Salary level to be applied to apprenticeship recruits studying for the new Police Constable Degree

January 2018
Contents

1. Executive summary and recommendations
2. Determining the methodology to make a decision
3. Fair pay for apprenticeships for apprenticeships
4. Market pay rates for apprenticeships
5. Considerations for forces and stakeholders
6. Age profile of potential new recruits
7. Affordability, impact of abstraction and costings
8. Timings, amending regulations and pay scales
Appendix A - Police Constable (PC) Degree Apprenticeship
1. Executive summary and recommendations

The decision to set a new starting rate of pay for apprenticeships takes place prior to there being an established marketplace for apprenticeships and a new reward framework for policing. However we need to determine an initial starting salary so that forces who wish to begin recruiting in the near future can state the starting salary in recruitment campaigns. The early trailblazers will start apprenticeships from September 2018.

Given the existing timeline for PRRB it has been agreed that this issue will be considered as an early item by the Police Remuneration Review Body and parallel, informal discussions will take place with stakeholders within the Police Consultative Forum (PCF) to assist the consultation process.

Progression pay for apprentice constables in subsequent years is also discussed in this paper but no recommendations are being made at this stage. Salary rates for other entry routes for constables will be considered separately as part of the 2018 consultation process.

The current pay scale for new police constables joining after 1st September 2017 is as follows:

<table>
<thead>
<tr>
<th>Police Constable Pay Points 2017/18</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
</tr>
<tr>
<td>£19,971</td>
</tr>
</tbody>
</table>

We need to consider whether such a scale is appropriate for new apprentices. If we do not make any change then apprentices’ starting salary would be pay point 0, although forces can select a £ value between pay points 0 and 1, or start at 1, depending upon local need plus they may offer different salaries to different categories of recruit, i.e. those with experience may be offered pay point 1 versus pay point 0. The alternatives for apprentices are:

a) to use a pre-selected point on the current pay scales. If we start at pay point 0 this would be £19,971 and then continue along the current pay scale, or

b) to pay a different starting salary from the current pay scales and then move the undergraduate or graduate onto the current pay scale at a defined point; or

c) to pay a different starting salary and then pay the undergraduate/graduate according to a different salary scale at pre-defined times

We checked current policy with forces for current new recruits asking about pay policy in 2017/18. At that time it appeared out of 29 forces who responded, 20 forces were to pay at pay point 1, 5 forces would pay at pay point 0, 2 between the points and 2 were undecided at the time. The reasons for this were:

a) concern that pay point 0 is not high enough to attract candidates by a specific force

b) the need to compete with other forces that were recruiting at the same time

c) some forces have the advantage of being able to offer regional allowances and so the initial total pay rate will be considerably increased from the levels quoted above. Outlying forces can counteract the effect of these in the first year by offering a rate above 0 or starting at pay point 1

This flexibility and ability to pay rates between pay points does not currently apply to other pay points. Therefore even considering using pay point 0 would be a change of practice for the majority of forces.
We surveyed forces again in July 2017. Of the 11 forces who responded we asked:

- What is the starting salary for constables? 7 forces are currently starting at pay point 1 and four at pay point 0
- What would you ideally wish to pay constables? 7 said ideally they would pay at pay point 1 and 3 wanted to pay between 0 and 1

We then asked what each force would ideally pay apprentice constables:

- 1 force wants to continue to pay at pay point 1
- 7 said they wish to pay at pay point 0
- 2 forces want to pay below pay point 0, and
- 1 force did not have an opinion

As can be seen there are a number of competing criteria to balance in determining a national rate which will be acceptable to all forces and stakeholders. There is clearly no one ‘right’ answer but there are a variety of views and therefore by considering further use of a banding for apprentices this will allow forces to make what they believe are appropriate local choices and allow forces to take into accounts costs as they become established.

The conclusion is to recommend the adoption of a new pay point banding for apprentices. A new rate will apply to apprentice constables for their first year of service and coincides with the programme progression gateways set out by the College of Policing. Any salary progression will take place at the end of the first year of the apprenticeship. This allows forces to select an initial starting salary at or between the lowest two pay points, pay points 0 and 1, according to their local and regional requirements. The initial pay point 0 will be reduced to reflect the lower rate applicable to degree apprenticeships.

The proposal is for a two stage process to introduce the initial apprenticeship salary. Initially the existing constable pay point mechanism will be used to avoid significant changes to regulations in 2018 and then a new scale will be introduced in 2019 with two further progression points. On graduation, apprentices will then re-join the pay point scale used by graduate entrants (or prior to the adoption of PEQF those entering as IPLDP officers).

As noted above when forces were surveyed to ask views about apprentice salaries there were mixed opinions, both about the starting salary and progression. Higher Level apprentices is an emerging market and it makes sense to try to reflect that market, but also be able to be flexible if the initial level is incorrect. It is much easier to increase the starting salary rather than reduce it. It is recommended that pay point 0 is reduced from its current rate on the basis that:

- the general market data for Level 6 apprenticeships available to date shows a median annual starting salary circa £16,000, and an upper quartile of £18,625, both of which are lower than the current pay point 0 at £19,971
- we surveyed possible apprenticeship candidates in November 2017, current undergraduates studying policing degrees and the graph below shows their views, that a salary of £18,000 would be attractive for the majority of likely applicants

---

1 Cleveland, Devon & Cornwall, Dorset, Lancashire, Merseyside, Met, West Midlands, Northumbria, Sussex, Surrey, TVP
2 51 undergraduates studying for policing degrees now who would have been potentially eligible to join the apprenticeship scheme if already launched.
We joined with colleagues from forces to attend the apprenticeship show at the NEC in November 2017. Of 12 the largest employers at the show, 8 were offering degree apprenticeships between rates of £15,000 to £21,500. The median salary for this grouping was £18,250 per annum.

For this and other reasons, including the need for forces to determine costings of the degree apprenticeships, we are recommending amending pay point 0 for apprentice constables, starting at an annual rate of £18,000, rather than £19,971.

Forces may then locally determine, as they do now, whether to offer starting salaries at pay point 0, £18,000, or a rate above this. Current indications from forces are that they would be likely to offer in the range £18,000 to £20,000 starting base salary. However some forces may wish to offer a higher figure, in which case they can still do this. At this stage we are not recommending the pay points 1 and 2 progression values. Given the difference between the IPLDP training schedule and the proposed Police Constable Degree Apprenticeship, it is recommended that apprentices remain on their starting salary for 12 months, rather than the current period of 6 months.

Guidance will be provided to all forces on how to determine an appropriate starting salary and monitor force practice to ensure that good practice is shared and the pay rates offered will ensure a steady flow of the right candidates.

Regional allowances will be added to the base pay as per local force current policies.

As the marketplace becomes more established in 2018 the initial recommendations will be revisited. Further recommendations and consultation will follow on pay progression for apprentices.

NPCC recommendations:

a) to reduce Pay Point 0 to £18,000 to enable forces to set apprentice pay based on local market factors and in line with current market comparisons for higher level apprenticeships

b) Apprentice Police Constables remain on their starting salary for a 12 month period before progressing to the next pay point

---

3 Airbus, BAE Systems, Dyson, IBM, JLR Retailer, Lloyds Banking, Royal Mail, Severn Trent Water
2. **Determining the Methodology to make a Decision**

We assembled background materials, benchmark salary data and gained views from all parties and have considered the following factors:

- a) the current pay scales, their usage by forces and applicability to apprenticeships (as outlined above)
- b) considering fair pay for apprentices
- c) the market rate for apprentices and degree graduates
- d) the current views of possible applicants and officers
- e) the current views of forces and stakeholders
- f) the profile of the typical recruit now and the future profile
- g) affordability, the impact of abstraction and costings
- h) the timing of recruitment versus the annual salary review/PRRB timetable
- i) amending regulations and pay scales

The following sections consider each of these factors and describe if and how they have influenced thinking. As this is an evolving area and market place new data is continually emerging and we will need to take this into account on an ongoing basis.

3. **Fair Pay for Apprentices**

Part of the reward framework we will develop will be seeking to define what is fair for our newly recruited constables as we can use this to explain and promote apprenticeships.

This route into policing will become a key route into policing and so it is vital that the recruits believe that we have treated them fairly.

We will need to discuss and define fair pay in general for officers in the next PRRB report however the following additional points are pertinent to this discussion:

- a) the initial rate and following scale needs to be attractive to potential recruits. For the majority of our applicants they will have some experience of working and so have some knowledge about what a suitable rate of pay might be. However for those seeking a career change they are likely to be pragmatic about the requirement to work at a "lower" rate of pay initially while they are training with a view to receiving a higher rate on completion of training

- b) the rate needs to be sufficient to remunerate them to be able live within their community (particularly for those forces who have a location requirement), they must be able to afford essentials, In forces which pay a regional allowance/London weighting apprentices will benefit from these allowances

- c) newly recruited officers, although being undergraduates, will form an immediate part of the police establishment and will be treated as such

- d) for police officers there has been a police "X" factor which has been used to justify current rates of pay. It would be reasonable to apply this methodology to these apprentices, so applying an uplift of at least 8% over base pay market rates at the moment\(^4\). We intend to develop this further as part of the next NPCC submission to the PRRB

\(^4\) We will developing the police "X" factor in the PRRB main report as a way to define a language for the forces to evaluate and justify pay levels in future.
other colleagues who have arrived in policing by doing other staff roles and self-funding any study and costs to gain their posting. At this time these colleagues will not have a policing Level 6 qualification, so will potentially be receiving more pay for a lesser level of qualification but greater work experience or already have a level 6 qualification but not have it in the right subject and so have associated student debt that they will be paying off.

Part of determining a fair pay level is understanding the actual net take home pay of an officer.

Concerns have been raised by recent Police Federation pay and morale surveys that officers are increasing finding it more difficult to manage financially.

At a salary rate of £15,000 per annum net monthly pay after deductions of income tax, National Insurance and pensions contributions, works out at £999 per month and then every extra £1,000 earned per annum is currently worth approximately £50 per month.

So a constable starting at circa £20,000, which is nearly equivalent to pay point 0, will receive net the equivalent of £1,241 to cover all their living and essential items.

We need to be mindful whether the lower rates of pay, below £20,000 might not be attractive enough. Initial indications appear that this is the case. In Section 1 we refer to 51 undergraduates studying for policing degrees now, who would have been potentially eligible to join the apprenticeship scheme. The majority of these undergraduates, 57%, accepted that a salary base pay rate of £18,000 per annum would be fair.

3. Market Pay Rates for Apprenticeships

It is common market practice to compare roles like apprenticeships across the market. This is the method used by the PRRB, other pay review bodies and across other sectors and then, if possible, within a sector as often the "raw" recruit has no specific work skills, although they may have a relevant qualification. Therefore it is reasonable to look at the general rates being quoted by other employers for these new roles.

Ideally we look to make comparisons with what might be the most comparable roles. However as this is a new type of role data is only just emerging. The data we have is therefore useful but not as robust as we would like. More accurate data should become available in 2018.

Another important issue to remember is that setting pay rates is not an exact science. However equally, to ignore market practice is not appropriate either. Certainly we need to have market data to justify an approach to our stakeholders.

Selecting Market Data for Apprenticeships and Graduates

We were directed by the PRRB to look at the wider market place, in particular the graduate market place, as the OME believe the market is likely to significantly shift given the widespread introduction of degree apprenticeships. So we have looked at both current apprenticeships, below Level 6, and graduate salaries, as we would expect that degree apprenticeships would be placed between these two reference points. The graduate starting salaries also point us towards where we might expect our police constables to join back into a pay scale.

