

The National Workforce Modernisation Programme:

Evaluation of the demonstration sites

FINAL REPORT

March 2010



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0. Executive summary

Introduction

The Workforce Modernisation Programme (WFM), run by the National Policing Improvement Agency (NPIA), aims to help the police service improve the quality of service it delivers to the public whilst delivering value for money. The programme is operating within the wider context of policing reform and workforce reform within other sectors. Both the Policing Green Paper “From the Neighbourhood to the National: Policing our Communities Together” (July 2008), and the Policing White Paper “Protecting the Public: Supporting our Police to Succeed” (December 2009), emphasise the importance of the programme and its aims.

In the summer of 2007, nine forces volunteered to become demonstration sites to test the principles and methodology established by the WFM programme. Over the course of the past two and a half years, these forces have initiated 15 WFM projects. The scope of these projects covers all four of the core policing capabilities, namely: Response; Investigation; Neighbourhood; and, Intelligence. The projects have been of varying scope, ambition and scale – however all have been implemented in accordance to the methodology and supported by the NPIA throughout. Each of the sites and projects is introduced in Section 2.

Given the importance of the programme, the nature of the principles being tested and in adherence with the previous independent evaluation of the WFM pilot sites, Deloitte were commissioned to undertake an independent evaluation of the demonstration sites. The purpose of this evaluation is to provide ‘a credible assessment of the impact of WFM’. Three interim reports have already been published (January, June and October 2009), and this report represents the final report of the evaluation.

This report summarises the findings from the evaluation, identifying the impact the programme has had across a balanced scorecard consisting of four quadrants: performance; efficiency, capacity and utilisation; stakeholder and customer perceptions; and, HR measures and staff perceptions. This report also summarises the cross-scorecard impact, identifies the key lessons learnt and looks ahead to the future for WFM. The evaluation methodology is explained in detail in the Research Methodology paper (Annex D), including the statistical and comparator analysis used.

Highlights from the scorecard

Highlights from the scorecard assessment are introduced below (more detail is provided in the main body of the report), and focus on eight of

“An independent and comprehensive evaluation covering nine demonstration sites, 15 distinct projects of varying scope and ambition and all four policing capabilities.”

the 15 projects. Given the timescales and nature of the projects in Avon and Somerset (1 project), the Metropolitan Police Service (2) and Wiltshire (4), a robust statistical assessment has not been possible.

Performance

“All eight projects achieved some measure of improved performance – the methodology has demonstrated its potential to work.”

Initially all eight projects aimed to improve performance – however Surrey Investigation later revised their aim to maintain performance (albeit at lower cost). The evaluation concludes that all eight projects achieved some measure of improved performance (although not all statistically significant and not all attributable to WFM); with **four of the projects satisfying the evaluation that they met their performance aims.**

Statistically significant improvements that may be attributed to WFM were observed in the following three projects: Durham, Northumbria and Surrey TPT. In these projects performance improvements were seen across Sanction Detection Rates, arrest rates, DNA sampling and response rates.

However performance improvement has not been realised across the board. Both Northamptonshire and Staffordshire were unable to achieve the performance improvement aimed for. Throughout the duration of the evaluation, only Staffordshire have seen deterioration in performance which may be attributed to WFM and this only applies to one measure. Given the complexity of the changes introduced, the evaluation concludes that the **methodology has demonstrated its potential to work**, whilst the lessons learnt suggest why it has not on all occasions. It is also as a testament to the rigour of the implementation teams, the support provided by the NPIA programmes team, and the goodwill of the officers and staff.

The evaluation identifies the drivers of improved performance to be the introduction of specialist roles (e.g. Durham), changes in process that allow officers to focus more of their time on incidents and activities requiring their skills (e.g. Northumbria and Surrey TPT) and the introduction of new structures to enable the re-designed processes (e.g. Northumbria where most administrative tasks are undertaken by the Support function).

“Efficiency improvements achieved in five of the seven projects – with a collective year-one cost reduction of 7.3%. Impressive findings driven by the ability of the sites to aggregate tasks and introduce a lower cost workforce mix – but questions remain relating to sustainability.”

Efficiency, capacity and utilisation

With the exception of West Yorkshire, all projects aimed to improve efficiency, capacity and utilisation through the introduction of WFM. All projects have noted some success and three of the eight (Surrey Investigation, Surrey TPT and West Yorkshire) have achieved their aims.

The **projects are currently projecting a net saving of £4.2m over five years** (Durham Pre-Arrest, Northumbria and West Yorkshire do not anticipate making savings within 5 years). The evaluation has observed that actual costs are lower than expected and therefore concludes that these projections are realistic. By comparing baseline costs (the cost if WFM had not been implemented) with actual costs recorded in year one, a 7.3% cost reduction has been achieved. Equally impressive are

the efficiency improvements achieved in five of the seven projects where it has been possible to use this measure.

The number of people available (i.e. capacity) has increased for all the projects, although two continue to experience challenges in this area. Furthermore, the proportion of time spent on productive tasks (i.e. utilisation) is now high for the majority of roles, and although some issues have been noted in relation to utilisation, these have been considered by the projects, and addressed where appropriate.

However, questions remain relating to the sustainability of these improvements. In some sites the increase in savings realised has been attributed to delays (e.g. recruitment) and in Durham, Northamptonshire and Northumbria costs have risen as capacity issues have emerged. For Northumbria, the service is more efficient but they have had to increase costs to respond to previously untapped demand.

The evaluation **identifies the drivers of efficiency and cost reduction to be the aggregation of tasks that has allowed a lower cost workforce mix to be introduced** and in some instances the introduction of more efficient processes (e.g. Surrey TPT). Given financial pressures facing forces, the observed results are impressive; however the risks relating to sustainability must be mitigated.

Customer and stakeholder perceptions

“A positive impact on customer satisfaction – noted to varying extents across all eight projects – driven by the introduction of new processes, new roles and a more customer-focused culture.”

All projects aimed to improve customer and stakeholder perceptions. Five of the eight projects have achieved their aims (three of which achieved statistically significant improvements which may be attributable to WFM) – with the remaining three projects also achieving some improvements (although not all statistically significant). In this quadrant there have been a range of positive impacts, for example: Northamptonshire have increased customer satisfaction levels in relation to progress updates from 65% to 76% (may be attributable to WFM); and Northumbria have improved customer satisfaction with the sector’s overall service from 59% to 78% (may be attributable to WFM).

Operational stakeholders (such as the CPS in Durham) are also satisfied with the changes made, overcoming initial scepticism in some areas. However the Police Federation still raises a number of concerns in relation to the impact on officers and the operational effectiveness of new working arrangements. There is a lack of empirical evidence to support some of these concerns, although others identify risks that are acknowledged by project teams and staff alike – these are considered later and need to be addressed.

The evaluation identifies the drivers for the improvement to be a combination of the new processes for managing customers, the new customer-focused roles and the introduction and enablement of a more customer-focused culture. Given the trust and confidence agenda, **the results achieved in relation to customer satisfaction are important to the Service.**

“A more diverse workforce but one that is still uncertain about some of the changes introduced and is concerned about some of the more persistent issues.”

HR and staff perceptions

All projects aimed to improve HR measures and achieve positive staff perceptions. The evaluation has found that only one project has fully achieved this aim – Surrey Investigation. Whilst five projects have maintained the overall position, Northamptonshire and West Yorkshire have noted deterioration.

Separating the two components of this quadrant, it can be noted that the **overall impact on diversity has been positive**. Diversity, i.e. the differences among employees, has increased across six sites, particularly in relation to gender and age, and to a lesser extent in relation to visible minority ethnic (VME). At a service level this should be considered as an important success for WFM – however the impact on officer diversity is less clear.

The positive impact on diversity is not entirely mirrored in relation to staff perceptions. Whilst the views of officers and staff are largely positive, with police staff and response PCs the most supportive, some specific and persistent concerns remain, particularly from police officers in the Investigative capability. This has not improved over time. **If uncertainty is left to build, it is likely to undermine the successes achieved to date**. The factors causing dissatisfaction include, but are not limited to, increased workload and a perceived lack of opportunities for career progression, and are common across the sites. Furthermore, officers and staff have identified a number of issues that they feel are likely to impact on the sustainability of the WFM changes. Again these are common across the sites and are evidenced for the most part by the staff survey introduced by the evaluation (DEX).

The evaluation identified attrition as a risk to the success of the demonstration sites (see Interim report 1, January 2009). The risk has manifested itself as an issue, at various stages and to varying degrees, in Durham, Staffordshire, Surrey Investigation, West Yorkshire and Wiltshire. The drivers have been attributed to sub-optimal recruitment and remuneration issues. The impact has been managed relatively effectively but has caused difficulties in relation to training and required the flexibility of officers to be called upon.

In conclusion, while positive results have been achieved in relation to HR measures, there are a number of risks associated with existing staff perceptions. Whilst the experiences of Surrey Investigation (the site that has been running the longest) suggest that these may dissipate over time, these risks should be considered by the sites along with the other challenges to sustainability.

Cross-scorecard assessment

There are some positive changes in all quadrants of the scorecard that may be attributable to WFM, with only two projects experiencing deterioration in any measure. Reviewing the project assessments introduced in relation to the four quadrants of the scorecard, of the 28 assessments completed, 10 are positive assessments, 16 are balanced assessments and two are negative assessments (in two instances, the balanced assessment was in line with the site's aims).

“Key findings include WFM’s ability to improve customer satisfaction at the same time as improving efficiency and the positive impact it has had in the front-line response environment.”

Achieving financial savings and efficiency improvements whilst improving customer satisfaction is something that the Service will quite rightly be interested in. This has been enabled through the introduction of new processes, which given financial constraints, is only possible through the introduction of new roles and through staffing these roles with police staff rather than officers. However the experiences of the sites have also demonstrated that this is not easy to achieve and is harder still to sustain if the lessons learnt are not addressed.

It should also be noted that the **successful demonstration of WFM principles in the Response capability is a key finding for the evaluation** – as demonstrated by Durham, Northumbria and, most notably, Surrey. This is true given the scale and significance of this capability in both workforce and customer-contact terms (see section 7.3 for further detail).

The Evaluation Criteria Report (April 2008) stated that one measure of success would be if a site achieves its business case without a detrimental impact on other areas of the scorecard. Against this measure, four projects have achieved success (Staffordshire, West Yorkshire and Surrey Investigation and Response). However, this measure does not tell the whole story – there are some positive changes in all quadrants of the scorecard that may be attributable to WFM, with only two projects experiencing deterioration in any measure.

Lessons learnt

“A comprehensive set of lessons and management risks have been identified by reviewing both good and bad practice – local leadership and project management have been and will continue to be important to addressing both.”

Evaluating the demonstration sites through the design and implementation stage has enabled three categories of lessons to be identified: design and implementation; management risks; and, sustaining change. These lessons build on those introduced in the three preceding interim reports.

Lessons relating to design and implementation cover the role of the NPIA (e.g. using the methodology), implementation considerations (e.g. ensuring clarity of roles and processes) and pre-conditions for success (e.g. understanding demand, and understanding the differences between civilianisation and WFM). In relation to implementation considerations, **it is clear that consistent, clear and visible leadership and robust project management underpin the success factors identified.** The importance of reflecting on these lessons has been most keenly demonstrated by the experiences of Northamptonshire and has been corroborated by the findings from the staff survey.

Further lessons relate to what the evaluation has termed management risks, including local-level resilience in small teams, the need to retain experience, interfaces with non-modernised functions, and the challenges of implementing on a small scale. The evaluation concludes that the **effective mitigation of these management risks also has a substantial impact on the success** of WFM project.

The final category of lessons relates to sustaining change. These are the most challenging lessons and the evaluation concludes that **continued progress against these issues is required for WFM to optimise the benefits of the model** for the Service in the long term.

“Issues undermining the sustainability of WFM and its ability to optimise Service-wide benefits in the long-term remain – some of the short- and long-term actions suggested, would move the Service towards a more integrated employment framework.”

These lessons include: the need to move towards a framework that provides clear pathways for career progression and role structures for police staff and officers across capabilities (evidenced in all sites); the need for specific components of the existing pay and reward strategy to be updated to reflect the new model, including the use of Special Priority Payments (specifically a challenge in the investigative models, e.g. Surrey, Northamptonshire); the need for national standards and improved provision of training in some of the most critical new roles, such as the Investigative Officer (an issue to varying degrees across all sites); and, the need to manage and retain experience as roles change (a particular challenge in the response and investigative models in the demonstration sites).

These sustainability lessons are inter-related and point to the need for both short-term actions (e.g. decisions relating to the acceptability of senior roles for staff with designated powers, clarity regarding the future use of SPP) and long-term actions (e.g. those that could move the Service towards a more integrated employment framework). Whilst management risks and implementation lessons are addressable at a project or site level, the suggested actions relating to these sustainability lessons would be more effective if addressed at a national level. It is reassuring to see that **the NPIA’s Insight Programme has already acknowledged this**. Through the development of the 10 year HR plan, the Programme is aiming to address these lessons in a coherent and constructive manner.

Looking ahead

“Beyond the lessons learnt, the sites have identified catalysts and barriers to extending the scope of WFM locally.”

A final test the evaluation has applied is to consider the intentions of the sites beyond the evaluation timeframe. To date only three sites have definite plans to extend the roll-out of WFM beyond the project that has been evaluated. However, the other sites are all in various stages of considering their next move. Insights from the sites’ WFM Senior Responsible Officers indicate that this uncertainty regarding future plans derives from an awareness of the lessons relating to sustainability but also additional factors.

The factors that are considered **potential catalysts for the introduction of WFM** are cited as the changing nature of crime, the tangible successes of process-re-engineering (as demonstrated through QUEST¹) and inter-force collaboration. The factors that are considered by SROs as **barriers to extending the demonstration sites are national resilience, constraints in workforce flexibility and, above all, political will**, especially regarding police officer numbers, which could become an electoral issue (national and local) and is thus perceived to limit the flexibility of all forces.

¹ Operation QUEST is a Home Office sponsored programme to improve operational processes in the police service.

Conclusion

The WFM demonstration sites have made an important contribution to enhancing the Service's understanding of the impact of deploying a mixed economy workforce in an operational context. Through this evaluation, WFM has demonstrated its effectiveness as a short-term driver of improved efficiency and customer satisfaction – **forces can realise clear benefits by following the methodology and implementing WFM**. The good practice lessons identified, if adhered to, should also enable other forces to realise these benefits with greater ease.

The ability for WFM to realise fully its long-term aims for the Service is not yet proven. There are a number of sustainability lessons that, unless addressed over time, will mean WFM is unlikely to realise its full potential. At a Service-wide level, it is not possible to say whether the potential future costs of managing the sustainability lessons or re-aligning local solutions to national guidance outweigh the efficiencies that can be achieved. Therefore, it will be down to each force to assess the balance of potential gains and risks in the context of their local drivers for change.

What is clear is that removing the barriers and tackling the key sustainability lessons will demand strong commitment from all national stakeholders, and this report identifies “owners” for each barrier and issue. Furthermore, the findings from this evaluation are not straightforward. The **findings will require careful communication across forces to ensure WFM is better understood** so that force-level responses are well considered. In addition, there will need to be constructive engagement with those that still measure the success of the Service through inputs, regarding the impact on officer numbers.

Notes:

*The research methodology and the findings presented within this report have been the subject of an **independent peer review**.*

*The evaluation team would like to **thank the sites for their valued support** of the evaluation process over the past two and half years. This support has included the collection of metrics, organisation of site visits and response to ad hoc requests. The evaluation team would also like to extend this thanks to the wider policing and criminal justice stakeholders that have contributed to the evaluation at various stages.*

1. Introduction

This section provides a brief introduction to the principles of Workforce Modernisation and outlines the research methodology used within the evaluation.

1.1. Introduction to WFM

The Workforce Modernisation Programme (WFM), run by the National Policing Improvement Agency (NPIA), aims to **help the police service improve the quality of service it delivers to the public whilst delivering value for money.** Drawing on findings from the wider public and private sectors, the programme is based on the premise that activities and working processes in areas of policing can be separated out. A mixed team of police officers and police staff can then be assembled according to the powers, expertise and experience needed to perform each activity. Making best use of individual talent, a more efficient and effective workforce is created and importantly, police officers can focus their skill where it has the greatest impact.

Other sectors and countries have implemented similar programmes to improve efficiency or reduce costs:

- The ‘Transforming School Workforce Pathfinder Project’ in Spring 2002 aimed to reduce the hours worked per week by teachers, and increase the proportion of their working week spent on teaching or related tasks. It led to a change in role boundaries between teachers and other members of staff and made support staff more visible and effective in schools.
- The NHS ‘Agenda for Change’ programme in December 2004 aimed to allow patients to be treated more quickly and receive higher quality care. It led to the implementation of new systems within the NHS, resulting in reduced waiting times.
- Police workforce reforms in other countries, such as the USA, Canada and the Republic of Ireland, have recognised the need to reconfigure the workforce in order to increase capacity and efficiency, and also improve performance. In the USA, for example, using civilians to fill positions requiring only limited police powers has been found to be more cost effective, and they have also found that civilian officers perform specific roles more effectively than sworn officers who receive more general training.

The success of these workforce reforms in education, health and other areas provide a rationale for making similar changes within the police service, and give impetus to the Workforce Modernisation Programme.

The programme is operating within the **wider context of policing reform.** The Policing Green Paper *From the Neighbourhood to the*

“Other sectors and industries have proven the benefits of workforce modernisation – as have the Police Services in other countries.”

National: Policing our Communities Together (July 2008), announced a major HMIC workforce inspection for all police forces and authorities in 2010, which will examine, amongst other elements, development and deployment of the workforce. The Policing White Paper *Protecting the Public: Supporting our Police to Succeed* (December 2009), follows on from this, emphasising the need to improve the ‘efficiency and productivity’ of the police.

The evidence from the evaluation and lessons learnt from the WFM programme are therefore relevant to the fore-coming HMIC inspection, and are likely to be of interest to forces and police authorities.

1.2. Introduction to the research methodology

“A balanced scorecard methodology has been used to enable the sustainability of the changes introduced at each of the sites to be tested.”

Nine police forces have been pioneering workforce modernisation across the country, within the discipline of a nationally managed programme, acting as official **“demonstration sites”**.

In order to identify the lessons learnt across the sites, a formal and independent evaluation was considered necessary. This purpose of this report is to provide a robust summative assessment on whether or not each of the nine sites and 15 projects has achieved their intended outcome. This report builds on findings to date – enabled through the introduction of **comparison sites and tests of statistical significance**.

The evaluation of the participating demonstration sites began in Autumn 2007, and set out its direction in relation to overall strategy and engagement with individual sites in the WFM Evaluation Criteria Report (Apr 2008). A tailored set of evaluation metrics was developed for each of the sites; all in line with a **“balanced scorecard”** approach to examining performance, efficiencies, internal sustainability and external impact (see Annex D for a more detailed explanation of the methodology employed).

Figure 1.2a – The balanced scorecard



During the evaluation, **45 site visits** were conducted. The evaluation team undertook qualitative interviews with officers, staff and stakeholders within all sites. This was essential in order to understand the impact the projects were having on these affected groups.

A further core component has been the use of comparison sites, which act as a form of ‘control’ – allowing the performance impact of workforce modernisation to be assessed with greater confidence. Comparison both within the forces (where appropriate) and between the WFM sites have been used to help disentangle the impact of WFM from effects caused by other factors. The use of comparison sites and tests of statistical significance have been limited to the performance and customer perception quadrants of the scorecard, due to the nature of the measures used in the other two quadrants.

Three interim evaluation reports have been published to date. The first interim report published in January 2009 focused on the quality of the implementation, emerging findings and lessons learnt. The following two interim reports, in June and September 2009 respectively, provided updates on high-level progress across the sites, supported by formative analysis of the performance metrics, independent assessment of costs, and commentary on staff and stakeholder perceptions.

The research methodology underpinning this evaluation has been the subject of an **independent peer review**.

1.3. Structure of this report

Following this section of the report, section 2 provides a brief introduction to the intended aims of each site, and provides a summary of progress to date. In sections 3-6, the report then summarises the findings from the review of the full range of performance metrics across each site, which was completed for each site’s ‘technical report’. In section 6, the report also provides a summative assessment of how the views of officers and staff have changed over time. This is followed by a cross-scorecard assessment in section 7. In sections 8 and 9, the report focuses on lessons learnt and extrapolates project-level findings to make recommendations for the Service as a whole.

The data and analysis used in the report is provided in supporting documents.

2. Introduction to the sites and overview of progress

Section 2 provides a brief introduction to the intended aims of each site and the planned changes, and provides a summary of progress to date.

2.1. Scope and progress

The tables below (tables 2.1a) introduce each of the nine demonstration sites and 15 projects. For each project the table presents the project's capability, aims, planned changes and current status.

Table 2.1a – Scope and progress of the demonstration sites

Site: Avon and Somerset		
Project: Major Crime Investigation Unit		
Capability: Investigation		
Aims	Planned changes	Current status
<ul style="list-style-type: none"> • "More for the same" • Self-sufficiency 	The site plan to change the ratio of officers to staff from 80:20 to 30:70 in the MCIU. The officer establishment will remain the same, but new staff roles including Major Crime Support Officer will be introduced.	Due to the scale of change involved, longer timescales have been required. The site is currently recruiting and training the new staff, and hopes to complete implementation and achieve self-sufficiency by June 2010.
Site: Durham		
Project: Pre-arrest		
Capability: Response		
Aims	Planned changes	Current status
<ul style="list-style-type: none"> • Improved timeliness of investigation • Improved customer satisfaction 	The project planned to introduce a 'diary car' (staffed by restricted and recuperative officers) to respond to scheduled (i.e. non-urgent) appointments, an appointment surgery, and three Enquiry Support Officers (ESOs are staff with designated powers who are intended to support response officers).	All of the planned changes have been implemented. However, fully fit officers staff the diary car as well as restricted and recuperative officers, the appointment surgery is no longer functioning, and the contracts for the Enquiry Support Officers will not be
Project: Post-arrest		
Capability: Investigation		
Aims	Planned changes	Current status
<ul style="list-style-type: none"> • "More for less" 	The project planned to introduce mixed economy Suspect and Offender	All of the planned changes have been implemented.

