

Demand, Capacity and Welfare Workshops April 2018

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1. Executive Summary

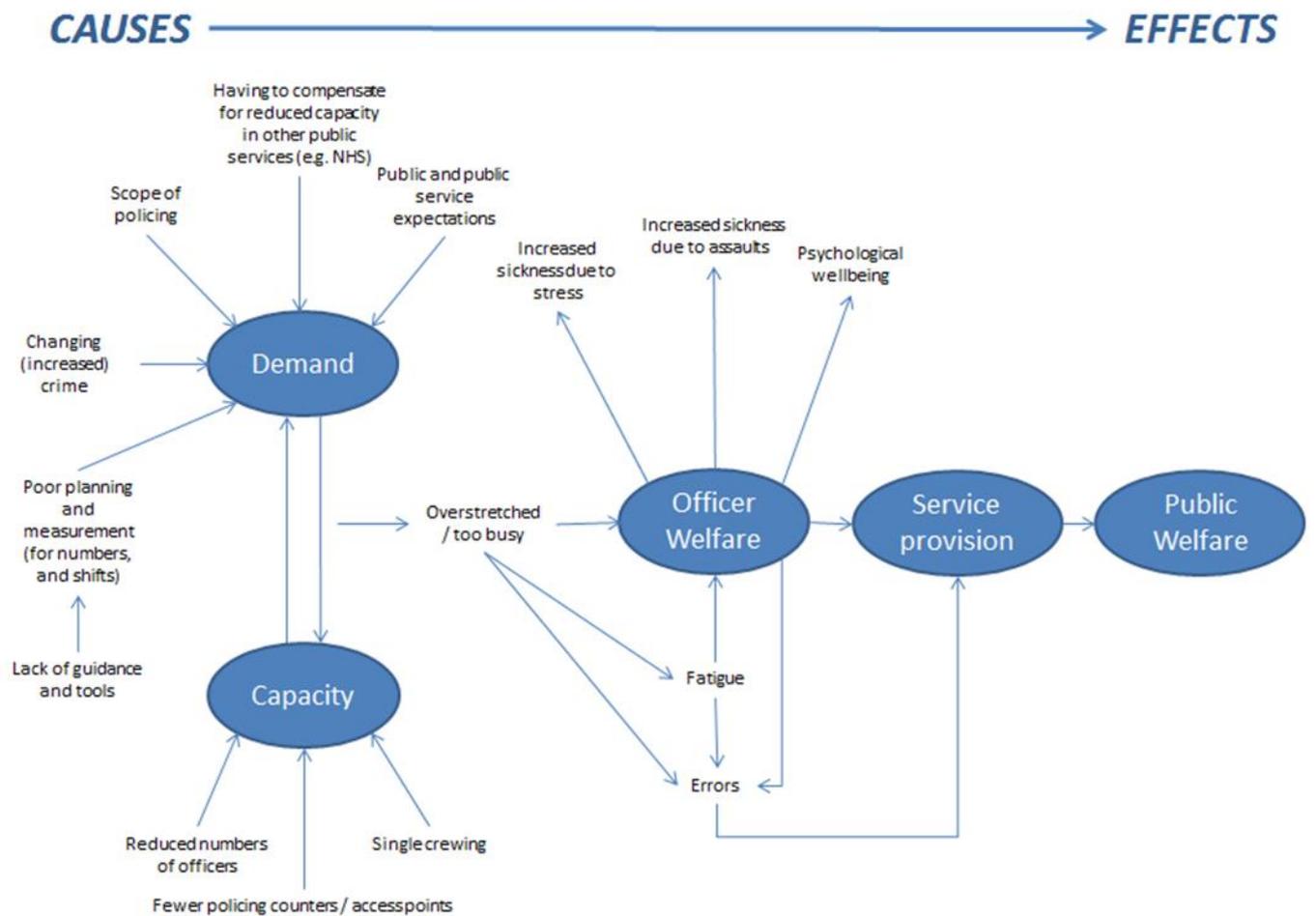
1.1. Introduction and aims

For the last three years, the Police Federation of England and Wales (PFEW) has been conducting research into the links between demand, capacity and officer welfare.

