National Workforce Modernisation Programme
Toolkit

Toolkit Introduction

The National Workforce Modernisation Programme aims to increase police productivity through a cohesive and structured approach to police reform designed to improve efficiency and provide enhanced value for money.

This programme has taken learning and good practice from past and current modernisation initiatives, as well as private industry, to develop a methodology which is described within the Toolkit.

This Toolkit specifies an integrated approach to the reform of business processes and workforce development. It consists of sections outlining the key elements involved in planned, researched and methodical workforce modernisation. The sections provide a useful guide for the leaders of change, from early stages of decision-making through to successful project implementation.

The publication of the original NPWFM toolkit v3 sought to provide guidance for the forces engaged in the demonstration site programme to ensure consistency which would in turn allow meaningful evaluation of the improvement methodology underpinning the approach.

With the publication of the Home Office appointed evaluators interim report in March 2009 it is clear that the valuable lessons learned by these trailblazers should be captured. In addition project teams, evaluators, consultants and other stakeholders have been invited to submit observations and suggested refinements to capture the growing level of expertise within this field, and help to avoid ‘reinventing the wheel’.

The key changes in this revised version (V4.1) relate to developments in the field of process modelling where there is widespread agreement of techniques and notation – by adopting these into the toolkit the development of a common ‘language’ of modernisation becomes possible. The experiences of forces have been incorporated to provide practical illustration of key points, as has the inclusion of example documents.

Clearly much progress has been made over the past 18 months, and all contributing forces, individuals and organisations are thanked for their assistance.

Derek Mann
Chief Superintendent
Director of the National Workforce Modernisation Programme
The Toolkit

Section 1
Methodology

Provides detailed description of the methodologies, techniques and supporting tools that must be used in order to produce a viable business case for the reform of business processes and workforce development. The section also outlines the need for an evaluation process to assist in determining success.

Section 2
Programme Management

Outlines the programme management structure and governance arrangements required.

Section 3
Leading Change – Communications and Stakeholder Management

Offers guidance for creating a communication strategy and managing stakeholders through a change process.

Section 4
Human Resources

Outlines the role of Human Resources (HR) in shaping a new workforce. It highlights the significant HR workload created by the change programme and the input required when business processes are being re-designed.

Section 5
Implementation

Provides guidance on preparing for implementation and offers lessons from previous and current sites.
Section 1
Methodology

Visual Representation of the Methodology

STEP ONE
Process Modelling

STEP TWO
Matching skills and powers to tasks and task bundling

STEP THREE
Risk Management

STEP FOUR
Business Case

Process Savings

Refine Model

Resource Savings

Test Business Case

[Diagram showing steps and connections]
1 Business process modelling

This section provides a high level overview of the business process modelling methodology that is Step One in the Workforce Modernisation methodology.

1.1 Introduction

Modelling business processes is a core technique within many performance improvement initiatives. It allows a detailed understanding of an organisation’s operational strengths and weaknesses to be developed. Within this section of the WFM Toolkit we draw on the experience of the consulting team who have worked alongside the WFM demonstration sites. This support has ranged from the delivery of business process modelling training through to assistance in process mapping, volumetric analysis and business case development.

Within the remainder of this introductory section we provide the definition of a process, outline the three core stages that business process modelling follows, highlight the benefits and challenges from the approach we are recommending before concluding with a set of six principles to consider when performing business process modelling.

1.2 Defining a process

In the simplest of terms a process is a structured, measurable set of activities. For the purposes of WFM and the range of policing processes that can be reviewed, there are key conditions that every process adheres to:

- A process has a **beginning** and an **end**. There is a reason for a process to be triggered, such as a point in time being reached (e.g. a shift starting) or an event occurring (e.g. an emergency call being received). Equally there is a clear and unambiguous point that is reached when a process ends.
- A process details a **specific ordering** of work activities. There is clarity about what activities are performed and the order in which they are undertaken.
- A process has clearly defined **inputs** and **outputs**. Processes take the inputs they start with (be that material, information or people’s effort) and transform them so that an output is created.
- It has participants, including those performing the process tasks and one or more **suppliers** and one or more **customers**. Suppliers typically provide the processes inputs and customers receive the processes outputs.

Within large processes it is sometimes difficult to clearly identify each of these conditions which can present a challenge when starting to create a process map. For example:

- There may be a variety of perceived start and end points.
- The order in which activities are started or completed may be ambiguous.
- An output or customer from one part of the process may become the input or supplier to a subsequent part of the process.
Large processes can frequently be broken down into smaller processes each with their own set of specific conditions. Within Section 2 we explore in greater detail how to approach the modelling of large processes.

### 1.3 The three stages of business process modelling

Our approach to business process modelling is broken into three stages; process mapping, process evaluation and process improvement. Figure 1 summarises for each stage the objectives required, the tools used and the planned outputs.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Tools</th>
<th>Output</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stage 1: Process mapping</td>
<td>To understand and document the current process</td>
<td>Process mapping by observation or workshops, Business Process Modelling Notation (BPMN)</td>
</tr>
<tr>
<td>Stage 2: Process evaluation</td>
<td>To identify the cost, efficiency and performance of the current process</td>
<td>Volumetric analysis, Other modelling tools and techniques</td>
</tr>
<tr>
<td>Stage 3: Process improvement</td>
<td>To improve the cost, efficiency and/or performance of the current process</td>
<td>Value analysis, Process reengineering</td>
</tr>
</tbody>
</table>

**Figure 1 - The three stages of business process modelling**

### 1.4 The benefits of business process modelling

The process map created in Stage 1 provides a visual display of the activities that a process follows. This can be easily documented and shared with those who perform the process or the suppliers or customers of the process. Sharing process maps amongst stakeholder’s means that they can validate and sign off that the process map represents the current process. The clarity of the output created and level of involvement and agreement by participants ensures that the “as is” state is correct and is a significant enabler to taking process modelling into the subsequent stages.

The process map shows the relationship between activities within a process and the interfaces with other processes (for example communication or the exchange of information between two processes). A natural outcome of the process mapping stage is that you start to identify areas of the process that can be easily improved, and although this will need validating and testing, identifying and implementing these “quick wins” at an early stage can produce small improvements that provide an incentive to continue with greater change.
Process evaluation directly measures the value of a process. This can provide considerable insight about problems such as delays and unknown effort or costs which help to inform improvements.

The first two stages ensure that areas for process improvement can be identified and that existing problems and shortcomings aren’t duplicated within new processes. Considering how the new process will look, and sharing that vision with participants and stakeholders, facilitates implementation planning and management of change.

1.5 The challenges of business process modelling

There are a range of challenges that can reduce the effectiveness of business process modelling.

- Staff can be sceptical and resistant to change. This can be especially prevalent if aspects of the methodology are seen as a ‘management fad’ or a ‘time and motion study’.
- Forces may not have sufficient “in house” expertise to undertake process modelling and may have to consider employing external consultants to undertake the modelling.
- A lack of understanding of the business processes being evaluated can lead to inappropriate options for improvement. Be sure to understand your processes and validate this understanding with the officers and staff carrying out the work.
- Once improvement options have been identified, a lack of ownership of the actions arising can lead to a less effective implementation. Similarly, lack of available resources to implement the changes that are selected can mean that the change is implemented inappropriately and/or unsuccessfully.
- All options for improvement should be assessed for their impact on the entire force. Implementing improvement at a departmental level without consideration for the system implications can lead to a disjointed system or will simply move the same issue somewhere else within the organisation.
- If the project’s objectives or any initial success is not communicated then momentum can be lost. Be sure to communicate success to all areas of the departments or functions affected by the change in order to maintain impetus.

1.6 Our principles

The following six core principles should be considered when undertaking business process modelling. These do not describe the steps required to develop a process model, but provide a guide to the way in which our consultants have worked with demonstration sites.

1. Process modelling should be based on **pragmatism** rather than adhering to a textbook; a process model is a means to an end, not an end in itself.

2. The process should be viewed from the **customer’s perspective** and reflect their needs and expectations.
3. The **whole process** should be considered and the impact of any changes elsewhere in the organisation should be assessed.

4. “As is” modelling should take place in the operational environment, with a particular emphasis on listening to front line staff and observing the actual process. This helps to:
   - Establish rapport and trust with stakeholders and staff.
   - Witness what **actually** happens (as opposed to what **should** happen).
   - Understand the process from start to finish.
   - Identify issues through both observation and anecdote.
   - Observe interruptions, busy periods and downtime.
   - Observe interactions and handovers between staff as these are a typical areas for wasted time and poor information management.
   - Facilitate questions and ideas.

5. **Stakeholder buy-in** is critical. **Avoid moving to solution development** until the current state has been validated with stakeholders and staff.

6. There are **no stupid suggestions or questions**; adhering to this principle is important if new ideas are going to be generated.

Many of these principles do not require additional tasks to be performed (or effort to be committed), but affect the way in which a project is undertaken. In our view, ignoring these principles can lead to unintended consequences and unsustainable solutions.
2 Process mapping - determining the current process (Stage 1)

This section describes the tools and techniques used in Stage 1 of the business process modelling methodology.

2.1 Introduction

Before making a change to a business process it is essential to understand how the process currently works. To develop an understanding of the current process there are a range of tools and techniques that can be used to determine how the process works (process mapping) and document the process so that it can be widely understood (business process modelling notation). This section explores those tools and techniques.

2.2 Capturing a process

A process map shows the activities within a process, characterises the relationship between these activities and defines the roles that perform each activity. It can also be used to show the interfaces with other processes in an organisation.

The process map should illustrate:

- The tasks contained within the process and the order or sequence in which these tasks take place.
- The inputs into and the outputs from the process.
- The flow of people, materials and information.
- The decisions that need to be made within the process.

As highlighted in Section 1.2 large scale processes can frequently be broken down into a number of smaller, more focused process maps. An approach often taken is to develop a macro level map that provides a high level description of a process and then select the areas of focus from within that map to develop further as micro level maps that detail each individual task within the process.
It is important that the level of detail included in the map is sufficient to meet the objectives of the exercise. A high level view of the entire process allows participants to see the big picture and acknowledges that you, as a process mapper, are not ignoring certain aspects. This can be followed by focusing in detail on the relevant elements of the process that are within the scope of your process improvement work.

When developing a process map of the current operation it is important to determine the purpose of the map.

- A ‘should be’ process map documents what is meant to happen in a process and is typically developed away from the operation. It can be built by following documented policies, procedures and guidance.
- An ‘as is’ process map documents what actually happens in the operation. It is crucial that the staff who execute the process are included in its development.

If there is insufficient time to develop the two current state maps then the priority is to focus on developing the ‘as is’ process map. The ‘as is’ map reflects the true cost of the process, it helps to identify inappropriate practices and practical improvements but most importantly, it is the ‘as is’ process that will be changed and therefore it is crucial to understand what you are changing.
However, developing a ‘should be’ and an ‘as is’ process map can provide a lot of insight into the issues that are faced within the operation and often there are low cost and risk free options available to tackle these issues immediately.

The ‘as is’ process map can be used as a basis for developing a future process as it will help guard against duplicating the problems of the current operation in the future, ‘to be’ operation.

2.3 Three steps to delivery of an ‘as is’ process map

We recommend that the following three steps are followed in order to deliver a robust process map that describes that current state of an operation.

2.3.1 Observation

Spending time observing the process in action is critical to understanding the way in which it actually works. By observing the process you identify the differences between the ‘should be’ map and the way in which the process is actually performed. This can be enlightening, especially for managers and senior officers who may not spend much time at the front line of the operation. Often ‘as is’ processes offer improvements over the ‘should be’ method; frequently they account for nuances within the working environment that weren’t appreciated or in existence at the time of the ‘should be’ maps creation. Because of this it is important to acknowledge that a divergent ‘as is’ map is not “wrong” or in need of fixing, but the differences need to be identified and the reason for the differences understood.

When observing the process there is great benefit gained from “walking the process” from start to finish, observing what happens and within what timescales. It is important to interact with the staff that perform the activities; it allows you to confirm specific aspects and ensures that you capture subtleties that may not be immediately apparent. However, make it clear that you are observing the process and not assessing the performance of the staff.

Observing the process at different times allows you to identify the variations that occur during peaks and troughs of activities and the way in which the process changes when different people perform the tasks. In addition, observing the process on a number of occasions ensures that you view a representative sample. For example, in a custody suite the level of activity, and potentially the process followed, will differ between midday on a Monday and 11pm on a Friday.

In order to support the process evaluation stage, capture data about the process during observation, such as the frequency that the process is repeated or the time taken to complete tasks. This can provide a quick snapshot of the likely volumes associated with the process as well as an indication of some of the challenges that a full data collection exercise could encounter.

The benefits of observing a process are that it helps you to:

- Witness what actually happens as opposed to what should happen.
- Establish rapport and trust with the stakeholders and staff you work with.
• Identify issues through both observation (by witnessing inefficiency) and anecdote (e.g. “it’s working fine today, but come the weekend when it’s busy we get all sorts of problems”).
• Observe interruptions.
• Observe both busy periods and downtime.
• Observe interactions and handovers between staff.

Although there are strong merits to observing the process there are also disadvantages, for example, it can be time intensive and therefore costly to spend time observing how activities are performed. Any time spent observing a process will benefit the process mapping outcome and you must be aware of the conditions that can significantly affect the process; spending only a brief amount of time performing observation means you are less likely to observe the conditions that occur infrequently but drastically change the way in which the process works.

2.3.2 Consultation and workshops

You should always take the opportunity to consult the people involved in the process. This ensures that you are able to develop an understanding of the process from the perspective of those closest to it. The participants to consult can include:
• those operating the process;
• those who provide an input to the process; and
• the customers of the process.

It is important to involve staff from across the operation and from different levels within the organisation when developing process maps. Front line staff will probably have a different point of view to the supervisors and managers as to the challenges and opportunities that exist within the operation.

An often used approach to developing a process map with a wide range of participants is a workshop. Workshops can be a flexible and effective method to generate understanding of an operation, identify the range of ways in which groups of staff work (for example across different shifts or sites), determine potential solutions for issues that are raised as well as engaging with the staff and involving them in the change programme.

What is a brown paper workshop?

One technique to capture a process map in a workshop is to use brown paper. This is where a roll of brown paper is stuck up on a wall and ‘post-it’ notes are stuck onto the brown paper to represent the information discussed in the workshop (see Figure 3 below).

![Brown paper workshop image]
The benefits of this method include:
- The map being captured is easily visible to all participants, ensuring they are all clear about what is being recorded.
- Brown paper is ideal for taking the produced map from the workshop environment so that it can be subsequently captured.
- Post it notes can be easily moved as the process discussion evolves.
- As such, sessions are typically very interactive and all participants generate a degree of ownership of the outcome.

If you are running a brown paper workshop the following materials are typically used:
- brown paper (flip chart sheets can work as an alternative, but most processes will require many sheets, which means joining sheets together and ordering them correctly at the end of the workshop);
- Blu-Tack;
- post it notes (of varying colours);
- marker pens (they are much easier to read than biros);
- Sellotape (in order to stick the post it notes down at the end of the session)

The following are some tips that can help deliver successful workshops:

- Clearly establish who needs to attend. Where appropriate seek advice on who would be appropriate to attend – a mixture of experience and roles within the process will ensure a range of input.
- Use a facilitator. Ideally, this will be an individual who has no stake in the subject being covered, although that does not mean they will not have prior knowledge of the process. Try to avoid selecting the senior officer or manager of the function under review as this may discourage participants to fully engage with the session and could introduce bias into the manner in which the process is recorded. See the section Facilitating a process mapping workshop for further details about facilitation.
- Ensure all participants know the background and context for the workshop, and the intended outcomes. Making sure that the participants, as well as the facilitator, clearly understand the scope of the process being reviewed (i.e. starting from this task or event happening and ending when this point is reached) in advance of the workshop allows them to consider it in advance and know what areas they are expected to cover.
- Explain the agenda and process of the workshop and the role of the facilitator to all participants.
- Invite participants to make a statement about what they would like to see achieved from the workshop.
- Encourage all participants to voice their opinion. The best ideas often come from the unlikeliest sources.
- Disagreement about how the function is performed or completed is OK. It is likely that different people perform the same function differently; that in itself is a significant finding. Try to capture both perspectives and get separate agreement. When moderating disagreements agree to “park” irresolvable issues and return to these when convenient.
- The facilitator should invite questions from participants about what is being stated and captured as well as ask their own questions in order to get to the required level of detail and understanding. Make sure that attendees understand that the steady stream of questions is not an attempt to trick or
humiliate them. Sometimes participants get frustrated when every answer they provide is greeted with another question.

- Let attendees know that not being able to answer every question is OK. In a workshop it is inevitable that a question will be asked that no one can answer off the top of their heads. Noting this, and determining how to investigate the issue further, is a suitable outcome and avoids delaying the workshop.

- Agree with participants what the process looks at a high level and what its interdependencies are with other processes. This helps to get agreement about the “birds eye view” of the process before diving into detail.

- With complex processes, and having performed the above step, identify one stream of activity and map it start to finish before moving to the next stream. Experience has shown that participants may become confused when trying to understand and document several different flows simultaneously. By choosing one and taking it from start to finish, similarities and differences can more readily be identified, and the workshop more easily controlled. The group typically will need to be reminded of this several times.

- At the end of the workshop, clarify the outcomes from the workshop and agree upon future actions, including addressing parked issues and unanswered questions.

- Write up the workshop and distribute this to the participants as soon as possible. The facilitator should not try to capture the map electronically during the workshop as this distracts them from their core role, although a member of the change project team could take on this task.

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### Facilitating a process mapping workshop

The role of facilitator within a workshop environment is critical to ensuring that the desired outcomes are reached. There are key tasks that a facilitator (and their team) must focus on during a workshop as well as specific characteristics that a good facilitator possesses.

**The facilitator’s tasks include:**

- Monitoring the agenda in order to keep to time.
- Managing the environment in order to keep participants comfortable and engaged; this includes the physical environment (temperature, sufficient breaks etc.) as well as the emotional environment (e.g. tension between participants).
- Helping participants understand different points of view.
- Establishing a common terminology and notation.
- Promoting participation by all.
- Capturing the process map, ensuring it is recorded accurately (ideally by using an additional resource as “scribe” so that the facilitator can focus on the attendees whilst the scribe focuses on the map) and seeking agreement from the participants that what has been captured is accurate.
- Noting unresolved issues and agreeing how these will be taken forward.
- Questioning why and how things are done to develop greater insight.

**The characteristics of a good facilitator include:**

- Being substantially neutral to the content of the workshop discussions
- Focused on delivering the desired outcome
- Encouraging collaborative decision-making
- Being adept at managing conflict and resistance
- Seeing their role less as inside expert and more as independent assistant
Workshops, and the process maps developed within them, are a fact gathering exercise and as such all ideas are potentially good ideas that need consideration. No value judgements are made while the workshop is in progress and at this stage it is acceptable for participants to disagree on their interpretation of a process. Process mapping, due to the forum in which it is created and the subsequent validation that is required, is an iterative process and this needs to be understood by participants and “clients”.

It is important to strike a balance between observation and workshops. Over reliance on the former excludes staff input to the process map whilst over reliance on the latter runs the risk of the process map accounting for the grievances of staff or the strengths and weaknesses perceived by the most vocal contributors. With our consulting partners we recommend using observation as a means of developing a draft of a process map and a workshop as a method of expanding on the draft and as an initial stage in validating the developed map.

2.3.3 Validating

It is important to validate the process map generated as part of the previous two stages. This ensures that you have accurately captured the “as is” state, ideally with confirmation of this from the process owner or senior stakeholder. Without this approval, taking forward the subsequent stages (evaluation and re-engineering) can not be done with any degree of assurance.

Validate the maps created with those who are involved in the process. Receive confirmation from those previously involved in the observation, consultation and workshop steps that you have correctly captured their comments and input. Seek buy-in and assurance from those not able to be involved in the process mapping activities; their fresh perspective might identify gaps or alternatives. As suggested above, securing sign-off from the process owner or senior stakeholder ensures an appropriate level of approval.

When validating the process map you need to ask questions such as:

- Have we captured the current process correctly?
- Are any activities or roles missing?
- Is the information provided adequate, does it go to the required level of detail that will support evaluation and help to identify improvements?

Having gone through an initial validation step there will probably be a need to further refine, review and improve the process map based upon feedback.

2.4 Documenting a process

2.4.1 Using Business Process Modelling Notation

In order to develop the process map you have created through observation and consultation and workshop it is often highly beneficial to capture the map electronically. This has the benefit of making the map easier to share with participants and stakeholders as well as ensuring the physical map you created (which is at risk of being damaged or lost) is stored as a more permanent record.
There is a range of software applications that can be used to record process maps and we have chosen not to recommend any one specific application. However, we are promoting that Business Process Modelling Notation (BPMN) as the common graphical representation used for all process maps. The reason for recommending BPMN is to provide a notation that is readily understandable by all users, from the analysts that create the initial drafts of the processes, to the project staff responsible for implementing the processes, and finally, to the employees who will complete, manage and monitor those processes. The benefit of using just one, consistent set of mapping symbols across all WFM projects is that all project teams will be talking in the same “language” which will allow “as is” and “to be” process maps to be effectively shared with questions being raised about the contents of each map rather than what each symbol means.

The use of BPMN can contribute to the success of any process re-engineering programme. To achieve this, a shared understanding of the various BPMN symbols and their subsequent application is required. The remainder of this section provides an overview of the BPMN principles. Further details can be found in Annex B – Business Process Modelling Notation.

BPMN has a set of discrete components that are summarised in the remainder of this section. The components are:

- Pools and Lanes
- Flow Objects, that include Events, Activities and Gateways
- Connectors, specifically Sequence Flows

2.4.2 Pools and Lanes

Common to every BPMN process map are Pools and Lanes. These components are used to contain the process map and partition and organize its contents. Every process map contains at least one Pool. The Pool represents a discrete process and is used to contain the group of participants in the process. If your process map contains more than one process, for example to show the interdependencies between two processes, then a Pool is required for each. Often you may have little opportunity to re-engineer anything other than the process within scope, but acknowledging the existence of other processes completes your map in a holistic fashion and you can not be accused of overlooking a key contributor. Within Appendix A we discuss the use of “Black Box” Pools that can be used to simplify the inclusion of Pools beyond the process within the scope of your work.

A Pool contains one or more Lanes, and each Lane corresponds to a distinct role or resource within the function (and not to specific people).

Figure 4 (next page) shows an example of Pool and Lanes. In practical terms, the Pool is typically the boundary of your brown paper or software window. Pools can be drawn horizontally or vertically, the direction is dependent on the space available to you, but draw your Pools and Lanes to fill the entire area available to you.
2.4.3 Events

Events are used to indicate and describe something that happens during the course of a business process that does not require any effort or activity from the roles within the process. Each process will have one, and only one, **Start Event** that shows how the process starts, at least one **End Event** (that describes the circumstances that lead to the process finishing) and any number of **Intermediate Events**. The Intermediate Event indicates where something occurs at any point between the start and end of a process. It will affect the flow of the process, but will not start or (directly) terminate the process. Figure 5 below shows how each type of Event is symbolised.

![Start Intermediate End](image)

*Figure 5 - The three types of Event*

2.4.4 Activities

An Activity is a generic term for work or tasks performed during a process. As such it requires a role or resource to perform the activity, has a duration associated with it and in many cases consumes effort or incurs cost. If you have followed the suggested approach described earlier in this section and created a macro level process map you will have grouped Activities at a high level. As you move to a micro level view of the process, grouped Activities can be broken down into their constituent parts. The strength of BPMN is that the same symbol is used regardless of the granularity of the process being documented (although Appendix A describes certain annotations that can be added to Activity symbols). Figure 6 shows how an Activity is represented within BPMN.

![Activity](image)

*Figure 6 – An Activity*
2.4.5 Gateways

A Gateway is used to represent divergence and convergence within a process. Gateways are used to identify decisions where, based upon the decision reached, the process will go in only one direction. Gateways are also used to indicate where the process splits so that parallel streams of activity can take place as well as where processes subsequently merge to a single, common path. A diamond is used to represent a Gateway.

![Figure 7 – A Gateway](image)

2.4.6 Connectors

Each of the Flow Objects within a process map are joined together by Connectors to create the basic structure of a business process. The most frequently used Connector is a Sequence Flow, which shows the order in which activities are performed in a process and is represented by a solid headed arrow. Events and Activities can only have one Sequence Flow as an outcome. Gateways, because they are used to signify divergence can have multiple Sequence Flows passing from them.

![Figure 8 – A Sequence Flow](image)

2.4.7 BPMN in practice

Figure 9 below demonstrates each of these Flow Objects within a simple process map. As shown in the diagram the use of appropriate text to annotate the process map has helped provide an additional level of clarity. Appendix A contains further detail about the various subsets of the Flow Objects that are available to a BPMN modeller.

![Figure 9 - Demonstrating Flow Objects in a simple process](image)
BPMN is a useful and flexible tool and as **Appendix A** describes has a range of extensions to the common set of symbols described in this section. However, it is possible and practical to create all of your process maps by using the symbols contained within this section, along with appropriate annotations. The extended notation should only be used if it adds further clarity to the process map.

**Appendix B** contains a selection of process maps created by the WFM demonstration sites. These demonstrate how BPMN has been used in a practical setting.
3 Process evaluation - measuring the current process (Stage 2)

This section describes how the process captured in Stage 1 can be accurately measured in order to determine the baseline cost and effort of the process.

3.1 Introduction

To make an informed change to a business process it is essential to know how well the current process performs. Without this baseline information it is not possible to determine with any accuracy what benefits the new process will deliver. To gain this knowledge we recommend a technique called volumetric analysis, which we discuss further in this section. We also provide an indication of the data required for volumetric analysis and how to ensure this information is effectively captured.

Volumetric analysis is the technique that measures the volume, frequency and duration of the various activities that are completed as part of a process. It also requires the roles and resources performing each activity to be determined so that a cost can be applied to each activity and to the process as a whole.

Volumetric analysis allows you to:

- Understand the workload and cost of each activity.
- Establish the overall workload associated with a process.
- Identify low utilisation and therefore available capacity.
- Uncover opportunities for improvement.
- Evaluate the costs and benefits of potential improvements, when repeated in the process improvement stage.

