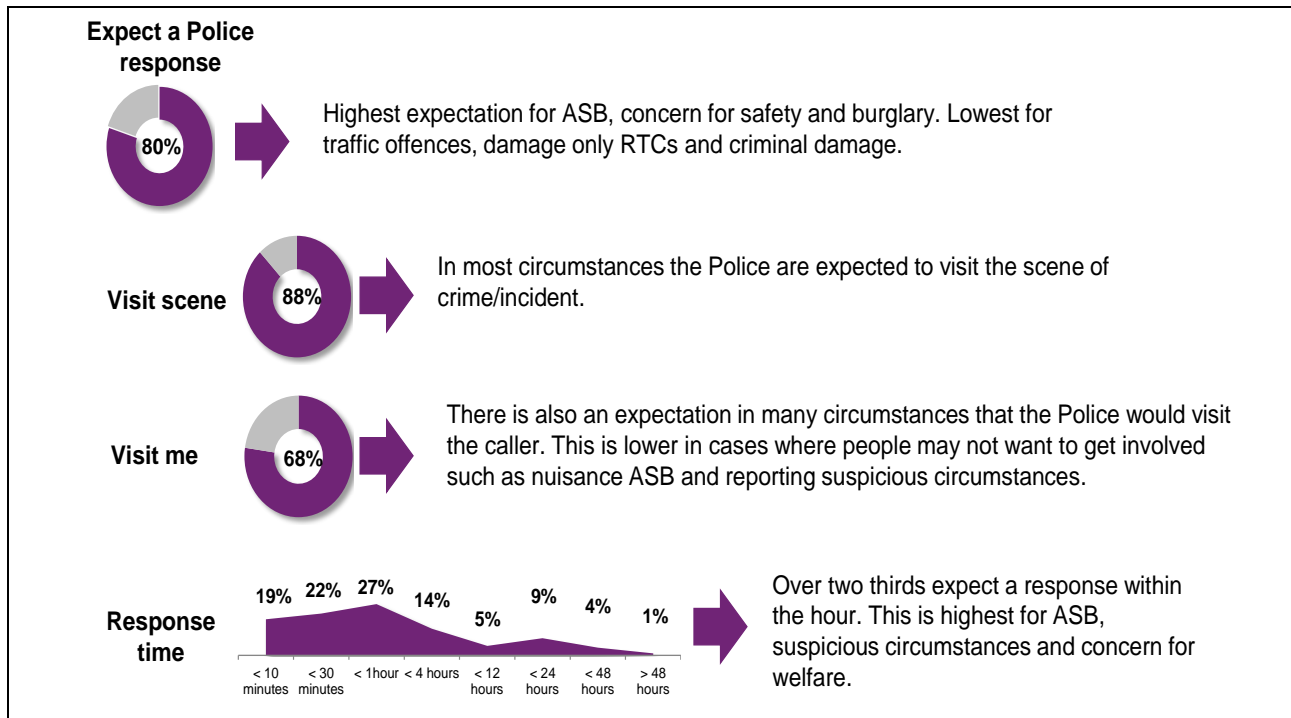
Figure 19: Emotional Needs to be addressed during the incident reporting



4.5 Impact of legacy on public expectations of response

People in North Yorkshire have a legacy of police ALWAYS responding to an incident and this long lasting perception is reflected in our findings with regard to expected response. As we can see from the details we have illustrated from our online survey this legacy of response remains strong and will require some significant effort to try and manage this level of expectation down, without it reflecting on a reinforcement of the perceptions around police resourcing.

Figure 20: Expectations of Response



Base: Online survey n=1001

As we can see, 80% would expect a police response (police officer or PCSO) to an incident of which the greatest emphasis was placed on situations involving ASB; vulnerability / safety and burglary. The police are certainly expected to visit the scene (88%) but over 2 in 3 of people who had contacted the police via 101 also expected the police to visit them- potentially the assumption that a statement may be required? Similarly a response time of under an hour was expected by the majority of our sample.

This expectation is highlighted not to try and build performance targets around, but to show the requirement for managing the expectations the public may have relative to the response that is required or can be delivered.

4.6 Summary of what the public EXPECT

We summarise in this section what our public in North Yorkshire expect a 'good' police force to provide in terms of non-emergency response, from the perspective of our key analysis variables based on Service; Process and People.

Figure 21: Summary of Public Expectation



4.6.1 System Expectations

The public expect the system to be largely telephone based as this is the default method of contacting the police urgently which is top of mind. However there was concern amongst the focus groups of non reporters and significantly the results from the national survey underline the low levels of awareness of 101 as a service that exists.

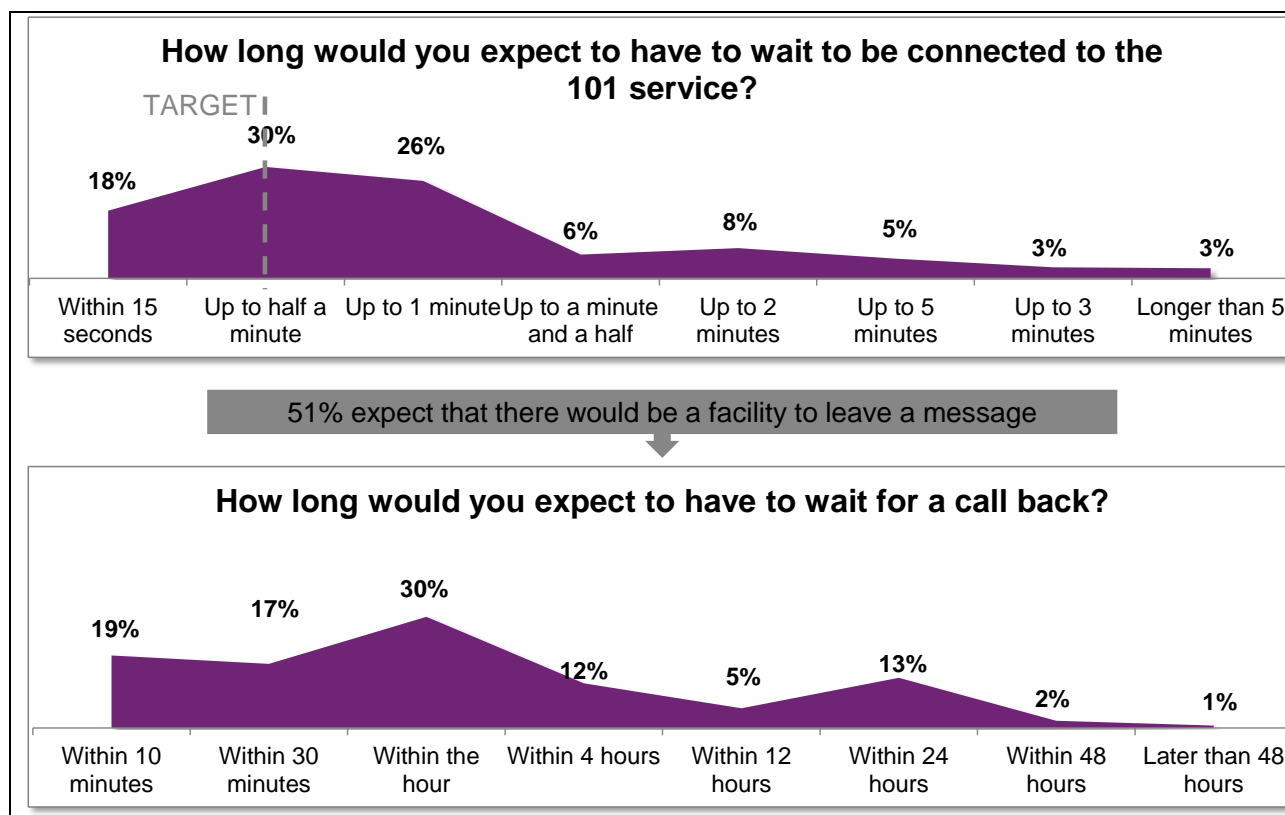
We heard calls for the police to make the public more aware of the number but particularly the types of situations when it is appropriate to call 101 rather than 999. Hesitation and confusion would lead people to call 999 as the default in situations they believed were serious.

