

Police Remuneration Review Body

Ninth Report England and Wales 2023

Chair: Zoë Billingham CBE



Police Remuneration Review Body

Ninth Report England and Wales 2023

Chair: Zoë Billingham CBE

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

July 2023



© Crown copyright 2023

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit nationalarchives.gov.uk/doc/open-government-licence/version/3.

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

This publication is available at www.gov.uk/official-documents

Any enquiries regarding this publication should be sent to us at: OME
3rd Floor, Windsor House
50 Victoria Street
London
SW1H 0TL

omeenquiries@beis.gov.uk

www.gov.uk/ome

ISBN 978-1-5286-4184-5

E02910371 07/23

Printed on paper containing 40% recycled fibre content minimum

Printed in the UK by HH Associates Ltd. on behalf of the Controller of His Majesty's Stationery Office

Police Remuneration Review Body

Terms of reference¹

The Police Remuneration Review Body² (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 accourrements 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.

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.

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.

Members³ of the Review Body

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

The secretariat is provided by the OME.

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 [Accessed on 31 May 2023]

Contents

| | rage •• | |
|--|------------|--|
| List of abbreviations | vii | |
| Foreword | ix | |
| Executive Summary | хi | |
| Foreword | | |
| Introduction | 1 | |
| Our 2022 Police Remuneration Review Body Report | 1 | |
| The 2023/24 remit | 1 | |
| Our approach to the 2023/24 pay round | 2 | |
| Environment for our considerations | 4 | |
| Chapter 2 – Analysis of the 2023/24 Evidence | 5 | |
| Introduction | 5 | |
| Police environment | 5 | |
| Government pay policy and affordability | 7 | |
| The economy and labour market | 9 | |
| Police earnings | 12 | |
| Police workforce, diversity, recruitment and retention | 14 | |
| Police motivation and morale | 21 | |
| Pensions | 22 | |
| · · · · · · · · · · · · · · · · · · · | | |
| | 24 | |
| · | 25 | |
| | 25 | |
| , , , , | 25 | |
| | 25 | |
| | 26 | |
| , | 28 | |
| | 30 | |
| , c | 31 | |
| | 32 | |
| | 35 | |
| | 35 | |
| | 35 | |
| _ | 44 | |
| Chief superintendent pay scale | 45 | |
| Allowances | 49 | |
| Regional allowances | 49 50 | |
| Dog Handlers' Allowance Other allowances | 50 50 | |
| Annual leave | 51 | |
| Allitual leave | JI | |

| Chapter 5 – Chief Police Officers | 53 |
|---|-----|
| Introduction | 53 |
| Operating environment | 53 |
| Workforce, recruitment, retention and motivation | 54 |
| Earnings and chief officer pay and conditions | 55 |
| Review of chief officer pay and conditions | 56 |
| Proposed changes to base pay for chief constables and deputy chief constables | 56 |
| Assistant chief constable pay | 66 |
| Chief officer pay in London | 67 |
| Relocation Allowance | 68 |
| Giving PCCs the ability to supplement chief constable national base pay at any point in a contract term | 70 |
| Fixed-term appointments for deputy chief constables | 71 |
| Chapter 6 – Forward Look | 73 |
| Introduction | 73 |
| Pay modernisation | 73 |
| Architecture for decisions on police workforce and pay modernisation | 73 |
| P-factor | 74 |
| Beyond the Uplift Programme: recruitment and diversity | 74 |
| Allowances | 74 |
| Flexible working | 75 |
| Chief police officers | 75 |
| Engagement with parties | 75 |
| Evidence gaps and data limitations | 76 |
| Appendix A – Our Previous Reports | 77 |
| Appendix B – Home Secretary's Remit Letter | 81 |
| Appendix C – Summaries of Parties' Written Evidence | 83 |
| Appendix D – The Parties' Website Addresses | 95 |
| Appendix E – Our Analysis of Police Earnings and Workforce Data | 97 |
| Appendix F – Recommended Changes to Police Officer Pay Scales and Allowances from 1 September 2023 | 121 |
| Appendix G – Recommended Changes to Chief Police Officer Pay from 1 September 2023 | 125 |
| Appendix H – Chief Police Officer Ranks in England and Wales 2023 | 129 |

List of abbreviations

APCC Association of Police and Crime Commissioners

ASHE Annual Survey of Hours and Earnings

AWE Average Weekly Earnings
COVID-19 Coronavirus Disease 2019
CPI Consumer Prices Index

CPIH Consumer Prices Index including owner occupiers' housing costs

CoLP City of London Police

CPOSA Chief Police Officers' Staff Association

CRTP Competence Related Thresholds Payments

DEL Departmental Expenditure Limit

FTA Fixed-term Appointment

FTE Full-time Equivalent
FYE Financial Year Ending

GDP Gross Domestic Product

HMICFRS His 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

NPCC National Police Chiefs' Council

NRT National Reward Team

OBR Office for Budget Responsibility
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

PNAC Police National Assessment Centre

PPS Pay Progression Standard

PRRB Police Remuneration Review Body
PSA Police Superintendents' Association

RPI Retail Prices Index

RTI Real Time Information

SSRB Senior Salaries Review Body

TVP Targeted Variable Pay

UK United Kingdom

Foreword

This is our Ninth Report to the Home Secretary. The Home Secretary's remit letter of 29 November 2022 asked us to make a formal recommendation on the police officer pay award for 2023/24 to all ranks including chief police officers. We welcome the Police Superintendents' Association back to the Police Remuneration Review Body process this year. We regret that the Police Federation of England and Wales did not participate, following its withdrawal in 2021, and we hope to hear from it next year.

In our 2022 Report, we highlighted the unusual volatility of the economic climate. We referred to sharp increases in household bills and energy prices being at unprecedented levels. We expressed our concern about the impact on police officers especially the lowest paid. However, developments since officers received their pay award in September 2022 have shown that last year was not as exceptional as we had hoped. As we finalise our 2023 Report, the Consumer Prices Index rate of inflation over the last year is at 8.7% and food inflation is at 19.3%. While inflation is forecast to be lower later this year, overall prices are not expected to fall. Therefore, the financial hardship experienced by many officers will continue, and this has an undoubted impact on officers' motivation and morale.

At the same time, the wider labour market remains competitive. We recognise that the successful completion of the Uplift Programme is a significant achievement but that beyond this the service will need to recruit at a level that will enable it to maintain these higher levels of police officer numbers.

But policing needs more than just additional capacity. The events of this year, and the publication of a number of reviews and inquiries into policing, have underlined the need for the service to be able to recruit and retain a workforce equipped with the attitudes and skills to meet the challenges of the 21st century. The Policing Vision 2030 commits the service to rebuilding trust and engagement with local communities, adapting the service to the changing nature of crime and developing a representative and inclusive workforce with a strong ethical and professional culture. Pay and reward are critical to facilitating such changes and efforts to develop a workforce modernisation plan should be expedited. A key element of that strategy must be a review of starting salaries. These are too low, especially given the increased starting pay in other parts of the public sector such as teaching.

In 2022, we recommended a pay award of £1,900 to all police officers, and among other things, we considered again this year the case for a targeted flat cash award, with greater relative benefit to the lowest paid. However, such awards inevitably reduce the differentials between ranks and are not sustainable over the long term.

In reaching a pay recommendation for 2023/24, we gave weight to the fact that police officers are prohibited from taking industrial action. Therefore, in addition to pay trends in the private sector, we considered the implications for policing of the shape of, and increase in, pay settlements that have been offered by the Government to parts of the public sector following strike action.

Those offers and settlements also suggest that funding arrangements can be flexible. We note that overall police funding has increased by 3.6% in cash terms for the financial year ending 2024, but observe that the evidence we received demonstrated that this has been funded by an increase in funding from the council tax precept of 7.1% while central government funding to police forces only increased by 1.8%.

We have also given weight in our considerations to developments in private sector pay. Annual growth in Average Weekly Earnings excluding bonuses was 7.0% in the private sector in the three months to March 2023, and median pay settlements ranged from 5.6% to 7% in the three months to April 2023.

Given these factors, and considering all our Terms of Reference, we conclude that a annual pay uplift of 7% for all officers up to and including the rank of assistant chief constable and commander reflects our obligation to deliver a fair and just pay award. In addition, we are recommending the abolition of pay point 0 of the constable scale to address the financial pressures on the most junior ranks and support ongoing recruitment. To recognise the growing responsibilities of the superintending rank, we are recommending an adjustment to pay point three of the chief superintendent pay scale to be implemented over two years. With regard to chief officers, we recommend that all those above the ranks of assistant chief constable and commander should receive at least 5%. Those officers in posts whose pay is being uplifted as part of changes to realign and simplify senior pay arrangements will receive an additional award, such that the overall uplift does not exceed 7%.

Zoë Billingham (Chair) Andrew Bliss Monojit Chatterji Richard Childs Kathryn Gray Mark Hoble Patrick McCartan Trevor Reaney

31 May 2023

POLICE REMUNERATION REVIEW BODY

England and Wales Ninth Report 2023

Executive Summary

Our 2023/24 recommendations (from 1 September 2023)

- 1. A consolidated increase of 7% to all police officer pay points for all ranks up to and including assistant chief constable and commander.
- 2. The removal of pay point 0 of the constable pay scale.
- 3. Point 3 of the chief superintendent pay scale to be uplifted by £2,838 from 1 September 2023 and £2,837 from 1 September 2024. These uplifts are to be made before the application of the respective pay awards for these years.
- 4. London Weighting to be uprated by 7%.
- 5. Dog Handlers' Allowance to be uprated by 7%.
- 6. The introduction of a new pay structure for those appointed as a chief constable or deputy chief constable from 1 September 2023 comprising three pay points for chief constables, and with deputy chief constable pay set at 82.5% of equivalent chief constable pay. Any chief constable or deputy chief constable who resigns or retires from the police service, and is subsequently reappointed to the same post within the same force, is to be reappointed on no more than their previous salary⁴.
- 7. A consolidated increase of 5% to all existing chief constable and deputy chief constable pay points from 1 September 2023. To start the transition between the existing and new structures, where an existing pay point remains below the pay for the same post in the new pay structure, that pay point is to receive an additional consolidated award of up to 2%, such that the overall uplift does not exceed 7%.
- 8. Policing parties to bring forward proposals to improve the independence, transparency and consistency of determining and reporting on chief officer pay and allowances. We expect this to include proposals on how to place, in the public domain on an annual basis, a consistent set of data on the total pay and allowances received by each chief officer in each force.
- 9. A consolidated increase of 5% to the pay points of all chief officers in the Metropolitan Police Service and the City of London Police above the rank of commander.

The PRRB does not support the practice of chief constables resigning and being rehired at a higher salary. We understand from the National Police Chiefs' Council that options for using "retire and rehire" schemes for chief constables who wish to resign and be reappointed are limited by Regulations.

- 10. A consolidated increase of an additional 2% to the Metropolitan Police Service deputy assistant commissioner pay point in order to retain the link with deputy chief constable pay.
- 11. The Relocation Allowance for chief officers to be amended as proposed by the chief officer remuneration review. The impact of the scheme to be reviewed within three years of implementation.
- 12. Policing parties to bring forward next year additional proposals for a review of the existing power of Police and Crime Commissioners to increase and decrease base pay of chief constables by plus or minus 10% on appointment. As an interim measure, the Home Office to issue guidance to Police and Crime Commissioners advising them against exercising their power to vary starting salaries on appointment until the review is concluded.
- 13. The National Police Chiefs' Council to provide an interim report by 30 November 2023 on its progress to develop a long-term pay and reward strategy. This should include an update on the work on constable base pay and the back-to-first-principles review of the P-factor.
- 1. We received the Home Secretary's remit letter on 29 November 2022 asking us to make a formal recommendation on the police officer pay award for 2023/24 for all ranks including chief officers. The letter also asked us to:
 - consider proposals resulting from the review of chief officer remuneration; and
 - provide further commentary and observations on benchmarking and the P-factor, and whether the points raised in the last pay round have been addressed.
- 2. Policing is a challenging profession. Officers are daily required to deal with difficult, dangerous and complex issues often at a risk to their personal safety. But the nature of the challenge is changing. A number of recent reports including the Strategic Review of Policing by the Police Foundation have set out the long-term factors behind the deterioration in public confidence in policing and the challenge the service will face in rebuilding the trust of local communities.
- 3. Our report has been completed during a period of significant economic uncertainty. In Chapter 2 we consider Government pay policy, the performance of the wider economy and labour market, the policing workforce and environment, police recruitment, retention, motivation and morale. Economically, this has been a challenging year, and the chapter sets out changes to inflation since police officers received their pay award for 2022/23 on 1 September 2022. The Consumer Prices Index rate of inflation peaked at 11.1% in the year to October 2022, and was 8.7% in

the year to April 2023. The largest upward contributions to the annual rate of inflation in April 2023 came from energy prices and food. Mortgage rates for many have also increased sharply. As guided by HM Treasury, we look at average earnings and pay settlements; annual growth in Average Weekly Earnings was 7.0% in the private sector in the three months to March 2023, and median pay settlements ranged from 5.6% to 7.0% in the three months to April 2023.

- 4. Chapter 2 then sets out evidence from staff surveys and our visits which suggests morale is declining and, while not the sole cause, the perceived real-terms decline in pay over the last decade is a factor. The chapter also highlights both the success of the Uplift Programme in meeting its target, and the recruitment and retention challenges the service faces over the next few years. This includes the creation of a more diverse workforce that is representative of the communities it serves, which is an important factor in maintaining police legitimacy, and the management of the increased levels of inexperience in the service following the Uplift Programme.
- 5. In Chapter 4 we summarise the issues we took into account in making our recommendation for a basic pay award for the police officers in 2023/24 and for changes to police allowances. We focus first on the performance of the economy and the challenges posed by inflation which we highlight above. We reiterate the concerns we set out in our 2022 Report regarding the impact on the lowest paid police officers of the substantial increase in the cost of living and the ongoing economic volatility.
- 6. Police officers are prohibited from taking industrial action. We consider the implications for morale of the pay settlements that have been offered by the Government to parts of the public sector including the NHS, following strike action. We give weight to the need for the police service to continue to recruit at a level that will maintain police officer numbers at the new level following the Uplift Programme. At the same time, the service needs to ensure that those officers it is recruiting and retaining are those with the capabilities and attitudes to assist with the rebuilding of trust in their community and deal with the increasing complexity of demand driven by changing social attitudes and technology.
- 7. We explain that we balanced all these factors with affordability. We note the evidence we received from parties regarding the resources available for a pay award for 2023. However, we observe affordability is about choice and priorities. We draw attention to evidence that demonstrates a degree of flexibility in individual police force budgets and central government budgets. In particular, we highlight that additional funding has been found to support increased pay offers to nurses and teachers above 3.5%. We also point out that we were told that overall police funding has increased by 3.6% in cash terms for the financial year ending in 2024. But the evidence we received demonstrated that this has been funded by an increase in funding from the council tax precept of 7.1%. Government funding to police forces only increased by 1.8%.

- 8. We also point out that the recruitment of around 2,000 extra officers above Uplift Programme targets suggests that funding arrangements can be flexible. We observe that average public spending and other key sectors have had greater additional funding from Government than the increase given to the police service. We also highlight comments made by the Chancellor of the Exchequer in which he stated that while departments fund pay settlements from resources they receive in spending reviews "in exceptional circumstances there can be a discussion with the Treasury as to any additional help."
- 9. We reflect on the shape of recent pay awards in other parts of the public sector. We explain the reasoning behind our decision to recommend a universal percentage uplift to base pay to all officers in ranks up to and including assistant chief constable and commander rather than a universal cash award as we did in 2022.
- After taking the above factors into account including the economic situation, pay trends in the private sector, developments in public sector pay, the prohibition on the police taking strike action, our analysis of recruitment, retention, motivation and morale, and balancing against affordability, we conclude that a pay uplift of 7% across all ranks up to and including assistant chief constable and commander is the most suitable approach. We appreciate that this is largest increase that we have ever recommended but in recognition of our obligation to deliver a fair and just pay award and because police officers do not have the right to strike we judge that it is justified. We set out that the 2023 pay award should be fully funded. To assist the lowest paid we also recommend an increase to starting salaries through the removal of the bottom pay point of the constable pay scale. That will raise starting salaries to £28,551 after the 2023 pay award has been applied. In addition, to reflect a significant expansion of the role of chief superintendents, we recommend an adjustment to pay point 3 of their pay scale to be implemented over two years.
- 11. In Chapter 3 we comment on various aspects of pay modernisation as requested by the Home Secretary. This includes detailed commentary on the introduction of the Pay Progression Standard, the use of benchmarking and the police service's work on the P-factor. We continue to urge policing parties to give priority to the development of a workforce modernisation plan that sets out how the police service will deliver its Policing Vision 2030. That vision contains a commitment to rebuild trust and engagement with local communities, adapt the service to the changing nature of crime and develop a representative and inclusive workforce with a strong ethical and professional culture. A pay and reward strategy could help facilitate the changes needed. We also call for a fundamental back to first principles review of the P-factor to ensure that it focuses on those elements of officers' work that are unique to policing and that there is clarity on how it will be used to set pay.

- 12. The Home Secretary's remit letter requested that we consider a particular set of pay reform proposals this year relating to chief officers. This is part of a series of pay reform measures we have considered over a number of years. In 2020, we recommended the removal of the first pay point in the sergeant scale. Last year, we supported the raising of the Police Constable Degree Apprentice minimum to pay point 0. This year we are recommending the removal of pay point 0 of the constable pay scale. In the 2024 pay round, we hope to consider the outcome of the National Police Chiefs' Council's (NPCC) review of constable base pay and starting salaries. In our view, that work should revisit the conclusions of the Winsor Review on the length of scales and progression.
- Our consideration of the proposals from the chief officer remuneration 13. review is set out in Chapter 5. In the interests of simplification we accept the proposal to reduce the number of pay groups for chief constables from 12 to 3. However, we ask that in designing the composition of the three new pay groups more weight is given to the degree of challenge facing forces from crime and terrorism. We also propose that the implementation of the reform should take place over at least three years. Our strong view is that in 2023/24 no chief constable or deputy chief constable should receive more than the 7% increase we are recommending for other ranks. Therefore, in 2023/24 we recommend that all chief constable and deputy chief constable pay points should receive a pay award of 5%. Those pay points that remain below the value for the same post in the new structure receive an additional award of up to 2%, such that their overall uplift does not exceed 7%, to begin the journey of transitioning towards the new structure. In support of these changes we are also recommending a review of Police and Crime Commissioners' powers to vary the starting salaries of chief constable on appointment by up to 10%.
- 14. In our Forward Look (Chapter 6) we set out the issues we will want to consider in future pay rounds. A key issue will be the development of a pay and reward strategy for the police service to support the delivery of the Policing Vision 2030 and the review of the P-factor. We have accepted the NPCC's offer to provide a mid-year update on this work which we are asking to be submitted to us by 30 November 2023. That review should also include an update on the work on constable base pay. We will continue to focus on recruitment and retention given the need to maintain police officer numbers at the new level following the Uplift Programme, to ensure the service has the capabilities it needs and to increase diversity.

CHAPTER 1 – INTRODUCTION

Introduction

1.1 This is our Ninth 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 sixth year in which our report covers chief police officers.

Our 2022 Police Remuneration Review Body Report

- 1.2 Our Eighth Report was submitted to the Home Secretary on 31 May 2022 containing our recommendations on police officer pay and allowances (Appendix A). The recommendations set out in our report were:
 - A one-year award for police officers in 2022/23.
 - A consolidated increase of £1,900 to all police officer pay points for all ranks.
 - The Police Constable Degree Apprentice (PCDA) minimum should be raised to pay point 0 (£23,556 from 1 September 2022).
 - London Weighting and the Dog Handlers' Allowance should be uplifted by 5%.
 - A review of the requirement and appropriate level for the Dog Handlers' Allowance.
- 1.3 The Home Secretary responded to our report on 19 July 2022 by accepting our recommendations in full.

The 2023/24 remit

- 1.4 The Home Secretary's remit letter of 29 November 2022 (Appendix B) set the context for our 2023/24 review. It asked us to make a formal recommendation on the police officer pay award for 2023/24 to all ranks, including chief officers.
- 1.5 The letter also asked us to consider proposals resulting from the review of chief officer remuneration, to provide further commentary and observations on benchmarking and the P-factor and to assess whether the points raised in the last pay round have been addressed.
- 1.6 The Home Secretary also informed us that the Home Office's evidence would provide direction on how allowances should be considered as part of the overall remuneration package, while noting the wider context of pay for 2023/24.
- 1.7 The Home Secretary's remit letter provides a primary focus for the Review Body. However, it is open to us to consider any issues that fall within the broad scope of our formal Terms of Reference and this year we have considered issues raised directly with us by officers during visits we

undertook in the autumn of 2022 and issues raised by the National Police Chiefs' Council, the Police Superintendents' Association and Chief Police Officers' Staff Association.

Our approach to the 2023/24 pay round

1.8 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

- 1.9 We conducted our visits programme in autumn and winter 2022/23, through a combination of physical and virtual meetings. We met police officers of all ranks in six police forces: Lancashire, Gwent, West Midlands, Cambridgeshire, South Yorkshire, and the Metropolitan Police Service. We also held a discussion group with a small group of Police and Crime Commissioners (PCCs) and a group of chief police officers. In all, we heard from more than 300 officers. We are grateful to all those who organised and took part in our visits.
- 1.10 Our visits enabled us to hear from a range of police officers in a variety of roles. We have set out some of the key messages in the appropriate chapters of our report. There were a number of recurring themes. These included the fact that morale was being damaged by poor work/life balance and the need to cover for other public services.
- 1.11 Overall, the 2022 pay award was welcomed by the officers to whom we spoke although some officers at more senior ranks stressed that the award structure of a flat cash uplift should not be repeated. Other senior officers welcomed it as an aid to recruitment. Cost-of-living concerns dominated the feedback we received. Young officers on probation reported struggling with rising costs but we heard concerns from all the ranks we talked to about increases in mortgage payments and rising energy bills.
- 1.12 We heard a great deal about the practical impact of the Uplift Programme. Some new recruits highlighted the additional pressures of the need to fit studying around shift work and the impact that had on their wellbeing. There were continuing concerns about the lack of experience on the policing frontline and the implications for operational effectiveness and public confidence. Supervising sergeants reported being overworked.
- 1.13 Our attention was again drawn to the pay of inspecting ranks which did not seem commensurate with their growing levels of responsibilities. We heard concerns about the small pay differential between inspectors and chief inspectors and the big gap between the top of the chief inspector rank and the bottom of the superintendent rank. We also heard about the large workload and excessive hours worked by the inspecting rank

- partly because they could not claim overtime. This meant that in many circumstances the overtime-earning sergeant or even constable would earn more than the inspector. We return to the issue of the inspecting ranks later in section 3.13 of our report.
- 1.14 Officers in the superintending ranks highlighted the risks and responsibilities that they faced in their roles, and we were told that in some forces there was an overlapping of the chief superintendent and assistant chief constable roles. We heard that the number of officers in the superintending ranks, particularly at chief superintendent, had fallen and that spans of control had increased. These factors were contributing to long working hours and officers frequently being on call. We were also told that the workloads of the superintending ranks had increased as a result of the number of inexperienced officers being recruited through the Uplift Programme.
- 1.15 Some chief officers expressed frustration at the lack of progress on the chief police officer remuneration review and sought a resolution in the coming round. However, pension taxation was the over-riding personal concern of chief officers.

Parties giving evidence

- 1.16 In February 2023 we received written evidence from the parties listed below. We have summarised the key points from each party's evidence in Appendix C, and links to the submitted evidence are provided in Appendix D:
 - 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 Chief Police Officers' Staff Association (CPOSA); and
 - the Police Superintendents' Association (PSA).
- 1.17 We held a series of oral evidence sessions with the parties in March and April 2023. These were attended by the Minister for Crime, Policing and Fire (accompanied by Home Office officials), the chief executive officer of the College of Policing, and representatives from the NPCC, APCC, MPS, PSA, CPOSA and the Chair of the chief officer remuneration review steering group.
- 1.18 We were delighted to welcome the PSA back to the Review Body process this year. We regret that the Police Federation of England and Wales (PFEW) did not submit written evidence or attend oral evidence sessions following its withdrawal from the Police Remuneration Review Body (PRRB) process in 2021. The PFEW cited concern over the lack of independence in the process following the announcement of the public

sector pay pause and the 2021 pay award. We have been able to draw on survey results published by the PFEW. Our visits programme enabled us to hear directly from officers about their concerns.

Environment for our considerations

- 1.19 Our report has been completed during a period of significant economic uncertainty. This follows the unprecedented challenges of the coronavirus (COVID-19) pandemic. The national Uplift Programme to recruit 20,000 extra police officers over a three-year period came to an end in March 2023.
- 1.20 In Chapter 2 we consider the implications of the broader policing environment, Government pay policy, and the performance of the wider economy and labour market, before examining the indicators on changes in the policing workforce and police recruitment, retention, motivation, and morale. The work of police officers is important, difficult, complex and often dangerous and we would like to acknowledge our remit group for their contribution this year.

CHAPTER 2 – ANALYSIS OF THE 2023/24 EVIDENCE

Introduction

2.1 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. More detailed summaries of each party's evidence are in Appendix C. Our conclusions from the evidence and analysis in this chapter are carried forward to our consideration of pay proposals in Chapter 4 and our Forward Look in Chapter 6.

Police environment

2.2 Parties continued to draw attention to increasing complexity of demand. The NPCC noted that traditional crime (all crime except fraud and cybercrime) has fallen by 75% since 1995 but has been replaced by new forms of crime and harm, and greater and more complex calls on the service, specifically in the area of safeguarding. It pointed out that officers were now also required to devote more time to compliance. Parties noted that the combination of these trends meant police forces were under more pressure than they had ever been.

The Strategic Review of Policing in England and Wales⁵

- 2.3 The Strategic Review of Policing in England and Wales examined how crime, fear of crime and other threats to public safety were changing and assessed the ability of the police to meet these challenges, as part of a wider strategic response. The concluding report highlighted "a crisis of public confidence in our police institutions", noting that "These signs of a deterioration in public confidence are, no doubt, linked in part to recent high-profile cases of police misconduct. However, this report reveals that there are also deeper, more long-standing reasons why our policing model no longer seems able to meet the expectations of the public."
- 2.4 The report highlighted that the changing world around policing was transforming the challenges faced by police institutions: technological change was driving an increase in fraud and cybercrime; climate change protest and the disruption caused by the COVID-19 pandemic had implications for public order and safety; and social change that was characterised in part by an increase in mental health related incidents and "growing demands for previously marginalised forms of violence, abuse and exploitation to be taken seriously by the criminal justice system."
- 2.5 The report argued that police officers and staff need the skills and technological tools to enable them to perform their roles successfully in the face of this radically changing demand. It broke the future skills requirement into three categories: relational skills in order to manage complexity, respond to vulnerability, de-escalate social tension, and build

Police Foundation (March 2022), The Strategic Review of Policing England and Wales. Available at: https://www.policingreview.org.uk/ [Accessed 31 May 2023]

and sustain public trust and confidence; investigatory skills to investigate increasingly complex areas of crime; and digital skills to operate effectively in a digital environment.

Baroness Casey Review of the MPS⁶

2.6 Baroness Louise Casey was commissioned by the MPS to review its culture and standards in the wake of the rape, abduction and murder of Sarah Everard by a serving MPS officer. The final report highlighted severe institutional failings across the MPS including that: the MPS was failing women and children; frontline policing had been deprioritised and degraded after a decade of austerity; there was institutional racism, sexism and homophobia; and that the MPS was unable to police itself. The report concluded that "policing by consent in the capital was broken" and that the biggest single barrier to fixing the force was the MPS' culture of defensiveness and denial about the scale of its problems.

Our comment on the police environment

- 2.7 We were struck by the Police Foundation's Strategic Review of Policing that found that the percentage of people who think that the police do a good or excellent job has been falling steadily in recent years. We agree with the report that the deterioration in public confidence is about much more than high-profile cases of police misconduct or the outcome of the Baroness Casey Review. We note that the Strategic Review highlighted long-standing reasons why the policing model no longer seemed able to meet the expectations of the public. Its concerns about the ability of the police service to tackle fraud and cybercrime, and the resulting implications for public confidence, echo the 2021 State of Policing report by His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) which highlighted the under-resourcing and under performance of many forces in tackling online crime.
- 2.8 Nevertheless, the challenges faced by all forces in rebuilding trust among their communities will have been made even more starkly apparent by the outcome of the Baroness Casey Review and by the Independent Office of Police Conduct investigations across the country including in among other places Merseyside, West Midlands, West Yorkshire, Humberside, Wiltshire and Sussex. A number of policing parties including the NPCC and the PFEW have observed that the consequences of the outcome of the Baroness Casey Review reach beyond the MPS, and we heard in oral evidence from the College of Policing that it had implications in reputational terms for all forces across the country.
- 2.9 In oral evidence, we heard from the MPS about the challenges it faced in addressing the issues identified by the Baroness Casey Review and the importance of pay and reward in that process. We agree with the

MPS (March 2023), Baroness Casey Review Final Report: An independent review into the standards of behaviour and internal culture of the Metropolitan Police Service. Available at: https://www.met.police.uk/police-forces/metropolitan-police/areas/about-us/about-the-met/bcr/baroness-casey-review [Accessed 31 May 2023]

- MPS that pay cannot guarantee ethical behaviour in police officers, but it can encourage effective delivery, a positive culture and a sense of being valued.
- 2.10 We re-iterate that forces will need support to help them meet these challenges, and that having the right pay and reward structures will play an important role in attracting recruits with the right motivations, and in creating a strong ethical culture within forces.

Government pay policy and affordability

- 2.11 HM Treasury told us that pay awards this year should find a careful balance between recognising the vital importance of public sector workers, while delivering value for the taxpayer, not increasing the country's debt further, and supporting the Government's macroeconomic framework. It said that it was important that pay awards did not exacerbate inflationary pressures, and that they had to be funded from existing budgets.
- 2.12 Home Office said overall police funding available to PCCs in the financial year ending (FYE) 2024 would increase by up to £523 million (3.6%) higher in cash terms than in FYE 2023. It told us the Government was expecting £100 million of cashable efficiency savings to be delivered from force budgets by FYE 2025 and that the NPCC was conducting a review into the operational productivity of policing.
- 2.13 The NPCC explained that the 2021 Spending Review Settlement had provided 2% for the 2023 pay award. It highlighted that the 2022 pay award had not been fully funded and that forces were facing higher energy costs, and the general effect of inflation and service development needs. It went on to say that forces would need to consider cost savings in order to maintain the uplift of 20,000 officers while operating within the current budget for FYE 2024.
- 2.14 The APCC informed us that 2% was the most that PCCs had in their budgets for an annual pay uplift in FYE 2024. The MPS stressed that it had no flexibility to go beyond a 2.5% uplift without either identifying additional savings or securing additional funding.

Our comment on Government pay policy and affordability

- 2.15 We note HM Treasury's position that pay awards should be funded from existing budgets, and its warning that departments currently have little room for pay awards above affordability and there is a direct trade-off between recruiting more staff, investing in public services, and giving higher pay rises.
- 2.16 The assessment of affordability is complex. We understand that overall police funding has increased by 3.6% in cash terms for the FYE 2024. This has been comprised of an increase in government funding of 1.8%, and an increase in funding from the council tax precept of 7.1%. We note the Home Office's view that the increase in funding provides scope for a 3.5% uplift to pay in 2023, but that the evidence from the NPCC and

- APCC assessed that there was currently 2% in forces budgets. We are also conscious that the NPCC warned us in oral evidence that if additional resources had to be found from within force budgets to fund the 2023 pay award, savings would probably be focused on police staff costs which would impact frontline services.
- 2.17 However, we re-iterate the size of individual force budgets is determined by a number of factors and spending decisions in each force are affected by local priorities. A significant part of policing funding is represented by money from the council tax precept, and the increase in the police funding settlement in FYE 2024 is largely a result of the increase in the precept. The money available to PCCs from council tax precepts varies significantly between forces and does not represent a uniform proportion of each force's funding. It is, therefore, more beneficial to some forces than others. We were told in oral evidence by the NPCC that, for the FYE 2024, PCCs in four forces had not made full use of their ability to increase the precept but the vast majority of forces had set the increase at or near the £15 referendum limit for a Band D property. The NPCC also told us that the PCCs in the four Welsh forces were not bound by the referendum limit and had all exceeded £15, with one at £21. Nevertheless, it remains the case that it is neither realistic nor feasible for us to take account of the possible range of flexibilities and priorities which each force will assign to police pay, or to take account of the potential trade-offs that might exist between pay and other possible expenditures. In practice, there are degrees of flexibility at every level, including individual forces and central government, in how budgets can be constructed or how money is spent.
- 2.18 We observe that the complexity of the assessment of affordability is increased this year by developments over the last few months in the wider public sector. We have noted with interest the pay settlements that have been agreed with parts of the NHS, and the Chancellor of the Exchequer's evidence to the Treasury Select Committee on 29 March 2023 in which he stated that while departments fund pay settlements from resources they receive in spending reviews "in exceptional circumstances there can be a discussion with the Treasury as to any additional help. This is a different situation because inflation was so much higher than expected and therefore the pay settlements have ended up being higher than expected. But there is a discussion with Departments as to how much help comes from the centre, and we have not had that discussion yet."
- 2.19 Moreover, as we have pointed out in previous years, we would not properly discharge our remit if we were to base our recommendations on pre-determined budgetary considerations alone rather than the needs of the police service, including the other, sometimes competing, factors set out in our terms of reference, especially given the continuing economic uncertainty and cost-of-living pressures.

The economy and labour market

- 2.20 HM Treasury said that ensuring inflation fell back to target was the number one priority for Government. It said that inflation was forecast to have peaked and was expected to fall to 5.5% on average across FYE 2024. HM Treasury also reported that: positive recruitment and retention trends in the public sector over the COVID-19 pandemic were starting to unwind; high levels of vacancies were an economy-wide phenomenon, which were expected to ease as the labour market loosened; and the Office for Budget Responsibility (OBR) expected unemployment to rise.
- 2.21 Most parties expressed concern about the rising cost of living. They also highlighted the upward pressure on pay across sectors. The MPS pointed out that accommodation and childcare costs in London were higher than other parts of the UK.

Our comment on the economy and labour market

- 2.22 Our report has been completed during a period of significant economic uncertainty. We set out below the latest economic and labour market indicators (summarised in Table 2.1) as at 31 May 2023, available to us when finalising our recommendations:
 - Inflation. Inflation has been high over the last year, with the twelvemonth increase in the Consumer Prices Index (CPI) peaking at 11.1% in October 2022. In April 2023, the CPI annual increase was 8.7%, the CPI including owner occupiers' housing costs (CPIH) annual increase was 7.8% and the Retail Prices Index (RPI) annual increase was 11.4%.
 - The largest upward contributions to the annual rate of inflation in April 2023 came from energy prices and food. The CPI showed that domestic electricity prices increased by 17.3% over the year to April 2023 and domestic gas prices by 36.2%. Food prices in the CPI increased by 19.3% over the year to March 2023.
 - The Bank of England base interest rate has increased from 0.1% at the start of December 2021 to 4.5% in May 2023 to try to slow rising prices. Rising interest rates have a knock-on effect on mortgage payments for some years. Examining the detailed components of the RPI showed that mortgage interest payments had increased by 55.1% over the year to April 2023.
 - In its March 2023 Economic and Fiscal Outlook⁷, the OBR expected CPI inflation to fall during 2023 and average 2.9% in the fourth quarter of 2023.
 - In its May 2023 Monetary Policy Report⁸, the Bank of England expected inflation to fall to around 5% by the end of 2023. However, it noted that food prices were likely to rise faster than this.

OBR (March 2023), Economic and Fiscal Outlook. Available at: https://obr.uk/efo/economic-and-fiscal-outlook-march-2023/ [Accessed on 31 May 2023]

Bank of England (May 2023), Monetary Policy Report. Available at: https://www.bankofengland.co.uk/monetary-policy-report/2023/may-2023 [Accessed on 31 May 2023]

- Economic growth. UK gross domestic product (GDP) was estimated to have increased by 4.1% in 2022. The first quarterly estimate of GDP by the Office for National Statistics (ONS) showed that GDP in the first quarter of 2023 was 0.1% higher than the previous quarter and 0.2% higher than a year earlier, but 0.5% lower than the prepandemic level (in the fourth quarter of 2019).
- In March, the OBR estimated that GDP would fall by 0.2% in 2023, but its forecasts implied that the technical definition of a recession would be avoided. It expected GDP to regain its pre-pandemic peak in the middle of 2024.
- Labour market. Pay As You Earn (PAYE) Real Time Information (RTI) data indicate that the number of employees on payrolls in April 2023 was 29.8 million, 1.0% higher than a year earlier and 2.8% higher than the pre-pandemic peak of 29.0 million in January 2020. According to the Labour Force Survey (LFS), total employment, at 33.0 million, was 363,000 (1.1%) higher in the three months to March 2023 than in the three months to March 2022, and at a similar level to that seen in the three months to March 2020. The number of employees has increased by 604,000 (2.2%) since the three months to March 2020, but this has been largely offset by a fall in self-employment over the same period. The LFS unemployment rate (for those aged 16 and over) was 3.9% in the three months to March 2023, 0.2 percentage points higher than a year earlier. The ONS recorded 1.1 million job vacancies in the three months to April 2023, down from a peak of 1.3 million in the three months to May 2022.
- Average earnings. In the three months to March 2023, whole economy Average Weekly Earnings (AWE) total pay annual growth was 5.8% and regular pay annual growth (excluding bonuses) was 6.7%.
- Public sector AWE annual growth was at 5.6% in the three months to March 2023 (both including and excluding bonuses). Private sector AWE total pay annual growth was at 5.9%, but regular pay annual growth (excluding bonuses) was 7.0%.
- Pay settlements. The latest estimates for median pay settlements in the three months to April 2023 ranged from 5.6% to 7.0%. Our analysis of XpertHR data indicates that over half (53%) of pay awards so far in 2023 were worth 6% or more.

Table 2.1: Latest economic and labour market indicators, as at 31 May 2023

| Indicator | Figure | | |
|---|--------|--|--|
| Inflation indicators | | | |
| Annual CPIH inflation | 7.8% | | |
| Annual CPI inflation | 8.7% | | |
| Annual RPI inflation | 11.4% | | |
| Pay and earnings indicators | | | |
| Incomes Data Research (IDR) median pay settlements | 5.6% | | |
| Annual growth in AWE – public sector | 5.6% | | |
| Annual growth in AWE – whole economy | 5.8% | | |
| Annual growth in AWE – private sector | 5.9% | | |
| XpertHR median pay settlements | 6.0% | | |
| Labour Research Department (LRD) median pay settlements | 6.0% | | |
| Annual growth in AWE – whole economy excluding bonuses | 6.7% | | |
| LRD median settlements to lowest basic rates | 7.0% | | |
| PAYE median annual change in pay | 7.0% | | |
| Annual growth in AWE – private sector excluding bonuses | 7.0% | | |
| PAYE annual change in median pay | 7.4% | | |
| Labour market indicators | | | |
| PAYE employees on payroll annual growth | 1.0% | | |
| LFS annual employment growth | 1.1% | | |
| LFS unemployment rate (aged 16 and over) | 3.9% | | |
| Claimant count rate | 4.0% | | |
| LFS employment rate (aged 16 to 64) | 75.9% | | |

Source: ONS – Labour Market Overview⁹, Consumer Price Inflation¹⁰, Claimant Count (Experimental Statistics)¹¹, and Earnings and Employment from PAYE RTI (Experimental Statistics)¹²; XpertHR¹³; IDR¹⁴; and LRD¹⁵.

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.

2.23 We note HM Treasury's warning of the risks of pay awards exacerbating the current inflationary pressures, and that further inflation will erode the real value of savings and incomes and could lead to interest rates being elevated for longer. However, we observe that while the rate of inflation is forecast to fall during 2023 it is not forecast to turn negative, and so this represents a slowing in the rate of price rises rather than an expectation that prices will fall. The CPI level was 123.8 in September 2022 and 130.4 in April 2023 (indexed to 100 in 2015). The forecast by the Bank of England suggests it will be between 133 and 134 in the fourth quarter of

https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/ uklabourmarket/may2023 [Accessed on 31 May 2023]

https://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/consumerpriceinflation/april2023 [Accessed on 31 May 2023]

https://www.ons.gov.uk/employmentandlabourmarket/peoplenotinwork/outofworkbenefits/datasets/ claimantcountcla01/current [Accessed on 31 May 2022]

https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/ realtimeinformationstatisticsreferencetableseasonallyadjusted/current [Accessed on 31 May 2023]

¹³ https://www.xperthr.co.uk/ [Accessed on 31 May 2023]

¹⁴ https://www.incomesdataresearch.co.uk [Accessed on 31 May 2023]

¹⁵ http://www.lrd.org.uk/index.php?pagid=29 [Accessed on 31 May 2023]

- 2023. Therefore, officers within our remit group will continue to feel the effect of the high inflation seen over the last year in particular for energy and food prices. We heard on our visits programme of the financial difficulties a number of officers were facing: some were struggling with mortgage payments, some were visiting food banks, some had taken second jobs, and others had taken on large amounts of overtime.
- 2.24 Surveys by XpertHR¹⁶ and IDR¹⁷ have indicated that a number of organisations took steps in 2022 in response to cost-of-living pressures that were outside of the headline pay award. Such measures included: one-off non-consolidated payments; making additional pay awards or bringing forward pay reviews; providing financial wellbeing advice or support to employees; and enabling access to employee discount providers. The IDR analysis found that the value of one-off payments ranged between £100 and £3,000, with a median of £500 and an average of £800. The police service has not made similar awards to its officers.
- 2.25 We also note that HM Treasury has told us that public sector earnings growth over the current Spending Review period (FYEs 2023 to 2025) should retain broad parity with the private sector. Table 2.1 above sets out key economic indicators including on private sector earnings growth. However, we observe again this year that the current economic climate means there is a greater degree of uncertainty around likely earnings growth than in many previous years. We discuss changes in police earnings compared with other parts of the economy in the next section.

Police earnings

Our analysis of police earnings

- 2.26 We have set out our full analysis of police earnings data in Appendix E. We set out some of the key points below.
- 2.27 Our analysis of the Annual Survey of Hours and Earnings shows that median earnings for constables and sergeants have been generally declining since the FYE 2011 relative to median earnings in: the whole economy; associate professional occupations (the occupational group which includes police officers in the ranks of constable and sergeant); and professional occupations (which tend to be graduate professions). The median earnings of associate professional occupations and professional occupations have also been declining relative to median earnings in the whole economy over this period.
- 2.28 The ranks of chief inspector and superintendent were the only ones to have fewer than half of officers at the pay scale maximum (Table 2.2). Nearly three-fifths of constables were on the new pay scale in March 2022, but just 3% of all constables were on pay point 0 of the new scale.

¹⁶ XpertHR (October 2022), Pay planning and forecasts for 2022/2023. Available at: https://www.xperthr.co.uk/survey-analysis/pay-planning-and-forecasts-for-20222023/166659/ [Accessed 31 May 2023, note this report is behind a pay wall]

¹⁷ IDR (February 2023), Inflation and public sector pay – A report for the FDA. Available at: https://www.fda.org.uk/nmsruntime/saveasdialog.aspx?IID=2117&sID=9513 [Accessed 31 May 2023]

Table 2.2: Distribution of officers on pay scales, England and Wales, March 2022

| | Constable | Constable | | | Chief | | |
|-------|---------------|-------------|----------|-----------|-----------|-------|-------------|
| | (old scale) (| (new scale) | Sergeant | Inspector | Inspector | Supt. | Chief Supt. |
| 0* | | 3% | _ | 18% | _ | _ | - |
| 1* | | 9% | _ | 19% | 30% | 20% | 26% |
| 2 | | 9% | 17% | 13% | 21% | 22% | 20% |
| 3 | | 9% | 22% | 50% | 49% | 21% | 54% |
| 4 | | 5% | 62% | _ | _ | 37% | _ |
| 5 | | 5% | _ | _ | _ | _ | _ |
| 6* | _ | 4% | _ | _ | _ | _ | _ |
| 7* | | 11% | _ | _ | _ | _ | _ |
| 8 | | | _ | _ | _ | _ | _ |
| 9* | | | _ | _ | _ | _ | _ |
| 10 | 43% | | _ | _ | _ | _ | _ |
| Total | 43% | 57% | 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.

Evidence from the parties on police earnings

- 2.29 HM Treasury considered that the public sector remuneration package remained competitive, when taking account of pay, pensions and wider benefits including job security.
- 2.30 The NPCC's written evidence to us included a joint statement on police officer pay. The statement, which is supported by the APCC and the PSA, highlighted their shared view that police pay since 2010 had not kept pace with inflation and that this had eroded the pay premium which was designed to compensate for the unique nature of policing.
- 2.31 The PSA reported that its 2022 Pay Survey of officers in the superintending ranks had shown that: 45% of respondents were dissatisfied with basic pay; 63% were dissatisfied with allowances; 56% were dissatisfied with overall remuneration; 84% disagreed that they received pay increases to maintain their standard of living; and 53% felt they were worse off than five years ago. All these proportions were higher than the previous year, and were based on 998 responses to the survey.

^{- &#}x27;..' represents a non-zero percentage less than 0.5%.

^{- &#}x27;-' 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 points 0 and 1 were removed from the sergeant pay scale on 1 April 2014 and 1 September 2020 respectively.

PFEW Pay and Morale Survey¹⁸

- 2.32 The majority of respondents to the 2022 PFEW Pay and Morale Survey¹⁹ expressed dissatisfaction with pay: 86% were dissatisfied with basic pay, 73% with allowances, and 83% with overall remuneration (pay and allowances). All these proportions were higher than in 2021.
- 2.33 The proportion of respondents who said that they were never or almost never able to cover their monthly essentials was 19%, up from 14% in 2021. Over two-thirds of respondents (69%) said they worried about money every day or almost every day, up from 45% in 2021. The proportion of respondents who said that they felt worse off financially compared with five years ago was 87%, up from 74% in 2021.

Our comment on police earnings

- 2.34 We observe that the Home Office in its evidence argued that median total earnings for police officers remained competitive when compared with: the private sector; professional occupations; and managers, directors and senior officials. However, as we said last year, the differentials between median police earnings and the median earnings of our comparator groups have generally been declining since 2011. We have also heard from parties about the decline in real-terms police earnings since 2010.
- 2.35 As in our previous reports, we do not make any judgement on what the correct level of police earnings relative to comparators should be. However, we observe that decreasing differentials over the long term have potentially negative implications for the morale and motivation of officers and for recruitment and retention. The same is true of long-term decreases in real-terms earnings, as highlighted by the results of staff association surveys.

Police workforce, diversity, recruitment and retention

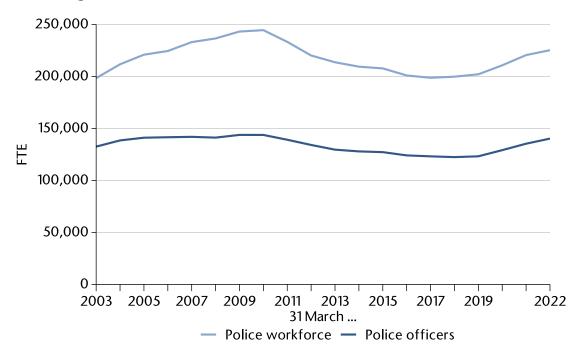
Our analysis of police workforce, diversity, recruitment and retention

- 2.36 We have set out our full analysis of police workforce data in Appendix E. We set out some of the key points below.
- 2.37 In March 2022, police officers accounted for just over three-fifths of the police workforce. Between March 2018 and 2022 officer numbers increased by 17,800 full-time equivalents (FTE) or 11% (Chart 2.1). At the end of March 2022 there were 140,200 FTE police officers, the highest number since March 2010.

PFEW (December 2022), Pay and Morale Survey 2022 – Headline Report. Available at: https://www.polfed.org/media/18245/pay-and-morale-2022 headline-report.pdf [Accessed 31 May 2023]

¹⁹ Which received 36,669 responses.

Chart 2.1: Strength of police workforce and number of police officers (FTE), England and Wales, March 2003 – March 2022



Source: Police Workforce Statistics, Home Office.

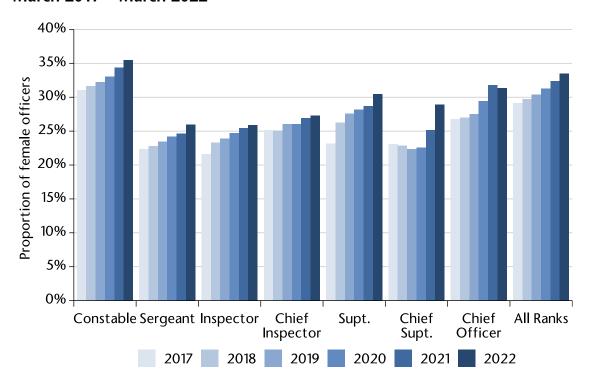
- 2.38 Provisional figures released in April 2023²⁰ showed that at the end of March 2023 there were 149,572 officers (on a headcount basis) in England and Wales. This represented an increase of just over 7,000 on a year earlier, and included 20,951 additional officers that had been recruited under the Uplift Programme. The MPS had recruited nearly 3,500 additional officers, but was just over 1,000 officers short of its Uplift Programme target; all other forces had met or exceeded their targets. We comment elsewhere in our report on the implications of the police service exceeding its Uplift Programme targets.
- 2.39 The proportion of officers who were female²¹ (Chart 2.2) increased from 29% to 33% between 2017 and 2022, but the proportion of female officers was lower than the overall proportion for ranks above constable. The proportion of ethnic minority²² officers (Chart 2.3) increased from 6.3% to 8.1% between 2017 and 2022, continuing a steadily upward path over the past decade, but again the proportion of ethnic minority officers was lower than the overall proportion for ranks above constable. Figures from the Uplift Programme show that 43% of new recruits between April 2020 and March 2023 were female, and 12.9% were from an ethnic minority. These indicators show that the diversity across the officer workforce has improved in recent years, but remain below levels representative of the communities served by the police.

²⁰ Home Office (April 2023), *Police officer uplift, quarterly update to March 2023*. Available at: https://www.gov.uk/government/statistics/police-officer-uplift-quarterly-update-to-march-2023 [Accessed on 31 May 2023]

²¹ Proportions of female officers exclude officers who did not state their sex from the denominator.

²² Proportions of ethnic minority officers exclude officers who did not state their ethnicity from the denominator.

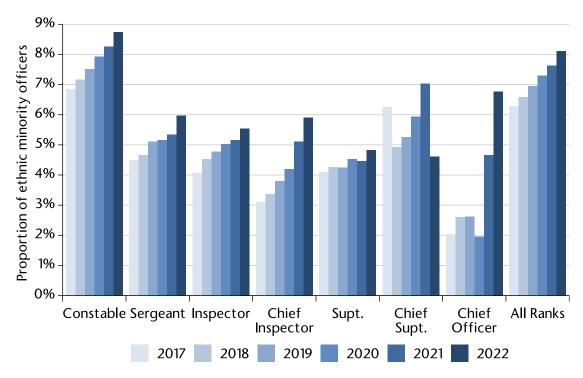
Chart 2.2: Percentage of female officers (FTE), by rank, England and Wales, March 2017 – March 2022



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

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

Chart 2.3: Percentage of ethnic minority officers (FTE), by rank, England and Wales, March 2017 – March 2022

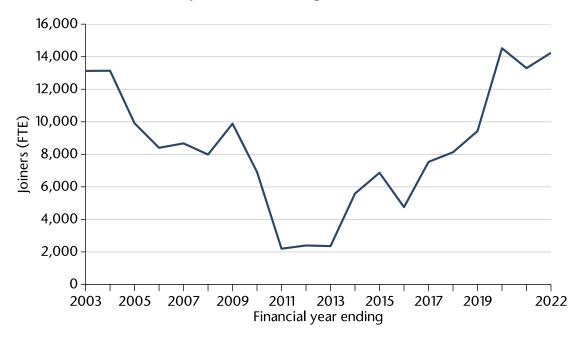


Source: OME analysis of Police Workforce Statistics, Home Office.

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

2.40 The announcement of the Uplift Programme in 2019 led to a sharp increase in the number of police officer joiners in FYE 2020 (Chart 2.4). There were around 14,200 joiners in FYE 2022, 7% (900 FTE) higher than the previous year and the second highest level since the data series began in FYE 2003.

Chart 2.4: Police officer joiners (FTE), England and Wales, FYE 2003 – 2022



Source: Police Workforce Statistics, Home Office.

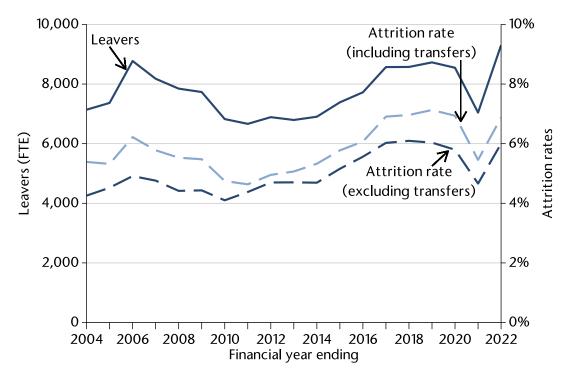
2.41 The number of officers leaving police forces²³ (Chart 2.5) in FYE 2022 was 9,300 FTE. This represented a sharp increase of 32% (2,300 FTE officers) compared with the previous year, and was 9% (800 FTE) higher than in FYE 2020. The attrition rate²⁴ increased to 6.9% in FYE 2022, a similar level to FYE 2020. Omitting those leavers who transferred to other forces within England and Wales rather than leaving the service altogether, the attrition rate was 6.0% in FYE 2022. Nearly half of police leavers in FYE 2022 were normal retirements²⁵ and just over one-third were voluntary resignations. The number of voluntary resignations in FYE 2022 was 72% higher than the previous year.

²³ Including officers transferring between forces.

²⁴ 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.

²⁵ Individuals who have retired, not on ill-health grounds.

Chart 2.5: Police officer leavers and attrition rates (FTE), England and Wales, FYE 2004 – 2022



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

Evidence from the parties on police workforce, diversity, recruitment and retention

- 2.42 The joint statement on police pay said that the Uplift Programme was on track to deliver 20,000 extra police officers by March 2023. However, the MPS reported that it would not meet its target. The joint statement also stated that policing had recruited its most diverse workforce, although parties noted that diversity levels remained below those for the overall population.
- 2.43 The joint statement on police pay reported that policing had traditionally had high levels of retention, and that turnover, excluding retirements, tended to be focused in the early years. It highlighted that, due to the large number of new officers, policing was likely to experience greater turnover over the next five years.
- 2.44 The Home Office reported that the Home Secretary had asked the College of Policing to consider options for a new non-degree entry route, to complement the existing Policing Education Qualifications Framework. The Home Office noted that in the meantime, the current transitional non-degree entry route would be kept open.

The Strategic Review of Policing in England and Wales

2.45 The Strategic Review argued that having a more diverse workforce and one that was more representative of society was a key building block of police legitimacy. It observed that at the current rate of progress it

would take the police service in England and Wales 20 years to achieve a representative workforce in terms of gender, and 58 years to do so in terms of ethnicity.

Baroness Casey Review of the MPS

2.46 The Baroness Casey Review made a number of observations about the MPS progress on increasing the diversity of its workforce. These included "If recruitment continues on its current trajectory, it will take at least another thirty years, until 2053, to reach gender balance. It will take even longer, until 2061, to reach 46% Black, Asian and ethnic minority representation – what is needed to be representative of London today, let alone the even more diverse city it will be in nearly 40 years' time."

HMICFRS Inspection of Vetting, Misconduct and Misogyny in the Police Service²⁶

2.47 The inspection report by HMICFRS, commissioned following the murder of Sarah Everard, stated that "It is too easy for the wrong people both to join and to stay in the police." It observed that "Identifying unsuitable applicants should start during the recruitment process. Too often, this process is not rigorous enough." The report noted that some forces were appointing applicants without seeking references from previous employers or checking their educational qualifications. It acknowledged that several forces had recently reintroduced final interviews into their recruitment process. But others still selected applicants without assessing them in person first. The report accepted that it was too soon to assess whether these processes had adversely affected standards but it warned that initial indications were not reassuring.

Our comment on police workforce, diversity, recruitment and retention

- 2.48 The provisional figures released by the Home Office on 26 April 2023 show that 20,951 additional officers were recruited under the Uplift Programme, exceeding the 20,000 target. We regard the recruitment of this number of officers over a three-year period as a significant achievement, although we recognise that this has created a series of knock-on challenges for policing, some of which we discuss below. We are also aware that the police service will need to continue to recruit at levels above those seen prior to the Uplift Programme over the next few years if it is to maintain officer numbers. The NPCC has told us that it estimated a further 20,000 officers would need to be recruited over the next two years to maintain police workforce numbers. We consider that, if realistic, this will be a significant challenge.
- 2.49 We are concerned that the MPS did not meet its Uplift Programme target by just over 1,000 officers. We understand that it is likely to be some time before the shortfall is addressed. We note the recommendations of the Baroness Casey Review regarding the need for the MPS to re-invest

²⁶ HMICFRS (November 2022), An Inspection of Vetting, Misconduct and Misogyny in the Police Service. Available at: https://www.justiceinspectorates.gov.uk/hmicfrs/publications/an-inspection-of-vetting-misconduct-and-misogyny-in-the-police-service/ [Accessed 31 May 2023]

- in and reprioritise frontline policing by restoring visible neighbourhood policing; giving a higher status to frontline work; and creating stronger local leadership. We are therefore very concerned that the evidence we received from the MPS revealed that it is the recruitment of officers into uniform that it is finding most challenging.
- 2.50 The Uplift Programme has created a series of challenges for the police service as a whole. Inevitably, there is a significant leadership challenge for the service as the proportion of officers with less than five years' experience has risen significantly and is expected to reach 38% by March 2024. We note the confidence of the Home Office and the NPCC that recruitment standards were maintained throughout the programme. However, we were concerned by the findings from the HMICFRS inspection of vetting, and during our visits to forces in the winter of 2022 we heard from at least one force that a significant proportion of its new recruits (20%) were being closely monitored because they were considered to be at risk due to financial, workload or other pressures.
- 2.51 In our view, it is vital that the police service does not underestimate the leadership and supervisory challenge it faces in managing the increased levels of inexperience in the service if it is to maximise retention and meet the Policing Vision 2030 objective of being "a representative and inclusive workforce with effective leaders and a strong ethical and professional culture which challenges inappropriate behaviour when it occurs." In this context, we note the concerning evidence from the NPCC that there was a drop in the number of officers taking initial promotion exams during 2022, and ask to be updated on this next year.
- 2.52 We welcome the evidence from the NPCC showing the ratio of constables to sergeants decreased slightly between September 2021 and 2022, and an increase in the number of new recruits who are managed by a tutor that only oversees them. We also observe that there has been a fall in the proportion of officers who are managed by a tutor who oversees three or more officers. We support work by the NPCC to review the model for tutoring and ask that we be kept in touch with this work as it develops.
- 2.53 We recognise that the retention of officers is as important as recruitment to the maintenance of officer numbers. We observe that voluntary resignation rates from the police service remain low, especially, as the Home Office has emphasised to us, in comparison with other public sector organisations. However, our analysis showed that the number of officers leaving the service in FYE 2022 increased sharply compared with the previous year. This is likely to have been driven, at least in part, by the labour market picking up after the COVID-19 pandemic, and officers choosing to leave ahead of pension changes in April 2022.
- 2.54 We also note the evidence from the NPCC that three-quarters of voluntary resignations occur in the first five years of service, and as a result of the Uplift Programme a greater proportion of officers have less than five years' service. The NPCC told us that its modelling of the impact

- of the change in the shape of the service showed attrition would rise in FYE 2023 and peak in FYE 2024 before falling by the end of FYE 2025. We will monitor the situation carefully during the next few years.
- 2.55 Diversity is an important factor in operational efficiency. We were, therefore, encouraged that the cohort of officers recruited under the Uplift Programme were more diverse than the existing workforce. It is important that the police service continues to build on this achievement; therefore we welcome the work by the College of Policing to continue to reduce the adverse impact of the recruitment selection process on ethnic minority candidates.
- 2.56 We note again this year that most indicators of diversity have shown improvement although the number of female and ethnic minority officers continue to remain below levels representative of the communities served by police forces. However, we continue to remain concerned by the evidence we have seen that shows ethnic minority officers and females have consistently higher voluntary resignation rates than their white and male counterparts particularly in the early years of service. Evidence on other protected characteristics (excluding age) is currently limited. We therefore welcome the Home Office evidence that it and the NPCC were working with police forces to improve the quality of data collected on protected characteristics, and we would encourage parties to supply more such data in future.

Police motivation and morale

- 2.57 The NPCC informed us that the 2021 National Police Wellbeing Survey had shown a decline in levels of job satisfaction for police officers since the 2020/21 survey. In addition, the 'intention to quit' was found to have significantly increased over the past twelve months.
- 2.58 The MPS said that the ongoing impact of the public's trust and confidence in the MPS continued to be felt acutely by its officers. Its annual attitude survey had shown a decrease in the engagement index for officers. There had also been significant decreases in the proportion of officers who felt that: their job motivated them to do their best; they would recommend the MPS as an attractive place to work; and they felt proud to work for the MPS.
- 2.59 Results from the PSA 2022 Pay Survey showed higher proportions of officers in the superintending ranks reporting low morale than the 2021 survey, and more than half of respondents said that their morale was lower than a year earlier. The top reported factors negatively affecting morale were: how the police were treated by the Government; uncertainty regarding pensions; and taxation policies.

PFEW Pay and Morale Survey

2.60 Results of the PFEW 2022 Pay and Morale Survey showed 56% of respondents reported their morale was low. This was slightly lower than in 2021 but higher than in 2020 (58% and 48% respectively). Furthermore,

- 87% said morale in their force was low and 90% said morale in the police service as a whole was low; these were both higher than in 2021 (84% and 88% respectively). The top reported factors negatively affecting morale were: how the police were treated by the Government; pay; and how the police were treated by the public.
- 2.61 The PFEW 2022 Pay and Morale Survey also showed that 18% of respondents intended to resign from the police service either within the next two years or as soon as possible. This had increased from 12% of respondents in 2021. The top reported factors having a major effect on that intention were: morale; how the police were treated by the Government; and pay.

Our comment on police motivation and morale

- 2.62 High morale and strong motivation drive productivity. We are concerned again this year by the results from staff association surveys results showing low levels of morale in comparison with previous years. We also note the concern expressed by all parties, with the exception of the Home Office, regarding the real-terms reduction in pay of officers over the last decade. We observe that this decline will inevitably have a negative impact on morale. We heard on our visits programme that morale was also being damaged by poor work/life balance and an increasing need, partly as a result of the pressures on other services created by the COVID-19 pandemic, to act as a public service of last resort. We also observe the worrying findings of the NPCC Police Wellbeing Survey 2021 regarding the 'intention to quit' and the decline in job satisfaction.
- 2.63 We are grateful to the staff associations and the MPS for the results from their surveys regarding motivation and morale. We also welcome the provision by the NPCC of more detailed results than previously from the Police Wellbeing Survey. We have highlighted in previous years that the absence of a national 'employer' evidence on morale continues to hamper our assessment of motivation and morale, and the Police Wellbeing Survey goes some way to providing this. However, we continue to urge the NPCC to consider what other data it can commission or otherwise make available to us in a timely manner to aid our future deliberations.
- 2.64 We agree with the NPCC that an indication of pressure on the workforce is absenteeism. We note that long-term absence has remained stable since 2015, but that both adjusted and restricted duties have risen over the recent years to total just under 1 out of 10 of the officer workforce.

Pensions

- 2.65 The NPCC expressed concern about the levels of opt out from the pension scheme especially among junior officers. It highlighted that there was significant variation in opt-out rates between forces.
- 2.66 The CPOSA reported that its members lost up to a third of all pensions benefits through pensions debits for annual allowance and lifetime allowance tax charges. It said satisfaction with pensions among its

members was 36% in 2022, down from over 45% in 2017, and 47% of respondents in the CPOSA exit survey cited either the pensions 'trap' or pensions taxation as a reason for leaving before the end of their fixed-term appointment.

PFEW Pay and Morale Survey

2.67 In the 2022 PFEW Pay and Morale Survey 6% of respondents indicated that they had opted out of the pension scheme, and a further 19% indicated that they were considering opting out. The main reason given for having opted out was that the contributions were too high and/or unaffordable (77% of officers who had opted out, up from 66% in 2021).

Our comment on pensions

- 2.68 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, motivation, and retention.
- 2.69 We acknowledge the evidence we received from the Home Office which emphasised that the employer contributions (31%) for police officers are higher than for most other public sector schemes, and made a significant contribution to total remuneration. However, we remain concerned by the number of officers opting out of the police pension schemes. Data from the Police Earnings Census shows that in FYE 2022 the opt-out rate, among officers for whom pension information was provided, was 7% which represented a decrease of 2 percentage points on the previous year and was 1 percentage point lower than in 2019. Most officers who had opted out were constables and around 37% had less than five years' service.
- 2.70 As we said last year, we judge that for officers in the early years of service the decision to opt out is likely to be driven by affordability concerns, the anecdotal evidence provided by the NPCC and the results from the 2022 PFEW Pay and Morale Survey appear to confirm this. That evidence suggested officers are facing increasing financial pressure and see pension contributions as something which can be given up. However, we remain concerned that, by opting out, officers are forfeiting their right to an important part of the remuneration package.
- 2.71 We note the changes that were announced to pension taxation and allowances in the March 2023 Budget. We judge that these are most likely to influence the behaviour of chief officers and we return to these in Chapter 5. Once again, 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.

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

2.72 The Home Office and NPCC provided updates on the work that had been done and was ongoing to enact the remedies to the discrimination identified in the McCloud/Sargeant legal case.

Our comment on legal obligations on the police service in England and Wales and relevant changes to employment law

- 2.73 We are grateful to the parties for providing updates on work that has been progressed on pay and conditions of service. We remain in favour of changes that encourage retention and diversity. We ask all policing parties to continue to update us on relevant developments, and any relevant changes to employment law.
- 2.74 We note the work to enact the remedies arising from the McCloud/ Sargeant case. We are aware that members who are returned to the 1987 Scheme under the remedy will immediately owe employee contributions in respect of service accrued during the remedy period. In its evidence, the NPCC told us that for a constable this could amount to gross contributions exceeding £2,000 and that the Home Office had not yet confirmed its preferred option for repayment. We encourage the Home Office to address this as soon as possible.

CHAPTER 3 – MODERNISING POLICE WORKFORCE AND PAY

Introduction

3.1 In this chapter, we comment on the evidence that we received 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

3.2 This year, the Home Secretary's remit letter invited us to make further commentary and observations on benchmarking and the P-factor, and whether the points raised in the last pay round had been addressed.

Our previous commentary on workforce and pay reform

- 3.3 Our 2022 Report was the eighth in which we considered evidence on progress in police workforce and pay reform. We expressed disappointment that the recent workforce and pay reform programme did not achieve all that it could and that the opportunity to support police transformation was not fully grasped. We observed that the Uplift Programme would conclude in March 2023 and that this would bring the opportunity to refresh the police pay reform agenda. We encouraged the policing parties in England and Wales to be ready by that point with an overarching strategy, purpose and objectives for the next phase of police pay reform. We suggested that this should focus on encouraging police forces to embrace pay reform as a lever for achieving the transformation of policing as set out in the Policing Vision 2025. We also supported the work of the College of Policing in developing leadership at every level and strategic capability and its intent to associate the professionalism of police officers closely with workforce and pay reform. We requested:
 - Clarification on how exactly pay benchmarking was to be used in the pay-setting process for the police.
 - A definition of the ultimate purpose of benchmarking.
 - Reassurance that pay benchmarking was to have an indicative role, rather than provide exact numerical answers or drive demand on pay levels. We explained that this was important in the context of both the high-level police reward policy that the NPCC told us was under consideration and the ongoing chief officer remuneration review.
 - A fully evidenced methodology explaining why the P-factor had been valued at 13% to demonstrate that it was robust and sound. We said it remained important to publish a clear and transparent statement of the methodology adopted and example calculations. This was so that in future years parties could refer back to an authoritative source document.
 - A clear and transparent statement on how the P-factor will be applied across all ranks in future.

- A detailed update on what an officer was required to achieve in order to attain the Pay Progression Standard (PPS) as we were greatly concerned about the lack of rigour and challenge in the process.
 We noted that it would be important to assess the impact of the PPS on police performance over the longer term and asked the NPCC about a plan for doing that.
- Further evidence on the monitoring of Targeted Variable Pay (TVP)
 as we were not convinced that the arrangements at national level
 for monitoring TVP were adequate, particularly in the context of
 oversight on equality and diversity.
- 3.4 We also observed that a complicated and fragmented decision-making infrastructure containing both statutory and non-statutory bodies surrounded police workforce and pay reform. We asked for this wider architecture to be clarified and simplified and the need for coherence in decision-making processes at the national level on police workforce and pay reform to be prioritised.

Modernising police workforce and pay: future direction

- 3.5 In response to our observations in our 2022 Report about focusing on encouraging police forces to embrace pay reform as a lever for achieving the transformation of policing, the NPCC said it believed this had been partly achieved. It told us that the Workforce Transformation Programme and its successor had been set up to deliver the workforce aspects of the Policing Vision 2025. Both the NPCC and the MPS commented on the lack of additional funding required for pay reform and the need for it to be cost neutral as a constraint on the police service's ambition.
- The Home Office and the NPCC explained that the focus of the police 3.6 service had been on delivering the Uplift Programme and there was no substantive work underway on a workforce transformation strategy of the type we had requested in our last report. The NPCC described the steps being taken that would assist in the preparation of such a strategy including its Strategic Assessment of Workforce. In its evidence, the NPCC said its focus was now to develop a longer-term pay and reward strategy aligned to the national workforce assessment, priorities, capability and leadership gaps. These were aligned to the Policing Vision 2030. The NPCC also set out its workplan for 2023/24 which included a review of starting salaries. The Home Office said it would continue to work with policing partners on the development of the strategy. In advance of that strategy being in place, it had developed a framework setting out the key considerations and evidence requirements to support the development of any pay reform initiatives.
- 3.7 In oral evidence, the MPS said it wanted to accelerate the pay of talented individuals and to reward officers for delivery and for having the right values and skills. It pointed out that the existing pay structure for police officers did not assist with that process.

Our comment on the future direction of modernising police workforce and pay

- 3.8 While we are disappointed that it has not been possible for policing parties to put in place at the end of the Uplift Programme a new overarching strategy setting out the purpose and objective of pay reform, we note that the focus has been on ensuring that police recruitment targets were met. However, in our view, it is unfortunate that steps were not taken to facilitate the concurrent development of a strategy.
- 3.9 We also acknowledge that pay reform to date has been driven by the need for it to be cost neutral. We agree with the NPCC and the MPS that ambitious pay modernisation programmes need to be properly funded. We welcome the NPCC's commitment to develop a longer-term pay and reward strategy. Our view is that the police service needs a funded workforce modernisation plan that sets out how it will deliver the service's vision for policing and support the cultural change required across the police service that the Baroness Casey Review and other inquiries and incidents have shown is required.
- We note the commitment in the Policing Vision 2030 to strengthen 3.10 trust and engagement with local communities, adapt the service to the changing nature of crime and develop a representative and inclusive workforce with a strong ethical and professional culture. We observe a pay and reward strategy is critical to facilitating the changes needed. We are encouraged by the MPS' comments that pay in the police service is not being used strategically and that an overhaul of the pay framework would help address some of the recruitment and retention issues facing the police service. We note that the NPCC told us in oral evidence that a strategy should be co-produced with the Home Office. We observe that there was no timetable in the NPCC written evidence for the production of a strategy although we understand from the oral evidence we received from the NPCC that policing partners were planning to meet in April 2023 to consider next steps. Given the recruitment and retention challenges facing the police service, we urge the NPCC and the Home Office to make this a priority and to address the current strategic vacuum. Such a strategy should seek to address the following guestions:
 - How will the police service attract and retain high-calibre applicants with the right skills, commitment and attitudes?
 - How will changes to the workforce and pay enable the police service to address concerns about police legitimacy and rebuild the trust of communities?
 - How will it ensure that the police service attracts and retains officers from diverse backgrounds with the right capabilities and attitudes to deal with the changing nature of the increasing complexity of demand driven by both technology and changing social attitudes?

- 3.11 We are also grateful to the Home Office for proposing a framework setting out the key considerations and evidence requirements to support the development of any pay reform initiatives. We would welcome future proposals from parties being presented to us with considerations that cover the issues set out in the framework.
- 3.12 We also welcome the NPCC's plan to review starting salaries and constable base pay in 2023/24 and we return to this later in our report (Paragraphs 4.40 to 4.46).
- We observe that concerns were expressed during our 2022 visits programme about the small pay differential between inspectors and chief inspectors and the big gap between the top of the chief inspector rank and the bottom of the superintendent rank. We also heard about the large workload and excessive hours worked by the inspecting ranks and that inspectors and chief inspectors are unable to claim overtime. This leads to what some see as an unsatisfactory situation whereby on some operations the overtime-earning sergeant or even constable could earn more than the inspector to whom they report. However, we recognise that this is a longstanding issue that has its roots in the overtime 'buyout' agreed in 1994. A long-term pay and reward strategy must address the coherence of the police pay scales across all ranks of the system to ensure that the career ladder for officers enables effective progression and movement. In particular, this work should examine the differential between inspectors and chief inspectors and between the top of the chief inspector rank and the bottom of the superintendent rank. We ask also for detailed evidence on this issue in the next pay round.
- 3.14 We welcome the NPCC's offer, made in oral evidence, to provide a midyear update on its development of a strategy. It would be helpful if that could be submitted to us by 30 November 2023 and include a timetable for the delivery of a pay and reward strategy. We return to this issue in Chapter 6.

Pay Progression Standard

3.15 The NPCC in its evidence described the PPS as a building block; the MPS referred to it as the start of a journey. The Home Office said it considered the PPS a positive step forward. The NPCC and the Home Office set out the elements an officer needed to meet the PPS and told us that to these would be added the Job Related Fitness Test, when equality concerns around it had been addressed. The NPCC set out future monitoring arrangements and told us that the monitoring it had undertaken had raised no concerns in the majority of forces about preparations for the start of assessments under PPS. However, only 28% of respondents to the PSA Pay Survey said their line manager had made them aware of the PPS. The NPCC set out its plans for a review of the PPS and sought our views on its scope.

Our comment on the Pay Progression Standard

- 3.16 We observe that in theory the PPS could be a powerful tool. The NPCC told us in 2021 that the PPS had been developed to link pay progression to competency and would replace the regulatory link between pay and automatic progression. It also said that the PPS would sit alongside the Performance Development Review (PDR) process as an annual assessment and would be applied consistently across the service as the mechanism to ensure that there was a positive and conscious decision made before incremental pay progression took place.
- 3.17 We note that parties have described the PPS as currently constituted as the first step on a journey but we observe that it will be some time before the PPS meets the original aspirations of those who were designing it. Our understanding from the evidence we have received this year is that to meet the PPS officers need to have completed any local training requirements and their PDR. In addition, there must be no formal capability procedure in place. Officers with line management responsibilities must also have completed PDRs and PPS for those they manage. We do not consider this a high bar for officers to meet. Therefore, our concerns about the lack of rigour and challenge in the current PPS remain. Indeed, in practice for many officers the bar may be even lower. We note, for instance, that only 10% of respondents to the PSA Pay Survey had been required to complete a local training requirement as part of the PPS. We also observe that it may be some time before the Job Related Fitness Test becomes a requirement of the PPS as details of the new measure are still being finalised and that it will need to be tested.
- 3.18 We are also concerned by early signs of the inconsistent application of the PPS. We accept that its implementation only commenced in April 2022 with the first assessments taking place from April 2023. However, we note the responses received by the PSA to questions relating to the PPS in its 2022 Pay Survey which suggested only a limited number of the respondents had been made aware of the PPS.
- 3.19 As we noted above, the completion of the PDR is a key element of the PPS, and concerns were also expressed in oral evidence by parties about the operation of the PDR, which could be done in either a superficial or meaningful way. We will want to see more evidence on the operation of the PPS in future years. In particular, we would like to see evidence that those reported as meeting the PPS have actually met the three elements of the standard including the training and PDR requirements and we would like to better understand the mechanisms in place to support those who fall below the required standard in their PDRs. We would also like to see more evidence on the impact of PPS and the outcomes it is delivering.
- 3.20 Conversations between police officers and their line managers around behaviours and capability can be an important lever in driving cultural change and improving standards in the police service. We would like to

- better understand how the PPS fits with other work to change behaviour to improve standards such as the College of Policing's use of the COM-B model²⁷.
- 3.21 We welcome the NPCC's plans to continue to share good practice on the PPS and we are pleased that it has plans to review it.
- 3.22 With regard to the detailed plans for the review of the PPS on which the NPCC has sought our view, we welcome work to demonstrate that the link between the PPS and progression is rigorous and to assess the impact of the PPS on police performance over the longer term. Our view is that the review should focus on clarifying the outcomes the PPS is seeking to deliver and establishing how these will be measured. It is essential the review considers how the police service will reach a view on whether the PPS is really having a positive impact on performance and standards and how in future it might be linked to pay. We urge parties to be ambitious and imaginative in considering the link between the PPS and progression.

P-factor

3.23 The NPCC explained that addressing our concerns about the P-factor methodology would form part of its broader work in 2023/24 on the constable pay scale and a review of starting salaries. The NPCC said this work would enable the revised method to be agreed and applied in consultation with all stakeholders, alongside illustrations of how benchmarking would be applied, while helping develop a longer-term pay and reward strategy aligned to the workforce assessment.

Our comment on the P-factor

- 3.24 The Home Secretary's remit letter invited us to provide further commentary and observations on benchmarking and the P-factor, and to give a view on whether the points raised in the last pay round had been addressed.
- 3.25 We agree that there are certain aspects of officers' work that are unique to policing and that these should be recognised. However, we are disappointed that the issues we raised in our 2022 Report regarding the P-factor have not been addressed in the evidence we received this year and we welcome the NPCC's proposals to review the P-factor methodology in 2023/24. In our view this should be a fundamental, back-to-first-principles review. We recall that the evidence we received from the NPCC in 2022 described the methodology used to determine the 12 factors that currently make up the P-factor and the process used to attribute the value of 13% to the P-factor. Our understanding is that this work built on the original approach adopted by Winsor and was developed through discussions with stakeholders including the staff associations. We note that the NPCC told us in 2022 that no weighting was applied to the different elements of the P-factor. It explained then

²⁷ The COM-B model for behaviour change cites capability (C), opportunity (O), and motivation (M) as three key factors capable of changing behaviour (B).

- that one reason for this was that applying specific weightings to the armed forces' X-Factor had been considered and rejected as a fixed approach that in time could make the X-Factor an unaffordable burden.
- 3.26 However, we are concerned that the P-factor is overly complicated. It needs to be simplified. We observe that, as constructed, the P-factor is a basket of elements that will be difficult to evaluate, calibrate and track over time in a meaningful way. The elements that currently constitute the P-factor should be reviewed to check that they are unique to policing. We also urge the NPCC to consider whether some of the 12 factors are already taken into account as part of the job evaluation process so as to eliminate any duplication. The value of the P-factor should also be reviewed and it is vital that the methodology for reaching any new valuation of the P-factor is fully evidenced. We ask that the NPCC includes a progress report on the work to review the P-factor as part of its update to be submitted to us by 30 November 2023.

Pay benchmarking and the P-factor

3.27 The NPCC explained that benchmarking provided the context for decisions about police pay alongside the workforce strategy, a range of other data (economic, recruitment, retention and wellbeing), affordability and equality. The NPCC evidence also set out the details of the original Korn Ferry study and its updated analysis comparing 2022/23 police base pay rates with those in the public sector and the whole market. The NPCC told us that the shape of the distribution remained the same as in 2020, with the constable rank being the most competitive against the market median of the public sector and all organisations. That competitiveness decreased as officers progressed through to the senior ranks of the police service.

Our comment on pay benchmarking and the P-factor

- 3.28 We accept that benchmarking is one part of a wider process that the NPCC uses to annually review the pay of each rank with the purpose of identifying the need for any targeted pay proposals. We observe that the heavy reliance by the review of chief officer remuneration on the benchmarking work undertaken by Korn Ferry underlines its importance. We assume that benchmarking will feed into an evaluation of future pay reform initiatives under the new framework proposed by the Home Office. That framework includes a reference to the consideration of external factors such as the remuneration package in other sectors for specialist skills.
- 3.29 In our last two reports, we have expressed concern that the chosen NPCC methodology on the interaction of the P-factor with the benchmarking process varies from the widely accepted approach to calculating a pay premium. We pointed out that the NPCC proposes assigning a proportion of each pay point as the P-factor and excluding this when making pay comparisons. In contrast, the conventional method would add the P-factor proportion after the comparison with other salaries has been

- made. We observed that this means that the NPCC methodology has the effect of artificially depressing the underlying police salary used for making comparisons, meaning that a bigger pay uplift would be required in order to match comparators' salaries.
- 3.30 We assume the fundamental review of the P-factor will address this issue and that we will receive an update on this element of the work as part of the progress report we will receive on 30 November 2023. Once the methodology is revised, we ask that the NPCC explains the interaction between the P-factor and benchmarking and how it will be used in future in setting pay, and that it publishes a clear and transparent statement of the methodology and example calculations. As we have said in previous years, such a statement will provide parties with an authoritative source document. This should form part of the evidence presented to us in 2024.

Targeted Variable Pay

- 3.31 The NPCC confirmed that TVP was not an alternative mechanism to compensate for base pay. It set out the monitoring it had undertaken but noted that it had no specific responsibility for the types of payments made. The NPCC explained that it provided initial guidance and where it became aware of forces acting in such a way that caused concern to other forces or to staff associations it would seek to advise to ensure that practice was consistent. The NPCC set out the work it was doing with the Home Office to review TVP to agree a more permanent approach and to make possible modifications to the system. The NPCC told us that a business case would be submitted to the Home Office in March 2023. The Home Office subsequently wrote to inform us that the current legislation would be extended to 30 June 2024 to provide the NPCC with the ability to improve data collection and the evidence base for TVP.
- 3.32 In their evidence both the MPS and the PSA emphasised the importance of TVP and supported the case for the provisions in the regulations to be made permanent. The MPS pointed out that without TVP it might need to make the case for regional pay. The MPS told us that it might need to extend the use of TVP this year to deal with recruitment pressures.

Our comment on Targeted Variable Pay

- 3.33 Our view is that TVP has an important part to play in the police service reward and remuneration framework. We welcome the extension of TVP to June 2024 to enable the improvement of data collection. We recognise that many policing parties consider TVP a key tool in their recruitment, retention and reward toolbox although it is not used by all forces. However, it is important that TVP is used for the purpose that it was originally intended. There are two types of TVP:
 - Discretionary payments for skills that are in demonstrably short supply and financial incentivisation is considered necessary to attract or retain those skills; or where the role in question is hard to fill²⁸.

²⁸ Service Critical Skills Payment payable to officers in the federated and superintending ranks.

- Discretionary payments in circumstances where the chief officer determines that the demands placed on the officer exceed those usually placed on other officers of the same rank²⁹.
- We are concerned that the existing framework governing TVP risks enabling forces to use the payments for purposes for which they were not originally intended. In its evidence, the NPCC stated that TVP is not an alternative mechanism to compensate for base pay nor was it intended as a mechanism to recruit officers from other forces. However, we note some concerns have been raised by the Home Office and staff associations about the apparent differences in approaches adopted by forces. We encountered similar concerns during our 2022 visits programme. We found anecdotal evidence that some forces were considering using TVP to 'compensate' senior ranks that had received a flat rate award of £1,900, rather than a percentage uplift, as a result of the 2022 award. We also note that the MPS has told us that it might need to extend the use of TVP this year to deal with recruitment pressures. We observe that it is important that TVP is used in a way that is consistent and in line with its original purpose as set out in Paragraph 3.33 above. It should not be used in a way that risks undermining the national pay structure or creating damaging competition between different forces.
- 3.35 We judge that the extension of the regulation and the work underway to develop new permanent arrangements provide an opportunity to strengthen the guidance and monitoring arrangements for TVP. We were pleased to learn that the NPCC intends in future to give guidance on suitable values for TVP based on current practice. However, there also needs to be a framework that provides greater clarity on the criteria for awarding TVP, promotes consistency of application and creates an expectation that an award will be time limited.
- 3.36 We also look forward to learning more next year from parties about how TVP will fit with, and possibly be replaced by, the College of Policing's plans for accreditation and licensing in certain areas linked to pay.
- 3.37 In our last report, we raised concerns about the monitoring arrangements for TVP. The NPCC and Home Office told us that the National Reward Team (NRT) had monitored the usage of TVP to understand the reasons that such payments had been awarded and to help the Home Office complete a robust Equality Impact Assessment. The NPCC pointed out that the NRT acts as an adviser to forces when new determinations are introduced but has no specific responsibility for the types of payments made. We assume this means there will be no ongoing monitoring of TVP once the new regulations have been established. If that is the case, we advise the Home Office and the NPCC to consider whether, given concerns raised by staff associations, there would be some benefits to formal monitoring of TVP. We look forward to receiving an update on this next year.

 $^{^{\}rm 29}\,$ Recognition of Workload Payment payable to the superintending ranks.

CHAPTER 4 – PAY PROPOSALS AND RECOMMENDATIONS FOR 2023/24

Introduction

- 4.1 In this chapter we make recommendations on police officer pay and allowances for the 2023/24 pay year.
- 4.2 In our remit letter, the Home Secretary asked us for a recommendation on how to apply the police officer pay award for 2023/24 for all ranks, including chief officers.

Basic pay award

- 4.3 In their evidence, the APCC, NPCC, MPS and PSA drew attention to the decline of police pay in real terms. The NPCC told us that it had calculated this to be around 17% between 2010 and 2022. The CPOSA told us that the take-home pay of a chief constable was 22% less in real terms than their counterpart in FYE 2011.
- 4.4 The NPCC set out in detail its concerns about the 2022 pay award and stated that it did not recommend that a flat rate award be considered in 2023, nor a combination of a flat rate and percentage rise across the ranks. The APCC noted the attractions of a flat cash award in 2022 but commented that it believed that a percentage pay award would be best received by the majority of police officers in 2023/24. The MPS suggested possible modifications to any flat rate pay award in the interests of retaining experienced officers. The CPOSA expressed concern about the inequality and divisiveness arising from a flat cash award and about the impact of an award below the CPI rate of inflation on the ability of the police service to attract and retain chief officers of the right calibre.
- 4.5 In written evidence, the APCC and NPCC did not propose a pay award this year. The APCC told us that most PCCs had allowed 2% in the budget for a pay award for 2023/24 and that an unfunded award above this would have a significant impact on budgets and service delivery in many forces. It added that concerns over affordability must be balanced against the needs and aspirations of the workforce at a time when inflationary pressures were putting individual and household budgets under significant pressure.
- 4.6 In its evidence to us this year, the NPCC set out the impact of pay rises across ranks up to 10%. It said that it was making a recommendation for a percentage increase to apply to all ranks, recognising the impact of inflation across all ranks and every household. The NPCC described the six factors that it had taken into account in making that recommendation. The NPCC asked us to consider the impact of any pay award that was not being fully funded on service delivery. The NPCC considered that an award of 2% as initially budgeted went no way to reflecting the six factors it had set out in its evidence. Following its oral evidence session, the NPCC wrote to our Chair and provided the following information: "When

- considering private sector pay growth (both past and predicted), other public sector pay deals, inflation and real terms pay reductions over the last three years, we consider an appropriate pay award for the service to be 7% with the important proviso that this is fully funded above 2%."
- 4.7 In its written evidence, the MPS argued that for 2023 anything less than a pay award at or near inflation would be flawed. The CPOSA proposed an increase of at least the rate of CPI for all ranks. The PSA stated that any award that was less than the rate of inflation (which it highlighted was 10.7% in the year to January 2023 on the CPI measure) would compound the real-terms decline in pay since 2010. It also asserted that it would only support a percentage increase across all ranks. The PFEW did not provide evidence to us this year but stated publicly that it was seeking a 17% pay rise.
- 4.8 The Home Office told us that given the additional funding available from the police funding settlement for FYE 2024, and forces seeking to maximise efficiencies, its current assessment was that there was scope for forces to budget up to a 3.5% pay award within the existing settlement.
- 4.9 We received mixed feedback on the 2022 flat rate pay award during our visits programme. Overall, the 2022 pay award was welcomed by the officers to whom we spoke although some officers at more senior ranks stressed that the award structure should not be repeated. Concerns were expressed about those at the top of their pay scale who had received no increment payment and older officers with families. Other senior officers told us that it would assist recruitment.
- 4.10 We heard from officers during our visits programme about the real-terms decline in pay over the last decade and concerns were raised that financial pressure would make officers more vulnerable to corruption.
- 4.11 Most of the officers we met across all forces drew our attention to costof-living pressures. We were told of officers struggling to meet mortgage payments, some visiting food banks and pay rises being 'swallowed' by gas and electricity bills. In one force we heard about the large number of officers with second jobs or businesses. Other officers were taking on large amounts of overtime.
- 4.12 In West Yorkshire, Gwent and South Yorkshire, officers were pessimistic about the likelihood of them receiving a pay award for 2023 that enabled their pay to keep pace with the recent inflation. Others did press for an inflation or half the level of inflation award. Officers raised the importance of maintaining consistent increases over a number of years.
- 4.13 On our visits programme some officers also commented on their inability to strike. They complained that they had no voice and highlighted pay disputes where more lucrative pay deals had been secured through industrial action.
- 4.14 In oral evidence the Home Office set out the constraints on funding and the challenges that resourcing any award above 3.5% would present. It told us that legislation on minimum service levels for six sectors that were

currently able to strike were going through Parliament. It explained that while constraints on strike action under the Bill would take a different form to those applying to police officers, the limits on police officers' action in comparison with other sectors would diminish. The Home Office pointed out that collectively it and PRRB had a strong moral obligation to deliver a fair, just and equitable pay award because police officers did not have the right to strike.

- 4.15 In its oral evidence, the NPCC explained that without additional funding for a higher award from Government, savings to fund a higher pay award would have to be taken from frontline services probably through the reduction of a proportion of the 85,000 staff jobs. That would include, for instance, forensic investigators.
- 4.16 The MPS said in its oral evidence that pay could not guarantee ethical behaviour in police officers but it could encourage effective delivery, a positive culture and a sense of being valued.

Our comment and recommendations on the basic pay award

4.17 In making our pay award recommendations we considered a number of factors which we discuss below.

Economic factors

- 4.18 This has been a challenging year in terms of the economic climate. The wider economy including the level of pay settlements and the increased cost of living are factors in our deliberations. As set out in Chapter 2, there continues to be significant uncertainty about the economic climate. The CPI rate of inflation was 8.7% in the year to April 2023, but both the OBR and the Bank of England expect it to have fallen significantly by the fourth quarter of 2023. However, as we observed in Chapter 2, the rate of inflation is not forecast to turn negative. Officers within our remit group will continue to feel the effect of the high inflation seen over the last year, in particular for energy and food prices, as overall prices are not expected to fall.
- 4.19 We also agree with policing parties that the labour market will remain competitive. The number of employees on payrolls has continued to grow over the past year, and the unemployment rate has remained low. Given HM Treasury guidance, we have given particular weight in our considerations to developments in private sector pay. Annual growth in Average Weekly Earnings excluding bonuses was 6.7% in the whole economy and 7.0% in the private sector in the three months to March 2023, and median pay settlements ranged from 5.6% to 7.0% in the three months to April 2023. There is also evidence of a number of organisations having taken steps outside of the headline pay award, such as making one-off non-consolidated payments, in response to cost-of-living pressures.

4.20 The police service has not made similar awards to its officers. We therefore continue to be concerned about the impact on the lowest paid police officers of the substantial increase in the cost of living and the ongoing economic volatility. Most of these officers are on the frontline of policing dealing with the public and handling complex incidents often at personal risk. We heard on our visits programme of the financial difficulties a number of officers were facing; some were struggling with mortgage payments, some were visiting food banks, some had taken second jobs, and others had taken on large amounts of overtime. We judge that, apart from the ongoing Energy Price Guarantee, it is unlikely that the majority of police officers will benefit from further Government support to help the most vulnerable households with the rising cost of living.

The right to strike

4.21 We have monitored the impact of recent industrial disputes across the public sector. Industrial action in the NHS and schools has led to central Government offering pay increases above its 3.5% affordability threshold for 2023/24 plus additional one-off payments to top up the 2022/23 award to NHS staff and teachers in England (Table 4.1). The NHS offer was accepted by the NHS Staff Council and is soon to be paid to staff. In a number of other cases industrial action has also led to other employers making significantly enhanced pay offers (Table 4.2).