By following a set of simple formula the cost of each activity, the total cost of the process, the effort and utilisation of the participants and the overall duration of the process can be calculated.

3.2 Performing volumetric analysis

Having completed the previous stage of the methodology you will have a process map that identifies:

- The roles and resources performing the process (captured in the map’s Lanes).
- Each of the tasks completed (identified by the map’s Activities).
- The decisions within the process that affect the path taken and therefore the frequency that Activities occur (reflected in the map’s Gateways).

With this information recorded the next steps are to determine:

- The length of time it takes to complete each task.
- The frequency or percentage of times that each task is completed.
The cost associated with each role and resource that can include salary, overheads and running costs. As part of the analysis this information will need to be scaled appropriately. For example, if you are recording activities that last minutes then calculating the cost per minute for each role is appropriate.

- The frequency and length of any delays and queues and an understanding of the errors that require tasks to be repeated.
- The number of times the process is completed within a set period, for example, per shift.

The above information will provide the effort and cost of a single instance of the process. Knowing the overall workload allows the cost per day, month or year to be calculated and the savings introduced to the process in the next stage can be reported at an annual level.

To complete these steps you will have to capture sufficiently representative data from a range of sources. The following section focuses on the ways in which this can be accomplished.

### 3.3 Capturing data effectively

When undertaking data collection it is important to address the following questions:

- What are you trying to measure?
- What type of data do you require?
- Where is the data going to come from?
- How can this data be collected?
- How good is the data?

Considering each of these aspects in advance of collecting any data will result in a more efficient exercise. Whilst observing the process during the mapping stage you may have had the opportunity to collect certain data points. At the very least observing the process will help you answer the above questions.

![Figure 10 - The five data gathering steps](image)

#### 3.3.1 Select what to measure

This step will be partly informed by the process map you have created. The map identifies the roles involved in the process, the activities complete by each role and, through the use of Gateways, the frequency that each activity occurs. The cost of the roles working on the process will need to be understood. To report benefits and
savings at an annualised level will require you to capture the number of times the
process is completed within the course of a year.

3.3.2 Define data requirements

Having determined the roles and activities that you need to measure you need to
have clear definitions that specify precisely what information is required. Define the
data requirements clearly to ensure that you get what you need rather than what the
person providing the data thinks that you need. For example, to measure the
duration of an activity you need to understand the exact point at which the activity
starts and finishes and explicitly state this. This ensures that when the timings of this
activity are captured repeatedly it can also be performed consistently.

Figure 11 below demonstrates that for the overall measure Booking-in costs per
detainee there are three constituent data points. Each of these will need explicit
definitions to be provided in order that they can be captured consistently.

3.3.3 Identify data sources

In order to capture each set of data you will inevitably need to use a range of
different data sources. This may include information from IT systems, paper records,
to interviews with those who work in the process or through observing the process
yourself. Each of these data sources has certain advantages and disadvantages. For
example, using information from IT systems may prove to be a relatively quick and
easy method of capturing data but may not provide the exact information you require
or maybe out of date and therefore not representative of the current process. If this is
the case, you may need to apply certain assumptions to the information. Conversely,
capturing information through observing the process will ensure that you are able to
meet your exact data definition and will represent the process under consideration
but the cost and effort required to obtain a representative sample may be high.

When identifying potential data sources it is important to consider the following
criteria:

- Availability
- Cost
- Time required
- Effort required
- How up to date does the data need to be?
In certain circumstances you may find that data is unavailable; for example, it may never have been captured historically and it may be prohibitively expensive to capture it through observation. If this is the case you may need to make assumptions either about durations or frequencies. It is important to document and validate these assumptions where possible.

3.3.4 Collect data

The method by which you collect data will be highly dependent on the data source. Information from IT systems is likely to be provided electronically, whilst information collected from paper records or through observation will be manually recorded and transcribed. For the latter case it is important to create data capture templates that are easy to use and allows you to capture the precise information that is outlined in your data definition.

Appendix C contains an example template that can be used to co-ordinate data collection.

3.3.5 Assess data quality

Once you have successfully captured the data you require it is important that this information is critically assessed to ensure that the data is representative, reliable and accurate. This assessment should be done by yourself, those who participate in the process and stakeholders. There are a range of elements to consider when performing this assessment that include:

- **Accuracy** – how close to the true value is the data that’s been collected? For example are you 95% confident that the information is correct?
- **Sample size and bias** – is the information you have collected representative of the scale and variability of the function and has it accounted for the elements that will lead to variances within the data such as time of day/day of week or the experience/skills of participants?
- **Reliability** – is the data likely to be consistent with changes in trends, or other, external changes to procedures and policies. For example, will the rate of gun crime now still be the same rate in 2 years time? And does that answer change if it is perceived that organised crime groups are likely to increase activity in this period of time or if the force is about to launch a gun amnesty?
- **Robustness** – how consistent is the data? For example, is the quality of all of the data the same and are units of measurement, such as minutes and hours, the same?
- **Seasonality** – does the data have any hidden trends, such as there being more low level violent crimes over the Christmas period that lead to backlogs in custody suites?
- **Validity** – is the data fit-for-purpose; does the data match the original definition?
3.4 Calculating volumetric analysis outputs

Having captured a representative sample of data you will now have to perform a level of analysis upon it. The analysis you perform will be dependent upon the output you require, which will be specific to the process under consideration. However, certain key outputs include:

- **Cost of process** – both the cost of completing one ‘cycle’ of the process as well as the cost of the process at day, month or year level.
- **Utilisation** – the proportion of each resource or role being used by the process under review.
- **Elapsed time** – the overall time to complete the process or the time between certain activities.

The remainder of this section summarises how this output is calculated.

### 3.4.1 Cost of process

To calculate the cost of a single cycle of the process requires the two pieces of information to be known:

- The amount of time spent on each activity by each role - \( \text{Time}^{\text{role} - n} \)
- The cost of each role - \( \text{Cost}^{\text{role} - n} \)

Then for each role multiply the two pieces of information together and add each multiple together:

\[
(\text{Time}^{\text{role} - 1} \times \text{Cost}^{\text{role} - 1}) + (\text{Time}^{\text{role} - 2} \times \text{Cost}^{\text{role} - 2}) + (\text{Time}^{\text{role} - 3} \times \text{Cost}^{\text{role} - 3}) = \text{Process cost}
\]

To then calculate the cost of the process for a set length of time, for example the annual cost of the process, you need to know how many times the process is completed. Multiply that number by the process cost to determine the periodic cost.

\[
\text{Process cost} \times \text{Number of time process completed within period} = \text{Periodic process cost}
\]

An important consideration when calculating the cost of the process is that any delays that don’t commit a resource do not incur a cost. For example, a constable queuing at a custody reception desk until a custody sergeant is free or waiting to see a charging lawyer incurs a cost to the process. However, the delay in a stop and search form being processed (because of a back log in the system) does not have a cost associated with it.

### 3.4.2 Utilisation

Utilisation is a calculation to show the percentage of available role or resource consumed by a process and requires the total amount of time spent by a resource on the process for a given duration to be divided by the total amount of available time the resource has over the same duration. Therefore if an individual spends six hours of a seven hour shift working on runs of the same process their utilisation is 86%.
3.4.3 Elapsed time

Calculating the overall time that a process takes to complete is done by summing the duration of each individual activity, except for those activities that are performed concurrently by different roles. For activities that are performed concurrently by different roles you determine which takes the longest period of time and only include those within the calculations. This is best explained with an example. In Figure 12 the process starts with Role 1 completing a five minute activity. Following the And Gateway Role 1 performs two three minute activities whilst Role 2 completes a four minute activity. The final activity of the process sees Role 2 complete a nine minute activity.

Within this example the elapsed time is calculated as:

\[ 5 \text{ minutes} + 3 \text{ minutes} + 3 \text{ minutes} + 9 \text{ minutes} = 20 \text{ minutes} \]

The four minute activity performed by Role 2 is excluded from the elapsed time calculation because it is performed at the same time as the two three minute activities completed by Role 1.

3.5 Limitations of volumetric analysis

The appropriate use of volumetric analysis will enable forces to determine staffing levels for many processes. By taking into consideration the full range of demands placed on each role, the level of variability in these demands, and the degree of urgency with which these demands must be met, these techniques should enable forces to establish appropriate staffing levels for most roles.

However, volumetric analysis will be insufficient to determine resilient staffing levels for processes with highly variable and relatively urgent demands. Such processes will include, though not necessarily be limited to, call handling, response policing and custody.

In these cases, the nature of the demand means that volumetric analysis, typically based on average demand levels, will fail to allow for peaks in workload that can pose operational risk if there are insufficient numbers of skilled staff on duty to deal with the demands.

Simulation modelling is a technique that enables analysis of real-life systems and processes, providing genuine insight and enabling the impact of potentially risky and
costly future changes to be tested prior to being implemented. Simulation is particularly useful anywhere where an organisation or function must respond to demand in a timely and efficient manner, particularly when those volumes can fluctuate unpredictably.

As described earlier in this section volumetric analysis is focussed upon the quantitative assessment of the process (i.e. the cost or duration of the process). What it fails to consider is the qualitative value that the process delivers. This is very hard to identify and capture. In the following section we explore techniques that can help derive the value of the process.
4  Process improvement (Stage 3)

This section describes the methods that can be used to identify improvements in the process, how these improvements can be assessed against the existing process and proposes how the new process can be taken towards implementation.

4.1  Introduction

With an understanding of the “as is” process, both in terms of the tasks and roles involved in the process (developed in the process mapping stage) and the metrics associated with the process such as cost, effort and duration (developed in the volumetric analysis stage) it is now possible to develop, and test, improvements to the process. The work completed in the previous two stages will inevitably lead to some improvements being identified. This section summarises further techniques that can be used to improve the existing process.

4.2  Developing feedback from process observations and consultation and workshops

Whilst observing the process and interacting with those who participate in the process you will have inevitably identified a range of improvement opportunities. It is important to document these at the time but to also, where possible, have these improvements validated or challenged by participants and stakeholders.

Further robust testing of these potential improvements can be performed as part of “to be” process mapping and volumetric analysis. However, if there is an opportunity to trial small changes to the process that have very straightforward resolutions in a “live” environment then try to do so. Consider the following questions when assessing the suitability of trialling any changes:

- Is there an operational risk associated with the changes?
- Is there any (or minimal) cost to trialling the changes?
- Will the changes have a negative impact on any other element of the operation?
- Will it impact directly on stakeholders not involved in the changes?
- Is there anything stopping me from implementing the changes, such as staff resistance or stakeholder buy-in?

If the answer is ‘No’ to all of these questions then implement the change. This demonstrates to the staff that have been supporting you that your project is about improving aspects of their work. Delivering quick wins can lead to considerable buy-in from staff when you make changes in the future.

4.3  Interpreting “as is” process maps and volumetric analysis

Having completed the mapping and volumetric analysis of the “as is” process you need to test and challenge certain aspects of the process. Some questions that you might ask include:
<table>
<thead>
<tr>
<th>Question</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Can any activities be eliminated?</td>
<td>Are there activities that are performed more than once within the process (either by two or more separate roles or by the same role on more than one occasion)? Are there any activities that are inherently wasteful, such as duplication of information or repeated quality checking?</td>
</tr>
<tr>
<td>Can any activities be shortened?</td>
<td>Are there any areas in the process that have delays or waits or queuing associated with them? If this is the case identify and challenge the need for the process to be slowed down because of these aspects. Are there any activities that could be completed quicker either through improved services or systems or through the redesign of the working environment.</td>
</tr>
<tr>
<td>Can any activities be performed at the same time?</td>
<td>Performing activities simultaneously (using two separate roles) the total duration of the process can be reduced, although this will not have an impact upon the cost of the process. This change should be considered if the speed in which the process is delivered is an issue.</td>
</tr>
<tr>
<td>Can resource volumes be reduced?</td>
<td>Are the resources being used by the process appropriate. For example, does every response to an incident require a double crewed car to attend. Are there situations where a single crewed car would be just as appropriate.</td>
</tr>
<tr>
<td>Who is the best person to perform the activity?</td>
<td>This question is at the heart of the WFM methodology which requires the right person for the right job. For example, does it require a Detective Constable to perform a scheduled interview with a witness or is a police staff Investigative Officer able to complete the activity as efficiently and as/or more cost effectively.</td>
</tr>
</tbody>
</table>

The answer to each of these questions will help you identify waste within the process. Waste is the opposite of value and removing it from the process will produce benefit.

**4.4 Value analysis**

**4.4.1 Identify the customer**

During the process mapping stage you will have identified the internal and external customers of the process. Engaging the customer is a key stage in identifying issues with the existing service and in determining which improvements will add the most value. You can now focus on these customers in order to identify what they perceive the process delivers for them, the standards that they anticipate the process to meet and the degree to which this is being achieved.
A process is likely to have a number of customers. However, it is important to identify those that are primary customers and those that are secondary. Returning to your process maps consider who the process has been designed to deliver for. This is likely to be the process’ primary customer and therefore they should be your primary concern when redesigning the process. The remaining customers are known as secondary customers and, although it is important that their needs are not ignored, they are of a lower priority than the primary customer.

As an example, when considering the process required to buy a new car, the purchaser of the car is the primary customer; the dealership should design the process to meet their needs. However, there are a range of secondary customers that receive an output from the process, but do not have the process designed for them. Secondary customers for this example include:

- HM Revenue and Customs – who receive the VAT payment.
- DVLA – who receive information about the newly licensed vehicle.
- The dealership’s servicing department, the manufacturer’s insurance broker and financial credit provider – who receive details about the new owner so that they can offer additional services.

4.4.2 The customer’s definition of value

Determining the perceived value that a customer places on a process can be challenging. Questioning customers will typically produce subjective opinions and different customers of the same process will have different opinions about the process’s value. A technique for determining value is the Critical to Quality (CTQ) tree. A CTQ tree translates broad customer preferences into a set of clear and measurable requirements.

Figure 14 below shows an example CTQ tree developed for the process that a member of the public goes through when making a 999 call. For this example we have considered the person making the call to be the primary customer. Working from left to right we first identify their overall need which is receiving an appropriate response to their 999 call. We then break that need down into a number of drivers that meet that need. If these drivers are not able to be measured then we can continue to the next branch of the tree until we reach the point where a quantifiable measure is possible. In the example below this has been possible at the third stage but this should be used as a guide not a rule. As can be seen the CTQ tree provides a useful way in which to capture what it is that the customer actually wants. To achieve this requires a degree of consultation and facilitation with the customer in order to identify the specific aspects that are critical to quality.
With the customers’ definitions of value identified through the CTQ tree you are in a position to consider how the current process is performing and the areas that can be improved upon. The following questions should be considered as part of your analysis of the value of the process:

- Within the current process what is the gap between customers’ expectations and experience?
- What is the relative importance of each CTQ element? Prioritising or ranking each of these elements helps to identify which areas you should focus on in order to deliver the greatest value in the improved process. This priority may vary for different customers.
- What information is supplied to customers regarding the current levels of performance being achieved and is this information available to you?
- What can be done to improve customer value in the future?

4.4.3 Value stream analysis

The activities in a process that add customer value form the value stream (or value chain).

To identify the value stream for a process step through each activity in the “as is” process map questioning the value that is being delivered along with the assessment of customer value taken from the CTQ tree.

Activities can be classified according to their role in delivering value:

- Primary activities – those that are visible to the customer and that add value
- Support (secondary) activities – those that are not visible to the customer but improve the effectiveness or efficiency of primary activities Regulatory requirements will typically be considered supporting processes.
- Non-value adding activities – any activity not classified as a primary or support activity.
Figure 15 below demonstrates how value stream analysis has been used on a hypothetical health service scenario. Activities that are focused on the patient’s needs have been identified as primary activities. Those activities that are required for the process to work, and meet the patient’s needs, but aren’t directly interacting with the patient are support activities. Finally, those activities that neither support the process nor deliver a service to the patient are non-value adding activities. However, it is not always possible to remove these activities. In the example below it is highly likely that the batching of samples, although not deriving value to any one patient, is vital for the efficient running of the pathology process (that performs blood tests).

**Admitted patient treatment process**

![Admitted patient treatment process diagram](image)

**Value stream analysis**

![Value stream analysis diagram](image)

### 4.4.4 Minimising waste

There is little benefit in reengineering a process that has inherent inefficiencies within it. Removing the waste from an existing process in advance of reengineering will lead to a leaner solution.

Understanding the different types of waste that could be present in any process is a useful starting point to removing the waste from specific processes.
<table>
<thead>
<tr>
<th>Waste type</th>
<th>Description</th>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Waiting</td>
<td>The delay of tasks while waiting for people, equipment, information or materials</td>
<td>Investigating officer waits for the results of forensic tests</td>
</tr>
<tr>
<td>Correction</td>
<td>Repeating work due to a prior failure to deliver the process appropriately</td>
<td>CPS return a case file for further work</td>
</tr>
<tr>
<td>Motion</td>
<td>The unnecessary movement of people</td>
<td>Officer takes a case file to another station rather than using internal post</td>
</tr>
<tr>
<td>Transportation</td>
<td>The unnecessary movement of materials and equipment</td>
<td>Storing regularly used equipment in a remote store</td>
</tr>
<tr>
<td>Over-processing</td>
<td>Excessive work to deliver customer value</td>
<td>Unnecessary or duplicate collection of data</td>
</tr>
<tr>
<td>Queuing</td>
<td>Delays while customers or staff queue</td>
<td>Arresting officer queuing with detainee at custody suite</td>
</tr>
</tbody>
</table>

![Figure 16 - examples of the types of waste within a process](image)

### 4.5 Process reengineering

The techniques discussed earlier in this section will help you identify those activities within your operation that are not adding value or are directly wasteful as well as opportunities for improving the process. You are now in a position to define a reengineered process that will deliver an improved service.

#### 4.5.1 Removing waste

The first step in reengineering the process is to remove waste from the existing process. The starting point is to question why each of the activities that you have identified as non-value adding are being performed and what happens if those activities are stopped.

When answering these questions make sure that the activity isn’t required for any regulatory or legal reasons, as highlighted above such activities do not necessarily deliver direct value to the customer but are necessary for the process to be completed.

When removing a wasteful activity from the process consider how the activities that precede and follow the removed activity will be affected. Be sure that removing the activity will not introduce new process inefficiencies, for example queuing or increased likelihood of process failure.

For each of the remaining activities determine whether the activity could be performed more effectively and whether it could be completed by a more cost efficient resource.

#### 4.5.2 Better support to the process to deliver improvement

When considering how the process can be delivered more efficiently and effectively there are a several ways to support the improvement. These include:
Where is it necessary to use technology in the process (and therefore where can’t such activities be removed)?

Where would technology help to improve the speed of the process or reduce the cost (for example, mobile data terminals being used by officers to record stop and search details as opposed to using paper forms)?

Is additional training required in order to get the most productive use of the available technology?

Is there sufficient amount of equipment available to cope with current and future staff requirements?

Is it located in the most practical location (i.e. stored centrally or stored with each unit requiring the equipment)?

Is additional training required in order to get the most productive use of the available equipment?

Is the workplace layout conducive to delivering efficient and effective services – “A place for everything and everything in its place”

See the extract The “6S” Process for a technique to improve typical working conditions

The “6S” Process
The 6S Process is a simple technique used to create and maintain an organised, clean, safe, and high performing workplace.

It will reduce the opportunity for variance within activities by ensuring that all of the equipment and materials required at each step of a process are immediately available and that a shortage of these tools and materials is easily identifiable.

Simply put the 6S Process stands for:

**Sort**: Identify items that are needed, remove those that are not required.

**Set in Order**: Create a place for all of the remaining items.

**Shine**: Create and maintain a clean working environment.

**Safety**: Create and maintain a safe place to work.

**Standardise**: Put standards in place and monitor them.

**Sustain**: Continually review the working practices to ensure that the working environment supports the process.

The technique can be used alongside and independent of other techniques and will rapidly affect the workplace with little or no investment. Typically, organisations have reported a 5-10% improvement in productivity within a few months of performing a 6S programme and if the appropriate measures are put in place this can be sustained going forward.

Untidy, cluttered work areas are not productive but merely tidying up will only make a marginal improvement to the productivity of the operation.

When performing 6S, the focus is not about being tidier and more organised. The focus is on understanding what equipment and materials support the processes being delivered and how they can be stored and maintained in order to best support that process.

A successful initiative benefits by receiving input from all of the staff that work within the operation as it develops shared thinking and a collective enthusiasm and motivation.

Take photos of the work area before you start, of the items that are removed from the process and of the work area at the end of the process. These will act as good documentation of the ‘before’, ‘during’ and ‘after’ and may help prioritise which areas to work on during the process.

The 6S Process can also be applied to computer files and directories with a view to speeding up administration work.

Consider how much time you spend looking for the right file or piece of equipment; would a 6S review help you?
4.5.3 Matching skills and powers to tasks and task bundling

To increase the efficiency of the process it may be beneficial to create new roles using different staff to complete certain activities. This is Step Two in the Workforce Modernisation methodology.

When reallocating activities to new or different roles consider:

- The skills required
- The policing powers required
- The impact on cost
- The impact on performance
- The impact on quality

Activity bundling involves bringing together activities of a similar nature in order to create a new specialist role. The objective of activity bundling is to put in place roles to deliver activities at a lower cost or higher quality such as lower cost administrative support to police officer teams or the creation of specialist roles or teams.

The key constraints on activity bundling are the skills and policing powers required for activities. These activities may currently be performed by different individuals or roles across a number of processes. Process mapping and volumetric analysis identifies who currently performs these groups of activities, what interfaces they have with other roles and the effort required to perform the activities.

The Police Reform Act and other legislation provide a range of powers that had traditionally only been available to fully warranted constables and by understanding the activities required during a policing process, it is possible to construct a team approach rather than the traditional sole trader model characterised at Appendix E. This is achieved by breaking down the activities within the function under examination into groupings dependent on the policing powers required with reference to those powers which can be designated to individuals who are not fully warranted constables. An example, based upon evidence from a WFM demonstration site, is provided at Appendix F where the activities within a crime investigation have been broken down by the policing powers and level of investigative expertise required.

The finding in respect of this example was that only 7% of the activity required the full powers and skills of the detective constable. Clearly any change proposal needs to be properly evidence based and this can be gained through the examination of a representative sample size.

Appendix G shows the result of such a broader sample, which includes a range of offences. In terms of utilisation it is clear that in the traditional ‘sole trader’ model of investigation, those high skills of the detective form only a very small, although indisputably vital, part of the overall enquiry. This results in a very low level of utilisation in respect of those skills.

The concept of task bundling reviews a range of activities within a policing function that are of a similar nature in terms of the skills required but that are currently
conducted by a number of different individuals or within different roles. These tasks are brought together to create a new distinct role which specialises in that activity. This will result in the skills and training required being used far more frequently (leading to increased utilisation) and offers a better return on the costs of those skills. Appendix F shows how a range of activities have been bundled together and hence creates the opportunity to form new roles.

The team approach offers additional benefits by allowing tasks to be conducted concurrently rather than in the consecutive manner that an individual working on all of the activities dictates. In the well documented Surrey volume crime investigation Home Office pilot, the avoidable delay days within an investigation were very significantly reduced by the move to a team approach. This created more capacity within the unit as well as increasing detection and victim satisfaction rates.

Clearly the move to a team approach to activities which were previously conducted on an individual basis also raises the question of the amount of resource of each particular skill set that should be in that team. It is clear in the example provided in Appendix F that there is not an even demand for the differing skills and powers. It will be necessary to identify the work content of each role so that a balanced team can be created.

From the analysis at Appendix G it is possible to demonstrate that the breakdown of work by role is 10% to police officers, 60% to police staff with designated powers and 30% to police staff without designated powers. Therefore one detective constable could form a team with six Investigative Officers (with designated powers) and three administrative support workers. This is overly simplistic; (see Risk Management post) but it can provide the basis for developing the make up of the new teams. (However see Appendix H for their eventual configuration).

4.6 Future state assessment

In order to implement a reengineered process it is necessary to have the benefits validated and the revised process challenged in order to determine its suitability to the organisation.

4.6.1 ‘To Be’ Process Maps

The development of future state process maps will support the development and implementation of the reengineered process. Process maps can be used to develop options for process change. These ‘could be’ process maps can be generated throughout the planning process and are very useful when used within a validation workshop.

Once the future process has been determined, ‘to be’ process maps can be developed to document and communicate the process that is to be implemented. A future state map is a safe environment with which to remove the current problems identified and is an excellent mechanism for communicating proposed future processes. This can be of considerable benefit to the staff working in the new process as they have visibility of, and potentially input into, the changes being planned. It can also be used to support any training that may be required within the new process.
4.6.2 Quantify the potential benefits

In order to measure the improvements between the old and reengineered processes it is necessary to repeat the volumetric analysis. Wherever possible use the data obtained for the initial analysis for the reengineered analysis. For the circumstances where old activities have been streamlined or where new activities have been introduced use validated assumptions about the likely effort and duration required to complete them. You will then be able to compare the improvements in terms of cost, effort, utilisation and duration between the old process and the reengineered process.

4.6.3 Determine the cost of implementing change

All change projects will have a cost associated with them. There will be the cost of the project team that are delivering the change, there will potentially be cost associated with communicating the changes to staff, training staff to work on the new process and assessing the impact of the changed process. These costs need to be deducted from the financial benefit being delivered by the reengineered process in order to determine the true net benefit. Therefore in advance of the new process being implemented realistic estimates of these costs need to be understood and offset against the benefits calculated in the reengineered process. Only then will you understand the overall benefit of the new process.

4.6.4 Reiteration

A reengineered process is unlikely to be perfect the first time it is implemented. Inevitably a degree of reiteration is required in order to fine tune certain aspects. It is important to review the changes once they have been tested by operational staff and consider further amendments where necessary. If these further changes are substantial it may be necessary to update your reengineered process map and repeat volumetric analysis to identify quantify the increased benefit.

4.7 Process reengineering success factors

There are four key factors to deliver a successfully improved process.