---

5 Verified with the OME.
6 OME have referred to this data in the 2017 PRRB report.
The current available data sources are as follows:

a) Apprenticeship Pay Survey 2016 by IFF for the Department of Business, Energy & Business Strategy. This is the most recent comprehensive study of apprenticeship pay. This data is for current apprenticeships, ending at Level 5. The median hourly salary rate for Level 4/5 was £9.83 per hour. This survey did also not distinguish starting salaries, it simply recorded all Level 5 apprentices the same whether they were new or were part way through their courses so we can’t distinguish the starting salaries and/or whether these apprentices had a salary rise during their apprenticeship training. The majority of Level 4 and 5 apprentices worked 35 to 39 hours per week. So if we use this rate for 40 hours per week this would equate to rate of £20,446 per annum.

b) Data directly sourced by us on degree apprenticeships. As new roles at Level 6 are being now advertised we are able to give some viable views on what the market is paying apprentices. The Times published a survey in the Spring 2017 and there are now some roles being advertised by Gov.UK. The Times survey listed 40 organisations offering degree apprenticeships but only 12 of these were prepared to disclose proposed salary rates. We have one appropriate comparator, the nursing Level 6 apprenticeship. However apprentices in the NHS are paid differently in different regions and there is no clear central guidance about this. We found one current advertisement for such a post at University Southampton Hospital NHS Foundation Trust which is quoting a base salary rate of £15,404 to £18,157 pro rated. What does appear to be happening is that this appears to be evolving into a distinct market, and, at this stage does not appear to be paying as highly as IFF data indicates.

c) Graduate salaries. We would expect on graduation that we would compare ourselves to the graduate market. Sources recommended to us have included Department of Education surveys of graduates, HESA data, ONS data plus the Times 100 graduate starting salaries 2016 and the High Fliers Research Top Employers 2017.

Apprenticeship Data

We now look at this data in more depth, first examining the possible starting salary for apprenticeships, then looking at the rates for graduate pay. We need to ensure we either compare competitively and/or exceed these rates. If we want to exceed we must be able to justify this approach to all stakeholders.

To gain a better understanding of the range of the data mentioned above we have set it out in table format below and then created comparative graphs. To create the tables we made the following assumptions:

---

7 The OME reported to us that:

a) Staff side argue that apprentices should be covered by Annex 21 of the Agenda for Change agreement relating to trainees: p242 http://www.nhsemployers.org/employershandbook/afc_tc_of_service_handbook_fb.pdf

b) The Department of Health don’t agree with this view and state that NHS Trusts are free to determine the pay and conditions of apprentices.

c) The NHS PRB did not take a view in its report, stating that it is most appropriately dealt with via the NHS Staff Council.

8 Verified with OME

9 https://www.jobs.nhs.uk/xi/vacancy/8e4a4b943edd8dd27ad0c70eb3357ae/?vac_ref=914597761). The method of pro rating was not described in the advert so we used the midpoint for the purposes of including this in data tables.
a) rates quoted on an hourly basis would be annualised based on a forty hour week, for example national minimum wage

b) where a range of data for an apprenticeship role was given by Gov.UK we considered the mid point rate of any range and the starting salary quoted and calculated quartiles.

c) in the case of the Times 100 employers data for graduates we also took the mid point rate of any range and the starting salary quoted and calculated quartiles.

d) we have not applied any ageing to the data for the purposes of this comparison

The table below shows all the recommended data collected to date set out in order, lowest to highest, according to either the actual rate of base pay or the median for the survey data. The apprenticeship data is highlighted. We come back to the graduate data in the next section.

As explained above the issue we have with the apprenticeship data is that at the moment there is not enough data to rely on it exclusively. We initially surveyed in June 2017, the original data points in our survey below covering only 22 roles. We then revisited our sources in the Autumn 2017 and this appeared to reinforce the original data. Certainly as time passes more apprenticeships will become available and we should be able to gain a better understanding.

<table>
<thead>
<tr>
<th>Base Pay Data</th>
<th>Lower Quartile</th>
<th>Median</th>
<th>Upper Quartile</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gov.UK</td>
<td>£ 15,000</td>
<td>£ 16,000</td>
<td>£ 18,550</td>
</tr>
<tr>
<td>Apprenticeships</td>
<td>£ 14,788</td>
<td>£ 16,100</td>
<td>£ 20,188</td>
</tr>
<tr>
<td>Department of Education DoE Graduate salaries 2016 (21 - 30 year olds)</td>
<td>£ 19,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>London</td>
<td>£ 20,800</td>
<td></td>
<td></td>
</tr>
<tr>
<td>HESA</td>
<td>£ 21,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Department of Education DoE Graduate salaries 2016 (16 - 64 year olds)</td>
<td>£ 22,500</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Department of Education DoE Graduate salaries 2016 (21 - 30 year olds)</td>
<td>£ 25,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>NHS Nursing</td>
<td>£ 25,250</td>
<td></td>
<td></td>
</tr>
<tr>
<td>IDR (survey company)</td>
<td>£ 24,000</td>
<td>£ 26,000</td>
<td>£ 28,000</td>
</tr>
<tr>
<td>ONS</td>
<td>£ 28,028</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

If we look at the underlying roles and data for some of the apprenticeships the highest rates are being quoted for the roles are where there are skills shortages in those markets, so those employers are very keen to attract new recruits, e.g. engineering apprenticeships at Jaguar Land Rover are quoted at between £18,550 and £35,500 and at National Grid starting at £23,50011.

If we merge the starting salary data for the two apprenticeship surveys together the data range is as follows: lower quartile £15,000, median, £16,000 and upper quartile £18,550.

The full current list, mostly from Gov.UK can be seen below and the median is £16,000.

---

10 A new Times apprenticeship survey was published on 25th January 2018 which we will also summarise for the PCF meeting.

11 Some of these shortages go back more than 10 years and therefore the data although interesting is not indicative of trends.
More recently we also joined with colleagues from forces to attend the apprenticeship show at the NEC in November 2017 when the police had a stand. Of 12 the largest employers at the show, 8 were offering degree apprenticeships between rates of £15,000 to £21,500. The median salary for this grouping was £18,250 per annum.

Given the caveats mentioned it can be concluded:

a) degree apprenticeships will normally be paid at a starting rate of more than the annualised national minimum wage, currently £14,664
b) the median rate of starting pay for all degree apprentice data available is currently circa £16,000
c) degree apprenticeships upper quartile will be paid currently £18,625
d) paying at £20,000 or above (i.e. pay point 0) would be above the upper quartile

To justify paying above the median or the upper quartile we will need to overlay two factors:

a) we need to commit to one national figure but as the first pay point is in practice variable we could lower the current starting point and allow, as currently, for forces to fix their initial point according to their local needs and affordability
b) we can justify a higher payment than the market data utilising the impact of the "X" factor. If we applied this to the median this would bring us to a figure of £17,710 which is about a 20% discount to pay point 0

We conclude that a figure of around £18,000 would be justifiable. The exact figure would be set once this year’s pay figure is agreed and we have taken account of forces and stakeholder views.

**Graduate Data**

The graduate data we have collected is more comprehensive and of sufficient breadth to be able to use it confidently.

This data is important because we need to ensure that when our degree apprentices "graduate," their salaries are in line with market data. However at this stage a recommendation on how

---

12 Airbus, BAE Systems, Dyson, IBM, JLR Retailer, Lloyds Banking, Royal Mail, Severn Trent Water
The current data indicates that we should be paying a salary rate of over £25,000. We will need to monitor this as advised by the OME as we may see some changes in market practice. We will also need to mindful that our apprentices will have a degree which can be valued by other employers, so we are in the position where other employers may poach our new graduates.

We have considered two pay points, pay point 3 of £25,225 and pay point 4 of £26,276. These data points fit within existing data sets and currently appear to be an appropriate place to re-join the pay scale.
Pay Progression between Pay Points

Having identified the market rates for pay point 0 we then need to consider the two progression points, pay points 1, 2, and 3, depending upon the start point.

There is currently no data yet to verify whether there will normally be pay progression during an apprenticeship. However it would be normal practice to do so and within policing it has been our practice to apply this.

Taking our original market data we have inserted these pay points.

Looking at the data the current pay points could be perceived as high, pay point 1 being above the upper quartile for the data we have from Gov.UK advertised roles and then pay points 2 and 3 fit around Department of Education data for 21 to 30 year old graduates, i.e. graduates rather than undergraduates.

Overall there would be a significant increase for apprentices moving to pay point 0 to 1, as there already is, and if pay point 0 is reduced we might consider dropping the following two pay points.
It also might be useful to allow forces to choose to vary the pay rate like they can already do between pay points 0 and 1. They could then take into account both force costings, affordability, market rates and abstraction.

4. Considerations for Forces and Stakeholders

The current views we have been made aware of are follows:

a) Forces: in the recent Annual Survey, January 2018 we asked forces what rate they would like to pay apprentices. 10 forces said they would currently like to pay equivalent to pay point 0, ie £19,971, two forces wish to pay £18,000, 1 force £19,000 and one force £21,000. Two other forces said they wished to pay starting at pay point 1. There were also 17 forces who did not express an opinion

b) Home Office: no specific concerns raised but there is an expectation that apprentices will not be paid the same as current recruits

c) Police Federation: their current concerns are that;

- apprentices should be paid the same as other recruits. This is does not take into account the real differences highlighted in this report. We can explain this by setting out the differences highlighted in this report and by carrying out some surveying of views of attractiveness of likely salary levels of recent new recruits.
- they are concerned about using abstraction as a method to justify a lower pay rate. In our view this is not the key reason for a lower rate. The key reason is linked to market rates
- They have voiced concerns about the average age of recruits falling and that with a lower rate of salary being offered that older candidates will find the police force less attractive. We look at this data in more detail later in this report.

d) Superintendents Association: They have voiced the same concerns as Police Federation.
e) APCC: Main concerns are about the effect of pay might have on recruitment and diversity of candidates. If pay levels are too low then it will have a disincentive effect upon mature candidates applying. They also mentioned the PolFed data on the number of probationers being unable to afford essentials.

5. Age Profile of New Recruits

We wanted to understand the age profile of who currently applies to be a police officer. The argument that has been presented to us is that recruitment of appropriate officers has evolved over a number of years and the current age profile is deemed to be fit for purpose. Firstly, we have researched what the actual ages of recruits are and then consider, if it changes, would effect this might have.

We have collected data on recruits from two sources:

- College of Policing - we have up to 18 months of SEARCH data. This gives the age profile of all applicants and the pass rates at each age
- Force data detailing the age of successful candidates from a variety of forces across the country where it is readily available. The data we have quoted is from seven forces

This data shows that the median age of applicants and successful candidates is currently 25 and more than half of successful candidates are 25 and under.

The College of Policing SEARCH data below is for the period June 2016 to March 2017.

The breakdown of the candidates passing through the College is as follows:
We don't have a breakdown in each age as the applicant data but we can conclude that candidates in the 26 to 30 year old category are more successful but then the next most successful is the 21 to 25 year old category. When totalled the 25 and under category constitutes more of our new recruits than the older ages.

Turning to individual force data (this is not retained by the College of Policing) we then asked a number of forces to provide us with successful candidate data.

The graph below shows the total intake for Durham, Hampshire, Hertfordshire, the Met, North Wales, TVP and the West Midlands in order during the period June 2015 to May 2017. The data is categorised into 5 year age bands.

The graph below shows all new constable recruits by age on entry as a percentage of their total intake for each forces. We know that different forces may have different demographics.

13 The Met and Hampshire data is only for the period June 2016 to May 2017.
This shows some interesting spikes. For example Durham has spikes at the ages of 30 and 33.

If we then look at the quartile figures these are highlighted below. The lower quartile age in Durham is 24, the median is 27 and the upper quartile is 31.

Compare this to the Met where the lower quartile is age 22, the median is 26 and the upper quartile 31.
Looking at all of the data for these forces’ recruits the most common age on recruitment is 25.

**Issues and Concerns**

The issues that have been put to us are:

a) Concerns have been raised about whether the average age of a recruit may fall as more applicants may apply at the younger ages. If this is the case it is said that forces will need to devote more of the organisation’s time to the newer candidates. At this stage we do not know what the exact effect will be but the likelihood is that more, younger candidates are likely to apply as they will see the opportunity to obtain a degree without debt appealing. College of Policing statistics show us than fewer of these applicants are successful. However the candidate assessment process will eliminate unsuitable candidates, so we should not have any concerns about this profile changing. If this is of concern then we should be reconsidering the application process, not the candidates' age.

b) Are we offering the typical candidate both a competitive salary and sufficient for their needs during their training, particularly for older candidates?