Since 2010 the number of officers has fallen by over twenty thousand officers (20,592). This is the equivalent of 12 forces. At the same time, the nature of work done by police officers has changed considerably. We wanted to assess the impact of these changes.

We surveyed over 17,000 officers, and using inferential statistics modelled the relationships between the operating context and the impacts on officers. We supplemented this with qualitative stories of officers' experiences. Key relationships are shown below.

Figure 1: Conceptual map of the effects of an imbalance between demand and capacity within the Police Service of England and Wales.



The results indicate that demand and capacity pressures have serious implications for the health and welfare of our officers, and are contributing to the creation of a workforce that can be characterised as ‘tired, tense, and targeted.’

Following these findings, the PFEW wanted to ensure that possible solutions were enacted. We wanted to be inclusive of all policing stakeholders to achieve the broadest possible buy-in, and best chances of subsequent success. With the aim of deriving shared solutions, we hosted a set of workshops in early 2018. The workshops included mainly those involved in the day-to-day delivery of policing, including several Chief Constables.

We are deeply grateful to all those who gave up their time to attend these workshops, and would like to thank them for all their contributions.

1.2. Approach

The workshops were developed and facilitated by an independent company and loosely followed the programme below:

- an introduction and overview of the research results;¹
- exploration of demand, capacity and welfare to drive out priority action areas;
- clustering potential actions into themes for further development;
- deeper thinking and further development of actions within priority themes.

Participants generated over a hundred potential actions across the two workshops. These were then grouped into themes by the facilitators and supplied to the PFEW along with their session notes. The Research and Policy Support Department at the PFEW then refined these groupings into a final structure, which was subsequently used to generate the overarching aim and four final recommendations listed in Section 1.3.

¹ Please see Annex A for presentation slides

1.3. Overarching aim and final four recommendations

Overarching Aim: To work together with key policing stakeholders to ensure that police officer welfare in the 43 Forces of England and Wales is supported through the re-balancing of demand and capacity. We will seek to achieve this through the following 4 recommendations:

1. conduct a scoping exercise to evaluate the merits and logistics of reviewing and defining the role, purpose and responsibility of the police, by engaging the public and taking into account the impact of changing crime, expectations and policing in a digital age;
2. help to improve the quantity, quality and comparability of policing data including indicators of demand and capacity;
3. support the development and implementation of more considered and effective resource management systems that balance the needs of both the service and individual officers;
4. improve partnership and integrated working with other public services by pooling resources and setting out clear roles, responsibilities and, where possible, relevant protocols.

Although several potential recommendations were developed that aimed to directly address wellbeing support, they were not included in the final four recommendations as there is already a national focus on the development of these areas, and several existing work streams already devoted to doing so.² However, the PFEW are eager to ensure that these valuable contributions are not lost, and thus will, wherever possible, ensure that they are fed into any and all relevant work streams via the appropriate channels.³

The PFEW now invite the key stakeholder organisations in policing - the Home Office (HO), Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS), the Association of Police and Crime Commissioners (APCC), the National Police Chiefs' Council (NPCC), and the College of Policing (CoP), and the Police Superintendents' Association (PSA) - to sign up to the four recommendations listed above, and agree to be part of a steering group to direct and manage the practical implementation of the recommendations based on this workshop report.

² Such as the College of Policing's National Police wellbeing Service Programme, which has been awarded £7.5 million from the Police Transformation Fund.

³ For more details, please see Section 6: Recommendations

2. Introduction and approach

2.1. Background and Aims

For the last three years, the Police Federation of England and Wales (PFEW) has been conducting research into the links between demand, capacity and officer welfare. The results have indicated that demand and capacity pressures have serious implications for the health and welfare of our officers, and are contributing to the creation of a workforce that can be characterised as ‘tired, tense, and targeted.’⁴

In response to these findings, the PFEW hosted a set of workshops in early 2018, with a wide variety of officers who are involved in the day-to-day delivery of policing.

The aims of these workshops were to:

- explore the challenges identified in the Demand, Capacity and Officer Welfare Survey;
- develop a series of broad recommendations to address some of the challenges highlighted by the research; and
- engender a feeling of shared responsibility and ownership over these challenges amongst the policing community.

⁴ For more information on the research, please see the PFEW website: http://www.polfed.org/fedatwork/Welfare_survey.aspx

2.2. Participants

In total, 35 participants from 25 separate Forces attended across the two workshops. The majority of participants are involved in the day-to-day delivery of policing, including a number of Chief Constables.

2.3. Approach

The workshops were developed and facilitated by an independent company and loosely followed the programme below:

- an introduction and overview of the research results from the Demand, Capacity and Officer Welfare Survey;⁵
- an interactive exploration of the following areas:
 - Drivers and causes of demand, capacity and welfare challenges
 - Current strengths and opportunities upon which the police service could build, and;
 - Potential actions;
- clustering and prioritising actions into themes for further development;
- deeper thinking and further development of the potential actions within priority themes.

To maximise the contributions of participants, and to support the development of recommendations that would be cross-system and nationally driven, the facilitators opted for an approach that was:

- **Interactive** – the majority of time was spent in interactive exploratory sessions.
- **Systemic** – the sessions explored the causes and drivers of the current situation whilst building on the existing work that many policing organisations are currently developing and adopting to improve demand, capacity and welfare issues.
- **Knowledge based** – all the participants were expert practitioners in policing and as such, had a wide depth and breadth of specialist knowledge to contribute.
- **Structured** – with the aim of maximizing contributions and retaining focus.
- **Based on trust** - ‘Chatham House Rules’ were utilised and all participants were encouraged to regard all discussions as reportable, but attributable.

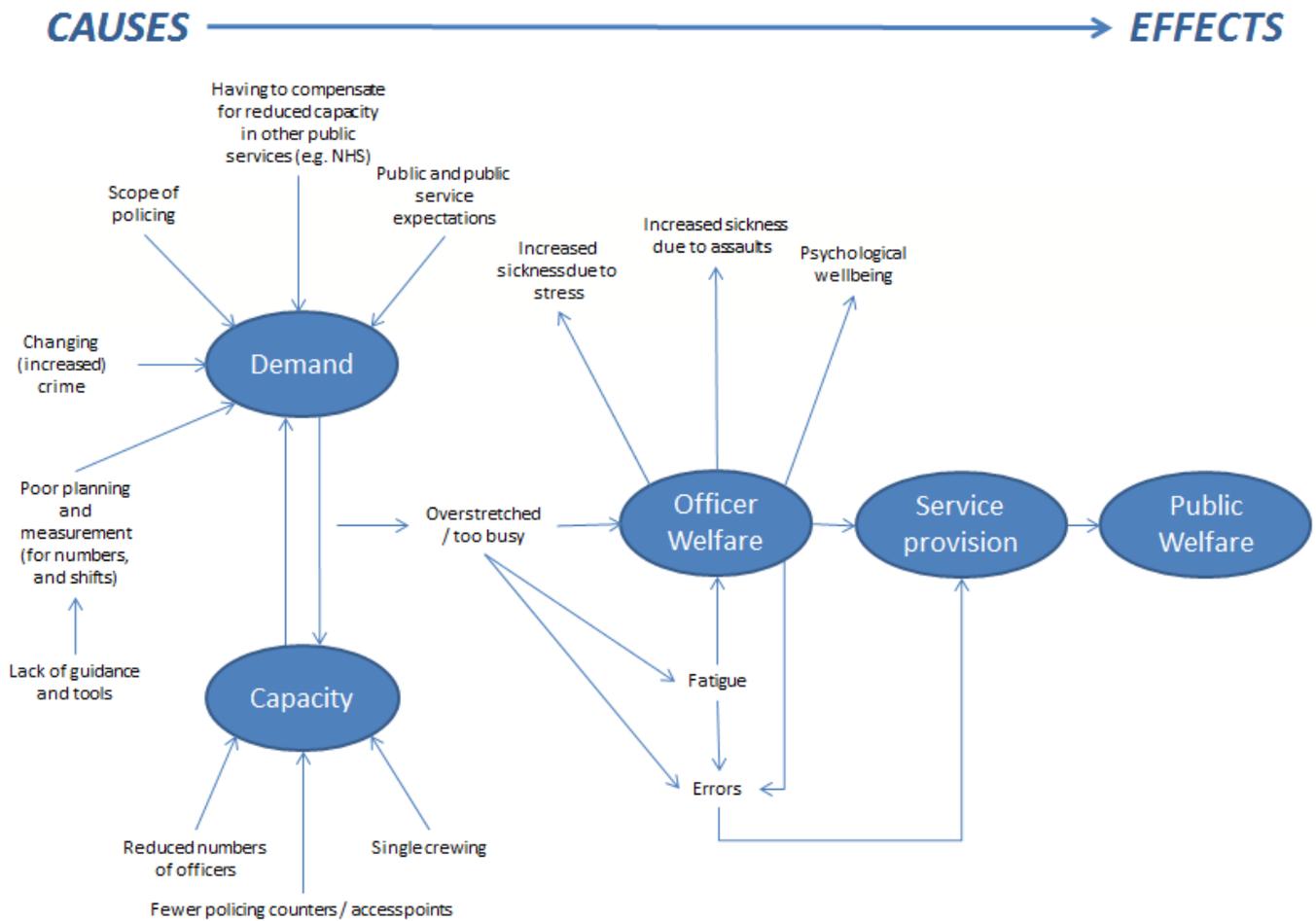
The design also recognised that the relationships between demand, capacity and officer welfare are complex, and can be cyclical and bidirectional in nature. As such, any potential actions would need to recognise this complexity and address the challenges in a way that created impact and improvement across all three areas.

To illustrate this point, participants were shown the following conceptual map (Figure 1), developed from previous research by PFEW,⁶ and subsequently supported by additional evidence from various research streams, including the 2016 Demand, Capacity and Officer Welfare Survey.

⁵ Please see Annex A for presentation slides

⁶ Elliott-Davies, M., Donnelly, J., Boag-Munroe, F., & Van Mechelen, D. (2016). ‘Getting a battering’ The perceived impact of demand and capacity imbalance within the Police Service of England and Wales: A qualitative review. *The Police Journal*, 89,2, 93-116.

Figure 1: Conceptual map of the effects of an imbalance between demand and capacity within the Police Service of England and Wales.



3. Session Summary: Drivers and Causes

In the workshops, participants were given the opportunity to discuss the causes and drivers behind the findings published in the 2016 PFEW Demand, Capacity and Officer Welfare Survey. The discussions largely served to verify the data (both quantitative and qualitative) that was collected via the survey, and is published in previous reports. However, some additional insights were added. The exercise was also useful to allow participants time to consider the information, and the linkages between factors, rather than simply jumping to conclusions.

The diagram on the next page is a summary of the discussions across both workshops, and is based on the notes provided by the independent facilitation company. A fuller narrative version is at Annex B (1).



Demand

There is a lack of clarity about the role and purpose of policing, resulting in additional demand when other services are unavailable.

Capacity shortages elsewhere in the public service system are shifting demand to the Police Service.

There are increasing numbers of resource intensive investigations due to changing nature of crime.

Expectations from the public and other public services have increased.

Increasing populations of vulnerable groups.

Administration, bureaucracy and other internal procedures can exacerbate/create additional demand.



Capacity

Deployment patterns are not flexible enough to match capacity with demand adequately.

The lack of effective resource management systems.

Cross force and national network co-operation is impeded by incompatible resource management systems.

The lack of a comprehensive public policy on a national level about cross-agency working.

Current lack of specialist resources.

Changes in modern career paths may impact future capacity.

Sickness management and return to work processes need improvement.



Welfare

Accountability pressures and a culture of blame still prevalent in policing, causing additional pressure on officers.

Working with vulnerable people and safeguarding can be emotionally challenging.

Interactive nature of demand, capacity and welfare causes a vicious circle.

Investigations of complaints are often disproportional and add to officer stress and loss of capacity.

There is a lack of focus on officer welfare in leadership development.

Officers roles are changing in response to the expansion of police duties as 'the service of last resort.'

4. **Session Summary:** Strengths and Opportunities

Participants were asked to consider each of the three broad categories of variable: demand, capacity, and welfare, and list the current strengths within approaches, and the opportunities for improvement. A summary is shown in the diagram on the following page, with fuller narrative provided at Annex B (2).



Demand

Body worn video, mental health joint working, and demand management initiatives by other policing organisations, such as NPCC and CoP, were all viewed positively.

Improved rostering and Lean methods were seen as potential opportunities for improving demand issues.

Leadership, flexible working, and better 'front door' management were seen as additional opportunities for improvement.

Collaboration and sharing good practice were opportunities that are not currently being maximised.

Reallocation of funds was seen, by some, as an area of opportunity but hotly contested by others.



Capacity

Existing evidence and work streams within the CoP and HMICFRS on measuring and managing demand were seen positively and should be used to evidence that the police service's demand and capacity imbalance is reaching a 'tipping point.'

Sharing good practice and good collaborative working models were opportunities that are not currently being maximised.

Leadership development by CoP was viewed as a good opportunity to build capacity and welfare issues into management roles and training.

Embracing modern technology was seen, by some, as an area of opportunity to increase efficiency.



Welfare

Leadership development by CoP was viewed as a good opportunity to build capacity and welfare issues into management roles and training; helping to move management away from authorisation approaches, and towards more empowering and 'ethical' approaches.

The CoP's national police welfare service (currently under construction) was viewed fairly positively and as an ongoing opportunity that needed exploiting.

Welfare schemes that promote culture change as well as raising awareness of proactive welfare support were seen as a potential opportunity.

5. Session Summary: Priority Actions

The workshops initially generated over one hundred possible actions. Participants were asked to consider in groups what they felt should be the priorities for action, from these. These are listed in the diagram on the following page. A fuller narrative, with the rationale, is at Annex B (3).



Demand

Engaging Government on policing mission and purpose.

Reducing demand with better use of data and collaborative IT.

Developing a national, or Force compatible, resource management system.

Workforce development.

Improving integrated working to deliver more effective services.

Culture change to promote inter-agency interaction.



Capacity

Define purpose of the police through a policing review.

Revolutionise technology.

Developing a national, or Force compatible, resource management system.

Workforce development.

Improving integrated working to deliver more effective services.

Welfare schemes.



Welfare

Extending welfare and support programmes.

Leadership to promote proactive and positive management of welfare.

Better management and resolution of performance and health issues.

Proactive efforts to improve officer well-being.

Culture change towards consistent promotion of officer welfare.

6. Recommendations

6.1. Development of recommendations

As noted, over a hundred potential actions were generated by the workshop participants, which were all fed into the development of four final recommendations as illustrated by the process in Figure 2.

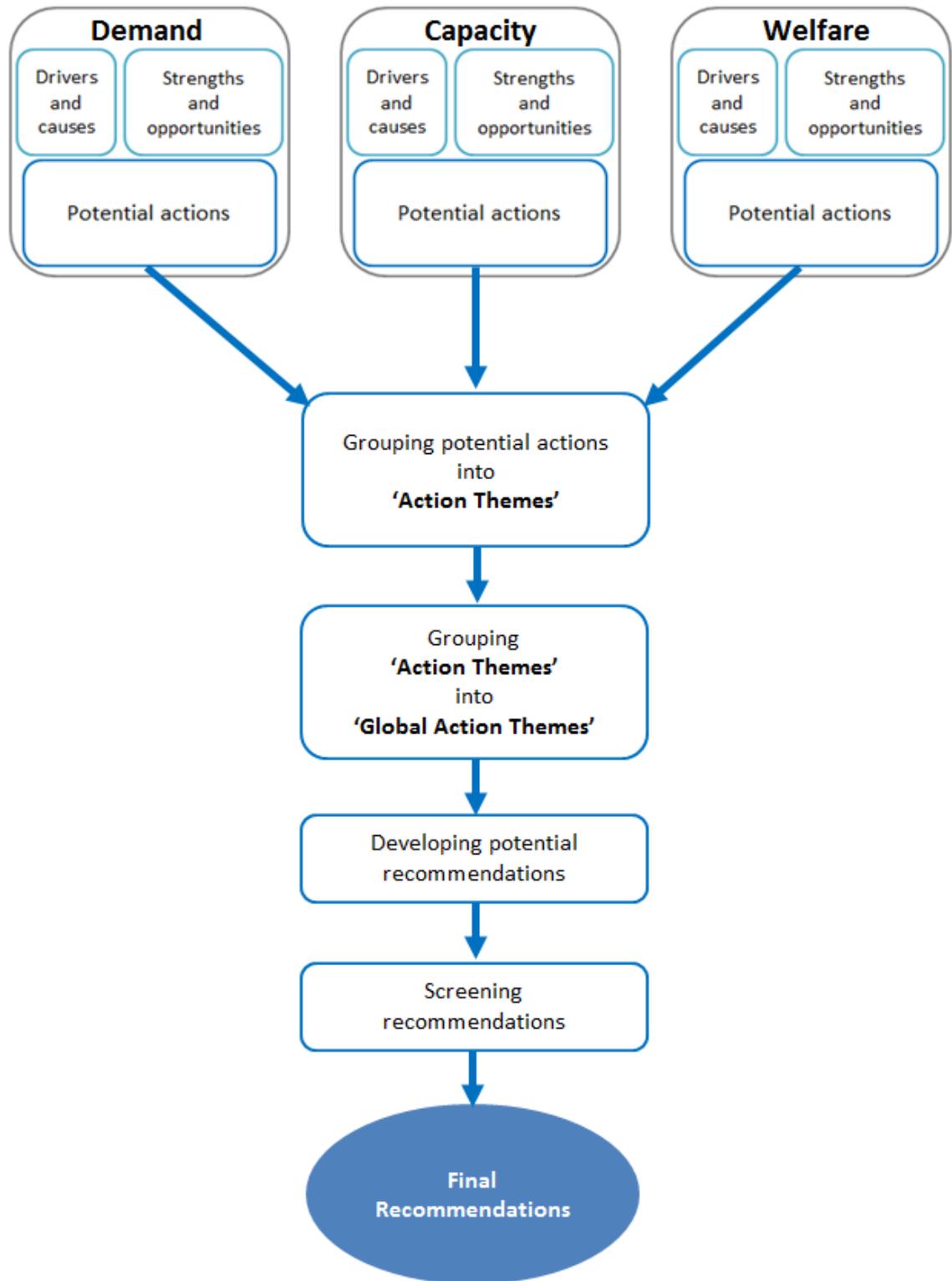


Figure 2

Thanks to the enthusiasm and knowledge of the participants, these came at quite a pace, and varied in impact level, e.g. national policy, local services, force-level systems, managerial, and officers. After the workshops, all the potential actions were grouped into rough themes by the facilitators. The Research and Policy Support Department at the PFEW then refined these draft groupings into a final structure by:

- clustering the possible actions into formal ‘Action Themes,’ according to subject matter;
- evaluating these against some predefined criteria,⁷ and;
- grouping these ‘Action Themes’ into higher order ‘Global Action Themes’ according to their over-arching topics.

This led to eleven ‘Action Themes,’ and four overarching ‘Global Action Themes,’ described in Table 1. For a list of all the potential actions generated by the workshops, grouped according to the structure below, please see Annex C.

Table 1

Global Action Themes	Action Themes
A. A policing review to define the role and purpose of policing in the modern age	i) Developing and designing the role and purpose of policing now and in the future
	ii) Ensuring officers and Forces are equipped and trained for Policing in digital age
B. Developing more effective resource management	i) Improving quantity, quality and comparability of policing data, including indicators of demand and capacity
	ii) Improving workforce management practices, including the promotion of considerate and effective rostering systems
	iii) Finding efficiencies through better technology
C. Accelerating partnerships and integrated working with other services	i) Reducing failure demand in the public service system
	ii) Improving collaboration, integration and partnership working
	iii) Building alliances and pooling resources
D. Improving direct support for the welfare, wellbeing and resilience of officers	i) Improving wellbeing leadership at all levels
	ii) Strengthening preventative and responsive welfare programmes/services
	iii) Improving human resourcing (HR) policy and practice to promote positive welfare