4.7.1 Involve staff

The three stages of process mapping, process evaluation and process improvement have placed staff at the heart of the methodology because those that work on the process are the experts. They will be aware of where the process works well, where it can be improved and where changes will be hard or impossible to implement.

4.7.2 Small changes can lead to big improvement

Do not dismiss ideas that seem trivial or small scale, especially if these are in activities that occur very frequently. There is considerably more benefit in reducing by one minute a process that as repeated six times an hour than there is in removing 30 minutes from a process completed once a day. In addition try to identify “quick wins”. Tackling the easiest and most obvious problems first will lead to short-term benefits being delivered quickly. This is a great incentive to project teams delivering change (as there is evidence of their progress) to the staff being impacted by the change (as these are certainly issues they have
been aware of) and to stakeholders and investors (as there is an immediate, all be it potentially limited, return on their investment).

4.7.3 Do not be afraid to spend money to achieve long term savings

Investment in staff, equipment and training may be justified, indeed may be required, in order to deliver a more efficient and effective process.

4.7.4 Continually revise your processes

It is unlikely that the new process will be perfect first time. Revising the process to deliver further improvements, by consulting staff about the changes already made and the potential opportunities for further improvement and by repeating the three stages (process mapping, process evaluation and process improvement), if appropriate, will drive out greater efficiency for the organisation.
5 Risk Management

Workforce Modernisation not only presents opportunities to the police service but also creates new areas of risk. The management of these risks is Step Three in the Workforce Modernisation methodology.

The National WFM team have created a simple diagram to capture the key dimensions of this in the model below.

![Risk analysis model](image)

5.1 Identification & Assessment

It should be apparent from the scientific approach to process mapping and re-engineering that a very precise methodology is being outlined. However that does need to be moderated in the light of the nature of policing and the often unpredictable demands it can throw up.

In simple terms, in a drive for greater efficiency it is likely a more segmented workforce will emerge (i.e. where each role is highly specialised and no one person sees a task through from beginning to end). This is in sharp contrast to the concept of the Omni competent worker, who can work effectively in any role. This becomes a significant risk in relation to operational resilience, and is indicated by the arrow to the left in the above diagram. A different dimension of risk shown on the right is that of a tension between the segmented workforce working tightly prescribed business processes but which may alienate specific stakeholders. The service nature of policing must be balanced against the desire to increase efficiency.

These elements vary depending on the capability being examined, as well as on the local policing context, for example the workforce configuration within a low demand rural area would be expected to differ from that of a high demand city centre, so there is not a standard answer, it is for each programme team to select the most suitable solution for the individual circumstances.
5.2 Mitigation

There are processes which can assist to mitigate the risks arising from a more segmented workforce. Techniques to manage demand are familiar from the Communications arena and they can be developed further to ensure that there are more sophisticated monitoring and processes in place to reduce risks as well as manage public expectation. Because the police traditionally only had the single (constable) resource to deploy the only response decision required in relation to a call for service was whether or not to dispatch a constable. In the modernised workforce this is more complex – is it more appropriate to send a forensic expert, an investigator, or a response officer to the burglary? Do they need to attend immediately or is a diary (scheduled) appointment appropriate – a decision influenced by forensic opportunities and victim preferences. Clearly such deployment decisions will depend on the processes forces have in place but having a wider range of more specialised staff raises risks of how to handle peaks in demand.

These risks can be mitigated by a greater understanding of ‘Demand Planning’ – these are techniques which use a range of data, most significantly historical, to predict likely future demand. This is not simply in relation to short term peaks such as sunny weekends or local derby football matches, but also seeks to build in elements such as changing socio/economic conditions. Whilst it will not present an exact profile, through starting to plan and by defining the assumptions underpinning the predictions it will be possible to refine the local model to at the very least improve on the current, sometimes chaotic, situation.

There are wider issues regarding the question of service resilience, particularly in the face of new, emerging threats as well as the demands of major events such as the Olympics. (The Strategic and Operational Resource Planning guide provides a useful resource when considering such matters). It is inevitable that the police service must retain sufficient constables with core competencies to be able to meet any realistic future challenge. Current national work on Mutual Aid arrangements may provide some guidance on this; in addition the National Workforce Modernisation team has commissioned work through consultants (Avail) to assist forces when considering the question of resilience, demand management and demand planning.
6 Business Case and Finance

This section covers the main financial processes required in the development of the business case for WFM. This is Step Four in the Workforce Modernisation methodology. It is recommended that a business manager who has experience of business case preparation and project financial evaluation techniques, such as discounted cash flows (DCFs) should be assigned to assist the project team.

6.1 Development of the Business Case

Prior to starting workforce modernisation processes and the development of the full Business Case, it may be necessary to prepare an outline business case in order to secure the necessary approvals and funding to undertake the process. The outline business case should establish the basis for the project and provide the initial approval to establish the project team, undertake the process / workforce re-configuration and agree the initial anticipated funding for set-up costs. Approval of the Police Authority may be required. It is strongly recommended that this is completed prior to embarking on major work.

A business case should evidence the problems identified with the old process, the improvements likely to come from the reengineered process, the cost of delivering this new process and a plan to implement the new process. The information and analysis compiled by following the stages set out within this section of the tool kit will provide the bulk of information required for a typical business case. Your force will have a standard or format that business cases should follow, however, the Office of Government Commerce has published a Five Case Model that can be used as a guide to complete a business case. This is summarised in Appendix I.

The final business case should encapsulate the financial and operational case for the project. It should be developed in conjunction with the process / workforce re-configuration and risk analysis. A viable business case must be established before the project can be implemented. Typically this will be one that yields both a positive net present value (NPV) and a payback within an acceptable period.

The basic financial inputs into the business case are set out within this document. It is not intended to be highly prescriptive as it is accepted that each project will encounter different conditions and challenges. A copy of the current business case content checklist used by the national evaluators of the demonstration sites is attached at Appendix J. It is also worth noting that the experience of the demonstration sites was that the majority underestimated the time and effort required to generate a viable business case.

6.1.1 Establish the baseline

In common with establishing the operational and performance baseline for workforce modernisation, it is necessary to set out the financial baseline / cost of the existing operational policing model (also known as the ‘as is’ model).
The baseline costs are likely to include:

- All existing staffing costs, including police officers, salaries and on-costs including SPPs and allowances as appropriate;
- Existing police staff, salaries and on-costs including shift allowances;
- Overtime costs
- Accommodation and equipment costs (including IT)
- Other support costs such as travel and transport, supplies and services, where material
- Existing recruitment and training costs

### 6.1.2 Running costs of future model (known as the ‘to be’ model)

As the new WFM model is developed, the ongoing costs of the site can be determined. All costs considered within the baseline should also be considered within the ongoing cost of the WFM site. This may include a revised profile in relation to recruitment, training and career development costs. Additional costs may be incurred in relation to enhancements for advanced constables and/or changes to police staff shift allowances. It is important to differentiate between ongoing costs and set up costs (these are set out below).

In order to obtain a positive NPV, it is anticipated that there will be a saving achieved from the ‘as is’ model to the ‘to be’ model.

*A practical example…*

*At the Northumbria Police WFM pilot in Sunderland North…*

The existing staffing in Sunderland North was made up of 83 police officers, consisting of 1 inspector, 9 sergeants, 64 constables, 1 field intelligence officer and 8 detective constables. The police staff in the sector consisted of 8 community support officers and 2 support service administrators. In total 93 staff at a cost of £3.674m.

Under WFM there are 62 police officers (a reduction of 21) and 37.5 FTE police staff, consisting of 14 community support officers, 1 FTE volume crime scene investigator, 10 investigating officers, 2 intelligence co-ordinators, 1 researcher, 1 support services co-ordinator, 1 support services supervisor and 7.5 support services administrators. In total 99.5 staff at a cost of £3.565m.

This represented a net increase of 6.5 FTE staff and a projected net ongoing saving of £90,000. *This is summarised in the table below.*
## Financial summary of the projected costs and savings as at 30 June 2008

### WFM demonstration site

<table>
<thead>
<tr>
<th>Rank</th>
<th>FTE</th>
<th>Cost</th>
<th>FTE</th>
<th>Cost</th>
<th>FTE</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighbourhood Inspector / Sector Manager Insp</td>
<td>1.0</td>
<td>£63,000</td>
<td>1.0</td>
<td>£68,100</td>
<td>-</td>
<td>£1,200</td>
</tr>
<tr>
<td>24/7 Outer / Response Sgt</td>
<td>5.0</td>
<td>£247,500</td>
<td>5.0</td>
<td>£243,750</td>
<td>-</td>
<td>£3,750</td>
</tr>
<tr>
<td>Constable PC</td>
<td>35.0</td>
<td>£1,408,750</td>
<td>50.0</td>
<td>£2,012,500</td>
<td>-15.0</td>
<td>-£603,750</td>
</tr>
<tr>
<td>40.0</td>
<td>£1,656,250</td>
<td>55.0</td>
<td>£2,256,250</td>
<td>-15.0</td>
<td>-£600,000</td>
<td></td>
</tr>
<tr>
<td>CID / Investigation Sergeant Sgt</td>
<td>1.0</td>
<td>£49,500</td>
<td>-</td>
<td>-</td>
<td>1.0</td>
<td>£49,500</td>
</tr>
<tr>
<td>Detective Constable - Team Leaders DC</td>
<td>4.0</td>
<td>£165,000</td>
<td>-</td>
<td>-</td>
<td>4.0</td>
<td>£160,000</td>
</tr>
<tr>
<td>Detective Constables DC</td>
<td>4.0</td>
<td>£160,000</td>
<td>-</td>
<td>-</td>
<td>4.0</td>
<td>£160,000</td>
</tr>
<tr>
<td>VCS* D</td>
<td>1.0</td>
<td>£28,404</td>
<td>-</td>
<td>-</td>
<td>1.0</td>
<td>£28,404</td>
</tr>
<tr>
<td>Investigation Officer* E</td>
<td>8.0</td>
<td>£256,168</td>
<td>-</td>
<td>-</td>
<td>8.0</td>
<td>£256,168</td>
</tr>
<tr>
<td>18.0</td>
<td>£659,072</td>
<td>-</td>
<td>-</td>
<td>18.0</td>
<td>£659,072</td>
<td></td>
</tr>
<tr>
<td>Serious Category Crime Sergeant* Sgt</td>
<td>1.0</td>
<td>£49,500</td>
<td>2.0</td>
<td>£95,000</td>
<td>-1.0</td>
<td>-£45,500</td>
</tr>
<tr>
<td>Detective Constable - Team Leaders DC</td>
<td>1.0</td>
<td>£41,250</td>
<td>-</td>
<td>-</td>
<td>1.0</td>
<td>£41,250</td>
</tr>
<tr>
<td>Detective Constable DC</td>
<td>1.0</td>
<td>£40,000</td>
<td>8.0</td>
<td>£312,000</td>
<td>-7.0</td>
<td>-£272,000</td>
</tr>
<tr>
<td>Investigation Officer* E</td>
<td>2.0</td>
<td>£64,042</td>
<td>-</td>
<td>-</td>
<td>2.0</td>
<td>£64,042</td>
</tr>
<tr>
<td>5.0</td>
<td>£194,792</td>
<td>-</td>
<td>-</td>
<td>5.0</td>
<td>£194,792</td>
<td></td>
</tr>
<tr>
<td>Intelligence and briefings FIO PC</td>
<td>1.0</td>
<td>£39,000</td>
<td>-</td>
<td>-</td>
<td>1.0</td>
<td>£39,000</td>
</tr>
<tr>
<td>Intelligence co-ordinator D</td>
<td>2.0</td>
<td>£50,154</td>
<td>-</td>
<td>-</td>
<td>2.0</td>
<td>£50,154</td>
</tr>
<tr>
<td>Researcher E</td>
<td>1.0</td>
<td>£25,460</td>
<td>-</td>
<td>-</td>
<td>1.0</td>
<td>£25,460</td>
</tr>
<tr>
<td>4.0</td>
<td>£114,614</td>
<td>10.0</td>
<td>£407,000</td>
<td>4.0</td>
<td>£114,614</td>
<td></td>
</tr>
<tr>
<td>Neighborhood Sergeant Sgt</td>
<td>1.0</td>
<td>£49,500</td>
<td>2.0</td>
<td>£98,600</td>
<td>-1.0</td>
<td>-£49,100</td>
</tr>
<tr>
<td>Team Leader Adv Constable PC</td>
<td>7.0</td>
<td>£298,750</td>
<td>-</td>
<td>-</td>
<td>7.0</td>
<td>£298,750</td>
</tr>
<tr>
<td>Constables PC</td>
<td>-</td>
<td>-</td>
<td>14.0</td>
<td>£571,200</td>
<td>-14.0</td>
<td>-£571,200</td>
</tr>
<tr>
<td>FIO PC</td>
<td>-</td>
<td>-</td>
<td>1.0</td>
<td>£39,000</td>
<td>-1.0</td>
<td>-£39,000</td>
</tr>
<tr>
<td>Community Support Officers* CSO</td>
<td>14.0</td>
<td>£356,930</td>
<td>8.0</td>
<td>£203,959</td>
<td>6.0</td>
<td>£152,971</td>
</tr>
<tr>
<td>22.0</td>
<td>£695,180</td>
<td>25.0</td>
<td>£912,759</td>
<td>-3.0</td>
<td>-£217,579</td>
<td></td>
</tr>
<tr>
<td>Sector support Support Services Co-ordinator E</td>
<td>1.0</td>
<td>£25,460</td>
<td>-</td>
<td>-</td>
<td>1.0</td>
<td>£25,460</td>
</tr>
<tr>
<td>Support Services Supervisor C</td>
<td>1.0</td>
<td>£20,308</td>
<td>-</td>
<td>-</td>
<td>1.0</td>
<td>£20,308</td>
</tr>
<tr>
<td>Support Services Administrator B</td>
<td>7.5</td>
<td>£136,058</td>
<td>2.0</td>
<td>£36,282</td>
<td>5.5</td>
<td>£99,776</td>
</tr>
<tr>
<td>9.5</td>
<td>£181,824</td>
<td>2.0</td>
<td>£36,282</td>
<td>7.5</td>
<td>£145,542</td>
<td></td>
</tr>
<tr>
<td>Total salary cost 99.5</td>
<td>£3,564,732</td>
<td>93.0</td>
<td>£3,674,091</td>
<td>6.5</td>
<td>-£109,359</td>
<td></td>
</tr>
<tr>
<td>Additional Non Salary Revenue running costs Transport</td>
<td>£19,820</td>
<td>£19,820</td>
<td>£19,820</td>
<td>£19,820</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Increase (+ve) Decrease (-ve) on the &quot;As Is&quot; costs</td>
<td>6.5</td>
<td>-£89,539</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 6.1.3 Set-up cost budget

The business case needs to clearly distinguish between set-up costs and the ongoing costs of the WFM site. Set up costs are likely to include:

- Project management costs (including the costs process re-engineering and of preparing the business case)
- Dual running costs relating to the period where the new workforce has been recruited but prior to the full hand-over of responsibilities from the existing workforce
- IT and accommodation costs
- Vehicles and equipment costs
- Project evaluation costs (excluding any central funding)

It may be necessary to split set up costs into capital and revenue costs. Capital costs may include IT and accommodation costs, vehicles and equipment costs.

Set up costs should also be split between actual and notional (or opportunity) costs. For example where a temporary project manager is employed to assist in the set up of the WFM site, the set up cost will be the project manager’s salary. However, if an existing police officer is seconded to the project, their salary represents the nominal (or opportunity) cost. The actual cost to the Force would be the cost of overtime or acting-up paid to back-fill the seconded officer.
6.1.4 NPV and payback period

All the data required to calculate the NPV and payback period for the project should now be available. The NPV will calculate the total anticipated cost or saving from the project as at today’s prices. This can then be compared against other projects that the Force might be considering. The payback period will determine how long it would take for the anticipated savings from the project to ‘pay-back’ the total set up costs. These calculations will determine whether the project should be progressed and are vital in decision-making by the Force Command Team and Police Authority. A business case that shows a positive NPV and pay-back within a reasonable period is more likely to be supported by the Police Authority.

A practical example...

At the Northumbria Police WFM pilot in Sunderland North...

The payback period for the project was calculated both based on actual set up costs and the total nominal set up costs of the project. Based on actual costs the project is expected to pay-back within one year; however including nominal costs the pay-back period is extended to 5.3 years. Actual pay-back based on real costs is shown below:

![Break Even Analysis - Real Costs](image)

6.1.5 Financial assumptions

It is usually helpful to state any key financial assumptions that have been made in producing the business case. These may include:

- Assumptions around the length of the planned dual running period
- Any standard or average costing used, where actual costs are not available
- Any operating assumptions that impact on the business case (for example that training requirements can be met from existing provision)
6.1.6 Benefits and efficiency savings

The business case needs to include a benefits realisation plan that clearly assigns responsibility for benefits realisation to various members. These are described in Section 2, Programme Management, and Appendix A summarises the responsibilities of team members.

Benefits fall into two categories: tangible benefits (including cashable efficiency gains) and intangible benefits (qualitative gains).

Cashable benefits

There are two main areas of cashable benefits that are likely to arise from WFM methodologies. The project team must ensure that their preparations will enable them to accurately evaluate these over the course of the project.

Productivity gains

Increased productivity could arise from:
- An overall increase in the number of staff employed directly within the workforce site (for the same cost) provided that staff are fully utilised and productive and that output and outcomes increase;
- Improvement in the matching of skills to tasks
- Streamlined processes from the workforce re-engineering process
- A reduction in abstractions for training

Productivity gains can be measured through:
- An increase in the volume of outputs or outcomes undertaken for the same overall cost; or
- Output and outcomes maintained at previous levels despite a reduction in workforce and cost

Lower costs

Savings may arise from the reduced costs of staffing from the re-configured workforce as the new grades of staff created are less costly that the fully warranted Police Constable. These are cashable efficiency gains, provided that output/outcomes are maintained at their previous level.

Savings may also arise from lower training costs as the training requirement for the re-configured staff mix will not be required to the same level as with a fully warranted Police Officer. In addition to the productivity gains described above, there may be an overall reduction in the training requirement; however to include this as an efficiency saving there must be a plan to realise these costs from the training department.

Intangible benefits

Whilst these benefits are not quantifiable in financial terms, they can be just as important to the business case. Examples relevant to demonstration sites may include:
• Strategic fit to Force policy, where there is a commitment to WFM
• Policy or legal requirements
• Quality of service (e.g. public satisfaction surveys)
• Internal management (e.g. staff satisfaction)
• Process improvement
• Operational risk reduction
• Flexibility of resources

6.2 Budget management arrangements

There needs to be clear responsibility for the management of funds allocated to the WFM pilot site. This means the establishment of ring-fenced budgets in order to monitor and control the project within the overall force’s accounting systems.
7. Evaluation

7.1 Objectives of Evaluation

It is good practice that all change programmes conduct an evaluation of the work they are doing. Depending upon the scale of the force change project then this could be a simple check that all benefits sought have been realised to a large evaluation looking at both quantitative and qualitative data over a long period. However, all initiatives should know what they intend to achieve before setting out on the journey. The main objectives of an evaluation are set out below:

- To provide an assessment of the costs, benefits and challenges of WFM initiatives.
- To assist the overall change management effort by assessing the quality of implementation and identify best practice.
- To inform, where appropriate, changes to the design of the initiative as part of an iterative process of performance improvement.
- To assess whether success has been achieved through achieving the anticipated business benefits.

Whilst evaluation should provide a clear evidence based judgement of the success of an initiative, it also needs to inform the change process itself and thereby improve the chances of success.

7.2 Establishing the Baseline

Before conducting any change it is necessary to capture a detailed picture of the current performance (including costs) relating to the pre-workforce modernisation state. It is essential that a wide range of relevant data is collected, not necessarily just those elements that are easy or are collated currently. The purpose for doing this is not only to understand the current process volumes, time frames, costs and performance of the business prior to the business process streamlining, but it will be used to assess the effects of the business changes and benefits after implementing the workforce modernisation program. Baselining usually starts by selecting a ‘reference period’.

7.3 Reference Period

Baselining is started by selecting an appropriate ‘reference period’ of six or twelve months which reflect the normal business pattern. Clearly if there is significant seasonal variety this will influence the extent of the reference period selected.

The data captured should show the current activity of the business and may include such things as the number of processes/tasks carried over the selected reference period time, the number of staff employed, the performance and the costs related to the current work regime.

Clearly as different forces/programmes will concentrate on different areas of the policing business it would be inappropriate to state exactly what data should be
included. However, as a guide and based on a successful pilot modernisation program already carried out in one force, the following types of data may be considered in relation to volume crime investigation.

- Volumes of Crimes Investigated
- Types of Crimes
- Number of detections (percentage, type)
- Average life of crimes (by type)
- Delay periods (cause)
- Number of Officers/Staff employed in the processes
- Performance Standards (if available)
- Victim satisfaction

The national evaluators of the demonstration site programme use a “balanced scorecard” approach so that emphasis is not unduly placed on a single measure or criteria. The four quadrants are:

- Performance
- Efficiency, Capacity and Utilisation
- HR and Staff Perceptions
- Customer and Stakeholder Perceptions

Below each quadrant is a number of measures that are captured through statistics interviews and surveys. A copy of their interim evaluation report is available on the Home Office website.

Once data has been captured it will not only be used to compare with the modernisation changes but it also will assist with identifying priority performance areas.

It may be obvious, but if there is an intention to improve performance in a particular area, it is essential to capture that ‘as is’ state before any changes are implemented – all too often success has been difficult to evidence to the satisfaction of sceptics because insufficient care has been taken in establishing the baseline due to over enthusiasm for introducing the planned changes. Also, where there is a desire to address an emerging area, such as ‘citizen focus’ it is obviously important that measures are put in place because data may be required later which is not currently being recorded.

Thought should also be given to recording data on related areas - projects which have released officer time often have been unable to show the quantified beneficial outcome that has resulted; it is not enough to simply release time – what is required is to link efficiencies from workforce modernisation with increased performance and/or reduced costs.
7.4 Evaluation Activities

7.4.1 Set-up Phase

- Create an agreed benefits realisation approach which is consistent with the aims of the change programme;
- Agree an overarching evaluation framework and success criteria, ensuring wider stakeholder groups (including staff associations) are signed up;
- Agree measures, ensuring they are properly tailored to the appropriate capability;
- Identify data sources and initiate data collection
- Assist the project team in ensuring all plans facilitate an effective evaluation;

7.4.2 Baseline Phase

- Collect and analyse quantitative and qualitative data for all success measures identified. This should involve interviews with key stakeholders and could potentially include customer satisfaction surveys, and some form of internal cultural audit (these may be conducted by the evaluator or sub-contracted out).
- Assess the organisational capability and study the results of work analysis and process mapping and adjust/inform the development of roll out plans if necessary;
- Generate a 'Baseline report' for project.

7.4.3 Evaluation Phase

- Ongoing analysis and interpretation of agreed performance/cost data
- Interviews and/or workshops with project teams, affected staff, wider force and partner agency stakeholders
- Customer surveys (where appropriate)
- Feedback results to the project team to address issues and adjust plans accordingly
- Monitor whether anticipated benefits are being achieved and were possible provide reasons for the results
- Make evidence based recommendations

7.4.4 Final Report Phase

- Produce a 'Final report' for the project
- Outline whether the benefits sought have been achieved
- Outline lessons learned through the evaluation
- Produce any final recommendations.
Appendix A – Business Process Modelling Notation

This appendix contains a summary of the Business Process Modelling Notation (BPMN) language used to construct process maps.

Events

An Event is something that happens during the course of a business process. Every process will have only one Start Event and one or more End Events. A process can have any number of Intermediate Events.

<table>
<thead>
<tr>
<th>Event type</th>
<th>Start</th>
<th>Intermediate</th>
<th>End</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>General</td>
<td><img src="image" alt="General" /></td>
<td><img src="image" alt="Intermediate" /></td>
<td><img src="image" alt="End" /></td>
<td>The default Event symbol. Use when it is not clear that another Event symbol is appropriate.</td>
</tr>
<tr>
<td>Message</td>
<td><img src="image" alt="Message" /></td>
<td><img src="image" alt="Intermediate" /></td>
<td><img src="image" alt="End" /></td>
<td>A message arrives from a participant and triggers the Event.</td>
</tr>
<tr>
<td>Timer</td>
<td><img src="image" alt="Timer" /></td>
<td><img src="image" alt="Intermediate" /></td>
<td><img src="image" alt="End" /></td>
<td>A specific time-based Event that triggers the start or continuation of the process. An Intermediate Timer Event can be used to model time-based delays.</td>
</tr>
<tr>
<td>Rule</td>
<td><img src="image" alt="Rule" /></td>
<td><img src="image" alt="Intermediate" /></td>
<td><img src="image" alt="End" /></td>
<td>The Event is triggered when a rule becomes true.</td>
</tr>
<tr>
<td>Link</td>
<td><img src="image" alt="Link" /></td>
<td><img src="image" alt="Intermediate" /></td>
<td><img src="image" alt="End" /></td>
<td>A link connects the end of one process to the start of another. These may be two sub-processes within the same parent process.</td>
</tr>
<tr>
<td>Multiple</td>
<td><img src="image" alt="Multiple" /></td>
<td><img src="image" alt="Intermediate" /></td>
<td><img src="image" alt="End" /></td>
<td>A Multiple Event is used where there are multiple ways of triggering the process. Only one of the triggers is required to start, continue, or end the process.</td>
</tr>
</tbody>
</table>

Activities

An activity is a generic term for work or tasks performed during a process, and is represented by a rounded rectangle.