<ul style="list-style-type: none"> Improved timeliness of investigation 	Management Units, staffed by investigative officers and investigative support officers.	
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Site: Metropolitan Police Service		
Project: ESP		
Capability: Force-wide		
Aims <ul style="list-style-type: none"> Increased number of Special Constables Additional reassurance to the public 	Planned changes <p>The project planned to support police staff to become Special Constables, by training them and also releasing them from their day jobs to undertake operational duty.</p>	Current status <p>All of the planned changes have been implemented</p>
Project: Sphere		
Capability: Force-wide		
Aims <ul style="list-style-type: none"> Increased operational effectiveness 	Planned changes <p>The project planned to release operationally fit officers from headquarters roles without an operational focus, and allow them to spend 10 days each year fulfilling operational duties.</p>	Current status <p>All of the planned changes have been implemented.</p>

Site: Northamptonshire		
Project: Crime Investigation Unit		
Capability: Investigation		
Aims <ul style="list-style-type: none"> “More for less” Increased capacity Improved detections Improved customer satisfaction 	Planned changes <p>The site planned to introduce a new team-based approach within the Crime Investigation Unit, including introducing team leader constables and two new support staff roles: investigatory support officers and investigatory coordinators.</p>	Current status <p>All of the planned changes have been implemented, except that the spare sub-team intended to provide extra resilience now focuses on burglary instead.</p>

Site: Northumbria		
Project: Integrated model at sector level		
Capability: Investigation, Response, Intelligence, Neighbourhood		
Aims <ul style="list-style-type: none"> “More for the same” Improved detections Increased trust and confidence 	Planned changes <p>The site planned to introduce a single integrated model, including mixed economy teams in Investigation, Neighbourhood and Intelligence, a specialisation of Response, and a new Support section.</p>	Current status <p>All of the planned changes have been implemented. However, some new roles have been introduced, capacity has been increased and there has been a change in structure, in response to some of the challenges faced.</p>

Site: Staffordshire		
Project: CID		
Capability: Investigation		
Aims <ul style="list-style-type: none"> “More for less” 	Planned changes <p>The site planned to restructure CID by</p>	Current status <p>The changes in CID have been</p>

<ul style="list-style-type: none"> • More efficient and effective investigation • Improved customer satisfaction 	<p>introducing investigative support officers and team coordinators. They also planned to introduce a new staff role into the Covert Policing Unit.</p>	<p>implemented, but the Covert Policing Unit is no longer included in the WFM evaluation, as the changes here are small so the site felt it was undesirable to evaluate this area. The Priority Crime Unit has now been merged with CID.</p>
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Site: Surrey		
Project: CID		
Capability: Investigation		
<p>Aims</p> <ul style="list-style-type: none"> • “Same for less” • More efficient and effective investigation • Improved customer satisfaction 	<p>Planned changes</p> <p>The site planned to restructure CID and introduce investigating officers and team coordinators.</p>	<p>Current status</p> <p>All of the planned changes have been implemented. However, the site is now aiming to make additional savings.</p>
Project: TPT		
Capability: Response		
<p>Aims</p> <ul style="list-style-type: none"> • “More for less” • Improved response rates • Improved customer satisfaction 	<p>Planned changes</p> <p>The project planned to release operationally fit officers from headquarters roles without an operational focus, and allow them to spend 10 days each year fulfilling operational duties.</p>	<p>Current status</p> <p>All of the planned changes have been implemented.</p>

Site: West Yorkshire		
Project: Public Protection Unit		
Capability: Investigation		
<p>Aims</p> <ul style="list-style-type: none"> • “More for more” • More effective management of Registered Sex Offenders 	<p>Planned changes</p> <p>The site planned to create a mixed economy workforce within each Public Protection Unit by introducing public protection review officers and additional admin support.</p>	<p>Current status</p> <p>All of the planned changes have been implemented.</p>

Site: Wiltshire		
Project: Child protection		
Capability: Investigation		
<p>Aims</p> <ul style="list-style-type: none"> • More efficient and effective investigation 	<p>Planned changes</p> <p>The project planned to increase admin support to allow officers to focus on investigation.</p>	<p>Current status</p> <p>These changes were only partially implemented, with additional admin support being provided in one of two locations. In addition, in each location an officer post was converted into a staff investigator post.</p>
Project: Domestic Abuse		
Capability: Investigation		

<p>Aims</p> <ul style="list-style-type: none"> • Change in focus towards investigation rather than victim liaison 	<p>Planned changes</p> <p>The project planned to remove the domestic violence liaison officer position and introduce police staff investigators.</p>	<p>Current status</p> <p>All of the planned changes have been implemented.</p>
<p>Project: Youth Offending Teams Capability: Investigation</p>		
<p>Aims</p> <ul style="list-style-type: none"> • “Same for less” • More appropriate skills to task matching 	<p>Planned changes</p> <p>The project planned to halve the number of officers and introduce two police justice youth workers to help carry out work within the Youth Offending Teams. Process changes were also planned.</p>	<p>Current status</p> <p>All of the planned changes have been implemented.</p>
<p>Project: Intelligence Unit Capability: Intelligence</p>		
<p>Aims</p> <ul style="list-style-type: none"> • Increased analytical capacity • More appropriate skills to task matching 	<p>Planned changes</p> <p>The project planned to redeploy some officers, introduce police staff intelligence officers, and recruit researchers and additional admin support.</p>	<p>Current status</p> <p>All of the planned changes have been implemented.</p>

Due to the nature of the projects and the limited timescales involved in some cases, Avon & Somerset, the two MPS projects and the four Wiltshire projects are referenced in the subsequent scorecard assessment (sections 3-7) but are not the subject detailed statistical analysis. Annex A provides further explanation of why a different approach has been taken with regard to these projects.









3.Scorecard: Performance







Section 3 presents the summative findings in relation to the performance quadrant of the balanced scorecard. It begins by considering whether or not each live project has achieved its aims in relation to performance, before identifying where performance has improved, deteriorated or been maintained. Where possible, it comments on the possible drivers behind these results, though it has not always been possible to identify with confidence the factors that have driven particular changes.

3.1. Identifying the impact

The table below (table 3.1a) summarises the impact of WFM across the demonstration sites, where statistical analysis has been possible, in relation to performance.

Table 3.1a – Performance summary

Aim	Result	Commentary
Durham		
		<ul style="list-style-type: none"> Statistically significant increase in response rates to grade 1 and 2 incidents within target time (not likely to be WFM) Rise in grade 7 incidents (a statistical significance calculation is not relevant to this measure but the process is enabled by WFM) Statistically significant fall in rejections of DNA samples (possible to attribute to WFM) Statistically significant increase in sanction detections (not likely to be WFM)
Northamptonshire		
		<ul style="list-style-type: none"> Statistically significant fall in sanction detections (not WFM) Increase in proportion of charge/summons detections (not possible to comment on statistical significance)
Northumbria		
		<ul style="list-style-type: none"> Statistically significant increase in sanction detections (not likely to be WFM) Fall in investigation length (not possible to comment on statistical significance) Increase in proportion of charge/summons detections (not possible to comment on statistical significance) Statistically significant rise in arrests (possible to attribute to WFM)
Staffordshire		
		<ul style="list-style-type: none"> Statistically significant fall in sanction detections (possible to attribute to WFM) Rise in investigation length (not possible to comment on statistical significance) Increase in proportion of charges (not possible to comment on statistical significance)

Surrey Investigation		
		<ul style="list-style-type: none"> • Shift in focus from sanction detections to trust and confidence • Statistically significant increase in sanction detections (possible to attribute to WFM) • Mixed impact on investigation timescales (not possible to comment on statistical significance)
Surrey TPT		
		<ul style="list-style-type: none"> • Statistically significant increase in response rates to grade 1 and 2 incidents within target time (WFM and other factors)
West Yorkshire		
		<ul style="list-style-type: none"> • Officers focused on highest risk RSOs (possible to attribute to WFM) • Some improvement in workloads (not possible to comment on statistical significance) • Levels of pro-activity maintained

The nature of the measures used within this quadrant has meant that analysis of statistical significance and the use of comparison sites has been possible for all sites and for the majority of performance indicators.

3.2. Identifying the positives

“Four sites have achieved their performance aims – providing coverage of all four of the core policing capabilities.”

WFM aims to improve performance by introducing new processes that allow police officers to focus on their core roles, or through introducing specialist roles for police staff, in order to enhance productivity and the quality of the overall service offered.

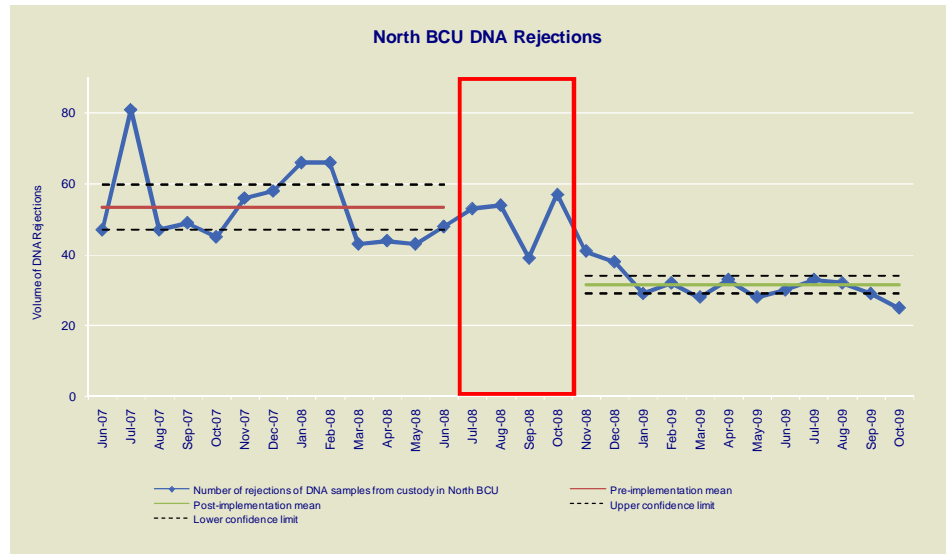
The summary table illustrates that four out of eight live projects have achieved their aims. Although not all of the projects have achieved their aims, performance improvements have been noted in relation to all eight live projects (although not all are significant and not all are attributable to WFM). The positive impacts are identified below, where possible, the drivers for these changes are also commented upon²:

- **Durham Pre-Arrest** has seen a statistically significant rise in the response rate to grade 1 incidents within target time, which has increased from 52% to 85%. However, this seems to be due to a change in target times (initially at least). There has been no change in response rates to grade 1 incidents that is likely to be attributable to WFM. The response rate to grade 2 incidents has also increased, from 70% to 76%. Again this may not be attributable to WFM. Finally, the number of grade 7 incidents (those handled by the diary car) has risen over time to approximately 1000 per month, as the diary car has been rolled out across the BCU (it is not possible to comment on statistical significance as there is no baseline available). All of these successes are in line with the project’s aims. The ability of the Response team to meet grade 1 and 2 targets even though officers are abstracted to staff the diary car service demonstrates the success of this process redesign.
- **Durham Post-Arrest** has experienced a fall in the number of DNA samples rejected from Custody, from 53 to 32 per month, in

² The separate Research Methodology document explains the analysis used in detail, including the use of statistical and comparative analysis. Whether or not an impact is thought to be attributable to WFM is based on comparison with performance in a comparator site, where possible.

line with the aim to improve the sampling of detained persons (see figure 3.2a). Evidence suggests this may be attributable to WFM – the impact is likely to be driven by new staff who have become skilled at collecting these samples as they do so on a regular basis. This links to the aims of the project as it demonstrates the units are undertaking one of their core activities more effectively. The sanction detection rate has risen from 27% to 30%, although analysis indicates that this change is not likely to be attributable to WFM.

Figure 3.2a – Durham: North BCU DNA rejections

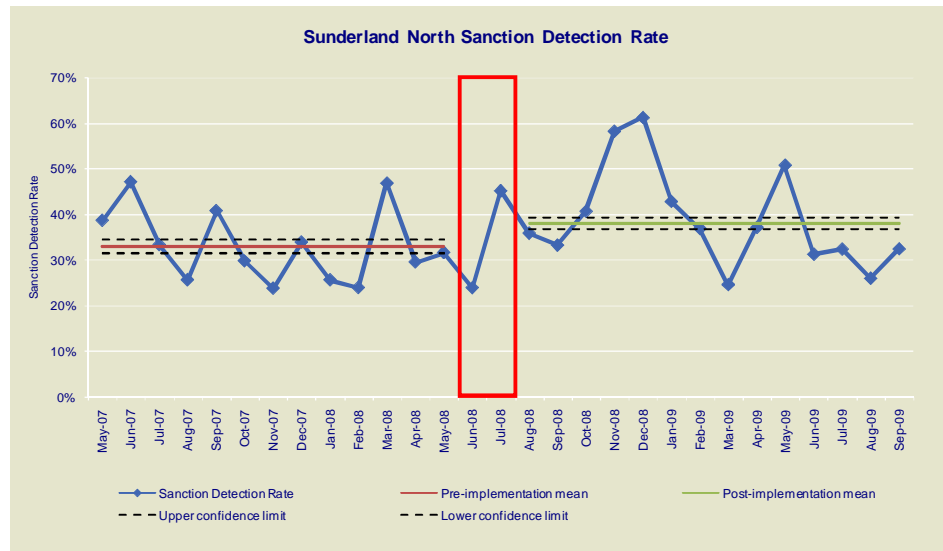


- Northamptonshire** has noted a rise in the proportion of charge/summons detections. While this was not an explicit aim of the WFM project, it is a positive, as the implication is that the results CIU are achieving are of higher quality following the introduction of WFM. However, as it is not possible to comment on statistical significance this cannot be confirmed.
- Northumbria** has achieved a statistically significant improvement in sanction detection rate, up from 33% to 38%, in line with the project aims (see figure 3.2b). Nevertheless, wider factors seem to be responsible for this, rather than WFM, since the comparator site Wallsend has experienced a similar trend in terms of sanction detections. However, the proportion of charge/summons detections has risen from 48% to 52%, and the site has also shortened the average length of an investigation from 41 days to 21 days, an improvement which is again in line with the project aims (although in neither case can statistical significance be commented on). Both these improvements may have been influenced by the new investigatory process, which involves a team-based approach with appropriate disaggregation of tasks. The benefits of Volume Crime Scene Investigators (VCSIs) have also been noted and have contributed to the improved performance. Finally, arrests have risen, with 70 more per month on average since WFM was implemented (statistically significant and differentiated from the comparison site). This

“Northumbria has re-designed its policing model at a sector-level – embedding WFM principles across all policing capabilities. The model has increased the number of arrests and improved or maintained all other key performance metrics.”

increase may be attributable to the increased pro-activity of the Response function. When considered as a whole, it can be seen that WFM has resulted in the sector generating more throughput (previously untapped demand) and managing to maintain or improve performance at the same time. This should be seen as an important achievement in isolation from the findings from other quadrants.

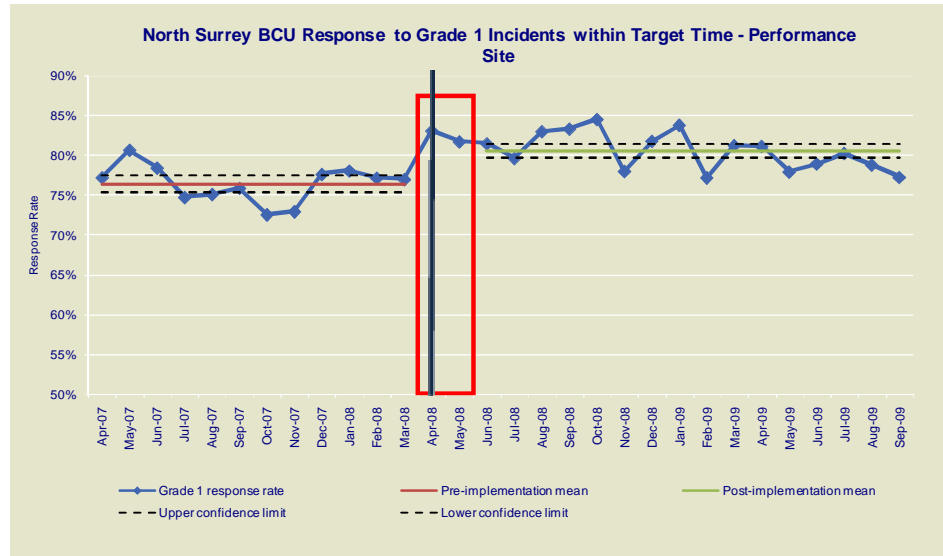
Figure 3.2b – Northumbria: Sunderland North sanction detection rate



- Staffordshire** have increased the proportion of charge/summons detections for all crimes (except Burglary Dwelling) from 66% to 74% (although it is not possible to comment on statistical significance), suggesting that officers can focus on achieving quality results now ISOs take on more routine tasks for them. However, this has been achieved within the context of a declining sanction detection rate, which is considered as deterioration in performance (see next section).
- Surrey Investigation** aimed to reduce investigation timescales, and have experienced mixed results, with increases and decreases in relation to different crime types. For example, average length of investigation for undetected crimes fell from 47 to 39 days, while for detected crimes it rose from 42 to 46 days. It has not been possible to comment on statistical significance for any of these changes, however, meaning that they cannot definitely be attributed to WFM. Surrey has also experienced a limited improvement in sanction detection rate, from 24% to 26%. This improvement is statistically significant and compares favourably with the comparison site, which has experienced a statistically significant fall in the detection rate. The new, team-based approach to investigation, whereby tasks are matched to particular skills sets, may have contributed. The site later changed their focus to trust and confidence, and chose to maintain rather than improve performance.
- Surrey TPT** have achieved statistically significant increases in their response rates to grade 1 and grade 2 incidents within

target time from 76% to 81% and from 34% to 41% respectively, in line with the project aims (see figure 3.2c). While the success in relation to grade 2 incidents seems to be driven by wider factors, it is possible that the improvement in response to grade 1s can be partially attributed to the new process introduced through WFM (by comparing performance to the comparison site), whereby warranted officers are able to focus on their core duties while PSOs take on more of the routine tasks.

Figure 3.2c – Surrey TPT: Response to grade 1 incidents



- West Yorkshire** has seen officer caseloads, i.e. the number of Registered Sex Offenders (RSOs) being monitored by each officer, become more manageable as a result of the introduction of the Public Protection Review Officers (PPROs). Comparing officer caseloads in July 08 (ranging from 74 to 80 per officer, across the four units) with January 09 (ranging from 28 to 38 per officer, across the four units), indicates a substantial decline. This has been enabled through the introduction of PPROs who are able to take responsibility for monitoring their own groups of RSOs. Considering the average volume of reviews undertaken by police officers and PPROs before and after implementation, it is evident that the PPU is able to undertake a greater number of reviews following the introduction of the PPROs. Analysis indicates that officers are either visiting high and very high risk RSOs more frequently as a result of their extra capacity, or that previously they were unable to carry out the required number of visits, but are now able to fulfil or better meet the requirements.

In addition to the sites where statistical analysis has been possible, findings from **Wiltshire and the MPS** show some positive results:

- In Wiltshire, the Domestic Abuse Unit have seen an increase in the number of cautions resulting from domestic violence arrests, which rose from a mean of 12 before implementation, to 14 afterwards. Anecdotally this is considered to be partly due to the

introduction of WFM (statistical analysis has not been possible); however, the rising arrest rate may also have had some impact.

- In Intelligence in Wiltshire, the percentage of successful intelligence packages created has risen and now stands at 30%, compared with 25% before implementation. The mean percentage of unsuccessful packages has fallen from 16% to 12%.
- 75% of officers participating in the MPS Sphere project are achieving the “operationally effective” target.

3.3. Areas for improvement

Beyond the positive impacts identified above, in some projects performance was maintained or deteriorated slightly, despite improvements being expected:

“Improvements in performance have not been achieved by all sites.”

- **Northamptonshire** aimed to improve sanction detections, yet have experienced a statistically significant fall in sanction detection rate, from 32% to 29%, although there is no change in sanction detections that is likely to be attributable to WFM (suggested through assessment with the comparison site). For Burglary Dwelling and Burglary Other in particular, the SDR fell from 11% to 8% and from 30% to 12% respectively. This may be because the dedicated burglary teams are overloaded and struggling with focusing on just one particular crime type, rather than experiencing a variety of investigations. It may also be because the new model is struggling to manage both volume and acquisitive crime within one unit.
- **Staffordshire** have seen a statistically significant fall in sanction detection rate from 54% to 43%, which is likely to be due to WFM (suggested through assessment with the comparison site). Investigation length has increased from 58 days on average to 74 days, but it is not possible to comment on statistical significance, meaning that this change cannot definitely be attributed to WFM. These results are contrary to the project aims of improving sanction detections and reducing investigation times.
- **West Yorkshire** hoped to increase the amount of proactive work undertaken following the WFM changes. However, the amount of proactive work has been maintained, rather than increased. This is because any extra capacity officers have as a result of monitoring fewer RSOs is taken up by additional visits to high and very high risk RSOs. Current financial constraints may also be having some influence.

In addition to the sites where statistical analysis has been possible, findings from the **MPS** also indicate some less positive results:

- Participation in the MPS ESP programme has remained at a similar level since April 2008 – consistently at approximately 3% of the total civilian workforce. It has been declining slightly in recent months.

- The majority of officers eligible to participate in Sphere are not being requested to participate.

3.4. Summary assessment

The evaluation concludes that all eight projects achieved some measure of improved performance (although not all statistically significant and not all attributable to WFM); with **four of the projects satisfying the evaluation that they met their performance aims**. Statistically significant improvements that can be attributed to WFM were observed in the following three projects: Durham, Northumbria and Surrey TPT. In these projects performance improvements were seen across Sanction Detection Rates, arrest rates, DNA sampling and response rates.

However performance improvement has not been realised across the board. Throughout the duration of the evaluation, only Staffordshire have seen deterioration in performance which can be attributed to WFM and this only applies to one measure.

The evaluation identifies the drivers of improved performance to be the introduction of specialist roles (e.g. Durham), changes in process that allow officers to focus more of their time on incidents and activities requiring their skills (e.g. Northumbria and Surrey TPT) and the introduction of new structures to enable the re-designed processes (e.g. Northumbria where most administrative tasks are undertaken by the Support function).









4.Scorecard: Efficiency, capacity and utilisation







Section 4 presents the summative findings in relation to the efficiency, capacity and utilisation quadrant of the balanced scorecard. It begins by considering whether or not each project has achieved its aims in relation to efficiency, capacity and utilisation. This section then looks at each of the three areas in detail, commenting on the results achieved, both positive and negative, and considering the drivers behind these results where possible. It also identifies ongoing challenges.

4.1. Identifying the impact

The table below (table 4.1a) summarises the impact of WFM across the demonstration sites, where statistical analysis has been possible, in relation to efficiency, capacity and utilisation.