- all apprenticeships appear to offer training posts at a lower pay rate than candidates who already arrive with some appropriate skills. However we need to be mindful of our officers’ role and therefore this reduction should not be as low as in the private sector. Proposed salary levels appear to be competitive
- we already have this same issue within the forces. Older applicants have to go up through the same incremental pay scale as younger candidates. Some candidates may choose not to take up an officer role as they would receive a reduced salary level at the time. We believe the way to approach this is to separately consider the new entry routes which are now published. This will be one of our next tasks

We will need to monitor applications for apprenticeships keenly so we can recognise any unwanted, unexpected trends. Both the College of Policing and forces have already anticipated this.
6. Differences between this Route into Policing and Other Routes

There are some key differences for apprenticeships compared to the existing routes into policing:

- these recruits will over a three year period achieve a Level 6 degree. Currently 48% of newly recruited police constables already have a degree and then need to take some form of further training to become a fully competent constable
- incentivised by the levy it is agreed that the degree will be fully subsidised by the relevant force. So the undergraduate will not be required to fund the course. The exact costs relating to this degree are being determined. This compares to a "normal" self-funded degree which the undergraduate might undertake and then need to repay. This would be funded by way of a Government funded loan and repaid, depending upon the individual's level of earnings, over a number of years
- if the undergraduate determines to leave the course prior to or at the end of the course the force will be required to fund the cost of the apprenticeship up to the date of leaving and will not be able to recoup any costs, either from the Higher Education establishment or the apprentice. This is in line with the requirements for apprenticeships

Although degree apprenticeships will be new to forces for many of our applicants they are already educated to degree level and will have student debts to pay off while working.

Initial working assumptions about recruitment policies vary but a force policy might be say 50% graduate entry, 30% degree apprenticeships and 20% pre-join. Other forces might assume much greater level of degree apprenticeships, up to 50% of the intake.

We understand costs for graduate conversion course costs are putting some forces off this approach. We have surveyed forces to ask them about their intentions so that we can build this into the Home Office model.

It is worth considering that we will go through a changeover period where we will start to offer the degree apprenticeship and some officers, who have existing degrees and associated debts, will be working together with apprentice constables with no debts. It may therefore be considered appropriate for apprenticeships to be "on a different scale" until they have attained their level 6 degree, and then re-joining the pay scale.
7. **Affordability, Impact of abstraction and costings**

We anticipate that the levels of abstraction, i.e. the number of hours that the undergraduate must spend studying to achieve the degree and so is not available for duty, will vary according to the type of studying that the educational establishment selected by the force offers.

So, for example, in one force online tuition may be prioritised, albeit blended, versus another force using completely college based learning. Online learning is likely to have a lower abstraction rate to college based learning, particularly once travelling time is accounted for. This difference will make a significant difference to costs and abstraction to the extent that forces with higher levels of abstraction may wish or need to recruit more apprentices.

Each force won’t know exactly what their abstraction rates are until they have finalised their procurement process with colleges. So at this time it would appear to be reasonable from a force perspective if we can allow them to vary salary to reflect the differences between forces and course selection.

For example, the Met are looking at outsourcing their apprenticeships, rather than following a blended learning approach as favoured by TVP, and have already identified additional costs will come from four main areas. Their thinking is that:

a) the service has made the strategic decision to move away from pre-join learning and has effectively brought full training costs back in-house. The inherent cashable and non-cashable savings associated with pre-join learning were potentially considerable and these will eventually be lost

b) time spent ‘off the job training’ either learning police policy/procedure or the academic training associated with degree study will rise considerably. Provisional figures (based on a 20% abstraction rate each year) suggest abstraction of probationer constables could rise. This represents a opportunity cost to the service, which will manifest itself in less officers to deploy (and will inevitably put more pressure on existing officers who will be required to deal with the same levels of demand and may impact service delivery). To compensate forces may have to recruit over existing establishments to maintain the same deployable numbers

c) recruitment costs may also increase over existing levels. This could be incurred through a potentially higher attrition rate during the probationary period (i.e. higher failure rate) and with this forces would need to write-off the costs so far incurred. This includes both the cost of training the officer and the abstraction time incurred. There would be no return on investment. The risk of a potential uplift in attrition once officers have completed their probationary period and are in possession of a transferable qualification is also a possibility

d) finally there will be the increases in administration and training accreditation costs (back-office staff). This will include the necessity to liaise with and manage/quality assure service providers (including higher education partners)

Working through the difference in days the Met are currently believe the abstraction costs to be in the order of £40,458 per officer based on the following data showing the difference in the number of days worked over a three year period.
8. Timings, Amending Regulations and Pay Scales

Current timings are that the first new recruits are now not expected until September 2018. Forces are currently reporting they are to recruit a total number of 294 between September 2018 and March 2019\(^\text{14}\).

The regulations to be amended would be 2. and 3. below:

**Existing pay guidance – Constables**

1. Entry point for a member appointed in the rank of constable unless either of sub paragraphs (i) or (ii) applies:
   1. the chief officer of police may assign any member to pay point 1 on the basis of local recruitment needs or the possession of a policing qualification or relevant experience other than those specified in sub-paragraph (ii) of this note; and
   2. the chief officer of police shall assign to pay point 1 any member who:
      1. possesses a policing qualification as defined by the chief officer after consultation with the local policing body;
      2. was, prior to appointment, serving as a Special Constable who has been assessed and has achieved ‘Safe and Lawful’ attainment to National Standards, or the equivalent as specified by the chief officer;
      3. was, prior to appointment, serving as a Police Community Support Officer who has been signed off as competent to perform independent patrol and who has served a minimum of 18 months in the role.

2. The salary paid to a member at pay point 0 shall be between \(\text{pay point 0, £19,971}\) and \(\text{pay point 1, £23,124}\) as determined by the chief officer of police, after consultation with the local policing body, based on local recruitment needs or the possession of a policing qualification or relevant experience other than those specified in sub-paragraph (ii) of note (a) above.

3. On completion of initial training a member who entered at pay point 0 will move to pay point 1.

4. All members will move to pay point 2 after 12 months at pay point 1 and progression will continue to be at a rate of one pay point per 12 months of service thereafter.