- The public expect to get through to a person / operator quickly and certainly the maximum threshold seemed to be around 3-5 minutes. However this is probably overstated significantly when removed from the context or situation of the call.
- The public expect a simple system and not banks of options on an autodial / auto-response menu.
- The public expect the system to be free and accessible by all – with support in place for disability / hearing impaired groups in particular.
- The public expect the service to be located in North Yorkshire but also expected it to be a centralised level of service due to efficiency of operation and co-ordination. However local knowledge was seen as being important too.

On reflection while the telephone is expected to be the default channel the public also expect other channels of reporting and communication to be available. Most notable were email access to named officers and specific numbers to community or neighbourhood teams, once contact is established and in

appropriate circumstances – examples were given around persistent or developing ASB behaviour which might be dealt with at a neighbourhood level.

When we tested issues around speed of response to a telephone based service we found the following:



Base: Online survey n=1001

Just under half the sample (48%) expect to be connected within 30 seconds and two in three in under a minute. Further 51% felt there should be an option to call back with the majority expecting a call back within an hour.

4.5.2 People Expectations

The expected level of service from a people interaction perspective was very consistent and easier for our respondents to outline. They expect to be talking to a police officer when they get connected. They accept that they are more likely to be trained support staff but the expectation is centred upon somebody able to make decisions and advise accordingly ... a decision maker.

The people should ideally have local knowledge, but they do not necessarily have to be based in a local station. The notion of centralised operations was well established and simply expected 'these days'.

The public know that the type of calls made to 101 are relevant rather than critical and so they expect it will be treated as such. The officer is expected to take control in a sensitive and respectful way but this was agreed as the quickest way to provide reassurance which emotionally is what callers need.

They expect the officer to be calm and ask for the information required while listening to what is being said and ultimately the public want to be left feeling the call was worthwhile and they did the right thing by contacting the police in this way.

4.5.3 Process Expectations

From a process perspective the public assume that the call is confidential, but this is an implicit assumption. They expect to see some action or a promise of action as a result. While this is clearly situation dependent, there was a general expectation that the police will *do* something.

They expect the process to be a controlled one and that training and support combine to ensure that it is a consistent process irrespective of when the call is made or who takes the call.

The public expect to be the deliverer of information and expect to be asked questions about this and only about matters pertinent to the information being delivered.

The public expect an indication of time frame for action or when / how the police will investigate the matter

Importantly the public also expect some form of closure or acknowledgement that the call has been valued and used. Spontaneously an SMS message was suggested which could be sent out even if the police decided not to take action for some reason but simply thanking the caller and assuring them that their call was useful / valued.

5. First Response: What our Public Experiences

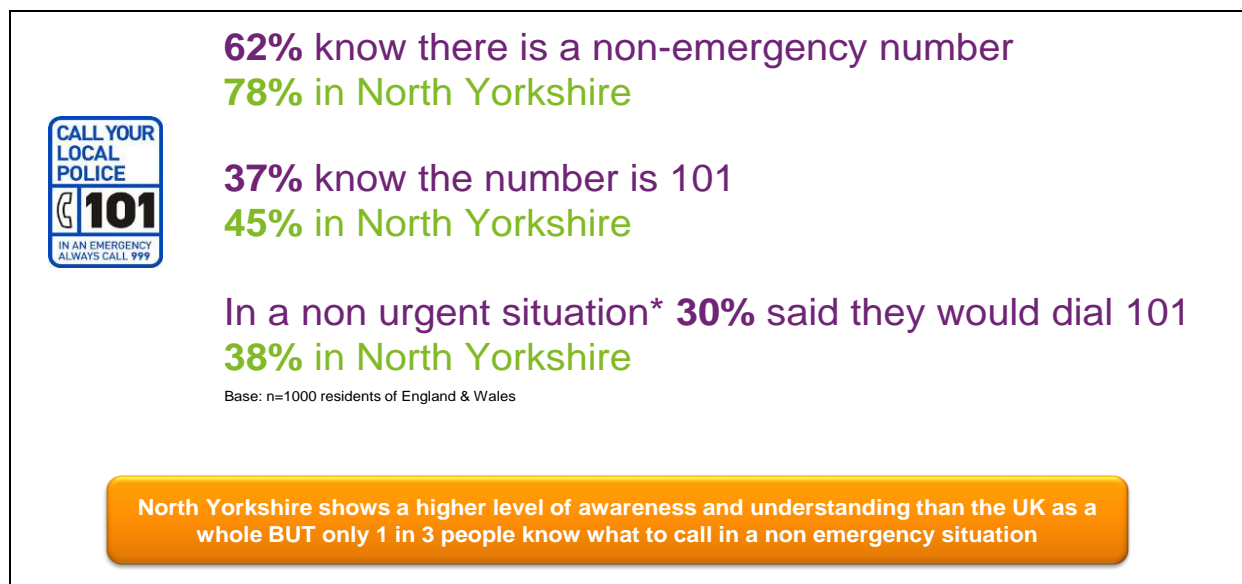
5.1 Low Awareness of 101 as a service PLUS confusion on when to use it

Two of the most clear cut insights from this project are:

1. Low awareness of the number
2. Confusion and concern regarding the circumstances required for a 101 call versus a 999 call. The public found it very difficult to separate out scenarios they saw as a clear emergency from those that were serious enough and yet required a judgement call to decide whether it was appropriate for a 101 contact.

Consequently we tested these two different issues in isolation and in combination to assess what proportion of the public (at a National level and within North Yorkshire) were aware of and knew when to use 101.

Figure 22: Awareness and Knowledge around 101



Base: Online survey n=1001.