Table 4.1: Public sector pay offers from the UK Government: NHS staff and teachers 2022/23 and 2023/24

| | 2022 pay award following Review Body recommendations | Government 2023 affordability guidance | Latest Government offer/deal |
|-----------|--|--|--|
| NHS staff | £1,400 consolidated uplift with effect from 1 April 2022 for all Agenda for Change staff to their full-time equivalent salary (underpinned at 4% between the top of band 6 and the top of band 7). Overall pay bill uplift of 4.8%. | 3.5% | A 5% pay rise from April 2023 for NHS staff in England, including nurses and ambulance workers. In addition, staff to get a one-off payment of at least £1,655 relating to 2022/23. Agreement to this offer in England by the NHS Staff Council means on average staff in the NHS will have received over 10% for 2022/23, 6% of which was non-consolidated, and 5% for 2023/24. |
| Teachers | A 5% increase from September 2022 to all pay and allowance ranges and advisory points, with higher increases to some parts of the Main Pay Range as a step towards achieving a minimum starting salary of £30,000 by September 2023. | 3.5% | A 4.5% increase for 2023 and a £1,000 one-off payment in March 2023. The latter equated to an increase of between 1% and 3.5% on basic pay depending on a teacher's position on the pay range. This offer has now been withdrawn but if accepted teachers would have received between 10.5% and 13% for 2022/23 and 2023/24 combined, 9% of which would have been consolidated. |

Table 4.2: Pay offers from Local Government and Higher and Further Education employers

| | Original pay offer from employers | Revised pay offers following industrial action |
|-------------------|---|---|
| Fire fighters | 2% for 2022/23. | 7% pay rise backdated to July 2022 and 5% from 1 July 2023. |
| Higher Education | 3% for 2022/23 plus between 4% and 7% in 2023/24 depending on position on pay scale. | National dispute continues but with individual settlements being reached by some institutions for 2022/23. Deals have been reported giving staff an overall consolidated pay increase of at least 6% with higher increases of up to 12.9% at the lower end of the pay scale. Enhanced offer of between 5% and 8% in 2023/24 depending on position on pay scale. Unions also report that they have achieved a slight increase in the portion of the offer that would be paid six months early. With the amount added to annual salaries being either £1,000 or 2% of salary, whichever is the greater, backdated to February 2023. |
| Further Education | 2.5% for 2022/23 plus a non-consolidated award of between £500 and £750. For 2023/24 the Association of Colleges has announced that it is refusing to make a pay award for college staff without additional investment in colleges. | In 2022/23 individual colleges negotiated different settlements with the unions. These are reported as ranging from 5% to over 9%. Unison members in sixth form colleges have voted to accept a pay offer of 5% from September 2022 with an additional increase of up to 7.7% for the lower paid. |

- 4.22 A number of parties highlighted to us the prohibition on police officers taking industrial action. They told us that officers were watching carefully those sectors who were able to take action. We agree with the Home Office that collectively we and the Home Office have a strong moral obligation to deliver a fair, just and equitable pay award because police officers do not have the right to strike.
- 4.23 In addition to these immediate issues, we considered a number of longer-term factors, set out in the following sections.

Recruitment and Retention

- 4.24 We recognise that the police service's successful recruitment of an additional 20,000 officers between 2020 and 2023 as part of the Uplift Programme is a significant achievement. However, we are aware that the police service will need to continue to recruit at levels above those seen before the Uplift Programme over the next few years if it is to maintain police service numbers. We are concerned that the MPS was around 1,000 officers short of its Uplift Programme target. While we were pleased to receive evidence of the greater diversity of recruits under the Uplift Programme, and the progress being made towards diversity targets, we are very concerned by the reports in the Strategic Review of Policing and other reviews set out in Chapter 2 about the timescales required to achieve a truly diverse workforce.
- 4.25 In its evidence, the Home Office emphasised that voluntary resignation rates from the police service remained low in comparison with other public sector organisations. However, we observe that efforts to address

the diversity challenge are not assisted by the consistently higher voluntary resignation rates of ethnic minority officers and female officers particularly in the early years of service. We recognise that the reasons these officers have higher resignation rates than their white and male counterparts are complex. However, we observe that the efforts to keep these officers in the police service will not be assisted by a remuneration package that is not sufficiently attractive to compensate them for the risks they face.

- 4.26 In addition, our view is that, to meet the challenges posed by the current policing environment, recruitment and retention policies need to be about more than just capacity. We observe that the Strategic Review of Policing identified the need for officers to have the relational skills required to manage complexity, respond to vulnerability, de-escalate social tension, and build and sustain public trust and confidence. Officers on the frontline have to exercise discretion in fast moving, challenging and sometimes dangerous situations. This requires the police service to recruit officers with the right maturity and attitudes to benefit from the investment in training and effective supervision that will be necessary to hone and develop such skills. We judge that there needs to be a competitive remuneration package that attracts and then keeps these types of officers in the service.
- 4.27 We note that we have received mixed evidence regarding the service's success to date in attracting such candidates. The Home Office and the NPCC assured us that recruitment standards were maintained throughout the Uplift Programme. Other forces have told us they have recruited "right up to the wire" and of their need to provide intensive support to large numbers of young recruits. The HMICFRS report into vetting observed that the process to identify unsuitable applicants during the recruitment process was too often "not rigorous enough". That report, while accepting that it was too soon to assess whether the current recruitment process had adversely affected standards, warned that initial indications were not reassuring. We also heard evidence that the pressure to recruit large numbers of new officers over a relatively short period of time meant that some new entrants did not perhaps have quite the same level of skills and life experience as those recruited in previous years. There are certainly challenges around developing inexperienced officers and retaining them.
- 4.28 On our visits programme we heard a great deal about the challenges facing newly recruited, inexperienced officers on frontline response teams. Our attention was drawn to the fact that young and inexperienced officers were being 'left alone' on response. We were also told that many supervising sergeants were acting up after two years in service and were inexperienced, lacking in confidence and unsure when to ask for help. There were concerns that the lack of support from forces and from the public, coupled with low starting pay, would undermine morale and many would leave.

Policing environment

4.29 In our last report, we commented on the challenges the police service faces in rebuilding trust in their communities and the increasing complexity of demand driven by both technology and changing social attitudes. These challenges remain and we set them out in detail in Chapter 2. We judge that forces will continue to need support to help them meet these challenges and having the right pay and reward structures will play an important role in attracting recruits with the right motivations, and in creating a strong ethical culture in forces.

Morale and motivation

- 4.30 We continue to be very concerned by the results from staff association surveys showing low levels of morale in comparison with previous years. Given the challenges the police service faces that we outlined above, this is cause for serious concern. Good morale is not a nice to have. It drives productivity and shapes behaviour. We accept that pay is not the only factor affecting officers' morale. However, we were struck by the evidence we received, particularly from the MPS, about the need to reward officers for delivery in an increasingly challenging and complex policing environment and for having the right values and skills. We also note the concerns of the PSA about its members feeling undervalued given the pressures they face.
- 4.31 We note the concern expressed by parties regarding the real-terms reduction in pay of officers over the last decade. Our analysis shows that the differentials between median police earnings and the median earnings of comparator groups have generally been declining since 2011. Over the long term, decreasing differentials with comparator groups have potentially negative implications for the morale and motivation of officers and for recruitment and retention. We are very concerned that unless addressed this will impede the police service's ability to retain a diverse workforce with the capabilities it needs. In this context, we note the worrying findings of the NPCC Police Wellbeing Survey 2021 regarding the 'intention to quit' and the decline in job satisfaction.

Affordability

4.32 We balanced all these factors with affordability. We note the evidence we received from the Home Office who told us that there was scope for forces to budget up to a 3.5% pay award and from the APCC and NPCC who both reported that forces and PCCs had allowed 2% in the budget for a pay award for 2023. We also note the NPCC's assertion that without additional funding for a higher award from Government, savings to fund a higher pay award would have to be taken from frontline services probably through the reduction of a proportion of the 85,000 staff jobs. We are also mindful of the HM Treasury inflation target and its concerns about the wider impacts of pay awards on inflation in the wider economy.

- 4.33 However, we observe that affordability is about choice. Within individual police force budgets and across central government budgets there will be some flexibility as to how any award is funded. We consider that the recruitment of around 2,000 extra officers above Uplift Programme targets by forces excluding the MPS suggests that funding arrangements can be flexible, as does the fact that the UK Government made increased pay offers to nurses and teachers above its 3.5% affordability evidence. We were told that overall police funding has increased by 3.6% in cash terms for the FYE 2024. But the evidence we received demonstrated that this has been funded by an increase in funding from the council tax precept of 7.1% while central government funding to police forces only increased by 1.8%.
- 4.34 Moreover, average public spending and other key sectors have had greater additional funding from Government than the increase given to the police service. The Government's Autumn Statement said "To ensure key public services continue to deliver, the government is prioritising further funding to support the healthcare system and schools. As a result of this targeted additional funding, total departmental spending (total DEL³⁰) will grow in real terms at 3.7% a year on average over this Spending Review period." We also note the Chancellor of the Exchequer's evidence to the Treasury Select Committee on 29 March 2023 in which he stated that while departments fund pay settlements from resources they receive in spending reviews "in exceptional circumstances there can be a discussion with the Treasury as to any additional help."

Targeting of the award and the shape of other settlements in the wider public sector

- 4.35 We have considered again this year the case for recommending a targeted flat cash award as we remain concerned about the impact on the lowest paid police officers of the substantial increase in the cost of living and the ongoing economic volatility. We also reflected carefully on the shape of awards in other parts of the public sector. We note that the pay offer to NHS staff, which has now been accepted by the NHS Staff Council, included a non-consolidated one-off payment of at least £1,655 to top up the 2022/23 pay award. However, we decided against these approaches for a number of reasons.
- 4.36 Our 2022 pay recommendation of £1,900 to all police officer pay points was, in our view, the right approach given the circumstances at the time. However, it inevitably reduced the differentials between ranks and such an approach is not sustainable over the long term. Officers of all ranks should be properly valued for the role they fulfil. We are particularly concerned, for instance, about the middle ranks of policing, who as we are aware from our visits programme, are under significant pressure and unlike the more junior ranks are unable to claim overtime. Moreover, although many officers we met on our visits programme welcomed the 2022 award, including as an aid to recruitment, some senior officers explored concerns

³⁰ Departmental Expenditure Limit

about officers at the top of the pay scale and those with families. We have listened carefully to the evidence we received this year from policing parties. While some of the parties acknowledged the attractions of last year's flat rate award of £1,900, all policing parties favoured a pay award for 2023/24 that gave all ranks a universal percentage uplift. We have also taken steps to address the financial pressures on the most junior ranks of the police service through our recommendation on starting salaries as set out below in section 4.43.

4.37 We note that some recent public sector awards have contained a non-consolidated element. As we have said in previous reports, we do not favour non-consolidated awards. The long-term value of consolidated awards is significantly higher than non-consolidated awards. They are pensionable and enhance the overall remuneration package, thereby increasing the attractiveness of the profession to new recruits and supporting retention. There is also a risk that morale will be damaged if non-consolidated awards are not consolidated in subsequent years.

Pay recommendation

4.38 After taking the above factors into account, including the economic situation, pay trends in the private sector, developments in public sector pay, the prohibition on the police taking strike action, our analysis of recruitment, retention, motivation and morale and balancing against affordability, we concluded that an annual pay award in 2023/24 of 7% across all ranks up to and including assistant chief constable and commander is a suitable approach. We recognise that this is a substantial increase but we judge that it is justified in recognition of our obligation to deliver a fair and just pay award and because police officers do not have the right to strike. The 7% increase in 2023/24 combined with the 5% uplift to the police pay bill that we recommended in 2022 will give the police service a settlement that is comparable to pay offers in other parts of the public sector such as firefighters and some NHS staff. Our recommendation for 2023/24 combined with the 2022/23 award would have the effect of raising pay point 1 of the constable scale from £24,780 in September 2021 to £28,551 in September 2023, an increase of 15.2% for officers at the lower end of the pay scale. In their evidence, the APCC and the NPCC told us that forces had budgeted for an annual pay uplift in 2023 of 2%. The pay award should be fully funded above that amount.

Recommendation 1. We recommend a consolidated increase of 7% to all police officer pay points for all ranks up to and including assistant chief constable and commander from 1 September 2023.

Chief police officers

4.39 In Chapter 5 we set out our consideration of the proposals from the chief officer remuneration review and our recommendation for a pay award for 2023/24 for the ranks above assistant chief constable and commander.

Starting salaries

- 4.40 The MPS told us that it would welcome further force discretion to set starting salaries up to pay point 2 on the constable pay scale to enable forces some local flexibility to set starting salaries as their experience requires. The NPCC set out its plans to review starting salaries and constable base pay in 2023. It told us that it would examine the proposal raised by the MPS as part of that work.
- 4.41 In its oral evidence, the NPCC expressed concern about the MPS proposal to give chief constables the discretion to set starting salaries up to pay point 2 on the constable pay scale. It observed that the proposal would have an impact on neighbouring forces. Such a measure was likely to increase transfers between forces and create additional 'churn and swirl' in and between forces. It said the issue needed to be addressed by looking at the structure of pay and pay reform more broadly.
- 4.42 In oral evidence, the Home Office suggested that police officer starting pay levels might be appropriate because the service had just successfully recruited thousands of individuals under the Uplift Programme with pay and conditions as currently set.

Our comment and recommendation on starting salaries

- 4.43 In our 2022 Report, we recommended the PCDA minimum should be raised to pay point 0 from 1 September 2022. We also said the proposals we had seen on starting salaries lacked ambition. Starting salaries need to be competitive to ensure the next generation of officers have the capabilities and attitudes to deal with the changing nature and the increasing complexity of demand driven by both technology and changing social attitudes. All the forces we visited raised the issue of starting salaries. In Lancashire and Gwent, we heard about officers taking pay cuts to join the police service. In South Yorkshire and West Midlands we were told that the starting pay was adequate for those without family responsibilities but it deterred those with life experience. There was a general concern expressed in most forces that we visited that young recruits would leave once they had secured a degree. There was a sense that some officers would not be able to afford to continue as police officers once their family responsibilities increased.
- 4.44 We heard from the MPS both in its written and oral evidence about the challenges it faced on recruitment and retention in London. We are concerned about the difficulties it experienced in meeting the Uplift Programme targets and we recognise the challenges it and other forces face in attracting officers of the right calibre with the right skills and attitudes. We recognise that this is the result of a number of factors, but appropriate and competitive starting salaries are part of the solution. We sympathise with the MPS' desire to have further discretion to set starting salaries up to pay point 2 on the constable pay scale.

- As we said in our last report, our analysis of advertised degree apprenticeship roles on the GOV.UK Find an Apprenticeship search engine and research by IDR on pay for degree apprentices indicate that the minimum PCDA starting salary is competitive relative to other degree apprenticeships. However, survey data from IDR suggests that while pay for police apprentices is above the median for degree apprenticeships for the duration of the apprenticeship it falls behind on completion of the qualification. We observe that with regard to the public sector, outside London and the south east, police starting salaries are lower than those for nurses and teachers. Inner London starting salaries are also lower. We also note the Government's commitment to raise teacher starting salaries to £30,000 from September 2023. Given the changing nature of policing and the new skills officers will need, we judge more needs to be done on starting pay to ensure the police service is able to recruit the right officers to meet the challenges ahead. This is particularly important given the need for the police service to continue to recruit at a level that will maintain police officer numbers at the new level following the Uplift Programme.
- 4.46 Therefore, while we welcome the work planned by the NPCC to review constable base pay and starting salaries in 2023/24, we judge that immediate action is required. We therefore recommend the removal of pay point 0 from September 2023. This should be viewed as an interim measure in advance of the NPCC's review of starting salaries and constable base pay. That review should revisit the conclusions of the Winsor Review on length of pay scales, progression and the length of time it takes officers to reach the top of the pay scale. In our view, the work should be driven by a sense of the value that society places on the importance of policing and it should set a clear aspiration for the level of police starting salaries and how that will be achieved. It should also consider the implications for starting salaries of degree and non-degree entry routes. We ask that the NPCC provides a progress report on its work on constable base pay and starting salaries as part of the mid-year update we have requested by 30 November 2023.

Recommendation 2. We recommend the removal of pay point 0 of the constable pay scale from 1 September 2023.

Chief superintendent pay scale

4.47 The final report of the steering group of the chief officer remuneration review, submitted to us by the APCC, explained that the review of superintending ranks base pay was initiated as part of the wider NPCC Reform Programme but that it had been agreed with steering group members to undertake the review in tandem and conjunction with the review of chief officer pay. The steering group report told us that the working group that had been set up to take forward the work on superintendents pay reported directly to the steering group. The report explained the arrangement was designed to ensure that the principles applied to pay reform would be aligned to chief officer ranks and that any

- proposals would acknowledge the linear nature of police pay and ensure the options proposed created logical differentials between pay at the senior ranks in order to motivate officers to progress through the ranks.
- 4.48 The steering group report also set out the options it had considered and the projected costs. It explained the steering group's decision to re-endorse its previous recommendation to increase point 3 of the chief superintendent pay scale by £5,675. The steering group's recommendation was endorsed by the NPCC. The MPS, PSA and APCC all told us that they supported the recommendation.
- 4.49 On our visits programme we heard from chief superintendents in the MPS, West Midlands and Gwent about the increasing levels of responsibility being shouldered by the rank. In some forces, chief superintendents undertook gold command roles. We were told that rest days were untaken and the wellbeing and mental health of officers were under pressure. However, recruitment remained strong although some told us that this was due to the unpopularity of the chief inspector rank.
- 4.50 Some officers referred to the proposal to uplift point 3 of the chief superintendent pay scale. They suggested it would make sense to narrow the gap between assistant chief constables and chief superintendents given the responsibilities of the latter were increasing.
- 4.51 In oral evidence, the PSA said that endorsing the proposal would make superintendents feel valued which was vital given the operational importance of the role. It told us that the measure would also help reduce the gender pay gap. The PSA argued that it would also help to maintain the attractiveness of the chief superintendent rank. It pointed out that recent changes to the Strategic Command Course would enable superintendents to leapfrog the chief superintendent rank and move directly to assistant chief constable roles. The PSA told us that the costs of the proposals amounted to between £800,000 and £900,000 and would be absorbed by forces and that in some forces the financial impact would be minimal as chief officers might simply decide to remove existing payments of TVP to chief superintendents once pay point 3 had been uplifted.

Our comment and recommendation on the chief superintendent pay scales

4.52 We have been invited to consider this proposal a number of times since 2019 when the PSA advocated an additional 'contributory pay point' at the top of each pay scale for superintendents and chief superintendents. We note that this is part of a series of reform measures we have considered over a number of years that resulted in the removal of the first pay point in the sergeant scale and in 2022 the raising of the PCDA minimum to pay point 0. This year we are recommending the removal of pay point 0 of the constable pay scale which will raise the minimum starting salaries of new officers in advance of the review of constable base pay by the NPCC.

- 4.53 In our 2022 Report, we explained that we wanted to consider the proposal on chief superintendent pay alongside the future pay reforms for chief officers. We are grateful to the steering group reviewing chief officer remuneration for explaining in detail to us how the work on superintending pay was taken forward in conjunction with work on chief officer pay to ensure logical differentials were created between ranks that encouraged mobility and progression. We also note its endorsement of the proposal.
- 4.54 We considered carefully the arguments put forward in favour of the proposal. We accept that the responsibilities of the role have increased and that its pay is less competitive than most other ranks. We recognise that there has been a substantial drop in the number of superintending ranks particularly chief superintendents in the period since 2011. We accept that the evidence we have received from policing partners, our visits programme and the job sizing exercise undertaken by Korn Ferry has demonstrated that more work is being delegated to chief superintendents, spans of control and supervision responsibilities have increased and chief superintendents have a heightened sense of personal liability, scrutiny and exposure.
- 4.55 We also note the levels of dissatisfaction with base pay expressed by chief superintendents especially in contrast to assistant chief constables and that the chief superintendent rank is the only rank where pay differentials diminish between the pay points. We also accept that there is a risk that the replacement of the Strategic Command Course and changes to the senior Police National Assessment Centre (PNAC) which enables more applications from superintendents for assistant chief constable posts may lead in the longer term to the bypassing of the chief superintendent role if the rank does not appear attractive. We can see the value of ensuring that this critical senior operational rank remains attractive to experienced officers and incentivises applications from a diverse range of candidates.
- We observe that the steering group supported the case to increase pay point 3 of chief superintendent scale, not because of immediate concerns about recruitment to the rank but primarily in the interest of organisational justice and the employer's responsibility to reward the right amount in line with the role profile. However, we observe that the changes to the command course and the senior PNAC will increase the opportunities for the movement of superintendents into chief officer posts. While this should enable talented officers to move more quickly through the ranks and increase diversity at senior levels of the service it may also create additional recruitment pressure on the chief superintending rank. We judge that uplifting pay point 3 will enhance the salary of the service's top operational commanders, encouraging those who do not wish to progress to chief officer level to remain in the police service and preserve the attractiveness of this key operational role. We also note the steering group's conclusion that although increasing the top pay point of the chief superintendent rank by £5,675 would reduce

- the differential between chief superintendents and the first pay point of assistant chief constables to £8,176, this was a sufficient remaining pay differential to incentivise officers to progress.
- Therefore, we observe that there are clear merits to addressing the 4.57 anomalies in chief superintending pay set out in the steering group's report and on that basis accept that point 3 of the chief superintendent pay scale should be uplifted by £5,675. We reflected carefully on the approach to implementing this change because, as we point out in many other parts of this report, we are concerned about the fact that many junior officers are struggling financially during the current economic climate. We therefore considered whether to adopt a similar approach to that which we are recommending for chief officers (Chapter 5) but we concluded that this was not possible for the implementation of this change. We also judge that the case for adjusting chief superintendent pay is different as the work that has been done to revaluate the role of chief superintendents has demonstrated a significant change in the breadth of the job and level of responsibility. Furthermore, we are conscious that this proposal has been put forward to us a number of times in the last few years. We are keen to address this issue relatively quickly, given the proposed changes to the command courses from June 2023 and the possible implications for the role of chief superintendent.
- 4.58 Consequently, we recommend that this change should be implemented over two years with £2,838 being added to pay point 3 in September 2023 and £2,837 in September 2024. These increases should be made before the application of the 2023/24 and 2024/25 pay awards.

Recommendation 3. We recommend that point 3 of the chief superintendent pay scale be uplifted by £2,838 from 1 September 2023 and £2,837 from 1 September 2024. These uplifts are to be made before the application of the respective pay awards for these years.

4.59 Looking beyond chief superintendents, we judge that in future years more thought needs to be given to the potential for reviewing the pay structure of other senior and middle ranks of the police service. On our visits programme we also heard a great deal about the challenges of recruiting assistant chief constables and the reduction in the pay differential between the chief superintendent and assistant chief constable ranks that has already occurred because of the use of TVP. We view with concern the low level of applications for assistant chief constable roles as set out in the evidence we have seen from the CPOSA and others. In addition, we were alerted by many forces to the pressures on inspectors and chief inspectors and to the difficulties caused by the large pay gap between the top of the chief inspector rank and the bottom of the superintendent rank. Therefore, while we are aware that the benchmarking work commissioned by the NPCC suggested that there was less concern about the competitiveness of these ranks compared with other parts of the public

sector, the reports we have received suggest there are additional issues to be addressed. We explore these issues in Chapter 3 and Chapter 5 and ask parties to bring forward further proposals.

Allowances

4.60 The Home Office asked the PRRB to consider current allowances in order to provide advice on whether any should be prioritised for review in future pay rounds. The NPCC told us that it would define a review schedule which would determine an appropriate review date for each allowance. Once this date is set, the allowance would then be reviewed on an ongoing cyclical basis.

Our comment on a review of allowances

4.61 We welcome the NPCC's proposal to establish, in consultation with other parties, a review schedule which will determine an appropriate review date for each allowance. In agreeing such a schedule our view is that the following factors should be considered: the total cost of the allowance in terms of public expenditure, the monetary value of the allowance of officers, the number of officers receiving it and when it was last reviewed. We look forward to reviewing the new schedule of allowances in the 2024 pay round and receiving the first tranche of proposals. We advise that in the interests of transparency, the group designing the schedule and eventually reviewing the allowances should include some members who are entirely independent of policing.

Regional allowances

- 4.62 The MPS told us that London Weighting must be increased at least in line with the main pay award and even then it would not reflect the higher increases in the cost of living in and around London. The MPS warned us it had budgeted for a 2.5% increase and that anything above that would require additional funding. The MPS explained that it had not made use of the flexibility introduced in 2020 to increase the level of London Allowance by up to £1,000. This was on the grounds that it would be unable to reduce the level at a future date, and so the MPS requested that the Commissioner be authorised to vary London Allowance downwards as well as upwards (within the £1,000 limit) to allow shorter-term measures to be introduced and withdrawn.
- 4.63 In oral evidence the NPCC told us that it was not under any pressure from forces to raise regional allowances as a number of forces were paying below the maximum.

Our comment and recommendation on regional allowances

4.64 We judge that regional allowances and London Weighting make an important contribution to making policing salaries competitive in the local labour markets of the relevant forces. Given the pressures forces in London and the south east face to recruit and retain staff we therefore recommend that London Weighting should be uplifted in line with the

- basic pay award in 2023. We also invite parties to provide evidence in the 2024 pay round on whether further uplifts to the London or South East Allowances are required.
- 4.65 Our interpretation is that the Commissioner of the MPS is already authorised to vary London Allowance downwards as well as upwards under the existing regulations, but we advise that the MPS should consult its own legal team.

Recommendation 4. We recommend that London Weighting be uprated by 7% from 1 September 2023.

Dog Handlers' Allowance

4.66 The NPCC described the scope and outcome of an initial review it had conducted of the Dog Handlers' Allowance. The NPCC recommended uplifting the current allowance of £2,520 in line with the annual pay award for 2023 and thereafter automatically in the same manner. It also told us that a more detailed assessment would be done as part of the programme of work to review all allowances. The MPS endorsed the NPCC recommendations but suggested that we might wish to periodically review the allowance, perhaps every five years, to ensure it was delivering the intent and that the value remained appropriate.

Our comment and recommendation on Dog Handlers' Allowance

4.67 We welcome the work that has been undertaken by the NPCC to review the allowance and its plans for a more detailed assessment of some aspects. We also recall that information provided by the PFEW and PSA in 2020 regarding the Home Office circular 25/2000 that stated the allowance would be updated annually with effect from 1 September 2000 in accordance with the current uprating mechanism in line with increases in basic pay. We welcome the NPCC's intention that the Dog Handlers' Allowance should become part of its planned review schedule which will determine an appropriate review date for each allowance. That work should clarify whether the Dog Handlers' Allowance should continue to be uprated annually with the basic pay award and at what stage we should consider it again. We expect clarity on this issue next year. For this year we recommend that the Dog Handlers' Allowance be uplifted in line with the basic pay award.

Recommendation 5. We recommend that Dog Handlers' Allowance be uprated by 7% from 1 September 2023.

Other allowances

4.68 The PSA requested a 5% increase to the On-call Allowance and that the payments became pensionable, in line with changes negotiated in Scotland. The PSA also sought changes to the Motor Vehicle Allowance: it asked the PRRB to recommend that the Home Office works with the

- Police Consultative Forum (PCF) to review the mileage rate and that the results be submitted to the PRRB for recommendation in 2024/25; and it requested an immediate increase to the essential users' lump sums. The Home Office sought our view on what an appropriate essential users' lump sum for electric vehicles should be set at. The MPS pressed for an uplift to the Protection Allowance in line with the annual pay award.
- 4.69 In oral evidence, the PSA said that the on-call system was an efficient method for forces to cover high risk times outside normal office hours. It informed us that superintendents were vital to the operation of the system and would be frequently called upon to go and take charge. It pointed out that vehicles were key to that process. It suggested that PRRB consider recommending that the essential users' lump sums should be increased.

Our comment on other allowances

4.70 We recommend that the NPCC take all these issues into account in developing its schedule for the review of allowances. However, with regard to the Motor Vehicle Allowance we note the 2010 technical review of the essential users' lump sums which we received as part of the evidence submitted by the PSA. We ask the NPCC to commission an updated technical review as a matter of urgency. That review should also consider electric cars. We look forward to receiving an update on that review in 2024.

Annual leave

4.71 The Home Office and the NPCC set out work underway to review annual leave entitlement, following a proposal to the PCF from the PFEW. The Home Office told us that police officers in the federated ranks were entitled to 22 days' annual leave on appointment, increasing to 30 days after 20 years' service. It said it would welcome our early views on proposals to raise this to 25 days on appointment, increasing to 30 days after five years' service, in order to inform the development of detailed proposals.

Our comment on annual leave

4.72 We welcome the work underway to review annual leave entitlement. Such a review of annual leave should ensure that measures are put in place to ensure that there is transparency and clarity on annual leave entitlement and arrangements across all forces in England and Wales. We observe that annual leave makes an important contribution to wellbeing and morale. We note with concern anecdotal evidence which suggests officers have difficulties in taking their existing leave entitlements and rest days. We agree that any additional days need to be of real benefit to officers. Ensuring officers can take their leave is as important as increasing the amount of leave to which they are entitled. We note that existing entitlements and in particular the amount of leave do not necessarily reflect current market practice. We observe that annual leave is an

important part of the overall remuneration package and will affect the attractiveness of policing as a career. Looking ahead, policing parties may want to consider the appropriate moment for reviewing similar benefits such as maternity and paternity leave, career leave and dependents' leave.

CHAPTER 5 – CHIEF POLICE OFFICERS

Introduction

5.1 We have again been invited by the Home Secretary to consider the pay of chief police officers as part of our pay round. This is the sixth year that we have looked at the pay of the senior leaders in policing. We have also considered the proposals from the final report of the review of chief officer remuneration, as well as evidence relating to our standing terms of reference as it pertains to chief officers.

Operating environment

5.2 The CPOSA set out the implications for the police leadership of a further decline in "dwindling levels of public confidence" as a result of continuing high profile misconduct cases. The NPCC told us that effective, high-quality leadership was essential to drive standards of behaviour and rebuild public confidence. The evidence we received from the CPOSA suggested the relationship between PCCs and chief constables varied from very good to poor. The CPOSA also told us that responses to the 2022 NPCC/CPOSA Chief Officer Pay and Morale Survey had revealed that the relationship or dynamic with PCCs was an element that influenced decisions about whether to apply for promotion or to a force that attracted a higher salary.

Our comment on the chief officer operating environment

- 5.3 In our last report, we observed that confidence in the police service had been undermined by a series of tragic and highly concerning incidents. We drew attention to the challenges chief officers across the country faced in rebuilding the trust among their communities. That challenge is undiminished and we observe that efforts to rebuild trust are inevitably undermined by incidents such as the conviction of David Carrick and the publication of various inquiries and investigations.
- 5.4 As set out in Chapter 2, this challenge is compounded by both the growing complexity of policing as a result of social change and technology and the decreasing levels of experience in the police service as a result of the Uplift Programme. We note with concern the results of the NPCC/CPOSA Chief Officer Pay and Morale Survey that suggested higher rates of churn at the more senior ranks, with an increase in the number of chief officers having served less than one year in their current rank and many with less than a year's service as a chief officer. Senior leaders are, of course, managing a less experienced workforce with onethird of officers having less than five years' service. We agree with the NPCC that effective, high-quality leadership is essential to drive standards of behaviour and rebuild public confidence. We therefore welcome the Home Office's investment in the National Leadership Centre at the College of Policing to develop standards and a leadership development framework for all ranks to support better talent management across policing. We were also interested to learn of the replacement of the

- Strategic Command Course with the police leadership programme stage 5 (executive leaders). We look forward to receiving updates on the impact of the new course on the quality of leadership at the most senior levels of the police service and the improvement in outcomes for the public.
- 5.5 We were concerned by reports from the CPOSA that its Panel of Friends Co-ordinator was seeing an increase in the number of cases where there is a tension between the chief constable and PCC or mayor. We welcome the work being done by the Home Office, APCC and CPOSA to amend the current accountability guidance and to develop a mediation framework. We note the proposal by the CPOSA regarding the introduction of a compensation mechanism where PCCs have failed to comply with the requirements of asking a chief constable to retire or resign. However, it would be helpful to understand the impact the introduction of such a mechanism would be likely to have on the recruitment of chief constables.

Workforce, recruitment, retention and motivation

- 5.6 We have set out our analysis of chief officer workforce data in Appendix E. From this we note that there were increases in both the number of joiners and leavers at chief officer ranks in FYE 2022, but overall there was a slight increase in the number of chief officers. Over the same period there was a slight decrease in the proportion of chief officers who were female, but an increase in the proportion who were from an ethnic minority.
- 5.7 The NPCC and CPOSA both expressed concern about the expected attrition levels over the next five years and the low and, in the case of assistant chief constables and deputy chief constables, declining number of applicants for chief officer roles. The CPOSA informed us that its 2023 survey of forces had revealed there had been 2.87 candidates for each chief constable role, 1.55 candidates for deputy chief constables and 1.1 for assistant chief constables. The NPCC/CPOSA Chief Officer Pay and Morale Survey revealed respondents were highly motivated with 93% reporting "a buzz from working as a chief officer." However, the CPOSA also highlighted survey results that suggested 38% of respondents were working in excess of 60 hours a week, reported sickness had increased and the prevailing culture was one of "always on."
- 5.8 In oral evidence, the College of Policing outlined its work to open up the chief officer pipeline this included changes to the senior PNAC, with the introduction of a new process, and the replacement of the Strategic Command Course by a new modular course to make it more accessible. It was hoped that these changes would double the number of assistant chief constable candidates.

Our comment on chief officer workforce, recruitment, retention and motivation

5.9 We acknowledge the continuing concern of parties about the small number of applicants for chief officer roles and we recognise that this was one of the drivers for the establishment of the chief officer review of remuneration. We note the analysis in the final report of the chief officer

remuneration review based on information from CPOSA that shows a decline in the number of applicants for deputy chief constables and assistant chief constables since 2015. We observe that work undertaken over the years, including most recently the College of Policing's independent review into chief officer development and progression has identified a number of barriers. We note the Home Office's observation that the College of Policing report found that there was a very high degree of consensus in the sector about the nature of the barriers but there was no such consensus around what the solutions should be. We also note that the College has developed proposals for a fundamental change to the current system including by opening up access to senior level development and we look forward to an update next year on the impact of those measures. We also recognise that parties' concerns about the low number of applicants are compounded by projections from the College of Policing that 51% of chief officers will leave within the next five years having reached thirty years of service.

5.10 Our analysis showed a mixed picture of change in the diversity of chief officers compared with last year. However, given that the chief officer workforce has only 243 officers, even a small change in personnel can have a relatively large effect on the percentage of officers in any subgroup of protected characteristics. We observe that the decrease in the proportion of female chief officers was the first decrease since the FYE 2010 and that the proportion of chief officers that were female remained lower than the female proportion of all officers. However, we welcome the increase in the number of ethnic minority chief officers over the same period, and that the gap between the proportion of ethnic minority chief officers and the overall proportion of ethnic minority officers is closing. We support the fact that increasing diversity has been a key focus of the College of Policing's work to open up access to senior level development.

Earnings and chief officer pay and conditions

- 5.11 We have set out our analysis of chief officer earnings data in Appendix E. This shows that median total earnings for chief officers ranged from £121,700 for assistant chief constables to £180,900 for chief constables, and that the median value of total pay accounted for by allowances was 5.2%.
- 5.12 The CPOSA drew attention to analysis in the 2022 Senior Salaries Review Body (SSRB) Report which showed that in 2021/22 a chief constable's take-home pay was 22% less in real terms than their counterpart in FYE 2011 and set out how this compared with other senior roles. The CPOSA argued that the problem had been compounded by the significant gap between the 2022 pay award for chief officers and CPI. The CPOSA pointed out that survey results showed a decline in satisfaction with base pay from nearly 70% being satisfied or very satisfied in 2017 to 41% in 2022. In addition, it told us that survey information also showed satisfaction with the overall remuneration package was at a six-year low.

Our comment on earnings and chief officer pay and conditions

- 5.13 We note the concerns expressed by parties about the decline of chief constables pay in real terms, and comparisons with other senior roles. In the next section we consider the proposals from the review of chief officer remuneration relating to base pay for chief constables and deputy chief constables.
- 5.14 Although outside our remit, the impact of changes to the pension scheme and pension taxation over the last decade have continued to have an important impact on morale and retention. On our visits programme we heard from a number of chief officers whose decisions about when to leave the service were determined by the financial advice they were receiving in relation to their pension.
- 5.15 We observe that chief officers will benefit from the announcements in the 2023 Budget regarding pension taxation: the abolition of the lifetime allowance from April 2024, with the lifetime allowance charge removed from April 2023; the increase in the annual allowance from April 2023 from £40,000 to £60,000; and changes to the annual allowance taper for high earners. The changes to the annual allowance will reduce the annual tax charge by up to £13,500. The lifetime allowance changes give a net benefit of £64,050 on a £1.5 million pension pot or £139,050 on a £2 million pension pot³¹. We ask that parties keep us informed on the effect these changes have on the morale and retention of chief officers.

Review of chief officer pay and conditions

Proposed changes to base pay for chief constables and deputy chief constables

- 5.16 The final report of the steering group of the chief officer remuneration review³², submitted to us by the APCC, set out the background, purpose and objectives of the review and the methodology it had used to reach its recommendation on structures for chief constable and in consequence deputy chief constable pay. It also outlined the work undertaken to address some of the concerns in our 2022 Report.
- 5.17 The steering group report set out its proposal to reduce the pay groups of chief constables from 12 to 3 and to set pay for deputy chief constables at 82.5% of their chief constable pay rate. The steering group informed us that two options had been developed for deputy chief constable and chief constable pay rates, and explained the decision to recommend that each pay group should be migrated to the top nationally-set pay rate in that group. Tables 5.1 and 5.2 set out its proposed pay structures for chief constables and deputy chief constables in three groups, along with the changes to the basic pay of existing officers that would result from the implementation of the proposed system. The steering group report also drew attention to the fact that three pay groups provided the greater pay differential between the assistant chief constable and deputy

³¹ Net benefit figures assume a 40% marginal tax rate on the pension. In a defined benefit scheme, such as the police have, a £1.5 million pot is equivalent to an annual pension of £75,000 and a £2 million pot is equivalent to an annual pension of £100,000.

³² Referred to hereafter as the steering group report.

chief constable ranks, in comparison with the four-group model which barely changed the current pay differential. The outcome of a review by Korn Ferry in January 2023 endorsing the pay proposals was included in the report.

Table 5.1: Salary adjustments for chief constables under three pay groups, as proposed in the steering group report

| Current pay group | 2022 basic pay | Proposed pay group | Proposed basic pay | Individual changes in salary | % change | Number of officers affected |
|----------------------|-------------------|-----------------------|-----------------------|------------------------------------|----------|-----------------------------------|
| 12 | £206,274 | 3 | £206,274 | £0 | 0% | 2 |
| 11 | £192,654 | | | £13,620 | 7% | 1 |
| 10 | £182,436 | | | £23,838 | 13% | 1 |
| 9 | £179,022 | 2 | £179,022 | £0 | 0% | 2 |
| 8 | £175,614 | | | £3,408 | 2% | 1 |
| 7 | £172,218 | | | £6,804 | 4% | 3 |
| 6 | £168,813 | | | £10,209 | 6% | 5 |
| 5 | £162,000 | 1 | £162,000 | £0 | 0% | 1 |
| 4 | £158,595 | | | £3,405 | 2% | 7 |
| 3 | £155,184 | | | £6,816 | 4% | 2 |
| 2 | £151,815 | | _ | £10,185 | 7% | 11 |
| 1 | £148,371 | | _ | £13,629 | 9% | 5 |

Source: Steering group report.

Note: Figures in the table exclude the effect of the 2023 pay award.

Table 5.2: Salary adjustments for deputy chief constables under three pay groups, as proposed in the steering group report

| Current pay group | 2022 base pay | Proposed pay group | Proposed base pay | Individual changes in salary | % change | Number of officers affected |
|----------------------|------------------|-----------------------|----------------------|------------------------------------|----------|-----------------------------------|
| 12 | £158,595 | 3 | £170,176 | £11,581 | 7% | 2 |
| 11 | £154,503 | | | £15,673 | 10% | 1 |
| 10 | £150,843 | | | £19,333 | 13% | 1 |
| 9 | £148,032 | 2 | £147,693 | £0 | 0% | 2 |
| 8 | £145,221 | | | £2,472 | 2% | 1 |
| 7 | £142,404 | | | £5,289 | 4% | 3 |
| 6 | £139,605 | | | £8,088 | 6% | 5 |
| 5 | £133,983 | 1 | £133,650 | £0 | 0% | 1 |
| 4 | £131,166 | | | £2,484 | 2% | 7 |
| 3 | £128,361 | | _ | £5,289 | 4% | 2 |
| 2 | £125,550 | | _ | £8,100 | 6% | 11 |
| 1 | £124,530 | | | £9,120 | 7% | 5 |

Source: Steering group report.

Notes:

⁻ Figures in the table exclude the effect of the 2023 pay award.

[–] The source table in the steering group report contained errors in the changes in salaries which have been corrected in this version.

- 5.18 The steering group report also set out the options that it had considered for the implementation of changes to chief officer pay. The steering group told us that its preference was for officers to receive the 2023 pay award and move to the new pay structure (with the values in Tables 5.1 and 5.2 having been uprated by the 2023 pay award) over one year. However, it recommended that the change to the pay structure should be implemented on a different date to the 2023 pay award.
- 5.19 In their evidence, the APCC, as employers of chief constables, and the NPCC, as the employers of deputy chief constables, endorsed the recommendations in the report of the chief officer remuneration review relating to a new national pay structure. The CPOSA told us it also supported the proposals. The Home Office emphasised the importance of the overall remuneration package in attracting candidates of the right calibre and facilitating the flow of talent into chief officer roles.
- 5.20 The steering group report noted that if the recommendations were endorsed by the Review Body, the APCC and NPCC would conduct an equality risk assessment of their respective recommendations. It also observed that the Home Office was responsible for conducting an Equality Impact Assessment on any regulatory changes.
- 5.21 In West Midlands and South Yorkshire during our visits programme, we heard about the challenge of recruiting assistant chief constables and the small number of applications received for vacant posts. Chief officers highlighted the small pay differential between assistant chief constables and deputy chief constables in smaller forces and warned that this was a barrier to promotion. We were also told that some chief constables in "low weighted forces" were similarly unattractive and that this limited the recruitment pool. We were also told by some forces that the shrinking pay gap between chief superintendents and assistant chief constables was not helping especially given the jump in responsibility level between the two ranks.
- 5.22 In oral evidence the Home Office noted that the chief officer remuneration review would lead potentially to large pay increases. It expressed concern about the impact on the morale and motivation of more junior ranks. The Home Office said that the problems with chief officer recruitment and retention might lie more with how the College of Policing identified talent and cultivated the pipeline of potential applicants. It told us that it was looking for the PRRB's views on whether the case had been made for the proposed changes to the structure of chief constable pay.
- 5.23 The Chair of the steering group overseeing the chief officer remuneration review explained that a range of factors lay behind the problems with chief officer recruitment and retention. She said that the current pay structure for chief officers was complicated and there were lots of pay points where the differentials were not clear. The Chair told us that the simplified structure that was being proposed would give officers a clear view of how progression would be rewarded through the chief officer ranks. She pointed out that there was only a small pool of candidates

- on which forces could draw. The Chair observed that it was good having more female chief police officers than ever before but there were challenges around ethnicity that also needed to be addressed. She said that part of the solution lay in encouraging mobility around different forces to help talented officers get the breadth and depth of experience that they needed to apply for promotion.
- With regard to the transparency of chief officer remuneration, the 5.24 Chair of the steering group reported that Korn Ferry had expressed concern in 2020 that it was not clear what chief police officers were actually paid in total after analysing the data contained in forces' annual reports. She explained that the College of Policing nominations and remuneration committee had then examined forces' payroll data and police forces advised that the situation on transparency was possibly not as bad as Korn Ferry first thought. The Chair said that concerns had centred on the 10% PCC discretion on chief constable starting pay and on allowances. The main issue was the way in which information was reported. The Chair pointed out that at the moment it was difficult to make comparisons across forces. She reported that the APCC was starting to examine those areas. Following the oral evidence sessions, the Chair wrote to us proposing that the chief officer review steering group, with the membership slightly modified to include the APCC Chief Executives, should oversee the implementation of a package of reform measures. That package would include a new pay structure, the further work to improve the transparency of chief constable remuneration and a review of chief officer allowances.
- 5.25 In oral evidence, the APCC explained there was no single solution to the problems of chief officer recruitment but the proposed changes to chief constable base pay would help with chief officer mobility by creating clearer differentials between the top ranks. It stated that there was no guarantee that the changes would lead to more applicants for chief officer posts but they would remove the financial barriers to recruitment and mobility particularly in smaller forces.
- 5.26 The CPOSA in its oral evidence session told us that those officers with families who were seeking promotion found that it was hard to justify moving given the existing pay differentials. It pointed out that the deputy chief constable in a mid-sized force would not apply for a chief constable post in a smaller force on lower pay. This reduced the size of the pool that might have applied if there had been a pay incentive to do so. It said the new pay arrangements, if implemented, were expected to significantly increase the number of officers deciding to move forces. If chief officer pay was not reformed, the low number of applicants for posts would degrade even further. It argued that the service needed to retain in the workplace substantive individuals with experience and to encourage a younger cohort into the highest ranks. The CPOSA added it supported an increase in the transparency of contractual arrangements for chief constables and had called for more consistency. It explained that the work of the APCC Chief Executives' group on the issue was nearing fruition.

5.27 The College of Policing in its oral evidence told us about the changes to the senior PNAC and the replacement of the Strategic Command Course. It explained that these changes should double the number of candidates for assistant chief constable roles and increase the diversity of the applicants. However, the College emphasised the importance of dealing effectively with the differentials between chief officer ranks given the significant change in responsibility levels between deputy chief constables and chief constables.

Our comment and recommendation on the proposed changes to base pay for chief constables and deputy chief constables

Context for our consideration of the steering group proposals

- We note that the proposed change to chief constable and deputy chief constable base pay is part of a series of measures to adjust the pay of individual ranks we have considered over a number of years. These have resulted in the removal of the first pay point in the sergeant scale and in 2022 the raising of the PCDA minimum to pay point 0. This year we are recommending the removal of pay point 0 of the constable pay scale which will raise the minimum starting salaries of new officers in advance of the NPCC review of constable base pay. However, we observe that the proposed changes to the pay of chief constables and deputy chief constables is about market realignment, rather than pay reform. They are designed to simplify the existing pay structures and bring them closer to the market rate to encourage recruitment and retention. This is in contrast, for instance, to the proposed changes to chief superintendent pay which in addition to better aligning the rank with the market also reflect the significant changes to the size of the role over the last decade. Our preference would have been to have considered all these changes as a package as that would have been the most effective way to ensure coherence across policing pay structures.
- 5.29 We also note by way of context that observations regarding the transparency of chief officer pay and benefits were made in previous reports of the SSRB. Those reports noted that the provision of allowance and benefits varied across police forces and that it was very important to understand the value of these benefits. In 2016, the SRRB proposed that consideration should be given to a review of allowances³³. In 2017, in addition to suggesting that Home Office-led governance arrangements should be put in place to monitor all aspects of chief police officer remuneration, the SSRB recommended that the APCC and NPCC work together to ensure that information on chief police officer pay and benefits was published in an open and transparent manner³⁴.
- 5.30 These issues have not been dealt with effectively and they have hindered our consideration of the proposed restructuring of chief officer pay. It remains difficult to assess the totality of chief officer benefits and

³³ SSRB (2016), Supplement to the Thirty-Eighth Annual Report on Senior Salaries 2016. Available at: https://www.gov.uk/government/publications/supplement-to-the-thirty-eighth-annual-report-2016 [Accessed on 31 May 2023]

³⁴ SSRB (2017), Supplement to the Thirty-Ninth Annual Report on Senior Salaries 2017. Available at: https://www.gov.uk/government/publications/senior-salaries-review-body-supplementary-report-2017 [Accessed on 31 May 2023]

allowances. In the interests of transparency, measures to address these concerns should be taken forward as a matter of urgency. We return to this issue in section 5.46.

Rationale for the proposed changes

5.31 In our oral evidence sessions, we explored carefully with parties the rationale for the proposed changes to the pay of chief constables and deputy chief constables as summarised above, and the benefits they would bring in combination with the work being undertaken by the College of Policing to widen the recruitment pipeline for chief officers. We note the small and declining number of applications for chief officer roles. We agree that there is no single solution to chief officer recruitment. We accept that the proposed changes to basic pay will address the financial barriers to recruitment and mobility. However, we observe that it is difficult to assess the importance of these barriers in comparison with non-financial barriers.

Governance

- 5.32 In our 2022 Report, we raised a number of concerns about the review of chief officer remuneration including around the governance arrangements for taking forward the proposals on pay. We pointed out that, according to external best practice, recommending bodies of the kind overseeing the review should be independent. The steering group report set out in detail the history of the governance of the review and the Home Office's endorsement of the decision to appoint an independent chair. It also included a report from the Chair of an independent panel set up in response to PRRB's concerns. That document explained that the independent panel, which consisted of the new Chair of the steering group, a consultant from Korn Ferry and a human resources expert had been set up to challenge process, evidence and recommendations. We note that the panel addressed three key questions: robustness; whether the evidence supported the recommendations; and whether sufficient consideration had been given to all police ranks in the round. We also note that the independent panel concluded that, overall, the supporting evidence for the chief police officer remuneration review outcomes was strong although it highlighted certain areas that needed greater clarity and additional evidence. We understand that to address these issues, Korn Ferry was commissioned to update the work it had done in 2020 on chief officer pay and that it provided an updated analysis of the median competitiveness of pay at different ranks. We note that the independent panel concluded from that analysis that the evidence and data was robust and was sufficient to support the conclusions of the chief officer remuneration review.
- 5.33 We recognise the efforts that have been made to address our concerns about governance of the chief officer remuneration review. However, we observe that given Korn Ferry's involvement in benchmarking chief officers, it would have been better for the panel to have had three fully independent members with Korn Ferry acting as an adviser to the panel.

Proposal to move from 12 pay groups to 3

- 5.34 With regard to the detail of the proposals to change chief constable base pay, we have again considered the detailed explanation we received of the recommendation to move from 12 pay groups to 3. In our 2022 Report, we explained that we had been struck by the positioning of some seemingly dissimilar forces such as Nottinghamshire and Lincolnshire in the same groups. That remains the case.
- 5.35 We were told in evidence this year that the Chair of the independent panel had explored this issue. We note the independent panel's observation that HMICFRS' 'most similar groups' of forces³⁵ were considered then similar forces were split across pay points. We also note that Korn Ferry was commissioned to review the proposal to move to three pay groups and that it had concluded that it was reasonable.
- 5.36 Based on the evidence we received this year, we agree that a simplification of the current 12 pay groups for chief constables and deputy chief constables makes sense. We also accept the proposed reduction in pay groups from 12 to 3. However, we remain particularly concerned that as currently designed the three pay groups contain some very dissimilar forces in terms of the operational environment in which they work and the crime fighting challenge they face. We ask the chief officer remuneration steering group to urgently propose adjustments to the groups to take account of the operational challenges posed by crime, serious and organised crime and terrorism to each force. We ask that the revised proposals be presented to us in advance of implementation.
- 5.37 We considered carefully the steering group's rationale for proposing each of the three new pay groups should be migrated to the top nationally-set pay rate in that group rather than migrating each pay group to the median pay rate in that group. We also note that the steering group's proposal has been endorsed by Korn Ferry and that migrating to the top of the nationally-set pay rate in each group rather than to the median would deliver the greatest pay differential between the assistant chief constable and deputy chief constable ranks.
- 5.38 According to the steering group report, 74 individuals' salaries would be affected by the proposed changes. We note that the report sets out the median increases to base salary for chief constables and deputy chief constables that would result from the changes to base pay. While we accept in principle the proposed migration of all officers in the three new pay groups to the top of the nationally-set pay rate, we observe that it is inevitable that public attention and that of the police service as a whole will focus on the larger increases proposed by the steering group in Tables 5.1 and 5.2 above such as the £23,800 increase for one officer and increases for others ranging from £2,000 to over £19,000. We emphasise that these proposals reflect, of course, the value of the roles and not individual performance.

³⁵ Groups of police force areas that have been found to be the most similar to each other based on an analysis of demographic, social and economic characteristics which relate to crime.

5.39 We remain concerned about the impact of these proposals on the morale of more junior ranks. The exceptional cost-of-living pressures facing all officers at this point in time, especially the lower paid junior officers, increases the challenge the service's leadership will face in introducing a change of this magnitude without damaging morale. We note that the steering group responded to our concerns about morale in our 2022 Report by pointing out that the evidence base for changing the base pay of chief constables and deputy chief constables was compelling and any further delay would have a significant impact on the well evidenced problems within the current system. While that may be true, it does not address the communication challenges the service will face.

Implementation in 2023/24

- 5.40 We judge that the extent of the impact of the changes on the morale of the wider police service will largely be determined by the way in which the proposals are implemented. We understand the rationale for the steering group's proposal that chief officers should receive the 2023 pay award and move to the new pay structure and do so over one year. We also note that the steering group preferred an implementation date different to that of the pay award as a way to potentially mitigate the optics of introducing the reform. However, we are not convinced that simply making the implementation date different to that of the pay award is sufficient mitigation.
- 5.41 Our view is that the underlying principle governing the development of an implementation model for such a change as this should be fairness. Fairness to chief officers, who we acknowledge play a vital leadership role in the police service, and fairness to those they lead. We have heard during our visits programme that many junior officers are struggling financially and, as we have said elsewhere in our report, are the hardest hit by high inflation. Therefore, giving some chief constables and deputy chief constables a significant uplift to pay as set out in Tables 5.1 and 5.2 above in addition to the full annual pay award we are recommending for other ranks, as set out in Chapter 4, is not fair. It would give some chief constables an increase of up to 21%.
- 5.42 We note that one of the options considered but rejected by the steering group was to implement the realignment over two years and to use a proportion of the pay award in each of those years to fund the changes. However, we judge that in fact an even more gradual approach is required. We therefore recommend implementation should take place over at least three years, and in a way that avoids large windfall payments to individual officers. Our strong view is that in 2023/24 no chief constable or deputy chief constable should receive more than the 7% increase we are recommending for other ranks (see Chapter 4). Therefore, in 2023/24 we recommend that all chief constables and deputy chief constables should receive a pay award of 5%. Those officers in posts whose pay is being realigned as a result of the move from 12 pay groups

- to 3 will receive an additional award of up to 2% to begin the journey of moving those posts to the new pay rates for the three pay groups. The overall uplift received by those officers must not exceed 7%.
- 5.43 We set out the implications of our recommendation for chief constable and deputy chief constable posts in Appendix G. Under our recommendation, 89% of chief constables and deputy chief constables will receive the same 7% award we have recommended for all other ranks. Chief constables and deputy chief constables appointed after the process of moving from 12 to 3 pay groups has begun should be appointed at the new pay rates.
- 5.44 We recognise that there is a risk that accelerated migration of chief constables and deputy chief constables to the new rates might be achieved by chief officers resigning or retiring from the police service and subsequently being reappointed. We consider such an approach to be unacceptable. Any chief constable or deputy chief constable who resigns or retires from the police service and is subsequently reappointed to the same role should be reappointed on no more than their previous salary level. However, in the interests of encouraging mobility, an existing chief constable or deputy chief constable who resigns and is appointed to a role in a different force in the same pay group, is to be appointed on the new pay rates.

New pay structure

Recommendation 6. We recommend the introduction of a new pay structure for those appointed as a chief constable or deputy chief constable from 1 September 2023 comprising three pay points for chief constables, and with deputy chief constable pay set at 82.5% of equivalent chief constable pay. Any chief constable or deputy chief constable who resigns or retires from the police service, and is subsequently reappointed to the same post within the same force, is to be reappointed on no more than their previous salary.

Transitional arrangements

Recommendation 7. We recommend a consolidated increase of 5% to all existing chief constable and deputy chief constable pay points from 1 September 2023. To start the transition between the existing and new structures, where an existing pay point remains below the pay for the same post in the new structure, that pay point is to receive an additional consolidated award of up to 2%, such that the overall uplift does not exceed 7%.

Implementation in future years

Our remit letter requested that we make a pay recommendation for chief officers for 2023/24. We are unable therefore to map the precise pathway for the finalisation of implementation in future years. However, it would be our view that similar principles of fairness to the ones we set out above should guide the implementation in subsequent years but that, of course, is subject to the view of the Pay Review Body overseeing future pay rounds. We recognise that our recommendation for implementation will have implications for the pace at which the changes to chief constable and deputy chief constable pay are introduced and also for the differentials between ranks, including that between deputy chief constables and assistant chief constables. However, our view is that the changes need to be introduced in a way that is seen to be fair by the whole police service while gradually moving chief officers into a new simplified pay structure. This will also allow time for an initial evaluation of the impact of other measures to improve chief officer recruitment, retention and mobility including the changes to the Strategic Command Course.

Transparency and the need for wider reform

- 5.46 In our view, it is important that the measures to realign the basic pay of chief constables and deputy chief constables should be presented as part of a package to strengthen transparency of chief officer pay and allowances. We note the concerns expressed in the report of the independent panel regarding the transparency around the reporting of total remuneration for chief constables. There is a risk that remuneration might be including benefits beyond those determined by the regulations which may be unlawful. We pressed policing parties about this in our oral evidence sessions. We observe that these concerns echo those made by the SSRB in its 2016 and 2017 Reports. We are very concerned that these issues should be addressed as a matter of urgency.
- 5.47 Our view is that measures to improve transparency and consistency between forces, including implementation of the standard letter of appointments for chief constables and the review of chief officer allowances, should be expedited. We request that, in future, parties provide us with a consistent set of data on the pay, allowances and benefits received by each chief officer in each force. We also request data on tenure in post of current chief officers and the number of chief officers moving posts. We recommend that parties bring forward proposals on how best to place this data in the public domain in a way that ensure consistency and transparency across forces.

Recommendation 8. We recommend that policing parties bring forward proposals to improve the independence, transparency and consistency of determining and reporting on chief officer pay and allowances. We expect this to include proposals on how to place in the public domain on an annual basis a consistent set of data on the total pay and allowances received by each chief officer in each force.

5.48 We also judge that the implementation of a wider reform package should be overseen by the fully independent body which should include at least three members who are completely independent of policing. We are confident that whichever Pay Review Body is responsible in the next pay round for the chief officer remit group, it will want a full report on the work that has been done to deliver these changes.

Assistant chief constable pay

The report of the steering group overseeing the chief officer remuneration review told us that the pay of assistant chief constables had been reviewed but that no changes were being proposed. The NPCC/ CPOSA Chief Officer Pay and Morale Surveys suggested that assistant chief constables were content with the structure and level of pay. The steering group also pointed out that the incremental pay structure of the assistant chief constable rank meant that in three years, their pay increases by around £13,000. In addition, its view was that the financial incentive to move from the chief superintendent rank to assistant chief constable, even with the change it was proposing to point 3 of the chief superintendent pay scale, was sufficient to encourage progression. The steering group pointed out that the proposed change to deputy chief constable pay would significantly increase the gap between the top of the assistant chief constable pay scale and the lowest deputy chief constable pay point, therefore incentivising officers to move to the deputy chief constable rank.

Our comment on assistant chief constable pay

- 5.50 We welcome the changes to the senior PNAC and the command courses which should widen the recruitment pipeline and enable more applications from superintendents for assistant chief constable posts, and note that this may encourage more applications for assistant chief constable roles.
- 5.51 However, we remain concerned about the assistant chief constable rank and that the review of chief officer remuneration includes no proposal aimed at making the rank more attractive to potential applicants. We observe that it is the chief officer rank for which there appear to be the fewest applicants per post according to the CPOSA survey results and it is the rank for which there has been the greatest decline in applications since 2015. During our 2022 visits programme, we heard from a number of forces about the difficulties they faced in recruiting assistant chief

constables. We also note that in Northern Ireland, the CPOSA supports a review of pay for assistant chief constables. We therefore judge that the number of applications for assistant chief constable roles should be closely monitored and a review should be conducted urgently by the NPCC to explore how to further increase the attractiveness of the role. We look forward to receiving proposals on this in future pay rounds. Given these concerns, and our recommended increase to point 3 of the chief superintendent pay scale, we conclude that a pay uplift of 7% for all assistant chief constables, in line with the federated and superintending ranks, is the most suitable approach this year. This is reflected in our formal recommendations in Chapter 4.

Chief officer pay in London

- 5.52 The steering group report said that the MPS had indicated it would like to continue to align the pay for assistant commissioners to the highest chief constable pay point, and the pay for deputy assistant commissioners to the highest pay point for deputy chief constables. The MPS told us that it remained important to maintain the current link in value between MPS ranks and the higher range of chief officer pay bands. The MPS observed that the chief officer remuneration review proposal was to rationalise the current 12 bands into 3 and increase deputy chief constable salaries to 82.5% of their chief constables. It pointed out that to retain the link between deputy chief constables and deputy assistant commissioners would require an increase to the salary of deputy assistant commissioners, on top of any pay award. The MPS was concerned about the effect this would have on the pay differential between the commanders (whose pay is aligned to assistant chief constable pay) and deputy assistant commissioners. The MPS also told us it was concerned about the presentational challenges and the optics of increasing the salaries of chief officers at this present time. The steering group report stated that the MPS would need to consider the recommendations in the report depending on the considerations of the PRRB.
- 5.53 The steering group report also said that the continuation of the City of London Police remaining on a different base pay policy was reviewed and agreed on by the steering group. It stated that the City of London Police would also need to consider the recommendations in the report.

Our comment and recommendations on chief officer pay in London

- 5.54 We agree that the MPS and the City of London Police will need to explore the implications of the proposals put forward by the chief officer remuneration review. We would welcome further evidence on this in the 2024 pay round. We also agree that the MPS' aspiration to continue to align the pay of assistant and deputy assistant commissioners to the pay of chief and deputy chief constables makes sense in terms of a national police service.
- 5.55 We observe that, at present, the deputy assistant commissioners in the MPS are paid at the highest deputy chief constable pay point, and assistant commissioners in the MPS are paid at the highest chief

constable pay point. Commanders in the MPS are on the same pay scales as assistant chief constables. Pay points for other chief officers in the MPS and City of London Police are not linked to the pay structures for other forces.

- 5.56 We recommend that the pay rates of commanders, deputy assistant commissioners and assistant commissioners remain linked to the pay of assistant chief constables, deputy chief constables and chief constables respectively. The pay differentials between chief constables and other chief officer ranks in London should be maintained. This means that:
 - MPS commanders will receive an uplift to pay of 7% in line with the increase we have recommended for assistant chief constables as set out in Chapter 4.
 - Deputy assistant commissioners will receive an uplift to pay of 7% in line with the increase we have recommended for the highest deputy chief constable pay point. This pay point is being realigned as part of the restructuring of base pay to ensure all deputy chief constable pay rates are 82.5% of their chief constable pay rates.
 - Assistant commissioners will receive 5% in line with all chief constables.
 - All other chief officer ranks in London will receive 5% in line with chief constable and deputy chief constable pay points that are not being realigned.

<u>Recommendation 9.</u> We recommend a consolidated increase of 5% to the pay points of all chief officers in the MPS and the City of London Police above the rank of commander.

Recommendation 10. We recommend a consolidated increase of an additional 2% to the MPS deputy assistant commissioner pay point in order to retain the link with deputy chief constable pay.

Relocation Allowance

5.57 The steering group report also recommended amending the Relocation Allowance to support chief officer mobility. The CPOSA explained that the current regulations provided 26 weeks' rent while the sale and purchase of a property was facilitated but that this was not afforded to officers who had no intention of moving house. The report of the steering group set out the details of the proposed scheme, the tax implications and how they would be handled. The new scheme would, under certain circumstances, enable the PCC or chief constable to permit an allowance that would enable temporary accommodation to be provided in lieu of a full relocation package. The APCC, NPCC and CPOSA all endorsed the recommendation.

5.58 In oral evidence, the CPOSA said that police officer relocation allowances were antiquated and did not support diversity or the movement of those with protected characteristics between forces for development or on promotion. It argued that change was overdue. The CPOSA reported that consensus had at last been reached with the policing parties on a proposed change to relocation allowances based on Ministry of Defence relocation allowances. It said the new scheme would encourage a larger number of police officers to apply for moves, especially with new arrangements around temporary accommodation. The CPOSA observed that the new relocation allowance would not be the complete answer to the officer movement problem. It said that pay reform and changes to the contracts of deputy chief constables were also needed.

Our comment and recommendation on the Relocation Allowance

- 5.59 In our 2022 Report, we said that there was a strong argument for reviewing the current relocation allowances to reduce the barriers to recruitment and progression in chief officer ranks. We agreed that the police service and the regulations under which it operates should recognise that in a modern society the careers, responsibilities and needs of all parties in a relationship or family unit need to be considered. Therefore, we recognise the benefit of amending the allowance to reflect the realities of modern family life by making provision for families to remain in their current home location and for the officer to rent a property in their new work location.
- 5.60 We note that responses to the NPCC/CPOSA Chief Officer Pay and Morale Survey in 2022 suggest that this proposed change might help to address a barrier to mobility and progression. The CPOSA told us that, on average, 62% of respondents to the NPCC/CPOSA Chief Officer Pay and Morale Survey over the last five years, had stated that they would be prepared to move to posts that were not commutable if there was a package available that provided accommodation. In 2022, 50% of respondents ranked the issue as a high or extremely high consideration in their decision making.
- 5.61 We acknowledge that the proposed scheme is based on an existing scheme in operation within the Ministry of Defence for the civil service. We therefore recommend the introduction of the proposed scheme. In our view it should be mandatory for PCCs and chief constables to make the scheme available to applicants for chief officer roles. The impact of the scheme should be reviewed within three years of its introduction. We also advise that the scope for extending the scheme to other ranks should be explored.

Recommendation 11. We recommend the Relocation Allowance for chief officers be amended as proposed by the chief officer remuneration review. The impact of the scheme to be reviewed within three years of implementation.

Giving PCCs the ability to supplement chief constable national base pay at any point in a contract term

5.62 The steering group report explained that PCCs currently have the ability to increase or decrease the national base pay rate of a chief constable by up to 10% on the appointment of the chief constable. Evidence suggested salaries were generally varied upwards. The steering group reported that in 2023, the NRT conducted a survey of force payroll managers which was completed by 32 forces. That showed that 13 out of 32 PCCs (41%) were exercising their discretion to pay up to 10% more than the national pay rate in determinations. The APCC proposed that PCCs should have the ability to exercise their existing discretion to pay up to 10% more than the national pay rate at other points during the contract term, and not solely on appointment. The APCC said that this would allow them to adjust chief constable base pay as a chief constable developed into their role or to recognise exceptional performance.

Our comment on giving PCCs the ability to supplement chief constable national base pay at any point in a contract term

- 5.63 We understand the attraction to PCCs of being able to vary the salary of chief constables during their appointment and we recognise the logic of being able to support the development of chief constables or reward exceptional performance. However, we observe that performance-related bonuses for chief officers were removed in the years following the Winsor Review. Our view is that if this proposal was implemented it would add an element of performance-related pay into chief constable pay. If this is the intention there should be an explicit decision to reintroduce performance-related pay and the implications should be considered. It is also unclear whether the intention, in due course, is to also give PCCs the discretion to reduce chief constable pay at any point in a contract's term.
- 5.64 Moreover, we are concerned about the evidence we have heard from the CPOSA about the tensions between some chief constables and PCCs and the impact of this on the decisions of chief officers regarding promotion and the movement between forces. In our view, the risks associated with the proposal have not been properly explored and therefore we do not recommend that this change should be adopted.
- 5.65 In addition, we observe that the ability of PCCs to vary base pay on appointment by plus or minus 10% has been in place for over a decade. The proposed changes to the base pay of chief constables and deputy chief constables will simplify and strengthen the national pay structure for chief officers. We question therefore whether these changes are compatible with a system which allows PCCs the ability to continue to vary starting pay. We also assume that the PCCs' current power was partly intended to enable them to attract applicants. The restructuring of base pay for chief constables and deputy chief constables is designed to make these posts more attractive to applicants, therefore we question whether this flexibility available to PCCs will still be required once the changes to base pay have been introduced. We recommend that parties

bring forward to us next year proposals for a review of the PCCs' existing powers to vary base pay on appointment. We also consider that there would be merit in a stay on the power of PCCs to vary base pay on appointment until that review is concluded. We therefore recommend that the Home Office issue guidance to PCCs advising them against exercising their power to vary starting salaries of chief constables on appointment until the review is concluded.

Recommendation 12. We recommend policing parties bring forward next year additional proposals for a review of the existing power of PCCs to increase and decrease base pay of chief constables by plus or minus 10% on appointment. As an interim measure, we recommend that the Home Office issues guidance to PCCs advising them against exercising their power to vary starting salaries on appointment until the review is concluded.

Fixed-term appointments for deputy chief constables

5.66 The steering group report provided an update on work on fixed-term appointments (FTAs) for deputy chief constables. In its evidence, the CPOSA explained that fixed-term appointments for deputy chief constable posts discouraged officers from applying for such posts. The APCC explained that it was concerned that the removal of FTAs for deputy chief constables could result in a reduction in applications for chief constable vacancies. The steering group report informed us that the NPCC would commission the collection of data to assess the strengths and weaknesses of fixed-term appointments.

Our comment on fixed-term appointments for deputy chief constables

5.67 We remain concerned by the continued lack of consensus around the removal of FTAs for deputy chief constables. We observe that FTAs may offer some benefits in terms of encouraging chief officer mobility and as a mechanism for dealing with underperformance. However, we welcome the commitment by the NPCC to commission data collection to assess the strengths and weaknesses of FTAs and we look forward to receiving an update in future pay rounds.

CHAPTER 6 – FORWARD LOOK

Introduction

6.1 It will be for Government to set the remit for the next pay round. However, the core of the 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.

Pay modernisation

- 6.2 The Uplift Programme concluded in March 2023. We urge the Home Office and the NPCC to prioritise the development of a long-term pay and reward strategy aligned to the Policing Vision 2030. It should explain how changes to the workforce and police officer pay will enable the police service to address concerns about police legitimacy and rebuild the trust of communities. We look forward to a detailed update on progress to develop such a strategy in next year's evidence. The NPCC has also committed to provide a mid-year update. We ask that this be submitted to us by 30 November 2023 as set out in Recommendation 13 below.
- 6.3 In our 2022 Report, we observed that further work was needed on starting salaries. In advance of the NPCC review of constable base pay in 2023/24, we have taken steps in our recommendations to make starting salaries more competitive. In addition to receiving information on the outcome of the NPCC review, we would like to hear evidence from policing parties on the scope for the greater use of direct entry. We consider this particularly important in assisting the police service meet the leadership and supervisory challenge it faces in managing the increased levels of inexperience in the service following the success of the Uplift Programme.
- 6.4 A long-term pay and reward strategy must address such anomalies in the pay of the inspecting ranks. We ask for detailed evidence on these issues in the next pay round.

Architecture for decisions on police workforce and pay modernisation

6.5 In our 2022 Report, we observed that there is a complicated and fragmented decision-making infrastructure containing both statutory and non-statutory bodies surrounding police workforce and pay modernisation. The NPCC and PSA in their evidence expressed similar concerns. In response, the Home Office described the regulatory framework. Given the views of parties we encourage the Home Office to review the existing framework and consider whether anything more needs to be done to communicate to parties the operation of the system in an easily understandable manner. We look forward to receiving an update on that work in future pay rounds.

P-factor

6.6 We agree that there are certain aspects of officers' work that are unique to policing and that these should be recognised. However, in Chapter 3 we expressed our concern about the current composition of the P-factor and its use in setting pay. In our view the planned review of the P-factor by the NPCC and other policing parties should revisit the fundamental principles on which it is based. We asked that the progress report on work to develop a long-term pay and reward strategy, due to be submitted to us by 30 November 2023, should be accompanied by an update on work to review the P-factor.

Recommendation 13. The NPCC to provide an interim report by 30 November 2023 on its progress to develop a long-term pay and reward strategy. This should include an update on the work on constable base pay and the back-to-first-principles review of the P-factor.

Beyond the Uplift Programme: recruitment and diversity

- 6.7 We were pleased that the police service has met the overall recruitment targets for the Uplift Programme. The recruitment of more than 20,000 additional officers over a three-year period is a significant achievement. We recognise that maintaining police officer numbers at the new level will be a challenge particularly given the increasingly competitive labour market. We are also concerned that the MPS did not meet its target. We look forward to receiving an update on recruitment next year.
- 6.8 We have noted at various points in our report that having a more diverse workforce is an important building block of police legitimacy. We have noted the concern expressed in a number of reports about the pace of change and their conclusion that, at the current rate of change, it will take the police service until the latter half of this century to achieve a workforce that is representative of England and Wales in terms of ethnicity. We look forward to receiving updates on plans to accelerate the pace of change.

Allowances

6.9 This year we were invited by the Home Office to give our views on whether any allowances should be prioritised for review. In our report we identify a number of factors which the NPCC should consider in setting a new schedule of allowances in the 2024 pay round. We have advised that in the interests of transparency, the group designing the schedule and eventually reviewing the allowances should include some members who are entirely independent of policing. We look forward to considering the revised schedule and the first tranche of proposals in the next pay round.

Flexible working

6.10 We are conscious that, after the COVID-19 pandemic, hybrid working has spread to a large number of organisations and has become the new normal. Studies are beginning to quantify the benefits to employees and employers. These include giving employees more autonomy over their working time which can be used by employers as part of the wider employment offer to attract and retain staff. We recognise that the opportunity for hybrid working in the police service is limited. However, we would welcome evidence in the next pay round on the thinking that has been done to give officers more access to flexible working arrangements.

Chief police officers

- 6.11 This year we were again invited by the Home Secretary to consider matters relating to chief police officers as part of our pay round. We note that chief police officers are formally part of the standing terms of reference of the SSRB. We understand from the evidence we have received from parties that the Home Office is considering whether chief officers should return to the SSRB in 2024.
- 6.12 In the interests of ensuring the overall coherence of the pay structure, our view is that we should continue to deal with all ranks of the police service including chief police officers. Transferring responsibility to the SSRB may lead to an inconsistency of approach and risks missing the opportunity to maximise potential synergies as the police service develops a longterm workforce modernisation strategy. This is particularly important over the next few years as the police service continues the process of implementing the recommendations from the review of chief officer remuneration. Our report maps out the first steps on this journey, but we envisage that it will take place over three or more years and that it should be accompanied by measures to improve the transparency of chief officer pay. We judge that chief officers should remain within our remit, at least until this process has been completed. This is to ensure that progress on implementation continues to consider the impact on other ranks of the service and maximises links between implementation and reforms underway in other parts of the police service. For instance, consideration will need to be given to the implications of the review of chief officer allowances for the NPCC's plans for a new cyclical approach to reviewing the allowances of other ranks. We note that our retention of chief officer pay would be in line with the approach used in relation to the prison service, where the same Pay Review Body handles the pay of both senior and junior officers.

Engagement with parties

6.13 We were delighted that the PSA re-joined the pay review process in 2023. We regret that the PFEW has not yet chosen to return. As in 2021, its absence made our consideration of key issues more complex. We would

have valued hearing evidence from the PFEW, particularly in relation to the financial pressures facing its members and the priorities for pay modernisation. We hope to hear from all parties in 2023/24.

Evidence gaps and data limitations

- 6.14 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:
 - updates on the number of officers taking initial promotion exams; (Paragraph 2.51)
 - continued data on the number of voluntary resignations in early years of service; (Paragraph 2.54)
 - further data on the protected characteristics of officers; (Paragraph 2.56)
 - further 'employer' evidence relating to the morale and motivation of officers on a national basis; (Paragraph 2.63)
 - information on the levels and drivers of pension opt outs, and any work being done to reduce the level of opt outs; (Paragraph 2.71)
 - evidence on the effect of pension taxation changes on the morale and retention of chief officers; (Paragraph 5.15)
 - a consistent set of data on the pay, allowances and benefits received by each chief officer in each force; (Paragraph 5.47)
 - data on tenure in post of current chief officers and the number of chief officers moving posts; (Paragraph 5.47) and
 - numbers of applicants for assistant chief constable roles. (Paragraph 5.51)
- 6.15 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

2022 Report

We submitted our 2022 Report on 31 May 2022 and the Government responded to the recommendations on 19 July 2022³⁶. The recommendations were as follows:

Our 2022/23 recommendations (from 1 September 2022)

- A one-year award for police officers in 2022/23.
- A consolidated increase of £1,900 to all police officer pay points for all ranks.
- The Police Constable Degree Apprentice (PCDA)
 minimum should be raised to pay point 0 (£23,556 from
 1 September 2022).
- London Weighting and the Dog Handlers' Allowance should be uplifted by 5%.
- Parties should review the requirement and appropriate level for the Dog Handlers' 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 |

³⁶ House of Commons (July 2022), *Home Office police update: Written statement – HCWS238*. Available at: https://questions-statements.parliament.uk/written-statements/detail/2022-07-19/hcws238 [Accessed on 31 May 2023]

| Report | Recommendation | Government response | |
|------------|---|---|--|
| 3rd (2017) | A consolidated increase of 2% to all pay points for federated and superintending ranks from 1 September 2017. | Increased consolidated pay by 1% and, for 2017/18 only, provided a 1% non-consolidated pay award | |
| | London Weighting and Dog Handlers' Allowance to be uprated by 2% from 1 September 2017. | Increased London Weighting and Dog Handlers' Allowance by 1% | |
| | 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. | The Home Secretary welcomed this recommendation | |
| | 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. | The Home Secretary looked to the CoP and the NPCC to take forward this work | |
| 4th (2018) | 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. | Rejected | |
| | 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. | Increased pay by 2% | |
| | London Weighting and Dog Handlers' Allowance to be uprated by 2% from 1 September 2018. | Accepted | |
| | Police forces to appoint apprentice constables on a starting salary of between £18,000 and pay point 1. | Accepted | |
| | 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. | Accepted | |
| 5th (2019) | A one-year pay award for all police officers in 2019/20. | Accepted | |
| | A consolidated increase of 2.5% to all police officer pay points for all ranks from 1 September 2019. | Accepted | |
| | 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. | Accepted | |
| | Dog Handlers' Allowance should be uprated by 2.5% from 1 September 2019. | Accepted | |
| | London Weighting should be uprated by 2.5% from 1 September 2019. | Accepted | |
| | An increase in the On-call Allowance from £15 to £20 from 1 September 2019. | Accepted | |
| 6th (2020) | A consolidated increase of 2.5% to all police officer pay points at all ranks from 1 September 2020. | Accepted | |
| | The removal of the lowest point of the sergeants' pay scale from 1 September 2020. | Accepted | |
| | Dog Handlers' Allowance should increase by 2.5% from 1 September 2020. | Accepted | |
| | London Weighting should increase by 2.5% from 1 September 2020. | Accepted | |
| | 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. | Accepted | |

| Report | Recommendation | Government response |
|------------|--|---------------------|
| 7th (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. | Accepted |
| 8th (2022) | A one-year award for police officers in 2022/23. | Accepted |
| | A consolidated increase of £1,900 to all police officer pay points for all ranks. | Accepted |
| | The Police Constable Degree Apprentice (PCDA) minimum should be raised to pay point 0 (£23,556 from 1 September 2022). | Accepted |
| | London Weighting and the Dog Handlers' Allowance should be uplifted by 5%. | Accepted |
| | Parties should review the requirement and appropriate level for the Dog Handlers' Allowance. | Accepted |

APPENDIX B – HOME SECRETARY'S REMIT LETTER



Home Secretary

2 Marsham Street London SW1P 4DF www.gov.uk/home-office

Zoë Billingham Chair Police Remuneration Review Body Windsor House 50 Victoria Street London SW1H 0TL

29 November 2022

Dear Zoë

POLICE REMUNERATION REVIEW BODY REMIT 2023/24

I would first like to thank the Police Remuneration Review Body (PRRB) for its work during the last pay round resulting in submission of your Eighth Report. The Government continues to value the independent and expert advice of the Review Body. I write to you now to formally commence the 2023/24 pay round.

I refer to the PRRB the following matters:

- how to apply the pay award for 2023/24 for police officers of all ranks, including chief officers
- to consider proposals resulting from the review of chief officer remuneration
- to provide further commentary and observations on benchmarking and the P-factor, and whether the points raised in the last pay round have been addressed.

I note the PRRB's views on allowances set out in last year's report. As requested, the Home Office's evidence will provide direction on how allowances should be considered as part of the overall remuneration package, while noting the wider context of pay for 2023/24

Pay awards must strike a careful balance - recognising the vital importance of public sector workers, whilst delivering value for the taxpayer, considering private sector pay levels, not increasing the country's debt further, and being careful not to drive prices even higher in the future.

In the current economic context, it is particularly important that Pay Review Bodies have regard to the Government's inflation target when forming recommendations.

In considering the appropriate level of pay for police officers I would also ask you to have regard to the standing terms of reference set out at:

 $\underline{\text{https://www.gov.uk/government/organisations/police-remuneration-review-body/about/terms-of-reference}.}$

Thank you for your hard work in this important area. I look forward to receiving your report in May 2023.

Rt Hon Suella Braverman KC MP

Siella Bravernan

APPENDIX C – SUMMARIES OF PARTIES' WRITTEN EVIDENCE

C.1 We have set out below our summaries of the written evidence provided to us this year.

Home Office

- C.2 The Home Office set out how crime compared with pre-COVID-19 levels: total crime had decreased by 10%, with fraud returning to pre-pandemic levels. It also described its Beating Crime Plan which it said was central to the Government's Levelling Up Agenda.
- C.3 The Home Office reported that the Uplift Programme was on track, with 16,753 additional police officers recruited to 31 December 2022, making up 84% of the target. It told us that going forward forces would need to continue to recruit around 9,000 officers per year for numbers to be maintained. The Home Office highlighted the Home Secretary's decision to ask the College of Policing to consider options for a new non-degree entry route. The Home Office said that the majority of those leaving the police service did so via normal retirement. The Home Office pointed out that voluntary resignations accounted for 2.5% of the workforce and were low compared with other sectors. The Home Office reported improved levels of representation but noted that, the proportion of officers belonging to a minority ethnic group (excluding white minorities), remained considerably lower than the 18.3% of the population in England and Wales who identified as such at the 2021 Census.
- C.4 The Home Office set out progress on the Police Covenant which was enshrined in law in the Police, Crime, Sentencing and Courts Act 2022 and reported that it continued to fund the National Police Wellbeing Service, with a further £3.75 million of funding provided for the financial year ending (FYE) 2023. The Home Office also told us that a NPCC working group was considering a proposal from the PFEW to increase annual leave entitlement for police officers in the federated ranks to 25 days on appointment, and increasing to 30 days after five years of service. It invited the PRRB's early views on the proposal.
- C.5 The Home Office noted that pay awards had to strike a careful balance between recognising the vital importance of public sector workers and delivering value for the taxpayer. The Home Office pointed out that in the current economic context, it was particularly important that Pay Review Bodies had regard to the Government's inflation target when forming recommendations. It stated that public sector earnings growth should retain broad parity with the private sector and continue to be affordable. It reported that median private sector pay settlements, the best comparator for Pay Review Body decisions, were 3.5% in the last quarter of FYE 2022 and 4% in the first quarter of FYE 2023. The Home Office stated that the most comparable figure was the OBR forecast for average

- earnings growth, which was expected to fall to 3.5% as the labour market loosened. It observed that average earnings growth had historically been higher than settlements.
- C.6 The Home Office described the steps forces had taken to deal with the pressures created by the 2022 pay award and the additional resources the Government had provided. It set out the terms of the police funding settlement: up to £17.2 billion for FYE 2024, an increase of up to £287 million when compared with FYE 2023. The Home Office noted the figures assumed full take-up of precept flexibility. It also told us that overall police funding available to PCCs would increase by up to £523 million (3.6% in cash terms) next year.
- C.7 The Home Office judged that considering the additional funding available from the police funding settlement for FYE 2024, and that forces were seeking to maximise efficiencies, its current assessment was that there was scope for forces to budget up to a 3.5% pay award within the existing settlement. The Home Office noted that its assessment was predicated on forces maintaining the number of officers recruited under the Uplift Programme. The Home Office observed that the impact and affordability of a pay award would vary by force.
- C.8 The Home Office warned that an unfunded pay award above its affordability assessment was likely to significantly impact on forces' ability to maintain officer numbers and would also require an uplift to the police funding settlement. It set out some of the trade-offs that would be required in Home Office budgets, and stated that it would undertake a further assessment of affordability after the PRRB had submitted its recommendations. With regard to possible changes to the pay structure, the Home Office stated that it expected proposals to be presented as a coherent package for all ranks and pointed out that the associated costs would need to be funded from within the existing allocation. The Home Office also set out its analysis of the overall remuneration package for the police.
- C.9 The Home Office said it would welcome a formal structure with defined timescales for the review of allowances. It noted that the NPCC had included in its evidence a proposed structure for reviewing allowances. The Home Office invited the PRRB to consider current allowances in order to provide advice on whether any should be prioritised for review in future pay rounds. The Home Office also set out brief details of each allowance. On Motor Vehicle Allowance, it sought the PRRB's view on an appropriate essential users' lump sum for electric vehicles. The Home Office stated that any recommended increases to allowances in 2023/24 would need to be funded from within the existing allocation.
- C.10 The Home Office committed to work with policing partners to develop an overarching strategy setting out the purpose and objectives for the next phase of police workforce and pay reform. It told us that in the meantime, the Home Office had developed a framework that was intended to

- support the development of any pay reform initiatives in advance of a revised workforce strategy being completed. The Home Office sought the PRRB's comments on the framework.
- C.11 The Home Office stated that proposals from the chief officer remuneration review had been submitted to the PRRB. The Home Office said it was seeking views from the PRRB on the extent to which the likely impact of the proposals on the morale of other ranks had been considered in developing the proposals. It said it agreed with the PRRB that there were strong arguments in support of location allowances to support mobility and reduce the barriers to recruitment and progression in chief officer ranks. With regard to fixed-term appointments for deputy chief constables, the Home Office reported that no consensus had been reached and urged parties to collect more data. It committed to reconvening a working group to consider the matter at the appropriate moment.

HM Treasury

- C.12 HM Treasury's evidence set out the economic, labour market and fiscal context within which it asked Review Bodies to consider their recommendations for 2023/24 pay awards.
- C.13 HM Treasury considered that the public sector remuneration package remained competitive when taking account of pay, pensions and wider benefits including job security. It highlighted that the value of job security was particularly applicable as unemployment was expected to rise.
- C.14 Recognising the continued need to recruit, retain and motivate suitably able and qualified people across the public sector, HM Treasury thought that Review Bodies should consider 2023/24 pay awards in relation to those in the private sector. It detailed that positive recruitment and retention trends in the public sector over the COVID-19 pandemic were starting to unwind, and that there were areas of recruitment and retention concern in certain roles. HM Treasury advised that high levels of vacancies were an economy-wide phenomenon, which were expected to ease as the labour market loosened. HM Treasury argued pay awards should be targeted at areas where there were acute recruitment and retention issues, as opposed to taking a broad-based approach.
- C.15 HM Treasury asked that Review Bodies consider the broader macroeconomic and fiscal context that it had set out, paying particular attention to the Government's inflation target. It highlighted that inflation hurt people, the economic outlook and the public finances. Ensuring it fell back to target was, therefore, the number one priority for Government. HM Treasury advised that while inflation was forecast to have peaked, falling inflation was contingent on continued fiscal discipline and that significant upside risks remained.
- C.16 HM Treasury informed us that pay must be funded from existing budgets in order to keep public finances on a sustainable path, as any increase in borrowing beyond the Government's current fiscal plans could add

to inflationary pressures. HM Treasury also cited the Bank of England's warning that greater persistence in wage setting represented an upside risk to inflation. HM Treasury said that these two factors meant that higher pay awards could risk higher and more persistent inflation which would reduce real incomes and could push interest rates up further. Higher interest rates would increase borrowing costs for households and Government, wiping out the headroom against the Government's fiscal rules, and potentially burdening future generations with higher debt.

C.17 HM Treasury also asked us to note the significant pressures departments were facing on their budgets. It highlighted that the original funding provided by the 2021 Spending Review for 2023/24 pay awards had already been consumed by above-affordability pay rises in 2022/23. Significant reprioritisation had, therefore, been undertaken by departments to release funding for pay in 2023/24. HM Treasury advised that pay rises above affordability would require further trade-offs against other priorities, including funding for frontline public services and investment in non-pay recruitment and retention activities.

NPCC

- C.18 The NPCC told us traditional crime (all crime except fraud and cybercrime) had fallen by 75% since 1995 but had been replaced by new forms of crime and harm and greater and more complex calls on the police service, specifically in the area of safeguarding. It pointed out that officers were now also required to devote more time to compliance.
- The NPCC reported that the Uplift Programme was on track to deliver by March 2023. To maintain officer numbers after the Uplift Programme, modelling suggested that the service would need to continue to recruit in the region of 20,000 officers over the next two years. Progress had been made in respect of overall representation across all ranks through the last three years. The NPCC said that the joiner rate of officers from an ethnic minority background had increased to 11.3% set against FYE 2019 levels (10.2%). The joiner rate for female officers had seen a step change in the last three years. The NPCC set out its understanding of the reasons for the improvement in diversity. It reported that attrition rates had slowly risen between 2010 and 2016 and then remained relatively stable. Voluntary resignations, which made up around a third of leavers, were highest in the early years of service. Almost a third (30%) of voluntary resignations were within the first year of service, just over half (53%) within the first two years and three-quarters under five years. The NPCC pointed out that as a result of the Uplift Programme the shape of the service was changing, with a much higher proportion of officers in the early years of service. The NPCC said that modelling showed attrition would peak in FYE 2024 before falling by the end of FYE 2025. It set out the future demand for specialist skills such as those needed in investigations and the steps taken to secure those skills.

- C.20 The NPCC reported that 1.8% of police officers were on long-term sick leave as at 31 March 2022, slightly higher than in 2021 (1.5%). The NPCC National Police Wellbeing Survey (2021) showed levels of job satisfaction had declined for police officers since the 2020/21 survey. The NPCC also told us that the 'intention to quit' was found to have significantly increased over the past twelve months for both officers and staff.
- C.21 The NPCC described the outcome of the 2021 Spending Review settlement, which included 2% for an annual uplift payable with effect from 1 September 2023, and set out the Provisional Police Settlement for FYE 2024 which, assuming full take-up of precept flexibility, meant that overall police funding available to PCCs would increase by up to £523 million in FYE 2024. It said that inflation and the costs of the 2022 pay award meant total deficits at force level were between £0.4 billion and £0.5 billion. The NPCC set out some of the saving measures being considered by forces. Forecasts from the OBR suggested upward pressure on pay awards. Strike action was not an option for officers but the NPCC pointed out that a decision to strictly follow working rules would impact service delivery.
- C.22 The NPCC set out its assessment of the 2022 pay award, the provision of additional funding by Government and the financial implications for forces. It detailed its concerns about a flat-cash award and stated that it did not recommend that a flat-rate award be considered in 2023, nor a combination of a flat-rate and percentage rise across the ranks. The NPCC stated that any further targeting of extra monies to new recruits should take effect as part of the future work plan set out in its submission.
- C.23 In a joint statement on pay, the NPCC also described the historic pay increases set against the Consumer Prices Index (CPI) since 2010. It said that this amounted to a simple cumulative loss of 17% between 2010 and 2022. The NPCC did not include a proposal for a pay award. Instead it set out the impact of pay rises across ranks up to 10%. The NPCC said it was recommending a percentage increase that should be applied to all ranks. This would recognise the impact of inflation on all ranks. Any award should take into account:
 - the challenges, demands and context of policing;
 - community, government and service desire to build on the investment over the last three years and maintain the ground gained;
 - the challenging economic position nationally, in forces and personally experienced;
 - the strategic workforce objectives for pay set out;
 - the cumulative impact over time for officers of pay awards and the real-terms cut in pay experienced; and
 - the fact that police officers could not withdraw their services (take strike action) and that should be compensated accordingly.

- C.24 The NPCC said it acknowledged the PRRB's challenge of balancing any recommendation against affordability, but it also asked the PRRB to consider the impact of any award not being fully funded on service delivery. The NPCC stated that it considered an award of 2% as initially budgeted went "no way to reflecting the six points above." The NPCC also described the changes to the police pension scheme and set out the implications of 'Remedy' and the new pension scheme.
- C.25 The NPCC informed us that it had agreed with the Police Consultative Forum (PCF), that it would define a review schedule which would prioritise an appropriate review date/timeline for each police allowance to enable allowances to be reviewed on an ongoing cyclical basis. With regard to the Dog Handlers' Allowance, the NPCC described the scope and outcome of the review it had conducted into the allowance. The NPCC recommended that the current allowance of £2,520 for each dog should be raised in line with the annual pay award for 2023 and thereafter automatically in the same manner.
- C.26 In response to issues raised in the PRRB's 2022 Report, the NPCC explained that benchmarking provided the context for pay decisions alongside the workforce strategy, and other factors. The NPCC told us that it would address the PRRB's concerns about the calculation of the P-factor as part of the broader work reviewing starting salaries and the constable pay scale in 2023/24. The NPCC also sought the PRRB's view on the scope of a review of the Pay Progression Standard (PPS).
- C.27 The NPCC explained that in December 2022 it had published a refreshed Strategic Assessment of Workforce to inform the workforce strategy. The NPCC set out its ambition to develop a longer-term pay and reward strategy aligned to the Strategic Assessment of Workforce, capability, leadership gaps and the Policing Vision 2030.
- C.28 The NPCC told us that in the absence of additional government funding for large-scale pay reform changes, it believed it was necessary to recommend targeted pay reform measures which supported the delivery of its policing strategies. It said that the base pay structure was reviewed annually. The NPCC highlighted a significant change to its process and explained that affordability was no longer the primary consideration. Changes to the reward framework were now based on service need. The NPCC told us that in the future it would determine whether it could afford the change within its existing budget. If additional funding was necessary, then it would make a request to the Home Office.
- C.29 The NPCC also set out other elements of its future work programme, including a review of annual leave, a mandating allowance for detective investigators, a review of starting salaries, and remuneration for cyber and digital officers given loss of officers to the private sector. It was also preparing a business case for permanent legislation on Targeted Variable Pay (TVP). The NPCC explained that it intended to revise and extend its guidance on TVP when the legislation was made permanent.

C.30 The NPCC, as the employers of deputy chief constables, told us it supported the key recommendations in the final report of the steering group of the chief officer remuneration review (the restructuring of chief constable and deputy chief constable pay, the amendment to the Relocation Allowance for chief officers and the increase to chief superintendent pay point 3, by £5,675). Drawing on the final report, the NPCC set out the case for the change to chief superintendent pay point 3. This included highlighting the work done by Korn Ferry which showed an increase in job size since 2010. For instance, at the top of the new total score for chief superintendent, the Korn Ferry study showed the score for problem-solving had changed, becoming the same level of problem-solving as an assistant chief constable.

APCC

- C.31 The APCC described the role of the PCCs and their contribution to policing. It set out its views on the 2022 pay award, and said that a percentage pay award would be best received by the majority of police officers in 2023/24. The APCC did not propose a particular quantum for the 2023/24 pay award. It told us that given the 2021 Spending Review settlement, most PCCs had allowed 2% for a 2023/24 pay award. It warned us that any pay award over 2% that was unfunded would have a significant impact on budgets and service delivery in many forces.
- C.32 The APCC submitted the final report of the steering group of the chief officer remuneration review. That report set out the background, purpose and objectives of the review and the outcome of a study of the pay proposals in January 2023 by Korn Ferry. The report explained that the Korn Ferry study had endorsed the steering group's provisional decision to reduce the pay groups of chief constables from 12 to 3.
- C.33 The report also set out the two options that had been developed for deputy chief constable and chief constable pay rates. The report explained how a decision had been taken to recommend that each pay group should migrate to the top nationally-set pay rate in that group. In the light of the decision on pay rates, the report then compared the two approaches (three or four pay groups) noting a number of advantages in opting for three rather than four pay groups. The report explained that the steering group had finally opted for three pay groups as that option provided a greater pay differential between the assistant chief constable and deputy chief constable ranks in comparison with four pay groups. The report also considered the implications of the changes for other ranks and outlined the options for implementing the changes on which it sought a view from the PRRB. The final report also invited the PRRB to consider recommendations enabling:
 - PCCs to supplement chief constables' national base pay at any point in a contract term.
 - The amendment of the Relocation Allowance to support chief officer mobility.

C.34 The chief officer remuneration review also considered chief superintendent pay. The report set out the three options considered by the steering group. Following additional work by Korn Ferry in 2023 and updated benchmarking data, the report explained that the steering group had re-endorsed its previous recommendation to increase pay point 3 of the chief superintendent scale by £5,675.

MPS

- C.35 The MPS described the challenges it faced in terms of the growing complexity of demand. It set out the particular demands it faced in London and drew comparison between its resources and those of the New York City Police Department. It acknowledged the challenges facing the MPS as a result of the decline in public trust and described in detail the new Commissioner's turnaround plan.
- C.36 The MPS expressed concern about the economic climate in relation to the recruitment and retention challenges it faced. It pointed out that accommodation and childcare costs in London were higher than in other parts of the UK. It cited a comparative exercise with Birmingham showing consumer prices (excluding rent) were 27.75% higher, restaurant prices were 34.09% higher and groceries were 15.78% more expensive. It pointed out that the need to live outside London and commute into London meant officers also faced commuting costs. The MPS included the results of a Metfriendly survey which detailed examples of the financial pressures facing officers. The MPS reported that increasing numbers of officers were opting out of the pension scheme.
- C.37 The MPS also highlighted that morale within the MPS was decreasing; levels of engagement from its officers had fallen in the last year, a decrease of 8 percentage points to 48%. Further, the number of respondents to its staff survey who disagreed or strongly disagreed that their pay was reasonable had reached its highest level to date at 69%, an increase of 12 percentage points from 2021.
- C.38 The MPS noted that it would miss its Uplift Programme target in FYE 2023. Recruitment into uniform in a buoyant London labour market was challenging. Application rates had been falling since April 2021. The MPS described the work it had in hand to better understand the challenge. The MPS also reported that attrition rates were becoming unpredictable and that it expected to end the year with 350 more leavers than planned. Voluntary resignations had risen and were tracking national rates and were particularly acute in the early years of service, with the second year being a pivotal stage for new officers.
- C.39 The MPS set out its budgetary position, stating that it had no flexibility to go beyond an uplift to pay of 2.5% in 2023 without either identifying additional savings or securing additional funding. It explained that every 0.5% pay increase above the 2.5% budgeted position would cost an additional £10 million funding, for which the MPS would require additional funding from the Government. It pointed out that since FYE 2014 it had delivered approximately £1 billion of gross savings,

- with a further £122 million scheduled by FYE 2026. It highlighted that £63 million of the MPS funding settlement for FYE 2024 was contingent on delivery of the Uplift Programme recruitment target.
- C.40 The MPS endorsed the NPCC's analysis of the 17% decline in pay between 2010 and 2022. The MPS pointed to officers being attracted to alternative policing careers in Australia or as train drivers in the UK as the value of 'the offer' decreased. The MPS also commented on the 2022 flatcash pay award of £1,900 to all officer pay points and suggested possible modifications in the interests of retaining experienced officers. In terms of a pay award for 2023, the MPS stated that "For this year alone, anything less than an award at or near inflation would be flawed."
- C.41 On pay reform, the MPS observed that the NPCC's ambition had been constrained by a lack of clear direction from the Home Office and that additional funding was required to implement wide-ranging pay reforms. The MPS argued for a simple, relevant pay and allowance framework that was easy to administer and that rewarded desired behaviours to meet operational requirements. It observed that the PPS was the first step along the road. The MPS emphasised that it valued TVP as an aid to recruitment and warned that it might need to put in place additional TVP this year to help deal with the current recruitment pressures.
- C.42 Regarding the proposals from the chief officer remuneration review, the MPS set out some of the implications of the changes to the pay structure and pay rates for the MPS. It suggested that the issue should be considered by the Senior Salaries Review Body (SSRB) given its remit across senior pay.
- C.43 The MPS proposed that the Dog Handlers' Allowance and the Protection Allowance should be automatically increased in line with the pay award each year and that the PRRB should only review them periodically, probably once every five years. The MPS stated that London Weighting must be increased in line with the main award, although it would require additional funding for anything over a 2.5% uplift. It asked the PRRB to authorise the Commissioner to vary London Allowance downwards within the already agreed £1,000 limit.

PSA

- C.44 The PSA described the concept of procedural justice which it asserted PRRB did not deliver. It also set out the results of a survey into perceptions of PRRB:
 - Just under a quarter of respondents (23%) said that they were not at all aware of how the PRRB process worked.
 - 68% said that they were somewhat aware and just 11% said that they were very aware of how the process worked.
 - The majority of respondents (62%) felt that the PRRB process was unfair and just 4% felt it was fair.

- 75% of respondents felt the pay awards resulting from the PRRB process were unfair, compared with 1% who felt they were fair.
- C.45 The PSA pointed out sectors that can strike have secured better pay deals.
- C.46 The PSA set out in detail its exchanges with the Home Office regarding the remit letter, the extent to which the PSA had managed to influence the remit letter and the extent to which this led to a PRRB recommendation. The PSA described its withdrawal from the Review Body process and the PRRB's attempt to encourage it to re-engage. The PSA concluded that it had been marginalised, and argued that the PRRB must demonstrate procedural justice to have legitimacy.
- C.47 The PSA set out the pay degradation relative to CPI inflation that had occurred since 2010. It stated that there had been a 17% real-terms cut in police pay since 2010. The PSA included the NPCC's joint statement on pay as an appendix to its submission. The PSA cited results from its 2022 Pay Survey:
 - 45% of respondents were dissatisfied with basic pay compared with 37% in 2021.
 - 84% disagreed that they received pay increases to maintain their standard of living compared with 74% of respondents in 2021.
- C.48 The survey also looked at factors influencing officers who were planning to leave the service before they were able to draw their pension. The factors that respondents indicated had a major effect were:
 - pay and benefits (59%);
 - pension (66%) and uncertainty regarding pension (59%);
 - impact of job on family and personal life (66%);
 - impact of job on health and wellbeing (63%); and
 - better opportunities outside the police (63%).
- C.49 With regard to a pay award for 2023, the PSA stated that anything less than the CPI rate of inflation would compound the real-terms decline in pay. The PSA told us that it only supported a pay award in the form of a percentage pay increase across all ranks. It observed that a flat-rate award penalised long serving officers.
- C.50 Information from the PSA Pay Survey 2022, showed an increase in the proportion of respondents dissatisfied with the value of allowances. The PSA requested a 5% increase to On-call Allowance and asked that payments be made pensionable. The PSA explained the operational importance of the allowance to the police service and said that it was a cost-effective way of the police service providing cover. It said that the latest PSA survey revealed that 93% of superintendents provided cover outside core hours.

- C.51 On the Motor Vehicle Allowance, the PSA pointed out that there had been no increase in rates for mileage since 2016. The PSA described the essential users' lump sums and pointed out that they had not been reviewed since 2010 in spite of significant increases in the cost of motoring. It also set out the results of the 2021 PSA Pay Survey regarding use of vehicles. The PSA requested that the PRRB recommended that the Home Office worked with the PCF to review the mileage rate and that the results be submitted to PRRB for recommendation in 2024/25. The PSA also sought immediate increases to the essential users' lump sums.
- C.52 With regard to pay reform, the PSA Pay Survey set out responses from respondents regarding the PPS. The PSA told us that 13% of superintendents received TVP. It requested the current provisions in the TVP regulation be made permanent.
- C.53 The PSA supported proposals for an uplift to pay point 3 of the chief superintendent pay scale and provided detailed responses to the concerns raised in the PRRB's 2022 Report. The PSA challenged the assumption that a lack of a problem with recruitment negated the need for an increase to pay point 3. It pointed out that the only way officers could ensure pay kept pace with inflation was to seek promotion. It asserted that a failure by the PRRB to make a recommendation would be evidence of the PRRB's bias against high earners.

CPOSA

- C.54 The CPOSA described the methodology it had used to develop its evidence including the surveys and focus groups on which it had drawn.
- C.55 The CPOSA set out the financial and operational context. It highlighted the CPOSA's concerns about attrition rates for chief officers (22% in the twelve months to March 2022). The CPOSA pointed out that in every pay submission to both the SSRB and PRRB since 2015 it had raised the problem of the limited number of applicants for chief officer roles. It reported that on average there were 2.87 candidates for chief constable roles, 1.55 for deputy chief constables and 1.1 for assistant chief constables. It highlighted that the College of Policing projected that 51% of chief officers planned to retire over the next five years. The challenges this posed for the service would be compounded by reducing experience within chief officer ranks. It sought PRRB's view on certain aspects of the retire and re-join scheme.
- C.56 As part of the operational context, the CPOSA drew attention to the relationship between chief constables and PCCs. It said that the evidence presented a mixed picture and highlighted examples of what the CPOSA described as abuse of the relationship. The CPOSA cited survey results that suggested the relationship with PCCs as an element that influenced decisions about whether to consider promotion to a force that attracted a higher salary. The CPOSA requested that the PRRB make observations on the introduction of a compensation mechanism where PCCs have failed to comply with the requirements of asking a chief constable to retire or resign.

- C.57 The CPOSA detailed the pay degradation relative to CPI inflation that had taken place over the last eleven years. It drew attention to analysis by the SSRB in its 2022 Report which had demonstrated that the take-home pay of chief constables had declined by 22% in real terms over the 10 years to 2022. The CPOSA stated that this would have been further compounded by the 2022 pay award, under which chief officers faced an average further devaluation of 8.9% compared with CPI. The CPOSA also told us the flat-rate award in 2022 had produced inequality and divisiveness and it expressed concern at the impact of continuing pay degradation on the ability to attract and retain chief officers of the calibre needed to lead the police service.
- C.58 The CPOSA pointed to survey data that showed satisfaction with the overall remuneration package at a six-year low. The CPOSA set out the historical issues with the previous pension schemes. The CPOSA argued that the 2023 pay award needed to take account of the reduction in base pay and pensions and the impact of the 2022 pay award. The CPOSA therefore proposed that all ranks, including chief officers, received an increase in pay of at least the rate of the CPI.
- C.59 The CPOSA set out the purpose of, objectives of, and deliverables from the review of chief officer remuneration. It also reported survey data that showed that 81% of respondents supported the pay reform proposals. The CPOSA strongly supported the APCC's proposals to reform chief officer pay. It noted that the proposed changes would, according to data from Korn Ferry, bring the pay of chief constables and deputy chief constables closer to the public sector median. It also set out its rationale for supporting a reduction in chief officer pay bands from 12 to 3 rather than 4. The CPOSA said it supported the APCC proposal that the changes should be implemented over one year and it agreed that implementation should be separate to the annual pay award.
- C.60 The CPOSA stated that pay reform combined with two other complementary proposals, the changes to relocation allowances and the removal of deputy chief constable fixed-term appointments, would encourage mobility and progression. The CPOSA set out the details of its proposal for changes to the existing relocation allowance scheme based upon an existing scheme already in operation within the Ministry of Defence. It said that the scheme would, under limited circumstances, allow the PCC or chief constable to permit an allowance that would enable temporary accommodation to be provided in lieu of a full relocation package. The CPOSA set out the principles that had been agreed by the NPCC and APCC that would underpin the scheme. The CPOSA also sought the PRRB's view on the current 'impasse' between itself, the NPCC and APCC regarding the removal of fixed-term appointments for deputy chief constables.

APPENDIX D – THE PARTIES' WEBSITE ADDRESSES

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

Home Office https://www.gov.uk/government/publications/home-

office-evidence-to-the-police-remuneration-review-

body-2023-to-2024

HM Treasury https://www.gov.uk/government/publications/

economic-evidence-to-the-pay-review-bodies-

january-2023

National Police Chiefs' Council https://news.npcc.police.uk/releases/police-chiefssubmit-evidence-on-police-officer-pay-ahead-of-

202324-pay-award

Metropolitan Police Service https://news.met.police.uk/documents/met-police-

submission-document-dot-pdf-429380

Association of Police and Crime Commissioners

https://www.apccs.police.uk/our-work/developing-

our-workforce/

Joint submission from the Police Superintendents' Association and the Superintendents' Association of Northern Ireland https://police-superintendents.herokuapp.com/rails/active_storage/blobs/eyJfcmFpbHMiOnsibWVzc2FnZSI6lkJBaHBBdEFCliwiZXhwljpudWxsLCJwdXliOiJibG9iX2lkIn19--e4829db85f16362ae0201c733000450cadb7c7d7/PSA%20PRRB%20EVIDENCE%2022-23%20

Final.pdf

Chief Police Officers' Staff Association

https://cposa.uk/

APPENDIX E – OUR ANALYSIS OF POLICE EARNINGS AND WORKFORCE DATA

Police earnings

Sources

- E.1 We have examined the annual earnings 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
- E.2 The ASHE is a sample survey of employers covering 1% of employees on Pay As You Earn tax schemes. The results provide earnings estimates by a number of breakdowns, including sex, occupation, industry and region.
- E.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.
- E.4 The effects of the COVID-19 pandemic on the labour market, in particular wages and hours worked are likely to have affected the growth rates in ASHE data for 2020 to 2022, and the ONS advises focusing on long-term trends rather than year-on-year changes. In addition, response rates for 2020 to 2022 were lower than usual due to data collection challenges during the pandemic and response rates not recovering afterwards. Therefore, ASHE estimates for these years are subject to more uncertainty than usual.
- E.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 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.
- E.6 In our analyses of both these sources we focus on median³⁷ full-time³⁸ gross³⁹ annual earnings.

³⁷ 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.

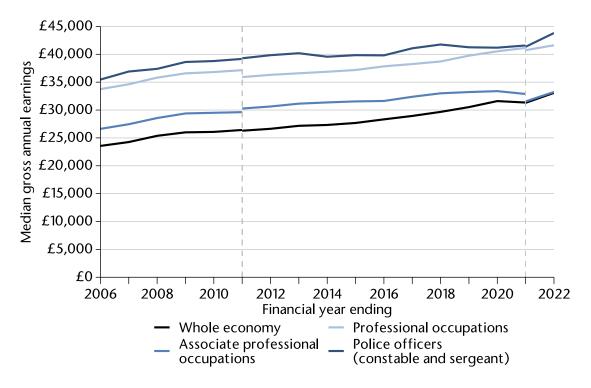
³⁸ We focus on full-time earnings to control for any differences caused by different mixes of full- and part-time workers over time and between occupations.

³⁹ That is before deductions for tax, National Insurance, pension contributions and any other deductions imposed by the employer.

Analysis

- E.7 We used ASHE data to compare the earnings of police officers (constables and sergeants) with: the whole economy; the associate professional occupations group (the occupational group which includes police officers); and professional occupations (which tend to be graduate professions).
- E.8 Our analysis showed that in the FYE 2022 the median full-time earnings of police officers increased by 6.0% (£2,500, Chart E.1). In FYE 2022, median full-time earnings rose for all three comparison groups (by 5.7% for the whole economy, 5.4% for associate professional occupations and 2.2% for professional occupations).

Chart E.1: Median full-time gross annual earnings, England and Wales, FYE 2006 – 2022

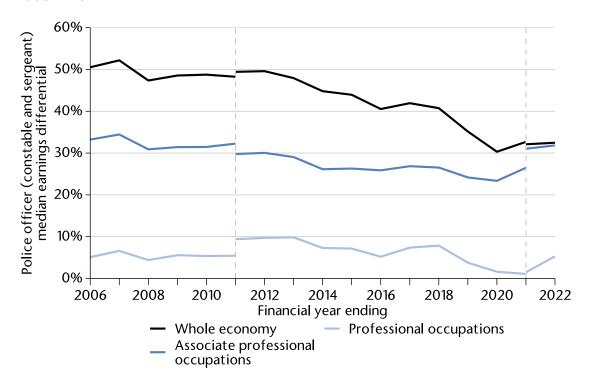


Source: OME analysis of Annual Survey of Hours and Earnings, ONS.

Notes

- There are discontinuities in the series due to changes to the Standard Occupational Classification in FYEs 2011 and 2021.
- Data for the latest year are provisional.
- The 'associate professional occupations' line represents 'associate professional and technical occupations' prior to the 2021 Standard Occupational Classification changes.
- E.9 Median full-time gross annual earnings for police officers in FYE 2022 were 32% higher than in the whole economy (Chart E.2), 0.4 percentage points more than in FYE 2021. In FYE 2022, median full-time gross annual earnings for police officers were 32% higher than associate professional occupations (up from 31% in FYE 2021), and 5% higher than professional occupations (up from 1% in FYE 2021).

Chart E.2: Differentials between police officer full-time median gross annual earnings and those of other groups, England and Wales, FYE 2006 – 2022

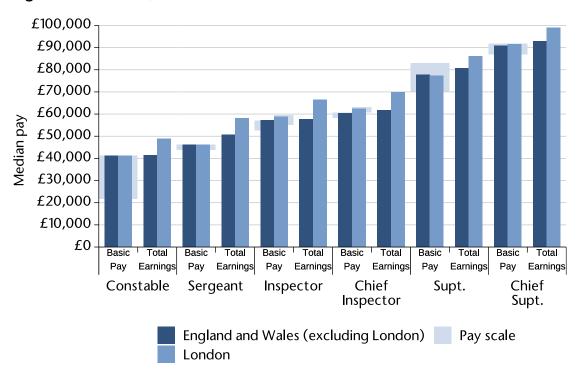


Source: OME analysis of Annual Survey of Hours and Earnings, ONS.

Notes:

- There are discontinuities in the series due to changes to the Standard Occupational Classification in FYEs 2011 and 2021.
- Data for the latest year are provisional.
- The 'associate professional occupations' line represents 'associate professional and technical occupations' prior to the 2021 Standard Occupational Classification changes.
- E.10 For a detailed analysis of police earnings we used the latest available Police Earnings Census data (covering FYE 2022). Median basic pay for full-time federated and superintending officers ranged from £41,100 for constables to £91,400 for chief superintendents (Chart E.3). Inspectors and chief inspectors are the only ranks to have different basic pay scales in London from elsewhere in England and Wales, resulting in higher median basic pay for those ranks in London.
- E.11 Median total earnings for full-time federated and superintending officers ranged from £41,500 for constables to £92,900 for chief superintendents outside London and from £48,900 to £98,900 in London (Chart E.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 E.3: Median basic pay and total earnings, by rank, full-time officers, England and Wales, FYE 2022



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

Note: Pay scales are from September 2021. The new pay scales are shown for constables and superintendents. The old pay scales are contained within the ranges of the new pay scales.

E.12 Median basic pay in FYE 2022 was close to the pay scale maxima for all the federated ranks. This is as a result of around half or more of officers being at the top of their respective pay scales (Table E.1). Nearly three-fifths of constables were on the new pay scale in March 2022, but just 3% of all constables were on pay point 0 of the new scale. Chief inspector and superintendent were the only ranks to have fewer than half of officers at the pay scale maximum.

Table E.1: Distribution of officers on pay scales, England and Wales, March 2022

| | Constable (old scale) | Constable (new scale) | Sergeant | Inspector | Chief Inspector | Supt. | Chief Supt. |
|-------|-----------------------|-----------------------|----------|-----------|--------------------|-------|-------------|
| 0* | | 3% | _ | 18% | | _ | _ |
| 1* | | 9% | _ | 19% | 30% | 20% | 26% |
| 2 | | 9% | 17% | 13% | 21% | 22% | 20% |
| 3 | | 9% | 22% | 50% | 49% | 21% | 54% |
| 4 | | 5% | 62% | _ | _ | 37% | _ |
| 5 | | 5% | _ | _ | _ | _ | _ |
| 6* | _ | 4% | _ | _ | _ | _ | _ |
| 7* | | 11% | _ | _ | _ | _ | _ |
| 8 | | | _ | _ | _ | _ | _ |
| 9* | | | _ | _ | _ | _ | _ |
| 10 | 43% | | _ | _ | _ | _ | _ |
| Total | 43% | 57% | 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.

- E.13 Our assessment of police earnings included the proportion of full-time officers in receipt of specific allowances and overtime (Table E.2) and the median annual values of those payments for officers in receipt of the particular payments (Table E.3). Key observations include:
 - The vast majority of eligible officers received Unsocial Hours Allowance (92% at the constable rank, although the proportions decreased as rank increased) and overtime payments (92% of both constables and sergeants).
 - The proportion of officers receiving overtime was slightly higher than the previous year (up 0.8 percentage points for constables and 1.5 percentage points for sergeants). The median amount of overtime for constables was around £600 (31%) higher than in FYE 2021.
 - The proportion of officers who received Replacement Allowance (available to officers who joined the police before September 1994) fell with rank, from 33% of chief superintendents to just 2% of constables. All ranks saw a decrease in the proportion of officers in receipt of Replacement Allowance compared with the previous year.
 - 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);

^{- &#}x27;..' represents a non-zero percentage less than 0.5%.

^{- &#}x27;-' 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 points 0 and 1 were removed from the sergeant pay scale on 1 April 2014 and 1 September 2020 respectively.

- Nearly a quarter of chief superintendents received Recognition of Workload Payments⁴⁰ (intended to be paid when the demands placed on the officer exceed those usually placed on other officers of the same rank) with a median value of £3,000; and
- Very few officers received Away from Home Overnight and Hardship Allowances, or Service Critical Skills Payments.

Table E.2: Percentage of full-time officers in receipt of additional pay components, by rank, England and Wales, FYE 2022

| | | | | Chief | | |
|---|-----------|----------|-----------|-----------|-------|-------------|
| | Constable | Sergeant | Inspector | Inspector | Supt. | Chief Supt. |
| Location Allowance | 44% | 43% | 39% | 47% | 37% | 36% |
| London Weighting | 27% | 29% | 24% | 28% | 24% | 22% |
| Replacement Allowance | 2% | 6% | 14% | 15% | 29% | 33% |
| Unsocial Hours Allowance | 92% | 90% | 81% | 70% | _ | _ |
| Away from Home Overnight Allowance | 11% | 10% | 7% | 5% | - | - |
| Hardship Allowance | 3% | 2% | 1% | _ | _ | _ |
| On-call Allowance | 8% | 18% | 39% | 64% | 80% | 73% |
| Service Critical Skills Payment | 3% | 3% | 1% | _ | _ | _ |
| Recognition of Workload Payment | _ | _ | _ | _ | 5% | 22% |
| Overtime | 92% | 92% | _ | _ | _ | _ |
| Other payments (e.g. Dog Handlers', secondment allowances) | 25% | 28% | 28% | 37% | 45% | 47% |

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

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

Table E.3: Median value of additional pay components, full-time officers in receipt of relevant payments, by rank, England and Wales, FYE 2022

| | | | | Chief | | |
|---|-----------|----------|-----------|-----------|--------|-------------|
| | Constable | Sergeant | Inspector | Inspector | Supt. | Chief Supt. |
| Location Allowance | £4,338 | £4,338 | £4,338 | £2,500 | £2,500 | £2,000 |
| London Weighting | £2,568 | £2,568 | £2,568 | £2,568 | £2,568 | £2,568 |
| Replacement Allowance | £2,845 | £2,859 | £2,859 | £2,845 | £2,868 | £2,951 |
| Unsocial Hours Allowance | £554 | £574 | £288 | £84 | _ | _ |
| Away from Home Overnight Allowance | £400 | £400 | £500 | £550 | _ | _ |
| Hardship Allowance | £150 | £150 | £150 | _ | _ | _ |
| On-call Allowance | £580 | £720 | £680 | £740 | £920 | £820 |
| Service Critical Skills Payment | £500 | £350 | £1,000 | _ | _ | _ |
| Recognition of Workload Payment | _ | _ | _ | _ | £2,000 | £3,000 |
| Overtime | £2,523 | £3,964 | _ | _ | _ | _ |
| Other payments (e.g. Dog Handlers', secondment allowances) | £249 | £453 | £250 | £1,239 | £1,241 | £1,239 |

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 Earnings Census.

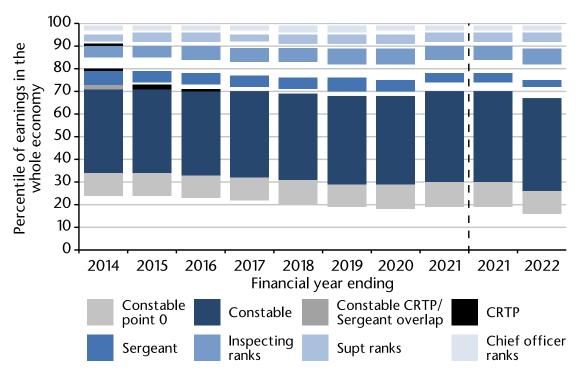
⁴⁰ Recognition of Workload and Service Critical Skills Payments are collectively referred to as Targeted Variable Pay.

Police pay scales relative to the distribution of earnings in the wider economy

- E.14 The differentials between police earnings and earnings in the wider economy shown earlier in Chart E.2, focused on the median earnings of police officers. However, changes in the median can reflect changes to workforce composition as well as changes to actual earnings.
- E.15 A different way to compare police pay with the wider economy is to look at changes in the pay scales relative to the earnings distribution in the wider economy (Chart E.4).
- E.16 Between FYE 2014 and 2022, the bottom of the constable pay scale (excluding the apprenticeship minimum) dropped from the 24th percentile of whole economy earnings to the 16th percentile. That is to say that a new constable on point 0 in FYE 2014 had a starting salary that was higher than the earnings of 24% of employees in the whole economy, whereas in FYE 2022 the starting pay of an equivalent new starter was higher than the earnings of 16% of employees. This pattern is similar when looking at point 1 of the constable pay scale (which has dropped from the 34th percentile to the 26th) and at the top of the constable pay scale (which dropped from the 73rd percentile to the 67th, when Competence Related Thresholds Payments (CRTP)⁴¹ are included and from the 71st to 67th percentiles when they are excluded).

⁴¹ CRTP acted, in effect, as an additional point on the pay scale until they were removed in April 2016.

Chart E.4: Police pay scales position in the percentile distribution of earnings in the whole economy, England and Wales, FYE 2014 – 2022



Source: OME analysis of police pay scales and Annual Survey of Hours and Earnings, ONS. Notes:

- Pay scales are as from 1 September in each financial year.
- CRTP has been included in the scales for constables, sergeants and the inspecting ranks from 2013 to 2015 as this was effectively an extra pay point on the scales.
- In 2013 and 2014 the bottom point of the sergeant pay scale was equal to the top point of the constable scale excluding CRTP.
- The ranges shown for the inspecting ranks cover both the national and London pay scales.
- There are discontinuities in the series due to changes to the Standard Occupational Classification in FYE 2021.
- Data for the latest year are provisional.
- E.17 The bottom of the sergeant pay scale has been less affected, owing to the removal of the bottom pay point in 2014 and 2020. However, the top of the scale has reduced from the 80th percentile (79th percentile excluding CRTP) in FYE 2014 to the 75th percentile in FYE 2022. The inspecting ranks have seen the minimum fall from the 85th percentile to the 82nd, and the maximum fall slightly from the 91st (90th excluding CRTP) to the 89th. The superintending and chief officer ranks have been broadly unchanged relative to whole economy earnings.

Workforce, diversity, recruitment and retention

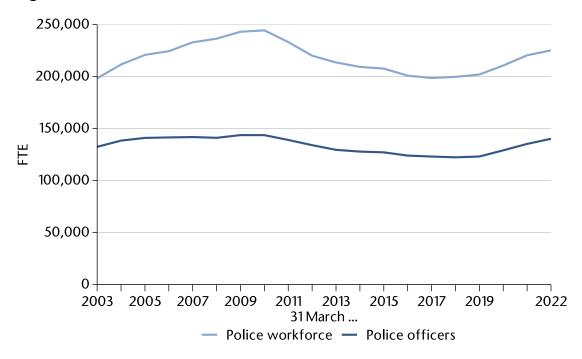
E.18 We have examined the police workforce, diversity, recruitment and retention using the Police Workforce Statistics published by the Home Office⁴².

⁴² Home Office (July 2022), *Police workforce, England and Wales: 31 March 2022*. Available at: https://www.gov.uk/government/statistics/police-workforce-england-and-wales-31-march-2022 [Accessed on 31 May 2023]

Overall workforce

- E.19 The overall police workforce (Chart E.5) 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 2022 workforce strength has increased by a total of 13% (26,500 FTE) to 225,200 FTE.
- E.20 Police officers account for just over 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 15% drop. Since 2018, officer numbers have increased by 17,800 FTE (15%). At the end of March 2022 there were 140,200 police officers, the highest number since March 2010.

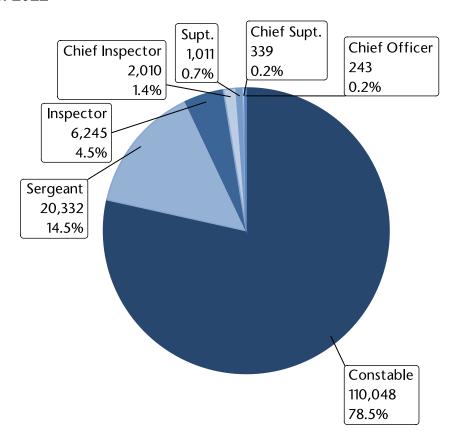
Chart E.5: Strength of police workforce and number of police officers (FTE), England and Wales, March 2003 – March 2022



Source: Police Workforce Statistics, Home Office.

E.21 In March 2022, nearly four-fifths (78%) of police officers were constables (Chart E.6), and just 7% of officers were in the ranks above sergeant. The proportions in each rank have been relatively stable since 2003 (when comparable data start).

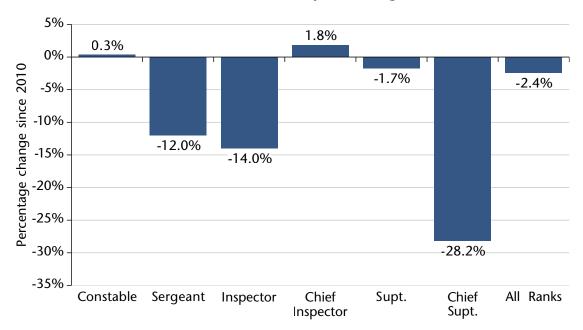
Chart E.6: Breakdown of police officers by rank, England and Wales, March 2022



Source: Police Workforce Statistics, Home Office.

- E.22 Between March 2021 and March 2022 there were increases in the number of officers in all ranks. In absolute terms, the largest increase was in the number of constables (up 3,300) while in percentage terms chief superintendents saw the largest uplift (10%).
- E.23 Since March 2010 (Chart E.7), chief superintendents have seen the largest proportional decrease (28%) but the greatest absolute decreases have been for sergeants (approximately 2,800 officers) and inspectors (approximately 1,000 officers). The number of chief officers has risen for three consecutive years and is now 8% (19 FTE) higher than in 2010.

