



Police  
Remuneration Review Body

# Police Remuneration Review Body

Seventh Report  
England and Wales 2021

*Chair: Anita Bharucha*



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## Seventh Report England and Wales 2021

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Presented to Parliament  
by the Secretary of State for the Home Department  
by Command of Her Majesty

July 2021



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ISBN 978-1-5286-2665-1

CCS0321220982 07/21

Printed on paper containing 75% recycled fibre content minimum

Printed in the UK by the APS Group on behalf of the Controller of Her Majesty's Stationery Office

# Police Remuneration Review Body

## Terms of reference<sup>1</sup>

The Police Remuneration Review Body<sup>2</sup> (PRRB) provides independent recommendations to the Home Secretary and to the Northern Ireland Minister of Justice on the hours of duty, leave, pay, allowances and the issue, use and return of police clothing, personal equipment and accoutrements for police officers of or below the rank of chief superintendent and police cadets in England and Wales, and Northern Ireland respectively.

In reaching its recommendations the Review Body must have regard to the following considerations:

- the particular frontline role and nature of the office of constable in British policing;
- the prohibition on police officers being members of a trade union or withdrawing their labour;
- the need to recruit, retain and motivate suitably able and qualified officers;
- the funds available to the Home Office, as set out in the Government's departmental expenditure limits, and the representations of police and crime commissioners and the Northern Ireland Policing Board in respect of local funding issues;
- the Government's wider public sector pay policy;
- the Government's policies for improving public services;
- the work of the College of Policing;
- the work of police and crime commissioners;
- relevant legal obligations on the police service in England and Wales and Northern Ireland, including anti-discrimination legislation regarding age, gender, race, sexual orientation, religion and belief, and disability;
- the operating environments of different forces, including consideration of the specific challenges of policing in rural or large metropolitan areas and in Northern Ireland, as well as any specific national roles which forces may have;
- any relevant legislative changes to employment law which do not automatically apply to police officers;
- that the remuneration of the remit group relates coherently to that of chief officer ranks.

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<sup>1</sup> The terms of reference were set by the Home Office following a public consultation – Implementing a Police Pay Review Body – The Government's Response, April 2013.

<sup>2</sup> The Police Remuneration Review Body was established by the Anti-social Behaviour, Crime and Policing Act 2014, and became operational in September 2014.

The Review Body should also be required to consider other specific issues as directed by the Home Secretary and/or the Northern Ireland Minister of Justice, and should be required to take account of the economic and other evidence submitted by the Government, professional representatives and others.

It is also important for the Review Body to be mindful of developments in police officer pensions to ensure that there is a consistent, strategic and holistic approach to police pay and conditions.

Reports and recommendations of the Review Body should be submitted to the Home Secretary, the Prime Minister and the Minister of Justice (Northern Ireland), and they should be published.

### **Members<sup>3</sup> of the Review Body**

Anita Bharucha (Chair)  
Andrew Bliss QPM  
Professor Monojit Chatterji  
Richard Childs QPM  
Kathryn Gray  
Mark Hoble  
Patrick McCartan CBE  
Trevor Reaney CBE

The secretariat is provided by the Office of Manpower Economics.

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<sup>3</sup> Members of the Review Body are appointed through an open competition adhering to the Commissioner for Public Appointments' Code of Practice. Available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/578090/Public\\_Appointments\\_Governance\\_Code\\_.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/578090/Public_Appointments_Governance_Code_.pdf) [Accessed on 18 June 2021]

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## List of abbreviations

APCC	Association of Police and Crime Commissioners
ASHE	Annual Survey of Hours and Earnings
AWE	Average Weekly Earnings
CARE	Career Average Revalued Earnings
CJRS	Coronavirus Job Retention Scheme
CoLP	City of London Police
COVID-19	Coronavirus Disease 2019
CPI	Consumer Prices Index
CPIH	Consumer Prices Index including owner occupiers' housing costs
CPOSA	Chief Police Officers' Staff Association
EIA	Equality Impact Assessment
EU	European Union
FTA	Fixed Term Appointment
FTE	Full-time Equivalent
FYE	Financial Year Ending
GDP	Gross Domestic Product
HMICFRS	Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services
IDR	Incomes Data Research
LFS	Labour Force Survey
LRD	Labour Research Department
MPS	Metropolitan Police Service
NHS	National Health Service
NIE	National Investigators Exam
NPCC	National Police Chiefs' Council
NPWS	National Police Wellbeing Service
NRT	National Reward Team
OBR	Office for Budget Responsibility
OME	Office of Manpower Economics
ONS	Office for National Statistics
PAYE	Pay As You Earn
PCC	Police and Crime Commissioner
PCDA	Police Constable Degree Apprentice

PCF	Police Consultative Forum
PDR	Performance Development Review
PFEW	Police Federation of England and Wales
PPS	Pay Progression Standard
PRRB	Police Remuneration Review Body
PSA	Police Superintendents' Association
RPI	Retail Prices Index
RTI	Real Time Information
SANI	Superintendents' Association of Northern Ireland
TVP	Targeted Variable Pay

# POLICE REMUNERATION REVIEW BODY

## England and Wales Seventh Report 2021

### Executive Summary

1. We would like to offer our thanks to all those parties who have contributed during the pay round, either by the submission of written evidence, attendance at oral evidence sessions, or by participation at our various visits.
2. As at 31 March 2021, there were around 137,700 police officers in England and Wales in our remit group<sup>4</sup> spread over 43 independent police forces. The police officer pay bill for the financial year ending 2021 was around £6.5 billion<sup>5</sup>.

#### *Our remit*

3. The remit letter we received from the Home Secretary, dated 16 December 2020, did not ask us for a recommendation for police officer pay uplifts in 2021/22. This was in keeping with the pause to pay awards for the majority of the public sector, announced by the Chancellor of the Exchequer as part of the Spending Review on 25 November 2020. However, we were asked to provide recommendations on an uplift for those earning the full-time equivalent of less than £24,000 per annum. (Paragraph 1.4)
4. We were also asked to make recommendations on the National Police Chiefs' Council's proposals to introduce a 'pay progression standard' and the timetable for implementation. The Home Secretary also requested that we provide updated commentary on the work undertaken to reach consensus with all parties on the methodologies used for benchmarking the pay of all ranks and to value the P-factor. (Paragraphs 1.5 to 1.6)

#### *Response to last year's report*

5. Our Sixth Report was submitted to the Home Secretary in June 2020. The Home Secretary responded to this on 21 July 2020 by accepting our recommendations in full. (Paragraphs 1.2 to 1.3)

#### *The environment for this year's report*

6. This is our second report that has been completed during the coronavirus (COVID-19) pandemic. The work of police officers is important, difficult, complex and sometimes dangerous in the ordinary course of events. As one of the groups working on the frontline during the pandemic, COVID-19 meant that the police had to adapt and respond to a new situation and enforce new and evolving regulations. This added further

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<sup>4</sup> Home Office (April 2021), *Police officer uplift, England and Wales, quarterly update to 31 March 2021*. Available at: <https://www.gov.uk/government/statistics/police-officer-uplift-quarterly-update-to-march-2021/police-officer-uplift-england-and-wales-quarterly-update-to-31-march-2021> [Accessed on 18 June 2021]

<sup>5</sup> This includes employer pension and National Insurance contributions.

pressures and personal risk to their challenging role. Consequently, we would like to acknowledge our remit group for their particular contribution this year. (Paragraphs 1.13 to 1.14)

7. The ongoing Uplift Programme to recruit 20,000 extra police officers over a three-year period to March 2023 has again provided an important context for our deliberations this year. The need for forces to implement workforce uplift alongside pay reform, and the importance of recruitment and retention to enable the programme continued to be important factors this year. (Paragraph 1.15)

### *Pay reform*

#### Strategy for pay reform

8. Last year, we welcomed the refocusing of police pay reform in order to prioritise delivery of the Uplift Programme but observe that this constrained the pay reform agenda. We consider it vital to address four issues on the overall strategy for pay reform:
  - A requirement for additional financial investment and faster progress to allow pay reform to succeed.
  - Confirmation of the future breadth and scope of pay reform and a commitment to deliver a comprehensive programme within a reasonable timeframe.
  - Retention of the professional resources required to drive pay reform for the entire length of the programme.
  - The need for a comprehensive communications strategy to underpin the delivery of pay reform. (Paragraph 2.12)

#### Reform proposals

9. We commend the National Police Chiefs' Council's (NPCC) National Reward Team (NRT) on the progress and effort made to prepare for the introduction of the Pay Progression Standard (PPS) by April 2022. However, we have concerns around force readiness for this as we have received evidence that the use of Performance Development Reviews (PDR) remains inconsistent across forces and that a majority of forces do not feel ready for PPS implementation. Therefore, it is vital that the NRT continues to receive the required longer-term funding to allow it to carry out its plan to support implementation in forces in the coming months. (Paragraphs 2.35 to 2.36).
10. We have observed a number of issues relating to the PPS that still seem to require resolution. These mainly relate to: what is included in the PPS; potentially discriminatory processes; the capacity of supervisors and managers; the availability of training; whether the necessary legislative changes can be made in time; and force capacity to deliver PPS in April 2022 alongside other commitments such as pension changes. Ongoing national coordination of the PPS will be required to ensure consistency across forces and evaluation of the outcomes. We sense that differences remain between the Home Office and the NPCC on the key purpose of

a police pay progression system based on competence, and would like to see plans next year for measuring the impact of the PPS on police performance. (Paragraphs 2.37 to 2.40)

11. We are pleased that the parties broadly agree on a pay benchmarking process, but we have a number of reservations about whether it will work in practice, and would like greater clarity on, and an explanation of, the ultimate purpose of pay benchmarking within the police pay reform programme. We are concerned that there may currently be too many potential areas of difference between the parties for the process to proceed satisfactorily, and there needs to be agreement between the parties on the detail of how they will work together to reach indicative benchmarking comparisons. (Paragraphs 2.54 to 2.55)
12. We are also concerned that the parties might be over-focused on benchmarking as just one aspect of the police pay strategy. Pay setting requires the use of judgement as well as benchmarking, so it is important that benchmarking results have an indicative role in decision-making and are not relied on to give exact numerical answers. We do not see benchmarking as a mechanical process. We would like to see principles, a timetable and completion date for the benchmarking process, a plan for the implementation of any resultant amendments to pay scales, and confirmation of how any related funding requirements will be addressed. (Paragraphs 2.56 to 2.57)
13. It is essential that the ultimate purpose of benchmarking and the P-factor in the context of the police pay reform programme is clearly defined. It is encouraging that the parties have reached agreement on the valuation of the P-factor but we consider it vital for the parties to be prepared to fully evidence their methodology for reaching this outcome and demonstrate that it is sound and robust. We agree with the NPCC that it would be reasonable for the parties to review the notional value of the P-factor every five years. (Paragraphs 2.63 to 2.65)
14. We note the broad agreement reached by the parties on the methodology for the interaction of the P-factor with the benchmarking process. However, we observe that the chosen methodology varies from the widely accepted approach to calculating a pay premium. In our view there is a strong logic for following the conventional methodology and for adopting, for example, an approach consistent with that used by the armed forces. The reasons for this include the effect the NPCC methodology would have of giving a larger pay premium than the headline P-factor implies, which may lead to inaccurate comparisons (and potentially inappropriate pay decisions). In addition, it is important to publish a clear and transparent statement of the methodology actually adopted. We also ask for a set of principles for benchmarking and the P-factor to be devised and published. (Paragraphs 2.71 to 2.73)
15. In next year's evidence, we would like further information on the efforts made to avert the risk of double-counting or overlap in the interaction between P-factor descriptors and benchmarking data. We would also

like further information on what will happen if the figure reached after completion of benchmarking and P-factor is higher than the current rate of pay. (Paragraphs 2.74 to 2.75)

16. On Targeted Variable Pay (TVP) it is critical that, particularly in the interests of fairness and equality, a central professional HR function is maintained with adequate funding. There will be a constant tension with TVP between the twin imperatives of allowing forces the necessary flexibility to respond to local operational circumstances and the requirement for strong national coordination and oversight. A central professional HR function will also be required to protect the national pay scale from dilution and compromise should some forces seek to make markedly greater use of higher value TVP than others. Furthermore, ongoing central vigilance will be required to help ensure that forces do not try to use TVP to compete with each other for candidates for their hard-to-fill and shortage roles. (Paragraphs 2.99 to 2.100)
17. Last year we suggested that national principles should be agreed to ensure consistency in the application of TVP across forces and to set out the circumstances in which payments might be made. We are grateful to the NPCC for providing in its evidence this year a set of overarching principles for forces to adhere to when considering the use of TVP. We are pleased with the focus on assessing the equality impact and capturing and reviewing equality data. A well-resourced NRT will play a vital role in national monitoring of forces' use of TVP and for detecting any equality and diversity problems that may arise. (Paragraphs 2.101 to 2.103)
18. We note the slight increase in the use of TVP this year, and were pleased to receive the evidence from the Metropolitan Police Service on its use of TVP to increase numbers in hard-to-fill roles. We see TVP as a short-term targeted measure that should not be divisive or lead to competition between forces. We welcome the enhanced TVP data-gathering by the NPCC to permit a more detailed breakdown of future payments by protected characteristics. We are pleased that the Home Office has undertaken to complete an Equality Impact Assessment on TVP. We look forward to receiving the results of the Equality Impact Assessment, and would also like to receive further detail on measures to ensure that the use of TVP is fair and addresses equality and diversity requirements. (Paragraphs 2.104 to 2.105)

#### Implementation and readiness for reform

19. We were pleased to learn that the NPCC regarded March 2022 as the implementation date for the phase of police pay reform begun in 2017/18. We assess that the chances of effective delivery have been increased by: the parties reaching broad agreement on central issues that had previously divided them; and the modification of the original ambitious

plans for pay reform into a more incremental and pragmatic project. Nevertheless, we perceive that there are still considerable potential barriers to implementation by March 2022:

- For the PPS, there remains inconsistent use of PDRs across forces and questions as to whether forces can deal with its practical implementation along with other competing priorities.
- We recognise that TVP is a scheme undergoing changes. However, we would have found it useful to have received more detail on the plans for national guidance and support for forces, particularly on equality and diversity issues, and on the central oversight and monitoring arrangements intended to help ensure successful implementation.
- It is essential that the parties are clear on the ultimate strategic purpose of benchmarking and the P-factor. We have not been provided with information on the chosen pay-setting process into which these activities will fit or with a delivery plan for completion. We are also unaware of an implementation plan for any resultant amendments to police pay scales. (Paragraphs 2.113 to 2.116)

20. We consider it vital that the NPCC communicates clearly and consistently on pay reform in 2021/22. We were concerned by the NPCC's decision not to communicate with officers on pay reform in 2020, given that officers had minimal awareness of pay reform or how it would affect them. This is particularly important in view of the plan to introduce the PPS by April 2022. A comprehensive communications strategy containing strong messages should be devised and implemented so that effective engagement within forces can help deliver pay reform successfully. There will need to be investment in professional resources to drive this national communications strategy forward. (Paragraphs 2.117)

#### Future direction, funding and governance of pay reform

21. We note the uncertainty and lack of clarity on the future of wider pay reform. We therefore remain concerned at the overall lack of coherence on the programme and at the piecemeal nature of the emerging approach. Additional financial investment and faster progress are required if the pay reform programme is to be implemented effectively. Confirmation of the future breadth and scope of the pay reform programme and a commitment to deliver a comprehensive programme within a reasonable timeframe will also be required. (Paragraph 2.131 to 2.132)
22. The Home Office and the NPCC will need to overcome their differences on the fundamental purpose of police pay progression and articulate clearly a unified position. The two parties need to reach agreement on what productivity means in the context of pay progression. If they fail to do so, this incompatibility could become a major obstacle to police pay reform. (Paragraph 2.133 to 2.134)

23. We regard it as vital that the central professional resources required to carry out this important work are retained. We are concerned about the uncertainty over funding for the NRT at this critical point and in the future and by the potential impact of this on strategic oversight and ownership of pay reform by the Home Office, NPCC and Police and Crime Commissioners (PCCs). It is not clear from the limited available information on the proposed integration of the NRT into the central HR Strategic Hub whether this will ensure the provision of permanent professional resource for pay reform. We would like an assessment of the impact of the governance changes on pay reform and an evaluation of the risks to pay reform arising from its position within the new governance structure. (Paragraph 2.141 to 2.145)
24. We have concluded that a focus still needs to be maintained on:
- assessing the likely impacts of funding and ensuring that the individual components of reform are properly resourced;
  - safeguarding the national, professional resources required to drive pay reform forward throughout the programme;
  - oversight and monitoring of pay reform, particularly to uphold the principles of fairness and equality;
  - regulating the constant tension between local flexibility and national control;
  - undertaking timely and comprehensive consultation and communication with all stakeholders, particularly on the purpose of pay reform;
  - reviewing the readiness of forces for implementation;
  - understanding and managing the capacity of forces to deliver pay reform alongside the Uplift Programme;
  - confirming the future breadth and scope of pay reform and making a commitment to deliver a comprehensive programme within a reasonable timeframe; and
  - ensuring that all the components of the revised programme remain coherent and consistent with the overall vision for reform. (Paragraph 2.146)

#### *The evidence*

25. The main points relating to our standing terms of reference that we noted from the evidence are as follows:
- *Policing environment* – Over the past year, policing has faced challenges created by COVID-19, tensions arising from the Black Lives Matter movement, and by the UK's exit from the European Union (EU) and the subsequent end of the EU Exit Transition Period. Crime levels have fluctuated and crime patterns have changed, but demand on the police remains high. These issues have added further pressures

and, in some cases, personal risk to officers' already challenging roles. We note the recent PCC elections and conclusion of Part One of the Review of the role of PCCs<sup>6</sup>. (Paragraphs 3.22 to 3.23)

- *Government pay policy and affordability* – The Chancellor of the Exchequer's announcement of the public sector pay policy for the financial year ending (FYE) 2022 set the context for our report this year. We fully recognise the extraordinary pressures placed on the economy and on public sector finances by the COVID-19 pandemic that have restricted our remit this year. However, it is disappointing that this has again affected the independence of the Review Body process, and our view is that we should be permitted to fully exercise our role in making recommendations on pay uplifts for the next pay round. We have continued to track indicators relating to our standing terms of reference as these provide context for our Report, and will be relevant when we are asked to make pay recommendations in future years. We agree with the observation by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services that longer-term funding settlements for the police would be beneficial in providing certainty over budgets. (Paragraphs 3.36 to 3.38)
- *The economy and labour market* – Many economic and labour market indicators are likely to show more volatility than usual over the coming months as COVID-19 restrictions are eased, and as comparisons are made with the unusual situation a year earlier. Furthermore, these indicators are currently subject to greater uncertainty than usual as a result of data collection challenges created by COVID-19 restrictions. Gross domestic product fell by 9.8% in 2020, the largest UK annual fall on record, and by 1.5% in the first quarter of 2021. The Consumer Prices Index measure of inflation was 1.5% in the year to April 2021. The number of employees on payrolls in May 2021 was 0.5% higher than a year earlier, but 1.9% lower than in January 2020, while the unemployment rate was 4.8%, up from 4.0% a year earlier. Annual growth in average weekly earnings was 4.0% in the whole economy and 3.7% in the private sector in the first quarter of 2021 and median pay settlements ranged from 1.0% to 2.0% over the same period. (Paragraphs 3.48 to 3.49)
- *Police earnings* – Our analysis indicated that there was a slight decrease in median full-time gross annual earnings of police officers (constable and sergeant) in FYE 2020. We consider that this is likely to have been caused by compositional changes in the workforce as a result of recruitment taking place under the Uplift Programme. Decreasing pay differentials with comparator groups may risk a detrimental effect on the morale and motivation of officers, while a narrow gap between the Police Constable Degree Apprenticeship (PCDA) minimum starting pay and the National Living Wage poses a potential barrier to recruitment. (Paragraphs 3.55 to 3.56)

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<sup>6</sup> House of Commons (March 2021), *Concluding Part One of the Police and Crime Commissioner Review – HCWS849*. Available at: <https://questions-statements.parliament.uk/written-statements/detail/2021-03-16/HCWS849> [Accessed on 18 June 2021]

- *Workforce* – The increase in officer numbers through the Uplift Programme should assist in redressing the balance between capacity and demand which has been highlighted in our previous reports. However, it will take some time for these new recruits to become fully trained. We are concerned by reports we have heard that the combination of increasing officer numbers combined with budgetary pressures could lead to staff roles being undertaken by officers, a reversal of recent trends towards civilianisation. (Paragraphs 3.76 to 3.77)
- *Recruitment* – Recruitment during the first year of the Uplift Programme was ahead of target. The success to date of the Uplift Programme suggests that the police do not face a recruitment problem at present and that there is little pressure on starting salaries. The effect of COVID-19 on the labour market should increase the pool of available candidates for employment but the number and quality of potential recruits may reduce as the labour market rebounds. We have heard concerns about an insufficient number of sergeants and tutor constables available to train and supervise new recruits. (Paragraphs 3.78 to 3.79)
- *Retention* – COVID-19 may have aided the retention of officers in the short term, but that this may lead to a spike in retirements and resignations as the economy improves. We continue to recognise that the retention of officers is as much a feature of the Uplift Programme as recruitment. (Paragraph 3.80)
- *Diversity* – Most indicators of diversity continue to show some improvement in recent years, with new recruits tending to be more diverse than the existing workforce. However, they continue to remain below levels representative of local communities so we welcome work being done to encourage more applications from under-represented groups. (Paragraph 3.81)
- *Police officer motivation and morale* – The evidence from the staff associations highlighted concerns about the level of workloads and the demand of the job. While the Uplift Programme may help alleviate these pressures in the longer term, in the short term the recruitment and training of this volume of new recruits is putting additional pressure on existing officers, particularly sergeants, tutor constables, and officers working alongside inexperienced officers in frontline response teams. On our visits we observed that COVID-19 had made officers more aware of their job security relative to some other occupations. The lack of robust ‘employer’ evidence on the morale and motivation of police officers on a national basis continues to make it difficult for us to draw out relevant national conclusions, and we urge the NPCC to examine what data it can commission or otherwise make available to us in future. (Paragraph 3.93 to 3.96)
- *Pensions* – We remain concerned at the proportion of officers opting out of the police pension schemes, and that it had increased since the previous year. Officers opting out of the pension schemes are forfeiting their right to deferred pay, significant employer pension

contributions (31%) and death-in-service benefits. Separately, we welcome the fact that a remedy has been announced to the McCloud/Sargeant ruling, but recognise that this may not provide immediate clarity to affected officers. We also welcome the work being undertaken by the NPCC Pensions Team to improve communication with forces and officers. (Paragraphs 3.106 to 3.111)

- *Legal obligations* – We welcome the determinations that have taken effect to extend maternity and adoption leave provisions for police officers and to provide them with the entitlements for employees given by the Parental Bereavement (Leave and Pay) Act 2018. We remain concerned at the reported backlog in making changes required to police regulations, and in particular the delay in reflecting the provisions of the Children and Families Act 2014 in police regulations and determinations. (Paragraphs 3.118 to 3.119)

### *Chief police officers*

26. We have again been invited by the Home Secretary to consider matters relating to chief police officers as part of our pay round. (Paragraph 4.1)
27. The evidence we received highlighted the pressures on chief officer roles, which ordinarily carried significant risks and levels of accountability, particularly for chief constables. COVID-19 had brought different types of leadership challenges, and placed chief officers in positions in which decisions made had impacted on the freedom of individuals and the conduct of their daily activities and lives. (Paragraphs 4.4 to 4.6)
28. Our analysis showed a mixed picture of change in diversity of chief officers between March 2019 and March 2020; the number of female chief officers increased but the number of ethnic minority chief officers decreased. We will continue to monitor future trends with interest. (Paragraph 4.15)
29. There is a relatively small pool from which potential candidates for chief constable posts can be drawn. We anticipate that barriers to progress for assistant chief constables may be addressed by the implementation of recommendations from the review of chief officer pay and conditions. (Paragraph 4.16)
30. We note the amount of progress that has been made reviewing chief officer pay and conditions since our last report, although we are not sighted on all of the detail. We regard it as important that the review's recommendations and their implementation are seen to be independent. We note the move to fewer pay groups for chief constables and deputy chief constables but would like to see more evidence to substantiate how the number of pay bands was agreed upon. We consider that the recommendations to link the base pay of deputy chief constables to a consistent proportion of that for chief constables, and for temporary chief and deputy chief constables to receive the substantive base pay salary, were reasonable. (Paragraphs 4.37 to 4.38)

31. We ask that parties are mindful of the potential effect on the morale of lower ranks when implementing changes to chief officer pay. We note the recommendation to delay changes to chief and deputy chief constables' base pay until the public sector pay policy changes and pay reform has progressed in other ranks. This will give opportunity for the proposals to be examined in detail by the review body, and alongside pay reform for other ranks, in future. (Paragraph 4.39)
32. We were struck by a potential lack of transparency on the decision making arising from PCCs having discretion to pay up to 10% more than the national base pay rate at any point within a contract term. We suggest a system of independent review of PCC decision making on pay determination, rather than the apparently subjective nature of the process by which a PCC can solely determine the pay of a chief constable. (Paragraph 4.40)
33. We are concerned by the lack of consensus around removal of fixed term appointments for deputy chief constables, and the extension of relocation allowances. The solutions to these issues need to work for all parties involved so we urge the parties to continue working together to find solutions upon which they can all agree. (Paragraph 4.42)

#### *Basic pay recommendations for 2021/22*

34. Following the announcement of the Government's public sector pay policy, an overall pay award to all officers is outside the scope of our remit this year. We consider the suggestion by staff associations that officers should receive a bonus payment in recognition of their contribution to the COVID-19 response to be a matter for chief constables using their existing discretion to make bonus payments as appropriate. (Paragraphs 5.13 to 5.15)
35. Last year we concluded that pay flexibility on starting salaries for new constables offered by the lowest two pay points should be retained, but reviewed by the NPCC in the context of its benchmarking work as part of pay reform. We did not receive any evidence this year of significant change to make us reconsider this position, but ask the parties to keep them under review. We also consider that the differential between the lowest pay point and the National Living Wage should be reviewed as part of the NPCC's benchmarking work. (Paragraphs 5.16 to 5.18)
36. The Government's public sector pay policy provides for an award of £250 to those earning the full-time equivalent of gross earnings of less than £24,000 per annum. Only the PCDA starting salary (£18,912 to £24,780) and pay point 0 of the constable scale (£21,402 to £24,780) are in scope for this award. (Paragraph 5.19)
37. We do not support calls for this award to be non-consolidated as this could negatively affect the morale and motivation of affected officers. Individual forces are able to continue to use their discretion to set the starting salaries of new recruits. (Paragraph 5.20)

38. **We recommend that the minimum rates for PCDA starting pay and pay point 0 of the constable scale are uplifted by £250, and that all officers with a basic salary above these minima but below £24,000 (on a full-time equivalent basis) should receive a consolidated pay award of £250.** This should take effect from 1 September 2021. (Paragraph 5.21)
39. We have not received any conclusive evidence on the number of officers who will be eligible for this pay award. While we know most eligible officers will have been recruited between the start of September 2020 and the end of August 2021, we do not know the starting salaries for officers recruited by the end of March 2021 or force recruitment plans for April to August 2021. (Paragraphs 5.23 to 5.24)
40. We judge that there is little likelihood of leapfrogging occurring within individual forces, and that most forces do not use starting salaries that risk leapfrogging. We also observe that any leapfrogging will be time limited until affected officers progress to pay point 1 on the constable scale (£24,780). We, therefore, do not consider that any awards need to be implemented to mitigate the risk of leapfrogging, but suggest that if there are instances of leapfrogging within a force, the Chief Constable uses their discretion on starting salaries to mitigate this. (Paragraphs 5.25 to 5.28)

#### *Chief superintendent pay scales*

41. We are concerned about requests to look at individual pay reform measures, such as increasing the top pay point of chief superintendents, in isolation. We would like to see a more coherent and co-ordinated approach to support reviewing this in conjunction with other areas of pay to limit any unintended consequences. We are concerned at how such a change this year could affect the morale and motivation of officers in lower ranks who will receive no pay award as a result of the current public sector pay policy. Furthermore, we have seen no evidence that the current level of pay is having a negative effect on the recruitment or retention of chief superintendents. (Paragraphs 5.34 to 5.35)

#### *Allowances*

42. Our position in previous years has been to recommend increasing London Weighting and Dog Handlers' Allowance in line with our recommended basic pay award. Therefore, we have not made a recommendation on these allowances this year. (Paragraphs 5.36 to 5.37)

#### *Forward look*

43. This year our remit did not include making an overall pay award recommendation. It will be for Government to set its pay policy and our remit for the next pay round, but our view is that we should be permitted to fully exercise our role in making recommendations on pay uplifts for the 2022/23 pay round. (Paragraphs 6.1 to 6.2)

44. We will continue to monitor the longer-term effects of COVID-19 on our remit group, as data become available. We will also be interested to continue to receive updates on the Uplift Programme and pay reform. (Paragraphs 6.3 to 6.5)
45. Chief police officers are not in our standing terms of reference and we invite the Home Office to provide clarity on whether chief officer pay should continue to be considered by us or revert to the Senior Salaries Review Body. (Paragraphs 6.6 to 6.7)
46. We continue to highlight the importance of a robust evidence base. Where we have identified gaps in evidence, we encourage those responsible for gathering data to consider what improvements can be made to facilitate the provision of data. (Paragraphs 6.8 to 6.9)

**Our 2021/22 recommendation (from 1 September 2021)**

- **The minimum rates for Police Constable Degree Apprentice starting pay and pay point 0 of the constable scale are uplifted by £250, and that all officers with a basic salary above these minima but below £24,000 (on a full-time equivalent basis) should receive a consolidated pay award of £250.**

Anita Bharucha (Chair)

Andrew Bliss

Monojit Chatterji

Richard Childs

Kathryn Gray

Mark Hoble

Patrick McCartan

Trevor Reaney

*21 June 2021*

# CHAPTER 1 – INTRODUCTION

## Introduction

1.1 This is our Seventh Report to the Home Secretary following our establishment in 2014, and in it we make observations and recommendations on the matters referred to us by the Home Secretary in our remit letter. It is the fourth year in which our report covers chief police officers.

## Our 2020 Police Remuneration Review Body Report

1.2 Our Sixth Report was submitted to the Home Secretary on 22 June 2020 containing our recommendations on police officers' pay and allowances (Appendix A). The recommendations set out in our report were:

- A consolidated increase of 2.5% to all police officer pay points at all ranks.
- The removal of the lowest point of the sergeants' pay scale.
- Dog Handlers' Allowance should increase by 2.5%.
- London Weighting should increase by 2.5%.
- The maximum rate of London Allowance should increase by £1,000 to £5,338 a year for officers appointed on or after 1 September 1994 and not receiving Replacement Allowance.

1.3 The Home Secretary responded to our report on 21 July 2020 by accepting our recommendations in full.

## The 2021/22 remit

1.4 The Home Secretary's remit letter of 16 December 2020 (Appendix B) set the context for our 2021/22 review. This year the Home Secretary has not asked us for a recommendation for police officer pay uplifts in 2021/22, in keeping with the pause to pay awards for the majority of the public sector, announced by the Chancellor of the Exchequer as part of the Spending Review on 25 November 2020. However, the Home Secretary directed us to the Chancellor of the Exchequer's announcement of an uplift for those earning the full-time equivalent of gross earnings of less than £24,000 and asked us to provide recommendations on the implementation of this uplift and the number of officers to whom it would apply.

1.5 The Home Secretary also asked us to consider and make recommendations on the National Police Chiefs' Council's (NPCC) proposals to introduce a 'pay progression standard' and the timetable for implementation.

1.6 The Home Secretary noted the observations we made last year on the proposals submitted by the NPCC on the benchmarking of police officer pay and valuation of the P-factor. The Home Secretary expected the NPCC to update us on the work undertaken to reach consensus with

all parties on the methodologies used for benchmarking the pay of all ranks and to value the P-factor and asked for an updated commentary on this work.

## **Our approach to the 2021/22 pay round**

- 1.7 We have reached recommendations and made observations this year following our close examination of evidence from a range of sources. These include not only the written and oral evidence submissions from the parties and the Home Secretary's remit letter but also our analyses of police workforce and pay statistics, the economic and labour market context and external independent reports.

### *Our visits*

- 1.8 Coronavirus (COVID-19) restrictions meant we were unable to conduct our usual visits programme to meet members of our remit group in person. However, in autumn and winter 2020/21 we were able to conduct a virtual visits programme. We met police officers of all ranks in three police forces: Cumbria, Essex and the Metropolitan Police Service. We also conducted two regional visits, speaking to chief police officers and Police and Crime Commissioners (PCCs) in the North West policing region, and with officers involved in regional and collaborative policing in the Eastern policing region. In addition, we were able to hold two discussion groups with representatives from forces across England and Wales: one with new recruits to the police service and another with HR and Finance Directors. We are grateful to all those who organised and took part in our visits.
- 1.9 Our visits enable us to hear from a range of police officers in a variety of roles. This time, recurring themes in our discussions were: the level of police constable starting salaries; the impact of COVID-19 on training; the effect of the Uplift Programme on sergeants and tutor constables; and the shortage of detectives.

### *Parties giving evidence*

- 1.10 In January and February 2021 we received written evidence from the parties listed below. This is available through the links in Appendix C:
- the Home Office;
  - HM Treasury;
  - the National Police Chiefs' Council (NPCC);
  - the Association of Police and Crime Commissioners (APCC);
  - the Metropolitan Police Service (MPS);
  - the Police Federation of England and Wales (PFEW);
  - the Police Superintendents' Association (PSA)<sup>7</sup>; and
  - the Chief Police Officers' Staff Association (CPOSA).