Question: To contact the Police in a non-urgent situation what would you do? *Think about situations which would not be classed as an emergency e.g. "You've woken up to find that your car has been vandalised overnight".*

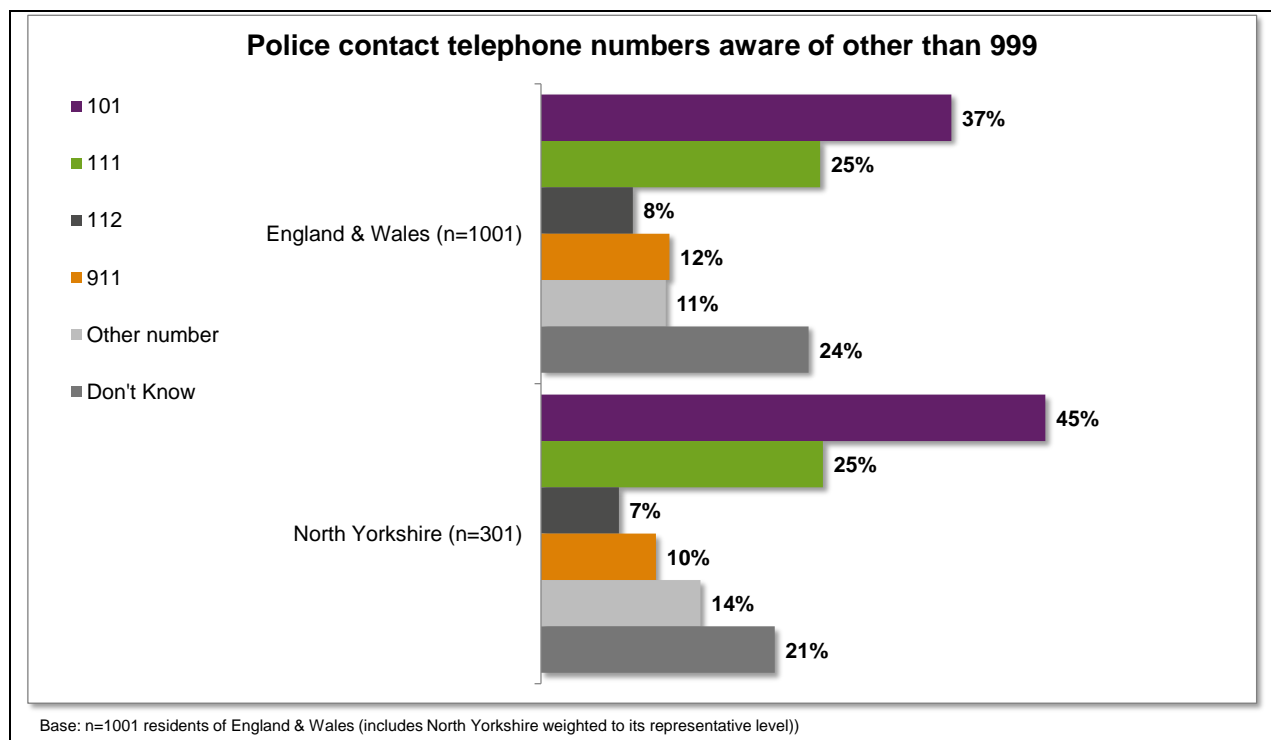
The headline results are stark. Some three years after the service was launched at a national level only 30% knew the number and circumstances to ring 101. Awareness of the number is only slightly higher at 37% compared to 62% who knew there was a non-emergency number but did not know what it was!

Across all measures the proportionate figures for North Yorkshire are higher than the national average.

However a much higher proportion in North Yorkshire know the number is 101 and the same is true for the circumstances where 101 should be used. So for North Yorkshire the issue is more about what the number is and when it should be used which requires awareness and education both to be improved in our region.

The use of 101 is confused with a range of other three digit numbers of which the most common were 911 (US Emergency line) and 111 (NHS non-emergency Helpline):

Figure 23: Overlap in awareness of 101 and other numbers



Base: Online survey n=1001

One in four people assume that they can report a non-emergency police incident by calling 111. Clearly the 101 line has not become an automatic association for many people across our region or our country.

This is a matter which goes beyond PFA boundaries and relates back to the way the service was launched and possibly under promoted at inception. Some form of national initiative aimed at raising awareness is needed if we require more incidents to be deployed via police force control rooms. Such a campaign would also provide an ideal platform to provide the public with a simple method to understand when to use 101 v 999.

5.2 Response is the final arbiter

While this project started with a clear objective of not being outcomes based but focusing exclusively upon the first contact experience – the reality we have found through this work is that the public cannot divorce the outcome from the service. One feeds the other in a way that any reflective assessment such as this cannot separate the impact of an outcome on the totality of the experience itself. We deliberately used techniques to focus upon the expectation and experience of the contact with the police and have managed to provide a great deal of feedback in isolation about the nature of the interaction. However the final analysis also shows how the outcome or result of the interaction impacts directly on how that interaction is recalled.

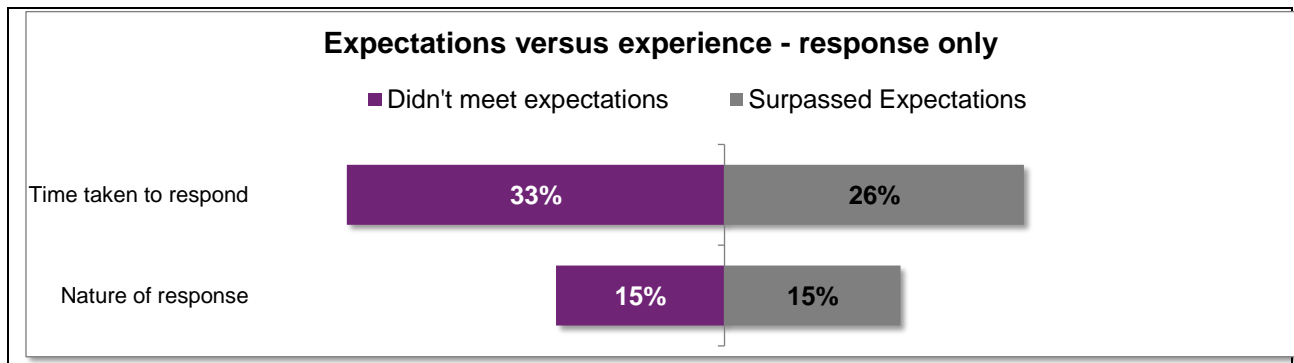
As noted in the previous section, the dominant expectation we noted is around a resulting action – the public report incidents because they are concerned or believe a crime is being committed. From their perspective they have put themselves into a position they view as being responsible and involved and the motivation common across all the callers we spoke to was:

1. A crime or a perceived crime is being committed or could occur

2. There is a perceived risk of crime
3. As a responsible citizen I believe I should do something about that

So when we examine the gaps between expectation and experience to understand where the service may not be delivering to the public it is in the area of response that the biggest gaps between expectation and experience appear.

Figure 24: Gaps between Expectation and Experience in terms of response



Base: Telephone survey n=602

If a caller reports an incident which the officer cannot respond to or has processed that the incident is not an Immediate or Priority, then the opportunity to try and manage the expectation of the caller needs to be made clearly. Most citizens we spoke to in this project were already mindful of the perceived resourcing issue they believe NYP are facing. However they have also formed their own assessment of what they expect the police will do and **where the response does not match their own assessment is where the process fails to deliver.**

Clearly these situations are going to be relatively common given the call volumes and the nature of the THRIVE process – where officers are able to explain why the response may be Scheduled or classified as ‘Other’, typically the public accept this. However when slightly open explanations are provided or misinterpreted / not recalled accurately is where we get the most common instances of public disappointment. For example one of the common phrases we heard in the groups was: ‘I was told they would alert / send the next available officer’. This is most commonly interpreted by the public as something will happen relatively quickly – and will typically lead to them waiting or observing the situation to look for a response. Of course the reality may be very different and if no action is seen, the assumption is either:

1. Something else has happened that is more important = justifiable action and no impact on engagement
2. It is not important enough to warrant action = disengagement because ‘I thought it was important enough’

The importance of ensuring that the member of the public understands what action may be taken and why can be seen from the legacy impact of the way a lower level or lack of response is interpreted.

