



Home Office

Home Office Evidence to the Police Remuneration Review Body

2015/16 Pay Round

1. Executive Summary

- 1.1. This government has set out to deliver a radical programme of reforms for policing in the 21st Century. The government has:
- **Established police and crime commissioners (PCCs), elected in 2012**, to bring greater accountability and transparency to the public than the old Police Authorities and powers to shape priorities.
 - **Established the College of Policing** which is building a proper evidence base to drive up standards and improve professionalism including the publication of the first ever Code of Ethics.
 - **Established the National Crime Agency (NCA)** with the powers and mandate it needs to tackle serious and organised crime.
 - **Given more powers and resources for the Independent Police Complaints Commission and reinforced Her Majesty's Inspectorate of Constabulary (HMIC) to make it more independent of government and more independent of the police.** This included legislating in 2011 to give HMIC Inspectors new powers of entry and powers of direct access to information.
 - **Introduced direct entry to open up the senior ranks of the police and bring in people with new perspectives and expertise.** It has also provided seed funding for the Metropolitan Police to set up **Police Now**, the policing equivalent of Teach First, which will attract the brightest graduates into policing. Additionally, the College of Policing is undertaking a fundamental review of police leadership.
 - **Created a new offence of police corruption through the Criminal Justice and Courts Bill;** commissioned a review of the whole police disciplinary system from beginning to end by Major General Clive Chapman; is shortly launching a public consultation on measures to ensure that in future, police disciplinary hearings will be held in public to ensure maximum transparency
 - Announced a **public consultation on police whistleblowing** to ensure that whistleblowers are not subject to unfair disciplinary action, or other mistreatment by their force or colleagues and a **review of the entire police complaints system.**
- 1.2. The main focus of pay and conditions reform since 2011 has been the Winsor Review. The police pay system prior to the Winsor Review was designed over thirty years ago. It was out of step with modern management practices as well as having a heavy emphasis on rewarding time served over contribution or performance.
- 1.3. The reforms implemented by this government are not simply about savings but have focussed on ensuring that police pay and conditions reward the best in policing, while giving chief constables and PCCs the flexibility they need to lead their forces and manage their resources more efficiently. Around 80% of police expenditure is on workforce costs. Therefore, reforming the way that officers and staff are remunerated remains key to delivering transformational change and delivering value for money.
- 1.4. Ministers remain committed to the Winsor Review's principles and objectives, in particular linking pay to skills and contribution (reflecting wider government policy), and modernising management practices. We are now looking at what scope there is for

making further improvements over the next few years through changes to pay and conditions; in particular, where they could provide further incentives and levers for improving leadership and professionalism and opening up police career pathways.

- 1.5. The government established a pay review body to be able to take as wide a view of police remuneration as possible, to act in a strategic, forward looking manner and not be constrained by the adversarial nature, inefficiencies and time delays of the previous system. This wide ranging remit will enable the Police Remuneration Review Body (PRRB) to take a holistic view of police reward. This fits with the government's desire for the PRRB to go as far as possible in determining police reward, beyond simply 'pay', to include most aspects of police remuneration.
- 1.6. As set out in the Home Secretary's remit letter, we think it appropriate, in the first year, for you to focus on immediate issues in relation to police remuneration, including:
 - What adjustments should be made to pay and allowances for police officers up to and including the rank of chief superintendent, having regard to the Government's policy that public sector pay awards in 2015/16 average up to 1%;
 - whether the additional amount paid to the inspecting ranks in the London forces ("the London lead") should be retained;
 - observations on the level and scope of existing arrangements for differentiation of police officer pay and allowances at the regional and local level, with a view to making substantive recommendations in subsequent years, with a focus on local labour markets.
- 1.7. In this context, and taking into account the evidence presented in this document, the PRRB are asked to consider the following proposals for 2015/16:
 - **a consolidated increase of 1% on all pay points for federated and superintending ranks only, except where officers are subject to formal poor performance measures;**
 - **extension of the current arrangements for regional allowances to give greater local flexibility in future, on the condition that there should be no (new or continued) set allowances and that there should be standard criteria and a cap on payments to keep them within affordable limits;**
 - **phasing out the London lead for inspecting ranks unless there is objective evidence why it should be continued; and**
 - **holding London Weighting at the current rate until PRRB's consideration of regional pay and allowances is complete.**
- 1.8. The context and rationale for these proposals is set out later in the document.

2. Introduction

- 2.1. The PRRB has been established to make independent recommendations to the government on the pay and allowances of police officers (of federated and superintending ranks) in England and Wales (and Northern Ireland –to be addressed in a separate evidence submission from the Northern Ireland Executive). Prior to the establishment of the PRRB, pay and allowances for these officers were agreed by the Police Negotiating Board (PNB), which at that time considered matters relating to pay, pensions, allowances, hours, uniforms and equipment for officers across the UK. It included representatives of police officers and those responsible for maintaining forces, including police authorities previously (subsequently replaced by police and crime commissioners) and chief officers. The PNB's chief function was to seek to make agreed recommendations to the Home Secretary. Where it could not agree, there was an independent system of arbitration, which could make a recommendation in the PNB's place.
- 2.2. The establishment of the PRRB marks a significant and positive step-change in the approach to setting police pay and allowances. That process began with the Independent Review of Police Officer and Staff Remuneration and Conditions¹. The findings from this Review, which was conducted by Tom Winsor in response to a commission from the Home Secretary, were published in two parts starting in March 2011. Part 1 of the review published in 2011, concentrated on short-term changes and financial savings. The Final Report (Part 2), published in 2012, concentrated on longer term reforms and management tools. The reports (referred to here as the Winsor Review) made a range of recommendations, many of which have been implemented, to modernise pay and conditions, help chief constables to manage their resources, and improve service to the public.
- 2.3. The Winsor Review found the PNB system for negotiating pay and allowances to be cumbersome, inefficient and adversarial. Since 2006 the PNB had failed to agree in a timely manner on most of the contentious issues, despite taking up about 1500 man hours a year. Originally intended to be a last resort, arbitration became a regular fixture of police pay settlements. This process was time consuming, costly and did not best serve either police officers or the public. There was a fundamental lack of strategic foresight or planning in the system. Tom Winsor therefore recommended that the PNB should be replaced with an alternative system, drawing on the experience in other sectors of pay review bodies, a recommendation which led to the establishment of the PRRB.
- 2.4. In her 3 November 2014 remit letter² to the Chair of the PRRB, the Home Secretary highlighted that now for the first time, the consideration of police pay and conditions will be based on your objective, independent and comprehensive assessment of the available evidence. She also made clear her intention for the Review Body to assist the government in delivering pay and conditions that were fair to both police officers and the public they serve.

¹ [The Independent Review of Police Officer and Staff Remuneration and Conditions](https://www.gov.uk/police-pay-winsor-review); 2011;
<https://www.gov.uk/police-pay-winsor-review>

² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/370440/Police_Home_Secretary_remit_letter_03.11.2014.pdf

- 2.5. The Senior Salaries Review Body (SSRB) are conducting a review of PCC and chief officer salaries as part of their annual review of all senior salaries and consideration of these issues in that body will form part of the context for the PRRB consideration.

3. Policing in England and Wales

- 3.1. There are 43 territorial or 'Home Office' police forces in England and Wales, that largely follow the same geographical boundaries of the administrative counties used for the purposes of local government from 1974 to 1989 (i.e. the 'old county councils'), with some notable exceptions.
- 3.2. It is important to take account of the fact that the operating environment of different forces can vary significantly by area. HMIC provide comprehensive information about each force on their website through its Value for Money (VfM) profiles³, PEEL assessments⁴ and other inspection publications⁵.
- 3.3. Police officers are not employees. Instead, they hold the independent office of constable and their pay and conditions are set out in legislation and not in an employment contract. Arrangements for remuneration and conditions of service should reflect the role and status of police officers, and the particular demands of policing, which can be difficult and dangerous. It is vital that the service is able to discharge its duty to protect the public and keep the peace, including at times of serious national and local disorder, without either the opportunity to refuse any lawful order or the threat of collectively withdrawing their labour. These requirements mean that officers have restrictions on their personal life and on their employment status. For example, they are not able to engage in any political activity or take strike action. Police earnings are still appreciably higher than those of the security service and armed forces that also have strike restrictions. In considering police officer pay and conditions, we seek to achieve a fair balance between the need to deliver a responsive and cost-effective service to the public and the need to appreciate properly and fairly the particular demands of policing.
- 3.4. With regard to senior leadership, each force has a chief constable (or a Commissioner in the case of the Metropolitan and the City of London forces) who has overall responsibility for the operational and employment decisions of that force. The chief constable is accountable to the elected PCC but the PCC cannot give operational orders (for example cannot tell them to arrest someone or to drop an investigation). In London the Mayor is effectively the PCC for the Metropolitan police, and the City of London have some special arrangements to acknowledge their historic status, where the Commissioner is accountable to the City of London Corporation⁶.

³ <http://www.justiceinspectorates.gov.uk/hmic/publication/value-for-money-profiles-2014/>

⁴ <http://www.justiceinspectorates.gov.uk/hmic/our-work/peel-assessments/>

⁵ <http://www.justiceinspectorates.gov.uk/hmic/publications/>

⁶ The City of London Corporation is run through the Court of Common Council – its main decision making body – which is presided over by the Lord Mayor. The Court of Common Council is defined as the "police authority" for the City of London Police area in accordance with the provisions of the City of London Police Act 1839 and the Police Act 1996. Thus, the City Corporation provides policing governance for the City of London Police and is therefore accepted to be the "local policing body".

Table 1: UK Police Federated and Superintending Ranks

Police Constable	Sergeant	Inspector	Chief Inspector	Superintendent	Chief Superintendent
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Table 2: Chief officer ranks

Metropolitan Police Service	City of London Police	All other Home Office police forces
Commissioner	-	-
Deputy Commissioner	-	-
Assistant Commissioner	Commissioner	Chief Constable (CC)
Deputy Assistant Commissioner	Assistant Commissioner	Deputy Chief Constable (DCC)
Commander	Commander	Assistant Chief Constable (ACC)

Employee Relations

- 3.5. The Police Act 1996 (sections 64 and 91) prohibits police officers from belonging to any trade union or from participating in strikes or other forms of industrial action. In light of this, officers up to and including chief inspectors (currently 126,584 officers - 99% of all police officers⁷) are represented by the Police Federation of England and Wales, a police staff association established by the Police Act 1919. The next set of ranks – Superintendent and Chief Superintendent (currently 1121 officers) – are represented by the Police Superintendents' Association of England and Wales (PSAEW) which is not a statutory body. The most senior ranks, which are to be considered under the remit of the SSRB (Assistant Chief Constable, Deputy Chief Constable, Chief Constable and in the Met Commander, Deputy Assistant Commissioner, Assistant Commissioner, Deputy Commissioner and Commissioner –204 officers) are represented by the Chief Police Officers' Staff Association (CPOSA). Collectively these organisations formed the “Staff Side” of the PNB.
- 3.6. The Association of Chief Police Officers (ACPO) has until now represented the ‘employer’ responsibilities of Chief Officers, and the Association of Police and Crime Commissioners (APCC) represents PCCs. Together with the Home Office they formed the “Official Side” of the PNB.
- 3.7. The Home Office works regularly and constructively with all of these bodies to provide governance to policing, in addition to HMIC, the Independent Police Complaints Commission (IPCC) and the College of Policing.
- 3.8. As a result of recommendations in General Sir Nick Parker’s 2013 review of ACPO, PCCs and chief constables are now working towards closing ACPO and establishing a new coordinating body, the National Police Chiefs Council (NPCC) by April 2015.

Police Reform

- 3.9. In 2010, it was the case that police pay and conditions had not been reviewed for 30 years (not since the Committee of Inquiry on the police chaired by Lord Edmund-Davies in 1978). Many of the allowances and payments were outdated and inflexible, including the police negotiating machinery. The government acknowledged the need to reform and, in its programme for government, it committed to ‘have a full review of the terms and conditions for police officer employment’.⁸
- 3.10. The Winsor Review was accordingly commissioned as an independent review of police officer and staff remuneration and conditions. This was a credible, thorough and well-balanced review, which engaged fully with all parties, including the Staff Side, and rank and file officers. It contained a range of recommendations to improve the service for the public, maximise value for money and reward the best, the majority of which have already been implemented. This did not mean that the PNB Official Side necessarily

⁷ Police workforce England and Wales, 31 March 2014 – Home Office statistics. See Annex B for the latest release with headline figures – this and accompanying guidance and data tables are available at the following link: <https://www.gov.uk/government/statistics/police-workforce-england-and-wales-31-march-2014>

⁸ The Coalition: our programme for government, 20 May 2010, page 13. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/78977/coalition_programme_for_government.pdf

accepted all of the review's conclusions precisely as set out in the report. However, it did mean that this group accepted the Final Report to be well researched and well reasoned and accepted its broad conclusions on the best ways of achieving reform. For example, although the particular pay scale recommended by Winsor for new constables was revised, his key design principles were retained, such as reducing the number of points on the scale, maintaining the current maximum, differentiating in starting salary on the basis of qualifications and relevant experience, and ensuring that it could incorporate the specialist skills threshold in the future.

- 3.11. On 27 March 2012, the Home Secretary gave a Written Ministerial Statement to Parliament in which she stated that the government remained committed to further reform and to the principles set out in the Winsor Part 1 report. These are:⁹
- o Fairness is an essential part of any new system of pay and conditions
 - o the Office of Constable is the bedrock of British policing
 - o the demands of policing should be given full and proper weight
 - o people should be paid for what they do, the skills they have and are applying in their work, and the weights of the jobs they do
 - o people should be paid for how well they work
 - o a single police service - distinctions in pay and other conditions of service between police officers and staff should be objectively justified
 - o arrangements should be simple to implement and administer
 - o phased introduction of reform.
- 3.12. This package of reforms has sought to move police remuneration away from a system where pay progression is largely governed by time served and towards a system where those who seek to develop their skills the most and work in the most challenging roles are more fairly rewarded for their efforts. It was also intended that the freedom and flexibility that chief officers have to manage their forces should be increased, enabling them to meet the demands of increased local accountability more effectively. The needs of Devon and Cornwall are very different from Greater Manchester, Thames Valley very different from Cumbria. Chief Officers need the ability to manage their workforce strategically through modern and flexible employment practices to meet these new expectations, especially at a time when budgets have been reducing.
- 3.13. The work to implement reform of police pay and conditions also took account of the wider contexts of both public sector remuneration and police reform, including:
- o On public sector remuneration: pension reform; the government's policies for a two-year pay freeze and subsequent pay restraint; the strong recruitment and retention situation for police officers; and a detailed analysis of pay and conditions in other parts of the public sector; and
 - o in respect of police reform: work to build on professionalism in the police service (including the establishment of the College of Policing); changes to the

⁹ Written statement to Parliament: Review of remuneration and conditions of service for police officers and staff, 27 March 2012. <https://www.gov.uk/government/speeches/review-of-remuneration-and-conditions-of-service-for-police-officers-and-staff>

governance and accountability of police forces to make the police more locally accountable; and to reduce time-wasting bureaucracy and to make policing more effective while saving taxpayers' money.

Key reforms: police pay and conditions

- 3.14. We have completed the following changes to police officer pay and conditions, following national negotiations at the Police Negotiating Board and discussion at the Police Advisory Board of England and Wales:
- Pay levels and incremental progression frozen for two years (ended 31 March 2014).
 - new pay structure for new entrants, including lower starting salary with some flexibility at force level.
 - enhanced entry standards for new entrants.
 - voluntary exit mechanism available to police forces.
 - certain allowances and bonus payments abolished or phased out; changes to overtime payments.
 - new and revised allowances linked to contribution (unsocial hours, being on-call, being required to stay away from home overnight).
 - annual fitness testing implemented from September 2013.
 - direct entry into senior ranks.
 - the PRRB replaced the old police pay negotiating machinery in September 2014.
- 3.15. Some changes have differed from the original recommendation, where Ministers have approved that. Some have also been superseded by other work in line with broader policy development and the major changes to the policing landscape that have taken place since Winsor was written. For instance, Winsor's recommendations on the creation and work of a police professional body have since been used to define the remit of the College of Policing. Although some recommendations have been amended, the rationale for the change is clear and all are underpinned by the guiding principles set out in the Winsor Review.
- 3.16. This government remains committed to the principles set out in the Winsor Review and to its long-standing objective: to reform and modernise police officer remuneration and conditions so that they are fit for policing in the twenty-first century.
- 3.17. The end goal is a system which appropriately rewards officers for the jobs they do and the skills they have, and which provides PCCs and chief officers with the flexibility to ensure that they can deliver on their objectives of delivering an efficient and effective police force, preventing and solving crime and protecting the public.
- 3.18. Some elements of the Winsor recommendations are still subject to development. These elements are chiefly in relation to:
- Further strengthening linkage of pay to skills, performance and contribution (see paragraphs 7.18 - 7.20 for more detail)

- work to improve management of officers on restricted duty including better linkage of pay to contribution and final options for a new capability exit route for officers (see paragraphs 7.21- 7.22 for more detail)
- misconduct and discipline recommendations to be considered following completion of the ongoing review of the police disciplinary system
- various recommendations referred to the College of Policing.

College of Policing

- 3.19. One of the most significant developments for police workforce arrangements, since 2010 has been the ongoing work to develop professionalism within the police, in particular through the establishment of the College of Policing.
- 3.20. The College was established as a limited company by guarantee on 1 December 2012. While it is currently owned by the Home Secretary, the Anti-social behaviour, Crime and Policing Act 2014 has afforded the College greater independence through statutory powers to prepare police Regulations, to issue Codes of Practice and to issue guidance relating to police staff and any contractors working for the Police.
- 3.21. The College of Policing aims to become a world-class professional body that works in the public interest by achieving the highest possible standards in policing. The College will equip members with the skills and knowledge to prevent crime, protect the public and secure public trust.
- 3.22. The College will: set standards of professional practice; identify, develop and promote good practice based on evidence; support the professional development of those working in policing; help police forces and other organisations to work together to protect the public and prevent crime; and identify, develop and promote ethics, values and standards of integrity.
- 3.23. The College is currently funded by a combination of grant-in-aid funding from the Home Office and income generated from the provision of training products and services. The College seeks to raise more than half its income from sources other than government grant-in-aid to support their goal of greater financial independence and a subsequent move to independent, chartered status.
- 3.24. The College has been responsible for designing models to support pay structures which will incentivise professional development and reward skills, such as the establishment of skills thresholds and the development of an appraisal system to support the linkage of performance to pay progression. Work on these is well underway, with pay progression for sergeants and inspecting ranks due to be linked to the achievement of a satisfactory Performance Development Review (PDR) rating in Spring 2015. The first phase of work on threshold testing is due to be completed in September 2016.

The work of police and crime commissioners(PCCs)

- 3.25. PCCs are responsible for: setting the strategic direction and objectives for their force; holding the chief constable to account; and overseeing effective and efficient spend of millions of pounds of public money. The next national PCC elections will take place in May 2016.
- 3.26. It is entirely a matter for PCCs to make decisions around appointing, suspending and removing chief constables.
- 3.27. Before the election of PCCs in May 2012, all police staff were employed by police authorities, with the chief constable having direction and control over staff employed to support the police force rather than the police authority itself. When police authorities were disbanded with the introduction of PCCs, all staff became employees of the relevant PCC, although the chief constable retained direction and control over those staff employed to support the force. This was 'Stage 1' – a transitional phase designed to allow for considered decision making as to the long term split in staff and functions between PCCs and chief constables now being carried out under 'Stage 2'.
- 3.28. Under 'Stage 2', arrangements were put in place to transfer the employment of these staff to the chief constable, based on each PCC's view on how they wished to run their office. All 'Stage 2' plans were approved and transfers completed by 30th April 2014. The large majority of PCCs have pursued a maximum transfer option where the majority of staff were transferred to the chief constable and the Office of the PCC retained a relatively small number of support staff to hold chiefs to account. There are variances within this model, with some forces keeping a larger cut of staff than others, and some keeping functions which others have not.
- 3.29. The effect of completing 'Stage 2' was to establish and staff two separate bodies (or corporations sole) – the office of PCC and the office of chief constable. The expectation was that there would be a clear divide between the two bodies with each having clear roles and responsibilities.

The Police Advisory Board for England and Wales

- 3.30. The Police Advisory Board for England and Wales (PABEW): (i) advises the Home Secretary on general questions affecting the police in England and Wales; and (ii) considers draft regulations which the Secretary of State proposes to make under section 50 or section 52 of the Police Act 1996 with respect to matters other than hours of duty, leave, pay and allowances, police clothing and equipment, and makes such representations as it thinks fit. It also works with police managers and staff to respond to more general questions from the Home Secretary about changes to and reform of the police.

4. Police funding and pay bill

- 4.1. Police funding comes from two main sources: central Government grant and precept. Precept accounts for a quarter of total funding to the police, but the proportion varies locally (from 14% in Northumbria to 52% in Surrey). Police forces also receive a relatively

small amount of additional income, which varies considerably between force areas from charging for special police services such as policing football matches, as well as interest on investments and reserves.

- 4.2. In 2010 the government published the Spending Review (SR) that set spending budgets for each government department up to 2014-15 and the government's plan for reducing Britain's budget deficit. Government Departments have also been subject to a number of additional top-slices through Budget and Autumn Statement announcements since SR 2010. The Home Office's 2014-15 resource delegation (excluding depreciation) is £10,839m with Police funding representing around 80% of this (£8,748m). Compared to 2010, the Home Office will have delivered savings of around £2bn in 2014-15.¹⁰ Further savings announced through the 2013 Spending Round and Autumn Statement require the Home Office to deliver an additional 6.6% real-terms reduction (£551m of Resource savings) in 2015-16. By 2015-16 the Home Office will have also reduced its administration budget by 50% in real-terms compared with 2010-11.
- 4.3. In light of these, and as is the case for much of the public sector, spending plans require the police to operate with reduced budgets for the foreseeable future (in 2010-11 the police received £9.7bn in central government funding- the equivalent figure in 2014-15 is £8.5bn). Further to this, in June 2013 the Home Secretary announced that the police would face a 4.9% real terms reduction in funding in 2015-16¹¹. Winsor highlighted that with around 80% of the police budget in England and Wales attributed to pay it will be even more essential for senior management within policing to be able to configure and deploy the workforce in the most efficient, economic and effective means possible¹².
- 4.4. Nearly 60% of total expenditure is on police officer pay, of which 96% is spent on salary and 4% on overtime. Employer pension contributions represent 24.2% of salary costs. The overall police officer pay bill is around £6.7 billion (around £8bn including police staff). The pay bill constitutes a non-ring fenced proportion of the overall police grant to each force. This means that forces already have more freedom than other sectors about how they spend it because PCCs are not under direct ministerial control. Therefore, the affordability of the pay bill will vary by force and over time, depending on other factors and spending decisions.
- 4.5. The effect of National Insurance (NI) contributions on salary costs will change following the end of contracting out. We are still appraising the effect that these changes will have on the police pay bill. At present, NI costs represent 8% of the total pay bill.
- 4.6. The announced restrictions on public sector pay awards also provide context to the pay proposals outlined within this document. In the 2011 Autumn Statement, the Chancellor of the Exchequer announced that public sector pay awards would average at one per cent for the two years following the pay freeze (including 2014-15). Subsequently, the 2013 budget statement announced that public sector pay awards in 2015-16 would also

¹⁰ £2bn of savings based on difference between 2010-11 SR baseline adjusted for CLG police grant that was subsequently transferred to the Home Office in 2013-14, and the Home Office's 2014-15 Resource DEL budget including NCA.

