

Annex A – DCW Report - Headline

PFEW Demand, Capacity and Welfare Survey 2018 Headline Statistics December 2018

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Executive summary

Sample and respondents

- Over 18,000 members took part in the 2018 Demand, Capacity and Welfare Survey between August and September 2018; resulting in a final response rate of 15% of all federated rank officers in England and Wales after data cleansing.
- The sample of respondents was broadly representative of federated ranks in England and Wales and was large enough that the percentages quoted in this report can be considered accurate within the normal bounds of academic rigour.

Roles and working arrangements

- The most common shift pattern (48.2%) was *'Rotating shift pattern including nights,'* while nine hours was the most common shift duration (29.9%).
- On average (median)¹ officers reported working a total of 2.5 hours of overtime (paid and unpaid) per week.
- The most frequently reported reasons for working overtime over the prior 12 months were *'There weren't enough officers on shift in my team/unit,'* (31.8%) followed by *'There weren't enough officers on shift in another team/unit'* (21.2%).
- 76.1% of respondents from relevant frontline roles (Neighbourhood, Response, Roads Policing, Operational Support, Investigations, and other) indicated that they are *often* or *always* single-crewed; almost three percentage points higher than in the 2016 iteration of this survey (73.3%).

Annual leave, breaks, and rest days

- 30.7% said that they had been unable to take all of the annual leave that they were entitled to over the previous 12 months.

¹ "Average" can refer to one of three statistics:

The mean is the numeric average calculated by adding all the data points together, and dividing by the number of data point points.

Examples

a) 10+10+10+10+20+30 / 6 = 15 - the mean is 15.

b) 10+20+30=60, then 60 / 4 =15.

The mode is whatever data point is most often found within the data set

Examples

a) 10, 10, 10, 10, 20, 30 - the mode is 10.

b) 10, 20, 30 - there is no mode.

The median is calculated by setting out the numbers in ascending order, and finding the number that separates the top half, from the bottom half

Examples

a) 10, 10, 10, 10, 20, 30, the median is 10.

b) 10, 20, 30 the median is 20.

The median is a more appropriate measure than the mean when there are extreme outliers. It is often used in salary or pay / conditions analysis for that reason.

- 52.3% of respondents reported that they were *never* or *rarely* able to take their full rest break entitlement.
- 66.8% of officers reported having had *two or more* rest days cancelled in the previous 12-month period, with at least 56,981 cancelled rest days in total.

Staffing levels and workload

- The proportion of respondents indicating that their team/unit has a minimum officer staffing level (69.0%) has reduced by almost four percentage points since the 2016 iteration of this survey (72.6%); whilst the proportion of respondents reporting that these minimal levels are *never* or *rarely* achieved has increased by over six percentage points from 21.3% in 2016, to 27.6% in this year's iteration of the survey. These results suggest a potentially worrying trend where even though there are fewer staffing thresholds than in 2016, those that remain are breached more frequently.
- 89.8% of respondents indicated that they generally don't have enough officers to manage the demands faced by their team or unit; a larger proportion than in the 2016 Demand, Capacity and Welfare Survey (84.5%).
- 72.4% of officers reported that their workload was *too high*; over six percentage points higher than that reported in the 2016 (65.9%), and much higher than found in the Armed Forces population. This stark comparison highlights that high workloads are much more prevalent in the policing population than other comparator groups and is continuing to increase.

Accidents, injuries and exposure to hazards

- Violence towards officers is still common place; with 66.6% respondents reporting to have been the recipient of an unarmed physical attack at least once in the last 12 months (e.g., struggling to get free, wrestling, hitting, kicking), and 31.3% respondents reporting experiencing this on a monthly basis.
- Over 6,000 officers indicated that they had been the victim of a spitting assault (i.e. being deliberately spat upon) in the last 12 months.
- The proportion of respondents that suffered *one or more* injuries requiring medical attention as a consequence of work-related violence has increased by almost 2 percentage points since 2016 from 20.2% to 21.9%
- 14.9% of respondents reported suffering from *one or more* injuries requiring medical attention as a consequence of work-related accidents in the preceding 12-month period; a much smaller proportion than in 2016 (28.7%).
- Exposure to potentially traumatic incidents was assessed via a bespoke scale developed for the 2018 Demand, Capacity and Welfare Survey. Results showed that

almost all officers (99.6%) reported experiencing one or more of these types of incidents at some point during their service, whilst 61.7% indicated that they had experienced at least one of these types of incidents within the last 12 months.

- In addition, 14.8% of all respondents to the survey had sought help for mental health and wellbeing difficulties associated with, or due to, any of the incidents listed in the previous 12 months.

Health, sickness and absence

- 76.5% of respondents reported their overall physical health to be *good* or *very good*; a larger proportion than in the 2016 iteration of the survey (64.7%).
- However, 31.9% of respondents indicated that *at least one day* of their sickness absence was attributable to stress, depression, or anxiety; an increase of almost three percentage points when compared to the 2016 results (29.1%).
- 78.7% of respondents reported one or more episodes of presenteeism associated with their physical health, and 70.3% of respondents reported one or more episodes of presenteeism associated with their psychological health within the previous 12-month period.
- 64.4% of respondents indicated that they had found it difficult to carry out certain duties and tasks at work because they have been too fatigued, and 75.1% reported that fatigue had interfered with their family or social life.
- 67.8% of respondents agreed with the statement '*Current levels of fatigue amongst my colleagues pose a significant risk to officer safety,*' and 57.9% of respondents were *dissatisfied* with their current sleep pattern.

Mental health and wellbeing

- A broad overview of overall life satisfaction was established by asking respondents to indicate how satisfied they are with their life on a scale from 0 to 10. The average (mean) rating was 5.6, a lower proportion than found in the Armed Forces Continuous Attitude Survey (6.0), and the general population (7.7).
- The Short Warwick-Edinburgh Mental Wellbeing Scale (SWEMWBS) was used to calculate a metric score that indicated participants overall mental wellbeing. The average (mean) metric score for the 2018 Demand, Capacity and Welfare Survey was 20.2. Although this is a slightly higher score than in the 2016 Demand, Capacity and Welfare Survey (19.2), it is still poorer than the scores found within the general population.
- 79.3% of respondents acknowledged having experienced feelings of stress, low mood, anxiety, or other difficulties with their mental health and wellbeing within the

previous 12 months; with the vast majority (94.2%) of these respondents indicating that these difficulties had been caused or made worse by work.

- When asked to indicate why their psychological difficulties had been caused or made worse by work; the most frequently reported reason was that their workload was too high (18.2%), followed by having a poor work/life balance (14.7%).
- 43.9% of respondents reported a non-diagnostic² case of work-related stress (on the basis that they viewed their job as *very* or *extremely stressful*). This is a larger proportion than reported in the results from the 2016 Demand, Capacity and Welfare Survey (38.6%) and almost three times that found in the general population by the HSE in 2010 (15.0%), and that found by the Scottish Health Survey in 2017 (16%).

Managerial mental health and wellbeing support

- 70.1% of respondents who had sought professional help had disclosed this information to their line manager, a larger proportion than in the 2016 Demand, Capacity and Welfare Survey (63.4%).
- Whilst 34.4% of respondents reported that they were *poorly* or *very poorly* supported by the police service, this is more than seven percentage points lower than in the 2016 iteration of the survey (41.7%). Although this may indicate a positive step forward, and that officers who have experienced difficulties with their mental health and wellbeing are being provided with better support by the police service than in 2016, it is important to acknowledge that the possibility of a 'healthy worker effect' cannot be discounted.³
- 21.8% of line managers reported being given training on supporting individuals who are experiencing mental health and wellbeing difficulties; a similar proportion to that in the 2016 iteration of this survey (20.9%).
- Nonetheless, in a more positive finding, 87.7% of line managers felt *somewhat* or *very confident* in their ability to support someone they line managed if they disclosed that they were experiencing problems with their mental health and wellbeing.

Organisational mental health and wellbeing support

- 45.1% of respondents *agreed* or *strongly agreed* that the police service encourages its staff to openly talk about mental health and wellbeing; a much larger proportion than in the 2016 iteration of this survey (22.0%).

² Please note; these questions are not clinical tools and thus cannot be used to diagnose psychological conditions.

³ A healthy worker effect may have arisen if officers who had experienced intolerable mental health and wellbeing support were more likely to leave their job or be on sick leave at the time of the study in 2018 than in 2016, resulting in a misleading (positive) trend.

- 38.6% of respondents indicated that they would feel confident disclosing any difficulties with mental health and wellbeing to their line managers, over ten percentage points higher than in the 2016 Demand, Capacity and Welfare Survey (27.8%).
- 66.5% of respondents indicated that they were aware of mental health and wellbeing support services offered by their force, over six percentage points higher than in the 2016 Demand, Capacity and Welfare Survey (60.0%).

Organisational change

- The majority of respondents to the 2018 Demand, Capacity and Welfare Survey consistently disagreed that change was managed well within the police service, no matter the organisational level.

Introduction

The Police Federation of England and Wales' Demand, Capacity and Welfare Survey 2018 opened on 21st August 2018, and closed on 9th October 2018. 18,306 officers submitted responses during this period, this was reduced to 18,100 responses after data cleansing.⁴

The response rate for Demand, Capacity and Welfare Survey 2018 was approximately 15% of all federated rank officers in England and Wales.⁵

Statistically, the sample size was large enough that the percentages quoted in this report can be considered to be accurate within the normal bounds of academic rigour.⁶ In addition, this is a slightly larger response rate than received in the 2016 iteration of this survey.⁷

The following are some key headline findings.

Data are still being analysed for the Full Report, which will include comparisons of groups such as by rank and role; as well as more complex analyses to determine the factors that best predict officers' wellbeing.

Please be aware, however, that the total number of responses for each item may vary slightly as not all items were answered by all respondents, in addition the actual differences between groups may be quite small and these details should be considered when interpreting the data.

⁴ Data were removed where the respondent gave implausible answers: e.g. Length of time in role exceeded length of service etc.

⁵ Based on the Home Office Police Workforce numbers (Home Office, 2018).

⁶ Margin of error of $\pm 1\%$ with a 99% confidence level.

⁷ Houdmont & Elliott-Davies (2016).

Overall findings

Demographics

Comparison of survey respondents against the police service as a whole in terms of characteristics including rank, role, gender, ethnicity and region (based on Home Office Police Workforce Statistics March 2018)⁸ indicated that the survey sample was broadly representative of federated ranks in England and Wales.

Respondents' average length of service was 16 years, and their average (mean) age was 42 years of age. 4.0% indicated that they were an Authorised Firearms Officer (AFO), and 18.0% indicated that they were an Authorised Taser Officer (ATO).

Roles and working arrangements

Respondents were invited to indicate which (broad) shift pattern they typically work and, to the nearest hour, how long their shifts are supposed to last.

The most common shift pattern was *'Rotating shift pattern including nights,'* (48.2%) while nine hours was the most common shift duration (29.9%), followed closely by eight hours (29.4%).

This is comparable to the 2016 results where the most common shift pattern was also a rotating shift pattern including nights (53.0%) and nine hours were also the most commonly reported shift duration (32.3%).

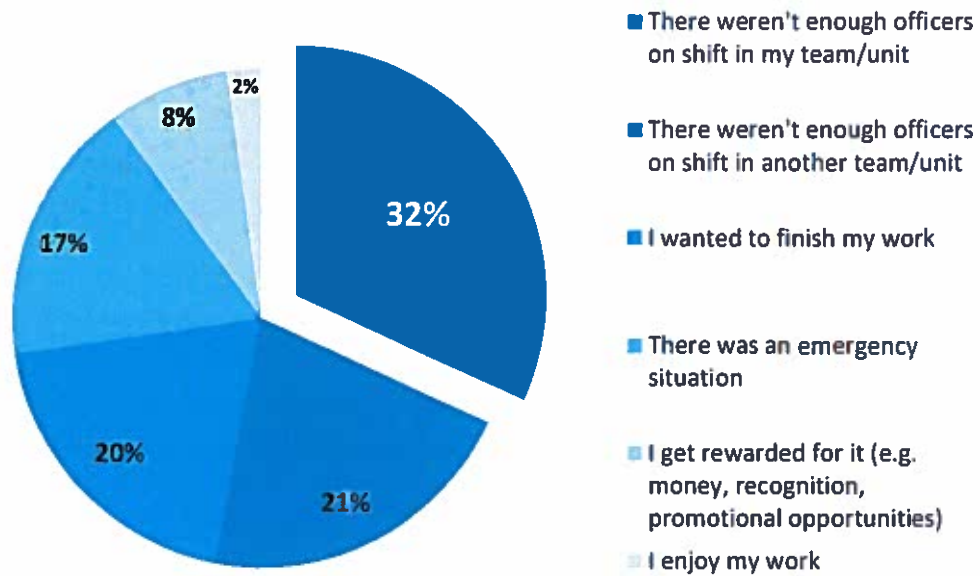
93.6% of respondents reported working full-time, and on average (median) officers reported working 2.5 hours of overtime per week (paid and unpaid). This can be compared to the 2016 results, where the average number of overtime hours was also 2.5.

The most frequently reported reasons for working overtime over the prior 12 months were *'There weren't enough officers on shift in my team/unit,'* (31.8%) followed by *'There weren't enough officers on shift in another team/unit'* (21.2%).

Interestingly, these proportions are very similar to those reported in the 2016 iteration of the survey, where the most frequently reported reason for working overtime over the prior 12 months were; *'There weren't enough officers on shift in my team/unit,'* (30.8%), and *'There weren't enough officers on shift in another team/unit,'* (20.0%).

⁸ Home Office (2018).

Reasons for overtime



The average (median) one-way commute to work was 30 minutes, remaining unchanged since the 2016 survey.

In 2016, we asked officers who worked in relevant frontline roles (i.e. 'Neighbourhood', 'Response', 'Roads Policing', 'Operational Support', 'Investigations', and 'Other') how often they were single-crewed; with 73.3% of respondents reporting that they were *often* or *always* single-crewed over the previous 12-month period. In this year's survey, the proportion of respondents from these frontline roles reporting that they were *often* or *always* single-crewed has increased to 76.1%.

However, as working policies and practices change over time, single crewing is becoming relevant to a wider variety of roles, and as such, this question was posed to all respondents in this year's Demand, Capacity and Welfare Survey. When opening this question to all respondents, the proportion that reported being *often* or *always* single-crewed fell to 74.9%.⁹

In the last 12 months how frequently have you been single-crewed?	2016 Relevant frontline roles only	2018 Relevant frontline roles only	2018 All respondents
% of respondents reporting that they are ' <i>often</i> ' or ' <i>always</i> ' single-crewed	73.3%	76.1%	74.9%

⁹ Respondents still had the option to indicate that single-crewing was not applicable to them and their role.

Finally, the Demand, Capacity and Welfare Survey asked respondents to rate how satisfied they were, overall, with their jobs on a scale from 0 to 10 (Where 0 is '*not at all satisfied*' and 10 is '*completely satisfied*'). The average rating (mean) rating was 4.2 out of 10, with 3.8% of respondents reporting a *very high satisfaction rating of 9 or 10*. Only 1.0% reported being *completely satisfied*, whilst 9.1% reported being *not at all satisfied*.

This can be compared with the results from the 2016 Understanding Society, the UK Household Longitudinal Study, funded by the Economic Social and Research Council and shared by the Office of National Statistics as part of their project 'Measuring national well-being.' This survey asks thousands of households from the general population a range of questions covering a variety of topics. However, in relation to overall job satisfaction, they found that 18.7% of their respondents were *completely satisfied*; a much higher proportion than in this survey.¹⁰

Annual leave, breaks, and rest days

The vast majority of officers (72.3%) reported that they had been refused annual leave on *more than 1 occasion*, whilst 30.7% said that they had been unable to take all of the annual leave that they were entitled to over the previous 12 months.

Overall, 52.3% of respondents reported that they were *never* or *rarely* able to take their full rest break entitlement, whilst only 4.1% said they were *always* able to take their full rest break entitlement. Moreover, 66.8% of officers reported having had *two or more* rest days cancelled in the previous 12-month period, with at least 56,981 cancelled rest days in total.

Staffing levels and workload

69.0% of respondents indicated that their team/unit had a minimum officer staffing level. Of those respondents, over a quarter (27.6%) indicated that this level was *never* or *rarely* achieved. This can be compared to 2016, where 72.6% of respondents indicated that their team/unit had a minimum officer staffing level, and only 21.3% of those respondents indicated that this level was *never* or *rarely* achieved.

75.0% of respondents *disagreed* or *strongly disagreed* that the way officer staffing levels are determined seems to be effective, just over four percentage points higher than in 2016 (70.6%). Together, these results suggest a potentially worrying trend where even though there is less effective planning and fewer staffing thresholds than in 2016, those minimum thresholds that remain are breached more frequently. Moreover, it may not be entirely

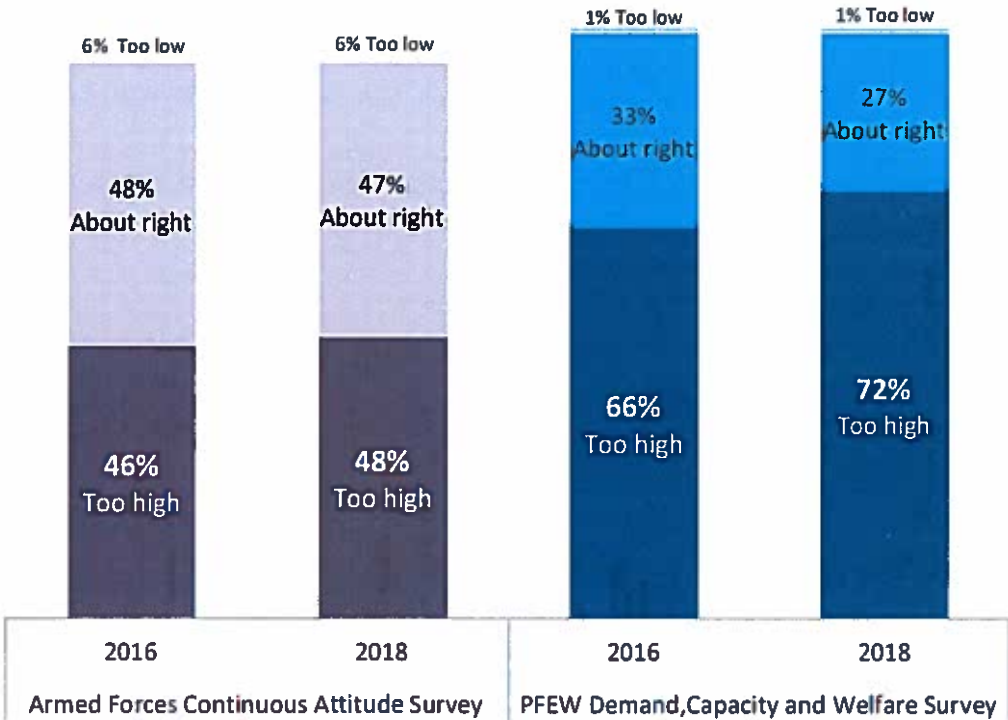
¹⁰ Office of National Statistics (2018a).

unreasonable to suppose that individual teams/units are removing minimum staffing thresholds as a way to manage the increasing challenge of meeting them.

89.8% of respondents indicated that they generally don't have enough officers to manage the demands faced by their team or unit, whilst 83.2% felt that they did not have enough officers to do their job properly. This can be compared to the 2016 Demand, Capacity and Welfare Survey, where the vast majority of respondents felt that they did not have enough officers to manage the demands faced by their team or unit (84.5%), nor to do their job properly (78.1%).

There is still a widespread perception of high demand among survey respondents; evidenced by 72.4% of officers reporting that their workload was *too high*; over six percentage points higher than that reported in the 2016 (65.9%). By way of comparison, the graph below shows that the proportion of UK Armed Forces personnel reporting their workload as *too high* is much smaller across both 2016 and 2018 (46% and 48% respectively).¹¹

How would you rate your workload over the last 12 months?



¹¹ Armed Forces Continuous Attitudinal Survey (2018).

Additional contrasts can be made with the results from the Workplace Wellbeing Index (2017/18) created by mental health charity, Mind.¹² They found, amongst a sample of over 43,000 employees from 74 organisations, that only 21% of respondents felt that their workload was *unmanageable*. Although these measures are not directly comparable, it could be argued that Workplace Wellbeing Index measurement could be broadly analogous to those respondents that rated their workload as *much too high* (23.2%) in the Demand, Capacity and Welfare Survey.

Four questions concerning job demands drawn from the UK Health and Safety Executive's Management Standards Indicator Tool (MSIT),¹³ the results of which consistently demonstrated similar perceptions of increasing demands since 2016:

- 37.8% of respondents felt they *often* or *always* had unachievable deadlines; a larger proportion than was reported in 2016 (when it was 29.3%).
- 53.6% had to *often* or *always* neglect tasks because of having too much to do; a larger proportion than was reported in 2016 (43.4%).
- 29.2% were *often* or *always* pressured to work long hours; a larger proportion than was reported in 2016 (26.3%).
- 40.1% *often* or *always* had unrealistic time pressures; also a larger proportion than was reported in 2016 (34.9%).

Five items were developed for the 2016 Demand, Capacity and Welfare Survey to assess aspects of job demands concerned with amount and pace of work. As such, they provided a baseline against which to measure this year's results (please note, due to the way that the results are presented, higher percentages are more concerning).

% of respondents that <i>disagree</i> with the below statements	2016	2018
I am able to meet all the conflicting demands on my time at work	67.3%	74.0%
We have time to engage in proactive policing in my team/unit	70.4%	74.2%
I have enough time to do my job to a standard that I can be proud of	58.2%	64.9%
We often work in crisis mode trying to do too much too quickly	18.2%	17.1%
Whenever the pressure builds up we are expected to work faster, even if it means taking shortcuts	20.5%	20.0%

Exposure to hazards

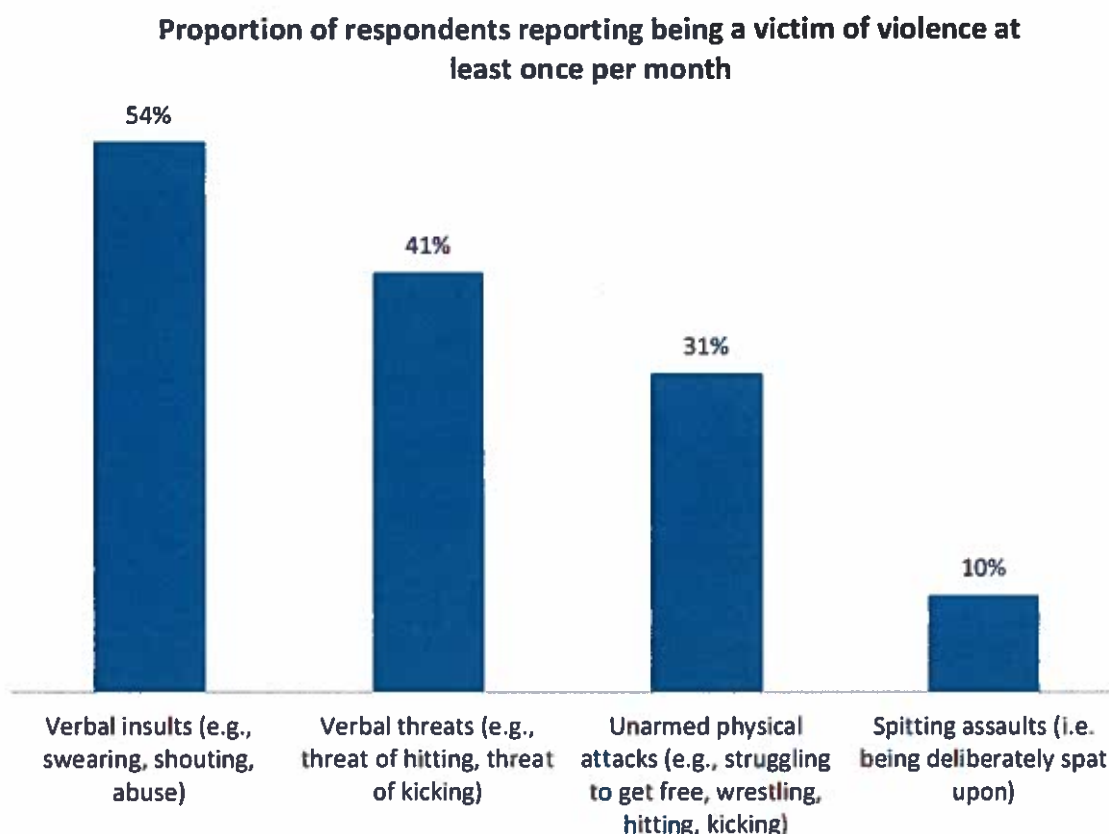
Violence towards officers is common place; with 9,460 (66.6%) respondents reporting having been the recipient of an unarmed physical attack in the last 12 months (e.g.

¹² Mind (2018).

¹³ Health and Safety Executive. (n.d).

struggling to get free, wrestling, hitting, kicking), whilst 4,440 (31.3%) respondents reported that this happened at least once a month.

A new item was added to the 2018 version of the Demand, Capacity and Welfare Survey relating to spitting assaults (i.e. being deliberately spat upon). 6,556 (45.9%) respondents reported having been the recipient of a spitting assault in the previous 12 months, whilst 1,359 (9.5%) indicated that this happened once a month or more.



4,284 respondents (30.0%) reported having been attacked with a weapon (e.g. stick, bottle, axe, firearm) at least once in the last year, with 502 respondents (3.5%) reporting that this happened on a monthly basis.

21.9% of respondents suffered *one or more* injuries requiring medical attention as a consequence of work-related violence in the preceding 12-month period, a similar proportion to the 2016 results (20.2%).

14.9% of respondents reported suffering from *one or more* injuries requiring medical attention as a consequence of work-related accidents in the preceding 12-month period a smaller proportional than in 2016 (28.7%).

Exposure to potentially traumatic incidents was assessed via a bespoke scale developed for the 2018 Demand, Capacity and Welfare Survey. The scale consists of 20 incidents that could be considered extremely stressful, upsetting, or dangerous.¹⁴

Results showed that almost all officers (99.6%) reported experiencing *one or more* of these types of incidents in the line of duty at some point during their service, and 61.7% indicated that they had experienced *at least one* of these types of incidents within the last 12 months.

In addition, 29.9% of respondents indicated that they had sought help for mental health and wellbeing difficulties associated with, or due to, a potentially traumatic incident that they experienced in the line of duty; 49.5% of whom had sought this help in the last 12 months.

In essence, this means that 14.8% of all respondents to the survey had, in the previous 12 months, sought help for mental health and wellbeing difficulties associated with, or due to, a potentially traumatic incident that they experienced in the line of duty.

Moreover, respondents were asked to indicate *how many times* they had experienced each type of incident presented in the scale. The most frequently experienced of these incidents were 'Attended to the victim(s) of a serious physical assault,' (97.0%) followed by 'Seeing the body of a person who has died a violent or unnatural death, including accident, suicide or homicide' (95.9%). For the full list of incidents and their corresponding results, please see the table below.

Proportion of respondents reporting that they have experienced the following incidents in the line of duty <i>at least once</i> during their service	
Attended to the victim(s) of a serious physical assault	97.0%
Seen the body of a person who has died a violent or unnatural death, including accident, suicide or homicide	95.9%
Attended to the victim(s) of serious sexual assault	92.8%
Attended to the victim(s) of a serious road traffic accident	84.8%
Witnessed a serious physical assault	76.5%
Witnessed a violent or unnatural death, including accident, suicide or homicide	66.0%
Witnessed a serious road traffic accident	60.3%
Been the subject of a serious physical assault	50.0%

¹⁴ Please note, individuals that had provided conflicting answers to the trauma related questions were excluded from all trauma analysis (n = 183). For example, respondents that indicated experiencing at least one of incidents listed in the scale, but also indicated in later questions that they had never experienced any of the incidents listed in the scale.

Proportion of respondents reporting that they have experienced the following incidents in the line of duty <i>at least once</i> during their service	
Had to discharge a Taser to protect yourself, a member of the public, or your colleagues (Authorised Taser Officers only) ¹⁵	44.3%
Witnessed or attended the scene of a natural disaster during or after the event (e.g. flooding or storms)	42.9%
Been involved in a serious road traffic accident	39.0%
Witnessed or attended the scene of an incident that resulted in multiple fatalities after the threat has ended	35.3%
Had to view large volumes of child sexual abuse imagery	32.6%
Been present at an incident that resulted in multiple fatalities	30.5%
Witnessed or attended the scene of a serious act of terrorism after the threat has ended	21.9%
Been exposed to a toxic substance	21.2%
Been present during a serious act of terrorism	9.0%
Witnessed a serious sexual assault	8.3%
Had to discharge a Firearm to protect yourself, a member of the public, or your colleagues (Authorised Firearms Officers only) ¹⁶	6.1%
Been the subject of a serious sexual assault	3.0%

Health, sickness and absence behaviours

76.5% of respondents reported their overall physical health to be *good or very good*, a larger proportion than in the 2016 survey (64.7%).

The survey asked respondents to indicate the total number of days of sick leave taken in the preceding 12-month period. Just over half of respondents reported *one or more* days of sickness absence (55.9%); a slightly smaller proportion than reported in the 2016 survey (57.8%).

In addition, 31.9% of respondents indicated that at least one day of their sickness absence was attributable to stress, depression, or anxiety. This can be compared to 29.1%, in the 2016 Demand, Capacity and Welfare Survey.

Though not directly comparable, the upward trend in this figure is fairly consistent with Labour Force Survey data which indicated that the proportion of lost working days due to stress, depression, or anxiety has been slowly rising over the last few years. Their current estimations indicate that between 2017 and 2018, approximately 57.3% of lost working days

¹⁵ Any respondent who did not previously indicate that they were an Authorised Taser Officer were also removed from the analysis of this item.

¹⁶ Any respondent who did not previously indicate that they were an Authorised Firearms Officer were also removed from the analysis of this item.

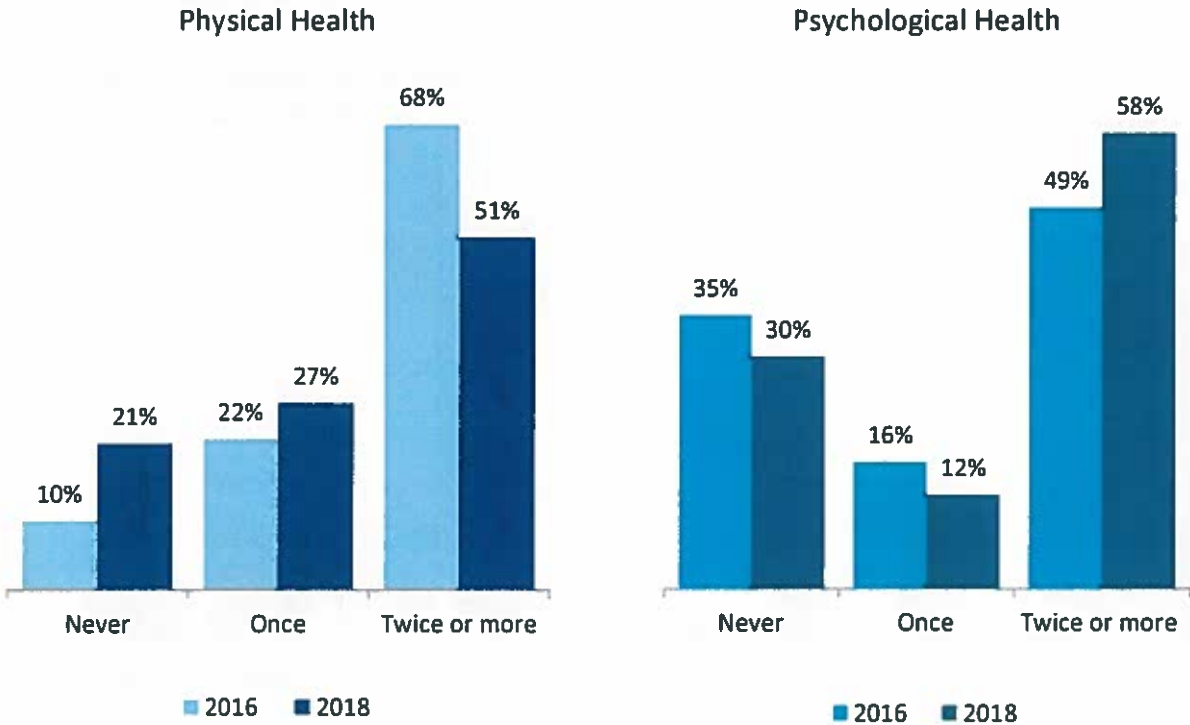
were due to work-related stress, depression, or anxiety; over 12 percentage points higher than between 2015-16 (45.0%).

However, it should be noted that officers who were on long-term sick leave at the time of survey administration are unlikely to have responded. As such, the level of sickness absence reported here might offer an under-representation.

Presenteeism is the act of attending for work while ill, and has been shown to be associated with subsequent health decline (particularly in relation to burnout),¹⁷ negative job attitudes, withdrawal from work,¹⁸ and can lead to elevated absenteeism.¹⁹

As in the 2016 Demand, Capacity and Welfare Survey, presenteeism associated with both physical and mental health was measured. 78.7% of respondents reported *one or more* episodes of presenteeism associated with their physical health, and 70.3% of respondents reported *one or more* episodes of presenteeism associated with their psychological health within the previous 12-month period.

Proportion of respondents indicating whether, over the last 12 months, they had ever gone to work despite feeling that they really should have taken sick leave due to their:



¹⁷ Demerouti, Le Blanc, Bakker, Schaufeli & Hox (2009).
¹⁸ Lu, Lin & Cooper (2013).
¹⁹ Gustafsson & Marklund (2011).

Leaveism is a recently coined term to describe hidden sickness absence and work undertaken during rest periods and encompasses the following three types of behaviour:²⁰

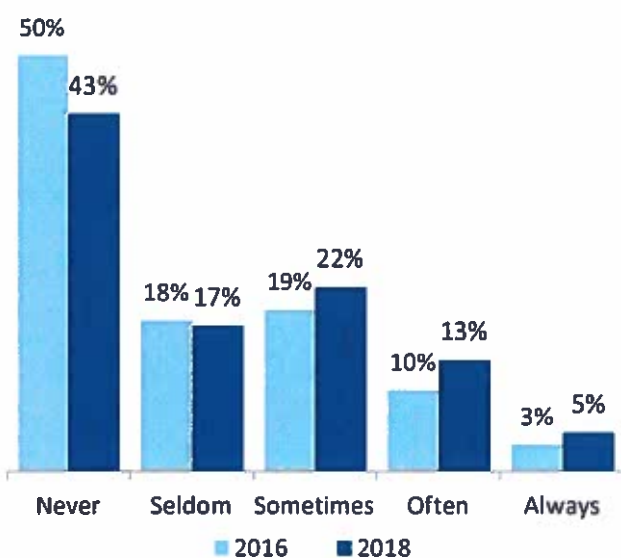
1. Utilising allocated time off such as annual leave entitlements, banked flexi hours, re-rostered rest days and so on, to take time off when they are in fact unwell;
2. Taking work home that cannot be completed in normal hours, and;
3. Working while on leave or holiday to catch up.

Over a third of respondents (39.8%) have used annual leave or rest days to take time off due to the state of their physical health, and just over two fifths (42.3%) have used annual leave or rest days to take time off due to psychological health. This can be compared with the 2016 results where 58.8% of respondents reported having used annual leave or rest days to take time off due to the state of their physical health, and 41.8% having used annual leave or rest days to take time off due to psychological health.

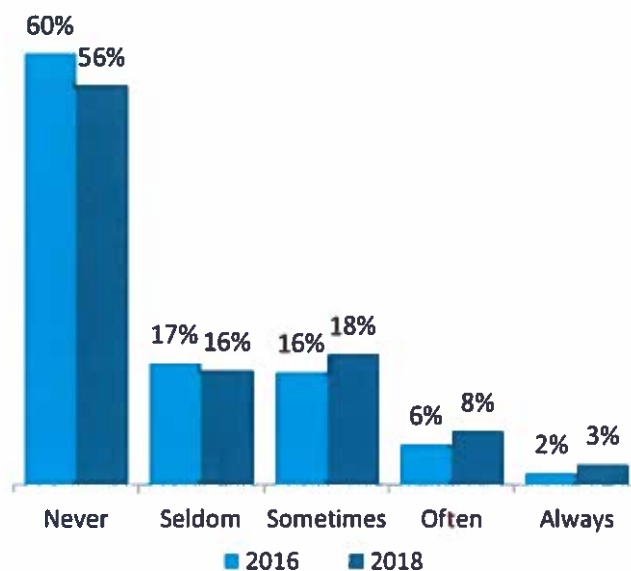
In addition, 57.3% of the respondents reported that they have taken work home that cannot be completed in normal working hours and 44.3% have worked while on annual leave in order to catch up with work.

Proportion of respondents indicating how frequently, over the last 12 months, they had:

Taken work home with them that could not be completed in their normal working hours...



Worked whilst on annual leave in order to catch up with their work...



²⁰ Hesketh & Cooper (2014).

In regards to fatigue, the majority of respondents indicated that, in the previous 12 months, they had found it difficult to carry out certain duties and tasks at work because they have been too fatigued (64.4%), and reported that fatigue had interfered with their family or social life (75.1%); over two and four percentage points lower than the 2016 Demand Capacity and Welfare Survey respectively (66.7%; 79.3%).

Due to increasing concern regarding officer fatigue, this year's Demand, Capacity and Welfare Survey also asked respondents whether they felt the current levels of fatigue amongst officers posed a significant risk to officer safety, how satisfied they were with their current sleep pattern, how much sleep respondents got (on average) before their shifts, and how much sleep they personally need to wake up feeling rested.

57.9% of respondents were *dissatisfied* with their current sleep pattern, and 67.8% of respondents agreed with the statement '*Current levels of fatigue amongst my colleagues pose a significant risk to officer safety.*'

63.9% of officers indicated that to wake up feeling refreshed and alert, they need *eight or more hours of sleep*. However, only 5.9% reported receiving *eight hours or more sleep* before their shifts in the previous month (on average); and over a third indicated that on average, they got *less than six hours sleep* before their shifts over the previous month (36.1%).

Perhaps unsurprisingly then, more than nine out of ten respondents indicated that, over the previous month, on average, they got less sleep before their shifts than they need per night to wake up feeling refreshed and alert (91.6%).

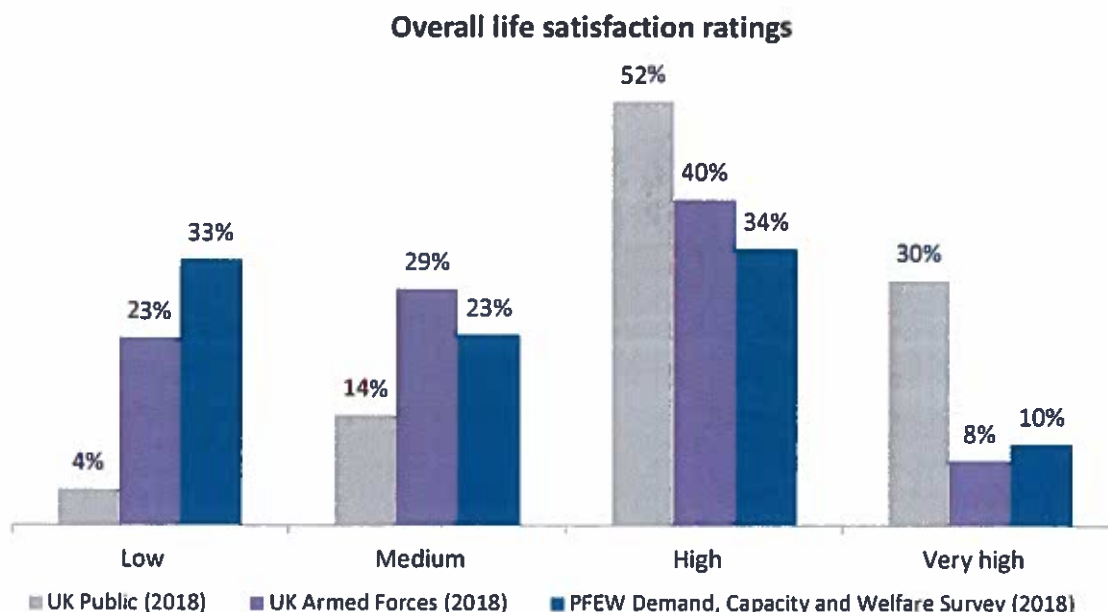
Mental health and wellbeing

A broad overview of overall life satisfaction was established by asking respondents to indicate how satisfied they are with their life on a scale from 0 to 10 (Where 0 is '*not at all satisfied*' and 10 is '*completely satisfied*'). The average (mean) rating was 5.6 out of 10, with 10% of respondents reporting a *very high satisfaction rating of 9 or 10*. This item can also be compared to the Armed Forces Continuous Attitude Survey from 2018 where the average (mean) rating was 6.0, but only 8% of respondents reporting a very high satisfaction rating of 9 or 10.²¹

This measure is also one of four key questions that are included in the UK's Office of National Statistics Annual Population Survey (ONS APS), which asks approximately 150,000 people across the UK about their wellbeing. The most recent ONS findings (March 2018),

²¹ Armed Forces Continuous Attitude Survey (2018).

reported an average (mean) rating for this item as 7.7 out of 10, with 30% of people aged 16 and over reporting a *very high* satisfaction rating of 9 or 10.²²



The mental wellbeing of police officers was measured using the Short Warwick-Edinburgh Mental Wellbeing Scale.²³ This scale asks individuals to rate their experience during the last two weeks for seven positively framed items. The graph on the next page shows the proportion of respondents indicating they experienced each aspect of wellbeing ‘rarely’ or ‘none of the time’ within the previous two weeks, compared with the results from the 2016 iteration of the Demand, Capacity and Welfare Survey, and the 2016 Health Survey for England.²⁴

Using the participants’ responses to the SWEMWBS items, it is also possible to calculate a metric score that indicates participants’ overall wellbeing. The higher the score is, the better their overall wellbeing is thought to be. The 2018 Demand, Capacity and Welfare Survey indicates that the mean metric score was 20.2, and although this a slightly higher score than in the 2016 Demand, Capacity and Welfare Survey (19.2), it is still lower than the scores within the general population in 2016 (25.2),²⁵ indicating poorer mental wellbeing than the general population.

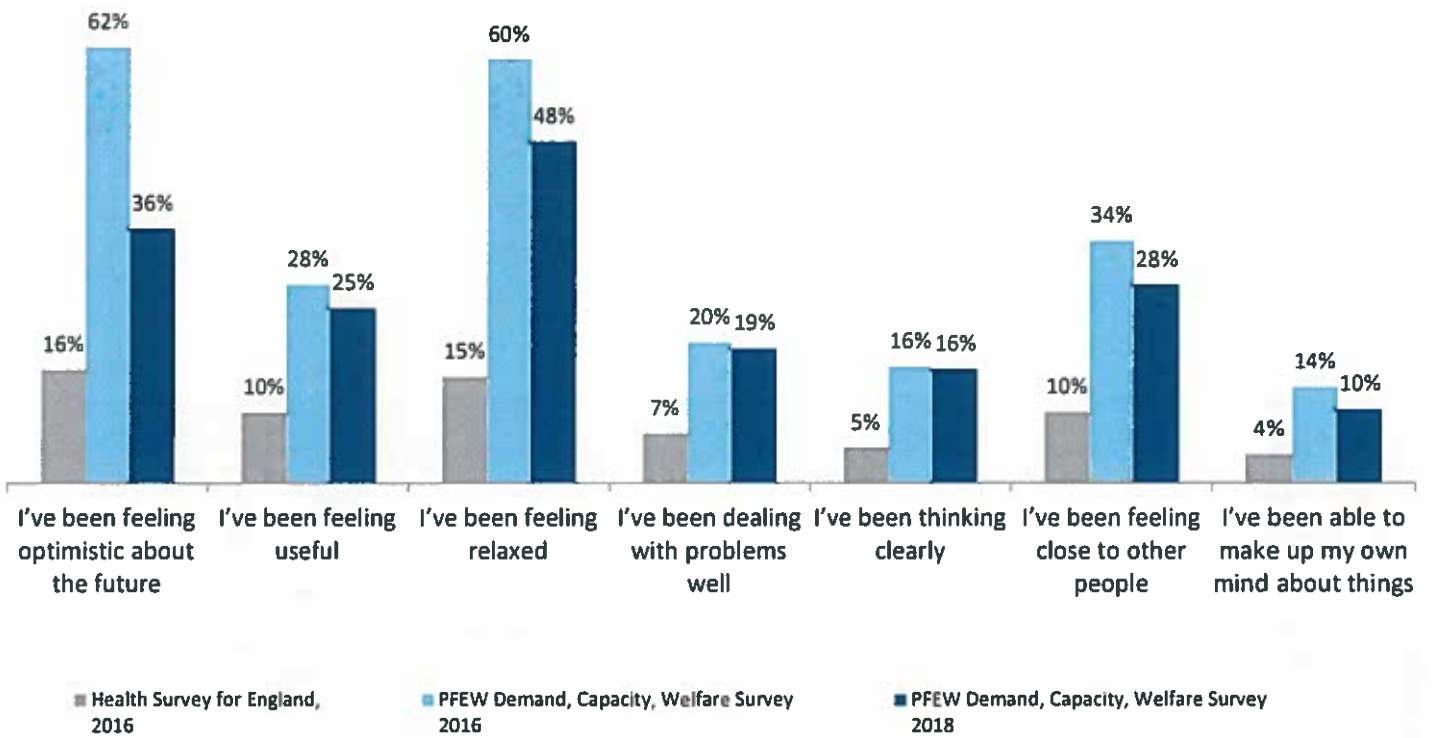
²² Office of National Statistics (2018b).

²³ Stewart-Brown et al (2009).

²⁴ NatCen Social Research, University College London, Department of Epidemiology and Public Health (2018).

²⁵ Office of National Statistics (2018a)

Mental Wellbeing: The Short Warwick-Edinburgh Mental Wellbeing Scale:
 Proportion of respondents who answered 'rarely' or 'none of the time'



A top-level broad overview of mental health was established by using a single item that asked participants to indicate whether they had experienced feelings of stress, low mood, anxiety, or other difficulties with their mental health and wellbeing over the previous 12 months. 79.3% of respondents acknowledged having experienced these feelings, with the vast majority (94.2%) of these respondents indicating that their psychological difficulties had been caused or made worse by work.

This can be compared to the 2016 Demand, Capacity and Welfare Survey where 79.6% of respondents reported experiencing feelings of stress, low mood, anxiety, or other difficulties with their mental health and wellbeing over the previous 12 months, and nine out of ten of these respondents indicating that their psychological difficulties had been caused or made worse by work (91.7%).

Interestingly, when looking at data from the wider population, a much lower proportion indicate their work as a core reason for experiencing poor mental health and wellbeing. For example, the Workplace Wellbeing Index (2016/17) created by mental health charity, Mind, found that 26% of respondents who indicated that they were experiencing poor or very poor mental health and wellbeing said that this was due to problems at work.²⁶

When asked to indicate why their psychological difficulties had been caused or made worse by work the most frequently reported reason was that their *workload was too high* (18.2%), followed by having a *poor work/life balance* (14.7%). This is similar to previous findings from the Health and Safety Executive and Mind on work-related causes of stress which also indicated that workloads were the most frequent cause of work-related stress.^{27, 28} The table below shows the ten most cited reasons from the list provided.

Top ten reasons why the respondents psychological difficulties had been <i>caused or made worse</i> by work	Proportion of total citations
My workload was too high	18.2%
I had a poor work/life balance	14.7%
I was working shifts	10.8%
Uncertainty regarding my future role or career	9.8%
There was too much change in our team/unit	8.6%
I couldn't take leave when I wanted/needed to	8.2%
For reasons other than those listed	7.0%
Attending traumatic and/or distressing incidents	6.3%
I had a poor relationship with my line manager	5.4%
My rest days kept being cancelled	4.8%

The survey also assessed work-place stress with the question: '*In general, how do you find your job?*' 43.9% of respondents reported a non-diagnostic²⁹ case of work-related stress (on the basis that they viewed their job as *very* or *extremely stressful*). This is a larger proportion than reported in the results from the 2016 Demand, Capacity and Welfare Survey (38.6%); and is over twice that found in the general population by the Health and Safety Executive's (HSE) 2010 Psychosocial Working Conditions Survey (15.0%),³⁰ and a more recent study from the Scottish Health Survey in 2017 (16%).³¹

²⁶ Mind (2017).

²⁷ Health and Safety Executive (2018).

²⁸ Mind (2017).

²⁹ Please note; these questions are not clinical tools and thus cannot be used to diagnose psychological conditions.

³⁰ Health and Safety Executive (2012).

³¹ Scottish Health Survey (2018).

However, criticism is sometimes directed at this single-item measure, as it cannot identify individuals whose work-related stress may merely be a consequence of acute stress in their personal lives. To mitigate this influence, the Demand, Capacity and Welfare Survey also asked respondents about their experience of stress outside of work; with only 11.4% presenting with a case of non-work related stress. Similarly to the results from the 2016 Demand, Capacity and Welfare Survey, after removing these individuals from the analysis, the prevalence of respondents reporting a case of work-related stress fell by less than two percentage points to 42.3%.

Finally, respondents were asked if they had ever sought help for feelings of stress, low mood, anxiety or any other difficulties with their mental health and wellbeing. 43.2% of respondents indicated that they had sought help for mental health and wellbeing difficulties at some point in their life, with over half having sought help within the last year (53.0%).

In essence, this means that 23.0% of all respondents had sought help for feelings of stress, low mood, anxiety or any other difficulties with their mental health and wellbeing within the last 12 months, an increase of over three percentage points from 2016 (19.3%).

Managerial mental health and wellbeing support

Respondents who had reported seeking professional help regarding their mental health and wellbeing were presented with additional questions concerning disclosure and support. 70.1% of respondents who had sought professional help had informed their line manager, a larger proportion than in the 2016 Demand, Capacity and Welfare Survey (63.4%).

Whilst 34.4% of respondents reported that they were *poorly* or *very poorly* supported by the police service, this is more than seven percentage points lower than in the 2016 survey (41.7%), indicating an improvement over time on this measure. Six additional items about participants' experiences of disclosure were asked. The table below describes the findings, all of which show larger proportions of respondents reporting positive experiences than in 2016.

Proportion of respondents that <i>agree</i> with the statements below:	2016	2018
I was treated with dignity and respect	61.2%	66.6%
Our discussion was treated with confidentiality	67.6%	70.7%
I was treated differently (negatively) after I discussed my mental health and wellbeing with my line manager	21.0%	18.8%
I was treated with empathy	53.6%	58.8%
I was given enough support	43.2%	47.8%
I was given the right support	39.1%	43.7%

Of those respondents who indicated that they had decided **not to disclose** seeking help for mental health and wellbeing difficulties to their line manager, the most frequently cited reason for non-disclosure was that *it is a personal matter* (20.0%), followed by *not wanting to be treated differently (in a negative way)* (12.7%).

A screening question was applied to identify respondents with line management responsibility. These respondents were presented with a set of questions concerning training received to support those with mental health and wellbeing difficulties, and their confidence in supporting such individuals.

Although only 21.8% could remember being given any training, the vast majority (87.7%) felt *somewhat or very confident* in their ability to support someone they line managed if they disclosed that they were experiencing problems with their mental health and wellbeing.

These results echo those from the 2016 survey where only 20.9% could remember being given training, but 86.9% felt somewhat or very confident in their ability to support someone they line managed if they disclosed having difficulties with their mental health or wellbeing.

This can be compared to respondents to Mind's Workplace Wellbeing Index (2017/18) where, similarly, the majority of line managers (71%) reported that they would feel comfortable supporting a colleague experiencing poor mental health at work. Unlike the results from this survey however, in the 2016/17 iteration of Mind's survey, it was found that over half of the organisations in the sample had provided training for their line managers to spot signs of poor mental health in their team members.

Organisational mental health and wellbeing support

A range of questions were asked to all participants in relation to attitudes towards mental health and wellbeing within the police service.

45.1% of respondents indicated that they thought the police service encourages staff to talk openly about mental health and wellbeing, a much higher proportion than found in the 2016 survey (22.0%). Although not directly comparable, it is broadly similar to the response Mind's Workplace Wellbeing Index (2017/18) where 44% said that the culture in their organisation makes it possible to speak openly about mental health.³²

³² Mind (2018).

38.6% of respondents indicated that they would feel confident disclosing any difficulties with mental health and wellbeing to their line managers, over ten percentage points higher than in the 2016 Demand, Capacity and Welfare Survey (27.8%).

In relation to support services, 66.5% of respondents indicated that they were aware of mental health and wellbeing support services offered by their force, over six percentage points higher than in the 2016 Demand, Capacity and Welfare Survey 60.0%.

Participants were also asked if they had heard about a number of third party and charitable wellbeing support programmes before. The most recognised of these was the Blue Light Project by Mind with 55.3% of officers indicating that they had previously heard of this support program, followed by Police Mutual's Wellbeing Zone (21.5%), and the Welfare Support Program provided by PFEW and the Police Firearms Officers Association (21.4%).

Organisational change

Due to the evidence linking change management with worker health outcomes,³³ respondents were asked a series of questions on how well change is managed within the police service.

The graphs below and on the next page show results for change management compared to those achieved by the 2018 Armed Forces Continuous Attitude Survey.³⁴

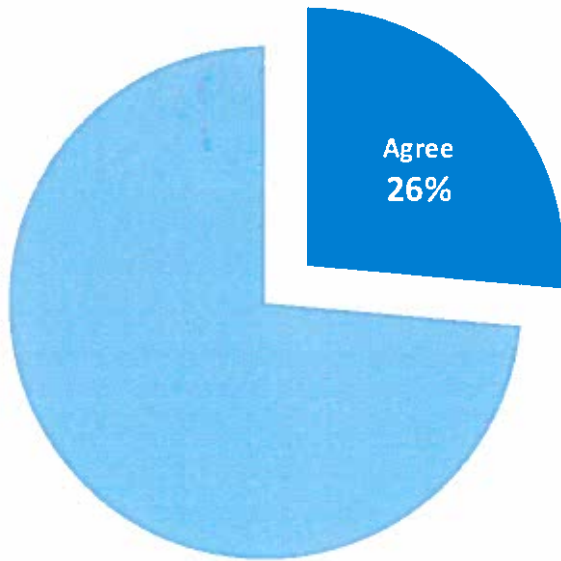
This highlights a consistently higher level of disagreement for federated police officers than seen in the Armed Forces Continuous Attitude Survey; with the majority of respondents to the PFEW Demand, Capacity and Welfare Survey consistently disagreeing that change was managed well, no matter the organisational level.

³³ Bordia, Hobman, Jones, Gallois & Callan (2004).

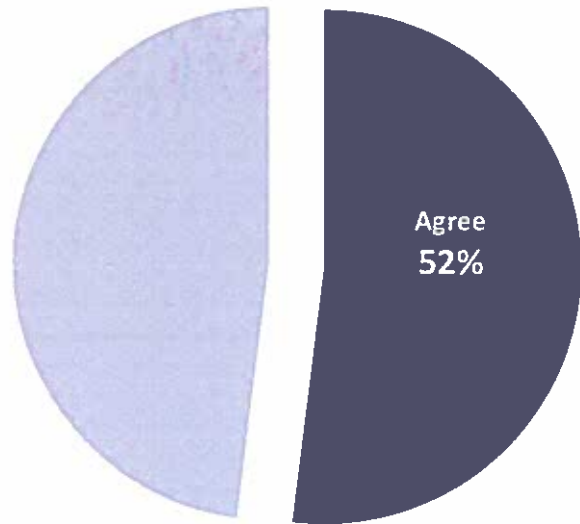
³⁴ Armed Forces Continuous Attitude Survey (2018).

Change is managed well in my immediate working team

**Demand, Capacity and Welfare Survey
2018**

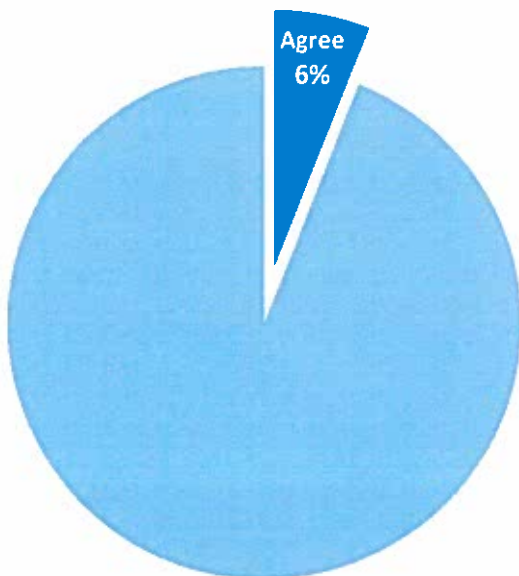


**Armed Forces Continuous Attitude Survey
2018**



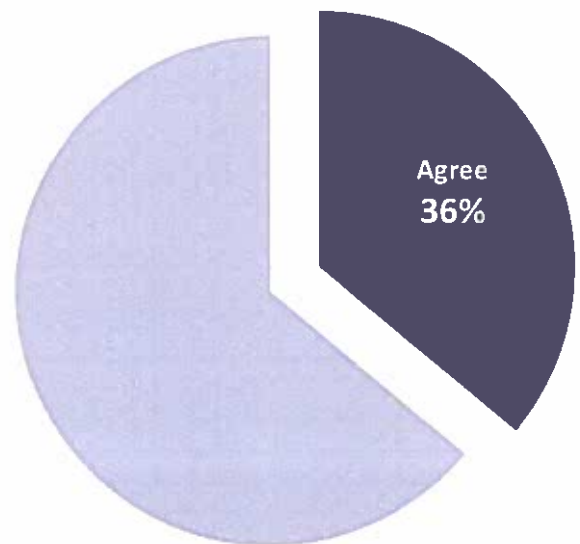
Change is managed well in my Force

**Demand, Capacity and Welfare Survey
2018**



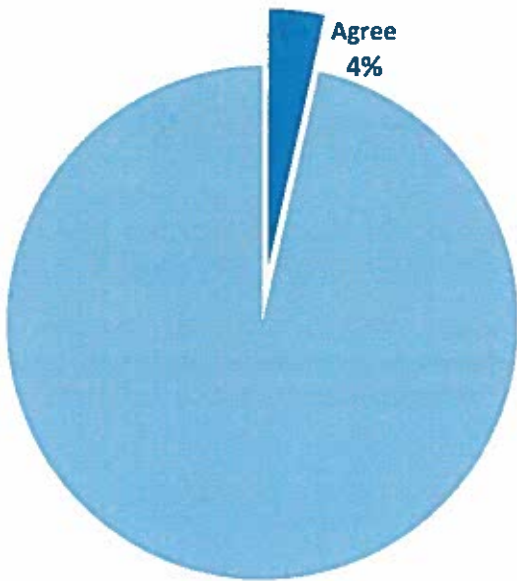
**Change is managed well in my
Unit/Establishment**

**Armed Forces Continuous Attitude Survey
2018**

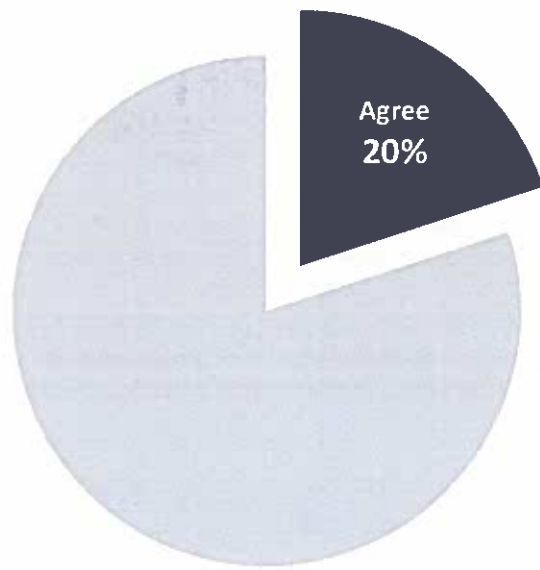


Change is managed well in the Service

Demand, Capacity and Welfare Survey
2018



Armed Forces Continuous Attitude Survey
2018



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Annex B – FOI – Recruits

Recruitment and Entry Routes Freedom of Information Request Summary

Introduction

Background

A Freedom of Information (FOI) request was sent to all of the 43 Home Office forces on 13th November 2019. The request asked for information regarding forces' recruitment plans for the 12-month period following the announcement of the 20,000 uplift in officer numbers in August 2019. It also asked about how many new constables had been recruited in the previous 12 months. Specifically we asked for information on:

- 1) The number of new constables (i.e. not officers who had transferred from another force) that forces planned to recruit in the 12 months following the announcement of the 20,000 uplift in officer numbers in August 2019 (August 2019 – August 2020).
- 2) The number of new constables (i.e. not officers who had transferred from another force) that had entered probation/initial training in the 12 months preceding the FOI request (November 2018 – November 2019).
- 3) How many of the new constables who had joined the force in the preceding 12 months had joined via the Police Constable Degree Apprenticeship Scheme (PCDA), via the Degree Holders' Entry Programme (DHEP), via Police Now and via the Initial Police Learning and Development Programme (IPLDP). We also asked forces to provide the median starting salary for each of these entry routes.

In total 34 partial or full responses were received from forces by the 7th January 2019. 28 forces provided a response within the current statutory guidelines of 20 working days. As of 7th January 2020, 9 forces still had not provided a response to the FOI request.