It is extremely difficult to divorce the judgement of response from the assessment of the service as response remains a dominant expectation.

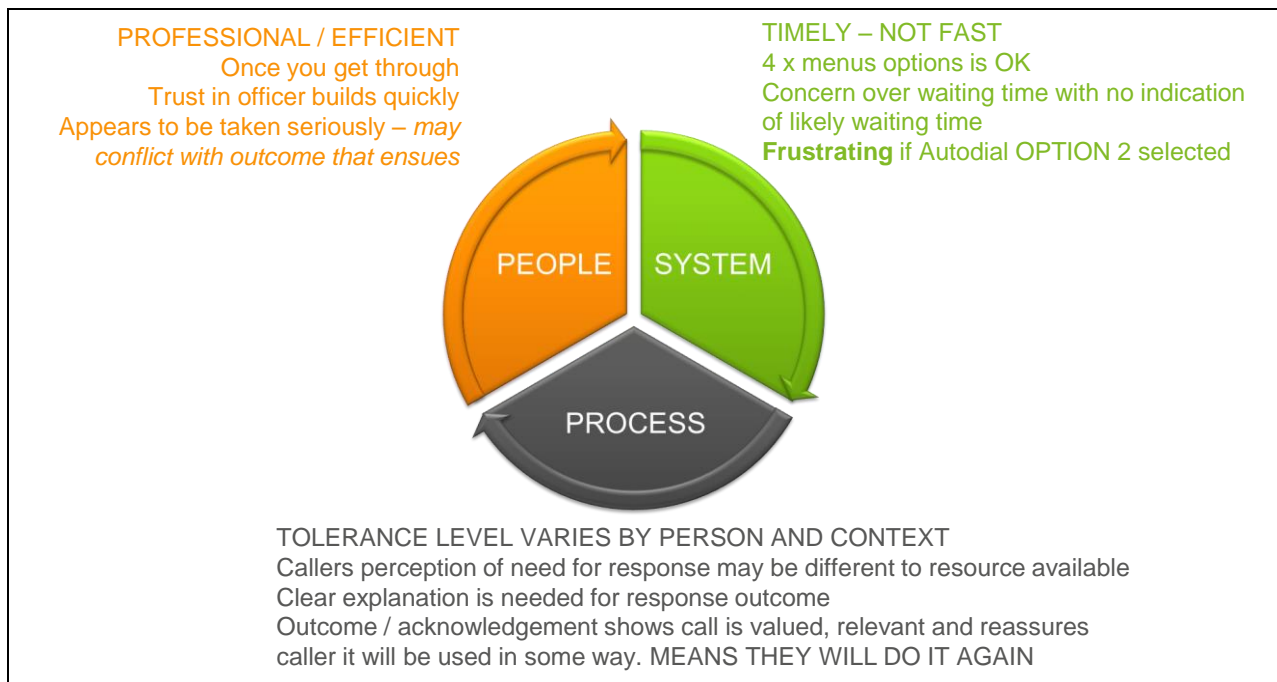
However in a non-emergency situation, providing the incident does not escalate, the public are tolerant with regard to reasons why response is processed the way it is. Even casual references to comments from officer like: ‘It is an extremely busy night tonight so I cannot say when we will be able to deploy officers’ or ‘We are dealing with a serious incident so it may take a while to get someone to attend’ have a direct impact on their expectations of response. Clearly as we have seen above the converse also applies.

5.2.2 Reaction to Service Delivery Components

Taking System, People and Process and as an overview, the 101 service and general first response is considered to be 'adequate' and appropriate to the majority of users. As we have already flagged the key issue seems to be the overall awareness of the service and when to use it that is the principle issue.

In summary the following Fig 25 shows how the public we sampled viewed 101:

Figure 25: Summary of Service Experience



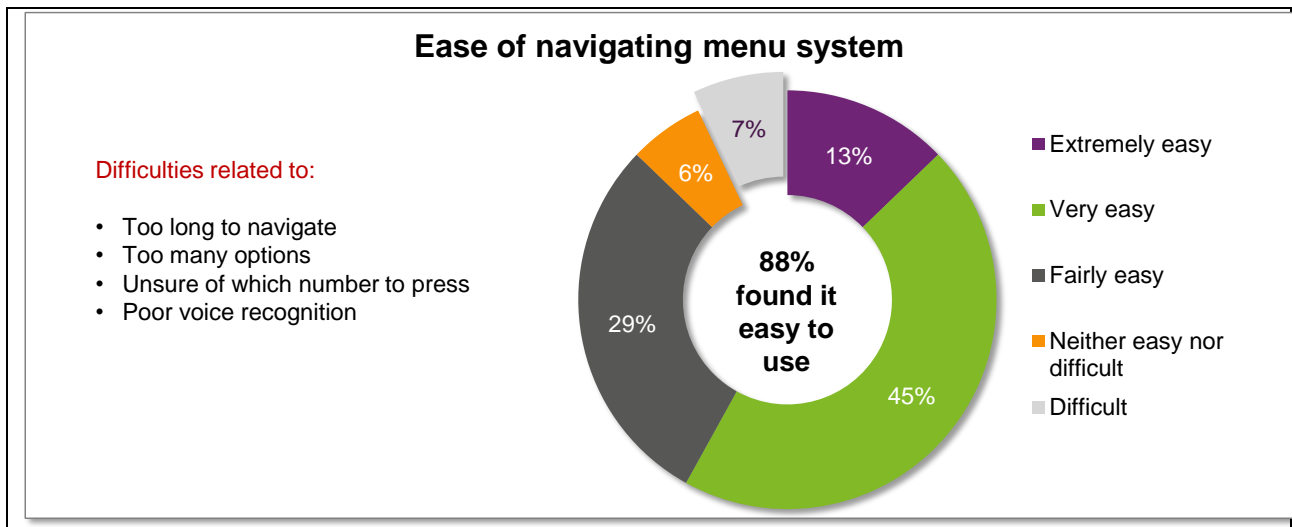
5.2.3 Reaction to System EXPERIENCE

The public describe the telephone system response on 101 in terms of timeliness rather than fast speed. We had reference points when a lack of response meant that the caller abandoned the call totally or hung up to try later. However the majority recalled getting connected to an officer either *quickly* or *within a minute or so*. It would appear that the threshold of tolerance is more frequently met than missed, although context of the incident is an important input into this assessment.

One thing that was consistent is that an autodial menu of 4 options is considered to be okay and relatively simple compared to some other public service dial in options. Option 1 was up front and accessible and the only real issue from a System perspective was the frustration surrounding the voice recognition involved in Option 2 calls.