![Activity](image)

An Activity may include a special attribute symbol that is placed at the bottom of the Activity object.
The special attributes available within BPMN are shown below:

<table>
<thead>
<tr>
<th>Event type</th>
<th>Symbol</th>
<th>Description</th>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Collapsed sub-process</td>
<td><img src="image" alt="+" /></td>
<td>A cross within a box shows that there are additional processes (sub-processes) contained within the activity.</td>
<td>The activity “capturing biometric data” includes sub-processes including taking fingerprints and taking a DNA swab.</td>
</tr>
<tr>
<td>Looping</td>
<td><img src="image" alt="🔄" /></td>
<td>The activity or sub-process is repeated</td>
<td>Conducting door-to-door enquiries</td>
</tr>
<tr>
<td>Multiple instances</td>
<td><img src="image" alt="‖" /></td>
<td>Multiple instances of activity or sub-process will be created</td>
<td>Two patrol cars responding to an RTC</td>
</tr>
</tbody>
</table>

### Gateways

A gateway is used to represent the divergence and convergence of the process either because of a decision being made within a process that alters the resulting activities performed or because activities can be performed concurrently.

<table>
<thead>
<tr>
<th>Event type</th>
<th>Symbol</th>
<th>Description</th>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exclusive OR (data driven)</td>
<td><img src="image" alt="菱" /></td>
<td>One (and only one) of the courses of action is taken, the decision is made within the process</td>
<td>The action taken when a bailee attends custody.</td>
</tr>
<tr>
<td>Exclusive OR (event driven)</td>
<td><img src="image" alt="菱" /></td>
<td>One (and only one) of the courses of action is taken, the decision is made outside the process</td>
<td>The activities to perform when attending an RTC depend on whether other emergency services have yet to arrived.</td>
</tr>
<tr>
<td>Inclusive OR</td>
<td><img src="image" alt="菱" /></td>
<td>One or more of the courses of action can be taken</td>
<td>A series of inclusive options can be taken when considering what forensic tests to undertake</td>
</tr>
<tr>
<td>Parallel (AND)</td>
<td><img src="image" alt="菱" /></td>
<td>All courses of action are taken</td>
<td>The parallel activities carried out by a double crewed patrol arriving at a burglary</td>
</tr>
<tr>
<td>Complex</td>
<td><img src="image" alt="菱" /></td>
<td>Used for more complex decisions</td>
<td>The resources to deploy to police a football match depend on a range of complex decisions</td>
</tr>
</tbody>
</table>
Using Gateways in process maps

Exclusive OR (data driven) – The below diagram shows a data based XOR gateway based upon the options and activities available when a bailee attends custody. Five options and four possible activities can be performed, but only one option can be taken.

Exclusive OR (event driven) – Events occurring at the time of the gateway will determine which option is selected. For example, the activities performed by officers attending an RTC are dependent upon whether other emergency services are already on the scene.

Inclusive OR – Inclusive OR gateways are used when one or more of the activities can be performed. The example shown indicates the options available to a scene of crime officer attending a burglary. For OR gateways to be used, the default option must be established as viable at the start of the process.
Parallel (AND) – Below is an example of an AND gateway. Both of the activities must take place before the process can continue. The example shows the parallel activities performed by a double crewed patrol car attending a domestic burglary.

Complex gateways are used where the above examples cannot accurately represent the complexity of choices that occur at that point. They are generally used when multiple gateways, of different types, occur. As with sub-processes, complex gateways may need to be expanded upon elsewhere in the process diagram.

**Connectors**

Flow objects (events, activities and gateways) are connected together by connectors to create the basic skeletal structure of a business process. Connectors enable us to show the relationships between different BPMN graphics.

The most frequently used connector is a sequence flow. A sequence flow shows the order in which activities are performed in a process.
<table>
<thead>
<tr>
<th>Event type</th>
<th>Symbol</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sequence flow</td>
<td></td>
<td>Sequence flow shows the order of activities and events within a pool, but never between two pools.</td>
</tr>
<tr>
<td>Default sequence flow</td>
<td></td>
<td>Default sequence flow shows the default route after a divergent gateway.</td>
</tr>
<tr>
<td>Message flow</td>
<td></td>
<td>Message flow shows the order of activities between two pools, but never within a pool.</td>
</tr>
</tbody>
</table>

**Pools and Lanes**

Pools and Lanes identify participants in a process and the roles of each participant.

A pool shows a group of participants in a process (e.g. an organisational unit or function).

A lane is a sub-partition within a pool and shows the breakdown of responsibilities within a pool (e.g. a specific role).

A Pool may be shown as a “Black Box” with all details hidden or as a “White Box” with all details exposed:

Communication between two pools can only be done through a message flow.
**Artefacts**

Artefacts are used to provide any additional information about the process. The most common artefacts are:

- **Data objects** show how data is required or produced by activities.
- **Groups** can be used for documentation or analysis purposes, but do not affect the sequence flow.
- **Annotations** provide additional information for the reader.

You can develop bespoke symbols to show specific types of information. For example, placing red flags on activities that have been identified as areas of improvement allows reviewers to focus on problem areas.

**Golden rules**

**Start and end events**

- A process has one (and only one) start event in each pool
- A process has one or more end events in each pool

**Activities**

- Each activity must have one (and only one) sequence flow coming out of it

**Sequence and message flows**

- Sequence flows can pass between the lanes of a pool, but not between pools
- Message flows only pass between pools
- Message flow cannot go into or come out of a gateway
- Events cannot trigger message flows

**General**

- Each element (activity, event or gateway) must sit within a single lane
**Key reference points**

The Object Management Group are the custodians of BPMN and their document ‘Business Process Modelling Notation’ (BPMN) Version 1.2’ was published in
January 2009. It provides a comprehensive level of additional information for the modeller looking to gain an in-depth understanding of BPMN. The document can be found at http://www.omg.org/spec/BPMN/1.2.
Appendix B – Examples of process mapping from the demonstration sites

**Staffordshire CID Assault**

As Is
### Appendix C - Example of data collection template

<table>
<thead>
<tr>
<th>Id</th>
<th>Information requirement</th>
<th>Benefit</th>
<th>Source</th>
<th>Method of collection</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Identify the information that needs to be collected</td>
<td>Identify which benefit the information relates to</td>
<td>Identify the source of the information</td>
<td>Identify and agree how the information is going to be collected</td>
</tr>
<tr>
<td>2</td>
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<td></td>
</tr>
<tr>
<td>3</td>
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</tbody>
</table>
Appendix D - Example of volumetric analysis template

Example volumetric analysis template - page 1

<table>
<thead>
<tr>
<th>ID</th>
<th>Activity/Decision</th>
<th>Effort assumption</th>
<th>% of all cases (if no Volume)</th>
<th>Volume of cases/with</th>
<th>Reps</th>
<th>Average duration (minutes)</th>
<th>Allocator</th>
<th>PCSO</th>
<th>PC</th>
<th>CCTV format</th>
<th>Green Book</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
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</tr>
</tbody>
</table>

Example volumetric analysis template - page 2

Average time committed per investigation (by NPI Investigation team members)

<table>
<thead>
<tr>
<th>Allocator</th>
<th>PCSO</th>
<th>PC</th>
<th>CCTV format</th>
<th>Green Book</th>
<th>Arrest</th>
<th>Custody</th>
<th>Case File</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
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<td>0</td>
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<td>0</td>
</tr>
</tbody>
</table>

Total time across all investigations

<table>
<thead>
<tr>
<th>Allocator</th>
<th>PCSO</th>
<th>PC</th>
<th>CCTV format</th>
<th>Green Book</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
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<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

60
Appendix E – Breakdown of crime investigation tasks

This table shows the breakdown of crime investigation tasks by category and time in a traditional, or sole trader model of crime investigation. The resource allocated for each activity is a detective constable.

<table>
<thead>
<tr>
<th>C/03/16224</th>
<th>Theft from Shop</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proc.1</td>
<td>DC</td>
</tr>
<tr>
<td>CIS</td>
<td>Read Job on CIS</td>
</tr>
<tr>
<td>Phone</td>
<td>Contact PC Harris re statement</td>
</tr>
<tr>
<td>Travel</td>
<td>Go to Godalming to collect statement</td>
</tr>
<tr>
<td>Travel</td>
<td>To Guildford property to collect cctv</td>
</tr>
<tr>
<td>Travel</td>
<td>Return to Farnham (property closed?)</td>
</tr>
<tr>
<td>CIS</td>
<td>Update Cis</td>
</tr>
<tr>
<td>Travel</td>
<td>To Guildford property to collect cctv</td>
</tr>
<tr>
<td></td>
<td>Sign for property</td>
</tr>
<tr>
<td>Travel</td>
<td>Return to Farnham</td>
</tr>
<tr>
<td>CIS</td>
<td>Update Cis</td>
</tr>
<tr>
<td></td>
<td>view CCTV</td>
</tr>
<tr>
<td>Travel</td>
<td>to suspects house -Godalming</td>
</tr>
<tr>
<td></td>
<td>Talk with suspects sister (offender not home)</td>
</tr>
<tr>
<td>Statement</td>
<td>Request statement from victim</td>
</tr>
<tr>
<td>Travel</td>
<td>return to Farnham</td>
</tr>
<tr>
<td>Phone</td>
<td>Sgt. Re interviewing offender</td>
</tr>
<tr>
<td>Travel</td>
<td>To offenders address</td>
</tr>
<tr>
<td>Travel</td>
<td>return to Farnham</td>
</tr>
<tr>
<td>Phone</td>
<td>Offenders Mother to arrange interview 1</td>
</tr>
<tr>
<td>Phone</td>
<td>Offenders Mother to arrange interview 2</td>
</tr>
<tr>
<td>CIS</td>
<td>Update Cis</td>
</tr>
<tr>
<td></td>
<td>Liaison with colleague re arrest</td>
</tr>
<tr>
<td>Travel</td>
<td>To offenders address</td>
</tr>
<tr>
<td></td>
<td>Arrest offender &amp; search house</td>
</tr>
<tr>
<td>Travel</td>
<td>Take offender to Guildford custody</td>
</tr>
<tr>
<td></td>
<td>view CCTV</td>
</tr>
<tr>
<td>Travel</td>
<td>Take offender home</td>
</tr>
<tr>
<td>Travel</td>
<td>return to Farnham</td>
</tr>
<tr>
<td>CIS</td>
<td>Update Cis</td>
</tr>
<tr>
<td></td>
<td>Take still form cctv</td>
</tr>
<tr>
<td></td>
<td>Take to LIO, LIO scan to pc</td>
</tr>
<tr>
<td></td>
<td>Return to office</td>
</tr>
</tbody>
</table>

Mins 755

Hours 12.6

% Total 100%
### Appendix F – Table of Tasks broken down by skills and powers

This table shows that the examination of a larger sample gives a breakdown of the skills/powers required across a range of criminal investigations is broadly consistent with that found previously. (see Appendix E)

The aggregated breakdown of all the crimes shows 32% of the time was spent on administrative activity, 60% required tactical investigative skills with partial powers, and 7% required the specialist skills and full powers of a police constable.
Appendix G – Defining new roles based on skills and powers

The following chart builds on the task breakdown from Appendix F and shows how these were categorised by one force to identifying the skills and powers required by new roles. The table also provides examples of the activities carried out within those specific roles.

<table>
<thead>
<tr>
<th>% Total time per investigation (from appendix F, rounded)</th>
<th>Roles</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Supervisor</td>
</tr>
<tr>
<td></td>
<td>N/A</td>
</tr>
</tbody>
</table>

Skills required
- Management and organisational skills
- Specialised investigative skills, ability to task and co-ordinate the activities within a small team
- Investigative skills to established level
- Administrative, logistical and resource management skills

Powers required
- Full warranted police powers
- Partial warranted powers – designated under Police Reform Act
- Nil

Function
- Unit management
- Investigation management
- Investigative activity
- Administration / logistics
- Management of processes
- Set investigative strategies
- Complete tasks as allocated
- Provide administrative support

Tasks /Activities
- Quality assurance
- Manage workflows and team workload
- Statement taking
- Update search records, maintain databases
- Set tasks for IAs and AAs.
- House to house
- Make appointments, duty schedules, tasking
- Set identification strategy
- Scene examination
- Liaise with agencies, Forensic Service, CPS, Courts
- Undertake arrests of suspects
- Identification procedures
- Exhibit management
- Set interview strategy (with IAs)
- Interviews
- ROTI preparation
- Liaise with case file builders and CPS
- Searches S.18
- File building prior to charge
- Property related enquiries

The roles outlined above are consistent with the levels described within the Strategic Employment Framework.
Appendix H – How roles assembled into teams

This organisational chart outlines how the roles described in Appendix G were assembled into teams.
Appendix I – Business case development

This appendix contains a summary of the Office of Government Commerce Five Case Model

The Office of Government Commerce (OGC) Five Case Model

- The Strategic Case - does the investment fit with the organisation’s strategy and objectives?
- The Economic Case - have a wide range of options been explored and does the recommended option offer the best balance of cost, benefit and risk?
- The Commercial Case - how will the project be sourced and what will the commercial arrangements be?
- The Financial Case - is the budget available to deliver the change and are other funding sources available?
- The Management Case - does the organisation have the capacity and capability to manage and deliver the implementation?

For more information:

### Appendix J - WFM Demonstration Site Business Case – High Level Checklist

**Checklist:**

<table>
<thead>
<tr>
<th>Areas for consideration</th>
<th>Yes/ No</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Objectives</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>a) Are the objectives clearly defined?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>b) Are the objectives aligned to the wider force strategy?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>c) Are the objectives of the demonstration site aligned to WFM?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>d) Are the evaluation criteria / consistent with the project’s objectives?</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>2. Benefits</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>a) Is there an agreed benefit realisation plan?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>b) Are the timescales for benefits realisation realistic?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>c) Are all categories of benefits considered?</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>3. Costs</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are all appropriate cost centres included?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have the following costs been considered and included as necessary(^1) in the baseline:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Accommodation</td>
<td></td>
<td></td>
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<tr>
<td>- IT</td>
<td></td>
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<tr>
<td>- Telecommunications</td>
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<td>- Vehicles</td>
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<td>- Stationery</td>
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<tr>
<td>- Procurement</td>
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<td>- Consultancy support</td>
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<td>- Evaluation</td>
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<tr>
<td>- Recruitment</td>
<td></td>
<td></td>
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<tr>
<td>- Training costs new staff</td>
<td></td>
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<tr>
<td>- Training costs existing staff</td>
<td></td>
<td></td>
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<tr>
<td>- Uniforms</td>
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<tr>
<td>- Other?</td>
<td></td>
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<tr>
<td>Are the costs realistic?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

\(^1\) Where costs are expected to change, they must be included within the baseline. Where they are expected to remain constant, this should be documented within the assumptions but there is no need to include them.
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<tr>
<th>Areas for consideration</th>
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<tr>
<td>Are there adequate and realistic technical resources included in the costs?</td>
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<td>Are the timescales of the cost profile realistic?</td>
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<td>Are the sources for necessary resources and internal funds identified and in place?</td>
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<td>Does the business case demonstrate affordability?</td>
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<td>Does the cost include contingency (c.10-20%) where appropriate?</td>
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4. Cost/ benefit

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<td>Has an NPV been calculated correctly?</td>
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<td>Has a positive NPV been derived?</td>
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<td>Is the timescale for a positive return appropriate (payback period)?</td>
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5. Options

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<td>Have the above been considered for a range of feasible options – timescales, scope, degree of modernisation?</td>
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<td>Have the options been assessed against clear criteria, e.g. risk, return, feasibility, stakeholder views?</td>
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6. Governance

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<td>Are there clear governance structures in place?</td>
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<td>Are the four categories considered? Accountable, Responsible, Consulted, Informed.</td>
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<td>Are the governance arrangements appropriate for the scale, complexity of the change?</td>
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<td>Do the governance structures allow for transparent and timely decision making?</td>
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7. Risks

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<td>Are all categories of risks and issues being properly considered?</td>
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<td>Are appropriate mitigations being planned for all risks identified?</td>
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<td>Does the cost/benefit analysis make realistic allowances for risk that reflect the experience of previous WFM pilots?</td>
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<td>Is the level of risk appropriate to the size of proposed benefit?</td>
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8. Assumptions & constraints

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<td>Have all assumptions and constraints in the business case been documented?</td>
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### Areas for consideration

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<th>Comments</th>
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<tbody>
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<td>Have all the assumptions and constraints in the business case been validated and sourced?</td>
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<td>Have all major internal and external dependencies been taken into account? E.g. other projects</td>
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<tr>
<td>Has the cost/benefit model(s) been validated, and is it supported by approved assumptions?</td>
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#### 9. Stakeholders

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<tr>
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<tbody>
<tr>
<td>Have all the necessary stakeholders been identified and consulted?</td>
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<td>Has a summary of their views or opinions been documented?</td>
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#### 10. Other

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<th>Other</th>
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<tr>
<td>Is there an appropriate understanding of the implementation strategy, approach and plan?</td>
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<td>Has a diversity impact assessment been completed?</td>
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<tr>
<td>Has a realistic communications and engagement approach been identified?</td>
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Additional comments:
Section 2
Programme Management

1.1 Introduction

Governance of the National Workforce Modernisation Programme follows the philosophy and discipline of Managing Successful Programmes (MSP) as published by the Office of Government Commerce (OGC). It is not the intention of the National Programme Team to mandate a project or programme methodology. Many sites will have developed their own local practices and may wish to maintain these within the force.

However, in order to maintain minimum standards of consistency, and preserve the integrity of the demonstration site programme and subsequent evaluation, the following structure was the minimum requirement of demonstration sites:

1.2 Sponsoring Group / Programme Board

The terms of reference for the Sponsoring Group can be found at Appendix A. This group will comprise the ACPO sponsor (chair and Senior Responsible Owner, who would ideally own the portfolio), the Programme Manager and the business owner. The terms of reference for these roles are also contained within Appendix A.

It is also recommended that the Sponsoring Group should include a member of the Police Authority as the Police Authority will provide the funding for the demonstration site process.

In addition to the above, the sponsoring group should include individuals to represent:

- Director of Corporate Communications
- Director of Finance
- Director of HR
- BCU Commanders
- Staff Association/Union Representatives
- Any other key stakeholders deemed appropriate by the chair

The sponsoring group should meet with a frequency appropriate to the pace and stage of the programme, which should not be subject to unnecessary delays whilst awaiting decisions. It is not deemed imperative that the sponsoring group is a separate organisation, but this function could sit as a standing agenda item if the relevant individuals are already meeting within established force governance.

1.3 Programme Team

The Programme Team will manage implementation. The size and configuration of the team will be dependent upon the scale of proposed changes.

The programme team should include the following as a minimum. On most demonstration sites these could be expected to be full time posts. However, dependent upon the scale of the project(s) it may be possible to have only part time
access to communications, HR and finance staff as long as the overall programme team remains “fit for purpose”.

- Programme Manager*
- Business Change Manager(s)*
- Project Manager(s)
- Office Manager/Administrative Support
- Project Support Officer
- Communications Officer
- Finance Officer
- HR Officer

* For terms of reference see appendix A

It is also recommended that the training department is involved at an early stage due to the extent of training that will be involved in reconfiguring the workforce and redesigning working practices.

Teams that include full or part time personnel from the capability being redesigned will enhance the transition to new ways of working by acting as ‘champions’ for WFM in the new environment and supporting the Business Change Manager(s).

1.4 Governance

The structure depicted in Fig.1 describes the interface between programmes and projects, showing how different governance arrangements can be in place within a single programme (or modernisation site).

The Programme Manager, Support Office and Business Change Manager will report to the Sponsoring Group via the Senior Responsible Owner. Where a programme contains several projects, the Project Manager may report directly to the Programme Manager, or there may be a requirement to establish a Project Board, which may report to the Sponsoring Group via the Business Change Manager or Support Office.

Any combination of reporting structures may be introduced for projects within a demonstration site programme, as long as the governance and reporting structures are clearly defined and documented at the outset and accepted by all interested parties. Co-ordination of the individual projects will be vital in order to schedule implementation and ensure availability of resources (recruitment and training departments in particular). For this reason, all projects will ultimately report to the Sponsoring Group and the Programme Manager will be responsible for resolving scheduling issues. If the Sponsoring Group is part of an existing meeting structure, consideration should be given to forming a Programme Board to coordinate projects prior to reporting to the Sponsoring Group.
Fig. 1. The interface between programmes and projects, as described in MSP.

1.5 Documentation

It is recommended that modernisation sites adopt a recognised programme/project management methodology (e.g. MSP or PRINCE2) and the associated documentation. As a minimum, the following should be submitted to the force governance board:

- Summary of Projected Benefits.
- Fully Costed Business Case.
- Implementation Plans. (Prior to implementation)
- Highlight Reports.

Appendix B shows the relationship between individual roles, programme/ project processes and management products.
Appendix A: Terms of Reference for Programme Management

Sponsoring Group:
The specific responsibilities of the SPONSORING GROUP will include:
- providing the Programme Mandate and investment decision
- creating an environment in which the programme can thrive
- endorsing, advising and supporting the Senior Responsible Owner
- providing continued commitment and endorsement in support of the Senior Responsible Owner at programme milestones
- approving the progress of the programme against strategic objectives
- providing visible leadership and commitment to the programme at communication events
- confirming successful delivery and sign off at the closure of the programme

Senior Responsible Owner:
The responsibilities of the SENIOR RESPONSIBLE OWNER (SRO) include:
- owning the vision for the programme and being its ‘champion’, providing clear leadership and direction throughout its life
- representing the force demonstration site at the National Demonstration Site Programme Board
- securing the investment required to set up and run the programme, and fund the transition activities so that the desired benefits are realised
- providing overall direction and leadership for the delivery and implementation of the programme, with personal accountability for its outcome (this should be an important measure of their individual performance)
- being accountable for the programme’s governance arrangement by ensuring the programme, including its investment, is established and managed according to appropriate requirements and quality
- being responsible for key programme information, including the Programme Brief and the Business Case
- managing the interface with key senior stakeholders and ensuring that interfaces and communications with all stakeholders are effective
- managing the key strategic risks facing the programme
- maintaining the alignment of the programme to the organisation’s strategic direction. Evolving business needs and emerging issues that impact the programme will undoubtedly arise. The Senior Responsible Officer is responsible for ensuring that such issues are addressed appropriately
- ensuring that the organisation and its staff are managed carefully throughout the change process, that the results are reviewed and assessed objectively, and that adjustments are made as necessary
- commissioning and chairing reviews, both during the programme and following programme closure that formally assess the programme’s:
  - continued alignment with its objectives
  - capability of delivery
  - measurable achievement of benefits
- managing and supporting the Programme Manager

Programme Manager:
Responsibilities of the PROGRAMME MANAGER role will include the following;
National Workforce Modernisation Programme Toolkit v4.1

- planning and designing the programme and proactively monitoring its overall progress, resolving issues and initiating corrective action as appropriate
- defining the programme’s governance framework
- ensuring the integrity of the programme – focusing inwardly on the internal consistency of the programme; and outwardly on its coherence with infrastructure planning, interfaces with other programmes and corporate technical and specialist standards. This particular aspect may be allocated to a separate dedicated role (often referred to as ‘business or technical design authority’ or ‘strategic architect’), particularly on large, complex programmes
- managing the programme’s budget on behalf of the Senior Responsible Owner, monitoring the expenditure and costs against benefits that are realised as the programme progresses
- facilitating the appointment of individuals to the project delivery teams
- ensuring that the delivery of new products or services from the projects meets requirements and is to the appropriate quality, on time and within budget, in accordance with the programme plan and programme governance arrangements
- ensuring maximum efficiency in the allocation of resources and skills within the project portfolio
- managing third party contributions to the programme
- managing the communications with stakeholders
- managing the dependencies and interfaces between projects
- managing risks to the programme’s successful outcome
- initiating extra activities and other management interventions wherever gaps in the programme are identified or issues arise
- reporting progress of the programme at regular intervals to the Senior Responsible Owner

The Programme Manager should ideally be qualified in MSP or PRINCE 2, with a background in change management.

**Business Change Manager:**

Responsibilities of the BUSINESS CHANGE MANAGER (BCM) will include the following:

- ensuring the interests of the sponsoring group are met by the programme
- obtaining assurance for the sponsoring group that the delivery of new capability is compatible with realisation of the benefits
- working with the programme manager to ensure that the work of the programme, including the scoping of each project, covers the necessary aspects required to deliver the products or services that will lead to operational benefits
- working with the programme manager to identify projects that will contribute to realising benefits and achieving outcomes
- identifying, defining and tracking the benefits and outcomes required of the programme
- identifying and implementing the maximum improvements in business operations (both extant and newly created) as groups of projects deliver their products or services into operational use
- managing the realisation of benefits, and ensuring that continued accrual of benefits can be achieved and measured after the programme has been completed
- establishing and implementing the mechanisms by which benefits can be realised and measured
- taking the lead on transition management; ensuring that ‘business as usual’ is maintained during the transition and the changes are effectively integrated into the business
National Workforce Modernisation Programme Toolkit v4.1

- preparing the affected business areas for the transition to new ways of working;
- potentially implementing new business processes
- optimising the timing of the release of project deliverables into business operations
- as the programme progresses, the business change manager is responsible for monitoring outcomes against what was predicted

It is recommended that the Business Change Manager should be carefully selected. Experience has shown that processes will be diluted/changed if not properly overseen by an individual who has credibility within the Operational Senior Management Team, who can assess the situation and make necessary adjustments to the model where appropriate. BCMs also need to have a strategic understanding of the business and how any changes could potentially impact on the programme as well as ‘business as usual’.
Appendix B: Programme Management – Key Steps

Identification of Individuals
- Senior Responsible Owner
- Programme Manager
- Sponsoring Group
- Stakeholder Groups: Police Authority, Staff Associations, Partners and Customers

Processes
- Consider modernisation options
- Remedial Action
- Follow Workforce Configuration Model
- Programme Definition: Vision, Blueprint, Business Benefits, Resource Requirements, Stakeholder Analysis, Key Risks, Timeline, Funding Arrangements, Cultural Aspects
- Definition of Projects: Aims and Objectives, Products, Resource Requirements, Business Case, Communication plans
- Implementation: Monitoring, Change Control, Product Delivery
- Review and Evaluation

Products
- Bid for demonstration site status
- Readiness Assessment
- Projected Benefits
- Fully Costed Business Case
- Programme Management Plan
- Project Management Plans
- Work Packages
- Highlight Reports
- Project/Programme Products
- Business Benefits
Section 3
Leading Change – Communications and Stakeholder Management

1.1 Introduction

By Lisa Herrington, Communication Manager, National Workforce Modernisation Programme

For the journey of reform to be successful a broad range of stakeholders need to understand workforce modernisation; have confidence in its ability to deliver benefits and; a desire to engage in the vision. Effective communication will be central to engaging your stakeholders. This chapter sets out some simple guidance which can help you deliver a communication strategy that is:

- Planned, targeted and appropriate to the audience
- Innovative, two-way and honest
- And above all, meaningful.