Comment on data quality

In general, the data returned within this FOI exercise was much clearer than the information received in previous FOI requests made by PFEW. However there are still limitations in terms of the quality of the data:

- Not all of the 34 forces who responded to the FOI request were able to provide recruitment targets for the 12-month period between August 2019 and August 2020. Three forces provided partial data to either March or June 2020, and one said that the force was finalising figures for the next year. However for the most part, forces were able

to provide data on the number of new constables they intended to recruit in the 12 months to August 2020.

- Some forces have their own entry and development schemes, in addition to or instead of the nationally recognised schemes. These entry schemes have generally been excluded from the data reported below on entry routes in Question Three for simplicity and to enable a clearer comparison to be made. However in some instances it is not clear which initial learning curriculum force-specific schemes follow, which may impact on the validity of data reported below.
- One force (City of London) said that despite having 11 new constables join the force in 2018-2019, none of these new constables had joined via any of the entry routes we requested information about (Police Constable Degree Apprenticeship; Degree Holder Entry Programme; Police Now or Initial Police Learning and Development Programme). It is not clear what, if any, initial training these new constables completed.
- We asked forces to provide median values¹ in relation to starting salaries in Question Three, in recognition that there may be more than one starting salary attached to a particular entry scheme. Some forces did provide median salaries as requested, or provided the necessary data for the researcher to calculate the median (i.e. the number of each constables joining on each starting salary). However some forces referenced pay points, without providing a median value and without the necessary data for this to be calculated by the researcher.

¹ A median value is a way of presenting the average value for a data sample which reflects the middle value within the data (i.e. the value separating the higher half from the lower half of a range of values).

Summary of findings

Question One: How many new Constables (i.e. not transfers from another force) did the force plan to recruit in the 12 months following the 20,000 uplift announcement? (i.e. August 2019 to August 2020)?

All forces who responded to the FOI request said that they had plans to recruit new Constables in the first twelve months following the 20,000 officer uplift announcement in August 2019. In total, across the 34 forces who provided an FOI response there were plans to recruit approximately 10,619 new constables in the year between August 2019 and August 2020.

For comparison, in their answer to Question 2 below, the 34 forces who responded to the FOI request said that 8,372 new constables had entered their probation/initial training in the year to November 2019²; whilst Home Office data indicates that 6,326 new constables joined these 34 forces in the 2018/19 financial year³.

As would be expected given that there are difference in the size of the 43 Home Office forces, the number of intended recruits varied considerably across forces; ranging from 3,689 new constables in the Metropolitan Police Service to 50 new constables in Dorset.

How many new Constables is the force planning to recruit between August 2019 to August 2020	
Avon & Somerset	280
Bedfordshire	153
Cambridgeshire	112*
Cheshire	90
City of London	60
Cleveland	The Force is still finalising numbers up until August
Cumbria	130
Derbyshire	120
Devon & Cornwall	246
Dorset	50

² Whilst time periods of the sets of data are slightly different (August 2019 – August 2020 vs November 2018 to November 2019) vetting and screening processes create a lag between recruitment and entering initial training, therefore it is possible to draw some comparisons.

³ Data on number of new constables listed as “Police Standard Direct Recruit” or “Previously Special Constable” in financial year ending 31st March 2019 in the Home Office Police Workforce Joiners Open Data Tables available at: <https://www.gov.uk/government/statistics/police-workforce-open-data-tables> [accessed 7th January 2020].

Durham	120
Dyfed-Powys	86
Essex	513
Gwent	110
Hampshire	225**
Hertfordshire	142*
Humberside	170-180****
Kent	608
Lancashire	178
Leicestershire	284
Lincolnshire	60
Merseyside	590
Metropolitan Police	3,689
Norfolk	127
North Wales	62
Northamptonshire	159
Northumbria	251
South Wales	308
South Yorkshire	268
Staffordshire	198
Suffolk	144
Thames Valley	247***
West Midlands	716
Wiltshire	118

* To March 2020

** To June 2020

*** Full expected recruitment from 11/11/19 and 31/10/20 approximately 318

**** median value of 175 used to compute total new recruits cited in the text

Question Two: How many new Constables did the force try to recruit in the twelve months to November 2019 and how many new Constables actually entered probation (initial training) during in the twelve months to November 2019?

Across the 34 forces who responded to the FOI request, 8,372 new constables entered their probation/initial training in the 12-month period to November 2019. More than a third of these new constables were from the Metropolitan Police Service. 17 of the forces who responded to the request appear to have met or exceeded their own recruitment targets and 11 forces were within 10% of their recruitment target for the period.

This could suggest that most forces were successful in meeting their recruitment targets in the last 12 months. However it may also be that forces did not have a fixed number of vacancies during the last year and the figures given for the number of constables a force tried to recruit were given to match the number of joiners during the same period.

	How many new Constables did the force try to recruit in the twelve months to November 2019?	How many new Constables actually entered probation during in the twelve months to November 2019?	Proportion of recruitment target met
Avon & Somerset	230	229	100%
Bedfordshire	163	153	94%
Cambridgeshire	217	212	98%
Cheshire	167	150	90%
City of London	26	11	42%
Cleveland	128	128	100%
Cumbria	Information not available	109	Information not available
Derbyshire	180	173	96%
Devon & Cornwall	132	128	97%
Dorset	46	46	100%
Durham	60	60	100%
Dyfed-Powys	44	44	100%
Essex	359	359	100%
Gwent	71	45 (December intake of 26 cancelled)	63%
Hampshire	128	126	98%
Hertfordshire	196	196	100%
Humberside	142	142	100%
Kent	519	488	94%
Lancashire	119	119	100%
Leicestershire	183	183	100%
Lincolnshire	The force did not have a set number of vacancies	18	Not Known
Merseyside	250	250	100%
Metropolitan Police	2854	3241	114%
Norfolk	126	123	98%
North Wales	72 (plus 4-10 Direct Entry detectives)	89	123% (excluding DE recruitment)
Northamptonshire	84	90	107%
Northumbria	149	149	100%
South Wales	150	150	100%
South Yorkshire	232	228	98%
Staffordshire	124	106	85%
Suffolk	89	93	104%
Thames Valley	411	403	98%
West Midlands	315	256	81%
Wiltshire	80	75	94%

Question Three: What was the entry route and median starting salary for new constables who entered probation (initial training) during in the twelve months to November 2019?

Initial Police Learning and Development Programme

30 out of the 34 forces who responded to the FOI request said that their force had constables who entered their probation/initial training via the Initial Police Learning and Development scheme in the 12-month period to 2019. For the majority of responding forces this remained the most common entry route, with 14 forces saying that this was the only entry route through which constables joined in the 12-month period to November 2019.

There is however evidence that some forces are phasing out IPDLP, as would be expected under the Police Education and Qualification Framework. In Gwent, Dyfed-Powys and South Wales no new constable joined via the IPLDP scheme in the year to November 2019. In addition, only 16% of new constables in Staffordshire and 13% of new constables in Northumbria between November 2018 and November 2019 joined via the IPLDP scheme.

The starting salaries force gave for constables joining via the IPDLP scheme generally corresponded to Pay Point 0 or Pay Point 1 of the Constables' pay scale. This is what would be expected given that these starting salaries are more clearly set out in Police Regulations compared to the starting salaries for PDCA and DHEP.

Perhaps most notable, where forces were able to provide a median starting salary within their response (or where they provided the researcher with the data necessary for the median salary to be computed), is how high median starting salaries actually were. For 21 of the 30 forces who said that they had new constables who join via the IPLDP scheme in 2018-2019, the median starting salary appeared to be much closer to Pay Point 1 (£24,117 as of 1st September 2019) than to Pay Point 0 (£20,880).

It is not clear the reasons for this. It may be that forces provided the top starting salary for a new constable in their response for simplicity, and so the figure that was provided does not in fact reflect the median value. However it is also possible that the starting salary figures provided by forces were indeed an accurate median value. In which case in the last year it appears that forces are choosing to offer a starting salary of above Pay Point 0 to a substantial proportion of new constables.

	Proportion of new constables in 12-month period to November 2019 joining via IPLDP	Median starting salary
Avon & Somerset	52%	£23,586
Bedfordshire	100%	£24,177
Cambridgeshire	88%	£24,177
Cheshire	81%	£24,177
Cleveland	100%	£23,500
Cumbria	100%	£20,337 - £20,880
Derbyshire	84%	£24,174
Devon & Cornwall	67%	£20,880 or £24,117
Dorset	65%	£20,880 or £24,117
Durham	100%	£24,177
Dyfed-Powys	0%	-
Essex	97%	£23,082
Gwent	0%	-
Hampshire	100%	£24,177
Hertfordshire	94%	£24,177
Humberside	100%	£20,880 or £24,177
Kent	Not stated*	Not stated*
Lancashire	100%	£24,177
Leicestershire	87%	Not specified
Lincolnshire	100%	£23,586
Merseyside	100%	£23,881
Metropolitan Police	97%	£24,177
Norfolk	100%	£23,586
North Wales	100%	£23,586
Northamptonshire	81%	£24,177
Northumbria	13%	£20,880 or £24,177
South Wales	0%	-
South Yorkshire	100%	£20,880 or £24,177
Staffordshire	16%	£23,586
Suffolk	100%	£23,586
Thames Valley	97%	£24,177
West Midlands	59%	£24,177
Wiltshire	100%	£20,731 - £24,177

* Kent Police indicated that it runs its own graduate scheme, it was not clear if this was in line with the IPLDP curriculum

Police Constable Degree Apprenticeship

14 of the 34 forces who responded to the FOI request said that their force had constables who entered their probation/initial training via the Police Constable Degree Apprenticeship (PCDA) scheme in the 12-month period to November 2019.

In most forces who said that they had recruited constables on to the PCDA scheme, less than half of new constables in the last year had joined the force via the PCDA scheme. On the other

hand, in a small number of forces a substantial majority of new constables appear to have joined via the PCDA scheme; including 67% of new constables in Staffordshire, 72% of new constables in Northamptonshire and 87% of new constables in Kent.

Starting salaries for constables on the PCDA scheme varied widely; from £18,000/£18,450 (depending on whether the intake started before or after 1st September 2019) to £24,117. The most common (modal) starting salary for constables joining via the PCDA scheme was £18,450. However more than half of forces who had constables join via the PCDA scheme in the 12 months to November 2019 said that the starting salary for the scheme was in excess of £20,000.

	Proportion of new constables in 12-month period to November 2019 joining via the PCDA scheme	Starting salary
Avon & Somerset	39%	£20,880
Cheshire	19%	£24,177
Derbyshire	10%	£18,450
Devon & Cornwall	33%	£18,450
Dorset	35%	£18,450
Dyfed-Powys	50%	£20,370
Gwent	33%	£20,370
Kent	87%	£23,082
Leicestershire	13%	£18,000
Northamptonshire	19%	£18,450
Northumbria	72%	£24,117
South Wales	No figures provided for number of PCDA officers	£20,370
Staffordshire	67%	£21,000
West Midlands	18%	£21,525

Degree Holder Entry Programme

5 of the 34 forces who responded to the FOI request said that their force had constables who entered their probation/initial training via the Degree Holder Entry programme (DHEP) scheme in the 12-month period to November 2019. Most of these forces were in Wales (Dyfed-Powys, Gwent and South Wales), as well as Kent and West Midlands Police.

Whilst in Kent and the West Midlands a relatively small number of new constables joined via the DHEP scheme, at least half of new constables in Dyfed-Powys and Gwent had joined via the DHEP scheme.

Dyfed-Powys, Gwent and South Wales all reported that the starting salary for the DHEP and PCDA schemes were the same, with each force paying a starting salary of £20,370 for DHEP and PCDA entry routes.

Kent and the West Midlands reported that they were paying a slightly higher starting salary on the DHEP scheme than on the PCDA scheme (Kent: PCDA: £23,082; DHEP: £24,117. West Midlands: PCDA £21,525; DHEP: £22,550). However both of these forces appear to have

	Proportion of new constables in 12-month period to November 2019 joining via the DHEP scheme	Starting salary
Dyfed-Powys	50%	£20,370
Gwent	67%	£20,370
Kent	6%	£24,117
South Wales	No figures provided for number of DHEP officers	£20,370
West Midlands	18%	£22,550

chosen to pay new constables on both routes a starting salary that is above Pay Point 0 of the constables’ pay scale.

Police Now

11 of the 34 forces who responded to the FOI request said that their force had constables who entered their probation/initial training via the Police Now scheme in the 12-month period to November 2019. All forces who had recruited constables to the Police Now scheme said that constables’ starting salary had been Pay Point 1 (either £23,586 or £24,177 depending on whether the intake took place before or after 1st September 2019).

In general, Police Now appears to remain a niche scheme, and only a small minority of new constables joined via this scheme in the 12 months to November 2019. There are exceptions to this however. These exceptions include Staffordshire, where 17% of new constables joined the force in the year between November 2018 and November 2019 (equivalent to 18 new constables) via Police Now; and Northumbria where 14% (or 21 new constables) joined via Police Now.

	Proportion of new constables in 12-month period to November 2019 joining via the Police Now scheme	Starting salary
Avon & Somerset	9%	£23,586
Cambridgeshire	12%	£24,177
Derbyshire	6%	£24,174
Essex	3%	£24,177
Hertfordshire	6%	£24,177
Kent	1%	£24,177
Metropolitan Police	3%	£24,177
North Wales	10%	£24,177
Northumbria	14%	£24,177
Staffordshire	17%	£23,586
Thames Valley	3%	£24,177
West Midlands	5%	£24,177

Annex C – Leavers' Report

Leavers' Survey Headline Report October 2017 - April 2019

August 2019

Author: Nicola Chandler

Security classification

- Not protectively marked
- Protected
- Restricted
- Confidential

May be published openly / immediately
Review whether broader publication
Not for open publication.
Restricted to:

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Executive Summary

Demographics

- Findings within this report are based on the current total of 1,022 respondents to the leavers' survey during the 18-month period between October 2017 and April 2019.
- 78% of respondents identified as male and 22% of respondents identified as female. 94% of respondents were white compared to 6% of respondents from a Black, Asian or other minority ethnic group (BAME). The average age of respondents was 50.

Reasons for leaving

- By far the most common reason respondents gave for leaving the Police Service was that they were retiring, rather than because they were voluntarily resigning or being required to leave by their force. More than eight out of ten respondents said that their leaving the Police Service was because they have reached pension age and have chosen to retire (81%).
- Similarly, in terms of specific reasons for leaving, a majority said that having access to their full pension (63%) and their length of service (54%) had a major effect on their decision to leave; 79% of respondents with 26 years' service or more said that having access to their full pension had a major effect on their decision to leave compared to 0% of respondents with 10 years' service or less.
- Other than reaching full pension age, the most frequently given reasons for leaving typically related to respondents' wellbeing and the demands of the job. More than half of respondents (51%) said that their morale had a major effect on their decision to leave, and the stress of the job had a major effect on the decision to leave for 40% of respondents.
- 37% of respondents said that the number of officers available to meet the demands placed on their team or unit had a major effect on their decision to leave and 35% of respondents said that the amounts of conflicting demands on their time, had a major effect on their decision to leave
- 41% of respondents said that the impact of the job on their psychological health had a major effect on their decision to leave, whilst 39% for respondents said that the impact of the job on their physical health had a major effect on their decision. Respondents with 11-20 years' service were most likely to say that the impact of the job on their psychological and physical health had a major effect on their decision to leave.

Plans after leaving

- Only 9% of respondents indicated that they had no intention of looking for another job after leaving the police. Respondents were most likely to say that they did not have a job offer but would look for another job after they left the police (33%).
- The majority of respondents said that they would never consider returning to the Police Service (66%). Amongst respondents who would reconsider re-joining the police, it was much more common for respondents to say that they would prefer this to be as a member of police staff (75%) than as a police officer (23%).
- Respondents with 26 years or more in service were most likely to say that they would consider returning to the police service in future; 33% of respondents with fewer than 10 years' service also said that they would consider returning to the police service in future.

Reconsidering decision to leave

- Respondents were most likely to say that a better work-life balance (30%) would definitely make them reconsider their decision to leave, with around one in four saying that improvements to welfare and a lower workload would definitely make them reconsider.
- Respondents with 11 years' service or more saying that a better work life balance would *definitely* make them reconsider their decision to leave was very much in line with the 30% average reported above. However, for respondents with fewer than 10 years in service, this proportion increased to 50%.
- 28% of respondents said that improved pension provisions would definitely make them reconsider their decision to leave, whilst 22% said that a higher salary would definitely make them reconsider.
- A different line manager was the reason respondents were least likely to say would definitely make them reconsider their decision to leave, only 7% of respondents said that this would make them reconsider their decision.

Motivation for joining

- The majority of respondents said that interesting and varied work had a big influence on their motivation to join the Police Service (71%), with a large majority of respondents (75%) also saying that they were satisfied with how interesting and varied their work had been.
- Job security was the factor respondents were most satisfied with (79%) and for a majority of respondents this had been a big influence on their motivation for joining in the first place. Job security was slightly more of a motivator for joining amongst

respondents who joined the police service more than 10 years ago compared to those respondents who joined the police more recently.

- Opportunity for career advancement was the factor respondents were least likely to say they were satisfied with (27%). However, the proportion of respondents who said that they were satisfied with their opportunities for career advancement was actually very similar to the proportion of respondents who said that career advancement had had a big influence on their decision to join the police (26%).

Psychological contract

- Respondents were also asked about the obligations they felt that the Police Service had towards officers. Respondents were most likely to feel that the Police Service is obligated to a large extent to provide them with necessary training to do the job well (84%). However only 18% of respondents said that the Police Service had actually met this obligation.
- Three quarters of respondents felt that the Police Service was obligated to a large extent to provide them with fair pay for the responsibilities of their job, however only 3% of respondents felt that the Police Service had actually met this obligation.
- 79% of respondents felt that Police Service was obligated to a large extent to ensure there were enough officers in their team to do their job properly, just 4% reported that this obligation had been met.

Introduction

The PFEW Leavers' Survey opened on 25th October 2017. The survey is a rolling survey, with no designated closing date. The survey is open to any officer who is leaving the Police Service within the next three months, including those who are retiring, resigning or being required to leave by their force.

The survey was launched to gain an insight in to officers' reasons for leaving the Police Service. The survey also aims to identify whether officers are gaining what they want to from their career within the police. Therefore, the findings from this survey, for the first time, provide information regarding attitudes and expectations of those leaving the Police Service across England and Wales. This allows comparison with findings from other PFEW surveys within the Through Career Project which contains multiple surveys gathering officers' attitudes at different points within their career. This report provides a summary of findings from the leavers' survey, in the period from October 2017 to April 2019.

Demographics

Findings within this report are based on the current total of 1,022 respondents to the leavers' survey. It is not possible to provide a definitive response rate for this survey because the police workforce statistics published by the Home Office do not cover the same collection period as the survey data. The most recent police workforce statistics shows there were 7,624 federated rank leavers (excluding deaths and transfers) in 2017/18¹. Assuming the number of leavers has not radically increased in the last 12 months, on the basis of last year's figures we can be confident that, statistically speaking, the sample size obtained in the survey is large enough that the percentages quoted in this report can be considered to be accurate within the normal bounds of academic rigour (with a margin of error of less than or equal to 5%).

The majority of respondents identified as male (78%) with 22% of respondents identifying as female. The sample comprised primarily of white respondents (94%) compared to 6% of respondents from a Black, Asian or other minority ethnic group (BAME). Slightly under two thirds of the sample were constables (64%), 22% were sergeants and 14% were from the inspecting ranks (12% were inspectors and 2% were chief inspectors). Population comparisons were not made due to the limited reporting of leaver characteristics within the official Home Office statistics². The average age of respondents was 50 with 54 years the most common answer and a majority of respondents falling in to the 46-55 age bracket (79%).