As we can see from the survey results below at Fig 26 – 88% found the system easy to use. The only negative comments of note were from a minority who felt it took too long to navigate or commented on the voice recognition issues for option 2 calls.

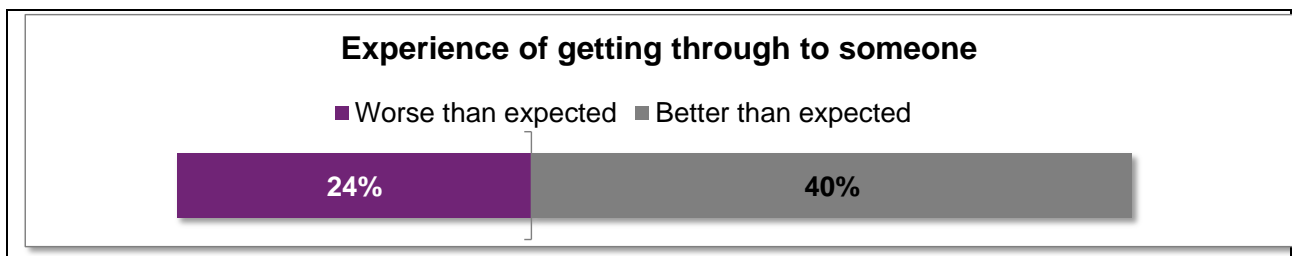
Figure 26: Rating of Ease of Use



Base: Telephone survey, contacted via 101 n=532

Similarly the feedback from the survey showed that on balance getting through to speak to an operator was better than expected:

Figure 27: Expectations: Experience Gap on Getting through to an operator



Base: Telephone survey, contacted via 101 n=532

However this still reflects nearly one in four callers saying their experience was worse than they expected, suggesting that improvements could be made. One aspect of suggested improvement to the system was the facility to add a call waiting time message so that the caller knows how long they may be waiting to speak to an officer. While this may increase abandoned calls most people considered they would only hang up if they felt the incident could wait.

5.2.4 Reaction to People

Probably the most consistent experience was related to that of the people interaction of reporter and officer. Calls were described as professionally handled and the way officers deploy THRIVE is reflected in how callers describe the process as efficient or the fact the officer takes control of the situation and quickly builds trust and reassurance – critical emotional needs being met by the call handlers.

The only negative comments we heard resulted from situations where little or no action resulted.

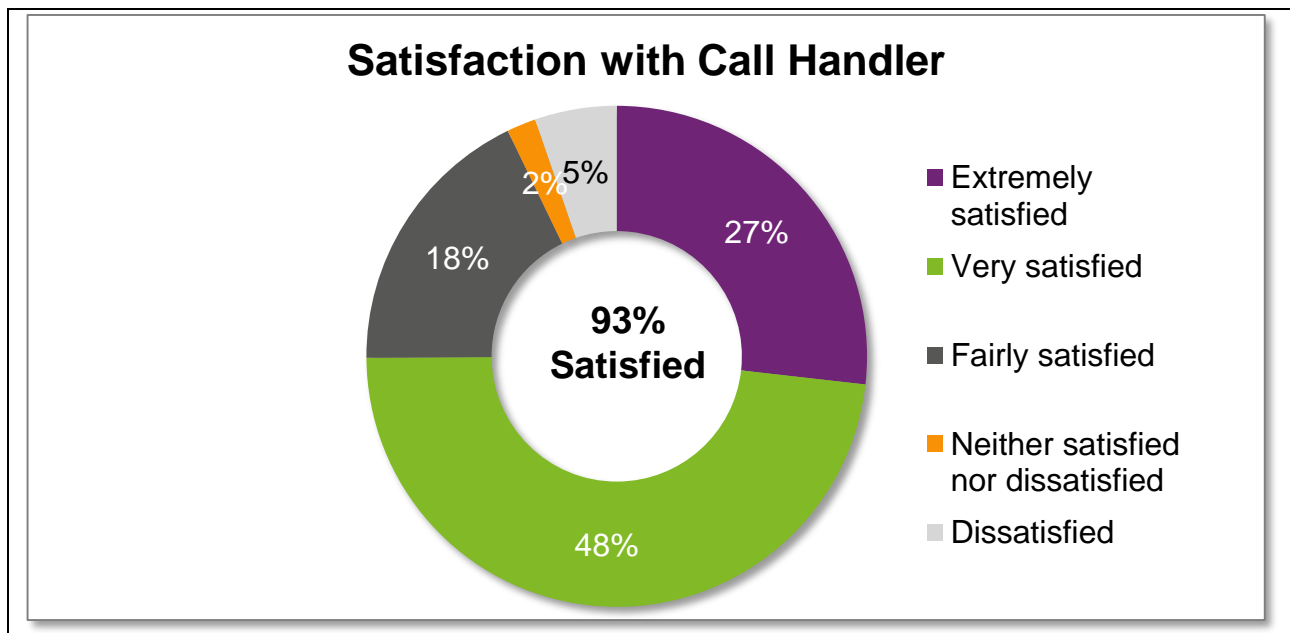
‘They said they would send a police officer and yet they only sent a PCSO, who could not do anything anyway’

‘The call was fine but it is action that speaks louder than words’

‘I was actually appalled that kids were snorting cocaine off the pavement in front of my house and the police didn’t take that seriously, so did nothing. The only reason I came along to this group tonight was to try and find out why that would happen’

Overall satisfaction with the call handler was high at 77% (very/extremely satisfied) as judged by previous users.

Figure 28: Overall Satisfaction with Call Handler

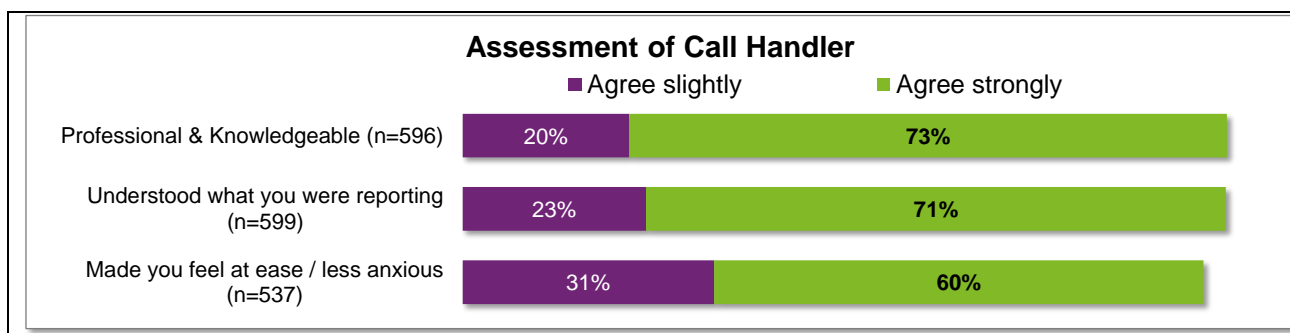


Base: Telephone survey, contacted via 101 n=532

Satisfaction at this level showed no real difference by the profile of the caller or how the call was ultimately classified in terms of response.