If we only vary pay point 0 for apprentices at this time we understand we could enact this by instigating a letter between the PRRB and the Home Office and then getting the Home Office’s agreement. This could happen fairly “quickly”, i.e. a couple of weeks following consultation.

This is in addition to the second change we would like to make, to complement the new probation period and so that the next pay increment could not be reached until the apprentice has completed the first year of satisfactory training, rather than the current 6 months.

\(^{14}\) Annual Survey January 2018
Appendix A - Police Constable (PC) Degree Apprenticeship

**Occupational profile:** Modern policing is undergoing significant transformation and highly competent PCs are vital to the delivery of an enhanced service to the public.

Being a PC is a physically and intellectually demanding occupation, requiring high levels of emotional intelligence, strong behavioural interpretation skills and an ability to analyse and resolve rapidly evolving events. PCs have a unique employment status, as every PC is a warranted officer, making autonomous lawful decisions including taking away an individual’s liberty if required. PCs exercise wide-ranging powers to maintain the peace and uphold the law across complex and diverse communities. They must justify and personally account for their actions through differing legal frameworks including courts, while also under the close scrutiny of the public. Competent PCs work safely and lawfully, intelligently applying a wide range and depth of skills, knowledge and behaviours to many different and increasingly complex policing contexts, for example the management of a sensitive investigation into the sharing of sexual imagery involving vulnerable victims and witnesses, or the protection of vulnerable people, including those with mental health problems. A high level of knowledge is required to confidently respond to these complex scenarios. Increasingly PCs are individually responsible for determining, applying and evaluating practice based on the best available evidence, known as evidence-based policing.

Tasks can include:
- provision of an initial autonomous response to incidents, which can be complex, confrontational and life-threatening, to bring about the best possible outcomes
- conducting risk and threat analyses across wide-ranging, multi-faceted situations
- investigating incidents and crimes, managing crime scenes and evidence, and handling suspects
- providing leadership to the public, and supporting victims, witnesses and vulnerable people
- developing localised strategic partnerships to problem-solve, engage with, reassure and support organisations, groups and individuals across all communities.

**Entry requirements:** These vary from force to force. Typically a PC will be 18 or older, and is highly likely to have achieved a Level 3 qualification (or equivalent) and Level 2 in English and Mathematics (or equivalents) prior to entry.

**Knowledge - the Police Constable will know and understand:**

The ethics and values of professional policing, including: duty of care, service delivery, employment practice, efficiency, effectiveness and value for money, Code of Ethics, professional standards, and equality, diversity and human rights.

Key cross-cutting and inter-dependent areas of policing, including: roles and responsibilities, criminal justice, counter terrorism, vulnerability (including public protection and mental health) and risk.

Applicable aspects of **Authorised Professional Practice** (the official source of policing professional practice), legal and organisational requirements relating to the operational policing context (response, community, intelligence, investigation and roads/transport), including how to:

- effectively respond to incidents, preserving scenes and evidence when necessary
- manage and resolve conflict safely and lawfully
- arrest, detain and report individuals safely and lawfully
- conduct diligent and efficient, priority and high volume investigations
- systematically gather, submit and share information and intelligence to further policing-related outcomes
- meticulously and ethically search individuals, vehicles, premises and outside and virtual spaces
- optimise the use of available technology
- Effectively interview victims, witnesses and suspects
- Risk manage health and safety for self and for others.

<table>
<thead>
<tr>
<th>How to interpret and apply the letter and essence of all relevant law, as it relates to any encountered policing situation, incident or context.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social behaviour and society, including their origins, development, organisation, networks and institutions and how this relates to policing across diverse and increasingly complex communities.</td>
</tr>
<tr>
<td>The causes, mitigations and prevention of crime and how this knowledge and understanding can influence and be applied to accountable decision-making in all operational policing environments.</td>
</tr>
<tr>
<td>In-depth knowledge, understanding and expertise relevant to organisational/local needs, including the following operational policing contexts: response, community, intelligence, investigation and roads/transport.</td>
</tr>
<tr>
<td>Different approaches to systematic evidence-based preventative policing, including how to critically analyse, interpret, implement, share and evaluate findings to problem solve and further positive outcomes. These may relate to internal organisational practice or external social or criminal factors.</td>
</tr>
</tbody>
</table>

Skills - the Police Constable will safely and lawfully be able to:

- Apply Authorised Professional Practice and any local policy applicable to the operational policing context.
- Communicate effectively, in accordance with the varied needs of differing situations, individuals, groups and communities. Use own communication skills to manage planned and uncertain situations, and to persuade / lead others as needed.
- Gather, handle and accurately analyse information and intelligence from a variety of sources to support law enforcement and to maximise policing effectiveness.
- Manage dynamic conflict situations in policing through leadership, and by dealing with a wide range of behaviours and incidents, taking personal accountability for the use of proportionate and justifiable responses and actions.
- Manage effective and ethical searches for evidence and information in differing environments. Take responsibility for courses of action required to follow-up on findings (within remit of own role) to maintain the peace and uphold the law.
- Provide an initial, autonomous and ongoing response to incidents, which can be complex, confrontational and life-threatening, to bring about the best possible outcomes. Provide an initial, autonomous response to crime scenes, where encountered, that require the management and preservation of evidence and exhibits.
- Provide leadership to protect the public, and empathetic and appropriate support to victims, witnesses and vulnerable people.
- Manage and conduct effective and efficient priority and high volume investigations. Use initiative to diligently progress investigations, identifying, evaluating and following lines of enquiry to inform the possible initiation of criminal proceedings. Apply an investigative mind-set when decision-making. Present permissible evidence to authorities where required.
- Interview victims, witnesses and suspects (including those who may be non-compliant, or have been intimidated or coerced) effectively, in relation to a range of investigations, some of which may be multi-dimensional.
Assess risk and threats across increasingly complex policing contexts, to take decisions and evaluate initiatives and their outcomes, including the impact of differing actions and methods, in accordance with the policing national decision-making model and evidence-based principles. Take account of the best available evidence from a wide array of sources, including research & analysis, when making decisions. Apply justified discretion when appropriate and it is in the public interest to do so.