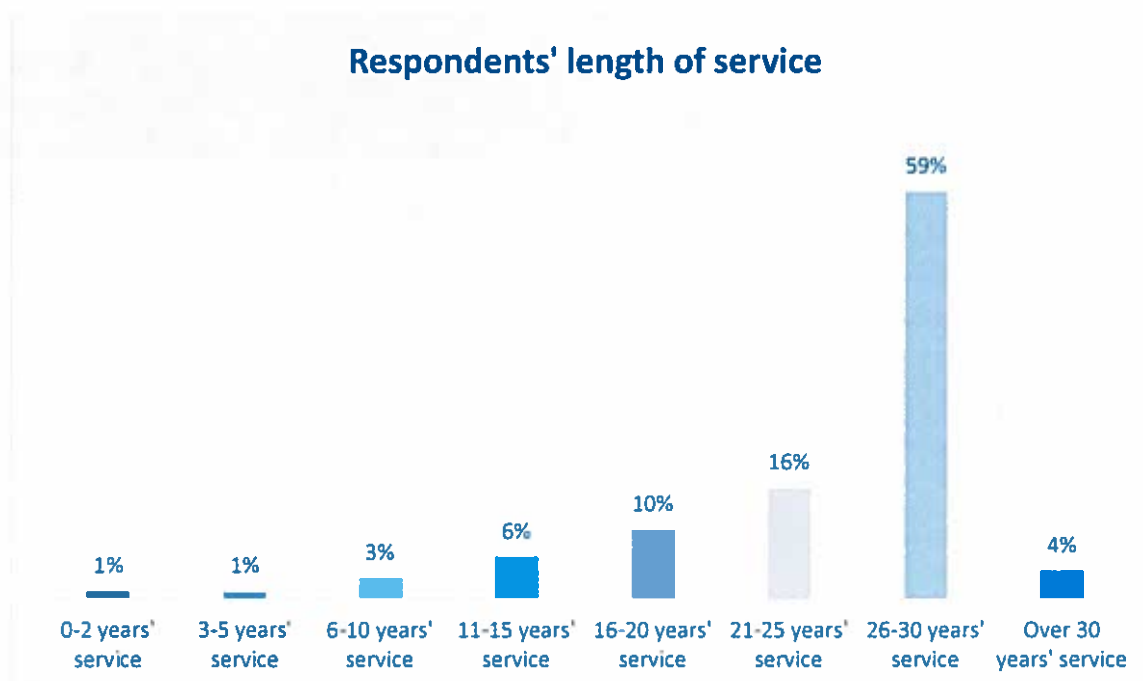
Respondents were most likely (37%) to report their highest level of qualification to be level 2 (e.g. GCSEs grades A* - C) and least likely to report having no qualifications (2%). 19% of respondents had a degree level of qualification or above (for comparison around 45% of new police recruits who responded to PFEW's New Starters' Survey said that they had a degree level qualification or higher).

¹ Data obtained from Police workforce, England and Wales, 31 March 2018: leavers open data tables (<https://www.gov.uk/government/statistics/police-workforce-open-data-tables>) [accessed

² Comparisons with the general police population were not made because of the high overlap between officers leaving and officers reaching 30 years' service. Differences in demographic characteristics of the sample with the general policing population may be due to factors that co-vary with service length (e.g. age), or due to changes in the profile of the population in the last 30 years (e.g. higher proportion of female and BME officers). Therefore there is a risk that inferences based on comparing the sample to the general population are likely to be spurious

Qualification type	% (N)
No qualifications	2% (21)
Level 1 Qualification (e.g. GCSEs grades D – G or equivalent)	5% (47)
Level 2 Qualification (e.g. GCSEs grades A* - C or equivalent)	37% (337)
Level 3 Qualification (e.g. 2 or more A-Levels or equivalent)	18% (164)
Level 4 Qualification (e.g. HNC or equivalent)	11% (98)
Level 5 Qualification (e.g. Foundation Degree or equivalent)	7% (67)
Level 6 Qualification (e.g. BA, BSc or equivalent)	15% (139)
Level 7 Qualification (e.g. MA, MSc, PhD or equivalent)	4% (39)

The majority of respondents said that their service length was between 26 and 30 years (59%). Respondents were most likely to say that they had 30 years' service (38%) with the average service length being 25 years. Again, respondents were most likely to say that they had been in their rank for between 26 and 30 years (32%), however, a fifth of respondents (20%) said that they had been in their rank for between 11 and 15 years. The average length of time respondents said they had been in their current rank was 19 years.



Reasons for leaving

Respondents were most likely to say that their reason for leaving the Police Service was that they have reached pension age and have chosen to retire (81%). This is compared to 15% of respondents saying that they have resigned of their own accord and have not yet reached pension age, 3% saying they are being required to leave by their force and 2% saying that they have taken voluntary exit³.

When broken down by length of service, it is perhaps not surprising that the majority of those with more years' service are leaving the police because they have reached pension age. This is because currently, police officers typically serve for 30 years. However, police officers are also eligible to voluntarily retire before this 30-year period at an age which is set by an officer's respective pension scheme. This means that if respondents have joined the service later in life, they are likely to reach this voluntary retirement age sooner in service. This explains why there are 83% of respondents with between 21- and 25-years' service and 37% of respondents with between 11- and 20-years' service who said they have reached pension age and have chosen to retire despite not serving in the police for 30 years.

Reason for leaving	10 years' service or less	11-20 years' service	21 - 25 years' service	26 years' service or more
I have resigned of my own accord and have not yet reached pension age	88%	51%	8%	2%
I have taken voluntary exit	3%	2%	5%	1%
I have reached pension age and have chosen to retire	8%	37%	83%	97%
I am being required to leave by my force	3%	9%	4%	1%

³ The most recent Home Office data on police leavers (<https://www.gov.uk/government/statistics/police-workforce-england-and-wales-31-march-2018> [accessed 21 May 2019]) puts the proportion of voluntary leavers (including voluntary resignations and those on voluntary exit schemes) at 29%, compared to 17% of Leavers' Survey respondents. As such voluntary leavers may be under-represented within the survey, however a decision was made not to weight the data because the collection periods for the two datasets do not correspond exactly.

Respondents were asked about the specific factors that influenced their decision to leave the Police Service. We have grouped these factors into six separate categories: **pay and benefits, welfare, job demands, officers' role, the treatment they had received and personal and professional development.**

Most common reasons respondents said had a major effect on their decision to leave	% (N)
I now have access to my full pension	63% (509)
The length of my service	54% (443)
My morale	51% (404)
How the police overall are treated	44% (135)
The level of my pension	44% (356)
The effect of the job on my family/personal life	42% (338)
My job satisfaction	40% (124)
My psychological health	41% (325)
The stress of my job	40% (318)
How change is managed within the police	39% (317)
My physical health	39% (311)

Respondents' top three reasons for leaving have been ranked by length of service. This helps to highlight what the differences in reasons for leaving may be between respondents who have been in the police service for different lengths of time. Specifically, this analysis allows us to see that whilst reasons relating to pension are the reasons most often given for leaving amongst respondents with more years' service, factors such as morale and job satisfaction are more prominent amongst respondents with fewer years' service.

	Had a major effect on decision to leave - Reason 1	Had a major effect on decision to leave – Reason 2	Had a major effect on decision to leave – Reason 3
10 years' service or less	Satisfaction in the job (93%)	Morale (82%)	Number of officers available to meet demands placed on team/unit (66%)
11-20 years' service	How the police as a whole are treated (73%)	Morale (72%)	Satisfaction in the job (67%)
21-25 years' service	Morale (60%)	Access to full pension (58%)	The impact of the job on family/personal life (50%)
26 years' service or more	Access to full pension (79%)	Length of service (71%)	Level of pension (49%)

Pay and benefits

Respondents were most likely to say that having access to their full pension had a major effect on their decision to leave (63%), with 44% saying that the level of their pension had a major effect on their decision to leave. These findings may be somewhat expected considering the length of service of most respondents; for example, 79% of respondents with 26 years' service or more said that having access to their full pension had a major effect on their decision to leave compared to 0% of respondents with 10 years' service or less.

This is compared to only 14% of respondents who said that their basic pay, and 12% of respondents who said that their allowances had a major effect on their decision to leave. Only 17% of respondents said that better paid jobs outside the police had a major effect on their decision to leave.

Unlike some of the other PFEW surveys, changes that have been made to police officers' pensions had a less notable effect on respondents' answers; overall 25% of respondents said that the changes which have been made to their pension had a major effect on their decision to leave, with 22% saying that how these changes have been implemented had a major effect on their decision to leave. This may be because currently most Leavers' Survey respondents will not have transferred into the CARE scheme and will remain within a final salary pension scheme.

However, pension changes were more likely to have an impact on the decision to leave amongst respondents who had less service within the police. For example, 43% of respondents with between 11 and 20-years' service said that pension changes had a major impact on their decision to leave and 39% said that how pension changes were implemented had a major effect on their decision to leave.

Welfare

Many of the factors relating to welfare had a notable effect on respondents' decision to leave. For example, the stress of the job had a major effect on the decision to leave for 40% of respondents. Additionally, overall 51% of respondents indicated that their morale had a major effect on their decision to leave. This proportion is markedly higher for respondents with fewer years in service; specifically, 82% of respondents with less than 10 years and 72% of respondents with between 11 and 20 years said that their morale had a major effect on their decision to leave compared to only 41% of respondents with 26 years' service or more. In addition, 40% of respondents said that their satisfaction with their job had a major effect

on their decision to leave. Similarly, 42% of respondents indicated that the impact of the job on their family/personal life had a major effect on their decision to leave.

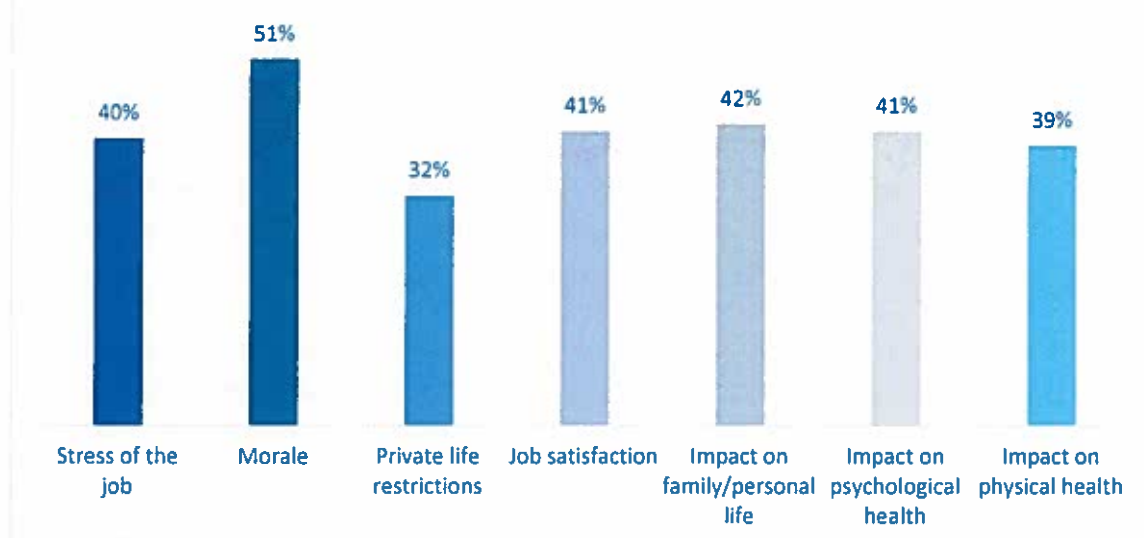
Further, of those respondents who said that they intended to leave 41% of respondents said that the impact of the job on their psychological health had a major effect on their decision to leave. Respondents with 26 or more years' service (35%) were least likely to say that the impact of the job on their psychological health had a major effect on their decision to leave compared to 57% of respondents in service for 11-20 years.

Service length	The impact of the job on my psychological health had a major effect on my decision to leave...
10 years or less	50%
11 – 20 years'	57%
21 – 25 years' service	48%
26 years or more	35%

Moreover, 39% of respondents said that the impact of the job on their physical health had a major effect on their decision to leave. As with psychological health, it was respondents with between 11 and 20 years' service who were most likely to say that the impact of the job on their physical health had a major impact on their decision to leave, with respondents having 26 years or more service least likely to say this.

Service length	The impact of the job on my physical health had a major effect on my decision to leave...
10 years or less	41%
11 – 20 years'	56%
21 – 25 years' service	45%
26 years or more	34%

Reasons related to welfare having a major effect on respondents' decision to leave



Somewhat lower proportions were seen for respondents saying that the fear of future violence from members of the public whilst on duty had a major effect on the decision to leave (16%). In relation to this, only 8% of respondents said that their experience of physical attacks from members of the public had a major effect on their decision to leave, with 11% of respondents saying that their experience of verbal insults and threats from members of the public had a major effect on their decision to leave. The proportion of respondents saying that their decision to leave had been affected to a major extent by their access to necessary and effective protective equipment was still fairly low at 8%.

The ability to take annual leave as and when they would like had a major effect on the decision to leave for 22% of respondents, with the number of rest days cancelled affecting the decision to leave for 13% of respondents. The same proportion (13%) of respondents said that the amount of annual leave and rest days they are given had a major effect on their decision to leave.

Job demands

Certain job demands had a greater effect on respondents' decisions to leave than others. For example, over a third of respondents (37%) said that the number of officers available to meet the demands placed on their team or unit had a major effect on their decision to leave, however, only 11% of respondents said that the requirement to do overtime had a major impact upon this decision.

Similarly, 35% of respondents said that the amounts of conflicting demands on their time, had a major effect on their decision to leave and 29% said the potential of a less demanding job outside of the police was a major factor. Despite this, the proportion of respondents saying that their overall workload had a major effect on their decision to leave was slightly lower (27%). The same percentage of respondents (27%) said that their opportunity to do their job to a standard they can be proud of also had a major effect on their decision to leave, however, this proportion was considerably higher for respondents with fewer than 20 years in service; for example 50% of respondents with 10 years or less in service and 41% of respondents with between 11 and 20 years' in service said that their opportunity to do their job to a standard they can be proud of had a major effect on their decision to leave.

With regards to equipment, slightly less than one in five (18%) respondents said that the availability of equipment and technology of an appropriate standard when they need it had a major effect on their decision to leave.

Officers' role

A majority of respondents said that the length of their service had a major effect on their decision to leave (54%), although naturally this proportion was higher for respondents with more years in service and lower for respondents with fewer years in service. In addition, 32% percent of respondents said that the restrictions the job places on their private life had a major effect on their decision to leave. However, other aspects of officers' roles did not seem to have such a major effect on their decision to leave; for example, only 19% of respondents said that the role they have been allocated had a major impact on their decision to leave and only 16% said that their opportunities to transfer to other roles had had a major effect on this decision. 19% said that their shift pattern had a major effect on their decision to leave and, in relation, 22% of respondents said that their working hours had a major effect on their decision to leave.

Further, slightly over a fifth of respondents (21%) said that their opportunity to help the public as much as they would like had a major effect on their decision to leave. This suggest that these factors were perhaps less focal in decisions to leave when compared to other factors such as length of service and wellbeing.

How officers have been treated

Overall, the treatment of officers had a mixed effect on respondents' decisions to leave. There were 44% of respondents who said that how the police are treated as a whole had a major effect on their decision to leave. However, respondents who had not reached pension age were more likely say how the police were treated affected their decision to leave. This proportion was 73% for respondents with 11-20 years' service and 57% for respondents with fewer than 10 years in service. This is compared to 48% of respondents with between 21 and 25 years in service and 35% of respondents with 26 years or more in service. In addition, 39% of respondents said that how change is managed within the police had a major effect on their decision to leave. Further, 29% and 27% of respondents, respectively, said that the support they receive from their senior leadership and the fairness of the rewards they receive for their work had a major effect on their decision to leave.

This is compared to 24% of respondents saying that fairness of the policies and procedures that affect their work had a major effect on their decision to leave, and only 13% of respondents saying that the treatment they receive compared to their colleagues had a major effect on their decision to leave. Similarly, only 12% of respondents said that the support they received from their line manager had a major effect on their decision to leave and just 2% of respondents said that their relationship with their colleagues had a major impact on their decision to leave. This suggests that respondents' treatment and workplace relationships had less of an impact on their decision to leave compared to other reasons addressed within the survey.

Personal and professional development

Factors relating to personal and professional development inside the Police Service appear to play a relatively minor role in respondents' decision to leave. Specifically, 17% of respondents said that their opportunities for personal and professional development had a major effect on their decision to leave. However, when broken down by length of service, respondents with 10 years' service or less (42%) and between 11- and 20-years' service (35%) were most likely to say that opportunities for personal and professional development had a major effect on their decision to leave. There was also 21% of respondents with between 21 and 25 years' in service who said that their opportunities for personal and professional development had a major effect on their decision to leave. This is compared to only 10% of respondents with 26 years' service or more, highlighting the greater importance of personal and professional development for respondents with fewer years in service compared to respondents with more years in service.

Further, only 16% of respondents said that their opportunities for promotion had a major effect on their decision to leave with 12% of respondents saying that their opportunities for specialism had a major effect on their decision to leave. Only 1 in 10 respondents (10%) said that access to training necessary to do their day-to-day role had had a major effect on their decision to leave.

However, when considering personal and professional development outside the police; 35% of respondents said that a desire for a new challenge had a major effect on their decision to leave the service. This proportion remained fairly consistent across respondents regardless of their service length. Additionally, 19% of respondents said that better opportunities for career progression outside the police and 14% said that a desire to use transferable policing skills in other jobs had a major impact on their decision to leave. In this way, personal and professional development within the Police Service do not seem to be as much of a factor contributing to the decision to leave as is the desire for a new challenge (and arguably with this further professional growth and development) outside of the police.

Other reasons for leaving

Finally, there were reasons respondents had for leaving which do not necessarily fall in to the categories above. Specifically, 13% of respondents said that there has been a change in their family/personal circumstances and that this had had a major effect on their decision to leave. Further, 11% said that the length of their commute has a major effect on their decision to leave with 4% saying that they were relocating and that this had a major effect on their decision to leave. Only 5% of respondents said that their force not being able to accommodate their preferred working pattern had a major effect on their decision to leave.

Open text responses

Respondents were asked to list their top three reasons for leaving the police. The reason given most often as primarily contributing to respondents' leaving was retirement or end of service, including respondents who cited their age as having an impact on their leaving. In relation, respondents also discussed the changes to their pension as having an impact on their decision to leave. Within this, respondents also discussed their concern that if they did not leave now, their pension may be further changed.

Respondents also said that health reasons had an impact on their decision to leave. This included issues relating to physical health, mental health and stress, as well as exhaustion and struggling with the physical demands of the job. It was also regularly discussed by respondents that the management of the service, as well as managers within the service had had an

impact on their decision to leave. This theme specifically covered concerns about the decisions made by senior management, a lack of faith in leadership and trust in the organisation, as well as dissatisfaction with the treatment respondents received from management.

Respondents also highlighted the **desire to do something new or different outside of the service** as having an impact on their leaving. This theme included respondents who said that they had obtained employment elsewhere and further professional opportunities externally, as well as respondents who said that they wished to pursue further education, travel, or to simply 'do something different' without expanding further on what this might be. Similarly, respondents also discussed life outside of work as having a notable impact on their decision to leave. Discussions within this theme covered the impact the job directly has on family and home life such as wishing for more time with family and a better work-life balance as well as more broadly citing personal circumstances and changes in their lives outside of work as having an impact on their decision to leave, although not necessarily highlighting this as a direct result of the job.

Plans after leaving

Respondents were asked about what their plans are once they leave the Police Service. Broadly speaking there was little variation in respondents' answers;

- Respondents were most likely to say that they did not have a job offer but would be looking for another job after they leave the police (33%).
- Similarly, 30% of respondents said that they will look for another job eventually but not at this point in time.
- 28% of respondents said that they already have a job offer and will be starting a new job soon after leaving the police.
- Only 9% of respondents indicated that they had no intention of looking for another job after leaving the police.

Respondents were asked whether they would ever consider returning to the Police Service. **The majority of respondents said that they would never consider returning to the Police Service (66%)** compared to 34% of respondents saying that they would consider returning to the Police Service in future. **However, it was respondents with 26 years or more in service who were most likely to say that they would consider returning to the police service in future (37%)** compared to 27% of respondents with between 21- and 25-years' service and 24% of respondents with 11-20 years' service. Additionally, 33% of respondents with fewer

than 10 years' service also said that they would consider returning to the police service in future.

Of those respondents who said they would consider returning to the police, 50% indicated that they would prefer to return to a similar role, with the same proportion of respondents indicating they would prefer to return to a different role. Similarly, **over half (56%) of respondents who would consider returning said that they would prefer to return to the same rank**, compared to 44% who would prefer to return to the police at a different rank.

It was most common for respondents who would consider returning to say that they would prefer this to be as a member of police staff (75%) compared to only 23% saying that they would prefer to return to the police as a police officer. However, **respondents with fewer years' in rank who said that they would consider returning to the police were most likely to say that they would prefer to return to the police as a police officer**; 67% of respondents with fewer than 10 years' service and 73% of respondents with between 11 and 20 years' service said that they would prefer to return to the police as a police officer. In comparison, **respondents with longer in service who would reconsider returning to the police were most likely to say that they would prefer to return as a member of police staff**; 79% of respondents with between 21- and 25-years' service and 84% of respondents with 26 years' service or more said that they would prefer to return to the police as a member of police staff.

Further, of respondents indicating that they would consider returning to the police, the majority (83%) said that they would prefer to return to the same force with only 17% of respondents saying that they would prefer to return to a different force.

Reconsidering decision to leave

Respondents were also asked about whether certain factors might make them reconsider their decision to leave. Overall, respondents were most likely to say that a **better work-life balance (30%) would *definitely* make them reconsider their decision to leave**. When broken down by length of service, the proportion of respondents with 11 years' service or more saying that a better work life balance would *definitely* make them reconsider their decision to leave was very much in line with the 30% average reported above. However, for respondents with fewer than 10 years in service, this proportion increased to 50%.

Additionally, a further 36% saying that a better work-life balance *might* make them reconsider their decision. A lower workload was given as a factor which would definitely make 24% of respondents reconsider their decision to leave the police.

26% of respondents said that they would *definitely* reconsider their decision to leave if there were improvements in welfare. In addition, 30% said that improvements to welfare *might* make them reconsider their decision to leave. However, 44% said that improvements to welfare *definitely would not* make them reconsider their decision to leave.

Twenty-eight percent of respondents said that improved pension provisions would *definitely* make them reconsider their decision to leave, with a further 28% saying that this *might* make them reconsider. 22% of respondents said that they would definitely reconsider their decision to leave for a higher salary. These findings highlight the importance which officer wellbeing and finances have on decisions to leave.

Definitely would make me reconsider my decision to leave the Police Service	% (N)
Better work-life balance	30% (234)
Improved pension provisions	28% (217)
Improvements in welfare	26% (205)
Lower workload	24% (185)
Higher salary	22% (168)
Better career opportunities	20% (154)
A different senior leadership team	16% (128)
Improved equipment or technology	16% (122)
More opportunities to change roles	14% (111)
More opportunities for flexible working	14% (106)
More interesting and varied workload	13% (10)
More opportunities to help people in the community	13% (11)
More opportunities for training	12% (91)
Transfer to a different team	8% (62)
A different line manager	7% (51)

Motivation for joining

Survey respondents were also asked about for the various factors that motivated them to join the Police Service in the first place. This was compared to whether or not they were satisfied with their opportunity to actually achieve these factors during their time within the Police Service. This can act as an indicator of whether respondents' job expectations had been met within the Police Service.

The majority of respondents said that interesting and varied work had a big influence on their motivation to join the Police Service (71%). In addition, three quarters of respondents said they were satisfied with how interesting and varied their work had been. This suggests that

for the majority of respondents their expectation of interesting and varied work during their policing career had been met.

Job security was the factor respondents were most satisfied with (79%). For a majority of respondents this had been a big influence on their motivation for joining in the first place; again this therefore suggests a match between what respondents expected from their policing career and what they actually got.

Respondents were most likely to say that they were dissatisfied with their opportunity for career advancement (38%), compared to the proportion who said they were satisfied (27%). However, only 26% of respondents said that career advancement had a big influence on their decision to join the police. Further, whilst job security has a big influence on the motivation to join the police service for 57% of respondents overall, there were differences between respondents based on their length of service. 46% of respondents with less than 10 years' service said that job security had a big influence on their motivation to join the service, compared to 60% of respondents with 11-20 years' service, 62% of respondents with between 21 and 25 years in service and 56% of respondents with more than 26 years' service saying that job security had a big influence on their motivation to join the police. This highlights that job security was slightly more of a motivator for joining amongst respondents who joined the police service more than 10 years ago compared to those respondents who joined more recently. This is in line with what we see in other surveys such as our New Starters' Survey

	A big influence on motivation to join the Police Service... % (N)	Satisfied with... % (N)
Job security	57% (519)	79% (708)
Job benefits (e.g. pension)	54% (484)	69% (617)
Salary	30% (267)	41% (369)
Opportunities for career advancement	26% (237)	27% (244)
Opportunity to obtain transferable skills and experience	14% (122)	35% (315)
Lifelong dream or career ambition	40% (363)	41% (369)
Interesting and varied work	71% (643)	75% (675)
The chance to help vulnerable people	52% (466)	62% (557)
Opportunity to enforce laws of society	47% (420)	57% (516)
Opportunity to help people in the community	64% (579)	61% (551)
Good companionship with co-workers	35% (311)	78% (693)
Friends who were police officers	13% (114)	-
Relatives who were police officers	13% (112)	-

Psychological contract

A person's psychological contract can be defined as the obligations they believe are owed to them by the organisation, and the obligations they owe to the organisation in exchangeⁱ. The aspects that were looked at in terms of respondents' psychological contracts were content, provision and fulfilment. The **content** of a person's psychological contract refers to the specific obligations they believe the organisation has to themⁱⁱ. **Provision** refers to the extent to which a person feels that they have received specific inducements or rewards from the organisation that may make up a psychological contract, whether or not they believe the organisation actually has an obligation to provide them with these inducements. **Fulfilment** of the psychological contract can be defined as a match between content and provision, and therefore the extent to which perceived obligations are being metⁱⁱⁱ. The exit, voice, loyalty and neglect (EVLN) typology provides a framework for workers' response to psychological contract breach. This framework suggests that responses to psychological contract breach can include leaving the organisation, taking the initiative to improve the situation (e.g. through increased "voice"), decreasing loyalty in the form of organisational citizenship and increasing neglect including absenteeism and lateness^{iv}.



Psychological contract is **“fulfilled”**
when the organisation provides what
was obligated



Psychological contract is **“breached”**
when the organisation does not provide
what was obligated



Psychological contract is **“over-fulfilled”** when the organisation
provides more than was obligated

Psychological contract – Content

Respondents were asked to what extent they felt the Police Service had the obligation to provide them with each of the factors in the table below. Overall, a majority of respondents felt the Police Service was obligated, to a large extent, to provide them with 15 out of the potential 18 factors. Specifically, respondents were most likely to feel that the Police Service is obligated to a large extent to provide them with necessary training to do the job well (84%), followed by necessary protective equipment (82%). In addition, at least three quarters of respondents said that the Police Service had large obligation to provide them with enough officers in their team, up-to-date training and development and fair pay for their responsibilities. Respondents were least likely to feel that the Police Service is obligated to a large extent to provide them with support with personal problems (36%) and involvement in decision making (30%).

The Police Service is obligated, to a large extent, to provide me with...	% (N)
Necessary training to do the job well	84% (731)
Necessary protective equipment	82% (718)
Enough officers in your team/unit for you to do your job properly	79% (688)
Up-to-date training and development	79% (687)
Fair pay for the responsibilities in your job	75% (652)
Realistic time pressures and deadlines	72% (625)
Policies and procedures that help you do the job well	71% (621)
Fair pay compared to employees doing similar work in other organisations	70% (613)
Pay increases to maintain your standard of living	67% (590)
A benefits package that is comparable to employees doing similar work in other organisations	66% (580)
Freedom to do the job well	64% (557)
Support to learn new skills	61% (537)
Information on important developments within the Police Service	59% (515)
A safe working environment	59% (511)
Long-term job security	53% (468)
Good career prospects	45% (390)
Support with personal problems	36% (318)
Involvement in decision making	30% (264)

Psychological contract – Provision

Following on from what respondents felt the Police Service should provide, respondents were also asked what they felt the Police Service had actually provided them with. Respondents were therefore asked to what extent they felt the Police Service had provided them with each of the factors in the table below.

Overall, the proportions of respondents saying that the Police Service *had*, to a large extent provided them with the factors in the table were much lower than the proportions of respondents saying that the Police Service *should* provide them with the factors in the table. **Respondents were most likely to say that the Police Service had provided them with long-term job security to a large extent (71%),** however, this was the only item where there was a majority agreement that expectations had been met. Slightly over a third (36%) of respondents agreed that the Police Service had, to a large extent, provided them with necessary protective equipment and almost a quarter of respondents (24%) said that the Police Service had provided them with good career prospects, to a large extent.

Respondents were least likely to say that the Police Service had provided them with factors relating to pay; for example, only 2% of respondents said that the Police Service had provided them, to a large extent, with pay increases to maintain their standard of living and less than 5% said that the Police Service had provided them with fair pay to a large extent.

The Police Service has, to a large extent, provided me with...	% (N)
Long-term job security	71% (601)
Necessary protective equipment	36% (302)
Good career prospects	24% (201)
Support with personal problems	20% (168)
Necessary training to do the job well	18% (157)
A safe working environment	18% (152)
Up-to-date training and development	15% (131)
Information on important developments within the Police Service	14% (116)
Freedom to do the job well	14% (115)
Policies and procedures that help you do the job well	12% (99)
Support to learn new skills	11% (95)
A benefits package that is comparable to employees doing similar work in other organisations	8% (64)
Involvement in decision making	6% (54)
Realistic time pressures and deadlines	4% (32)
Enough officers in your team/unit for you to do your job properly	4% (30)
Fair pay compared to employees doing similar work in other organisations	4% (31)
Fair pay for the responsibilities in your job	3% (28)
Pay increases to maintain your standard of living	2% (19)

Psychological contract – Fulfilment

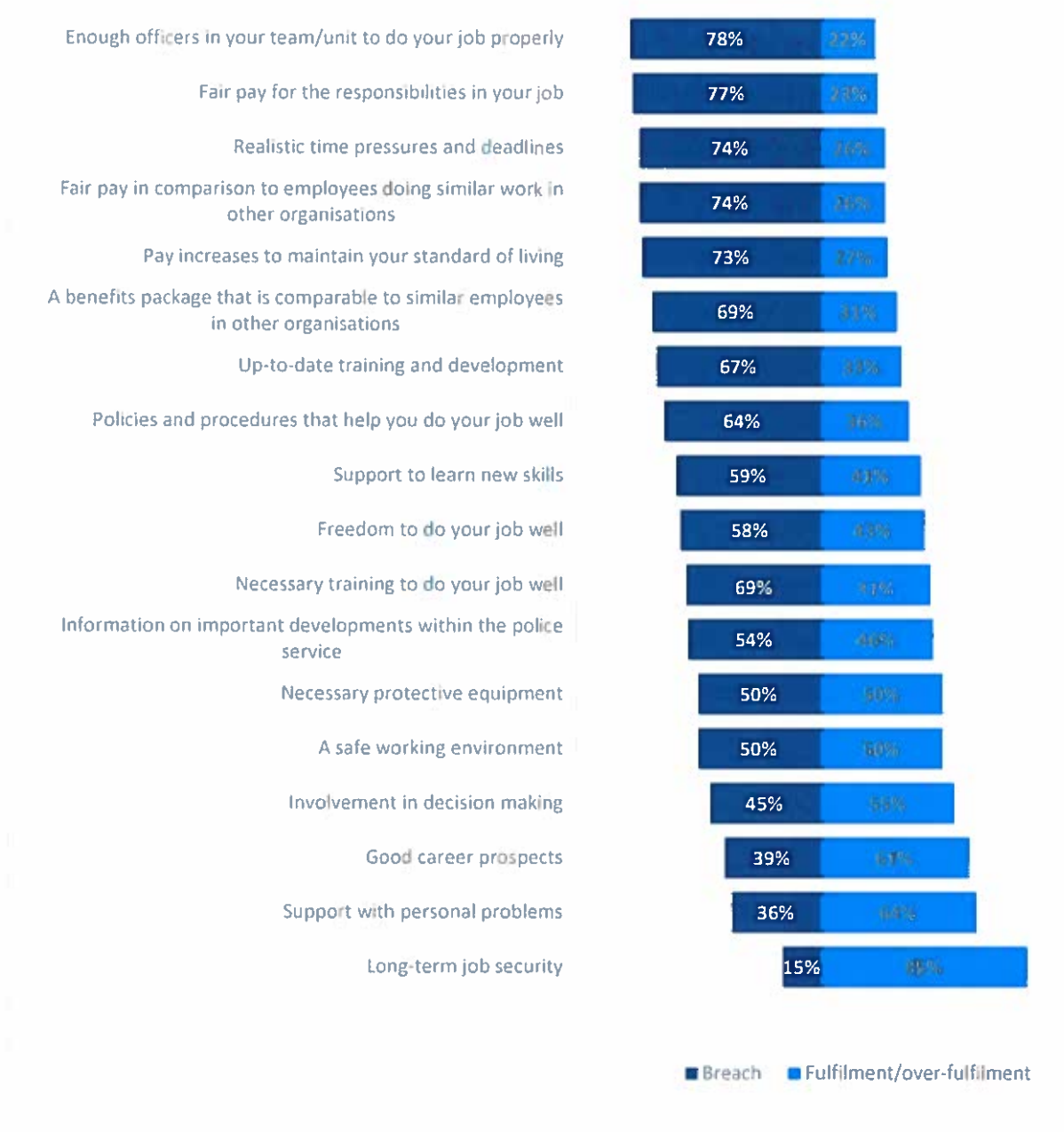
The extent to which respondents' psychological contract was breached or fulfilled by the police service was calculated by comparing respondents' answers in regard to the content of their psychological contract with the Police Service to their answers relating to what the Police Service had actually provided.

Long-term job security was the aspect of respondents' psychological contract with the Police Service that was most likely to have been fulfilled (52%) or over-fulfilled (33%).

The aspects of respondents' psychological contract with the Police Service that were most likely to have been breached were **having enough officers in the team/unit to do the job properly (78%)** and **receiving fair pay for the responsibilities in the job (77%)**. However, the analysis showed that respondents were more generally likely to experience psychological contract breach than psychological contract fulfilment (or over-fulfilment); out of the 18 elements of the psychological contract we asked about within this survey, there were 12 elements where the proportion of respondents whose psychological contract had been breached outweighed the proportion of respondents whose psychological contract had been fulfilled.

	Psychological contract breach % (N)	Psychological contract fulfilment % (N)	Psychological contract over-fulfilment % (N)
Long-term job security	15% (126)	52% (445)	33% (278)
Good career prospects	39% (329)	47% (399)	14% (119)
Support with personal problems	36% (296)	51% (427)	13% (109)
Information on important developments within the Police Service	54% (455)	41% (352)	5% (43)
Involvement in decision making	45% (381)	50% (427)	5% (42)
Up-to-date training and development	67% (569)	31% (260)	2% (19)
Necessary training to do your job well	69% (583)	30% (253)	1% (10)
Freedom to do your job well	58% (490)	38% (320)	5% (40)
Policies and procedures that help you do your job well	64% (543)	33% (283)	3% (24)
Support to learn new skills	59% (499)	37% (316)	4% (37)
Pay increases to maintain your standard of living	73% (619)	25% (209)	2% (20)
Fair pay in comparison to employees doing similar work in other organisations	74% (622)	24% (198)	2% (18)
Fair pay for the responsibilities in your job	77% (657)	21% (175)	2% (18)
A benefits package that is comparable to employees doing similar work in other organisations	69% (577)	27% (227)	4% (32)
A safe working environment	50% (419)	45% (374)	5% (45)
Necessary protective equipment	50% (419)	47% (391)	3% (25)
Enough officers in your team/unit to do your job properly	78% (665)	21% (176)	1% (7)
Realistic time pressures and deadlines	74% (621)	25% (212)	1% (11)

Psychological contract fulfilment



Conclusion

The findings from the Leavers' survey so far show that the majority of respondents are leaving the police because they have reached pension age and are choosing to retire. This is also reflected in the age breakdown of respondents where respondents with more years' service are most likely to say they are retiring rather than resigning as is most common respondents

with fewer years' service. However, separate from this was the issue of morale amongst respondents, with over half of respondents saying that their morale had a major effect on their decision to leave, increasing to around three quarters for respondents with fewer years' service. This is largely representative of other PFEW surveys which highlight the overall morale of police officers, and morale in the service as a whole, to be low. These findings therefore show that not only is this an issue for officers during their service but is also a contributing factor in respondents' decision to leave.

It was also found that the majority of respondents did not have a job offer but would look for another job after leaving the police or in the future. A majority of respondents said that they would never consider returning to the police. Therefore, although most respondents are leaving the Police Service because they have reached pension age, they do not necessarily see themselves as having reached the end of their working life. Of those respondents who said they would consider returning to the police, a majority of respondents with more years' in service said that this would be as a member of police staff, compared to respondents with fewer years' in service who said that they would prefer to return as an officer further highlighting that not everyone leaving intends this to be the end of their working life. On top of reaching pension age, it is also important to recognise the impact of "push" factors on respondents' decision to leave (versus "pull" factors such as different or better opportunities outside the police), with morale and wellbeing amongst some of the most common reasons for leaving.

Results also demonstrate that overall respondents would be unlikely to change their mind and reconsider their decision to leave with relatively small proportions saying that there were factors which would definitely make them reconsider. This may be due to the average age and service length of respondents, given that a high proportion of respondents had served upwards of 25 years in the Police Service. However, around a third of respondents indicated that a better work-life balance would definitely make them rethink their decision to leave increasing to half for respondents with less than 10 years' service. Whilst a majority of respondents overall said that they were retiring, this length of service breakdown shows that pension age and longer service lengths once again may not be the only factors contributing to respondents' decision to leave.

Further, the results also highlight that respondents were satisfied with many of the factors which had motivated them to join the police in the first place. This is particularly in relation to factors such as interesting and varied work, opportunities to help people in the community and opportunities for career advancement. Additionally, some of the psychological contract factors listed within the survey showed the proportion of fulfilment as in the majority, specifically, long-term job security and support with personal problems, with involvement in

decision making fulfilled for half of respondents. However, there were many more psychological factors where breach was more likely than fulfilment. For example, factors relating to pay showed the highest proportions of respondents demonstrating psychological contract breach, with psychological contract breach due to not having enough officers in the team or unit to do the job properly falling closely behind. This is concerning, considering that breach of the psychological contract can have a significant impact upon work outcomes, including retention^v. It is therefore important to recognise the extent of breach of leavers' psychological contract, and the impact that these factors may be having on officers still in service, as this is likely to also be a factor in the decision to leave.

This report reflects only the first 18 months of data from the Leavers' survey. The research team will continue to monitor and report on these data, as well as looking at trends or changes in the data over time. We will also over time be able to provide more detailed breakdowns, first and foremost looking at whether officers who are resigning from the Police Service provide substantially different responses to those who are retiring at the end of their service. More research is also needed to continue exploring what police officers expect and want out of their career, looking at the implications if these are not met. This is the intention of PFEW's broader Through Career research programme, which surveys members at the start of their career and subsequently tracks them throughout their career.

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- ⁱⁱ Conway, N., & Briner, R. B. (2005). Understanding psychological contracts at work. Oxford: Oxford University Press.
- ⁱⁱⁱ Ibid
- ^{iv} Turnley, W. H., & Feldman, D. C. (1999). The Impact of Psychological Contract Violations on Exit, Voice, Loyalty, and Neglect. *Human Relations*, 52(7), 895-922
- ^v Zhao, H. A. O., Wayne, S. J., Glibkowski, B. C., & Bravo, J. (2007). The Impact of Psychological Contract Breach on Work-Related Outcomes: A Meta-Analysis. *Personnel Psychology*, 60(3), 647-680.

Annex D –
Letter to Home
Office (Peter
Spreadbury)
and reply

Via email: Peter.Spreadbury@homeoffice.gsi.gov.uk

Att: Peter Spreadbury (Cc: Angela Chadha)

19th August 2019

Police Remuneration Review Body report: actions and accountabilities

Dear Peter

We are writing with regard to the Police Remuneration Review Body (PRRB) report, published on 22nd July 2019. We found the overall direction given by the PRRB helpful, and its comments insightful.

You will recall there were five areas for consideration specified in the remit letter, these being:

1. How to apply the pay award for 2019/20 for police officers of all ranks, including chief officers, in the context of how it will support overarching NPCC proposals and timetable for a new pay structure.
2. To review the NPCC's design principles, framework and assumptions for pay

reform; and to provide views on the extent to which the views of the staff associations have been considered in the development of the design.

3. To review the NPCC's detailed project plan and risk register and provide observations on the timescales for implementation, taking into account the requirement for formal consultation with the staff associations and the need to make legislative changes.

4. To review the NPCC's proposals for progression pay for police apprentices.

5. To review proposals from the NPCC in relation to making payments to the superintendent ranks for undertaking each 24 hour on-call period.

The recommendations that the PRRB made regarding items 1, 4, and 5, are relatively straightforward, and we are content that there is a process by which these will be overseen and consulted on, which has its precedent in previous years' recommendations. For example, we are aware you have already begun the consultation regarding recommendation on item 4; we anticipate you will shortly draft a determination on item 1, for consultation.

However, whilst in accordance with its remit, the PRRB has made equally clear its observations and concerns with regard to items 2 and 3, the method by which these will be dealt with is less obvious. We are therefore writing to you to seek reassurance and clarity over how these will be progressed.

We feel it is important to note that these are by-and-large comments regarding whether the design and shape of the programme meets the normal expectations for a pay reform programme of this scale and importance; and relate to its overall governance. Many echo comments that the staff associations have been making for some time, in our PRRB

submissions, correspondence, and in minuted PCF meetings. These are a matter of public record, and it will be no surprise to you that we welcome the comments from the PRRB.