Table 4.1a – Efficiency, capacity and utilisation summary

Aim	Result	Commentary
Durham		
		<ul style="list-style-type: none"> • Increase in capacity • Increase in efficiency • Behind financial projections
Northamptonshire		
		<ul style="list-style-type: none"> • Increase in capacity • Disaggregation of tasks • Fall in efficiency • Behind financial projections
Northumbria		
		<ul style="list-style-type: none"> • Increase in capacity (but ongoing challenges) • Officers redeployed to operational roles • Increase in efficiency • Behind financial projections
Staffordshire		
		<ul style="list-style-type: none"> • Increase in capacity • No change in efficiency • More cost-effective

Surrey Investigation		
		<ul style="list-style-type: none"> • Increase in capacity • Increase in efficiency (derived from cost and performance impacts that are possible to attribute to WFM) • More cost-effective
Surrey TPT		
		<ul style="list-style-type: none"> • Increase in capacity • Increase in efficiency (derived from cost and performance impacts that are possible to attribute to WFM and other factors) • More cost-effective
West Yorkshire		
		<ul style="list-style-type: none"> • Increase in capacity (but ongoing challenges) • Officers able to focus on monitoring the highest risk • Ahead of financial projections

The nature of the measures used within this quadrant has meant that neither analysis of statistical significance nor use of comparison sites has been possible. However, capacity measures reflect the impact on aggregate staffing levels resulting directly from the changes, and efficiency is a combination of performance (where statistical analysis has been completed) and costs, which have been directly affected by the changes.

4.2. Efficiency across the sites

“Initial business case expectations are being exceeded – with projected savings having grown from £3.3m over 5 years, to £4.2m. Actual performance against projections is mixed – but collectively the sites are ahead.”

WFM aims to improve efficiency by achieving either the same performance or improved performance, generally at lower cost. This is important to the Service at a time when demands upon the Police are increasing, while budgets are becoming increasingly constrained.

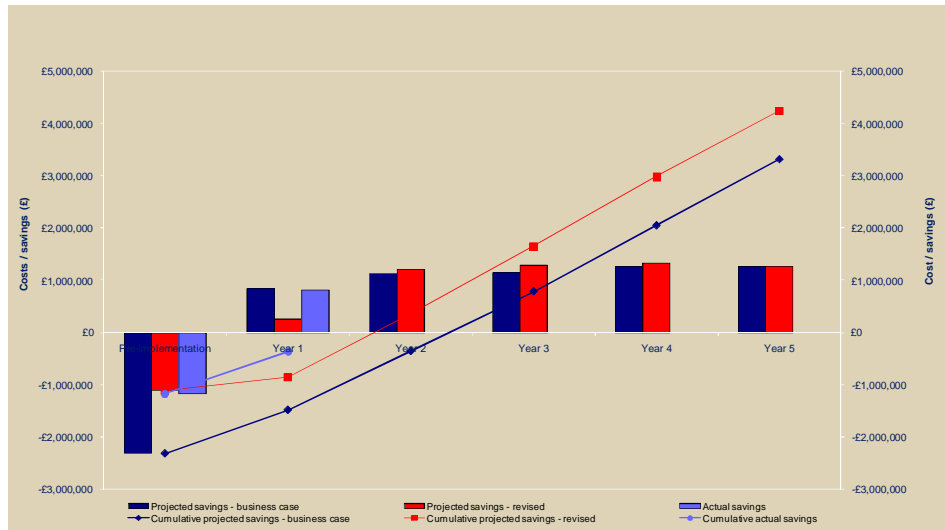
Across the eight projects that have submitted business cases and are live (i.e. excluding Avon & Somerset, MPS and Wiltshire), the original projected net saving was £3.3m³ over 5 years, based on the efficiency improvements hoped to be achieved through WFM.

This has now been revised to £4.2m – representing an increased saving of c.£0.9m from original projections (see figure 4.2a). The increase in projected savings is due to reduced project costs and reduced staffing costs for some of the sites.

Actual costs have been tracked by the evaluation. In terms of Year 1, four projects have achieved their projected savings, while four have not. The table on the following pages explores this and the possible reasons why in more depth. Collectively, the sites are ahead of projected savings, but while useful, these additional savings are unlikely to be ongoing and cannot be relied upon in future.

³ These figures reflect those extracted from the business cases reviewed by the evaluation team, subjected to some amendments following discussions with the demonstration sites, and the revised projections developed with the demonstration sites for the purpose of this report.

Figure 4.2a: Cost / savings comparison – business case vs. revised projections



Baseline costs for year 1 (i.e. the cost if WFM had not been introduced) across the eight projects (not including Durham Pre-Arrest, who did not intend to make a cost saving) are £23m. Actual costs incurred in year 1 were £21m, indicating that a 7.3% cost reduction has been achieved against the baseline costs.

It should be noted that, while every effort has been made to standardise costs, there are some variations in terms of how different sites calculate and categorise some costs. In addition, because of the varying implementation timescales across the sites, the financial analysis is not based on the exact same timeframe (although projections are based on five years for all sites).

4.3. Efficiency within the sites

The tables on the following pages (see tables 4.3a and 4.3b) compare the projections with the actuals achieved so far, on a site-by-site basis, and provide some context to this performance.

A positive figure indicates a saving, whereas a negative figure indicates additional costs. This is explained in detail below using Durham Post-Arrest as an example.

Table 4.3a – Cost and efficiency summary – Durham exemplar

BUSINESS CASE: According to the business case, Durham Post-Arrest should achieve a saving of £73,170 over five years. This means that Durham Post-Arrest should be spending less as a result of implementing WFM.

CURRENT PROJECTION: These savings have since been revised to £45,245. They are still projecting to spend less over five years as a result of implementing WFM.

Site: Durham			
Project: Post arrest			
Business case 5 year projection	Current 5 year projection ⁴	Actuals	Efficiency ⁵
£73,170	£45,245	-£204,650 (during pre-implementation and Year 1) In excess of projections of -£73,079	By comparing the unit cost per detection both before and after implementation, a 5% efficiency improvement can be noted. This is due to greater output (increased detections). However, the rise in costs indicates that the site is currently achieving “more for more”.
<ul style="list-style-type: none"> The current 5 year projection shows a slightly reduced saving due to marginally higher operational costs each year (uniforms) and slightly increased project costs in the pre-implementation stage. The project is behind projections because of higher project costs (further spending on the project team in particular which was not envisaged to be required beyond the pre-implementation stage) and higher officer costs (specifically constables – this higher cost was partly mitigated by lower than expected staff costs). Costs available for Q5 suggest that the site is also likely to spend more in year 2, as both operational and project costs are already higher than anticipated. 			

ACTUALS: Actuals achieved so far focus on the implementation period and year 1 only. The site believed they would spend an additional £73,079 during this period – i.e. £73k more than they would have spent if they had not introduced WFM. They actually spent £204,650 more. This indicates that they have spent almost £132k more than they intended.

ACTUALS: Actuals achieved so far focus on the implementation period and year 1 only. The site believed they would spend an additional £73,079 during this period – i.e. £73k more than they would have spent if they had not introduced WFM. They actually spent £204,650 more. This indicates that they have spent almost £132k more than they intended.

⁴ Some forces have revised their projected savings since publishing their business cases.

⁵ Efficiency has been calculated where possible based on pre-implementation establishment costs and projected post-implementation establishment costs. However, for the following sites pre-implementation establishment costs and post-implementation actuals have had to be used: Durham Pre-Arrest (as there are no projected establishment costs for post-implementation); Durham Post-Arrest, Northamptonshire and Northumbria (as the sites are spending more than projected). For Staffordshire, it was necessary to compare Q1 and Q5 due to the dates used by the site to record their financials.

The following tables relate to the remaining demonstration sites.

Table 4.3b – Cost and efficiency summary by site

Site: Durham			
Project: Pre arrest			
Business case 5 year projection	Current 5 year projection	Actuals	Efficiency
£142,586	-£30,480	Actual costs incurred in Year 1 were £6.1m– in the region of £1.5m per quarter. This is on a par with costs before implementation, which were £1.55m during the quarter April-June 08. Costs for quarter 5 (July-Sept 09) are at just under £1.5m, indicating that actual costs continue to be as expected.	By comparing the unit cost per response both before and after implementation, a 12% efficiency improvement can be noted. This is due to greater output (increased responses) at slightly reduced cost.
<ul style="list-style-type: none"> • Since submitting their original business case, Durham has stated that it is not their intention to make a saving in Pre-Arrest. Costs will remain the same, although the funds will be used in a slightly different way (in order to also provide a diary car, appointment surgery and three ESOs). Thus, the current 5 year projection is based only on the project costs attributable to Pre-Arrest – no staff savings are anticipated. • Actual costs to date are in line with pre-implementation costs. • In terms of the actual project costs attributed to Pre-Arrest, which were £155k for pre-implementation and Year 1, the project is behind projections. This is largely because spending on the project team was not envisaged to be required beyond the pre-implementation stage. Actual project costs for quarter 5 are also in excess of projections. 			

Site: Northamptonshire			
Project: CIU			
Business case 5 year projection	Current 5 year projection	Actuals	Efficiency
£2,357,085	£2,357,085	-£29,184 (during pre-implementation and Year 1) In excess of projections of £279,603	By comparing the unit cost per detection both before and after implementation, efficiency has fallen by 8%. This is due to lower output (fewer detections).
<ul style="list-style-type: none"> • The site is behind projections as officer costs were much higher than anticipated. However, costs available for Q5 and Q6 suggest that the site will achieve additional savings in year 2, as actual operational costs achieved so far are lower than anticipated. This is unlikely to allow the site to get back on track though, so projections should be revised. 			

Site: Northumbria			
Project: Sector-level integrated model			
Business case 5 year projection	Current 5 year projection	Actuals	Efficiency
-£82,069	-£71,270	-£451,931 (during pre-implementation and Year 1) In excess of projections of -£425,528	By comparing the unit cost per detection and response before and after implementation, efficiency has improved by 26%. This is due to greater output (increased detections and responses) at slightly reduced cost (operational costs only).
<ul style="list-style-type: none"> The current 5 year projection has been updated due to a change in costing approach to facilitate more accurate comparison with actuals. It was not changed to take account of the introduction of additional resources. The site has spent more than expected because some officer costs were higher than anticipated (due to the introduction of extra resources to help cope with capacity) and also because project costs were higher (specifically much more was spent on the project team than expected). Costs available for Q5 suggest that the site will also overspend in Year 2 in terms of both operational and project costs (although the Area Command is reviewing the extra resources, so the overspend may not be quite as high as expected). 			

Site: Staffordshire			
Project: Post arrest			
Business case 5 year projection	Current 5 year projection	Actuals	Efficiency
£395,633	£395,633	£39,772 (during pre-implementation and Year 1) Above projections of -£74,839	By comparing the unit cost per detection in Q1 and Q5, efficiency has stayed the same. This is because, although output has risen (increased detections), costs have increased also.
<ul style="list-style-type: none"> The site did not intend to achieve a positive saving until Year 2. They are ahead of projections because of lower officer and staff costs, partly due to delays in recruitment. Costs available for Q5 and Q6 suggest that the site will also achieve additional savings in Year 2, as actual operation costs achieved so far are lower than anticipated. 			

Site: Surrey			
Project: Investigation			
Business case 5 year projection	Current 5 year projection	Actuals	Efficiency
£1,107,358	£1,221,587	£1,532,417 (during pre-implementation and Years 1 and 2) Above projections of £84,999	By comparing the unit cost per detection before and after implementation, efficiency has improved by 42%, due to greater output (increased detections) at reduced cost.
<ul style="list-style-type: none"> The current 5 year projection suggests greater savings than the business case 5 year projection due to lower anticipated project costs. The project has already gone beyond these savings. This is largely due to lower officer and staff costs (mainly investigative officers) than anticipated. 			

Site: Surrey Project: TPT			
Business case 5 year projection	Current 5 year projection	Actuals	Efficiency
£245,621	£695,651	£433,089 (during pre-implementation and Year 1) Above projections of -£93,133	By comparing the unit cost per response both before and after implementation, efficiency has improved by 14%. This is due to greater output (increased responses) at reduced cost.
<ul style="list-style-type: none"> The current 5 year projection shows an increase in projected savings from reduced project costs (particularly training) and reduced operational costs. The project is ahead of projections, achieving savings in Year 1 despite not anticipating making a saving until Year 2. This is largely due to lower than expected officer and staff costs. Costs available for Q5 and Q6 suggest that the site will also achieve additional savings in Year 2, as actual operational costs achieved so far are lower than anticipated. 			

Site: West Yorkshire Project: Public Protection Unit			
Business case 5 year projection	Current 5 year projection	Actuals	Efficiency
-£926,355	-£375,915	-£96,293 (during pre-implementation and Year 1) Above projections of -£216,587	n/a
<ul style="list-style-type: none"> The current 5 year projection anticipates a lower additional cost (i.e. negative saving) than the original business case projection. The original projection calculated baseline costs using the 22 officers typically in role in the PPU, rather than the establishment figure of 29 officers. In contrast, the current 5 year projection includes 29 officers, meaning that baseline costs are higher. This means less of a difference between baseline and projected costs in the current projection, leading to a lower additional spend. The site spent less during pre-implementation and Year 1 due to lower officer and staff costs than anticipated (e.g. due to delays in recruitment of PPROs). Costs available for Q5 and Q6 suggest that the site will also spend less in Year 2, as actual operational and project costs achieved are lower than expected. 			

4.4.Capacity

WFM aims to increase capacity by changing the balance between police officers and police staff and increasing frontline strength, while reducing costs. This is important to the Service because policing demands are increasing, and more is being expected in terms of the service offered to customers. Greater resources are thus required, but these must be provided within budgetary constraints.

The following table (table 4.4a) identifies the pre-implementation and post-implementation establishment figures for each project, and also records the actual average capacity rate for each project, as forces are

rarely at full establishment. The average actual capacity rate that each project is running at has been calculated based on an average headcount for before and after implementation, calculates as a percentage of the establishment figure.

Table 4.4a – Pre and post-implementation capacity by site

Site	Pre-Implementation Establishment Figure	Average Actual Capacity Rate Pre-Implementation	Post-Implementation Establishment Figure	Average Actual Capacity Rate Post-Implementation
Durham Post-Arrest⁶	17 (Post-Arrest)	82.4%	22 (Post-Arrest + ESOs)	120.1%
Northamptonshire	95	98.8%	90	108.3%
Northumbria⁷	93	85.2%	99.5	90.2%
Staffordshire⁸	27	122.2%	29	127.0%
Surrey Investigation⁹	52	88.0%	48	96.5%
Surrey TPT¹⁰	107	88.6%	118	97.4%
West Yorkshire	29	97.0%	30	112.7%

“Looking at a basic measure of capacity, each of the sites has increased the capacity within their modernised team or unit.”

Considering pre- and post-implementation establishment figures, capacity has increased in five of the projects following implementation. It decreased slightly in Northamptonshire, and remained largely the same in Surrey Investigation. The increase across the majority of the projects shows an intention to increase capacity through WFM, in order to cope more effectively with demand.

However, it is too simplistic to consider capacity just in terms of establishment headcount figures. Most forces are rarely at full capacity, as is evident when considering the average actual capacity rate before implementation, which was typically affected by vacancies, abstractions or training.

⁶ Establishment figures for Pre-Arrest have remained largely the same, as the diary car and appointment surgery are staffed by existing officers. Although three ESOs have been introduced, these have been combined with the figures for Post-Arrest, for ease of analysis.

⁷ The average actual capacity rate focuses on Response, Neighbourhood and Investigation only. It does not consider Intelligence or Support due to difficulties in obtaining these figures. However, these figures are extremely small and unlikely to make a substantial difference.

⁸ The restructuring of CID led to an increase in capacity with the addition of the Priority Crime Unit, and although the post-implementation establishment figures are used here, this explains why the average actual capacity rate has increased so substantially.

⁹ Staines only due to the BCU restructure. No baseline is available, meaning that the implementation period (Nov 06 – Feb 07) has had to be used to calculate the average actual capacity rate for pre-implementation.

¹⁰ Because of the BCU restructure, establishment figures are now 118, rather than the 111 originally intended following the WFM changes. Also, from January-March 08 the new staff were undergoing training, and April-May 08 was a dual running period, so these months are not included.

Following implementation, all the projects have increased their average actual capacity rates. Four of the projects are now running over their establishment figures (Durham, Northamptonshire, Staffordshire and West Yorkshire), and even those who continue to run below (Northumbria, Surrey Investigation and Surrey TPT) are closer to achieving their establishment figures than previously.

Interviews with officers and staff have identified good practices that can have a positive impact on capacity:

- In **Northamptonshire**, each team's caseload is now monitored on a weekly basis to ensure that workloads are manageable, whereas individual officer caseloads were not monitored under the previous model. Also, CIU and the burglary teams support each other during busy periods to provide additional capacity.
- In **Surrey Investigation**, crimes can still be progressed in the team leader's absence. Previously officers were capped in terms of the number of crimes that they were allowed to take on, creating bottlenecks, but now teams have a strong motivation to clear crimes to keep their workload under control.

“However, lessons from Northumbria and West Yorkshire show that an increase in FTE capacity does not always result in a more effective balance of demand and supply.”

Although capacity has increased in all projects, conversely some sites have continued to experience capacity issues:

- In **Northumbria**, capacity issues arose in Investigation soon after implementation. The increased pro-activity of Response following the WFM changes, particularly the rise in number of arrests, led to increased demand upon Investigation, which the capability was unable to cope with. The new processes involved in investigation also contributed to the problem. A number of solutions were applied with limited success, and in June 09 extra resources had to be introduced in Investigation and other areas. The introduction of new capacity has undermined the financial component of the business case, as commented on in section 4.1.
- In **West Yorkshire**, capacity in terms of headcount has increased, yet officers do not seem to be feeling the benefits, consistently reporting feeling overstretched. This can be attributed to the challenges in implementing WFM in small teams, where there are inevitably winners and losers when resources are re-allocated, and the difficulty in establishing a balanced workload in a team where there is reduced flexibility.

4.5. Utilisation

Utilisation refers to the extent to which employees are engaged in productive tasks during the time available. WFM aims to increase utilisation by matching skills to tasks appropriately. This is important to the Service as resources are limited and must be maximised in order to cope with increasing demands and offer the best possible service to the public.

There were difficulties involved in assessing utilisation due to the fact that police forces are no longer required to undertake activity-based

costing. Instead, the site had to rely upon utilisation data that the projects had elected to gather themselves, usually as part of their own internal evaluations, and insights from qualitative interviews with officers and staff.

“Over time, the majority of the new roles have become effectively utilised.”

The majority of roles are utilised effectively now, reflected by the quantitative evidence outlined below:

- In **Northumbria**, across six 15 minute time intervals, five saw an increase in the frontline visibility of Response officers.
- The investigation appointment system in **Northumbria** is now mainly managed by investigating officers, and is running at a utilisation rate of 85%. Appointments are now 17% of all incidents reported to the police in Sunderland North, compared with 7% before implementation.
- The Support function in **Northumbria** was originally spending most of their time completing Stop and Search forms. They have since taken on a much wider range of activities, and in September 2009 were spending most of their time carrying out Property checks, then completing Stop and Search forms, closely followed by completing Crime Action forms. All of these tasks were previously completed by officers and detracted from their ability to focus on incidents that required their abilities and powers.
- In **Surrey TPT**, analysis indicates that utilisation is high, with up to 90% of Police Support Officer (PSO) time accounted for. Anecdotal reports from officers suggest that PSOs have removed some tasks from them, allowing them to focus on their core role, for example by taking statements for them or carrying out particularly time-consuming tasks such as scene-guarding.

“However, where roles have not been fully integrated through effective change management or are unable to be fully integrated through weak design, utilisation issues have persisted.”

Other projects continue to experience utilisation challenges in relation to particular functions and roles:

- In **Durham Pre-Arrest**, the appointment surgery experienced low utilisation, and while a number of steps were taken to increase uptake, including moving the surgery to a busier station, these were unsuccessful. Consequently, the appointment surgery was discontinued.
- The Enquiry Support Officers were also under-utilised in **Durham Pre-Arrest**, as core officers were reluctant to give them tasks. The site responded to this challenge by reviewing the role, and deciding not to renew the ESO contracts when they expire.
- The team coordinators in **Staffordshire** were originally intended to task the ISOs, yet have not taken on this function. Although they are not being utilised as intended, the site has chosen not to respond to this, as both officers and the team coordinators themselves feel that this is not required – it is more effective for officers to allocate work to ISOs directly.
- While officers in **Surrey TPT** acknowledge the success of the PSO role, some feel that the PSOs could take on additional responsibilities, for example staffing the appointment cars to release officers from this duty. While this would increase PSO

utilisation, others at the site have commented that if the PSO role is extended further, this could result in little differentiation between officers and PSOs.

4.6. Summary assessment

Four of the projects are ahead of their financial projections, having accrued additional savings. This is largely due to delays in recruitment or vacant posts, and the projects must accept that, while useful, these additional savings will not be ongoing and cannot be relied upon in future.

Four of the projects are not on track in realising their financial projections, having spent more than anticipated.

Efficiency savings have been achieved in four out of eight projects. A cost reduction of 7.3% has been realised, when comparing actual costs in Year 1 with baseline costs. The simple analysis of Year 1 costs shows that, as a tool for achieving overall cost reduction, WFM has proven to be effective.

In terms of capacity, average actual capacity rate has increased for all the projects, although two continue to experience challenges in this area.

Utilisation is now high for the majority of roles, and although some issues have been noted in relation to utilisation, these have been considered by the projects, and addressed where appropriate.

Thus, in conclusion, some substantial savings have been achieved, and the WFM changes also seem to have positively benefitted capacity and utilisation, but concerns remain in all three areas. These concerns are most acute in relation to financials, where savings have been achieved but are now being eroded in two sites where additional resources are being required to address capacity challenges.











5.Scorecard: Customer and stakeholder perceptions





Section 5 presents the summative findings in relation to the customer and stakeholder perceptions quadrant of the balanced scorecard. It begins by considering whether or not each project has achieved its aims in relation to customer (5.2 and 5.3) and stakeholder (5.4) perceptions, before identifying where satisfaction has improved or been maintained over the next few pages. Where possible, it comments on the possible drivers behind any changes.

5.1. Identifying the impact

The table below (table 5.1a) summarises the impact of WFM across the demonstration sites, where statistical analysis has been possible, in relation to customer and stakeholder perceptions.

