



**Sixth Submission to the
Police Remuneration Review Body**



7 February 2020

FOREWORD

This is my first submission to the PRRB after taking up the national portfolio for Pay and Conditions in Spring 2019 following the work done by Chief Constable, now Sir Francis Habgood. I have sought to build on the foundations that his work with the National Reward Team (NRT) has put in place to explore how police officer pay should evolve to meet changing organisational needs, maintain fairness for the workforce, and promote productivity. There is no question that this year's submission is shaped by the shifting strategic context; operational imperatives around addressing violent and organised crime and the Government's commitment to increasing police officer numbers. The potential for pay and conditions to play their part in achieving the capabilities, capacity, and diversity needed for the future have come into even clearer focus.

The NRT has been shaping a reform package and pay recommendation which is fair, flexible, deliverable, and affordable. It should help to achieve several goals that are relevant to the police service's strategic goals: to attract the right numbers to policing; support the retention of experienced officers and their skills; and ensure that policing has the right people in key roles to deliver on service-wide goals around crime and confidence. In order to do this, a significant exercise of prioritisation has been undertaken and this submission emphasises those interventions that Chief Constables, largely with the support of staff associations, believe will have the greatest impact on our ultimate goals of serving and protecting the public.

Fairer

Our work this year has delivered two core elements that underpin this submission to the PRRB as the service's principal vehicle to propose how police officer pay can be placed on a demonstrably fairer platform. First, independent benchmarking for all officer ranks has now concluded. This has compared the current pay framework of police officers with pay practice for comparable roles in other sectors and organisations. Chief Constables have recommended a change to the sergeant pay scale as a result of this work. These findings should be considered alongside the second core element – the work to define and value the 'P Factor', which recognises and values a broader range of descriptors unique to policing. Much of this work will develop in future years, working with forces and staff associations, to build an increasingly mature picture of how 'market' information can inform our perspective on police officer pay.

More flexible

The submission is also informed by the context for policing; as HM Chief Inspector of Constabulary and others have noted, the challenges facing policing are rapidly changing, in ways that forces have been struggling to keep up with. Forces have been under sustained pressure from an increasing volume and complexity of demand and a squeeze on resources, and the result has been a shortfall in key roles which has depressed detection rates, particularly for high-harm and risk crime types such as homicide and sexual offences, and put public safety at risk¹.

The government's recent commitment to increase officer numbers by 20,000 (the Uplift Programme) is a welcome opportunity to address these issues. On the way to achieving that goal, there are also significant challenges. The NRT has focused and sequenced its proposals to support forces to deliver this uplift in officer numbers. This submission outlines our recommendations for a range of proposals to encourage the use of targeted pay to support recruitment or retention into specific roles or against particular skills where a universal pay solution would be unaffordable. 95% of forces reported that they had experienced difficulties in recruiting and retaining particular roles; and 75% indicated that they wished to have the flexibility to use some form of targeted variable pay.

Deliverable

The NRT consulted forces and staff associations on proposals to reinforce a robust and transparent mechanism for determining pay, and the question of how that should be informed by productivity and competence rather than simply time served. There is support from Chief Constables for moving to fewer pay points in due course with the potential for faster progression through the pay scale but this is currently unaffordable. I have consulted on the anticipated effectiveness and administrative impact of a universal assessment of competence attached to pay progression for the many tens of thousands of officers who are entering the service or are not yet at the top of their pay scales. My colleagues are clear that there should be no progression if an individual's performance is not satisfactory and have

¹ <https://www.justiceinspectors.gov.uk/hmicfrs/wp-content/uploads/state-of-policing-2018.pdf>

concluded that this 'brake' is best applied to demonstrable cases of underperformance rather than becoming a bureaucratic burden on officers who are otherwise judged to be competent and their supervisors.

Policing has, through recent reforms and policy changes led by the College of Policing (CoP), laid solid foundations to achieve this aim. The Police Education Qualification Framework (PEQF) entry routes are embedded in evidence-based professional practice. Recruits are supported throughout, through a mix of tutoring, ongoing monitoring and assessment of operational competence, and other forms of professional support. This has created a more rigorous and independent process for assessing competence than ever before.

Any additional competency-based pay progression would need to show that its administrative effort and effectiveness was sufficient to withstand potential appeals, with the contingent risk of an over-engineered response. At the same time, forces should be able to demonstrate robust, meaningful, and consistent PDR processes and be assured that the first line supervisors are capable and competent in their use of them. The position is improving, but this is not yet fully the case; in addition, over a quarter of forces are currently changing Performance Development Review (PDR) processes, and over half are reviewing the systems which underpin them.

Forces' focus in the medium term on delivering the Uplift Programme is a priority and judged likely to produce the greatest effect on overall workforce capability and capacity, whilst other changes including new qualification and assessment processes are embedded. Both forces and staff associations agreed that, at this point, a simple tethering of PDRs to pay progression could incur the significant costs of transition (as much as £1.1 billion over 6 years) without realising many of the behavioural and performance benefits, which it was capable of delivering if implemented effectively.

In contrast, there is universal support from Chief Constables for the application of a specific intervention to prevent those officers whose underperformance is being addressed from progressing upwards through pay scales. This potential to revisit other specific reforms around progression will be reviewed in 2021, when PEQF is more established, progress around PDRs can be tested, and the Uplift Programme is securely in train.

Affordable

Last year the service considered a multi-year pay deal as this, associated with pay reform, would help forces to implement pay reform in a stable monetary environment. The timing of this year's pay round against the Comprehensive Spending Review (CSR) timetable and General Election meant that the service does not feel able to recommend a multi-year pay award without the upfront investment that, for most forces, this would require. There is however very clear interest in presenting a meaningful multi-year pay proposal, linked to evolving reforms in the context of the anticipated CSR.

In light of this position, Chief Constables recently debated the appropriate level for a single year pay settlement to inform this submission. On balance, a submission to PRRB proposing an award of 2.5% for 2020/21 was endorsed. Somewhat ahead of the most recent indicators of inflation, this proposal nonetheless comes after a controlled approach to pay awards that has seen 'real-terms' earnings for officers fall behind their equivalent value in 2010. This has been a period of significant pressure on individuals and the service, and Chiefs concluded that we should, as far as we can, continue to make progress in improving the value of police officer pay. Any lesser award would be a negative signal to officers at a time when maintaining and rewarding their morale and commitment are essential. At the same time, forces have expressed genuine concern around the overall affordability of pay awards when a number of forces are still, despite Uplift funding, facing significant financial challenges. The proposal to make of targeted payments alongside a core pay award is recognition that, at this point, a significantly higher universal award would be unaffordable (and that targeted pay has other potential benefits).

Looking forward, Chiefs felt strongly that the case for a frontloaded multi-year settlement, funded by government, could be made in the upcoming CSR round. This could have benefits, not just for the workforce which has experienced a period of relative austerity around pay, but also for forces, since a longer-term award would provide greater financial certainty, enhance recruitment and retention to support the Uplift Programme, and an opportunity to continue the programme of reform within an overall financial package.

Conclusion

Necessarily this submission goes into greater technical and specific detail. It is important to underline the central message that we are now poised to move forward substantively on significant elements of reform that will support efficient and effective policing, prioritised against the police service's wider goals, and reflecting the key concerns of Government around crime and safety.

The exercise of prioritising our proposals has been supported by a significant investment of time by Chiefs in a series of debates and by their staff in responding to the NRT consultation. We have worked closely with the Home Office and College of Policing on a number of the proposals. I cannot overstate the value that has been brought to this process by the active, and of course, challenging engagement of our staff associations.

When taken across the service, the sums concerned are significant (in the region of 80% of all police spending). Through the Uplift Programme and National Reward Team, the NPCC will continue to demonstrate the value for the public from the evolving use of police pay mechanisms and, in particular, the impact of pay and conditions on our growing workforce and its work to secure safer communities.

The proposals that I now recommend to the PRRB include a proposal to invest in every officer with a meaningful pay award and at the same time, get traction on a reform agenda that is familiar to you from earlier submissions. That familiar agenda has been re-framed and prioritised according to a context that has developed since it was first introduced. I hope you will feel able to support the interventions recommended here and in so doing, assist the police service in making more dynamic and active use of pay conditions to support communities through a motivated and mobilised workforce.



Matt Jukes
Chief Constable South Wales Police
National Lead for Pay and Conditions
7th February 2020

Contents page

Foreword	2
Glossary	8
1. EXECUTIVE SUMMARY & RECOMMENDATIONS FOR 2020/21	9
Prioritisation of proposals to deliver the Uplift Programme	9
Recommendations to PRRB	10
Structure of the report.....	11
2. BACKGROUND	12
Changes and progress since the 2019 submission in respect of the pay framework.....	12
The Uplift Programme.....	12
Organisation of the Uplift Programme	14
National HR strategic capability	14
Workforce data	15
Prioritisation.....	15
3. PAY FRAMEWORK AND REFORMS	17
Introduction	17
Strategic context for reform	18
Benchmarking and P Factor	20
Benchmarking of federated ranks	22
Sergeants starting pay.....	22
Constable starting pay	23
Superintendent base pay	24
Chief officer rank benchmarking	25
Chief officer benchmarking report	25
Next steps	26
Targeted variable pay	27
Use of temporary targeted pay arrangements	28
Pay progression and transition	29
London weighting and geographic allowances	31
Annual force survey on recruitment and retention	32
4. ANNUAL PAY UPLIFT 2020/21	35
Policing funding settlement 2020/21	35
Precept.....	35
Counter-terrorism policing	35
National priorities	36
Serious violence	36

Pension	36
Force individual funding	36
Determining the annual pay uplift	39
Strategic context	39
Economic context	39
Key operational drivers	39
Impact of pay reform	40
Conclusions and recommendation	41
5. PRIORITISATION OF OTHER RELATED PAY AND CONDITIONS INITIATIVES	42
Pay & conditions	42
Maternity leave	42
Defined working week	43
Rest days in lieu	43
CoP initiatives linked to pay reform work	43
PEQF	44
Established Constable Review	44
PDR	45
PDR survey and potential effect on pay framework	45
Advanced Practitioner	46
Leadership and management development	47
Wellbeing and associated initiatives	47
Outstanding reward issues from 2019	47
On call payments for superintendents	47
Pension initiatives and issues	47
6. REWARD FRAMEWORK PROGRAMME & GOVERNANCE	49
The National Reward Team	49
Programme governance	49
Links to other programmes	50
Uplift Programme	50
College of Policing	50
Approach to engagement and consultation in 2019	51
Communications update	53
Programme benefits	54
Equality Impact Assessments	54
Programme work plan structure	55
Delivery timeline	56
Implementation impact	60

- Implementation of stream 1 60
- Implementation of stream 2 61
- Transition to a permanent team..... 61
- 7. Appendices 63**
- A - Letter to the Policing Minister 63
- B - Blueprint 2.1 survey 63
- C - Blueprint 2.1 document..... 63
- D - Annual survey (includes CoP Current Workforce Data) 63
- E - Focus Group report 63
- F - Korn Ferry Federated Ranks Benchmarking..... 63
- G - Korn Ferry Chief Police Officer Benchmarking 63
- H - Chief Officer Pay & Morale survey 63
- I - P Factor Report 63
- J - PCF TOR 63
- K - PDR survey 63

GLOSSARY

Term	Definition
AAT	Annual Allowance Taxation
ACC	Assistant Chief Constable
Annual pay uplift	The percentage increase in police officer base pay normally applied to specified officers with effect from 1 st September each year
APCC	Association of Police and Crime Commissioners
Base pay	The base pay of police officers according to rank
Benchmarking	In this context, a term for comparing the reward of officers at a rank or role to comparable roles in other organisations
CCC	Chief Constables' Council, "CCs" Chief Constables/Chiefs
CIPD Forum	HR Directors of the 43 forces of England & Wales (plus non-Home Office forces)
Competence	An officer who is operating at the appropriate level within their role
CoP	College of Policing/"College"
CPD	Continuous Professional Development
CPI	Consumer Price Index
CPOSA	Chief Police Officers' Staff Association
CSR/SR	Comprehensive Spending Review/Spending Review
DCC	Deputy Chief Constable
Design Reference Group	Group of force HR/HRD/Managers/Lead representatives from across England & Wales
DHEP	Degree Holder Entry Programme
ECR	Established Constable Review/Established Constable Status
EIA	Equality Impact Analysis
FOC	Full Operational Competence
FOI	Freedom of Information
IPLDP	Initial Policing Learning and Development Programme
Korn Ferry	Independent reward consultancy advising NPCC
MPS	Metropolitan Police
NPCC	National Police Chiefs' Council
NPCC led consultation	Employer led consultation on proposed changes (October to December 2019)
NRT	National/NPCC Reward Team
OCP	Operational Competence Portfolio
OME	Office of Manpower and Economics
ONS	Office National Statistics
Pay progression	Individual pay progression within the relevant pay band
PCC	Police and Crime Commissioner
PCDA	Police Constable Degree Apprentice
PCF	Police Consultative Forum
PDR	Personal/Performance Development Review
PEQF	Police Education Qualification Framework
PFEW	Police Federation of England and Wales
PPF	Policing Professional Framework
PRRB	Police Remuneration Review Body
PSA	Police Superintendents Association
PTF	Police Transformation Fund
SRO	Senior Responsible Owner (CC Matt Jukes)
Steering Group	Senior officers advising SRO on reward framework representing all regions of England & Wales
UPP	Unsatisfactory Performance and Attendance Procedure
Uplift Programme	Programme to deliver Government commitment to increase officer numbers by 20,000
WT	Workforce Transformation
WTG	Workforce Transformation Group

1. EXECUTIVE SUMMARY AND RECOMMENDATIONS

- 1.1. This NPCC submission provides its recommendations to the PRRB in respect of changes to be made to police officer pay and associated allowances for the 43 forces in England and Wales. It includes a recommendation on how to apply the police officer pay award for 2020/21 to all ranks, including chief officers, and to include a review of London Weighting, London Allowance 2, and Dog Handler's allowance. Recommendations are supported by evidence and where appropriate we have indicated how these changes will impact in respect of Operation Uplift.
- 1.2. A number of recommendations made by Chief Constables' Council (CCC) have not been included in the list of recommendations below asking for PRRB approval. These items relate to proposals which are direct requirements of the Uplift Programme. These items will be consulted on through the Police Consultative Forum (PCF) to allow them to be established within a shorter timeframe than is available to the PRRB reporting process. PRRB may, however, wish to comment on these items.
- 1.3. Our submission covers the specific requests of the Home Secretary in the remit letter and include:
 - The outcome of independent benchmarking, which has been completed for all officer grades, including Chief Officers and how this will inform our work in 2020.
 - Defining and valuing the 'P-Factor', recognising those elements of the role which are unique to policing.
 - The rationale and proposals for a range of pay interventions to support operational delivery through targeting roles that are hard to fill or critical to retain.
 - Progress on developing NPCC proposals for a revised pay structure in 2019 and outline of work plan for 2020.
 - Wider workforce data applicable to this submission which is available to support the uplift of 20,000 officers.
- 1.4. The remit letter refers to proposals being implemented from Spring 2021, to ensure that forces can manage immediate requirements of a growth in their workforce ahead of implementing pay reform proposals. However key aspects of pay reform will now be implemented earlier. As requested the revised proposals explain the impact of pay reform, consideration of proposed salaries (including costings), and an assessment of level of force maturity to meet the requirements of proposed assessment points to determine officer pay. A new timetable setting out our implementation plan and further work for 2020 can be found in Section 6.

Prioritisation of proposals to deliver the Uplift Programme

- 1.5. CCC endorsed our prioritised proposals which focus on:
 - Ensuring forces can recruit and retain officers in roles which are hard-to-fill and/or critical to retain. This is particularly important in order to meet service-wide needs (such as investigations and developing the next generation of officers as the uplift takes effect) as well as more local needs.
 - Retaining officers who might otherwise leave the service on retirement (in their later forties or early fifties) to provide critical skills and support an otherwise inexperienced frontline.
 - Using pay in a targeted way to attract and recruit candidates who have specific skills, knowledge and experience that the service needs.
 - Bringing forward a range of measures to address those who leave mid-service, most immediately with work around enhanced maternity provisions.
- 1.6. CCC recognised the developments that PEQF has brought in going some way to aligning pay progression to capability and contribution. It also endorsed early implementation of a 'brake' on pay progression linked to unsatisfactory performance. Given most officers perform their duties professionally and at

commendable levels of competence, this was felt to be a reform that the workforce and employers could welcome and that balanced the need to break the inevitability of pay progression in the minority of cases where this was important, and without a universal bureaucracy. Chiefs are confident that PEQF will provide enhanced rigour in managing progression.

- 1.7. The central priority of the Uplift Programme for forces and our assessment of forces' continuous professional development (CPD) and PDR processes means we do not believe that now is the time to bring forward a reduction in the number of constable progression points (which is currently unaffordable), nor an associated 'gateway' model of progression linked to annual reviews. Chief Constables were strongly in favour of withholding progression in cases of underperformance but of focusing the wider efforts of front-line supervisors and organisational enabling functions (such as HR and Learning and Development) on recruiting and developing the significant numbers of new officers entering the service.

Recommendations to PRRB

- 1.8. The NPCC, represented by the NRT, has been working throughout 2019 to prioritise and sequence the impact and direction of pay reform to support the strategic imperatives that have settled in 2019; most clearly (but not exclusively) increasing police numbers through Operation Uplift.
- 1.9. CC Matt Jukes' letter to the Police Minister on 7 October 2019 (Appendix A) outlines the basis of the prioritisation that was consulted on from October to early December, and forms the rationale of our recommendations to the PRRB, along with other items agreed prior to January's Chiefs' Council. The resulting package of measures represents a balance between scope, cost, and pace of delivery and reflects the progress that has already been made as well as that which is planned over the next 2 years².
- 1.10. Our detailed approach is set out in Section 3. We also include a progress report on items which are not yet ready to be presented but are queried by the PRRB in its report in July 2019.

Recommendation 1: Pay award for all police officers with effect from 1st September 2020

- 1.11. In 2019, NPCC was unable to resolve a single recommendation for the annual pay award, with views divided on the question of seeking a multi-year agreement. Most concerns pivoted on affordability of a meaningful 'deal', likely to be welcomed by officers and achieve strategic workforce goals.
- 1.12. Long term approaches to pay informed the NPCC preparation for a potential Comprehensive Spending Review (CSR) in 2019. Following the Government decision to undertake only a single year Spending Review (SR), that work will now inform the CSR anticipated in 2020.
- 1.13. Therefore at this time, given the recent settlement and the need for a political commitment outside the SR/CSR cycle to fund a multi-year award, our recommendation is for an affordable single year increase of 2.5%. The detail to our costings and supporting work can be found in Section 4.

Recommendation 1: NPCC requests the PRRB recommend an annual increase for all police officers at all ranks of 2.5% from 1st September 2020

Recommendations 2 and 3 concerning London Weighting and London Allowance 2

- 1.14. The NPCC supports the MPS in respect of the continuation of the London Weighting as set out in the MPS submission to the PRRB 2020 and recommends that the current payment of £2,505 per annum to all MPS officers is increased by 2.5% in line with Recommendation 1 above.

² Appendix B Blueprint Survey 2019 NPCC (published)

- 1.15. In addition, the NPCC supports the request by MPS to increase London Allowance 2 from £3,327 by £1,000 per annum, following the proposal and consultation led by MPS concerning the addition of a discretionary amount to London Allowance 2.

Recommendation 2: London Weighting of £2,505 per annum to be increased in line with the 2020 annual pay award.

Recommendation 3: The monetary limit of London Allowance 2 be increased by £1,000 per annum, which may be used by the Commissioner on a discretionary basis.

Recommendation 4: Dog Handler's Allowance

- 1.16. As in previous years we recommend an uplift in the annual dog handler's allowance in line with the increase in base pay. The dog handler's allowance would therefore be increased in line with the recommended pay award as set out above.

Recommendation 4: The Dog Handler's Allowance be increased in line with the 2020 annual pay award.

Structure of the report

- 1.17. This short section provides an overview of the submission, which contains a number of interlinked sections. Efforts have been made to ensure that each section is self-standing in content to ease the work of evaluation.
- Section 2 provides context for PRRB members as they evaluate the submission. It recognises changes and progress since the 2019 report, and the revised prioritisation that the NRT has put in place, notably in the context of the Government's commitment to recruit an additional 20,000 officers. It also recognises the need for a strategic NPCC HR capability to continue this work in the medium term (NRT activity is currently dependent on project funding).
 - Section 3 deals with the prioritised pay reform proposals. It sets out the wide range of proposals on which forces and staff associations were consulted between October and December 2019 (also at Appendix C), and material endorsed by Chief Constables at their recent meetings, notably January 2020, which reflected a targeted and prioritised approach based on the feedback received (Appendix B).
 - Section 4 outlines the case for a pay uplift of 2.5% in 2020/21. This takes account of the policing settlement for 2020/21 announced at the end of January, and also points to the desirability of using the upcoming CSR process to consider the potential for a front-loaded funded multi-year settlement.
 - Section 5 sets out developments on a wide range of other related pay and conditions initiatives, some of which will be familiar to members from previous years. There has been encouraging recent progress on these, using the re-established Police Consultative Forum to agree consensus and prioritisation of these proposals. It also outlines developments on a range of supporting initiatives, such as PEQF, which are being implemented by the College of Policing.
 - Section 6 sets out further details about the Reward Framework programme & governance, including the work programme for 2020/21, and wider strategic moves to embed the work of the NRT into business as usual.

2. BACKGROUND

Changes and progress since the 2019 submission in respect of the pay framework

- 2.1. Following the 2019 submission the landscape has changed significantly due to a number of factors:
- A new NPCC Lead for Pay and Conditions, CC Matt Jukes, was appointed following the retirement of CC, now Sir Francis Habgood. The work programme set out in our 2019 submission was reviewed and, in the light of this review, there were some changes to the prioritisation of the programme.
 - Additional resources were added to the NRT, including a new full-time programme director and an Operational Lead. This has allowed for a more dynamic approach to the programme and business as usual work.
 - A review of the programme was undertaken on 13 June 2019 with colleagues from the Home Office, CIPD forum, Mayor's Office for Policing and Crime (MOPAC) and the NPCC. A revised timetable was agreed.
 - The arrival of the new programme director coincided with the release of the 2019 PRRB report. Taking on board the recommendations of the PRRB in July 2019 the breadth of the programme was reviewed and the ambition of the new framework was refocussed.
 - It was agreed that the method of working with forces, Chiefs and stakeholders needed to be reconsidered to allow for a faster pace of working, reducing the dependency on Chiefs' Council, and to ensure that the original requirements of the programme, where appropriate, were met. New groups of force practitioners and senior HR Leads were created to inform the programme. Their comments have in turn helped to shape work throughout 2019.
 - A draft blueprint of the new pay framework was formulated during the summer and shared with forces, staff associations and the APCC for comment as part of an employer led consultation. The outcome of this work has resulted in a number of the recommendations in this submission. Forces were formally surveyed to gain approval and inform the future direction of the programme.
 - In summary the revised work programme was as follows:

Date/Time Period	Event	Key Actions
July 2019	Chiefs' Council	Decisions on specific recommendations and lock down of design principles
Summer 2019	NRT	Consolidated blueprint of pay reforms to be extensively tested with stakeholders Development of indicative costings informing NPCC Spending Review work
October 2019	Chiefs' Council	Blueprint (with stakeholders perspective) and detailed cost/benefits to be presented for ratification to trigger further employer led consultation
Autumn 2019	NRT	Initial consultation with staff associations on blueprint Survey forces on blueprint to gain consensus
December 2019/January 2020	Chiefs' Council	Feedback and determination of NPCC position
February 2020	NRT	Submission by NPCC to PRRB
February 2020 onwards	NRT	Implementation planning and development of appropriate determinations

- The NRT has focussed on agreeing and resolving issues raised by staff associations, some of which have been outstanding over a long period of time. Although the final implementation of these items still need to be enacted through determinations, we have been encouraged by a stronger willingness to work together.
- A review of the Police Consultative Forum by the Home Office resulted in a key recommendation that a new independent chair was appointed with a Home Office funded secretariat. The new chair is the current chair of the Police Advisory Board, and took up her appointment with effect from September 2019. This has allowed for the re-instatement of regular PCF meetings. Although the appointment is only funded in respect to quarterly PCF meetings, other monthly working party meetings, normally monthly, are being held by the stakeholders. The NRT is, with mutual agreement, providing the Chair of the PCF with an action log for these meetings.

- Announced in July 2019, the Uplift Programme has had a significant impact on the work of the team. The NRT Operational Lead was appointed as lead for one of the seven workstreams, dealing with Retention. The Retention workstream is tasked with reducing the number of officers leaving forces each year, whether by way of attrition or retirement. These officers are important, both to ensure the resilience of the current workforce, and to provide expert guidance to new officers. Utilising existing NRT knowledge, this workstream has been able to advance a number of recommendations in respect of pay levers, some of which were already being considered as part of the new reward framework.

The Uplift Programme

- 2.2. In July 2019, the Government announced its intention to increase the number of police officers by 20,000 by the end of the financial year 2023. Accounting for current rates of attrition, early calculations indicate that, at current rates of attrition, some 53,000 officers would need to be appointed to meet this ambition³.
- 2.3. The service welcomed this announcement, but recognised that the influx of such a high and unprecedented number of new and inexperienced officers would also place immense pressure on the existing officer and staff workforce. The need to train, tutor, coach and supervise this new officer cohort would place a necessary but considerable demand on the service, both in the short and longer term.
- 2.4. To increase police numbers in a way that addresses operational priorities would also require increased movement of experienced officers into more specialist areas that require their higher levels of knowledge, skills and experience. This makes the retention of relevant policing expertise, both in the immediate and longer term, an absolute priority, in order to deliver the best possible service to the public and to properly invest in and develop new officers.
- 2.5. Research undertaken with the Cabinet Office Prime Minister's Implementation Unit⁴, NRT, and emerging evidence from the College in relation to the PEQF, facilitated the identification of key groups critical to help the service build well and sustainably. Tutor constables and sergeants were identified, but so too, for example, were early and mid-service leavers amongst whom BAME and female officers are disproportionately represented.
- 2.6. Employees place increasing emphasis on: the human and societal values of their work; continuous professional development; diversity; inclusion; and health and wellbeing – their workplace experience is key to retention. The retention and L&D combined activity, therefore, is focused on assisting forces to enhance employee experience both for specific groups – supporting service diversity ambitions – and the workforce more broadly.
- 2.7. In many forward-looking organisations L&D is at the heart of organisational decision-making and performance. Research undertaken by MOPAC demonstrates that organisations which invest in the development of their workforce are more likely to retain and motivate staff.
- 2.8. Linked, a recent Workforce Transformation initiative sponsored by the Home Office, highlighted a significant under investment in L&D functions across the service, with many L&D departments unable to cope with the demands placed upon them, this is triangulated in the Frontline review of Policing 2019. Whilst this plan sets out the immediate priorities for L&D aligned to the Uplift Programme, in order for these tasks to have full impact they must run in parallel to an ambitious transformation agenda for L&D led by the NPCC and the College of Policing.
- 2.9. This plan will be regularly reviewed in the light of new and emerging information and data. The results from a national Durham Survey, for example, are anticipated in March 2020.

³Cabinet Office Rapid Review: 20,000 additional police officers and competition with similar sectors (unpublished)

⁴Cabinet Officer: Retaining and deploying 'experience' in key roles during the police uplift (unpublished)

Organisation of Operation Uplift

- 2.10. A new team, headed by a Deputy Chief Constable, has been established to oversee the implementation of Operation Uplift. There are number of workstreams, each focused on the necessary specialisms, including recruitment and attraction, L&D, retention and workforce data, as well as some of the more practical enabling elements such as vetting and health assessments. They sit underneath a workstream leading on Organisation Design, led by CC Olivia Pinkney, which will oversee design coherence and identification of sustainable benefits. The NRT leads on the Retention workstream.
- 2.11. Following the establishment of the Retention workstream a working party was established from NRT members, forces and the College. It considered, in the round, all the current reward initiatives that currently are available, plus the new initiatives forming part of the developing reward framework and how these may aid the retention of officers as Uplift progresses.
- 2.12. Overall the individual pieces of work in this project support and complement longer term strategies (e.g. those linked to the National Policing Vision 2025⁵) and provide tangible and practical deliverables in the short term that will help to build and operationalise these strategies, providing long-term sustainability.

National HR Strategic Capability

- 2.13. In 2018/19 the NPCC's Workforce Coordination Committee commissioned Ernst and Young (EY) to deliver a piece of work to review the HR capability needed to ensure that the National Policing's 2025 Vision for future services could be met, and the service's need for change in the workforce.
- 2.14. The review was completed in June 2019 and identified key gaps at the national level, which stand in the way of Chiefs' ability to commission the workforce-related change needed to achieve their strategic objectives, and to meet pressing operational imperatives. The review was based on a combination of desk-based analysis, interviews with Chief Constables and senior HR Leads, and engagement events with the extended police HR community, including the NRT, CoP and CIPD Forum.
- 2.15. It concluded that, from a national workforce perspective, the ambitions laid out in the National Policing Vision 2025 would be challenging to achieve without a more focussed and accelerated effort to prioritise, co-ordinate and deliver transformational HR programmes. The complex and specialist nature of the change (such as PEQF) that forces are having to manage - and the need to shape a new market – have been challenging in the absence of a collaborative HR capability that spanned strategy, design, and strategic market engagement.
- 2.16. The proposal was to develop an employer-led strategic HR function at a national level, which would work with NPCC Committees to ensure the service could effectively meet the future workforce demands. A central HR function proposes to:
- Help employers develop their national priorities in terms of workforce reform.
 - Support the NPCC to deliver a high performing portfolio of change.
 - Provide a centre of HR expertise to forces.
 - Provide policing's hub for national workforce analytics.
- 2.17. Since the EY report was signed off by the Workforce Coordination Committee in June 2019, the NPCC Capabilities Review and Uplift Programme have come to the fore; to which a national strategic HR

⁵ <https://www.npcc.police.uk/documents/Policing%20Vision.pdf>

function also naturally aligns. As the next phase of activity, the Workforce Coordination Committee commissioned a follow-on piece of work, to develop a strategic outline case for implementation, as a step towards developing the full business case for approval. EY have also been asked to evaluate the options for a service delivery model and propose a solution most likely to deliver against the objectives set, along with a high-level implementation plan for establishing the function. EY are due to complete this piece of work in February 2020.

Workforce Data

- 2.18. In 2018 a Workforce Data group was set up to look at what workforce data currently exists, to explore trends and insight, identify the parties that have a vested interest in workforce data, and identify the questions the service would ideally like to be able to answer. There are currently two main sets of historic workforce data, the mandated ADR and the more detailed Census which contains individual data allowing for more detailed analysis. In addition the NPCC, including the NRT and CoP, collect other datasets for the purposes of service initiatives, like the PRRB report. Responsibility to develop this initiative has now been passed to Uplift Programme. The intention is that data analysis would be significantly improved by further use of the more detailed Census accompanied by more live datasets, while being more accessible to stakeholders allowing for improved analysis.

Prioritisation

- 2.19. The NPCC has therefore have been working to prioritise and sequence the impact and direction of pay reform to support the strategic imperatives that have settled in 2019; most clearly (but not exclusively) increasing police numbers through Operation Uplift. This is the culmination of a year seeking to progress pay reform but also acknowledging that forces are not able to embrace the change required to implement wider pay reform at the same time as recruiting and retaining 20,000 new officers.
- 2.20. CC Matt Jukes' letter to the Police Minister of 7 October 2019 (Appendix A) outlines the basis of the prioritisation that was consulted on with forces and stakeholders between October and December 2019. The core conclusions of this exercise have been priority to pay proposals aimed at:
- Ensuring officers are in hard-to-fill roles and retained in those posts, particularly in critical work on investigations and associated with developing the next generation of officers as the uplift takes effect.
 - Retaining officers who might otherwise leave the service on retirement (in their later forties or early fifties) to provide critical skills and support an otherwise inexperienced frontline.
 - Using pay in a targeted way to attract and recruit candidates who have specific skills, knowledge and experience that the service needs.
 - Addressing those who leave mid-service, most immediately with work around maternity, paternity and adoption.
 - Subject to Council's support, early implementation of a 'brake' on pay progression linked to unsatisfactory performance.
- 2.21. In proposing this prioritisation for 2020/21, NPCC has not therefore brought forward in 2020 recommendations in relation to amendments to the constable pay scale, and specifically to constable progression points (see Section 3). Forces told us⁶ that they recognise that CPD and PDR processes are not sufficiently mature to be a vehicle for pay decisions and are concerned by the likely bureaucratic impact. The NPCC strongly favour ensuring the efforts of front-line supervisors and organisational 'bandwidth' in HR and Training are focused on recruiting and developing the significant numbers of new officers entering the service.

⁶ Appendix B Blueprint 2.1 Survey NPCC (published)

- 2.22. NPCC agreed that the resulting package of measures represented a balance between scope, cost and pace of delivery and reflects the progress that has already been made as well as that which is planned over the next 2 years. Feedback received to date from forces on the proposed package has been largely supportive of the detail and is reflected within Appendix B.

3. PAY FRAMEWORK AND REFORMS

Introduction

- 3.1. Throughout 2019 the NRT has been working with the NPCC and stakeholders shaping a reform package which is fair, flexible and deliverable. It should help to: attract the right numbers to policing; support the retention of experienced officers and their skills; and ensure that policing has the right people in key roles to deliver on service-wide goals around crime and confidence.
- 3.2. Work culminated in the autumn of 2019 with the NPCC-led consultation exercise which has resulted in the NPCC agreeing a number of initiatives:
 - Benchmarking and P factor - removing the first pay point of the sergeant's pay scale and agreeing revised descriptors and an additional valuation for the P Factor.
 - Targeted variable pay - broadening and extending the current determinations.
 - Pay progression and transition - proposals were costed, but only limited recommendations are made this year relating to progression.
- 3.3. In addition a proposal for the annual uplift to officer pay was agreed. This is set out in Section 4.
- 3.4. A blueprint of the proposals was shared with all forces which were then invited to comment through various groups and a survey. The intention of the proposals is to assess to the extent which they meet the revised design principles⁷ which are set out below:

1	link progression to competence and productivity	Fair
2	establish a robust and transparent mechanism for determining police pay	
3	help to promote wider equality and remove gender and ethnicity pay gaps	
4	allow forces flexibility to target pay for improved operational outcomes	Flexible
5	allow the best officers an opportunity to progress through the pay scale more quickly	
6	create an adaptable and agile pay and reward mechanism within a regulatory framework	
7	can be delivered with minimum operational impact	Deliverable
8	ensure that transition and total life costings are clear and affordable to forces	

- 3.5. As explained the NPCC believes that the recommendations represent a proportionate balance between ambition, cost and pace of delivery. They will support the effective delivery of the Uplift Programme and set a solid foundation for work with forces and staff associations in future years. This is supported by feedback from forces: 87% thought that the balance was right between ambition and pace of change; 85% thought that the measures would attract the right numbers to policing; and 92% that the measures would help to ensure that the service had people in key roles to deliver the service-wide goals around crime and confidence⁸.

⁷ Agreed at the July CCC

⁸ Appendix B Blueprint Survey (NPCC published)

- 3.6. In addition, throughout the year a number of policy changes were agreed by the NPCC, reflecting a shift in consensus or to complement pay reform. These key policy decisions, and the associated proposals, are summarised in the body of our submission (mainly in section 5).

Strategic context for reform

- 3.7. The NRT have been working to prioritise and sequence the impact and direction of pay reform to support the strategic imperatives that have settled in 2019; most clearly (but not exclusively) increasing police numbers in the Uplift Programme.
- 3.8. Pay is one of a number of levers which underpins strong policing performance and addresses operational priorities – helping to bring more criminals to justice, reduce crime, and increase community confidence. Police pay (officers and staff) represents nearly 80% of police budgets, and decisions affecting this spend are, therefore, some of the most significant and strategically important ones employers face.
- 3.9. It should be viewed as just one part of an eco-system that: attracts and retains talent; motivates people to strive to achieve more and continuously improve; enables strong employee engagement; and identifies those who fall below standard. To be truly effective, these should work together to encourage positive and sustained behavioural change. Impact is rarely achieved where pay levers are viewed as punitive measures, or which rely on ‘point in time’ assessments.
- 3.10. Levers which rely on mature and deliberative line management judgements can only thrive where this works with the chosen culture – not against it. In a policing context, pay strategy and pay mechanisms need to respect and work with a strong team-based culture where the supervisor (sergeant) is part team member, part coach and mentor, part leader and part line manager. Above all else, at a time of acute demand on front line teams, with the service needing to grow rapidly, and with a pressing need to achieve better outcomes for victims and better public safety across the country, pay reform must aim to contribute to improved morale (or at the least avoid any demotivation) and aid retention of experience.
- 3.11. A number of building blocks for sustainable and impactful reform are already in place or under development and our proposals seek to reinforce and strengthen arrangements by:
- Adopting a pragmatic process that ensures pay progression is not automatic, and poor performers do not progress up the pay spine.
 - Providing more flexibility in setting starting pay, to enable them to reflect market conditions.
 - Introducing stronger and more robust mechanisms to ensure competency at the critical end of the probation stage will be delivered through the PEQF reforms and End Point Assessment which have created a more rigorous and independent process for assessing competence than ever before.
 - Moving away from a one-size-fits-all approach to pay, with the initial targeted variable payments policy allowing forces to use pay as a lever to tackle workforce challenges (such as hard to fill roles).
- 3.12. Whilst these building blocks for reform are necessary, they do not go far enough, and the service agreed a range of further, targeted reforms and measures to address issues which would otherwise adversely impact performance, or not maximise the benefits of the Uplift Programme. These include:
- Pay interventions that can aid retention at the point of retirement, as a lever to retain skills and experience at a time of workforce growth. These reforms are very pressing.
 - Ensuring that promotion is sufficiently incentivised, so that there is a strong leadership cadre to drive performance through the increased workforce.
 - Additional pay incentives early in service, to attract experienced candidates in to a policing career on the basis of specific skills and knowledge/job readiness.
 - Targeted interventions to address mid-career unplanned leavers (particularly where there is a disproportionate impact on under-represented groups). The most immediate issue here is to improve

maternity and paternity provision. The MPS, for instance, note that three women leave mid-service for every two men.

- Embedding and extending the concept of targeted variable payment to aid organisational design and capability – focusing most on attraction and retention in hard to fill roles as well as being able to pay for specific skills or capabilities.
- The need for continuing organisational challenge to ensure that pay mechanisms support and enhance equality and inclusion, and that additional bureaucracy is not introduced in pay decisions where there is no proven link to enhanced operational performance.

3.13. Taken together, the NPCC proposals represent a substantial package of reforms that will take a number of years to embed. However, if implemented well, they will provide a substantially more modern pay framework for policing, and one that is better aligned to the specific challenges the service faces. The proposed reforms support the performance agenda and will underpin delivery of the Uplift Programme by:

- Helping the service to be an attractive employer to achieve the substantial workforce growth needed over the next three years.
- Improving operational performance – retaining experience (mid-career and pre-retirement) and ensuring we can encourage people into hard-to-fill roles.
- Enhancing quality (to achieve better outcomes) – requiring a stronger focus on CPD.
- Strengthening our approach to diversity and inclusion - building a more representative workforce.

3.14. The benchmarking work undertaken to date shows that the top of the constable pay scale (when adjusted for the P factor) is broadly aligned to the market. While this is not the case for a number of other ranks, the top of the constable pay scale can (and should) now be seen as a fair ‘rate for the job’, and there is no suggestion that pay reform is needed as a driver to reduce police pay⁹.

3.15. To be attractive in the market (particularly in attracting recruits with relevant experience in other sectors) a long pay spine before reaching ‘rate for the job’ is counter-productive. However, work which would increase the speed of progression is unaffordable without additional dedicated funding.

3.16. More widely, a much greater effort is needed across the police workforce agenda to encourage and embed CPD, and improve training and development more generally. Success here is likely to have the biggest and most sustained impact on improving performance (both efficiency and effectiveness). This is a wider leadership and professional challenge for policing, and there will be problems in trying to effect this change of culture solely through a pay lever. Specifically, set piece assessments such as a gateway to pay progression are very unlikely on their own to achieve positive change, and could only be successful as part of a more mature management and performance culture (and a stronger evidence-base about impact in policing). Without this, such assessments could be bureaucratic and costly, and could work against the strengths of an operational team culture and the nature of supervision this requires.

3.17. There is a strong reform narrative here, and a substantial programme of work to implement and embed across the service. The NPCC firmly believes it is vital that reforms demonstrably align to the operational and workforce needs of the service, and are designed to enhance performance and value for money through existing systems and culture (and with a firm evidence base relevant to policing).

3.18. The significant reform agenda set out here will positively support the Uplift Programme and contribute directly to stronger performance, aligned to on-going (and potentially even more impact) work across the

⁹ Last year we identified that, as far as spending power goes, an officer on top of their pay band is more than £8,572 p.a. worse off now compared with 8 years ago. However salaries across England and Wales also declined on a relative basis. The Korn Ferry benchmarking report shows the current relative positioning (Appendix F).

wider workforce portfolio to embed CPD and stronger L&D mechanisms. Additional investment will be necessary to fully reform the pay scales to reduce the length of service to reach scale maximum.

Benchmarking and P Factor

- 3.19. The benchmarking work by Korn Ferry for all officer ranks has now concluded. This has compared the pay of police officers with pay practice for comparable roles in other sectors and organisations. Korn Ferry has produced two reports, Appendix F on the federated ranks and Appendix G on chief officers. In addition, they updated data on the superintending ranks. Both reports provide an independent view of the ranks, and how they should be viewed in terms of remuneration based on a current understanding of the roles.
- 3.20. These reports will be used to design a further work programme for each of the ranks, with the constable rank work aligned to the work at the College on PDR and ECR (see Section 5) and taking into account feedback from the Blueprint 2.1 Survey (Appendix B) and proposals agreed at the January CCC. At this stage the federated and superintendent ranks programme has yet to be discussed amongst stakeholders. Some early discussions have started with regard to the Chief Constable rank concerning establishment of a working group being set up to consider the findings of the benchmarking in more detail.
- 3.21. The benchmarking exercise used job evaluation as a measure to compare jobs of similar size elsewhere and looked at other professional career paths. It examined not just salary but also the total value of the package, including pensions, allowances and benefits.
- 3.22. The findings should be considered alongside the P Factor which recognises a broader range of descriptors that are unique to policing. These develop the X Factor proposals put forward following the Winsor Review, which were valued at 8% of base pay and capped at the maximum of the constable pay scale (pay point 7).
- 3.23. The NPCC agreed that these elements did not in themselves give a definitive answer on how much to pay, and need to be set alongside attraction and retention data, as well as being affordable within forces' financial resources. They would however, provide a way of testing the current system and potential changes, both now and in the future and recognised that the NPCC submission to the PRRB would be significantly less credible without being set in the context of the overall pay and labour markets. The work will develop in future years, working with forces and staff associations to build a more mature picture. The staff associations have been keen to assist with developing this work and, as explained below, this will continue in 2020.
- 3.24. It should be noted that, when considering the competitiveness, or otherwise, of police pay in relation to market data, the notional value of the P Factor is removed for comparison purposes. This element is a premium to compensate for the unique aspects of the job and should be discounted when looking at the salary for comparable roles.
- 3.25. The Blueprint 2.1 survey of forces (Appendix B) showed that forces were overwhelmingly positive about the benchmarking and P Factor proposals (Appendices F, G and I respectively). 71% indicated that they were content with the benchmarking work while, of the remainder, comments underscored the need to link to the P Factor work, and also to consider overall affordability. 81% of forces supported the work on P Factor and comments highlighted the importance of not linking P Factor to pay reduction (as had been the case for X Factor). The staff associations were supportive in principle of the benchmarking work, and were keen to work on future iterations of the model. The PFEW's Pay & Morale survey¹⁰ indicated that 83% of respondents did not feel that they were fairly paid considering the hazards they faced within their

¹⁰ <https://www.polfed.org/westmids/news/2019/pay-and-morale-have-your-say/>

job and 91% did not feel fairly paid considering the stresses and strains of their job, an increase on the previous year. There was general acceptance of the need for a broader set of descriptors to recognise the unique nature of policing, acknowledging that financial compensation is not in isolation an appropriate response to increased workplace stress.

- 3.26. Current valuation of the X Factor is 8%, incorporated into base pay, reflecting a narrower definition of unique policing descriptors. The NPCC have agreed an updated definition of the descriptors in respect of the agreed P Factors, and have been considering an appropriate uplift in the valuation to take account of the revisions made and, the additional pressures that officers now face.
- 3.27. The next stage was to consider the notional value that the P Factor should represent as a percentage of base pay. This was done in the context of the policy proposals articulated in our 2019 submission and summarised below:
- To re-brand as the P Factor and re-define it with more detailed and accurate descriptors.
 - To readily identify and highlight the P Factor component within base pay and to separate it out for the purposes of pay benchmarking.
 - To attribute a monetary value to the entire set of components that constitute the P Factor – not merely those associated with danger and deployability.
 - Pay to all who hold the Office of Constable. As a consequence, it would not be removed from those unable to perform front-line duties.
 - To build in a regular review process that refreshes the descriptors, as appropriate, and attributes a monetary value to the P Factor.
- 3.28. The experience of the military, which has been evolving its X Factor model for many years now, was also taken into account as part of the valuation process. In the case of the military, it started with an initial (and subjective) valuation and now sits at 14.5% of base pay.
- 3.29. It was clear from our research and past practice that there is no hard science on which to base a valuation of the P Factor. There is however a substantive argument to increase its value in recognition of the operating environment police officers are now facing. The NPCC considers that a notional value of 12% is now an appropriate figure to place on the P Factor and the rationale for this is set out in the detailed report at Appendix I.
- 3.30. NPCC will then look to introduce a mechanism to periodically review the descriptors and their value within pay. In the case of the military this is done every 5 years and our intention would be to mirror this process.
- 3.31. It is also important to note that any communications around this valuation should note that this represents a break with the X Factor, which was seen in negative terms by much of the service, and is the service's response to putting officer pay on a demonstrably fairer platform.
- 3.32. **The NPCC's recommendation is therefore for a 12% valuation of the P Factor**, retaining the existing policy of capping at the scale maximum of constable rank. This equates to a valuation of £4,815 (based on current constable top pay point at 2019/20 rates), and would be paid to all officers. The report detailing our reasoning is set out at Appendix I.
- 3.33. The moves to make the component elements of base pay more transparent is beneficial in equality terms. The proposal to retain the policy of capping the P Factor at the scale maximum of constable rank is deliberate. It does not distinguish between the nature and extent of factors which impact upon officers at different ranks. When incorporated with the results of the benchmarking work, this allows for an assessment of differing ranks and identification of any outliers.

Benchmarking of federated ranks

- 3.34. The Korn Ferry data (Appendix F) examines the basic pay rate for federated ranks against other sectors, the constable pay range compared to specific other professions, and overall earnings for a selection of frontline public service jobs. They comment that, because of the history behind the pay system for police officers, it does not have the coherent structure and shape one would expect to see in a more forward-facing policy. To illustrate this, they looked at:
- The number of pay points in each rank, up to Assistant Chief Constable.
 - The width of each pay range, i.e. the percentage by which the top exceeds the bottom.
 - The gap between the top of this pay range and the bottom for the next rank up, i.e. the percentage by which the higher figure exceeds the lower one. This indicates the minimum reward for promotion.
 - The competitiveness of the average job in rank and the top point in the pay range against the median of the July 2019 public sector market in the Korn Ferry remuneration database.
- 3.35. Korn Ferry note that it can be seen that:
- The number and value of pay increments varies between ranks.
 - The range width is inconsistent.
 - There is no clear approach to pay on promotion. For comparison, some organisations have overlapping pay ranges but also rules about reflecting a promotion with a 5% or 10% uplift. Some public services have non-overlapping ranges but some underlying principles behind their construction, so the salary increases on promotion have a measure of consistency. In policing, a promotion could mean an uplift of 2% or 16%, depending on the ranks involved.
 - The relationship between the top of scale pay point and the public sector pay market is also uneven. It is not surprising to see constable as the most competitive pay by this measure, if the aim is to encourage and motivate officers at the front line. It is also expected that there would be some bumps in the pay structure to reflect other changes - such as the disappearance of overtime at inspector level, which might be one of the reasons for the pay gap between sergeant to inspector. However, they note it would be difficult to say that the figures told a coherent story.

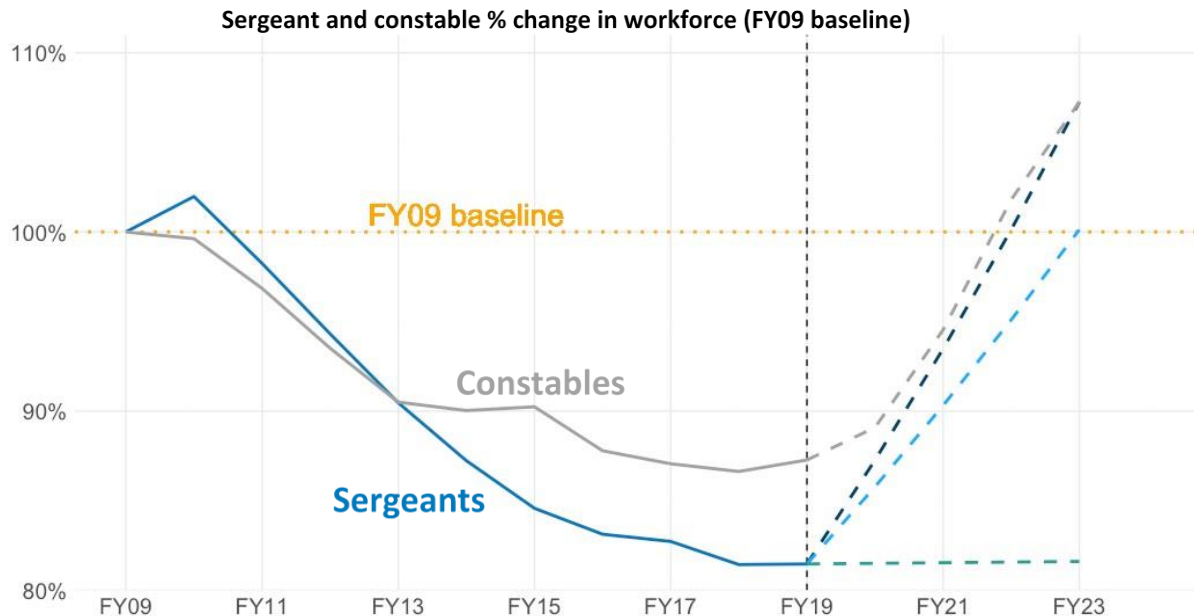
Rank	No. of Pay Points	Range width%	Gap to Next Rank	Top Point relative to Median
Constable	8	92%	3%	124%
Sergeant	4	12%	14%	113% (a)
Inspector	4	8%	2%	117%
Chief Inspector	3	4%	16%	105%
Superintendent	4	18%	5%	111% (b)
Chief Superintendent	3	5%	15%	97%
ACC	3	13%	3%+	103%
(a) Based on average sized role. A bigger role in the group would be 105%				
(b) This is an average role in the rank. A bigger role would be 101%				

- 3.36. These comments reflect the overall need to reform the current framework for all ranks. It is our intention to consider this in detail in 2020 with stakeholders and agree how to progress.

Sergeant Starting Pay

- 3.37. The benchmarking data highlights an imbalance at the start of the sergeants' pay scale, where there is very little differentiation between the scale maximum for constables and the first pay point for sergeants. (Currently, most constables have had at least six years' experience before promotion to sergeant so the differentiation is important.)

- 3.38. 73% of forces indicated that they had found it difficult to recruit sergeants in the previous year¹¹ (both through insufficient applications (36%) or the required standards not being met (46%)). Work done by the Cabinet Office for the Uplift Programme indicates that, if current supervision ratios are to be maintained, the service will require an additional 2,000 sergeants per year (through promotion or retention) to maintain supervision ratios, illustrated in the table below. This presents a strategic risk to the effective implementation of the Uplift Programme, and mitigation of the risk is not purely financial. Nevertheless, this measure will help to address the issue¹².



- 3.39. **The NPCC agreed that first pay point of the sergeant scale is therefore removed.** The uplift per newly appointed or sergeant currently on pay point 1 would be in the order of £1,395 (2019/20 pay scales), making the difference between the top pay point of the constable and sergeant second pay point £2,766. The Home Office estimate the total increase in the pay bill (including National Insurance) to be just over £3m for 2020/21 (based on about 1,500 sergeants on pay point 1). This removal would also be in line with a longer-term desire to simplify the pay scales.
- 3.40. This recommendation provides early evidence for the staff associations and forces of how the benchmarking and P Factor work will be used to provide a fairer and more transparent pay system across the ranks, and help to address service-critical issues. The NRT are conducting an Equality Impact Assessment (EIA) on this recommendation, recognising that the current imbalance in representation at this rank could therefore have a discriminatory effect, at least initially.

Constable Starting Pay

- 3.41. A review of constable pay was continued during 2019 to align it with the implementation of PEQF with the intention to make a recommendation to the PRRB in this submission on the pay scales for the new entry routes and reposition the pay points scale as part of a new framework. This initiative was not concluded as forces are not yet in a position to support the changes associated with proposals for new pay scales.
- 3.42. The reformed structure has already been endorsed by Chiefs. The main features are:
- There will be three stages of progression: probationer; foundation and established.

¹¹ Appendix B Blueprint 2.1 Survey NPCC (published)

¹² PMIU Retaining and deploying 'experience' in key roles during the police uplift December 2019 (unpublished)

- There will be pay bands established for probationer and foundation stages; and a scale maximum for the established stage.
 - Progression between stages will be through two gateways. These are more rigorous competence assessments (Full Operational Competence and Established Constable Status).
 - Within the pay band, progression will be based on competence through PDR, until an officer can pass the gateway point. Unsatisfactory performance will result in progression being withheld.
 - The number of pay points within each pay band will be minimised.
 - The salaries attached to pay points will be smoothed.
 - Forces will retain flexibility in setting pay points at probationer level, reflecting local market conditions.
 - There will be nationally agreed pay points within the Foundation pay band, and a nationally agreed scale maximum.
- 3.43. Therefore the current pay point scales will continue at present. Given the size of the Uplift Programme there is also not sufficient local resource to implement these changes in the short term. Forces are using all the entry routes at this time to facilitate entry of the new officers (see Appendix D), the majority of officers currently entering through the IPLDP route.
- 3.44. As recruitment is key to forces at this time the NPCC is keen to ensure that forces have a starting structure that meets their needs. There is some limited flex in the starting pay (between pay points 0 and 1) for all entry routes to allow for local recruitment pressures. The Annual survey shows that forces are using the breadth of the current salary bands for new entrants.
- 3.45. **There was very strong support from forces (90%) to retain the flexibility to set starting pay levels for constables and extend this further. NPCC agreed this recommendation.** There was some concern that, without at least a regional approach, this could lead to an inflationary pay market, which could become more intense as the Uplift Programme gathered pace. The Uplift Programme is monitoring this through the attraction and recruitment work-streams.
- 3.46. Additionally, 74% of forces wished to be able to consider local variations in starting pay for probationers to take account of knowledge, skills and experience. The intention is that pay points for constables would align at Foundation (post-probation) level. Forces considered that it would permit them to attract talent from other sectors, and at differing career points, who might otherwise not consider policing as a career, or be able to afford to switch careers. This will be particularly important to deliver the 20,000 uplift of officers where, in certain areas, there are particular employment pressures from other related sectors. It could also help to broaden diversity among applicants. Overall forces should have these flexibilities to address local market conditions.
- 3.47. Therefore it is proposed that forces will also have flexibility in relation to the incremental progression of PEQF recruits. Incremental progression will take place annually, as currently, but the increase will be set by the Force and commensurate with starting pay. The only caveat is that pay during this phase must not exceed current constable pay point 3 (the last probationer pay point). This proposed policy will be initiated but the current progression arrangements policy will remain until the IPLDP entry route is removed.

Superintendent base pay

- 3.48. Initial benchmarking of the superintendents took place last year, instigated by the PSA. As part of the Korn Ferry benchmarking work in 2019 the superintending pay points have been reviewed. There is an identified shortfall in base pay at chief superintendent, but there is not currently a serious issue with either recruitment or retention, and the inclusion of pension as a benefit helps to mitigate this shortfall. This year, a number of measures have been approved or are being resolved (interim on call allowance,

mileage to work, and Working Time Directive), and there is now a recommendation on targeted variable pay (see below), which can be applied to the superintending ranks.

Chief Officer Rank Benchmarking

- 3.49. There were a number of items that the NPCC considered in respect of the recruitment and retention of the chief officer rank during 2019:
- Benchmarking. The NPCC, in collaboration with APCC and CPOSA, commissioned Korn Ferry to review the current base pay, total cash and total remuneration arrangements for ACCs, DCCs and CCs. The Korn Ferry report examines current pay arrangements and practices and compares remuneration with the general market, the public sector and specific parts of it. It is attached at Appendix G, and we comment below on its findings. This work continues and we propose a final programme of work in 2020 to determine an appropriate remuneration structure.
 - DCC contracts. The NPCC debated whether the fixed term contracts offered to DCCs impeded recruitment and, therefore, continue to be appropriate.
 - Pension issues. This issue was highlighted by the PRRB in their 2019 report and continues to be an issue affecting chief officers. We comment on progress to highlight the issue (which has also been raised by PAB) and report officers' views.
 - The NRT conducted a pay and morale survey for the third year running. The survey report is appended as Appendix H, which highlights current concerns and tracks longitudinal changes.
- 3.50. In 2011, 2014 and 2015, Korn Ferry conducted reward comparisons of the ACC, DCC and CC roles with jobs of similar size in the private and public sectors. As detailed in last year's submission, Korn Ferry carried a more extensive analysis for 2019 as part of the NRT programme of work. This provided a comprehensive and updated understanding of how the roles have changed, making observations on the relevant issues. Their findings are consistent with the points raised in last year's submission:
- Simplify the structure for CCs and DCCs from the current twelve levels (plus London) to perhaps four. A suggested clustering is included within the report for benchmarking purposes, and their proposal is to create a more analytical process to determine which force is assigned to each level. Once agreed and implemented these levels would need to be monitored to ensure that they remain appropriate.
 - To adjust rates as seems appropriate and, particularly to ensure relativities between ranks and roles are designed to help with talent and succession planning.
 - To consider the variation in local agreements for CCs and DCCs and put in place data and advice to inform future use of flexibility.

Chief Officer benchmarking report

- 3.51. In summary the report notes:
- Chief Officer salaries and total remuneration are well below the middle of the (mainly private sector) general market.
 - Locally negotiated additions have added significantly to packages for CCs and to a lesser extent DCCs, but some have gained more than others. Korn Ferry carried out a desk exercise analysing the current packages being paid. This showed that the majority of CCs are paid more in base salary than the standard national rate plus a variety of benefits-in-kind. The NPCC believes these differentials need to be better understood and made more transparent. Further work is to be carried to clarify the differences and to ensure that the guidelines that PCCs currently work within remain appropriate.
 - In all comparisons, ACCs in the core role are relatively the best paid chief officers.
 - The top of range salary for most ACCs is above the public sector median and total remuneration is higher again. The national rates for more senior ranks sit lower in the public sector market although personal arrangements agreed locally have brought some of them to a more competitive level.

- Compared to the public sector, the top of the ACC range is 102% of the base salary median; DCCs are 74-89% of median; and CCs are 75-90% of median. These figures are slightly lower than in previous years.
- CCs salaries are broadly alongside the pay of chief executives of local councils whose jobs are of comparable size. That picture breaks down at DCC level, where some local authorities pay more. The biggest differences are in the South and the South East, as there are regional differences in council pay.
- The NHS typically pays better at all chief officer levels. The gap is marked at CC equivalent level, where large and multicounty police officers earn around £170,000, where an NHS chief executive would be on £220,000. The biggest forces outside the MPS pay £194,957; the NHS equivalent would be £240,000 or more.
- In principle, the pension makes total remuneration more competitive in the public sector than a comparison based on salary alone. In practice, the impact of pension tax rules narrows the difference and makes generic comparisons hard to apply.

3.52. The Korn Ferry market median figures are stated below. At this stage the figures do not take into account of any P Factor reduction, as this work was carried prior to the discussions at CCC in January 2020.

Role and size	Base salary		Total Remuneration	
	Public sector	All Organisations	Public sector	All Organisations
Core ACC role	102%	86%	111%	64%
Larger ACC role	86%	69%	95%	46%
Smaller DCC role	94%	76%	103%	55%
Mid-sized DCC role	84%	68%	93%	46%
Substantial DCC role	84%	68%	93%	45%
Major DCC role	79%	64%	NA	41%
Smaller CC role	86%	62%	97%	42%
Mid-sized CC role	75%	62%	NA	40%
Substantial CC role	75%	62%	NA	39%
Major CC role	NA	62%	NA	36%

Next Steps

3.53. The NPCC, APCC and CPOSA now have an evidence base to start to consider a future methodology. The intention is to set up a joint working party in March 2020. We also intend to involve the PSA as the consideration of superintending ranks will help to ensure an appropriate attraction and promotion process. Following the PCC May elections this group will then:

- Develop a costed new base pay structure taking into account the issues raised by the Korn Ferry report and in this year's submissions, with a view to taking forward the relevant items for agreement with each relevant organisation as appropriate. The NRT will survey and check the current remuneration of chief officers to clarify for inconsistencies and best practice. This will include a survey of current benefits-in-kind.
- A new consistent salary structure for CCs and DCCs will be recommended taking into account defined criteria related to the size and nature of each force. The working party will apply the same principles that are being applied to the new reward framework. An implementation timetable will be proposed. The salaries for ACC will be reviewed alongside the new structure and amended accordingly, also taking into account the superintending rank.
- The guidelines to determine CC and DCC remuneration packages will be reviewed to allow for updating and clarifying appropriate items, specifically with regard to benefits-in-kind to ensure transparency.

3.54. In addition there will be a further discussion about the continued use of fixed term contracts for DCCs. The NPCC debated whether to continue fixed contracts for DCCs but there was not sufficient consensus to support their replacement. Although Chiefs did not agree the change, there is continued concern from CPOSA for their removal. The following are a summary of issues to consider:

- There is evidence to suggest that FTAs for DCCs have a negative influence on some officers’ career choices.
- The 2015 Pension Scheme has extended the careers of police officers and this is likely to further impact on career choices of individuals.
- There are concerns about the numbers of applicants to chief officer positions.
- There is no current evidence of DCCs being in roles for extended periods or having performance management issues.

Targeted Variable Pay

3.55. Variable pay options formed part of the original design of a new reward framework. This aspect of the pay reform work has been reviewed and Chiefs have now agreed that the current determinations should be expanded. Some of the proposed changes will specifically facilitate the Retention workstream.

3.56. One of the roles which has been identified as vital to the Uplift Programme is tutor constables. It is these type of roles who forces might consider when making a targeted variable payment. The graph below¹³ shows the numbers of forecast officers with less than 5 years service (solid blue line as 2019 percentage, dotted blue line as 2023 percentage). All new recruits will need to be allocated a tutor constable.



¹³ PMIU: Retaining and deploying ‘experience’ in key roles during police uplift (internal document)

- 3.57. In January 2020 NPCC recommended and agreed new targeted variable pay arrangements** these allow discretion for:
- A force-wide recognition payment to be made (as per the current Regulation 34 bonus payment provision but with broader application).
 - Financial incentive to assist with: recruitment of officers into 'hard-to-fill' roles; retention of officers in demanding roles; and skills that are in short supply - by virtue of role and/or location.
 - Financial payment aimed at deferring an officer's decision to resign or potentially retire (although proposals around full-service pension changes may be more appropriate for the latter).
 - The ability to recognise unusually demanding superintending roles (which could be expanded to include ACC/Commander).
- 3.58.** The ability for a Chief Officer to post an officer anywhere within the force boundary for policing purposes remains unchanged. Such a posting amounts to a lawful order but it is recognised that, with a modern workforce and growing levels of role specialisation, mandated postings are sometimes neither possible nor desirable.

Use of temporary targeted pay arrangements

- 3.59.** The PRRB had previously noted that take up on variable pay flexibilities and use of the temporary targeted pay arrangements had been slow¹⁴. The Blueprint 2.1 survey results (Appendix B) reflected strong support from forces for enhancing the proposals for targeted variable pay. Forces indicated that they would use them to: address skills shortages; assist recruitment into hard-to-fill roles (including geographically hard to fill); and allow forces to address roles that were critical to retain.
- 3.60.** 95% of forces reported that they had experienced difficulties in recruiting and retaining particular roles: detectives (78%) and tutor constables (54%) were the most cited; and there was also widespread mention of firearms and public protection roles, as well as officers with a digital skill set and custody officers. The nature of the work was the most cited reason (57%) for being unable to fulfil vacancies.
- 3.61.** This mirrors the findings from the PFEW's Pay and Morale survey. Respondents were also asked to indicate whether they would like to undertake each of these roles now, in future, or never. A majority of respondents said that they would never want to do a firearms, custody, public protection (including child sexual exploitation and domestic violence) or detective role, indicating that forces will continue to struggle to attract sufficient numbers to key operational roles.
- 3.62.** The Uplift Programme will bring these issues into much sharper focus, and will place an additional premium on the attraction and retention of key roles, where targeted variable pay is seen as being an increasingly valuable tool. By the end of the three-year period, nearly a third will have less than 3 years' service, and by 2025 44% of officers will have less than 5 years' experience.¹⁵
- 3.63.** The proposals, set out at 3.57 above, would standardise the conditions under which targeted variable pay could be made. Forces recognise this as an improvement on current arrangements, and also recognise that there have been previous less successful attempts at introducing variable pay. The temporary determinations (due to expire in September 2020) do not entirely meet the needs of some forces; there is widespread use of Regulation 34 (bonus payments) to address a range of movement and retention issues relating to certain roles and/or locations. The appropriateness of Regulation 34 to make such payments is regularly questioned, and the variable pay proposals seek to bring greater legitimacy and consistency to what is already taking place. Regulation 34 is currently used by forces to reward roles

¹⁴ The process introducing new initiatives or reforms is considerably slower than in other sectors, the main reason being the need to draft, consult on and approve the relevant determinations. As forces are not able to accurately anticipate changes, even when they have supported the initiative, many will have to look for alternative solutions.

¹⁵ PMIU: Retaining and deploying 'experience' in key roles during police uplift (internal document)

which are hard-to-fill and/or critical to retain: firearms officers (39%); detectives (27%) and tutor constables (32%) are the most frequent, although other roles such as domestic abuse officers and public protection officers are also incentivised.

- 3.64. The staff associations were encouraged by the potential use of targeted variable pay at a significantly higher rate than under current arrangements, and are keen to work with the NRT to agree 'a proper systematic mechanism', which is fair and fulfils the Public Sector Equality Duty.
- 3.65. The NRT has prepared detailed draft proposals, which will be considered through the PCF, and then submitted to the Home Office for incorporation. The team has also sought legal advice on the validity of such payments, and the circumstances under which forces could make appropriate use of them, a summary of which will be shared with PCF members. This will help to ensure national consistency and equality in the way variable payments are considered by forces, although decisions on their usage would still be taken at force level.
- 3.66. The NRT is therefore preparing overarching EIA guidance for targeted variable pay which sets out good practice and checks and balances for forces to take into account when considering use of the tool (such as effective data gathering; access to training and development opportunities; and policy decisions). Individual forces would prepare their own local detailed EIA (assisted by the NRT), which will be based on individual circumstances within the force. The NRT would monitor take-up; which will be linked closely to the Uplift Programme.
- 3.67. The proposals on targeted variable pay, including the conditions necessary to assure effective use of the intervention, will be submitted to the Home Office for formal consultation in February 2020. The PRRB will be kept informed of progress.
- 3.68. Forces were split over the limit that could be paid per annum per officer. 41% thought that the current limit of £4,000 was sufficient; and the remainder thought that it should be increased or were undecided. Of those who favoured an increase, a small number of forces argued for a figure of £8-10,000. **NPCC agreed to raise the limit to £5,000, which would increase in future years in line with cost of living awards.**
- 3.69. Forces also indicated that they would be overwhelmingly more likely to use targeted variable pay if it was centrally funded (90%) over the next three years where targeted variable pay was considered central to achieving the Uplift Programme.
- 3.70. By its very nature, the implementation cost will vary from force to force. The overall cost to the service of paying a £2,500 targeted variable pay allowance to 30% of officers would be in the order of £100 million, and of paying £2,500 to 50% of officers (or £5,000 to 25% of officers) would be in the order of £155 million.

Pay progression and transition

- 3.71. The Blueprint consultation set out a plan to establish a robust and transparent mechanism for determining pay, based on productivity and competence, rather than time served. Over time, there will be fewer pay points, meaning faster progression through the pay scale, and there will be no progression if performance is not satisfactory.
- 3.72. Policing has, through recent reforms and policy changes led by the College laid solid foundations to achieve this aim. The PEQF entry routes are embedded in evidence-based professional practice. Recruits are supported throughout, through a mix of tutoring, ongoing monitoring and assessment of operational

competence, and other forms of professional support. Development of operational competence is evidenced via an Operational Competence Portfolio (OCP), providing evidence of achievement of Independent Patrol Status and Full Operational Competence, against modern, nationally-prescribed criteria. In the case of apprenticeship (PCDA) recruits, the OCP also forms part of the final apprenticeship assessment, known as End Point Assessment (EPA). This has created a more rigorous and independent process for assessing competence than ever before.

- 3.73. In order to implement effective competency based pay progression, forces should be able to demonstrate robust, meaningful and consistent PDR processes and be assured that the first line supervisors are capable and competent in their use of them. Results of the Blueprint 2.1 survey (Appendix B) and PDR survey (Appendix K) run by the NRT and College of Policing on the use of PDRs indicate that, despite progress, this is not yet the case: 73% of individuals and line managers were ‘somewhat’ bought into the PDR process. 32% of forces wanted the College of Policing to provide further best practice, and 10% wanted access to research and modelling. Forces’ positions are also likely to change: 27% of forces indicated that they were planning to change PDR processes, and 54% PDR systems.
- 3.74. So, it is clear from the evidence that forces are not yet in a position to fully adopt a robust pay progression model linked to the PDR and the situation for forces is further complicated by the Uplift Programme. Over the next three years, first line supervisors will need greater levels of support to meet the challenges of managing the surge in new recruits and will be placed under considerable stretch. The overriding focus for management effort in forces will, in the short to medium term remain on delivering the Uplift Programme.
- 3.75. The NPCC recognises that it is anomalous to permit pay progression to a poorly performing officer and has looked for a pragmatic way forward; one that could be adopted by forces relatively quickly, and start to be applied in a consistent fashion. Our proposal is to freeze pay progression if, at the time a pay increment is due, an officer is being dealt with formally under the unsatisfactory performance procedure. The pay freeze would cease on conclusion of the UPP process, although any lost pay would not be reinstated.
- 3.76. The position will be reviewed in 2021, when PEQF is further established, further progress has been made on PDRs and the Uplift Programme is securely in train.
- 3.77. **NPCC recommended and agreed that Regulation 24 (dealing with unsatisfactory performance) should be revised so that pay progression will not happen if an officer is on UPP.**
- 3.78. It is noteworthy that the current system of pay points was recognised by some forces as being primarily a cost control measure, rather than necessarily achieving greater productivity within rank. The main barrier to implementing a fully reformed simplified system would be the significant transition cost, since officers would need to be transitioned to the next pay point (an accepted design principle of the reform work). Affordability will remain an issue, and the service will need to explore funding options for implementation, since costs could be in the order of £1.1 billion over 6 years¹⁶. As a result forces were reluctant to minimise the number of pay points, at least in the short term; 80% favoured maintaining the same number of pay points at a constant level. NRT recommends that, for now, the current number of pay points remains (except sergeant pay point 1).
- 3.79. 36% of forces were in favour of smoothing the pay points (which are uneven as a result of previous reform) but this would introduce additional cost without benefit. The NRT would advise that this work takes place at the same time as rationalising the number of pay points.
- 3.80. **NPCC agreed that, for now, the current number of pay points remains (except sergeant pay point 1).**

¹⁶ Data provided by the Home Office (unpublished)

London weighting & geographic allowances

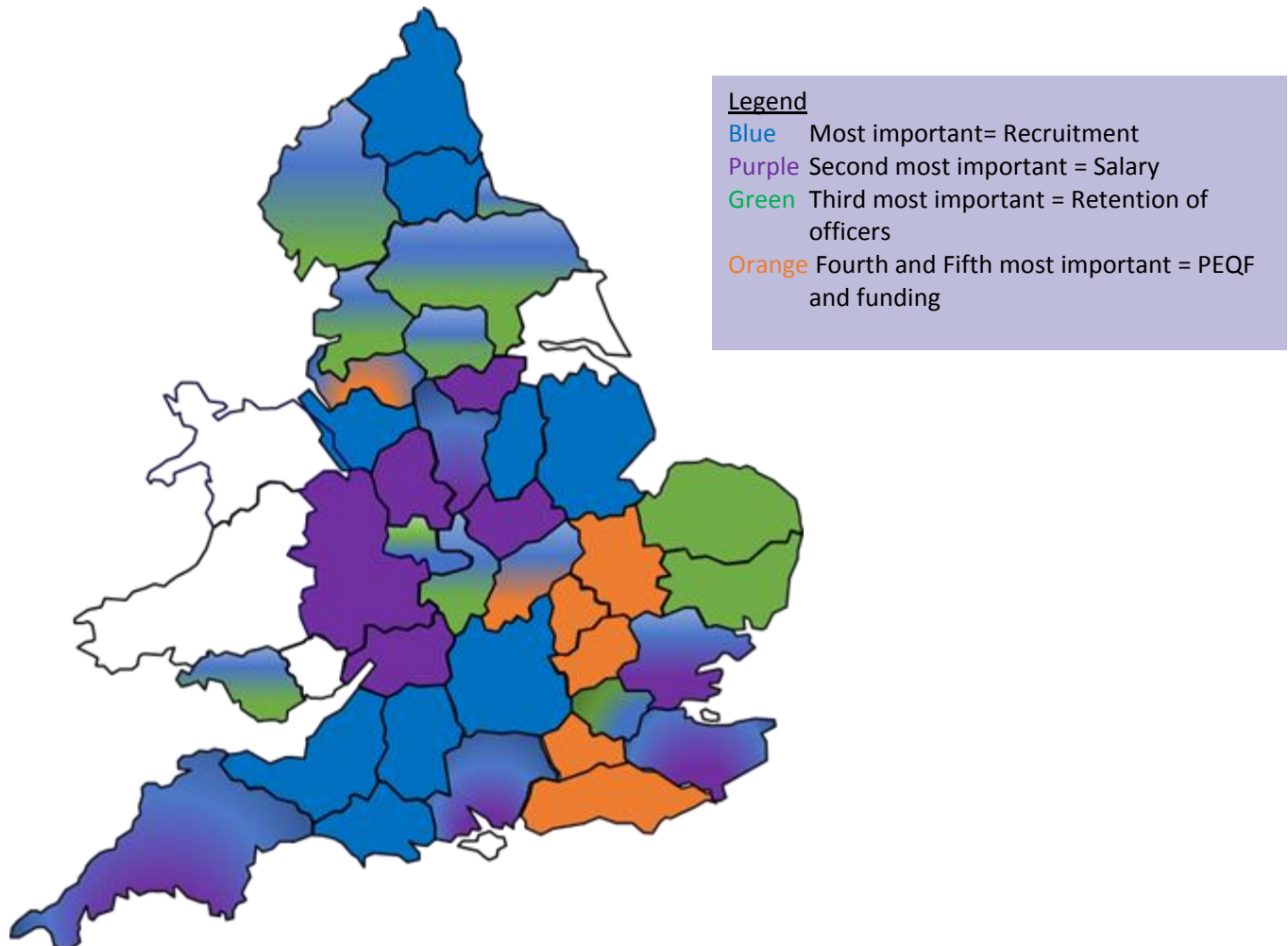
- 3.81. London weighting and other geographic allowances remain an important addition to the package for London and surrounding forces.
- 3.82. In terms of geographic allowances, we have previously suggested that there are only three groupings across other sectors – Inner London, Outer London (including adjacent areas in the South East) and the rest of the UK. This broadly matches the geographic allowances currently available in policing. PRRB has previously highlighted that geographic allowances could be reviewed in the context of regional pay decisions being explored in other sectors. This has not yet been pursued.
- 3.83. Last year MPS recommended to the PRRB that MPS be allowed to uplift the London allowance. The PRRB asked for further evidence. This has now been completed and the proposal revised. The Commissioner contacted all those forces who would be directly affected by the change and, who already have an allowance, and gained their consent to the proposal. On the basis of this approval, NPCC endorsed the MPS recommendation, subject to continuing ongoing engagement. **NPCC therefore agreed this recommendation to be put forward to PRRB.**
- 3.84. The MPS submission outlines three main allowances¹⁷ with a combined value of £6,843 p.a. which are paid, in addition to salary, to all MPS officers. London weighting is in compensation for higher living costs in London and the London allowances are to aid recruitment and retention. The latter serve the same purpose as south-east allowances in surrounding forces.
- 3.85. Under the simplified proposal, MPS are seeking monetary parity with their south-east neighbours, rather than looking to match their 2016 percentage uplift. This amounts to a proposed discretionary increase of up to £1,000. This would allow MPS to maintain the original differential. For administration purposes this would be added to London Allowance 2. **Therefore, NPCC recommend to PRRB that London 2 should be increased by £1,000 per annum.**

¹⁷ There is a fourth (London allowance 3 @ £1000 p.a.) but this is excluded from consideration as it is paid to compensate the small and diminishing number of pre-1994 officers in receipt of half-rate housing or transitional rent allowance. It will cease when these officers retire.

Annual force survey on recruitment and retention

3.86. The NPCC Annual Survey (Appendix D) was conducted in December 2019 and is designed to collect up to date information on workforce data and the use of pay levers e.g. the use of target variable pay. 39 forces completed the Annual Survey. Please note, as this survey does not contain all force data comparative numbers will not exactly correlate to Home Office data published in the ADR/Census. Key findings are:

- The major concerns of forces were listed as follows; recruitment (24 forces); salary e.g. pay and benefits remain sufficiently attractive (13 forces); retention of officers (11 forces) PEQF & funding (5 forces).

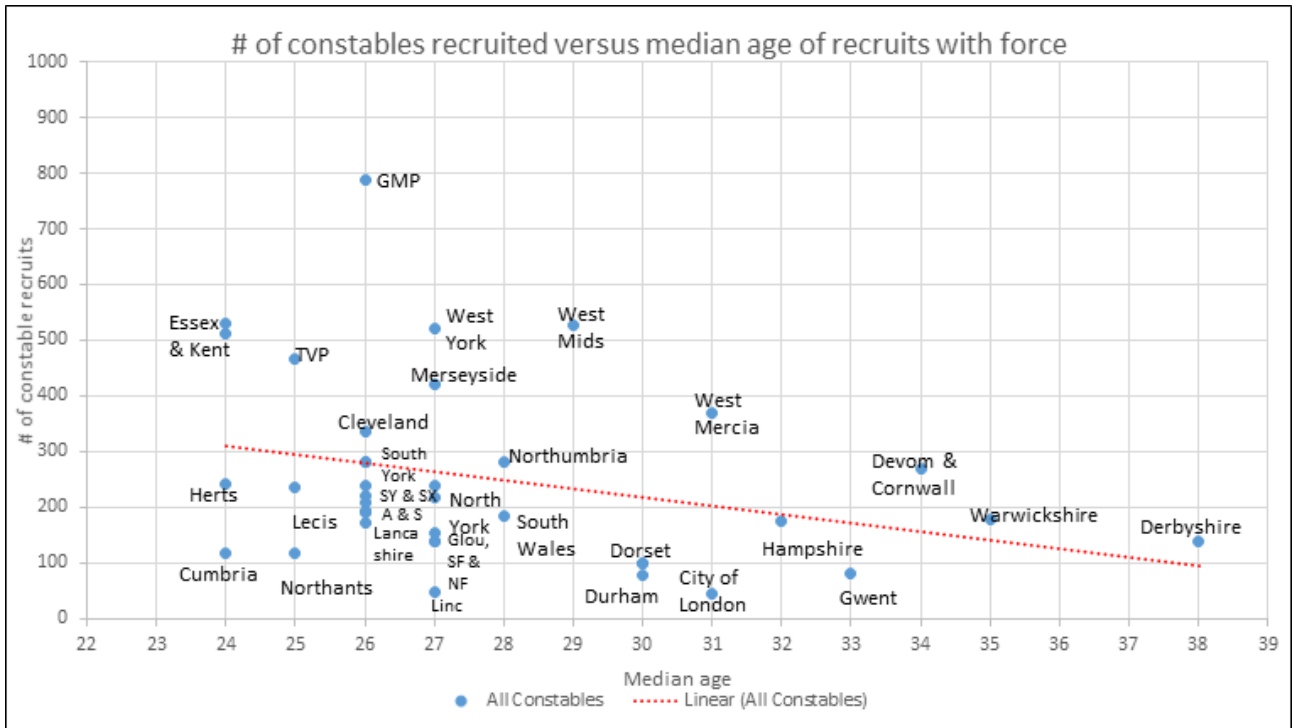


- As in the preceding year more officers were recruited nationally in the last year. However, forces were not able to fill all vacancies.
- To date forces have recruited 10,190 officers against a combined target 13,940. This is up on the 2018/2019 figures 8,383 against a target of 9,554.

This supports the NPCCs intention to introduce pay incentives to attract experienced and skilled candidates.

- Most forces recruiting IPLDP officers start them on pay point 1 (£24,177), 8 forces start at pay point 0 (£20,880) and 5 forces start choose to offer a salary between these 2 pay points.
- The median starting salary rate for DHEP is currently pay point 1 which is £24,177. However, forces are using their ability to pay an amount between pay point 0 (in this case £20,880) up to pay point 1. 4 forces pay at pay point 0 and 8 forces pay an amount between the 2 pay points.
- The median starting salary for PCDA officers is currently £21,500. We can see that forces are using the full range of flexibility to them as they can pay between PCDA pay point 0, which is £18,450 and pay point 1, which is £24,177.

- Most forces set starting salaries according to their ability to be able to recruit sufficient numbers.
This supports the NPCC's intention to provide flexibility in starting pay.
- The median age of new recruits based on median age per force is currently 27 (which is the same as last year). Please note, the MET median is 26 but is excluded due to graph scale.
This supports the intention of the NPCC to move away from a 'one size fits all' approach to pay and the NPCC's intention to provide flexibility in starting pay



- The questions on promotion show that a significantly higher number of officers qualified to Sergeant in the year 2019/2020 at 1,572, up 914 on the previous year. Although this was a significantly higher number it should be noted that the previous year was very low at 658. Operation uplift requires an enhanced number of officers to be qualified to the Sergeant rank.
- For 2020/2021 forces have forecast 3,555 promotions of which Sergeants are at 2,297.
This supports the NPCC's intention to ensure promotion is sufficiently incentivised.
- Out of the successful recruits who joined the service this year, 165 officers have now left. This is an increase, by 79 compared to last year.
- Some 1,003 officers transferred to another force in 2019/2020. However, the majority of forces have not captured the reasons for this transfer. Of the forces who did capture this information, the main reason was because of personal issues.
- A total of 2,883 left the service voluntarily prior to completing their full pensionable service in 2019/2020. Of these officer, 1,283 left with less than 5 years' service. For these officers there does not currently appear to be a noticeable trend based on role, rank, or reason.
- 2,527 retired in 2019/2020
This supports the NPCC's intention to provide pay interventions to aid the retention of key skills and experience and address mid-career levers
- 13 forces state that they are currently using targeted variable payments and an additional 3 forces anticipate using these in 2020/2021.

- Currently 10 forces make a targeted payment for hard to fill roles to federated ranks. The most common role stated is firearms, 5 forces. The level of payments varies between the maximum amount of £4,000 per annum to £150 per annum.
- 5 forces intend to make a payment to Superintending roles in this financial year and an additional force intend to make a payment in 2020/2021. The intention is to make these payments monthly, 3 of the forces anticipate making a total annual payment of £4,000.

This supports the NPCC's proposal to extend and embed the concept of Targeted Variable Payments to aid organisational design

- 30 forces currently conduct a workforce survey. Of these forces, 19 forces confirmed their workforce survey was conducted externally by Durham University.

3.87. Finally although this is the third year that we have conducted this survey we are aware that some data is dependent on force participation. Therefore we have also included CoP data at the end of the report, which gives a more complete picture of historic force data over the past 5 years. This includes the overview of total force numbers, gender, ethnicity, and categories of leavers. In future years, as part of the workforce data initiative, we will be working with CoP and other stakeholders to improve the quality of this data.

4. ANNUAL PAY UPLIFT 2020/21

Policing Funding Settlement 2020/21

- 4.1. The Home Office published the police funding settlement for 2020/21 in January 2020. This sets out the total amount of money to fund policing next year, including how much each individual Police and Crime Commissioner in England and Wales will receive. The Government is proposing a total settlement for the policing system of up to £15.2 billion in 2020/21, which is an increase of up to £1,121 million compared to 2019/20. This includes:
- Government grants to Police and Crime Commissioners (PCCs) (including police core grant, counter-terrorism funding and pensions grant).
 - Flexibility for PCCs increase local funding by taking advantage in setting the police precept.
 - Funding for national priorities, such as tackling serious and organised crime.
 - This includes £700m for the recruitment of 6,000 additional officers by the end of March 2021, which represents an almost 10% increase on the core grant provided to forces last year.
- 4.2. Assuming full take up of precept flexibility, overall funding available to PCCs will increase by an average 7.5% next year. The effect on each force (based on Home Office figures) is listed at 4.12. The following data is drawn from data published by the Home Office.

Precept

- 4.3. The majority of funding for PCCs comes directly from general Government grants and around a third comes from a share of council tax, known as the police precept. For 2020/21, the Government have given PCCs in England flexibility to increase local funding in England by setting the council tax referendum limit to £10 for a typical (Band D) property. If all PCCs in England and Wales choose to take advantage of the precept flexibility, then this will raise up to an additional £248 million based on current forecasts. This would take total precept funding up to around £4.4 billion.
- 4.4. PCCs must consult their local electorate on setting precept to ensure they explain how additional investment will help deliver a better police service. Council Tax policy in Wales is a matter for the Welsh Government and the referendum rules do not apply there. At the time of the submission it is not known whether all PCCs will set their precept in accordance with the Government's recommendation. Therefore figures stated in the table below may be overestimated.

Year on Year Increase in Force Funding	Percentage
Lowest	6.60%
Lower quartile	7.00%
Median	7.40%
Upper quartile	7.70%
Highest	9.10%

Counter-terrorism policing

- 4.5. Counter-terrorism policing is a national priority and its funding is ringfenced. Funding for counter-terrorism policing will increase by £90 million in 2020/21 to £906 million. This includes an allocation of £10m from pensions grant funding that was announced at the 2019/20 Police Funding Settlement and is not included in the total increase in police funding. The counter-terrorism funding total includes £24 million to boost the number of firearms officers, known as the firearms uplift.

National priorities

- 4.6. The Home Office also provides additional funding for national policing programmes and priorities. In 2020/21, an extra £126 million will be provided on 2019/20 levels, taking the total to £1.2 billion. This funding will:
- Provide £516 million for police technology (including £18m of capital funding).
 - Provide a £61 million for National Capability Programmes (previously funded by the Police Transformation Fund), to fully realise the benefits of ongoing programmes.
 - Provide Special Grant funding of £81 million, which police forces can bid for to help cover costs of unexpected events and major investigations.
 - Allocate £50m of new funding to support the recruitment of 20,000 new police officers. This includes £6m for a national advertising campaign and £7 million for Police Now, a graduate recruitment and training programme.
- 4.7. The national priorities funding (above) also includes a £150 million investment to build capabilities to tackle serious and organised crime at national, regional and local levels. This funding is separate from the funding for PCCs and for counter-terrorism policing and is funded from the national priorities pot.

Serious violence

- 4.8. The Government will focus on tackling serious violence and crime and this will be backed with £39m from the Settlement. Of this funding, the Government will allocate £33m of new money to combat serious violent crime, including new funding dedicated to the fight against county lines drug trafficking. Indeed, as part of this Government's commitment to tackle neighbourhood crime, £10m will be allocated towards the Safer Streets Fund. The fund will support areas in England and Wales that are persistently and disproportionately affected by acquisitive crimes such as burglary and theft to invest in well evidenced prevention initiatives such as home security and street lighting. £20m will also be allocated to fight County Lines drug dealing and £1.5m for a Serious Violence Social Media Hub.

Pensions

- 4.9. The Government is allocating £153 million to specifically help the police pay for these increased costs. Of this, £143 million will go directly to PCCs and £10 million to counter-terrorism police and the National Crime Agency. Total resource funding consists of core grant funding, National and International Capital City (NICC) grants, Legacy Council Tax grants, funding from the Welsh Government, precept grant, pensions grant, police precept, ring fenced grant and capital grant. 2020/21 precept figures are calculated by assuming that PCCs in England and Wales increase their precept Band D level by £10, and Office for Budget Responsibility forecast tax base increases.

Force Individual Funding

- 4.10. Since the public sector pay cap was abolished in 2017, all forces are now required to incorporate a realistic and affordable provision for future pay awards within their annual budgets and medium term financial plans. The NRT surveyed forces to understand the percentage increases budgeted for in 2020/21 so that the NPCC would be clear when coming to a decision on the recommendation to be made to the PRRB, that the majority of forces would be supportive of this submission.

- 4.11. Total resource funding consists of core grant funding, National and International Capital City (NICC) grants, Legacy Council Tax grants, funding from the Welsh Government, precept grant, pensions grant, police precept, ring fenced grant and capital grant. 2020/21 precept figures are calculated by assuming that PCCs in England and Wales increase their precept Band D level by £10, and Office for Budget Responsibility forecast tax base increases.
- 4.12. The range of increases for each force in 2020/21 is as follows and the actual figure, assuming the precept rises to the maximum, is listed below¹⁸:

¹⁸ <https://homeofficemedia.blog.gov.uk/2020/01/22/factsheet-police-funding-settlement-2020-21/>

Change in funding 2019/20 compared to 2020/21				
Police Force Area	Total funding in 2020/21			
	2019/20	2020/21	Cash increase	Year on Year Percentage
	£ million	£ million	£ million	
Avon & Somerset	£ 304.20	£ 326.90	£ 22.60	7.4%
Bedfordshire	£ 113.30	£ 122.10	£ 8.70	7.7%
Cambridgeshire	£ 145.20	£ 155.80	£ 10.60	7.3%
Cheshire	£ 193.00	£ 207.80	£ 14.80	7.7%
City of London	£ 61.40	£ 67.00	£ 5.60	9.1%
Cleveland	£ 133.20	£ 143.30	£ 10.10	7.6%
Cumbria	£ 110.20	£ 118.10	£ 7.90	7.2%
Derbyshire	£ 180.10	£ 193.70	£ 13.50	7.5%
Devon & Cornwall	£ 315.20	£ 338.60	£ 23.40	7.4%
Dorset	£ 135.50	£ 144.80	£ 9.30	6.9%
Durham	£ 123.50	£ 133.30	£ 9.70	7.9%
Dyfed-Powys	£ 107.20	£ 114.60	£ 7.40	6.9%
Essex	£ 299.90	£ 323.00	£ 23.10	7.7%
Gloucestershire	£ 119.60	£ 127.80	£ 8.20	6.9%
Metropolitan Police Service	£ 2,746.90	£ 2,938.10	£ 191.20	7.0%
Greater Manchester	£ 594.20	£ 642.50	£ 48.30	8.1%
Gwent	£ 130.80	£ 140.30	£ 9.50	7.3%
Hampshire	£ 340.40	£ 366.50	£ 26.10	7.7%
Hertfordshire	£ 205.40	£ 221.30	£ 15.90	7.7%
Humberside	£ 187.70	£ 202.00	£ 14.30	7.6%
Kent	£ 313.70	£ 338.00	£ 24.30	7.7%
Lancashire	£ 286.20	£ 308.80	£ 22.60	7.9%
Leicestershire	£ 189.30	£ 203.40	£ 14.10	7.4%
Lincolnshire	£ 122.90	£ 131.50	£ 8.60	7.0%
Merseyside	£ 332.40	£ 359.40	£ 27.10	8.2%
Norfolk	£ 165.70	£ 177.10	£ 11.40	6.9%
North Wales	£ 156.30	£ 166.80	£ 10.40	6.7%
North Yorkshire	£ 156.00	£ 166.50	£ 10.60	6.8%
Northamptonshire	£ 136.30	£ 145.90	£ 9.60	7.0%
Northumbria	£ 284.60	£ 309.90	£ 25.30	8.9%
Nottinghamshire	£ 208.90	£ 225.00	£ 16.10	7.7%
South Wales	£ 291.30	£ 312.40	£ 21.10	7.2%
South Yorkshire	£ 262.90	£ 284.30	£ 21.40	8.1%
Staffordshire	£ 196.70	£ 211.20	£ 14.50	7.4%
Suffolk	£ 125.70	£ 134.90	£ 9.20	7.3%
Surrey	£ 234.40	£ 249.80	£ 15.40	6.6%
Sussex	£ 287.90	£ 310.10	£ 22.20	7.7%
Thames Valley	£ 424.20	£ 456.10	£ 31.90	7.5%
Warwickshire	£ 102.50	£ 109.70	£ 7.20	7.0%
West Mercia	£ 220.70	£ 236.80	£ 16.10	7.3%
West Midlands	£ 571.30	£ 620.80	£ 49.60	8.7%
West Yorkshire	£ 448.50	£ 485.20	£ 36.70	8.2%
Wiltshire	£ 119.00	£ 127.80	£ 8.80	7.4%
Total England & Wales	£ 12,184.20	£ 13,099.00	£ 914.70	7.5%

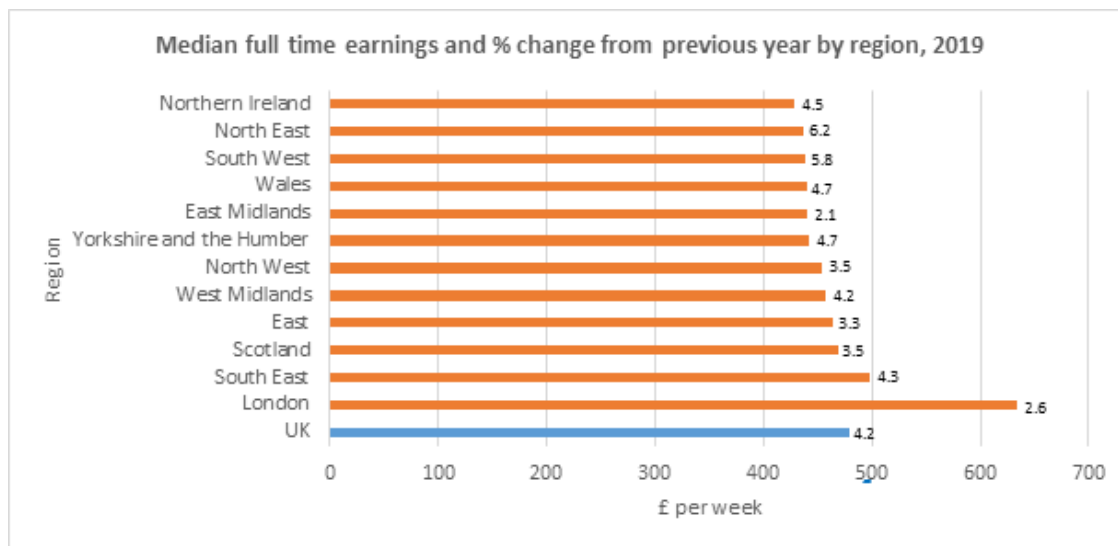
Determining the annual pay uplift

Strategic context

- 4.13. In preparing the 2019 submission to the PRRB the NPCC considered a number of alternatives, including an option for a multi-year settlement. PRRB asked to be presented with a single recommendation for a single or multi-year settlement for the 2020 submission.

Economic context

- 4.14. The Consumer Prices Index (CPI) 12-month inflation rate was 1.4% in December 2019, down from 1.5% in November 2019. Forecasts anticipate this will return to 2%. The Annual Survey of Hours and Earnings (ASHE) data shows that overall median earnings rose 2.9% at April 2019 (London being 2.6% - higher in the regions). Average wage settlements appear to be increasing from last year. The median for the last 12 months has been 2.5% and for last 3 months was 2.8%.



Key operational drivers

- 4.15. Police pay represents nearly 80% of police budgets. Decisions affecting this spend are therefore some of the most significant and strategically important ones employers face.
- 4.16. Pay is a key tool available to employers (and Government) to lever stronger performance through improved morale and motivation, retention and recruitment. Specifically, when considering the Service's critical priorities over the next 3 years, pay-related decisions need to contribute to the following objectives:
- **Ensuring the police is seen as an attractive place to work for high quality applicants.** The employment market is already very tight - particularly (but not exclusively) in London and the South East. This effect is increasingly extending to other others of England and Wales. As the service strives to deliver 20,000 growth in just three years, police employers will increasingly need to work hard to encourage experienced and mature workers from other sectors to opt for a policing career.
 - **Retaining experienced officers.** It is mission-critical that forces retain experienced officers as forces work to absorb effectively the huge growth of new recruits and ensure that the service is 'policing better' as a result of the Uplift Programme. This is a high priority.

- **Improving retention.** Recruitment and training departments are, and will remain, under substantial pressure over the next three years. Reducing turnover (particularly resignations) over this period would be a key enabler to successful delivery of the growth programme as it is in effect reducing demand for these areas.
- **Morale and motivation linked to increased productivity.** Performance outcomes need to improve quickly across policing. Government and public expectations of a performance boost will run far ahead of the actual impact we can expect from growth. Gallup research identifies that employees who exercise their strengths daily are 8% more productive and six times more likely to be engaged. For the policing service, an 8% productivity uplift would be worth the equivalent of £0.52bn per annum¹⁹.
- **Long-term cost control.** Most forces have budgeted for annual pay increases for 2020/21 of between 2% and 2.5%²⁰, and this approach was mirrored for 2021/22 and 2022/23.

Impact of Pay Reform

- 4.17. The NPCC noted that with the implementation and direction of police reform, this includes a focus on tackling service and performance issues. As with any major workforce change, implementation will be complex and hard and will require time (including leadership time) to embed well and sustainably.
- 4.18. The NPCC acknowledged that by endorsing recommendations for pay reform that support the Uplift Programme and accelerate attention to key areas necessary to impact on the public experience of crime (including hard-to-fill investigative roles) a multi-year pay deal could provide much-needed space to enable the NPCC to deliver this reform package. If pay awards aligned to the Uplift Programme are resolved, focus can then shift to implementing wider reforms, specifically:
- **Operationally Critical Capacity.** Pay levers to address specific demands will be implemented and NPCC propose to break with a history of largely universal application of pay interventions; targeted variable pay reforms will be challenging in cultural terms for the service but will allow hard-to-fill roles to be given additional incentivisation.
 - **Progression.** The sector is at the outset of implementing a comprehensive revision of its entry and training routes. The effect of this is to put in place new gateways. Whilst these retain the current pay points (which protect the affordability of constable pay by providing a sliding progression to full-pay), the gateways of new entry and qualification requirements raise the requirement to demonstrate competence at a critical phase in initial police careers.
 - **Tackling Underperformance.** Chiefs believe that those who are underperforming (at any stage or rank), should not enjoy progression in pay, unchecked. A 'brake' on progression linked to unsatisfactory performance procedures has been agreed in principle by Chiefs and could be implemented as early as during 2020 with the support of the Home Office.

¹⁹ <https://www.gallup.com/workplace/236561/employees-strengths-outperform-don.aspx>

²⁰ Appendix B Blueprint 2.1 Survey Questions 33 and 34 NPCC (published)

Conclusion and recommendation

- 4.19. Forces, endorsed by members of the Finance Coordination Committee chaired by CC Dave Thompson, recognised the strong attractions of a multi-year settlement, which would allow them greater ability to plan strategically, and which would (depending on the terms of the settlement) represent a positive signal to officers, and assist in recruitment and retention. Any such settlement would need to be securely funded by Government, and the timing of the current cycle meant that this was unlikely to be possible for 2020/21.
- 4.20. CCC therefore endorsed the development of a strong CSR proposal for future years which would make the case for an affordable multi-year settlement, funded by Government.
- 4.21. On balance, a recommendation proposing an award of 2.5% was endorsed; balancing between the desire to recognise officers' commitment and genuine concerns around affordability at a time when a number of forces are still, despite Uplift funding, facing significant financial challenges.
- 4.22. NPCC requests the PRRB recommend an annual increase for all police officers at all ranks of 2.5% from 1st September 2020.

Illustration of Impact of Annual Uplift on Pay Points up to Federated and Superintending ranks

Rank	Pay point as at Sep 2019	Pay Point £ as at Sep 2019	2.5%	
			New base pay	Value of increase
PCDA Constable	0	£18,450	£ 18,911	£ 461
Constable	0	£20,880	£ 21,402	£ 522
	1	£24,177	£ 24,781	£ 604
	2	£25,269	£ 25,901	£ 632
	3	£26,370	£ 27,029	£ 659
	4	£27,471	£ 28,158	£ 687
	5	£29,670	£ 30,412	£ 742
	6	£34,098	£ 34,950	£ 852
	7	£40,128	£ 41,131	£ 1,003
Sergeant	1	£41,499	£ 42,536	£ 1,037
	2	£42,894	£ 43,966	£ 1,072
	3	£43,806	£ 44,901	£ 1,095
	4	£45,099	£ 46,226	£ 1,127
Total				
Inspector	0	£51,414	£ 52,699	£ 1,285
	1	£52,863	£ 54,185	£ 1,322
	2	£54,312	£ 55,670	£ 1,358
	3	£55,767	£ 57,161	£ 1,394
Total				
Chief Inspector	1	£56,910	£ 58,333	£ 1,423
	2	£58,050	£ 59,501	£ 1,451
	3	£59,250	£ 60,731	£ 1,481
Total				
Superintendent	1	£68,460	£ 70,172	£ 1,712
	2	£72,033	£ 73,834	£ 1,801
	3	£75,795	£ 77,690	£ 1,895
	4	£80,859	£ 82,880	£ 2,021
Total				
Chief Superintendent	1	£84,849	£ 86,970	£ 2,121
	2	£87,717	£ 89,910	£ 2,193
	3	£89,511	£ 91,749	£ 2,238
Total				

5. PRIORITISATION OF OTHER RELATED PAY & CONDITIONS INITIATIVES

- 5.1. During the course of 2019 there was a significant shift in focus, initially by a review of the programme, following the strategic review and then the announcement of Operation Uplift. Consequently some work programmes were halted, some did not complete as anticipated and, other priorities emerged which took precedence. This Section updates on these items and additional initiatives.

Pay & conditions

- 5.2. Beyond pay reform, there are a number of pay and conditions matters that have been debated. The key initiatives include maternity pay, defined working hours and rest days in lieu. Broadly aligned to officer resilience, health, wellbeing and diversity, these are priorities for the staff associations and whilst there are associated costs, if resolved, they will improve the appeal of the service to prospective officers and reap returns in terms of employee relations, welfare, representation and good will. These recommendations, informed by recent engagement with the staff associations, a pragmatic way forward for the benefit of the service.

Maternity entitlement

- 5.3. At CCC in October 2019 a proposal by the MPS was presented to increase the time on full pay during Maternity Leave for police officers from the current 18 weeks to 26 weeks. This was endorsed in principle subject to additional 'due diligence' being conducted, including examples of costs for the proposal.
- 5.4. As part of the Programme Uplift Retention Work Stream in support of the current requirement to increase police officer numbers and diversity, improvements to parental leave policy have been identified as having the potential to support both recruiting and retention by signalling the police service as a family friendly employer. MPS have identified this as an issue for their force in their submission and believe there is justification for increasing this period of fully paid leave. They had suspected that, because of financial pressures, new mothers are returning to work too soon or leaving the service.
- 5.5. Police officer Maternity Leave and pay was most recently increased as a result of the Independent Review of Police Officer and Staff Remuneration (the Winsor Review) in 2010. The Winsor Review reviewed the maternity provision for officers and compared this with police staff provisions and other public sector arrangements in terms of impact on pay. The analysis identified that provisions were comparatively poor and may contribute to officers returning to full operational duties before they are fully fit to do so. The recommendation sought to put police officers on the same terms as police staff by increasing the period on full pay from 13 weeks to 18 weeks. Part of the justification was that this recommendation supports preventative Occupational Health and Wellbeing strategies which seek to reduce the costs of ill-health through finding ways to promote wellness and prevent ill-health.
- 5.6. Whilst the increase was welcome at the time, the new terms are still significantly less than comparable organisations. The Civil Service and Armed Forces both offer 26 weeks. These are typical of the upper quartile. In order to deliver the original aspirations of the Winsor changes it is considered that the police service should seek to match these upper quartile benefits.
- 5.7. Such a change will not only benefit serving officers by allowing them increased time with their new born and to regain fitness to return to work, but also signal to those considering a police career the value we place on supporting families. This has been identified as a key consideration for many when comparing career options and will be a welcome improvement during the current growth initiative.
- 5.8. As an example, for a constable on pay point 7, there is an increase in costs of £8,939.

- 5.9. The NPCC pensions lead has confirmed that an increase to 26 weeks has no impact on the pensions of police officers.
- 5.10. This proposal has now been endorsed by Chiefs and a proposal will then be taken to the next PCF meeting for wider engagement with the Home Office and staff associations. It is likely that the proposal could progress through consultation quickly. In slower time, as part of the retention strand of work in support of growth, the wider parental leave policies will be considered with a view to ensuring that they remain fit for purpose and support the service's recruiting, retention, diversity and motivation needs.

Defined working week

- 5.11. At the superintendent's conference in September 2019 the Home Secretary announced the introduction of a defined working week for superintendent ranks. The PSA have presented cogent case studies which demonstrate the unfair and invariably discriminatory impact that the absence of a defined working week has on those working part time or compressed hours. The PSA have been explicit in their recognition of the salaried status of superintending ranks and are not, therefore, seeking to introduce time off in lieu or overtime payments for additional hours worked, but rather redress this unfairness and encourage employers to fulfil their responsibilities to record and actively review working hours and address individual or associated organisational and resource issues.

Rest days in lieu

- 5.12. Staff associations have made representations as to the challenges of taking rest days in lieu within the current 12 month 'guillotine' period. Increasingly officers are called upon to support protracted or otherwise intense periods of deployment be it in response to terrorist incidents, natural disasters, protest activity or in the proactive preparation for major events – International summits; presidential visits etc. exacerbating this challenge. Representations were made to remove the guillotine. Mindful, however, of the need for forces to mitigate the potential for protracted leave periods prior to retirement and for both forces and individuals to manage the accrual of rest days and officer wellbeing.
- 5.13. A proposal for an extension of the guillotine to 24 months with an 'exceptional' appeal process built in was discussed but forces agreed that rather than extend the current 12 month period to 24 they should look to record and monitor working hours. A comprehensive list of recommendations will manage and track working hours, plus a new appeals process. Officers taking reduced salaries to reflect reduced hours but who work more than that should be paid to reflect hours worked in excess of their 'contract' up to 40 hours and 100% salary (never more).

College of Policing initiatives linked to pay reform work

- 5.14. The College of Policing initiatives run alongside the NRT work on pay reform. These are set out below:
- Work to further embed PEQF within forces. This work supports forces in their implementation of the new entry routes for policing.
 - A project for constables to demonstrate a level of competence to achieve the status of Established Constable, this was later identified as a potential second gate way in pay progression.
 - A review of PDR practice across forces with the intention to provide guidance on best practice, the evidence from which could be used to assess whether forces were ready to support competence based pay progression.

- 5.15. Due to the extent of workforce reform and focus on the Uplift Programme, the College of Policing have responded to Chief Officer concerns about the capacity to deliver the Advanced Practitioner scheme, and delayed nationwide implementation at this time.
- 5.16. In addition we provide an update on Leadership and Management Development and Wellbeing initiatives.

PEQF

- 5.17. The CoP have supported forces to implement the Police Constable Degree Apprenticeship (PCDA) and the Degree Holder Entry Programme (DHEP) and embed PEQF. This provides support to forces to effectively introduce the new entry routes before they become mandatory in 2021. As at 7 February 2020 there are 19 forces live with PCDA and 7 forces live with DHEP programmes.
- 5.18. The CoP have provided access to bespoke guidance, training and support; updated entry route modelling to help forces plan and balance protected learning time for student officers with frontline deployability; and cost data has been gathered for PCDA and DHEP from early adopter forces.
- 5.19. In order to achieve the ambition for all forces to be live with the new entry routes by July 2021, focused implementation support will be required in 2020/21. The College continues to provide this support through a dedicated and expanded team.

Established Constable Review

- 5.20. The Established Constable Review process was designed as a mechanism by which officers could gain recognition for demonstrating a consistent level of competence in their role as a police officer. It aimed to take into account the variety of roles and specialisms that officers could develop into laterally once they had completed probation.
- 5.21. ECR was suggested as a gateway in the new reward framework and it was recognised that the work of the College and the NPCC Reward Team needed to be closely aligned.
- 5.22. Testing of the ECR, as mechanism to allow movement through the proposed pay gateway was undertaken in 2019.
- 5.23. The CoP worked with a number of forces to evidence the design of this new process. The NRT provided support to this work, facilitating a number of focus groups with officers and carrying out a survey of the current use of PDRs within forces.
- 5.24. The testing phase of the Established Constable Review concluded in the middle of September 2019. Quantitative data was of limited value, however, qualitative data from this testing has identified several key themes which have informed recommendations for any next steps.
- 5.25. The College will:
- Continue their work to develop the National High Level Principles and Process Expectations of PDR to support forces in embedding effective PDR processes fit for local needs.
 - Ensure they take forward the lessons learned and the information gained from the ECR testing into any future development work.
 - Development of a simple definition of what an Established Constable looks like to allow forces to develop a process to demonstrate this, suitable to their own individual needs.
- 5.26. Any work to define an Established Constable must be undertaken in alignment with the proposed pay framework.

PDR

- 5.27. Forces currently operate PDRs but practice and application varies widely. Concerns have been raised by stakeholders that the current mechanisms and use are patchy and, if PDRs are to have outcomes linked to pay, there must be evidence that forces are willing and able to use robust systems.
- 5.28. The College is at a fairly advanced stage of drafting new National Principles and Process expectations for PDR. Representatives of over 30 forces have been involved in developing this piece of work with us and we have shared the draft principles and processes and sought feedback from all 43 forces. They are on target to meet the March 2020 deadline to issue this guidance to forces. The College also intend to put forward recommendations for further work that the College would undertake to support forces in implementing and embedding the National principles and process expectations of PDR.
- 5.29. To evidence this work the NRT and the College issued a second PDR survey, building on the data gathered from the previous survey conducted in 2018. This has given both the College and the NPCC a better understanding of the services current position. The intention is to consider this data in more depth with the College, to define an individual force position. This will help to inform forces where they need to provide support to implement and embed the National principles and process expectations of the PDR – this is an essential enabler for competence based progression in pay reform.

PDR survey and Potential Effect on Pay Framework

- 5.30. Looking at the detail of the PDR survey, there was a 95% response rate (41/43 forces). As this is the second year that the survey has been run, the NRT have made year on year comparisons, where applicable.
- 5.31. The purpose of this survey was to understand existing PDR policy and process and, its application, in particular to the Constable rank. Although the data is encouraging it has led to the NRT, to determine that forces are not yet in a position to implement pay progression linked to PDR, which in turn contributed to the reprioritisation of the implementation of the framework.
- 5.32. The key points from the survey showed:
- All forces providing responses have a PDR process (41 participated).
 - Most systems are up to date, 29 forces have set up their systems between 2017-2019. 20 forces plan to carry out further work in the short term.
 - 40 forces apply the PDR process across all federated and superintending ranks.
 - At the constable rank, 34 forces apply it at pay point 4 (this is likely to be linked to passing ARC), and 30 forces apply it between pay points 5 and 7.
 - 31 forces use the PDR process to record the assessment of competence in regard to the UPP process.
 - 30 forces do not link pay progression to the PDR process, but 29 either have the current capability or ability to amend their system/software to link pay progression to the PDR process.
 - 30 forces have a digital/online PDR process with another 2 forces due to move online.
 - The majority have regular mandated conversations between the appraisee and the appraiser, supported by non-mandated conversations.
 - The majority of forces provide face to face training for line managers.
- 5.33. The data demonstrates that the majority of forces do have a digital/online PDR process for all ranks, albeit varied. Our understand is that where this happens PDRs, once established, appear to be more easily accepted by forces and officers and more easily monitored.

- 5.34. Normally there is a link to the PDR process to pay point 4 (currently ARC), which supports the design of the new framework to link pay progression at gateway 1 to competence, for PEQF officers following completion of their probation. The majority of forces are also applying the PDR process to support pay progression between pay points 5 – 7. Again this supports the design of the new reward framework, linking the foundation stage to pay progression. The data also demonstrates that forces are already using the PDR process to evidence an officer’s assessment of competence in respect to UPP. Therefore, this demonstrates that the majority of forces have the infrastructure to link the PDR process to pay progression.
- 5.35. However although the data suggests that the majority of forces do have the right infrastructures in place, the College and NRT have concerns about how effective these PDR processes are (which in turn is shared by both forces and staff associations), particularly at an individual level. Hence the need to establish new standards.
- 5.36. The survey findings also show that PDR training is poor at an individual level, as a large number of officers only receive system training delivered via self-directed guidance. This suggests there is a lack of wider understanding of the importance of the PDR process in an officer’s career development. Therefore, it is clear that more needs to be done to embed a culture that supports personal development. There also needs to be more of a consistent approach to the PDR process to enable pay progression to be linked to PDR.
- 5.37. Therefore in 2020, the NRT will continue to work closely with the CoP, in their development of the national guidance and work with forces to improve their understanding of an effective PDR. The NRT will also continue to assess forces level of readiness, in terms of their appraisal processes and the capability of their resource planning systems to support the new pay framework. This will allow the NRT to update CCC as to whether forces are in a position to link PDR to future pay progression.

Advanced Practitioner

- 5.38. Since the last PRRB submission, the College have made a decision to delay development of the scheme and national roll out. Following formal consultation and a clear steer from the service that development of an Advanced Practitioner scheme should not be identified as a current high priority, the College will not be proceeding with national roll out of the AP scheme at this time.
- 5.39. The AP pilot and consultation reaffirmed the potential for a scheme to recognise enhanced knowledge, skills and expertise gained in service and provided strong support for the principle of in-rank (constable) career progression. It also recognised that there are significant considerations to be taken into account in any implementation.
- 5.40. Therefore, the NRT will be not be pursuing the inclusion of such a role as a fourth stage to the constable pay framework.
- 5.41. There is a framework for any force that would want to move forward to develop an advanced practitioner scheme on a local, elective basis, but not as part of pensionable base pay. The College will therefore provide support and advice, as appropriate, to any force undertaking work in this area of professional development. In terms of pay, the NRT would recommend considering use of a targeted variable pay, depending upon the circumstances applying to the role.

Leadership and management development

- 5.42. This project creates a career development pathway and opportunities for leadership and management development across all policing ranks and roles. Making available to all in policing learning and development resources, training and opportunities to enable police leaders at all levels to develop the

necessary leadership and management behaviours and skills to be competent in role engage in continuing professional.

- 5.43. Additional opportunities and support are offered to underrepresented groups, for example the 20,000 Uplift Programme has identified BAME representation in the mid ranks as an issue. Work on leadership and management has focussed on providing toolkits and activities for the early leadership ranks and grades creating pathways and opportunities to develop. The focus of this work in 2020 will be to support first line supervisors whose roles will be especially demanding and are pivotal to managing and supporting the volume of new entrants and from the new entry routes and in support of Pay Reform.

Wellbeing and associated initiatives

- 5.44. In 2019/20 the National Wellbeing service is expected to engage with 8,000 officers and staff. 760 people have received 'train the trainer' resilience training, with 670 onward trained. 20 peer supporters have been training across 14 forces.
- 5.45. In 2020/21 it is estimated that the mobile outreach service will provide assistance and advice to 25,000 officers and staff across all forces and continue to be deployed in support of traumatic or demanding operations and events. Resilience training will increase to 1,360 people and onward to 5,700. A further 12,000 psychological surveys will be conducted online.
- 5.46. In addition a new national wellbeing and inclusion survey was been launched on 15th November 2019 by CC Andy Rhodes, National Wellbeing Lead and CC Ian Hopkins, National Diversity Equality and Inclusion Lead. The national survey, designed by Durham University, will assess the current state of both wellbeing and inclusion across all 43 police forces in England and Wales.

Outstanding reward issues from 2019

- 5.47. There are two outstanding issues from 2019 on which the PRRB asked to be updated, namely:
- On call payments for superintendents.
 - Pension issues.

On Call Payments for Superintendents

- 5.48. The NPCC has now decided to offer an on call allowance to the superintending rank and this is being progressed through determination changes by the Home Office.

Pension Initiatives and Issues

- 5.49. Pensions are not part of the PRRB's remit. However as pensions are an integral part of a police officer's reward package we wanted to provide an update concerning initiatives and issues.
- 5.50. The Chair of the Scheme Advisory Board wrote to the Policing Minister in October 2019 on behalf of employers and staff associations. The letter seeks several flexibilities to pensions both to allow for the impact of taxation and to reflect a concern about opt-out rates, especially among new entrants. Highlighted issues were:

- The College of Policing’s most recent chief officer appointments survey identifies pensions and their taxation as issues in relation both to shortage of candidates (Section 4 Challenges) and in relation to a reluctance to apply for promotion (Section 5 Barriers)²¹.
 - APCC is also currently concerned about the impact contributing to a lack of candidates for senior leadership roles, especially applications for CCC and DCC roles from ‘external’ forces.
 - The Annual Allowance has an impact on officers. Some officers/ranks are particularly affected on promotion, others over a period of time with annual pay progression. The impact is felt initially among Superintending ranks and above (about 2% of the workforce) because of design features of the now closed 1987 police pension scheme, where accrual is increased to 2/60 of final salary each year during the last 10 years of service (whereas if it were designed like the majority of public sector schemes with uniform accrual the adverse effects would have been reduced). It therefore impacts most on 1987 scheme members, but also on higher earners in the 2015 scheme. The weighted accrual and final salary link provisions for transition members of the 2015 scheme mean that accrual under the 1987 scheme will continue to be a factor for around 20 years to come. Superintendents are in key leadership roles both in terms of operational policing and taking forward strategic initiatives across the service, including uplift and integration of new recruits into the workforce.
 - When the impact of promotion, increment and pay award above the Annual Allowance inflation adjustment is added the impact is considerable and extends to a wider range of ranks, and increases, more dramatically, for chief officers impacted by high earner tapering.
- 5.51. Noting the recent proposals and actions taken to mitigate the impact on clinicians in the NHS, in the letter it is suggested that officers are given support for the introduction of greater flexibilities within the police schemes to help officers manage their own personal pensions and tax affairs.
- 5.52. We are also asked to update the PRRB on opt out rates generally: Below is the Police Pensions opt-out data as at 31 March 2019 based on analysis carried out by IFF Research – the contractor who collects and provides analysis on the police workforce census data. Please note, this data is collected on a voluntary basis in the census and therefore not all forces completed these questions.
- 5.53. Responses were received for 86,000 officers. The total number of officers in the ADR published for the same date was 125,793. Overall the returns showed that, of the 86,000 officers, 94% were opted into a pension scheme.

²¹ College of Policing’s Chief Officer Appointments Survey 2019, see CoP website

6. REWARD FRAMEWORK PROGRAMME & GOVERNANCE

- 6.1. The delivery of the new national reward framework is managed as a 'change programme' with the appropriate programme disciplines. This section is intended to assure the PRRB that the programme is being properly governed and managed.

The National Reward Team

- 6.2. The National Reward Team (NRT) on behalf of the NPCC Pay and Conditions Lead continues to maintain responsibility for the delivery of the National Reward Framework change programme. A non-permanent team has been funded to date through the Police Transformation Fund.
- 6.3. In 2019 the team was expanded by two senior roles, including an Assistant Chief Officer as the Programme Director and an Assistant Chief Constable as the operational lead. This was in recognition of the scale and complexity of the change programme required to deliver pay reform. The team currently comprises of six core members seconded from different forces, supported by two additional contractors. The team includes a wide spread of specialists, with extensive knowledge of the policing sector, HR, Reward and Change Management. The team also continue to rely on specialist professionals brought in to deliver specific programme deliverables, as well as the retention elements of the Uplift Programme (see Sections 2 and 3 above)
- 6.4. Alongside the 'National Reward Change Programme', the NRT is also responsible for the ongoing management of police remuneration (also known as business as usual activity). In addition to this, in the latter part of 2019 the team also took on ownership of the Retention Strand of the Uplift Programme, which initiated a close working relationship between the two programmes and the reprioritisation of the National Reward Framework to support the delivery of Operation Uplift.

Programme Governance

- 6.5. In terms of the employer governance, the NRT continue to report into the National Reward Programme Board, chaired by the Programme Director. The Programme Director reports on progress to the National Pay and Conditions lead, currently CC Matt Jukes, who is the Senior Responsible Owner (SRO) for the programme and ultimately accountable for its delivery. The SRO is accountable to the NPCC and Workforce Co-ordination Committee (the sponsoring group for this programme). Any recommendations for investment and required policy changes are made to the Home Office.
- 6.6. A Steering Group (SG) made up of chief officer representatives is now well established and fully embedded into the programmes governance structure. The group meets monthly and feeds into the Programme Board and the NPCC. In 2019 its members were reviewed to ensure all of the regions were represented. The group provides senior operational and HR advice to the Programme Director and tests and challenges the proposals prior to CCC. The College of Policing and the APCC are now included in this group, facilitating strategic alignment between these different policing bodies.
- 6.7. In 2019 the NRT also established a Design Working Group (DWG), made up of senior HR and Reward practitioners. This group assists the NRT in the development and testing of the proposals prior to taking them to the Steering Group. At a minimum, this group meets on a quarterly basis and then as when required.
- 6.8. This employer governance structure feeds into the Police Consultative Forum (PCF), a forum made up of police representative bodies (NPCC, APCC) and staff associations (PFEW, PSA, CPOSA), to discuss pay and conditions related matters. The College are also represented at the quarterly meetings. All pay reform proposals, which meet the PCF terms of reference, need to be discussed and taken forward via this forum.

- 6.9. A review of the PCF was carried out by the Home Office in early 2019, following concerns raised by its members. This review reported on its findings and recommendations in the summer of 2019.
- 6.10. It concluded that the PCF purpose and value remained unchanged, but it was decided by Ministers to appoint an independent Chair for the quarterly meetings, intended to facilitate the debate, help focus on the outcomes and provide a process for making any further changes. This decision took effect from September 2019, supported by the NPCC. The PCF terms of reference was subsequently reviewed by all members and agreed in December 2019 (Appendix J). At the same time the terms of engagement and consultation were also agreed, to act as a supporting mechanism. Any items relating to Pay Reform originating from the NPCC, will continue to be discussed at the PCF prior to making a recommendation to the NPCC or the PRRB.
- 6.11. In addition to the quarterly PCF meetings, it was agreed that the monthly working group meetings would continue to take place in-between, chaired by the APCC and administered by the NRT.

Links to other Programmes

Uplift Programme

- 6.12. As previously explained, in the latter part of 2019, Pay Reform was reprioritised to support the requirements of the Uplift Programme, a central Ministerial priority. The Uplift programme is also overseeing development work, for a new employer-led strategic HR function at the national level. Originally starting in early 2019 within Workforce Transformation, it was agreed between NPCC and CoP that such an initiative would facilitate many of the necessary HR changes which will contribute to the future of policing and provide an ongoing legacy. With the announcement of the Uplift Programme, responsibility for this initiative was transferred to this team. Work on the development of the strategic HR function is continuing with external advice. It is proposed that the new function will:
- Provide the professional capability needed to develop integrated national proposals that address workforce challenges or gaps on behalf of employers.
 - Support the two-way conversation with the Home Office and CoP on pay, pension and workforce reform issues, advocating the position of employers.
 - Build local capability, by developing and cascading technical HR advice on high priority workforce management issues from an employer perspective.
 - To provide a national workforce analytics capability to turn data into insight that supports national-level decision making.
- 6.13. The NRT is already performing this role in respect of police pay and conditions and is therefore a key component to achieving this joined up national solution.
- 6.14. In February 2020 a strategic outline case for the implementation will be produced, as a step towards developing the full business case for approval, supported by a high-level implementation plan for establishing the national function. The NRT continue to make sure it is aligned to the development of this unit and from 2021/22 will have a clear pathway to the transition to the Strategic HR Function.

College of Policing

- 6.15. A key enabler to implementing competency based pay progression, is forces having an effective appraisal process in place, a deliverable outside the direct control of this programme. The College is currently developing the national high level principles and processes for PDR, expected to be issued to forces in March 2020. This work will continue into 2020/21, to support forces in developing effective PDR systems capable of facilitating future pay progression.

- 6.16. The College's work on the Established Constable Review is also a key enabler for linking constable pay to progression. Their recent review recommends that the College continue to explore and test the principles of what an Established Constable is and what the positive indicators of this may be.
- 6.17. Other links between Pay Reform and the College of Policing (including PEQF and AP) have also been mapped and along with the PDR and ECR projects, are monitored monthly, at a meeting between the NRT and the College. Links to other programmes, projects and national initiatives are also tracked by the Programme.

Approach to Engagement and Consultation in 2019

- 6.18. Significant steps have been taken in 2019 to improve stakeholder engagement and the NPCC remains committed to ensuring that as much consensus is reached as possible on the new national reward framework.
- 6.19. The NRT have continued to seek to achieve this through a process of 'continuous engagement' which is the ongoing involvement of staff associations and other key stakeholders in the development of the changes. This type of engagement is intended to ensure concerns and views are raised as the design is developed, providing an opportunity for police representative bodies to influence decisions or changes in direction prior to employer approval and formal Home Office led consultation on determination changes. The NPCC has initiated continuous engagement both inside and outside of PCF. This approach is reliant on a willingness of police representatives to participate in the process and, if embraced, will prove beneficial once formal Home Office led consultation begins. The NPCC recognise that the statutory requirement to consult on policy changes will only take place once the employer has approved the proposals and intends to proceed. The NPCC are, however, committed to doing all they can to have reached a consensus on the policy changes prior to this formal stage.
- 6.20. The NRT recognises that, by adopting the approach of continuous engagement, it has sometimes been difficult to provide staff associations with sufficient notice to consider the NPCC proposals. The design process has been given additional pace through the need to prioritise in line with the Uplift Programme. The Programme has sought to hold regular informal one to one meetings outside of PCF between the NRT and staff associations, with the Programme Director and Operational Lead taking the lead on these meetings.
- 6.21. The NRT entered a period of 'employer led consultation' in October 2019. This was intended to build upon the continuous engagement and the NPCC saw it as separate and in addition to the Home Office led process on determination changes facilitated by the PCF. It was intended as a formal employer led process, to seek views from forces, staff associations and other key stakeholders on the consolidated blueprint design, to identify where there was a broad level of consensus, where there wasn't consensus or where further work/discussions were required. It also sought to feedback not just on the content of the proposals but also how they would prioritise the individual elements. During this process the NPCC also gave visibility to the other areas of activity that the NRT had been exploring outside the reform programme and the pay-related interventions that were emerging from the work on uplifting officer numbers.
- 6.22. The Blueprint 2.1 document (Appendix C) was issued to all forces, staff associations and other stakeholders (including the APCC and the CoP) between October and December 2019, providing sufficient time to allow for the proposals to be properly considered. Force responses were collated via a survey and staff associations provided written feedback. During this period the blueprint was also shared and discussed at various stakeholder meetings i.e. the CIPD forum. A series of officer focus groups were also held to gather their views on the framework design.

- 6.23. Prior to the consultation period, staff associations and the APCC were also invited to workshops to discuss a previous iteration of the blueprint. Their observations helped shape the final iteration of the Blueprint 2.1, which was put before CCC in October.
- 6.24. All comments received on the blueprint design (Appendix B) have been logged for audit trail purposes and the NRT has responded in writing to staff association comments. A consolidated view of all consultation feedback from forces and staff associations has also been produced. This document demonstrates how the period of consultation influenced the final recommendations presented to CCC in January 2020.
- 6.25. The review of the PCF in 2019 and the production of its revised TOR (Appendix J) has assisted the NPCC in respect to clarifying what are the different roles and responsibilities of its members in respect to pay reform. As the employer, once proposals are agreed by the NPCC, the NRT will progress these via the PCF and/ or the PRRB (where relevant), who then make a final recommendation to the NPCC or the Home Office (where relevant). Outside and prior to this process, the NPCC will continue to develop its pay reform proposals both inside and outside of PCF, via the process of continuous engagement.
- 6.26. Throughout 2019 the NRT have sought to increase their level of engagement with its stakeholders. The table below summarises the level of engagement and consultation that has taken place with the different stakeholder groups throughout 2019.
- 6.27. In addition to this, throughout 2019 the NRT have arranged regular dedicated meetings with staff associations and attended a number of CoP meetings, updating colleagues on progress. The NRT have also regularly met with the APCC and the NPCC Lead on Police Staff pay.

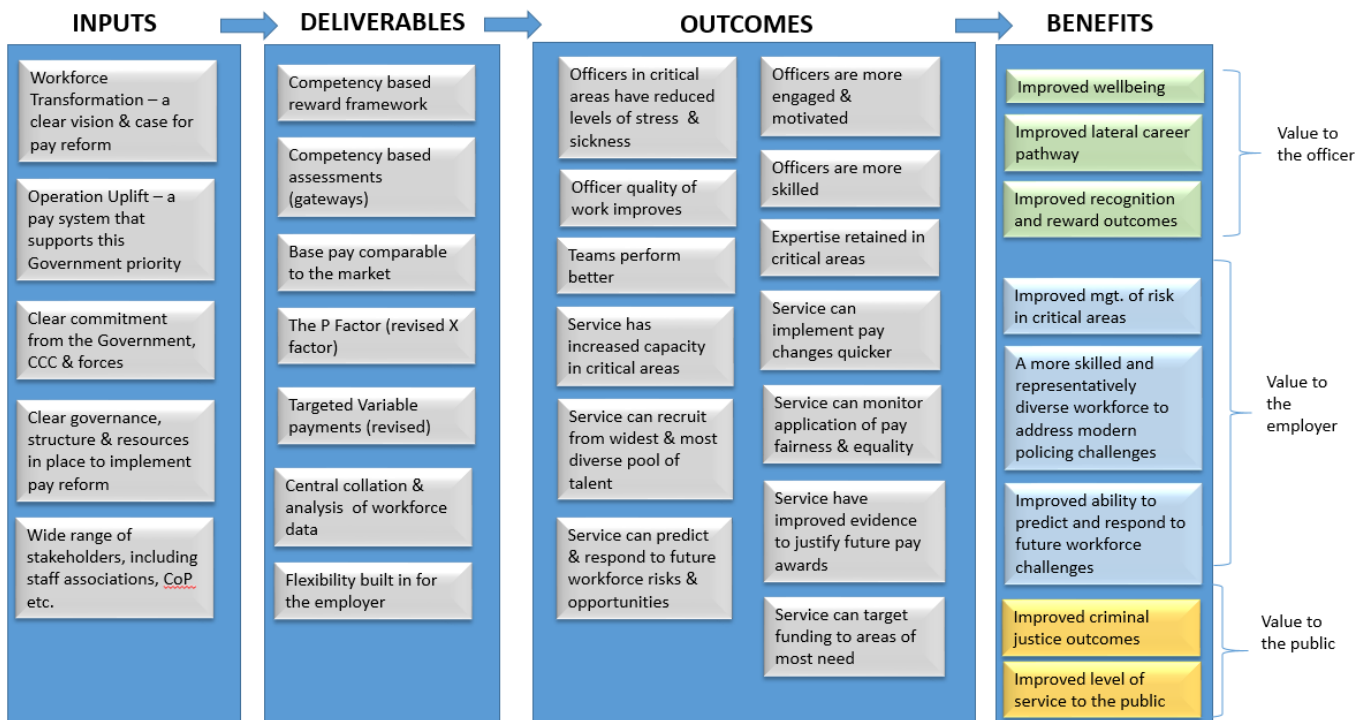
Meetings/ forums	Key Stakeholder Group			
	Forces	Staff associations	APCC	CoP
Established meetings/ forums				
Quarterly PCF		✓	✓	✓
Monthly PCF working groups		✓	✓	✓
Quarterly CIPD Forum	✓			
Quarterly Payroll Managers meetings	✓			
Quarterly Finance Coordination Committee	✓			
APCC conferences/ meetings			✓	
Police Federation Conferences/ meetings		✓		
Meetings/ forums set up by the NRT				
Monthly Steering Group	✓		✓	✓
By- monthly Design Reference Group	✓			
By- monthly dedicated conference calls (interested stakeholders)	✓			
Implementation impact meetings	✓			
Focus groups	v			
Monthly interdependency meeting				✓
Benchmarking meetings	✓	✓	✓	
Monthly EIA working group	✓			✓

Communications Update

- 6.28. Due to the scale and complexity of pay reform and the links to other programmes and projects, there are a high number of stakeholders at a national level and across the 43 police forces in England and Wales. These stakeholders have been identified and mapped and throughout 2019 have been updated on progress in line with the programmes stakeholder management plan.
- 6.29. Since the previous submission was made, the NRT have employed the services of an independent consultancy company, Crest, to develop the communications strategy and high-level tactical plan. Crest were asked to consider how best to 'land' this programme of work across the service, both with key stakeholders and the Home Office.
- 6.30. The agreed strategic objectives for pay reform are as follows:
- To inform - to let the policing community and other key stakeholder audiences know that the police pay system is changing.
 - To involve - to give all stakeholders, particularly those within the service, the opportunity to feed in to the process and feel that they have had the chance to help shape it.
 - To persuade - to land the programme of reform smoothly and effectively, avoiding conflict where possible and convincing audiences that it is necessary, beneficial and deliverable.
 - To support wider reform - to position pay reform as an enabler of the 20,000 uplift and wider workforce modernisation which will improve outcomes for the public.
 - To build confidence - to build stakeholder trust and confidence in the NPCC as an effective enabler and deliverer of change, paving the way for further reform as needed.
- 6.31. To ensure Crest understood the brief and the wider context of pay reform, they attended a number of key meetings and events throughout 2019, including the annual PFEW conference. The communications strategy that they have now delivered, has helped shape a number of products, including the blueprint which went out during the employer led consultation period and the papers for CCC. Crest also delivered a tactical communications plan.
- 6.32. Last year, the original intention of the NRT was to begin large scale communication in 2019, to begin to make forces and officers aware of pay reform and how it might impact on them. However, with the incremental approach now being taken to implement the framework and with no large pay scale changes currently due to be made, the NRT agreed it was too premature to begin large scale communications in 2019.
- 6.33. The pay reform changes to be delivered in 2020 will be communicated in line with the principles of the communications strategy and the annual pay uplift changes will be communicated to officers in line with existing ongoing communication arrangements. Going forward, the NRT will continue to work with Crest, to ensure that as the NRT moves forward with the delivery of larger scale change, the right communications are in place, aligned to the strategic objectives of the communications strategy.

Programme Benefits

6.34. The high-level expected benefits of the new framework have been defined and mapped by the programme, as shown in the diagram below. These benefits have been refocused to support the delivery of Operation Uplift, and there will be a further mapping exercise in spring 2020 as Uplift benefits and success indicators are agreed. In 2020 baseline data will be gathered and monitoring processes established, to ensure the outcomes are being delivered and benefits monitored. As the implementation of Targeted Variable Payments is also now a deliverable of Operation Uplift, the NRT will begin monitoring and evaluating the impact of these payments soon after they are implemented.



Equality Impact Assessments

6.35. The Cabinet Office has reminded government departments, and by extension public sector organisations and private providers exercising public functions, of our Public Sector Equality Duty (Equality Act 2010) i.e. to show due regard to equality in every part of our work. So, when we are developing new ways of working, consideration of equality must be at the forefront and influence our thinking from the start. As indicated above, Under the Equality Duty, we must have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act.
- Advance equal opportunity between persons who share a relevant protected characteristic and persons who do not share it.
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

6.36. The NPCC fully recognise the need to comply with the duty imposed by the Equality Act (2010). This has been at the forefront of considerations throughout the design phase.

6.37. Legal advice is being sought on a regular basis to confirm that the developing proposals detailed in this submission are valid and are in line with our requirement that all new NPCC policies and proposed determinations constitute legitimate aims.

- 6.38. The NPCC sees EIAs as an essential and positive process, which ensures that officers are treated fairly as changes to working conditions are introduced. In this regard, chief officers will continue to provide leadership in driving forward an equality agenda as part of pay reform changes to ensure trust in the fairness of the new processes. This was formally acknowledged by chiefs at their October CCC meeting.
- 6.39. Given the significant changes which are starting to take effect within forces, triggered by both the changes to reward and Uplift, each programme is developing the necessary EIA assessments and toolkits, working closely with the CoP. The toolkits will help forces implement these programmes appropriately. The NRT and the Uplift Programme are following a consistent approach and processes, underpinned by CoP good practice. CoP have also carried out significant EIAs on key supporting processes, such as on the PEQF scheme.
- 6.40. With regard to the pay transformation programme an overall EIA has been prepared by the NRT to consider with stakeholders the impact of the proposed changes to the current reward framework. It will aid forces to consider the impact of the proposals and consider their own local EIA (which will necessarily reflect local data and context). This EIA is based on the template and toolkit currently in use by the CoP, which has been developed over the last three years, following the development of PEQF.
- 6.41. In practice, therefore, there needs to be both a high level EIA at NPCC level, developed by the NRT, which provides both an overview and recommendations, and then forces are required, as employers, to fulfil their own requirements, which will, depending upon local requirements, workforce profiles and other issues, will inevitably differ. This approach reflects best practice across other public sector bodies. To ensure the EIA is as thorough as possible, The NRT is seeking to involve as many appropriate police bodies as is feasible; this includes to ensure that the EIA is thorough, as well as the EIA Leads for Uplift and the CoP.
- 6.42. The PFEW and PSA are regularly kept up to date with progress at PCF quarterly and monthly meetings. They have declined to participate in the workstream because they are concerned about a potential conflict of interest with respect to their members. They have, however, provided informal comments.
- 6.43. We believe that the approach outlined, that will see EIAs produced by the NRT coupled with ongoing legal advice, will assist individual forces and ensure compliance with the equality duty. We are confident that the action taken to date is wholly appropriate and it will continue to be developed prior to the finalisation of any regulatory change.
- 6.44. As part of its future role, the NRT is seeking to assist forces in completing their own assessments when elements of the programme are to be implemented. The NRT will also produce guidance and monitor the implementation of the framework to ensure compliance with the principles of the EIA. This work will be completed with engagement with relevant stakeholders; such as the staff associations, individual support groups as well as bodies such as the CoP. Engagement has already commenced and the specific concerns of groups, such as the PFEW, specifically in respect targeted variable payments have been noted and will be addressed as part of the EIA process.

Programme work plan structure

- 6.45. The programme is split into delivery phases (also referred to as stages) with stage gates in-between to provide the NPCC with a structure for monitoring and governing the work. The phases were originally structured so the NPCC could deliver the framework as a consolidated package and begin implementing the framework from 2021, in line with the Home Office ambition.

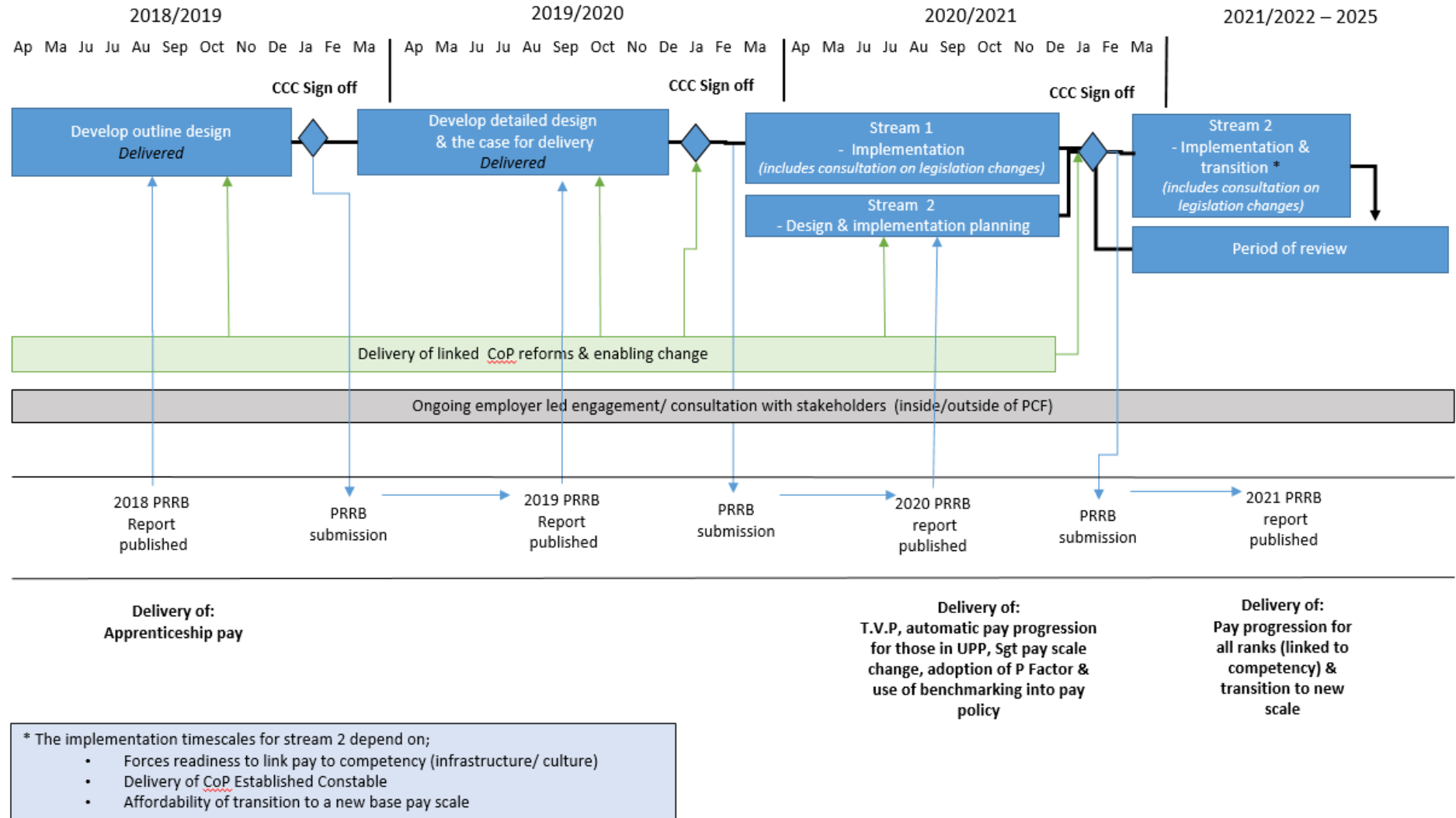
- 6.46. However, since the previous submission was made, the delivery phases have been revised. This took place part way through the year, when the NPCC refocused the programme priorities to take account of changing political priorities, operational pressures, and organisational capacity. An incremental approach to delivering pay progression and not transition to a new pay scale was adopted. The revised phases are shown below:
- Phase 1 – To develop and produce the outline design of the National Reward Framework (delivered in 2018/19).
 - Phase 2 – To develop and produce the detailed design of the National Reward Framework and the case for delivery (delivered in 2019/20).
 - Phase 3 – To implement the National Reward Framework
 - Stream 1 – delivery of P Factor/ Benchmarking/ Targeted Variable Pay and pay progression linked to UPP
 - Stream 2 – delivery of pay progression linked to competency (for all ranks), including the transition to a new pay scale
 - Phase 4 – Period of review (framework benefits and programme delivery).
- 6.47. Phase 3 has been split into two streams, to reflect the different timeframes for implementing the framework. Implementation planning, at both a national and local level is also no longer a stand-alone phase, rather it has been incorporated into each of the streams.
- 6.48. During stage 4, a post implementation review will be conducted, once a sufficient period of time has passed to be able to evaluate the programmes delivery and properly assess the different elements of the new reward framework. The time period for the review and any interim reviews will be agreed at a later date in the programme.
- 6.49. At the completion of each phase the NRT conduct a review, to ensure all the identified deliverables have been achieved. Any lessons learnt are also identified and incorporated into the next phase. This was done at the completion of phase 1.

Delivery timeline

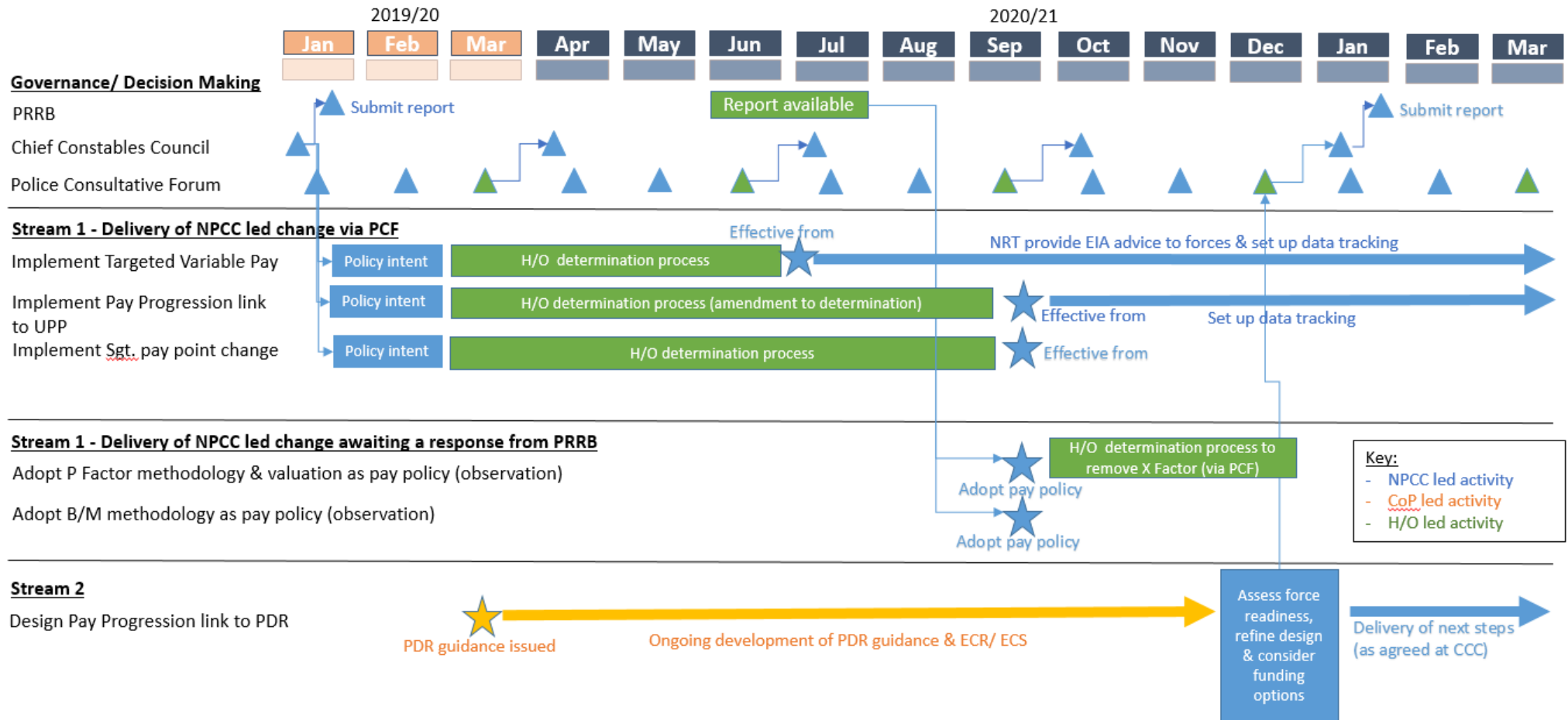
- 6.50. In 2019, the NRT delivered phase 2 of the programme and in 2020 the programme will progress to stage 3, the implementation phase. The originally agreed commitment from the NPCC was to begin implementation from the spring of 2021 onwards. However, a change in approach to pay progression and the ministerial priority of the Uplift Programme has allowed the delivery timescales, for certain elements of the framework (stream 1 deliverables), to be brought forward into 2020. These elements of the framework also have less of a change impact on forces, so implementation planning at both a central and local level can be condensed. The NRT will deliver stream 1 deliverables in 2020 and absorb the associated national business as usual responsibilities.
- 6.51. The Uplift Programme has expedited the implementation timeline for targeted variable pay, to facilitate forces in their immediate requirement to grow their workforce.
- 6.52. The timescale to deliver stream 2 has not yet been determined, because of the dependency on further embedding PEQF into the service, forces strengthening their appraisal systems and the introduction of the Established Constable, change, which is driven by the CoP. Throughout 2020/21 the NRT will however, still continue to develop the proposals for competency based pay. They will also continue to monitor and assess the readiness of the service to link pay to competency and explore funding options for transitioning to the new pay scale. The implementation position of stream 2 will be reviewed in early 2021. The diagram below shows what elements of the framework are being delivered in stream 1 and stream 2.

The Reward Framework Design	Implementation of stream 1 (2020/21 planned delivery)	Implementation of stream 2 (delivery timescales TBC)
<p><u>Fixed Pay</u> New base pay scale informed by market benchmarking</p>	The use of market benchmarking incorporated into pay policy with a change in Sgt. pay scale	Further changes to base pay scale - aligned to the pay progression model
<p><u>Pay Progression</u> Model for all ranks</p>	Automatic pay progression removed for those in UPP	New pay progression model linked to competency (PDR)
<p><u>The P Factor</u> Incorporated into base pay</p>	P Factor incorporated into base pay (at 12%) & X factor removed	
<p><u>Targeted Variable Pay</u></p>	Targeted variable payments introduced & temporary arrangements revoked	

6.53. The updated overall programme timeline is shown below:



6.54. National Reward Team – the key Programme deliverables for 2020/21 are set out below. The timeline reflects that implementation of stream 1 will either proceed following an employer decision (at CCC) or following PRRB observations:



- 6.55. The 2020/21 timeline is predicated on the following assumptions:
- The NRT is sufficiently funded and resourced.
 - CCC decisions are made when required.
 - There are minimal delays in the PRRB reporting process.
 - There is minimal delay in the completion of the Home Office led determination process.
- 6.56. There is a risk the implementation of targeted variable pay and the other changes the NPCC is seeking to implement in 2020, could be delayed, due to the Home Office determination process taking longer than planned. This is because there are already a number of NPCC initiated legislation changes requiring ministerial sign off, some of which go back more than 12 months. This includes; amendments to the Children and Families regulation; allowances for protection officers; on call bonus payments; the 2019 pay award; and defining the 40-hour week for superintendents.
- 6.57. The NRT are seeking to mitigate this risk by prioritising the legalisation changes that already sit with the Home Office and to ensure all new legislation requests going forward are prioritised. The NRT have also set up a biweekly meeting with the Home Office to review progress. The NRT have also raised their concerns with the Home Office and made them aware of the impact a delay would have on achieving the outcomes of the Uplift Programme and Pay Reform.

Implementation impact

- 6.58. In conjunction with 6 forces²² the NRT defined the high-level implementation requirements and impact assessment of the framework. The NRT took the forces through the proposed changes, which allowed them to highlight any potential change impact to their force.

Implementation of stream 1

- 6.59. For forces, the implementation impact of stream 1 is expected to be minimal, as indicated below:
- The P Factor and the use of benchmarking, will be incorporated into the NPCC's pay policy and adopted by the NRT to inform future recommendations on base pay. There will be no change impact to forces.
 - The use of variable payments is already in place, so forces should already have well established local processes to approve the issuing, monitoring and withdrawal of a payment (although based on the survey responses, we do anticipate an upturn in take-up). With the introduction of Targeted Variable Payments, forces will be required to produce a local EIA and review compliance in line with the national framework and guidance. The NRT will assist them in this activity. Forces will be required to fund these payments from within existing budgets or via their Uplift funding if directly attributable to retention.
 - Forces already have UPP processes in place and there is already a determination to remove automatic pay progression for those subject to an unsatisfactory PDR. In 2020 the NRT will be revising this regulation to strengthen the removal of automatic pay progression. Forces will need to align to the revised regulation and national guidance and ensure they have the capability not to automatically progress an officers pay. For some forces this may need to be a manual process, but arrangements should already be in place.
 - The NRT will issue all national guidance and be a central point of contact to advise forces, throughout the delivery of stream 1 and beyond.
 - The NRT will issue all national communication messages and guidance, which forces will be responsible for implementing locally.

²² TVP/Surrey/Sussex/ South Yorkshire/Lincolnshire/ GMP

Implementation of stream 2

- 6.60. The programme is not currently progressing with the implementation of stream 2 (the link to competency and transition to a new pay scale), due to concerns around affordability, organisational bandwidth and service readiness. This prioritisation was agreed by CCC and underpinned by detailed discussions with the 6 forces. They estimated that implementation of this element of the framework would have a significant change impact on forces. Forces will be expected to make the necessary changes to their payroll system and appraisal processes and ensure managers and officers understand the changes. Forces will be expected to initiate and deliver in accordance with their local change management processes, delivering in line with a national implementation plan, national communications and guidance. However, the further embedding of PEQF and more sophisticated resource planning systems will ease the impact of this change. Also, for those forces who already have an embedded appraisal process and resource planning tool, the impact of implementation will be less significant. In 2020, the NRT will set up a national network of Reward Managers, to help develop and share good practice, which will also help support and prepare forces for this change. As the NRT continue to develop the proposals for linking pay to competency, the impact of change will continually be reviewed.
- 6.61. In 2020, the NRT will also continue to assess forces level of readiness, in terms of their appraisal processes and the capability of their resource planning systems to support the new pay framework. The PDR surveys carried out in 2018 and 2019 have given a baseline and provided the NRT with a good understanding of individual force positions, in terms of their infrastructures and cultural readiness to link pay to competence. In 2020 the NRT will further analyse this information, to identify those forces who may need more support to ensure they have the right mechanisms in place. This information will also help determine the delivery timeline for stream 2, in conjunction to the delivery of the CoP work on ECR.

National Reward Team - transition to a permanent team

- 6.62. As the sponsor, the NPCC acknowledges it will need a permanent National 'Reward' function, responsible for the formulation of its pay strategies, policies and the analysis and governance of police remuneration. This function is currently carried out by the NRT, but on a non-permanent basis. This arrangement has been in place since 2014/15, when the Home Office handed responsibility for 'police reward' to the service, and is not a sustainable solution.
- 6.63. Funding for the NRT is requested and allocated on an annual basis from the PTF and has increased marginally year-on-year as the scale of work has developed. A one-year extension of the PTF proposal was requested for 2020/21, but with the closure of the Police Transformation Fund, the Home Office has verbally agreed that a proportion of the allocation to policing can support this activity. Revised governance arrangements will be put in place by the Home Office to track programme delivery and its spend.
- 6.64. In 2020/21 the programme moves into an implementation phase, handing over to business as usual (for its stream 1 deliverables). As such there will be a shift in focus within the NRT, from delivering the change programme to its business as usual responsibilities. This change in emphasis, will require the teams funding arrangements to change from 2021/22 onwards. The NRT need to prepare for having a permanent funding stream beyond 2021/22 to enable the service to continue to govern the police remuneration.
- 6.65. A permanent and sufficiently resourced national reward team will enable it to become the centre of expertise for police remuneration, enabling the NPCC to fully maximise the opportunities that a central capability provides and offer central economies of scale. It will collate consistently collected pay data, improving the NPCC's understanding and monitoring of local and national statistics to identify issues and trends. This will improve its prediction and response to future workforce risks and opportunities, to

ultimately improve the NPCC's evidence to justify future pay awards. It will also embed a national network of Reward Managers, to develop and share good practice and educate officers to understand their pay.

- 6.66. In the short-term the NRT also need to continue to manage the change programme to ensure the other elements of the pay reform framework are delivered and embedded across the service.
- 6.67. The current intention is that the NRT will align to the National HR Strategic function, building the central capability of the service to deliver on its key priorities in respect of the workforce. The existing national reward capability that the NRT governs is a key component to helping the service build this central function. The implementation timescales and funding arrangements for the HR Strategic Unit are currently not confirmed.
- 6.68. During 2020 the NRT will begin to focus its activity on refining its business as usual 'Reward' capabilities, not only to be able to absorb the ongoing governance of the new framework, but also to effectively manage its national responsibilities. A permanent funding requirement will be defined and its national mandate and governance arrangements reconfirmed, with decisions being sought from CCC in early 2021. This will be done in the context of the implementation of a central HR Strategic Unit, but it will not delay the progress of the NRT. From 2021/22 there will be a clearer path to transition.

7. APPENDICES

Appendix letter	Research method	Purpose
A	Policing Minister Letter	From CC Matt Jukes to Kit Malthouse dated November 2019
B	Blueprint 2.1 Survey	To engage forces in consultation process on elements of future reward framework
C	Blueprint 2.1 Document	This document outlines the new pay reward framework. These proposal relate only to the Constable rank however its intention is that the same principle will be applied to all ranks.
D	Annual Survey (includes CoP Workforce Data)	Survey covered key areas such as recruitment; promotion; leavers; targeted variable pay & motivation and morale. Also include the CoP tables to show current officer numbers from 2014/15 to 2018/19 in terms of volume, distribution & progression, recruitment and retention.
E	Focus Group Report	This report seeks views from officers namely of the Constable rank during the consultation period with forces to gather officer views on the key aspect of the blueprint.
F	Korn Ferry Federated Ranks Report	This report has been produced by Peter Smith of Korn Ferry. It is a benchmarking study of federated police officer roles and remuneration at this level.
G	Korn Ferry Chief Officers Report	This report has been produced by Peter Smith of Korn Ferry. It is a benchmarking study of senior chief police officer roles and remuneration at this level.
H	Chief Police Officer Pay & Morale	To collect views from all chief police officers in relation to their remuneration package
I	P Factor Report	Report agreed by NPCC defining value of P Factor (including factor descriptors)
J	PCF TOR	Police Consultation Forum - Updated Terms of Reference
K	PDR Survey	To understand PDR process and its application in particular to constable rank