Again the survey results show a close reflection of the feedback heard in our focus groups about the nature of the call handler:

Figure 29: Rating of Call Handler



Base: Telephone survey, contacted via 101 n=532

5.2.5 Reaction to Process

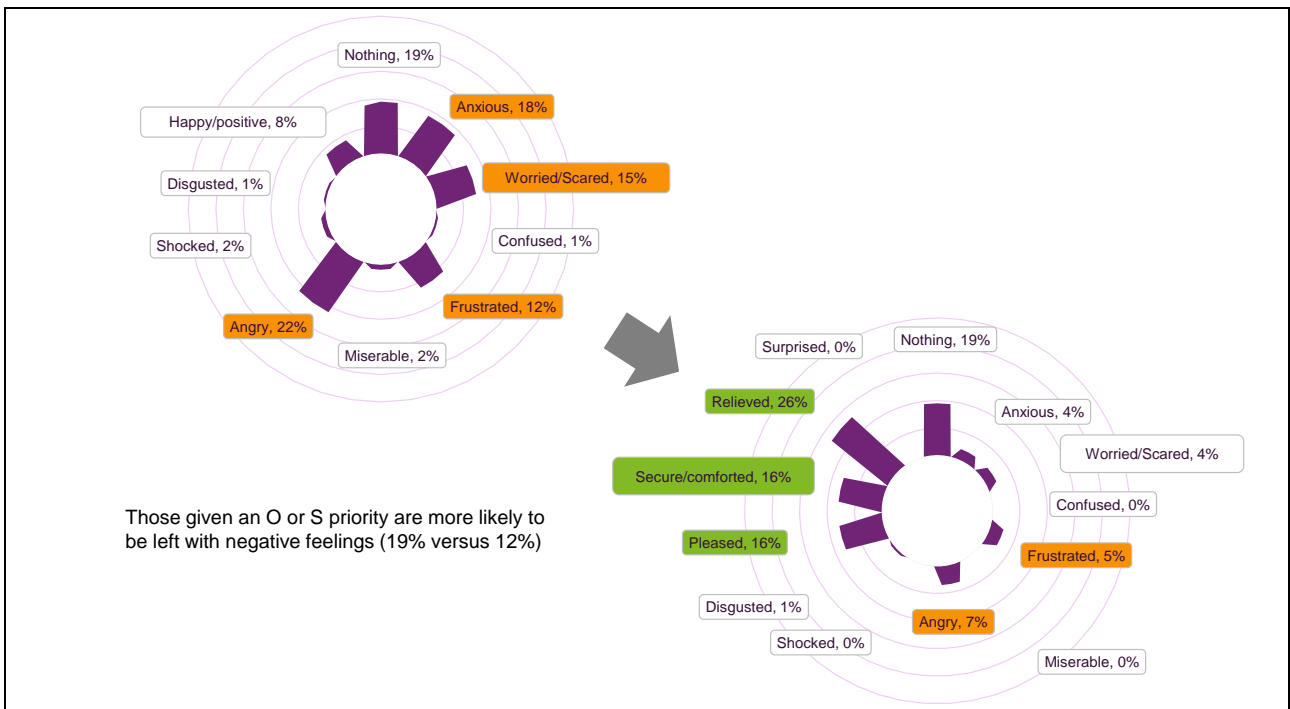
The key area of conflict or friction we detected in our focus groups was the misalignment that occurred between the action taken and what the caller perceived or expected would happen. This naturally fell into the process side of the assessment but is also wrapped up in the clarity of communication around outcome and the management of the callers' expectation of what should happen.

However one consistent issue emerged and that related to the lack of any closure around the incident. The call finishes and even if the call has been to report something, the caller is left wondering what actually happened as a result of that call and whether it was valued and seen to be worthwhile by the police service.

In every group we ran this issue was raised and reflects perhaps the levels of closure or service experience in other aspects of the caller's lives. Acknowledgement was important and was requested spontaneously as a suggested improvement to the future provision of 101 support.

The process is clearly effective in managing the caller's emotional state – if we look at the recall of emotions pre and post call we can see how the process of reporting in the way the FCR manages the call routine is effective in reducing emotions like anxiety and fear and turning them round. The figure below shows the impact on caller emotions really well, but also highlights the point made above about being judged by outcomes – slight but evident differences were noted in the satisfaction ratings of those processed as 'Scheduled' or 'Other' outcomes:

Figure 30: Impact of Call Process on Caller Emotions

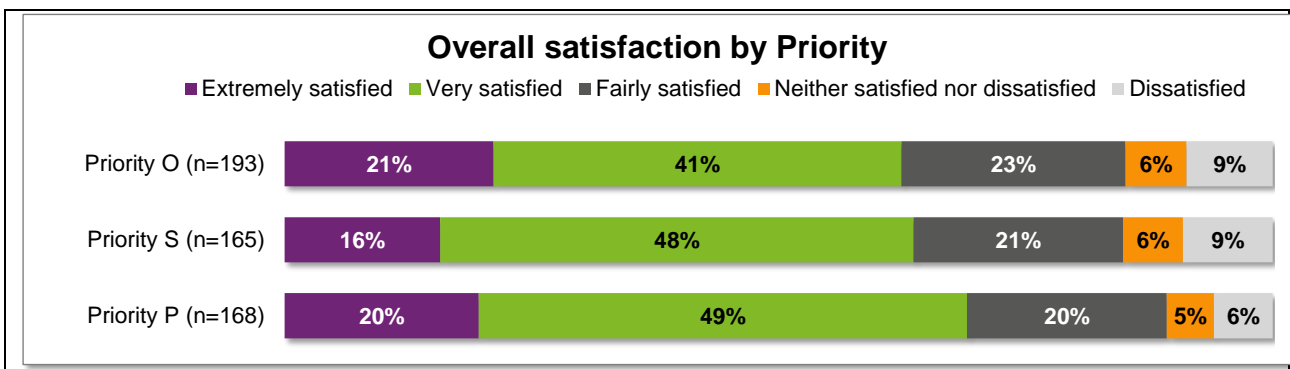


Base: Telephone survey, contacted via 101 n=532

Clearly we can see how Anxiety turns to Relief, Worry and Fear turns to Comfort while Frustration and Anger reduce rather than are turned around completely.