Table 5.1a – Customer and stakeholder perceptions summary

Aim	Result	Commentary
Durham		
		<ul style="list-style-type: none"> Improvements in all customer satisfaction levels, however none are statistically significant (as indicated by the result arrow) Stakeholders successfully engaged throughout
Northamptonshire		
		<ul style="list-style-type: none"> Statistically significant improvement in customer satisfaction with progress updates (possible to attribute to WFM)
Northumbria		
		<ul style="list-style-type: none"> Statistically significant improvements in public confidence (possible to attribute to WFM) Statistically significant improvements in all customer satisfaction levels (possible to attribute to WFM) Some positive impacts on relationships with stakeholders
Staffordshire		
		<ul style="list-style-type: none"> Customer satisfaction levels maintained Stakeholders satisfied
Surrey Investigation		
		<ul style="list-style-type: none"> Improvements in the majority of customer satisfaction levels (evidenced by trend analysis, not possible to comment on statistical significance as there is no baseline, as indicated by the result arrow)

Surrey TPT		
		<ul style="list-style-type: none"> • Statistically significant improvements in the majority of customer satisfaction levels (WFM and other factors) • Unclear whether or not public confidence has improved
West Yorkshire		
		<ul style="list-style-type: none"> • Unclear whether or not public protection has increased • Stakeholders supportive

The nature of the measures used within this quadrant has meant that analysis of statistical significance and the use of comparison sites has been possible for all sites (with the exception of Surrey Investigation) and for the majority of customer satisfaction metrics. However, the absence of a baseline for the Surrey Investigation site has limited the conclusions that can be drawn from their customer satisfaction metrics.

5.2. Customer perceptions

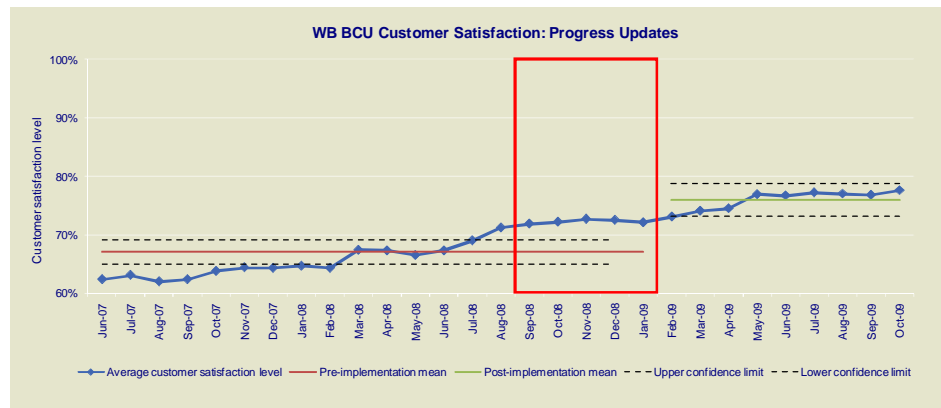
“The introduction of more customer-focused roles and processes and the emergence of a more customer-focused culture have had positive impacts across a five out of the eight projects – covering all three of the customer-facing police capabilities.”

WFM aims to improve the service offered to customers and increase customer satisfaction levels. This is important because the Service is now focused on the trust and confidence agenda and the policing pledge, ensuring that the needs and expectations of individuals and local communities are met. The importance of this is emphasised by the fact that public confidence is now the single Home Office performance measure for the Service.

Customer satisfaction data is gathered through customer surveys carried out by all police forces. Improvements in customer satisfaction levels have been noted by five out of the eight live projects. These are identified below, and the key drivers are commented on:

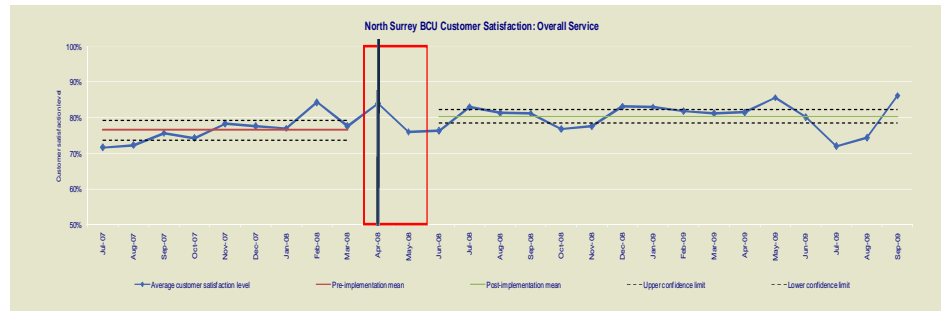
- In **Durham**, the aim of improving customer satisfaction has been realised, with improvements in all customer satisfaction levels, including progress updates, which rose from 67% to 73%, and overall service, which rose from 81% to 85%. However, in spite of the consistently positive trend, none of the improvements are statistically significant.
- In **Northamptonshire**, a statistically significant improvement in customer satisfaction level in terms of progress updates has been noted, from 65% to 76%, in line with the aim of improving performance in relation to keeping people informed (see figure 5.2a), it is possible to attribute this improvement to WFM (through assessment with the comparison site). In addition, customer satisfaction with contact has risen very slightly – although this is not statistically significant and therefore cannot be attributed to WFM. These positives can be linked to the result of the introduction of the investigative coordinator role, which focuses particularly on customer service.

Figure 5.2a – Northamptonshire: Customer satisfaction



- In **Northumbria**, customer satisfaction in terms of follow-ups is now at 71%, compared with 50% before implementation, in line with the specific aim of improving communication with victims. Satisfaction with the overall service provided has risen from 59% to 78%. It is possible to attribute these statistically significant improvements to WFM (as suggested through the assessment of the comparison site). They are likely to be a result of the new processes introduced, which allow Response and Neighbourhood to focus on core responsibilities (including visible policing), and have also allowed Response to be more proactive. Moreover, they can be attributed in part to the introduction of the Volume Crime Scene Investigator role, which has increased the number of forensic examinations carried out.
- In **Surrey Investigation**, the aim of increasing customer satisfaction has been realised, with improvements noted in the majority of customer satisfaction levels, and the site outperforming its comparator on four out of five measures, indicating that the improvements observed are likely to be attributable to the WFM changes. It is not possible to comment on statistical significance as there is no baseline data available. As team coordinators liaise with victims and witnesses regularly, the introduction of this role has been identified as the primary driver for the improvements noted.
- In **Surrey TPT**, the aim of increasing customer satisfaction has also been realised, with customer satisfaction in terms of progress updates rising from 64% to 73% following the WFM changes, and for overall service from 77% to 80% (see figure 5.2b). Wider factors seem to have influenced some of these statistically significant improvements although they cannot be entirely attributed to WFM (suggested through assessment with the comparison site), but they could also be due to the fact that the PSOs are providing an improved customer service (through being able to spend more time with customers where appropriate, and a reduced chance of being called away to deal with a more urgent issue), as is reported anecdotally by officers, staff and customers.

Figure 5.2b – Surrey TPT: Customer satisfaction



5.3. Areas for improvement

Although these projects have achieved positive results, in some particular areas customer satisfaction has been maintained, although improvements were anticipated:

- In **Northamptonshire**, customer satisfaction levels have not improved in all areas. Satisfaction with overall service has fallen marginally from 84% to 83%, although this deterioration is not statistically significant.
- In **Staffordshire**, all customer satisfaction levels have improved, except action taken, which fell. However, none of these changes are statistically significant, and therefore they cannot be attributed to WFM. Instead, customer satisfaction levels can be said to have been maintained. It appears that the expected improvement in customer satisfaction levels has not been realised as the team coordinators have had a limited involvement with customers, with the bulk of customer contact still being carried out by officers.

5.4. Stakeholder perceptions

“Whilst operational stakeholders have overcome what little initial scepticism there was, staff associations still have a number of concerns that are commonly acknowledged by project teams and staff alike.”

WFM aims to engage operational stakeholders such as the Crown Prosecution Service and strategic stakeholders such as the Police Federation, UNISON and the Police Authorities throughout the implementation process and onwards, gaining their support for the new ways of working. This is important to the Service because the Police do not work in isolation, with multi-agency cooperation and collaboration being a key part of day-to-day business and helping to ensure that the desired outcomes are achieved. The following insights have been developed through interviews conducted during site visits.

Across the projects, stakeholders continue to be largely supportive of the changes, because they allow police officers to focus on those incidents and activities that require their skills and powers and also because of the perception of an improved service driven by modernised functions. For example, in West Yorkshire the Police Federation endorses the introduction of Public Protection Review Officers who provide additional support to officers working in a very challenging environment. In Durham, both operational and strategic stakeholders have noted the benefits of the changes. CPS have identified

improvements in performance, Probation have gained from the additional admin support provided through the introduction of new roles, and the Police Authority is supportive of the WFM changes as an innovative way to address their ongoing funding issues while at the same time enhancing performance.

While the majority of comments from stakeholders are positive, some risks remain, which are explored below:

- **Lead constable (e.g. team leader) role:** This position is viewed as an additional rank by the Police Federation across a number of projects. In Surrey Investigation, for example, it is felt that there is a blurred distinction between detective constable team leaders and sergeants. The evaluation agree that the introduction of the new role, whilst critical to the creation of the team, has created an anomaly in the current rank structure, which although exists in other areas of business, will not be easily sustainable in the long term (for example, the use of Special Priority Payments).
- **Professional development:** Where workforce modernisation has been introduced in investigation, there are concerns that officers now lack ownership of cases and the risk of ‘deskilling’ has been identified. While this is a key concern of the Police Federation, officers have also commented upon this, and some DC team leaders are attempting to address it by giving all the tasks associated with a crime to one team member. While this is a useful mitigation, it does mean that in some cases the WFM model is not working in its intended form. Conversely, in Staffordshire officers do retain individual caseloads, and the local Police Federation representatives feel that this is a key strength of the changes implemented here. This risk is considered within the lessons learnt section.
- **Succession planning:** While the Police Federation supports the use of ex-officers in staff roles in order to retain knowledge and experience, they are concerned that this might cause difficulties in terms of succession planning.
- **Workforce fluidity:** In Surrey Investigation in particular, local Police Federation representatives fear that the reliance on Special Priority Payments may discourage officers from moving on to new roles which do not attract a similar uplift.
- **Local resilience:** In three sites where workforce modernisation has resulted in increased specialisation, there are concerns that it will be harder to deploy officers to other areas in times of need, and also that it may be difficult to cover absent members of staff in workforce modernised areas, due to their specialist roles (e.g. team leaders).

5.5. Summary assessment

Improvements in customer satisfaction have been noted in five projects, particularly in relation to progress updates and overall service. These successes have resulted from the new processes for dealing with customers introduced through workforce modernisation coupled with the

new customer-focused roles (such as the team coordinators in Surrey Investigation). These successes are particularly important considering the increased priority now given to public confidence and citizen focus.

While stakeholders remain supportive, they have some ongoing concerns, the majority of which, while currently lacking in empirical evidence, are also shared by officers and staff within the projects, increasing their validity.

Thus, in conclusion, WFM has demonstrated the ability to have a positive impact on customer perceptions. However, the risks raised by stakeholders require mitigation if the successes are to be sustained. Whilst there is little quantitative evidence that illustrates the impact of these risks, the evaluation believes they are real enough to justify attention.

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6.Scorecard: Staff measures and perceptions







Section 6 presents the summative findings in relation to the staff measures and perceptions quadrant of the balanced scorecard. It begins by considering whether or not each project has achieved its aims (6.1), before reporting on diversity (6.2), how staff perceptions have changed over time (6.3), and the key challenges that officers and staff believe are likely to affect the sustainability of the WFM changes (6.4).

6.1. Identifying the impact

The table below (table 6.1a) summarises the impact of WFM across the demonstration sites, where statistical analysis has been possible, in relation to staff measures and perceptions.

Table 6.1a – Staff measures and perceptions summary

Aim	Result	Commentary
Durham		
		<ul style="list-style-type: none"> Increased attendance High officer and staff satisfaction Not possible to comment on performance management (a specific site aim)
Northamptonshire		
		<ul style="list-style-type: none"> Improved diversity Resilience and workload issues Some officer and staff dissatisfaction Concerns about maintaining suitable experience within the teams More opportunities for police staff to undertake frontline policing roles, although perceived lack of opportunities for career progression
Northumbria		
		<ul style="list-style-type: none"> Improved diversity More opportunities for police staff to take on frontline policing roles Some officer and staff dissatisfaction Some resilience issues
Staffordshire		
		<ul style="list-style-type: none"> Mixed views from officers and staff Concerns about resilience and maintaining suitable experience

Surrey Investigation		
		<ul style="list-style-type: none"> Improved diversity (not possible to comment on statistical significance) Lower attrition (not possible to comment on statistical significance) More opportunities for police staff to undertake frontline policing roles Mixed views from officers and staff Concerns about maintaining suitable experience and opportunities for career development
Surrey TPT		
		<ul style="list-style-type: none"> Improved diversity More opportunities for staff to take on frontline roles Increased officer and staff satisfaction Concerns about resilience Lack of opportunities for career progression
West Yorkshire		
		<ul style="list-style-type: none"> Some officer dissatisfaction Concerns about matching roles to skills and experience

The nature of the measures used within this quadrant has meant that analysis of statistical significance or use of comparison sites has not been possible. However, changes to diversity have resulted directly from the introduction of new staff and staff perceptions have been assessed using a staff survey completed on four occasions throughout the evaluation by each site (with the exception of the MPS, where focus groups substituted one of the surveys).

6.2. Impact on diversity

“At an aggregate level, gender diversity has improved in all six sites where measurement has been possible, ethnic diversity has also improved in three of the sites. However, it has not been possible to gauge the impact on police officer diversity – this will require further consideration.”

WFM provides an opportunity to increase diversity by recruiting a wider age mix, a greater proportion of women, and more people from ethnic minority backgrounds into the Service. This is important to the Service to ensure that it is representative and can understand and serve local communities more effectively.

Across six of the sites that have implemented (Durham, Northamptonshire, Northumbria, Staffordshire, Surrey and West Yorkshire), the impact on diversity (gender, age and Visible Minority Ethnic) is illustrated below and on the following page. It should be noted however that the absence of comparator data makes it impossible to definitely attribute these changes to WFM.

Gender

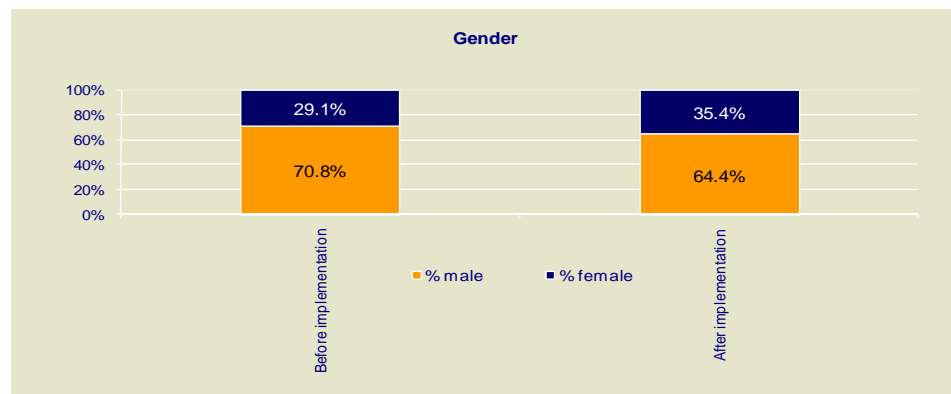
Diversity has increased across all six sites, with an increase in the proportion of female employees in the modernised workforce of over 6 percentage points (pp), an increase of nearly 22%¹¹, representing 55 FTEs (see figure 6.2a).

This increased diversity is represented particularly in:

¹¹ 389 people were employed in total before implementation, and 475 after implementation

- Northumbria, where the proportion of women has risen by 12 pp, an increase of almost 67%, representing 13 FTEs;
- Staffordshire, where the rise is over 9 pp, an increase of nearly 60%, representing 4 FTEs;
- Surrey TPT, where the rise is 3.5 pp, an increase of 14%, representing 5 FTEs;
- West Yorkshire, where the rise is 14 pp, an increase of almost 68%, representing 6 FTEs.

Figure 6.2a – Gender pre and post implementation



Age

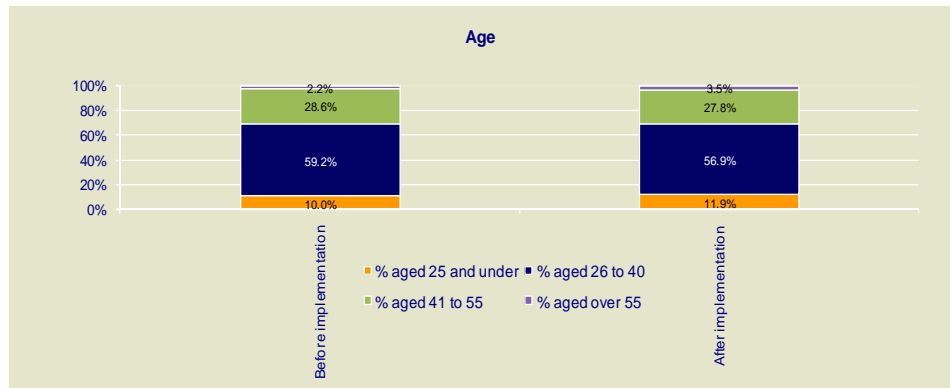
The age range of employees has changed in the modernised workforce across all of the sites with the exception of Staffordshire.

Although the majority of employees are still in the 26-40 category, the proportion aged 25 and under has increased by 2 pp. This actually represents a rise of over 19%. The proportion of employees over 55 has risen by 1 pp, an increase of 58% (see figure 6.2b).

This increased diversity is represented particularly in:

- Northamptonshire, where the proportion aged 25 and under has increased by 3.5 pp, a rise of over 40%, representing 4 FTEs.
- Northumbria, where the proportion of over 55s has increased by nearly 3 pp, a rise of 105%, representing 3 FTEs.

Figure 6.2b – Age pre and post implementation



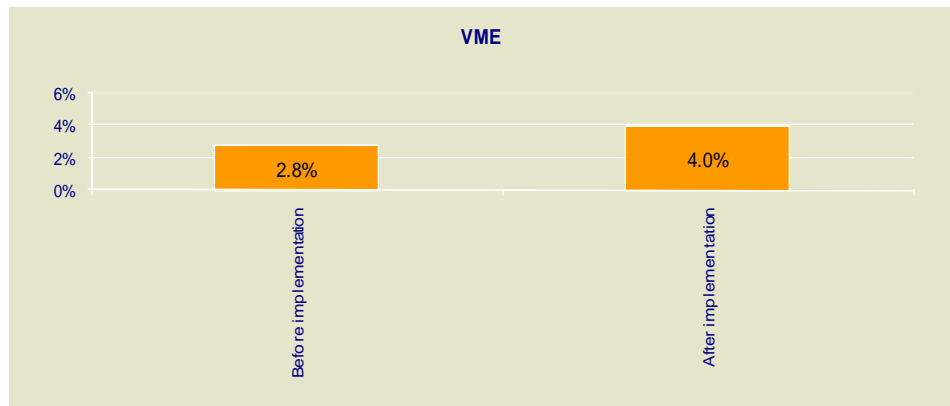
Ethnicity

Diversity has increased in three of the sites (Northamptonshire, Northumbria and Surrey Investigation) in relation to the proportion of employees in the modernised workforce classified as VME (Visible Minority Ethnic). Across all sites this has increased by 1 pp, a rise of almost 41%, representing 8 FTEs (see figure 6.2c).

This increased diversity is represented particularly in:

- Northamptonshire, where the proportion of VME has risen by nearly 6 pp, an increase of 361%, representing 5 FTEs.

Figure 6.2c – VME pre and post implementation



Further areas of interest

In some cases less progress has been made than expected, however. For example, in Staffordshire the change in age mix is negligible, and several of the sites (Durham, Staffordshire and West Yorkshire) have experienced no change in VME, indicating that they have not managed to recruit people from minority ethnic backgrounds to the new roles. However, given the small numbers involved in these sites, this may be an anomaly rather than a problem associated with workforce modernisation. The evaluation can see no evidence that points to the contrary. Finally, in Surrey TPT, VME has actually fallen as none of the new staff, who now represent a sizeable component of the TPT workforce, are from minority ethnic groups.

“Officers and staff have been generally positive about the changes; however, whilst perceptions were expected to improve over time, this has not been observed.”

Nevertheless, it should be noted that it is more important to consider diversity on an aggregate level, as focusing on individual sites involves sample sizes that are insufficiently robust to suggest that increases such as 361% (above for Northamptonshire) are reliable or transferable. Furthermore, there are some concerns from the Police Federation that implementing WFM may have had an adverse impact on police officer diversity. It has not been possible for the evaluation to comment on this, as the sites have not been able to provide data in relation to officer diversity. However, it should be acknowledged that although all sites (with the exception of West Yorkshire) have completed an equality impact assessment in accordance with statutory requirements, they were not completed in a timely fashion and the Police Federation has questioned their quality.

6.3. Staff perceptions

A web-based staff survey has been completed by officers and staff working in modernised areas on a quarterly basis over the last 12 months to measure the quality of implementation and the effect of the WFM changes during the course of the evaluation.

The most recent survey was carried out across October and November 2009 and assessed: 1. Objectives and Leadership; 2. Readiness for Change; 3. Role and Teamwork; 4. Impact of Change; and 5. Sustainability. A list of questions and full analysis can be found in Annex B¹².

This section will consider the key findings from all sites across all four surveys carried out, in relation to all the areas except Sustainability, which will feature later in this report.

Objectives and Leadership

In terms of objectives and leadership, the opinions of employees seem quite neutral, leaning towards positive, although police officers seem slightly less positive than police staff (designated and non-designated) or Community Support Officers (CSOs). This suggests that these employees, in place before the changes, may have had more difficulty with the cultural change involved.

All are particularly positive that they understand the objectives of WFM and what it is intended to deliver. While police staff views have remained fairly constant, officer and CSO satisfaction seem to be decreasing over

¹² A number of the questions in the later surveys were not included in the first survey carried out in December 2008. Also, police staff who responded to the December survey were not able to specify whether they had designated powers or not, meaning that police staff survey responses from December are included in the data analysis for both types of police staff. The findings in relation to Community Support Officers refer to Northumbria only. The response rates for the MPS are low (ranging from 8-14%) and therefore unlikely to represent the views of the entire workforce. Finally, the response rates for Durham, Surrey TPT and West Yorkshire decline over time and therefore any changes in perceptions observed over time may be due to a change in the type of respondent, rather than changes in overall opinion. Please refer to the technical annex for further details on response rates.

time in relation to all questions. However, both designated and non-designated police staff seemed less confident in July 09 that the aims/vision for WFM had stayed constant, coinciding with a time when some sites such as Northumbria were considering further changes.

Readiness for Change

Overall, employees seem fairly positive in relation to readiness for change, although police officers, particularly from Investigation, show less confidence than police staff and CSOs. This may be because of the capacity issues affecting some sites.

Scores peaked in July 09 for most of the questions, with non-designated staff feeling most positive in April 09. Since July, confidence has fallen, although average scores are generally higher than in December 08. It seems that the ongoing “teething problems” in some sites may have begun to erode confidence.