Use police legal powers to deal with suspects, victims and witnesses across various challenging situations, conducting all actions in a balanced, proportionate and justifiable manner.

Proactively introduce new ways of working and innovation to police work where appropriate and possible, and apply critical thinking across policing activities within own area of responsibility.

Plan, apply and evaluate different policing approaches alongside partner organisations or as part of a multi-disciplinary team to address identified, often complex, issues, concerns and situations to reduce and prevent crime in communities. Provide supportive leadership to community groups, making informed decisions that encourage the delivery of localised strategies.

<table>
<thead>
<tr>
<th>Behaviours - what is required?</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Taking accountability</strong></td>
</tr>
<tr>
<td><strong>Professional integrity</strong></td>
</tr>
<tr>
<td><strong>Emotionally astute</strong></td>
</tr>
<tr>
<td><strong>Curious and innovative</strong></td>
</tr>
<tr>
<td><strong>Collaborative</strong></td>
</tr>
<tr>
<td><strong>Supportive &amp; inspirational leading</strong></td>
</tr>
</tbody>
</table>

**Level:** This apprenticeship standard is at Level 6.

**Duration:** Typically no less than 3 years.

**Review date:** This standard will be reviewed after 3 years.

**Qualifications:**
- Degree in Professional Policing Practice.
- Apprentices without Level 2 English and Mathematics will need to achieve this level prior to taking the end-point assessment.
Policing Trailblazer
Apprenticeship/PEQF Force Readiness Survey

January 2018
1. Introduction

1.1. This survey was carried out by the apprenticeship trailblazer lead in December 2017/January 2018. All forces contributed to the survey. The trailblazer group is designed as a means to communicate with all forces about the design and implementation of apprenticeships across forces at all levels, including the constable apprenticeships. The group meets monthly and attendees are drawn from a variety of HR and other backgrounds.

2. Purpose of the survey

2.1. The survey was designed to gain an up to date picture of forces work on apprenticeships to date.

Q1 Which force or forces are you representing?

- Wiltshire
- Hampshire
- Cheshire
- Devon & Cornwall and Dorset
- Warwickshire Police and West Mercia Police
- Humberside Police and South Yorkshire
- Surrey & Sussex
- Avon and Somerset
- Derbyshire
- Durham
- Metropolitan Police Service
- Bedfordshire, Cambridgeshire and Hertfordshire
- Met Police
- GMP
- Cleveland
- Leicestershire
- Staffordshire
- West Yorkshire
- City of London Police
- Gloucestershire
- Cumbria Constabulary
Q2 Has the force or forces you are representing agreed a governance structure for Apprenticeships and PEQF?

<table>
<thead>
<tr>
<th>Answer Choices</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>–</td>
<td>71.88%</td>
</tr>
<tr>
<td>Yes</td>
<td>23</td>
</tr>
<tr>
<td>–</td>
<td>28.13%</td>
</tr>
<tr>
<td>No</td>
<td>9</td>
</tr>
<tr>
<td>TOTAL</td>
<td>32</td>
</tr>
</tbody>
</table>

There were the following additional comments:

- **Cheshire**: For Apprenticeships yes for wider PEQF this is being brought together as part of our plan.
- **Warwickshire Police and West Mercia**: We have a lead for apprenticeship recruitment across both forces but no overall governance as yet.
- **Surrey and Sussex**: Joint PEQF Steering Group in place since 2017. PEQF Senior Sponsor, Programme Lead & L&D Lead across both forces who additionally represent forces on regional PEQF working groups.
- **MPS**: This is actively being considered as part of our design.
- **Bedfordshire, Cambridgeshshire and Hertfordshire**: It is a programme with full governance in place.
- **MPS**: Currently in hand.
NPCC report on apprentice constable pay

- **GMP:** Currently recruiting 180 Level 2 and 3 Apprentices and Programme structure for PEQF Implementation governed through Change and Training Branch.
- **Cleveland:** In part.
- **Staffordshire:** Currently working with West Midlands; The Alliance and Staffs; paper in draft to be discussed at region this Friday 19th to then present to regional executive.
- **City of London:** This is imminent. Currently the head of L&D sits on the PEQF IRG and is working towards a collaborative provision of PEQF with the MPS (although this is still to be agreed pending a number of different variables).
- **Cumbria:** Apprenticeship Management Group established.
- **West Midlands:** However this is still in the development phase.
- **Nottinghamshire:** We have an Apprenticeship Implementation Group established which will be having its first meeting shortly. We have an SRO and a force recruitment lead. The Chief Constable is fully supportive of the PCDA and ambitious in regards to what we hope to achieve this year.
- **Essex and Kent:** We have a governance structure and delivery/strategy groups in place since November 2017.
- **Merseyside:** Force PEQF Project Board in place.
- **Thames Valley Police:** Governance structure fully in place.

Q3 Has the force or forces you are representing decided if you are going to deliver apprenticeship training?

<table>
<thead>
<tr>
<th>Answer Choices</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>25</td>
</tr>
<tr>
<td>–</td>
<td>78.13%</td>
</tr>
<tr>
<td>No</td>
<td>7</td>
</tr>
<tr>
<td>TOTAL</td>
<td>32</td>
</tr>
</tbody>
</table>

- **Cheshire:** Are considering delivering the PCSO Apprenticeship in partnership with HEI
- **Devon, Cornwall and Dorset:** Awaiting result of Main Provider application on RoATP
- **Humberside and South Yorkshire:** No but very likely become an employer provider
- **Surrey & Sussex:** Will both deliver apprenticeship training for PCs. Progressing with plans to also deliver apprenticeship training for PCSO & Contact.
- **Derbyshire:** Currently finalising the contract with our HEI provider(s) as part of the East Midlands Regional arrangements
NPCC report on apprentice constable pay

Answer Choices – Responses –

- **MPS**: Final decision being ratified shortly, but it is not an option being recommended by project team.
- **Bedfordshire, Cambridgeshire and Hertfordshire**: Staff and Police.
- **GMP**: We will deliver some elements of PCDA and PCSO Courses in partnership with a HEI.
- **Cleveland**: for some.
- **Staffordshire**: It is our intention to.
- **City of London**: This is imminent. Currently the head of L&D sits on the PEQF IRG and is working towards a collaborative provision of PEQF with the MPS (although this is still to be agreed pending a number of different variables).
- **Cumbria**: We are wanting to deliver training on the PCSO and are aware of a number of areas we need to comply with in order to be able to do this, i.e. ILR return, Ofsted etc.
- **Northumbria**: We intend to deliver training internally and externally.
- **Norfolk and Suffolk**: We are likely to act as a supporting organisation or outsource
- **Essex and Kent**: We are aiming towards a co-delivery model with an HEI.
- **Merseyside**: We will be although programmes and numbers for each are as yet not determined.
- **Thames Valley Police**: For PCDA, PCSO and other apprenticeships.

**Q4 Have you applied to join the Register of Apprenticeship Training Providers?**

**Answer Choices – Responses –**

- **Yes**: 59.38%
  - 19
- **No**: 40.63%
  - 13

**TOTAL**: 32

**Q5 Have you set up your online 'Apprenticeship Service' Account?** This gives access to your Apprenticeship Levy Funds.

**Answer Choices – Responses –**

- **Yes**: 100.00%
NPCC report on apprentice constable pay

Answer Choices – Responses –

Yes 32
– 0.00%
No 0
TOTAL 32

Q6 Is the force you are representing actively workforce planning for the introduction of the PCDA, Degree Holder and Pre Join qualifications?

Answer Choices – Responses –

– 87.50%
Yes 28
– 12.50%
No 4
TOTAL 32

There were some additional comments:

- **Cheshire**: are part of the North West Forces group and are working on procurement framework.
- **Devon, Cornwall and Dorset**: Had pre market event with HEI’s now awaiting procurement.
- **Humberside and South Yorkshire**: Currently undertaking SWOT analysis of each approach.
- **Avon and Somerset**: engaging with HEIs and planning procurement.
- **Derbyshire**: In conjunction with other Forces in the East Midlands region we are planning for our first PCDA cohort to start on 3rd September 2018. We already have an arrangement with Derby University around pre-join (a small group will start work with us in July 2018 and annually each July thereafter). We have met to discuss expanding numbers of pre-join in future years and will need to look at sourcing. Degree Holder will be the final route to be developed once other routes are established, but won’t be this year.
- **MPS**: We have stood up a project team and have been working on this for the past 18 months, although resource has been stepped up significantly over the last 6 months.
- **Bedfordshire, Cambridgeshire and Hertfordshire**: We have just signed off 2018/19 and are now working on a three year plan.
GMP: Our Head of Recruitment and myself as Head of PEQF Implementation are modelling abstractions and volumes of PCDA students and making assumptions about how this will affect Work Force planning.

Staffordshire: Currently working up a regional picture to then inform the procurement to secure a HEI partner.

City of London: While a project team has not at this stage been initiated, it is expected that a clear direction of travel will be established by the end of March 2018. PEQF is factored into the WFP and the future Transform Programme.

West Mids: Still in the early stages.

Essex and Kent: But we will be as part of our PEQF Delivery/Strategy Groups.

Merseyside: PEQF Implementation Manager in place with work progressing towards activities required to enable introduction of above qualifications to commence.

Thames Valley Police: Yes, we have a draft plan for implementation dependent upon certain factors outside our control e.g. procurement.

Q7 Are you actively investigating other apprenticeship opportunities for your force?

Answer Choices – Responses –

- Yes 87.50% 28
- No 12.50% 4
TOTAL 32

Q8 Considering above responses and your planned activity what state of readiness do you consider your force to be in?

Answer Choices – Responses –

- Green 15.63% 5
- Amber 75.00% 24
- Red 9.38% 3
TOTAL 32
There were some additional comments:

- **Wiltshire**: Red simply as we've so many steps still to take, particularly on the road to PCDA.
- **Devon, Cornwall and Dorset**: Yet to employ any great number of apprentices. Lots of planning going on but not a lot of actual recruitment taking place.
- **Warwickshire and West Mercia**: First cohort of Police Staff apprentices recruited accessing the Levy.
- **Humberside and South Yorkshire**: Both forces late adopters, but with both standards still not fully approved feel okay about current readiness - now anticipating to lose initial levy payments during 2019.
- **Surrey and Sussex**: Confident with current progress but amber status reflects realistic context of some unknowns still to be quantified at national, regional & local level that will impact on planning & activity.
- **Avon and Somerset**: Moving slowly but still lots of unanswered questions such as pay, banding etc.
- **MPS**: We have completed detailed modelling and assumptions to support an Outline Business Case. Once a delivery option is approved, we will move to design, procurement and final business case. We already have a route to market for ‘other’ apprenticeships which we are currently finalising options.
- **Bedfordshire, Cambridgeshire and Hertfordshire**: A lot of our internal decisions are still dependent on external influences and decisions yet to be made.
- **GMP**: Still very much in the planning stage, but because we are working as a NW Region I feel that we are moving in the right direction. Also, we are doing the best Nationally for delivering other Apprenticeships at Level 2 and 3.
- **Staffordshire**: Local force still unsure of the affordability of the PEQF.
- **City of London**: This is a realistic assessment of position at the time of writing. The unique dynamics of the City of London Police, including its size and quantity of new recruits allows for the ability to consider a wide range of delivery options for the PEQF. The CoP is considering all options and a firm direction of travel is to be in place by April 2018.
- **Northumbria**: In relation to the PCDA, the funding of £21K is likely to cause issues.
- **Nottinghamshire**: We are in the final stages of procurement for our PDCA HEI Provider. We will open for recruitment for the PCDA on the 9th of February and aim for our first cohort to be in place for the 7th of September. We have procured our provider for non-police apprenticeships and are currently working towards implementing other apprenticeships. Whilst we are still awaiting some national decisions regarding the PCDA (e.g. pay and apprenticeship cost) we are confident that we will be able to proceed with the planned timeline.
- **Essex and Kent**: We are currently firmly in the planning stages, but are not yet at the stage where we have procured or begun to deliver apprenticeship training.