⁷ Recommendations must:

- Not be the focus of existing work streams
- Address the challenges in a systemic way (i.e. have a positive outcome/impact on the causes as well as the effects)
- Focus on creating a positive outcome or impact at a national level
- Be at low risk of causing controversy
- Be unlikely to have any hidden impacts that may be detrimental to officers, the service, or the general public
- Be palatable to officers, the service, and the general public
- Be achievable
- Be collaborative in nature, and
- Be bounded

For example, although several potential recommendations were developed in relation to directly addressing the support provided for officer welfare, they were not included in the final four recommendations as there is already a national focus on the development of these areas and several existing work streams devoted to doing so. These include:

- the CoP's National Police Wellbeing Service Programme, which has been awarded £7.5 million from the Police Transformation Fund;⁸
- the Police Federation Welfare Support Programme;⁹
- Mind's Blue Light Programme;¹⁰
- Oscar Kilo;¹¹
- Police Mutual's wellbeing toolkit, and;¹²
- the Police Dependents Trust's 1 in 4 Fund.¹³

However, the PFEW are eager to ensure that these valuable contributions are not lost, and thus will, wherever possible, ensure that they are circulated to all appropriate colleagues¹⁴ and fed into any and all relevant work streams, including but not limited to the projects listed above, via the appropriate channels.

⁸ [https://www.gov.uk/government/news/home-secretary-awards-75million-for-new-national-police-welfare-service;](https://www.gov.uk/government/news/home-secretary-awards-75million-for-new-national-police-welfare-service)
<http://www.college.police.uk/About/Documents/Business%20Plan%202018-19.pdf>

⁹ http://www.polfed.org/fedatwork/Welfare_Support_Programme.aspx

¹⁰ <https://www.mind.org.uk/news-campaigns/campaigns/bluelight/>

¹¹ <https://oscar kilo.org.uk/>

¹² <https://www.policemutual.co.uk/about-us/how-were-making-a-difference-to-police-lives/mental-wellbeing/wellbeing-toolkit/>

¹³ <https://www.pdtrust.org/help/organisations/1in4-fund/>

¹⁴ Including, but not limited to the PFEW: Health and Safety Subcommittee, The Wellbeing Working group, The National Board, and the National Council.

6.2. Overarching Aim and Final Four Recommendations

As previously mentioned, the process outlined in Section 6.1 led to the development of following overarching aim and the selection of the four associated recommendations below:

Overarching Aim: To work together with key policing stakeholders to ensure that police officer welfare in the 43 Forces of England and Wales is supported through the re-balancing of demand and capacity. We will seek to achieve this through the following 4 recommendations:

1. conduct a scoping exercise to evaluate the merits and logistics of reviewing and defining the role, purpose and responsibility of the police, by engaging the public and taking into account the impact of changing crime, expectations and policing in a digital age;
2. help to improve the quantity, quality and comparability of policing data including indicators of demand and capacity;
3. support the development and implementation of more considered and effective resource management systems that balance the needs of both the service and individual officers;
4. improve partnership and integrated working with other public services by pooling resources and setting out clear roles, responsibilities and, where possible, relevant protocols.

We hope that other key stakeholder organisations also see the value in the above recommendations, and the need for partnership working in meeting these challenges going forward.

As such, PFEW now invite the key stakeholder organisations in policing - the HO, HMICFRS, the APCC, the NPCC, and the CoP - to sign up to the four recommendations listed above, and agree to be part of a steering group to direct and manage the practical implementation of the recommendations based on this workshop report.

We believe that a steering group, attended by appropriately appointed individuals from the above organisations, will render the recommendations achievable by providing a forum to share existing knowledge and opportunities to utilise existing work streams, create accountability, and foster multiagency engagement and positive relationships across stakeholders.

Some potential actions that were suggested in workshops regarding each of these four recommendations are listed at Annex E. It is hoped that these will be of use to the steering group, in stimulating discussion.