Question 1 in particular has seen an improvement from the start, when police staff (designated and non-designated) and officers felt unsure about whether they had the right resources/equipment to carry out their role, with designated staff feeling slightly negative about this. Across the board, this is now the aspect employees feel most confident about, suggesting that resourcing has improved as the WFM changes have “bedded in”.

Role and Teamwork

In relation to role and teamwork, all employees are quite positive, again with police staff (designated and non-designated) showing more confidence than officers, who remain concerned about capacity issues, while CSOs have more mixed views than both officers and police staff. Officers and police staff in particular seem most positive about the clarity of their roles, the responsibilities of others within their teams and that they feel the team is working well together. This indicates that cultural change has been achieved. However, officer opinion seems to be decreasing slightly over time, perhaps a reflection of the ongoing capacity issues that some of the sites are encountering, while non-designated staff opinion dipped in July 09 but returned to being generally positive in November 09.

In terms of question 7, officers seem to agree that they would recommend their roles to others, but have become less certain of this over time. Police staff consistently agree that they would recommend their role, whereas CSOs, like officers, have become less sure over time. Police staff and CSOs in particular disagree that there are adequate opportunities for career progression (question 8) and have felt increasingly strongly about this. This suggests that they have become disappointed by the fact that opportunities have not been created over time or have become increasingly aware of the issue.

In relation to question 9, officers have remained unsure that they wish to have moved onto a new role within a year, whereas designated staff and CSOs felt more strongly in November 09 than previously that they want to move on. This may be because they have become used to their roles and are looking for new challenges now. This is a concern in terms of

staff retention, although non-designated staff are now less sure that they want to move on than they were in previous surveys.

Impact of Change

Overall, staff feel fairly positive about the impact of change, although officers are less confident than other employees, again stating concerns about capacity and the impact on workloads (investigation police officers in particular – Response officers are more positive).

Police staff (designated and non-designated) seem the most positive about the impact of change, and have become more certain over time.

All employees are most positive about question 3 – that WFM is having a positive impact on customers, showing an increase from December 08. This reflects the improvement in customer satisfaction that has been noted.

Summary

In summary, employees feel mainly positive about the changes, particularly Response officers and police staff. However, there is some uncertainty in relation to the changes, chiefly from investigation police officers, and this does not seem to be improving over time. Capacity issues and the lack of opportunities for career progression specifically are concerns which are impacting upon perceptions.

6.4. Staff views on sustainability

Officers and staff across the demonstration sites have identified a number of issues that they feel may affect the sustainability of the WFM changes. Those perceived to be most important to each site are identified below (see table 6.4a). These include pre-existing conditions, and factors which have emerged as a result of the WFM changes.

Table 6.4a – Staff views on sustainability

	Getting implementation right	Pay & conditions	Delineation of warranted powers	Resilience of the team	Training	Maintaining suitable experience	Filling vacancies	Convincing the 'doubters'	Opportunities for career progression
Durham				✓ PC	✓ EF	✓ EF		✓ EF	✓ PC
Northants	✓ EF	✓ EF		✓ PC		✓ PC			
Northumbria	✓ EF			✓ EF	✓ EF	✓ EF		✓ EF	
Staffordshire				✓ PC		✓ EF			✓ PC
Surrey Invest.		✓ PC		✓ EF		✓ PC			
Surrey TPT		✓ EF		✓ EF	✓ EF	✓ EF		✓ EF	
West Yorkshire				✓ PC		✓ EF		✓ EF	

Pre-existing condition PC
Emerging factor EF

Considering the views of officers and staff from across all the sites, the risks identified as most important to sustainability are:

- Maintaining suitable experience within the team/unit (22% of survey respondents felt this would have the biggest impact on sustainability; 24% the second biggest impact; 17% the third biggest impact);
- Getting implementation right (20% of survey respondents felt that this would have the biggest impact on sustainability; 12% the second biggest impact; 11% the third biggest impact);
- Resilience of the team (20% of survey respondents felt that this would have the biggest impact on sustainability; 16% the second biggest impact; 14% the third biggest impact).

The sites have recognised that sustainability is a risk. The table below (see table 6.4b) identifies how the sites have responded to the key risks identified through the staff survey (as introduced on the previous page).

Table 6.4b – Sustainability risks and mitigations

Evidence	Mitigation
Maintaining suitable experience within the team/unit: Preventing officers from becoming deskilled as a consequence of increasing specialisation, and ensuring teams have the capability required to carry out their work effectively.	
In Durham, some Response officers are concerned that they experience less variety now, and may become deskilled in the tasks they no longer complete as a result.	<ul style="list-style-type: none"> • The site feels that Response officers should carry out interviews and follow-up enquiries themselves if they are not busy, rather than relying on the SOMUs. This will ensure that their skills and experience are maintained.
In Northamptonshire, there are some fears that officers may become deskilled now that they do not carry their own caseloads.	<ul style="list-style-type: none"> • Some team leaders try to allow officers to take ownership of whole crimes and investigate them fully, in order to prevent deskilling.
In Staffordshire, ISOs need to build up relevant experience quickly.	<ul style="list-style-type: none"> • ISOs are beginning to be allocated some crimes to investigate, and one ISO has been allowed to support Response to enhance her interviewing skills. However, a clear development plan for

	ISOs needs to be developed.
In Surrey Investigation, some team leaders are not very experienced detectives. There are also concerns about deskilling.	<ul style="list-style-type: none"> The lack of experience in CID was a pre-existing problem – it has not resulted from WFM. There has been no evidence of deskilling to date, and those on detective learner programmes are allowed to develop the strategy for some crimes to build up their skills and experience.
In West Yorkshire, the site is mainly relying on ex-officers to fulfil the PPRO role, and there are doubts about whether or not the role could be taken on by those from non-policing backgrounds. This is a concern in terms of succession planning. The site has also encountered some difficulties in retaining admin staff.	<ul style="list-style-type: none"> The site has attempted to re-grade one of the admin roles to ensure a higher salary and thus encourage retention, but have been unsuccessful in doing so.
Getting implementation right: Implementing the changes efficiently and effectively, and tackling challenges early before they become embedded within the model.	
In Northamptonshire, a phased implementation and lack of consultation, among other factors, resulted in problems with morale and effective team-working.	<ul style="list-style-type: none"> The site has decided to restructure the whole Crime Group in the WB CIU.
Resilience of the team: Having sufficient capacity to be able to cope with changes in demand, unexpected incidents and absences from training and annual leave.	
In Northamptonshire, teams are rarely fully staffed due to annual leave, abstraction, sickness etc. When a serious incident arises, the unit has to deviate from the model by involving other teams in the case.	<ul style="list-style-type: none"> The site has decided to restructure the whole Crime Group in the WB CIU.
In Northumbria, there have been serious capacity issues in Investigation since implementation. This is due to the increased pro-activity of Response, and also because Investigation is too process-driven. Some difficulties arose in Neighbourhood and Response in Summer 09 also.	<ul style="list-style-type: none"> The site tried various solutions to resolve the issue in Investigation, including refining business processes and asking Response and Neighbourhood to take on extra tasks. As the problem continued, five detective constables were then added to Investigation (one per team). Five extra officers were also introduced into Response to backfill vacancies caused by abstractions, and an additional sergeant was moved into Neighbourhood.
In Surrey TPT, some officers feel concerned that PSOs are now included within minimum staffing numbers.	<ul style="list-style-type: none"> The site is currently reviewing minimum staffing numbers. However, according to the site's analysis, 40% of tasks do not require police powers, so it is felt that PSOs will always be able to take on a role within an emergency, carrying out essential tasks while officers focus on priority duties.
In West Yorkshire, capacity issues are being encountered on a daily basis, and a recent HMIC inspection recommended that all visits should be carried out in pairs, although the site does not have the capacity for this.	<ul style="list-style-type: none"> The site moved an officer from one unit to another to help cope with capacity. They also considered allowing PPROs to visit RSOs at all levels of risk, but found that this was not feasible as it would involve changing the PPRO contracts. Supervisors identified that risk levels for some RSOs were being inflated and addressed this, meaning fewer visits are required now and officers are more able to cope. All visits are risk-assessed and some are carried out in pairs as a result.

6.5. Summary assessment

A range of positive impacts have been achieved in relation to staff measures and perceptions. Diversity has increased across six sites, particularly in relation to gender and age, and to a lesser extent in relation to VME. This is important to policing and should be considered as an important success for WFM.

Considering the views of officers and staff, they are largely positive, with police staff and Response PCs often the most supportive. However, there is some uncertainty, particularly from investigation police officers, and this does not seem to be improving over time. If uncertainty is left to build, it could undermine the successes achieved to date. The factors causing dissatisfaction include capacity challenges and a lack of opportunities for career progression, and seem to be common across the sites.

Furthermore, officers and staff have identified a number of issues that they feel are likely to impact on the sustainability of the WFM changes. Again these are common across the sites and also seem to be evidenced for the most part. The sites are beginning to respond to these challenges.

Thus, in conclusion, while positive results have been achieved in relation to HR measures, there are a number of risks associated with existing staff perceptions. These risks should be considered by the sites along with the other challenges to sustainability.

7. Cross scorecard assessment

Section 7 reviews the findings from the assessment of each quadrant of the scorecard to identify what findings can be deduced when these findings are viewed collectively.

7.1. High-level assessment

“The positive impact achieved by WFM has been enabled through the introduction of new processes which, given financial constraints, is only possible through the introduction of new roles and through staffing these roles with police staff rather than officers.”

There are some positive changes in all quadrants of the scorecard that may be attributable to WFM, with only two projects experiencing deterioration in any measure. Reviewing the summary tables introduced at the start of the previous four sections, covering each quadrant of the scorecard, of the 28 assessments, 10 positive assessments, 16 balanced assessments and 3 negative assessments have been made (in one instance, the balanced assessment was in line with the site’s aims).

Furthermore, the cross-scorecard assessment allows the context within which the single-quadrant positive impacts have been achieved to be considered. It is clear from the cross-scorecard assessment that **sites have been able to achieve financial savings and efficiency improvements whilst improving customer satisfaction** – something that the Service will quite rightly be interested in.

This has been enabled through the introduction of new processes which, given financial constraints, is only possible through the introduction of new roles and through staffing these roles with police staff rather than officers. However, the experiences of the sites have also demonstrated that this is not easy to achieve and is harder still to sustain if the lessons learnt are not addressed.

Four projects have achieved success (Staffordshire, West Yorkshire, Surrey Investigation and Surrey TPT) against the measure of success set out in the Evaluation Criteria report, which stated that “Success at individual force level should be aligned to delivery of the commercial business case, paired with not decreasing in any other area. This measure of success is designed to assess whether the individual sites have aimed for an effective and sustainable approach to their projects. It is up to the forces in deciding what areas to focus on in WFM to balance potential efficiency gains with affordability and increased risk.”

7.2. Impact

The most consistent areas of impact across the projects have been identified as customer satisfaction and staff diversity. In these two areas nearly all sites achieved successes. Diversity may be a contributing factor to customer satisfaction. However, it is not possible to be definitive in this judgement as there are many other factors involved, such as new processes. There is qualitative evidence to suggest that the previous non-policing experiences of new joiners have contributed to a more customer-focused culture and introduced new practices and methods of customer interaction.

“Surrey has been able to make substantial financial savings in a sustainable fashion.”

A further area of interest in relation to cross-scorecard impact is the ability of Surrey to make substantial financial savings whilst maintaining or improving the impact on other areas of the scorecard. The scorecard was devised to test the sustainability of changes; the balance across the scorecard indicates that the financial savings have been achieved in a sustained fashion.

The quadrant that has achieved the smallest impact is performance. Whilst there are three positive assessments, beyond Northumbria there have been no major changes. This can be partially attributed to a Service-level change in focus; however, some measures that have not seen the expected impact continue to be important to forces (e.g. detections for serious acquisitive crime). This cross-scorecard assessment of impact illustrates that it is easier to take costs out, or add customer focused activities in, than it is to embed more effective processes and ways of working that would lead to performance improvements.

The final impact-led observation can be made in relation to staff perceptions. This is the only area of the scorecard where the impact has been mixed across the projects (one positive, five balanced, two deteriorated). There is no common theme in relation to capability or timing, which leads the evaluation to believe that the impact has been driven by project-related issues. Focusing on the projects that have seen deterioration in staff perceptions (Northamptonshire and West Yorkshire) supports the conclusion that these perceptions have been influenced by the impact of the change management activities of the implementation teams. These are considered further in the lessons learnt section (Section 8).

7.3. Capability

The capability that has been tested the most rigorously is Investigation. Planned and live projects include volume (Durham, Northants, Northumbria, Surrey), serious (Northants, Northumbria, Staffordshire, Surrey), major (Avon and Somerset) and specialist (West Yorkshire and Wiltshire) investigation. Not surprisingly, there have been mixed results across these projects. The common themes to emerge are:

- All sites now utilise police staff with designated powers to undertake a range of activities that used to be undertaken by police officers;

- All sites (with the exception of Staffordshire) anecdotally attribute successes in customer satisfaction, at least in part, to Team Coordinators;
- All sites (with the exception of Staffordshire) anecdotally attribute the operability of the mixed economy workforce to team structures and the introduction of the Team Leader role;
- All sites (with the exception of Staffordshire) have had some difficulties in managing the perceived overlap between Team Leader and Sergeant;
- Sites that have investigated volume and serious crime within one unit have experienced difficulties in prioritising caseloads. Whilst serious crime has benefitted from being resourced within a unit of increased scale, the investigative approach required is not always ideally suited to the more rigid team structure. The same has also been noted in relation to series crime (e.g. burglaries);
- All team based models have been required to operate more flexibly than was originally intended (e.g. cross-tasking, case ownership).

“The successful demonstration of WFM principles in the Response capability is a key finding for the evaluation – as demonstrated by Durham, Northumbria and, most notably, Surrey.”

In relation to the Response capability, WFM has been demonstrated in three projects (Durham, Northumbria, Surrey). Again each of these sites has achieved a range of successes, most notably in Surrey. The changes demonstrated include the introduction of diary / appointment cars (staffed by police staff investigation officers in Northumbria) and the reallocation of Response officer tasks to police staff (designated and non-designated) – in Northumbria this has included the introduction of Volume Crime Scene Investigators (VCSI) as first response to certain categories of incident. In Surrey where the impact can be isolated, the impact has been positive (performance and financial). In the other projects, the changes made have contributed to the success of the broader projects – including positive impacts on staff perceptions and customer satisfaction.

The consistent aim across these projects has been to pare back the responsibilities of the response officer to tasks that require their specialist skills and allow them to focus on core reactive (e.g. urgent and immediate incidents) and proactive response tasks. This has been enabled through the introduction of new processes (e.g. scheduled appointments) and new roles (e.g. diary car officer, VCSI) – who have been afforded the time to complete the non-urgent tasks without the risk of being called away. **The successful demonstration of WFM principles in the front-line response environment is a key finding for the evaluation.** Issues that may undermine the successes noted to date are discussed in the next section.

The last two policing capabilities – Intelligence and Neighbourhood – have been less rigorously tested than Response and Investigation. In fact, no new insight has been generated from this evaluation. However, as these two capabilities already deploy a mixed economy workforce (e.g. Community Support Officers, intelligence analysts), given the findings relating to the other capabilities, it now seems disadvantageous to revert back to a workforce that only constitutes fully warranted officers in these capabilities.

7.4. Other findings

The cross-scorecard assessment has enabled the evaluation to identify the need to at least consider the importance of scale when implementing WFM. When introducing WFM within small teams a number of additional challenges are introduced, for example, resilience of the team, vulnerability to officer absences, recruiting and training to fill vacancies. These challenges have been noted as undermining the overall impact in West Yorkshire and, to a lesser extent, Durham. These challenges do not imply that WFM cannot succeed in these scenarios; however they do add complexity to the management of the team without the scale of benefit to compensate.

A further finding from the cross-scorecard assessment is that one size does not fit all. The findings from Staffordshire, where the introduction of Team Coordinators lifted from the Surrey investigation model led to challenges in relation to appropriate utilisation, demonstrates that each site needed to consider the area of business it was modernising before deciding upon roles. This conclusion was demonstrated by Northumbria's innovative approach, keenly supported by stakeholders in Durham and is indeed central to the WFM methodology.

7.5. Summary assessment

Successes across the scorecard and across the different capabilities demonstrates that the principles of WFM are sound and that it can drive financial savings and efficiency improvements whilst improving customer satisfaction.

Successes have been enabled through the introduction of new processes which, given financial constraints, is only possible through the introduction of new roles and through staffing these roles with police staff rather than officers.

However, the experiences of the sites have also demonstrated that this is not easy to achieve and is harder still to sustain if the lessons learnt are not addressed. These are now considered in the next section.

8. Lessons learnt

Section 8 looks at the lessons that can be learnt from the sites in relation to design and implementation (8.1), management risks (8.2) and factors that impact on sustainability (8.3). To assist the demonstration sites, forces and the national stakeholders, these lessons build on the lessons and ‘tips’ introduced in the three interim reports.

8.1. Design and implementation

Through working closely with the implementation teams and the national programme team, the evaluation has been able to identify a number of lessons in relation to the design and implementation of WFM. These have been identified to help optimise the benefits of WFM. They have been categorised under three headings: (i) role of the NPIA; (ii) importance of getting implementation right; and, (iii) pre-conditions for success.

(i) Role of the NPIA

“The role of the NPIA has contributed to the successes of the demonstration sites.”

- **Methodology and toolkit:** all sites agree that the approaches and tools introduced in the WFM methodology are effective and have supported them through the different stages of design and implementation. Learning from the experiences of the sites, improvements should be made to the project scoping component of the toolkit – to help forces to assess the scale of projects, identify priority areas and identify areas where success has previously been demonstrated. In addition, the project resources (e.g. process maps, implementation plans) developed through the demonstration site process should be collated and made accessible to others. Interest has been expressed in using this collateral to ‘shortcut’ some of the timescales – whilst in principle this sounds appealing the risk of forces adopting a one-size-fits-all approach must be mitigated for this to succeed.
- **Model for support:** throughout the design and implementation stages, NPIA field officers supported the sites. Field officers were able to develop an in-depth understanding of the methods, specialist skills (e.g. LEAN) and multi-site knowledge. All these attributes could and did benefit the sites. The only points of friction appeared to be when sites chose to progress at a different pace (e.g. Avon and Somerset) or adopt different approaches (e.g. West Yorkshire) to those advocated by the field officers.

“Successful implementation is clearly critical to achieving and sustaining benefits – there are a small number of factors that most influenced implementation success in the sites.”

(ii) Getting implementation right:

In the staff survey, introduced in section 7, all sites identified the importance of getting implementation right as a key driver for sustainability. There are many facets to getting implementation right. Those identified as critical to success are introduced below. Site examples, good and bad, are in brackets.

- **Vetting process:** this creates a first impression for new employees but the process contains many uncertainties that can be difficult to manage. Planning for and managing these uncertainties based on past experiences can help, as can demonstrating an awareness of the impact of the uncertainty of employment for the applicant. (For example: Surrey – planned realistic timescales based on previous experiences; Avon and Somerset – delays to project timescales; Staffordshire – lack of contracts & uncertainty about start dates.)
- **Clarity of roles:** unless the responsibilities of each role are clarified and communicated to all officers and staff, there is a possibility that existing officers and staff will continue to work in the same way as previously, and new staff will struggle to fulfil their obligations, undermining performance. A lack of clarity can also mean that some roles are not fully effective, such as the Sergeant role which has been undermined in a number of sites due to overlap with the DC team leader role. (For example: Northumbria sector support had clarity as their responsibilities expanded; Staffordshire – team coordinator role is not as envisaged; Northamptonshire – lack of clarity with regard to the Sergeant’s role.)
- **Clarity of new processes:** these are clearly important to achieve performance improvements and enhance efficiency. A lack of clarity can result in officers and staff slipping back into old ways of working, undermining the model. (For example: Surrey TPT – took time and effort before officers understood how to work with the PSOs; Staffordshire – DCs initially struggled to work with ISOs.)
- **Identifying contractual conditions linked to new roles and processes:** ideally new contractual conditions should be identified and negotiated at the same time as broader contractual reform is being considered/negotiated (as exemplified by Surrey), rather than introducing them once new staff are in place. This approach can avoid the need to amend existing staff contracts and avoids taking a piecemeal approach to modernising – both of which can be costly and difficult (see later point on the employment framework also). (For example: Wiltshire Youth Offending Team – police staff youth justice workers do not work into the evenings; Staffordshire – the shift pattern that has emerged for ISOs is different to the officer shift pattern; Avon & Somerset – ongoing difficulties with staff contracts.)
- **Dual running / mentoring:** important to enable new joiners to get up to speed, while maintaining existing performance and avoiding putting pressures on existing employees. (For example: Surrey TPT – provided a two-month dual running period involving

mentoring and on-the-job training for new staff; Northamptonshire – tried to phase their implementation but encountered difficulties.)

- **Communications and engagement:** it is critical to convince the doubters and get them on side, and ensure that both officers and staff understand the new ways of working. (For example: Surrey TPT – provided extra briefings where required to help employees understand the changes; MPS Sphere – a lack of engagement has meant that problems have not been addressed and that morale has been low; West Yorkshire – changes that officers felt were sub-optimal were implemented with minimal effort to address concerns.)
- **Diversity impact assessment and flexible (e.g. part-time) working:** statutory obligations must be met, and forces must consider fully the impact of the changes on the workforce before rolling out WFM. (For example: Durham – unable to use restricted and recuperative officers, as originally intended, for the diary car as a number of them were not fit to undertake this activity; Northamptonshire – issues have arisen through the site's inability to accommodate some flexible working arrangements.)
- **Controlled approach to changing plans:** rolling out WFM successfully necessitates a degree of flexibility in responding to challenges, coupled with careful planning. (For example: Northumbria – tried a number of considered solutions to the capacity problem; Northamptonshire – decided to change the spare team into one focused on burglary, without fully considering the impact of this; Staffordshire – frequent changes to the staff shift pattern.)

Not surprisingly, **consistent, clear and visible leadership and robust project management** have been identified as an underpinning success factors for all of the above. Where these factors have been evident (e.g. Durham, Northumbria and Surrey) the sites have been more successful in responding to risks and issues and achieving their aims.

Having the project team available throughout the implementation phase enabled the retention of management grip, the close monitoring of progress and the ability to respond to issues – although the importance of this depends on the scale of the changes implemented. For example, in Durham, Northumbria and Surrey the project team retained a hands-on responsibility throughout. Conversely in Northamptonshire the project team were identified as being distant and in West Yorkshire the project team was withdrawn too early, although the smaller scale of the changes here meant retaining the team for as long as other sites was not viable.

