

## Opposition policy costing – 13,000 neighbourhood police officers and PCSOs – Labour

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Description of policy
<p><b>Labour would ‘put 13,000 more neighbourhood police officers and PCSOs back on Britain’s streets’.</b> ‘Labour will put 13,000 more neighbourhood police officers and PCSOs back on Britain’s streets– paid for with the clear and tangible savings that can be delivered from a shared procurement and efficiencies plan for all police forces’ (National Policy Forum, <i>Final Policy Documents</i>, 15 September 2023, p.52, <a href="#">archived</a>).</p> <p><b>Yvette Cooper said Labour would provide £360m to fund 13,000 additional police officers.</b> <i>STUDIO</i>: ‘13,000 more neighbourhood police officers, what will that cost and where will that come from?’ <i>COOPER</i>: ‘So, the Police Foundation have set out a programme where they identified 700 million pounds of saving from requiring the 43 different police forces to work together to join their procurement together, they identified 700 million we were more cautious than that. So, we identified 360 million pounds as a result, and that would fund additional police officers and PCSOs (Yvette Cooper keynote speech at Institute for Government, 16 February 2023)</p>
Additional policy assumptions
<p>To note, these additional policy assumptions have been provided by Home Office Special Advisors.</p> <p>The starting salary for a PCSO in the Metropolitan Police is £33,348 <a href="https://www.met.police.uk/car/careers/met/pcso/become-a-police-community-support-officer/pay-and-benefits/">https://www.met.police.uk/car/careers/met/pcso/become-a-police-community-support-officer/pay-and-benefits/</a> so 13,000 of these would total £433m (not the £360m mentioned above).</p> <p>The costing should also include the recruitment and training costs per PCSO.</p> <p>The costing should also include the total cost of each PCSO so including employers’ tax contribution and pension contributions.</p> <p>We should assume the 13,000 is split as follows: 3,000 police constables redeployed to neighbourhood teams, 3,000 additional police constables recruited, 4,000 additional PCSOs, 3,000 additional Specials (as included in Yvette Cooper’s keynote speech).</p> <p>These officers should be recruited over 2 years – with an even profile.</p> <p>Staff costs are assumed to increase in line with the GDP deflator (from November 2023) to account for inflation each year.</p>
Additional technical modelling assumptions or judgements required
<p>The policy team has modelled high-level costings on the assumption that: <b>3,000 additional police constables, 4,000 additional PCSOs, and 3,000 additional Specials</b> are recruited <b>evenly over two years</b>. Based on the technical modelling assumptions outlined below, we anticipate costs to be between <b>£220-260m</b> in 2024-25, and <b>£415m-£475m</b> in 2025-26. These costs are not exhaustive, other variables such as allowances and downstream costs have not been included for reasons explained below, and the actual costs to recruit these officers will vary depending on each force’s individual circumstances.</p> <p>In addition to the policy assumptions above, we have assumed:</p> <ul style="list-style-type: none"><li>• The policy commences on 1<sup>st</sup> April 2024</li><li>• There are no fiscal costs from redeploying 3,000 existing police officers to neighbourhood teams. This is an assumption that would need to be tested with operational partners and is subject to decisions on the design and deployment of neighbourhood teams.</li></ul> <p>To note, the average national base salary for a PCSO and new Police Constable has been applied as the basis for technical modelling of pay costs. The previous policy assumption provided by Home Office Special Advisers was based on a starting</p>

salary for a PCSO in the Metropolitan Police only. This is not representative of all forces across England and Wales, as starting salaries will vary between forces.

The costing is constructed as follows:

**Pay costs** are calculated using the HO Pay Model and **apply to additional PCSOs and Police Constable recruits only.**

#### Salary and employer contributions

- The average national base salary for a PCSO in 2023-24 is £28,409. Inclusive of pension and employer NICs the average salary cost is £35,051 (average salary cost inc. pension and employer NICs used to determine non-pay costs).
- The average national base salary for a new Police Constable in 2023-24 is £37,881. Inclusive of pension and employer NICs the average salary cost is £53,606 (average salary cost inc. pension and employer NICs used to determine non-pay costs).
- Special Constables are volunteers and are not paid a salary.
- In the first year of recruitment, it is assumed that 70% of the annual salary costs would be incurred for the officers recruited in that year as officers are recruited throughout the year. From the second year of employment, 100% salary costs are included in the costing as it is assumed all will be in post from 1<sup>st</sup> April of that year.

#### Pay increases

- Staff costs have been uplifted by the GDP deflator (from November 2023) to account for inflation each year. Our pay modelling includes annual pay increases for police constables due to movements up the pay scale but any further increases outside of annual pay awards is a decision for forces (and there are no national intermediate pay points for a PCSO).

#### Overtime

- Average overtime costs for police officers and PCSOs are assumed on top of salary at 5%. This is in line with assumptions applied to the modelling of the 20,000 additional officers, developed in conjunction with the policing sector.

**Non-pay costs** are estimates calculated proportionally to the average salary cost of a new recruit (c£45,000 per annum). Costs per rank and role will vary, therefore a range has been applied. **Costs are assumed to apply equally to all additional recruits, including Special Constables.**

#### Recruitment and training costs – applies to all additional recruits

- Recruitment and training are assumed at 5 to 10% of the average salary cost. This is in line with the cost of recruitment and non-degree training as assumed in the costing for the Police Uplift Programme.
- Additional recruitment costs are assumed to be one-off at the point of recruitment and apply to the first two years of the costing only, but training costs (5%) are recurrent.