Satisfaction ultimately is still tied to outcomes. Fig 30 shows how satisfaction with the call changes by what the outcome grade is:

Figure 31: Satisfaction levels by Outcome

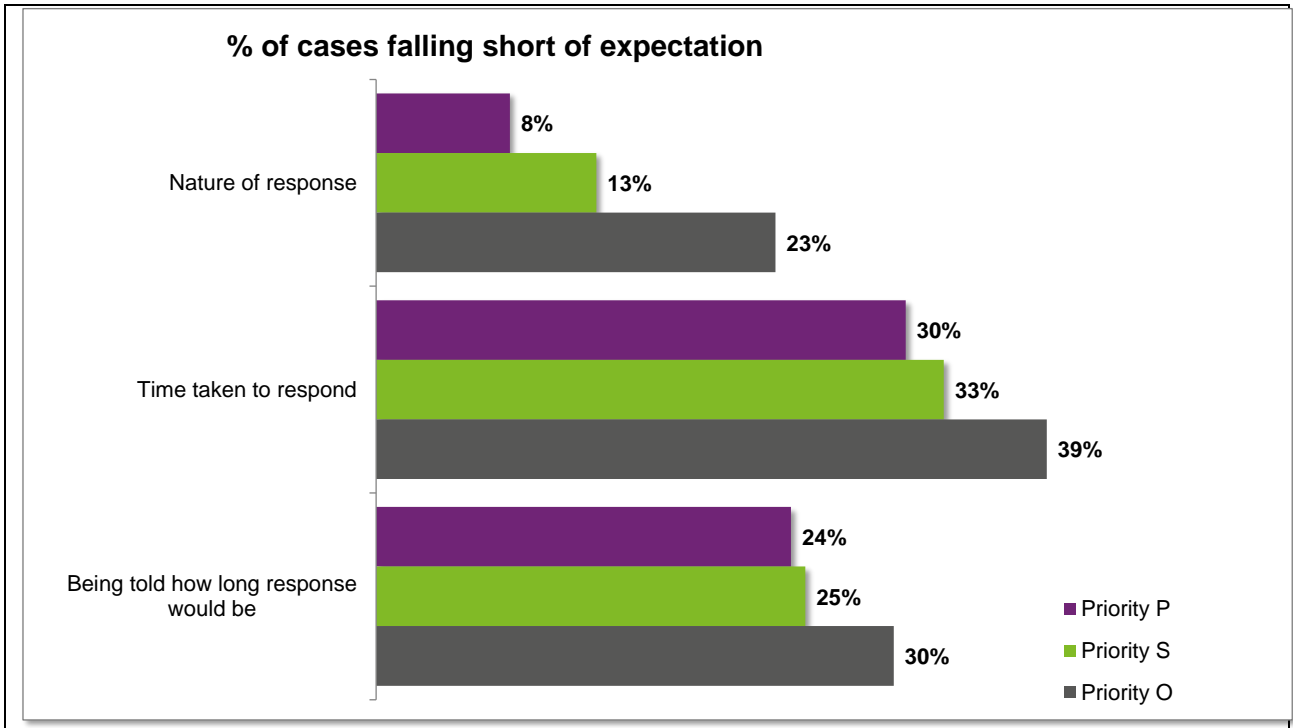


Base: Telephone survey, All respondents with priority code n=596

Overall satisfaction with the outcome of the call is reasonably high at 66% as an average Top 2 box score, but this reaches 69% amongst Priority graded calls. While this is not a significant difference it perhaps hints at the relationship between expecting some kind of response and what may happen in reality.

The data below perhaps shows the nature of the relationship between how an incident is graded and the relative gap where experience falls below expectation:

Figure 32: Relationship between response grade and satisfaction

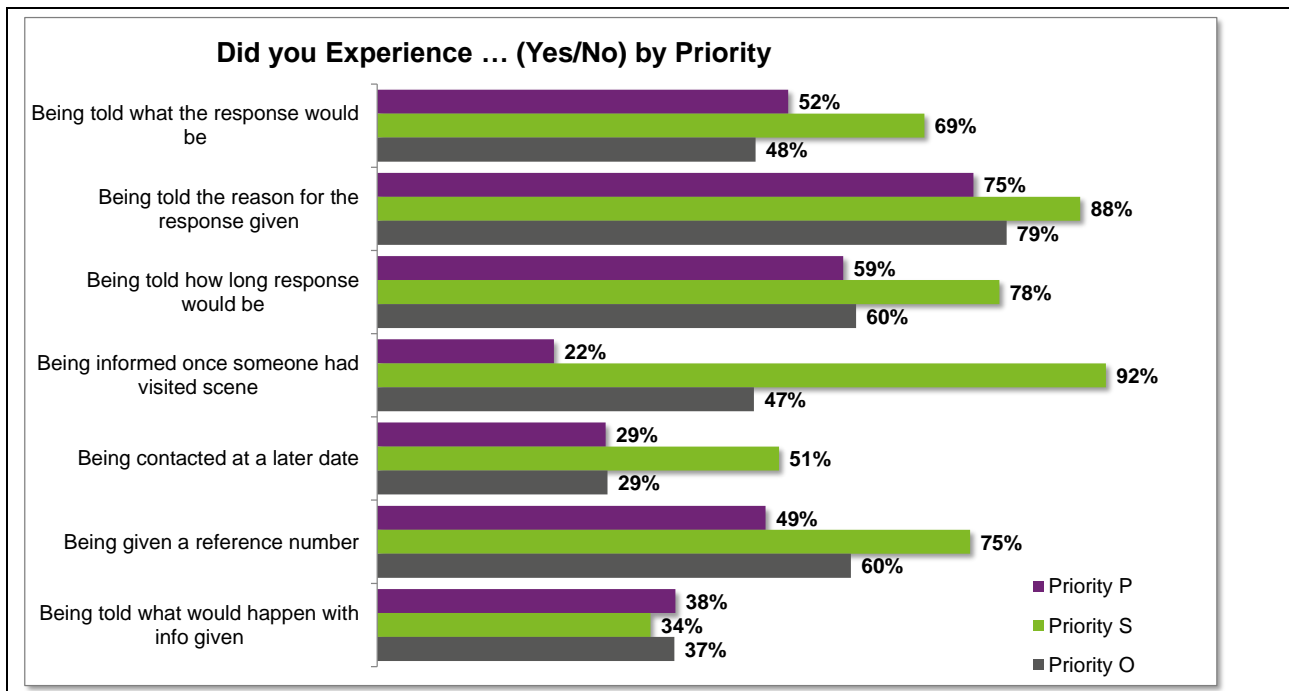


Base: Telephone survey, All respondents with priority code n=596

The cases graded 'O for Other' have the highest proportion where the experience fell short of expectations. Again this is another area where the future focus is on managing those expectations effectively during the call, wherever possible.

One other data set which highlights how differently graded incidents leave a different recall of the experience in the mind of the caller is shown below in Fig 33. Here people who had been graded S for Scheduled follow up appear to have a much fuller experience and also receive a lot more information.

Figure 33: Experience x Priority Grade



Base: Telephone survey, All respondents with priority code n=596

5.3 Different User Needs – opportunity to segment response

Within the focus group stage of the project it became clear that there were different types of users represented in the groups. Most noticeable were a group we termed “professional” who comprised of people like businessmen; doormen; retail store managers, NHS and Care Workers, RSPCA workers etc? They were regularly in contact with the police because their need to do so was tied up in their jobs:

Table 3: Needs Segments

Type of Professional	Reason for contact
Retail Store Manager	Shoplifting / theft
Doorman	Assault / Drinking Offences / breach of Peace
Businessman	Repeated Burglary
NHS Worker	Disruptive behaviour by patient (Mental Care Issues)
RSPCA	Police to attend for removal of an animal

Similarly we found other groups of users within the focus groups who had a set of similar needs or circumstances which led to police contact. These are laid out below:

Figure 34: Possible User Types



'Good Citizens' were people who were more likely to report suspicious activity or felt compelled to report incidents which occurred in their neighbourhood. Often the incidents were related to suspicious behaviour or concerns. These were not high volume users but most accurately described as public spirited and engaged.

Frequent Users of the 101 service showed a high proportion of Option 2 and 3 type calls as they were most likely to require a specific officer or a custody suite. So people known to the police or professionals involved in the legal or criminal justice process.

The final group were the frequent users who were vulnerable or used the police service as an out of office Social Services.

They grouped together by need and requirement and so the implication may be to tailor the service to deal with specific requirements more efficiently. For example a retail store manager reporting a theft from his shop is likely to require an incident number to report to Head Office or Insurance Company. Their need is non emotional, specific and because it is relatively common they deliver the information they understand will be required such as:

- Unknown to me
- No clear picture via CCTV
- Now away from the scene
- Outline description of clothing and appearance

Figure 35: Need by Different Types of Caller

Professional Capacity Users – Doormen / RSPCA / NHS Workers / Retailers / Legal	'Good Citizen' Relay incidents and suspicions / concerns too	Frequent Users Offender or Require Specific Contact with named officer	Vulnerable Members of Society Surrogate Social Services
<p>Fast Responsive Efficient Easy</p>	<p>Easy Acknowledged Made to feel the call was valued</p>	<p>Accurately get to the right individual Speed of resolution with contact For specific situations they rely on the knowledge of the contact</p>	<p>Sensitivity Acknowledgement Non judgmental Offer Incident / Crime number Looking for a resolution / outcome Use 'right' language Police being used as a 'last resort' and often knowingly so</p>
<p>MATTER OF FACT CONTROLLED</p>	<p>HESITANT CONFUSED HAPHAZARD</p>	<p>FRUSTRATED IMPATIENT PART OF THEIR JOB / LIFE</p>	<p>ANXIOUS CONFUSED SPONTANEOUS</p>

We cannot identify from current data the proportions of callers which fit into these typology clusters but the opportunity provided is to be able to stream calls by an additional step by having another autodial option to identify the professional user and flag this to call handlers so they know what type of call this is before they answer it.

6. Additional Needs for Minority Groups

In order to ensure this review captured feedback from minority impaired groups we conducted a series of depth interviews with organizations who represent the interests of such people. The aim was to understand whether as representatives the agents were aware of any issues from their members regarding contact with the police. In addition we sought to understand how the service may be improved or enhanced through technology or systems development to better support such groups.

6.1 Impairment and Solutions via Enhanced Service

General feedback was positive from the perspective of general support and contact from the police. Most groups we spoke to have a positive relationship with North Yorkshire police and this was enhanced by feedback from their own members.

The role of PCSO and Neighbourhood teams in pinpointing those members of society who had different or special needs was generally seen to be good and positively enhanced:

I get good feedback from a number of our members who may be a little more vulnerable through living alone or being house bound and they say that the combination of community policing and support has improved things for them personally. They now feel safer and have built up a relationship with the officers they see. (Age UK Spokesperson)

There is more of an issue with contact methods and for a significant number of the groups we spoke to the dominance of the telephone in terms of reporting or contacting police caused some issues. The groups involved were:

- Hearing / Deaf groups
- Racial Minority groups representing people who do not have English as a first language
- Mental Health groups where fear of being seen to report incidents is a big barrier to contact

These groups for different reasons found it difficult to speak lucidly and fluently on the phone. When we add stress and anxiety surrounding an incident into the mix, this becomes even harder to achieve and so for many they avoid the situations by not reporting incidents or concerns when they happen.

Awareness of special textphone services was perceived to be low amongst the Hearing impaired groups, although new developments with a signing service via InterpreterNow. This is available via a number of PFA's with Police Scotland and Leicestershire being amongst the first to integrate the service. We understand the Home Office is specifically looking at accessibility options and NHS 111 has recently launched the same InterpreterNow service. (<http://www.interpreternow.co.uk/nhs111/>)

Technology advances were at the forefront of feedback we received and a range of Apps and services now available via smartphone are being supported by help groups who will teach members how to use things on their smartphone or home computer.

In this context, the use of webchat facilities was seen as the biggest opportunity to enhance access to a broad range of groups. Voice recognition was helping visually impaired people reach out digitally; similarly the use of webchat was widely used now by hard of hearing/ deaf and by households where children could act as digital interpreters for elderly non English language speakers. For this group the importance of being able to compose answers rather than being pressured to provide verbal responses was seen as a huge benefit.

Similarly the move to enable contact with Neighbourhood teams via email was seen to be a positive move by NYP in building links with people who may be less mobile, but can request visits or inform on issues they feel are important via their computer.

The sentiment expressed most commonly was about being given a voice and a sense of being included in the police strategy which was important.

6.2 Vulnerability & Need

Amongst the most vulnerable groups where NHS and Social Services remain the major daily outlets, the concern was again raised about the police being used as a surrogate service when those agencies shut down. Many people we have spoken to felt they had no choice in the absence of other support but felt guilty or that it was wrong to place their burdens on the shoulders of the police force which they saw as busy and overstretched. Where multiple calls are made these feelings of guilt and helplessness were compounded, but over time it became their only outlet.

Figure 36: 101 Rating of Current 101 service by the most vulnerable groups

SYSTEM	PEOPLE	PROCESS
<p>✓</p> <p>More often on PAYG Mobile – makes System access harder</p> <p>Easily confused</p> <p>Initially but then familiarity takes over</p> <p>Fewer Dial Options than other services they use</p>	<p>✓</p> <p>Caller seeking sensitive response and someone who will listen</p> <p>CONFLICTS</p> <p>Processing call under time pressure</p> <p>Balance is hard to judge</p>	<p>✓ ?</p> <p>Been listened to</p> <p>If necessary response is deployed</p> <p>PCSO likely outcome & deemed appropriate</p> <p>Process works but also invites future contact</p>

It is clear that 101 for many people who fall into a ‘vulnerable’ classification have fallen into a default of using the police as a surrogate to Social Services. From their perspective they may see this as wrong but that is cancelled by having no other choice at key times such as weekends.

This is a longer term macro impact which requires a bigger and centrally led strategy. However in North Yorkshire like many other police force areas the role of social worker is being added to that of response officer by stealth.

7. Appendix I

7.1 Online Survey Approach

The online survey looked at awareness and understanding of the police 101 non-emergency number, expectations of service and expectations around contact methods. Non-emergency contact covers a broad range of crime, incidents and general sharing of intelligence. The questionnaire therefore needed to reflect this breadth when it came to understanding how the new ideas for contact might be used and what the different expectations are of the service in terms of what would happen during that initial contact.

11 different scenarios were used for assessing the different contact methods put forward by NYP and 9 different scenarios were used to understand expectations of the service. Details of the scenarios and how they were used can be found in the embedded questionnaire below.



First Contact
Online Questionnai

7.2 Telephone Survey Approach

The sample of respondents was drawn from people who had contacted NYP to report a non-emergency incident, crime or concern between the beginning of June and the end of August 2015. Non-emergency was defined as people whose reports were classified as P, S or O by NYP. The sample also had any sensitive cases removed (e.g. cases of a violent or sexual nature or cases where the person reporting was known to be vulnerable) and cases where the person reporting was doing so on behalf of a large business or organization (e.g. retail multiples, pubs, nightclubs etc.)

The questionnaire for the telephone survey is embedded below.



First Contact User
Experience Telephor