“There are pre-conditions for success that all forces should be aware of.”

(iii) Pre-conditions

The pre-conditions identified through the course of the evaluation relate to success criteria that the more successful forces appeared to have established prior to commencing their modernisation project. Where these pre-conditions were not present, it caused difficulties for the

project team either in design or implementation – resulting in delays to timescales or reduced success. The pre-conditions identified are:

- **Understanding the difference between Civilianisation and WFM:** WFM improves performance and efficiency by introducing new processes, rather than just replacing officers with lower cost police staff. Where this concept was understood officers and staff involved in the change could see that the changes were designed to improve performance as well as reduce costs. (For example: Northumbria – clearly communicated the differences and generated a more positive initial reaction to the changes introduced; Wiltshire – the changes in the Domestic Abuse Unit are more akin to Civilianisation, with officers and staff doing the same roles; Staffordshire – officers frequently refer to the changes made as “civilianisation”.)
- **Effective demand management:** demand in policing can be complex and appear unpredictable. However understanding demand is critical to the effective implementation of WFM – at team, individual and activity levels. Further to understand the levels of demand, it is also critical to understand the levers of demand. In almost all policing capabilities and in particular those relating to the investigation of Volume Crime, the ‘demand’ considerably exceeds the ability to resource investigations and consequently various processes of filtering, prioritisation and quantitative demand management need to be effectively employed. In some forms these can be rudimentary systems and in others there is a need for fairly sophisticated processes whereby the demands are prioritised and controlled and even aligned to the availability of resources - being capable of frequent adjustment.
In the context of Workforce Modernisation it is recognised that whilst changes in staff roles and business processes are being introduced good demand management is vital to ensure that the balance of the team is correct and that the new teams are not inundated from the outset. (Northumbria – the impact of the uplift in Response on the Investigation capability was not considered; Surrey Investigation – the high volumes of volume crime have put pressure on some teams; Northamptonshire – the high volumes of burglary are putting a strain on the burglary teams and affecting detections.)
- **Responsive HR systems and processes:** Workforce Modernisation puts additional demands on HR systems and processes. As an enabler to effective workforce planning, there is a basic need to know who is employed, in what role, with what responsibilities, with what requirements, under what conditions and on which terms. In addition having a grip on overtime, absences, annual leave, sickness management and retention/attrition is also an important enabler. As are effective recruitment, vetting and training processes. Where these enablers are not in place, there is a temptation to work with what is available, which can lead to unforeseen challenges or problems further downstream.

Responsive HR systems and processes can be developed at the same time as introducing WFM changes but it was seen to ease design and implementation in the sites where effective systems were already in place. (Northamptonshire – problems arose in relation to flexible working arrangements; Avon & Somerset – had to negotiate in detail over staff contracts and navigate unfamiliar recruitment processes for the first time; West Yorkshire – unable to re-grade one of the admin roles to attract a higher salary.)

8.2. Management risks

In addition to the lessons learnt in relation to design and implementation, a number of management risks have been identified by forces. The evaluation concludes that the effective mitigation of these risks can be managed locally and has a substantial impact on the success of a workforce modernisation project. Each risk is scored against the standard risk criteria of likelihood and impact (see table 8.2a).

Table 8.2a – Management risks and mitigations

Risk	Description from sites	Possible mitigations	L	I
Interfaces to non-modernised functions	Modernised units being unable to work effectively with interlinked functions. For example, in Surrey TPT the Incident Handling Centre did not understand how to use PSOs at first.	<ul style="list-style-type: none"> Forces could consider widening the scope of the business process review to include these functions. Briefings and consultations. 	4	4
Attrition and retention	Higher officer and staff turnover. A perceived threat in all of the sites, which to varying degrees has progressed to an issue in five of the 15 projects.	<ul style="list-style-type: none"> Monitor staff satisfaction and address issues as they arise. See also career progression (Section 8). 	2	5
Training small numbers	Struggling to offer fit-for-purpose training for small numbers of new recruits and replacements, at the appropriate time and as cost-effectively as possible. Durham and Surrey TPT have encountered this.	<ul style="list-style-type: none"> Introduce standardised/accredited training packages and engage other forces or external providers to deliver cost-effective training. Use relevant PC training. 	4	4
Implementing at a small scale	Small scale implementation being constrained in the allocation of people across teams – leading to some teams receiving more resources than required, and others receiving less. West Yorkshire and Wiltshire have both experienced this.	<ul style="list-style-type: none"> Ensure flexibility in responsibilities. Scope projects effectively. 	2	2
Local resilience	Having sufficient capacity and capability in relation to small teams and specialist roles to be able to cope with changes in demand, unexpected incidents and absences due to training and annual leave.	<ul style="list-style-type: none"> Careful management of leave and other absences. 	4	5
Poor process/resource management	Police managers lacking the necessary knowledge and training in this area.	<ul style="list-style-type: none"> Extend police management training to cover these areas in depth. 	3	4

<p>Retaining experience</p>	<p>Officers becoming losing specific skills as a consequence of increasing specialisation, or expertise being lost with the departure of police staff. Durham, amongst others, is concerned about this.</p>	<ul style="list-style-type: none"> • Allowing officers to undertake particular tasks occasionally to recap on skills. • Use of attachments to other areas. • Would also benefit from national guidance – see next section. 	<p>4</p>	<p>5</p>
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A number of the risks are interlinked, for example retaining experience, attrition and retention, and training small numbers, so it is essential that all of the risks are mitigated. Importantly the majority of risks afford a reasonable level of control. Some of the sites are already beginning to address them, for example Northumbria are monitoring staff satisfaction, and team leaders in Northamptonshire have allowed detective constables to take ownership of whole crimes in order to mitigate the risk relating to retaining experience.

8.3. Enabling and sustaining change

“Issues undermining the sustainability of WFM and its ability to optimise Service-wide benefits in the long-term remain – some of the short- and long-term actions suggested, would move the Service towards a more integrated employment framework.”

The scorecard assessment shows that there are a range of positive outcomes that may be attributable to WFM. However, in addition to the implementation lessons learnt and management risks, the evaluation has identified a number of inter-related areas for further development. The evaluation believes that progress in these areas is likely to enable greater success for WFM. However, if progress can't be made, these could become issues that undermine the ability of the sites to sustain the benefits achieved to date and the long-term ability of WFM to optimise the benefits on a national scale.

The lessons are categorised under four headings and are introduced below.

Career progression and role structures: there were several instances in the sites where the lack of an integrated employment framework that fully encompasses the new roles created by WFM has caused difficulties. Examples included: concerns regarding career progression both with the police staff roles and moving from police staff to police officer roles; the management and retention of experience; the informal role and structures surrounding the new role of the team leader, including its link with the traditional supervisory role of a Detective Sergeant; and, terms and conditions for police staff roles with designated powers and their impact on future flexibility.

Perhaps the clearest example is that many IOs have sought to take on greater responsibility and it was often a criticism that they 'left' to become police officers – largely due to costs incurred and the perceived 'loss' of experience. This is actually a logical progression within an integrated employment framework (for example, an Assistant Practitioner to Specialist Practitioner in the National Health Service), and they should arguably not have to 'leave' and rejoin, and prior training should be recognised and not repeated. Individual forces are addressing these needs by creating locally their own tiers / levels / grades of ISO, which is in contrast to the more integrated approach in the NHS and

could begin to erode some of the benefits of the model in the longer term.

Some of the demonstration sites (e.g. Surrey and Northumbria) have shown that clear in-force messages can help to address these issues in the short-term, and familiarity begins to help in the medium-term. However, good practice in talent management suggests that these issues are likely to result in a loss of motivation for staff without more senior roles to aspire to and long-term retention issues for experienced, skilled and valued staff. Learning from the sites, it is clear that the effective employment of ex-officers can mitigate this, but only in part. Good practice also suggests that blurring supervisory responsibilities can impact on quality.

It is clear that these issues are not new in policing; however the introduction of new roles has introduced further complexity within the operational environment. In the short-term, progress could be made if national stakeholders could collectively give direction on: their position in relation to the introduction of senior roles for staff with designated powers, potentially with supervisory responsibility for police officers (a model already established in the back-office and operational support); national guidance on staff terms and conditions – outlining parameters for common roles (rather than setting standards) such as the investigative officer, team coordinator, response support officer; and, the future role of the team leader (formal/informal, supervisory role, progress to Detective Sergeant). In relation to the common roles identified above, the evaluation concludes that these have now been demonstrated in a sufficiently wide range of scenarios for the suggested role parameters to be established. This could be done relatively easily by collectively reviewing the role profiles developed across the demonstration sites and agreeing the areas of commonality.

Remuneration: there are several examples where the current approach to remuneration or pay and reward has caused difficulties for the sites. These include lessons relating to the mechanism for and the level of pay, such as: the use of and dependence on Special Priority Payments (SPP) to reward Team Leaders and Sergeants; the unintended impact on officer movement between roles/functions caused by the difficulties in attracting those on SPP to non-SPP roles (e.g. specific challenge in Surrey Investigation); and the perceived erosion of expected rank differentials (e.g. Sergeant to Inspector in Surrey). To varying degrees, these issues pre-dated WFM but are being compounded by the new model as the team-based approach builds in operational dependencies that have not always existed. For example, the demonstration sites insist that the team-based investigative model is dependent on a pay-uplift for the team leader – although the size of the uplift has varied from site to site (i.e. from c.£2000 in Northants, to c.£5000 in Surrey – in response to local labour market conditions). This dependency has not yet been tested (for example, by further emphasising the benefits in relation to career progression); however, the existing challenges of recruiting into some roles suggest that it is genuine.

The current pay and reward structure has grown organically over the past 150 years. It is based on a 'time served' model principally built around full-time, fully warranted police officers. It has been adapted to

cater for an increase in police staff and more recently for staff with designated powers derived from the Police Reform Act 2002. Yet it barely recognises professional accreditation and has difficulty catering for modern employment practices and work/lifestyle trends.

Clearly any substantial reform to the existing system of pay and reward would be a long-term undertaking but progress could potentially be made in the short-term with actions including: providing clarity regarding the future of SPP (including payment method, i.e. annually or monthly) and SPP ratios (the proportion of the police officer workforce that can receive an SPP at any one time); and, issuing guidance relating to the pay and reward lessons (both good and bad) from the demonstration sites (e.g. relating to how to devise and manage pay differentials, and encourage officer movement between roles and functions).

Training: training has caused difficulties for the sites in a number of different ways. These include sourcing training for new joiners at the right time (e.g. Northumbria); sourcing training for small numbers as vacancies are filled (e.g. Durham); access to accredited training for police staff with designated powers; access to leadership training for those with additional leadership responsibilities (e.g. team leaders in the investigative models). A range of local solutions to these issues have emerged – e.g. Durham’s selective use of student police officer training modules for ISOs, proving both cost effective and having a positive impact on culture / acceptance. However, the emergence of local solutions is inconsistent with the training approach for police officers and appears to be a short-term solution to a strategic issue.

It is acknowledged that if WFM operated on a larger scale locally or across a broader base nationally, some of the training issues relating to small numbers would be more easily addressed. However, scale does not provide the resolution to all the challenges. The likely impact of these issues will be felt in terms of cost and performance. Performance will suffer either if vacancies are left unfilled due to the lack of available training, or if vacancies are filled with untrained staff. The latter option also presents risks to the perceptions of the professionalism of the service by stakeholders and the general public. During the course of the evaluation, there have been isolated incidents of this occurring (e.g. Investigative Officers completing tasks they had insufficient training for), however, over time it is likely to become more common place if a more structured approach to training does not emerge. It is also clear that this disconnected approach to training is not the most cost-effective solution.

The requirement to recognise, document and accredit the skills required to undertake existing and emerging roles within policing, is closely aligned to the previous two lessons. It is acknowledged that some developmental work has begun with the Professionalising Investigation Programme (PIP) and many specialist roles have their own professional accreditation. In the long-term, however, the programme could be rolled out to embrace all generic and specialist roles. This could then deal with many of the demonstration site issues raised around not just training but also recruiting and personal development. Widely recognised, accredited training programmes would also allow for small numbers of staff being trained by other forces or training providers.

Short-term actions should be focused on developing a national curriculum for new operational roles – building on existing modules where appropriate and allowing training to follow the individual should they choose to progress within the Service. The evaluation believes that enough is now known about these roles to enable this to happen.

Both the short and long-term actions should reflect on the relative success of the national standards now in place for scene of crime examiners – one of the first operational roles to be resourced by police staff.

Experience: over time, the experience levels of officers and staff have changed in relation to specific policing skills and activities, as roles have developed and policing reform has changed the nature of some elements of policing. These changes pre-date WFM; however, the introduction of specialist roles, the aggregation of tasks and the intended shift away from omni-competence is accelerating the pace of change. For example, officer experience of interviewing, statement taking and case ownership has intentionally been reduced in the investigative and response models that were demonstrated. More specifically, if the model is followed rigidly, the first time an officer will fully own a case and be accountable for the investigative strategy is when they become team leader, the same time they take responsibility for a team and a sizeable and varied caseload.

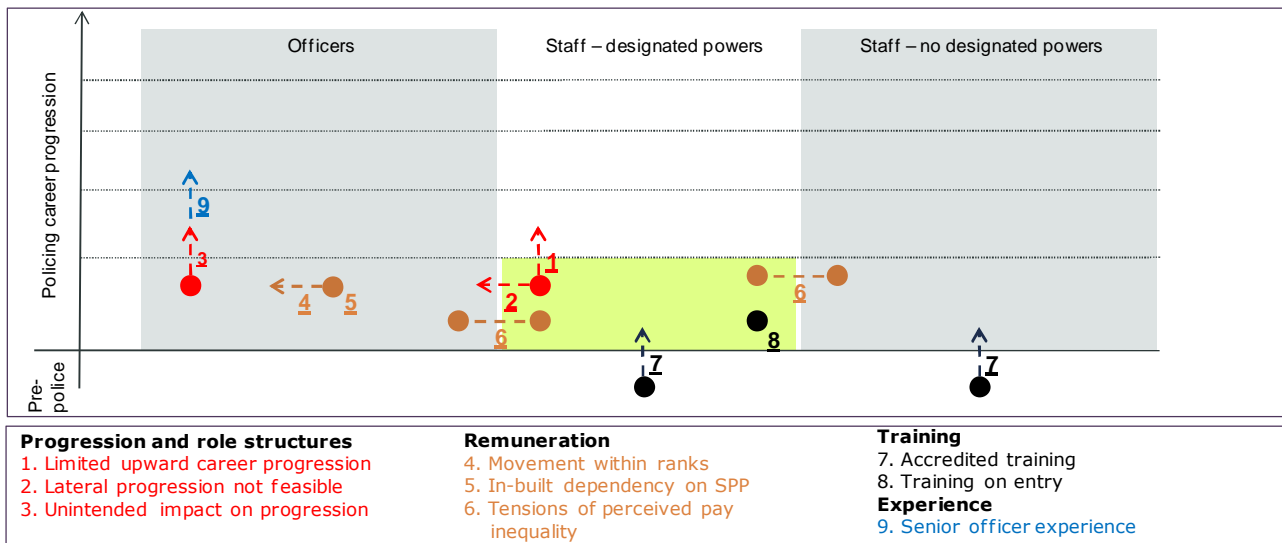
A flexible approach to implementing the model (e.g. encouraging officers to complete tasks to 'keep their hand in') is being used to accommodate the changes, but given the value of experience, this cannot be the only method that is relied upon.

This should also be addressed by reviewing the skills and competencies required at all levels within the new models. Where continuity gaps are identified, more formal mechanisms could be introduced to compensate (e.g. effective leadership and case management training for team leaders).

If not addressed effectively, there is a risk that these specific experience deficits will eventually impact on performance. Senior officers could be required to coach skills and supervise roles they are not fully skilled in themselves with long-term impacts on quality. The first manifestation of this problem is already being felt by some sites – as they are finding it increasingly difficult to find the next wave of team leaders.

Overview of the sustainability lessons: The figure below (see figure 8.3a) illustrates these lessons by mapping them against the career paths for officers and staff (with designated powers and without). The illustration presents the challenges related to the introduction of a third workforce silo without full consideration of how it should integrate with the two established workforce models.

Figure 8.3a – Illustrating the challenges to sustainability



The issues of career progression, roles structures, remuneration, training and experience are inter-related. These lessons point to the need for both short and long-term actions, which move the Service towards a more integrated employment framework. Frameworks could be developed locally – however that approach would be likely to result in 43 different approaches being adopted. This would not reflect the emerging good practice from the NHS experience. Not only would that create additional management overhead at a force level, it would also reduce the flexibility of the Service and would fail to maximise the benefits offered through WFM.

Whilst it is not possible to put a cost to these sustainability lessons, it is clear that introducing a workforce modernisation agenda that does not fully embed modern workforce management principles is not likely to optimise benefits.

It is reassuring to see that the NPIA’s Insight Programme has already acknowledged these sustainability lessons. Through the development of the 10 year HR plan, the Programme is aiming to address these potential issues in a coherent and constructive manner.

8.4. Summary assessment

The experiences of the sites provide a rich source of learning for the national programme and for other forces considering WFM.

It is apparent from the lessons that the approach taken to implementation is critical to the success of the project – there are lessons to be learnt and risks to be managed. In relation to implementation considerations, it is clear that consistent, clear and visible leadership and robust project management underpin the success factors identified.

It is also clear that there are a number of pre-conditions that are critical to WFM but actually represent sound workforce management – the evaluation believes that these pre-conditions should be acted upon by all.

Finally and perhaps most importantly for the programme, there is a third category of lessons relating to sustaining change. These are the most challenging lessons and the evaluation concludes that continued progress against these issues is required for WFM to optimise the benefits of the model for the Service in the long term. These lessons are inter-related and point to the need for both short-term actions and long-term actions that move the Service towards a more integrated employment framework. Whilst management risks and implementation lessons are addressable at a project or site level, the suggested actions relating to these sustainability lessons would be more effective if addressed at a national level. The NPIA's Insight Programme has recognised this need and is taking a lead role in addressing these lessons in a coherent manner.

9. Looking ahead

Section 9 identifies the plans of each site going forward. It then discusses the key themes that lie behind the decision to roll out further or not, drawn from consultations with Senior Responsible Officers, and considers whether or not other forces should be implementing WFM.

9.1. The demonstration sites

The table below (see table 9.1a) presents the intentions for further roll-out in each of the demonstration sites.

Table 9.1a – Intentions for further roll-out – demonstration sites

Site	Further roll out of WFM?	Commentary
Avon & Somerset	?	<ul style="list-style-type: none"> The force is focusing on completing implementation in the Major Crime Investigation Unit, before considering further roll-out.
Durham	✓	<ul style="list-style-type: none"> The diary car has already been rolled out to the South BCU. The prisoner handling component in the SOMUs is likely to be introduced to the South BCU. However, the offender management unit from the South BCU will probably be rolled out across the North, while retaining some of the offender management elements of the SOMU, such as using investigative support officers to provide help to the Priority and Prolific Offender Coordinator.
MPS	✘	<ul style="list-style-type: none"> Due to the specialist nature of the MPS projects, further roll-out is not feasible.
Northamptonshire	?	<ul style="list-style-type: none"> Challenges remain in the North BCU. These must be rectified before further roll-out can be considered, and the current plan is to change the model in the North BCU quite radically.
Northumbria	?	<ul style="list-style-type: none"> The pilot site has been extended until June 2010. The force is considering options for further roll out, but accepts that the ongoing challenges in the demonstration site must be resolved before WFM is introduced elsewhere. The options under consideration will look at how modernisation principles could be adopted more widely, rather than replicating the model in other sectors. The ability to reduce officer numbers in future is a key concern that will influence future plans.
Staffordshire	✓	<ul style="list-style-type: none"> The force has already introduced WFM into other areas – Response Support Officers have been brought into Response, and staff investigators have been introduced in the Volume Crime Unit. The force may consider introducing the WFM CID model in other BCUs.

Surrey	✓	<ul style="list-style-type: none"> • The force have modernised nearly all CID units across Surrey, and are in the process of modernising the final unit. • The force is currently introducing PSOs in East Surrey.
West Yorkshire	?	<ul style="list-style-type: none"> • The force will consider WFM as part of its Policing Yorkshire and the Humber collaboration programme.
Wiltshire	?	<ul style="list-style-type: none"> • The force is considering introducing WFM into other areas, and is currently in discussion about this with officer and staff associations.

9.2. The associate forces

Beyond the demonstration sites it is helpful to review the intentions of the programme’s two associate sites (sites that have engaged with the NPIA programme team, followed WFM methods but have not been subject to this formal evaluation). The table below (see table 9.2a) presents the intentions for further roll-out in each of the national WFM programmes associate sites.

Table 9.2a – Intentions for further roll-out – associate forces

Site	Further roll out of WFM?	Commentary
Central Scotland	✓	<p>An independent evaluation by the Scottish Institute for Policing Research concluded “...overall the Priority Crime Unit has been a successful innovation in its first year of operation. In light of this, Central Scotland Police may wish to consider how best to take forward the mixed economy policing model in its other Area Commands for the future.”</p> <p>Since the publication of this evaluation, Central Scotland have decided to take forward the mixed economy policing model.</p>
Humberside	✓	<p>Custody project was completed in November 2008</p> <p>Progress has been made in all four divisions in relation to the modernisation of the CID function, with indications of a favourable outcome. Roll-out will continue with goals for 2009 – 2012 being:</p> <ul style="list-style-type: none"> • Revised criminal investigation processes with appropriate staffing, equipment and facilities • Revised neighbourhood policing processes with appropriate staffing, equipment and facilities • Revised incident and crime management processes with appropriate staffing, equipment and facilities • A reduction of approximately 300 Police Officer posts • A growth of approximately 380 Police Staff Posts • Suitably recruited and trained Police Staff in the modernised areas • Achievement of identified savings of approximately £2 million recurring by 2012/13

9.3. Catalysts to change

In the demonstration sites themselves, a number of potential catalysts and barriers lie behind the decision to roll WFM out further or not. These have been identified through discussions with Senior Responsible Officers at each site.