But while we would anticipate that some of these may be raised again within the PCF process, we now feel it is time that we are all able to make clear where the accountability lies for ensuring these matters are attended to, in between PRRB submissions.

It is our view that, now that the PRRB has put these concerns in the public domain, it is no longer possible for the employer to see these as being confined to the staff associations, and to treat them as such. These are matters that have been highlighted by the independent PRRB. We believe it should not be left for the staff associations to hold the NRT accountable for these, as we have tried to do until now through the PRRB and PCF process. Rather, we understand that these are matters that the employer must address, in order to ensure that what is presented to the PRRB in the future meets the PRRB's stipulations. We believe that if the National Reward Team is not held to account on these then there is significant risk that the reform programme will, again next year, be seen by the PRRB to be lacking in sufficient detail to enable it to support the NRT recommendations. The fact that the PRRB saw fit to dismiss the PCDA and DHEP progression pay proposals this year due to a lack of supporting rationale and evidence, should be seen as a significant warning.¹

It is our view that the appropriate body to hold the NPCC NRT team to account for addressing the PRRB comments is the Home Office, as the overarching employer body. We write now to seek the Home Office position.

¹ The PRRB reserve perhaps their strongest worded criticism for the NPCC proposals for PCDA progression pay. "Information on the phasing out of existing entry routes and the finalisation of new graduate-only entry routes was not as complete as we would wish, and there is too much uncertainty around the pay rates for degree-holders under pay reform". The PRRB felt strongly enough to insist that, instead of the NPCC recommendations for progression, there should be no change to the existing incremental progression.

It may be helpful for us to outline those features of the Pay Reform programme that the PRRB has specifically drawn out, and where it has given direction. With regard specifically to pay reform, these fall into two broad categories: first, overarching comments about the design, process, and timescales for the new pay system; second, comments about the structure that the NRT must operate in, and enabling features that must be in place to enable them to achieve reform (these include a number of things that are directly under the Home Office's remit). Finally, there is a third category of comment that we have also listed, for completeness. These do not relate to the pay reform, per se, but rather to other aspects of police pay. We have listed these at Annex A. We believe it would be helpful for this list to be used in meetings going forward to help keep track of whether the PRRB's concerns are being attended to.

In summary, the PRRB have raised significant concerns with regard to the pay reform programme's design, process, and timescales. We share many of these. While we, as staff associations, have a role to play in shaping the pay reform work through the PCF, we believe it is essential that there is a structure of governance and oversight in place to ensure that the PRRB concerns are addressed and solutions enacted, and the NPCC NRT is held to account for doing so. We, the staff associations, are not in a position to insist on this. Rather, we believe that that role must be undertaken by the employer. We believe that the Home Office is the appropriate body, and we seek your position on that.

There should be no further debate at PCF as to *whether* these matters are addressed. Instead, the NRT should be asked to report *how* they are doing so. We therefore write to seek your assurance that this will be the case. If you have an alternative view on how this will be achieved, then we would be keen to hear that.

We have supplied a list of the PRRB's comments and concerns, in the expectation that this will be helpful moving forward, to help focus the further pay reform programme. It may well be that you have devised a similar list: if so, we would appreciate sight.

We look forward to your response, trusting that the assurances sought will be given.

Yours sincerely

A handwritten signature in black ink, appearing to read "Alex Duncan".

**ALEX DUNCAN
NATIONAL SECRETARY PFEW**

A handwritten signature in black ink, appearing to read "Dan Murphy".

DAN MURPHY NATIONAL SECRETARY PSA

ANNEX A: List of concerns that the PRRB seek to have addressed. Taken from PRRB report published July 2019.

Categories:

1. PRRB comments regarding the NRT pay reform design, process and timescales.
2. PRRB comments regarding the structure within which the NRT operate, and enabling features that must be in place if they are to succeed.
3. Other aspects of police pay.

Given that we believe this list could be used to help track progress, we have supplied some notes on our current position.

1. PRRB comments regarding the NRT pay reform design, process, and timescales.

PRRB comment	Staff association notes
<p>I. Design</p> <p>The PRRB states that it is still concerned about matters it raised in previous years: notably that the rationale for change has not been properly articulated, nor have the expected benefits been stated.</p> <p>Para 2 and 2.42-2.46</p>	<p>On both of these, we agree with the PRRB. We have engaged with the NRT as recently as this week to try to assist with these. But we feel that it must be stressed to the NRT that these are not solely concerns of the staff associations: rather, they are concerns expressed by the PRRB also, and as such must surely be addressed now. We do not believe it should be left to the staff associations to hold the NRT to account on these.</p>
<p>II. Design</p> <p>The PRRB notes that the changes to the Constable pay scale are unclear, and present risks. Notably, the route to Established Constable is not clear, and the assessment process has not been bottomed out. The shortened pay scale with a huge leap between the second highest and highest point is problematic, and may impact negatively on motivation.</p> <p>Para 2.55-2.56</p>	
<p>III. Design</p> <p>The PRRB state that they are not convinced that the project can be delivered within the current paybill.</p> <p>Para 13 and 2.52</p>	<p>We have noted in this year and last year's PRRB submission that we believe such significant change cannot be achieved without proper funding, and that the CSR needs to be used to secure adequate funds. We now understand that this is being reviewed. However, it is regrettable that the staff associations have not had visibility of what case has been made for additional monies, and the process by which this was fed into the CSR. We stood ready to help with this, and continue to do so.</p>
<p>IV. Timescales</p> <p>The PRRB expresses concern that the Pay Reform timetable doesn't allow time to make the necessary legislative changes.</p>	<p>You will be aware that we have raised this point repeatedly. Now that the PRRB have recorded their concern, we believe it is time for the Home Office and NRT to work together to provide a clear mapping of what legislation is</p>

Para 17 and 2.57-2.59	likely to be required, and how it meets the parliamentary timeframes.
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2. PRRB comments regarding the structure the NRT operate in, and enabling features that must be in place if they are to succeed.

PRRB comment	Staff association notes
<p>V. Enabler – structures</p> <p>The PRRB states that it has reservations as to whether a reform of this scale can be achieved through the existing structures.</p> <p>Para 2.46</p>	<p>We agree. We believe that the current overall governance of the work is still unclear. We understand that the NPCC lead is charged with designing and enacting pay reform, and that the NRT are doing this on his behalf. But the relationship between this and other programmes is not clear. This means it is especially difficult for the NRT to address the underlying enablers of pay reform, that are currently outside their control.</p> <p>Specifically, we feel there is a need to ask - who has oversight? Who is responsible for ensuring that the College’s work and that of the NRT is designed so that the aims, objectives, and design principles correspond? Who is responsible for ensuring forces act accordingly? Is this the role of the Home Office?</p>
<p>VI. Enabler – force readiness</p> <p>The PRRB expresses its concern that individual forces are not ready for change.</p> <p>Para 9 and 2.47-2.49</p>	
<p>VII. Enabler – competence assessment</p> <p>A related point is that the PRRB notes that “a new pay mechanism built on competence will necessarily require robust performance measurements to be in place”, not least because of the significant cultural change.</p> <p>Para 15 and 2.64</p>	
<p>VIII. Enabler – manpower modelling and assumptions</p> <p>The PRRB states that the change to a requirement for officers to have degrees is likely to have consequences in terms of changing career expectations. For example, they assume such officers may not want to stay in service for their entire careers. Forces will need to plan accordingly.</p> <p>Para 17 and 2.57-2.59</p>	
<p>IX. Enabler – Data</p>	<p>This is something that the PFEW drew attention to as far back as year one of the PRRB. We</p>

<p>The PRRB states that there is still a lack of robust evidence to inform the design of pay reform – even though they have drawn attention to this in previous years, and previous PRRB reports.</p> <p>Para 35 and 5.4-5.7</p>	<p>noted the lack of consistent, verified data across forces. This includes recording of decent recruitment and retention measures; workforce modelling; data on sickness levels; data on opt out from police pensions; and baseline data about the current state of policing pay, against which to measure expected benefits and unintended consequences. Examples might be measures of diversity, improvements to equality of pay, improved performance (perhaps at force level, rather than individual), measures of public confidence, improved deployability, reduced use of certain allowances which are actually intended to punish forces for poor planning, etc. Some measures exist, but many do not. There has been no systematic capture of what it is desirable to measure, and to what extent that is possible, or what would need to be done to make it possible.</p> <p>We understand that to a large extent the design and collection of these data is the responsibility of the Home Office. But we do not currently see joined up working between the Home Office and the NRT, with the NRT able to insist on particular measures being captured, that would aid their work. We believe that while there is a specific role for the Home Office’s Annual Data Return (ADR) team to capture data, there is a separate task for the Home Office in its oversight role for the pay programme, to check that the NRT’s data requirements are being met.</p>
<p>X. The PRRB suggests that an independent technical evaluation of the programme should be commissioned.</p> <p>Para 8 and 2.45 and 2.46</p>	<p>We believe this is borne out of frustration that the PRRB’s comments on the programme in previous years have not been addressed. Unfortunately, given that many of the concerns expressed this year by the PRRB have been noted time and time again, we cannot help but share that frustration. We agree that an independent technical evaluation would be helpful. Clearly, in order to be independent, this should not be commissioned by the NPCC NRT, but by the Home Office.</p>

3. Other aspects of police pay

PRRB Fifth Report: July 2019, paragraph reference	PRRB comment
Para 35, Exec summary	The PRRB seek clarity from the Home Secretary over which pay review body considers chief officer pay
P.3.86	PRRB wished to be kept updated re their previous recommendation around targeted pay arrangements
P. 3.89	PRRB request to be kept informed of progress re cross-party work on chief officer appointments
P.3.100	PRRB state there continues to be a lack of robust evidence from the NPCC on morale and motivation – they have raised in previous reports but seen no progress
P.3.105	PRRB request further evidence on the effect of pension taxation – how it impacts on recruitment, retention and motivation
P. 3.108	Home Office and others consider lessons that can be learnt from delays in introducing police regulations following introduction of Children and Families Act 2014
P.4.58	South East Allowance – management with due care re possible unintended consequences
P.4.70	Parties to look carefully at the usage and value of on-call allowance, and provide a full evidence based rationale
P.4.72	NPCC provide a proposal in time for next year’s pay round on the introduction of an on call allowance for superintending ranks
P.4.86	PRRB request results of a post-implementation review of hard-to-fill payments to find out why the initiative was only put to limited use
P.4.88	PRRB suggest NPCC work with the PSA re pay targeting for Superintending ranks on this priority area for pay reform



Home Office

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By email:

alex.duncan@polfed.org

dan.murphy@policesupers.com

19 December 2019

Dear Alex and Dan

POLICE REMUNERATION REVIEW BODY

Thank you for your letter dated 19 August regarding the observations made by the Police Remuneration Review Body (PRRB) in their 2019 report. Apologies for the delay in my response; I felt it was important to reflect current Ministers' priorities for policing, as they developed during the autumn, and confirm this year's remit for the PRRB. You will appreciate that I was not in a position to respond immediately ahead of the general election.

The Government has made clear its priorities in respect of policing, particularly the commitment to recruit 20,000 additional police officers over the next three years. More broadly, the Government has emphasised its desire to listen to policing and support its efforts to fight crime and face the challenges of modern policing, ensuring the right tools, powers and systems are available. The Government has set a clear expectation that the National Police Chiefs' Council (NPCC) must demonstrate a clear commitment to putting the right pay and reward structures in place, to support the aims of the uplift. The National Policing Board, created earlier this year, will hold all partners to account on delivering the uplift and any matters that are associated with this and other national priorities for policing.

The plan to increase officer numbers significantly has understandably caused the NPCC to consider how they should prioritise this work going forward. The Home Office has engaged regularly since last year's round with Matt Jukes, as the NPCC Pay and Conditions lead, including me personally and at Ministerial level. I am confident that Matt understands the Government's expectations around delivery and the need for clear planning and priorities in the context of the uplift. My team continues to work with Matt and his team.

This year's remit letter asks the review body for their further observations on the NPCC's proposals for pay reform, which will be submitted as part of their evidence. I expect proposals to be fully tested with partners ahead of evidence being submitted. I am aware that the NPCC issued a consultation in September on their latest proposals and that your respective organisations have responded. There have also been opportunities for you to provide feedback at the Police Consultative Forum meetings, which I am pleased are now facilitated by an independent chair.

The Home Secretary has invited the PRRB to provide recommendations and comments on the progress made by NPCC in delivering pay reform for this year's pay round. I look forward to receiving their views, to be considered in deciding what the future shape of pay reform should be. The team here will continue to work with you and other partners in implementing the Government's decisions on the PRRB's recommendations, including through the Police Consultative Forum.

I appreciate your thoughtful and constructive challenge on how this work should be taken forward and would be happy to discuss this with you at any time. I am copying this letter to Angela Chadha and Melanie Sinclair.

Yours sincerely,



Peter Spreadbury
Head of Police Workforce and Professionalism Unit

peter.spreadbury@homeoffice.gov.uk

Annex E –
Peer-reviewed
Journal Articles
and Conference
Papers

Annex A: Peer-reviewed Journal Articles and Conference Papers

Journal Articles

1. Boag-Munroe, F. (2019). Career progression expectations and aspirations of female police officers in England and Wales. *Policing: A Journal of Policy and Practice*, 13(4) 426 – 440.
2. Boag-Munroe, F. (2019). Recent Police Recruits' Existing Knowledge of the Police and Organisational Commitment. *Journal of Police and Criminal Psychology*, 34(1), 91-101.
3. Houdmont, J., Elliott-Davies, M., & Donnelly, J. (2018). Single crewing in English and Welsh policing: frequency and associations with violence towards and injuries in officers. *Policing and Society*, 1-14.
4. Houdmont, J., Elliott-Davies, M., & Donnelly, J. (2018). Leaveism in English and Welsh police forces: baseline reference values. *Occupational Medicine*, 68(9), 593-599.
5. Boag-Munroe, F., Donnelly, J., van Mechelen, D., & Elliott-Davies, M. (2017). Police officers' promotion prospects and intention to leave the police. *Policing: A Journal of Policy and Practice*, 11(2), 132-145.
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.

Conference presentations

7. Boag-Munroe, F. (2020). Probationer Police Officers' Career Priorities: Change, stability and implications for Police HRM practices. Paper presented at the Chartered Institute of Personnel and Development's Applied Research Conference, Dublin, 22-23 January 2020
8. Chandler, N., Wellington, N. & Boag-Munroe, F. (2020). Bobby come back: Police leavers' attitudes towards re-joining the police. Paper presented at the British Psychological Society's Division of Occupational Psychology Annual Conference, Stratford-upon-Avon, 8-10 January 2020.
9. Elliott-Davies, M. & Houdmont, J. (2019). Seeking mental health support and the decision to disclose: A study of disclosure behaviours in English and Welsh Policing. Paper presented at the British Psychological Society's Division of Occupational Psychology Annual Conference, Chester 9-11 January 2019.

10. Wellington, N. (2019). Leaveism and Physical Health: Do all components of leaveism, as well as sickness absence and presenteeism have an influence on health in policing. Paper presented at the British Psychological Society's Division of Occupational Psychology Annual Conference, Chester 9-11 January 2019.
11. Chandler, N. (2019). Does the professional development of Police Detectives impact upon their job stressfulness and job satisfaction? Paper presented at the British Psychological Society's Division of Occupational Psychology Annual Conference, Chester 9-11 January 2019
12. Boag-Munroe, F. (2018) Recent recruits' existing knowledge of the police and organisational commitment. Paper presented at the British Psychological Society's Division of Occupational Psychology Annual Conference, Stratford-upon-Avon, 10-12 January 2018.
13. Houdmont, J. & Elliott-Davies, M. (2018). Single Crewing in English and Welsh Policing: Frequency and Associations with Violence Towards and Injuries in Officers. Paper presented at the British Psychological Society's Division of Occupational Psychology Annual Conference, Stratford-upon-Avon, 10-12 January 2018.
14. Norman, J., Williams, E. & Boag-Munroe, F. (2018). "This is the Police Service, not Tesco!": Police officers' attitudes to direct entry recruitment. Paper presented at the British Psychological Society's Division of Occupational Psychology Annual Conference, Stratford-upon-Avon, 10-12 January 2018.
15. Boag-Munroe, F. (2017). Career progression expectations and aspirations of female police officers. Paper presented at the British Psychological Society's Division of Occupational Psychology Annual Conference, Liverpool, 4-7 January 2017.
16. Boag-Munroe, F & Donnelly, J. (2016). Psychological contract fulfilment and police officers' attitudes towards alternative pay systems. Paper presented at The British Psychological Society's Division of Occupational Psychology Annual Conference, Nottingham 6 – 8 January 2016.
17. Boag-Munroe, F., Knapper, S. & Elliott-Davies, M. (2015). Police officers' promotion prospects and intention to leave the police service of England and Wales. Paper presented at The British Psychological Society's Division of Occupational Psychology Annual Conference, Glasgow 7-9 January 2015.

Annex F –
Letter to NPCC
lead,
8 November

8 November 2019

Via email: Matt.Jukes@south-wales.pnn.police.uk

Attention of: Chief Constable Matt Jukes
South Wales Police
NPCC Lead Pay and Conditions

Dear Matt,

PCF - Pay Reform Consultation

We are writing to you to raise significant concerns with the lack of information provided to the staff associations for consultation on the NPCC's pay reform programme.

According to your timetable we are currently in a period of NPCC NRT consultation on the consolidated framework design for constables. This is detailed in the Key Programme Milestones paper sent out to the PCF working group on 14 October 2019. This paper notes that consultation with the staff associations began on 7 October and will end on 2 December.

However, for consultation to be meaningful on such a substantial package of reform we would expect proposals to be provided to the staff associations that allow us to consider the

questions you have posed to us, and, disappointingly, this has not yet happened. The

format of the paper provided is unusual for a consultation, containing, as it does, background and discussion, rather than firm, detailed proposals and policy intent.

According to your milestones paper the PCF working group on 11 October was for continuous engagement on other pay reform items (EIA and proposals for other ranks). However, at this meeting the NRT reported that the blueprint document (Blueprint v2.1), circulated as an agenda paper, was the formal document for consultation. No further EIA was provided, other than the very early draft EIA on which we had already provided numerous comments. No more detail on the proposals for other ranks was given.

Whilst we will be able to provide overarching comments and drafting points on the paper as a whole, we have significant concerns with the lack of detail in the paper regarding the proposals being put forward. In particular, we have significant concerns that the paper stipulates a number of matters that the authors state are for consultation, and yet little or no information is given on these. This becomes most apparent when the paragraphs setting out the authors' intended specific consultation questions are listed, and the information we have been given vis a vis each is set out. In several cases, a very specific response from us is sought, (*acceptance or endorsement*) and yet no relevant information is supplied that would allow us to do so.

1. Fixed Pay –

Paragraph 2.19 states that “The NPCC’s consultation phase will seek agreement from stakeholders to:

<p>a) Accept the current benchmarking work for constables.</p>	<p>We have not seen the benchmarking work for Constables. Having been told that a benchmarking Board would be set up, we were included in one preliminary meeting in July. Despite our making several requests for us to be included since, no further information or meetings have occurred, and dates that</p>
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	<p>we have made available to your team have not been followed up with us.</p> <p>We cannot be expected to accept what we have not seen. How can the consultation specifically ask us to accept this work?</p>
b) Endorse further work for the remaining ranks for the 2020 PRRB submission.	<p>We have had no visibility of what work may be going on.</p> <p>Again, we cannot endorse what we have not seen.</p>
c) Agree and propose a value for the P Factor descriptors.	<p>Whilst we have had discussions regarding the descriptors, no actual value has been proposed.</p> <p>How can we agree a value when none has been proposed?</p>
d) Once agreed, incorporate the P Factor in the base pay of all who hold the 'Office of Constable'.	<p>This is clearly contingent on c).</p>
e) Put in place a regular PRRB review mechanism to ensure that the valuation of the P Factor and the descriptors remain current.	<p>We agree this will be required, but the proposals as to how it would work appear to be in their infancy.</p>

Variable Pay -

Para 2.30 states that "The NPCC's consultation phase will seek agreement from stakeholders to:

a) Understand the scale and breadth of variable pay flexibility which forces believe they need for operational effectiveness.	<p>We agree information is needed to understand this. However, we have not seen any data, and are unsighted on any data collection. It is therefore not possible to state that this aspiration has been achieved.</p>
b) Agree detailed proposals on the conditions under which variable payments would be considered. Once endorsed, this	<p>We have been seeking detailed proposals for some time now, including proposals which outline the checks and balances needed to ensure that officers are treated fairly, and that any</p>

<p>would be submitted to the Home Office for formal consultation.</p>	<p>possibility of worsening of equality in the service is mitigated.</p> <p>We have been given no detailed proposals.</p> <p>How can we be expected to agree what we have not seen?</p>
<p>c) Determine what ceiling would be appropriate for variable pay and what change in regulations would be necessary.</p>	<p>We have seen no suggestion as to what should be the level of pay. There appears to be no data regarding what level of payment might be attractive, and no analysis.</p> <p>If the data exists, then we are unsighted. We cannot, therefore, help determine what ceiling would be appropriate.</p>

3. Transition

Para 2.63: "The NPCC's consultation phase will seek agreement from stakeholders to:

<p>a) Establish an appropriate number of pay points for the probationer stage as a transition measure</p>	<p>The paper suggests a scale minimum and maximum, but has no other detail regarding the years on probation.</p>
<p>b) Set a scale minimum and scale maximum for the probationer pay band</p>	<p>The paper repeats the current pay points of £18,450 and £26,370, with no rationale as to why, or suggestion as to what is proposed instead.</p>
<p>c) Agree forces' flexibility to set pay scales within these boundaries for the probationer band</p>	<p>We are unclear on what aspects of this we are being consulted. We have maintained throughout that if forces are to be given flexibility then there should be checks and balances in place to ensure that flexibility is used appropriately. No such proposals have been forthcoming.</p>
<p>d) Determine whether there should be additional force flexibility to vary pay scales for the probationer band, based on knowledge, skills and experience</p>	<p>No case has been made for this. No information has been provided as to how this fits with the existing regulations (which suggest those with specific experience should be paid</p>

	more, on entry) and/or how a new provision would work.
e) Establish an appropriate number of pay points for the foundation stage as a transition measure	The paper suggests 3 or 4, but makes no case as to which is recommended. It is therefore unclear what we are being consulted on.
f) Set a scale minimum and maximum for the foundation pay band	£28,000 is given as a potential start point, and £40,000 as the top of the Constable scale. But presumably that's for the top of the Established Constable scale. We do not, therefore, have information as to what the proposal actually is here.
g) Establish smoother pay points so that there is more uniform distribution across pay bands	No proposal to that effect has been provided.
h) There being no progression if performance is not satisfactory (nor would any discretionary variable payment be made until performance had improved to a satisfactory level)	This is the first time we have seen this suggestion regarding variable pay. No further detail has been provided. Does this mean that payment for doing hard to fill roles would be withdrawn if performance were unsatisfactory? Presumably officers would therefore no longer be required to fulfil such a role? How would this work in practice?

We hope you can understand, from the above comments, why we are so concerned. The blueprint does not contain any detail with regards to the proposals it states are to be agreed with the staff associations, and if no further proposals are provided, we will find it extremely difficult to give the agreement / endorsement you are seeking. We cannot agree issues blind, without a clear indication of the content, and the impact on and consequences for our members. We have sought a benefits realisation plan from you for over three years now. The PRRB have also stipulated that this is essential. Currently we believe "consultation" is occurring in a void.

We had expected to receive a number of clear proposals for discussion well in advance of the

December deadline, covering the range of areas you are seeking to consult on: base pay, variable pay, pay progression and transition, with an Equality Impact Assessment undertaken for each one, for contemporaneous consideration. We anticipated receiving these proposals in sufficient time to enable full and proper consideration. Our intention was to provide a full response so that a clear picture of those areas of consensus (and those where none can be reached) could then be presented to NPCC Chiefs' Council in January. However, as things stand, it seems unlikely this will be achieved.

We are keen to engage with NPCC on the issue of pay reform and are disappointed with the approach being taken to the current consultation. We would urge you to address these concerns as a matter of urgency. Unless we receive proposals whose content is commensurate with the types of questions you have asked us to respond to, we will be forced into a position of having to notify the PRRB at the end of the consultation period on 2nd December that we have had no more detail on the pay reform going into this year's submission, than last, and to share these comments. As you know, last year we saw the figures suggested for PCDA progression pay for the first time when the NPCC submission was published. This year, unless things change imminently, we appear to be going to find out the Constable pay proposals in the same way. This serves no one well, as it demonstrates in a very public way the lack of an open and transparent approach. We have no wish to have to expose the lack of information we have received: however, if no alternative is provided, then we must do so, as it is not right that we should be left blindsided, and that our ability to represent members is hampered in this way.

Going forward, we suggest the following solution. To enable consultation, please provide the requisite information to us to enable us to fulfil our statutory role. This includes the results and full data from any benchmarking activity; proposals for the actual pay points on the Constable scale (including how many pay points you intend there to be in each phase, and the value you intend to place on these), and the same for each of the other ranks; your proposals regarding the value of the P factor; and your proposals regarding the upper limits for variable pay. The Equality Impact Assessment for each should be an essential part. The PRRB remit

letter has been written on the assumption that all these elements of the reform process are in place, and your original request to us was to respond to your consultation by 2nd December. It would therefore seem reasonable for the NRT to provide these to us by no later than the original end date of the consultation, with a view to extending the consultation period. We trust you agree this represents an appropriate compromise at this point, and demonstrates our willingness to be as flexible as possible.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Alex Duncan', with a stylized flourish underneath.

ALEX DUNCAN
NATIONAL SECRETARY PFEW

CC Elizabeth France, PCF Chair
Andy Tremayne, APCC
Angela Chadha, and Mel Sinclair Home Office

Annex G – EIA letter responses

Via email: Andy Fittes

16 September 2019

Dear Andy

Thank you for your email of 29th August, and the summary documents. As you have noted in your email, the NRT are up against very tight timescales now, if this programme is to be progressed in line with the Public Sector Equality Duty (PSED). For that reason, we have drafted a response as quickly as possible, to try to give you the longest possible period to attend to comments. The list below is therefore not intended to be exhaustive, but rather to draw your attention, at a high level, to matters that we believe will need to be addressed.

Starting with the Word document entitled EIA Summary Approach¹:

- I. Under 1. Introduction, there seems to be confusion of the definitions of Variable Pay and Hard to fill / demanding payments, in that both seem to refer to "certain roles", "working in certain areas", and "hard to fill" "demanding" roles.
- II. Under 3. Methodology to be undertaken for the EIAs, we feel there are a number of issues. The biggest of these is that it states "from an initial scoping exercise, it is not anticipated that there are any major discriminatory issues with regards to the Base

¹ It would be enormously helpful if the NRT team would please provide labelled documents with a unique identifier and date stamp.

pay workstream or to the aims of the project as a whole". We do not agree these statements. We haven't seen any initial scoping exercise. This section is problematic. (Later documents go on to refer to likely impacts such as gender pay gaps for Base pay, so there is an inconsistency here too).

- III. Also under this section, you have stated with regard to Hard to Fill "some data as to its implementation is already available and this will allow us to retrospectively assess its impact and complete an EIA". We do not believe this is good practice, and refer you to the Public Sector Equality Duty, and specifically the Brown principles derived from case law (*R (Brown) v Secretary of State for Work and Pensions* [2008] EWHC 3158) which include *"the duty must be fulfilled both before and during consideration of a particular policy, and involves a "conscious approach and state of mind"*. It is not, therefore, sufficient to simply try something and then measure impact retrospectively.

Moving on to the Excel document provided, we have some overarching comments:

- IV. Whilst on the one hand this is a reasonable structure to allow the reader to see what points are being raised, it does not actually contain the sorts of information you have said that it would (in the Word document attached, called Equality Impact Analysis: National Reward Framework). So, the word file lists Management and Monitoring; Evidence; Consultation; Discussion; Conclusion; Action Plan. However, these are not the headings used in the Excel file.
- V. There is no mapping of the Excel file content to the actual proposals. Many of the notes contained within are therefore difficult to judge, being without context. We would expect to see a statement of the planned change, and the consequent impacts.

Taking the Excel file row by row, we have a number of comments.

- VI. The EIA for the overall programme contains only partial phrases: eg "Gender pay gap". What is it about the gender pay gap? How will it be affected? Will it be worsened? Why? Likewise, under Age this row says only "Entry level pay rates". What does this

mean? Any EIA should set out what the likely impacts will be in sufficient detail for an action plan to be prepared, and included, as well as what evidence has been drawn upon to reach these conclusions and how any progress, resulting from the action plan, will be measured.

- VII. Under Base pay, Access to pay gateways, the thought process followed is not transparent. You say, for example, there will be no impact on those undergoing gender reassignment. But if it is harder to get through pay gateways, and this is moved away from time served, then those taking time out for any reason may be negatively impacted. The same is surely true for those on maternity leave. Further, you say there is potential positive impact for dual earning households: why? There is no rationale stated, and we have been unable to follow the train of thought.
- VIII. Further, with regard to Base pay, it is essential under guidelines for the PSED that you evidence the breadth of your scanning for evidence and indications of possible impacts. This has not been done.
- IX. Under Evidence, you state that Bio data pre and post project will be used, across the board. Given that the project is in progress, has the pre project analysis been undertaken? Could we have sight please? (Again, we refer you to the Brown principles).
- X. Also under Evidence, you note Analysis / statistics each year of recruiting. What is meant by this? What are you seeking to look at, and to what purpose?
- XI. Under Control/Mitigation Measures, we believe these need to specify what it is you will do, and how this will help. There should be a clear rationale between the stated impact, and a specific action to address that. In these rows, however, you have often cut and pasted the same information right across the nine protected characteristics. (Even where you have stated there is no impact, you have supplied the same mitigations as where there is impact). These are, in many cases, examples of broad good practice, and to that extent we welcome them. But they are not mitigations for specific impacts identified.

- XII. Again under Control / Mitigation Measures, the first row states that a mitigation will be robust reporting and assessment procedures that do not disadvantage any groups. This is surely an aim, rather than a mitigation?
- XIII. In the first row, under Age, you state that force discretion to pay at the higher end of the entry pay range to attract older applicants is a mitigation. Given that this would clearly introduce age discrimination against younger applicants, do you believe this would stand scrutiny? Have you prepared a case demonstrating that this purposeful age discrimination is a proportionate means to achieve a legitimate aim?
- XIV. Under Variable pay, the gender bias identified is solely in relation to the menopause. This does not demonstrate sufficiently broad consideration of gender issues. Further, the document states that the impact will be because of the menopause's impact on "performance, decision making, and competence". We believe that while this document may be well intentioned, aiming to identify and address possible impacts, there is some danger that as currently written this may suggest some bias on the part of the authors. Can you provide, please, clear evidence that the menopause is likely to impact on performance, decision making, and competence. We believe that some is available. However your document should set this out, and further state in what way impacts take effect, such as which aspects of performance and competence are affected. These would need to be stated lest the document be read as meaning the menopause affects overall competence.
- XV. With regard to the column Sexual Orientation, we do not understand why on various rows the impacts and mitigations refer to "gender bias". This should surely be sexuality, rather than gender bias? We believe the way that the EIA is captured should demonstrate the highest levels of understanding of diversity, and sensitivity to meaning, in order to be considered plausible.
- XVI. With regards to Age, again we do not feel that leaving this statement in the way it is currently captured is appropriate. What is meant by "difficulty demonstrating competency levels at each end of the spectrum"? What data or research evidence is there that this is the case? What competencies do you mean? All, or some? Again,

evidence may well be available, but it should be stated or referenced, and there should be evidence of sufficiently broad scanning to satisfy the PSED.

- XVII. Under Evidence, each row states that bio data analysis pre and post implementation is required. We agree this is needed: however, what has been done to date? The document should state what information and data you actually have. We have seen no pre implementation data, and remain unconvinced that data has been captured with the granularity required. As you haven't specified the exact data you intend to use, we cannot say for sure whether this row has any meaning or shows any real intent to gather and analyse information.
- XVIII. Under Control/mitigation measures, we do not understand what is meant by 50:50 approach, including both time served and competence.
- XIX. Also under Control/mitigation measures a whole row has been dedicated to the need for "strong local policies on entry requirements for units which would be subject to variable pay" as noted above, this kind of statement sets out useful and laudable aims: but it isn't a mitigation. This section should be detailing what specifically is required to address a particular issue (or issues) that have been identified and detailed in the audit. The document should then go on to identify how progress will be measured so that the effect of the mitigation(s) can be evaluated and altered if and where necessary. The same also applies with regards to the next row "L&D input for all officers explaining the new system".
- XX. A further row details that there is "no pay detriment – no one will earn less than they currently earn". Again, as above, what is the issue that this is suggested, as a mitigation, to address? This is, again, an aim of the overall scheme. In addition, as with regards to the wording itself, looking at current earnings isn't the only way to judge a whether there is or isn't a detriment. If a pay point was red-circled for example, this would be a detriment.
- XXI. A further row looks to identify reasonable adjustments. That may well be good practice in a broader sense regarding equality issues. However, the document should have emphasis on what exact difficulties may arise from this specific proposal (or group of proposals) which this mitigation will alleviate.

- XXII. The section on transition includes a peculiar row referring to a need to have a possible change to the entitlements for new recruits “*written into their contracts*”. First, why is this in the Equality Impact Assessment? It does not seem appropriate in this document. Second, what is this referring to? As you must know, police officers are not employees and do not have contracts of employment. Police officers’ terms and conditions are as set out in Regulations and determinations and can only be altered by variation to these, once the change has been through the usual process of consultation. All officers are in the same situation with regards to change always and only arising through revised Regulations and determinations.
- XXIII. The section detailing hard to fill roles has clearly not yet been developed. As noted before, it is hard to see why this has been separated out from the variable pay item generally. However, perhaps it is your intention to list each specific element of the variable pay proposals and work through each one individually. This would be a helpful and worthwhile approach. Unfortunately it seems muddled currently in that it asserts that there is already an awareness of many forces choosing not to use the scheme at the same time as suggesting no data is available. In fact the other documents detailed above say that data is already available. This is therefore contradictory. If it is the case that forces do not want to utilise the scheme due to concerns about the divisive nature of the scheme and/or not wanting to run the risk of equality challenges (possibly legal challenges as were seen with SPPs) then this is very relevant information for the EIA and ought to be explored.

We appreciate that you have said this is at high level, and only initial thinking. We trust that the comments supplied will be helpful in shaping your further work. At this stage of the programme, however, we are deeply concerned that it will not be possible to complete the EIA in a way that addresses s149 of the Equality Act, the PSED.

It would be helpful to know what your plans are: that is, when do you intend to have a workable document that you believe satisfies the PSED in the right timeframe for this work?

We stand ready to discuss such a document. At this late stage of the programme, however, we feel that the obvious lack of attention to this key area thus far is putting the staff associations in a very difficult position.

Yours sincerely

A handwritten signature in black ink, appearing to read "Alex Duncan".

ALEX DUNCAN
NATIONAL SECRETARY PFEW

A handwritten signature in black ink, appearing to read "Dan Murphy".

DAN MURPHY NATIONAL SECRETARY PSA

CC:

NRT – Rachel Jones, Stella Brooks, David Paul
Matt Jukes NPCC

17 January 2020

Via email to: matt.jukes@south-wales.pnn.police.uk

Re. EIA on pay reform, supplied to the staff associations on 10th January 2020.

Dear Matt,

Thank you for the revised NPCC Equality Impact Assessment that we received on 10th January.

There are two main aspects of the EIA on which we wish to comment:

- the EIA process that you recommended, and in particular how you suggest this will work for EIAs for variable pay, (Targeted Variable Payments); and
- the content of the draft EIA supplied.

As we understand it, the process that you recommend for TVPs is that responsibility for the EIAs will be essentially delegated to individual forces. Some central guidance will be given to them, but they will be required to “conduct local EIA’s in relation to remits / roles which they intend to apply variable payments on”. (Page 14 of the NPCC draft EIA, sent 10th January). This would mean that the EIA will only be undertaken at the point when forces have already decided which roles to offer TVPs to, and only on those roles: not on others.

We assume that in adopting this approach you have considered whether it is in keeping with the requirement stated on page 3 of the same document, (2nd paragraph) which notes that

EIAs should not be left until the latter stages of the project, but rather should be done early. We would be interested to understand how you have reconciled the approach you have outlined with the approach required in the Brown principles. We remain concerned that there is a duty to consider equality impacts for the intervention at the policy design stage.

We believe that one of the challenges here will come from officers whose roles have not been considered for payment. If these roles are not included in the EIA, then how can you defend against the possibility that payments are only going to roles that are less available to officers with protected characteristics?

We assume that you will have taken legal advice on these points, and it would be helpful if you were willing to share that.

With regard to the content of the EIA provided, unfortunately this seems to be subject to many of the same comments that the previous versions were.

Key among these is that the terminology seems to be loosely defined, and this, in turn, limits the ability of the document to evidence a clear narrative. It is our understanding that the EIA should tell a story, whereby the analysis of any possible risks or adverse impacts is shown; then consideration is given as to how these could be mitigated, and mitigations set out; and finally a plan for monitoring future impact is laid out (sometimes with contingent mitigations). This structure would lend clarity and demonstrate proper consideration of equality impacts.

As an example of where we think the document could be improved by tighter use of terminology, we would argue that many of the things defined as “mitigations” are not in fact mitigations, (that is, justifications or ameliorative actions): rather they are in some cases aims, and in others monitoring.

- An example of where the document cites a “mitigation” that seems to us to be an aim rather than a mitigation is where the “mitigation” stated for the fact that the degree entry routes will be more attractive to younger groups is that “the new pay rates should be attractive to entrants from a range of age groups”. Yet it is precisely because the NRT have designed a pay point of £18,450 that there is a problem whereby younger groups will be more likely to apply. The thinking is somewhat circular.

- An example of the document citing a “mitigation” that does nothing to help alleviate the effects of the problematic intervention is at the bottom of page 8, where the mitigation is given as “data should be collected as to the proportion of women who currently attain the top of the pay scale and steps put in place to monitor the proportion of females who pass through the competence assessments to see if there is any detrimental effect”. This isn’t mitigation, it is monitoring. (Moreover, it is exactly what the document says at page 3 should *not* be done, in EIAs. That is, it is merely checking after the intervention whether it has had harmful effect, rather than proactively conducting analysis to anticipate and avoid such harm).

We trust you will find these comments helpful, and look forward to your response, particularly with regard to the process for TVPs.

Yours sincerely

A handwritten signature in black ink, appearing to read "Alex Duncan", with a stylized flourish at the end.

Alex Duncan, National Secretary PFEW

Copy to:

Elizabeth France (PCF Chair)

Afsana Begum (PCF secretariat)

Mel Sinclair (HO)

Andy Tremayne (APCC)

David Paul (NRT)

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Andy Fittes (NRT)

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Annex H – Explanatory note on RPI

Explanatory note about the shortcomings of the Retail Prices Index (RPI) as a measure of Inflation

There is a controversy surrounding the use of the Retail Prices Index (RPI) as a measure of inflation. The RPI lost its status as a National Statistic in 2013. This decision was taken by the Office for National Statistics (ONS) due to the RPI several weaknesses: First, the formula employed is no longer international best practice and it is likely to result in an upward bias to measures of inflation. Secondly, the RPI is heavily influenced by house prices and interest rates when using a combination of mortgage interest payments and house prices as a proxy for housing depreciation (housing costs). Lastly, there are other important issues related to the coverage of the RPI such as using an outdated classification system and pricing strategy¹.

In January 2019, the Economics Affairs Committee declared that the UK Statistics Authority (UKSA) is at risk of being in breach of its statutory duties on the publication of statistics, by refusing to correct an error that it admits exists in the RPI². As a response, UKSA published a proposal to 'fix' the RPI in September 2019. However, the Chancellor of the Exchequer did not consent for the proposal to be introduced before February 2025. The Chancellor stated that there would be significant effects of UKSA's approach for the users of RPI and that more information plus a public consultation are needed before introducing any changes. They plan for the consultation to begin in 2020. A response to the consultation is planned to

¹ A detailed explanation about the shortcomings of the Retail Prices Index has been written by the Office for National Statistics and can be found at <https://www.ons.gov.uk/economy/inflationandpriceindices/articles/shortcomingsoftheretailpricesindexasameasureofinflation/2018-03-08>

² Source: <https://www.parliament.uk/the-use-of-rpi>

be published before the Spring Statement and the end of the financial year³.

In his letter, the Chancellor also said "As set out at Budget 2018, the Government views CPIH as conceptually the best measure of inflation and the Government's objective is that CPIH will become its headline measure over time. The Government will continue to consider its use of RPI further at future fiscal events, drawing on the evidence gleaned in the consultation, and considering the issues in the round"⁴.

³ Source: <https://www.parliament.uk/documents/lords-committees/economic-affairs/Letter%20from%20CofX%20to%20Chairman%204%20Sept%202019.pdf>

⁴ Source: <https://www.parliament.uk/documents/lords-committees/economic-affairs/Letter%20from%20CofX%20to%20Chairman%204%20Sept%202019.pdf>