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<sup>7</sup> The PFEW and the PSA provided a joint submission for written evidence. The PSA also provided a further submission jointly with the Superintendents' Association of Northern Ireland (SANI).

- 1.11 We also received a written submission from an individual police officer on a range of pay and workforce-related matters.
- 1.12 We held a series of oral evidence sessions with the parties in February and March 2021. These were attended by the Minister for Crime and Policing (accompanied by Home Office officials) and representatives from the NPCC, APCC, MPS, PFEW, PSA and CPOSA.

## **Environment for our considerations**

- 1.13 This is our second report that has been completed during the COVID-19 pandemic. Last year COVID-19 continued to change the context for our report as we prepared it. The restrictions have continued to change throughout the year, and while some of the shorter-term effects of COVID-19 are clearer this year, the longer-term effects on society and the economy, and the resulting implications for the police service and its workforce are still unclear.
- 1.14 The work of police officers is important, difficult, complex and sometimes dangerous in the ordinary course of events. As one of the groups working on the frontline during the pandemic, COVID-19 meant that the police had to adapt and respond to a new situation and enforce new and evolving regulations. This added further pressures and personal risk to their challenging role. Consequently, we would like to acknowledge our remit group for their particular contribution this year.
- 1.15 The ongoing Uplift Programme to recruit 20,000 extra police officers over a three-year period to March 2023 has again provided an important context for our deliberations this year. Last year we noted the need for forces to implement workforce uplift alongside pay reform, and the importance of recruitment and retention to enable the programme, and these continue to be important factors this year.

## **Structure of this report**

- 1.16 We set out the evidence we have received in relation to police workforce and pay reform, alongside our conclusions on the information we were provided with in Chapter 2.
- 1.17 In Chapter 3 we summarise the main evidence from the parties in relation to our standing terms of reference and matters referred to us by the Home Secretary. Although we have not been asked to recommend an overall pay award this year, the evidence relating to our standing terms of reference provides context for our Report, and will be relevant when we are asked to make pay recommendations in future years. In Chapter 4 we highlight a number of specific issues concerning chief police officers.
- 1.18 We set out our recommendations on pay in Chapter 5, and in Chapter 6 we look ahead to the possible context for the next pay round.



## **CHAPTER 2 – POLICE WORKFORCE AND PAY REFORM**

### **Introduction**

2.1 In this chapter, we comment on the evidence that we received from the parties on police workforce and pay reform as it relates to our standing terms of reference.

### **Aspects of pay reform in this year’s remit letter**

2.2 In this year’s remit letter, the Home Secretary invited us to consider the NPCC’s proposals on the introduction of a Pay Progression Standard (PPS) and an associated timetable for implementation. She also requested updated commentary on the NPCC’s work to reach consensus with all parties on methodologies for benchmarking the pay of all ranks and valuing the P-factor.

### **Our previous commentary on workforce and pay reform**

2.3 Our 2020 Report was the sixth in which we considered evidence on progress in police workforce and pay reform. In that report, we observed that the priority being given to the delivery of the Uplift Programme had contributed to the decision to review the reform agenda and had informed a refocusing and down-sizing of the programme.

2.4 Last year we assessed that, overall, progress had been made across the reform programme. We considered that there was more realism in the programme and we had greater confidence that the revised package was achievable. We regarded the work to reprioritise the programme as appropriate and supported the pragmatic approach.

2.5 We found that many of the risks that we had identified in the previous report had been mitigated either through specific action or as a consequence of the reprofiling of the programme. However, we assessed that risk remained in five key areas and that a focus needed to be maintained on:

- ensuring that all the components of the revised programme remained coherent and consistent with the vision and timetable for reform;
- understanding and managing the capacity of forces to deliver pay reform alongside the Uplift Programme;
- ensuring that the individual components of reform were properly resourced;
- reviewing the readiness of forces for implementation; and
- undertaking timely and comprehensive consultation and communication with all stakeholders.

## Pay and workforce reform in 2021 – strategy

- 2.6 The **Home Office** told us that workforce reform remained a priority for the Government and was a key strand of work in the Policing Vision 2025 agreed by PCCs and chief constables. It said that workforce reform would ensure that the policing system had the capability, capacity and wellbeing support to meet the challenges of emerging and changing types of crime in an efficient and effective manner.
- 2.7 This year, the **NPCC** said that the police service was poised to implement a significant, integrated, package of reform that would underpin effective delivery of the Uplift Programme and the Policing Vision 2025, in support of police forces' productivity. It told us that policing remained ambitious to continue to make progress in addressing identified inequalities across gender and ethnicity.
- 2.8 The NPCC explained that there were four mutually reinforcing elements to the pay reform programme:
- independent **benchmarking** to ensure that there was a robust evidence base on which to build a fair pay policy;
  - agreed **P-factor** characteristics which recognised and rewarded the unique nature of policing;
  - proposals to allow forces the flexibility they needed to attract and retain officers into roles which were **hard to fill or critical to retain**; and
  - a **PPS**, which provided an objective process to break the link between progression and time served.
- 2.9 The NPCC told us that, taken together, its four proposals represented a coherent and complete reform package which stood favourable comparison with other public sector organisations. It added that they set in place the foundations of a rigorous merit-based pay structure which would be demonstrably fairer across all ranks. It also said that the proposals recognised that forces needed greater flexibility through targeted variable pay to meet challenging operational requirements for which a universal pay rise would be unaffordable.
- 2.10 The **MPS** told us that it was in full agreement with the NPCC's proposals and the reframed pay reform agenda. The MPS added that it continued to push for greater flexibility and for those reforms that represented best value, supported fair pay, drove performance and brought about specific and tangible operational outcomes. It said that the proposals dealing with targeted variable pay, the P-factor, benchmarking and the PPS all sought to do this and that it wanted them delivered as soon as was practicable.
- 2.11 The **PFEW** and **PSA** said that apart from COVID-19, the biggest single barrier to pay reform had been a lack of funding. They observed that in other parts of the public sector, such as health and teaching, pay reform had been accompanied by investment in the overall package.

### *Our comment*

- 2.12 Last year, we welcomed the refocusing of police pay reform in order to prioritise delivery of the Uplift Programme but observe that this constrained the pay reform agenda. In terms of overall strategy on pay reform, we now consider it vital to address the following issues:
- Additional financial investment and faster progress are required for pay reform to succeed.
  - As pay reform has been reaffirmed as a key strand of Policing Vision 2025, its future breadth and scope needs to be confirmed and a commitment made to deliver a comprehensive programme within a reasonable timeframe.
  - Retention should be guaranteed of the professional resources required to drive pay reform forward through the entire length of the programme.
  - A comprehensive communications strategy should be devised and implemented so that effective engagement with the entire workforce underpins delivery of pay reform.

### **Pay Progression Standard**

- 2.13 The NPCC asked us to endorse its proposals on the PPS as a basis for formal consultation, and to support its service-wide implementation by April 2022. It told us that the PPS had three key requirements and that no officer would progress up their relevant rank pay scale unless:
- A Performance Development Review (PDR or appraisal) had been completed in accordance with the existing force process. This should confirm that an acceptable level of performance had been achieved.
  - Statutory and mandatory training had been completed. This would focus predominantly on officer safety training, although there would be limited scope for forces to add one or two modules to reflect local priorities.
  - Where an officer managed others, they had completed PDRs and made PPS decisions for those they managed.
- 2.14 The NPCC informed us that forces were confident of implementing a robust and fair PPS by April 2022 and had made a commitment to do so. From its consultation with chief officers in England and Wales conducted in November and December 2020, the NPCC reported that a significant majority (92%) of forces had recognised that the PPS was a coherent and positive step forward. However, only 78% were confident of meeting the implementation date, which the NPCC attributed largely to the forthcoming need for system and process changes. The NPCC confirmed additionally to us that as the focus switched to delivery of pay reform this year, it would increasingly be involved with forces to ensure that they were prepared to implement the PPS. The NPCC said that it would focus

its efforts on assisting those forces that were not confident of meeting the implementation date, and that readiness assessments were planned throughout the year.

- 2.15 The NPCC added that it had sought to design a simple process that could be applied consistently and objectively across all forces. However, this would represent a step-change for policing in terms of performance management and in practical terms would present challenges and involve increased costs. It would also place increased responsibility on line managers to ensure the timely completion of PDRs and PPS decisions, which meant that forces would wish to factor in sufficient time for these processes.
- 2.16 The NPCC explained that the PPS would sit alongside the PDR process as an annual assessment that would be applied consistently across the police service to ensure that a positive and conscious decision was made before pay progression occurred. The NPCC added that the PPS closely mirrored best practice in the National Health Service (NHS).
- 2.17 The NPCC said that the PPS was in line with its ongoing workforce plans and would act as a cornerstone to its overall pay reform model. It explained that it had developed the PPS to link pay progression to competency and that it would replace the current regulatory link between pay and automatic incremental progression. The NPCC also said that one of the central tenets of the pay reform programme, as supported by successive policing ministers, was that there should be a clear link between pay and productivity. The NPCC added that it saw productivity in terms of organisational service delivery, rather than as an individual quota-driven standard that could lead to perverse incentives.
- 2.18 The NPCC set out for us how the broad nature of the Office of Constable provided a level of flexibility needed to meet rapidly changing demands and that police officers did not hold inflexible, tightly defined roles. It gave examples of a child abuse investigator today being seconded to a murder enquiry tomorrow, and of a response officer being moved to public order duties at the weekend.
- 2.19 The NPCC explained that as a consequence, it did not support individual police officer roles being graded and paid according to skills and then competency. It added that this would be impossible in practice, given the variation in operating models across forces, and the disruption it would cause to the whole workforce model. It also stated that the relatively level playing field currently found at each police rank encouraged broad career mobility and built more rounded leaders.
- 2.20 The **Home Office** said that the NPCC's proposals to introduce the PPS were a positive step forward that would help to drive up the importance of PDRs, line management, effective supervision and officer development. The Home Office stated that the Government was clear that progress had to be made to reform police officer pay. It observed that the current pay structure was still grounded in a system of annual incremental progression and that over half of all officers were at the top of their pay scale.

- 2.21 The Home Office added that the recent Spending Review had provided an opportunity to reflect on the progress made to reform police officer pay and to develop a framework aligned to roles, competence and skills instead of one rooted in automatic, time-served progression. It also said that it was right that officers had better access to professional development throughout their career with a pay structure that supported this.
- 2.22 The Home Office said that it recognised that robust and consistent PDR processes were needed in forces and it expected this to be considered and built into the timetable for implementation of the PPS. It expressed support for work being led by the College of Policing on developing guidance on effective supervision. The Home Office added that determinations made under Police Regulations 2003 would require amendment to implement the PPS and ensure that appropriate exemptions were in place for those who could not be assessed. It also stressed the importance of considering equality and diversity issues throughout the development of the PPS and stated that it expected a full Equality Impact Assessment (EIA) to be completed and made subject to ongoing review.
- 2.23 The **APCC** told us that it was supportive of a PPS for police officers that was neither onerous nor overly bureaucratic to apply or complete. It added that the application of a standard whereby progression was based on satisfactory performance was familiar elsewhere in the public sector where incremental pay scales were in place. The APCC said that it believed on the basis of the consultation that had taken place at the Police Consultative Forum (PCF) that a PPS implementation date of April 2022 was realistic.
- 2.24 The **PFEW** and **PSA** observed that there had been broad agreement between the parties for some time on the principles of the PPS. Nevertheless, they told us that practical barriers remained, notably the inconsistency of force PDRs.
- 2.25 The PFEW and PSA said that they had always acknowledged that officers who were not meeting the basic standards of performance and were on unsatisfactory performance procedures should not receive incremental awards. However, they added that they had found significant differences between the numbers of females going through unsatisfactory performance procedures (2.0%) compared with males (1.5%) and the number of ethnic minority officers (2.9%) compared with white officers (1.6%). The PFEW and PSA stated that these findings would need careful consideration and that a full EIA was awaited.
- 2.26 The PFEW and PSA also expressed concern that a proposal to extend the PPS to include unsatisfactory attendance would result in discrimination against disabled officers.
- 2.27 The PFEW and PSA added that the results of the PFEW 2020 Pay and Morale Survey had shown inconsistent use of PDRs across forces. Even where respondents had said that their force had a PDR process in place,

almost a third had said that they had not had a PDR in the last twelve months. In some forces, almost all respondents had a PDR in this period but in the worst performing force, four out of five respondents had not. While the PFEW and PSA acknowledged that COVID-19 could have affected PDR completion, they said there had been little change over recent years in the proportion of officers who had not had a PDR and that in 2020 it stood at 31%.

- 2.28 The PFEW and PSA confirmed that they had no objections in principle to proposals for officers to only progress once they had undertaken mandatory training and for those with line management responsibilities to have completed the PDRs for those they managed. However, they said that some practical considerations would need to be taken into account, such as what training was mandated and whether officers could access it. The PFEW and PSA said that they were happy to engage further with the NPCC on the matter.
- 2.29 The PFEW and PSA also expressed concern about whether the necessary legislative changes would be enacted in time to implement the PPS from April 2022.
- 2.30 The PSA emphasised concerns about timescales, capacity and cultural issues held by the senior operational leaders responsible for the implementation of the PPS across the service. It urged us to highlight to the Home Office and NPCC that the definition and measurement of performance needed to be clearly defined. The PSA also observed that the date for implementation of the PPS coincided with the administration of pension changes in forces.
- 2.31 From its Pay Survey conducted in January 2021, the PSA noted that while 40% of respondents felt that their force would be ready for the practical implementation of the PPS by March 2022, 41% felt that their force would not and 19% of respondents were unsure. In addition, the PSA reported that 28% of respondents felt that their force would be ready from a cultural perspective, while 59% of respondents felt that their force would not and 14% had said that they were unsure.
- 2.32 In addition, the PSA reported that 38% of the 2021 Pay Survey respondents had not had a PDR in the last twelve months and that just under half were dissatisfied with the PDR process.
- 2.33 The PSA explained that the NPCC had proposed that statutory and mandatory training should include officer safety and first aid training and up to two local training courses, for example as prioritised in a police and crime plan, force management statement, or Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) recommendation. However, the PSA noted from its 2021 Pay Survey that while 72% of respondents said that their force ensured that officers received officer safety and first aid training, 22% of respondents said that their force did not, while 7% of respondents did not know.

2.34 We also learned in oral evidence from the CPOSA and APCC that chief constables and deputy chief constables are not formally part of the PDR system.

*Our comment*

2.35 We commend the NPCC's National Reward Team (NRT) on the progress and effort made this year to prepare for the introduction of the PPS by April 2022. It is very important that this drive is maintained and that forces are able to prioritise its implementation.

2.36 We do, however, have concerns about the PPS and force readiness. These stem in part from the staff association survey results which suggest that the use of PDRs remains inconsistent across forces and that a majority of forces do not feel ready for PPS implementation. Therefore, it is vital that the NRT continues to receive the longer-term funding it requires to allow it to carry out its plan to support the implementation of a fair and robust PPS in forces in the coming months.

2.37 In addition, we also observe that a number of related issues still require resolution. These include whether:

- the PPS will be extended to cover attendance as well as performance;
- the unsatisfactory performance procedure – and unsatisfactory attendance procedure if relevant – are discriminatory, as raised by the staff associations;
- supervisors and line managers will have the capacity to expand the appraisal process to include the requirement to hold difficult conversations;
- consideration has been given to the processes that will apply to those who fall below the required standard;
- a commitment can be made that the mandatory training intended as a key requirement of the PPS will be universally available;
- police forces will take on formal responsibility for making these mandatory – and other – training opportunities available;
- each individual officer will have a role in driving forward their own personal development and, if so, what assistance they will receive to do this;
- the Home Office can undertake to ensure that the necessary legislative changes will be in place in time; and
- police forces will have the capacity to deliver PPS, along with other commitments in April 2022, such as changes to police pensions.

2.38 It is clear to us that ongoing national coordination of the PPS will be required. In particular, retention of oversight will be needed across all forces to ensure that the PPS is applied to individuals in such a way

that no officer is disadvantaged. Consistency in access to training opportunities and evaluation of PDR outcomes on fairness and diversity will also involve long-term monitoring.

- 2.39 Furthermore, we observed last year a significant difference between the Home Office and the NPCC on the key purpose of a police pay progression system based on competence. We note that the Home Office has continued to emphasise the importance of individual officers acquiring or developing skills. However, the NPCC stresses instead the importance of boosting police productivity through the flexibility provided by the Office of Constable and the current ability to divert a constable from one role today to something else tomorrow. We sense that these differences remain.
- 2.40 In addition, we would like to see plans next year for measuring the impact of the PPS on police performance to ensure that it is meeting its stated objective.
- 2.41 Finally, we are also interested to learn why chief constables and deputy chief constables are not formally included in the PDR system. We understand that some of these officers are part of a similar process, but that this varies by force. In our view, a consistent performance management process would present an opportunity to lead by example and assist with implementation of the PPS as a central element of pay reform.

## **Pay benchmarking**

- 2.42 The NPCC told us that it had agreed a shared perspective with staff associations on the structure and use to be made of benchmarking across all ranks. However, it also advised that the staff associations would reserve the right to take a different view from the NPCC when interpreting the benchmarking data or considering its application to their members.
- 2.43 The NPCC informed us that it would use benchmarking data to:
- Monitor ongoing relative changes in competitiveness with a view to encouraging recruitment, motivation and retention. It said this would contribute to forward planning in seeking to alleviate and anticipate current and future issues. It would also show how an annual uplift would impact on each officer.
  - Provide evidence to support any significant changes to base pay and allowances in terms of either the structure or levels of reward in addition to the annual pay uplift. Any change that the NPCC proposed to base pay or an allowance would be referenced to benchmarking data.
- 2.44 The NPCC observed that it had already used this approach for the removal of the lowest pay point for sergeants from September 2020 (where the data had shown that its removal would not be unreasonable) and to justify proposed changes to the pay of chief superintendents this

year. It added that forces had confirmed their continuing support for the use of benchmarking to evidence changes necessary to support pay reform and ongoing monitoring of officer remuneration levels.

- 2.45 The NPCC explained that it had agreed with staff associations that the primary source of benchmarking data would be Korn Ferry and that this would be supplemented as appropriate by data from Incomes Data Research (IDR) and the Annual Survey of Hours and Earnings (ASHE). The NPCC added that it would source the Korn Ferry data each year for all stakeholders.
- 2.46 The NPCC stated that it would seek to use benchmarking to align remuneration with pay reform proposals and to address identifiable concerns and requests from forces. However, it clarified that it did not intend to use the data to drive changes in a prescriptive manner (for example, by seeking to match the median exactly for all ranks for base pay purposes). Instead, it would use benchmarking to assess whether a change was reasonable and what the numerical value might be.
- 2.47 The NPCC added that funding and affordability would always be a driver for both the NPCC and individual forces, and it emphasised that the ability to make radical changes would not normally be possible if central funding was unavailable. It said that striving to keep police pay in line with the employment market would help to avoid some of the historic crises surrounding police recruitment and retention.
- 2.48 The **PFEW** and **PSA** said that the Government had chosen not to make any funds available this year to bring officers closer to where they should be if the results of benchmarking were actioned. They told us that the pay pause meant that unfairness in police pay in comparison with others could not be addressed. They stressed that it would be essential to attend to this in future years and that they were submitting evidence on benchmarking to set the scene for future years' deliberations and recommendations.
- 2.49 The PFEW and PSA confirmed that they had agreed on a benchmarking process with the NPCC but emphasised that choice of comparator group and database was crucial. The PFEW and PSA explained that the use of more than one database had been mutually agreed and that the NPCC would provide benchmarking data sourced from Korn Ferry while the PFEW and PSA would provide data from IDR. The PFEW and PSA explained that this indicated acceptance of the need to use several sources of data in order to triangulate and verify benchmarking results. The PFEW and PSA recognised that the IDR data did not provide a definitive comparison but rather helped to inform and round out the debate.
- 2.50 The PFEW and PSA said there was a need to set out the criteria on what to include and exclude in the benchmarking exercise and told us that neither database adjusted for shift work or other features of the policing role. Police officer roles were therefore not being compared with those experiencing an equivalent level of disruption or receiving an associated premium, which ultimately made police officers' jobs seem better remunerated than they actually were. The PFEW and PSA said that

while they had not yet been able to account for all such features of the policing role they had considered hours worked. As most roles in the IDR database worked 38 hours compared with the 40 hours worked by police officers, the PFEW and PSA had adjusted comparator pay for constables and sergeants. However, they had not done this for the ranks of inspector or above, as they were expected to work the hours required rather than earning overtime above 40 hours each week.

- 2.51 The PFEW and PSA told us that it was important for benchmarking to move to practical implementation and repeated a request for the process to move faster. They commented that the removal of the lowest sergeant pay point in 2020 was one example of work to expedite the alignment of officer pay with external comparators.
- 2.52 The PFEW and PSA said it was right that effort had been expended on benchmarking officer pay but added that it should not merely be an academic exercise. They explained that their data showed that many officers were being paid only about four-fifths of comparators' pay and stated that this had to be rectified as soon as possible.
- 2.53 The PFEW and PSA called on us to insist that a timetable should be set out to ensure that the work on the practical implementation of benchmarking was addressed. They considered that this should include prioritisation of work started last year to explore whether the alignment of officer pay with comparators could be sped up by removing further pay points. They said that addressing the uncompetitive pay of police officers may require additional funding, albeit potentially moved from elsewhere in the policing budget.

#### *Our comment*

- 2.54 We are pleased that the policing parties broadly agree on a pay benchmarking process. However, we have a number of reservations about whether it will work in practice. We also want greater clarity on and an explanation of the ultimate purpose of pay benchmarking in the police pay reform programme.
- 2.55 We request further information on the role of each party in the benchmarking process and on the range of actions available to the staff associations if they decide to disagree with the results and use an alternative data set. It concerns us that there may currently be too many potential areas of difference for the process to proceed satisfactorily. There needs to be agreement between the parties on the detail of how they will work productively together to reach indicative benchmarking comparisons.
- 2.56 We are also concerned that the parties might be over-focused on benchmarking as just one aspect of the police pay strategy. Pay setting requires the use of judgement as well as benchmarking, so it is important that the benchmarking results have an indicative role and are not relied on to give exact numerical answers. We do not see benchmarking as a mechanical process. Furthermore, there is a need to ensure that

benchmarking does not anchor the conversation and then drive demand on pay levels. In addition, we seek a response to the specific issue of comparators, particularly those in more senior roles, working beyond their contracted hours.

2.57 In addition, we seek the following on benchmarking:

- a set of principles for the benchmarking process;
- a timetable and completion date for the benchmarking process;
- a plan for the implementation of any resultant amendments to pay scales; and
- confirmation of how any related funding requirements will be addressed.

## **P-factor**

2.58 The **NPCC** advised us that it had reached consensus with the **PFEW** and **PSA** on a proposed valuation for the P-factor. Their joint view was that the maximum value would be £5,347 which represented 13% of a constable's base pay at the highest pay point. The NPCC clarified that the notional value of the P-factor was not to be used as a trigger for automatic pay awards and would be offset by other benefits including pension and relative job security.

2.59 The NPCC explained that the P-factor would apply to all who held the Office of Constable and that the rationale for this lay in the nature of the role. It said that police officers tended to have long and varied careers across a range of disciplines and that it would be neither desirable nor practical to attempt to tailor payment to specific postings. It added that there were many elements to the P-factor and that not all related to being on the frontline, such as the escalating risks that came with greater accountability at higher rank.

2.60 The NPCC also informed us that reaching an agreed valuation for the P-factor would not have any immediate material financial consequences for forces but would effectively place evidence on benchmarking within a police-specific context. It added that in the absence of other recommendations or evidence, P-factor alone would not be the basis for changes to pay points.

2.61 The NPCC asked us to support the adoption of the P-factor and its application in combination with benchmarking. It also asked us to confirm whether it was reasonable to review the notional value of the P-factor and its associated descriptors at least every five years. It explained that the descriptors provided in evidence this year had been amended slightly since 2020 because of changes to the operating environment of police officers, data on assaults on police officers and other factors.

2.62 The **PFEW** and **PSA** said that they had been discussing the content and valuation of the P-factor for the last few years. They reminded us that they had disagreed with the NPCC's original proposal of 8%, on the

grounds that it only acknowledged the danger of policing and not the other unique factors, and they had not found the rationale for the 12% proposed by the NRT last year to be persuasive. In the absence of an independent valuation, the PFEW and PSA had sought a valuation of 14.5%. However, on the basis of work done in the past year, the NRT and staff associations had agreed that the appropriate valuation of the P-factor was 13%.

*Our comment*

- 2.63 It is essential that the ultimate purpose of benchmarking and the P-factor in the context of the police pay reform programme is clearly defined.
- 2.64 It is encouraging that the parties have reached agreement on the valuation of the P-factor (a maximum figure of £5,347 or 13% of the highest constable pay point). However, we consider it vital for the parties to be prepared to fully evidence their methodology for reaching this outcome and demonstrate that it is sound and robust.
- 2.65 On the matter of when to review the notional value of the P-factor and its associated descriptors, we agree with the NPCC that it would be reasonable for the parties to do so every five years. We understand that this is the timetable used to review the X-Factor valuation and descriptors that apply in the armed forces.

### **Interaction between benchmarking and P-factor**

- 2.66 The NPCC told us that the process for linking the P-factor to benchmarking data had been agreed with the staff associations, as follows:
- The P-factor value would be calculated as 13% (or £5,347 for ranks above constable) of each current pay point.
  - This monetary value would be deducted from each pay point and the result would be the value used for the comparison with Korn Ferry survey data.
- 2.67 The NPCC explained further that it would compare police salaries across all ranks with the appropriate job comparators. For the purposes of benchmarking, the 'salary' figure used for comparison purposes would be 13% (or £5,347 for ranks above constable) less than the basic salary. As an example, the salary for benchmarking purposes of a constable on the highest pay point would be £35,783, as this would represent a deduction of 13% from £41,130.
- 2.68 The NPCC recalled our question last year on what steps had been taken to ensure that there was no double counting of P-factor elements. The NPCC explained that while frontline public service jobs had been used in the comparator work that it had commissioned, Korn Ferry had confirmed that any double counting of the P-factor elements was of no statistical significance for the purposes of the benchmarking process.

- 2.69 The **APCC** welcomed the work undertaken by the parties on benchmarking and the P-factor. It said that it was important work in establishing the basis of police officer pay and considering whether the remuneration package was fair.
- 2.70 The **PFEW** and **PSA** told us that significant progress had been made on benchmarking and the P-factor. They said benchmarking of pay was a useful way to attain pay that was fair by comparison with others. They stressed the importance of choosing appropriate comparators and adjusting for the unique nature of policing through the P-factor.

*Our comment*

- 2.71 We note the broad agreement reached by the parties on the methodology for the interaction of the P-factor with the benchmarking process. However, we make the following observations:
- the methodology chosen by the NPCC to calculate the P-factor varies from the widely accepted approach to calculating a pay premium;
  - choosing a different methodology is unnecessary and carries no particular advantage;
  - interested parties compare pay premium factors from different groups in order to establish what is reasonable;
  - the NPCC methodology would have the effect of giving a larger pay premium than the headline P-factor implies, which may lead to inaccurate comparisons;
  - such comparisons may result in inappropriate decisions on pay; and
  - therefore, we would like the methodology to follow the conventional approach when the pay reform programme is implemented.
- 2.72 Our view is that there is a strong logic for adopting, for example, an approach consistent with that used by the armed forces. In addition, it is important to publish a clear and transparent statement of the methodology actually adopted and example calculations. This is so that in future years parties can refer back to an authoritative source document.
- 2.73 We regard benchmarking and the P-factor as the tactical drivers of pay reform. It is essential that their ultimate purpose in the context of the police pay reform programme is clearly defined, as well as how exactly they will be used in the pay-setting process. We also ask for a set of principles for benchmarking and the P-factor to be devised and published.
- 2.74 Last year, we particularly sought clarity on the steps being taken to ensure that there was no double-counting of P-factor elements and are grateful to the NPCC for providing further detailed evidence on the matter this year. However, in next year's evidence we would like further information on the efforts made to avert the risk of double-counting. This should address overlap of different P-factor descriptors and of P-factor descriptors and benchmarking data, particularly from other frontline public sector roles.

- 2.75 In addition, we remain unclear on what will happen if the figure reached after completion of benchmarking and P-factor is higher than the current rate of pay. We would like further information on this specific issue in evidence next year.

## **Targeted Variable Pay**

- 2.76 The **Home Office** said that it was keen for forces to consider a range of strategies to understand and address issues with recruiting and retaining officers into hard-to-fill, service-critical and demanding roles. It told us that it would also emphasise the importance of culture and leadership in tackling these issues as pay was unlikely to be the primary factor.
- 2.77 The Home Office recognised that recruitment and retention issues would vary across forces and that chief officers required flexibility to determine how payments were made. It agreed with our observations made in 2020 that some nationally agreed principles were needed to ensure consistency of application across forces and to set out the circumstances in which payments might be made. The Home Office told us that this was key to ensuring that the payments were made in a way that was open and transparent, addressed equality and diversity issues and did not widen any existing pay gaps. It stated that, where possible, national data should be drawn upon to identify the roles that required a national and co-ordinated approach, with appropriate measures put in place to ensure that recruitment and retention issues were not simply displaced elsewhere. The Home Office stressed the importance of defining and assessing which roles were deemed to be exceptionally demanding. It said that a form of job evaluation should be used to ensure consistency in approach both within and across forces and considered for hard-to-fill roles. The Home Office emphasised that under-representation of those with protected characteristics within roles attracting additional payments should also be addressed as a priority.
- 2.78 The Home Office explained that it had been working with the NPCC to ensure that our observations were considered and addressed in guidance ahead of formal consultation on amendments to Targeted Variable Pay (TVP) determinations. It added that, once implemented, it expected the use of the payments to be very closely monitored with robust data collected on how they were used and formal reviews conducted both locally and nationally.
- 2.79 The Home Office advised us that it would complete an EIA on TVP. It added that it intended to keep the equality and diversity aspects of TVP under regular review using the quarterly data the NRT would collect.
- 2.80 The **NPCC** told us that the Home Office was holding a consultation on the draft determination for the planned introduction of new TVP arrangements, while the NRT was consulting on the accompanying guidance. It explained that the temporary TVP scheme currently in place, which had been due to expire in September 2020, had been extended until April 2021 while the consultation proceeded.

- 2.81 The NPCC added that the Home Office consultation initially proposed to introduce the new TVP scheme for a period of two years to coincide with the remaining period of the Uplift Programme. It said that the Home Office intended to use this time to develop its EIA. The NPCC explained that the EIA would be based on enhanced data to gauge the impact on those with protected characteristics, which would be provided on a regular basis to the PCF. The NPCC clarified that until the EIA was concluded, the new TVP determinations would remain temporary.
- 2.82 The NPCC provided a set of overarching principles to which forces should adhere when considering the use of TVP. It said that these had been formulated following the completion of an equality risk assessment which had been undertaken in accordance with a process supported by the PCF. These principles were:
- Appoint a senior responsible officer to oversee the TVP process.
  - Use an evidence-based approach when considering the use of TVP.
  - Assess the equality impact and act accordingly.
  - Consult on proposals to allow test and challenge.
  - Communicate decisions and confirm arrangements in writing.
  - Capture equality data of those offered and in receipt of TVP.
  - Regularly review the justification for TVP at least annually.
  - Review equality data associated with TVP and act accordingly.
- 2.83 The NPCC told us that its TVP equality risk assessment and guidance had been reviewed, further updated and approved by an equality law specialist. The NPCC explained that the guidance brought the issue of equality to the fore at every stage and was likely to assist forces when considering how to approach the use of TVP and reduce the risk of potential discrimination claims. The NPCC added that it was keen to progress the work on TVP, particularly as it remained a key element of pay reform and was a mechanism needed by forces. It also suggested that the future introduction of TVP could be used, if appropriate, to allow forces to bridge the gap in salary levels during police officer training for staff investigators.
- 2.84 The NPCC stated that the TVP scheme defined service-critical skills as those essential to the delivery of an effective policing service, and hard-to-fill posts as those it had not been possible to fill despite being advertised and so resulting in an ongoing and unacceptably high vacancy rate. The NPCC added that the guidance had been strengthened to define how forces should determine the vacancy rate.
- 2.85 The NPCC said that the use of TVP under the temporary arrangements had increased slightly over the last twelve months and predominantly for firearms, detective and public protection – or safeguarding – roles. The NPCC explained that forces had indicated an intention to use TVP for tutor constables. In addition, a survey by the NPCC had found that the

majority of forces (75%) wanted to have the ability to make broader use of targeted payments where there was an operational need and it was affordable to do so.

- 2.86 The NPCC added that indicative data showed that, at a high level, TVP was evenly distributed by gender and ethnicity. However, it also explained that new enhanced data-gathering would permit a more detailed breakdown of future payments by protected characteristics and would be matched with local force records. The NPCC said that it would keep the PCF and us informed on detailed feedback that it was seeking from forces on the contribution of TVP to organisational outcomes and service productivity.
- 2.87 The **MPS** told us that although external recruitment and retention was generally healthy, it still struggled to attract and retain officers in certain roles. It said it therefore welcomed the temporary TVP arrangements currently in place and remained a strong advocate of the new TVP proposals from the NPCC. The MPS added that it remained firmly of the view that greater flexibility was required to deal with modern workforce challenges. It observed that TVP, if used appropriately, represented a suite of discretionary pay levers that could bring operational benefits in a cost-effective way.
- 2.88 The MPS added that it had been an early adopter of TVP primarily to attract temporary detective applicants. It said that between December 2019 and November 2020, around 450 officers across the MPS had received a hard-to-fill payment. It told us that initial results on detectives were mixed but that it was optimistic that a process change introduced in October 2020 would encourage more constables to submit an application and that it would no longer be mandatory to pass the National Investigators Exam (NIE) before applying for the Temporary Detective Learner scheme. It explained that applications would instead be accepted from officers who could evidence strong investigative skills and a desire to develop their career as a detective. The MPS clarified that taking the NIE subsequently would still be a requirement, with the hard-to-fill payment dependent on passing the examination. The MPS told us that the most recent sitting of the NIE had a record pass rate (78%) and the highest ever number of MPS candidates.
- 2.89 The MPS reported that it was difficult to quantify exactly how big a part the hard-to-fill payment had played in the recruitment of detectives but that it was reasonable to assume that it had increased the level of incentivisation.
- 2.90 The MPS also told us that a more conclusive example of the positive operational benefits of targeted payments was their use in incentivising level 2 public order trained inspectors. The MPS reported that in June 2020, the number of inspectors was 63% below the number required to meet national mobilisation target commitments. However, by December 2020, following the use of TVP, the number had risen 41% (from 115 to

163) and within 9% of the total required. The MPS stated that there was little doubt that the incentivisation provided by the payments had played a part in helping to remove this operational risk.

- 2.91 The MPS acknowledged that greater flexibility, and targeted pay in particular, carried equality risks if decisions impacted negatively on some individuals and could not be properly justified. However, it added that it was confident it could manage the risk and put appropriate safeguards in place to ensure that the correct decision-making processes were followed. The MPS had provided data to the NPCC that showed existing targeted payments were reasonably well spread across protected characteristics.
- 2.92 The **PFEW** and **PSA** said that they were very pleased that the Home Office had agreed to undertake an EIA and had indicated the intention to use a form of job or role evaluation to ensure consistency in approach, both within and across forces. They commented that they believed that we should play a role in monitoring the realisation of these.
- 2.93 The **PFEW** and **PSA** said that TVP provided important reward for those in hard-to-fill roles and that they had recently received draft determinations which included improvements, such as a welcome proposal to increase the maximum payable to £5,000. They added that their remaining concerns, as stated in previous submissions, related to equality issues.
- 2.94 The **PFEW** and **PSA** told us that while it agreed on the importance of rewarding officers in hard-to-fill and especially challenging roles, it had a preference for this to be done in a systematic manner, with the scope for discretion reduced. They said that the draft determination and guidance recently received included three new categories of TVP. These were: a service-critical skills payment; a service-critical skills retention payment; and a recognition of workload payment.
- 2.95 The **PFEW** and **PSA** said that they were keen to help inform the EIA, and to understand and support the collection of appropriate monitoring data. They added that when determining which data to collect, it would be important to give consideration to all the ways in which unfairness might appear. They also stressed that it was important to conduct the EIA in advance so that any possible unfairness could be anticipated and monitored.
- 2.96 In its separate evidence, the **PSA** said that the Home Office and NPCC should ensure that every force published a policy covering the use of TVP. They also told us that the Home Office and NPCC should publish national guidance and an annual review of the use of TVP on a force-by-force basis and report their findings to us.
- 2.97 The **PSA** told us that it supported the introduction of a new permanent TVP regulation. It added that if the current temporary regulation ceased with no replacement in April 2021, those in both the superintendent and chief superintendent rank who had been deemed to have the most demanding jobs would see a reduction in their remuneration package. It stated that this would undoubtedly be seen as a failure in leadership by

the Home Office and NPCC and would be completely unacceptable to the PSA, especially with the backdrop of a pay pause. The PSA said that it had been informally engaged on the latest proposals for the continuation of TVP. It explained that it was encouraged that the consultation process on the planned introduction of the new TVP arrangements had begun.

- 2.98 The PSA added that its main concern with TVP was the inclusion of chief officer discretion in the process, which had resulted in nationwide inconsistency. It explained that this wide-ranging discretion covered whether a force would have a TVP policy, whether an officer met the criteria and, if TVP was in place, the level of payment. However, the PSA also reported that it was starting to see an increase in the number of chief constables willing to introduce TVP. It stated that if each force had a TVP policy that followed clear national guidance, with robust central monitoring of the use of TVP, its concerns were likely to be addressed.

*Our comment*

- 2.99 With TVP it is critical that, particularly in the interests of fairness and equality, a central professional HR function is maintained with adequate funding. There will be a constant tension with TVP between the twin imperatives of allowing forces the necessary flexibility to respond to local operational circumstances and the requirement for strong national coordination and oversight.
- 2.100 It will also be vital to ensure that a central professional HR function is retained to keep the national pay scale protected from dilution and compromise should some forces seek to make markedly greater use of higher value TVP than others. In addition, ongoing central vigilance will be required to help ensure that forces do not try to use TVP to compete with each other for candidates for hard-to-fill and shortage roles. We see TVP as a short-term targeted measure that should not be divisive or lead to competition between forces.
- 2.101 In our 2020 Report, we suggested that national principles should be agreed to ensure consistency in the application of TVP across forces and to set out the circumstances in which payments might be made. We said that these principles should address:
- the criteria for payment against recruitment, retention or hard-to-fill definitions;
  - the mechanisms to ensure that the payments are fair and address equality and diversity issues; and
  - the method of communicating the principles within forces.
- 2.102 We are grateful to the NPCC for providing in its evidence this year, and following completion of an equality risk assessment, a set of overarching principles to which forces should adhere when considering the use of TVP. We are pleased with the focus on assessing the equality impact and

capturing and reviewing equality data. A well-resourced NRT will play a vital role in national monitoring of forces' use of TVP and for detecting any equality and diversity problems that may arise.

- 2.103 On the TVP scheme, we would like to receive further detail on measures to ensure that the payments are fair and address equality and diversity requirements. In addition, we endorsed an increase in the TVP maximum to £5,000 last year and would be keen to have the latest information on the values of TVP actually applied. We are also keen to learn about how the national principles for TVP are to be communicated in forces.
- 2.104 We have commented previously on the low take-up rate for TVP and note the slight increase in its use this year. We were pleased to receive the evidence from the MPS indicating the part played by TVP in increasing the numbers of both detectives and level 2 public order qualified inspectors.
- 2.105 We remain mindful of the staff associations' concerns at the risk of unfairness in the application of TVP. We therefore welcome the introduction of new enhanced TVP data-gathering by the NPCC intended to permit a more detailed breakdown of future payments by protected characteristics. This underlines the need for a properly resourced central team able to carry out this important work. We are pleased that the Home Office has undertaken to complete an EIA on TVP, and to seek all the parties' views on it. We look forward to receiving the results of the EIA, as well as more detailed data on equality and TVP values.

## **Implementation and readiness for reform**

- 2.106 The NPCC stated that the phase of pay reforms begun in 2017/18 was scheduled for delivery by March 2022. It told us that the progress it had made in working with forces and staff associations, and the commitment of chief constables to implement the PPS by March 2022, had given the NPCC confidence that March 2022 would be a milestone and effective end-date for the programme of work led by the NPCC's NRT since 2017.
- 2.107 The NPCC told us that, as it had explained in its 2020 submission, it had refocused its pay reform programme priorities to take account of changing political priorities, operational pressures, and organisational capacity and had adopted an incremental approach to delivery. It explained that while it had reached the implementation phase of pay reform, no base pay changes would be delivered in 2021/22 because of the current public sector pay policy.
- 2.108 In oral evidence, the NPCC said that the main immediate challenge to implementation lay in the relatively compressed timetable for the forthcoming consultation on PPS guidance and regulation changes. It identified as a second point of pressure the variation in force readiness on PDR deployment. The NPCC also told us that it was necessary, particularly with the PPS and TVP, for it to be increasingly vigilant on the issues of diversity, equality and inclusion. It said that it was creating draft guidance to support forces on implementation but that it would retain

responsibility for equality monitoring and reporting. The NPCC added that the pandemic was another implementation challenge as it had affected force readiness for pay reform.

- 2.109 The NPCC told us that it had agreed that it was unnecessary for forces to communicate with officers on pay reform in 2020 given the incremental approach to delivery and the absence of large base pay scale changes. It advised us that officers still had minimal awareness of what pay reform was proposed and how it might have an impact on them.
- 2.110 The NPCC explained its intention that national communication on pay reform would dovetail with that on pension reform, so bringing together all messaging on the total remuneration package. It said that it intended to deliver clear, consistent national messaging in 2021/22 and help officers better understand the make-up of their pay, including the P-factor and the use of benchmarking. It said that high-level messaging on the PPS and TVP would be included. It stated that while these elements of pay reform involved local process changes, forces would need to use national messaging and guidance documents to communicate local changes to their officers and teams. The NPCC added that knowing whether they were fairly paid relative to the market and understanding how their pay was determined could help build officers' trust and acceptance.
- 2.111 The **MPS** told us that the pace of reform was inevitably tempered by affordability, achievability and the need to reach consensus. However, its view was that the proposals had now matured and were approaching readiness for implementation. It said that it was particularly keen to see the new set of discretionary TVP proposals adopted because they had the potential to deliver immediate operational benefits in a cost-effective manner.
- 2.112 The **PFEW** and **PSA** told us that progress towards pay reform had been perhaps less speedy than some would wish but emphasised that this was due to a combination of circumstances, including COVID-19. They told us that the NRT and staff associations had devoted considerable resources to trying to support officers with appropriate pay and conditions.

#### *Our comment*

- 2.113 We were pleased to learn that the NPCC regarded March 2022 as the implementation date for the phase of police pay reform begun in 2017/18. We were also encouraged by the MPS describing pay reform as approaching readiness for implementation.
- 2.114 We assess that the chances of effective delivery have been increased by two main factors: the parties reaching broad agreement on central issues that had previously divided them; and the modification of the original ambitious plans for pay reform into a more incremental and pragmatic project. Nevertheless, our perception is that there are still considerable potential barriers to implementation by March 2022. On the PPS, there remains the inconsistent use of the PDR across forces and questions as to whether forces can deal with its practical implementation along with

other competing priorities. Nevertheless, we are hopeful that forces not yet ready for PPS will seek to align themselves with those that are and make the required changes in time.

- 2.115 On TVP, we recognise that it is a scheme undergoing changes. However, we would have found it useful this time to have received more detail on the plans for national guidance and support for forces, particularly on equality and diversity issues, and on the central oversight and monitoring arrangements intended to help ensure successful implementation.
- 2.116 On benchmarking and the P-factor, it is essential that the parties are clear on the ultimate strategic purpose of this work. We would like to be provided with information on the chosen pay-setting process into which these activities will fit and a delivery plan for completion. We also seek an implementation plan for any resultant amendments to police pay scales.
- 2.117 We consider it vital that the NPCC communicates clearly and consistently on pay reform in 2021/22. We were concerned by the NPCC's decision not to communicate with officers on pay reform in 2020, as by the NPCC's own assessment, officers had minimal awareness of pay reform or how it would affect them. This is particularly important in view of the plan to introduce the PPS by April 2022. As we stated earlier, a comprehensive communications strategy containing strong messages should be devised and implemented so that effective engagement within forces can help deliver pay reform successfully. An ongoing dialogue is required with officers to build the effective long-term relationships that will be pivotal to the programme's effective implementation. There will need to be investment in professional resources to drive this national communications strategy forward.

### **Future direction of pay reform**

- 2.118 The NPCC told us that evolving and reforming its approach to pay would – and needed to – continue. It said that the policing experience of COVID-19 had shown that the conditions of work and the needs of the service could change rapidly. The NPCC indicated that it was contemplating future strategy on police pay reform and performance management.
- 2.119 The NPCC explained that it had considered further rationalisation of police pay across the ranks in 2020. It told us that its proposals to the Government in anticipation of a multi-year Spending Review had included: raising the starting pay rate for Police Constable Degree Apprentices (PCDAs) if funded centrally; the removal of a pay point for constables deemed fully competent in support of the Uplift Programme and to counteract rising attrition levels in years four to six of service; and a greater ability to vary starting salaries to encourage entry from a broader cross-section of older applicants with valuable life experiences and those with caring responsibilities, and including staff investigators considering detective posts.

- 2.120 However, the NPCC advised that given the increasing numbers joining the police during the Uplift Programme and the significant central funding that would therefore be required, it had not progressed these proposals this year. However, it told us that it had continued to consider the shape of the current pay scales in the light of discussions with forces, while consulting with stakeholders.
- 2.121 The NPCC told us that in the future it would look to the extent to which the pay scales for all ranks could be streamlined and simplified. It said that this would allow policing to start to align rates with annual benchmarking and targeted adjustments and encourage movement through the ranks for the best officers. The NPCC also reminded us of the inconsistency in the shape of the current police pay structure. In particular, there was variation in: the number of pay points for each rank; the width of the pay scale for each rank; the size of the pay gap to the next rank; and in the relationship of the highest pay point in each rank to the public sector median.
- 2.122 The NPCC said that it was important to remember the uniqueness and historical legacy of the police pay structure and that, unlike an employee in a specific role, police officers were Crown appointments with no contract of employment. It reminded us that individual police roles were not weighted or subject to job evaluation.
- 2.123 The NPCC told us that officers did not hold inflexible, tightly defined roles. Instead, a police officer could work in any role as required by the chief constable and perform a wide range of activities. It emphasised that police officer roles were not static but that societal change and the need for accreditation and licensing had meant that opportunities for flexibility had diminished.
- 2.124 The NPCC advised us that movement between roles had many operational advantages, not least the force-wide transfer of skills and experience. It said that exposure to a range of policing roles helped to spread expertise around the organisation and was particularly important in coaching and bringing on less experienced officers. In addition, the flexibility provided officers with the opportunity to have a varied career, avoid stagnation, retain motivation and prevent burn-out.
- 2.125 The NPCC told us that it was supportive of the existing rank-based police pay structure as it provided the degree of operational flexibility necessary to police effectively. It said that it had no desire to change the current model of a service-wide base salary.
- 2.126 The NPCC also told us that the police service remained committed to reducing gender and ethnicity pay gaps and had actively considered this as part of a reformed reward framework. It advised that, although not the primary driver, a shorter constables' pay scale would have had a degree of positive impact in this area. The NPCC added that as pay rates were set nationally and rank-based, the gender and ethnicity pay gaps that existed in policing were principally the product of under-representation of women and ethnic minority officers at higher ranks. It told us that in

the short to medium term the pay structure worked against efforts to close gender and ethnicity pay gaps. However, it said that in the longer term the outlook was promising, as the increases in women and ethnic minority officers at more senior ranks should over time see pay gaps significantly reduced.

2.127 This year, the NPCC set out an equality impact process, from the policy design phase through to implementation and review, on matters of equality in the context of pay reform and associated policies. It included the shared and overlapping responsibilities on equality held by the Home Office, NPCC and police forces. The NPCC stressed the importance of equality and its own ongoing commitment to facilitating an inclusive and representative service.

2.128 As part of the equality impact process document, the NPCC included its equality policy statement. This stated, among other things, that:

- to assist forces and to promote consistency, its NRT would generally provide comprehensive guidance to accompany any change in regulations or determinations;
- in some cases, this could also involve setting out a staged process that forces might wish to follow but that, ultimately, chief officers would retain autonomy;
- the NRT would complete an EIA on the proposed policy or procedural change, as distinct from its actual implementation;
- the degree of supporting material provided by the NRT would be commensurate with the nature of the change and associated risks and the mitigation strategies available, particularly on matters of equality;
- any supporting material provided would generally outline forces' legal responsibilities under the Equalities Act and suggest the steps that should be taken to, wherever possible, eliminate or minimise any indirect discrimination, such as the completion of a local EIA; and
- to add further support, the NRT would take on a monitoring role, in appropriate cases, by collating data returns from forces that might highlight any issues or concerns.

2.129 The NPCC said that in summary, the NRT would do as much as it responsibly could at the centre to support fair and effective implementation, while not usurping the position of individual employers. It added that much of the NRT's focus was to equip forces with the interventions and accompanying guidance required to better manage the police officer workforce rather than to mandate their specific use.

2.130 The **Home Office** said that, in the long term, it continued to support the introduction of a reward structure that closely aligned pay to levels of accountability, competence and skills. It said that this would provide flexibility for skills, training and expertise gained outside of and within policing to be recognised through pay. It stated that consistent national processes and job evaluations that would allow objective decisions to be made would be a key factor in the design of such a framework.

It told us that it recognised that a culture of continuous professional development would be required and that this would take time to become fully embedded.

*Our comment*

- 2.131 We note the uncertainty and lack of clarity on the future of wider pay reform. Consequently, our longstanding concerns remain at the overall lack of coherence on the programme and at the piecemeal nature of the emerging approach. We call for the additional financial investment and faster progress required for the pay reform programme to succeed. We also request confirmation of the future breadth and scope of the pay reform programme and a commitment to deliver a comprehensive programme within a reasonable timeframe.
- 2.132 We note that the NPCC is considering its future strategy on reform in areas such as pay progression linked to performance management and to reducing pay gaps related to protected characteristics. We were pleased to receive information from the NPCC on how it plans to address equality considerations in police pay reform. We regard it as vital that the central professional resources required to carry out this important work are retained.
- 2.133 In addition, the Home Office and the NPCC will be required to overcome their differences on the fundamental purpose of police pay progression and articulate clearly a unified position. Currently, the NPCC emphasises the importance of increased productivity while the Home Office stresses the need to enhance individual skills and the use of job evaluation. The two parties need to reach agreement on what productivity means in the context of pay progression. If they fail to do so, this incompatibility could become a major obstacle to wider police pay reform. We recognise that flexibility in the Office of Constable is fundamental to a police operating model founded on a moveable workforce and mitigates against role-based pay. We also agree that developing a full understanding of the individual contribution made by each police officer remains important.
- 2.134 In addition, we request an update on the NPCC's plan for streamlining and simplifying the current police pay structure and smoothing its inconsistencies. We note the further delay to this work this year, even though the transition to a new coherent pay scale forms a central part of the police pay reform programme.

### **Future funding and governance of pay reform**

- 2.135 The NPCC informed us that its NRT, which led on pay reform, would not be funded by the Home Office for the financial year ending (FYE) 2022 as it had previously. Instead, the majority of funding for that financial year would come directly from chief constables and an agreed allocation within the NPCC operating model. The NPCC added that funding thereafter would be subject to a business case being developed in 2021.

- 2.136 The NPCC also told us in oral evidence that at a national level, the resources needed by the NRT to lead on pay reform had been secured for the year ahead with both NPCC investment and a small portion of Home Office funding allocated to the HR strategic hub. The NPCC explained that a business plan for putting these oversight arrangements on a long-term sustainable footing was required. It added that if policing was to become more efficient in its use of resources, the annual funding cycle needed to be replaced with something longer-term.
- 2.137 The NPCC told us that the NRT comprised five core members seconded from different forces, was supported by two additional contractors and included specialists with extensive knowledge of the policing sector, HR and reward and change management.
- 2.138 The NPCC said that governance of pay reform would change from April 2021 and be aligned to a new governance structure for the wider Pay and Conditions portfolio within the NPCC. It explained that the separate Pay Reform Steering Group would close and that its members would instead attend the NPCC Pay and Conditions Board. In addition, the NRT would be integrated within the workforce elements of the NPCC central HR Strategic Hub to deliver on four strands of the Pay and Conditions strands, including pay reform. The NPCC told us that the objective of the pay reform strand would be to reform the pay and reward framework, focusing on linking progression to performance, and incentivising skills and roles which were hard to fill and critical to retain.
- 2.139 The NPCC explained that these revised and strengthened governance and performance monitoring measures for pay reform were intended to provide the NPCC pay and conditions lead with clear oversight of the complete portfolio in one governance board that recognised the synergies and interdependencies of the work.
- 2.140 The **PFEW** and **PSA** said that in policing there appeared to be an expectation that reform could be enacted without providing chief constables with the money needed for incentivisation. They added that progress towards the PPS, benchmarking, the P-factor, and TVP had to be considered against this backdrop.

*Our comment*

- 2.141 As we have stated in previous reports, pay reform is difficult to deliver on a cost-neutral basis and investment upfront is generally required. The importance of this point needs to be addressed and the case considered for additional funding and how it will be provided. In particular, the costs of benchmarking are unknown and potentially considerable.
- 2.142 We are concerned about recent changes to designated NRT funding and by uncertainty over its future funding. Last year we welcomed the Home Office's confirmation that it was taking a more active role in the governance of police pay and workforce reform, and we highlighted the need for close working between the Home Office, NPCC and PCCs. We perceive that strong central coordination and governance of the reform

programme by these parties will be central to its success. We therefore seek clarity on the implications of NRT financial arrangements for the strategic oversight and ownership of pay reform in future.

- 2.143 In addition, as we have mentioned previously, there is a need to maintain independent, professional resource and capacity for the whole pay reform programme. We are therefore mindful of the fact that the NRT has one fewer core member this year, while its responsibilities on pay and conditions seem to have increased.
- 2.144 Furthermore, it is not clear from the limited available information on the proposed integration of the NRT into the central HR Strategic Hub whether this will ensure the provision of permanent resource for pay reform. We note that while the NPCC's 2020 submission specified the need for a permanent central team to oversee pay reform, it did not do so this time and we are not sure why. We ask for reassurance that the pay reform programme will continue irrespective of any changes in personnel.
- 2.145 In next year's evidence we would like the NPCC to provide an assessment of the impact of the governance changes on pay reform and whether the benefits of greater integration are being realised. We would also like an evaluation of the risks to pay reform arising from its position within the new governance structure and its interaction with other policing priorities, particularly non-permanent ones, such as the Uplift Programme.

## **Conclusion**

- 2.146 Earlier in this chapter we included the five main risks to police pay reform that we identified in our 2020 report. We have assessed those risks again in 2021 against all the evidence received. Despite the progress made this year, particularly in the prioritised area of PPS, we have concluded that a focus still needs to be maintained on:
- assessing the likely impacts of funding and ensuring that the individual components of reform are properly resourced;
  - safeguarding the national, professional resources required to drive pay reform forward throughout the programme;
  - oversight and monitoring of pay reform, particularly to uphold the principles of fairness and equality;
  - regulating the constant tension between local flexibility and national control;
  - undertaking timely and comprehensive consultation and communication with all stakeholders, particularly on the purpose of pay reform;
  - reviewing the readiness of forces for implementation;
  - understanding and managing the capacity of forces to deliver pay reform alongside the Uplift Programme;

- confirming the future breadth and scope of pay reform and making a commitment to deliver a comprehensive programme within a reasonable timeframe; and
- ensuring that all the components of the revised programme remain coherent and consistent with the overall vision for reform.



## CHAPTER 3 – ANALYSIS OF THE 2021/22 EVIDENCE

### Introduction

3.1 In this chapter we analyse the key points from the evidence as they relate to our standing terms of reference and matters referred to us by the Home Secretary. Evidence directly concerned with the pay and workforce reform project was covered in Chapter 2, and evidence relating to chief officers is covered in Chapter 4. Our conclusions from the analysis in this chapter are carried forward to our consideration of pay proposals in Chapter 5 and our forward look in Chapter 6.

### Policing environment

3.2 The **Home Office** said that the Government recognised the dedication and commitment shown by police officers up and down the country, who were doing an incredible job to support the response to COVID-19. Police officers had played a critical role during the pandemic and had responded with speed and flexibility to the unprecedented challenges.

3.3 The Home Office noted that forces had re-designed their working practices, adapted to implement new and evolving COVID-19 regulations and collaborated to ensure all personnel had the necessary equipment and support to do their jobs safely. Officers had worked with the public to build understanding of the rules intended to control the virus, while continuing to tackle crime and disorder, following a four E's approach: engaging, explaining and encouraging compliance, with enforcement used when required.

3.4 The Home Office reported crime figures showing that total police recorded crime decreased by 4% in England and Wales in the year ending June 2020. The Home Office explained that this annual decrease had been mainly driven by substantial falls during the April to June 2020 period as a result of changes in society after COVID-19 lockdown restrictions were put in place.

3.5 The Home Office highlighted that the European Union (EU) Exit Transition Period had ended on 31 December 2020. It said a range of fast and effective security capabilities had been agreed with the EU to aid law enforcement agencies in investigating crime and terrorism and to protect the public from serious crime and terrorism.

3.6 The **NPCC** said that the policing of COVID-19 was one of the biggest challenges the police had faced, highly unusual in its scale, complexity and duration. The police had contributed actively in supporting Government efforts to tackle COVID-19, focusing on visibility and engaging with the public, while also using the time proactively to tackle criminals – in particular related to violence and drug-dealing, and deal with a rise in complex public protection issues.

- 3.7 The NPCC explained that in the first few months of the restrictions, there had been marked falls in most crime types compared with the equivalent period in 2019. As restrictions were eased over the summer months many crime types had started to return to pre-pandemic levels. However, as parts of the country had re-entered tighter restrictions, trends in crime had once again fallen compared with the same time period in 2019.
- 3.8 The NPCC said a continuing exception to the general declining trend in violent crime was a rise in assaults on emergency workers. It was thought this may have been driven by increases in common assaults on police constables, including suspects spitting on officers while claiming to be infected with COVID-19. COVID-19 had also led to a rise in domestic abuse incidents, and social isolation combined with a rise in hateful extremism online was making more young people vulnerable to radicalisation and other forms of grooming.
- 3.9 The NPCC said that in the last year, policing had been required to respond to a complex range of protest activities, relating to a range of issues including: environmental and climate change; large-scale demonstrations about the UK leaving the European Union; a series of protests relating to wider societal injustices; and protests and gatherings relating to COVID-19 which were in defiance of national guidance and legislation.
- 3.10 The NPCC reported that since the summer of 2020, it had been working with the College of Policing to develop the police response to concerns about racial injustice in the UK and in policing. This work acknowledged that, while progress had been made, racism, history and recent events had informed the current state of relations between communities in Britain, and between the public and the police. Considerable work had been undertaken to develop an action plan to ensure that steps were taken within forces and nationally that ensured that policing was more reflective of the communities it served, and inclusive for ethnic minority officers and staff. In 2020, all chief constables had given a commitment to act on issues of diversity and inclusion and concerns about racial inequalities, reaffirming the commitment to tackle the wrongs of racism, bias and discrimination wherever they were found in policing.
- 3.11 The **MPS** said that the pattern of demand over the last twelve months had not fluctuated to the degree that many might have imagined. Early lockdowns had led to a reduction in some crime types, as work and leisure patterns changed dramatically, but other crime types, such as domestic abuse, hate crime, child sexual exploitation and modern slavery showed no abatement during the lockdowns. There had been opportunities to flex resources and bear down on violence and drugs, with positive outcomes, but large-scale protests in London, enforcement of new COVID-19 rules and police support to the London Ambulance Service and wider health service had generated significant extra demand.

- 3.12 The MPS reported that there were a number of drivers that added to the complexity of demand. Social attitudes, new legislation and the continued focus on safeguarding the vulnerable all featured highly, but the greatest driver was the rapid growth in, and the use of, technology.
- 3.13 The MPS went on to add that technology had also created opportunities in pursuing offenders, but this required a substantial amount of training for all officers. Technology caused significant demand as almost all serious crimes and investigations now involved exploring and/or securing digital evidence. Multiple steps were involved in seizing devices, downloading and reviewing content, exhibiting relevant content and establishing what needed to be disclosed. Processing time for more complex analysis could be long, which impacted on the wider investigation process. Complexity of data, the use of encryption and the volume of data on mobile devices were also significant challenges.
- 3.14 The **PFEW** and **PSA** highlighted that officers had dealt with 64 legislative changes since March 2020. They had been required to understand and adhere to rapidly evolving guidance provided by the College of Policing, while at the same time exercising discretion in order to deal with confused and anxious members of the public. There had been a high degree of media and public scrutiny, and officers had taken the brunt of press and public frustration at times when laws had been unclear or ambiguous.
- 3.15 The PFEW and PSA reported Office for National Statistics (ONS) data showing that in the period up to 28 December 2020, 20 officers had died with COVID-19 recorded as being involved in the death. They also cited results from the PFEW's Pay and Morale Survey 2020 and Demand, Capacity and Welfare Survey 2020 regarding the impact of COVID-19 on officers, which included:
- Most officers felt their force had kept them up to date on COVID-19 guidance (78%), but only 49% of officers felt their force had managed officers well, and only 41% felt they had received adequate training on the COVID crisis.
  - Over one-third of officers said they had not had access to personal protective equipment when they had needed it.
  - Nearly one third of members reported that a member of the public believed to be carrying COVID-19 had threatened to attempt to infect them with the virus.
  - A number of officers reported having to deal with an increase in calls to people in crisis with mental health issues.
  - Throughout COVID-19, officers had rest days cancelled and worked extra hours. Nearly two-thirds (63%) reported that a request for leave had been refused to them more than once, while others stated that they had not asked for leave, knowing it would be impossible. Only 14% of officers indicated that they believed that there were enough officers to manage the demands being made on them as a team.

- 3.16 The PFEW and PSA highlighted that officers fulfilled a dangerous role even in the best of times. Findings from the PFEW's Demand, Capacity and Welfare Survey had shown that 83% of officers in frontline roles had been the victim of an unarmed attack within the last twelve months.
- 3.17 The **PSA** said that the police had faced an enormous challenge in policing the response to the pandemic, something which had impacted on every external and internal issue facing the service. The police had responded admirably and continued to maintain a positive relationship with the vast majority of the population. However, the pressure of policing the pandemic had taken a toll and there was growing concern at individual and organisational fatigue which the PSA expected to surface during 2021. Additionally, a number of large-scale events requiring police services had been re-arranged to take place in 2021, resulting in an increased demand for mutual aid.
- 3.18 The PSA said that there were implications from the UK's exit from the EU for policing which were primarily in two key areas:
- The operational impact of the police supporting the border ports for air and sea transport and the local communities and transportation networks. While local resilience forums had planned for this eventuality, there was growing pressure for mutual aid for forces coping with this type of challenge.
  - The less efficient information exchange with European countries. There were risks in having a slower, less efficient and more cumbersome approach to the use of European data. This would cut across every police force dealing with and risk-assessing individuals in dynamic situations. High profile senior stakeholders from the police, MI5 and counter terrorism had expressed their concerns about the new arrangements. The police would continue to monitor this very closely.
- 3.19 The **CPOSA** told us that this year had been unprecedented in relation to the challenging and often controversial role that the police had to undertake in response to the circumstances surrounding the Black Lives Matter movement and the COVID-19 pandemic. This was in addition to the increase in pressure on budgets to fund ever increasing demands caused by cyber and fraud related crimes, and the increase in mental ill health being experienced by those in the community, including police officers and staff.
- 3.20 The CPOSA cited the most recent crime figures from the ONS which showed an overall decrease of 4% for the twelve-month period ending June 2020. The CPOSA explained that this was predominantly due to the Health Protection Regulations in place from March 2020, which created a dramatic reduction in crime due to the lockdown restricting businesses and movement of people throughout the country. The CPOSA explained that the police had faced the unenviable task of enforcing the new,

complex, ever-changing, and controversial legislation. They had remained at work on the frontline with risks to themselves and their families and friends from contracting the virus.

#### *State of Policing Report 2019*<sup>8</sup>

3.21 The annual report on the State of Policing in 2019 (the latest available at the time of submitting our report to Government) by HMICFRS considered that the policing of the COVID-19 public health emergency was one of the biggest challenges the police had faced in recent years. It had been highly unusual in its scale, complexity and duration, and came at a time when the numbers of police officers and staff were among their lowest since 2010.

#### *Our comment*

3.22 We are grateful to the parties for their evidence on the policing environment. While much of the evidence related to the effects of COVID-19 on policing, we have also heard of the challenges created by tensions arising from the Black Lives Matter movement and by the UK's exit from the EU and the subsequent end of the EU Exit Transition Period. We recognise that, despite fluctuating crime levels and a change in crime patterns during the past year, the demand placed on the police remains high. We note the recent PCC elections and the conclusion of Part One of the Review of the role of PCCs<sup>9</sup>.

3.23 We are mindful that all these issues have changed the policing environment, and added further pressures and, in some cases, personal risk to officers' already challenging roles. We are also aware that their effects will continue for some time and that it will take time for the longer-term effects upon the policing environment to become clear.

### **Government pay policy and affordability**

3.24 **HM Treasury** said that at the Spending Review, the Chancellor of the Exchequer had announced that pay rises in the public sector would be restrained and targeted in the FYE 2022. HM Treasury explained that this reflected the significant disruption that COVID-19 was causing across the wider economy, including its impact on private sector employment, disruption to wages and uncertainty in the outlook for 2021. HM Treasury considered that in the interest of fairness, restraint must be exercised in future public sector pay awards, to ensure that in the medium term, public sector pay growth retained parity with the private sector.

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<sup>8</sup> HMICFRS (2020), *State of Policing 2019*. Available at: <https://www.justiceinspectorates.gov.uk/hmicfrs/publications/state-of-policing-the-annual-assessment-of-policing-in-england-and-wales-2019/> [Accessed on 18 June 2021]

<sup>9</sup> House of Commons (March 2021), *Concluding Part One of the Police and Crime Commissioner Review – HCWS849*. Available at: <https://questions-statements.parliament.uk/written-statements/detail/2021-03-16/HCWS849> [Accessed on 18 June 2021]

- 3.25 HM Treasury advised that prior to the pandemic, long-term average wage growth in the public sector had broadly matched the private sector, at 2% for both sectors since the 2008 recession. However, in the six months to September 2020, private sector wages had fallen by 0.8% compared with the same period in the previous year, while public sector wages had seen an increase of 3.9%.
- 3.26 The **Home Office** said that as a result of the Chancellor of the Exchequer's announcement at the Spending Review, pay awards had been temporarily paused for the majority of the public sector as the Government assessed the effect of COVID-19 on the wider economy and labour market. However, for those earning the full-time equivalent of gross earnings less than £24,000, the Government proposed to continue pay uplifts at a value of £250 or the National Living Wage increase, whichever was higher.
- 3.27 The Home Office explained that if the Government had continued with public sector pay rises across the board, the existing gap between public sector reward and the private sector would widen significantly. This pay policy also allowed the Government to protect public sector jobs and investment in public services as COVID-19 continued to have an impact on public sector finances and spending. The Government would be able to reassess the pay policy decision after FYE 2022 when there would be a fuller understanding of the effect of COVID-19 on the wider labour market.
- 3.28 The Home Office reported that in December 2020, the Government had announced an increase in funding for policing of up to £636 million for FYE 2022. This included funding to PCCs (including capital), plus funding for counter-terrorism policing and funding for national priorities.
- 3.29 The **NPCC** informed us that, despite the ring-fenced funding for the Uplift Programme, 85% of forces who responded to the NPCC survey had revealed that they had concrete plans to make savings, both in-year and over the medium term. The NPCC noted that although there would be limited impact on forces from the Government's pay proposal for those earning under £24,000, it would still need to be funded from within current resources.
- 3.30 The NPCC said that within the Provisional Police Grant Report (England and Wales) 2021/22 published by Government in December 2020, available funding to PCCs was increased for FYE 2022 by up to an additional £703 million (assuming full take-up of precept flexibility). This represented a potential increase to PCC funding in cash terms of 5.4% on top of the FYE 2021 police funding settlement.
- 3.31 The **APCC** reported that the Police Funding Settlement 2021/22 included £415 million in Government grants for 6,000 additional officers by the end of March 2022 under year two of the Uplift Programme. The APCC added that the majority of PCCs were likely to exercise their maximum flexibility to increase the policing precept by up to £15 for a typical (Band D) property in FYE 2022, but that it was unlikely all PCCs would do so.

- 3.32 The APCC said it continued to recognise and value the extraordinary contribution made by police officers to the safety of their communities. It recognised the extraordinary circumstances that had led to the introduction of the public sector pay pause, but also recognised how disappointing that pay pause would be to police officers who had been on the frontline throughout the pandemic, continuing with their duties while the majority of the country had been instructed to stay safe at home.
- 3.33 The **PFEW** and **PSA** did not consider that suppressing public sector pay in order to prevent a gap with private sector workers bore scrutiny for three main reasons:
- Benchmarking work had shown that public sector workers were not paid more than those in comparable private sector jobs. Many officers earned only around 80% of the salary of roles of equal level.
  - Not all public sector workers were being denied a pay rise. The biggest single group of public sector workers would receive rises. Giving over 1 million NHS workers an uplift but denying the same to 130,000 police officers and arguing that this would prevent the growth of a public/private sector gap made no mathematical sense.
  - The impact on the private sector had been uneven, with many who were in ‘key worker’ roles during the pandemic having been rewarded for this.
- 3.34 The PFEW and PSA also highlighted that the Chancellor had announced measures in the Spending Review totalling £400 million extra for the Uplift Programme, and £320 million for policing to be raised through Council Tax increases. They argued that a 3% uplift to officer base pay was therefore affordable within the budgets allocated to forces, which they calculated would cost £138.1 million.

#### *State of Policing Report 2019*

- 3.35 HMICFRS observed in its State of Policing in 2019 report that an examination of police funding arrangements was long overdue. HMICFRS considered that there should be a fairer distribution of funds between forces, and longer-term settlements that enabled police leaders to make longer-term investments.

#### *Our comment*

- 3.36 The Chancellor of the Exchequer’s announcement of the public sector pay policy for FYE 2022 set the context for our report this year. We do not seek to make comment on the public sector pay policy and fully recognise the extraordinary pressures placed on the economy and on public sector finances by the COVID-19 pandemic. However, we observe that this meant our remit letter from the Home Secretary did not ask us for any recommendations on an overall pay award this year. We are disappointed

that this has again affected the independence of the Review Body process, and our view is that we should be permitted to fully exercise our role in making recommendations on pay uplifts for the next pay round.

- 3.37 Although we have not been asked to recommend an overall pay award this year, we have continued to track indicators relating to our standing terms of reference in the following sections. These provide context for our Report and will be relevant when we are asked to make pay recommendations in future years.
- 3.38 We note the observations by HMICFRS regarding police funding arrangements. We concur that longer-term settlements would be beneficial in providing certainty over budgets.

## The economy and labour market

3.39 **HM Treasury** said that the COVID-19 pandemic had brought significant disruption to the UK economy. The economic and fiscal context to the Government's public sector pay policy included:

- Output was estimated to have fallen by 25% between February and April 2020 as the economy entered the largest recession on record. The economy had begun to recover as COVID-19 restrictions eased over the summer but, as of October 2020, output remained 7.9% below the February 2020 level.
- In November 2020, the Office for Budget Responsibility (OBR) had forecast a fall in output of 11.3% for 2020. This would be the largest annual fall since the Great Frost of 1709. The OBR's long-term outlook was for a long-term scarring effect which would leave output 3% below its pre-pandemic trajectory over a five-year time horizon.
- Productivity had been flat in 2019 and fell by 2% in the second quarter (April to June) of 2020 before recovering to above pre-pandemic levels in the third quarter (July to September). The cumulative effects of depressed investment and capital scrapping, as well as increased business debt were likely to cause a considerable scarring effect on productivity, which was a key driver of real economic growth.
- Prior to the pandemic, inflation had been broadly in line with the Bank of England's 2% target. Lower oil prices and Government policies such as Eat Out to Help Out had since applied downward pressure on inflation. The Consumer Prices Index (CPI) measure of inflation was 0.2% in August 2020, and was expected to be 0.6% over the FYE 2021. The OBR expected CPI growth to rise to 1.4% in FYE 2022 and return to target in FYE 2026.
- Support packages for public services, businesses and workers had led to a significant increase in Government borrowing and debt. The OBR's central forecast for public sector net borrowing for FYE 2021 was £393.5 billion, a peacetime record and seven times higher than had been expected before the pandemic. Public sector net borrowing

was expected to fall sharply in FYE 2022 but would still be at a historically high level. More gradual decreases were then expected with each following year, reaching £101.8 billion in FYE 2026.

- Public sector net debt was forecast to be over 100% of gross domestic product (GDP) for the next five financial years, peaking in FYE 2024 at 109.4%.
- In the three months to September 2020, the unemployment rate had risen by 0.9 percentage points on a year earlier, to 4.8%. The OBR had forecast a further increase to 7.5% by spring 2021 in a central scenario, meaning that unemployment would rise to 2.6 million. The unemployment rate was expected to fall to 4.4% by 2025, still 0.4 percentage points higher than the pre-pandemic rate.
- Labour Force Survey (LFS) data showed employment falling by 500,000 between the first and third quarters of 2020, while real time information (RTI) data from the Pay As You Earn (PAYE) tax system showed that the total number of employees fell by 782,000 between March and September 2020. The recovery in employment was expected to broadly mirror the recovery in output.
- There were 314,000 redundancies in the three months to September which was the highest level on record. Meanwhile, vacancies had fallen further and in the three months to October were down 35% on the year.

- 3.40 The **Home Office** said that COVID-19 was having a very significant impact on the economy, labour market and the fiscal position. It had suppressed earnings growth and increased redundancies in the private sector. Public sector pay had been shielded from the pandemic's economic effects. Since March 2020, the number of people in employment in the UK had fallen by 782,000, while over a similar period of time public sector employment had increased.
- 3.41 The **NPCC** reflected that the UK had seen its deepest downturn in nearly 400 years in terms of GDP. Inflation was lower than originally anticipated, which the NPCC hoped would be helpful for its officers, and the CPI measure was predicted to average around 2.2% in 2020.
- 3.42 The NPCC cited XpertHR research that showed about half of organisations may not give an annual pay uplift as normal and impose a pay freeze. However, earnings in some sectors still continued to grow despite the pandemic and rise in unemployment. Some organisations had prospered as economic activity had switched online, while others had been able to continue, largely unaffected by employees shifting to home working. The range of pay awards therefore spanned from 0% to more than 2%. The NPCC also highlighted that ASHE data showed growth in median gross weekly earnings for full-time employees was flat in the UK as a whole and London in the year to March 2020.

- 3.43 The **MPS** reported that latest estimates suggested the economy was likely to contract by around 11% in FYE 2021 and the Bank of England predicted a more gradual recovery in growth towards pre COVID-19 levels.
- 3.44 The MPS highlighted that inflation was running well below the Government target of 2% but that CPI was predicted to average around 2% over the next three years. Government borrowing was at record levels and unemployment was expected to rise dramatically.
- 3.45 The MPS cited IDR figures that showed the UK had a median pay award of 2.25% between January 2020 and January 2021. This had increased by 0.25% over the last 6 months.
- 3.46 The **PFEW** and **PSA** reflected that the deficit was around £390 billion and Government had spent £73.3 billion on employment support measures and £279.9 billion on overall virus related measures. They calculated that the entire basic pay bill for police in England and Wales was equivalent to 1.6% of virus related spend.
- 3.47 The PFEW and PSA reported that Labour Research Department data showed median pay settlements in the private sector were 2.5% in 2020, and many of these had been agreed after COVID-19 hit. The impact of COVID-19 on the private sector had been extremely variable, in sectors with key workers there had been good pay increases and many companies awarded staff thank you payments of around £1,000. The PFEW and PSA considered that private sector wages were being driven by demand, but increased demands on officers are not being rewarded.

*Our comment*

- 3.48 We recognise that economic and labour market indicators are likely to show more volatility than usual over the coming months both as COVID-19 restrictions are eased, and as comparisons are made with the unusual situation a year earlier. We also note that many of these indicators are currently subject to greater uncertainty than usual as a result of data collection challenges created by COVID-19 restrictions, and may be subject to future revisions. While we summarise some of the key indicators in this section, next year we expect to focus more on broader trends and changes compared with pre-pandemic levels, and less on annual changes.
- 3.49 The parties' written evidence was submitted in January and February 2021. We set out below the latest economic and labour market indicators (summarised in Table 3.1) as at 26 May 2021, available to us when finalising our Report:
- *Economic growth.* UK GDP was estimated to have contracted by 9.8% in 2020. This was the largest annual fall in UK GDP on record and reflected the effects of the COVID-19 virus itself, the imposition of public health restrictions and voluntary social distancing to contain its spread. The first quarterly estimate of GDP by the ONS showed that

GDP in the three months to March 2021 was 1.5% lower than the previous three months as a result of the reintroduction of COVID-19 restrictions.

- In March 2021, the OBR<sup>10</sup> forecast growth of 4.0% overall in 2021, having forecast a fall of 3.8% in the first quarter of the year, a greater fall than the out-turn. It expected the rapid rollout of vaccines and the easing of public health restrictions to fuel a recovery in output to pre-pandemic levels by the middle of 2022.
- *Inflation.* Inflation, as measured by the CPI, was at 1.5% in April 2021 up from 0.7% in March 2021. The Consumer Prices Index including owner occupied housing costs (CPIH) measure of inflation was at 1.6% and the Retail Prices Index (RPI) measure was at 2.9% in April.
- The Bank of England said in its May Monetary Policy Report<sup>11</sup> that it expected CPI inflation to rise temporarily above 2% towards the end of 2021, driven largely by energy prices. It projected CPI inflation to be close to 2% in 2022 and 2023.
- The OBR expected a sharp rise in CPI inflation to 1.9% in the second quarter of 2021 but a fall back to 1.6% in the second half of the year. It forecast a lower path for inflation than the Bank of England, as it thought the rise in unemployment would dampen wage growth, outweighing the effects of higher oil prices.
- *Labour market.* PAYE RTI data indicates that the number of employees on payrolls in April 2021 was down 257,000 (0.9%) compared with April 2020, and by 772,000 (2.7%) compared with January 2020. According to the LFS, total employment fell by 529,000 (1.6%) over the year to March 2021, but with all of this fall concentrated among the self-employed. The LFS unemployment rate (for those aged 16 and over) was 4.8% in the three months to March 2021, up from a 45-year low of 3.8% at the end on 2019.
- At the end of March 2021, 4.2 million jobs were being supported by the Government's Coronavirus Job Retention Scheme (CJRS). The OBR expected unemployment to peak at 6.5% in the final quarter of 2021, once the CJRS has closed.
- *Average earnings.* In the three months to March 2021, whole economy average weekly earnings (AWE) growth was 4.0% and regular pay annual growth (excluding bonuses) was at 4.6%. Average pay growth rates have been pushed upwards by a fall in the number and proportion of lower-paid jobs as a result of COVID-19. The ONS estimated the net impact of this structural change in employment is to increase the estimate of average pay by approximately 1.7% – suggesting an underlying wage growth of around 2.5% including bonuses and 3.0% excluding bonuses.

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<sup>10</sup> Office for Budget Responsibility (March 2021), *Economic and Fiscal Outlook*. Available at: <https://obr.uk/efo/economic-and-fiscal-outlook-march-2021/> [Accessed on 18 June 2021]

<sup>11</sup> Bank of England (May 2021), *Monetary Policy Report*. Available at <https://www.bankofengland.co.uk/monetary-policy-report/2021/may-2021> [Accessed on 18 June 2021]

- Public sector AWE annual growth (excluding financial services) was at 5.7% in the three months to March 2021, the highest rate since September 2005. Private sector AWE annual growth was at 3.7%, down from 4.7% in the three months to January 2021, but up from -2.5% in the three months to June 2020.
- *Pay settlements.* XpertHR data for 2021 indicate that around three in ten reviews so far this year were pay freezes, compared with 20% in 2020. There has also been a notable increase in the proportion of pay reviews in the 1–1.9% range. The latest estimates for median pay settlements in the first quarter of 2021 ranged from 1% to 2%.

**Table 3.1: Latest economic and labour market indicators, as at 26 May 2021**

Indicator	Figure
Inflation indicators	
Annual CPI inflation	1.5%
Annual CPIH inflation	1.6%
Annual RPI inflation	2.9%
Pay and earnings indicators	
IDR median pay settlements	1.8%
XpertHR median pay settlements	1.9%
Labour Research Department (LRD) median pay settlements	2.0%
Annual growth in AWE – private sector	3.7%
Annual growth in AWE – whole economy	4.0%
Annual growth in AWE – whole economy excluding bonuses	4.6%
Annual growth in AWE – public sector (excluding financial services)	5.7%
Labour market indicators	
LFS annual employment growth	-1.6%
PAYE employees on payroll	-0.9%
LFS unemployment rate (aged 16 and over)	4.8%
Claimant count rate	7.2%
LFS employment rate (aged 16 to 64)	75.2%

Source: ONS - Labour Market Overview<sup>12</sup>, Consumer Price Inflation<sup>13</sup>, Claimant Count (Experimental Statistics)<sup>14</sup>, and Earnings and Employment from PAYE RTI (Experimental Statistics)<sup>15</sup>; XpertHR<sup>16</sup>; IDR<sup>17</sup>; and LRD<sup>18</sup>.

Note: The employment rate measures the proportion of the population (aged 16 to 64) in employment; the unemployment rate gives the number of unemployed people as a proportion of the total number of people (aged 16 and over) either in work or unemployed; and the claimant count rate is the number of people claiming unemployment benefits as a proportion of the total number of workforce jobs and claimants of unemployment benefits.

## Police earnings

### 3.50 We have set out our analysis of police earnings data in Appendix D.

<sup>12</sup> <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/may2021> [Accessed on 18 June 2021]

<sup>13</sup> <https://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/consumerpriceinflation/april2021> [Accessed on 18 June 2021]

<sup>14</sup> <https://www.ons.gov.uk/employmentandlabourmarket/peoplenotinwork/outofworkbenefits/datasets/claimantcountcla01/current> [Accessed on 18 June 2021]

<sup>15</sup> <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/realttimeinformationstatisticsreferencetableseasonallyadjusted/current> [Accessed on 18 June 2021]

<sup>16</sup> <https://www.xperthr.co.uk/> [Accessed on 18 June 2021]

<sup>17</sup> <https://www.incomesdataresearch.co.uk> [Accessed on 18 June 2021]

<sup>18</sup> <http://www.lrd.org.uk/index.php?pagid=29> [Accessed on 18 June 2021]

- 3.51 The **Home Office** reported that median basic pay was close to the pay scale maximum of £41,130 for police constables. This reflected that fact that over 60% were on the top of the pay scale.
- 3.52 The Home Office highlighted that the federated and superintending ranks, assistant chief constables and commanders in the MPS currently received pay progression. However, it pointed out that policing is moving towards competence-based pay and ending the link between pay and time served. Officers who had not reached the top of their pay scale received annual incremental pay of at least 2%, depending on rank and experience, in addition to any annual pay awards. This was dependent upon an officer's performance having been graded as 'satisfactory' or above in their annual appraisal. Dependent on satisfactory performance, a constable would typically reach the top of their pay scale in five to seven years and other ranks in three to four years.
- 3.53 The **NPCC** recognised that austerity over the last nine years had suppressed pay in real terms for many officers and staff, and that these effects were still felt.
- 3.54 The **PFEW** and **PSA** observed that from April 2021 the National Living Wage would be £8.91 per hour. An officer on the PCDA minimum pay point would earn just 18 pence above that at £9.09 per hour.

#### *Our comment*

- 3.55 We consider that compositional changes in the workforce (as a result of the recruitment taking place under the Uplift Programme) are likely to have caused the slight decrease in median full-time gross annual earnings of police officers (constable and sergeant) in FYE 2020. We observe that pay differentials between the police and comparator groups have fallen as a result of this decrease and increases in the median full-time gross annual earnings of the comparator groups. There are many factors that affect these pay differentials on a year-by-year basis and, as in our previous reports, we do not make any judgement on what the correct level of these pay differentials should be. However, we continue to recognise that decreasing pay differentials with comparator groups may risk a detrimental effect on the morale and motivation of officers.
- 3.56 We note the evidence from the PFEW and PSA regarding the gap between the PCDA minimum pay point and the National Living Wage. We look at this further in Chapter 5, but note here the potential barrier this poses to recruitment.

### **Police workforce, diversity, recruitment and retention**

- 3.57 We have set out our analysis of police workforce data in Appendix D.
- 3.58 The **Home Office** reiterated the Government's commitment to delivering an additional 20,000 officers by March 2023, and said that as of 30 September 2020, almost 6,000 of these officers (29% of the target) were already in place. Over £400 million had been set aside for the

recruitment of another 6,000 officers next year, which the Home Office said demonstrated its commitment to giving the police the resources they need.

- 3.59 The Home Office explained that the Uplift Programme was the biggest police recruitment drive in decades. Since the start of the uplift campaign 12,675 officers had joined police forces, including those recruited specifically as part of the Uplift Programme, with others having joined forces through locally funded recruitment and to replace leavers.
- 3.60 The Home Office said that outside of the Uplift Programme, recruitment and retention of police officers at a national level remained stable. Attrition rates remained low overall at 6%, excluding transfers. Voluntary resignations accounted for less than 2% of the workforce. Retirement rates also remained stable and most officers continued to retire shortly after completing 30 years' service. The Home Office welcomed the work being led by the NPCC to develop and carry out exit interviews with those leaving the service. This would improve understanding of the factors that prompt officers to resign and would inform the development of initiatives to help retain skilled and experienced officers.
- 3.61 The Home Office said that police forces that reflected the communities they serve were crucial to tackling crime in a modern diverse society, as well as building trust and confidence with the public. The latest workforce statistics had shown that the police workforce had continued to become more representative in terms of ethnicity and gender. However, as at 31 March 2020, the proportion of ethnic minority officers was considerably lower than the 14.0% of the population in England and Wales that are from a minority ethnic group.
- 3.62 The Home Office considered that the recruitment of an additional 20,000 officers provided a once in a generation opportunity to ensure forces were more representative of the people they served and that forces were attracting talent from all communities. It was encouraged to see that since April 2020, 10.7% of recruits had identified as being from a minority ethnic group compared with 10.2% during the year ending 31 March 2020. For the same time period 39% of recruits had been female compared with 36.7% during the year ending 31 March 2020.
- 3.63 The NPCC explained that a key objective for the Uplift Programme was to increase representation across all of the protected characteristics. However, there appeared to be a reluctance for staff and officers across all forces to disclose certain information relative to protected characteristics. An insight project was on-going to understand the barriers to, and enablers of, good practice data collection and recording of protected characteristics. The insight aimed to understand the scale of the data collection challenge, support more comprehensive collection of workforce data and develop processes to support and give confidence to officers and staff to share personal information.

- 3.64 The NPCC said that the proportion of new recruits who were from ethnic minorities remained below the representation of such ethnic groups in the general population (14% according to 2011 Census estimates) but was similar to the recruitment proportion reported in the annual workforce statistics to 31 March 2020.
- 3.65 The NPCC informed us that since April 2020, over 1,000 fewer officers had left the service voluntarily prior to completing their full pensionable service (resigned) than in the year to March 2020. The NPCC considered it was highly likely that the wider job market had influenced this major downturn.
- 3.66 The **MPS** reported that for FYE 2021 it had seen strong interest from those seeking a police career and recruitment numbers were healthy. Recruitment had been frozen from September 2020 because intake numbers were exceeding the available budget. Recruitment had recommenced in January 2021 and the MPS was confident that it had sufficient numbers in the recruitment pipeline to meet its FYE 2022 targets and beyond. The position with the direct entry detective route was not dissimilar and the MPS had sufficient applicants to meet its FYE 2022 requirements.
- 3.67 The MPS said there was little doubt that the impact of the COVID-19 pandemic on the economy and the wider employment market had served to increase interest in a police career. As the economy recovered this was likely to change slowly but the current situation had helped the MPS to achieve its growth targets and given it the confidence to reinstate the London residency criteria. By the end of March 2022 the MPS was also planning to migrate fully to the Police Educational Qualification Framework entry routes and cease all recruitment under the Initial Police Learning Development Programme.
- 3.68 The MPS told us it was still some way off its overall aspirations of 50% female and 40% ethnic minority. However, it was bringing in a higher number of diverse officers than it was losing. The MPS was also in the process of agreeing annual recruitment numbers for ethnic minority, female, ethnic minority female and Black officers to support its diversity aspirations.
- 3.69 The MPS informed us that since the COVID-19 pandemic the number of officers retiring had dropped significantly. A decision to defer retirement was not unexpected in times of financial insecurity but the MPS expected a spike in retirees once the economy improves. In the meantime, the MPS welcomed the benefit of retaining these experienced officers.

- 3.70 The **PFEW** and **PSA** said that the COVID situation had increased the concerns they had expressed last year about forces' ability to recruit the required numbers for the Uplift Programme. They cited results from the PFEW Pay and Morale Survey that showed:
- Only 33% of respondents felt their force would be able to recruit the required number of new officers.
  - Only 7% said they believed their force would have the necessary numbers of tutor constables to train new recruits.
  - 45% felt their force would not have enough sergeants and line managers.
  - 92% of new recruits were proud to be in the police.
  - Only 54% of officers with less than a year in service felt valued in the police.
  - Only 25% of officers said the Uplift Programme had had a positive effect on morale, and 64% said it had had no impact at all.
- 3.71 The PFEW and PSA reminded us that they had raised an issue last year regarding the pressure on sergeants being significant following the recruitment of large numbers of new constables. As a result of this issue the PFEW had asked questions specifically about sergeants in its 2020 Demand, Capacity and Welfare survey. The responses showed that:
- Only 15% said their force would have enough sergeants to supervise all the new officers being recruited.
  - On average, sergeants reported having direct line management for six constables, but having responsibility for eight officers during a typical shift.
  - 32% of sergeants believed the average number of constables they managed on a shift would increase due to the Uplift Programme, and 54% of these say it was unlikely (or extremely unlikely) they would have enough time and resources to manage this increase in responsibilities.
  - Sergeants were concerned about the numbers they were being asked to manage and the impact of having so many inexperienced people in their teams.
- 3.72 The **PSA** reported that the police were ahead of the aspirational Uplift Programme recruiting levels and 'on target' to reach an additional 20,000 new police officers by March 2023. This had been a huge recruitment campaign, to attract over 50,000 in a three-year window. This was at a time when unemployment was rising and attractiveness to join the police has remained extremely high.
- 3.73 The **PSA** expressed that there had always been a concern about the sustainability of funding from the Government for this programme and the police were concerned by the decision to only recruit 6,000 in the second year rather than 8,000. The police had been reassured by the

Government's overall commitment to the Uplift Programme, but this latest decision left pressure on the third year of the programme, when the labour market and economy was likely to have improved. There were a few concerning issues emerging from this huge resource investment. The police were seeing a younger age profile of front-line officers and consequently the experience levels were reducing. Senior officers were concerned that this would create a more inexperienced workforce and create more challenges regarding welfare support, learning, and human resource issues, that had not been seen before. The PSA considered that no Government institution or agency would approach recruiting in the long term with this approach of 'famine and feast' as it created unnecessary organisational challenges, however restoring the levels to those similar to 2010 was very welcomed.

- 3.74 The PSA said it was currently supporting the NPCC and College of Policing Inclusion and Race Action Plan, but had approached the wider issue of diversity, equality and inclusion from a broader basis of valuing all difference. The PSA had been pivotal in the development of a Coaching and Mentoring Programme to support under-represented groups in terms of retention and progression. After four years of working in collaboration with the College of Policing, over 1,000 leaders had been trained to support under-represented group members. Home Office analysis of the programme had shown significant positivity for both the coach and the beneficiary during this independent analysis in 2018 and 2019. Such had been the success, the College had taken over the whole programme to incorporate it within the leadership and diversity offer of services.

#### *State of Policing Report 2019*

- 3.75 In its State of Policing in 2019 report, HMICFRS concluded that the Uplift Programme provided some confidence that the police service would have more capacity to meet future demands. However, it considered that the planned increases in resourcing need careful handling and observed that the number of new recruits required is very substantial. HMICFRS also highlighted that it would take time for the new recruits to become experienced police officers.

#### *Our comment*

- 3.76 We note that recruitment during the first year of the Uplift Programme was ahead of target. The increase in officer numbers should assist in redressing the balance between capacity and demand which has been highlighted in our previous reports. However, we observe that it will take some time for these new recruits to become fully trained.
- 3.77 We are concerned by reports we heard on our visits that the increase in officer numbers under the Uplift Programme, combined with budgetary pressures on forces could have an unintended consequence of some police staff roles being undertaken by officers. This would be a reversal of recent trends which have seen many police roles civilianised. We ask that the parties keep us updated on this in future evidence submissions.

- 3.78 The success to date of the Uplift Programme, combined with the fact that not all forces are paying the maximum possible to new recruits suggests that the police do not face a recruitment problem at present and that there is little pressure on starting salaries. We note that the effect of COVID-19 on the labour market should increase the pool of available candidates for employment. The number and quality of potential recruits may be affected as the labour market rebounds, and we would welcome information from the parties on this as we continue to monitor recruitment.
- 3.79 The concerns expressed through the PFEW's Pay and Morale Survey about the insufficient number of sergeants and tutor constables to train and supervise the number of new recruits reinforce comments we heard on our visits. We are encouraged that sergeant numbers increased over the year to March 2020, but observe that this was by a lower proportion than the increase in constables so the ratio of constables to sergeants increased. We ask that the parties provide evidence next year on the number of tutor constables, and whether there are any recruitment or retention difficulties for sergeant and tutor constable roles.
- 3.80 We also observe that COVID-19 may have aided the retention of officers in the short-term, but that this may lead to a spike in retirements and resignations as the economy improves. We continue to recognise that the retention of officers is as much a feature of the Uplift Programme as recruitment.
- 3.81 We note that most indicators of diversity continue to show some improvement across the officer workforce in recent years, and that new recruits tend to be more diverse than the existing workforce. However, both continue to remain below levels representative of the communities served by police forces. We, therefore, welcome work being done to encourage more applications from under-represented groups.
- 3.82 As in previous years, we have focussed our analyses at the England and Wales level since policing has national pay scales and most of our recommendations, therefore, cover all forces. However, we continue to recognise that trends at a national level can disguise a variety of circumstances at a local level.

## **Police motivation and morale**

- 3.83 The **Home Office** said it continued to support officers' wellbeing, acknowledging the challenging and demanding job they undertook. The National Police Wellbeing Service (NPWS) had been launched in April 2019 and had developed evidence-based guidance, advice, tools and resources which could be accessed by forces, as well as individual officers and staff. These includes resources to help forces to identify where there was most risk of impacts on mental health, and developing work around building resilience, as well as putting in place support for those who needed it in response to traumatic events. The Home Office continued to work with the NPWS to evaluate its progress.

- 3.84 The **NPCC** reported that there were 2,578 full-time equivalent (FTE) officers on long-term sick leave as at 31 March 2020, which was an increase of 208 FTE compared with the previous year and represented 2% of police officers in England and Wales. The NPCC observed that there was some variation in sickness levels across ranks, with officers at higher ranks generally having lower levels of sickness.
- 3.85 The **MPS** told us that 18,757 police officers had responded to its annual attitude survey in 2020. The results included:
- The engagement index for police officers who responded to the survey was 62%, a 7 percentage point increase on 2019.
  - The largest increase in positive responses had been in response to the statement, 'overall, I would recommend the Met as an attractive place to work' (up 14 percentage points).
  - The biggest impact on engagement for police officers was driven by wellbeing with 54% of survey participants having responded positively to the statement 'overall I am satisfied with my life at work'.
  - The statement 'I feel my pay is reasonable considering my responsibilities' had been answered positively by 35% of respondents (up from 26% in 2019), and 34% responded positively to the statement 'I am satisfied with the total benefits package (e.g. annual leave, pension)' (compared with 22% in 2019). The MPS recognised that while there had been an improvement, the majority of respondents still did not agree with the statements. It also highlighted that these results were against the backdrop of the impact of COVID-19 on the economy and unemployment levels.
- 3.86 The MPS said that in response to previous surveys it had invested significantly in improving officers' safety equipment; technology; wellbeing support and was striving to make their jobs as straightforward as possible. Despite very good progress over the last twelve months, the MPS remained very positive in seeking opportunities to respond to the feedback from the staff survey. It reflected that even with very substantial investment and substantial progress, over 50% of officers had still reported that they did not agree they had the equipment they needed to do their job.
- 3.87 The MPS reflected that regardless of improvements in 2019 it would not be complacent and would continue to do all it could to improve engagement levels and morale. There was clear evidence that those who were more engaged were happier; more efficient and gave more discretionary effort.
- 3.88 The **PFEW** and **PSA** highlighted results from the PFEW's 2020 Pay and Morale Survey to general pay questions that were asked every year. These included:
- 65% of respondents said COVID-19 had negatively affected their morale.

- 76% said that they were unfairly paid for the risks and responsibilities of their job during COVID-19.
- Only 18% were satisfied with their basic pay.
- 77% did not feel fairly paid considering the hazards faced in the job.
- 74% did not feel fairly rewarded for the responsibilities undertaken.
- Only 10% agreed that the pay was fair compared with employees doing similar work in other organisations.
- The factor most likely to have a negative effect on officers' morale was how the police were treated, with 90% saying this was the case – an increase since last year.
- 59% of respondents would not recommend to others that they join the police.

3.89 The PFEW and PSA also reported some of the results from the PFEW's 2020 Demand, Capacity and Welfare Survey. These included:

- 77% of respondents said they had suffered difficulties with their mental health over the last twelve months.
- 60% of respondents reported that their ongoing workload was too high.
- 8% said their average shift lasted longer than the ten-hour maximum suggested by the Home Office.

3.90 The PFEW and PSA reflected that the Government's public sector pay policy could have significant negative impacts on morale and the future ability to recruit and retain officers.

3.91 The PSA provided results from the joint PSA and SANI Pay Survey. Results relating to pay and remuneration included:

- Superintendents who had been at the top of their pay scale for more than a year were most likely to report dissatisfaction with their basic pay.
- 71% of respondents said that they did not feel that their pay was fair compared with employees doing similar work in other organisations and almost three-quarters said that they did not feel fairly paid considering the stresses and strains of their job.
- More than one-third of respondents said that they felt less fairly paid than a year ago; among respondents who had taken on additional responsibilities in the last year, this rose to 51%.
- A majority of respondents said that they had not received pay increases that allowed them to maintain their standard of living and around a quarter of respondents said that they now felt financially worse off than they did five years ago.

3.92 Results relating to morale and motivation included:

- A higher proportion of respondents had reported low morale in this year's survey compared with last year, and 41% of respondents said that their morale was lower now than it had been twelve months ago.
- Issues related to pensions (taxation policies or the pensions remedy) remained the factors most likely to have a negative impact upon morale among members of the superintending ranks. However, this year, a higher proportion of respondents than ever before had said that their workload and responsibilities had a negative impact upon their morale.
- Respondents were much more likely to say that their personal motivation was high (64%) than to say that their motivation was low (15%); however just over a quarter of respondents said that their motivation was lower now than it had been twelve months ago.
- More than nine out of ten respondents said that they felt proud to be in the police, with a majority also saying that they would recommend joining the police to others. 54% of respondents said that they felt valued in the police, however 32% of respondents said that they now felt less valued for the work they did than last year.
- This year a smaller proportion of respondents had felt that members of the police were respected by society at large than any other year that the Pay Survey had been conducted.
- A quarter of respondents said that they were now more inclined to leave the police service than they had been twelve months ago.
- Eight out of ten respondents said that they were satisfied with their treatment by their line manager and that their line manager took account of their views and opinions. However, a quarter of respondents felt that chief officers in their force did not take account of their views and opinions.

*Our comment*

- 3.93 We are grateful to the staff associations and the MPS for providing results from their surveys regarding motivation and morale. However, we continue to be hampered in our assessment of motivation and morale by a lack of national 'employer' evidence on the matter. We continue to urge the NPCC to examine what data it can commission or otherwise make available to us to aid our future deliberations.
- 3.94 We observe concerns about the level of workloads and the demands of the job from the survey results provided by the staff associations. We recognise that while the outcome of the Uplift Programme may help to ease these pressures in the longer term, in the short term the recruitment and training of this volume of new recruits is putting additional pressure on existing officers. This is particularly affecting sergeants and tutor constables responsible for supervising the new recruits. We have also

heard on our visits of frontline response teams where the majority of officers have less than two years' service, and this frontline inexperience increases the pressure on more experienced members of the teams.

- 3.95 We recognise that COVID-19 may have had a negative effect on the morale and motivation of officers. However, we observed on our visits that it had also made officers more aware of their job security relative to some other occupations.
- 3.96 We note the data provided on long-term sickness levels among officers. We recognise that sickness levels are influenced by a range of factors, and that morale and motivation are among these factors. We would welcome any data on the number and proportion of working days lost to sickness for next year's round.

## Pensions

- 3.97 The **Home Office** said that the Court of Appeal in the McCloud/Sargeant legal cases had ruled that transitional protection arrangements in the 2015 public service pension schemes gave rise to unlawful age discrimination in the judges' and firefighters' pension schemes. The Government had confirmed that it would remove the discrimination identified across all of the main public service pension schemes, including the police scheme. It had also confirmed that any necessary changes to pension arrangements would apply to all affected members with relevant service, not just those who had lodged legal claims.
- 3.98 The Home Office told us that the Government had recently undertaken a public consultation on proposals to address the discrimination which involved giving members a choice of whether to receive their legacy or reformed scheme benefits for the relevant period. Any resulting changes to the pension schemes would be subject to consultation with policing partners.
- 3.99 The **NPCC** reported that the main points of the Remedy proposed in the consultation were that:
- Eligible members who joined schemes prior to April 2012 would be able to choose whether they were members of the 'legacy' final salary scheme of the new career average (CARE) scheme for the period between 1 April 2015 and 1 April 2022.
  - The consultation had identified two options for when this choice should be made: either soon after April 2022, or deferred to the individual retirement date in future years.
  - From 1 April 2022 all members would be placed in the CARE scheme for all future membership, regardless of age or former scheme. This would end the discrimination identified in the courts.
  - Eligible members would have a combination of benefits: final salary until April 2015, a choice of benefits between 2015 and April 2022 and career average benefit accrual from 2022 onwards.

- 3.100 The NPCC noted that pensions changes had been highly controversial and adversarial. Within policing, claims for pension Remedy, pecuniary losses and injury to feelings had been submitted on behalf of many officers either by independent lawyers or the PSA and PFEW. This had created a climate of mistrust and suspicion around pension reform and had negatively affected morale.
- 3.101 The NPCC considered that the workforce impacts of pensions changes were pervasive and perverse:
- There was a lack of understanding of the structure and value of pensions within the overall reward package. There was evidence of opt out rates around 10% among early-mid career officers with 7 to 10 years' service.
  - For officers who had transitioned into the CARE scheme from the 1987 scheme (pre-2006 joiners), actual service was enhanced to reflect in part the lost potential to accrue at a higher rate in the last 10 years of service. However, this feature was little understood and communicated, since it had not been relevant to most retirees to date.
  - Many officers, especially those with service over 25 years, could consider leaving early to take their additional final salary benefits under the Remedy and avoid the perceived negative impact of transferring to the CARE scheme. The NPCC had identified this as a risk to uplift and intended to put in place a communication campaign to ensure officers understood the changes and were clear about the benefits available to them.
  - Due to the differences in contribution rates between the various schemes members electing for 2006 scheme membership would receive a refund of contributions, but the 1987 scheme required higher contributions. Details of how additional contributions would be collected had yet to be worked out.
  - For the superintending ranks, reversion to the final salary scheme was likely to trigger additional pension tax charges. While this tax could in many cases be discharged through 'scheme pays' arrangements, in some cases members may have to pay the tax charge themselves from their taxed income.
- 3.102 The NPCC informed us that its Pensions Team was engaging with the Home Office on governance, project management and co-ordination across the 43 forces, informed by force readiness assessments. Forces were being advised to put in place a dedicated Remedy lead post and plan for a 50% increase in pension administration costs in FYE 2022. The team was also working on improving communication, both with forces and with individual members.
- 3.103 The PSA reported that the proposals in the McCloud/Sargeant remedy consultation were significantly affecting officers' morale and were likely to conflict with the Government's 20,000 officer Uplift Programme and the ethos and values of the Police Covenant to be launched next year.

- 3.104 The PSA said that the proportion of respondents to its Pay Survey incurring an Annual Allowance tax charge in the tax year ending 2020 had continued to increase compared with previous years; just under half of respondents (49%) said that they had incurred an Annual Allowance charge this year, 66% of chief superintendents and 43% of superintendents.
- 3.105 The PSA explained that the average amount by which respondents had breached the Annual Allowance threshold this year was £21,872, up from £19,179 in the tax year ending 2019. For 52% of respondents the Annual Allowance had been breached by more than £20,000.

*Our comment*

- 3.106 While pensions are not directly within our remit, our terms of reference do state that it is important for us to be mindful of developments in police officer pensions to ensure that there is a consistent, strategic and holistic approach to police pay and conditions. We are also aware that changes to police pensions can affect morale and motivation.
- 3.107 We continue to be particularly concerned by the number of officers opting out of the police pension schemes. Data from the Police Earnings Census shows that in FYE 2020 the opt-out rate, among officers for whom pension information was provided, was 9% which represented a 3 percentage point increase on the previous year. Most officers who had opted out were constables, and over one-third had less than five years' service.
- 3.108 As we said last year, we recognise that for many officers the decision to opt out of the pension schemes will be driven by short-term affordability, and that within the wider economy a higher proportion of the population does not have a pension. However, we re-iterate our concerns that, by opting out, officers are forfeiting their right to deferred pay (an important part of the remuneration package), significant employer pension contributions (31%), and death-in-service benefits. We ask that parties keep us updated in future evidence submissions on the levels and drivers of pension opt outs, and any work being done to reduce the level of opt outs.
- 3.109 We also repeat our observation from previous years that the police CARE pension scheme compares favourably with many other public sector schemes.
- 3.110 Since the parties submitted their written evidence, the Government has responded to the consultation on the proposed McCloud/Sargeant remedy and announced that it intends to proceed with the deferred choice option. We welcome the fact that an outcome has been reached in this ruling, but recognise that the deferred choice option may not provide immediate clarity to affected officers. With this in mind we also welcome the work being undertaken by the NPCC Pensions Team to improve communication with forces and officers.

3.111 The Chancellor of the Exchequer announced in the March 2021 Budget that the Lifetime Allowance for pensions would be frozen until April 2026. We note that over time this is likely to lead to an increase in the number of officers breaching the Lifetime Allowance, and the tax liability for affected officers.

### **Legal obligations on the police service in England and Wales and relevant changes to employment law**

3.112 The **Home Office** said that on 4 January 2021, amendments to determinations had taken effect to extend the period of maternity and adoption leave with full pay from 18 to 26 weeks. Improvements to parental leave policies had been identified as having the potential to support both recruitment and retention by signalling the police service as a family friendly employer.

3.113 The Home Office also advised that the Parental Bereavement (Leave and Pay) Act 2018 provided for at least one or two weeks' leave for employees following the death of a child under the age of 18, or a stillbirth after 24 weeks of pregnancy. The Home Office had recently consulted on amendments to determinations so that the statutory entitlements for employees were also made available to police officers.

3.114 The **NPCC** said that its NRT had worked closely and constructively with forces and colleagues on the PCF to progress a wide range of issues during the pandemic such as: annual leave and rest days; overseas travel and quarantine; the extension of a minimal break in service for returners; a review of injury benefit regulations relating to death in service; provisions for pregnant officers; and guidance around the deployment of student officers on frontline duty.

3.115 The NPCC reported that there had, additionally, been over 20 issues delivered and progressed as part of the more normal pay and related conditions work, including:

- extending maternity and adoption leave from 18 to 26 weeks;
- agreeing policy and retrospective application for dog handlers' travelling arrangements;
- agreeing a memorandum of understanding on mileage with guidance for forces;
- making progress on a memorandum of understanding on the Working Time Directive;
- revising allowances for special constables; and
- superintendents' on-call allowance.

3.116 The **PFEW** and **PSA** reported that they had worked closely with the NRT since March 2020, to try to resolve a number of issues pertaining to the nature of officers' pay and conditions. These had included working through the detail of measures to try and ensure recruitment and retention of officers, working through overarching legislative changes

caused by COVID-19, and developing guidance for matters such as officers thought to be at higher risk being able to work from home. In many cases they had been able to reach agreement and provide guidance to forces that helped give clarity and fairness. Much of this work had been undertaken under the auspices of the PCF.

- 3.117 The PFEW and PSA informed us that there was something of a backlog of legislative changes required to Police Regulations: for example, the amendments needed due to the Children and Families Act 2014 had not yet been made; nor had last year's pay uplifts been included in regulations yet. The PFEW and PSA considered that very little had changed since last year, when they had expressed concerns about the length of time taken to enact changes in regulations.

*Our comment*

- 3.118 We are grateful to the parties for providing updates on work that has been progressed through the PCF. Last year we welcomed proposals to extend maternity provisions and said that in general we are in favour of changes that encourage retention and diversity. This year we were pleased to hear that those proposals, also covering adoption leave, have taken effect. We also welcome the provision of police officers with the entitlements for employees given by the Parental Bereavement (Leave and Pay) Act 2018, the determination for which took effect on 6 April 2021.
- 3.119 We remain concerned at the reported backlog in making changes required to police regulations, and in particular the delay in reflecting the provisions of the Children and Families Act 2014 in police regulations and determinations. We continue to urge the Home Office to implement these changes quickly, particularly as the need to make amendments to police regulations to support pay reform is likely to place extra pressure on the system and it will be critical that such changes are executed in a timely manner.

## CHAPTER 4 – CHIEF POLICE OFFICERS

### Introduction

4.1 We have again been invited by the Home Secretary to consider matters relating to chief police officers as part of our pay round. This is the fourth year that we have looked at the pay of the senior leaders in policing. We have not been asked to make recommendations for police officer pay uplifts, but in this chapter, we have looked at the evidence relating to our standing terms of reference as it pertains to chief officers. We have also considered the outcome of the review of chief officer pay and conditions.

### Operating environment

4.2 The **Home Office** said that policing needed modern and responsive leadership at all levels to provide adequate levels of support and guidance to the workforce. It considered that this would be more crucial than ever with crime demands consistently shifting and as a cohort of new officers were recruited across all 43 forces.

4.3 The **CPOSA** reported that violence towards the police was increasing, with a significant increase reported during 2020, and in particular, in relation to individuals claiming to have COVID-19 either spitting at or coughing at officers and staff. The management of these new demands in order to maintain the mental health and wellbeing of police officers had added to the leadership challenges for senior police officers and had required a significant change in leadership culture.

### *Our comment*

4.4 The evidence we received highlighted the pressures on chief officer roles, which ordinarily carried significant risks and levels of accountability, particularly for chief constables. We observe that COVID-19 has brought different types of leadership challenges, which required chief officers to manage a range of competing priorities and frequent changes to COVID-19 related enforcement legislation and circumstances. This is against a backdrop of high profile media scrutiny and hard to predict COVID-19 related absence across their forces.

4.5 The evidence set out the importance of senior leadership during a period of high demand on police officers at all levels. COVID-19 had placed chief officers in positions in which decisions made had impacted on the freedom of individuals and the conduct of their daily activities and lives.

4.6 We would like an update on the impact of COVID-19 on chief officer roles and responsibilities in evidence next year.

## Workforce, recruitment, retention and motivation

- 4.7 We have set out our analysis of chief officer workforce data in Appendix D.
- 4.8 The **Home Office** said that it would be for the College of Policing to take a strong lead in setting clear national leadership standards and a national framework for professional development at all levels. Growing a consistently excellent standard of management and supervision across policing would enable new recruits and the talented officers and staff it already had to progress and to fulfil their potential.
- 4.9 The Home Office strongly supported the breadth of work being undertaken to look at the leadership of the service and the way in which leaders were selected and developed, including the plans for a National Police Leadership Centre. Alongside this work, the Home Office would also seek to address the HMICFRS recommendations included in its Leading Lights report, looking into the role of the College of Policing in the senior recruitment process.
- 4.10 The Home Office said that ethnic minority officers remained under-represented particularly at senior ranks. On 31 March 2020, in the chief officer ranks, only 4 out of a total of 231 officers were from an ethnic minority. Also on that date, 68 of the chief officers were female, representing 29.4% of total officers at chief officer rank. This compared with 31.2% of all police officers being female.
- 4.11 The **APCC** said that although PCCs had a particular interest in the pay and conditions of chief constables they also retained an interest in the pay and conditions of other police officers. The other chief officer ranks, and the superintending ranks, were the talent pipeline for future chief officers. PCCs had a strong interest in ensuring that pay and conditions encouraged progression up to and including the rank of chief constable, to ensure police forces were led by the very best police officers the UK had to offer.
- 4.12 The **CPOSA** reminded us that results of the College of Policing's Chief Officer Appointments Survey, published in February 2018, had identified a number of factors contributing to low numbers of applications for some chief officer roles. The Home Office had strongly supported the College's work to remove these barriers and to broaden the pool from which chief officers could be drawn.
- 4.13 The CPOSA cited results from a survey of assistant chief constables that had been undertaken in 2019. Key points included:
- 21% of respondents did not aspire to progress further through the chief officer ranks and 18% did not know whether they aspired to progress.
  - The main reasons given by those who did not aspire to progress were: length of service/retirement, not wanting to move/stress of moving, work-life balance/family, and the PCC system.

- The main reasons given by those who were unsure about aspiring to progress were: impact on tax/pensions, stress/workload, limited reward and not wanting to move home.
  - The factors that received the highest level of agreement as influencing choices for promotion applications were geographic location (95%) and minimising impact on family (92%).
- 4.14 The CPOSA also provided results from the wider NPCC chief officer survey that had taken place in late October and early November 2020. Highlighted results included:
- Overall, only 46% of respondents were either satisfied or very satisfied with the package that would be available to them on promotion. The CPOSA said that this indicated that the current package would not be attractive to the majority of those eligible to apply for promotion into deputy chief constable and chief constable roles.
  - In relation to satisfaction with base salary, 58% of respondents stated that they were either satisfied or very satisfied. However, only 39% were satisfied with their pension benefits which the CPOSA said had always formed a significant part of the overall remuneration package in policing.

*Our comment*

- 4.15 Our analysis showed a mixed picture of change in diversity of chief officers compared with last year. The number of female chief officers increased between March 2019 and March 2020, however the number of ethnic minority chief officers decreased over the same period. We recognise that the chief officer workforce is small and as a consequence a small change in number can have a relatively large effect on the percentage of officers in any sub-group. We will continue to monitor future trends with interest.
- 4.16 We note the relatively small pool from which potential candidates for chief constable posts can be drawn. We also note the issues identified by assistant chief constables (via the chief officer attitude survey) as barriers to progress. We anticipate that some of these issues may be addressed by the implementation of proposals and recommendations from the review of chief officer pay and conditions that we cover in the next section. We would welcome an update on progress made as part of next year's pay round.

## **Review of chief officer pay and conditions**

- 4.17 The **Home Office** told us that it welcomed the work led by the NPCC and the APCC to review chief officer remuneration. It said the review was considering:
- Whether the base pay structure for chief constables and deputy chief constables should be simplified and streamlined.

- The current pay scale for assistant chief constables and its relationship with the deputy chief constable and superintending ranks' pay scales.
  - The allowances and expenses currently available and/or paid to chief officers to determine if they remain appropriate.
  - The development of a standardised contract for each rank to provide consistency across forces and increase transparency.
- 4.18 The **NPCC** told us that the review of chief officer remuneration was undertaken in response to a request from the Home Office following concerns raised in previous Review Body reports and in the HMICFRS Leading Lights report. It explained that the review was overseen by a steering group comprising the APCC, NPCC, CPOSA and PSA, and that it was chaired independently by Elizabeth France, CBE (then also independent chair of the PCF and the Police Advisory Board) to avoid conflicts of interest.
- 4.19 The NPCC included in its evidence the report of the review's steering group from January 2021. It contained 12 recommendations upon which the steering group had reached consensus:
- Recommendation 1 – move in principle to three pay groups for both chief constables and deputy chief constables<sup>19</sup>.
  - Recommendation 2 – review base pay rate options for each group with updated pay data when public sector pay policy changes and pay reform progresses in other ranks.
  - Recommendation 3 – deputy chief constable base pay is 82.5% of chief constable base pay.
  - Recommendation 4 – temporary deputy chief constables and chief constables to receive the substantive base pay salary.
  - Recommendation 5 – remove PCC discretion to pay up to 10% less than the national base pay rate.
  - Recommendation 6 – PCCs to have the discretion to pay up to 10% more than the national base pay rate at any point within a contract term.
  - Recommendation 7 – to include in a standardised chief constable contract, a statement on the application of PCC discretion and rationale (linked to Recommendation 8).
  - Recommendation 8 – introduce a standardised contract for chief constables, deputy chief constables and assistant chief constables with clarity on areas for discretion.
  - Recommendation 9 – promote the availability of the relocation and reimbursement of relocation expenses in the standardised contract.
  - Recommendation 10 – include a reference to continuous professional development in the standardised contract.

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<sup>19</sup> The steering group had also considered having four groups. The principle of three pay groups would be reviewed once the base pay rate options had been developed to verify alignment.

- Recommendation 11 – provide clarity in the standardised contract that medical expenses and insurances are a matter for local negotiation.
  - Recommendation 12 – car provision to be offered to all in standard contract offering.
- 4.20 The steering group report explained that following the announcement of the public sector pay pause towards the end of the review, steering group members had agreed that it would be inappropriate for chief police officers to benefit from changes in base pay rates at this time. The steering group therefore agreed that reform of the base pay structure should not be implemented until the public sector pay pause came to an end.
- 4.21 The steering group report also detailed two items on which its members had been unable to reach consensus. Steering group members had agreed to present their respective positions in their submission to the Police Remuneration Review Body. These issues were:
- to remove the Fixed Term Appointment (FTA) for deputy chief constables; and
  - to have the flexibility to extend the current relocation allowance from six months to up to a two-year period.
- 4.22 The NPCC explained that the main driver for the review was a shared belief that the current arrangements neither encouraged nor facilitated the flow of talent into chief officer ranks. This had been the conclusion reached by a series of roundtable discussions facilitated by the College of Policing, and had also been borne out by the results of recent CPOSA and PSA surveys.
- 4.23 The NPCC reported that no changes had been recommended in respect of assistant chief constable pay rates or structure. As it was a senior role, the steering group had debated whether it should be set at a single rate, as advocated by the Winsor Review. However, the NPCC explained that the results of the CPOSA Pay and Morale Survey showed that assistant chief constables were content with their pay rates and structure and therefore it was agreed that no amendments were appropriate or needed.
- 4.24 The NPCC told us that the appropriateness of FTAs for deputy chief constables and equivalents had been discussed by Chief Constables' Council on a number of occasions. While a range of views had been aired, no consensus had been agreed. Some were concerned about the issue of unreasonable jeopardy before pensionable age or service, and the impact on mobility. For others, the potential blockage to succession arising from making the deputy chief constable a permanent appointment and related problems for team management had predominated, and sometimes concerns around diversity. Options such as aligning FTAs to dates of pensionable age or service had been offered in feedback.

- 4.25 The NPCC explained that the CPOSA had proposed extending the current relocation allowance from six months for up to two years. The NPCC said that it would be supportive of such an amendment for deputy chief constables and noted that circumstances had changed. The NPCC added that while promoting the current provision would assist, it supported the extension as it would facilitate more movement of chiefs between forces rather than restrict progression within current or bordering forces.
- 4.26 The **MPS** told us it was fully briefed on the work undertaken by the NPCC and key stakeholders on the review of chief officer pay. The MPS was supportive of the work and had no additional comments to make, or any London specific issues to raise, in respect of senior police salaries.
- 4.27 The **APCC** said it welcomed taking a full part in the review. It added that the appointment of a chief constable remained one of the most significant duties of the PCC role and that chief constable pay and conditions were of particular interest to PCCs. The APCC stated that it was important that chief constable pay and conditions provided fair compensation for a role of paramount importance in securing and enabling a safe environment in which communities and businesses could flourish. It said that it was equally important that chief constable pay and conditions were attractive enough to encourage applications from chief officers for high profile roles.
- 4.28 The APCC explained that chief officer pay and conditions were last reviewed in 2003 in a very different policing landscape that had then changed considerably, not least with the introduction of PCCs in 2012.
- 4.29 The APCC said that it understood that the proposal to remove FTAs from deputy chief constables was intended to provide greater job security and encourage progression from the assistant chief constable rank. However, the APCC explained that it opposed the proposal because of its unknown impact on chief constable vacancies. The APCC added that there was effectively a closed market for chief officer posts as potential candidates had to have passed the Strategic Command Course. Also, as most chief constables, although not all, were recruited from the deputy chief constable rank, there was a genuine concern in the APCC that permanency of tenure for deputy chief constables would lead to a reduction in applications for chief constable posts. The APCC explained that until it was certain that there would be no negative impact on applications for chief constable vacancies, it was likely to remain opposed to amending the contractual status of deputy chief constables.
- 4.30 The APCC explained that PCCs were not convinced of the need for greater flexibility on relocation allowances, thought that current regulations were sufficient and were concerned about potential costs. Nevertheless, a minority of PCCs would have welcomed the proposal. In addition, a number of PCCs thought that a chief constable's main residence should either be in the force area, or within reasonable travelling distance.

- 4.31 The **CPOSA** said that the extension to service created by the new 2015 pension scheme meant that serving assistant chief constables were more reluctant to apply for a post on an FTA when they had a significant period of service remaining prior to reaching pensionable age. The CPOSA said that this was evident from results of the 2020 NPCC survey of chief officers. This showed that 54% of respondents had stated that moving from a permanent contract (as an assistant chief constable or commander) to a deputy chief constable FTA role would be a barrier to them applying for such roles. Seventy-five per cent said they would be more likely to apply for a deputy chief constable role if it were a permanent appointment rather than an FTA. The CPOSA explained that there was a limited pool of people who were eligible to apply for deputy chief constable posts, given an officer had to complete the Strategic Command Course to become either an assistant chief constable or deputy chief constable, and that this was further limited if most were not willing to apply due to the FTA status of a deputy chief constable's contract. The CPOSA highlighted that in future the proportion of individuals who were eligible to apply for deputy chief constable positions would increasingly be on the 2015 pension scheme, so it urged that this barrier be addressed now rather than wait for the issue to escalate.
- 4.32 The CPOSA said that the APCC's concern that fewer would apply for chief constable posts if they were the only rank on an FTA was not supported by the CPOSA 2020 chief officer pay and morale survey results, although only assistant chief constables and commanders were involved in that part of the survey. The CPOSA explained that when eligible chief officers were asked if they would be more likely to apply for a chief's role if deputy chief constables were also FTA (i.e. the same risk), 77% (or 23 individuals) replied that they would not. The CPOSA said that this indicated that retaining deputy chief constables on FTAs provided little advantage in attracting individuals to apply for a chief constable position.
- 4.33 The CPOSA advised us that current regulations entitled certain relocation allowances to be claimed by chief officers upon appointment but only in respect of the individual selling/purchasing a property. The CPOSA proposed that the regulations should be amended to allow an alternative package to be offered without the caveat of having to be in the process of moving house.
- 4.34 The CPOSA informed us that chief officer surveys, focus groups, and feedback from those eligible to apply for posts across the country had revealed that one of the blockages was the lack of provision for families to remain in their current home location and for the officer to rent a property in their new work location instead of claiming the moving allowances. The CPOSA explained that regulations had been written during an era when the family followed the 'bread winner' and in a modern society it was recognised that often both parties in the relationship had dedicated careers and their children were settled in school. The CPOSA explained that the current regulations afforded 26 weeks' rent while the sale/purchase of a property was facilitated but this was not afforded to those who had no intention of moving house. The

CPOSA advised that an exemption could be applied through individual application to the Home Secretary which had been granted to two individuals already. The CPOSA considered that this indicated that the Home Office was in support of this type of flexibility in the regulations.

- 4.35 The CPOSA said that some forces and PCCs already operated outside of the regulations. It said that the MPS and Police Scotland, in recognition of the barriers created, had terms and conditions which included the cost of accommodation as an alternative to moving. This had afforded these forces the opportunity to attract talented individuals who would not otherwise have been willing to transfer. The CPOSA told us that the offer of an alternative to relocation costs in such circumstances would remove one of the major blockages to such movement. This was backed up by results from the NPCC chief officer survey, in which 72% of respondents had stated that they would be prepared to move to posts that were not commutable if there was a package available that provided accommodation.
- 4.36 The CPOSA considered that its proposal was likely to be cost neutral to the service. This was because the current relocation allowance included a significant reimbursement package that on some occasions had amounted to up to £40,000 per individual. The CPOSA stated that the inclusion of an alternative option within the standardised contract would enable the employer to manage costs more effectively than under current regulations. This, along with other aspects of the standardised contract agreed during the review of chief officer terms and conditions, would provide flexibility for policing to attract a wider pool of candidates for posts. It would also be in line with the contractual arrangements of many other executive posts in the labour market.

#### *Our Comment*

- 4.37 We have considered the proposals and recommendations detailed in the Steering Group Report from the review of chief officer pay and conditions. We note the amount of progress that has been made since our last report, although we are not sighted on all of the detail. We regard it as important that the review's recommendations and their implementation are seen to be independent.
- 4.38 We note the recommendation to move to fewer pay groups for chief constables and deputy chief constables (Recommendation 1), but would like to see more detailed evidence to substantiate how the number of pay bands was agreed upon. In our view the recommendations to link the base pay of deputy chief constables to a consistent proportion of that for chief constables (Recommendation 3), and for temporary chief and deputy chief constables to receive the substantive base pay salary (Recommendation 4) were reasonable.
- 4.39 We observe that increasing chief officer pay could have a negative effect on the morale of lower ranks and ask that the parties are mindful of this when planning the implementation of such changes. We also commented last year on our concern at considering individual pay reform

measures in isolation. We, therefore, note the recommendation to delay changes to chief and deputy chief constables' base pay until the public sector pay policy changes and pay reform has progressed in other ranks (Recommendation 2). We consider that this will give opportunity for the proposals to be examined in detail by the review body, and alongside changes for other ranks, in the future.

- 4.40 We were struck by a potential lack of transparency on the decision making arising from the recommendation to give PCCs the discretion to pay chief constables up to 10% more than the national base pay rate at any point within a contract term (Recommendation 6). On determining the pay we suggest a system of independent review of PCC decision making rather than the apparently subjective nature of the process by which one individual (the PCC) determined the pay of the chief constable. This would give increased confidence with overarching governance mechanisms. We would be pleased to receive confirmation from the Home Office on its role in processes relating to chief officer remuneration.
- 4.41 We have no comments on Recommendations 5 or 7 to 12, some of which do not fall within our remit.
- 4.42 We are concerned by the lack of consensus around both the removal of FTAs for deputy chief constables and the extension of relocation allowances. We are conscious that the solutions to these issues need to work for all parties involved. Therefore, we urge the parties to continue working together to find solutions upon which they can all agree.
- 4.43 We ask that the parties provide an update on progress towards implementation of the recommendations at the time of the next pay round.



## CHAPTER 5 – PAY PROPOSALS AND RECOMMENDATIONS FOR 2021/22

### Introduction

- 5.1 In this chapter we make recommendations on police officer pay and allowances for the 2021/22 pay year.
- 5.2 In our remit letter, the Home Secretary asked us for a recommendation on how to implement a £250 uplift for those earning the full-time equivalent of gross earnings of less than £24,000 per annum, as well as the number of officers to whom it would apply. The Home Secretary requested that this be based on available evidence and should be considered in the context of the Government's commitment to an increase of 20,000 police officers over three years.

### Basic pay uplift

- 5.3 The **Home Office** told us that determinations made under the Police Regulations 2003 set out that police constables could be appointed in a range between pay point 0 (currently £21,402) and pay point 1 (currently £24,780). Those appointed on the PCDA scheme had lower starting salaries of £18,912 up to pay point 1. The Home Office proposed applying the £250 uplift to pay point 0 and the PCDA starting salary.
- 5.4 The **NPCC** said that it had accepted that the majority of officers would not receive a pay increase for the year 2021/22, which would otherwise be effective from 1 September 2021. However, the pay of some constables in their first year of entering the police service may have been set at a rate which was less than £24,000 per annum. This applied to a small number of officers who were on pay point 0. These officers were either apprentices who earned a salary rate of £18,912 or above, or other constables who had started on a salary of £21,402 or above. In accordance with the Government's pay policy for 2021/22, the NPCC proposed that all constables in this category earn £250 more per annum.
- 5.5 The **MPS** told us that current rules allowed chief officers to set the salary paid to PCDA recruits on appointment and at pay point 0 for eligible Initial Police Learning & Development Programme recruits within limits, based on local recruiting needs. The current rate within the MPS for both was £23,100 per annum (plus London Weighting and relevant London allowances). The MPS highlighted that the remit letter stated that location allowances should not be used in establishing salary levels to qualify for the £250 increase. The MPS advised that this produced a dichotomy for chief officers: in the spirit of the Chancellor's announcement both starting salaries should be increased by £250, although local recruiting needs suggested they did not require an increase (or could justify a decrease). The MPS preference, if an uplift were required, was that the increase should be non-consolidated to allow greater flexibility for chief officers to apply their judgement when setting future on appointment salary levels dependent on recruiting needs at the time.

- 5.6 The **PFEW** and **PSA** told us that the number of officers on the two pay points below £24,000 was not transparent. Data from the 2019 pay census was available, but the number of officers recruited last year under the Uplift Programme meant that these data were out of date.
- 5.7 The PFEW and PSA noted that from April 2021 the National Living Wage was £8.91 per hour. They highlighted that an officer at the PCDA minimum earned just 18 pence above that (£9.09 per hour). The PFEW and PSA added that if the P-factor was taken away, the amount of these officers' pay that was used to compare with other roles was actually £7.90, which was below the National Living Wage.
- 5.8 The PFEW and PSA said that last year they argued that both of the lowest pay points should be removed, as being unfair. Therefore, the PFEW and PSA proposed that the easiest way for the Government to provide these officers with the uplift set out in the Spending Review would be to remove the two pay points, and move all officers to pay point 1 (£24,780). The PFEW and PSA stated that this would prevent any leapfrogging and would take away the need to make any changes to regulations. Given that last year's uplifts (which took effect on 1 September 2020) had still not been consulted upon or incorporated into regulations, the PFEW and PSA were concerned that any method of implementation that would require new pay points to be created would cause a burden on the Home Office. The PFEW and PSA did not believe the costs of removal of two pay points would be prohibitive.
- 5.9 The PFEW and PSA expressed their belief that the Government might be trying to reduce the deficit by suppressing public sector pay. They pointed out that the deficit this year was around £3.9 billion, and Government had spent £73.3 billion on employment support measures, and £279.9 billion on overall virus-related measures. The PFEW and PSA calculated that the entire basic pay bill for police officers in England and Wales had a value equivalent to just 1.6% of virus-related spend, and that the cost of an uplift to reward officers would be equal to only 0.02% of this expenditure for each 1% on basic pay. The PFEW and PSA therefore argued that suppressing police pay had a miniscule impact on the deficit.
- 5.10 The PFEW and PSA said that rather than trying to create a narrative suggesting that public sector pay had been 'shielded' the Government should adequately reward officers for their heroic efforts over the past year. They considered that pay had to be set at a level to recruit and retain people into a profession that was critical to the safety and welfare of the country.
- 5.11 The PFEW and PSA proposed that:
- an uplift of 3% was awarded to all officers; and
  - existing regulations (Regulation 34 Annex U) regarding bonus payments could and should be used to ensure all officers were given a thank-you payment for the COVID-19 response.

### *Our comment and recommendations*

5.12 In making our recommendations we have considered a number of issues which we discuss below:

#### Overall pay award

- 5.13 In this year's round we received evidence from all parties which detailed their views on the public sector pay policy and the manner in which they believed it should be applied. It was clear that parties had understood the reasoning behind the policy but nonetheless were disappointed that the majority of officers would not receive an increase in their salary.
- 5.14 We note the proposal from the PFEW and PSA that all officers should receive a 3% uplift and the reasons for this. However, this proposal does not align with the Government's pay policy and is outside the scope of our remit this year.
- 5.15 We also note the proposal from the PFEW and PSA that officers should receive a bonus payment in recognition of their contribution to the COVID-19 response. We acknowledge the efforts made by officers, but consider this to be a matter for chief constables using their existing discretion to make bonus payments as appropriate.

#### Removal of the PCDA minimum and pay point 0 on the constable scale

- 5.16 We also note the PFEW and PSA proposal that the two lowest pay points be removed. We considered this issue last year and concluded these pay points should remain along with the flexibility for forces to pay higher on the basis of looking at adaptability, fairness, the need to facilitate recruitment and the fact that no force is compelled to use either the PCDA minimum or pay point 0. We have not received any evidence of significant change to make us reconsider this position this year. However, we ask that the parties keep reviewing these pay points, particularly if recruitment difficulties start to emerge.
- 5.17 We consider that the differential between the PCDA minimum and the National Living Wage should be reviewed as part of the benchmarking work described in Chapter 2. However, we also note the National Minimum Wage for apprentices is lower than the National Living Wage, and that the National Living Wage only becomes a legal requirement for apprentices after the first year of their apprenticeship if they are aged 23 or above.
- 5.18 We remain unclear on the overall affordability of the PFEW and PSA proposal to remove the two lowest pay points on the constable scale as this would be the decision of local PCCs and chief constables. We recommend that the parties revisit the proposal once the economic outlook has improved.

## Award to officers earning below £24,000 per annum

- 5.19 Our remit letter asked us for a recommendation on how to implement the £250 uplift for those earning the full time equivalent of gross earnings of less than £24,000 per annum. We note that only the PCDA starting salary and pay point 0 of the constable scale are in scope for this award. We also observe that these represent pay ranges of £18,912 to £24,780 for PCDA officers and £21,402 to £24,780 for constables on pay point 0. Therefore, an award made to the minima of these ranges will not necessarily apply to all officers paid below £24,000.
- 5.20 The MPS asked that the £250 uplift should be non-consolidated. The announcement of the public sector pay policy made no mention of whether the award should be consolidated or not, but we consider that the expectations of affected officers will be for a consolidated award, and that to not provide one could affect the morale of these new recruits. Furthermore, we do not support the use of non-consolidated awards. Our view is that the application of a mechanism that is detrimental to pension benefits will demotivate officers. We also observe that the pay policy applies to officers in post, and that forces are able, therefore, to continue to use their discretion to set the starting salaries of officers joining after the pay award has been implemented.
- 5.21 We, therefore, recommend that the minimum rates for PCDA starting pay and pay point 0 of the constable scale are uplifted by £250, and that all officers with a basic salary above these minima but below £24,000 (on a full-time equivalent basis) should receive a consolidated pay award of £250. This should take effect from 1 September 2021.
- 5.22 We have, at paragraph 5.25 onwards, detailed our recommendation on how leapfrogging should be addressed.

**Recommendation 1. We recommend that the minimum rates for PCDA starting pay and pay point 0 of the constable scale are uplifted by £250, and that all officers with a basic salary above these minima but below £24,000 (on a full-time equivalent basis) should receive a consolidated pay award of £250 from 1 September 2021.**

## Affordability

- 5.23 We have not received any conclusive evidence on the number of officers who will be eligible for the £250 pay award. Most eligible officers will have been recruited between the start of September 2020 and the end of August 2021<sup>20</sup>. Data released by the Home Office on 29 April relating to the Uplift Programme show that 6,752 officers were recruited between the start of September 2020 and the end of March 2021. However, the number of these recruits paid under £24,000 will depend on the starting salaries paid by their force and the entrance route by which they joined.

<sup>20</sup> Some officers recruited earlier than this may be eligible if they have not been eligible for incremental progression before 1 September 2021.

While the NPCC provided data on starting salaries by entrance route in most forces, we do not have any information on how many officers joined by each entrance route.

- 5.24 Nor do we have any information on force recruitment plans for April to August 2021. We note that the Home Office data on the Uplift Programme showed that 5,239 officers were recruited between April and August 2020, but have no indication of whether forces are planning a similar recruitment pattern this year.

### Leapfrogging

- 5.25 Annex A of the remit letter explained that the Government would consider modest, necessary awards in excess of the £24,000 threshold to avoid structural issues such as leapfrogging, if there was a strong case.
- 5.26 As discretion for setting the pay of new recruits extends from the PCDA minimum and pay point 0 to pay point 1 on the constable scale, some forces will be paying within £250 above or below £24,000. Officers earning between £24,000 and £24,250 may, therefore, have their salaries leapfrogged by officers earning just below £24,000 and receiving a £250 pay award. However, our understanding is that forces will have a level of consistency in setting starting salaries, and there is little likelihood of leapfrogging occurring within a force.
- 5.27 Data collected from 39 forces by the NPCC show that there is only one force that pays slightly below £24,000 and only one force that pays slightly over £24,000. We also observe that any leapfrogging will be time limited until affected officers progress to pay point 1 on the constable scale.
- 5.28 We, therefore, do not consider that any awards need to be implemented to mitigate the risk of leapfrogging. If, however, there are instances of leapfrogging within a force, we suggest that the Chief Constable uses their discretion on starting salaries to mitigate this.

### Chief superintendent pay scales

- 5.29 The NPCC said that a working party consisting of the NPCC, PSA, CPOSA, APCC and PFEW, had considered the current pay scales of the superintending rank. The PSA had, as part of its 2019 submission, included a Korn Ferry report recommending that the chief superintending pay points be adjusted. This report had been endorsed by Chief Constables' Council in January 2019 but consideration by the NPCC was delayed so that it might be considered alongside future pay reforms for senior ranks. The working party had agreed that pay point 3 of the chief superintendent scale should in principle be uplifted from the current rate of £91,749. The NPCC endorsed the working party recommendation, which would bring chief superintendents in line with the public sector benchmarking of assistant chief constables. The NPCC stated that implementation of this proposal would be deferred until the current public sector pay policy ended.

- 5.30 The PSA told us that in FYE 2019 it had commissioned Korn Ferry to review the superintending ranks' pay scales and the results were shared with the NPCC and the members of the PCF, who had unanimously agreed to the methodology and accepted the outcome of the benchmarking study. The PSA reported that the results clearly showed:
- The chief superintendent rank had shrunk by 34% since 2010 (the largest drop in any rank, from 473 to 312 officers).
  - The differential between the pay points was not aligned with the overall police ranks pay spines.
  - The gap between the top chief superintendent pay point and the first assistant chief constable pay point was disproportionate.
  - The job size had significantly changed, and the rank had been underpaid.
- 5.31 The PSA said that since the acceptance of the superintending ranks' benchmarking results, it had lobbied the NPCC pay lead to remedy the situation. However, the Government had since announced the Uplift Programme which led to an urgent need to adjust constable and sergeant pay. The PSA told us that it then put forward a proposal that the superintending ranks' benchmarking remedy could be delayed until the following year and run in conjunction with the planned review of chief officer pay. This proposal was accepted by the NPCC pay lead and throughout 2020, the NRT had conducted a review of the pay of the superintending ranks alongside a review of chief officer pay.
- 5.32 The PSA told us that the outcome of the review which had been ratified by the PCF and Chief Constables' Council, was that the third and top pay point for the chief superintending rank would be increased by £5,675 to £97,424.
- 5.33 The PSA stated that the NRT had estimated that the year-on-year cost to make the change to remedy the chief superintending rank pay scale would be £805,850. The PSA considered this to be affordable when spread across the 43 forces. The PSA considered that the proposed change was an adjustment to progression pay and would therefore be outside of the scope of the 'pay pause'. It said that this was because the Home Secretary's remit letter had stated, 'No member of the police workforce will face a cut to their existing reward package and the pause will apply to the headline pay uplifts only – other payments, such as progression pay, overtime and special allowances will continue as before'. The PSA said that the proposed adjustment to the chief superintending rank pay scale should therefore be introduced in September 2021.

#### *Our comment*

- 5.34 As set out previously in Chapter 4, we are concerned about requests to consider individual pay reform measures, such as increasing the top pay point of chief superintendents, in isolation. In order to limit any

unintended consequences, we would like to see a more coherent and co-ordinated approach to support reviewing this in conjunction with other areas of pay.

- 5.35 The parties had differing views on whether such a change should be made this year. We are concerned at how such a change could affect the morale and motivation of officers in lower ranks who will receive no pay award as a result of the current public sector pay policy. Furthermore, we have seen no evidence that the current level of pay is having a negative effect on the recruitment or retention of chief superintendents. We, therefore, do not consider this to be an appropriate time to recommend this change.

## **Allowances**

### *Our comment*

- 5.36 Our remit letter stated that the public sector pay pause would only apply to headline pay uplifts, and that other payments such as progression pay, overtime and special allowances would continue as before.
- 5.37 It has been our position in previous years to recommend increasing London Weighting and Dog Handlers' Allowance in line with our recommended basic pay award. Having not recommended a basic pay award, we are not making a recommendation on these allowances this year.



## CHAPTER 6 – FORWARD LOOK

### Introduction

- 6.1 This year our remit did not include making an overall pay award recommendation. However, the work we have undertaken this year will position us well for the next pay round.
- 6.2 It will be for Government to set its pay policy and our remit for the next pay round. However, our view is that we should be permitted to fully exercise our role in making recommendations on pay uplifts for the 2022/23 pay round. Our report will be driven by our standing terms of reference. In this chapter we aim to give the parties who provide evidence, and the remit group more generally, some indication of areas which are likely to be of continuing interest to us in future pay rounds.

### COVID-19

- 6.3 COVID-19 has played a powerful role in driving changes to policing and the policing environment. We would like next year's evidence to cover the longer-term effects of the pandemic on the policing environment and any implications for the recruitment, retention, morale and motivation of officers.

### The Uplift Programme

- 6.4 Recruitment during the first year of the Uplift Programme was ahead of target, and we will look forward to receiving updates on the progress towards the Uplift Programme over the next two years. For next year's round we will be interested to receive further evidence on the effects of this recruitment on police forces, including any unintended consequences such as a reversal of the civilianisation of roles.

### Pay reform

- 6.5 In this year's commentary we have highlighted a number of issues relating to the pay reform programme on which we would like an update next year. We stress the importance of the various elements of the pay reform programme forming a coherent package which is consistent with the overall vision and timetable for reform. Pay reform will require proper resourcing and effective communication if it is to succeed.

### Chief police officers

- 6.6 We invite the Home Office to provide clarity on whether chief officer pay should continue to be considered by us or revert to the Senior Salaries Review Body as set out in clause 133 of the Anti-social Behaviour, Crime and Policing Act 2014<sup>21</sup>.

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<sup>21</sup> Available at: <http://www.legislation.gov.uk/ukpga/2014/12/contents> [Accessed on 18 June 2021]

- 6.7 Irrespective of which body considers chief officers' pay, progress towards the implementation of recommendations from the review of chief officer pay and conditions will be a key topic for next year's review, where we would like to see detailed evidence regarding the proposals. We would welcome clarity from the Home Office on the Review Body role on this matter.

### **Evidence gaps and data limitations**

- 6.8 We appreciate the parties' continuing efforts to improve the evidence base and the additional information that has been provided to us for this pay round in response to the requests in our last report. We have commented in this report on the following specific issues:
- values of TVP being used, results of the EIA on TVP, and detailed data on TVP use by protected characteristics; (Paragraphs 2.103 and 2.105)
  - information on the number and quality of potential recruits; (Paragraph 3.78)
  - data on the number of tutor constables, and evidence on whether there are any recruitment or retention difficulties for sergeant and tutor constable roles; (Paragraph 3.79)
  - 'employer' evidence relating to the morale and motivation of officers on a national basis; (Paragraph 3.93)
  - data on the number and proportion of working days lost to sickness; (Paragraph 3.96) and
  - evidence on the levels and drivers of pension opt outs, and any work being done to reduce the level of opt outs. (Paragraph 3.108)
- 6.9 We encourage those responsible for gathering data to consider what improvements can be made to facilitate the provision of data in these areas.

## APPENDIX A – OUR PREVIOUS REPORTS

### 2020 Report

We submitted our 2020 Report on 22 June 2020 and the Government responded to the recommendations on 21 July 2020<sup>22</sup>. The recommendations were as follows:

#### Our 2020/21 recommendations (from 1 September 2020)

- A consolidated increase of 2.5% to all police officer pay points at all ranks.
- The removal of the lowest point of the sergeants' pay scale.
- Dog Handlers' Allowance should increase by 2.5%.
- London Weighting should increase by 2.5%.
- The maximum rate of London Allowance should increase by £1,000 to £5,338 a year for officers appointed on or after 1 September 1994 and not receiving Replacement Allowance.

### Previous recommendations

All of our previous recommendations, along with the Government responses, are set out below.

Report	Recommendation	Government response
1st (2015)	A consolidated increase of 1% to all pay points for federated and superintending ranks from 1 September 2015.	Accepted
	A 1% increase to London Weighting (from 1 July 2015) and Dog Handlers' Allowance (from 1 September 2015).	Accepted
	The London inspecting lead retained for now.	Accepted
2nd (2016)	A consolidated increase of 1% to all pay points for federated and superintending ranks from 1 September 2016.	Accepted
	A 1% increase to London Weighting and Dog Handlers' Allowance from 1 September 2016.	Accepted
	The maxima for South East Allowances to be increased to £2,000 and £3,000 respectively from 1 September 2016.	Accepted
	Motor Vehicle Allowances mileage rates for federated and superintending ranks should be the prevailing HM Revenue & Customs rates for essential and casual users from 1 September 2016. The current structure and values for the essential users' lump sums should remain.	Accepted

<sup>22</sup> House of Commons (July 2020), *Police Pay: Written statement – HCWS404*. Available at: <https://questions-statements.parliament.uk/written-statements/detail/2020-07-21/hcws404> [Accessed on 18 June 2021]

<b>Report</b>	<b>Recommendation</b>	<b>Government response</b>
3rd (2017)	<p>A consolidated increase of 2% to all pay points for federated and superintending ranks from 1 September 2017.</p> <p>London Weighting and Dog Handlers' Allowance to be uprated by 2% from 1 September 2017.</p> <p>The introduction of appropriate, targeted arrangements in 2017/18 to allow local flexibility for chief officers to make additional payments to police officers in hard-to-fill roles and in superintending ranks. This interim measure should have a time limit through to September 2020.</p> <p>In order to support our consideration of pay and reward, the Home Office, NPCC and CoP should publish an integrated police workforce and pay reform plan through to 2020 which specifies the strands of reform, their purpose, lead responsibilities and the implementation strategy.</p>	<p>Increased consolidated pay by 1% and, for 2017/18 only, provided a 1% non-consolidated pay award</p> <p>Increased London Weighting and Dog Handlers' Allowance by 1%</p> <p>The Home Secretary welcomed this recommendation</p> <p>The Home Secretary looked to the CoP and the NPCC to take forward this work</p>
4th (2018)	<p>The time-limited 1% non-consolidated pay award received by the federated and superintending ranks in 2017/18 to be consolidated onto all pay points for officers at these ranks with effect from 1 September 2018.</p> <p>In addition to and following the first recommendation, a consolidated increase of 2% to all police officer pay points at all ranks from 1 September 2018.</p> <p>London Weighting and Dog Handlers' Allowance to be uprated by 2% from 1 September 2018.</p> <p>Police forces to appoint apprentice constables on a starting salary of between £18,000 and pay point 1.</p> <p>Following twelve months, and subject to satisfactory completion of Year 1 of their apprenticeship, apprentice constables to move to the next pay point on the existing police constable pay scale.</p>	<p>Rejected</p> <p>Increased pay by 2%</p> <p>Accepted</p> <p>Accepted</p> <p>Accepted</p>
5th (2019)	<p>A one-year pay award for all police officers in 2019/20.</p> <p>A consolidated increase of 2.5% to all police officer pay points for all ranks from 1 September 2019.</p> <p>Subject to further review in the next pay round, no change to the current arrangements for apprentice progression, namely that following twelve months, and subject to satisfactory completion of Year 1 of their apprenticeship, apprentice constables should move to the next pay point on the existing police constable pay scale.</p> <p>Dog Handlers' Allowance should be uprated by 2.5% from 1 September 2019.</p> <p>London Weighting should be uprated by 2.5% from 1 September 2019.</p> <p>An increase in the On-call Allowance from £15 to £20 from 1 September 2019.</p>	<p>Accepted</p> <p>Accepted</p> <p>Accepted</p> <p>Accepted</p> <p>Accepted</p> <p>Accepted</p>
6th (2020)	<p>A consolidated increase of 2.5% to all police officer pay points at all ranks from 1 September 2020.</p> <p>The removal of the lowest point of the sergeants' pay scale from 1 September 2020.</p> <p>Dog Handlers' Allowance should increase by 2.5% from 1 September 2020.</p> <p>London Weighting should increase by 2.5% from 1 September 2020.</p> <p>The maximum rate of London Allowance should increase by £1,000 to £5,338 a year for officers appointed on or after 1 September 1994 and not receiving Replacement Allowance.</p>	<p>Accepted</p> <p>Accepted</p> <p>Accepted</p> <p>Accepted</p> <p>Accepted</p>

# APPENDIX B – HOME SECRETARY’S REMIT LETTER



Home Secretary

2 Marsham Street  
London SW1P 4DF  
[www.gov.uk/home-office](http://www.gov.uk/home-office)

## BY EMAIL ONLY

Anita Bharucha  
Chair  
Police Remuneration Review Body  
Office of Manpower Economics  
Fleetbank House  
2-6 Salisbury Square  
London  
EC4Y 8JX

16<sup>th</sup> December 2020

Dear Anita

### POLICE REMUNERATION REVIEW BODY REMIT 2021/22

I would like to thank the Police Remuneration Review Body (PRRB) for your work over the past year and for your recommendations and observations on police officer pay in your 2020 report. The Government appreciates and values the independent, expert advice and contribution that the PRRB makes.

The timing of the Spending Review announcement has unfortunately delayed the commencement of 2021/22 pay round. I am writing now to set out how the Government proposes working with the PRRB in this pay round, and to set out the areas I would like you to consider.

At the Spending Review, the Chancellor of the Exchequer announced that pay rises in the public sector will be restrained and targeted in 2021/22. As the Chancellor set out, Covid-19 is significantly impacting the economy, labour market and the fiscal position and has suppressed earnings growth and increased redundancies in the private sector. Public sector pay has been shielded from the pandemic's economic effects. Since March, the number of people in employment in the UK fell by 782,000, whilst over a similar period of time public sector employment increased.

If we continued with rises across the board, the existing gap between public sector reward and the private sector would widen significantly. Therefore, it is right to temporarily pause pay awards for the majority of the public sector as we assess the impact Covid-19 has had

on the wider economy and labour market. This approach will also allow us to protect public sector jobs and investment in public services as Covid-19 continues to have an impact. We will be able to reassess this picture after 2021/22 when the fuller impact of Covid-19 on the wider labour market will be clearer.

No member of the police workforce will face a cut to their existing reward package and the pause will apply to headline pay uplifts only – other payments, such as progression pay, overtime and special allowances will continue as before. HM Treasury will set out the justification and evidence for this policy in more detail in the upcoming informal economic discussion, which will be followed by the publication of the official economic evidence paper.

I greatly value the work of the PRRB and can assure you the Government has only taken this decision in extraordinary circumstances. While I will not be seeking a recommendation from the PRRB for police officer pay uplifts in 2021/22, I refer the following matters to you:

- For those earning the full time equivalent of gross earnings of less than £24,000, the Government proposes to continue pay uplifts at a value of £250 or the National Living Wage increase, whichever is higher. I look to the PRRB to provide recommendations on the implementation of this uplift and the number of officers it will apply to, taking into account the guidance provided in Annex A of this letter.
- To consider and make recommendations on the National Police Chiefs' Council's (NPCC) proposals to introduce a 'pay progression standard' and the timetable for implementation.
- In your last report, you provided thoughtful observations on the proposals submitted by the NPCC on benchmarking of police officer pay and valuation of the 'P factor'. I expect the NPCC to update you on the work undertaken to reach consensus with all parties on the methodologies used to benchmark the pay of all ranks and to value the 'P-factor' and I would be grateful for your updated commentary on this important work.

I ask that your recommendations and observations are considered in the context of the Government's commitment to increase police officer numbers by 20,000 over three years, while improving officer welfare and leadership - aims which should be supported by the pay structure.

As in previous years, I would also ask you to have regard to the standing terms of reference as set out in previous remit letters.

I offer my thanks to you for your continued hard work in this important area. I look forward to receiving your report no later than early May, subject to further discussion with the OME.

A handwritten signature in black ink, appearing to read 'Priti Patel', with the words 'with my good wishes' written above it in a cursive script.

**Rt Hon Priti Patel MP**

## **Annex A: Treatment of employees earning less than £24,000**

### **Definition of employees earning less than £24,000**

This should be determined on the basis of basic salary of a full-time equivalent employee, pro-rated on the basis of hours worked, using the standard number of hours per week for that organisation.

- Part-time workers with an FTE salary of less than £24,000 should receive a pro-rata increase on the basis of the number of hours worked.
- The £24,000 is based on the normal interpretation of basic salary and does not include overtime, performance pay or bonuses, nor any regular payments such as London weighting, recruitment or retention premia or other allowances.

### **Size of increase**

We are asking the Review Bodies to recommend how the uplift should be implemented in a way that minimises distortion of existing pay spines, or for other structural reasons such as leapfrogging. The Government will consider higher awards to accommodate these factors. Higher awards should also be implemented where necessary to accommodate National Living Wage (NLW) policy, although employees should receive the higher of NLW or £250 (but not both). When considering their recommendation, Review Bodies may want to consider:

- The level of progression pay provided to the workforce
- Affordability
- NLW increases

How best to avoid 'leapfrogging' of those earning just under £24,000, with those earning just over £24,000. The Government will consider modest, necessary awards in excess of the £24,000 threshold to avoid structural issues such as leapfrogging, if there is a strong case.



## APPENDIX C – THE PARTIES’ WEBSITE ADDRESSES

The parties’ written evidence should be available through these websites.

Home Office	<a href="https://www.gov.uk/government/publications/home-office-evidence-to-the-police-remuneration-review-body-2021-to-2022">https://www.gov.uk/government/publications/home-office-evidence-to-the-police-remuneration-review-body-2021-to-2022</a>
HM Treasury	<a href="https://www.gov.uk/government/publications/hmt-economic-evidence-to-review-bodies-2020">https://www.gov.uk/government/publications/hmt-economic-evidence-to-review-bodies-2020</a>
National Police Chiefs’ Council	<a href="https://www.npcc.police.uk/NPCC%20SUBMISSION%20TO%20PRRB%202021.pdf">https://www.npcc.police.uk/NPCC%20SUBMISSION%20TO%20PRRB%202021.pdf</a> <a href="https://www.npcc.police.uk/Appendix%20A%20H%20Merger%20040321%20Final.pdf">https://www.npcc.police.uk/Appendix%20A%20H%20Merger%20040321%20Final.pdf</a>
Metropolitan Police Service	<a href="https://www.met.police.uk/SysSiteAssets/foi-media/metropolitan-police/priorities_and_how_we_are_doing/corporate/prrb-submissions-2021-final.pdf">https://www.met.police.uk/SysSiteAssets/foi-media/metropolitan-police/priorities_and_how_we_are_doing/corporate/prrb-submissions-2021-final.pdf</a>
Association of Police and Crime Commissioners	<a href="http://www.apccs.police.uk/">http://www.apccs.police.uk/</a>
Joint submission from the Police Federation of England and Wales, and the Police Superintendents’ Association	<a href="https://www.polfed.org/media/16609/pfew-psa-submission-to-prrb-29-1-2021-v10.pdf">https://www.polfed.org/media/16609/pfew-psa-submission-to-prrb-29-1-2021-v10.pdf</a>
Joint submission from the Police Superintendents’ Association of England and Wales and Superintendents’ Association of Northern Ireland	<a href="https://police-superintendents.herokuapp.com/rails/activestorage/blobs/eyJfcMfPbHMiOmsibWVzc2FnZSI6IkJBaHBBZ2dCli_wiZXhwIjpudWxsLCJwdXliOiJibG9iX2lkIn19--5fc56ad94db1a10513606ae519e9b88ea0de2d73/PSA_SANI%20PRRB%20submission%202021.pdf">https://police-superintendents.herokuapp.com/rails/activestorage/blobs/eyJfcMfPbHMiOmsibWVzc2FnZSI6IkJBaHBBZ2dCli_wiZXhwIjpudWxsLCJwdXliOiJibG9iX2lkIn19--5fc56ad94db1a10513606ae519e9b88ea0de2d73/PSA_SANI%20PRRB%20submission%202021.pdf</a>
Chief Police Officers’ Staff Association	<a href="https://cposa.uk/">https://cposa.uk/</a>



## APPENDIX D – OUR ANALYSIS OF POLICE EARNINGS AND WORKFORCE DATA

### Police earnings

#### *Sources*

- D.1 We have examined the annual earnings<sup>23</sup> of police officers using results from the Annual Survey of Hours and Earnings (ASHE) run by the Office for National Statistics (ONS), and the Police Earnings Census run by the Home Office.
- D.2 The ASHE is a sample survey of employers covering 1% of employees on Pay As You Earn tax schemes. The results, which are published in late autumn each year, provide earnings estimates by a number of breakdowns, including gender, age, occupation, industry and region.
- D.3 Our analysis of ASHE focuses on the earnings of police officers and how they compare with other occupations across the economy. There are two occupational groups relating to police officers: the first covers constables and sergeants, while the second covers the inspecting, superintending and chief officer ranks. Our analysis focuses on the first group (constables and sergeants) as smaller sample sizes for the second group mean the uncertainty around earnings estimates is higher, and for some years the data are suppressed due to the level of uncertainty.
- D.4 The coronavirus (COVID-19) pandemic created challenges to ASHE data collection in 2020 – lower response rates from companies and difficulty validating returns in the time available. As a result, the final achieved sample size was around 25% lower than would normally be expected. This means that ASHE estimates for 2020 are subject to more uncertainty than usual.
- D.5 The Police Earnings Census, conducted in its present form since the financial year ending (FYE) 2011, covers all police officers and permits detailed analysis of their earnings. The Police Earnings Census data provide a useful insight into the range of earnings received within and across ranks, and the take-up and value of individual pay components.
- D.6 In our analysis of both these sources we focus on median<sup>24</sup> full-time<sup>25</sup> gross annual earnings.

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<sup>23</sup> Earnings include basic pay and additional pay from overtime and allowances. Earnings are presented in terms of gross pay (that is before deductions for tax, National Insurance, pension contributions and any other deductions imposed by the employer).

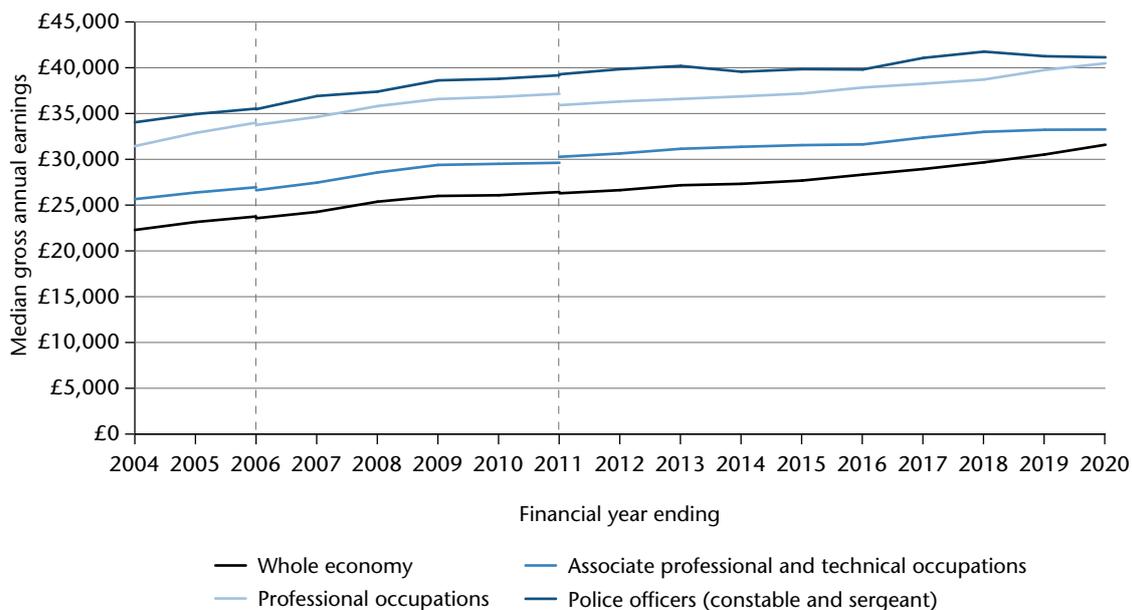
<sup>24</sup> The median is the value below which 50% of workers fall. It gives a better indication of typical pay than the mean as it is less affected by a relatively small number of very high earners and the skewed distribution of earnings.

<sup>25</sup> We focus on full-time earnings to control for any differences caused by different mixes of full- and part-time workers over time and between occupations.

## Analysis

- D.7 We used ASHE data to compare the earnings of police officers (constables and sergeants) with: the whole economy; associate professional and technical occupations group (the occupational group which includes police officers); and professional occupations (which tend to be graduate professions).
- D.8 Our analysis showed that in the FYE 2020 the median full-time earnings of police officers decreased by 0.3% (£100, Chart D.1). This was the second consecutive annual decrease following a fall of 1.2% (£500) in FYE 2019. Median full-time earnings for the three comparison groups in FYE 2020 rose by 3.5% for the whole economy, 1.8% for professional occupations, and 0.1% for associate professional and technical occupations. The slight decrease in median earnings of police officers in the latest year is likely to be caused by compositional changes in the workforce (the number of constables increased by a larger proportion than the number of sergeants).

**Chart D.1: Median full-time gross annual earnings, England and Wales, FYE 2004 – 2020**



Source: Office of Manpower Economics (OME) analysis of Annual Survey of Hours and Earnings, ONS.

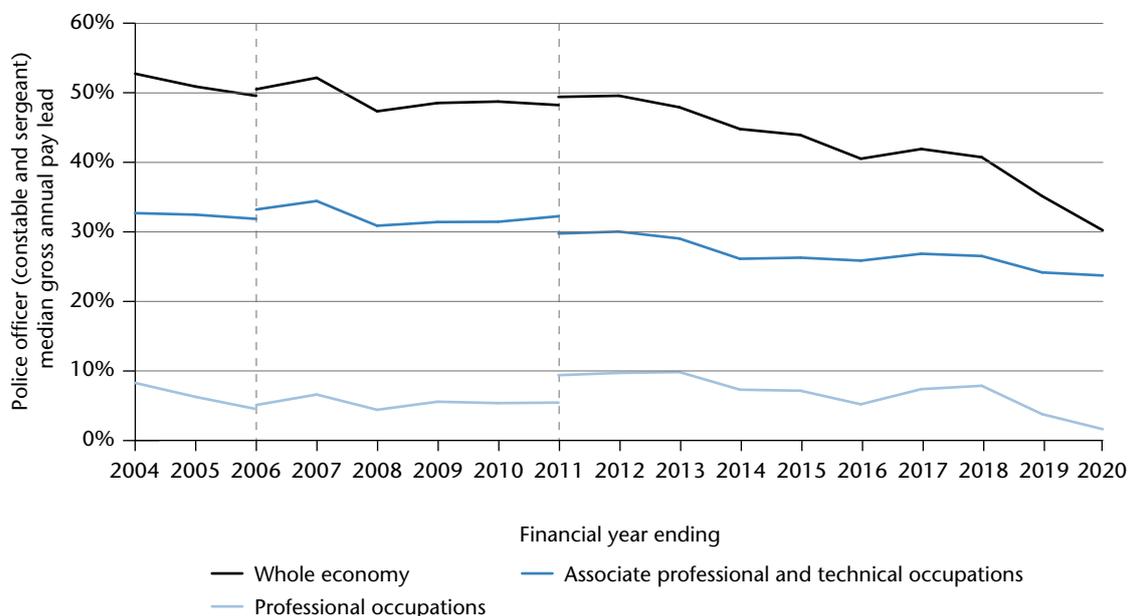
**Notes:**

- There are discontinuities in the series due to changes in sampling methodology (in FYE 2006) and to the Standard Occupational Classification (in FYE 2011).
- Data for the latest year are provisional.

- D.9 Median full-time police earnings in FYE 2020 were 30% higher than in the whole economy (Chart D.2). This differential has fallen in almost every year since FYE 2012, it is now 5 percentage points lower than in FYE 2019, 11 percentage points lower than FYE 2018 and 19 percentage points below its FYE 2012 level. The differentials have also fallen in relation to the other comparison groups – in FYE 2020 median full-time gross annual

earnings for police officers were 23.7% higher than associate professional and technical occupations (down slightly from 24.2% in FYE 2019), and 2% higher than professional occupations (down from 4% in FYE 2019).

**Chart D.2: Police officer full-time median gross annual pay lead relative to other groups, England and Wales, FYE 2004 – 2020**



Source: OME analysis of Annual Survey of Hours and Earnings, ONS.

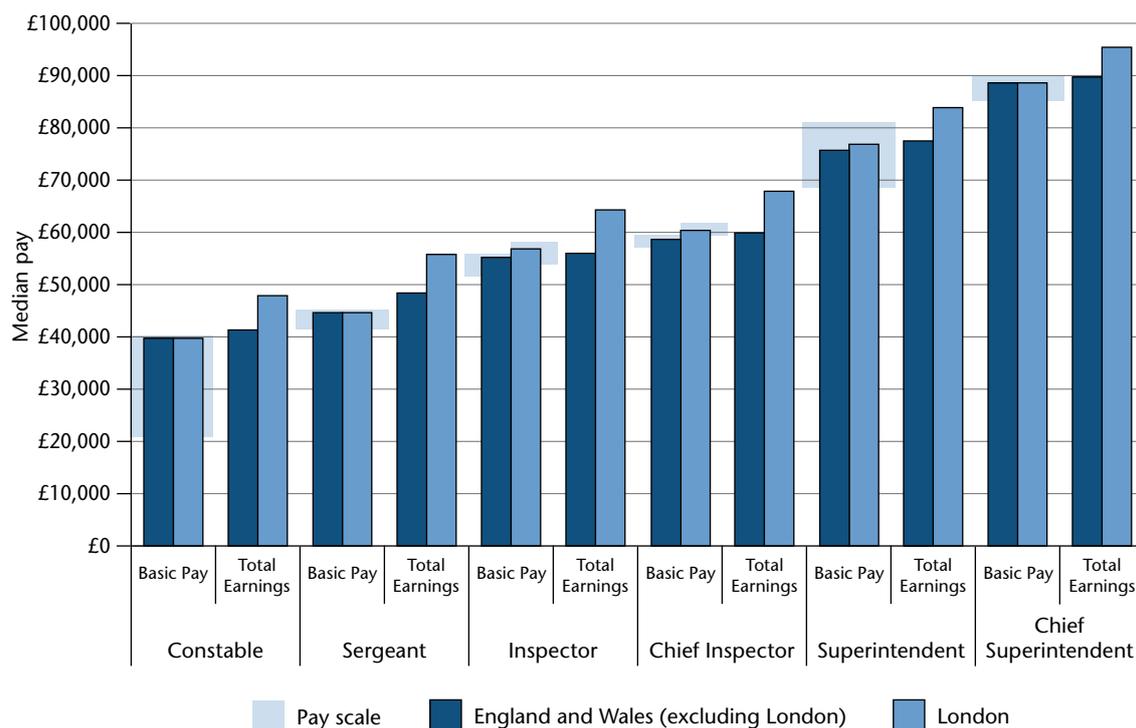
Notes:

- There are discontinuities in the series due to changes in sampling methodology (in FYE 2006) and to the Standard Occupational Classification (in FYE 2011).
- Data for the latest year are provisional.

D.10 For a detailed analysis of police earnings we used the latest available Police Earnings Census data (covering FYE 2020). Median basic pay for full-time federated and superintending officers ranged from £39,700 for constables to £88,600 for chief superintendents (Chart D.3). Inspectors and chief inspectors are the only ranks to have different basic pay scales in London to elsewhere in England and Wales, resulting in higher median basic pay for those ranks in London.

D.11 Median total earnings for full-time federated and superintending officers ranged from £41,300 for constables outside London to £95,400 for chief superintendents in London (Chart D.3). Median total earnings are higher in London than the rest of England and Wales for all federated and superintending ranks, due to London-based officers receiving London Weighting and higher rates of location and replacement allowances.

**Chart D.3: Median basic pay and total earnings, by rank, full-time officers, England and Wales, FYE 2020**



Source: OME analysis of Police Earnings Census data, Home Office.

Note: Pay scales are from September 2019. The new pay scales are shown for constables and superintendents. The old pay scales are contained within the ranges of the new pay scales.

D.12 Median basic pay in FYE 2020 was close to the pay scale maxima for all the federated ranks. This is as a result of at least half of officers being at the top of their respective pay scales (Table D.1). Just over two-fifths of constables were on the new pay scale in March 2020, but just 2% of all constables were on pay point 0 of the new scale.

**Table D.1: Distribution of officers on pay scales, England and Wales, March 2020**

	Constable		Sergeant	Inspector	Chief Inspector	Supt.	Chief Supt.
	Old scale	New scale					
0*	..	2%	..	16%	–	–	–
1	..	10%	13%	15%	22%	20%	25%
2	..	7%	11%	16%	22%	21%	20%
3	..	6%	11%	53%	55%	18%	55%
4	..	5%	65%	–	–	42%	–
5	..	4%	–	–	–	–	–
6*	..	5%	–	–	–	–	–
7*	1%	4%	–	–	–	–	–
8	..	–	–	–	–	–	–
9*	..	–	–	–	–	–	–
10	57%	–	–	–	–	–	–
Total	58%	42%	100%	100%	100%	100%	100%

Source: OME analysis of Police Earnings Census data, Home Office.

Notes:

– Percentages represent proportions of all officers in each rank – where there are two pay scales for a rank, percentages have been calculated based on the total number of officers across both pay scales.

– ‘..’ represents a non-zero percentage less than 0.5%.

– ‘–’ represents non-applicable pay points.

\* Pay points 6, 7 and 9 were removed from the old constable pay scale on 1 April 2014, 2015 and 2016 respectively. Pay point 0 was removed from the sergeant pay scale on 1 April 2014.

D.13 Our assessment of police earnings included the proportion of full-time officers in receipt of specific allowances and overtime (Table D.2) and the median annual values of those payments for those officers who were in receipt of the particular payments (Table D.3). Key observations include:

- The vast majority of eligible officers received Unsocial Hours Allowance (91% at the constable rank) and overtime payments (92% of constables and 89% of sergeants), although the proportions decreased as rank increased.
- The proportions of officers receiving overtime were slightly higher than the previous year (up 2 percentage points for constables and 1 percentage point for sergeants), and the median amount of overtime for constables was around £140 (8%) higher than in FYE 2019.
- A significant percentage of officers in the higher ranks (for example 51% of chief superintendents) received Replacement Allowance (available to officers who joined the police before September 1994), but only 5% of constables. All ranks saw a decrease in the proportion of officers in receipt of Replacement Allowance.
- The percentages of officers receiving Location Allowances and London Weighting reflected the proportions of officers working in London and the South East (excluding those receiving Replacement Allowance in South East forces).

- Very few officers received Away from Home Overnight and Hardship Allowances.

**Table D.2: Percentage of full-time officers in receipt of additional pay components, by rank, England and Wales, FYE 2020**

	Constable	Sergeant	Inspector	Chief Inspector	Supt.	Chief Supt.
Location Allowance	43%	42%	38%	32%	33%	27%
London Weighting	27%	29%	25%	20%	26%	23%
Replacement Allowance	5%	15%	25%	30%	44%	51%
Unsocial Hours Allowance	91%	89%	81%	70%	–	–
Away from Home Overnight Allowance	6%	6%	4%	4%	–	–
Hardship Allowance	2%	2%	1%	–	–	–
On-call Allowance	8%	17%	36%	61%	12%	–
Overtime	92%	89%	–	–	–	–
Other payments (e.g. Dog Handlers', secondment allowances)	19%	22%	28%	36%	40%	45%

Source: OME analysis of Police Earnings Census data, Home Office.

Note: Percentages relating to fewer than 30 officers are suppressed.

**Table D.3: Median value of additional pay components, full-time officers in receipt of relevant payments, by rank, England and Wales, FYE 2020**

	Constable	Sergeant	Inspector	Chief Inspector	Supt.	Chief Supt.
Location Allowance	£4,338	£4,338	£2,011	£2,000	£2,000	£1,011
London Weighting	£2,480	£2,480	£2,480	£2,480	£2,480	£2,480
Replacement Allowance	£2,692	£2,845	£2,845	£2,582	£2,845	£2,845
Unsocial Hours Allowance	£606	£581	£318	£88	–	–
Away from Home Overnight Allowance	£150	£150	£200	£150	–	–
Hardship Allowance	£90	£90	£120	–	–	–
On-call Allowance	£565	£655	£625	£695	£380	–
Overtime	£1,982	£2,766	–	–	–	–
Other payments (e.g. Dog Handlers', secondment allowances)	£250	£476	£645	£1,241	£1,246	£2,310

Source: OME analysis of Police Earnings Census data, Home Office.

Note: Estimates relating to fewer than 30 officers are suppressed. Zero allowances are ignored in calculation of the medians. Estimated overtime values exclude forces where one or more components of overtime pay were missing from the Police Census.

## Workforce, diversity, recruitment and retention

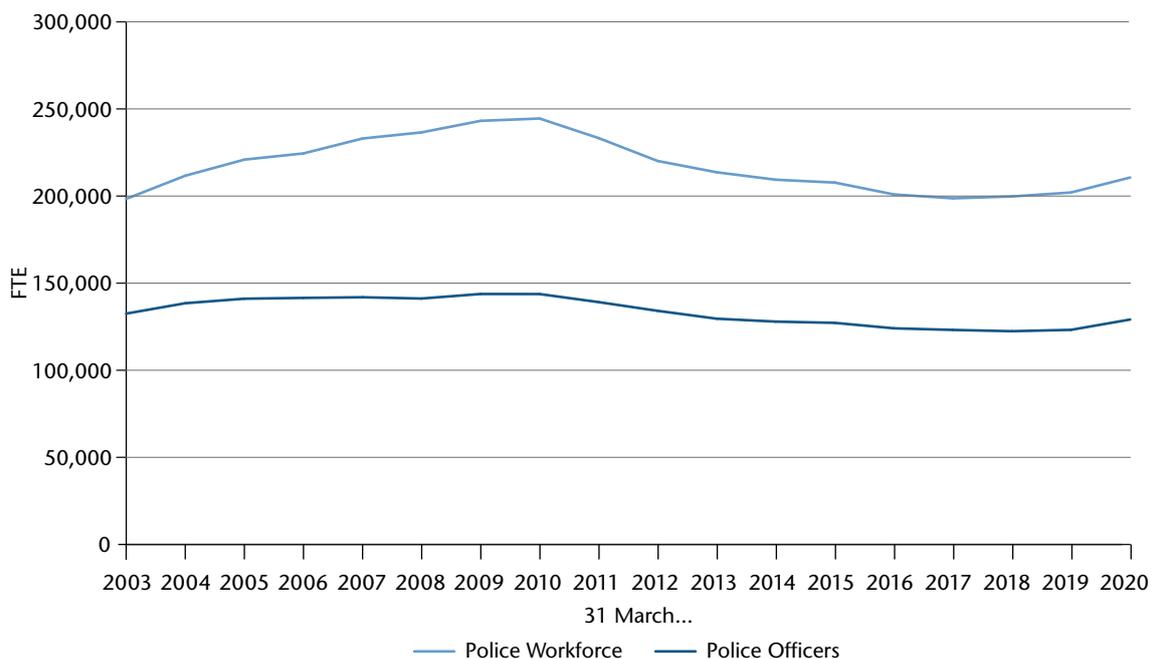
D.14 We have examined the police workforce, diversity, recruitment and retention using the Police Workforce Statistics published by the Home Office<sup>26</sup>.

### Overall workforce

D.15 The overall police workforce (Chart D.4) peaked in 2010 at 244,500 full-time equivalents (FTE) before falling by 19% (45,800 FTE) to 198,700 FTE in March 2017, a similar level to that seen in March 2003. Between March 2017 and March 2020 workforce strength has increased by a total of 6% (11,900 FTE). The majority of this increase has been seen in the last twelve months.

D.16 Police officers account for around three-fifths of the police workforce. The number of officers fell every year from a peak at 143,800 FTE in March 2009 to 122,400 FTE in March 2018, a 14.9% drop. Since 2018 officer numbers have increased by 6,700 FTE (5.5%), with most of this increase coming in the year to March 2020.

**Chart D.4: Strength of police workforce and number of police officers (FTE), England and Wales, March 2003 – March 2020**

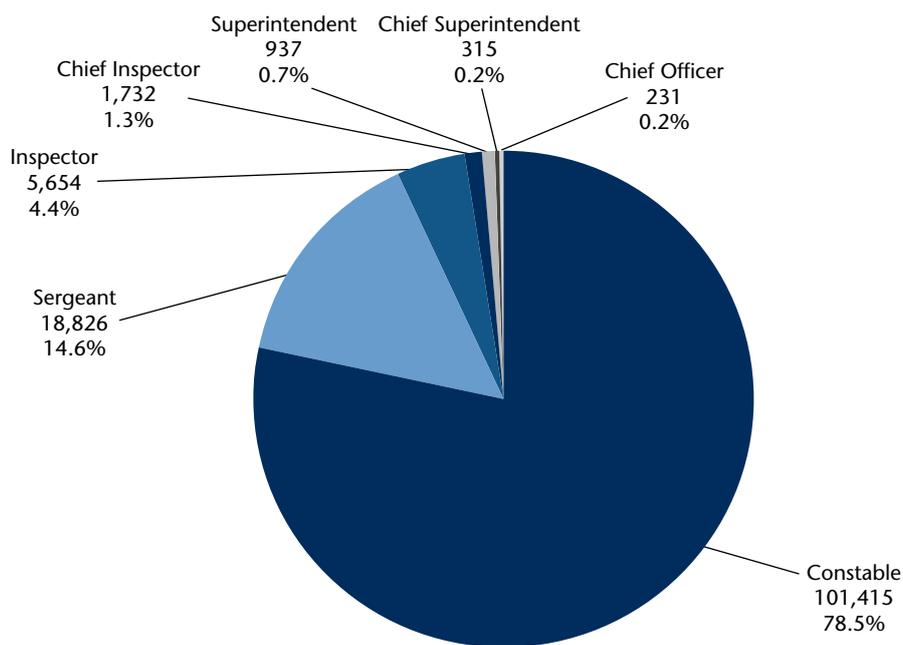


Source: Police Workforce Statistics, Home Office.

D.17 In March 2020, just over three-quarters (78.5%) of police officers were constables (Chart D.5), and just 6.9% of officers were in the ranks above sergeant. The proportions in each rank have been relatively stable since 2003 (when comparable data start).

<sup>26</sup> Home Office (January 2021), *Police workforce, England and Wales: 31 March 2020 third edition*. Available at: <https://www.gov.uk/government/statistics/police-workforce-england-and-wales-31-march-2020> [Accessed on 18 June 2021]

**Chart D.5: Breakdown of police officers by rank, England and Wales, March 2020**

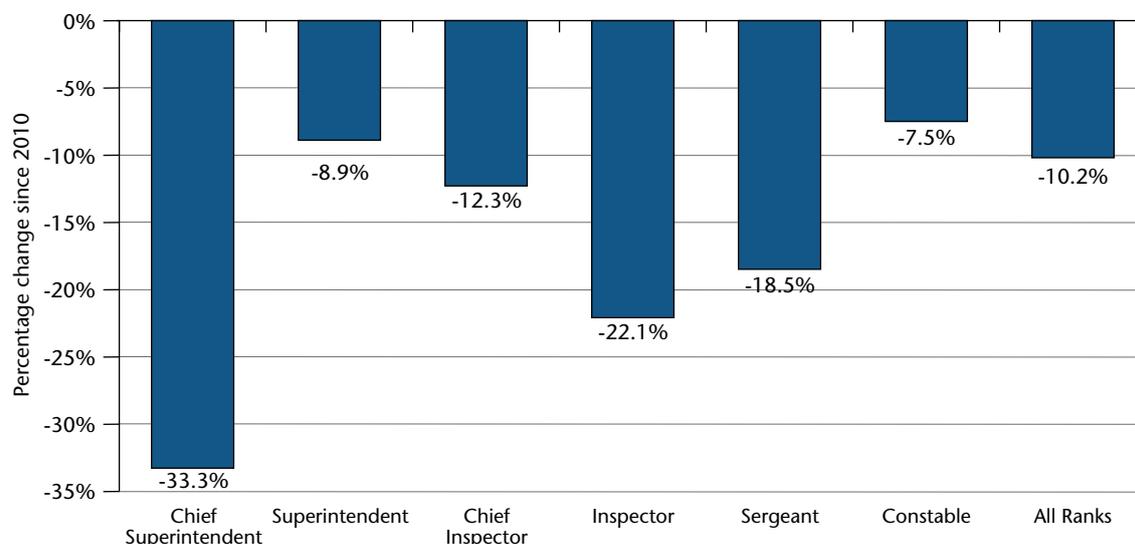


Source: Police Workforce Statistics, Home Office.

D.18 Between March 2019 and March 2020 there were increases in the number of officers in all ranks. In absolute terms the largest increase was in the number of constables (up 5,300) while in percentage terms chief officers saw the largest uplift (9.5%).

D.19 Since March 2010 (Chart D.6), chief superintendents have seen the largest proportional decrease (33%) but the greatest absolute decreases have been for constables (approximately 8,300 officers) and sergeants (approximately 4,300 officers).

**Chart D.6: Percentage change in the number of police officers (FTE) between March 2010 and March 2020, by rank, England and Wales**



Source: OME analysis of Police Workforce Statistics, Home Office.

D.20 Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services assigns the work of police officers to three broad roles – frontline, frontline support, and business support (Table D.4); since 2010, police officer numbers have reduced in all these roles. The proportion of officers in frontline roles increased from 91.0% to 93.4% between March 2010 and March 2016, as a result of proportionally larger reductions in frontline support and business support roles.

D.21 The number of business support roles has been increasing each year since March 2016 and by March 2020 were at their highest level since March 2011. The number of frontline support roles have increased slightly since March 2016 but remain below levels seen in March 2015. The number of officers in frontline roles continued to fall between March 2016 and March 2019, but saw a substantial increase in the year to March 2020 and are now at the highest level since March 2015. The proportion of officers in frontline roles fell from its peak of 93.4% in March 2016 to 92.1% in March 2019 before increasing to 92.4% in March 2020.

**Table D.4: Number of police officers by role (FTE), England and Wales, March 2010 – March 2020**

	Full-time equivalent			
	Frontline	Frontline Support	Business Support	Proportion of officers in frontline roles
2010	123,384	6,499	5,670	91.0%
2011	119,729	6,469	4,912	91.3%
2012	116,122	5,971	4,161	92.0%
2013	113,009	5,215	3,762	92.6%
2014	111,383	4,706	3,309	93.3%
2015	110,853	4,324	3,528	93.4%
2016	106,411	4,087	3,401	93.4%
2017	105,502	4,114	3,471	93.3%
2018	103,837	4,348	4,428	92.2%
2019	103,347	4,176	4,645	92.1%
2020	108,856	4,140	4,846	92.4%
2010 – 2020	-11.8%	-36.3%	-14.5%	
2010 – 2016	-13.8%	-37.1%	-40.0%	
2016 – 2020	2.3%	1.3%	42.5%	

Source: Police Workforce Statistics, Home Office.

Notes:

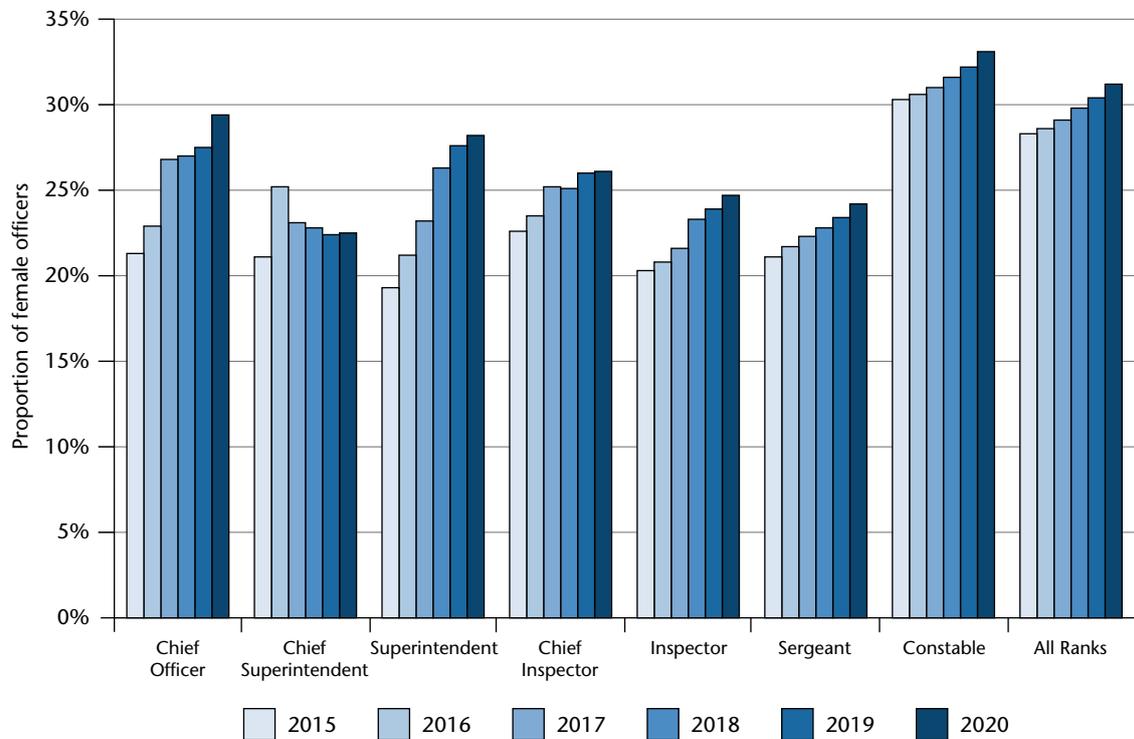
- Data for 2010 to 2014 were collected on a different basis to those for 2015 onwards. The figures presented for 2010 – 2014 have been estimated based on a parallel running year (2015) where data were collected on both bases.
- Officers who are classified as being in ‘National Policing’ or ‘Other’ roles are excluded.

### *Workforce diversity*

D.22 The proportion of officers who were female (Chart D.7) increased from 28.3% to 31.2% between 2015 and 2020, but the proportion of female officers was lower for ranks above constable. The proportion of ethnic minority officers (Chart D.8) increased from 5.6% to 7.3% between 2015 and 2020, continuing a steadily upward path over the past decade, but

again the proportion of ethnic minority officers was lower for ranks above constable<sup>27</sup>. Most of these indicators show some improvement in diversity across the officer workforce in recent years, but remain below levels representative of the communities served by the police.

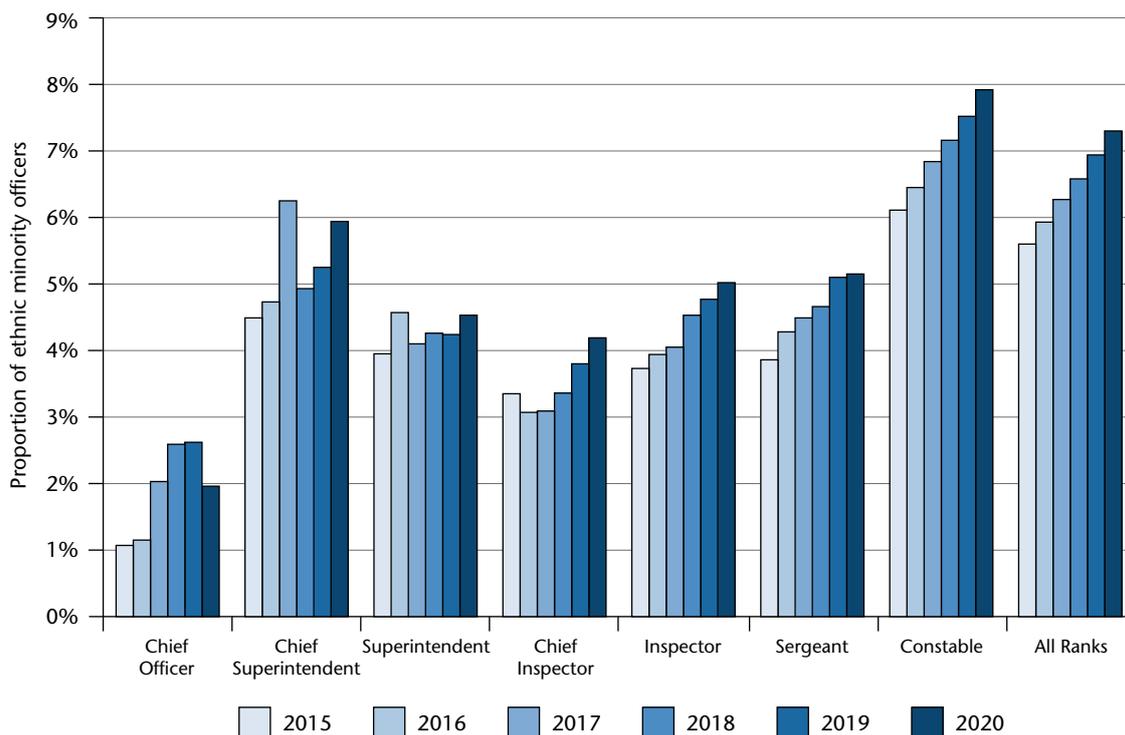
**Chart D.7: Percentage of female officers (FTE), by rank, England and Wales, March 2015 – March 2020**



Source: OME analysis of Police Workforce Statistics, Home Office.

<sup>27</sup> Proportions of ethnic minority officers exclude officers who did not state their ethnicity from the denominator.

**Chart D.8: Percentage of ethnic minority officers (FTE), by rank, England and Wales, March 2015 – March 2020**

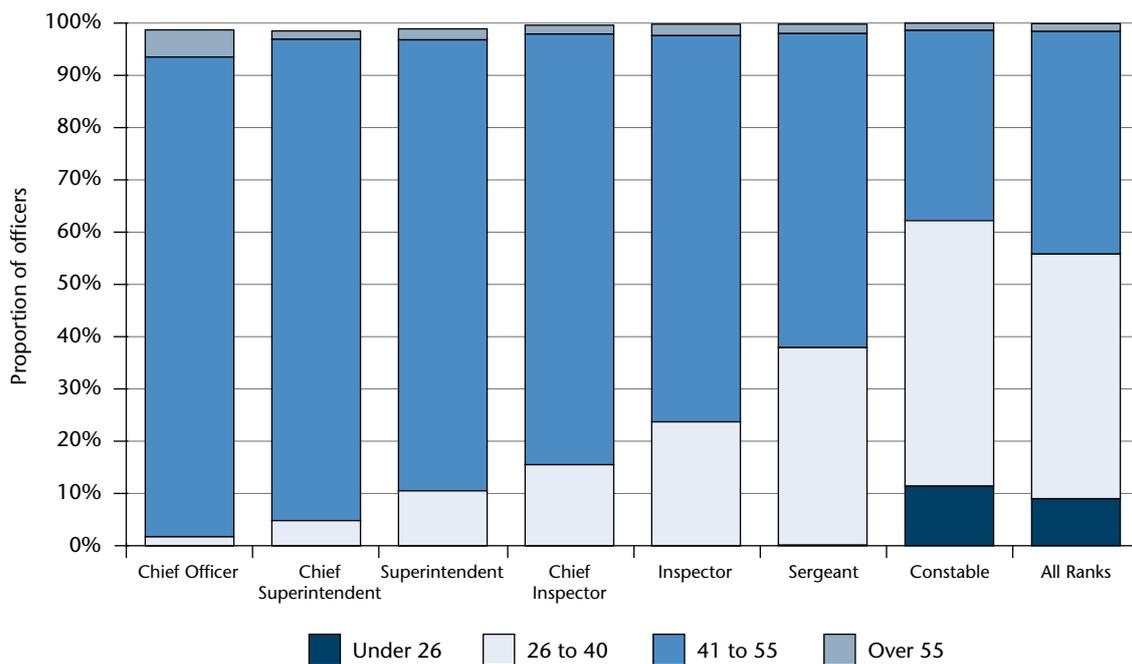


Source: OME analysis of Police Workforce Statistics, Home Office.

Note: Officers who did not state their ethnicity are excluded from calculations.

- D.23 Data published by the Home Office on the diversity of new recruits under the Uplift Programme show that 42% of officers recruited between 1 April and 31 March 2021 were female, and 10.6% of new recruits (who stated their ethnicity) identified as belonging to an ethnic minority. Both these proportions were higher than the figures for all officers at the end of March 2021 (33.4% and 7.6% respectively on a headcount basis), but remained below levels representative of the wider population.
- D.24 Just over half of all police officers (by headcount) were aged 40 or under on 31 March 2020, with 9% of all officers aged under 26 (Chart D.9). The proportion of officers aged under 40 decreases as rank increases: 62.2% of constables were under 40, but only 1.7% of chief officers.

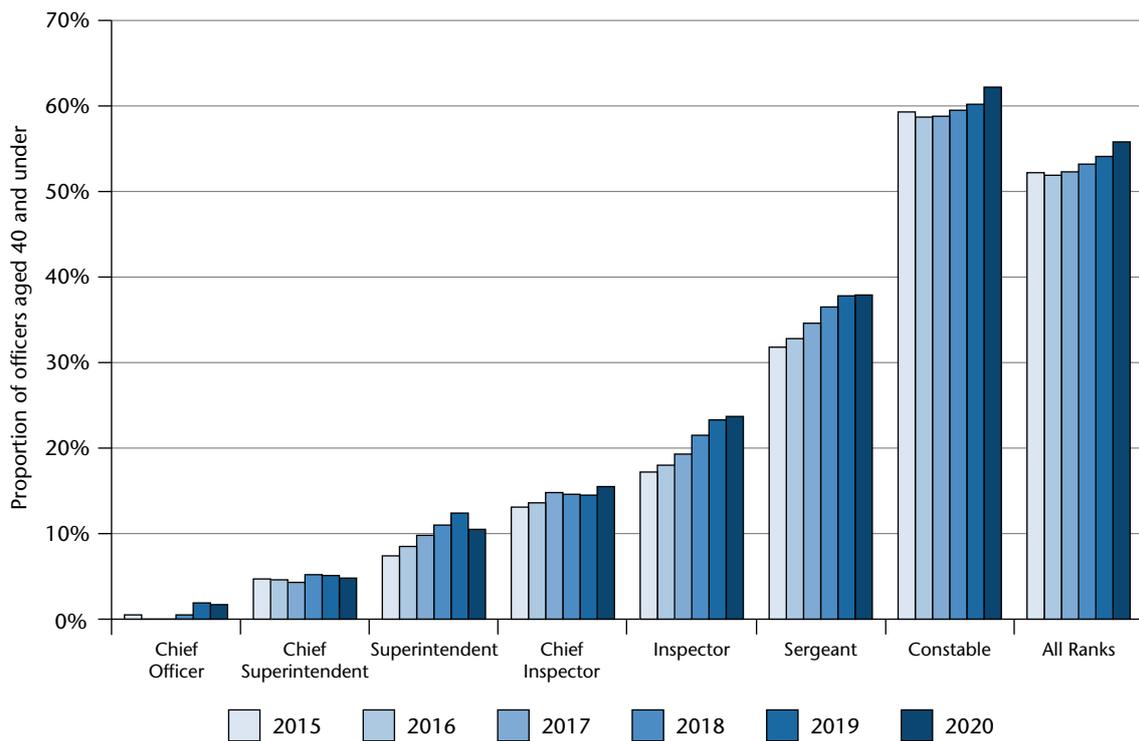
**Chart D.9: Age breakdown of police officers (headcount basis), by rank, England and Wales, March 2020**



Source: Police Workforce Statistics, Home Office.

D.25 Looking at change over time (Chart D.10), the overall proportion of officers aged 40 and under fell until 2016, reaching a low point of 51.9% in March 2016, before recovering to 55.8% in March 2020. In the ranks from sergeant to chief inspector, the proportions of officers in this age group have generally been increasing since March 2015. However, for superintendents and above there have been decreases in the proportions of officers in this age group in the last year.

**Chart D.10: Proportion of police officers aged 40 and under (headcount basis), by rank, England and Wales, March 2015 – March 2020**

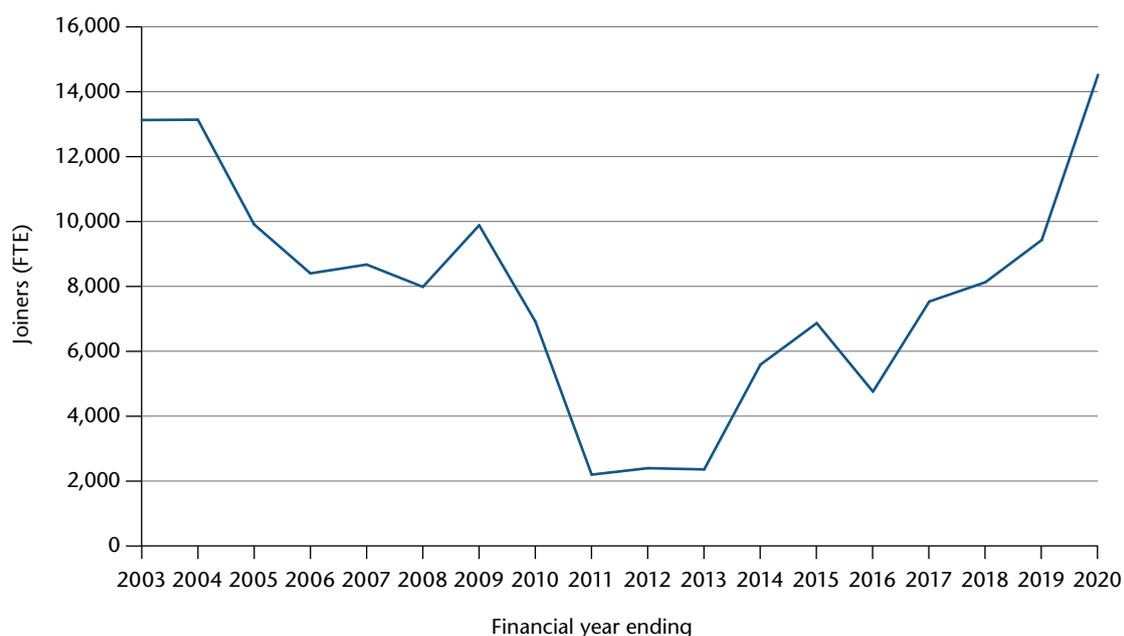


Source: Police Workforce Statistics, Home Office.

*Recruitment*

D.26 The FTE number of police officer joiners (Chart D.11) fell sharply after FYE 2009, with fewer than 2,500 joiners annually between FYE 2011 and 2013 (due to most forces freezing recruitment as a response to public sector austerity). The number of joiners has been generally increasing each year since. Following the announcement of the Uplift Programme, there were just over 14,500 joiners in FYE 2020, 54.0% (5,100 FTE) higher than FYE 2019 and the highest level since the data series began in FYE 2003.

**Chart D.11: Police officer joiners (FTE), England and Wales, FYE 2003 – 2020**

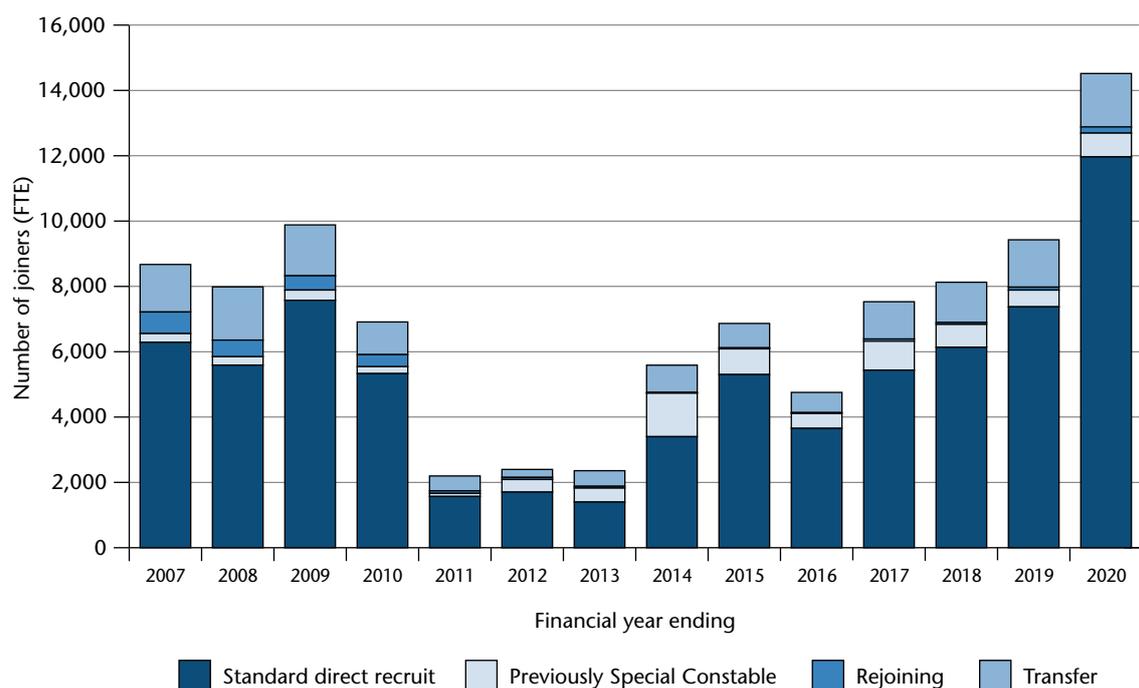


Source: Police Workforce Statistics, Home Office.

- D.27 In the FYE 2020, 82.4% of joiners (nearly 12,000 FTE) were new recruits joining as an officer for the first time (Chart D.12). This was a slightly higher proportion than had been seen in previous years (usually 70-80%, but around 60% in FYE 2013 and 2014).
- D.28 Since April 2020, the Home Office has been publishing quarterly updates on progress towards the recruitment of an additional 20,000 police officers in England and Wales by March 2023. Provisional figures released in April 2021 showed that between the start of November 2019 and the end of March 2021 8,771 additional officers (on a headcount rather than FTE basis) had been recruited to police forces in England and Wales under the Uplift Programme<sup>28</sup>.
- D.29 In FYE 2011, the number of officers re-joining the police service in England and Wales fell significantly, from around 370 FTE in FYE 2010 to just under 80 FTE, and had remained below 100 FTE a year until FYE 2019. However, in FYE 2020 the number of re-joiners increased to 190 FTE officers, over twice the number of the previous year but still around half of the level seen in FYE 2010.
- D.30 There has also been a recent increase in the number of transfers between forces, these fell from a peak of 1,630 in FYE 2008 to just under 250 in FYE 2012. In FYE 2020 transfers stood at just over 1,600 – the highest level since FYE 2008.

<sup>28</sup> That is the number of new recruits less officers recruited through other funding streams (such as local council precept) and less the number of officers leaving. It should be noted that as there is a flow of officers joining and leaving the police service each month, the number of officers counting towards uplift can both increase and decrease over the course of a year.

**Chart D.12: Police officer joiners (FTE), by route of entry, England and Wales, FYE 2007 – 2020**



Source: Police Workforce Statistics, Home Office.

Note: Standard direct recruit includes officers joining via Direct Entry, Fast Track and Police Now schemes.

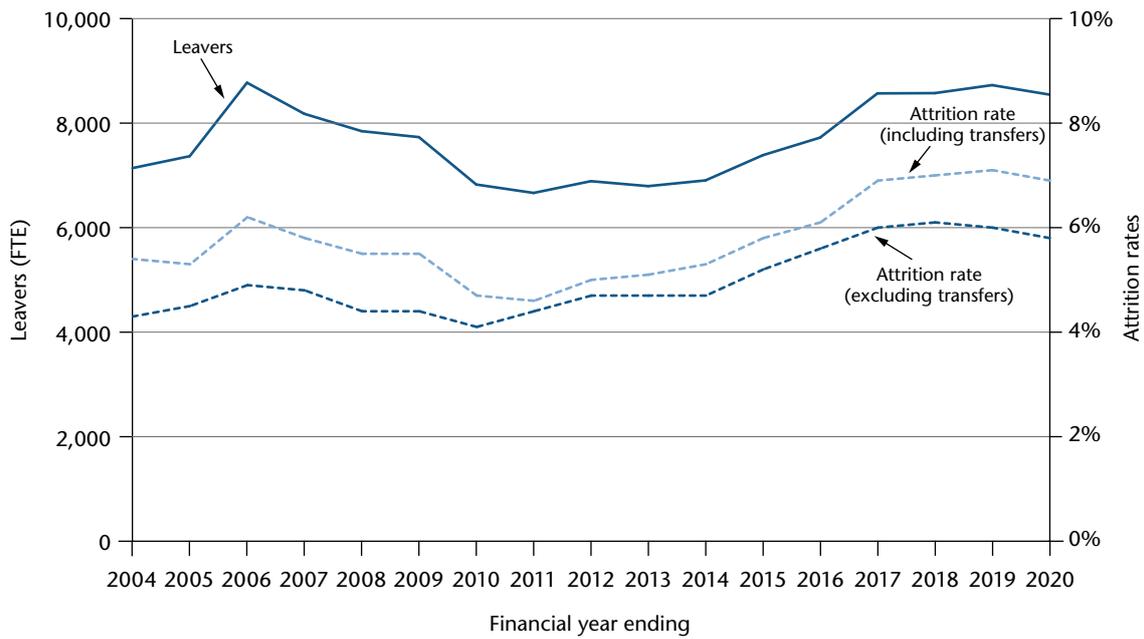
### *Retention and attrition rates*

D.31 The number of officers leaving police forces<sup>29</sup> (Chart D.13) decreased by 2.1% (180 FTE officers) between FYE 2019 and 2020 to 8,500 FTE. This was the first fall in the number of leavers since FYE 2013. The attrition rate<sup>30</sup> rose each year from 4.6% in FYE 2011 to 7.1% in FYE 2019, but then dropped to 6.9% in FYE 2020. Omitting those leavers who transferred to other forces within England and Wales rather than leaving the service altogether, the attrition rate was 5.8% in FYE 2020, slightly lower than in the previous three years.

<sup>29</sup> Including officers transferring between forces.

<sup>30</sup> The total number of police officers leaving forces in the financial year as a proportion of the total officers in post in the March just before the financial year began.

**Chart D.13: Police officer leavers and attrition rates (FTE), England and Wales, FYE 2004 – 2020**

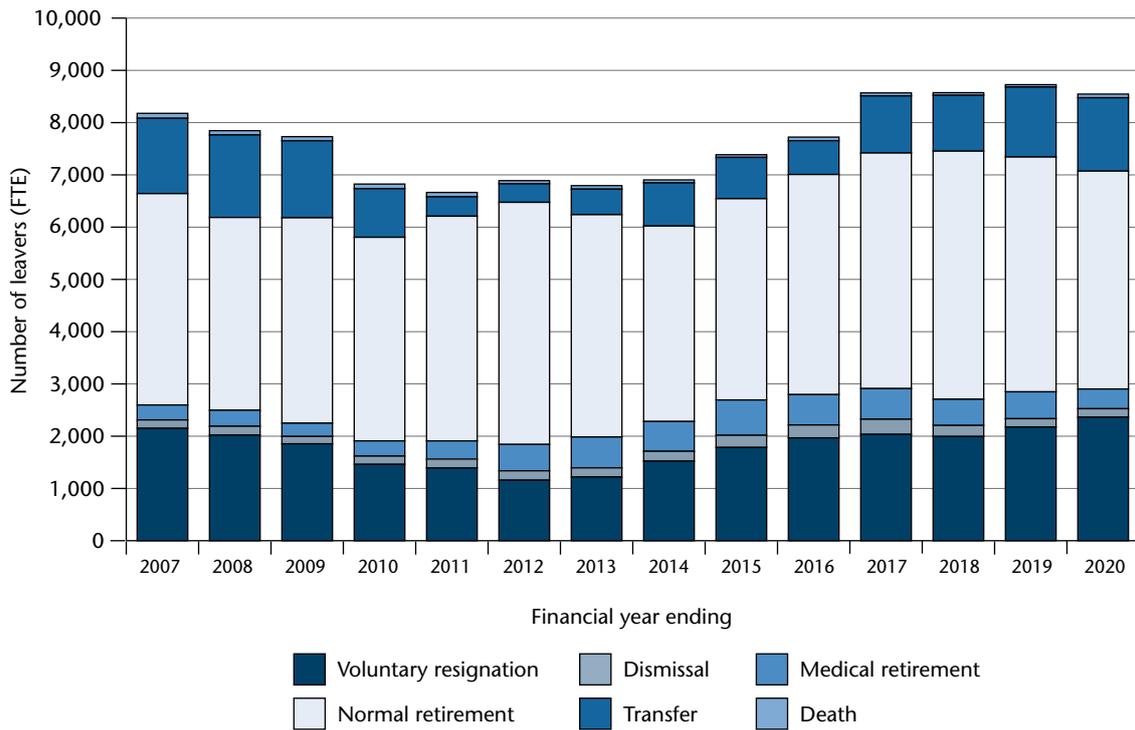


Source: OME analysis of Police Workforce Statistics, Home Office.

D.32 Half (49%) of police leavers in FYE 2020 were normal retirements<sup>31</sup> and just over a quarter (28%) were voluntary resignations (Chart D.14). The number of voluntary resignations has doubled since FYE 2012, and was higher than in any of the other years for which we have data (since FYE 2007).

<sup>31</sup> Individuals who have retired, not on ill health grounds.

**Chart D.14: Police officer leavers (FTE), by leaver type, England and Wales, FYE 2007 – 2020**



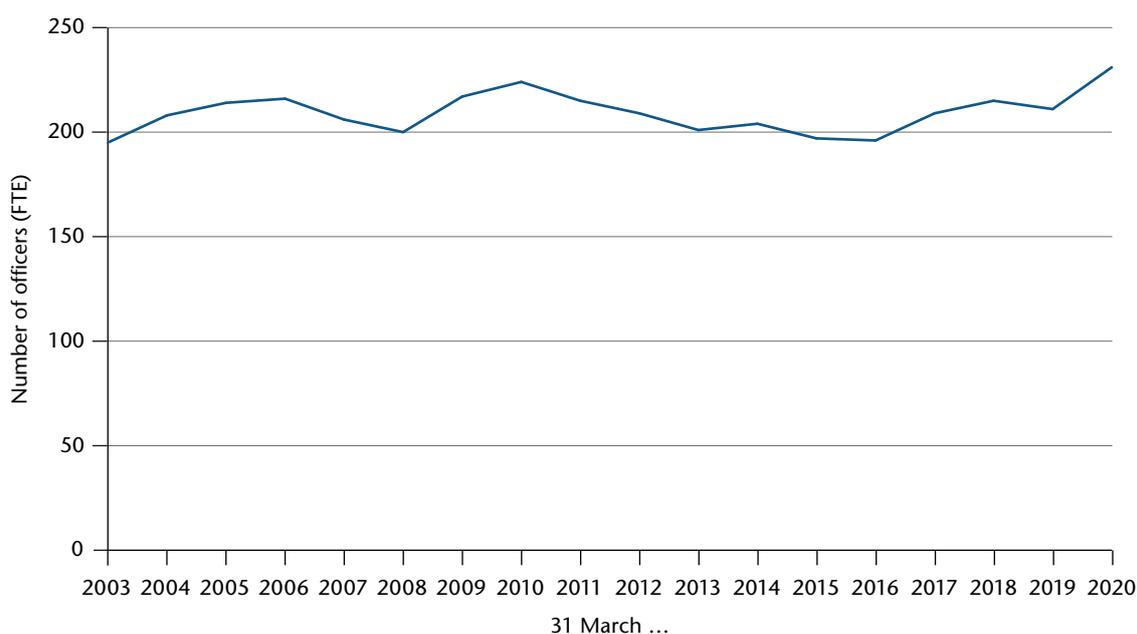
Source: Police Workforce Statistics, Home Office.

## Chief Officers

### *Chief officer workforce*

- D.33 Chief officers account for just 0.2% of all police officers in England and Wales. This proportion has been relatively stable since 2003.
- D.34 The number of chief police officers in England and Wales peaked in March 2010 at 224 FTE before falling to 196 in March 2016 (Chart D.15). Numbers have since increased and as at March 2020, there were 231 chief police officers, 20 (9.5%) more than in March 2019 and 7 (3%) more than in 2010. The reductions in chief officers after 2010 were proportionally lower than for other police ranks (overall police officer numbers in March 2020 were still 10% lower than in March 2010), mainly as a result of legal requirements for each force to have a minimum number of chief officers.

**Chart D.15: Chief police officer numbers (FTE), England and Wales, March 2003 – March 2020**



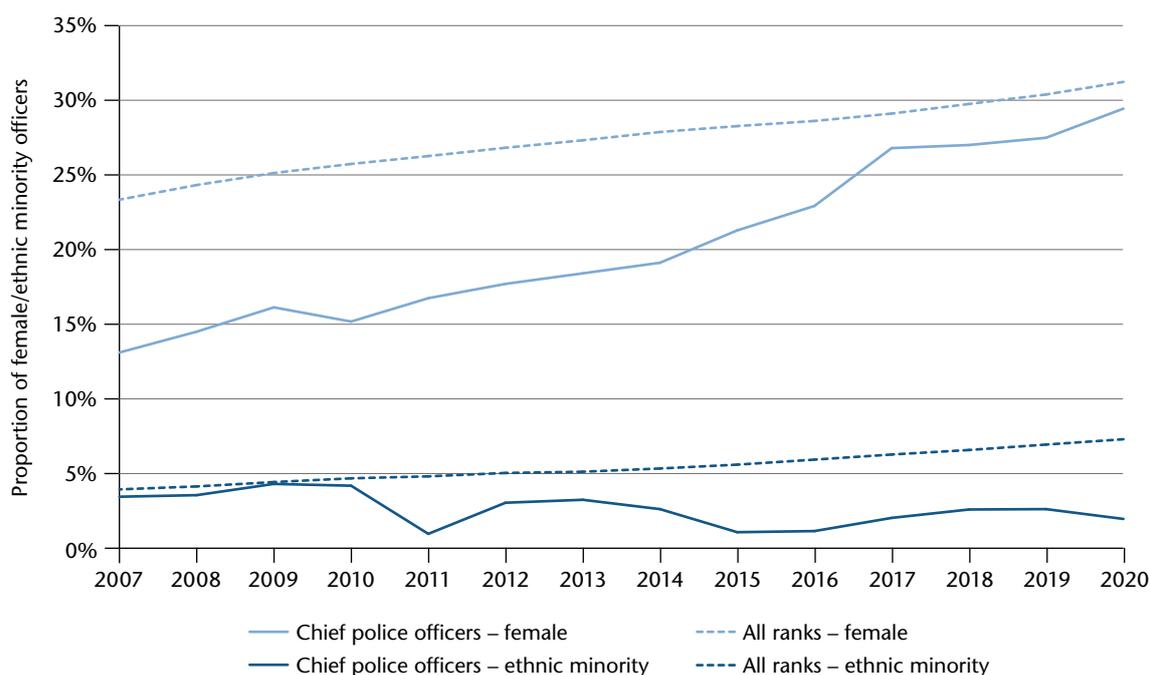
Source: Police Workforce Statistics, Home Office.

### *Chief officer diversity*

D.35 Chief police officer diversity figures (Chart D.16) were also included in Charts D.7 to D.10. The key points include:

- 68 chief officers were female in March 2020, 10 more than a year earlier;
- the proportion of female chief officers in 2020 (29%) was 2 percentage points lower than the female proportion of all officers;
- the proportion of chief officers who are female has increased every year since March 2010 (when it was 15%), but the rate of increase has slowed since March 2017;
- 6 out of 43 police forces in England and Wales had no female chief officers in March 2020, 3 fewer than a year earlier;
- there were 4 ethnic minority chief officers in March 2020, 1 fewer than a year earlier;
- ethnic minority chief officers represented 2% of those who stated their ethnicity, substantially lower than the proportion for all officers (7%).

**Chart D.16: Percentage of female and ethnic minority police officers (FTE), England and Wales, March 2007 – March 2020**



Source: OME analysis of Police Workforce Statistics, Home Office.

### *Recruitment and retention of chief officers*

D.36 Data on joiners and leavers at chief officer level need to be treated with caution as they include officers moving from a chief officer role in one force to a chief officer role in another, and there are limitations to the joiners and promotions data (see footnotes). Nevertheless, the data provide some limited use in comparing the demand for chief officers with the supply.

D.37 There were 25 promotions (measured by headcount rather than FTE) to the chief officer ranks during FYE 2020 (3 fewer than the previous year)<sup>32</sup>. There were also 26 officers (measured by FTE) who joined a force as a chief officer, up 1 from the previous year<sup>33</sup>.

D.38 During FYE 2020, 32 chief officers left their force (15% of the number at the start of the financial year), down from 47 (22%) in FYE 2019 (Table D.5). When transfers between forces are excluded there were 21 leavers in FYE 2020, a decrease of 18 on FYE 2019.

<sup>32</sup> Promotions only cover officers promoted within their force, not those promoted on transfer to a different force. Not all forces have been able to supply promotion figures for all years, most notably the Metropolitan Police Service (MPS) has not supplied data since FYE 2017.

<sup>33</sup> The joiner figures exclude promotions where the officer has not changed force.

**Table D.5: Chief police officer promotions (headcount), joiners and leavers (FTE), England and Wales, FYE 2013 – 2020**

Financial year ending	2013	2014	2015	2016	2017	2018	2019	2020
<b>Promotions (headcount)</b>	8	34	18	19	23	30	28	25
<b>Joiners</b>	22	28	18	29	30	35	25	26
<b>Leavers</b>	50	52	38	51	46	44	47	32
<b>Leavers exc transfers</b>	37	41	28	41	31	38	39	21
<b>Joiners (%)</b>	11%	14%	9%	15%	14%	16%	12%	11%
<b>Leavers (%)</b>	24%	26%	19%	26%	24%	21%	22%	15%
<b>Leavers exc transfers (%)</b>	18%	20%	14%	21%	16%	18%	18%	10%

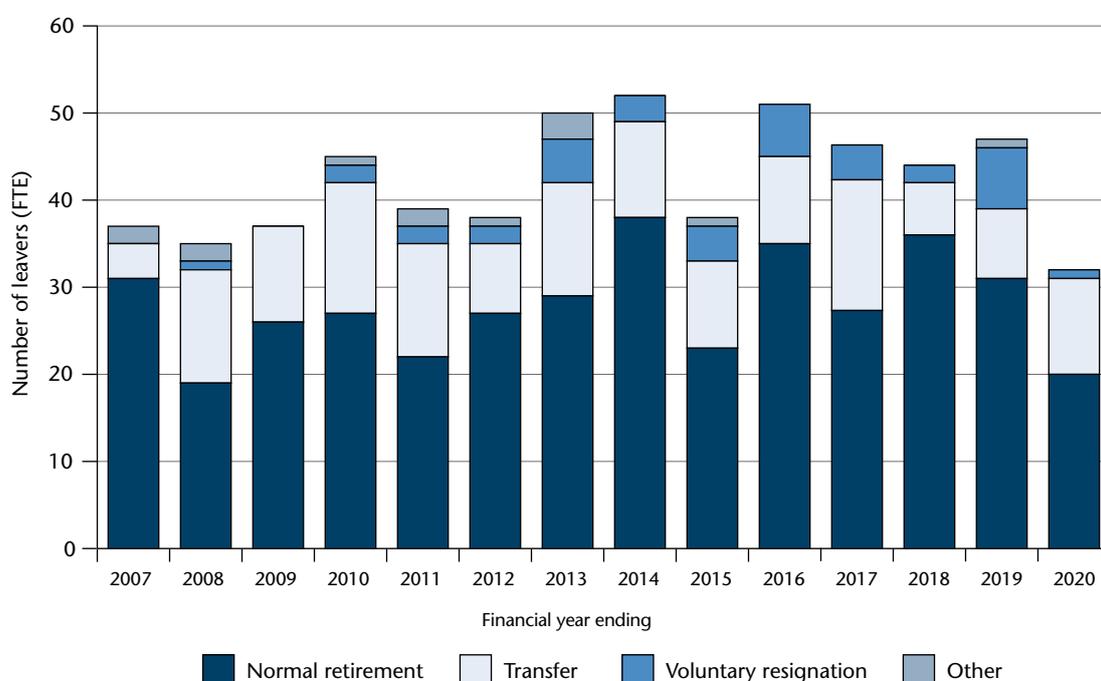
Source: OME analysis of Police Workforce Statistics, Home Office.

Notes:

- Data on promotions are on a headcount basis and only cover officers promoted within a force. Figures for Dorset are only included from FYE 2017 onwards, and the figures for FYE 2018 and onwards do not include the MPS.
- Data on joiners exclude individuals promoted to chief officer from within the same force but include those who move from another chief officer role in a different force. The figures generally represent an underestimate of the number of officers becoming chief officers in the given year.
- Data on leavers also include individuals who move to another chief officer role in a different force. The figures therefore represent an overestimate of the number of chief officer leavers in the given year.
- The joiner rate is based on the strength at the end of the period, while the leaver rate is based on the strength at the start of the period, in line with the methodology used in the Home Office Police Workforce Statistics.

**D.39** The majority of chief police officers who leave the police service take normal retirement (Chart D.17). The number of officers voluntarily resigning in FYE 2019 (7 FTE) was higher than in previous years but had reduced to 1 FTE in FYE 2020.

**Chart D.17: Chief police officer outflow (FTE), by leaver type, England and Wales, FYE 2007 – 2020**



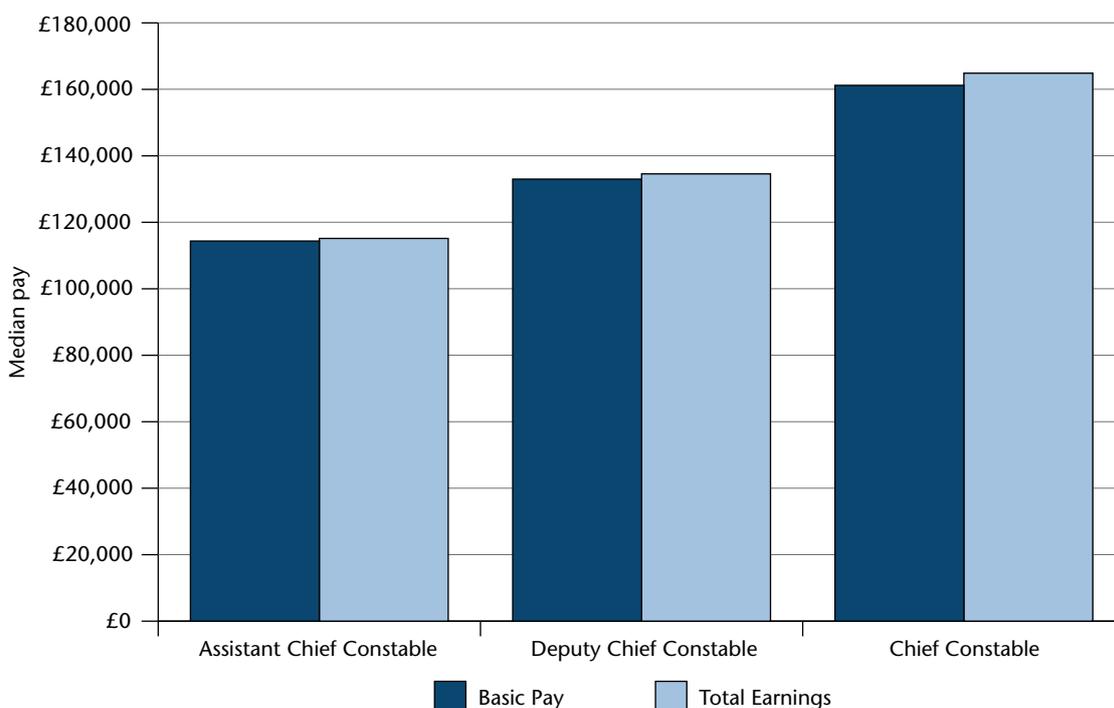
Source: OME analysis of Police Workforce Statistics, Home Office.

Note: The 'other' category includes deaths, dismissals, and medical retirement.

### Chief officer earnings

D.40 Using data from the Police Earnings Census, Chart D.18 shows that in FYE 2020 median basic pay ranged from £114,350 for assistant chief constables to £161,200 for chief constables. Median total earnings ranged from £115,100 for assistant chief constables to £164,800 for chief constables.

**Chart D.18: Chief police officer median basic pay and total earnings, by rank, England and Wales, FYE 2020**



Source: OME analysis of Police Earnings Census data, Home Office.

Note: Assistant chief constable includes commanders from the MPS and City of London Police (CoLP); deputy chief constable includes deputy assistant commissioners from the MPS and assistant commissioners from CoLP; chief constable includes assistant commissioners from MPS and the commissioner from CoLP.

D.41 The median value of additional allowances for chief police officers was just under £4,300 in FYE 2020, and the median proportion of total pay accounted for by allowances was 3.5%. In FYE 2020 these allowances included<sup>34</sup>:

- Replacement Allowance<sup>35</sup>: 62 chief police officers received a median value of just under £3,200.
- London Weighting: 24 chief police officers were paid a median value of £2,480 in London Weighting.

<sup>34</sup> These figures are based on 119 chief police officers within the Police Earnings Census for FYE 2020 who were not flagged as having unusual circumstances within the year (such as having been promoted or temporarily promoted, changing working hours, or having had some form of unpaid leave).

<sup>35</sup> Paid to police officers who joined the police service before 1 September 1994 who are entitled to some form of housing related payment.

- Location Allowances: there were 29 chief police officers, mostly within London, receiving a median payment of £1,011.
- Other allowances: 44 chief police officers received 'other allowances' with a median value of around £9,200.

## APPENDIX E – RECOMMENDED CHANGES TO POLICE OFFICER PAY SCALES AND ALLOWANCES FROM 1 SEPTEMBER 2021

### Salary scales

The salary scales for the federated and superintending ranks in effect from 1 September 2020 are set out below along with our recommendations for effect from 1 September 2021.

Rank	Pay point	With effect from 1 September 2020	Recommended for effect from 1 September 2021	Notes
Constable (appointed on or after 1 April 2013)	PCDA minimum	£18,912	£19,164	a-e
	0	£21,402	£21,654	f,g
	1	£24,780	£24,780	h
	2	£25,902	£25,902	i
	3	£27,030	£27,030	
	4	£28,158	£28,158	j
	5	£30,411	£30,411	
	6	£34,950	£34,950	
Constable (appointed before 1 April 2013)	On commencing service	£26,199	£26,199	
	On completion of initial training	£29,241	£29,241	
	2	£30,933	£30,933	k
	3	£32,826	£32,826	
	4	£33,861	£33,861	j
	5	£34,950	£34,950	
	6	£38,022	£38,022	
Sergeant	1	removed	–	
	2	£43,965	£43,965	
	3	£44,901	£44,901	
	4	£46,227	£46,227	

Rank	Pay point	With effect from 1 September 2020	Recommended for effect from 1 September 2021	Notes
Inspector	0	£52,698	£52,698	
	1	£54,186	£54,186	
	2	£55,671	£55,671	
	3	£57,162	£57,162	
Inspector (London)	0	£55,005	£55,005	
	1	£56,496	£56,496	
	2	£57,993	£57,993	
	3	£59,490	£59,490	
Chief Inspector	1	£58,332	£58,332	I
	2	£59,502	£59,502	
	3	£60,732	£60,732	
	In post 31 August 1994	£61,725	£61,725	
Chief Inspector (London)	1	£60,654	£60,654	I
	2	£61,824	£61,824	
	3	£63,048	£63,048	
	In post 31 August 1994	£64,032	£64,032	
Superintendent (promoted to rank on or after 1 April 2014)	1	£70,173	£70,173	
	2	£73,833	£73,833	
	3	£77,691	£77,691	
	4	£82,881	£82,881	
Superintendent (promoted to rank before 1 April 2014)	1	£70,173	£70,173	
	2	£73,065	£73,065	
	3	£75,957	£75,957	
	4	£78,855	£78,855	
	5	£81,753	£81,753	
Chief Superintendent	1	£86,970	£86,970	
	2	£89,910	£89,910	
	3	£91,749	£91,749	

## Allowances

We have not recommended any changes to allowances this year.

Notes:

- a. Subject to note (b), the chief officer of police must determine the starting salary of any member of their police force who is appointed on a police constable degree apprenticeship scheme (a 'PCDA constable'), and the starting salary of a PCDA constable must be an amount from £19,164 to pay point 1 on the constables' pay scale.
- b. The chief officer of police must determine the starting salary of any member of their police force who is a PCDA constable as pay point 1 on the constables' scale where that PCDA constable:
  - possesses a Policing Qualification as defined by the chief officer after consultation with the local policing body;
  - 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;
  - 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.
- c. The chief officer of police must take into account, in making their determination under note (a):
  - the views of the local policing body;
  - local recruitment needs; and
  - whether the PCDA constable holds a policing qualification or relevant experience other than those specified in note (b) above.
- d. The PCDA constable will continue to receive their starting salary for the subsequent twelve months of their service from the date of their appointment as a PCDA constable. After twelve months service, and subject to satisfactory completion of Year 1 of their apprenticeship, the PCDA constable's salary is to be calculated in accordance with the prevailing police constable pay scale, the relevant pay point being determined as follows:
  - For PCDA constables being paid an amount equal to pay point 1 on the prevailing constable pay scale during their first twelve months of service, they will be moved to pay point 2.
  - For all other PCDA constables, they will be moved to pay point 1.
- e. Where a PCDA constable's first twelve months of service has not been satisfactory, they will remain on the same salary as applied when they entered service as a PCDA constable.

- f. Entry point for an officer appointed in the rank of constable, unless either of sub-paragraphs (i) or (ii) applies:
- (i) The chief officer of police may, after consultation with the local policing body, assign any officer 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
  - (ii) The chief officer of police shall assign to pay point 1 any officer 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.
- g. The salary paid to an officer at pay point 0 shall be between £21,654 and £24,780 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 (f) above.
- h. On completion of initial training, an officer who entered at pay point 0 will move to pay point 1.
- i. All officers will move to pay point 2 after twelve months at pay point 1 and progression will continue to be at a rate of one pay point per twelve months of service thereafter with the exception of pay point 4 which is subject to note (j) below.
- j. With effect from 1 January 2017, officers at pay point 3 will only progress to pay point 4 if they have at least twelve months' reckonable service at pay point 3 and have successfully completed a Foundation Level Assessment and Recognition of Competence assessment, or re-assessment.
- k. All officers move to this salary point on completion of two years' service as a constable.
- l. Entry point for an officer appointed to the rank, unless the chief officer of police assigns the officer to a higher point.

Incremental progression through the pay scale will be dependent upon an officer's performance having been graded as either 'satisfactory' or above in the relevant PDR. In the absence of a PDR, an officer's performance will be assumed to have been 'satisfactory'.

## APPENDIX F – CHIEF POLICE OFFICER PAY

The salaries for chief police officers in effect from 1 September 2020 are set out below. We have not recommended any change for effect from 1 September 2021.

### Chief Constable and Deputy Chief Constable Salaries

Force Weighting	Force	Chief Constables With effect from 1 September 2020	Deputy Chief Constables With effect from 1 September 2020
10.0	West Midlands Greater Manchester	£204,372	£156,693
8.0	West Yorkshire	£190,752	£152,601
6.5	Thames Valley	£180,534	£148,941
6.0	Merseyside Northumbria	£177,120	£146,130
5.5	Hampshire	£173,712	£143,319
5.0	Kent Lancashire Devon & Cornwall	£170,316	£140,502
4.5	South Yorkshire Essex Avon & Somerset Sussex South Wales	£166,911	£137,703
3.5	Nottinghamshire	£160,098	£132,081
3.0	Hertfordshire West Mercia Cheshire Humberside Staffordshire Leicestershire Derbyshire	£156,693	£129,264
2.5	Surrey Norfolk	£153,282	£126,459
2.0	Cleveland Durham Cambridgeshire North Wales North Yorkshire Gwent Northamptonshire Suffolk Dorset Wiltshire Bedfordshire	£149,913	£123,648
1.5	Gloucestershire Lincolnshire Cumbria Warwickshire Dyfed-Powys	£146,469	£122,628

A PCC may, on appointing a Chief Constable, set the Chief Constable's salary at a rate up to 10% above or below the rate set out in the table above.

## Metropolitan Police Service Salaries

	With effect from 1 September 2020
Commissioner	£292,938
Deputy Commissioner	£241,842
Assistant Commissioner	£204,372
Deputy Assistant Commissioner	£156,693

## City of London Salaries

	With effect from 1 September 2020
Commissioner	£181,221
Assistant Commissioner	£149,475

## Assistant Chief Constable and Commander Pay Scale

Pay point	With effect from 1 September 2020
1	£105,600
2	£112,404
3	£119,220

Incremental progression will follow upon twelve months' reckonable service on each pay point, on the basis of satisfactory performance.

## APPENDIX G – CHIEF POLICE OFFICER RANKS IN ENGLAND AND WALES 2021

England and Wales (outside London)	Metropolitan Police	City of London
	Commissioner	
	Deputy Commissioner	
Chief Constable	Assistant Commissioner	Commissioner
Deputy Chief Constable	Deputy Assistant Commissioner	Assistant Commissioner
Assistant Chief Constable	Commander	Commander