The potential catalysts identified by the evaluation are introduced below:

- **Financial pressures:** Most forces are facing budgetary pressures, and these seem likely to increase over the next few years. WFM has demonstrated its ability to act as a lever to help reduce costs, while maintaining or improving capacity – recognised by a number of sites (including Wiltshire and Northumbria) and demonstrated in Surrey. The risk related to this potential catalyst is that in the rush to respond to pressures, the lessons learnt relating to design and implementation are not adhered to and the current issues impacting on sustainability are not addressed.
- **Changing nature of crime:** Forces envisage that the changing nature of some crimes may act as a further catalyst to the roll-out of WFM. For example, if identity crime and fraud continue to rise, an option that is likely to be considered by forces is the increased recruitment of accountants and IT experts with the relevant expertise to enhance the investigative capability in relation to these crime types. One risk associated with this catalyst is that some forces (e.g. Northumbria – outside the scope of their demonstration site) have had difficulties making this approach cost effective as attrition has eroded the benefits.
- **Process-redesign:** Over the past two years, process re-design has been able to demonstrate a number of tangible successes – often under the guise of Quest. As momentum builds behind this approach, the obvious synergies between the two programmes are likely to become more apparent to a wider audience. As advocated in the methodology, process re-design is an integral component of WFM – in fact without WFM one of the key opportunities to realise efficiencies through process re-design, used by other sectors and industries over many years, is being over-looked.
- **Inter-force collaboration:** As more forces consider the opportunities presented through collaboration, new inter-force structures, teams and units are likely to emerge – for example, as currently being considered by the Yorkshire and the Humber collaboration programme (North, South and West Yorkshire and Humberside). The process of establishing these inter-force capabilities is likely to act as a catalyst to the roll-out of WFM. However, the lack of standardisation and limitations regarding existing police staff terms and conditions (e.g. designating cross-boundary powers) may prevent this opportunity from being exploited and may in fact embed a non-modernised workforce which would retain its inherent flexibility through consisting only of “omni competent” officers.

9.4.Potential barriers to change

The potential barriers to further roll-out identified by SROs include the following (continued overleaf):

- **Resilience:** In all but one project WFM has involved reducing officer numbers within the team/unit being modernised. The

impact on local resilience has been discussed earlier; however the cumulative impact may at some stage also affect force- and national-level resilience. This is acknowledged in Durham and Wiltshire where the “double-hatting” of skills sets means that officer numbers are under particular pressure – if various capabilities were called upon simultaneously (for example, to help with the 2012 Olympic Games), the forces may not be able to meet the requirement.

Wiltshire is currently reviewing their own resilience requirements, and will use this work to establish what capacity they have to roll WFM out further. As a small force that needs to retain as much flexibility as possible, Durham expects any further roll out of WFM to only involve processes where it is important that a specific individual stays in role for a particular amount of time. Surrey are moving away from a BCU structure to a functional command model (which will result in an increase in officer numbers), but acknowledge that if they were not doing so, resilience, a perceived threat to date, may have become an actual risk due to the wide roll out of WFM across the force (although force modelling indicated otherwise).

This barrier illustrates that there is currently little science underpinning the discussion and to date no evidence that a lack of resilience has had an operational impact. As the NPIA acknowledged when they undertook the resilience work, the Service needs to improve its understanding of demand and supply before this can be fully resolved. The NPIA should retain “ownership” of this barrier.

- **Constraints to workforce flexibility:** an undoubted advantage of existing police officer employment contracts is the flexibility in deployment that they provide. Yet these same contracts are very inflexible in other ways, for example, it is difficult to remove officers or reduce their numbers. This was cited as a barrier for further change in Staffordshire and experiences from other sites shows that in some cases this lack of flexibility has prevented the ‘best fit’ solution from being considered.
- **Political will:** Reducing officer numbers is still politically controversial, and is something that all forces have to carefully consider – as illustrated through the early withdrawal of Cheshire as a demonstration site (see first interim report). Some sites feel that the national stakeholders need to show more commitment to WFM by demonstrating a willingness to focus on ‘frontline strength’ rather than police-officer strength, and in doing so accept that officer numbers may fall, if WFM is to be an ongoing success. The Home Office believe they have gone some way to doing this by severing the link between funding and officers numbers with the relaxation of crime fighting fund criteria, and by the introduction of the Green Paper which stresses that workforce mix decisions should be taken by forces and their Police Authorities in order to deliver the best possible service to the public. Northumbria in particular have identified that it will be difficult for forces to use WFM as one of their levers to meet the cost pressures ahead if they are not able to reduce officer numbers. At present, policing is the only sector, where ‘success’

is still measured in inputs – in the context of Workforce Modernisation a more sophisticated measure of ‘frontline strength’ seems more appropriate. The tripartite organisations should take “ownership” of this barrier.

9.5. Summary assessment

A final test the evaluation has applied is to consider the intentions of the sites beyond the evaluation timeframe. To date only three sites have definite plans to extend the roll-out of WFM beyond the project that has been evaluated. However, the other sites are all in various stages of considering the next move. Insights from the sites’ WFM Senior Responsible Officers indicate that this uncertainty regarding future plans derives from an awareness of the lessons relating to sustainability but also additional factors. The factors that are considered potential catalysts for the introduction of WFM are cited as the changing nature of crime, the tangible successes of process-re-engineering (as demonstrated through Quest) and inter-force collaboration. The factors that are considered as barriers are national resilience, workforce flexibility and, above all, political will, especially regarding police officer numbers, which could become an electoral issue and is thus perceived to limit the flexibility of all forces.

There is consensus that removing these barriers and tackling the key sustainability lessons will demand strong commitment from all national stakeholders, and this report identifies “owners” for each barrier and issue. Unless these are tackled, WFM will not realise its full potential and there will remain a risk that a patchwork of different models will be created around the country that create challenges in the future.

Individual forces can still realise benefits through implementing WFM, and the aforementioned barriers and issues should not be impediments to change, particularly if a force has a strong impetus for change, such as a need to improve performance or substantially reduce costs. Yet without these issues and barriers being addressed, force-level implementation of WFM will remain sub-optimal.

Finally, the findings from this evaluation are not straightforward – they will require careful communication across forces to ensure WFM is better understood so that force-level responses are well considered. In addition, there will need to be constructive engagement with politicians (national and local) and staff associations regarding the impact on officer numbers and the terms and conditions of the police staff workforce.

Annex A: Approach to the other sites

Since the Evaluation Criteria Report, there have been some changes to the make-up of the demonstration site community. Some forces have withdrawn from the programme (Cheshire, Hertfordshire, and Yorkshire & Humberside), while others have taken WFM forward as part of a wider programme of change within the force (Avon & Somerset and Wiltshire). This has added complexity, which has manifested itself particularly through longer timescales and changes to scope.

Reasons for withdrawal

The sites that have withdrawn are Cheshire, Hertfordshire, and Yorkshire & Humberside.

The reasons for withdrawal have been varied, although all are unrelated to the methodology. They include the following:

- Extension to scope resulting in delay to timescales beyond the evaluation window
- Unwillingness of the Police Authority to sign off a business case for a project that proposed reduction in officer numbers – given local political context
- Complexity of project delivery in an environment of multi-force collaboration
- Changing project teams resulting in loss of momentum and support for project objectives

Explanation for changes to timescales or scope

Avon & Somerset have changed their timescales, whereas Wiltshire has changed both their timescales and scope.

While Avon & Somerset are continuing with their programme to modernise the Major Crime Investigation Team, timescales have slipped and they are not planning to implement within the evaluation timescales.

Wiltshire originally intended to further modernise the Major Crime Investigation Team, but this project met with some internal resistance from stakeholders. Instead they offered up several small-scale WFM projects – namely the Youth Offender Team, Intelligence, the Child Protection Unit and the Domestic Abuse Unit.

Consequently, the evaluation has had to take a different approach to these projects. Given the ambition, scale and area of business in Avon & Somerset, the evaluation continued to monitor their progress and drew out key lessons. In Wiltshire, the evaluation used a case study approach, including metrics, to identify findings that could be useful to others.

A different approach has also been taken in relation to the MPS. Because of the unique nature of the ESP and Sphere projects, many aspects of the balanced scorecard are not relevant, and instead the evaluation has focused on the relevant aspects of performance and staff perceptions only and evaluated these.

Annex B: Comparative survey analysis

Introduction

A web-based staff survey has been carried out on a quarterly basis over the last 12 months to measure the quality of implementation and the effect of the WFM changes during the course of the evaluation. The most recent survey was carried out across October and November 2009 and assessed: 1. Objectives and Leadership; 2. Readiness for Change; 3. Role and Teamwork; 4. Impact of Change; and 5. Sustainability. A list of questions used across the surveys can be found at the end of Annex B. Officers and staff were asked to respond to a range of statements within each area, selecting from the following options: 1 – strongly disagree; 2 – disagree; 3 – neutral; 4 – agree; 5 – strongly agree. The following analysis will compare the findings from all sites across all four surveys carried out, in relation to all the areas except Sustainability, which will feature in Annex C.

Objectives and leadership

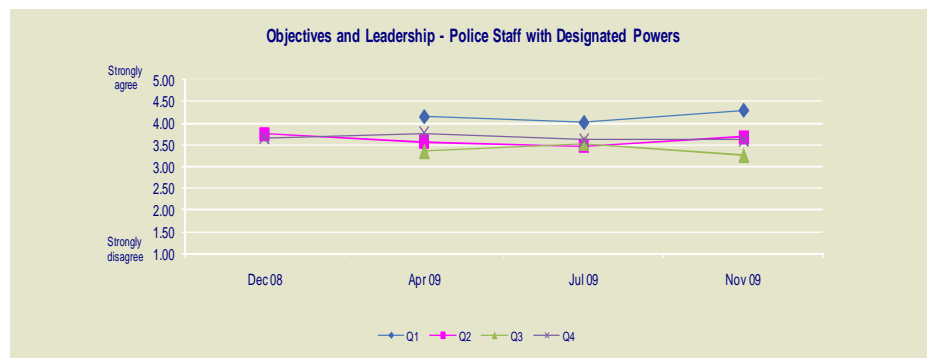
Officers feel neutral, leaning towards positive, about objectives and leadership. Their average answers to question 3 indicate that they have become slightly less sure over time that the leadership have consulted with them and listened to suggestions (see figure B.1). From April 09 onwards, they are also less confident that leadership decisions are heading in the right direction, shown by the average responses to question 4. Comments across the surveys suggest that consultation was not always effective. There are also a number of comments about saving money at the detriment of other factors such as detections or the service provided.

Figure B.1 – Objectives and leadership: officers



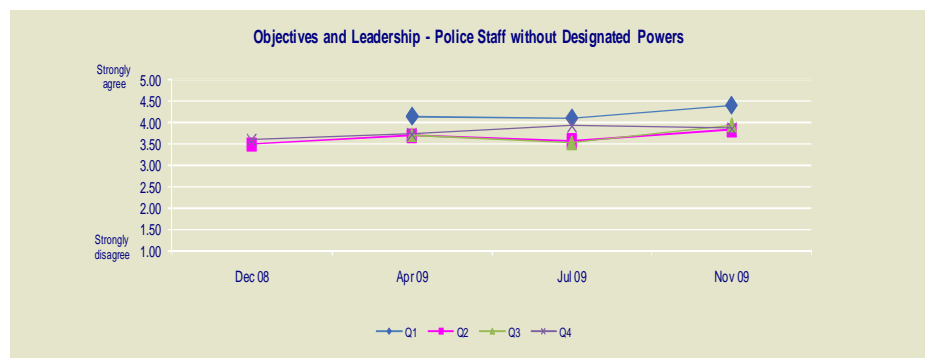
The average answers to question 1 indicate that police staff with designated powers consistently agree that they understand the objectives of WFM and what it is intended to deliver (see figure B.2). Their views in response to questions 2-4 have remained fairly constant over time, suggesting that designated staff feel neutral, leaning towards positive, that aims have stayed constant, that they have been consulted with effectively, and that leadership decisions are heading in the right direction. Comments across the surveys suggest that some staff do not feel that they have been consulted with, or feel that the consultation was ineffective.

Figure B.2 – Objectives and leadership: staff with designated powers



Police staff with non-designated powers feel that they understand the objectives of WFM and what it is intended to deliver (Q1) (see figure B.3). While they have agreed consistently over time that the aims/vision for WFM have stayed constant and that the leadership team have consulted with them (represented by questions 2 and 3 respectively), the average scores dipped slightly in July 09, before recovering in November 09. The average answers in response to question 4 indicate that non-designated staff feel increasingly positive over time that leadership decisions are heading in the right direction, although the average score fell slightly in November 09 compared to July 09.

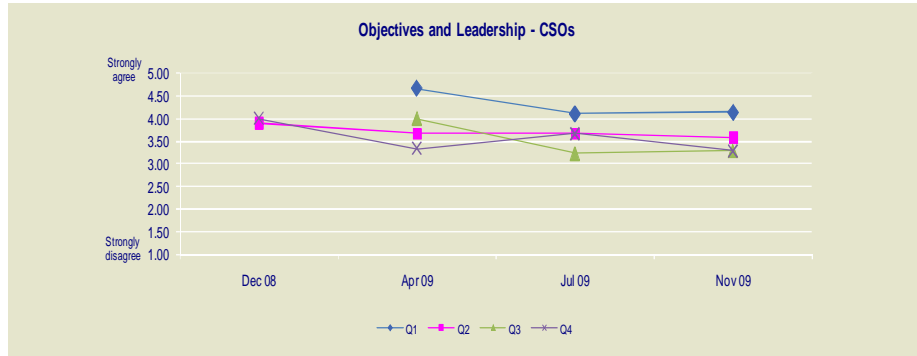
Figure B.3 – Objectives and leadership: staff without designated powers



The average answers in relation to question 2 imply that Community Support Officers (CSOs) have become slightly less confident over time that aims have stayed constant (see figure B.4). While in April 09 they agreed that the leadership had consulted with them effectively, in July

and November 09 they were less sure about this, typified by the average scores in relation to question 3. Their responses to question 4 have fallen over time, indicating increasing uncertainty that leadership decisions regarding the project are heading in the right direction.

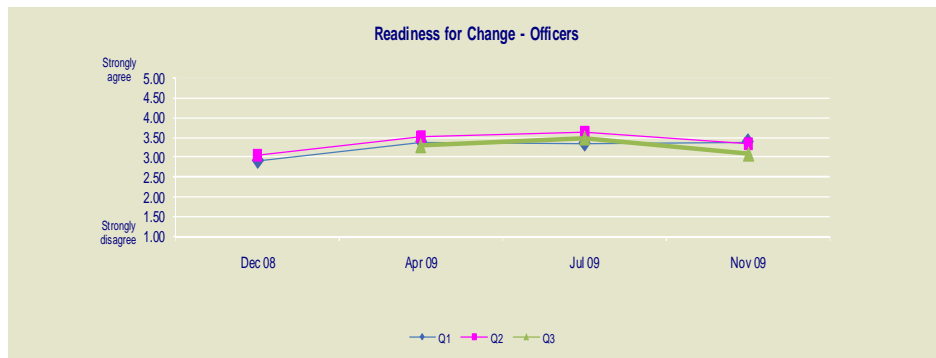
Figure B.4 – Objectives and leadership: CSOs



Readiness for change

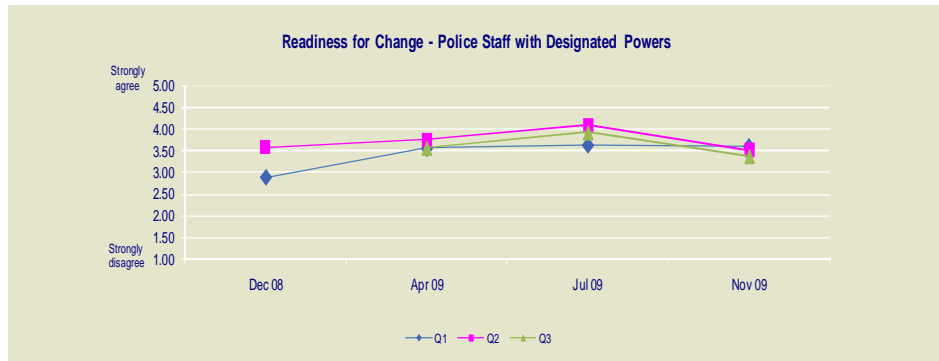
Officers show uncertainty across the board in relation to readiness for change. In particular, their average score in relation to question 3 has fallen slightly, indicating that they are less sure now that the training they received was comprehensive (see figure B.5). Comments across the surveys refer to the limitations of training, and mention resources that are lacking. However, it should be stated that such obstacles pre-date WFM.

Figure B.5 – Readiness for change: officers



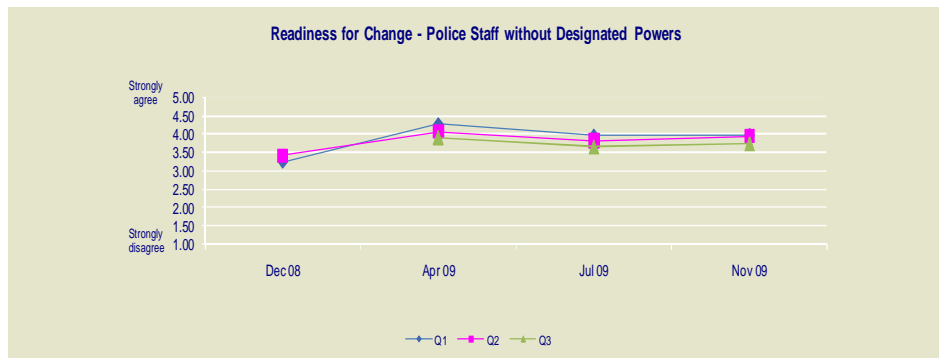
The average scores from designated staff in relation to readiness for change peaked in July 09, before falling slightly in November 09 (see figure B.6). They are still leaning towards agreeing that they have received relevant training (Q2) and that the training was comprehensive (Q3), but are less confident of this now, providing the lowest scores to date in relation to these questions in November 09. Comments across the surveys refer to the limitations of training, and suggest improvements.

Figure B.6 – Readiness for change: staff with designated powers



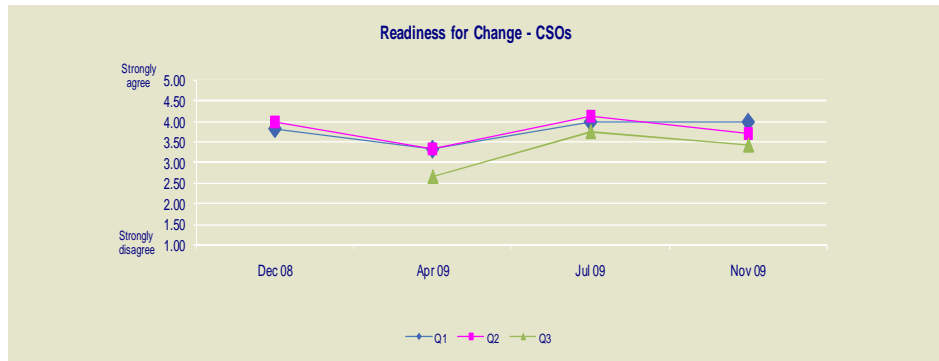
Non-designated staff feel reasonably positive across the board in relation to readiness for change (see figure B.7). However, their average scores peaked in April 2009, and were somewhat lower in November 09, indicating reduced confidence that the resources and training provided were appropriate, although they are much more positive about this compared to the initial views provided in December 2008. Comments across the surveys refer to the limitations of training, and provide suggestions for how this could be improved.

Figure B.7 – Readiness for change: staff without designated powers



The average score in relation to question 1 fell in April 09 but has since recovered, indicating that CSOs now agree that they have the right resources/equipment to carry out their role (see figure B.8). They also feel positive that they have received relevant training (Q2), although not quite as confident about this as in December 08 and July 09. While CSOs remain a little unsure that the training they received was comprehensive, indicated by the average answer to question 3, this score is still an improvement on April 09.

Figure B.8 – Readiness for change: CSOs

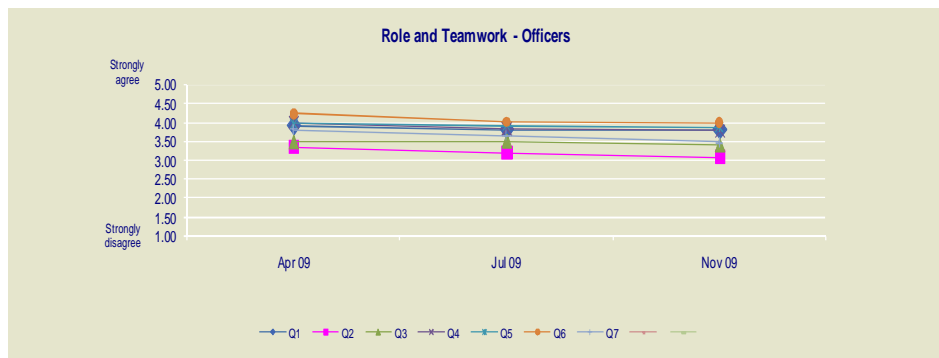


In terms of the different capabilities, officers and staff from Investigation feel generally uncertain throughout in relation to readiness for change, and Neighbourhood have become slightly less positive over time. Intelligence were less positive in November 09 in relation to questions 1 and 2, showing some uncertainty now about whether or not they have received the right resources and training.

Role and teamwork

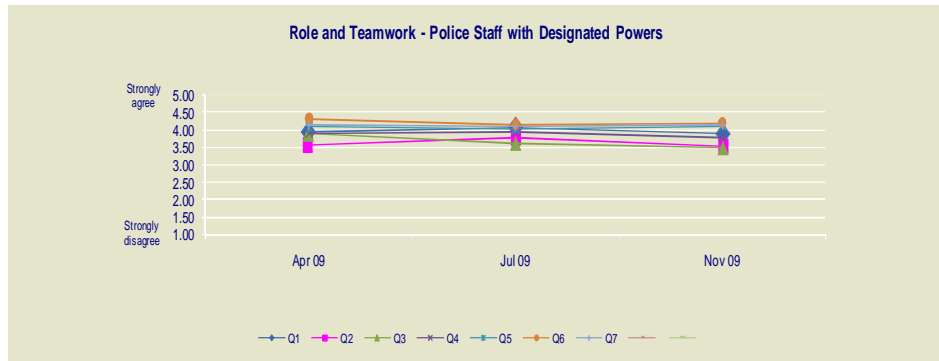
Officers have felt consistently unsure that their role has improved as a result of the changes, indicated by their average scores in relation to question 2 (see figure B.9). While they feel positive in response to questions 3-7, their scores have been falling over time, suggesting deteriorating confidence with regards to role and teamwork. Comments across the surveys refer to resource challenges and capacity struggles, and also express some concerns about the team leader role, namely that it is too big and supervision has to be focused on at the detriment of investigation.