¹¹ Since the 2013 Spending Round the Home Office's budget has been reduced further through a top-slice at the 2013 Autumn Statement. The police settlement figure is therefore subject to confirmation as Ministers need to consider all Home Office budgets in the round before taking a final decision.

¹² Independent Review of Police Officer and Staff Remuneration and Conditions (Winsor Review), 2011: Part 1 Report. Page 181.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/229006/8024.pdf

be limited to an average of up to one per cent. The Home Office proposals outlined in this document comply with the wider conditions on public sector pay and if implemented, will be affordable for Government and for police forces within this up to 1% limit.

5. Police workforce

- 5.1. The size and make up of the police workforce is a matter for each chief constable to decide locally in conjunction with their democratically-elected PCC.
- 5.2. Section 77 of the Police Reform and Social Responsibility Act 2011 requires the Home Secretary to articulate the national threats that the police must address and the policing capabilities required to counter those threats. Chief Constables are required to have regard to the Strategic Policing Requirement (SPR)¹³ in exercising their role. PCCs are required to hold chiefs to account for the delivery of the SPR and have regard to the SPR when producing their police and crime plans. The SPR does not cover areas where chief constables and police and crime commissioners are able to make effective local risk assessments.
- 5.3. The Home Office collects workforce data from forces as part of the Annual Data Return which is quality assured by Home Office statisticians with forces, and released in July each year in the publication "Police workforce in England and Wales"¹⁴.
- 5.4. The Home Office published the latest National Statistics on the police workforce in England and Wales on 17 July 2014. The release contained statistics on the police workforce in the 43 police forces in England and Wales for the financial year ending 31 March 2014¹⁵ which show:
 - There were 127,909 police officers in the 43 police forces on 31 March 2014, a decrease of 1,674 or 1.3% compared with a year earlier, the fifth consecutive annual fall, and the lowest number since March 2002. Police officers accounted for 61.1% of police workers¹⁶, an increase of 0.4 percentage points compared with the previous year
 - the Metropolitan Police had the most officers, accounting for 24.2% of all officers across the 43 forces on 31 March 2014. The 8 metropolitan forces (City of London, Greater Manchester, Merseyside, Metropolitan Police, Northumbria, South Yorkshire, West Midlands and West Yorkshire) comprised 47.8% of all officers.

6. Recruitment and retention

- 6.1. Recruitment to each police force in England and Wales is the responsibility of the chief constable. It is for the chief to ensure that the workforce is able to meet the operational

¹³ Strategic Policing Requirement, July 2012. <https://www.gov.uk/government/publications/strategic-policing-requirement>

¹⁴ Police workforce in England and Wales statistics.

<https://www.gov.uk/government/collections/police-workforce-england-and-wales>

¹⁵ Police workforce England and Wales, 31 March 2014 – Home Office statistics

<https://www.gov.uk/government/statistics/police-workforce-england-and-wales-31-march-2014>

¹⁶ The term 'police workers' refers to police officers, police staff, police community support officers (PCSOs), designated officers, traffic wardens and special constables.

challenges and community needs of the force area. It is also up to individual forces to determine the level of skills/qualifications they require from their recruits and whether this should attract a higher starting salary (within the framework set by the Home Office in the Police Regulations 2003¹⁷ in relation to the sorts of qualifications involved and levels of pay).

- 6.2. Home Office data on joiners and leavers can be broken down by gender and ethnicity to enable tracking of key trends in recruitment and retention among the protected characteristics for which data is collected (NB this diversity data is not released as part of the annual publication).
- 6.3. In the 12 months to 31 March 2014, 5,589 police officers joined the 43 police forces, accounting for 4.4% of officers, a rise of 2.6 percentage points compared with the previous year. Transfers between these forces comprised 15% of joiners. Of the joining officers, 32.4% were female, 8.6% were Minority Ethnic, and 98.8% of all joiners were constables¹⁸.
- 6.4. We do not routinely collect data on the number of applications received although we know that recruitment has taken place in around 75% of forces in England and Wales since 2012. Where information is available on force websites and in local media, it shows an average of 17 applicants for each constable post (compared to around 14 applications per vacancy in the NHS; 48 per vacancy for the Civil Service Fast Stream; and a range of around 46-85 per vacancy in the graduate jobs market).
- 6.5. Although the ratio of applications to posts is lower than in some other sectors, supply continues to outstrip demand in every case and each recruitment round generates significant local interest, regardless of higher entry standards introduced by the Winsor reforms and any adopted variations in starting salary. For example, earlier this year Wiltshire Police received over 100,000 hits on its website within minutes of advertising for trainee constable positions. Avon and Somerset advertised 35 police officer positions last year and received approximately 4,000 applications.
- 6.6. However, as the Winsor Review highlighted, very high numbers of applicants are not necessarily desirable or manageable. The tighter entry requirements were in part intended to provide a more effective filter for the high volumes of candidates applying to forces. There still appears to be considerable local variation in application rates which may be a result of the differing application of use of tools to filter out unsuitable applicants.
- 6.7. The police are working with the College of Policing, National Police Coordination Centre (NPoCC) and wider partners to improve national oversight of key capabilities which may require specialist skills now and in future, particularly those needed to tackle the national threats identified in the SPR such as terrorism, serious and organised crime, cyber, public order, and civil emergencies. The Chief Constables' Council have agreed to undertake an exercise that will baseline national assets, standardise risk assessments and agree planning assumptions to develop collective understanding of the gaps in national capabilities and improve the way resources are shared to tackle cross-boundary

¹⁷ Home Office Circular 007/2013: Implementing a new constables pay scale, 1 August 2013

<https://www.gov.uk/government/publications/circular-0072013-implementing-a-new-constables-pay-scale>

¹⁸ When the data was collected, the only entry point was the rank of constable – the remainder is accounted for by transfers or officers who had left and since re-joined.

threats. Chief Constable Peter Vaughan, as SPR national lead, is coordinating the work to improve the management of national capabilities and NPoCC are supporting the delivery.

Entry standards

- 6.8. The College of Policing is responsible for standards in the police. As part of recently published advice to forces on ways to improve diversity in the officer workforce, it will urge forces to undertake strategic workforce analysis and planning to ensure that they have a good understanding of their workforce requirements, and the competencies, experience and background of new recruits needed to ensure they can police their area effectively. This could also include targeted attraction strategies and development of talent pools.
- 6.9. The College of Policing runs the national Police SEARCH® Recruit Assessment Centre. All candidates must pass the assessment centre to be eligible for appointment as a police constable. The College holds data on the number of candidates that forces put forward for assessment and the success rates for those that pass the assessment centre, their personal characteristics and educational background. This gives a snapshot view of those candidates who have got through any force initial candidate sifting and through to final stages of force selection.
- 6.10. The minimum entry requirements for the police have changed, following the implementation of the Winsor Review. Applicants are now required to have a Level 3 qualification, or prior experience as a Police Community Support Officer (PCSO)/Special Constable, or a policing-specific qualification. These regulatory changes came into effect in November 2013.
- 6.11. The Certificate in Knowledge of Policing (CKP) is an externally accredited qualification which was introduced in April 2012 to provide a pathway for pre join training, prior to recruitment as a police officer. It is designed to improve standards of those entering the police and gives candidates the opportunity to demonstrate their commitment and ability to progress through their training. The College of Policing is monitoring take up of the new qualification, including the demographic data of candidates. It is too early to give an informed assessment of its effect as the certificate is in its infancy. Those wishing to undertake this qualification can access funding if they are 18 and under, 23 and under if this is their first Level 3 qualification, anyone who is unemployed and all ex-military personnel. Other people can access a student loan to cover the cost of the fees which is not repayable until they are earning £21,000.

Promotions

- 6.12. The Home Secretary agreed in November 2014 to accept a recommendation by the College of Policing to adopt the National Police Promotions Framework (NPPF), replacing the existing Objective Structured Performance Related Examination (OSPRES) process. This follows a lengthy pilot process. Currently officers sit two exams, called OSPRES® I and OSPRES® II, before becoming eligible for promotion. Under NPPF officers will sit the OSPRES® I exam on law, while OSPRES® II will be replaced by a selection

process to assess how candidates perform at the next rank. If successful, they will be selected for temporary promotion and undergo a 12-month work-based assessment programme before any final promotion. The police will benefit by having officers who are trained to the same national standard, while officers will benefit from having a national qualification which is recognised outside the service. Work is getting underway to amend the Police (Promotion) Regulations 1996 to remove OSPRE® Part II from the promotion process. The programme was successfully trialled in seven police forces and will now be rolled out nationally in early 2015 in time for officers undertaking the spring 2015 promotion round.

Leavers

- 6.13. In the 12 months to 31 March 2014, 6,904 police officers left the 43 police forces, representing a wastage rate (number of police officers leaving as a proportion of officers in post) of 5.4%, 0.1 percentage point more than the previous year. Transfers between these forces accounted for 11.7% of leavers. Of the leaving officers, 19.7% were female and 4.5% were Minority Ethnic. Voluntary resignations in the police have been increasing as a proportion of the workforce¹⁹, but remain far lower than other parts of the public and private sector.
- 6.14. The wastage rate is broadly comparable to turnover rates for other sectors although it will never be a wholly reliable comparison because different organisations include different types of leaver and timeframes vary. However, as a very broad indicator, other sectors appear to demonstrate higher headline wastage rates over the last year:

Open source data from the web: comparison with other sectors

Organisation	Period covered	Total wastage rate
Police	Year to 31 March 2013	3.97%
NHS	Year to 31 May 2013	8.5%
National Offender Management Service	Year to 31 March 2013	7.5% (Increased from 5.9% the previous year due to take-up of voluntary redundancy scheme)
Civil service	Year to 31 March 2013	7%
Labour market overall - XpertHR	2013 calendar year	20.6%
Labour market overall – CIPD	Survey conducted March and April 2013	11.9%*

¹⁹ Police workforce England and Wales, 31 March 2014 – Home Office statistics
<https://www.gov.uk/government/publications/police-workforce-england-and-wales-31-march-2014/police-workforce-england-and-wales-31-march-2014>

- 6.15. There is no 'optimum' wastage rate, but a degree of turnover is essential to avoid stagnation. Turnover can become an issue where organisations lose experience and knowledge. However, HMIC has found that forces are planning to protect the frontline, with an anticipated six percentage point increase in the proportion of police officers carrying out frontline activity by 2015. Force projections show planned reductions of 6% of frontline posts against 42% of non frontline posts by 2015²⁰.
- 6.16. The rate of retirements remain stable and most officers continue to retire shortly after completing 30 years' service²¹.

Compulsory severance

- 6.17. This measure, recommended in the Winsor Review, was intended to allow forces more flexibility in managing their budgets and workforce by giving them the option to reduce officer numbers swiftly if they chose to do so. The Home Secretary announced in February her decision not to implement measures to introduce compulsory severance at this time. We may review this if it becomes clear in the future that police forces need this measure - there is no reason in principle why compulsory severance should not be introduced. Any such change would need to be effected through primary legislation.

Voluntary severance

- 6.18. Winsor recommended the introduction of new arrangements, akin to voluntary redundancy, based largely on the civil service compensation scheme. Following agreement in negotiations, these arrangements were introduced in January 2013. The terms of exit need to be agreed by both the individual officer and the force with compensation based on length of service and final salary. Compensation is subject to a maximum of 21 months' pay (one year of service=one month's pay) and a high pay threshold of approximately £151k. An individual would be required to make a pro rata repayment of compensation if s/he is subsequently re-engaged in a paid role within the police within six months. Voluntary exit cannot be used in lieu of other processes, such as misconduct or unsatisfactory performance.
- 6.19. The funding of any scheme should be met from the financial provisions that forces have already made in their budgets for the reduction of their workforce. Over the long term, the scheme is cost neutral. There is no offer of pension enhancements to officers; and any early access to pension is actuarially reduced.
- 6.20. We are aware of one police force, Staffordshire, that has used the arrangements so far, with around 20 officers (approximately 1% of their total officer numbers) exiting the force under the scheme in 2013.

²⁰ HMIC: 'Policing in austerity: one year on', July 2012; page 5.

<http://www.justiceinspectorates.gov.uk/hmic/media/policing-in-austerity-one-year-on.pdf>

²¹ This trend is evidenced in HMIC's Value for Money (VfM) profiles, found here:

<https://www.justiceinspectorates.gov.uk/hmic/our-work/value-for-money-inspections/value-for-money-profiles/>

Regulation A19

6.21. Regulation A19 is a provision in the police pension regulations that gives a power to chief constables to compel an officer with full pensionable service to retire. Chief officers, working with police and crime commissioners, are best placed to decide whether use of Regulation A19 is appropriate for their force. They do not need to seek Home Office approval to use the power. It should be noted that A19 will gradually start to become obsolete from 2015 due to pension reforms.

Diversity

- 6.22. Police forces that reflect the communities they serve are crucial to cutting crime in a modern diverse society. This government's reforms will allow for faster progress on equality and diversity and PCCs and the College of Policing will play a key role in ensuring improvements in forces.
- 6.23. The officer workforce is more representative in terms of gender and ethnicity than it has ever been [*Source: Police Workforce England and Wales, 31 March 2014*]:
- At 31 March 2014, there were 6,715 BME officers representing 5.2% of total police officer strength compared with 4.6% in 2010
 - although BME officers remain under-represented at senior ranks, there were 3.8% of officers at the rank of Chief Inspector or above compared to 3.2% in 2010. There were 5 BME officers at chief officer rank compared to 9 in 2010. There were no BME officers at Chief Constable rank
 - BME officers accounted for 8.6% of all officers joining the police, and 4.5% of leavers
 - at 31 March 2014, there were 35,653 female officers, representing 27.9% of total police strength compared with 25.7% in 2010
 - as a proportion of officers joining the police, female officers accounted for 32.4% compared to 30.5% in 2010
 - the proportion of women in the more senior ranks of Chief Inspector and above was 19.5% in 2013/14, up from 14.3% in 2010. There were 39 female chief officers (ACC, DCC and CC), representing 19.1% of total chief officers, which is an increase from 15% in 2010.
- 6.24. Whilst the police workforce is more representative in terms of gender and ethnicity than it has ever been, there is still much more to be done. The Equality Act 2010 includes positive action provisions to enable employers to address identified under-representation of protected groups in the workplace
- 6.25. The Home Office are working with policing partners and communities to ensure that diversity remains an important priority. For example, earlier this year, the Home Secretary chaired a roundtable meeting on diversity in policing bringing together PCCs, the College, forces and community representatives, which asked the College to develop an action plan to ensure further improvements.
- 6.26. The Home Office continues to work with forces and the College of Policing and the Government Equalities Office to identify ways of tackling under-representation under

existing equalities legislation. These include the use of the tie breaker provisions at section 159 of the Act to allow selection of BME candidates where they are as qualified as white candidates, and giving weighting in the application process to reward candidates with knowledge of communities and/or community language skills. The College is developing a major programme of work, 'BME Progression 2018' to explore options for forces. This includes the development of an evidence base of successful approaches to the recruitment, retention and progression of BME officers. The College has also, rightly, included equality and diversity among the standards of professional behaviour in the new police Code of Ethics.

- 6.27. The government supports efforts to ensure that the police workforce can understand and relate to communities in a modern, diverse and dynamic society. For example, the Metropolitan Police graduate scheme seed-funded by the Home Office, Police Now, (the policing equivalent of Teach First) has received over 1200 applications, of which just under half are from women, and just over 18% are from people from a Black or Minority Ethnic background. This is in contrast to current police statistics which show that 28% of police officers are women, and only 5% come from a Black or Minority Ethnic background.

Wellbeing

- 6.28. Chief Constables, working with directly elected police and crime commissioners, are responsible for managing the police workforce effectively and ensuring the welfare of all officers and staff. The proportion of officers absent on short/medium term and long term sick leave are published by HMIC in their Value for Money profiles. This data indicates that long term sickness has fallen significantly since 2011(2010 figures do not appear to be comparable) which could indicate better management of sickness and more appropriate levels of ill health retirements. Newly validated (unpublished) Home Office figures indicate that the proportion of available police hours lost to sickness has remained broadly stable since 2012/13²².
- 6.29. The College of Policing has a role in monitoring and improving police wellbeing and will continue to identify issues relating to the occupational health and safety of professionals working in forces, including in high risk roles, and will work with the national policing lead for workforce development to address them. The College is also developing a National People Plan which will have the health and wellbeing of officers and staff at its core.
- 6.30. The government takes police wellbeing seriously. As part of the government's Public Health Responsibility Deal, Dame Carol Black, the Department of Health's expert adviser on work and health, has had early conversations with senior police officers about the development of a sector-specific pledge for the police as employers which would seek to improve the health, including the mental health, of their workforce.

Leadership and career pathways

- 6.31. The government wants to open up policing to the brightest and best to create a more modern police force, more in touch with the people it serves, more transparent in its

²² 3.82% in 2013/14; 3.95% in 2012/13

work, more flexible in its approach, and more suited to the demands of the 21st Century. A workforce model where most police officers are tied into a career of 30 to 35 years does not give forces the flexibility, officers the incentive or the public the service they need.

- 6.32. Police forces should welcome people with a range of talents, at various points in their careers, not all of whom will see policing as a long term career and some of whom might leave the police for a period to gain outside experience before returning. On 22 July 2014, the Home Secretary announced that the College of Policing was carrying out a fundamental review of police leadership. She set out three elements to this review: how we can go further and faster with direct entry; how we can encourage officers to gain experience outside policing before returning later in life; and how we can open up the senior ranks to candidates from different backgrounds. The College of Policing is expected to report in Spring 2015.
- 6.33. The Winsor Review recommended three direct entry schemes which included: a fast track to inspector for graduates and serving police officers and staff; direct entry at superintendent rank for those who have had successful careers in other sectors; and direct entry at chief constable rank for those who have equivalent experience from overseas. The College of Policing is responsible for implementing the schemes. This year, 42 graduates, former police staff and special constables started the first year of their training on the fast track to inspector scheme. Recruitment has begun for serving officers and those who are successful will join the 42 in the second year of the programme. Nine superintendents have started their training to be a superintendent. The College are currently talking to forces about taking part in next year's process.
- 6.34. The College of Policing reported a total of 888 applications for 19 Direct Entry Superintendent posts across the seven forces taking part. This equates to around 47 applicants for every post.

7. Pay, earnings and total reward

- 7.1. Police officer pay and conditions are set out in legislation. Allowances cannot be paid except as provided for in the Regulations, or approved by the Home Secretary. Pay, allowances and conditions such as leave, entry requirements and duty are set out in the Police Regulations 2003.
- 7.2. Police earnings are set to recognise the unique role and status of officers and they receive a competitive pay and benefits package. In addition to the allowances set out under Part 6 of the Police Regulations 2003 (Annex U), police officers are eligible to receive a wide range of benefits, including:
 - A minimum of 22 days of annual leave;
 - access to a valuable pension scheme;
 - a flexible working schedule, including career breaks;
 - enhanced maternity and paternity pay, as well as other additional provisions for parents;

- paid allowances to compensate for disruption to family life and the demands of the role;
 - sick leave on full pay for up to six months;
 - a fair and inclusive promotion policy;
 - temporary promotion opportunities which attract an enhanced salary and/or acting up allowance;
 - a flexible working schedule.
- 7.3. If required to retire through ill-health a police officer can draw an immediate pension for life, often with enhanced benefits. In addition, the Police Injury Benefit Scheme for former officers injured in the line of duty provides a gratuity of up to 50% of salary and a top-up to any police pension that gives a guaranteed total income of up to 85% of salary.
- 7.4. Police officers are not employees and are therefore not subject to employment law. However, they do have access to many of the same protections under civil law. Equalities legislation applies to police forces and individual officers in the same way as the rest of the public sector. Working Time Regulations also apply to all police officers although some police activities may be exempt in some circumstances, for instance when dealing with civil unrest or terrorism. Senior police officers may also be exempt in some circumstances.
- 7.5. The government is keen that the Modern Workplaces agenda is reflected in police officer pay and conditions wherever possible. Members of the PNB agreed to take forward work to determine whether provisions of the Children and Families Act 2014 relating to arrangements for parental leave and adoption leave should be reflected in Police Regulations and determinations. We await a conclusion on the operational impact before consulting on draft legislation.
- 7.6. Further regulations covering police officers are set out in the Police (Promotion) Regulations 1996 and the Police (Performance) Regulations 2012.

Pay and allowances

- 7.7. The most up to date pay scales for each rank are set out in Home Office Circular 015/14²³, attached at Annex A. A consolidated set of Regulations and determinations relating to police officer pay and allowances will be available shortly and will be provided to PRRB separately.
- 7.8. The Winsor Review stated that police officer pay is at its present level for reasons including: “the onerous responsibilities inherent in the office of constable, the risks and demands of the job, and the susceptibility of officers to be deployed at any time to almost any duty anywhere in the force area at the discretion of the Chief Constable.”²⁴ This is accounted for by the element of police pay known as the ‘X-factor’ which has been a commonly accepted feature of police officer remuneration for many years. Winsor noted that it does not apply equally to all police officers, but concluded that since it is an un-

²³ Home Office Circular 015/2014. <https://www.gov.uk/government/publications/circular-0152014-amendments-to-the-determinations-under-police-regulations-2003>

²⁴ Winsor, T (2012) *Independent Review of Police Officer and Staff Remuneration and Condition: Final Report*, Vol. 1, 5.2.68

quantified component of the pay of all officers, it should be quantified and a corresponding amount withdrawn from the basic pay of constables who do not meet the requirements of the 'X-factor'²⁵ (this is reflected in the new arrangements for officers on 'restricted' or, as it will be known, 'limited' duty).

- 7.9. The Winsor Review acknowledges that all elements of the 'X-factor' other than deployability apply to all officers, regardless of restriction, and that therefore, only those elements of the 'X-factor' that are affected by a restriction may be withdrawn in some circumstances (i.e. deployability). In February 2014, the Home Secretary accepted the Police Arbitration Tribunal's recommendation to establish the deployment component of the police officer 'X-factor' to be 8% of basic pay for constables. For other ranks, it will be expressed in cash terms, benchmarked at 8% of the maximum of constables' basic pay. Consultation on new regulations to implement this link will begin soon.
- 7.10. Under the Police Regulations 2003, officers are entitled to the following non-pensionable allowances, provided that the relevant criteria are met:
- Motor vehicle allowances,
 - Dog handler's allowance,
 - Regional allowances;
 - Unsocial hours allowance,
 - Away from home overnight allowance,
 - Hardship allowance; and
 - On call allowance.
- 7.11. The numbers of police officers at each pay point by rank as well as the numbers receiving allowances and overtime is set out in the PNB Census Data tables attached²⁶.

Regional pay and allowances

- 7.12. The pensionable London Weighting payment was increased last year by 1% and now stands at £2,325.
- 7.13. Regional allowances were originally introduced to reflect recruitment and retention difficulties in London and the South East respectively. They include:
- London Allowance of up to £4,388 per annum, paid in addition to London Weighting;
 - South East England Allowance of up to £2000 per annum for members of Essex, Hertfordshire, Kent, Surrey or Thames Valley constabularies and up to £1000 for members of Bedfordshire, Hampshire or Sussex constabularies:
 - capped transitional supplements for officers who joined before 1994 and who would previously have received a housing or rent allowance.

²⁵ Winsor, T (2012) *Independent Review of Police Officer and Staff Remuneration and Condition: Final Report*, Vol. 1, page 270

²⁶ Data supplied by OME. The PNB carried out an annual data collection exercise covering police officers' earnings, hours worked and length of service, using a combination of HR and payroll information. The data collected was also used to monitor equality issues and model the impact of proposed changes to the pay system.

- 7.14. Winsor recommended that the PRRB should consider an enhanced system of regional allowances with a focus on local labour markets in the future. This view was endorsed in 2013 by the Home Secretary when she agreed to give chief constables the discretion to amend payments of regional allowances based on the needs of their force. Depending on local labour markets and the views of operational leaders about any specific skills shortages or recruitment/retention difficulties, there may be scope to give greater local flexibility in future.
- 7.15. Inspectors and chief inspectors in London (both the Metropolitan Police Service and the City of London Police) currently receive a higher salary than their counterparts elsewhere in England and Wales. The history of this arrangement is unclear and it is the only remaining instance of a salary distinction based on location in the federated or superintending ranks. In addition to the lead, London inspecting ranks receive the standard London Weighting and London Allowance payments.
- 7.16. Winsor examined the theory that London Inspectors were paid more as a result of the increased workload from public order incidents but found no particular evidence to support this view. He also found no evidence to support the view that their overall span of responsibility was greater than that of Inspectors outside London. Nor did he find any evidence of any recruitment or retention issues. He concluded that *“the London lead for the inspecting ranks in London should be maintained in the short-term until the police pay review body is able to consider the issue on the basis of more reliable evidence than was available to this review”*.
- 7.17. The Home Office have not been made aware of any emerging recruitment or retention problem in the London Inspecting ranks. Although the overall proportion of leavers has risen in London from 4.1% of total strength (including transfers to other forces) in 2011 to 5.8% in 2014, this is still low compared to other public and private sector organisations.

New pay structures and linkage of pay to skills, performance and contribution

- 7.18. Police officers up to and including the ranks of ACC receive annual pay progression. In April 2014, new, shorter pay scales were introduced for constables and sergeants, speeding up pay progression so that officers reach the maximum pay more quickly on a shorter pay scale, better reflecting the period over which policing skills and competence are developed and reducing gender inequality. Chief superintendents' and ACCs' pay scales were also adjusted to remove outdated bonuses and allowances which were reinvested in revised pay scales. The complex transitional arrangements for assimilating old and new pay scales have meant that some officers have been held on their existing pay point for up to an additional year to prevent them overtaking officers with longer service.
- 7.19. Pay progression for superintending ranks and ACCs is already linked to performance. From Spring 2015, incremental progression for sergeants and inspectors will cease to be automatic and poor performers (defined as being subject to measures under the Police (Performance) Regulations) will not progress up the scale. For constables, this will be implemented the following year, from Spring 2016. Work is also being taken forward by the College of Policing to develop Foundation and Advanced Threshold Tests to link pay

more strongly to skills and contribution and drive increased professionalism. These are due to be implemented from September 2016.

- 7.20. The two strands of work to link pay to performance, skills and contribution will be introduced in planned phases throughout 2015 and 2016 aligned with officers' individual pay progression dates. Alongside these changes, assimilation to the new pay scales will not be completed until 2018.

Restricted (now called Limited) Duties

- 7.21. Following the Home Secretary's acceptance of the Police Arbitration Tribunal's recommendations in February 2014, Regulations are being amended to specify the procedure for determining the circumstances in which an officer may be placed on limited duties, the arrangements which a chief constable may make for officers on limited duty, and the adjustments to the pay of such officers. The focus of the new reforms is on assisting sick or injured officers to return to work after a period of recuperation on full pay. After this time, if they are not fully deployable, the decision may be taken to retain them on a reduced rate of pay²⁷ to reflect the range of duties they undertake. The decision to reduce pay will not be automatic. There will be a right of appeal, and chief constables will have discretion over whether to apply a reduction in pay in every case. Neither will the decision be permanent, being subject to regular management reviews. It has also been agreed that officers who have put themselves in harm's way through the execution of their duties should not be penalised. Chief constables will have discretion over whether to apply a reduction in pay in every case. Where ill health retirement is deemed appropriate, forces should not hesitate to use it in cases where officers are permanently unable to carry out the full duties of a police officer.
- 7.22. A Police Advisory Board (PAB) working group is being consulted on amendments to Regulations and Determinations and on the remaining elements of the Winsor recommendations relating to a new capability dismissal procedure. We expect forces to monitor equalities issues once the new provisions are in place and PRRB will be kept informed of any pay-related issues.

Duty and responsibilities

- 7.23. Regulation 20 of the Police Regulations 2003 requires that, "every member of a police force shall carry out all lawful orders and shall at all times punctually and promptly perform all appointed duties and attend to all matters within the scope of his office as a constable."
- 7.24. The generic responsibilities of a police officer are set out, by rank, in the Policing Professional Framework (PPF)²⁸, although this is College of Policing guidance and is not a statutory requirement.

²⁷ 8% of basic pay for constables; for other ranks, this will be expressed in cash terms, benchmarked at 8% of the maximum of constables' basic pay.

²⁸ Police Professional Framework (PPF) <http://www.skillsforjustice-ppf.com/>

Flexible Working

- 7.25. Police officers of any rank may make a request to work flexibly. The Flexible Working Regulations 2002 do not apply to police officers although officers are able to request a change in their working pattern at any time. There is no limit to the number of times a police officer may request flexible working; there is no minimum number of hours which a part-time officer must work; and there is no requirement for an officer to reduce hours from full time in order to work flexibly.
- 7.26. Police officers who work reduced hours or flexibly remain subject to the requirements of Police Regulations and Determinations 2003 (as amended). Exigencies of duty may require police officers to be directed to work beyond their rostered duties, to re-roster their rest days or to work on their free days. They can be recalled to duty at any time.
- 7.27. A full-time officer who has changed their working hours to become a part-time officer has the right to return to full-time hours with a maximum four month period from the change to their working hours. However, they may be asked to change posts in order to do so. Those who joined part-time do not have the same entitlement to revert to full-time hours, but an application to do so should be considered by the force.

Pensions

- 7.28. There are currently two existing schemes for police officers. The Police Pension Scheme (PPS) came into force in 1987. There have been no new entrants to this scheme since 1st April 2006 when the New Police Pension Scheme (NPPS) was introduced.
- 7.29. There is protection in place for officers closest to retirement, who will be entitled to remain in their current police pension scheme beyond 2015. This will apply to officers who, on 1st April 2012, were within 10 years of their normal pension age (age 55) in the NPPS or within 10 years of maximum pensionable service (30 years' service) for those in the PPS.
- 7.30. The framework for new police pension arrangements from 1st April 2015 was announced by the Home Secretary in September 2012. In line with wider public service pension reform, this will involve the introduction of career average pension arrangements and higher employee contribution rates, including for existing officers. Increases in employee contributions phased in between 2012 and 2014 are now delivering savings of £150m per year, resulting in a fairer balance between officers and other taxpayers.
- 7.31. The framework includes a normal pension age of 60. Police officers will continue to retire earlier than most public servants, who will have a normal pension age linked to state pension age (i.e. age 65 and likely to rise to 69 by late 2040s). The framework also includes continued flexibility for officers to be able to retire with an immediate pension from age 55.

8. Pay Proposals

- 8.1. In the context of the evidence set out in this document, PRRB are asked to consider:

- i. **Awarding a 1% consolidated increase on all pay points for federated and superintending ranks, except officers undergoing formal Unsatisfactory Performance Procedures (under Police (Performance) Regulations 2012).**
- ii. **Extending local discretion for chiefs on the payment of regional allowances, on the condition that there should be no (new or continued) set allowances and that there should be standard criteria and a cap on payments to keep them within affordable limits.** This would need to be considered in the light of evidence from operational leaders on what roles or specialist skills now and in future may be difficult in terms of recruitment and retention.
- iii. Taking account of the fact that London payments already compensate for the additional demands and costs of working in the capital, **phasing out the London lead for inspecting ranks (on a mark-time basis) unless there is objective evidence why it should be continued.**
- iv. **Holding London Weighting at the current rate until PRRB's consideration of regional pay and allowances is complete.**

8.2. In the current economic climate of pay restraint and fiscal sustainability, it is important that the focus of any pay reward be targeted at those on the frontline. Proposals outlined in this evidence, and that submitted to the Senior Salaries Review Body are in line with this.

Future consideration

- 8.3. As described in the Executive Summary, the remit of the PRRB is expected to develop over time to support longer term reform of the police, starting with your first five year plan. This is expected to include: consideration of the impact of new pay and allowance structures; and the appropriateness of the pay differential between ranks. Some specific issues falling under these themes were referred to PRRB following the Winsor Review, as set out in the remit letter and as follows:
- Review the national on-call allowance;
 - consider whether to increase the gap between the constable and sergeant pay scales, and between the inspector and chief inspector scales;
 - consider whether there is a case for the buy-out of sergeants' casual overtime;
 - consider the impact of changes to the management of officers on limited duties, including reviewing the value of the deployment component of the X-factor;
 - assess the feasibility of attaining a greater degree of coherence between the terms and conditions of police officers and police staff.
- 8.4. These things should be considered in light of the continuing need for the police to have an effective, efficient and flexible workforce to deliver best value for taxpayers' money.

8. Glossary

ACPO	Association of Chief Police Officers
APCC	Association of Police and Crime Commissioners; the body which assists police and crime commissioners in relation to matters of common concern and relevance to more than one police area
Association of Chief Police Officers	professional association of police officers of assistant chief constable rank and above, and their police staff equivalents, in England, Wales and Northern Ireland; leads and co-ordinates operational policing nationally; a company limited by guarantee and a statutory consultee; its president is a full-time post under the Police Reform Act 2002
chief officer	in police forces outside London: assistant chief constable, deputy chief constable and chief constable; in the Metropolitan Police Service: commander, deputy assistant commissioner, assistant commissioner, deputy commissioner and commissioner; in the City of London Police: commander, assistant commissioner and commissioner
Chief Police Officers' Staff Association	national staff association which represents the most senior ranks, of assistant chief constable, deputy chief constable, chief constable (and in the Metropolitan Police Service commander, deputy assistant commissioner, assistant commissioner, deputy commissioner and commissioner) –204 officers
College of Policing	professional body for policing in England and Wales, established to set standards of professional practice, accredit training providers, promote good practice based on evidence, provide support to police forces and others in connection with the protection of the public and the prevention of crime, and promote ethics, values and standards of integrity in

	<p>policing; its powers to set standards have been conferred by the Police Act 1996 as amended by the Anti-social Behaviour, Crime and Policing Act 2014</p>
CPOSA	Chief Police Officers' Staff Association
Her Majesty's Inspectorate of Constabulary	<p>Her Majesty's Inspectorate of Constabulary (HMIC) has statutory responsibility for the inspection of police forces in England and Wales. HMIC is headed by the Chief Inspector of Constabulary and is independent of both the Government and the police.</p>
Independent Police Complaints Commission	<p>The Independent Police Complaints Commission (IPCC) oversees the police complaints system in England and Wales and sets the standards by which the police should handle complaints. It is independent, making its decisions entirely independently of the police and government. It is not part of the police.</p>
Independent Review of Police Officer and Staff Remuneration and Conditions	<p>A review of Police Officer and Staff Remuneration and Conditions conducted by Tom Winsor in response to a commission from the Home Secretary (also known as the 'Winsor Review'). The reports were published in two parts starting in March 2011. Part 1 of the review published in 2011, concentrated on short-term changes and financial savings. The Final Report (Part 2), published in 2012, concentrated on longer term reforms and management tools. The reports made a range of recommendations, many of which have been implemented, to modernise pay and conditions, help chief constables to manage their resources, and improve service to the public.</p>
IPCC	Independent Police Complaints Commission.

National Crime Agency	The National Crime Agency (NCA) was established in October 2013 to lead the UK's fight to cut serious and organised crime. The agency has a stronger mandate to tackle serious and organised crime nationally than any organisation has had before.
PCC	police and crime commissioner
PDR	performance and development review
performance development review	assessment of an individual's work performance by his line manager, usually an officer or police staff manager of the immediately superior rank or grade
police and crime commissioner	elected entity for a police area, established under the Police Reform and Social Responsibility Act 2011, responsible for securing the maintenance of the police force for that area and securing that the police force is efficient and effective; holds the relevant chief constable to account for the policing of the area; establishes the budget and police and crime plan for the police force; appoints and may, after due process, remove the chief constable from office
Police Federation	national staff association established by the Police Act 1919 to represent the interests of police constables, sergeants and inspectors (including chief inspectors) in England and Wales
spending review	government process carried out by HM Treasury to set firm expenditure limits and, through public service agreements, establish the principal improvements that the public can expect from Government departments
SPR	Strategic Policing Requirement
staff association	association of employees or police officers that performs some of the functions of a trade union, such as representing its members in negotiations or other dealings with management on matters of pay, conditions of service or discipline, and that may have other social

	and professional purposes
Strategic Policing Requirement	document issued by the Home Secretary under section 37A of the Police Act 1996 which sets out what, in her view, are national threats, and the appropriate national policing capabilities to counter those national threats; national threats are threats (actual or prospective) which are threats to national security, public safety, public order or public confidence of such gravity as to be of national importance, or threats which can be countered effectively or efficiently only by national policing capabilities; the national threats currently specified are terrorism, organised crime, public disorder, civil emergencies and large-scale cyber incidents
'Winsor Review'	See 'Independent Review of Police Officer and Staff Remuneration and Conditions' above