Chart E.7: Percentage change in the number of police officers (FTE) between March 2010 and March 2022, by rank, England and Wales



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

- E.24 His 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 E.4). Between March 2010 and March 2016, the numbers of officers in all roles fell. However, the proportion of officers in frontline roles increased over this period from 91.0% to 93.4%, as a result of proportionally lower reductions in these roles.
- E.25 The number of business support roles has been increasing each year since March 2016 and by March 2022 was above the March 2010 level. The number of frontline support roles increased substantially in the latest year and are now at the highest level since March 2012. The number of officers in frontline roles continued to fall between March 2016 and March 2019, but saw substantial increases in the latest three years to reach the highest level since March 2011. The proportion of officers in frontline roles has fallen from its peak of 93.4% in March 2016 to 91.1% in March 2022.

Table E.4: Number of police officers by role (FTE), England and Wales, March 2010 – March 2022

Full-time equivalent

| Year | 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% |
| 2021 | 113,645 | 4,677 | 5,749 | 91.6% |
| 2022 | 117,132 | 5,478 | 5,989 | 91.1% |
| 2010 – 2022 | -5.1% | -15.7% | 5.6% | |
| 2010 – 2016 | -13.8% | -37.1% | -40.0% | |
| 2016 – 2022 | 10.1% | 34.1% | 76.1% | |

Source: Police Workforce Statistics, Home Office.

Notes:

Workforce diversity

E.26 The proportion of officers who were female⁴³ (Chart E.8) increased from 29% to 33% between 2017 and 2022, but the proportion of female officers was lower than the overall proportion for ranks above constable. The proportion of ethnic minority⁴⁴ officers (Chart E.9) increased from 6.3% to 8.1% between 2017 and 2022, continuing a steadily upward path over the past decade, but again the proportion of ethnic minority officers was lower than the overall proportion for ranks above constable. Figures from the Uplift Programme show that 43% of new recruits between April 2020 and March 2023 were female, and 12.9% were from an ethnic minority. These indicators show improvement in diversity across the officer workforce in recent years, but remain below levels representative of the communities served by the police.

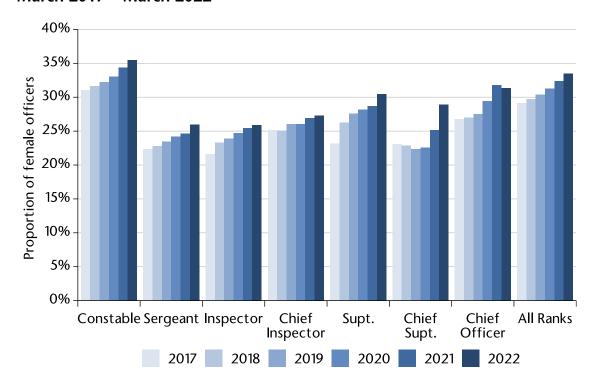
[–] Data for 2010 to 2014 were collected on a different basis to those for 2015 onwards. The figures presented for these years have been estimated based on a parallel running year (2015) where data were collected on both bases.

⁻ Officers who are classified as being in "National Policing" or "Other" roles are excluded.

⁴³ Proportions of female officers exclude officers who did not state their sex from the denominator.

⁴⁴ Proportions of ethnic minority officers exclude officers who did not state their ethnicity from the denominator.

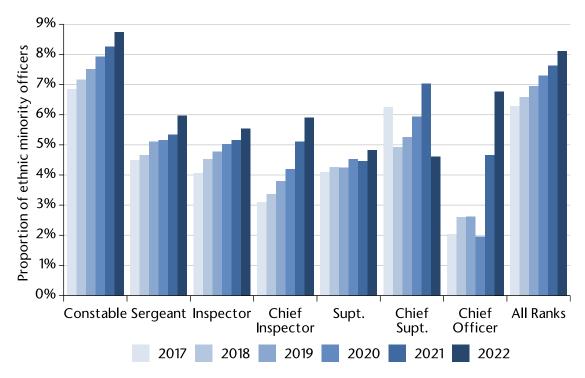
Chart E.8: Percentage of female officers (FTE), by rank, England and Wales, March 2017 – March 2022



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

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

Chart E.9: Percentage of ethnic minority officers (FTE), by rank, England and Wales, March 2017 – March 2022

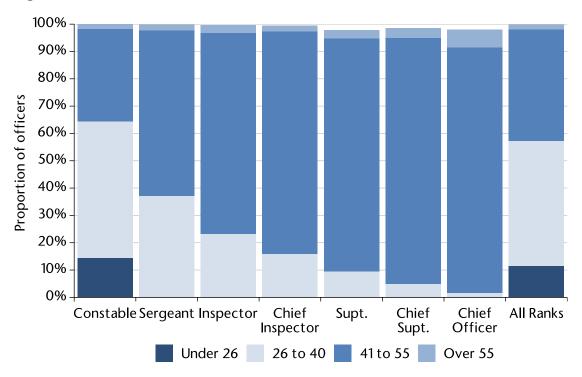


Source: OME analysis of Police Workforce Statistics, Home Office.

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

E.27 Just over half (57%) of all police officers (by headcount) were aged 40 or under on 31 March 2022, with 11% of all officers aged under 26 (Chart E.10). The proportion of officers aged under 40 decreases as rank increases: 64% of constables were under 40, but only 2% of chief officers.

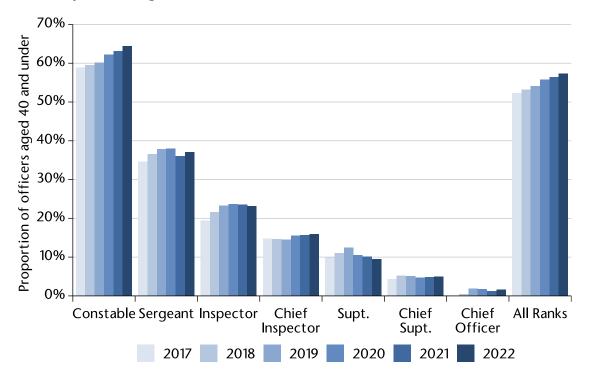
Chart E.10: Age breakdown of police officers (headcount basis), by rank, England and Wales, March 2022



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

E.28 Looking at change over time (Chart E.11), the overall proportion of officers aged 40 and under has risen from 52% in March 2017 to 57% in March 2022. The ranks of inspector and superintendent saw decreases in the proportions of officers in this age group during the latest year.

Chart E.11: Proportion of police officers aged 40 and under (headcount basis), by rank, England and Wales, March 2017 – March 2022



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

Recruitment

E.29 The FTE number of police officer joiners (Chart E.12) 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 then increased in most years from FYE 2014 to 2019, before the announcement of the Uplift Programme in 2019, led to a sharp increase in FYE 2020. There were around 14,200 joiners in FYE 2022, 7% (900 FTE) higher than the previous year and the second highest level since the data series began in FYE 2003.

16,000 14,000 12,000 10,000 oiners (FTE) 8,000 6,000 4,000 2,000 2009 2005 2007 2011 2013 2015 2017 2019 2003 2022 Financial year ending

Chart E.12: Police officer joiners (FTE), England and Wales, FYE 2003 – 2022

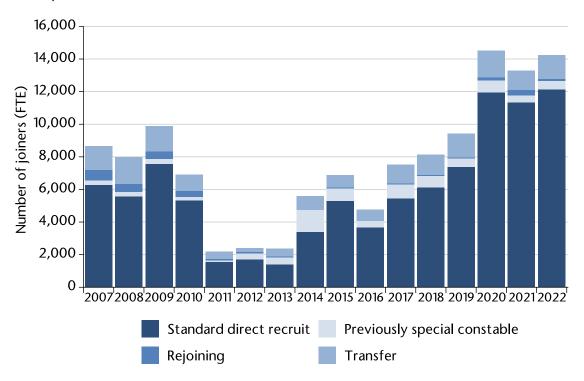
Source: Police Workforce Statistics, Home Office.

- E.30 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 2023⁴⁵ showed that 20,951 additional officers (on a headcount rather than FTE basis) had been recruited to police forces in England and Wales under the Uplift Programme⁴⁶. All forces had met their Uplift Programme targets apart from the MPS which was just over 1,000 officers short.
- E.31 In FYE 2022, 85% of joiners (around 12,100 FTE) were new recruits joining as an officer for the first time (Chart E.13). This was similar to the previous two years but a slightly higher proportion than had been seen in earlier years (usually 70-80% between FYE 2007 and 2019, but around 60% in FYE 2013 and 2014).
- E.32 The number of officers re-joining the police service in England and Wales fell significantly in FYE 2011 (from around 370 FTE the previous year to around 80 FTE) and had remained below 100 FTE a year until FYE 2019. However, since the announcement of the Uplift Programme the number of re-joiners has increased, and in FYE 2022 there were 130 FTE rejoining officers.
- E.33 The number of transfers between forces fell from a peak of 1,630 in FYE 2008 to around 240 in FYE 2012, before slowly recovering. In FYE 2022 there were 1,450 transfers, 24% more than the previous year.

⁴⁵ Home Office (April 2023), *Police officer uplift, quarterly update to March 2023*. Available at: https://www.gov.uk/government/statistics/police-officer-uplift-quarterly-update-to-march-2023 [Accessed on 31 May 2023]

⁴⁶ 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.

Chart E.13: Police officer joiners (FTE), by route of entry, England and Wales, FYE 2007 – 2022



Source: Police Workforce Statistics, Home Office.

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

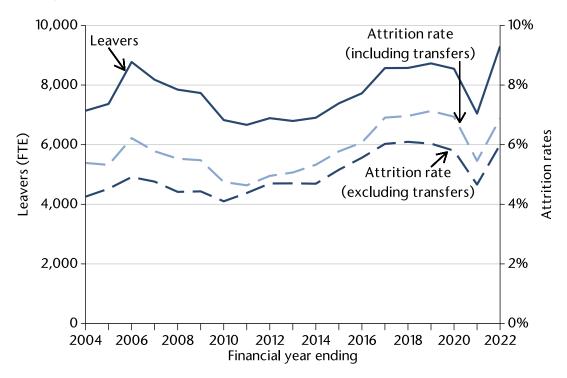
Retention and attrition rates

E.34 The number of officers leaving police forces⁴⁷ (Chart E.14) in FYE 2022 was 9,300 FTE. This represented a sharp increase of 32% (2,300 FTE officers) compared with the previous year, and was 9% (800 FTE) higher than in FYE 2020. The attrition rate⁴⁸ rose each year from 4.6% in FYE 2011 to 7.1% in FYE 2019, but had dropped to 5.5% by FYE 2021. In FYE 2022 it increased to 6.9%, a similar level to FYE 2020. Omitting those leavers who transferred to other forces within England and Wales rather than leaving the service altogether, the attrition rate was 6.0% in FYE 2022.

⁴⁷ Including officers transferring between forces.

⁴⁸ 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 E.14: Police officer leavers and attrition rates (FTE), England and Wales, FYE 2004 – 2022

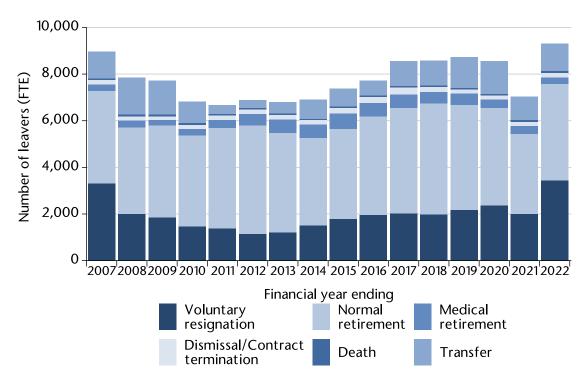


Source: OME analysis of Police Workforce Statistics, Home Office.

E.35 Nearly half (44%) of police leavers in FYE 2022 were normal retirements⁴⁹ and just over one-third (37%) were voluntary resignations (Chart E.15). The number of voluntary resignations increased by 72% in the latest year. This is likely to have been driven, at least in part, by the labour market picking up after the COVID-19 pandemic, and officers choosing to leave ahead of pension changes in April 2022.

⁴⁹ Individuals who have retired, not on ill-health grounds.

Chart E.15: Police officer leavers (FTE), by leaver type, England and Wales, FYE 2007 – 2022



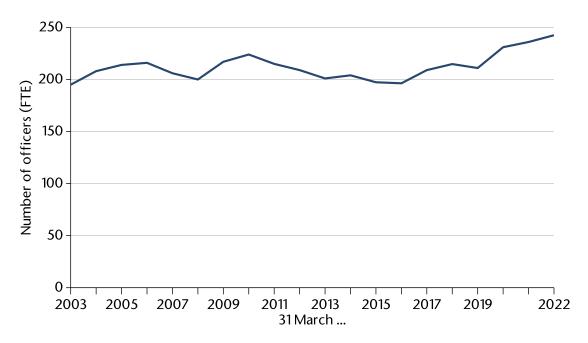
Source: Police Workforce Statistics, Home Office.

Chief Officers

Chief officer workforce

- E.36 Chief officers account for just 0.2% of all police officers in England and Wales. This proportion has been relatively stable since 2003.
- E.37 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 E.16), a drop of 12%. Numbers have since increased and as at March 2022, there were 243 chief police officers, 7 (3%) more than in March 2021 and 19 (8%) more than in 2010. The reductions in chief officers after 2010 were proportionally lower than for other police ranks (overall police officer numbers fell by 15% between March 2009 and March 2018), mainly as a result of legal requirements for each force to have a minimum number of chief officers.

Chart E.16: Chief police officer numbers (FTE), England and Wales, March 2003 – March 2022



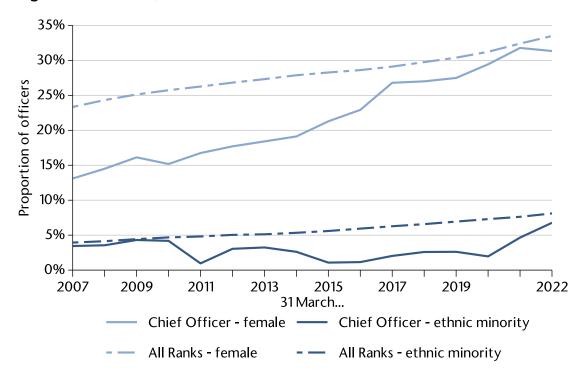
Source: Police Workforce Statistics, Home Office.

Chief officer diversity

E.38 Chief police officer diversity figures (Chart E.17) show that:

- 76 chief officers were female in March 2022, 1 more than a year earlier;
- the proportion of female chief officers in March 2022 (31%) was 2 percentage points lower than the female proportion of all officers;
- the proportion of chief officers who are female fell slightly in the latest year, the first decrease since March 2010 (when it was 15%);
- 4 out of 43 police forces in England and Wales had no female chief officers in March 2022, 2 more than a year earlier;
- there were 15 ethnic minority chief officers in March 2022, 5 more than a year earlier; and
- ethnic minority chief officers represented 7% of those who stated their ethnicity, slightly lower than the proportion for all officers (8%).

Chart E.17: Percentage of female and ethnic minority police officers (FTE), England and Wales, March 2007 – March 2022



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

Recruitment and retention of chief officers

- E.39 Data on joiners and leavers at chief officer level (Table E.5) 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 data⁵⁰. Nevertheless, the data provide some limited use in comparing the demand for chief officers with the supply.
- E.40 There were 40 promotions (measured by headcount rather than FTE) to the chief officer ranks during FYE 2022 (19 more than the previous year)⁵¹. There were also 37 officers (measured by FTE) who joined a force as a chief officer, up 8 from the previous year⁵².
- E.41 During FYE 2022, 52 chief officers left their force (22% of the number at the start of the financial year), up from 41 (18%) in FYE 2021. When transfers between forces are excluded there were 39 leavers in FYE 2022, an increase of 10 on FYE 2021.

⁵⁰ As set out in the footnotes to Table E.5

⁵¹ 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 MPS did not supply data for FYE 2018 to 2020.

 $^{^{52}}$ The joiner figures exclude promotions where the officer has not changed force.

Table E.5: Chief police officer promotions (headcount), joiners and leavers (FTE), England and Wales, FYE 2015 – 2022

| 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|------|-----------------------------------|--|--|--|--|--|--|
| 18 | 19 | 23 | 30 | 28 | 25 | 21 | 40 |
| 18 | 29 | 30 | 35 | 25 | 26 | 29 | 36 |
| 38 | 51 | 46 | 44 | 47 | 32 | 41 | 52 |
| 28 | 41 | 31 | 38 | 39 | 21 | 29 | 39 |
| 9% | 15% | 14% | 16% | 12% | 11% | 12% | 15% |
| 19% | 26% | 24% | 21% | 22% | 15% | 18% | 22% |
| 14% | 21% | 16% | 18% | 18% | 10% | 13% | 17% |
| | 18 18 38 28 9% 19% | 18 19 18 29 38 51 28 41 9% 15% 19% 26% | 18 19 23 18 29 30 38 51 46 28 41 31 9% 15% 14% 19% 26% 24% | 18 19 23 30 18 29 30 35 38 51 46 44 28 41 31 38 9% 15% 14% 16% 19% 26% 24% 21% | 18 19 23 30 28 18 29 30 35 25 38 51 46 44 47 28 41 31 38 39 9% 15% 14% 16% 12% 19% 26% 24% 21% 22% | 18 19 23 30 28 25 18 29 30 35 25 26 38 51 46 44 47 32 28 41 31 38 39 21 9% 15% 14% 16% 12% 11% 19% 26% 24% 21% 22% 15% | 18 19 23 30 28 25 21 18 29 30 35 25 26 29 38 51 46 44 47 32 41 28 41 31 38 39 21 29 9% 15% 14% 16% 12% 11% 12% 19% 26% 24% 21% 22% 15% 18% |

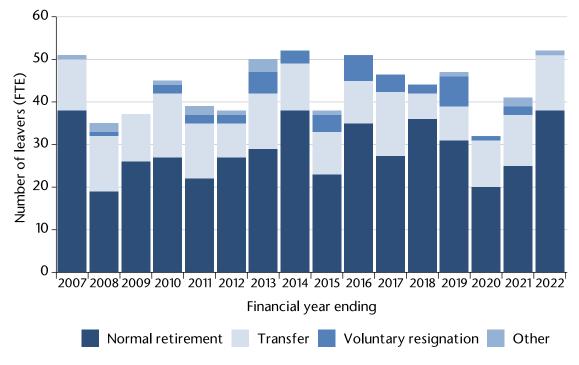
Source: OME analysis of Police Workforce Statistics, Home Office.

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 2020 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.

E.42 The majority of chief police officers who leave the police service take normal retirement (Chart E.18). The number of officers voluntarily resigning spiked in FYE 2019 (at 7 FTE) but was 0 FTE in FYE 2022.

Chart E.18: Chief police officer outflow (FTE), by leaver type, England and Wales, FYE 2007 – March 2022



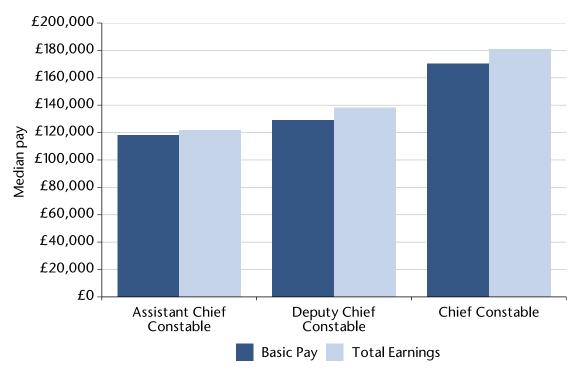
Source: OME analysis of Police Workforce Statistics, Home Office.

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

Chief officer earnings

E.43 Using data from the Police Earnings Census, Chart E.19 shows that in FYE 2022 (the latest year for which data are available), median basic pay ranged from £118,000 for assistant chief constables to £170,300 for chief constables. Median total earnings ranged from £121,700 for assistant chief constables to £180,900 for chief constables.

Chart E.19: Chief police officer median basic pay and total earnings, by rank, England and Wales, FYE 2022



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.

- E.44 The median value of additional allowances for chief police officers was around £6,900 in FYE 2022, and the median proportion of total pay accounted for by allowances was 5.2%. In FYE 2022, these allowances included⁵³:
 - Replacement Allowance⁵⁴: 54 chief police officers received a median value of just under £3,400.
 - London Weighting: 36 chief police officers were paid a median value of £2,568 in London Weighting.
 - Location Allowances: there were 43 chief police officers, mostly within London, receiving a median payment of £1,500.

⁵³ These figures are based on 130 chief police officers within the Police Earnings Census for FYE 2022 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).

⁵⁴ Paid to police officers who joined the police service before 1 September 1994 who are entitled to some form of housing related payment.

Other allowances: 62 chief police officers received 'other allowances' with a median value of around $\pounds 6,900$.

APPENDIX F – RECOMMENDED CHANGES TO POLICE OFFICER PAY SCALES AND ALLOWANCES FROM 1 SEPTEMBER 2023

Salary scales

The salary scales for the federated and superintending ranks in effect from 1 September 2022 are set out below along with our recommendations for effect from 1 September 2023.

| Rank | Pay point | With effect from 1 September 2022 | Recommended for effect from 1 September 2023 | Notes |
|---------------------|-----------------------------------|--------------------------------------|--|-------|
| | | | | |
| Constable | 0 and PCDA minimum | £23,556 | Removed | a-g |
| (appointed on or | 1 | £26,682 | £28,551 | h |
| after 1 April 2013) | 2 | £27,804 | £29,751 | i |
| | 3 | £28,932 | £30,957 | |
| | 4 | £30,060 | £32,163 | |
| | 5 | £32,313 | £34,575 | |
| | 6 | £36,852 | £39,432 | |
| | 7 | £43,032 | £46,044 | |
| Constable | On commencing service | £28,101 | £30,069 | |
| (appointed before | On completion of initial training | £31,143 | £33,324 | |
| 1 April 2013) | 2 | £32,835 | £35,133 | j |
| | 3 | £34,728 | £37,158 | |
| | 4 | £35,763 | £38,265 | |
| | 5 | £36,852 | £39,432 | |
| | 6 | £39,924 | £42,720 | |
| | 7 | £43,032 | £46,044 | |
| Sergeant | 2 | £45,867 | £49,077 | |
| | 3 | £46,803 | £50,079 | |
| | 4 | £48,129 | £51,498 | |

| Rank | Pay point | With effect from 1 September 2022 | Recommended for effect from 1 September 2023 | Notes |
|------------------------------|------------------------|--------------------------------------|--|-------|
| | | • | • | |
| Inspector | 0 | £54,600 | £58,422 | |
| | 1 | £56,088 | £60,015 | |
| | 2 | £57,573 | £61,602 | |
| | 3 | £59,064 | £63,198 | |
| Inspector (London) | 0 | £56,907 | £60,891 | |
| | 1 | £58,398 | £62,487 | |
| | 2 | £59,895 | £64,089 | |
| | 3 | £61,392 | £65,688 | |
| Chief Inspector | 1 | £60,234 | £64,449 | k |
| | 2 | £61,404 | £65,703 | |
| | 3 | £62,634 | £67,017 | |
| | In post 31 August 1994 | £63,627 | £68,082 | |
| Chief Inspector | 1 | £62,556 | £66,936 | k |
| (London) | 2 | £63,726 | £68,187 | |
| | 3 | £64,950 | £69,498 | |
| | In post 31 August 1994 | £65,934 | £70,548 | |
| Superintendent | 1 | £72,075 | £77,121 | |
| (promoted to rank | 2 | £75,735 | £81,036 | |
| on or after 1 April 2014) | 3 | £79,593 | £85,164 | |
| , | 4 | £84,783 | £90,717 | |
| Superintendent | 1 | £72,075 | £77,121 | |
| (promoted to rank | 2 | £74,967 | £80,214 | |
| before 1 April 2014) | 3 | £77,859 | £83,310 | |
| | 4 | £80,757 | £86,409 | |
| | 5 | £83,655 | £89,511 | |
| Chief | | | | |
| Superintendent | 1 | £88,872 | £95,094 | |
| | 2 | £91,812 | £98,238 | |
| | 3 | £93,651 | £103,242 | |

Allowances

The recommended revised values of allowances from 1 September 2023 are set out below:

| London Weighting | £2,886 | per annum |
|-------------------------|--------|-----------|
| Dog Handlers' Allowance | £2,697 | per annum |

The values of all other allowances and payments remain unchanged.

Notes⁵⁵:

- 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 pay point 0 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.

 $^{^{55}\,}$ Notes a-h apply to the salaries with effect from 1 September 2022.

- 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:
 - 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.
- g. The salary paid to an officer at pay point 0 shall be between £23,556 and £26,682 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.
- j. All officers move to this salary point on completion of two years' service as a constable.
- k. 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 is dependent upon confirmation that an officer meets the Pay Progression Standard.

APPENDIX G – RECOMMENDED CHANGES TO CHIEF POLICE OFFICER PAY FROM 1 SEPTEMBER 2023

We were presented with proposals in evidence this year to restructure the pay of chief constables and deputy chief constables from 12 pay groups to 3, and for the new structure to be implemented in one year. We have accepted the move to three pay groups, but have asked that the forces within each group are reviewed before implementation. We have rejected the move to the new structure in one year and instead have recommended that it should take place over at least three years. Instead, we have recommended:

- the introduction of the new pay structure from 1 September 2023 for newly appointed officers; and
- transition arrangements to start moving the existing pay structure towards the new one, ensuring that all chief officers receive an award of at least 5% but that none receive higher than the 7% award we have recommended for the federated ranks.

New pay structure for chief constables and deputy chief constables appointed on or after 1 September 2023

Under our recommendations, newly appointed chief constables and deputy chief constables from 1 September 2023 will be paid on the new pay structure. The pay rates shown for each group are based on the force groupings proposed by the steering group of the chief officer remuneration review. However, the reassessment of groupings that we have requested may lead to changes in the below pay rates.

Table G.1: Salaries for chief constables and deputy chief constables appointed on or after 1 September 2023

| Pay group | Chief Constable Recommended from 1 September 2023 | Deputy Chief Constable Recommended from 1 September 2023 |
|-----------|---|--|
| 3 | £216,588 | £178,686 |
| 2 | £187,974 | £155,079 |
| 1 | £170,100 | £140,334 |

Pay group 3: Greater Manchester, Thames Valley, West Midlands, and West Yorkshire.

Pay group 2: Avon & Somerset, Devon & Cornwall, Essex, Hampshire, Kent, Lancashire, Merseyside, Northumbria, South Wales, South Yorkshire, and Sussex.

Pay group 1: Bedfordshire, Cambridgeshire, Cheshire, Cleveland, Cumbria, Derbyshire, Dorset, Durham, Dyfed-Powys, Gloucestershire, Gwent, Hertfordshire, Humberside, Leicestershire, Lincolnshire, Norfolk, North Wales, North Yorkshire, Northamptonshire, Nottinghamshire, Staffordshire, Suffolk, Surrey, Warwickshire, West Mercia, and Wiltshire.

Transitioning to the new pay structure for chief constables and deputy chief constables appointed before 1 September 2023

We have recommended that the pay points on the existing pay structure (for chief constables and deputy chief constables appointed before 1 September 2023) be increased by 5% from 1 September 2023. Where the value of a pay point remains below the value under the new structure above, we have recommended the application of a further award of up to 2% to move towards the new structure, such that the overall uplift does not exceed 7%. Again, the reassessment of groupings that we have requested may lead to changes in the below pay rates.

Table G.2: Salaries under the first year of transition arrangements for chief constables and deputy chief constables appointed before 1 September 2023

| | Chief Co | nstable | Deputy Chie | nief Constable | | |
|--|--------------------------------------|---|--------------------------------------|---|--|--|
| Force | With effect from 1 September 2022 | Recommended for effect from 1 September 2023 (% increase in brackets) | With effect from 1 September 2022 | Recommended for effect from 1 September 2023 (% increase in brackets) | | |
| West Midlands Greater Manchester | £206,274 | £216,588 (5.0%)* | £158,595 | £169,698 (7.0%) | | |
| West Yorkshire | £192,654 | £206,139 (7.0%) | £154,503 | £165,318 (7.0%) | | |
| Thames Valley | £182,436 | £195,207 (7.0%) | £150,843 | £161,403 (7.0%) | | |
| Merseyside Northumbria | £179,022 | £187,974 (5.0%)* | £148,032 | £155,433 (5.0%) | | |
| Hampshire | £175,614 | £187,908 (7.0%) | £145,221 | £155,079 (6.8%) | | |
| Kent Lancashire Devon & Cornwall | £172,218 | £184,272 (7.0%) | £142,404 | £152,373 (7.0%) | | |
| South Yorkshire Essex Avon & Somerset Sussex South Wales | £168,813 | £180,630 (7.0%) | £139,605 | £149,376 (7.0%) | | |
| Nottinghamshire | £162,000 | £170,100 (5.0%)* | £133,983 | £140,682 (5.0%) | | |
| Hertfordshire West Mercia Cheshire Humberside Staffordshire Leicestershire Derbyshire | £158,595 | £169,698 (7.0%) | £131,166 | £140,334 (7.0%) | | |
| Surrey Norfolk | £155,184 | £166,047 (7.0%) | £128,361 | £137,346 (7.0%) | | |
| Cleveland Durham Cambridgeshire North Wales North Yorkshire Gwent Northamptonshire Suffolk Dorset Wiltshire Bedfordshire | £151,815 | £162,441 (7.0%) | £125,550 | £134,340 (7.0%) | | |
| Gloucestershire Lincolnshire Cumbria Warwickshire Dyfed-Powys | £148,371 | £158,757 (7.0%) | £124,530 | £133,248 (7.0%) | | |

^{*} Points highlighted in yellow and marked with an asterisk are the pay points in the new structure shown in Table G.1, all other chief constable pay points are transitioning towards these points. All deputy chief constable points are transitioning towards 82.5% of the value of these three chief constable points.

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.

Chief officers in London

We have recommended a 5% increase to the pay points of all chief officers in London above the rank of commander, and a further 2% award for the deputy assistant commissioner pay point (giving a total award of 7% to this pay point) in order to retain the link with deputy chief constable pay.

Table G.3: Metropolitan Police Service Salaries

| | With effect from 1 September 2022 | Recommended for effect from 1 September 2023 |
|--|--------------------------------------|--|
| Commissioner | £294,840 | £309,582 |
| Deputy Commissioner | £243,744 | £255,930 |
| Assistant Commissioner | £206,274 | £216,588 |
| Deputy Assistant Commissioner (appointed before 1 September 2023) | £158,595 | £169,698 |
| Deputy Assistant Commissioner (appointed on or after 1 September 2023) | n/a | £178,686 |

Table G.4: City of London Police Salaries

| | With effect from 1 September 2022 | Recommended for effect from 1 September 2023 |
|------------------------|--------------------------------------|--|
| Commissioner | £183,123 | £192,279 |
| Assistant Commissioner | £151,377 | £158,946 |

Assistant chief constables and commanders

We have recommended a 7% increase to the pay points for assistant chief constables and commanders.

Table G.5: Assistant Chief Constable and Commander Pay Scale

| Pay point | With effect from 1 September 2022 | Recommended for effect from 1 September 2023 |
|-----------|--------------------------------------|--|
| 1 | £107,502 | £115,026 |
| 2 | £114,306 | £122,307 |
| 3 | £121,122 | £129,600 |

Incremental progression will follow upon twelve months' reckonable service on each pay point, dependent upon confirmation that an officer meets the Pay Progression Standard.

APPENDIX H – CHIEF POLICE OFFICER RANKS IN ENGLAND AND WALES 2023

| 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 |