If you are a communication professional or indeed have ever been involved in communicating a project, I should imagine much of the following you already know. However, at the beginning of a major change programme there will be huge expectation relating to communication and regardless of your level of experience, making a start can be quite daunting! You may be under pressure to just to tell everyone everything, but this will just cause confusion, your message will be lost and the impact of any subsequent communication will be reduced.

The best communication strategies within workforce modernisation demonstration sites are often the most simplest, where what is promised is in fact actually delivered.

Rather aptly for a 'toolkit’, I believe good communication is a bit like DIY home improvement, with the result being dependent on the preparation you have put in! So before you begin rolling out any communication, consider the following questions:

- What do you want to achieve?
- What tools will you need to get the job done?
- Who is most appropriate to do the work?

1.2 What do you want to achieve

What would success feel like to you? Probably something along the lines of – all people with an interest in workforce modernisation (your stakeholders) felt well informed; that they had a ‘voice’; they could (and did) contribute to the success of your project and; as a result a close, open and productive relationship was established.
1.3 Identifying your stakeholders

Your first step is to identify your stakeholders, both internally and externally – and remember, be specific! For example ‘force personnel’ can be broken down into many layers, all with different needs:

- Chief Constable
- ACPO Workforce Modernisation Sponsor
- Members of Chief Officer Team not involved in workforce modernisation
- HR Manager
- Finance Manager
- Learning and Development Manager
- Workforce Modernisation Project Team
- Commander of Basic Command Unit - involved in workforce modernisation
- Commanders of Basic Command Units - not involved in workforce modernisation
- Police officers - within teams being modernised*
- Police staff - within teams being modernised *
- Police officers - unaffected but within BCU being modernised *
- Police staff - unaffected but within BCU being modernised*
- Police officers - outside BCU being modernised*
- Police staff - outside BCU being modernised *
- Police Superintendents’ Association representatives
- Police Federation of England and Wales representatives
- UNISON representatives

* Police officers and police staff should be further divided according to role/rank.

As well as your many internal stakeholders, consider how you might want to group your external ones, for example, your police authority.

1.3.1 Mapping your stakeholders

After identifying all your stakeholders, to help you achieve success you can use a stakeholder mapping tool. This enables you to map your stakeholders according to their level of interest in workforce modernisation and what power and influence they have over your project currently. You can then use the tool to plot where you need them to be in terms of interest, power and influence for your project to succeed. This in turn leads you to consider how and what you will need to communicate in order to shift their position.

An example stakeholder matrix is shown at Appendix A

1.4 The tools to do the job

You are going to need more than one tool in your ‘box of tricks’ to get the job done! Don’t be afraid to deliver the same message, but through a variety of communication
channels and public relations tactics. It is said that people need to hear the same information up to five times before it registers with them and makes an impact.

1.4.1 Tactics

Within the national communication strategy we identified the main communication channels and the tactics we would use, according to which audience we were targeting and what it sought to achieve e.g. awareness, understanding, support etc. If you simply wish to raise awareness a published article or online news may suffice. However, if you want to establish mutual understanding and achieve buy-in from your stakeholders, you will need to invest much more time and effort and use a method for face-to-face communication.

Above all, your communication must be meaningful for your audience. One simple health check is to consider how the communication (and by this I mean the method, who’s delivering it and the message) would make you feel if you were on the receiving end?

It’s also important to remember that your workforce will have a wide experience and knowledge of many of the issues you are seeking to overcome through workforce modernisation. Therefore, you need to devise methods to harness this experience and knowledge e.g. holding focus groups; inviting ‘workforce modernisation champions’ to become part of the project team; conducting process mapping with a working team of officers, staff and staff association representatives.

The diagram in Appendix B illustrates the mix of communication channels and public relations tactics employed at a national level.

1.4.2 Messages

Remember, whether your stakeholder is an employee, a police authority member, a journalist etc, they are all members of the public. Therefore, your internal and external messages must be aligned. You can’t say one thing internally and another externally and then be surprised when communication starts to unravel! Honesty, as ever, is always the best policy. Depending on the audience, the following questions can help you plan meaningful communication:

- What is the issue/problem?
- What are you going to do about it?
- What are the implications/benefits (in other words, how does it affect people and what’s in it for them)?
- What are the next steps and how can they contribute at an individual/team/organisational level?

1.5 The most appropriate person for the job

By now you may be getting a sense of how wide and deep your communication needs to penetrate! It is impossible and inappropriate for one person to be responsible for communication. Delivering a communication strategy for workforce modernisation will require the support of Chief Officers; force and BCU management;
communication professionals; team leaders; inspectors; sergeants and; so on. Each will have a unique role to play and even this will need to be communicated at the very outset of your project when you bring together your programme board.

1.6 Communications Escalator

A useful tool for identifying what internal communication tactics/channel will achieve and who is best placed to deliver them is the ‘Communication Escalator’ shown at Appendix C.

This tool can help you to explain to managers why you need their support and manage expectations around what each channel will achieve.

To illustrate how this guidance has been put into practice, below are some of the communication highlights at a national and local level:

1.6.1 National level:

Regular face-to-face meetings at a senior level enabled the programme to engage staff associations. We now have open, honest and meaningful dialogue which is bringing all parties closer together. I meet regularly with staff association communication leads and we are supportive of each other’s communication, often sharing ideas and resources to achieve a common goal.

The programme secured the support of the Association of Police Authorities and a joint publication is produced providing a strategic update on workforce modernisation for chief constables and police authority chairs.

All project teams from forces engaged with the programme come together to share their learning and experience at a bi-monthly networking session. This has progressed common issues such as the training of Investigative Officers.

The wider service has been engaged through a series of workforce modernisation MasterClasses. These events provided an insight to the programme, helped to dispel myths and shared good practice.

Testimonial from police officers and police staff affected by workforce modernisation projects have been captured on film. This tells their ‘real-life stories’ and provides credible evidence of workforce modernisation benefits which can be communicated to front line colleagues, as well as force management teams and police authority members.

1.6.2 Local level:

Operational superintendents have delivered face-to-face briefings to explain the change; address issues and concerns and; outline the next steps for those affected.

The engagement of local Police Federation representatives in process mapping exercises has helped to highlight the potential time and talent of officers wasted on inappropriate tasks.
Sergeants were identified as a key audience and central to achieving buy-in from officers and staff. Resources were invested to provide specialised change management training to sergeants so they were equipped to lead the change.

Workforce modernisation champions helped to input ideas and knowledge into project team meetings and explain the change to their operational colleagues.

Options for fast-time surveying of staff on potential changes to uniform, cars etc were explored and a variety of methods used, such as focus groups and email voting options.

I hope this helps you to start planning your communication. There is no absolute right way or wrong way – just have the best intentions and stick to them!

2. Change Management

2.1 Recognising the changes

It may seem obvious, but one of the key things to remember about any WFM programme is that it is above all else a ‘change programme’. As with any such programme there is a need to understand that it will impact on different people in different ways and that the leaders of the programme must ensure that everyone is given the chance to adjust to the change.

Any organisational development programme consists of 3 elements – the change programme itself (i.e. the project), the people within the organisation and the existing culture – both local and organisation wide (‘how do we do things around here). A successful change programme must pay attention to all 3 elements if it is to succeed. The diagram below illustrates some common problems when only one or two parts are worked on:

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2.2 The impact on people

People’s reactions to change vary. Some actively embrace it – others avoid it at all costs. Unfortunately you cannot choose the type of people you would like in your organisation. You must, therefore provide for all different types.

Fortunately, it is not quite as hard as it sounds. Everyone goes through the same psychological pattern when faced with change – sometimes called the ‘change curve’. The change curve follows a very similar pattern to that experienced by individuals when they lose a loved one, and whilst (for the majority) the emotions may not be so intense there are nevertheless similar feelings in play. Some people may move very quickly along the curve, with little help from external sources. Others may find themselves struggling to move away from a state of denial.

The curve looks like this, and some of the typical behaviours at each stage are illustrated:

The skill of an effective change manager, and the aim of a good communications strategy, is to help people to move as quickly as possible through to the ‘commitment’ stage (or at the very least ‘acceptance’).

Some useful tactics for this are:

- **Denial** –
  - Give reasons – explain why
  - Communicate the vision and the path
  - Confront denial – don’t just accept it
  - Create a sense of urgency
  - Be aware of previous history – both organisationally and for individuals.
• **Resistance** –
  - Discuss the causes of resistance and respond positively to them
  - Remove barriers to change
  - Open communications – repeat often and respond to feedback
  - Identify change agents or champions
  - Isolate or involve resisters
  - Identify and publicise ‘quick wins’

When you have ‘hooked people’ on your programme build on this by keeping them involved, by providing training opportunities and by continuing to publicise successes. It is easy to lose ground and much harder to get it back.

### 2.3 The role of leadership

The role of effective leadership in this process cannot be underestimated. A ‘transformational’ style of leadership is probably more effective than others during periods of change. The reason for this is that during times of change a number of things happen to individuals in relation to their work:

Research has shown that the use of a number of ‘transformational’ leadership dimensions can have a very positive impact on all of these factors:

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2.4 Tips for a successful change programme

One well known model, developed by Professor John Kotter of Harvard Business School\(^4\), lays out a simple 8 Point plan:

1. Establish a sense of urgency
2. Create a guiding coalition – get all your key leaders and stakeholders lined up
3. Develop a vision and strategy
4. Communicate the strategy
5. Empower others to act on the vision
6. Generate short-term wins
7. Consolidate gains and produce more change
8. Anchor the new approaches in the culture

This captures succinctly what is a very complex process. If it all seems a bit daunting, a simpler approach may be to follow a few easy tips:

- Don’t underestimate the impact that changes will have on your staff – if it can go wrong it will
- Communicate constantly, in as many different ways as you can, to as many different people as you can
- Don’t be shy – publicise quick wins and successes’ let people know it works.
- Find out who are your champions and villains – use them both to help push our messages.

Appendix A: Stakeholder Matrix

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<th>Power and influence</th>
<th>Interest</th>
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<td>High</td>
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<td>Low</td>
<td>High</td>
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- **Keep satisfied:**
  - Minimal effort: Keep informed:

- **Key players – strong buy-in:**

Appendix B: Media Mix

- Web-based comms
  - Document library
  - Events/meeting planner
  - Questions & Answers
  - Chief's/Field Officer's Blog

- Online comms
  - E-zine (The Knowledge)
  - Ad-hoc Email

- Endorsement
  - Testimonial/Case Studies via DVD

- Workforce Modernisation PR Tactics
  - National profile of demo sites
  - Overview of WFM, agreed and proposed products
Appendix C: Communication Escalator

*Adapted from an industry internal communications model created.*
Section 4
Human Resources

1. Introduction

The role of the human resource department (HR) is pivotal to the success of any change management process. It is vital that there is an early appreciation of the significant HR workload created by this major change programme. The overall success of the project will be measured, in part, by how effective the HR input is. It is therefore considered necessary that this input should be provided by a dedicated resource and at a seniority and skill level where the majority of decisions can be taken locally. Both strategic and transactional tactical aspects will be essential.

It is essential that there is HR input at the project development stage when business process re-engineering and workforce re-design is being undertaken. There are potential risks to eventual successful outcomes if this is not recognised early. The redesign process will inevitably produce new working practices from existing roles. These will need to be shaped for the new workforce mix and are likely to require new processes. It is these new roles based on disaggregated tasks that the HR professionals will need to develop into new job roles, job descriptions and then move forward into recruiting, selection, training and development and retention plans.

It will clearly assist if the area of business involved has a recent skills audit and in addition has a comprehensive set of role/job descriptions available. This information will be necessary for the business process re-engineering and workforce design stage of the project. If this is not in existence it will be necessary to undertake one prior to final decisions regarding the new workforce mix.

Early engagement with all affected staff groups and all relevant staff associations and trade unions is critical, preferably this should commence at the earliest stage of project inception as it will become vital during the workforce re-design stage. If early engagement has been achieved there will be less likelihood of individual staff groups being alarmed and becoming defensive if they are aware of the broader terms of the project. Investment in time on staff information sessions cannot be underestimated. The risk of misinformation can be very corrosive and counterproductive. There is also a need to encourage staff to understand and embrace the positive benefits of moving to the new way of working and the individual benefit it offers. This is sometimes referred to as a 'psychological' contract with staff.
2. Establishing the current position.

Prior to undertaking any change it is essential that a detailed understanding exists concerning the current situation. Not only does this ensure a proper gap analysis can be created but also it provides a sound basis to track business improvement. Given that detailed evaluation should take place in sites that are modernising it is vital that the ‘baseline’ is clearly identified.

To enable this a robust workforce planning system is required. If not already in place it will be necessary to establish one in anticipation of the future workforce demands arising from the greater segmentation resulting from the use of a ‘mixed economy’ workforce.

It will be necessary to understand the individual issues within the boundaries of the project and those issues which will have most serious impact on the projects success. I.e. do we have sufficient officers/staff with the necessary skills to undertake changed work practices?

The second stage is to understand this in the context of the organisation as a whole.

The above is illustrative of issues for consideration.

Consideration must take account of the workforce’s

- Skill / service / age profile
- Quantification or size of internal and external movement including ‘lead time’ for new staff
- Over a predicted period – 1 year/2 years/5 years
3. Influencing the Re-designed workforce mix

It is important that the HR input to the re-designed workforce mix is fully committed to the overall direction of the project. Clarity of projected outcomes regarding overall capacity, whether static or increased, must be fed into all areas where the HR Department’s professional contribution is required. The HR contribution needs to ensure that where necessary a pragmatic approach in respect of its strategic advice is adopted. Creative approaches to the new style organisation must be adopted, although adherence to legislative minimums will need to be highlighted. One important ongoing consideration will be a need to reflect HR practices that are flexible to support changing and often unpredictable demands on all staff.

Once business process re-engineering is completed and the mixed economy configuration of staff is established, the development of the following must take place:

- Development and design of new role profiles/job descriptions / personal specification for police staff, and in some cases police officers too. This must include, where appropriate, clarity regarding Designated Powers. (Taking into account any anticipated new powers).
- While there are no rules or principles of job design the following techniques are worth bearing in mind:
  - Motivating characteristics of the job i.e. autonomy, discretion, self control and responsibility; and belief that the tasks) is important
  - Job enlargement is the combining or bundling fragmented or single tasks to increase the variety and diminish the degree of repetitiveness
  - Job rotation is a structured process for rotating staff through various tasks which reduces monotony, increases variety and provides a degree of resilience to cover for abstractions
  - Self managed teams which are given a degree of discretion over working practices such as planning of work and how the work is distributed amongst the team
- Role profiles should be based upon the Integrated Competency Framework for officers and Police staff, and aligned with the ACPO Workforce Modernisation team Strategic Employment Framework. (See Appendix A)
- Job Evaluation and grading for police staff roles and assigning ranks appropriate for police officer roles
- Terms and conditions, particularly developing contractual conditions for police staff which takes full account of their new role in a range of direct operational roles, and any reliance on maintaining organisational resilience.
- The financial calculation addressing both direct and indirect costs, with a feedback loop to enable consideration of adjusting the staffing mix in order to ensure the re-engineered processes are efficient, effective and economical.
4. The implementation process

There will be significant HR implications in the implementation process and a clear implementation plan, with dependencies, will be required to ensure that HR is able to source the correct mix of staff against a priority matrix. The plan must include all aspects of employing new staff, redeploying existing staff and planning future development for the new configured arrangements.

Consider temporary redeployment of existing staff, including temporary promotion. This offers lateral development opportunities, as well as providing a quick option.

Recruitment and selection to new structure

a. Internal for both police officers and staff
b. Promotion/lateral movement– taking account of restricted duties
c. External targeted advertising which provides opportunities to address diversity issues.

In addition to ensuring the correct staff-mix it is essential that all other aspects of employment are clearly identified and included in the implementation plan. This must include accommodation, IT support, and other such issues. Together with the need to consider this in the local context, consideration does need to be given to whether these new arrangements require areas of corporate support such as payroll, occupational health (particularly relevant in relation to many re-deployment issues) etc.

Consideration will be necessary early in the new teams’ existence to addressing any skills gaps and an active career management plan. The delivery of this should be flexible but targeted and delivered by a method best suited to the business e.g. modular, self managed learning etc. It may be appropriate to consider national products such as CLDP and similar. The NCALT “models for learning” process may assist in redesigning learning solutions which may subsequently inform the development of any national product. Accreditation of prior leaning will need to be considered and appropriate records kept to maintain currency of all training and development information.

5. Communications strategy

Given the impact of HR issues on day to day working arrangements it is paramount that the corporate communications strategy takes full account of the need to ensure staff are regularly informed of developing staffing issues. A facility for open feedback on the new arrangements could enhance a positive response. Failure to appreciate the value of this is likely to have a negative impact on the whole project. (See section 4 of the Toolkit).
Appendix A: Strategic Employment Framework

Introduction

This is a guidance document for workforce modernisation sites on the use of the employment framework. It is intended to assist practitioners who are involved in the establishment of sites and should be used as part of the “toolkit”.

Background

Police officers and police staff have very different employment terms and conditions and as a consequence have separate hierarchical structures. Within individual police forces, police officer roles tend to be identified as requiring a particular rank to perform them. In addition there is also the assumption that all roles performed by a specific rank are therefore comparable.

In contrast, police staff roles are evaluated across the country using a number of role evaluation techniques such as Hay, PSC13-factor (Police Staff Council), etc. Such processes are the basis of police staff pay structure. Little attempt has previously been made to nationally reconcile these two systems, and therefore police officer and police staff roles have not, until now, been easy to compare.

In June 2006 the Workforce Modernisation (WFM) programme submitted a concept document “National Police Service Modernised Employment Framework and Strategic Career Pathways” to ACPO. Further work was undertaken to develop the concept which included consultation with HR professionals and police officers in 12 forces as well as Unison and the Police Federation.

Current position

The framework is now ready to be used in the demonstration sites where it will be assessed as part of the overall evaluation process of demonstration sites. Its purpose is to draw together police officer and police staff roles into one simple framework, it is a tool that is designed to assist you in ensuring that skill to task matching is taking place. There are two key features, the first is policing capabilities which provide a framework for increased specialisation of skills, a greater staff mix and accreditation. The second is skill and competency levels which create, using tiers of employment, a framework inclusive of all staff.

The framework should be used:

• in establishing the organisational structure, developing succession planning strategies and identifying skill gaps.
• to aid the identification and development of new roles that meet customer needs
• as part of fair and transparent recruitment, appraisal, selection and promotion processes
• to structure and align internal, and assess and align external accreditation systems
• to assist individuals in the identification of career pathways and the required continuous personal development
• to give clarity to staff on how they are expected to perform in their roles
What it will not do

The framework allows individual roles to be placed within the overall organisational policing context of a reconfigured workforce. It may be thought appropriate that an assessment of roles could be a contributory factor of a much wider remuneration system for all staff. However, the framework only identifies the appropriate skills and competencies for the policing capabilities. It does not include a measure of the working conditions of a role i.e. whether it is performed during unsocial hours, whether the individual is on call, how many hours are worked, etc. Therefore whilst several roles may occupy the same place in the framework, their pay could be different due to different working conditions. Any enhanced remuneration for working conditions will be separate from this framework. The framework cannot incorporate such factors, as this would give an artificially enhanced impression of where roles with difficult working conditions would be placed, thus disrupting the use of the framework for career navigation.

The framework itself does not take into account the policing powers held by individuals or whether they are police officers or police staff. It identifies the skills and competencies required by the individual in their role. Roles with no powers, designated powers or full powers may therefore be evaluated as comparable in terms of their know-how, complexity of problem solving and accountability and so will be found within the same level in the framework.

Career Pathways

With policing activity being characterised by increasing volume and complexity, there is a growing need for the move towards increased specialisation to be supported by structured career pathways within the police service.

The employment framework will provide the underpinning infrastructure for career pathways. It is important that members of the police workforce retain the opportunities of diverse and varied careers, but without the relatively unstructured ‘career tourism’ that often occurs at present which benefits neither the organisation nor the individual. Movement throughout the police service should be jointly based on individuals’ career development needs and the service’s skill requirements. Both the individual and the organisation should hold joint responsibility for career development. The police service must be in a position to identify current and potential skills gaps and have the processes available to address these.

Business Need

Structured career pathways would allow the police service to better recognise current and future skill gaps and so identify the staff with the aptitude to carry out those roles and focus their development accordingly.

Cost reduction through prevention of unnecessarily equipping officers with costly training and wasting valuable learning development time with skills that they are unlikely to ever use.

Accrediting prior learning would eliminate wasted time and money in training, learning and development.

Within a modernised employment framework, structured career pathways will attract, reward and offer faster progression to the most talented and best performing staff, whilst matching resources to operational need.
Future Development

The employment framework incorporates opportunities for both lateral and upward progression within the police service for police officers and police staff. The accreditation systems for both operational and leadership skills offer the required ‘bridges’ to facilitate this movement. Nevertheless the emphasis will be on the comprehensive development of skills and experience within a particular capability.

The NPIA People Strategy for policing in England and Wales http://npiaportal/media/people_strategy.pdf sets out clear aims and objectives to improve policing capability in the future. The employment framework and the principles set out in this section of the toolkit compliment and support that strategy. In February 2009, following consultation with forces, the WFM team submitted a draft set of guidance and principles for career pathways for inclusion in the people strategy which support the employment framework and the needs of the police service.

Using the framework

(Please read this in conjunction with Diagram 1)

Working horizontally along the top of the columns from left to right are the ACPO agreed four core operational capabilities of Response, Investigation, Neighbourhoods and Intelligence. There is a fifth capability that incorporates all the support functions required for any organisation to function effectively, this has been termed Corporate Service Delivery and includes functions such as IT, HR, Finance, Resources etc. The core capabilities represent areas of policing skills and competencies. The capabilities are purposely broad and will include a number of policing activities within each. Each capability is designed to include policing activities at all levels. The capabilities aim to provide an underlying structure which can flex to forces’ local workforce needs, rather than being rigidly prescriptive.

Skills and competencies

On the left hand side of the framework there are 8 levels, working vertically from bottom to top they are the skill and competency levels. Vertically, the framework defines the levels at which individuals are required to perform. The levels reflect the increasing requirements and demands of roles in terms of skills and competencies. With reference to National Occupational Standards, the European Qualifications Framework for Lifelong Learning, Hay evaluation and PSC 13-Factor, they are measured in the three areas of:

Degree of know-how

• The level of technical and management skills and knowledge, obtained through training and experience
• The level of communication and social competence

Complexity of problem solving

• The level of professional and vocational competence

Accountability

• The level of autonomy
• The level of supervisory/management/leadership responsibility
The skill and competency levels are not the basis of a pay structure – they are solely an employment framework. As such the framework should be used to compare roles, regardless of function, in terms of the behaviours that employees must have, or acquire, to input into a situation in order to achieve high levels of performance.

Descriptors for each skill and competency level are being developed and will be added to this documentation. The graded behavioural competencies of the Integrated Competency Framework (ICF) will be incorporated within these descriptors at the appropriate levels. Relevant qualifications, for example National Vocational Qualifications (NVQs) and National Occupational Standards (NOS) can also be linked to each level. The level descriptors are not intended to be precise or comprehensive – they are descriptive rather than prescriptive.

How to use

Step one- Identify the task or range of tasks that you want a person to undertake in a particular role. When that has been done, use the descriptors to identify the skill and competency level that the role demands in terms of the;

• Degree of know how
• Complexity of problem solving
• Accountability

Please remember that the descriptors are not intended to be precise or comprehensive, they are descriptive rather than prescriptive. Use your professional judgement as to which descriptor is the best fit.

Step two- Having identified the appropriate descriptor, refer to the relevant level on the framework and match it to the appropriate capability. You have now identified where that role and person sits in the structure of the organisation and can start the recruitment process based on the skill and competence required.

The framework is a tool that is designed to assist you in ensuring that skill to task matching is taking place.

As this process is repeated you can use the framework to compare roles, please remember that the placing of a person in the framework has nothing to do with whether they are police officer or police staff, rank, grade or pay.

Summary

1. Identify the task or tasks that the role demands.
2. Refer to the descriptors to identify the skill and competence level which best fits the role.
3. Now identify in which capability or capabilities the level and therefore the person sits.
4. Commence the recruitment process based on the descriptor.
5. That should give you the right person with the appropriate skills and competence working at the correct level of the organisation in the right capability to carry out the task or tasks that the role demands.
# Appendix A

## EMPLOYMENT FRAMEWORK

<table>
<thead>
<tr>
<th>Level</th>
<th>Response</th>
<th>Investigation</th>
<th>Neighbourhoods</th>
<th>Intelligence</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leading organisations:</td>
<td>Strategic/Command Leader</td>
<td>ACPO Strategic Lead</td>
<td>ACPO Strategic Lead</td>
<td>ACPO Strategic Lead</td>
</tr>
<tr>
<td>Leading units: Part of senior management teams with functional, departmental or multi-team responsibilities. Less emphasis on direct supervisory responsibility.</td>
<td>Strategic/Command Manager</td>
<td>Middle Manager</td>
<td>Supersub Manager</td>
<td>Advanced Practitioner</td>
</tr>
<tr>
<td>Leading teams: Responsibility for projects &amp; managerial oversight of specific areas &amp; team leadership. High level of supervisory responsibility &amp; growing management responsibility.</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Leading others: Responsibility for the leadership of other people; influencing others, maintaining &amp; monitoring standards.</td>
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<tr>
<td>Leading by example: Leadership exercised by a police officer/member of police staff as a representative of the service. This level of leadership mainly focuses on encounters with the public, incidents &amp; the management of relationships.</td>
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Appendix B

DESCRIPTORS FOR THE LEVELS IN THE EMPLOYMENT FRAMEWORK

Please note that the following levels and descriptors have been drawn from the National Qualifications Framework, the police Integrated Competency Framework, National Occupational Standards and the European Qualifications Framework for lifelong learning.
Support Worker
Assistant or entry technician who undertakes basic work roles and tasks, often under supervision.

<table>
<thead>
<tr>
<th>Know How</th>
</tr>
</thead>
<tbody>
<tr>
<td>Learning and Achievement</td>
</tr>
<tr>
<td>Use ability to gain routine knowledge and understanding of an area of work, or study, and perform varied tasks often with some guidance or supervision. Learning at this level involves building basic knowledge and/or skills in relation to an area of work, or a subject area. Guidance is often sought about learning.</td>
</tr>
</tbody>
</table>

| Technical and Management Skills and Knowledge |
| Recall and comprehend basic knowledge of a field or area of work or study. The range of knowledge involved is limited to facts and main ideas, basic tasks and procedures. Work within well established procedures and practices to perform limited support tasks, often under the supervision and direction of others. Select and apply basic methods, tools, and materials. Use skills and knowledge to plan and carry out activities in an orderly and well structured way. Prioritise tasks using time in the best possible way, working within the appropriate policy and procedures. (Planning & organising level C). |

| Communication and Social Competence |
| Exchange routine information with work colleagues/customers in a style that is appropriate to the situation and people being addressed. Speak clearly and concisely, without using jargon. Use plain English and correct grammar. Listen carefully to understand. (Effective communication C) Consider and show respect for the opinions, circumstances and feelings of colleagues and members of the public, no matter what their race, religion, position, background, circumstances, status or appearance. Understand other people’s views and take them into account. Be tactful and diplomatic when dealing with people, treating them with dignity and respect at all times. Understand and be sensitive to social, cultural and racial differences. (Respect for race and diversity A) Provide a high level of service to customers. Maintain contact with customers, work out what customers need and respond to them. (Community and customer focus C) Work effectively as a team member and help build relationships within it. Actively help and support others to achieve team goals. (Team working C) |
### Complexity of problem solving

**Professional and Vocational Competence**
- Demonstrate awareness of procedures for solving routine problems.
- Gather enough relevant information to understand specific issues and events. Use information to identify problems and draw logical conclusions. Make good decisions. (Problem solving C)
- Understand the need for change and is willing to adapt to it. Is flexible and prepared to try out new ideas. (Openness to change C)

**Accountability**
- Autonomy and supervisory/management/leadership responsibility
  - Complete work or study tasks under close, but not necessarily continuous, supervision.
  - Take personal responsibility for own actions and for sorting out issues or problems that arise. Is focused on achieving results to required standards and developing skills and knowledge. (Personal Responsibility B)

### Qualification Examples

- National qualification framework - Level 1 and 2
- May be working towards level 3
- NVQ/QCF Level 2 in Administration
- NVQ/QCF Level 2 in Call Handling Operations
Assistant practitioner
Assistant or more experienced technician or support operative who works with little or no supervision and has greater responsibility than a support worker. Includes those undertaking training to become a practitioner.

<table>
<thead>
<tr>
<th>Know How</th>
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</thead>
<tbody>
<tr>
<td><strong>Learning and Achievement</strong></td>
</tr>
<tr>
<td>Ability to gain, and where relevant apply a range of knowledge, skills and understanding. Learning at this level involves obtaining detailed knowledge and skills relevant to role.</td>
</tr>
<tr>
<td>Work independently. In some areas may supervise and train others in their field of work.</td>
</tr>
<tr>
<td>Take responsibility for own learning.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Technical and Management Skills and Knowledge</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apply knowledge to a field that includes processes, techniques, materials, instruments, equipment, terminology and some theoretical ideas.</td>
</tr>
<tr>
<td>Use a range of field-specific skills to perform a range of procedural driven tasks, and show personal interpretation through the selection and adjustment of methods, tools and materials.</td>
</tr>
<tr>
<td>Works without close supervision.</td>
</tr>
<tr>
<td>Evaluate different approaches to tasks undertaken within own area and field.</td>
</tr>
<tr>
<td>Plan and carry out activities in an orderly and well-structured way. Prioritise tasks, using time in the best possible way, and work within appropriate policy and procedures. Plans, organises and may supervise activities to make sure resources are used efficiently and effectively to achieve organisational goals. (Planning &amp; organising C)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Communication and Social Competence</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exchange information with work colleagues and customers. Communicate ideas and information effectively, both verbally and in writing. Use language and a style of communication that is appropriate to the situation and people being addressed. Make sure that others understand what is going on. (Effective communication B)</td>
</tr>
<tr>
<td>Consider and show respect for the opinions, circumstances and feelings of colleagues and members of the public, no matter what their race, religion, position, background, circumstances, status or appearance. Understand other people's views and take them into account. Is tactful and diplomatic when dealing with people, treating them with dignity and respect at all times. Understands and is sensitive to social, cultural and racial differences. (Respect for race &amp; diversity A)</td>
</tr>
<tr>
<td>Focus on the customer providing a high-quality service that is tailored to meet their individual needs. Understand the people and communities which are served and show an active commitment to appropriate action that reflect their needs and concerns. (Community and customer focus C)</td>
</tr>
<tr>
<td>Develop strong working relationships inside and outside the team to achieve common goals. Break down barriers between groups and involve others in discussions and decisions. Work effectively as a team member and help build relationships within it. Actively help and support others to achieve team goals. (Team working C)</td>
</tr>
<tr>
<td>Persuade and influence others using logic and reason. Sell benefits of the position they are proposing, and negotiate to find a solution that others will accept. (Negotiating &amp; influencing B)</td>
</tr>
</tbody>
</table>
### Complexity of problem solving

**Professional and Vocational Competence**

Solve problems by drawing on and gathering enough relevant information from a range of well known information sources, to understand specific issues, taking account of some social issues. Make decisions within own area of work expertise.

Analyse information to identify problems and issues, and draw logical conclusions, and make effective decisions. (Problem solving C)

Understand the need for change and is willing to adapt to it. Is flexible and prepared to try out new ideas. (Openness to change C)

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### Accountability

**Autonomy and supervisory/management/leadership responsibility**

Organise own day to day work tasks. Take responsibility for the completion of tasks and demonstrate some independence in the role in work or study, where contexts are generally stable but where some factors change.

Display motivation, commitment, perseverance and conscientiousness. Act with a high degree of integrity.

Take personal responsibility for own actions and for sorting out issues or problems that arise. Is focused on achieving results to required standards and developing skills and knowledge. (Personal responsibility B)

Shows confidence to perform own role without unnecessary support in normal circumstances. Acts in an appropriate way and controls emotions. (Resilience combination of A/B)

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### Qualification Examples

**National qualification framework - Level 2, may be working towards level 3**

- NVQ/QCF Level 2 In Public Services
- NVQ/QCF levels 2 /3 in relevant support area (e.g. administration, finance, etc.)
- NVQ/QCF levels 3 and 4 in policing (22 Core NOS)
**Practitioner**
Practitioners whose work role substantially contributes towards the achievement of key corporate policing objectives and the local policing plan.

<table>
<thead>
<tr>
<th>Know How</th>
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</thead>
<tbody>
<tr>
<td><strong>Learning and Achievement</strong></td>
</tr>
<tr>
<td>Specialist learning, understanding and analysis of a high level of information in area of work or study.</td>
</tr>
<tr>
<td>Learning at this level is appropriate for people working in technical and professional jobs, and/or those with responsibility for managing and developing others.</td>
</tr>
<tr>
<td>Demonstrate self-direction in learning.</td>
</tr>
<tr>
<td><strong>Technical and Management Skills and Knowledge</strong></td>
</tr>
<tr>
<td>Use a broad range of field-specific practical and theoretical knowledge and skills. Develop approaches to tasks that arise in work or study by applying specialist knowledge and using expert sources of information.</td>
</tr>
<tr>
<td>Evaluate outcomes in terms of contribution to department/division strategic objectives.</td>
</tr>
<tr>
<td>Follow set procedures for area of work.</td>
</tr>
<tr>
<td>Plan and carry out activities in an orderly and well structured way.</td>
</tr>
<tr>
<td>Prioritise tasks, using time in the best possible way, and work within appropriate policy and procedures. (Planning &amp; organising C)</td>
</tr>
</tbody>
</table>

| Communication and Social Competence |
| Produce and respond to detailed written and oral communication in unfamiliar situations. Use self understanding to change behaviour. |
| Communicate ideas and information effectively, both verbally and in writing. Use language and a style of communication that is appropriate to the situation and the people being addressed. Make sure that others understand what is going on. (Effective communication B) |
| Consider and show respect for the opinions, circumstances and feelings of colleagues and members of the public, no matter what their race, religion, position, background, circumstances, status or appearance. Understand other people's views and take them into account. Is tactful and diplomatic when dealing with people, treating them with dignity and respect at all times. Understand and be sensitive to social, cultural and racial differences. (Respect for race & diversity A) |
| Focus on the customer and provide a high-quality service that is tailored to meet their individual needs. Understand the communities that are served and show an active commitment to policing that reflects their needs and concerns. (Community & customer focus C) |
| Use logic and reason to influence others. Persuade people by using powerful arguments. Identify clear aims in negotiations and achieve satisfactory outcomes. (Negotiating and influencing B) |
| Develop strong working relationships inside and outside the team to achieve common goals. Break down barriers between groups and involve others in discussions and decisions. (Team working C) |

| Complexity of problem solving |
| Make decisions that require some analysis and comparison of options. Gather information from a range of sources. Analyse information to identify problems and issues, and make effective decisions. (Problem solving C) |
Recognise and respond to the needs for change, and use it to improve organisational performance. (Openness to change C)
Look at issues with a broad view to achieve the organisation's goals. (Strategic perspective C)

**Accountability**

**Autonomy and supervisory/management/leadership responsibility**
Manage role under guidance in work or study contexts that are usually predictable and where there are many factors involved that cause change and where some factors are interrelated. Make suggestions for improvement to outcomes. Supervise routine work of others and take some responsibility for training of others.

Level of leadership mainly focuses on encounters with the public and incidents.

Take personal responsibility for making things happen and achieving results. Display motivation, commitment, perseverance and conscientiousness. Act with a high degree of integrity. (Personal responsibility B)

Show reliability and resilience, even in difficult circumstances. Prepared to make difficult decisions and has the confidence to see them through. (Resilience combination of A/B)

**Types of qualifications**

- **National qualification framework - Level 3.**
  - NVQ/QCF Level 3 in Community Safety
  - NVQ/QCF Level 3 Work with Offending Behaviour
  - NVQ/QCF Level 3 Work with victims, survivors, and witnesses
  - NVQ/QCF Level 4 Work with victims, survivors, and witnesses
  - NVQ/QCF Levels 3 and 4 in policing and PIP level 1
**Advanced practitioner**
Practitioners who have a wealth of experience in own role, being given additional responsibilities to a standard practitioner’s role.

<table>
<thead>
<tr>
<th>Know How</th>
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</thead>
<tbody>
<tr>
<td><strong>Learning and Achievement</strong></td>
</tr>
<tr>
<td>Ability to increase the depth of knowledge and understanding of an area of work or study to enable the formulation of solutions and responses to complex problems and situations. Learning at this level involves the demonstration of high levels of knowledge, a high level of work expertise in job role and competence in managing and/or training others. Evaluate own learning and identify learning needs necessary to undertake further learning.</td>
</tr>
</tbody>
</table>

| **Technical and Management Skills and Knowledge** |
| Use a wide theoretical and practical knowledge that is often specialised within a field and show awareness of limits to knowledge base. Develop strategic and creative responses in researching solutions to well defined concrete and abstract problems. Demonstrate transfer of theoretical and practical knowledge in creating solutions to problems and the additional responsibilities that are allocated. Plan, organise and supervise activities to make sure resources are used efficiently and effectively to achieve organisational goals. (Planning & organising C) |

| **Communication and Social Competence** |
| Communicate complex information to work colleagues/customers in standard and enhanced role. Convey ideas and information effectively (both verbally and in writing) in a well structured and coherent way to peers, supervisors and clients using qualitative and quantitative information. Use language and a style of communication that is appropriate to the situation and people being addressed. Make sure that others understand what is going on. (Effective communication B) Consider and show respect for the opinions, circumstances and feelings of colleagues and members of the public, no matter what their race, religion, position, background, circumstances, status or appearance. Understand other people’s views and take them into account. Is tactful and diplomatic when dealing with people, treating them with dignity and respect at all times. Understand and is sensitive to social, cultural and racial differences. (Respect for race & diversity A) Focus on the customer and provide a high-quality service that is tailored to meet their individual needs. Understand the communities that are served and show an active commitment to policing that reflects their needs and concerns. (Community & customer focus B) Use logic and reason to influence others. Persuade people by using powerful arguments. Identify clear aims in negotiations and achieve satisfactory outcomes. (Negotiating & influencing B) Develop strong working relationships inside and outside the team to achieve common goals. Break down barriers between groups and involves others in discussions and decisions. Work effectively as a team member and help build relationships within it. Actively help and support others to achieve team goals. (Team working C) |
### Complexity of problem solving

#### Professional and Vocational Competence

Formulate responses to abstract and concrete problems. Demonstrate experience of operational interaction within a field. Make judgements based on knowledge of relevant social and ethical issues.
Assess issues in detail to determine appropriate course of action.
Analyse and apply familiar concepts to additional responsibilities allocated.
Gather information from a range of sources to understand situations, making sure it is reliable and accurate. Analyse information to identify important issues and problems. Identify risks and consider alternative courses of action to make good decisions. (Problem solving B)
Recognise and respond to the needs for change, and use it to improve organisational performance. (Openness to change C)
Take an interest in the organisation beyond own role. Act in the best interests of the organisation as a whole, rather than just own area.
Understand policies and procedures, and prepare for the consequences of own actions. (Strategic perspective C)

#### Autonomy and supervisory/management/leadership responsibility

Manage projects independently that require problem solving, where there are many factors, some of which interact and lead to unpredictable change. Show creativity in developing projects.
Supervise routine work of others, taking some responsibility for the evaluation and improvement or work or study activities.
May be responsible for leadership and motivation of others, influencing them and monitoring certain standards.
Manage people and review performance of self and others. Encourage others to learn and develop, giving them clear and direct guidance and feedback on their performance. Encourage and support staff, making sure they are motivated to achieve results. (Maximising potential B)
Take personal responsibility for making things happen and achieving results. Display motivation, commitment, perseverance and conscientiousness. Act with a high degree of integrity.
Take personal responsibility for own actions and for sorting out issues or problems that arise. Focus on achieving results to required standards and developing skills and knowledge. (Personal responsibility B)
Show resilience, even in difficult circumstances. Prepared to make difficult decisions and has the confidence to see them through. (Resilience combination of A/B)

### Accountability

Manage projects independently that require problem solving, where there are many factors, some of which interact and lead to unpredictable change. Show creativity in developing projects.
Supervise routine work of others, taking some responsibility for the evaluation and improvement or work or study activities.
May be responsible for leadership and motivation of others, influencing them and monitoring certain standards.
Manage people and review performance of self and others. Encourage others to learn and develop, giving them clear and direct guidance and feedback on their performance. Encourage and support staff, making sure they are motivated to achieve results. (Maximising potential B)
Take personal responsibility for making things happen and achieving results. Display motivation, commitment, perseverance and conscientiousness. Act with a high degree of integrity.
Take personal responsibility for own actions and for sorting out issues or problems that arise. Focus on achieving results to required standards and developing skills and knowledge. (Personal responsibility B)
Show resilience, even in difficult circumstances. Prepared to make difficult decisions and has the confidence to see them through. (Resilience combination of A/B)
Qualification Examples

| National qualification framework - Level 4 |
| Framework for higher education qualification - typically certificate or intermediate |
| NVQ/QCF Level 3 in policing |
| NVQ/QCF Level 4 in policing |
| NVQ/QCF Level 4 in Community Safety |
| PIP level 1 |
| NVQ/QCF Level 3 Police Supervisory Management |
| NVQ/QCF Level 4 Work with victims, survivors, and witnesses |
| Certificate in team leading – Affiliate membership of the Chartered Management Institute |
| Foundation degree in policing studies |
| Certificate or diploma in practitioner area – for example personnel management, finance, etc. |
Supervisory Manager

Often junior managers (examples could include team leaders, supervisors, and first line managers), who have a higher degree of autonomy than practitioners, and who have responsibility for the development of others and responsibility of work processes and output of staff within a small team.

<table>
<thead>
<tr>
<th>Know How</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Learning and Achievement</strong></td>
</tr>
<tr>
<td>Specialist high level knowledge of an area of work or study to enable the use of an individual's own ideas and research in response to complex problems and situations.</td>
</tr>
<tr>
<td>Learning at this level involves the achievement of a high level of professional knowledge and is appropriate for people working as knowledge-based professionals or in professional management positions. Consistently evaluate own learning and identify learning needs.</td>
</tr>
</tbody>
</table>

| Technical and Management Skills and Knowledge |
| Use detailed theoretical and practical knowledge of a field. Knowledge may be at the forefront of the field and involve a critical understanding of theories and principles. |
| Demonstrate mastery of methods and tools in a complex and specialised field and demonstrate innovation and creativity in methods used and solutions generated. Devise and sustain arguments to solve problems. |
| Plan, organise and supervise activities to make sure resources are used efficiently and effectively to achieve organisational goals. (Planning & organising B) |

| Communication and Social Competence |
| Communicate all needs, instructions and decisions clearly. Adapt the style of communication to meet the needs of the audience. (Effective communication B) |
| Consider and show respect for the opinions, circumstances and feelings of colleagues and members of the public, no matter what their race, religion, position, background, circumstances, status or appearance. Understand other people's views and take them into account. Is tactful and diplomatic when dealing with people, treating them with dignity and respect at all times. Understand and is sensitive to social, cultural and racial differences. (Respect for race & diversity A) |
| Persuade people by using powerful arguments. Identify clear aims in negotiations and achieve satisfactory outcomes. (Negotiating & influencing B) |
| Focus on the customer and provide a high-quality service that is tailored to meet their individual needs. Understand the communities that are served and show an active commitment to policing that reflects their needs and concerns. See things from the customer's point of view and encourage others to do the same. Build a good understanding and relationship with the communities that are served. (Community & customer focus B) |
| Develop good relationships and co-operation within the team, removing barriers. Support team members when necessary. (Team working B) |
Complexity of problem solving

Professional and Vocational Competence
Demonstrate experience of operational interaction within a complex environment. Make judgements based on social and ethical issues that arise in work or study. Gather information from a range of sources to understand situations, making sure it is reliable and accurate. Analyse information to identify important issues and problems. Identify risks and consider alternative courses of action to make good decisions. (Problem solving B)
Support, promote, and put into practice change. Introduce new ways of doing things and encourage others to accept them. Overcome barriers to change. (Openness to change B)
Look at issues with a broad view to achieve the organisation’s goals. Think ahead and prepare for the future. (Strategic perspective B)

Accountability

Autonomy and supervisory/management/leadership responsibility
Demonstrate administrative design, resource and team management responsibilities and oversight in work and study contexts that are unpredictable and require the solving of complex problems, where there are many interacting factors.
Show creativity in developing projects and show initiative in management processes including the training of others to develop team performance.
Take personal responsibility for making things happen and achieving results. Display motivation, commitment, perseverance and conscientiousness. Act with a high degree of integrity.
Readily accept responsibility for self and others. Take responsibility for managing situations and problems. Lead by example, showing a commitment and a determination to succeed. (Personal responsibility A)
Actively encourage and support the development of people. Motivate others to achieve organisational goals. Encourage others to learn and develop, giving them clear and direct guidance and feedback on their performance. Encourage and support staff, making sure they are motivated to achieve results. (Maximising potential B)
Show reliability and resilience, even in difficult circumstances. Prepared to make difficult decisions and have the confidence to see them through.
Remain calm and confident, control emotions, and respond logically and decisively in difficult situations. (Resilience combination of A/B)
# Qualification Examples

| National qualification framework - Level 5 |
| Framework for higher education qualifications - Intermediate or honours |
| PIP level 2 |
| PIP level 3 |
| NVQ/QCF Level 3 Police Supervisory Management |
| NVQ/QCF Level 4 Police Operational Management |
| NVQ/QCF Level 4 Police Organisational Management |
| NVQ/QCF Level 3 in Management |
| NVQ/QCF Level 4 in Management |
| Diploma or membership of specialist practitioner area – for example associate member of institute of personnel management, marketing, etc. |
| Foundation or Bachelor Degree in practitioner area, e.g. Human resources, marketing, finance, etc. |
| NVQ/QCF Level 4 in Personnel Management |
| Certificate in team leading – Affiliate membership of the Chartered Management Institute |
| Certificate in Management – Associate membership of the Chartered Management Institute |
**Middle Manager**

Experienced professionals who have developed their skills and theoretical knowledge to a high standard. These professionals are employed to make high level decisions and will typically manage larger areas and more than one team.

<table>
<thead>
<tr>
<th>Know How</th>
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</thead>
<tbody>
<tr>
<td><strong>Learning and Achievement</strong></td>
</tr>
<tr>
<td>Highly developed and complex levels of knowledge which enable the development of in-depth and original responses to complicated and unpredictable problems and situations. Learning at this level involves the demonstration of high level specialist professional knowledge. Demonstrate autonomy in the direction of learning and a high level understanding of learning processes.</td>
</tr>
</tbody>
</table>

| Technical and Management Skills and Knowledge |
| Use highly specialised theoretical and practical knowledge, some of which is at the forefront of knowledge in the field. This knowledge forms the basis for originality in developing and/or applying ideas. Demonstrate critical awareness of knowledge issues in the field and at the interface between different fields. Create a research based diagnosis to problems by integrating knowledge from new or interdisciplinary fields and make judgements with incomplete or limited information. Develop new skills in response to emerging knowledge and techniques. Plan work or area, including allocation of resources. Implement new or revised policies across own area. May propose changes that impact on other areas. Plan activities thoroughly for self and others. Build milestones into plans, monitor progress and adjust them as necessary in response to any changes. Provide clear direction and make sure that staff know what is expected of them. (Planning & organising B) |

| Communication and Social Competence |
| Communicate project outcomes, methods and underpinning rationale to specialist and non-specialist audiences. Scrutinise and reflect on social norms and relationships and act to change them. Communicate ideas and information effectively, both verbally and in writing. Use language and a style of communication that is appropriate to the situation and people being addressed. Make sure that others understand what is going on. Explain complex issues, making sure that important messages are communicated and understood throughout the organisation. (Effective communication A) Consider and show respect for the opinions, circumstances and feelings of colleagues and members of the public, no matter what their race, religion, position, background, circumstances, status or appearance. Understand other people's views and take them into account. Is tactful and diplomatic when dealing with people, treating them with dignity and respect at all times. Understand and is sensitive to social, cultural and racial differences. (Respect for race & diversity A) Focus on the customer and provide a high-quality service that is tailored to meet their individual needs. Understand the communities that are served and show an active commitment to policing that reflects their needs and concerns. See things from the customer’s point of view and encourage others to do the same. Build a good understanding and |
relationship with the community that is served. (Community & customer focus B)
Persuade and influence others using logic and reason. Sell the benefits of the position being proposed, and negotiate to find solutions that everyone will accept. Develop sophisticated strategies for influencing others at all levels in the organisation. Negotiate satisfactory solutions on broad or complicated issues with stakeholders. (Negotiating & influencing A)
Develop strong working relationships and cooperation inside and outside the team to achieve common goals and remove barriers. Break down barriers between groups and involve others in discussions and decisions. Set up teams or working groups, and involve them in achieving goals. Support team members when necessary. (Team working B)

<table>
<thead>
<tr>
<th>Complexity of problem solving</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Professional and Vocational Competence</strong></td>
</tr>
<tr>
<td>Use advanced skills to solve complex and unpredictable problems in a specialised field of work or study.</td>
</tr>
<tr>
<td>Integrate complex knowledge sources that are sometimes incomplete and in new and unfamiliar contexts. Gather information from a range of sources to understand situations, making sure it is valid and reliable. Analyse information to identify important problems and issues, and makes effective decisions. Identifies risks and considers alternative courses of action to make good decisions. (Problem solving B)</td>
</tr>
<tr>
<td>Look at issues with a broad view to achieve the organisation’s goals. Think ahead and prepares for the future. Concentrate on issues that support the broad organisational strategy. Maintain a broad view, and understands and consider the interests and aims of other units or outside organisations. (Strategic perspective B)</td>
</tr>
<tr>
<td>Recognise and respond to the need for change, and use it to improve organisational performance. Support, promote and put into practice change. Introduce new ways of doing things and encourage others to accept them. Overcome barriers to change. (Openness to change B)</td>
</tr>
<tr>
<td>Demonstrate experience of operational interaction in managing change within a complex environment. Respond to social, scientific and ethical issues that are encountered in work or study.</td>
</tr>
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<tr>
<th>Accountability</th>
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<tbody>
<tr>
<td><strong>Autonomy and supervisory/management/leadership responsibility</strong></td>
</tr>
<tr>
<td>Demonstrates leadership and innovation in work and study contexts that are unfamiliar, complex and unpredictable and that require solving problems involving many interacting factors.</td>
</tr>
<tr>
<td>Reviews the strategic performance of teams. Actively encourages and supports the development of people. Motivates others to achieve organisational goals. Puts systems and strategies in place that develop people at all levels of the organisation. Creates an environment where staff are motivated to achieve results. (Maximises potential A)</td>
</tr>
<tr>
<td>Takes personal responsibility for making things happen and achieving results. Displays motivation, commitment, perseverance and conscientiousness. Acts with a high degree of integrity. Readily accepts responsibility for self and others. Takes responsibility for managing situations and problems. Leads by example, showing a commitment and a determination to succeed. Continues to learn and develop. (Personal responsibility A)</td>
</tr>
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<p>| 111 |</p>
<table>
<thead>
<tr>
<th>Qualification Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>National qualification framework - Level 6</td>
</tr>
<tr>
<td>Framework for higher education qualifications - Honours, may be working towards Masters</td>
</tr>
<tr>
<td>PIP level 3</td>
</tr>
<tr>
<td>NVQ/QCF Level 5 Police Operational Management</td>
</tr>
<tr>
<td>NVQ/QCF Level 5 Strategic Management</td>
</tr>
<tr>
<td>Diploma in Management – Member of the Chartered Management Institute</td>
</tr>
<tr>
<td>Degrees (Honours, Bachelor) in practitioner area and also management, etc.</td>
</tr>
<tr>
<td>Professional membership gained via CPD evidence, for example Member of the Institute of Personnel Management, Procurement Services, Facilities Management, etc.</td>
</tr>
</tbody>
</table>
Strategic / Command Manager
These staff work at a very high level, contributing towards the setting of corporate and/or operational objectives, and have responsibility for planning, directing and leading specific units or departments.

Know How
Learning and Achievement
As leading experts or practitioners in a particular field the learning at this level involves the development of new and creative approaches that extend or redefine existing knowledge and professional practice. Demonstrate capacity for sustained commitment to development of new ideas or processes and a high level understanding of learning processes.

Technical and Management Skills and Knowledge
Use specialised knowledge to critically analyse, evaluate and synthesise new and complex ideas that are at the most advanced frontier of a field. Extend or redefine existing knowledge and/or professional practice within a field or at the interface between fields. Research, conceive, design, implement and adapt projects that lead to new knowledge and new procedural solutions. Exercise judgement in highly complex situations and provide expert advice where opinion may differ and where some information is not available. Plan, organise and supervise activities to make sure resources are used efficiently and effectively to achieve organisational goals. Develop structured plans across a range of activities that may be complex. Makes sure all activity is in line with efficient and effective policing. (Planning & organising A)

Communication and Social Competence
Work with highly complex information, presenting this to large groups to gain understanding, co-operation or agreement. Communicate with authority through engaging in critical dialogue with peers in a specialist community. Communicates ideas and information effectively, both verbally and in writing. Use language and a style of communication that is appropriate to the situation and people being addressed. Make sure that others understand what is going on. Explain complex issues, making them easy to understand. Make sure that important messages are being communicated and understood throughout the organisation. (Effective communication A) Scrutinise and reflect on social norms and relationships and lead action to change them. Consider and show respect for the opinions, circumstances and feelings of colleagues and members of the public, no matter what their race, religion, position, background, circumstances, status or appearance. Understand people’s views and take them into account. Be tactful and diplomatic when dealing with people, treating them with dignity and respect at all times. Understand and be sensitive to social, cultural and racial differences. (Respect for race & diversity A) Develop sophisticated strategies for influencing others at all levels in the organisation. Negotiate satisfactory solutions on broad or complicated issues with stakeholders. (Negotiating & influencing A) Focus on the customer and provide a high-quality service that is tailored to meet individual needs. Understand the communities that are served and show an active commitment to policing that reflects their needs and concerns. (Community & customer focus A)
Maintain a broad understanding of social trends and identify what effect they will have on the organisation. Create processes that make sure stakeholders’ and customers’ views and needs are clearly identified and responded to. Put in place strategies for media and community relations. Develop strong working relationships inside and outside the team to achieve common goals. Break down barriers between groups and involves others in discussions and decisions.
Create working partnerships inside and outside the organisation. Develop links with outside stakeholders to get different views. Develop strategies to help people work together to achieve organisational goals. (Team working A)

<table>
<thead>
<tr>
<th>Complexity of problem solving</th>
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<tbody>
<tr>
<td><strong>Professional and Vocational Competence</strong></td>
</tr>
<tr>
<td>Demonstrate experience of operational interaction with strategic decision making capacity within a complex environment. Promote social and ethical advancement through actions.</td>
</tr>
<tr>
<td>Demonstrate specialised problem solving skills in research or innovation in order to develop new knowledge and procedures and integrate knowledge from different fields.</td>
</tr>
<tr>
<td>Implement new policies across more than one area.</td>
</tr>
<tr>
<td>Gather information from a range of sources to understand situations.</td>
</tr>
<tr>
<td>Apply a range of techniques to understand complex information issues.</td>
</tr>
<tr>
<td>Consider a range of options and their effects. Make strategic decisions by logically analysing all relevant factors. (Problem solving A)</td>
</tr>
<tr>
<td>Look at issues with a broad view to achieve the organisation’s goals. Think ahead and prepare for the future.</td>
</tr>
<tr>
<td>Understand external expectations and influences on the organisation or unit. Identify common goals, interests and perspectives with other agencies. Help in creating a vision for the future and strategies for how it can be achieved. (Strategic perspective A)</td>
</tr>
<tr>
<td>Recognise and respond to the need for change, and use it to improve organisational performance.</td>
</tr>
<tr>
<td>Identify ways in which the organisation needs to change. Personally champion change and encourage and support managers to make it happen. (Openness to change A)</td>
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<tr>
<th>Accountability</th>
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</thead>
<tbody>
<tr>
<td><strong>Autonomy and supervisory/management/leadership responsibility</strong></td>
</tr>
<tr>
<td>Demonstrate expertise and substantial leadership, innovation and autonomy in work and study contexts that are novel and require the solving of problems that involve many interacting factors.</td>
</tr>
<tr>
<td>Provide strategic direction, innovation and highly developed specialised skills to supervision.</td>
</tr>
<tr>
<td>Manage and transfer work or study contexts that are complex, unpredictable and require new strategic approaches.</td>
</tr>
<tr>
<td>Readily accept responsibility for self and others. Take responsibility for managing situations and problems. Lead by example, showing a commitment and a determination to succeed. Continue to learn and develop. (Personal responsibility A)</td>
</tr>
<tr>
<td>Put systems and strategies in place that develop people at all levels of the organisation. Create an environment where staff are motivated to achieve results. (Maximising potential A)</td>
</tr>
<tr>
<td>Review strategic performance of teams and impacting areas.</td>
</tr>
<tr>
<td>Qualification Examples</td>
</tr>
<tr>
<td>------------------------</td>
</tr>
<tr>
<td>National qualification framework - Level 7</td>
</tr>
<tr>
<td>Framework for higher education qualification - Masters</td>
</tr>
<tr>
<td>PIP level 3</td>
</tr>
<tr>
<td>NVQ Level 5/QCF Level 7 Police Operational Management</td>
</tr>
<tr>
<td>NVQ Level 5/QCF Level 7 Strategic Management</td>
</tr>
<tr>
<td>NVQ Level 5/QCF Level 7 Personnel Strategy</td>
</tr>
<tr>
<td>Diploma in Management – Member of the Chartered Management Institute</td>
</tr>
<tr>
<td>Executive Diploma in Management – Member of the Chartered Management Institute</td>
</tr>
<tr>
<td>Masters degrees, and postgraduates certificates and diplomas in practitioner specialism, e.g. HR, marketing, finance, policing, business administration, etc.</td>
</tr>
</tbody>
</table>
Strategic / Command Leader
Ultimate responsibility for strategic direction of areas being managed and accountability for the achievement of strategic objectives.

<table>
<thead>
<tr>
<th>Know How</th>
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<tbody>
<tr>
<td>Learning and Achievement</td>
</tr>
<tr>
<td>Principal and expert practitioner in a particular field. Learning at this level involves the development of visionary and creative approaches that develop or redefine existing strategic and specialist knowledge or expert and professional practice. Display the capacity for sustained and continual commitment to the development of innovative ideas or processes and the superior understanding of learning and cognitive processes and ideas.</td>
</tr>
</tbody>
</table>

| Technical and Management Skills and Knowledge |
| Apply expert knowledge to critically synthesise and evaluate complex and specialist ideas, views, and projects that are at the most advanced frontier of the local or national field. Evaluate and enhance existing knowledge/skills and/or professional practice within a field, or at the interface between fields. Holistically research, conceive, design, plan, and adapt projects that lead to new knowledge and new procedural solutions of self and others. Bring strategic direction, innovation and influence in most demanding contexts through own practice. Develop structured plans across a range of activities that may be complex. Monitor progress towards strategic objectives. Make sure all activity is in line with efficient and effective policing. (Planning & organising A) |

| Communication and Social Competence |
| Communicate with authority and decisiveness via engaging in judicious and evaluative dialogue with key stakeholders and peers across varying specialist communities. Exercise judgement in highly complex situations and provide expert advice where opinion differs or some information is unavailable. Evaluate social norms and relationships and strategically lead and direct action to enhance these. Communicate ideas and information effectively both verbally and in writing. Use language and a style of communication that is appropriate to the situation and people being addressed. Make sure that others understand what is going on. Explain complex issues, making them easy to understand. Make sure that important messages are being communicated and understood throughout the organisation. (Effective communication A) Consider and show respect for the opinions, circumstances and feelings of colleagues and members of the public, no matter what their race, religion, position, background, circumstances, status or appearance. Understand other people's views and take them into account. Is tactful and diplomatic when dealing with people, treating them with dignity and respect at all times. Understand and be sensitive to social, cultural and racial differences. (Respect for race & diversity A) Develop strong and sustainable working relationships inside and outside the team to achieve common goals. Break down barriers between groups and involves others in discussions and decisions. Create working partnerships inside and outside the organisation. Develop links with outside stakeholders to get different views. Develop strategies to get people to work together to achieve organisational goals. (Team A) |
working A)
Focus on the customer and provide a high-quality service that is tailored to meet their individual needs. Understand the communities that are served and show an active commitment to policing that reflects their needs and concerns. Sees things from the customer’s point of view and encourage others to do the same, Build a good understanding and relationship with the community that is served. (Community & customer focus A)
Maintain a broad understanding of social trends and identify what effect they will have on the organisation. Create processes that make sure stakeholders’ and customers’ views and needs are clearly identified and responded to. Put in place strategies for media and community relations. Develop sophisticated strategies for influencing others at all levels in the organisation. Negotiate satisfactory solutions on broad or complicated issues with stakeholders. (Negotiating & influencing A)

<table>
<thead>
<tr>
<th>Complexity of Problem Solving</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional and Vocational Competence</td>
</tr>
<tr>
<td>Critical analysis, synthesis and evaluation of the most complex ideas and viewpoints to formulate strategic decision making based on appropriate processes to strategically structure and implement the organisational vision.</td>
</tr>
<tr>
<td>Gather information from a range of sources. Apply a range of analytical techniques to understand complex information issues. Consider a range of options and their effect. Make strategic decisions by logically analysing all the relevant factors. (Problem solving A)</td>
</tr>
<tr>
<td>Evaluate national and Force operational requirements and interaction within a strategic and visionary environment. Advance social and ethical methods and action via guidance, policy implementation and demonstration of own actions. Influence positive change to the organisational culture.</td>
</tr>
<tr>
<td>Look at issues with a broad view to achieve the organisation’s goals. Think ahead and prepare for the future. Understand external expectations and influences on the organisation or unit. Identify common goals, interests and perspectives with other agencies. Create a vision for the future and a strategy for how it can be achieved. (Strategic perspective A)</td>
</tr>
<tr>
<td>Champion the need for change, and ensure its implementation to enhance organisational performance. Identify ways in which the organisation needs to change. Personally champion change, advancing the rational for change and encourage and support other senior managers to implement it successfully. (Openness to change A)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Autonomy and supervisory/management/leadership responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leadership is focused at whole organisational level.</td>
</tr>
<tr>
<td>Demonstrate durable and exceptional leadership, visionary creativity, innovation and autonomy in work and study contexts that require the solving of problems with complex interacting features and factors.</td>
</tr>
<tr>
<td>Accountable at the highest level for the strategic organisational decision making and direction of the organisation.</td>
</tr>
<tr>
<td>Actively encourage and support the development of people. Motivate others to achieve organisational goals. Put systems and strategies in place that develop people at all levels of the organisation. Create an environment where staff are motivated to achieve results. (Maximising Accountability)</td>
</tr>
</tbody>
</table>
potential A) Take personal responsibility for making things happen and achieving results. Display motivation, commitment, perseverance and conscientiousness. Act with a high degree of integrity. Readily accept responsibility for self and others. Take responsibility for managing situations and problems. Lead by example, showing a commitment and a determination to succeed. Continue to learn and develop. (Personal responsibility A)

<table>
<thead>
<tr>
<th>Qualification Examples</th>
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<tbody>
<tr>
<td>National qualification framework - Level 8</td>
</tr>
<tr>
<td>Framework for higher education qualifications - Masters degree and Doctorates</td>
</tr>
<tr>
<td>PIP level 3</td>
</tr>
<tr>
<td>NVQ Level 5/QCF Level 8 Strategic Management</td>
</tr>
<tr>
<td>Diploma in Management – Member of the Chartered Management Institute</td>
</tr>
<tr>
<td>Executive Diploma in Management – Member of the Chartered Management Institute</td>
</tr>
<tr>
<td>Executive Diploma in Strategic Management – Fellowship of the Chartered Management Institute</td>
</tr>
<tr>
<td>Masters or Doctorate degrees in specialist practitioner area</td>
</tr>
<tr>
<td>Via evidence of continual professional development – fellowship of specialist practitioner area, for example Fellow of the Chartered Institute of Personnel Management, Marketing, etc.</td>
</tr>
</tbody>
</table>
See Appendix B for full explanation of descriptors and to identify differences between the different levels.
Section 5
Implementation

1. Introduction

This chapter has been added to the national workforce modernisation toolkit at the request of project teams within the demonstration site programme. It is not meant to be a strategic document dealing with the governance or change management of a large programme of modernisation – rather it tries to draw together key lessons from demonstration sites and other change programme reviews. It is meant as a very tactical “hands on” chapter and is supported by appendices. It is anticipated that readers would already have referred to the chapters on communication strategy, stakeholder management, human resources and programme management.

Other supporting reading can be found within the Accenture report on the pilot workforce modernisation sites – in particular the section on “Success Factors” and also within the Deloitte interim evaluation report on the current demonstration sites under the “Lessons learned” section.

2. What is implementation?

This is generally understood as being the point of change in a programme or initiative when all the business planning has been completed and the approval to turn a concept into reality has been given. In the case of the demonstration sites this would be after the business case has been agreed at the appropriate level for the force.

3. Implementation planning

Needless to say implementation cannot take place until appropriate plans are drawn together to make things happen. Some of these plans need to commence many months before implementation so project teams should have these underway well in advance of the implementation date to avoid unnecessary delay. This is particularly important when dealing with the recruitment, vetting, appointment and training of new staff. Also new processes are likely to bring about changes in working practices that may need to be agreed by the various staff associations on behalf of their members. For example changes to police shift patterns may need timescales built in to allow the Federation to ballot their staff before agreements can be reached.

The earlier chapters in the toolkit recommend that key stakeholders from HR, Training and Staff Associations should be involved from the outset within the governance arrangements of a workforce modernisation programme and may actually be members of a board. This will allow early notification of likely changes and a good overview of why various decisions are made. It also allows the project team to be warned of cross cutting issues from other areas of business that will have an affect on the workforce modernisation programme or receive a knock on effect from the programme. Another key stakeholder to be considered at this early stage would be a representative of the Senior Management Team from the BCU or department that will have the changes introduced.
A number of methods of preparing for these changes can be considered.

One approach may be to set up a working group or implementation group of key players as a sub group to the main governance board. This allows a wider audience of practitioners to consider the issues and draw up practical plans that utilise their experience of “reality” on the ground whilst planning to deliver the concepts of the project team.

Another tried and tested approach is to get a practitioner temporarily appointed to the project team from the BCU/department to assist in drawing up any implementation plans. This has the benefit of bringing an operational reality check to the project team but adds credibility from their operational experience. These individuals are often in a position of sufficient seniority to act as champions of the change when they return to the BCU/department and to ensure that the working practices become embedded as day to day business.

Other approaches include utilising staff from other areas that have already undergone similar modernisation changes to act as champions and advisors to whoever draws up the plans. Making some early appointments of key personnel in the new processes can be considered to allow them to assist in the drawing up of final implementation plans.

Whilst recognising that some staff may be resistant to change there is merit in reality checking plans with key operational staff throughout the planning process to ensure nothing has been missed. As with all plans it is important that consultation occurs with key players before the board signs off on the delivery intentions.

Regular meetings need to be programmed between the planning teams and the departments that will deliver that particular part of the plan e.g. training, IT etc. The frequency of the meetings is likely to increase the closer the date of implementation is. These meetings need to include clear actions and delivery dates to ensure the overall project remains on schedule.

3.1 Implementation plans – Human Resources

This has been identified both through the previous Accenture report of success factors and the current national evaluation of demonstration sites as one of the key areas for successful delivery. As such a significant part of this chapter is devoted to this area.

3.1.1 Role profile and job contract development

This step must occur first after the modernised processes are created and the new roles created through task bundling. Nationally forces will use one of a number of approved job evaluation methods to finalise the role profiles and agree grades. It is important to recognise that HR departments often have a set programme of when they evaluate roles and that they may be limited on how many they can consider in a single meeting. By early engagement with the relevant specialists these windows for job evaluation can be identified and pre-booked. It is also possible that the specialist
evaluators may be able to speed the process up by benchmarking against similar existing posts that have already been graded elsewhere in the organisation.

One of the key drivers for retention of staff identified in the interim national evaluation report was having role clarity when new staff are recruited. The clearer and more specific a role profile is then the better understanding the new staff member will have of the role and this should lead to better management of staff expectations.

It is important that essential skills are identified early on to ensure the right people are recruited e.g. is driving necessary because the individual will work at different venues in the force. Are the hours of working clearly known or are they likely to be subject to a review after a number of months? If this is the case then ensure the job profile reflects this potential flexibility.

Will the post be subject to a probationary period, how long will that be, do you have a clear set of skills or standards to be achieved by the end of that period, does the recruit know they need to meet that standard and how will your organisation assess that standard to ensure achievement?

Flexibility in hours and some conditions of service can be built into the role profile /contract – but come at a cost, for example some forces have considered reducing the planned working day by one hour thus saving money on shift allowances. Overall it is better to have a clear role profile and contract agreed from the beginning as it is more costly and time consuming to appoint someone and then go back and re-negotiate their role and contract.

3.1.2 Advertising, recruiting and vetting

This can be one of the most time consuming parts of implementation and experience has shown that external posts may take between 3 and 5 months to advertise, recruit and vet. The most lengthy part of the process usually being vetting particularly when other forces are asked to do checks on individuals who have lived in their area previously. By working through the actions below it should be possible to create an appointment date then apply a realistic timescale working backwards to generate an appropriate advertising date to start the process.

Practical considerations for advertising are; who will create the advert, who will pay for the advert (project or existing recruitment budget), where will the advert go – this will vary with the skill set being sought and may internal or external or require publication in specialist media or advertising in targeted areas of the force / country depending upon the local workforce availability and skill sets. Does the advert match the job description, are all essential skills included, what is the closing date, are the posts temporary or permanent?

Depending on the number of staff required does your recruitment department need more resources temporarily, if so what and how will it be paid for. Do you then need to factor in additional time whilst the new staff for that department are brought in – can outside agency staff assist with some of the process?
In terms of selection; who will do the paper sift, are they qualified selectors, do you need an independent member, do you want an assessment centre, is the assessment/selection process agreed, can you utilise another existing selection process, do you need to run a number of selection days, is your selection panel booked?

Once an individual is selected then they have to be vetted and if successful give notice to their current employer, based on your programme timetable what is a reasonable notice period for you to accept. Have you pre-warned vetting so that they can deal promptly with your requests, do you have reserve appointees should the vetting be unfavourable?

Does the role then require further medicals or uniform fitting dates – have these been set up with the appropriate departments and in the case of uniform – has the force agreed the uniform for the role. Remember some posts that attract designated powers require the post holder to be in a uniform. Is there a lead time for new uniforms to be ordered and paid for?

The final appointment date – does it fit in with the overall programme, has there been sufficient time for the above processes to be completed. Is the organisation ready for the new staff - see the section on training below.

Finally although this section concentrates mainly on new staff it is worth identifying that the new workforce mix may require a reduction of existing staff numbers – either immediately on go live or after a period of dual running. How will your force manage this?

Some forces have used natural wastage (but this can limit the pace of change), voluntary redeployment or through selection. It is important that existing staff are fully informed and engaged in the process of the changes so that they know what’s happening to them in the future and when. Whatever, method of selection of staff to leave is utilised it must be fair and visible – experience from demonstration sites is that an investment in good engagement by senior leadership, supervisors and project team members through briefings and one to one sessions pay dividends in the end.

3.2 Implementation plans - Training

Although listed separately this is one area of work that can commence immediately after the role profiles have been agreed. This planning can be conducted in parallel with the previous section on recruitment but all training must be ready and in place before the new staff are appointed. Most forces have an annual training plan for the delivery of all training and only have a finite set of resources in terms of staff, budgets and classroom availability so it is important that early engagement between the project team and training department occurs at an early stage to ensure this training appears in the annual training plan and not as a last minute add on.

After undergoing the process re-engineering and task bundling to create the workforce to be introduced it is likely there will be two distinct groups of staff to be trained. The new roles and the existing staff – who may have had a number of changes to the way they had become used to working. The new and existing roles
should have a “performance and training needs analysis” carried out by the training department which in turn will generate the skills gaps and training requirements. Suitably qualified members of staff can then generate an appropriate programme for all the roles. It is important not to underestimate the needs of existing staff who may need training in new tasks, getting an understanding of how the processes fit together and possibly (if police officers) how to work alongside police staff with their differing conditions of service for the first time.

This is then coupled with the number of recruits required, to generate the time required to train all staff, the number of courses required, the accommodation required, the materials required, the number of trainers required and also whether the trainers need additional training first. The information leads to the question of whether the existing training regime can accommodate it all within the current budget and staffing. If not then who is going to pay for it and how long does the training department need to get it all set up? This is vital information to the project team in determining the costs of the intended training programme but also working backwards from any implementation date to set a realistic appointment date.

Some practical considerations that are reflected in the implementation checklist at APPENDIX A are: is the course going to be delivered externally or internally, can existing training materials e.g. IPLDP be used, is the training going to be modular or blended, can existing staff receive their additional development during existing training days, are the course dates all booked and staffed, are there sufficient training rooms, do any new materials need purchasing or preparing, are all the trainers trained and understand the new roles, will there be a mentoring period after the classroom delivery, is there national advice as to what should be covered on the training for example from the NPIA.

Are there options for continuous professional development and courses later on in the individual’s career – are these ready. Will there be an assessment of the individual at the end of the training – if they fail what is the contingency. Do they need enrolling in any accreditation programme and do they have to maintain portfolios. Also do the new staff’s future mentors or tutors need training in advance of the new staff graduating – is the mentor training suitable and up to date for the new tasks and processes?

For the beginning of the course - is all their uniform ready for issue, is time put aside to create identity cards, badges and issue vehicle passes etc.

Towards the end of the course does anything else need to happen e.g. official conferring of designated powers, graduation ceremony, force driving assessment, meeting with future tutors or mentors etc.

Overall it must be remembered that training is both expensive but also a worthwhile investment in people that is highly valued by individuals and assists them adjust to change or a new role by being prepared and confident in what is required of them. It is important under workforce modernisation that training is role specific and that the new roles receive sufficient training for their tasks but are not “over-trained” using a sheep dip approach just in case something outside their normal remit is presented to them.
3.3 Implementation plans – Estates

This section is mainly a series of prompt questions for project teams to consider. Firstly, what is the size of your new workforce and based upon their intended shift patterns and overlap periods, what size of accommodation do you need? If you intend to make alterations, build new accommodation or bid for estate that you don’t have then early engagement with the force estates department will be vital to ensure sufficient lead in time is identified to allow them to capture your requirements, commission plans and then possibly tender for the contract to be awarded prior to building work commencing. As with many things, the clearer the initial plans and working arrangements, the easier the work will be for estates and assist in identifying funding streams – some work may be paid for by annual maintenance budgets but others will require a dedicated budget.

The type and location of the estate will vary upon your force needs. If the project intends to deliver a large mixed economy team that may or may not cut across operational capabilities, then the evidence from some demonstration and associate sites is that a large open plan team room for all staff and capabilities assists in generating a single team culture with shared aims and operational work visible for all to see. If such an approach is taken, it must be remembered that there is benefit in having quiet break out rooms for some meetings and work.

Similarly, many of the demonstration sites have set up surgery activities at police stations requiring uplift in front desk area facilities to ensure a good customer service is provided. Some have gone further to look at collocation options with partner agencies that can mutually benefit and run similar local authority type surgeries / drop in centres.

Considerations around accommodation and estates will include, room size, number of desks and chairs, furniture requirements such as personal lockers, stationary storage, increasing the number of airwave or CS spray lockers. Is the lighting, ventilation, power, telephone and computer tap points adequate for the new intended setup? Have Health and Safety been consulted on work station design? Do any staff have special requirements or reasonable adjustments to be considered?

Can existing refreshment / eating / toilet areas cope with the new workforce, are parking arrangements for staff going to be affected. Will staff need access cards to buildings? Do buildings and doors need relabeling or new sign posts. Do estates have to adjust insurance arrangements based upon the new type of work for that building or its numbers of occupation. Have fire and evacuation plans been considered in the design and updated accordingly? Is the decoration up to date and fit for purpose, particularly if members of the public will be invited into an area?

3.4 Implementation plans – Vehicles

Depending upon the workforce being recruited and the new processes there is a high chance that any increased head count in the workforce will increase the requirement for vehicle usage. Does the current fleet meet this need, if new police staff roles are introduced do you want them to use liveried vehicles, or does a plain vehicle or a
simple badge meet the needs. What are the implications for use of marked vehicles with lights and sirens – does force policy need updating to reflect the new workforce and set parameters on who can use what and when. Does an increase in fleet size have a knock on effect on the number of airwave or mobile data base sets for the force?

Early engagement with force fleet managers will assist in this process. Forces have retained end of service vehicles for longer periods, rented vehicles, bought new or even considered sponsorship arrangements to increase the fleet. It is also worth checking if staff need to undergo vehicle specific training or tests in force prior to using them and whether current insurance arrangements only cover officers in operational use and not the police staff.

Finally are all costs being met, has sufficient revenue been identified to pay for the annual costs beyond any capital purchases and set up?

3.5 Implementation plans – Information Technology

This section overlaps many of the above areas – but particularly with the estates department who have to work alongside IT to ensure that sufficient infrastructure is built into their designs to meet the needs of the new workforce. In the case of buildings this often means not just the visible numbers of phone, printer and IT terminal tap points but ensuring that there is sufficient capability in server rooms and telephone supply lines into the building. Any growth in that could have implications on revenue budgets beyond the initial set up costs.

General considerations for this section are; are there sufficient telephones, computers, and printers for the work force. Have staff details been provided to IT in advance so their profiles can be set up the network and passwords generated for their arrival so they can hit the ground running. Has there been sufficient lead time negotiated with the IT department ahead of the go-live date to ensure installation and testing? Will IT provide “hands on” support e.g. a floor walker to assist on go live day with teething and set up problems. Have all staff (new and old) been trained or familiarised with any new IT systems?

If the new workforce is going to be mobile what are the implications for mobile data, lap tops and airwave terminal usage. Has the communications department been consulted and identified call signs for the new types of staff e.g. police staff investigators, volume crime CSI etc so that they are immediately recognisable and will the communications department know the parameters of what the new roles can be deployed to – do communications need training in the new processes and activities of the workforce to avoid incorrect deployments?

3.6 Implementation plans - Operating Procedures

One of the key lessons learned from previous change programmes is that role clarity generates more confidence and avoids expectations of the job not being met. Some of this can be addressed by good training and this overlaps into having clear operating procedures for the new units. Many forces will refer to these as standard operating procedures but it must be recognised that such terminology can sometimes
stifle creativity or an ability to tweak systems and procedures after go-live to ensure the best delivery of service for the public. As with all new procedures it is good practice to build in future review dates to ensure things are working as expected.

Some suggested areas for inclusion are; booking on and off, briefing arrangements, annual leave, shift patterns, retention on duty / overtime arrangements and recompense, locations to be worked in, standards of dress, structure chart, overview of roles in the unit, overview of powers available to each role, supervision / line management arrangements, vehicle access and limitations of use, outline of new processes (role specific and team specific) so all understand the expected outcome and where they fit in the process, parameters of processes, handover arrangements between the team(s), submission of paper work, court appearances (have CPS been liaised with so they know the new roles, their powers, their limitations and training etc). What are the PDR arrangements for all staff etc. What are the performance measures for the team(s) or individual staff members?

3.7 Implementation plans – Timelines

The evidence from demonstration sites captured by the national evaluators is that a number of forces underestimated the timelines necessary to plan for and implement their modernisation projects.

There are a number of influencing factors but in simple terms the more complex and large a change programme is then the more resource needs to be put in or the timeline will be extended. A number of key pinch points are listed below;

- **Project set up** – will it be resourced by dedicated or part-time staff.
- **Process Modelling** – requires set skills and takes longer if staff have to be trained how to undertake the process. External consultants can often bring in that skill to speed things up but at a cost. Gaining the release of operational staff for the consultation workshops to create and validate process maps can be problematic.
- **Business Case** preparation – took many of the demonstration sites a long time to complete and required financial expertise. Sign off by forces sometimes took longer than anticipated especially if re-working was requested or the project scope had moved.
- **Recruitment and Training** – sites that benefitted the most had early engagement with HR and training to ensure processes were started early enough. Delays in either of these inevitably have an effect on implementation dates.
- **Tutoring and Mentoring** – if there are gaps in the training and readiness of the staff for the changes then this can effect the dual running period, require additional training and delay the uptake of business benefits.

The national evaluators highlighted in their report that sites with “implementation certainty” made the most progress by consistently driving towards firm deadlines. Some sites had set unrealistic deadlines and others were not held to account for slippage through the normal governance arrangements.
3.8 Implementation plans – Miscellaneous

This section includes a list of other plans that have been considered by demonstrations sites as part of their preparation for implementation and are worthy of consideration.

- Migration plan for staff leaving existing units
- Migration plan for new staff integrating into existing units
- Operational order for new units starting on a specified go-live date
- Mentoring plan for new staff
- Contingency/exit strategy for go-live problems
- Ongoing staff development / training days
- Succession planning
- Internal QA processes
- Ongoing evaluation of units
- Training evaluation (after a period of live working)
- Performance measures/policy for unit
- Contingency plans for staff abstractions e.g. major incidents
- Communication plan for public / remainder of force about the units work/success etc

4. Implementation – Go Live

The key areas here are to recognise the complexity of the changes, the scale of those affected and the subsequent management of any associated risks. The force then needs to put in place the appropriate level of support and leadership to manage the period of change as it becomes day to day business. Change projects simply don’t end at hand over to the business in fact this point is a key area to enable the transition from a new process to normal day to day working.

Forces may decide on a number of timescale options to go live ranging from a big bang approach, staggered go live dates, dropping new staff in one by one as they are trained or changing the processes using existing staff and then replacing them with the new staff.

With some workforce modernisation sites dual running of existing staff alongside the new staff is recognised as a good way to tutor and mentor staff to ensure transfer of knowledge and experience and provide support to new staff as they gain in confidence. The national evaluation of demonstration sites highlights that dual running enables skills transfer, can prevent performance dip and is not related to the capability being modernised but to the projects approach to mitigating risk. The downside of dual running is that it can be financially costly and if it lasts too long can inhibit cultural change or uptake of new processes.

Hopefully many issues will have been previously identified through testing and lessons from other change projects and mitigation steps planned in advance, however, it must be recognised that any new process may lead to unanticipated knock on effects or may simply not work. It is then a choice of holding ones nerve if the processes are still believed to be fundamentally sound or if something is clearly
never going to succeed, to be able to dynamically tweak and change processes promptly. The latter requiring empowerment of the leadership to make things happen quickly and a good communication mechanism to ensure the wider business knows and understands these changes.

Creating a single team approach to performance, outputs and objectives can be very beneficial but requires continuous engagement by leaders and managers to ensure everyone is aware where and how everyone in the team contributes to final outcomes.

Early review meetings between practitioners, supervisors and the leadership are important to continuously assess what’s working well and what needs more refinement. Openness to recognising where things are failing was highlighted by the Accenture review of pilot forces as good practice as this encourages an atmosphere where the staff generate ideas to solve problems and are supported in doing so.

Reality checking by the training department with new staff in their working environment can identify when gaps in knowledge and skills have occurred e.g. the ‘Kirkpatrick’ model. These can then be addressed by “top up” training if vital and if necessary fed into future training redesign.

Another area of note post go-live is that a more segregated specialist work force will often lead to more complex resource management. This means that existing resources may need additional support in all fields but especially from HR, managers and supervisors as things settle down. Experience has shown that if staff are well supported and problems are addressed quickly then less frustration builds up and better retention will probably follow.

With any change project it is likely that the force was seeking to achieve certain business benefits and possibly key performance indicators. These need to be constantly monitored post go-live to see that the overall benefits are being achieved and if not to identify what needs to be done to achieve them. Early evidence from the demonstration sites shows that it is important to balance the workloads and utilisation rates of staff across mixed economy teams to achieve the best results. Simply increasing the capacity of the new teams is not success in itself – for conversion to performance strong utilisation is required.

A good point to close this chapter on a quote from the national evaluators of the demonstration sites that the “quality of implementation can be evaluated in terms of; vision, leadership, readiness for change and impact”.

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## Appendix A: Implementation Actions Checklist

**Workforce Modernisation Project Implementation Action Register (Open Reference No)**

<table>
<thead>
<tr>
<th>Reference No</th>
<th>Action</th>
<th>Owner</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>WFM/IMP/1</td>
<td>Develop advert</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WFM/IMP/2</td>
<td>Ensure advert doesn’t contradict job description</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WFM/IMP/3</td>
<td>Temporary (1 year) or permanent posts</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WFM/IMP/4</td>
<td>External or internal only</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WFM/IMP/5</td>
<td>Ensure job contract is bespoke for role</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/6</td>
<td>Ensure essential activities included – driving licence?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WFM/IMP/7</td>
<td>Agree closing date</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/8</td>
<td>Agree selection procedure - devise interview questions and / or assessment centre</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WFM/IMP/9</td>
<td>Appoint selection panel and book dates for short listing / interviews etc</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WFM/IMP/10</td>
<td>Pre-warn vetting for priority selection where possible</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/11</td>
<td>What is suitable notice period for tier one appointments</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/12</td>
<td>Pre – book medical dates</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/13</td>
<td>Agree appointment dates then commence selection process.</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/14</td>
<td>Uniform fitting dates</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/15</td>
<td>Do recruitment need to take on more staff or equipment – what is start date?</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/16</td>
<td>Probation period set/agreed?</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/17</td>
<td>TNA new roles</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/18</td>
<td>TNA existing roles</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/19</td>
<td>Develop and agree training courses for all - internal or external?</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/20</td>
<td>Review skill gaps against ICF</td>
<td></td>
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<tr>
<td>WFM/IMP/21</td>
<td>Agree course start dates – new roles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WFM/IMP/22</td>
<td>Agree course start dates existing roles – can it be local development or will it all be HQ</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/23</td>
<td>Agree modules and schedule for training courses - (include future training)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WFM/IMP/24</td>
<td>Identify and train trainers for the course</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/25</td>
<td>Book classrooms and course facilities - internal or external venues?</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/26</td>
<td>Any materials required in advance – costs?</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/27</td>
<td>Identify finish dates – availability to division</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/28</td>
<td>Agree assessment / pass procedures for new roles</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/29</td>
<td>Enrolment in PIP programme or not?</td>
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<td></td>
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<tr>
<td>WFM/IMP/30</td>
<td>Contingencies for failure of trainees</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/31</td>
<td>Course opening – speaker</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/32</td>
<td>Pass out procedure / investment of powers</td>
<td></td>
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<tr>
<td>WFM/IMP/33</td>
<td>Training of role mentors on division – how / who / leadership inputs?</td>
<td></td>
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<tr>
<td>WFM/IMP/34</td>
<td>Professional portfolios?</td>
<td></td>
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<tr>
<td>WFM/IMP/35</td>
<td>Driving assessments?</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/36</td>
<td>Agree uniform for all new roles</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/37</td>
<td>Identify costs</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/38</td>
<td>Inform stores of requirements</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/39</td>
<td>Arrange uniform fitting days</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/40</td>
<td>Name badges?</td>
<td></td>
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<tr>
<td>Reference No</td>
<td>Action</td>
<td>Owner</td>
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<tr>
<td>WFM/IMP/41</td>
<td>ID card photos and issue</td>
<td></td>
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<tr>
<td>WFM/IMP/42</td>
<td>Vehicle stickers</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/43</td>
<td>Any airwave radio issue required – if so discuss with Call mgt check if new lockers/radios needed on div?</td>
<td></td>
<td></td>
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<tr>
<td>WFM/IMP/44</td>
<td>Pocket note books for investigators</td>
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<tr>
<td>WFM/IMP/45</td>
<td>Body armour being considered?</td>
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<tr>
<td>WFM/IMP/46</td>
<td>Check office location for all new staff is adequate</td>
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<tr>
<td>WFM/IMP/47</td>
<td>Any growth / accommodation changes required</td>
<td></td>
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<tr>
<td>WFM/IMP/48</td>
<td>Sufficient desks/phones for all staff?</td>
<td></td>
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<tr>
<td>WFM/IMP/49</td>
<td>If changes – survey, building work, decorating, furniture costs need sorting.</td>
<td></td>
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<tr>
<td>WFM/IMP/50</td>
<td>Personal locker issue on division – sufficient identified in advance?</td>
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<tr>
<td>WFM/IMP/51</td>
<td>Agree locker key issue date</td>
<td></td>
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<tr>
<td>WFM/IMP/52</td>
<td>Paxton swipe keys for HQ and division ordered?</td>
<td></td>
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<tr>
<td>WFM/IMP/53</td>
<td>Swipe key issue date agreed</td>
<td></td>
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<tr>
<td>WFM/IMP/54</td>
<td>Sufficient refreshment space on units?</td>
<td></td>
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<tr>
<td>WFM/IMP/55</td>
<td>New roles - insurance cover – check implications of semi operational staff e.g. driving cover force</td>
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<tr>
<td>WFM/IMP/56</td>
<td>Sufficient desks/chairs</td>
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<tr>
<td>WFM/IMP/57</td>
<td>Phones/printers / faxes for the role</td>
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<tr>
<td>WFM/IMP/58</td>
<td>Stationary storage</td>
<td></td>
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<tr>
<td>WFM/IMP/59</td>
<td>Any new forms for new roles?</td>
<td></td>
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<tr>
<td>WFM/IMP/60</td>
<td>Office door badges?</td>
<td></td>
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<tr>
<td>WFM/IMP/61</td>
<td>Check if sufficient vehicles for new larger teams</td>
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<tr>
<td>WFM/IMP/62</td>
<td>Liaise with garages and fleet manager re any growth / costs</td>
<td></td>
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<tr>
<td>WFM/IMP/63</td>
<td>Divisional parking implications?</td>
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<tr>
<td>WFM/IMP/64</td>
<td>Maintenance costs / insurance</td>
<td></td>
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<tr>
<td>WFM/IMP/65</td>
<td>Marked or unmarked cars for new role?</td>
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<tr>
<td>WFM/IMP/66</td>
<td>Sufficient desk tops on division</td>
<td></td>
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<tr>
<td>WFM/IMP/67</td>
<td>Password and network access set up for new starters</td>
<td></td>
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<tr>
<td>WFM/IMP/68</td>
<td>Any lap top issue for new roles – cost?</td>
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<tr>
<td>WFM/IMP/69</td>
<td>Email accounts agreed with IT</td>
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<tr>
<td>WFM/IMP/70</td>
<td>Any other mobile data implications</td>
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<tr>
<td>WFM/IMP/71</td>
<td>Selection of existing staff for units – EOI / deselection preferencing.</td>
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<tr>
<td>WFM/IMP/72</td>
<td>Migration plan for staff leaving units</td>
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<tr>
<td>WFM/IMP/73</td>
<td>Migration plans for any office moves</td>
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<tr>
<td>WFM/IMP/74</td>
<td>Migration plan / Operational order for new staff arriving</td>
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<tr>
<td>WFM/IMP/75</td>
<td>Mentoring plan</td>
<td></td>
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<tr>
<td>WFM/IMP/76</td>
<td>Contingency plan / Exit strategy – if go-live problems</td>
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<tr>
<td>WFM/IMP/77</td>
<td>Allocation of powers – Chief Constable designation process</td>
<td></td>
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<tr>
<td>WFM/IMP/78</td>
<td>SOP for all units and all roles</td>
<td></td>
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<tr>
<td>WFM/IMP/79</td>
<td>must cover – all roles (new and existing)</td>
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<tr>
<td>WFM/IMP/80</td>
<td>Booking on</td>
<td></td>
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<tr>
<td>WFM/IMP/81</td>
<td>Hand overs</td>
<td></td>
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<tr>
<td>WFM/IMP/82</td>
<td>New processes</td>
<td></td>
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<td>Reference No</td>
<td>Action</td>
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<tr>
<td>WFM/IMP/83</td>
<td>Annual leave</td>
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<td>WFM/IMP/84</td>
<td>Shift pattern</td>
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<td>WFM/IMP/85</td>
<td>Retention on duty</td>
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<tr>
<td>WFM/IMP/86</td>
<td>Locations to work in</td>
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<td>WFM/IMP/87</td>
<td>Overtime</td>
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<td>WFM/IMP/88</td>
<td>Supervision /line management</td>
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<td>WFM/IMP/89</td>
<td>Parameters of processes</td>
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<td>WFM/IMP/90</td>
<td>Court appearances</td>
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<td>WFM/IMP/91</td>
<td>Standards of dress</td>
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<td>WFM/IMP/92</td>
<td>Powers and exercising them</td>
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<tr>
<td>WFM/IMP/93</td>
<td>Structure charts</td>
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<td>WFM/IMP/94</td>
<td>Use of vehicles procedures for IOs</td>
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<td>WFM/IMP/95</td>
<td>Custody procedures for IOs</td>
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<td>WFM/IMP/96</td>
<td>Agreement with CPS for court</td>
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<td>WFM/IMP/97</td>
<td>PDR for new staff</td>
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<td>WFM/IMP/98</td>
<td>Mentoring Policy</td>
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<td>WFM/IMP/99</td>
<td>Ongoing development training days</td>
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<td>WFM/IMP/100</td>
<td>Succession planning</td>
<td></td>
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<tr>
<td>WFM/IMP/101</td>
<td>Contingency planning – loss of warranted staff to major incidents etc</td>
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<tr>
<td>WFM/IMP/102</td>
<td>Tasking and briefings / hand overs required between units?</td>
<td></td>
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<tr>
<td>WFM/IMP/103</td>
<td>Call Management aware of new roles and allocation procedures?</td>
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<tr>
<td>WFM/IMP/104</td>
<td>Develop internal QA process and evaluation?</td>
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<tr>
<td>WFM/IMP/105</td>
<td>Develop Performance measures / policy for units.</td>
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Appendix B – Success Factors
Extracts from Accenture review of WFM pilot sites

A number of critical success factors should be put in place to contribute to the successful implementation of the WFM change programme. It is important that modernisation is treated as a change programme and the necessary investment of both time and resources is made. Through the review of both pilot sites and various WFM initiatives a number of success factors impacting on the WFM change have emerged these can be categorised under the following themes:

1. Organisation
2. Performance
3. People
4. Processes

1. Organisation
Organisation refers to the necessary organisational support and leadership success factors required to deliver change, as analysed below.

(a) Leadership to support change across the force
The success of the WFM change programme is the responsibility of a force’s senior leadership. It is important that WFM change programmes are not developed as isolated initiatives but cut across the force and have input from operational departments such as HR, Finance or Resources.

The significance of having senior leadership committed to change throughout the programme gives credibility not only to WFM but encourages wider engagement from across the force. By having a senior leadership that is not only seen to be committed to change but is willing to work through challenges and barriers in order to make changes work is a powerful message.

(b) Obtaining and maintaining sponsorship with key stakeholders
An effective way of selling change internally is by identifying champions who will not only articulate the vision and benefits of WFM across the force but support it through challenges. More significantly, the role of senior sponsors is to ensure that WFM change programmes are sustained. WFM initiatives will need to gain support from both within the force and externally from stakeholders such as the police authority from the conception through to the development of new initiatives. Having strong sponsorship reflects positively on how credible a project is considered and how seriously the other leaders and staff value the achievements.

(c) Having a communication strategy in place
A communication strategy should articulate the rationale behind the WFM change programme, its benefits and achievements and progress. It should communicate these to the right audiences, in the right way and at the right time. Forces should have a communication strategy in place prior to implementing WFM allowing wide engagement across the force from the outset. The importance of having a dedicated communication strategy is that it can help reduce cultural barriers and resistance to the WFM change.

(d) Developing a culture that accepts mistakes, takes risks and learns lessons
When managing WFM change programmes it must be recognised that barriers will occur and mistakes will be made, and ultimately, not all WFM initiatives will be successful. From a force perspective developing a culture that can handle lack of success and learn from its mistakes will facilitate the process of change. A force that can develop a culture that accepts mistakes will not only encourage more innovative thinking but also allow WFM initiatives the opportunity to develop. This should be coupled with a willingness of the leadership to listen to those who are at the forefront of the work, to encourage innovative activities and bottom up approaches to change.
2. Performance management

Performance management refers to the necessary performance and project management required around defining and measuring the impact and outcomes of a WFM initiative and thereby supporting its performance. In particular, identifying whether the desired targets have been reached and how the resources used in achieving those outcomes have been managed.

(a) Establishing clear aims and objectives

A WFM change initiative needs to be clearly defined with unambiguous aims and objectives. These will need to be pre-defined in consultation with internal and external stakeholders. This will ensure the initiative is not only owned by its stakeholders prior to its implementation but has not been developed in isolation of the force’s wider strategic objectives.

(b) Dedicated project management

Having a dedicated project management team in place is vital as managing WFM cannot be successfully achieved on an ad-hoc basis. Lack of dedicated project management can create inertia and a belief that there is a lack of motivation and commitment to the WFM change initiative within the teams undergoing change.

(c) Establishing central/ national co-ordination

When considering the wider rollout of WFM, particularly in the context of the demonstration sites, deciding the way in which the project management support is organised and resourced is crucial. The Home Office and ACPO should ensure a common project management methodology is adopted by all sites to ensure consistency and a common framework for planning and measuring performance change. The ability to have a central/national core implementation function producing standardised products (such as programme plans, communications or evaluation tools) can be of significant benefit as it ensures a common approach is taken across all locations and that similar products/tools are not continually reinvented. More significantly, it creates a central hub nationally that can ensure good practice is both shared and generated and then used to develop or enhance elements of the programme. It is also provides a central resource for the local programme managers who work day to day assisting with the practical implementation activities. They feed information back to the central team and are the recipients of the tools and products it produces.

(d) Project management methodologies

Project management methodologies are frameworks that allow WFM change programmes to be managed effectively. The success of managing WFM change initiatives can be linked to using robust project management methodologies. By using such methodologies as part of the process of designing and implementing WFM change programmes can identify risks, challenges, establish key milestones and maximises the prospects of success.

(e) Creating a stable environment throughout the implementation period

It is important that WFM changes are implemented into a force during a period of relative stability. The policing environment can be unstable as forces often have to respond tactically to many different, often unforeseen, events. However, to maximise likelihood of success and help ensure the impact of WFM is clearly and correctly attributed to the changes that result from WFM and not other changes, it is important that the environment in which WFM is implemented is as stable as possible. This means that other initiatives and changes should be minimised and, if they are still considered necessary, their potential impact on the WFM activities considered before they go ahead.
To achieve this it will be necessary to ensure that senior stakeholders understand the importance of stability and that they are prepared to act proactively to preserve it.

(f) Realistic expectation management
Managing the expectations of what a WFM initiative can deliver is a critical factor in determining its success. Forces will need to be realistic in determining what it can achieve based on the resources available and the skills and knowledge of its staff. There is a temptation to over promise at the outset of programme such as this to build support and momentum. This is dangerous, since unmet expectations can lead to frustration within the team and perception externally that the WFM change programme is unsuccessful.

3. People
This section refers to the necessary focus on people defined as police employees in the broader sense, including those involved in staffing the initiative as well as the wider force. In addition, the term people also includes processes and infrastructure related to staff issues such as career progression, recruitment, retention and staff associations such as Unison and the Police Federation.

(a) Involving key stakeholders (such as staff associations) early on
Where WFM activities have been recognised as being successful they have involved from an early stage its stakeholders, in particular, from staff associations. WFM change programmes are particularly sensitive and need to be managed with the appropriate levels of care. The early engagement of staff associations can assist with this, through providing guidance and assisting with communications. Engaging with staff associations in the design and implementation of the WFM change programme has allowed forces to pre-empt potential issues through a partnership arrangement.

(b) Establish a positive ‘psychological’ contract with your staff
A positive ‘psychological’ contract has been described by one force as having a ‘one workforce ethos.’ This means there is no cultural distinction between police staff and police officers in delivering a force’s activities. This works against segregation of work practices and the development of “silos”, which could reduce the effectiveness of WFM. To do so a force will need to consider how it can not only remove the cultural distinctions between police staff and police officers but also actual distinctions as outlined in terms and conditions.

(c) Establish a proactive approach to managing staff
It is important to recognise how the WFM initiative impacts on staff, in particular new staff members. Staff engaged in delivering WFM change programmes will require access to additional support structures for at least an initial period of time.

(d) Developing a dedicated training strategy
The evidence of successful WFM change initiatives suggest they require dedicated training programmes. Forces will need to develop a training strategy that will provide the required skills and knowledge to the staff involved. One of the advantages that the WFM pilots have brought to forces is the opportunity to specialise certain activities. The added value of bringing in specialised staff and developing dedicated training for a particular skill/role has been key success factor.

(e) Address recruitment and retention
The recruitment and retention of staff is a key aspect that forces introducing WFM change programmes will need to focus on. Pilots that have been successful have focused on recruitment and retention as key aspects of their WFM initiatives. Forces will need to ensure that their recruitment processes are in place prior to the deployment of the WFM change initiative. This will ensure that an initiative is
in place but not staffed which occurred with some of the pilots.

(f) Proactively develop team working
Mixed teams are a feature of WFM initiatives and the ability to integrate staff successfully is a critical factor in the success of WFM programmes. It is important that from the outset of the implementation period that specific effort is made to integrate the team and strong working relationships are encouraged within it.

4. Processes
Processes refer to the necessary supporting processes and procedures to deliver change and ensuring there is sufficient understanding of processes within the organisation.

(a) Establish a strong and visible link with the business processes
It is vital that any WFM programme is closely associated with the business processes of the capability under consideration and that a clear link is drawn between the two. In this context completing a task analysis will provide a basis in identifying what practices and roles can be reviewed and modified. This is closely linked to the pre-conditions around demand and understanding organisational structures as this is vital to allowing this type of analysis to take place.

(b) Ensure enabling technology is in place
Forces developing WFM change programmes are likely to require supporting technology to help ensure that the maximum level of value is delivered. The creation new roles and reform of business processes is likely to require changes to existing technology or the introduction of new technology (e.g. tasking systems or mobile systems). If this supporting technology is not in place it will impact on the effectiveness of the initiative and the benefits delivered.

(c) Ensure accommodation facilities are available for staff
Forces need to ensure that there are facilities available to accommodate a WFM programme. This should not just be considered a logistical issue around if the force has enough accommodation for the number of staff. The location of staff is a more significant issue as the co-location of teams, supervisors, etc can be central to the success of a WFM programme. This is particularly relevant if the initiative has staff seconded from other agencies as it helps to integrate the teams.

(d) Provide access to the necessary equipment
Consideration needs to be given to the use, availability and access to equipment and technology, required to maximise the benefit delivered from WFM. It is important that sufficient thought is given to the type of equipment that will be required, by whom, and when. This issue is important, as in mixed economy teams there will be different equipment requirements which will take a greater amount of thought and planning. A simple example of this are uniforms which can and will have an impact the public perception of the WFM change. Another example is access to vehicles and communication technologies required to complete the role effectively, this may also give rise to the necessary consideration of policies on things such as vehicle use and the type of branding used on vehicles driven by police staff.