Figure B.9 – role and teamwork: officers



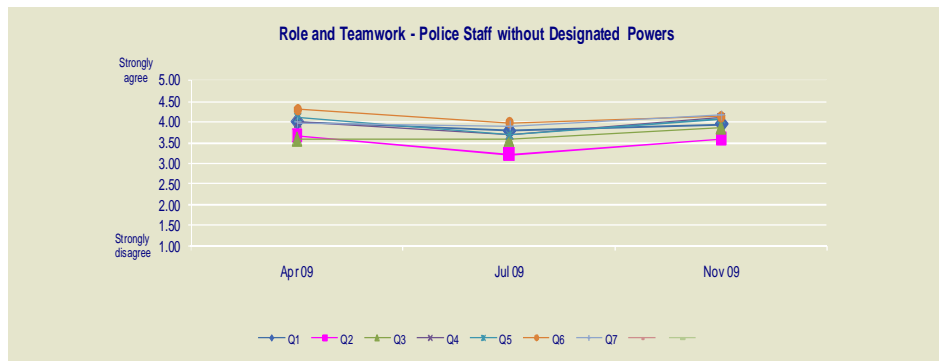
Police staff with designated powers feel quite positive about role and teamwork (see figure B.10). However, their average scores in relation to question 3 have been falling over time, implying that while they still agree that their new or changed role has met expectations, they are becoming less certain of this. Comments across the surveys refer to the lack of opportunities for career progression.

Figure B.10 – role and teamwork: staff with designated power



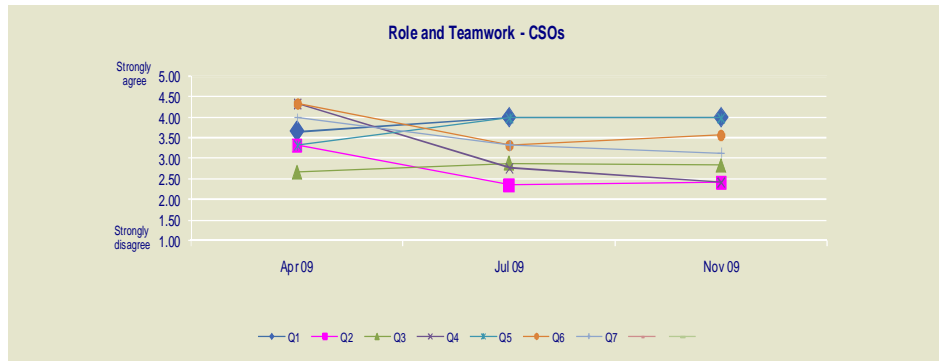
The average scores in relation to role and teamwork for non-designated staff fell slightly in July 09, but then improved in November 09 (see figure B.11). Non-designated staff feel reasonably positive across the board in relation to role and teamwork, although slightly less so that their role has improved as a result of the changes (Q2). Comments across the surveys refer to problems caused by changes in team leader, and the lack of opportunities for career development.

Figure B.11 – role and teamwork: staff without designated powers



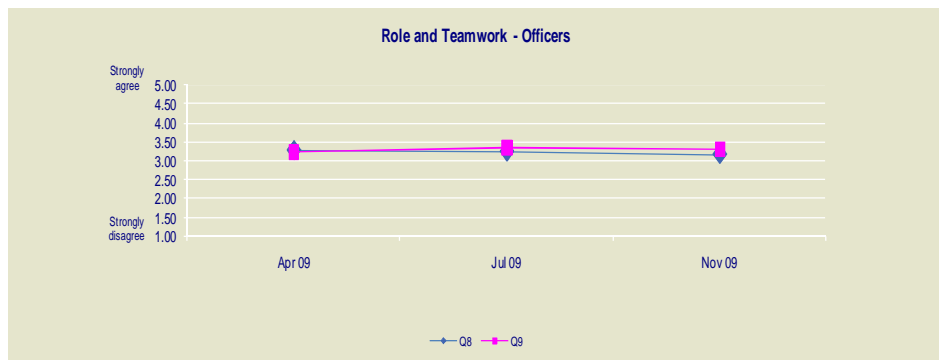
CSOs present far more mixed views in relation to role and teamwork than the other groups of employees (see figure B.12). They disagree that their role has improved (Q2), and also that their role is valued (Q4) – average scores to this latter question have fallen over time, and are now in contrast to December 08 when they felt that their role was valued. Whereas in April 09 CSOs agreed that the team was working well together and that they would recommend their role to others, represented by questions 6 and 7 respectively, they are now less sure about this. However, they do agree that they have clarity about roles and responsibilities of others in the team (Q5), which they expressed uncertainty about in April.

Figure B.12 – role and teamwork: CSOs



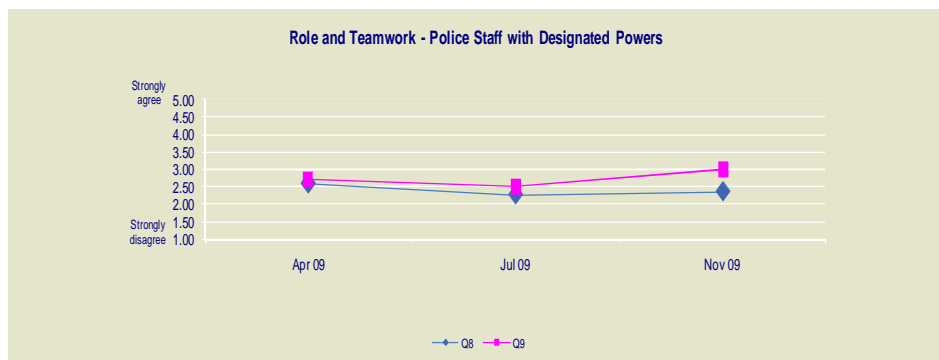
The average answers to questions 8 and 9 indicate that officers are not sure that they agree that there are sufficient opportunities for career progression, or if they hope to have moved on to a new role within a year (see figure B.13). These answers have remained reasonably consistent over time.

Figure B.13 – role and teamwork Q8 and Q9: officers



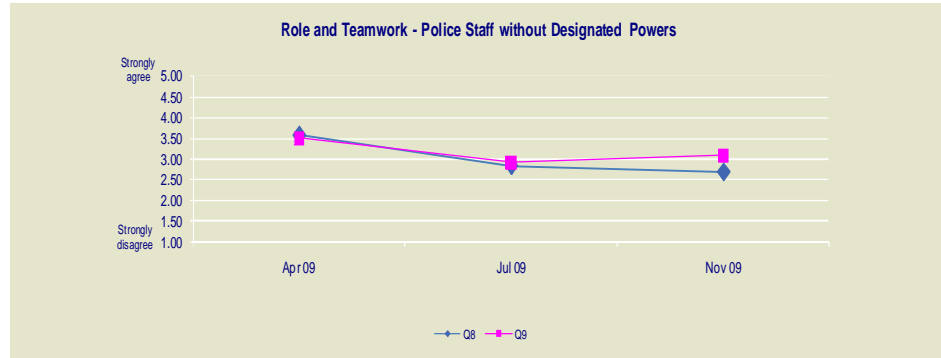
Designated staff disagree that there are sufficient opportunities for career progression (Q8) (see figure B.14). Their average score in relation to question 9 indicates that they are unsure whether they hope to have moved on to a new role within a year. However, in July 09 they disagreed that they wanted to move on, so this development is a concern in terms of staff retention.

Figure B.14 – role and teamwork Q8 and Q9: staff with designated powers



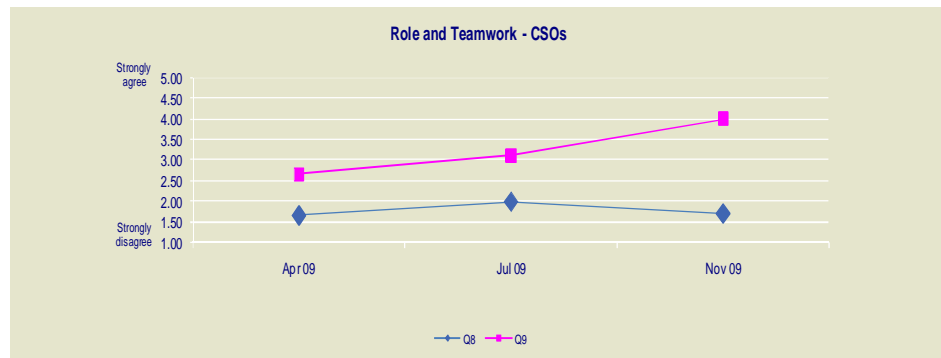
While in December 08 police staff with non-designated powers agreed that there were opportunities for career progression (Q8), they have since become less confident about this (see figure B.15). They are also a little uncertain of whether or not they hope to have moved on to a new role within a year, indicated by their average score in relation to question 9. However, this is an improvement compared to April 09, when they were moving towards agreeing that they did want to move on.

Figure B.15 – role and teamwork Q8 and Q9: staff without designated powers



CSOs strongly disagree that there are sufficient opportunities for career progression (Q8) (see figure B.16). They have increasingly agreed over time that they hope to have moved on to a new role within a year (Q9).

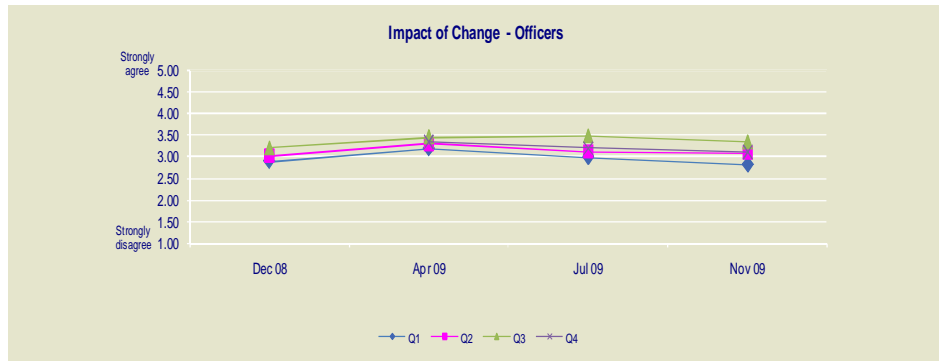
Figure B.16 – role and teamwork Q8 and Q9: CSOs



Impact of change

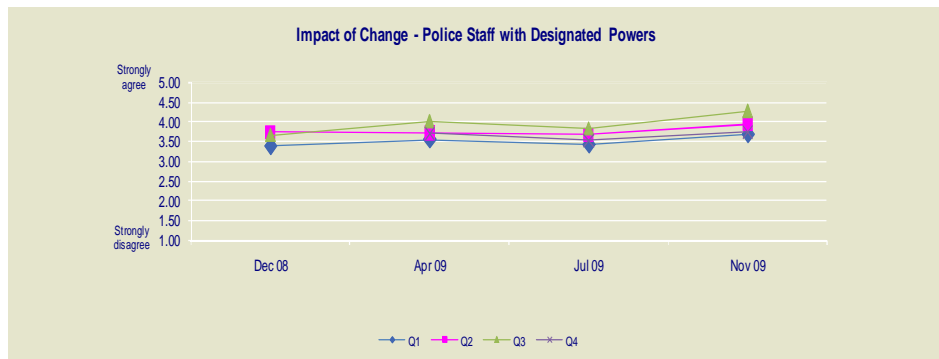
Officers show continued uncertainty across the board in terms of impact of change (see figure B.17). They are not sure that they agree that the project is having a positive impact on staff and officers, stakeholders and customers, or that it is delivering what it said it would. Comments across the surveys indicate mixed views in terms of the impact on the customer, and mention some staff welfare issues and dissatisfaction, particularly in relation to workloads.

Figure B.17 Impact of change: officers



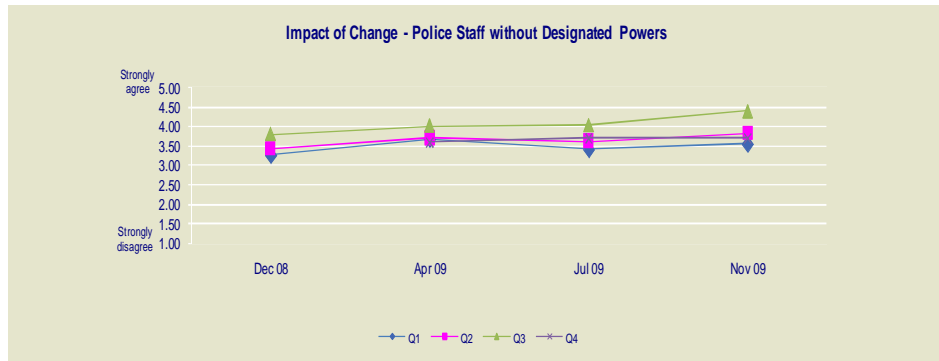
Police staff with designated powers agree that the project is having a positive impact on staff and officers (Q1) – their most positive response to this question to date (see figure B.18). They have increasingly agreed over time that the project is having a positive impact on stakeholders, indicated by their average answers to question 2. Their average scores in relation to questions 3 and 4 dipped slightly in July 09 when compared to April 09, but then recovered in November 09 and were the most positive so far, indicating that they agree that the project is having a positive impact on customers and delivering what it said it would.

Figure B.18 Impact of change: staff with designated powers



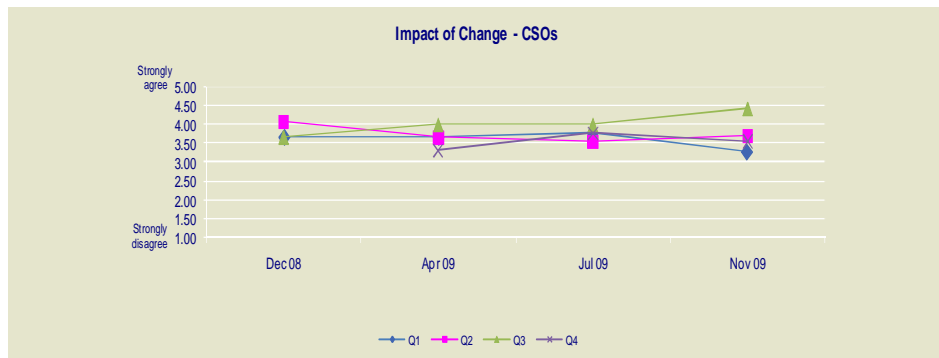
Police staff with non-designated powers feel generally positive in relation to impact of change (see figure B.19). They have increasingly agreed over time that the project is having a positive impact on customers, and now strongly agree with this (Q3). However, comments across the surveys indicate some mixed views with regard to the impact of the project on the customer.

Figure B.19 Impact of change: staff without designated powers



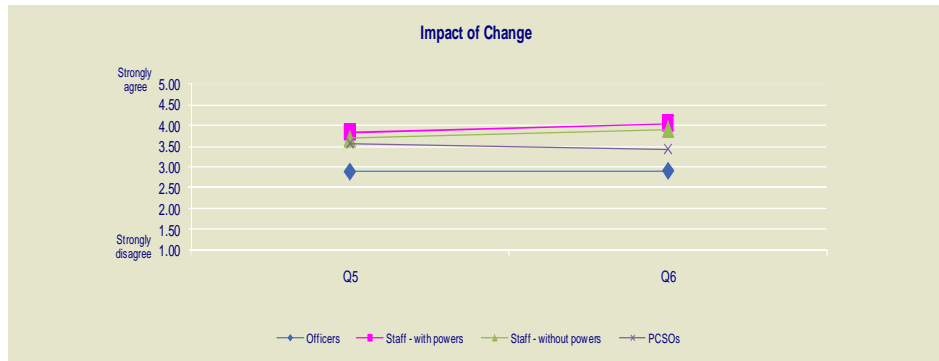
The average answer from CSOs in response to question 1 indicates that they are less certain than previously that the project is having a positive impact on staff and officers (see figure B.20). While they are more positive than in April and July 09 that the project is having a positive impact on stakeholders (Q2), they feel less strongly about this than in December 08. However, they strongly agree that the project is having a positive impact on customers (Q3), and this view has increased over time. Finally, while CSOs feel that the WFM project is delivering what it said it would, shown by their average score for question 4, they are slightly less confident about this than in July 09.

Figure B.20 Impact of change: CSOs



Questions 5 and 6 relating to the sustainability of the changes and whether the changes should be recommended to other forces were included in the November 2009 survey only, so the average answers cannot be compared over time. The average answers suggest that officers are unsure that the changes made are sustainable, or that they would recommend that other forces implement WFM (see figure B.21). In contrast, both designated and non-designated staff agree that the changes made are sustainable and that they would recommend WFM. CSOs are also leaning towards agreement, but feel less strongly about this than designated and non-designated staff.

Figure B.21 Impact of change Q5 and Q6: all staff and officers



In terms of the different capabilities, the Support function are most positive in terms of impact of change, and have become increasingly so over time. They are most in agreement that the changes made are sustainable and that they would recommend that other forces implement WFM. Investigation are the most unsure in relation to these two points.

Staff survey questions

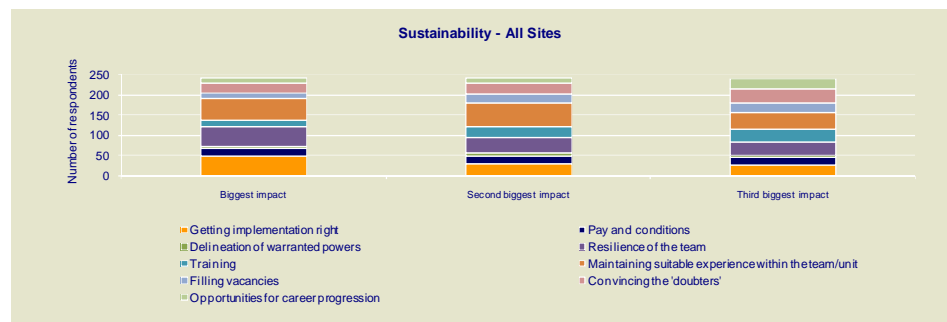
The following statements were included in the web-based staff survey used to measure the quality of implementation and the effect of the changes during the course of the evaluation. Officers and staff were asked to respond to each statement, selecting from the following options: 1 – strongly disagree; 2 – disagree; 3 – unsure; 4 – agree; 5 – strongly agree; 6 – not applicable.

<p>Vision / Objectives and Leadership</p> <ol style="list-style-type: none"> 1. I understand the objectives of WFM and what it is intended to deliver. 2. The aims / vision for WFM have stayed constant during the life of the project. 3. My leadership team (e.g. unit / senior management) have consulted with me and listened to my ideas and suggestions. 4. The leadership's (e.g. unit / team senior management) decisions regarding the project are heading in the right direction. 	<p>Readiness for Change</p> <ol style="list-style-type: none"> 1. I have the right resources / equipment to carry out my role. 2. I have received the training relevant to my new or changed role. 3. The training I received was comprehensive and has allowed me to work effectively in my new or changed role.
<p>Role and Teamwork</p> <ol style="list-style-type: none"> 1. I have clarity about my new or changed role and its responsibilities. 2. My role has improved as a result of the changes. 3. My new or changed role has met my expectations. 4. I feel my role is valued within the team. 5. I have clarity about the roles and responsibilities of others within my team. 6. I feel my team is working well together. 7. I would recommend my role to others. 8. I feel that there are sufficient opportunities for career progression. 9. I hope to have moved on to a new role within one year from now. 	<p>Impact of Change</p> <ol style="list-style-type: none"> 1. I feel the WFM project is having a positive impact on staff and officers. 2. I feel the WFM project is having a positive impact on the quality of service provided to stakeholders – for example other teams within the Force, the CPS, partnership agencies. 3. I feel the WFM project is having a positive impact on the quality of service provided to customers – for example the local community, victims and witnesses. 4. I feel that the WFM project is delivering what it said it would. 5. I feel that the changes made are sustainable. 6. I would recommend other Forces implement WFM.
<p>Sustainability</p> <p>Respondents were asked to select from a list of key areas the area they feel with have the biggest impact, the second biggest impact and the third biggest impact on the site's ability to sustain the changes introduced.</p>	

Annex C: Sustainability analysis

Considering the views of officers and staff from across all the sites, the chart below illustrates those risks deemed most important to sustainability (see figure C.1):

Figure C.1 – Sustainability issues – all sites

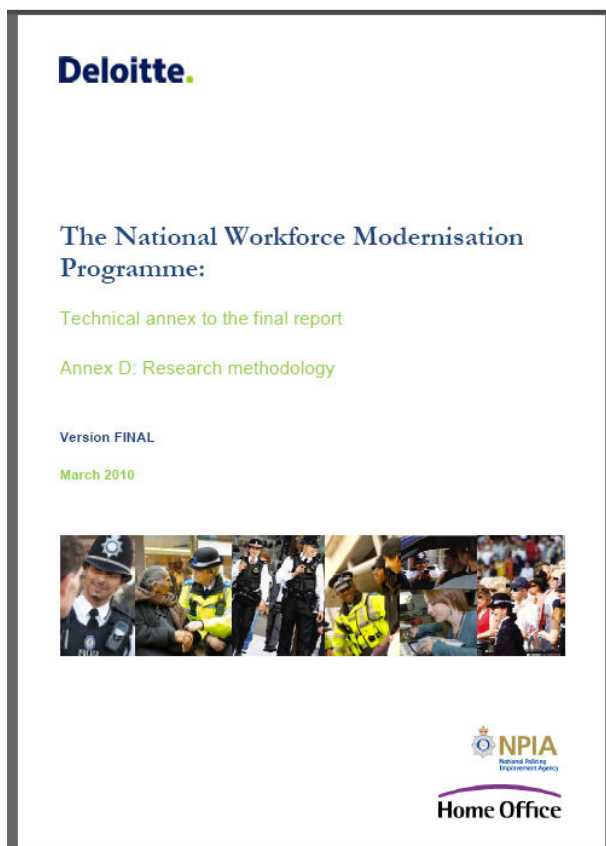


It can be seen from the analysis of responses that the risks identified as most important to sustainability are:

- Maintaining suitable experience within the team/unit (22% of survey respondents felt this would have the biggest impact on sustainability; 24% the second biggest impact; 17% the third biggest impact);
- Getting implementation right (20% of survey respondents felt that this would have the biggest impact on sustainability; 12% the second biggest impact; 11% the third biggest impact);
- Resilience of the team (20% of survey respondents felt that this would have the biggest impact on sustainability; 16% the second biggest impact; 14% the third biggest impact).

Annex D: Research methodology

The research methodology is introduced in a separate document – please refer to: “WFM Evaluation – Annex 4 Research methodology”.



The research methodology document explains the research methodology used throughout the evaluation of the Workforce Modernisation Programme. It begins by outlining the overall methodology design (section 1), before providing specific detail on the methods used. It then describes the analysis used in relation to each individual site (section 2), the site visit schedule (section 3), the staff survey (section 4), and the caveats and limitations of the evaluation (section 5). It concludes with a list of the questions used in the DEX surveys (section 6).

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This report has been prepared solely for the Home Office for the purpose of assessing the impact of Workforce Modernisation in the demonstration sites. No other party is entitled to rely on our report for any purpose whatsoever and we accept no duty of care or liability to any other party who receives this report.

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