#### Other direct costs of employment

- Cost of uniform and insurance is assumed at 2% of average salary cost. This is in line with costs assumed in the costing for the Police Uplift Programme. This is a recurrent cost.

#### Capital costs

- Costs of capital (estates, fleet, IT, and equipment) will depend on deployment model. We have assumed a one-off capital cost of 30-40% of average salary cost for all additional recruits. This cost is incurred at the point of recruitment and therefore applies to the first two years of the costing only. These costs are in line with estimates of costs provided by operational partners for the Police Uplift Programme but will depend on decisions on deployment and neighbourhood model.

#### Ongoing capital costs including maintenance

- The annual cost of capital (estates and fleet maintenance, software licenses and other IT costs) will vary depending on the type of capital spend by forces and will depend on the deployment model. We have assumed the annual

maintenance of capital is 20% of the one-off capital cost. These costs are in line with estimates of costs provided by operational partners for the Police Uplift Programme. This is a recurrent cost, and included within the resource costs in the table below.

Non pay ongoing costs are assumed to increase in line with the GDP deflator (from November 2023) to account for inflation each year.

Cost/Revenue to the Exchequer over five years

Please summarise spending impacts over the next five years in Table 1, below:

	2024-25	2025-26	2026-27	2027-28	2028-29
	£m				
PCSO total salary costs	55	130	155	160	165
Officer total salary costs	65	160	190	195	200
Non-pay costs	100-140	130-190	60-70	60-70	60-70
<b>Total UK Government spend England and Wales (PCSOs, Officers, Specials)</b>	<b>220-260</b>	<b>420-480</b>	<b>405-415</b>	<b>415-425</b>	<b>425-435</b>
<b>Total Barnett</b>	<b>30</b>	<b>50-60</b>	<b>50</b>	<b>50</b>	<b>50-55</b>
<b>Overall total</b>	<b>250-290</b>	<b>470-540</b>	<b>455-465</b>	<b>465-475</b>	<b>475-490</b>

\*Salary costs for PCSOs and TP officers assume an increase in line with the GDP deflator, plus the pensions and NIC, and include overtime costs (calculated at 5% of average salary for officers and PCSOs respectively). The salary profile increases with recruitment profile and progress; 70% of annual salary costs are assumed for each officer in the first year of their employment, 100% thereafter.

\*PCSO recruitment profiled as 2k PCSOs recruited in 24-25, and a further 2k in 25-26.

\*TP officer recruitment profiled as 1.5k recruited in 24-25, and a further 1.5k in 25-25.

\*Non-pay costs are inclusive of capital costs (incurred in 24-25, and 25-26 only), and other ongoing supporting costs. These are calculated as a percentage (individual percentages for each assumption included above in technical modelling assumptions) of the 23-24 average salary cost of an officer and PCSO. These are then averaged across the officer and PCSO non-pay costs. Recruitment costs are assumed to be one-off and, therefore, only apply in 24-25, and 25-26.

\*PCSO total salary costs, Officer total salary costs and non-pay costs included above are not inclusive of Barnett costs.

	DEL (£m)						
	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29
Resource	-	-	150 - 165	350 - 385	405 - 415	415 - 425	425-435
Capital	-	-	70 - 95	70 - 95	-	-	-
<b>Total UK Government spend (England and Wales)</b>	-	-	<b>220 - 260</b>	<b>420 - 480</b>	<b>405 - 415</b>	<b>415 - 425</b>	<b>425 - 435</b>
<b>Total Barnett</b>			<b>30</b>	<b>50-60</b>	<b>50</b>	<b>50</b>	<b>50-55</b>
<b>Overall total</b>	-	-	<b>250-290</b>	<b>470-540</b>	<b>455-465</b>	<b>465-475</b>	<b>475-490</b>

There may be a potential impact on Police Pensions AME. An increase in the size of the workforce increases contributions to the police pensions schemes which in turn decreases the AME cost. However, this is difficult to accurately model, is subject to individual force forecasts and depends on both the nature of leavers and joiners.

**Excluded from costing:**

- London officer allowance and Southeast officer weighting are not included. Cost would depend on distribution of PCSOs across England and Wales. The level of allowances is a decision for forces.
- Additional costs of supporting staff and senior ranks are not included. The cost of this would depend on deployment model.

- Downstream costs including impact on the Criminal Justice System is not included in this costing and benefits will depend on the design and deployment of the neighbourhood teams. It should be noted that the role and powers of PCSOs are different to those of police officers, and therefore any impact on the CJS of this policy would be different from the assumed impact of the Police Uplift Programme – this would require further work with operational policing to provide an estimate.

**Comparison with current system (if applicable):**

Technical modelling assumptions broadly correlate with those used during the modelling of the Police Uplift Programme costs for Territorial Police officers. This model was developed and refined annually with colleagues from the policing sector. There is less information available internally on costs related to PCSOs and Specials, and therefore ranges have been applied to capture variations in costs.

**Other comments (including other Departments consulted):**

This costing was completed by the Home Office.

*To be completed by Permanent Secretary's Office*  
Date costing signed off:

23/02/2024

*[If applicable]*

Date revised costing signed off: