

Appendix A – Policing Minister Letter





Home Office

Home Secretary

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BY EMAIL ONLY

Anita Bharucha
Chair
Police Remuneration Review Body
Office of Manpower Economics
Fleetbank House
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16th December 2020

Dear Anita

POLICE REMUNERATION REVIEW BODY REMIT 2021/22

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

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

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

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

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

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

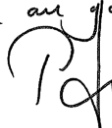
I greatly value the work of the PRRB and can assure you the Government has only taken this decision in extraordinary circumstances. While I will not be seeking a recommendation from the PRRB for police officer pay uplifts in 2021/22, I refer the following matters to you:

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

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

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

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

With all good wishes


Rt Hon Priti Patel MP

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

Definition of employees earning less than £24,000

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

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

Size of increase

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

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

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

Appendix B – PRRB Action Plan 2021



PRRB Observation/Recommendations - agreed at December PCF												
Ref	Theme	Sub Theme	PRRB Commentary	PRRB status	Ref s to other the	Lead	Priority (H/M)					
							NPCC	APCC	CPOSA	PSA	PFEW	
1	PRRB	Remit	Home Office ... was also considering how to enhance its oversight of police funding to help drive efficiency.	Observation	2.17	Home Office						High
2	PRRB	Remit	Home Office to be clearer on the type of analysis that it would find useful if PRRB is to provide a commentary on affordability in future report.	Observation	2.27	Home Office	Medium		Medium	Medium		High
3	PRRB	Remit	Home Office to set out the evidence that it wishes PRRB to consider in relation to productivity.	Observation	2.28	Home Office						High
4	PRRB	Remit	Home Office to clarify what it will expect from PRRB in relation to benchmarking in next year's pay round, noting that PRRB follows an agreed annual process. Need to present conclusions of further work in evidence for next year's pay round.	Observation	3.5	Annual Uplift (base pay) Pay Reform (benchmarking/ P Factor)	Home Office	High		High	High	High
5	PRRB	Remit	Home Office to be clear on the parameters for a multi-year deal in the remit letter so that PRRB commissions the relevant evidence from the parties.	Observation	6.6	Annual Uplift (base pay)	Home Office				High	High
6	PRRB	Remit	Home Office to confirm who, ultimately, agrees to the resulting new chief officer pay arrangements and what PRRB's role might be in this process.	Observation	4.52 & 6.10 & 6.12	Chief Officer Pay	Home Office	Medium		High		
7	PRRB	Submission evidence	NPCC to provide robust 'employer' evidence on the morale and motivation of police forces on a national basis so that PRRB can make more definitive observations in future.	Observation	2.104	Uplift Programme (Retention)	NPCC		Medium		Medium	
8	PRRB	Submission evidence	NPCC to consider what trend data they might be able to present to PRRB on sickness absence for next year's round. This could provide a measure of morale and motivation.	Observation	2.104		NPCC					
9	PRRB	Submission evidence	NPCC did not provide its own assessment of the policing environment.	Observation	2.11		NPCC					
10	PRRB	Submission evidence	PRRB wanted to see a better understanding of why officers are leaving early	Observation	2.92	Uplift Programme (Programme Delivery)	NPCC		Medium		High	
11	PRRB	Submission evidence	NPCC to improve the evidence on how pay structures would be used to increase productivity ... for future pay reviews.	Observation	3.31	Annual Uplift (base pay) Pay Reform (base pay)	NPCC		Medium		Medium	High
12	PRRB	Submission evidence	NPCC to provide an update on improvements in the quality and consistency of data.	Observation	6.14	Uplift Programme (Programme Delivery)	NPCC/ Home Office		Medium			High
13	PRRB	Submission evidence	Next year's evidence to PRRB to cover the impact of COVID-19 and how this has affected policing and the policing environment, as well as the police workforce and the wider economy and labour market.	Observation	6.3		ALL					
14	PRRB	Submission evidence	PRRB to receive evidence on the implications of the UK's exit from the EU for policing.	Observation	6.5		ALL					
15	Annual Uplift	Base Pay	NPCC to ensure that any subsequent pay changes are presented to PRRB as part of a coherent package.	Observation	3.51	Pay Reform (base pay)	NPCC	High			High	High
16	Annual Uplift	Base Pay	A consolidated increase of 2.5% to be paid to all police officer pay points for all ranks from 1 September 2020.	Recommendation	5.32		Home Office					
17	Annual Uplift	Base Pay	Implementation of removing the lowest point of the sergeants' pay scale.	Recommendation	3.51 & 5.46		Home Office					
18	Other Pay	Allowances	NPCC to review geographical allowances. No increase to the South East Allowance.	Observation	5.64		NPCC	Medium	Medium	Medium	High	High

19	Other Pay	Temporary Variable Payments	Home Office to ensure continuation of variable payments and an extension of the temporary regulation due to expire in September 2020.	Observation	3.67	Pay Reform (Targeted Variable Pay)	Home Office	High				High	High
20	Other Pay	Allowances	Dog Handlers' Allowance should increase by 2.5% from 1 September 2020.	Recommendation	5.52		Home Office						
21	Other Pay	London Weighting	London Weighting should increase by 2.5% from 1 September 2020.	Recommendation	5.65		Home Office						
22	Other Pay	London Weighting	The maximum rate of London Allowance should increase by £1,000 to £5,338 a year for officers appointed on or after 1 September 1994 and not receiving Replacement Allowance.	Recommendation	5.66		Home Office						
23	Uplift Programme	Programme Delivery	PRRB to receive progress towards meeting the increase in the police officer numbers in the Uplift Programme	Observation	6.7	PRRB (submission evidence)	NPCC / Home Office						Medium
24	Uplift Programme	Recruitment & Retention	Home Office observed that workforce planning and quality of supervision were areas where more needed to be done. The Home Office would work with the NPCC and policing partners to consider the recruitment challenges ahead.	Observation	2.72		Home Office / NPCC						
25	Uplift Programme	Retention	NPCC intended to provide pay interventions to aid the retention of key skills and experience of mid-career leavers.	Observation	2.77	Pay Reform (Targeted Variable Pay)	NPCC						
26	Pay Reform	Targeted Variable Pay	NPCC to provide some nationally agreed principles to ensure consistency of application of Targeted Variable Pay across forces, and to set out the circumstances in which payments may be made. These principles should address: <ul style="list-style-type: none"> the criteria for payment against recruitment, retention or 'hard-to-fill' definitions the mechanisms to ensure that the payments are fair and address equality and diversity issues the method of communicating the principles within forces. 	Observation	3.68	Uplift Programme (Retention)	NPCC	High	Medium	High	Medium	High	High
27	Pay Reform	Targeted Variable Pay	NPCC to provide data on take up of TVP for next review.	Observation	3.71	Uplift Programme (Retention)	NPCC	High		High	High	High	High
28	Pay Reform	Targeted Variable Pay	Proposals for Targeted Variable Pay supported and the maximum amount payable to any officer in one year to increase to £5,000.	Recommendation	5.34	Uplift Programme (Retention)	Home Office	High		High	High	High	High
29	Pay Reform	Benchmarking/P Factor	NPCC to align work on benchmarking (noting disagreement on methodologies), along with new pay proposals in evidence for next year's pay round.	Observation	3.5	Annual Uplift (base pay)	NPCC	High		High	High	High	High
30	Pay Reform	Benchmarking/P Factor	NPCC and Staff Associations to agree methodologies used in both benchmarking and the valuation of the P-factor.	Observation	3.52	Annual Uplift (base pay)	NPCC / Staff Associations	High		High	High	High	High
31	Pay Reform	Benchmarking/P Factor	NPCC to provide clarity as to how P-factor will be used in informing rates of pay and what steps have been taken to ensure that there is no double-counting of the P-factor elements.	Observation	3.53	Annual Uplift (base pay)	NPCC	High		High	High	High	High
32	Pay Reform	Benchmarking/P Factor	NPCC to work with Staff Associations on valuation of the P-factor.	Observation	3.54	Annual Uplift (base pay)	NPCC / Staff Associations	High		High	High	High	High
33	Pay Reform	Base Pay	Work on the superintending pay scales to be completed in parallel with the Chief Officer Review, considering the work on benchmarking. To form part of the NRT programme of work for 2020/21.	Observation	3.4		NPCC	High		High	High		
34	Pay Reform	Base Pay	NPCC to explain how the proposals would support recruitment and retention, what work has been done to ensure coherence between the pay proposals for different ranks, differentials between ranks, and how these will encourage promotion.	Observation	3.5	Uplift Programme (Recruitment & retention)	NPCC	High		High	High	High	High
35	Pay Reform	Base Pay	NPCC to consider how officers at the top of their pay scale can continue to be motivated.	Observation	3.83	Uplift Programme (Retention)	NPCC	Medium		High	High	High	High

36	Pay Reform	Base Pay	NPCC to develop proposals around a coherent pay package which takes account of the outcome of the benchmarking work relating to constables' pay.	Observation	3.84	Pay Reform (benchmarking/ P Factor)	NPCC	High					High
37	Pay Reform	Base Pay	Local flexibility on starting pay for constables to be retained, but NPCC to review starting salaries alongside the results of the benchmarking work.	Recommendation	5.41	Pay Reform (benchmarking/ P Factor) Annual Uplift (base pay)	NPCC	Medium	High				High
38	Pay Reform	Base Pay	NPCC to review pay upon completion of a degree apprenticeship as part of pay reform.	Observation	5.44		NPCC	Medium					High
39	Pay Reform	Pay Progression Standard	Police-led work to improve the way the sector evidenced efficiency and productivity.	Observation	2.17	PRRB (submission evidence)	NPCC						
40	Pay Reform	Pay Progression Standard	NPCC to provide details of more robust and coherent solution to pay progression based on productivity and competence.	Observation	3.82		NPCC	High					
41	Pay Reform	Pay Progression Standard	Home Office to confirm that productivity referred to in the context of performance is the expectation that a workforce supported by a robust performance management process will be more capable and will, relative to a set number of officers, be able to deliver more effective policing. Home Office have told the PRRB they want a robust PDR in place.	Observation	3.18 & 3.31		Home Office	Medium					High
42	Pay Reform	Equality Impact Assessment	NPCC and Staff Associations to resolve their issues on methodology and provide more detail on the EIAs undertaken as part of next year's submissions (accepting that if the decisions on TVP are taken and funded locally in forces, then it is right that the EIAs are produced there too).	Observation	3.105		NPCC / Staff Associations	Medium					High
43	Pay Reform	Programme Delivery	Home Office need to make amendments to police regulations in a timely manner	Observation	2.127		Home Office	Medium		Medium	Medium		
44	Pay Reform	Programme Delivery	NPCC to provide more detail on forces' readiness for implementation and specifics on the plans for delivery of the pay reform proposals for future reviews.	Observation	3.102		NPCC						Medium
45	Pay Reform	Programme Delivery	NPCC and Home Office to work together to agree the sequencing of delivery of reform so that work can be initiated in good time to enable completion of the essential legislative functions for effective implementation.	Observation	3.104		NPCC / Home Office						
46	Pay Reform	Programme Delivery	NPCC needs to be able to build and maintain consensus across the stakeholder community for the revised pay reform proposals.	Observation	3.26		NPCC	High				Medium	
47	Pay Reform	Programme Delivery	The NPCC has not specified a timescale for the implementation of the pay model linked to competency and so there is a lack of clarity over intentions here. These differences in perspective need to be addressed and we suggest that expectations need to be managed on both sides to avoid problems in the future.	Observation	3.29		NPCC / Home Office	Medium				Medium	
48	Pay Reform	Programme Delivery	NPCC to update on management of risk in the additional areas: <ul style="list-style-type: none"> all components of the revised programme remain coherent and consistent with the vision and timetable for reform; capacity of forces to deliver pay reform alongside the Uplift Programme; individual components of reform are properly resourced 	Observation	3.11		NPCC						

49	Pay Reform	Programme Delivery	PRRB want evidence on the success of measures introduced during 2020 and the benefits being delivered..... They invite the NPCC to present any new pay proposals as part of a coherent package. We also welcome clarity from the Home Office on what it will expect from us in respect of this work and our recommendations next year.	Observation	6.8	PRRB remit	NPCC/ Home Office						
50	Chief Officer Pay	Base Pay	Review of Chief Officer pay should develop: <ul style="list-style-type: none"> • clear, overarching statement on how the results of benchmarking will be used • an explanation of the timeframe for implementation of any changes, particularly in the context of the wider police workforce and pay reform agenda • detail regarding the public sector comparators that have been used to underpin the benchmarking conclusions • the approach taken to formulate any new pay arrangements in order that the benchmarking results can be used as an indicator of pay rather than providing absolute answers. 	Observation	4.50 & 4.51		NPCC / APCC / CPOSA / PSA	High		High			
51	Chief Officer Pay	Programme Delivery	NPCC to provide more evidence on the wider management aspects and challenges specific to the chief officer role.	Observation	4.10		NPCC	High		High			
52	Chief Officer Pay	Programme Delivery	NPCC / APCC / CPOSA / PSA to commence the review of Chief Officer pay at the earliest opportunity to provide the results as part of the evidence submitted for the next pay round.	Observation	4.47		NPCC / APCC / CPOSA / PSA	High		High			
53	Chief Officer Pay	Allowances	Review of Chief Officer pay should develop a set of transparent, coherent and fair criteria to enable a consistent approach in relation to the payment of discretionary allowances. These criteria should consider the need for the allowance package to support mobility and the transfer of talent across forces, while at the same time avoiding unhealthy competition, and that the allowance package and mechanisms for payment address equal pay and equality and diversity issues.	Observation	4.49		NPCC / APCC / CPOSA / PSA	High		High			
54	Chief Officer Pay	Allowances	Rent expenses for relocation to be progressed in the context of the review of Chief Officer pay.	Observation	4.54		NPCC / APCC / CPOSA / PSA	High		High			
55	HR Strategic Hub	Design & Delivery	NPCC to provide evidence in future rounds on cross-cutting national HR capability, including its design and function, implementation and results. PRRB emphasised benefits of national capability.	Observation	3.32	PRRB (submission evidence)	NPCC	High					
56	HR Strategic Hub	Design & Delivery	PRRB to receive an update on the work being taken forward by the College of Policing in support of reform and progress on the design, development and delivery of the strategic national HR function.	Observation	6.90		College of Policing						
57	HR Strategic Hub	Transition	NRT should transition to the new national HR strategic function ... it is important that it continues to be properly resourced in line with the new timetable for implementation.	Observation	3.26		NPCC	High		High			
58	Pensions	Pensions	Home Office said it was actively working with the NPCC to develop messaging for the police workforce to explain the latest legal decision in the McCloud/Sergeant case, and what it meant for officers. Any resulting changes to police pension schemes would be subject to consultation with policing partners.	Observation	2.107		Home Office	High		High	High	High	High

Appendix C - Workforce Coordination



December 2020

1.1 National NPCC Workforce Coordination Committee

1.1.1 Scope and governance

The Workforce Co-ordination Committee is chaired by CC Pam Kelly. Its role is to:

- Act as the interface and critical friend between the College and police forces and the workforce in respect of Workforce issues; leadership and leadership development
- Identify priorities across policing where leadership standards are advised/required, including development of relevant policy, training and practice;
- Provide advice to support national standards and ensure related Workforce and leadership products are based on the best possible evidence which draw on good practice within policing and across other sectors;
- Ensure employer and employee concerns are identified and considered by working with the College of Policing and Home Office to identify emerging risks, challenges and opportunities facing leadership within the profession;
- Through its membership engage/consult with the relevant parties to enhance engagement and collaboration;
- Lead/facilitate debate on workforce and leadership issues including where appropriate responses to recommendations arising from other public agencies, Home Office, HMICFRS, etc.

Within the Workforce Co-ordination committee there are eight portfolio areas all chaired by Chief Officers. These may be supplemented by additional working groups, through discussion and agreement by the Workforce Co-ordination Committee Chair, in consultation with the NPCC to avoid duplication.

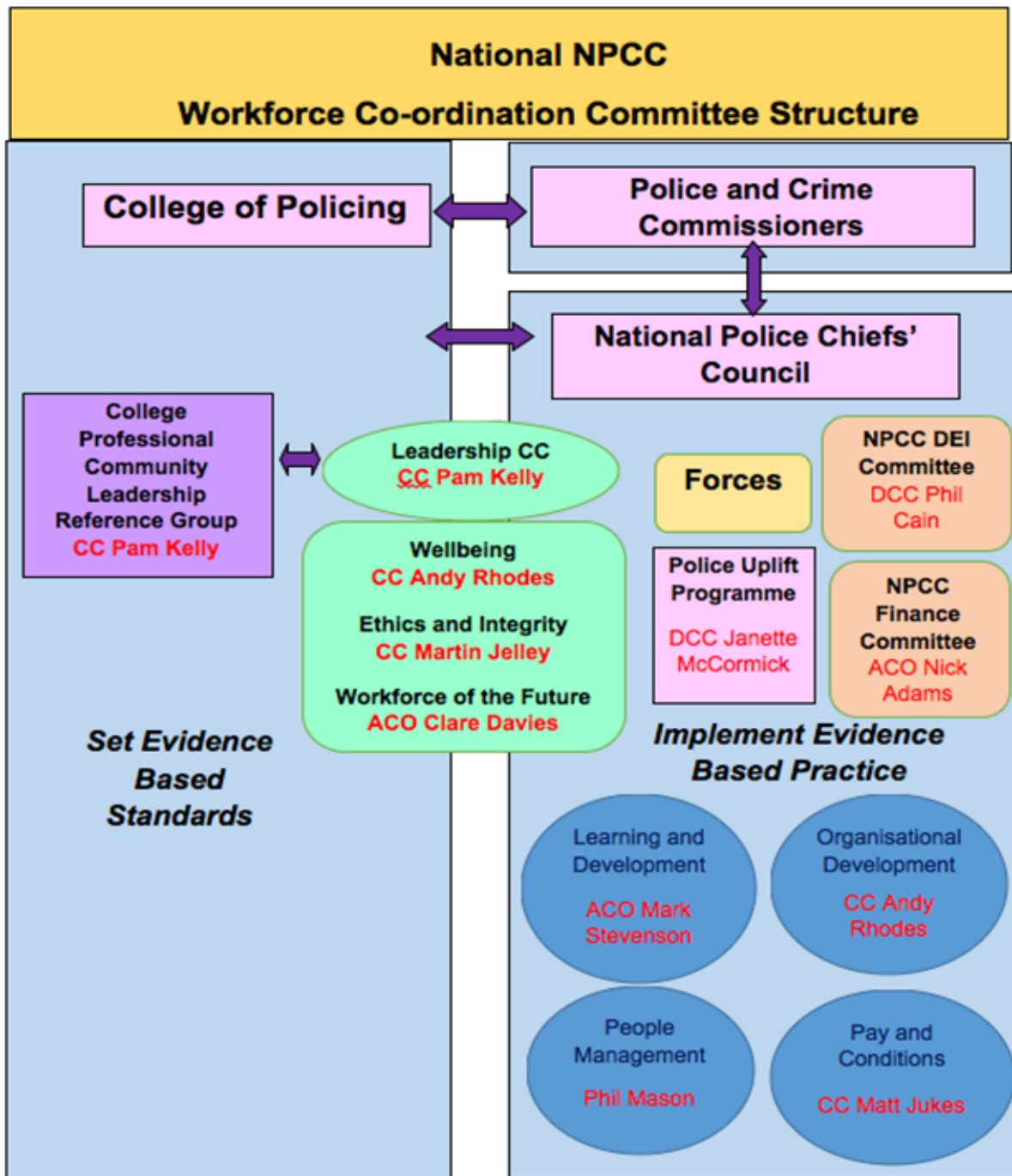
1.1.2 Workforce portfolios

The Coordination Committee has identified four priority work areas:

- **Leadership** – encompassing developing leadership at all levels across police and staff; leadership development framework and associated programmes and building leadership capacity and capability which values difference.
- **Wellbeing** – to focus on our staff with a ‘one stop shop to wellbeing’, and includes Health and Safety requirements.
- **Professional Standards and Ethics** – including working with the College of Policing and other stakeholders to embed the Code of Ethics in policing.
- **Workforce of the Future** – including considering the qualities and skills our officers and staff will need in the future and how we recruit, retain and develop such attributes.

The Coordination Committee has then identified four key functional building blocks to deliver the priorities outlined above:

- **Pay and Conditions** – to include representation on national bodies and input to decision making groups such as the Police Remuneration Review Body.
- **People Management** – to include non – pay terms and conditions and links to the Chartered Institute of Personnel and Development (CIPD) and the CIPD Police Forum.
- **Learning and Development** – to include working closely with the College of Policing on supporting the professional development of our staff
- **Organisational Development** – to include work around organisational structures and service delivery models and working with key stakeholders on workforce climate and engagement.



1.1.3 Wellbeing & Organisational Development

The Wellbeing and Organisational Development portfolio is led by CC Andy Rhodes.

The National Police Wellbeing Service (NPWS) has developed from being predominantly concerned with bringing research and best practice into the service to now primarily an operational capability, with eight live service offerings which include capital assets (vehicle fleet). As such, NPWS now fully supports the service in a wide variety of Wellbeing aspects.

The Oscar Kilo brand, the face of NPWS, has been carefully managed from the outset. This now has practical traction with HRM professionals, Occupational Health Service providers and, most

importantly, the frontline. Police and Staff associations consider the OK brand evidence-based and supportive.

Moving forward, the NPWS will provide clinical governance for OH standards as well as strategic liaison with the NHS. This coheres with the vision of a Police Covenant and response to the consultation recommended that a CMO and H&S lead are recruited into the NPWS. The programme has engaged with the Home Office to formalise the support of the DHSC and NHS England in order to formalise NPWS as the delivery channel for the “Health and Wellbeing” element of the Police Covenant.

During the COVID-19 crisis the NPWS has played a critical role in support of Op. TALLA, establishing a Bronze welfare cell for TALLA Gold, co-ordinating PPE guidance and leading the design and development of all COVID-19 testing solutions for NPCC and FRS in England and Wales. Through Oscar Kilo the NPWS has provided a ‘what works’ online “COVID-19 Coronavirus Hub” and supported NPCC TALLA comms internal and external messaging.

The NPWS is providing online resilience training and other interventions. Where possible live services have been moved online and the work to develop better digital channels for training and engagement is progressing. An international Emergency Services Community Conference on wellbeing and technology during the COVID-19 response took place in August 2020.

Good progress has been made on the Fatigue & Shift Pattern Project; directly linked to the first National Wellbeing Survey Report. With responses from more than 34,000 police officers and staff across England and Wales, almost half of police officers who responded said they were having less than six hours of sleep a night, with shift workers more likely to experience poor sleep quality and report lower levels of job satisfaction.

1.1.4 Workforce of the future

This portfolio is led by ACO Clare Davies. As outlined above, delivering NPV 2025 is critically reliant on the quality of its people and a workforce equipped with the right skills and capabilities. The Workforce of the Future portfolio focuses on the following areas:

- How policing can attract and recruit a diverse, inclusive and capable workforce with a different mix of backgrounds, skills, experiences and aspirations
- The career pathways that need to be in place to retain and develop talent ensuring that the service has the skills and capability required to effectively meet the challenges and demand for policing in the 21st century
- Increased flexibility for policing to develop skills at pace through multiple entry routes – whether that is into leadership roles, or specialist pathways.
- Creating employment frameworks to attract, develop and reward officers and staff, and provide exit and re-join routes that create the flexibility to move in and out of policing.

Work Delivered to Date

Significant progress has been made in partnership with the College of Policing in delivering workforce initiatives which have provided a strong foundation to deliver on the aspirations within the NPCC Policing Vision. This includes:-

- **Attract** – Creating new entry routes into policing including Direct Entry Inspector & Superintendent, Police Now, and new Investigative Entry Routes. We have reformed police officer recruitment through the implementation of a new competency & values framework, and Day One assessment centre.
- **Develop** – As well as providing new entry routes into the service, the Police Educational Qualifications Framework (PEQF) is enable new officers to gain externally recognised formal qualifications equivalent to their level of practice or rank. We have piloted different ways of

providing professional development and lateral career development including Advanced Practitioner and Leading Constable.

- Rejoin and Re-Entry - There is now greater professional mobility and opportunity for officers to bring new skills and experience through new rejoinder regulations which has extended the time that officers can re-enter the service and at what rank.

Current and Future Work

1. **Creating a more flexible workforce.** Global workforce trends indicate the growing importance of creating greater flexibility for employees of different demographic groups. This suggests that creating more flexible employment offers will become a primary driver of recruitment and retention, particularly for staff and officers from diverse backgrounds. COVID 19 has also accelerated the focus on creating more agile ways of working, and we know that flexibility is a key driver in achieving higher levels of engagement, wellbeing and productivity. To date the service has in the main focused on a policy led approach to flexibility through our HR frameworks. There are good examples of how different forces have innovated and developed different approaches to flexibility alongside best practice that we could learn from which is in place in other sectors. We will therefore develop the case for achieving greater flexibility and bring together propositions for how the service could deliver this, providing Chief Constables with a suite of options to select from for their operating context.
2. **Review of National Police Promotions Framework.** The number of police officers nationally will grow by 20,000 over the next three years. There is expected to be a proportionate increase in supervisor numbers particularly at the Sergeant and Inspector ranks. Their role will be vital in developing national policing capability that a less experienced workforce will need. At present a number of forces are reporting that they are not meeting work force planning targets for sergeants and inspectors for a variety of reasons which include the promotion process. To address this, the NPCC would like to work collaboratively with the College of Policing to undertake a review of the four-step NPPF promotion process to Sergeant and Inspector. The review will aim to:-
 - Increase in the size of the eligible pool for promotion
 - Improve the pass rate for people going through promotion
 - Ensure we still attract a diverse pool of candidates
 - Improve our promotion scheme take up and efficiency
3. **Future Workforce Trends.** We need to develop our next roadmap for workforce transformation based on a good understanding of future workforce trends and the role policing will be playing in society. Work will be commissioned to understand:-
 - What the future workforce will need to look like and what will those people want from work.
 - What future jobs could look like and how policing roles may change.
 - How the working environment could change.
 - What policing and leadership capabilities we will need to create or reduce to meet the changing demands and expectations.

This assessment will help to inform potential solutions which will help to transform our workforce.

1.1.5 Learning and Development

The NPCC L&D Programme has two strands of working: one supporting the Police Uplift Programme (where there is a shared delivery plan with the retention workstream); and a second implementing the learning and products from the MOPAC 'Implementing the Transformation of Police Learning and Development' Programme.

1. L&D Supporting the Policing Uplift Programme

This strand includes:

- Widening Access to the PEQF – to enable more people, and potentially from more diverse backgrounds, to access policing. Work is being progressed via the College of Policing. It is anticipated to go live in the Autumn.
- Workforce Planning – to provide a standard framework and support to forces to increase capability in Workforce Planning. The PUP is working with CoP and a Reference Group of subject matter experts from a number of forces, and has commissioned the Workforce Development Trust to develop the framework and a strategic document. The initial product will be ready for consultation in April 20 and workshops are being considered utilising the CoP.
- Work based Learning and Assessment – supporting forces to develop the structures, processes and capability to enable effective delivery of the Tutor role. Working with the CoP. Initial Learning from early adopters being developed.
- Readiness Assessment for Uplift L&D – to enable understanding of the current position of forces re L&D for Uplift and implications for wider L&D delivery in force.
- Stakeholder engagement to identify current priority issues for forces re Uplift L&D – from L&D National Learning Network – through Executive Committee, Trailblazer and full National Learning Network event – collated findings being used to inform the workstream development.
- Completed initial review of L&D / OD dependencies. Working closely with the OD workstream to enable the recruitment of 20,000 officers to be done well and sustainably.
- Recognised Prior Learning – further communication planned to ensure that all forces fully understand the implications of the guidance.

Emerging issues and potential follow up work from the current Strategic Review include: first line / supervisory leadership; the delivery of Tutor Support and supervisors; training standards; and detective resilience and new entry routes.

2. Supporting forces to Implement the Transformation of L&D

This strand has been supported by MOPAC, which has continued to provide resource after the conclusion of the PTF funding at the end of September 2019, until the end of March 2020. It is working to develop the National Learning Network (NLN) for Police L&D - to enable peer support and learning and a more collaborative approach nationally and regionally. The governance has been established, aligned with that of the CIPD Forum (see 5.3.6 below). Support is being offered to forces to implement the products from the MOPAC/OU programme to transform learning and development. Work is also under way with the College of Policing about the design and delivery of learning packages. The National Learning Network has allowed forces to share information about how they are managing through the pandemic and supporting one another with innovative solutions where possible.

1.1.6 People management

This is led by Phil Mason, Chair of the CIPD Police Forum.

The CIPD is the internationally recognised professional body for those working within the fields of personnel and development. The People Management portfolio provides the Coordination Committee with a direct link to the CIPD, ensuring ready access to available research, insight and commentary.

The Police CIPD Forum currently has senior HR leads who are aligned to the national portfolios of work and who support the national work streams and importantly the police HR community, to ensure that the HR professionals are engaged in the discussions and plans for the workforce and are then able to deliver the initiatives as they are developed. There is naturally some convergence of Police CIPD leads and Workforce Portfolio Leads.

The CIPD Police Forum Portfolio leads provide professional support, challenge and advice to the police service across all workforce areas. Ongoing work includes:

- Working with the CIPD to build HR capability and professionalism across the police service to facilitate Forces developing their people functions through ongoing training and CPD to create high performing HR teams across policing;
- Developing the relationship with the CIPD and exploring opportunities to participate in workforce research and policy;

- In partnership with the College of Policing (i) support the development and implementation of workforce planning standards for policing and (ii) embed the Maturity Matrix within Forces to identify opportunities for peer support;
- In partnership with the Workforce of the Future, developing options to increase workforce flexibility;
- In partnership with the National Reward team, developing proposals in respect of a mutually agreeable termination scheme for police officers
- Supporting the development of a National Strategic HR capability by ensuring that senior HR leaders are fully engaged and consulted.
- Undertaking stakeholder consultation to inform the priorities and then develop the PSC negotiating strategy for police staff pay and conditions reform.
- Supporting the HR community through CPD and networking events and the delivery of an annual conference.

1.1.7 Workforce Representation and Diversity

The Workforce Representation and Diversity portfolio is led by DCC Phil Cain. It sits across the Workforce Co-ordination Committee and the Diversity Equality and Inclusion Committee. The portfolio will seek to establish a clear position and develop activity to support delivery of the ambition of the NPCC for the police service to reflect the communities it serves.

The portfolio has a set of newly defined objectives;

Objective 1 – Support the diversity recruitment aims of the Police Uplift Programme .

- To work closely with the college of policing to support Op Uplift
- To take the national learning from uplift and share this at a local level
- To make policing representative of the 2021 census and beyond for ethnicity, gender and LGBT+
- To work alongside the papa group to support positive action schemes nationally and locally
- To work closely with other NPCC leads to ensure that policing remains an attractive career opportunity for under-represented groups
- To identify and develop opportunities to attract under-represented groups to policing

Objective 2 – Work with CoP to produce development program for underrepresented groups for local delivery

- To Develop an Inclusive Leaders Programme (ILP) as a toolkit for forces to use for embedding difference and inclusion
- To Support forces to build the capability to deliver the programme locally
- To improve the progression and retention of under-represented groups within policing
- To make policing representative of its' communities internally within all roles, including specialist roles, and through senior ranks

Objective 3 – Build on Peer reviews and self-assessments to support forces to maximise toolkit based action plans.

- To support and encourage forces to undertake peer reviews
- To work closely with forces to support assessment against the workforce representation toolkit and to support the development of action plans to meet these objectives
- To share and promote national best practice, including from the private sector
- To encourage peer support between forces and foster a culture of learning and improvement
- To work with the HMICFRS to encourage the inspection of representation and diversity within forces against the toolkit

Objective 4 – Use Toolkit to base development of Retention & Progression options.

- To encourage mentoring of under-represented groups and work closely with staff support associations to develop and promote mentoring schemes locally
- To use the national network of coaches and mentors trained by the college of policing to support the development and progression of under-represented groups
- To use exit data obtained from forces to understand reasons for leaving, and identify opportunities to encourage retention of officers and staff
- To encourage internal scrutiny of recruitment, retention and progression options to ensure that they are fair and support under-represented groups

Objective 5 – Support the development of inclusion objectives following results of Wellbeing & Inclusion survey.

- To ensure that wellbeing and inclusion is at the forefront of decision making
- To work with the national police wellbeing service, Oscar Kilo, to understand some of the unique issues that impact on under-represented groups and how to address these
- To develop and support the implementation of action plans to meet inclusion objectives
- To work closely with staff support associations to meet inclusion objectives



Appendix D – P Factor Descriptors and Valuation Paper



Physical

Uniquely confrontational.

Officers are frequently dealing with people who are angry, aggressive or upset. They face challenge and confrontation in volatile situations where it is hugely demanding to remain calm and professional. There has also been a shift from dealing with crime in the public arena to more private spaces (e.g. mental health, domestic abuse). Policing in this private space is more invasive of privacy and this can increase the strain caused by each encounter.

In the course of the last month and as part of their police work, 70% report being verbally abused, 53% have been subjected to threats and 41% humiliating behaviours (PTJTL, 2019). Nearly half (49%) of respondents said their job involved being in emotionally disturbing situations more than half of the time, compared to only 16% in the wider UK labour market (PTJTL, 2019 and EWCS, 2015).

High risk of physical harm and expectation of assault

Every year thousands of police officers are assaulted and, in rare cases, an officer is killed.¹ In addition to this ongoing risk of physical harm, officers now face a greater threat of a targeted attack on or off duty by criminals and extremists. Officers are also exposed to injury dealing with; vehicle pursuits; public disorder and searching in hazardous conditions with exposure to biohazards such as blood and saliva.

Fifty-seven percent of respondents said that their work involved handling angry members of the public more than half of the time, compared to the UK labour market average of 22% (PTJTL, 2019 and EWCS, 2015). Over the past year, 54% report being subjected to physical violence, and one in ten sexual harassment. 32% report exposure more than half of the time at work to handling or being in direct contact with materials which can be infectious (such as waste, bodily fluids, laboratory materials, etc., PTJTL, 2019) and this is in comparison to less than 9% in the wider UK labour market (EWCS 2015).

Psychological

Trauma of exposure to distressing incidents and materials.

Exposure to death and disturbing events is a regular occurrence for officers and this can take an emotional toll. Post-traumatic stress and vicarious trauma is not uncommon. The wide spectrum of police work can also see officers deployed from an extremely distressing incident to a more routine matter without time to adjust. The changing nature of crime also requires both regular and specialist officers to continually develop, maintain and apply new skills to face the new challenges associated with increasingly complex and distressing cases. e.g. indecency with children; rape; sexual exploitation and, more recently, acid attacks. This often means that some officers face continual exposure to distress and often have to deal with serious cases in rapid succession.

43% report exposure more than half of the time at work to traumatic incidents (e.g. involving fatality, serious injury, children, etc.), 23% to traumatic visual material (e.g. graphic forensic imagery, online child sexual exploitation etc.) and 34% to traumatic auditory material (e.g. emergency call handling, radio communication, etc.). Ninety-six percent of respondents reported having been trauma exposed, 98% of those respondents said that this was work-related. Over one in five of the population had clinical levels of some form of posttraumatic stress, 8% being regular Post-Traumatic Stress Disorder (PTSD) and 13% Complex PTSD, and yet 72% of them reported never having been told so (PTJTL, 2019).

Level of scrutiny

The advent of social media, a shift in public attitudes towards the actions of authority figures and the nature of media reporting has all served to intensify the need for immediate answers to any incident or event that attracts publicity and is perceived to have had an adverse outcome. This is often before the facts are known

¹ In year-ending June 2020, there were 11,241 assaults on officers involving injury (ONS data published October 2020). This is a 5.75% increase on the previous year. In addition, there 22,161 non-injury assaults on police officer. The total number of recorded assaults on other emergency workers over the same 2019/20 period was 400.

and can involve the instant 'naming and shaming' of officers, particularly at senior rank. Anxiety levels when responding to calls are now heighten with the knowledge that every action is likely to be filmed and potentially uploaded to social media and/or attract misconduct proceedings.

When asked how often they kept worrying about work, 43% said that they did so all or most of the time. Eighty-one percent said their job required them to solve unforeseen problems on their own. Seventy one percent of respondents reported having experienced a psychological or mental health issue as a result of their police work, with the majority of them not accessing help (72%) and 94% saying that if they were suffering from psychological issues they would go to work as usual (PTJTL, 2019).

Legal

Nonfeasance - the failure to perform an act that is required by law

As a matter of criminal law, officers are obliged to act to prevent crime and intervene in situations whether on or off duty. It can be argued that an officer is never really 'off duty'. This inevitably poses a risk to an officer's safety and affects their ability to enjoy and behave in their private life as a normal member of the public would. When off duty, an officer will likely need to act when not in uniform, without protective equipment or radio communication and in unfamiliar surroundings. Intervention could also expose family or friends to danger.

Exposure to risk

Increasingly officers are responders across a range of incidents hitherto not seen as core police business. These include, 'out of hours' social services cases, medical emergencies and patient transport. Apart from putting additional pressure on officers and deflecting them from their core role, moving into this space has exposed them to greater risk. They might be unfamiliar with case histories and may also lack the necessary specialist skill set and/or experience to provide the best service. This is particularly relevant when dealing with medical emergencies, helping the mentally ill and other vulnerable adults and children. They carry ultimate responsibility for their decision making in these increasingly testing situations.

High emotional intensity was characteristic of the policing population sample, with 76% reporting not having enough time to do their work and 65% having to hide their emotions. Over half (57%) said they did not have sufficient time or opportunity to deal with an incident before moving on to the next and over two thirds reported that trauma was not well-managed in their force (PTJTL, 2019).

Accountability and scrutiny

Disciplinary hearings are now in public and thus, regardless whether or not a case is ultimately proven, an officer can expect a greater intrusion on their private life when disciplinary proceedings are brought. Cases involving death or serious injury require referral to the Independent Office for Police Conduct where there has been any form of police contact. Investigations can become protracted and reports are made public. Personal liability for historic action extends well into retirement and this risk escalates with rank. On conviction, even post retirement, officers could forfeit their pensions and, if dismissed for gross misconduct under the Police and Crime Act 2017, will have this information placed on a publicly-searchable database.

Membership of trade unions and limited political activity

Officers are prohibited from joining a trade union and from taking part in industrial action. The ability of staff associations to conduct meaningful negotiation on behalf of officers is also limited. These restrictions remove many of the usual options available to regular employees for resolving disputes in relation to terms and conditions such as pay. Officers are also restricted from participation in political activity and are expected to be apolitical. As a result, they must be cautious about airing certain opinions and this limits freedom of expression; particularly in a modern on-line era.

Social/Economic

Use of social media

The use of social media is restricted by virtue of an officer's profession and this also extends to use of certain applications. For personal security and safety reasons it is necessary for most officers to guard against sharing

personal details, including their profession and/or disguise their true identity. In a time when social media plays such a prevalent part in modern life, this inability to behave and to interact freely online can result in an appreciable level of social separation.

Victimisation based on profession

Where no respect for the authority of law exists and normal standards of acceptable social behaviour do not apply, officers and their families can be targeted and harassed, solely because of their police status. Personal property can be damaged, children bullied or threats made by those they arrest to an officer's personal safety whilst 'off duty'. This may involve active attempts to trace an officer's home address and, in some cases, families may need to be re-housed to avoid victimisation or retaliation.

Disruption to family life

Being a police officer has an inevitable impact upon working arrangements, such as; flexibility of working patterns; requirements to work extended hours; being on-call during leave; taking of rest day(s). What distinguishes police officers further is they can be recalled to duty and/or have leave day(s) cancelled whenever operational need dictates. This level of disruption may have a negative effect on family life. It can impinge on child care arrangements, have an adverse economic impact by inhibiting a partner's ability to hold down a job and/or limit the ability to develop aspects of a private life such as friendships and hobbies.

Officers are intrusively vetted and must, as a matter of regulation, disclose and manage their associations in such a way that may not apply to an ordinary member of the public. This could also have an effect on an officer's private, family and social life.

Over half of respondents (56%) said it was difficult for them to take one or two hours out to take care of personal or family matters and another 56% reported that working hours did not fit well with family life. Over a third of respondents had partners or spouses who were serving or former police officers or police staff (PTJTL, 2019).

Associates and business activity

All business interests, such as secondary employment or renting a property must be disclosed and approved by the Force in order to ensure there is no conflict of interest. Disclosure of business-related associates will involve the release of their personal information and, if such an associate is deemed unacceptable, this may inhibit an officer's ability to earn money in a way that would not apply to an ordinary member of the public.

Data supporting this document is taken from the Policing: The Job & The Life (PTJTL) survey. Detailed data is subject to peer review in 2019 for academic publication but topline data was made publicly available through the University of Cambridge in May 2019. The online survey covered issues about trauma management, wellbeing and working conditions and collected 18185 responses between 15 October – 16 December 2018. This report refers to data from a subsample of n = 11057 police officers from England and Wales only (excluding those self-reporting as working for the Police Service of Northern Ireland, Police Scotland, the National Crime Agency and those indicating working for the police in the capacity of staff). Data in this report is compared to baseline data from the European Working Conditions Survey (EWCS, 2015). A more detailed report on the wider survey findings from this sample is available on request by email to: jkm35@cam.ac.uk.

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1. Purpose

- 1.1. In January 2020, the National Police Chiefs' Council (NPCC) is presenting its proposals on reforms to the Police Officer Reward Framework to the Police Remuneration Review Body (PRRB). One element of the framework relates to the 'P Factor' and this paper is intended to help determine what the monetary value should be within pay.
- 1.2. The P Factor is the revised term for the existing police X Factor that was formally introduced following the Winsor Review² in 2011/12. This paper is not, therefore attempting to make the case for a P(X) Factor, as this already exists. Its purpose is to present the case for revising its current value in the context of the reform proposals.

2. Summary

Since the start of austerity in circa 2010, and taking inflation into account, overall police funding has declined by around 19% and direct government funding has fallen by 30%. Local authorities have faced cuts in funding averaging almost 26% and there is little doubt that cuts in their support service provision has displaced demand onto the police.

Officer numbers are down 14% (19% if population growth is taken into account) and are at 1980's levels. Demand, in volume and complexity, has grown exponentially and recent research, related articles and survey material show that officers are experiencing high levels of stress and job dissatisfaction.

The existing police X Factor was is a premium payment in recognition of the stress the job can create and other restrictions and obligations. There is a body of evidence in this paper to show that, while some conditions of service remain unchanged, the pressures associated with the role of a police officer have increased significantly since the Winsor Review and this is negatively impacting job satisfaction levels. In recognition of this, and the other policy changes proposed, it is recommended that the notional value of the P Factor within police officer pay should increase from 8% to 13% of constables' base salary. The present capping policy should remain in place; making the P Factor a flat-rate within pay (equivalent to 13% of the top constables' pay point) for all other ranks).

3. What is the P Factor?

- 3.1. The Winsor Review described the police X Factor as the term used to:

² Independent Review of Police Officer and Staff Remuneration and Conditions March 2012 – Volume 2

“encapsulate those elements of police officers’ responsibilities and obligations, and terms and conditions, that are peculiar to service as a police officer, and are shared by very few workers in the public sector and even fewer in the private sector”³.

- 3.2. The armed forces adopted a military X Factor in 1970. Its relevance in policing has been mentioned in almost every major review of police pay since 1929 but it was not formalised until Winsor’s recommendation. Winsor was the first to define what he considered constituted the police X Factor and defined 15 descriptors. These are attached at **Appendix A**.
- 3.3. It was concluded that compensation for the X-Factor should form 8-10% of pay and the 8% figure was recommended. This was 8% of a Constable’s base pay and the monetary value is capped at the top of the constables’ pay scale (currently £3290.4). This flat rate is then the X Factor compensation for all other ranks and its percentages value in pay, therefore, decreases with seniority. This is similar to the armed forces pay model but, unlike in the military, this 8% is not shown separately in pay.
- 3.4. Of significance is that Winsor attributed a monetary value only to the **danger** and **deployment** elements of the X Factor⁴. The remaining elements were not given a value.

4. What has Changed?

- 4.1. In its 2019 submission to the PRRB, the NPCC set out its policy intent and proposals on how the P Factor should be used as a means to provide adequate additional compensation for the unique physical, psychological, legal and socio-economic elements of officers’ roles.
- 4.2. This is over and above the element of pay that compensates for the skills and abilities officers require that might be found in other jobs (base pay). The rationale for the proposals is more comprehensively addressed in the submission but the main intent is summarised below:
- To re-brand as the ‘P’ Factor and re-define it with more detailed and accurate descriptors.
- The X Factor descriptors are considered outdated and no longer a true reflection of the modern-day challenges officers face. The revised descriptors (now 12) will be referred to later in the report.
- 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.

³ Winsor Review 7.5.2.

⁴ Winsor Review 7.5.103. - links to a recommendation to remove a portion of pay from officers failing the test for deployment into dangerous situations.

- 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.

4.3. The Winsor Review recommended⁵ that the, then to be formed PRRB, should review the value of the deployment component of the X Factor every five years. This has not been done and the PRRB has now asked the NPCC to attempt to attributed a monetary value to all components of the revised P Factor.

4.4. At present, NPCC is not looking to depart from the capping policy currently in place i.e. applying a single monetary value for the P Factor for those on the top Constable pay point and the ranks above.

5. Valuing the P Factor

5.1. It is important to stress that there is no precise science to apply when attempting to attach a monetary value to the P Factor. A final recommendation is; therefore, a notional one and will ultimately be a subjective judgement based on an assessment of the collective negative impact the P Factor descriptors.

5.2. The Armed Forces Pay Review Body (AFPRB) faced this difficulty when attempting to establish an initial value for their X Factor back in 1970⁶; as illustrated below:

“We are therefore forced to the conclusion that it is impossible in the present state of our knowledge to estimate with any confidence precisely how large the X factor element ought to be”.

“In view of this uncertainty, the X-factor element in the salaries we recommend has been set at 5 per cent ...

5.3. Over the years, successive AFPB's have increase its value and it now sits at 14.5% of pay but the original figure was a subjective judgement.

Winsor's Approach

5.4. It attempting to quantify a monetary value for the X Factor, the Winsor Review first looked at four areas to quantify any disproportionate *risk-exposure* for police officers. Winsor then sought evidence that the labour market *rewards* higher exposure to the risk by paying a pay premium to occupations with such risk factors.

⁵ The value of the deployment component of the X-Factor should be reviewed every five years. The new police pay review body should conduct this review (Rec. 72).

⁶ AFPRB report 1970

5.5. To reinforce the subjective element of valuation, Winsor concludes by saying, “I then form a judgement as to what pay premium if any, in the aggregate, is warranted by these factors”.⁷

5.6. The four risk areas Winsor examined were:

- Mortality risk during the working life
- Mortality risk after retirement
- Stress at work
- Deployability

5.7. In all cases, bar stress at work, there was seen to be no significantly disproportionate risk-exposure for police officers. In the case of stress at work, however, Winsor concluded that,

*“... several studies capture the fact that not only is police work in general relatively stressful, but individuals within the police service face particular stresses arising from some of the ‘X-factor’-type facets of the job identified by ACPO and the AFPRB”.*⁸

5.8. Justification for paying an X factor premium is, therefore, linked to the restrictions and obligations of the job and level of potential stress inherent in its associated descriptors. At the time of the Winsor Review, research material was fairly limited and the 8% figure was informed by Canadian (job quality) and USA (self-reported mental stress) research that indicated a premium of 9-10% above normal earnings for those working in stressful jobs⁹. Much of this research was from the 1980’s.

5.9. To obtain a current view on the subject, *Korn Ferry*, a global consultancy specialising in pay and reward, has provided the commentary. This discusses the P Factor in the context of job evaluation and how a premium might be applied; for example, typically between 10%-15% for particularly demanding front line roles in Canada. The report concludes that the P Factor is not trying to do exactly the same thing as the forms of job evaluation described but concludes that a job that is a step bigger because of additional factors could certainly be worth an additional 10% on salary.

5.10. There is an important difference to stress between job evaluation premiums and the P Factor. In the case of policing, the descriptors are more generic and are not applied to a specific role. They relate to the Office of Constable and it is accepted that the degree to which some of the descriptors might apply is situational. It is recognised that this may vary throughout a police career, with both role and/or rank. For example, less exposure to physical danger, often the case with promotion, is generally replaced with higher levels of accountability and scrutiny. As with Winsor, it is intentional that the P Factor is positioned this

⁷ Winsor Review 4.3.100.

⁸ Winsor Review 4.3.105. See, for example, the studies of United States policing by Gaines, J. and Jermier, J. (1983) ‘Emotional exhaustion in a high stress organization’ *Academy of Management Journal*, 26, 4, 567-586, and Crank, J. and Caldero, M. (1991) ‘The production of occupational stress in medium-sized police agencies: A survey of line officers in eight municipal departments’, *Journal of Criminal Justice*, 19, 339-349.

⁹ Winsor Review 4.3.106. Meng, R. (1989) ‘Compensating differences in the Canadian labour market’, *Canadian Journal of Economics*, 22, May, 413-424. Note that this study considers stress separately from mortality risk (which may also be associated with stress). 26 French, M. and Dunlap, L. (1998) ‘Compensating wage differentials for job stress’, *Applied Economics*, 30, 8, 1,0671,075.

way. The aim is to apply a single notional value to the descriptors as a whole and not attempt to align this to rank or a role. They apply to the broad role of a police officer.

- 5.11. The *Korn Ferry* report also comments on the approaches that could be taken in attempting to determine a P Factor value. NPCC's preference is to start from the Winsor valuation and assess what has changed since then.

6. The case for revaluing the P Factor

- 6.1. The value of the current X Factor has never been revisited and the NPCC's policy proposals now require all the P Factor descriptors to be given a notional value; rather than two. The new P Factors descriptors are considered to more accurately reflect the setting in which officers now work and the particular restrictions they face. They are effectively the potential 'stressors' surrounding the job and, in many areas, these have changed and/or intensified since the Winsor Review in 2011/12.
- 6.2. This paper does not seek to depart from Winsor's conclusion that the unique pressures, associated with the P Factor, is the justification for a pay premium and the arguments that follow set out a body of evidence that, taken collectively, would suggest that the pressures, restrictions and obligations surrounding policing have increased, in some areas significantly, over the last 8 years.
- 6.3. There is no escaping the fact that the resourcing issues arising from austerity, not just in policing but across the public sector, have played a significant part in this but there have also been rapid social and technological changes. The volume and complexity of demand has changed exponentially in many areas along with crime types and expectations surrounding safeguarding.
- 6.4. The remainder of the paper sets out some quantitative data to illustrate this point before presenting some recent research findings and material that highlight the actual, and likely impact, policing can have in relation to potential stress levels.
- 6.5. The quantitative data is presented as a snapshot between two dates. The 2010/11 date has been selected as the baseline, as this was pre-austerity and when the Winsor Review took place.
- 6.6. Present day data is usually used for comparison purposes but not always. Reinvestment in police funding is now taking place, primarily to fund the 20,000 growth in officer headcount recently announced by government (Operation Uplift). This growth will take place over the next 3 years. In some cases, the use of the most recent data could, therefore, be misleading.
- 6.7. It is also worth emphasising that national data capture has also proved a challenge in some areas and information has consequently been obtained from a range of sources. Every effort has been made to ensure accuracy but the data's primary purpose is to paint an overall picture.

7. Increased Demand and Complexity

- 7.1. The source data presented in this section covers four key areas:

- Resources

- Demand (traditional)
- Demand (new and changing)
- Officer Related (personal)

7.2. The intention was for the data to be more comprehensive but, in some areas, it is either not collated centrally or readily available. This has, therefore, dictated the information presented. The main points to highlight are summarised below.

Resources

7.3. **Police Funding** - The total police budget in 2018/19 was £12.3 billion (£8.6 from central government)¹⁰. Counter terrorism and capital projects is funded separately. Outside of Operation Uplift, the size of the grants each police force receives from the government has, since 2015, remained essentially flat once adjusted for inflation¹¹.

7.4. According to estimates compiled by the National Audit Office¹², overall funding fell from 2010/11 by 19% (taking inflation into account). That compares to a 31% increase in funding between 2000/01 and 2010/11. Direct government funding has fallen by 30% over the same period, so the balance has had to be raised through local precept. The funding situation for forces, therefore, varies.

7.5. **Local Authority Funding** - According to the Institute for Fiscal Studies (IFS),¹³ Local councils in England have seen an average cut to their budgets of almost 26% since 2010, again taking inflation into account,

7.6. The funding that comes from central government, mainly through grants, has fallen by 38% over the same period. The final reduction is 26% because they also raise money locally, which didn't fall by as much. As with police forces, local funding arrangements mean the financial picture varies between across the country.

7.7. Local authority funding is important in the context of policing because many social care responsibilities sit in this arena - family and mental health support being obvious example. Although it is not possible to quantify exactly how much demand is being displaced onto the police because of cuts in service provision, there is little doubt that this is the case. The police will always be the 24/7 service of last resort.

7.8. **Officer Numbers** - The number of police officers in England and Wales fell by 20,600 between March 2010 and March 2019, down to 123,200 officers (excluding those from the British Transport Police and those on secondment)¹⁴. These figures refer to the number of full-time equivalent officers. Police staff numbers are also down by 6.4% (circa 4,700).

7.9. This drop of 20,600 represents a 14% fall since 2010. After accounting for the growth in population (up around 3.4m to 59.1m) the number of police officers per person has fallen by

¹⁰ National Audit Office (NOS), Financial stability of police forces in England and Wales 2018

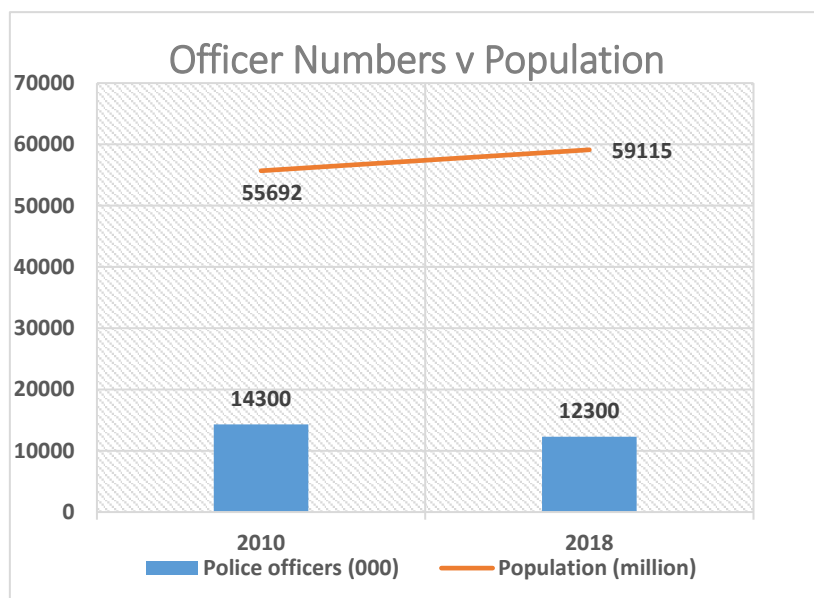
¹¹ NOS Fullfact.org - 28th Sep 2018

¹² NOS, Financial stability of police forces in England and Wales 2018

¹³ A time of revolution? British local government finance in the 2010s. Published October 2016 and Fullfact.org.

¹⁴ National Statistics, Police workforce, England and Wales: 31 March 2019 second edition.

19%. This is close to the lowest recorded level since the early 1980s¹⁵. In this pre-internet, pre-globalisation era, policing was very different and the population was around 46.8m.



7.10. The picture varies across the 43 police forces of England and Wales with some forces gaining officers in the year to March 2019 and others losing numbers.

Demand (traditional)

7.11. Figures under this section are again selected only to be illustrative of the overall increase in demand from 2010/11 to date.

7.12. **The Population Increase** - In England and Wales this has risen from circa. 55.7 m to 59.1m. It has already been referenced but this is not just about numbers. The population's diversity continues to grow and, while a multicultural society can bring considerable benefits, cultural differences often create added tensions and additional demands on the police.

7.13. **Calls for Assistance** - Data in this area is imprecise (with some data gaps) and taken from HMIC Best Value surveys¹⁶. Calls on the 999 system are captured locally and in 2018/19 were over **8.7 million** – down by circa. 500,000 on the 2010/11 figure of around **9.1 million**. There is little doubt, however, that demand has been displaced onto the 101 system; as indicated below.

7.14. **Calls via the 101 service.** - Data in this area cannot be relied on for accuracy. The information is gathered by *Vodafone* on the 101 platform but not all calls are connected to police force control rooms, as a number are abandoned by callers before the delivery process is complete. The figures are, therefore, higher than the actual demand on policing. They are, however, give an indicative of just how much demand in this area has increased.

7.15. From September 2010 to end March 2011 there were a total of **1,144,318** calls to the 101 system. There are no earlier records. The total number of 101 call for the full-year

¹⁵ Home Office Statistical News Release: Police Workforce, England and Wales, 31 March 2018

¹⁶ Figures supplied by the Home Office

2016/17 was **31,041,743**. The steady growth in phone ownership has much to do with this; in 2018 it was been estimated that 94% of adults own a mobile and 86% of 12-18-year olds regularly use one¹⁷. Similarly, technology has also seen the level of contact through e-mail and social media spiral. This demand is neither captured consistently nor readily available.

7.16. **Demand (traditional)** - This category show examples of traditional crime types and how the level of reporting has risen since 2010¹⁸. There are a range of reasons why reporting and/or recording might have improved but the overall demand this generates, on less police officers, is plain to see from the table below.

Category	Indicator	2010-2011	2015-16	2018-2019	Difference	Percentage	Data Source
Resources	Total police budget		£11,940m	£14,063m	£2,123m	18%	Funding for England & Wales
	Total police officer numbers	139,110		123,171	-15,939	-11%	Police Workforce Statistics, England & Wales
	Total police staff numbers	74,010		69,305	-4,705	-6%	Police Workforce Statistics, England
	Proportion of police budgets from local authority police precept		£3,105m	£4,149m	£1,044m	34%	Police Workforce Statistics, England & Wales
Demand (Traditional)	Population	56,100,000		66,400,000	10.3 million	18%	Gov.UK
	Crime Rate	4,150,097		6,020,801	1,870,704	45%	Crime in England and Wales
	Crime Type Mix	Please see below table					

Crime mix	2010-2011	2018-2019	Difference	Percentage	Data Source	Data Source
Violence (with injury)	337,709	543,089	205,380	61%	Crime in England and Wales 2010/11	Crime in England and Wales: year ending June 2019
Violence (without injury)	238,276	691,266	452,990	190%	Crime in England and Wales: year ending June 2019	Crime in England and Wales: year ending June 2019
Homicide	553	681	128	27%	Crime in England and Wales 2010/11	Crime in England and Wales: year ending June 2019
Use of weapons	30,987	40,469	9,482	30%	Office for National Statistics	Office for National Statistics
Sexual offences	52,760	163,076	110,316	209%	Crime in England and Wales 2010/11	Crime in England and Wales: year ending June 2019
Fraud	145,841	3,863,000	276,031	2548%	Office for National Statistics	Office for National Statistics
Anti-social behaviour	4,379,984	6,020,801	1,640,817	37%	Crime in England and Wales: year ending June 2019	Crime in England and Wales: year ending June 2019

Officer related

7.17. These data set relate specifically to individual officers and highlight those areas that have the potential to act as additional stressors.

¹⁷ Statista.com – UK and households' ownership of mobile telephones 1996-2018

¹⁸ Crime in England and Wales: year ending June 2019 & Crime in England and Wales 2010/11

Category	Indicator	2010-2011	2015-16	2018-2019	Difference	Percentage	Data Source
Officer-related	Number of complaints against police	30,143		31,097	954	3%	IPCC - National Archives
	Assault on police officers (without injury)		15,491	20,578	5,087	33%	Home Office
	Number of assaults on police (with injury)		Not recorded	10,399			

7.18. The inclusion of assault on police data is to show the risk officers face with regard to assault, both with or without injury. The 2018/19 data shows that there were almost 31,000 assaults. Based on the current establishment, that's almost a 1 in 4 chance of being assaulted, - higher on the frontline.

7.19. The risk of harm/assault is reinforced by Police Federation survey data¹⁹, the headlines of which shows that:

67% survey respondents were the **victim of unarmed physical assault**; 31% on at least a monthly basis; 50% were subject of a serious physical assault at least once in career; 6000 officers were spat at; 22% had at least one injury requiring medical attention in the last 12 months due to violence; 15% had at least 1 accident that caused them to need medical attention in the last 12 months.

44% respondents to a survey of Authorised Taser officers had had to **discharge a Taser** at least once, to protect themselves, the public, or colleagues; 6% of firearms officers had had to discharge a firearm.

30% of respondents indicated that they had been **attacked with a weapon** at least once over the past 12 months.

6.1% of respondents from relevant frontline roles (Neighbourhood, Response, Roads Policing, Operational Support, Investigations, and other) indicated that they are often or **always single-crewed**; almost three percentage points higher than in the 2016 iteration of this survey.

At least 9,455 days of **sickness absence** or relief from normal duties were incurred as a result of injuries arising from work-related accidents; representing, on average, 4.6 days per respondent that reported being injured in this manner.

7.20. Also, of interest under this section, as it typifies the personal pressure associated deal with a more demanding society and scrutiny levels, is data published by the Independent Office for Police Conduct (IOPC)²⁰

e.g. there were 31,097 compliant cases in 2018/2019, which is approx. 1 for every 4 officers. (Some will be about multiple officers). 58,478 allegations were recorded. On average an

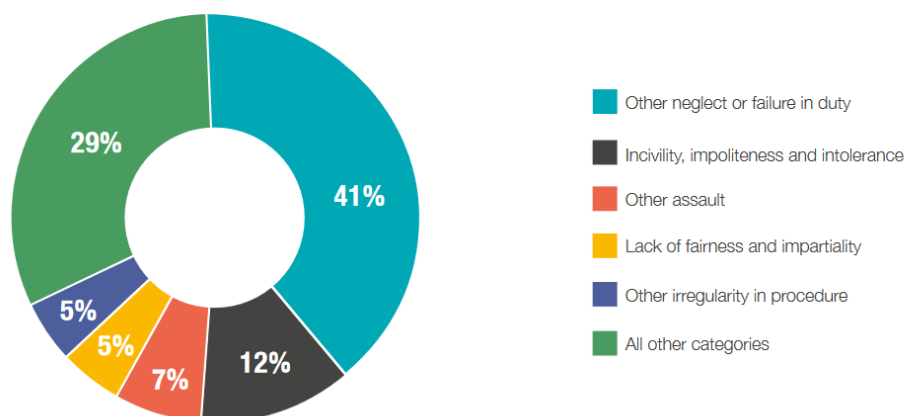
¹⁹ PFEW Demand Capacity and Welfare Survey 2018 Officer Safety Summary Report October 2019

²⁰ PFEW Demand Capacity and Welfare Survey 2018 Officer Safety Summary Report October 2019

investigation of these took 158 days. 21,764 were finalised by investigation. Just over 2,000 were categorised as “special”, so might have resulted in criminal proceedings.

7.21. Although the overall number is down on 2017/18, and comparable with 2011/12, there are now significantly less police officers. The categorisation of complaints is shown in the report extract shown below.

Figure 2: Allegations recorded in 2018/19 by category



Demand (new and changing)

7.22. **Demand (new and changing)** – The following table shows high-level demand data in areas that have been referred to as new and/or changing. The inclusion of the crime/ incident type has been limited by the information available. This is particularly so in relation to mental health as, until recently, this was not consistently defined. In the absence of a full-data set, Section 136 (detentions under the Mental Health Act) is used as a proxy indicator of demand. Steps are being taken to agree a consistent definition of a mental health incident and to better quantify demand.

7.23. Much of the demand in this area is driven by societal and governmental attitudes to safeguarding that have seen a greater focus on protecting the vulnerable and the creation of a range of new legislation. The nature of this type of demand often carries more risk, particularly in the case of mental health or missing persons. Cases are frequently complex and a longer-term solution often frustrated by dependency on other agencies and stretch on their resources.

Category	Indicator	2010-2011	2015-16	2018-2019	Difference	Percentage	Data Source	Data Source
Demand (new and changing)	Volume of hate crime	43,748		103,379	59,631	136%	Hate Crime	Home Office
	Volume of missing persons incidents		242,317	286,763	44,446	18%	National Crime Agency	National Crime Agency
	Number of domestic violence incidents	392,000		743,999	351,999	90%	Crime in England and Wales	Crime in England and Wales: year
	S136 incidents	26,137		29,662	3,525	13%	National Police Chiefs' Council	Home Office

8. Pressures in Policing

8.1. Section 7 describes the growth in demand that police officers are now coping with, against the backdrop of less resources. This final section of the report looks at recent external and internal research, survey data and related articles on trauma management. This is used to demonstrate the pressure most officers now have to deal with and its actual, and potential, adverse effects.

University of Cambridge Research

8.2. In terms of evidencing actual job-related stress levels, the most substantive body of external research was conducted across the UK in 2018. This was the largest force-wide survey yet undertaken, which focused on police wellbeing and screened for clinical symptoms of disorders. The research was conducted by a team of sociologists at the University of Cambridge and funded by the charity Police Care UK. Several questions within the survey are taken from the European Working Conditions Survey (2015) and also capture job satisfaction levels.

8.3. Researchers analysed responses from 16,857 of the serving officers and operational staff who participated in “The Job, The Life” survey. Although the survey also covers operational police staff, 80% of the respondents were police officers.

The Findings

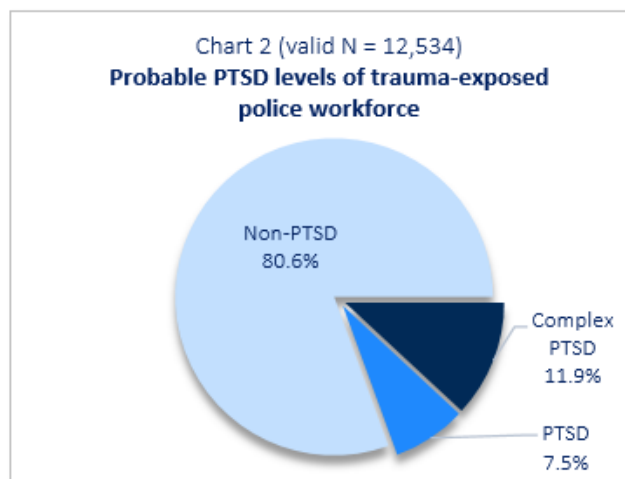
8.4. Initial findings show that:

- Close to one in five police officers and staff in the UK have symptoms consistent with either Post-traumatic Stress Disorder (PTSD)²¹ or what’s known as “complex PTSD”.

²¹ PTSD is an anxiety disorder in which traumatic or life-threatening events cause disturbing memories to recur as well as intense states of “hypervigilance”.

This is nearly five times higher than that in the wider population²². Over two-thirds of those suffering are unaware.

- 90% of police workers who responded had been exposed to trauma. Of these, one in five reported experiencing either PTSD or Complex PTSD²³ symptoms in the past four weeks.
- Even in the 80% *without* clinical levels of PTSD or Complex PTSD, half reported overall fatigue, half reported anxiety, and half reported trouble sleeping – all over the last 12 months.
- “Over half of our respondents said they had insufficient time to process incidents before being sent back out on the next call.”



Typical Responses

“I’d wake up in hot sweats with constant dreams of the dead people”

“I have lost count of the number of traumatic incidents I have investigated”

“It is the combination of what you see... To a degree you lose your innocence.”

“The worst aspect of being ill was that I was simply doing my job.”

8.5. Repeated trauma exposure may also increase risks of long-term physical illness in the policing workforce. The survey results showed those with Complex PTSD symptoms reported three times the rate of cardiovascular disease as those without, and twice the levels of both gastrointestinal issues and immune disorders such as IBS and arthritis. Many of those without PTSD or CPTSD self-reported overall fatigue (53%), anxiety (48%), and daily or weekly sleep disturbance (51%) over the last 12 months.

8.6. Despite this, almost all the survey’s respondents – some 93% – said they would go to work as usual if suffering from psychological issues such as stress or depression.

8.7. Further examples from the survey of how long-term exposure can take its toll on stress levels are given below.

²² Last estimated at 4.4% in 2014²².

²³ Complex PTSD is a categorisation recently adopted by the World Health Organisation. It sees PTSD symptoms “harden” through repeated trauma exposure into a chronic condition of emotional numbness and disconnection.

“I’d wake up in hot sweats with constant dreams of the dead people.” (officer with 17 years' service)

Some describe days and even months in windowless rooms reviewing *“terrorism material of a horrific nature”* or the *“chatlogs”* of paedophiles. One officer talked of how reliving a death in custody through the formal investigation led to a nervous breakdown and suicidal thoughts.

There were also suggestions that budget cuts to policing have exacerbated mental health problems. *“Policing requires teamwork, colleagues around for support, that’s no longer the case and has not been for several years. I have paid the price for that,”* (officer with 16 years' service diagnosed with PTSD).

8.8. The research sets out the type of episodes experienced by those exhibiting PTSD and CPTSD symptoms. These involve:

- Having upsetting dreams that replay part of an experience.
- Having powerful images or memories – reliving the experience
- Avoiding reminders of the experience (thoughts, feelings, people, situations)
- Being “super-alert”, watchful, or on guard.
- Feeling jumpy or easily startled

8.9. Questions about home life revealed that nearly half (47%) of the police had young families with children under the aged of 16yrs, 76% have a partner or spouse working full time and 32% have a partner or spouse who is also a serving or former police officer or police staff.

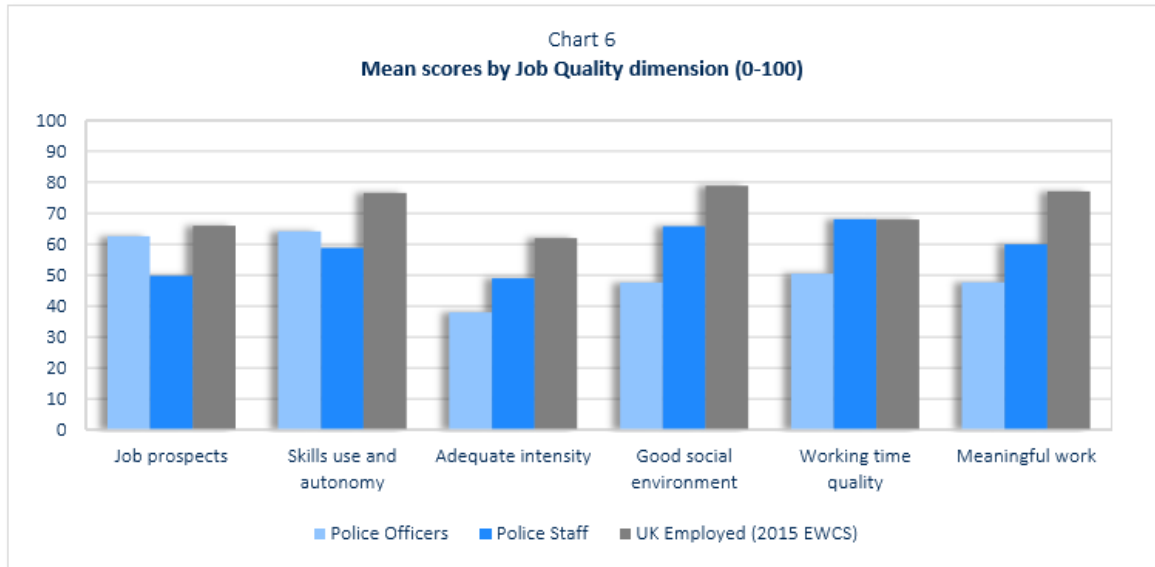
Job Satisfaction

8.10. In terms of job satisfaction, the score was significantly lower on World Health Organisation (WHO) wellbeing²⁴ indices than employed persons in other sectors in the UK. Whilst the 20% with the poorest wellbeing in the UK score below 48 (on a 0-100 scale), the proportion of police officers and staff that fell below that score was 60%. This proportion is even higher among those with CPTSD (93%). The chart below is taken from the report.

**Lead Researcher, Dr
Jess Miller,
Neuropsychologist, on
Complex PTSD**

“The brain's gradual maladjustment to the extraordinary”.
“Relentless filing of horror and human suffering inevitably changes who we are. We can start to doubt the meaningfulness of what we do and our role in the world.”

²⁴ Subjective well-being was measured through the World Health Organization’s well-being index – WHO-5. A high score is associated with a good level of psychological well-being while a low score indicates that the person is at risk of mental health problems, including depression.



8.11. Interestingly, the researchers²⁵ indicates that those in more ‘traditional’ policing roles were noticeably more content. It was those operating in the wider safeguarding arena that showed the highest levels of dissatisfaction. Job quality measures on prospects, skills use and autonomy, intensity of work, social environment, working time, and meaningful work were all significantly lower for UK police than comparable European benchmarks. This perhaps links with other commentary in British Medical publications²⁶ that suggests having to carry out roles outside of one’s usual remit appears to negatively impact mental health; presumably due to feeling unprepared and subsequently uneasy in those roles.

Direct relevance to the P Factor

8.12. Attached at **Appendix B** is a copy of the proposed P Factors and Dr Jess Miller has commented on how her research relates to the stressors described.

PFEW Demand Capacity and Welfare Surveys 2018

8.13. The level to which officers are exposed to potential trauma is again illustrated by Police Federation surveys²⁷. The 2018 Demand Capacity and Welfare Survey used a policing specific Exposure to Trauma scale²⁸ and was able to analyse data from over 18,000 respondents. This represents around 15% of all federated officers.

8.14. This showed almost all officers (99.6%) experienced at least one of the events on the scale during their service. 97% had attended to the victim of a serious physical assault; 96% had seen the body of someone who had died a violent or unnatural death; 93% had attended to the victim of a sexual assault; 85% had attended to the victim(s) of a serious road accident. Over 30% had been present at a scene where there had been multiple

²⁵ Confirmed by Dr Jess Miller

²⁶ British Medical Bulletin, 2018, 1–10 -Traumatic stress within disaster-exposed occupations: overview of the literature and suggestions for the management of traumatic stress in the workplace.

²⁷ PFEW Demand Capacity and Welfare Survey & Officer Safety 2018.

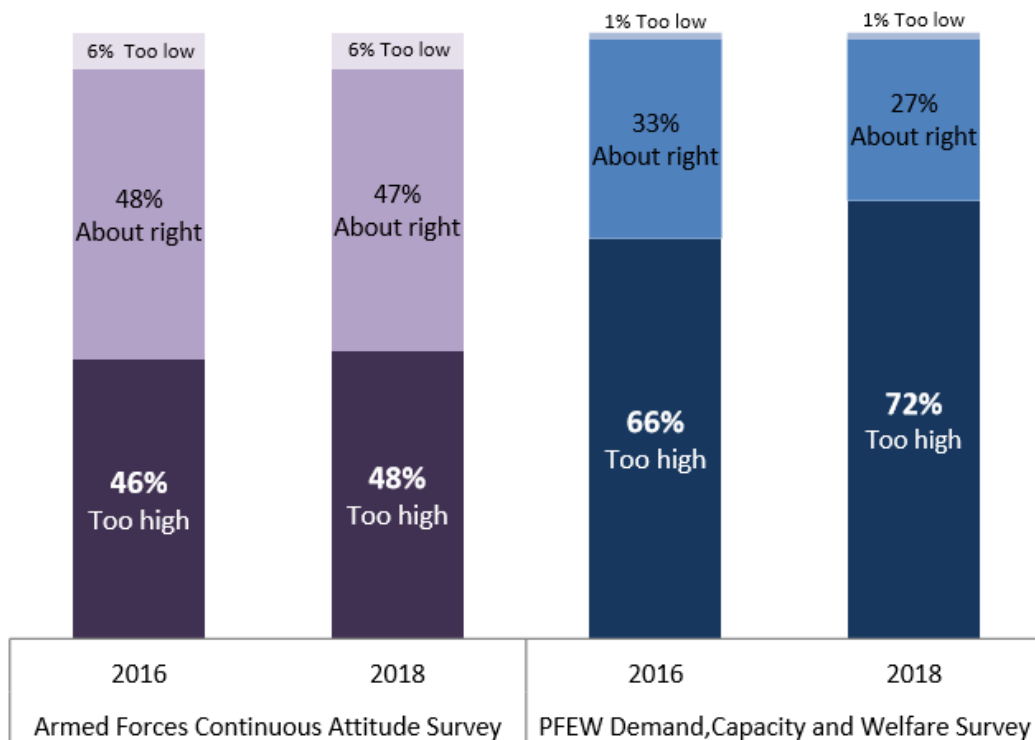
²⁸ Exposure to potentially traumatic incidents was assessed via a bespoke scale developed for the 2018 Demand, Capacity and Welfare Survey. The scale consists of 20 incidents that could be considered extremely stressful, upsetting, or dangerous.

fatalities; and 22% had attended the scene of a serious act of violence after the threat had ended.

8.15. Respondents on the Short-Warwick-Edinburgh Mental Wellbeing Scale (SWEMWBS) have worse scores than the Armed Forces and General population. 79% of respondents had experienced stress, low mood, or anxiety in the last 12 months, with 94% saying these had been caused or made worse by work.

8.16. Officers are certainly feeling the demand, typified by the below extract from the 2018 survey. 72% felt their workload was too high - up from 65.9% in 2016. This is supported by the fact that 31% were unable to take all leave to which entitled; 52% never or rarely able to take rest break and 67% 2 or more rest days cancelled in last 12 months.

How would you rate your workload over the last 12 months?



Police Federation Leavers' Survey – August 2019

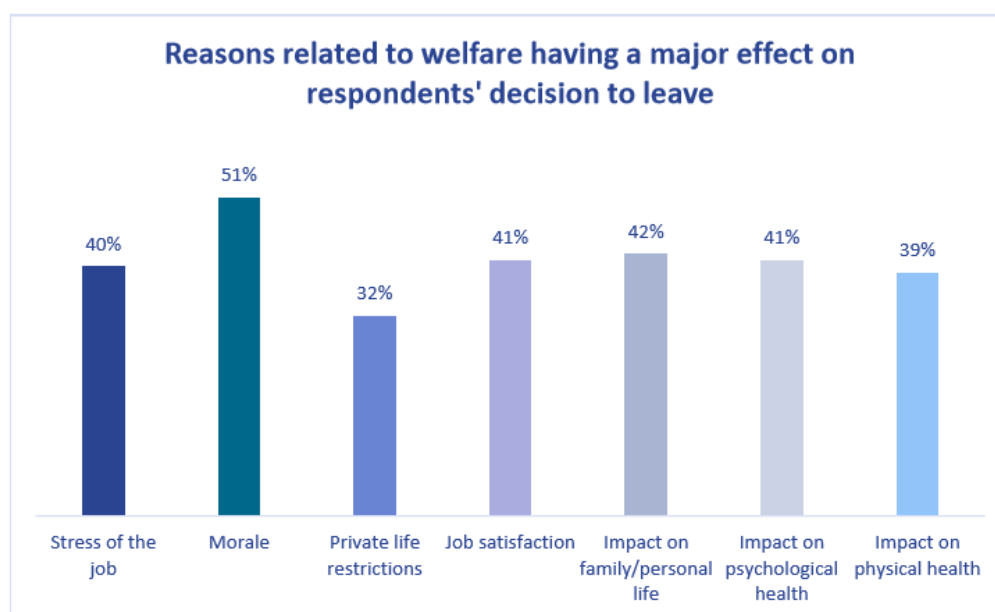
8.17. The findings of the Police Federations' leavers survey were published in August 2019.

8.18. Findings are based on 1,022 respondents to the leavers' survey during the 18-month period between October 2017 and April 2019. Evidence of work-related stress, as a motivation for leaving is best illustrated by the section on **Job demands**:

- Over a third of respondents (37%) said that the number of officers available to meet the demands placed on their team or unit had a major effect on their decision to leave.
- 35% of respondents said that the amounts of conflicting demands on their time, had a major effect on their decision to leave.

- 29% said the potential of a less demanding job outside of the police was a major factor.
- 27% said that their overall workload had a major effect on their decision to leave
- 27% said that their opportunity to do their job to a standard they can be proud of also had a major effect on their decision to leave - considerably higher for respondents with fewer than 20 years in service; for example 50% of respondents with 10 years or less in service and 41% of respondents with between 11 and 20 years' in service.

8.19. **Welfare considerations**, including stress, were cited as significant factors for deciding to leave and the impact of the job on psychological health was greater on those in the under 10 and 20-year service range; with 50% and 57% respectively citing this as the driver. This is broken down in more detail in the chart below.



Superintendents' Resilience Survey

8.20. The most recent superintendents' resilience survey took place between March and May 2019. A total of 821 responses were received, representing a response rate of around 64%. A smaller response rate than in 2016 (75%). Of particular relevance to this paper are the following findings. The responses undoubtedly reflect the sharp reduction in the number of chief superintendents and superintendents post austerity, by 31.8% and 5.8%²⁹ respectively, and the corresponding increase in workloads.

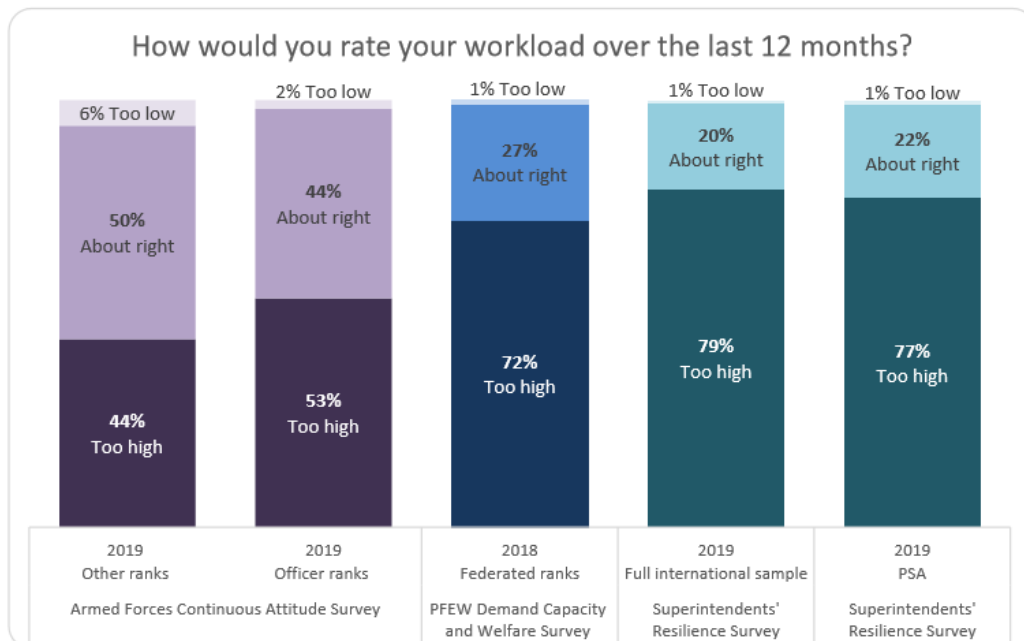
8.21. **Workloads and demand** - There is a widespread perception of high demand among survey respondents; evidenced by 77% of officers reporting that their workload was too high. Although this is a slightly smaller proportion than found in the full international sample from the Superintendents' Resilience Survey (79%), it is a larger proportion than reported by the Federated ranks within England and Wales³⁰ (72%), and a much larger proportion than reported within the UK Armed Forces at both the officer rank (53%) and other ranks (44%)³¹.

²⁹ Korn Ferry - Pay Comparability Study Police Superintendents' Association, October 2018 Table 1 (2011 -2018 reduction)

³⁰ PFEW (2018)

³¹ Ministry of Defence (2019b).

8.22. Overall 73% of the PSA's respondents reported that their workloads had increased over the previous 12 months.



8.23. The inability to take **annual leave, breaks and rest days** relates directly to workloads and associated pressure. Only 32% of respondents had taken all of the annual leave that they were entitled to in the last 12 months - four percentage points higher than reported in 2016 (28%).

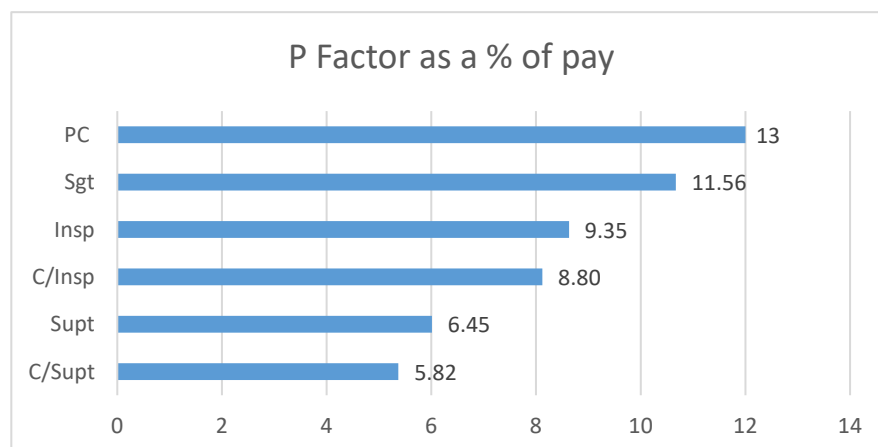
8.24. The majority of respondents had five or more days of annual leave days left untaken (83%); the most frequently reported explanation (54%) for not taking all of their allotted annual leave was having work-related reasons other than not being granted permission (such as having too much work to do). It was the same story with rest days, 34% of respondents cited 'having too much work' as the main reason for not taking them.

8.25. **Presenteeism** associated with both physical and mental health was measured. Overall 77% of respondents reported going to work despite feeling that they really should have taken sick leave over the previous 12 months. When looking at this in more detail, the data shows that 69% of respondents reported one or more episodes of presenteeism associated with their physical health, and the 52% of respondents reported one or more episodes of presenteeism associated with their psychological health within the previous 12-month period.

8.26. **Fatigue** - Around half of respondents indicated that, in the last month, they had found it difficult to carry out certain duties and responsibilities at work because they have been too fatigued (58%), and the majority reported that fatigue had interfered with their family or social life (65%). Furthermore, 47% reported that they were dissatisfied with their current sleep pattern, and 32% of respondents agreed with the statement 'Current levels of fatigue amongst my colleagues pose a significant risk to officer safety'.

9. Conclusion

- 9.1. The information in this report is presented in a factual manner with the sole intention of conveying the level of pressure, and potential stress, officers deal with in their day-to-day duties. The demands shown and the operating environment described typify what the P Factor descriptors strive to capture.
- 9.2. If stressful working is the basis on which elements of a P Factor premium is paid, we would argue that there can be very little doubt that the pressures associated with increased stress levels have increased appreciably since 2010/11. Added to this, is the proposed policy for the value to be attached to the P Factor as a whole, not merely two of the descriptors (as with the X Factor). If the valuation takes all this, and the latest data from *Korn Ferry*, into account there is a compelling case to increase its value within pay.
- 9.3. As stated at the outset, the final recommendation will ultimately be subjective. The NPCC is not looking to be unrealistic in making a final recommendation and is, therefore, proposing that the P Factor is given a notional value within pay of 13%. This is 13% of constables' pay - capped at the top constables' pay point for all other ranks. It would, therefore, have a notional monetary value in pay³² of **£5346.9**. This would be applied to the pay scales of all ranks. The chart below shows how this equates as a percentage of base pay.



10. Recommendation

- 10.1. The notional value of the P Factor is to be increased to **£5346.9** (13%) from **£3290.4** (8%) of base pay³³. This figure should increase in-line with the annual pay settlement, so that the percentage ratios are maintained.
- 10.2. The value of the P Factor should be reviewed on a regular basis in future and these recommendations should be made by the PRRB, along with the associated descriptors, at least every 5-years.

³² Based on 2020 pay rate (point 7 on the Constable scale)

³³ Capping policy to remain

Appendix E – Korn Ferry Report





Comments on P Factor

This note provides comments on the planned approach to the P Factor – the Descriptors and how they will be used - at the request of the NPCC National Reward Team.

Background

Reviews of remuneration in the armed forces have taken account of an 'X factor' since 1970: a set of criteria intended to recognise the special conditions of military life, as compared with most civilian employment. The X factor criteria have since been reviewed and the weighting adjusted, as agreed by the Armed Forces Pay Review Body.

The P factor in policing is similar in concept. Benchmarking against jobs of similar professional level or job weight in the rest of the economy can provide a starting point for review of remuneration for police officers, but it must also take account of the environment in which the job is done and the distinctive demands which result. Part 2 of the Winsor Review put forward a view about those distinctive demands. The issue has now been taken up by the NPCC National Reward Team, in discussion with the negotiating parties. The current draft Descriptors are attached as an appendix.

The P Factor Descriptors do not carry individual weighting. They are intended to describe distinctive aspects of police work which will be experienced differently by officers, depending on their role, rank and the events and activities in which they are involved at any one time. They add up to an overall picture and will carry a total weighting which, like the X factor in the armed forces, can be reviewed in later years.

Assessment of Descriptors

It is important that the Descriptors:

- Address issues which are additional to and do not duplicate methods which are used in standard benchmarking, in particular job evaluation.
- Are distinct from each other. If they overlap, the same issues will be taken into account twice, leading to an overstatement of the demands of police officer jobs.
- Can be used to assess changing demands and can be reviewed.

Are they additional?

The Descriptors cover several different types of demand, including restrictions or disruption which are part of police officers' lives, emotional/psychological challenges and various kinds of risk. If we compare these with the job evaluation factors used in Korn Ferry's benchmarking of police officer roles from 2018 to 2020 – Know How, Problem Solving and Accountability – they are describing something different.

The main area of potential overlap is training. Job evaluation takes account of all learning which is required for fully satisfactory job performance. It also assumes that employers should and do provide training and equipment to enable their staff to do the job and keep them protected as far as possible.



It is therefore helpful that the Descriptors do not refer to the need for or absence of training (e.g. that officers are more at risk if not properly trained).

Do they overlap?

In our view, the Descriptors as currently drafted do identify 12 distinct areas of demand, clustered under 4 headings. We note that the armed forces X factor definitions have been revised over the years and that might happen here too, but these look like a reasonable starting point.

However, it is essential that anyone using the Descriptors to test the demands of police officer roles interprets them in the right way, to avoid:

- Confusion between clusters. An example is the word 'risk', which is highlighted in the Legal cluster but is used or implied elsewhere, for example under Physical. The only risk being described and assessed under the Legal Descriptor 'Exposure to risk' is the possibility of legal challenge if something goes wrong. The only risk being described under 'High risk of physical harm' is of physical assault or damage. This means that the two forms of risk are different, but also that cluster and Descriptor headings are important in keeping them distinct.
- Confusion within clusters. An example is the cluster headed 'Physical'. One Descriptor in the cluster is about the impact on officers of confrontation – the emotional challenge, the requirement for self control etc. The wording covers situations which fall short of physical violence. The other Descriptor concerns the risk of actual physical harm. Again, the two are different, but care is needed to ensure they don't blur into each other.

How should they be applied and reviewed?

The Descriptors do not constitute a job evaluation scheme, but they have features in common with extended evaluation frameworks which Korn Ferry designs for organisations which agree to pay both for the job and the circumstances in which it is done - for example, an engineer on an oil rig compared to one working in an office. In these frameworks, we often look at physical, environmental, mental and emotional demands.

The Descriptors cover a wider range than this, but the guidance we offer to understand the level of each demand might still be helpful. Relevant questions are:

- How often the features are experienced
- How long the situations last
- How intense or extreme the features can be
- How severe the risks and consequences (and therefore potential impacts) are, and
- Whether or not the individual can predict and/or control situations to the extent that they can change their frequency, duration, intensity and impacts.

Such questions could also guide later review, if the Review Body or the parties want to test whether the average level of demand under the Descriptors has increased over time.

Weighting & plans for use

Value of the P Factor

We understand that the weighting of the P Factor is to be agreed by NPCC and the parties at 13%.



All those involved will know that there is no right answer to weighting, particularly as it has an impact on all officer roles at all ranks. However, a figure at around this level accords with our experience of assessing remuneration factors beyond core job evaluation in the UK and elsewhere. In addition, we note that it is below the X Factor weighting for the armed forces but above the notional figure of 8% proposed by Winsor. We have conducted successive benchmarking projects in policing from 2011 through to 2020, backed up by interviews and study of survey evidence, and feel that the increase in demand on officers during the past decade is very clear. The proposed weighting therefore seems reasonable.

The NPCC National Reward Team intends to apply the 13% by reducing police remuneration by that amount before conducting comparisons. This again seems reasonable. The important point is to be clear and consistent in the method of application.

Benchmarking

An advantage of the P Factor is that it can provide a corrective to generalised benchmarking, for example a comparison between the pay of a police constable and the salary of a job of similar weight in the public or private sectors. However, the NPCC and other parties will also want to conduct more specific comparisons, for example with the pay of nurses, paramedics or social workers. Some of these jobs would be able to point to distinctive characteristics of their own – confrontation and emotional strain, exposure to harm etc. Those targeted comparisons will have to recognise that some aspects of the P Factor may be less of a differentiator in those cases.

Conclusion

The P Factor descriptors are all additional to job evaluation and therefore standard benchmarking; they do not overlap if properly understood and used; and they can be both applied now and reviewed at a later date if interpreted using the right questions.

The intended weighting and proposal for applying it appear reasonable, though care will be needed in interpreting comparisons with some other professions.

Peter Smith

Korn Ferry

December 2020



Appendix: P Factor Descriptors

Physical

Uniquely confrontational.

Officers are frequently dealing with people who are angry, aggressive or upset. They face challenge and confrontation in volatile situations where it is hugely demanding to remain calm and professional. There has also been a shift from dealing with crime in the public arena to more private spaces (e.g. mental health, domestic abuse). Policing in this private space is more invasive of privacy and this can increase the strain caused by each encounter.

High risk of physical harm and expectation of assault

Every year thousands of police officers are assaulted and, in rare cases, an officer is killed.¹ In addition to this ongoing risk of physical harm, officers now face a greater threat of a targeted attack on or off duty by criminals and extremists. Officers are also exposed to injury dealing with; vehicle pursuits; public disorder and searching in hazardous conditions with exposure to biohazards such as blood and saliva.

Psychological

Trauma of exposure to distressing incidents and materials.

Exposure to death and disturbing events is a regular occurrence for officers and this can take an emotional toll. Post-traumatic stress and vicarious trauma is not uncommon. The wide spectrum of police work can also see officers deployed from an extremely distressing incident to a more routine matter without time to adjust. The changing nature of crime also requires both regular and specialist officers to continually develop, maintain and apply new skills to face the new challenges associated with increasingly complex and distressing cases. e.g. indecency with children; rape; sexual exploitation and, more recently, acid attacks. This often means that some officers face continual exposure to distress and often have to deal with serious cases in rapid succession.

Level of scrutiny

The advent of social media, a shift in public attitudes towards the actions of authority figures and the nature of media reporting has all served to intensify the need for immediate answers to any incident or event that attracts publicity and is perceived to have had an adverse outcome. This is often before the facts are known and can involve the instant 'naming and shaming' of officers, particularly at senior rank. Anxiety levels when responding to calls are now heightened with the knowledge that every action is likely to be filmed and potentially uploaded to social media and/or attract misconduct proceedings.

Legal

Nonfeasance - the failure to perform an act that is required by law

As a matter of criminal law, officers are obliged to act to prevent crime and intervene in situations whether on or off duty. It can be argued that an officer is never really 'off duty'. This inevitably poses a risk to an officer's safety and affects their ability to enjoy and behave in their private life as a normal member of the public would. When off duty, an officer will likely need to act when not in uniform, without protective equipment or radio communication and in unfamiliar surroundings. Intervention could also expose family or friends to danger.

Exposure to risk

Increasingly officers are responders across a range of incidents hitherto not seen as core police business. These include, 'out of hours' social services cases, medical emergencies and patient transport. Apart from putting additional pressure on officers and deflecting them from their core role, moving into this space has

¹ In year-ending June 2020, there were 11,241 assaults on officers involving injury (ONS data published October 2020). This is a 5.75% increase on the previous year. In addition, there 22,161 non-injury assaults on police officer. The total number of recorded assaults on other emergency workers over the same 2019/20 period was 400.



exposed them to greater risk. They might be unfamiliar with case histories and may also lack the necessary specialist skill set and/or experience to provide the best service. This is particularly relevant when dealing with medical emergencies, helping the mentally ill and other vulnerable adults and children. They carry ultimate responsibility for their decision making in these increasingly testing situations.

Accountability and scrutiny

Disciplinary hearings are now in public and thus, regardless whether or not a case is ultimately proven, an officer can expect a greater intrusion on their private life when disciplinary proceedings are brought. Cases involving death or serious injury require referral to the Independent Office for Police Conduct where there has been any form of police contact. Investigations can become protracted and reports are made public. Personal liability for historic action extends well into retirement and this risk escalates with rank. On conviction, even post retirement, officers could forfeit their pensions and, if dismissed for gross misconduct under the Police and Crime Act 2017, will have this information placed on a publicly-searchable database.

Membership of trade unions and limited political activity

Officers are prohibited from joining a trade union and from taking part in industrial action. The ability of staff associations to conduct meaningful negotiation on behalf of officers is also limited. These restrictions remove many of the usual options available to regular employees for resolving disputes in relation to terms and conditions such as pay. Officers are also restricted from participation in political activity and are expected to be apolitical. As a result, they must be cautious about airing certain opinions and this limits freedom of expression; particularly in a modern on-line era.

Social/Economic

Use of social media

The use of social media is restricted by virtue of an officer's profession and this also extends to use of certain applications. For personal security and safety reasons it is necessary for most officers to guard against sharing personal details, including their profession and/or disguise their true identity. In a time when social media plays such a prevalent part in modern life, this inability to behave and to interact freely online can result in an appreciable level of social separation.

Victimisation based on profession

Where no respect for the authority of law exists and normal standards of acceptable social behaviour do not apply, officers and their families can be targeted and harassed, solely because of their police status. Personal property can be damaged, children bullied or threats made by those they arrest to an officer's personal safety whilst 'off duty'. This may involve active attempts to trace an officer's home address and, in some cases, families may need to be re-housed to avoid victimisation or retaliation.

Disruption to family life

Being a police officer has an inevitable impact upon working arrangements, such as; flexibility of working patterns; requirements to work extended hours; being on-call during leave; taking of rest day(s). What distinguishes police officers further is they can be recalled to duty and/or have leave day(s) cancelled whenever operational need dictates. This level of disruption may have a negative effect on family life. It can impinge on childcare arrangements, have an adverse economic impact by inhibiting a partner's ability to hold down a job and/or limit the ability to develop aspects of a private life such as friendships and hobbies. Officers are intrusively vetted and must, as a matter of regulation, disclose and manage their associations in such a way that may not apply to an ordinary member of the public. This could also have an effect on an officer's private, family and social life.

Associates and business activity

All business interests, such as secondary employment or renting a property must be disclosed and approved by the Force in order to ensure there is no conflict of interest. Disclosure of business-related associates will involve the release of their personal information and, if such an associate is deemed unacceptable, this may inhibit an officer's ability to earn money in a way that would not apply to an ordinary member of the public.



The influence of working conditions on jobs size and pay

Background

Since the Winsor Review if not before, the Police Service has been debating the value of the P factor – the weight which should be attached to the distinctive characteristics of police officers' work during remuneration benchmarking and review. A framework has been developed, under the headings physical, psychological, legal and socio-economic factors. However, there is still a need to assign an overall value to these, and to explain how this compares to the 8% suggested by Winsor and the 14.5% used for the armed forces.

This paper explains our experience of assessing working conditions and of helping organisations to create pay policies which reflect those conditions.

Our approach and experience

Most of our assessment of job weight and job comparisons is done using the Korn Ferry Hay Method of job evaluation. In this model, job size is judged under three factors: know how, problem solving and accountability. The model takes account of all the knowledge and skills required to do the job to a good standard, including understanding and observing all regulations, dealing with threat and confrontation and keeping safe.

It provides no additional weighting or points for the circumstances in which the work is done. However, we have always recognised that employers might need to pay for things other than core job size – for example, engineers working on oil rigs offshore or with dangerous materials are paid more than those in less hazardous environments. For these purposes, we use an additional factor plan which allows assessment of the working conditions in each role and comparison between roles. We have created such factor plans for specific types of work – for example in healthcare – for many individual organisations and for some sectors, such as local government. In Canada, the additional factor plan is a mandatory feature of all job evaluation projects.

These plans vary in detail, though there are common elements:

- The working conditions plan for our work in Canada has four headings: physical effort, physical environment, sensory attention and mental stress. Others have fewer headings, covering physical and environmental demands separately but combining mental, sensory, emotional and psychological demands.
- The factor levels call for an evaluation of:
 - how often the features are experienced
 - how long the situations last
 - how intense or extreme the features can be, and
 - whether or not the individual can predict and/or control situations to the extent that they can change their frequency, duration or intensity.
- In some applications, the points score from the working conditions assessment is added to the core job size to produce a new and higher total job score. In others,



it is treated separately and used to inform a decision about a supplement to be paid for certain jobs where working conditions are particularly challenging. Whatever the detailed process, the result is that the use of the additional factor plan does make a difference to pay outcomes for some roles. For example, a job in a local authority which scores highly on working conditions might move up a grade; or a particularly demanding front line role in Canada might add 10-15% to job size.

- Jobs vary in the demands they face, even at the front line.
- The relative importance of the additional factors diminishes as the jobs get bigger. Front line roles can benefit from the additional assessment, whereas professional and managerial roles rarely do.

Other methods

Job evaluation schemes in the UK which have been created in recent years for use in specific sectors – such as health, education and local authorities – have all included additional factors as part of the main scheme, as Korn Ferry does in Canada. The descriptions and scoring patterns vary in detail but reflect some of the experience described above.

An example is the job evaluation scheme which underpins Agenda for Change in the NHS. This has 16 factor headings, which vary in the number of levels they contain and how they are weighted (knowledge being the highest). Four of the factors – physical effort, mental effort, emotional effort, working conditions – are grouped under the cluster heading of ‘effort and environmental’, and can carry up to a maximum of 10% of all available points.

Job evaluation factor plans used by independent experts in Employment Tribunal cases also typically include several aspects of working conditions: concentration, emotional demand, physical strain, physical skill and environment are all likely to appear, individually or in combination. These applications of job evaluation are mostly focused on front line jobs and differences in the assessment of working conditions can make a substantial difference, for example of 20-25% in total score.

As in Korn Ferry’s work, the influence of these factors would be far lower for more senior jobs.

Possible learning points

The P factor is not trying to do exactly the same thing as the forms of job evaluation described above. In particular, it attempts to cover features of the work, including scrutiny, risk and disruption, which could apply at all ranks, whereas most experience elsewhere is about front line jobs.

It is also not intended to be an assessment of individual roles. That would inevitably lead to a variety of possible P factor weighting, with some police officer jobs scoring higher than others. Taking an across-the-board view of police officers will inevitably mean using an average, which won’t represent either the lowest or the highest level of demand.

However, there is a long history of assessing the impact of factors beyond core job size and of the conclusions influencing the pay of the most challenging jobs. The



assessment process will take account of the intensity, frequency and duration of demand under each heading. The amount of pay at stake will vary considerably, depending on the jobs concerned and the nature of the pay structure in each organisation, but a conclusion that a job is a step bigger because of additional factors could certainly be worth 10% on salary.

In policing, there is a choice between trying to build a case for a specific figure or starting from the Winsor suggestion and assessing what has changed since then. The latter approach may be easier and is more in keeping with the way the x factor is handled for the military. However, there is enough material from elsewhere to provide a starting point for establishing a P factor, should you wish to do so.

Peter Smith

Korn Ferry

Appendix F – Equality Impact Assessment



1. Introduction.

- 1.1. The purpose of this document is to set out the NPCC National Reward Team (NRT)'s position on matters of equality in the context of pay reform and the associated policies. It is important to document the approach taken, and the reasons for it, to underpin the emphasis placed on equality and the ongoing commitment to facilitate an inclusive and representative service.

2. Roles and Responsibilities

- 2.1. There are shared responsibilities in respect of equality, many of which overlap. In broad terms, these are defined below:

Home Office

The Home Office has overall responsibility for police regulations and, ultimately, must ensure that any regulatory change, or new determination, meets with the **public sector equality duty**, namely:

“a duty on public authorities to consider or think about how their policies or decisions affect people who are protected under the Equality Act. Private organisations and individuals don't have to comply with the duty”.

NPCC (NRT)

The NRT must also comply with the public sector equality duty when considering and drafting reform proposals and changes to pay and conditions. Proposals must be sound from an equality perspective and properly risk assessed, so as to eliminate any avoidable discrimination from a policy perspective. This responsibility extends to the provisions of appropriate NPCC guidance and advice to support forces with implementation. In certain cases, a degree of oversight will be maintained for a defined period to review implementation.

Forces

Where local discretion applies, every Force must consider how it applies a regulatory change, or new determination, to comply with the public sector equality duty and the Equality Act. The Force must ensure decision making eliminates all avoidable discrimination and, where appropriate, use local EIAs to assist in the identification of issues and to help to guide any mitigating actions. It would be advisable to work with local staff associations, where necessary, to assist in this process. Any matters for service-wide consideration should feed back to the NRT.

2.2. This document details specifically how the NRT intends to fulfil its responsibilities. It ties together the various steps that, collectively, show how inclusion and diversity forms an integral part of the NRT's remit to deliver a fair, flexible and transparent reward system that meets the needs of forces. In keeping with the 'Brown Principles' (set out in case law), NRT treats this overall process as the Equality Impact Assessment; and specific documentation accompanying change proposals will be consistent with it. The process described takes a holistic view that allows for the provision of a proportionate response that is based on identified risk and accords with the policy position expressed in the following statement.

NPCC (NRT) Equality Policy Statement

"The NPCC fully recognises and welcomes the duties and obligations imposed by the Equality Act (2010) and has long been committed to enabling a culture of inclusion. This is a prominent consideration throughout each step of the pay reform design phase and considering the legitimacy and proportionality of all proposals is of paramount importance.

As a non-statutory body, the NPCC acts to shape national policy that meets operational requirements while mitigating against discriminatory practice. It does this by working constructively with police forces in England and Wales, and other key stakeholders, such as the Home Office, the College of Policing, and staff associations.

NPCC is not the employing body; the legal entity, in this regard, is each of the 43 separate police forces. Individual chief officers are responsible for compliance with all legislation on a force-by-force basis and there are, therefore, natural limitations about how far a central Equality Impact Assessment (EIA) is applicable to the service. The impact that the use of any pay levers might have on those with protected characteristic will vary in every Force. The degree to which, if at all, indirect discrimination might result will be highly dependent on individual force workforce profiles and this detailed data is held locally. On matters of equality, it will be the way a regulation/determination is applied that carries the greatest risk of legal challenge and liability for this ultimately rests with forces.

To assist forces, and to promote consistency, the NRT will generally provide comprehensive guidance to accompany any change in regulations or determinations. In some cases, this could also involve setting out a staged process that forces might wish to follow but, ultimately, chief officers will retain autonomy.

The degree of supporting material provided by the NRT will be commensurate with the nature of the change and/or the associated risks and the mitigation strategies available; particularly on matters of equality. This will be informed by the completion of an NRT Equality Impact Assessment (EIA) on the proposed policy and/or procedural change; as distinct from its actual implementation. Any supporting material provided will generally outline forces' legal responsibilities under the Equalities Act and suggest the steps that should be taken to, wherever possible, eliminate or minimise any indirect discrimination; such as the completion of a local EIA.

To add further support the NRT will take on a monitoring role, in appropriate cases, by collating data returns from forces that might highlight any issues or concerns.

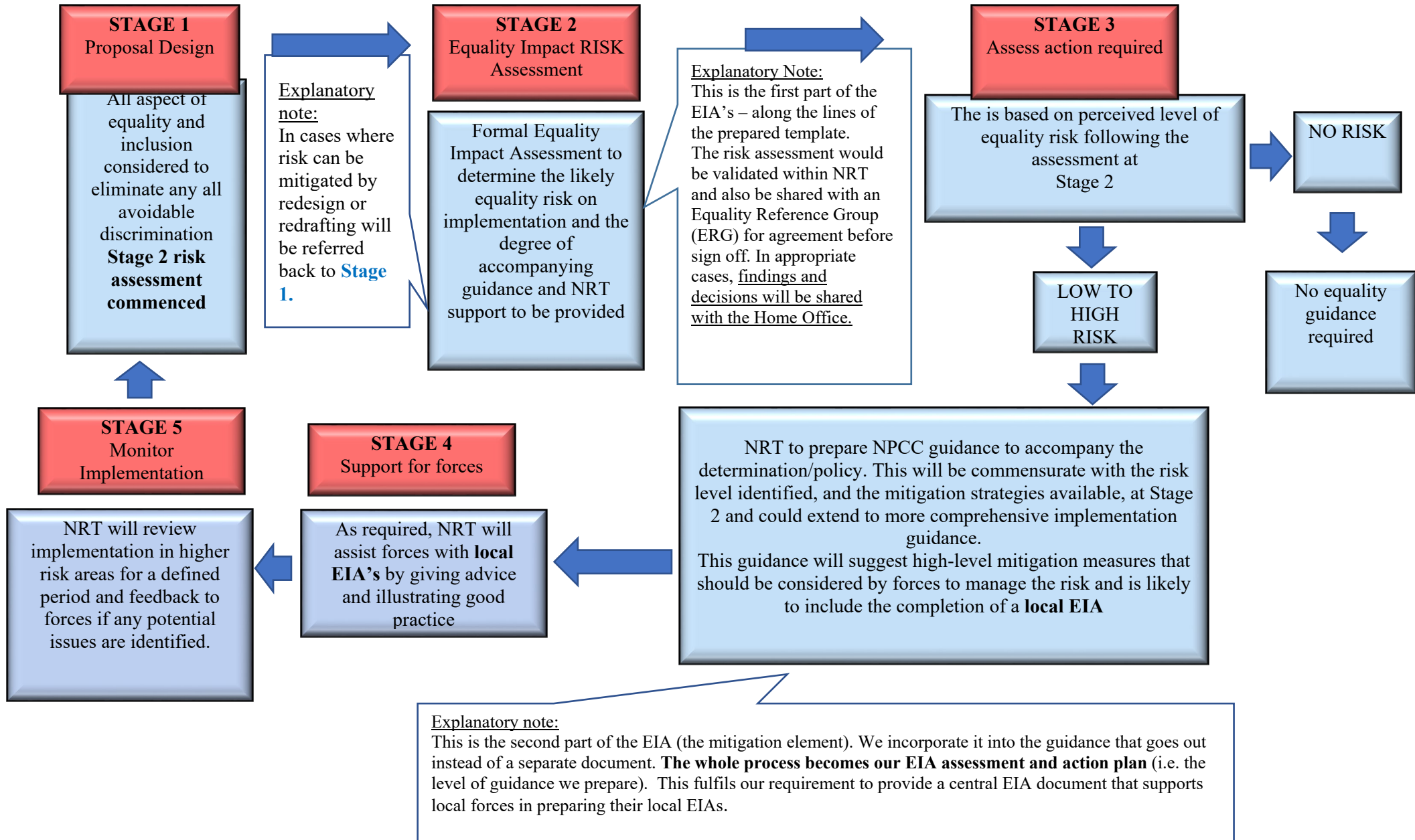
In summary, the NRT will do as much as it responsibly can at the centre to support fair and effective implementation, while not usurping the position of the individual employers. Much of the NRT's focus is to equip forces with the interventions and accompanying guidance required to better manage the police officer workforce rather than to mandate their specific use".

3. Process Overview

3.1. There are four main elements to the equality impact process. As a whole, this allows for a bespoke response that is in keeping with the level of risk identified and the mitigation options available to forces. All NRT members are involved in the process, so that inclusion and diversity is truly embedded in all aspects of work and is not seen as something that sits separately.

1. **Design Phase** Consideration of inclusion and diversity issues throughout the development of proposals.
2. **High level equality Impact assessment** to determine risk factors and risk rating. This is shared and within the NRT and with an Equality Reference Group (ERG) to agree and validate the assessment. Cases where risk can be mitigated by redesign or redrafting proposals will be referred back to **Stage 1**. In appropriate cases, findings and decisions will be shared with the Home Office.
3. **Risk assessment**. Based on the level of risk identified at Stage 2, policy guidance prepared for forces incorporating suggested risk assessment strategies; extended to implementation guidance where appropriate. This will generally place emphasis on the need for the completion of a local EIA. The views of the ERG will be sought, as necessary, to test whether the level of guidance is proportionate to the potential equality risk identified at **Stage 2**.
4. **Support for force**. The NRT will be available to provide additional help to forces through data gathering and assisting with local EIA completion by identifying good practice and providing advice.
5. **Review and feedback**. Data gathering and analysis in higher risk areas.

3.2. The five-stage process map is shown below is included to illustrate the type of risk assessment carried out at Stage 2. These impact assessments will be retained on file and completed in respect of all change proposals.





Appendix G – Steering Group Report and Recommendations





Report on the recommendations made by the Steering Group in respect of the review of the terms and conditions of chief officers in England Wales

January 2021

Foreword

I am pleased to present this report, which summarises the agreement reached between stakeholders following a review of the pay and conditions of chief police officers in England and Wales.

The review was undertaken in response to a request from the Home Office and provides the information needed to meet a recommendation by the Senior Salaries Review Board (SSRB) that any review of chief officer pay and conditions should also be considered by the PRRB, to ensure consistency is applied to all ranks. It was overseen by a Steering Group comprising the APCC, NPCC and CPOSA with the PSA involved to reflect the interests of the next generation of chief officers. This ad hoc arrangement was necessary as there is no remuneration structure for chief officers. I was invited to Chair the Group to mitigate any real or perceived conflict of interest by providing independent oversight.

The Group was well supported by two working parties and discussed the material provided with a clear focus on achieving consensus. The constructive approach of all involved means that the review has been completed. The recommendations set out in this report are now to be taken to NPCC and APCC for formal agreement and will then be presented to the Police Remuneration Review Body. Not all the items set out for consideration in the Terms of Reference were agreed by all parties, but the level of agreement achieved has allowed us to set out a satisfactory way forward.

Towards the end of our work the Government published the Spending Review 2020. As part of the response to the economic impacts of the Covid-19 pandemic the Chancellor announced that public sector pay awards would be “paused” for 2021/22. This pause is in relation to the annual pay uplift rather than pay reform. Nevertheless, the Steering Group agrees that it would be inappropriate for chief police officers to benefit from changes in base pay rates at this time. The Steering Group has therefore agreed that the proposals will be put forward to the PRRB for consideration but will make clear that reform of the base pay structure should not be implemented until the public sector pay pause comes to an end.

Elizabeth France CBE
Chair

1. PURPOSE OF REPORT

To summarise the methodology and outcomes of the Chief Officer Remuneration Review. Including recommendations and items being taken forward and consulted on at the APCC General Meeting and Chief Constables Council (CCC), ahead of 2021 Police Remuneration Review Body (PRRB) submissions.

It is noted, that;

- Recommendations on changes to Chief Constables are the responsibility of the APCC
- Recommendation on changes to Deputy Chief Constables are the responsibility of the NPCC
- Recommendations on changes to Assistant Chief Constables are the responsibility of the NPCC

All stakeholders however may comment on the final recommendations made to the Pay Review Body as it is recognised that changes to the pay and conditions for one group may impact upon the recruitment and retention of another.

Following agreement, this report will be shared with the College of Policing and HMICFRS.

2. CONTEXT FOR REFORM

Given the recent announcement from the Treasury on the pay pause for public sector workers, it is agreed there is no appetite to seek endorsement for the immediate implementation of changes relating to chief officer base pay. However, where applicable, the case for change will be presented to the PRRB and approval in principle sought. When the Treasury's position on its public sector pay policy changes, the APCC, NPCC and CPOSA will review implementation, alongside the delivery of pay reform in the other ranks.

3. DRIVERS FOR CHANGE

This review forms part of the wider pay reform programme initiated by the Home Office. The Senior Salaries Review Board (SSRB) recommended that any review of chief officer pay and conditions should also be considered by the PRRB, to ensure consistency is applied to all ranks.

In previous PRRB submissions, the NPCC, APCC and CPOSA have highlighted a need to review chief officer pay and conditions, primarily to improve the talent pipeline into and through the chief officer ranks. Concerns were also reflected in the HMICFRS Leading Lights report.

In 2019 Korn Ferry were commissioned to report on the benchmarking of pay and roles of chief officers. Their report published in February 2020¹ highlighted a number of concerns. This report was supported by the NPCC, APCC and CPOSA in their 2020 PRRB submissions. The key issues raised were;

- Complex pay structure for Deputies and Chief Constables
- Potential career progression problems and succession due to uneven relativities between ranks and the move from permanent to fixed term contracts between ACC and DCC
- Variety of local arrangements for pay and package has an impact on both relativities within policing and comparisons with other sectors
- Powers of pay variation given to PCCs departs from the normal rules of corporate and remuneration governance.

4. SCOPE

¹ Korn Ferry report on Benchmarking of pay and roles for Chief Officers, February 2020

This review considered the following;

- Current base pay policy - for CCs, DCCs and ACCs
- Police and Crime Commissioner (PCC) discretion on base pay policy for CCs
- Other allowances and payments policy – for CCs, DCCs and ACCs

The Terms of Reference were agreed and are appended to this report².

It is noted that Chief Officers in general experience personal tax issues in respect of pension benefits associated with HMRC legislation. This situation is ongoing and was not in scope of this review. However, all parties to the review have concluded that these taxation issues have a far greater significance in discouraging chief officer recruitment and retention than any other single factor.

The Metropolitan Police Service (MPS) and the City of London (CoL) have a different base pay structure to the other 41 forces. Neither force requested a review of base pay, except in relation to the Deputy Commissioner of the City of London. The continuation of the City of London remaining on a different base pay policy was however reviewed and subsequently agreed on by the Steering Group³ and confirmed by the Corporation of London.

5. APPROACH TAKEN

A Steering Group was established, responsible for overseeing the review. The bodies represented were as follows:

- ACC - Workforce and Leadership Lead, Standards and Leadership Lead and Secretariat
- NPCC – Lead for Police Officer Pay and Conditions and the National Reward Team
- CPOSA – Chair and Secretariat
- PSA – National Secretary and Assistant National Secretary
- National Reward Team - acting as the secretariat for the review and producing the data and material for analysis and discussion.

An independent chair, Elizabeth France⁴ was recruited to chair the Steering Group. It was agreed by all parties and the Home Office this was necessary to avoid conflicts of interest. All parties were involved in the discussions to ensure the recommendations represented a consensus. However, it is recognised it would be inappropriate for the NPCC to make recommendations pertaining to Chief Constables pay and conditions.

Two working parties were established to develop the proposals on behalf of the Steering Group. The remit of working party 1 was to consider CCs and DCCs and working party 2 to consider ACCs. All Steering Group members were represented at both working parties, apart from PSA, who were just involved in working party 2. A working party plan was produced and agreed by the Steering Group. The working group also considered the 2020 Chief Officer Pay & Moral survey. The outcomes of each working party meeting were recorded and agreed.

² Appendix 1 – Terms of Reference for the review

³ Appendix 2 – City of London discussion paper

⁴ Also the independent chair of the Police Consultative Forum and Police Advisory Board

6. BASE PAY POLICY

6.1 Review of Chief Constable and Deputy Chief Constable Pay Groups

This section is not applicable to the MPS & CoL.

There are currently 12 CC & DCC pay groups, but the current methodology determining the basis of distribution for this is no longer available, albeit that the placement of forces in the scale can be seen to be linked to force size.

In 2020, Korn Ferry advised reducing the pay groups from 12 to 4. Their report benchmarked Chief Officer pay based on these 4 groups, with each group having a distinct job size. The use of the 4 groupings and the dividing lines between the forces was an approach Korn Ferry first applied in its benchmarking of Chief Officers in 2011, commissioned by CPOSA. They used the same technique and groupings in their benchmarking updates in 2014 and 2015 and repeated this methodology in their 2020 report. Korn Ferry also confirmed that to finalise and substantiate its proposals a more detailed analysis of each force was needed to take place to confirm whether their recommendations on the 4 groups and the forces within each group was appropriate.

It is noted that the current methodology for chief constables and deputy chief constables is a different approach to that for other ranks, as base pay reflects the force size, which in turn denotes a level of base pay. Although these chief officers have the same role profile and broadly the same underlying responsibilities, the size of the role is substantially different between forces. The work by the Steering group acknowledged these differences.

The Steering Group agreed to review and substantiate the Korn Ferry proposal. In doing this, the National Reward Team considered the following datasets⁵. It was agreed these provide an indication of job size. For each data set the comparative positions of the 41 forces was observed.

1. Total force funding⁶
2. Total force headcount
3. Population estimates for a force area
4. Estimated average population density for a force area
5. Complexity – discounted, it was agreed this was reflected in total force funding (annual grant)
6. Collaboration – discounted, agreed this is part of a Chief Officer role.

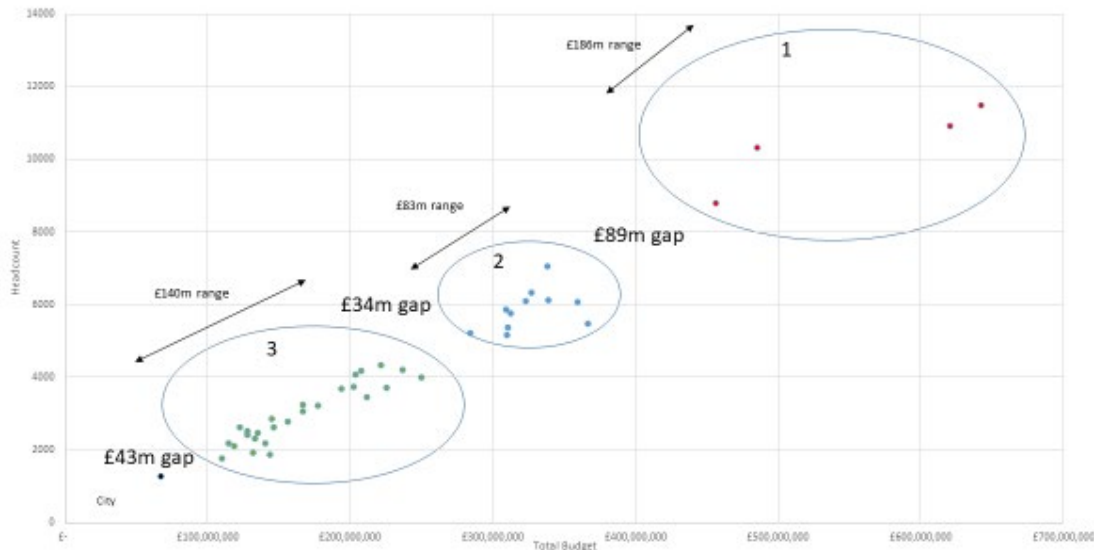
Some of these datasets are interrelated, i.e. force funding is largely dependent on population, so you would expect the data to present the same outcomes.

When the different datasets were overlaid, 3 natural clusters emerged, as shown in chart 1. The largest gaps are between each cluster (bar the gap between West Midlands and West Yorkshire). The Steering Group agreed this was a logical conclusion given the distinct gaps between the force sizes.

Chart 1: Total headcount verses total funding, with population & area size overlaid (the red, blue & green colour coding represents the order of forces)

⁵ Datasets used: (1) APCC change in funding table (2) Home Office 2019 ADR (3) Population estimates all ages– ONS summary for the UK mid-2019. (4) ONS population density mid-2019

⁶ Concern total funding could skew the data disproportionately as precept introduces a political element, but it was agreed it does reflect the relative size of a force - reducing potential impact from grant changes (increasing stability for this exercise) and it has historic links to the original grant allocations.



6.1.1. The breadth of group 3 - should it be broken down, to create a 4th grouping?

When reviewing chart 1, concern was expressed about the number of forces in group 3, with it being the largest with 26 forces, i.e. does Warwickshire (at the bottom of group 3) have a similar level of challenge to Surrey or Nottingham (forces at the top of group 3).

The Steering Group did consider having 4 groups as there is a small gap within the 3rd cluster where a fourth grouping could be drawn. However, on balance, the Steering Group supported 3 groups in principle and believes a justifiable approach has been used based on the data. Korn Ferry⁷ also have no objection in principle to using 3 rather than 4 groups. They note that some broad banded pay systems in other sectors and organisations do this. It was agreed these groups should only be applied to job sizing for base pay policy and not to other areas of policing.

Subsequently the NPCC recommended reviewing the agreed principle of moving to 3 pay groups once the base pay rate options had been developed, to verify alignment.

6.1.2. Outliers

When looking at chart 1 and the individual data sets, two forces presented themselves as outliers. One of which was considered in further detail. Following discussion, the Steering Group made a decision on its recommended placement.

Recommendation 1 – move in principle to 3 pay groups for both CCs & DCCs. Seek a recommendation from PRRB, including their observations on the methodology. Immediate implementation is not recommended, this will be reviewed when the Treasury's public sector pay policy changes and alongside the delivery of pay reform in the other ranks. *The principle of 3 pay groups will also be reviewed to verify alignment with base pay rate proposals.*

6.2 Base pay rates for Chief Constables and Deputy Chief Constables

This section is not applicable to the MPS & CoL.

Korn Ferry recommend 1 rate of pay for each group. Using this approach, two options were put forward:

- Option 1 - migrating each group to the top national-set rate in that group. This option would mitigate against issues like overlapping⁸, providing a clear monetary incentive to move from DCC to CC and from ACC to DCC. No overlapping occurs using this approach. For CCs the majority of rates are within the current parameters already permitted by virtue of the additional 10% discretion exercised by PCCs⁹.
- Option 2 - migrating each group to the average rate of pay in that group. Structurally this would mean some continued possible overlapping for ACCs.

Both options discussed were based on using the current national rate of pay and not benchmarked data, on the basis that the rates are not being questioned by Steering Group members, rather it is the structure which needs to be addressed.

During the review, the Treasury announced its public sector pay pause. With this in mind, the Steering Group agreed that it would not make a decision on its preferred option or seek views from the NPCC or APCC. Although the respective bodies will still update PRRB on the developed methodology to demonstrate progress and seek their observations.

Once the Treasury change its position on the public sector pay policy, these options will be revisited based on updated data. The Steering Group will also need to agree the common principles in terms of moving to the new structure, including timing e.g. does this take effect on a set date or is a change linked to new contracts. This will help determine a recommended option.

Korn Ferry believe the options being considered are a simplification of the kind they recommended and is an improvement in terms of clarity and rewards for promotion. It is also justifiable in that neither option considers a general increase in all Chief Officer pay.

The two options were costed and high level observations noted. It is expected that any future changes to Chief Officer pay would be funded from within force budgets.

Recommendation 2 – review base pay rate options for each group with updated pay data when public sector pay policy changes and pay reform progresses in other ranks. Seek observations from PRRB on the methodology used to demonstrate progress.

To note; the CoL requested a review of the base pay rate of the City of London Deputy Commissioner. This will be considered at the same time as recommendation 2, when public sector pay policy changes.

6.3. DCC base pay as a % of CC base pay

Historically DCC salaries are set at 80-82.5% of the Chief Constable's salary. However on examination of actual pay rates this is not the case, with 5 DCCs paid a higher % and 3 paid a lower %. The Steering Group agreed this should be consistent across the service, with DCC pay being 82.5% of CC base pay.

Recommendation 3 – DCC base pay is 82.5% of CC base pay. Seek a recommendation from PRRB. Immediate implementation is not recommended, this will be reviewed when the Treasury's public sector pay policy changes.

6.4. Base pay rates for ACCs

⁸ Under the current system because of the pay rates it is not always worthwhile for DCCs to move

⁹ There will be one exception

No concerns have been expressed with the current ACC pay scale from either the NPCC or CPOSA. The CPOSA 2020 Pay & Morale survey shows 74% of ACCs are satisfied or very satisfied with base pay. Therefore it appears there is no need to reduce the number of pay points or pay different rates for the job¹⁰. The working party did acknowledge it is unusual to have increments for such a senior role.

It was agreed that Targeted Variable Payments can be issued to attract candidates with additional responsibilities at this rank, acknowledging the differences in job size.

When viewing ACC base pay alongside ranks either side of it, the pay gap between an ACC and the smallest DCC role is approx. £3,000. This could potentially dis-incentivise officers moving to the DCC rank. The working group were therefore supportive of the proposals to reduce DCC rates of pay to 3, to support the talent pipeline. The pay gap of approx. £13,000, between Chief Superintendent and ACC rank is deemed sufficient to incentivise movement, but due to concerns raised by the PSA with Chief Superintendent pay and an increase its job size, the Steering Group supported a review of the top pay point for Chief Superintendents, to improve the talent pipeline. This is subject to a separate review being carried out by the NPCC.

The Steering Group agreed to retain the 3 point pay scale for ACCs with no changes to pay rates.

6.5. DCC Contracts

DCCs are currently employed on a fixed term arrangement (FTA) in line with CCs. The original intention was to encourage movement within the Chief Officer ranks and so encourage chief officers working and moving between forces¹¹.

CPOSA continue to be concerned about the job security of its members and would like DCCs to be employed on a permanent basis. According to the 2020 CPOSA Pay & Morale Survey 71% of ACCs/Commanders said they are more likely to apply for a DCC role if it was a permanent post.

The APCC want to maintain the FTA, they are concerned that the potential impact of the removal of FTAs for DCCs would be a reduction in applications for chief constable vacancies. The APCC would need some reassurance that the removal of FTAs for DCCs would not have a detrimental impact on applications for Chief Constable roles before considering such a change. This position was ratified at the APCC General Meeting and will be presented in the APCC PRRB submission.

At CCC, the fixed term arrangement for DCCs has been discussed on a number of occasions. A range of views have been aired and no consensus reached. The principle concerns for some are the question of unreasonable jeopardy before pensionable age/service, and the impact on mobility. However, for others, the potential blockage to succession and team management have precedent, and sometimes the link to concerns around diversity. Options such as aligning FTAs to dates for pensionable service/age have been offered in feedback. As no consensus position has been reached, the NPCC will seek observations from the PRRB.

The Steering Group agreed there is no recommendation. All parties will present their respective positions in their PRRB submissions.

¹⁰ It was noted that Winsor recommended one rate of pay for this role.

¹¹ It was noted that Winsor recommended the continuation of fixed term contracts

6.6. Base Pay for temporary CCs & DCCs

Currently an ACC acting up to a DCC receives 90% of the DCC base salary, and similarly, a DCC acting up to a CC receives 90% of the CC base salary. The original rationale for this is unknown, but it is most likely to reflect the reduced level of experience. For other ranks temporarily acting up, post holders are put on the bottom pay point to reflect this, but for DCCs and CCs there is only one rate of pay, so a reduced percentage may have been seen as the equivalent. It is very unusual to adopt such an approach for such senior roles.

CPOSA are concerned this is unfair, as all other ranks receive the substantive base salary. These two post holders also carry the greatest level of responsibility in force. There are temporary CCs and DCCs who also lose money, depending on the force, which could dis-incentivise officers from applying. The Steering Group agreed, temporary DCCs and CCs should receive the substantive base pay.

Recommendation 4 - temporary DCC & CCs to receive the substantive base pay salary. To seek a recommendation from PRRB. To be implemented in 2021/22, subject to the Home Office determination process.

7. PCC DISCRETION ON CC BASE PAY POLICY

PCCs currently have the discretion to vary the pay of a chief constable by up to 10% more, or less, than the relevant base pay amount in determinations. This discretion can only be used on appointment

As at the 31st March 2020 one current PCC has chosen to exercise their discretion to pay slightly less than the base pay rate set out in the determinations. To date since this regulation was adopted we understand this has now only been applied twice. There is consensus this should be removed and a CC paid at least the national base pay rate for the relevant force in accordance with the determination.

As at 31st March 2020, 10 PCCs have chosen to exercise their discretion to pay up to 10% more than base pay. This discretion is valued by PCCs and there is consensus it should remain in place. CPOSA believe the exercise of discretion needs to become more transparent, a lack of transparency raising concerns for its members. They support defining the rationale at the point of recruitment, not once the role has been offered. APCC believe a PCC should be able to offer extra pay based on the strength of the candidate and to maintain an element of privacy that shows respect for senior leaders. In acknowledgement of CPOSA's concerns, it was agreed that the rationale for discretionary pay should be noted in the proposed model contract (refer to section 8 on contracts), along with the rationale and the ability to vary starting salary. This would make the discretionary policy clearer.

The APCC would also like the opportunity to review increasing the percentage value, which could address the issue that allowances are being issued outside of regulations. It was agreed this would be reviewed in the future at an appropriately agreed time, post making changes to CC pay rates. It was also agreed PCCs should have the ability to exercise their discretion to pay up to 10% at other points during the contract term, not solely on appointment, so applying flexibility to CC base pay in line with a CC developing into their role or reflecting exceptional performance. The recommendation is that PCCs have the ability to apply this to CC's within their current contract term. Any upward increase would be for the remaining period of the contract. It was also agreed that the rationale for this would need to be included in the contract (refer to section 8).

Recommendation 5 - Remove PCC discretion to pay up to 10% less than the national base pay rate. Seek a recommendation from PRRB. To be implemented in 2021/22, subject to the Home Office determination process.

Recommendation 6 – PCCs to have the discretion to pay up to 10% more than the national base pay rate at any point within a contract term. Seek a recommendation from PRRB. To be implemented in 2021/22, subject to Home Office determination process.

Recommendation 7 – To include in a standardised CC contract, a statement on the application of PCC discretion & rationale (linked to recommendation 8). To be implemented in 2021/22.

8. OTHER ALLOWANCES AND PAYMENTS POLICY

The Steering Group agreed the findings from the working groups on pay and conditions. This work was supported by the NRT survey on chief officer pay and allowances which allowed for a better understanding of the current level of allowances being paid across forces¹². The findings showed the range of differences and supported concerns raised by CPOSA. It was agreed that the range of allowances made available to all chief officers should be more consistent, albeit that there will be local discretion in the value and how this is applied by the local PCC or CC.

The Home Office asked the Steering Group to consider adopting a standardised contract for all chief officers, with local discretions. It was agreed this would be appropriate and alleviate several of the concerns raised by CPOSA. A working group will be established in 2021 to take this forward.

CPOSA also requested that all Chief Officers receive an offer of a car or car allowance (depending on the method provisioned locally).

It was agreed that the standardised contract should clarify that medical insurance is a negotiable condition and should include a supportive statement on CPD to allow officers to grow within the role.

CPOSA proposed that the current relocation allowance be extended from 6 months for up to a 2 year period. The NPCC are supportive of a change for DCCs noting that circumstances have changed and an extension could encourage movement between forces. This proposal was not accepted by the APCC, suggesting instead the current relocation and reimbursement of relocation expenses should be consistently promoted and offered within a standardised contract. As consensus was not reached, Steering Group members agreed there was no recommendation, all parties would present their respective positions in their PRRB submissions and seek a view from PRRB.

Recommendation 8 - Introduce a standardised contract for CCs, DCCs & ACCs with clarity on areas for discretion. To be implemented in 2021/22.

Recommendation 9 - Promote the availability of the relocation and reimbursement of relocation expenses in the standardised contract. To be implemented in 2021/22.

Recommendation 10 - Include a reference to CPD in the standardised contract. To be implemented in 2021/22.

¹² 2020 NPCC National Reward Team Survey of Chief Officer Pay and Conditions

Recommendation 11 - Provide clarity in the standardised contract that medical expenses and insurances are a matter for local negotiation. To be implemented in 2021/22.

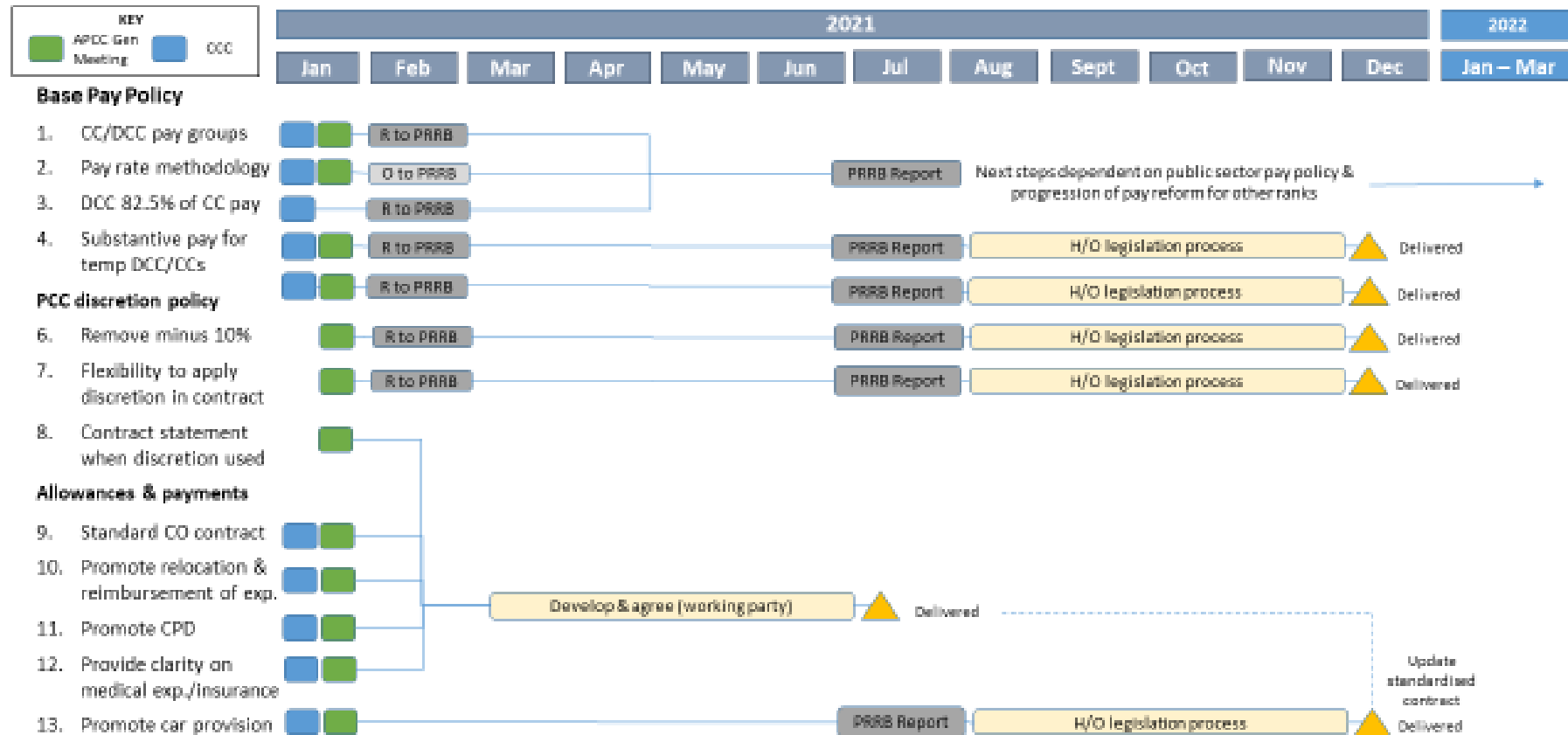
Recommendation 12 - Car provision to be offered to all in standard contract offering. Although there will be local discretion in value & how it is applied by PCCs/CCs. To be implemented in 2021/22, subject to Home Office determination process.

9. EXPECTED OUTCOMES

Overall the recommendations are expected to encourage more candidates to apply to become chief officers, while motivating and retaining good officers. In summary the proposals:

- Meet the majority of concerns raised by CPOSA
- Provide clarity for candidates and PCCs in respect of contract terms and benefits available
- Concerns on appointment of CCs re level of salary paid being below determination rate are removed
- Moving to a simplified base pay rate structure for CCs and DCCs
- Minimising overlapping within the pay structure, facilitating officers to move from smaller to larger forces and up the ranks
- Extension of discretion for PCCs during the contract period will allow for ongoing recognition of good performance
- Acknowledgement of that availability of benefits will facilitate performance

10 DELIVERY TIMELINE – for the agreed recommendations



* CoL Dep. Commissioner base pay will be reviewed when public sector pay policy changes.

11. SUMMARY OF RECOMMENDATIONS

This table summarises the agreed recommendations for change from the Chief Officer Review Steering Group. Column 5 identifies who the relevant employer is, but it is acknowledged that all parties have a view on the recommendations.

No	Steering Group recommendation	Consensus	Rationale	Employer	Consultation forum	2021 PRRB submission	Implementation
Base Pay Policy							
1	Move in principle to 3 pay groups for CCs & DCCs	Agreed (CPOSA, NPCC & APCC)	<ul style="list-style-type: none"> Simplified structure Rewards promotion & improves talent pipeline 	APCC & NPCC	<ul style="list-style-type: none"> APCC General Meeting for CC changes CCC for DCC changes (Jan 21) 	<ul style="list-style-type: none"> APCC & NPCC to seek observations on methodology used and recommendation in principle. CPOSA commentary supportive of change 	Immediate implementation not recommended. APCC & NPCC to review; <ul style="list-style-type: none"> When public sector pay policy changes When pay reform progresses in other ranks The principle of moving to 3 groups will also be reviewed once base pay rate options have been developed, to verify alignment.
2	Review pay rate options for each group with updated pay data when public sector pay policy changes and pay reform progresses in other ranks	Agreed (CPOSA, NPCC & APCC)	<ul style="list-style-type: none"> No appetite to make pay changes in context of announcement for public sector pay freeze Need to consider CO change alongside the delivery of pay reform for other ranks 	APCC & NPCC	<ul style="list-style-type: none"> APCC General Meeting for CC changes CCC for DCC changes (Jan 21) 	<ul style="list-style-type: none"> APCC & NPCC to seek observations on the methodology & developed principles CPOSA commentary supportive of change 	
3	DCC base pay is 82.5% of CC base pay	Agreed (CPOSA, NPCC & APCC)	<ul style="list-style-type: none"> Consistency across the service 	NPCC	<ul style="list-style-type: none"> CCC (Jan 21) 	<ul style="list-style-type: none"> NPCC to seek a recommendation CPOSA commentary supportive of change 	
4	Temporary DCCs & CCs to receive substantive base pay	Agreed (CPOSA, NPCC & APCC)	<ul style="list-style-type: none"> Pay in accordance with risk Service consistency Perceived fairness 	NPCC & APCC	<ul style="list-style-type: none"> APCC General Meeting for CC changes CCC for DCC changes (Jan 21) 	<ul style="list-style-type: none"> APCC & NPCC to seek a recommendation CPOSA commentary supportive of change 	

PCC discretion on CC base pay policy							
5	Remove PCC discretion to pay up to 10% less than the national base pay rate.	Agreed (CPOSA, NPCC & APCC)	<ul style="list-style-type: none"> Minimal usage (est. twice) Should be paid at least the national base pay rate 	APCC	<ul style="list-style-type: none"> APCC General Meeting (Jan 21) 	<ul style="list-style-type: none"> APCC to seek a recommendation 	Dec 2021, subject to Home Office determination change
6	PCCs to have the discretion to pay up to 10% more than the national base pay rate at any point within a contract term	Agreed (CPOSA, NPCC & APCC)	<ul style="list-style-type: none"> Reflects development in role Reflects exceptional performance 	APCC	<ul style="list-style-type: none"> APCC General Meeting (Jan 21) 	<ul style="list-style-type: none"> APCC to seek a recommendation 	Dec 2021, subject to Home Office determination change
7	To include in a standardised CC contract, a statement on the application of PCC discretion and rationale (linked to rec 8)	Agreed (CPOSA, NPCC & APCC)	<ul style="list-style-type: none"> Improved transparency at the point of recruitment 	APCC	<ul style="list-style-type: none"> APCC General Meeting (Jan 21 - for a decision) 	Not applicable	July 2021
Other Allowances and payments policy							
8	Introduce a standardised contract for CCs, DCCs & ACCs with clarity on areas for discretion	Agreed (CPOSA, NPCC & APCC)	<ul style="list-style-type: none"> Raised by the Home Office Service consistency Improved transparency on the employment offering at point of recruitment 	NPCC & APCC	<ul style="list-style-type: none"> APCC General Meeting for CC changes CCC for DCC & ACC changes (Jan 21 - to seek a decision) 	Not applicable	July 2021
9	Promote the availability of the reimbursement of relocation expenses in the standardised contract	Agreed (CPOSA, NPCC & APCC)	<ul style="list-style-type: none"> Service consistency Improved transparency on the employment 	APCC & NPCC			

10	Include a reference to CPD in the standardised contract	Agreed (CPOSA, NPCC & APCC)	offering at point of recruitment				
11	Provide clarity in the standardised contract that medical expenses/ insurance are a matter for local negotiation.	Agreed (CPOSA, NPCC & APCC)					
12	Car provision to be offered to all in standard contract offering. Note; there will be local discretion in value & how it is applied by PCCs/CCs.	Agreed (CPOSA, NPCC & APCC)	<ul style="list-style-type: none"> • Service consistency • Improved transparency on the employment offering at point of recruitment 	APCC & NPCC	<ul style="list-style-type: none"> • APCC General Meeting for CC changes • CCC for DCC & ACC changes (Jan 21) 	<ul style="list-style-type: none"> • APCC & NPCC to seek a recommendation • CPOSA commentary supportive of change 	Dec 2021, subject to Home Office determination change

To note

- i. The base pay rate of the City of London Deputy Commissioner will be reviewed following a change in public sector pay policy
- ii. The Steering Group recommended no change to ACC base pay policy, accepting Targeted Variable Payments can be issued to attract candidates with additional responsibilities

The Steering Group were unable to reach consensus on the following items - the rationale for change was not agreed:

1. To remove the Fixed Term Appointment (FTA) for DCCs - Steering Group members to present their respective positions in their PRRB submissions
2. To have the flexibility to extend the current relocation allowance from 6 months to up to a 2 year period. Steering Group members to present their respective positions in their PRRB submissions.

Appendix 1
Chief Officer Remuneration Review
Terms of Reference – September 2020

1. Broad purpose

This review forms part of wider pay reform project initiated by the Home Office. The output will be a proposal of revised pay scales and other allowances to be considered by the consulting bodies set out below. The review will:

- make proposals to redesign the current pay levels of Chief Officers in line with the principles applied to the pay reform of other police officer ranks
- review and make recommendations concerning allowances and benefits where appropriate
- review the current processes attaching to the way pay and conditions are determined to ensure all parties have confidence in the process and that it is transparent

2. Stakeholders

The key stakeholders who will prepare the proposals for consultation are as follows:

- NPCC (Lead for Police Officer Pay and Conditions and the National Reward Team)
- APCC (Workforce and Leadership Lead, Standards and Leadership Lead and Secretariat)
- CPOSA (Chair and Secretariat)
- PSA (National Secretary and Assistant National Secretary)

It is noted that stakeholders have some conflict of interests (e.g. the NPCC should not make recommendations on Chief Constable pay levels), however all parties will be involved in discussions to ensure the recommendations represent a consensus.

The following bodies will be consulted with:

- Police Consultative Forum
- PRRB - to agree the new base pay rates and any other changes requiring changes to determinations
- Home Office - for final sign off
- College of Policing – for information
- HMICFRS – for information
- Papers will be prepared by the National Reward Team (NRT). Peter Smith of Korn Ferry will also participate and be consulted as an independent adviser as required.

3. Background & Scope

Chief Officer pay had previously been considered as part of the annual review of all senior public sector colleagues by the Senior Salaries Review Body. Given the wider effects of pay reform affecting other ranks, it was recommended that, while pay reform was being carried out within the service, that the annual review of all Chief Officers pay and allowances be considered by the Police Remuneration Review Body.

In addition there have been a number of reports issued on chief officer recruitment and retention (including HMICFRS Leading Lights) and any recommendations need to be considered against their findings.

Currently Chief Officer base pay is set out as follows:

- Chief Constables receive a spot rate of base pay set out in regulations according to a method of classification which relates to the size/budget/population of the force. The exact methodology behind the classification has been lost. There are currently 12 rates of pay for all English & Welsh forces plus separate rates for the Met. Police and Crime Commissioners

have the discretion, upon appointment, to set the rate at 10% above or below the rate set out in regulations.

“A Police and Crime Commissioner may, on appointing a Chief Constable, set the Chief Constable’s salary rate up to ten per cent above or below the rate for the post as set out in Annex F of the determinations.” (details attached at Appendix B)

- Deputy Chief Constables receive a spot rate of base pay that is set at 80% of the force Chief Constable rate.
- Assistant Chief Constables have a three point pay scale. Pay progression is related to service and work based assessment.

There are a number of allowances that can be applied on top of base pay for Chief Officers, including:

- Replacement allowance
- London weighting
- London allowance
- London transitional supplement
- South East allowance
- South East transitional supplement
- Motor vehicle allowance

Expenses may include the following:

- Reimbursement of medical expenses
- Removal expenses
- Relocation expenses
- Accommodation expenses
- Travel expenses
- Uniform expenses /Food expenses

A NRT remuneration survey will be issued to all forces for payroll manager to complete in order to check the current usage of allowances and expenses and used to inform and evidence recommendations.

It is noted that Chief Officers in general experience personal tax issues in respect of pension benefits associated with HMRC legislation. This situation is ongoing and will not form part of this review.

4. Work Plan

- a) To consider the recommendations made by Peter Smith in his Korn Ferry Benchmarking report (produced in February 2020) to determine whether the base pay structure for Chief Constables and Deputies from the current twelve levels (plus London) should be simplified and reduced to four (plus London), with consequential changes to DCCs. A costed report will be drafted for the working party to consider.
- b) To consider the current pay scale of ACCs and its relationship with the DCC and superintending rank.
- c) To consider other allowances and expenses such as, the relocation and replacement allowance, to agree if these are appropriate (taking into account existing initiatives already being discussed at PCF by CPOSA and other recommendations, including those in HMICFRS Leading Lights report).
- d) To review the process for the variation of the pay of a Chief Constable on appointment in the light of any proposed changes and to ensure transparency around decision making and make recommendations if required.

5. Timeline

- Initial working party meeting to define scope and terms of reference, June/ July 2020
- Chief Officer Remuneration Survey June – July 2020. Report drafted September 2020
- Working Party meetings, October – December 2020
- Recommendations from NPCC, APCC and CPOSA to be included in 2021 submissions to PRRB.

Appendix 2

Chief Officers' Pay Review – The City of London Police

1. Purpose

1.1. This short report considers the inclusion of The City of London Police (CoLP) within the current review of the chief officers' pay review. It concludes that the CoLP's unique status (as with the Metropolitan Police but for different reasons) should see it removed from the comparative tables for the purposes of the review.

2. Introduction

2.1. From the outset, CoLP has been an obvious outlier when compared to all other metropolitan and provincial police forces and current salary levels are at stark variance with the force groupings defined by the chosen data sets.

2.2. There are, however, a number of reasons to support the assertion that CoLP is unique in nature, which makes it hard, or almost impossible, to measure against other forces using the standard metrics applied in the review, namely:

- Force funding
- Headcount
- Population
- Area size
- Complexity
- Collaboration

3. How the City of London Differs

3.1. The main factors that distinguish CoLP from regular police forces are summarised below:

- i. The City has only a relatively small residential population. However, in normal circumstances (i.e. pre COVID-19) the square mile has in excess of 500,000 people commute in to work. Added to this, an increasingly diverse nightlife swells numbers.
- ii. All other forces in the review have a Police and Crime Commissioner (MOPAC for The Met). However, the oversight and governance for CoLP is via The Corporation of London. The two organisations are entwined in a much closer relationship for historical reasons, which leads to layers of governance and a style of oversight that is unique in UK policing. This requires the CoLP's chief officer team to devote more time to this area than most of their colleagues, over and above their day roles running the force.
- iii. Unlike holding national portfolios, CoLP, like the Met, is a National Lead Force. The Met leads for Counter Terrorism (CT) nationally and CoLP leads for Fraud and Economic Crime. Its unique position and links with the financial community mean that CoLP is not just a centre of excellence but a lead both nationally, training forces across the country, and internationally, working with other governments and international bodies in areas of money laundering and fraud.
- iv. Recently, and in addition to the force's national lead role responsibilities, The NPCC has given The CoLP Commissioner the national portfolio for Cyber Crime. The main rationale for this is that a significant percentage of economic crime is now cyber enabled.

- v. CoLP is unique in receiving significant funding from the private sector (e.g. Lloyds insurance market) in order to lead and tackle distinct areas of economic crime on behalf of the industry as a whole. This involves a considerable amount of work locally in relationship building, expectation management and collaborative working.
- vi. The geographical area of CoLP, at the heart of London, carries a disproportionate risk of terrorist attack. Within its immediate limits and just beyond is a very high number of London's key high-risk targets. This was most recently demonstrated by the two terrorist attacks, on London Bridge/Borough Market and at Fishmongers Hall. These were in, or adjacent to, CoLP and in both cases it was CoLP firearms officers who were on scene to deal with the threat. This overall risk level means that CoLP's chief officer team is embedded at the heart of CT protective security, alongside The Met.
- vii. CoLP is surrounded on all sides by the Met and, due to the unique relationship, work hand in hand in many areas on a daily basis. This is not considered mutual aid but rather an integral part of daily operations. Some of these areas include firearms response and public order in central London (not just CoLP). There are a number of units where officers of each force are embedded in each other's units as part of permanent establishment.

4. Conclusion

- 4.1. This paper does not seek to comment on the appropriateness, or otherwise, of existing CoLP chief officer salaries. Instead, the intention is to determine whether or not there are reasons why, for the purposes of the national chief officers' pay review, the CoLP can be readily compared to other forces. Having done this, it is considered that the differentiating factors are sufficient to justify treating the CoLP as a special case.

5. Recommendations

- 1. The CoLP is removed, for comparison purposes, from the national review of chief officers' pay.
- 2. Chief Officer pay in CoLP is progressed as a separate work stream by the NPCC lead for pay and conditions to confirm the rationale for the force's position within the future chief officer pay structure.

Appendix H – Consultation Survey



1. Introduction

1.1 The NPCC Reward Team carried out this survey. The purpose of this survey was to combine the consultation paper needed to update Chief Constables on the delivery of pay reform with accompanying questions. It summarises progress on delivering the first phase and sets out proposals for delivering the second and final phase by March 2022.

1.2 The questionnaire covered:

- Scope and purpose
- Linking progression to performance
- Completion of statutory and/or mandatory training
- Line managers completion of the PPS and PDRs for those they manage
- Approving and withholding payments
- Disciplinary action and the PPS
- Implementation
- Using benchmarking and the P Factor to inform pay recommendations
- Assessment and prioritisation of a range of other pay and related conditions
- Geographical allowance
- Review of wider parental leave
- Buyback of annual leave
- A new Police Officer voluntary exit scheme
- Extending the use of honorariums to federated ranks
- Other initiatives
- Assessment of force budgeting assumptions
- Next steps and conclusions
- Concluding questions

The survey used a combination of closed and open-ended questions.

2. Methodology

2.1 An online tool, Alchemer, was used to design, collect and analyse responses.

2.2 The survey opened on the 11th November and closed on 11th December.

2.3 The survey was posted on Chiefs Net for the attention of all Chief Officers. There was a 93% response rate (40/43¹).

2.4 For each question we have collated all the answer options and presented the results in a graphical format.

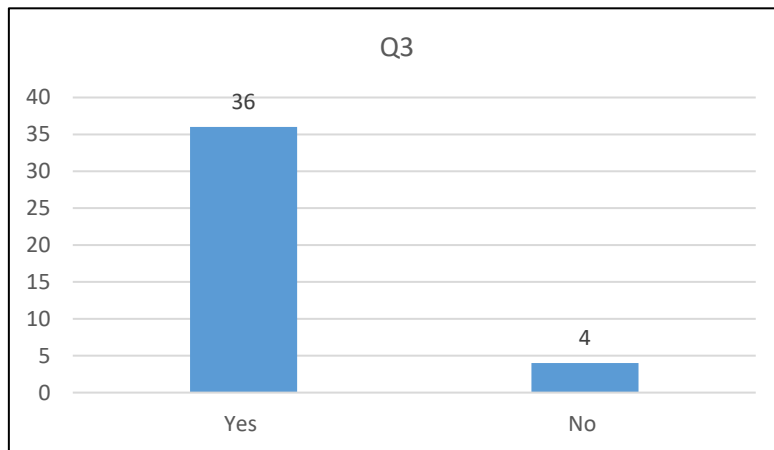
2.5 This survey summary was drafted by Olivia Fabian, NPCC Project Support Officer, if you have any queries please contact my email address; Olivia.Fabian@south-wales.police.uk

¹ Please note we did not receive responses from Nottinghamshire, Northamptonshire and Leicestershire

Linking progression to performance

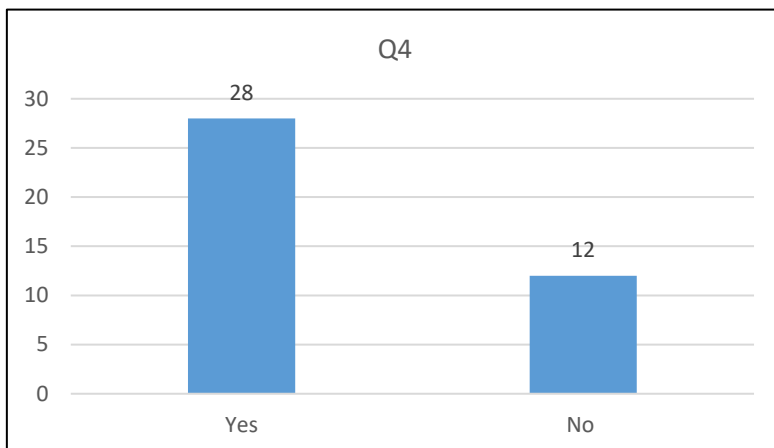
3) Are you content to implement a positive decision on progression through the PPS?

36 forces (90%) said they are content to implement a positive decision on progression through the PPS.



4) Should 'formal capability proceedings' also include attendance (UAP), as well as UPP? If so, are you confident that this could work in your force in a way that avoids unlawful discrimination?

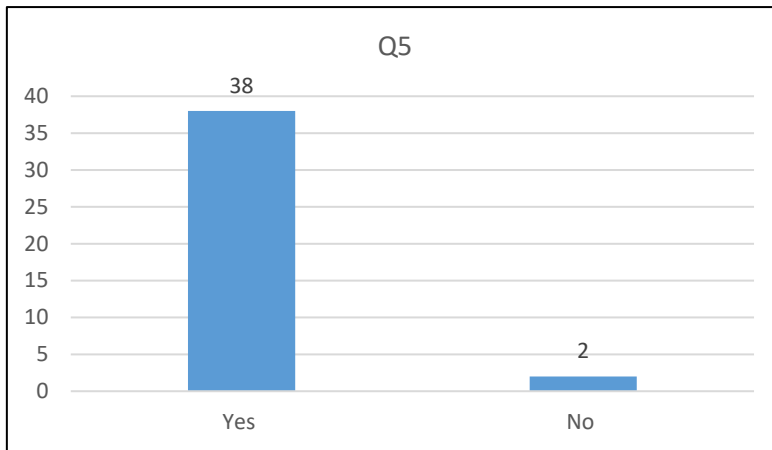
28 forces (70%) said that 'formal capability proceedings' should include attendance as well as UPP.



Completion of statutory and/or mandatory training

5) Are you content with the core central training identified to achieve the PPS?

38 forces (95%) said they are content with the core central training identified to achieve the PPS.



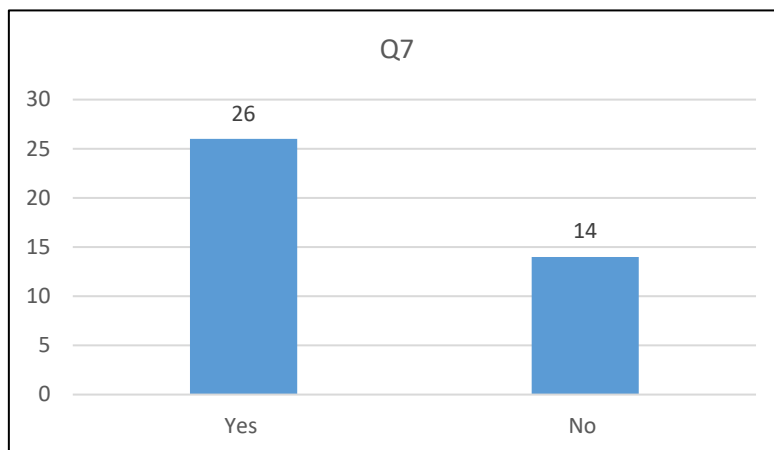
6) Are there other training areas which should be included in the core central training to achieve the PPS?

5 forces said that the local force priorities should be included in the core central training to achieve the PPS.

Local Force Priorities	5
Welsh Language	1
Driver training	1
PIP1 Detective Skills	1
Digital Skills	1
Leadership	1
Extra accreditations or refresher activity for roles should be valid at the time of the Professional Development Review	1
Mandatory online training	1
Fitness testing	1
Force strategic priorities	1
Officers should maintain specific accreditation in their specialty areas	1
Training should be restricted to those covered by the core central training to minimise inconsistencies and potential implementation difficulties	1

7) Do you intend to include any local priority training areas in your assessment of the PPS? If so, what areas are under consideration?

26 forces (65%) intend to include local priority training areas in their assessment of the PPS.



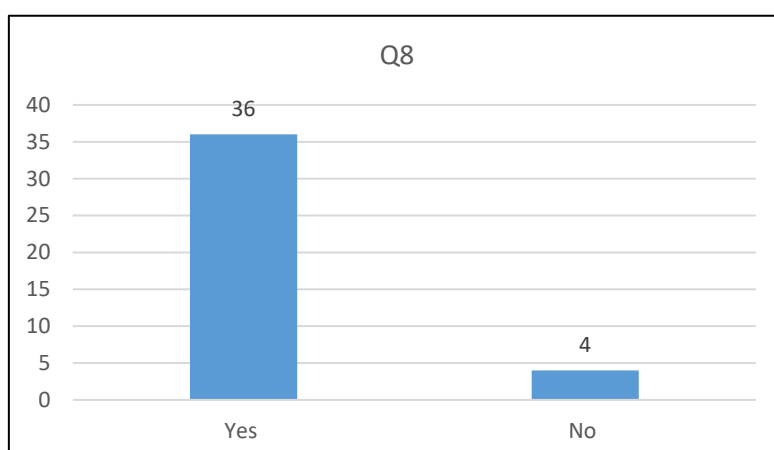
Of the forces who said yes, the below comments were provided:

Local policing plan and priorities	8
Yes, but details not yet known	5
Vulnerability	2
All mandated E-Learning	2
DEI training	2
Leadership	1
Role related training	1
Equality and Inclusion training	1
CPD training	1

For line managers, completion of the PPS and PDRs for those they manage

8) Are you content that this should form an element of the PPS for supervisors?

36 forces (90%) are content that this should form an element of the PPS for supervisors.



What checks and balances should be included to ensure fairness and consistency of application?

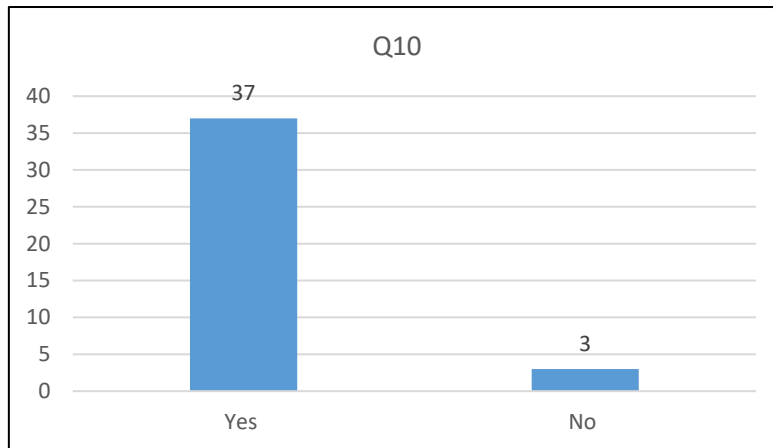
Forces advocating the following:

- Dip sampling and quality checks by the force
- PDR completion rates are monitored monthly
- Training and education for all supervisors
- Comprehensive EIA

Approving and withholding Payments

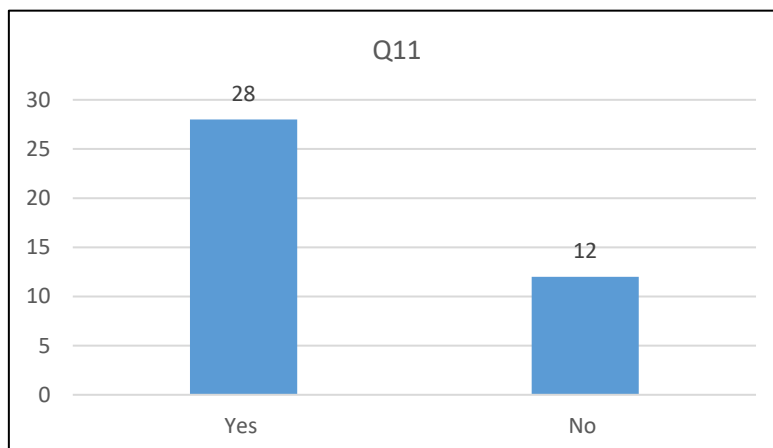
10) Are you content that, with the provision of suitable guidance, you would be able to implement a robust and fair process for the PPS?

37 forces (93%) are content that with the provision of suitable guidance, they would be able to implement a robust and fair process for the PPS.



11) Are there additional checks and balances which will be necessary to ensure that pay progression is not withheld unfairly? If so, what are they?

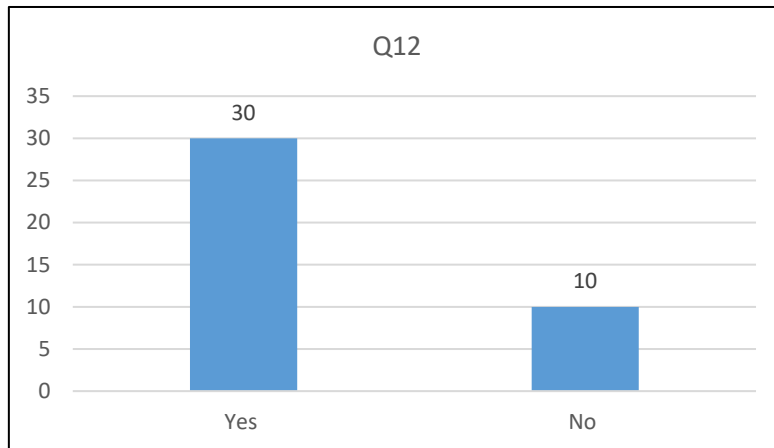
28 forces (70%) said there are additional checks and balances which will be necessary to ensure that pay progression is not withheld unfairly.



Disciplinary action and the PPS

12) Are you content that, for the present, discipline should not be a factor in considering achievement of the PPS?

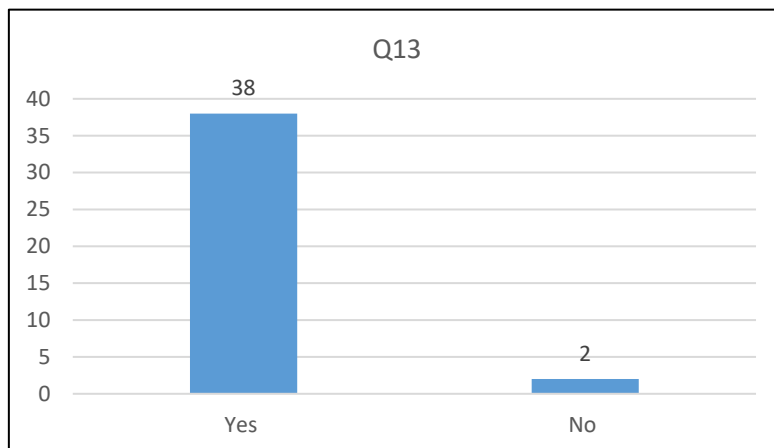
30 forces (75%) are content that, for the present, discipline should not be a factor in considering achievement of the PPS.



Implementation

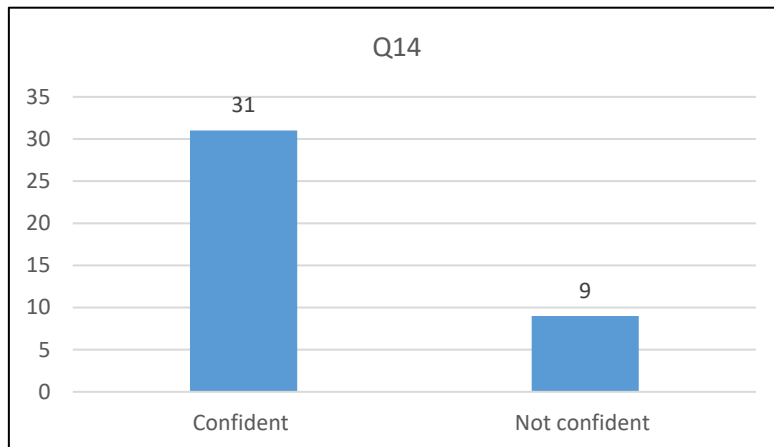
13) Taken overall, does the Pay Progression Standard make sense in the context of pay reform, breaking the link between progression and time served?

38 forces (95%) agree that taken overall, the Pay Progression Standard makes sense in the context of pay reform, breaking the link between progression and time served.



14) How confident are you that you could meet the implementation date of March 2022?

31 forces (78%) are confident that you could meet the implementation date of March 2022.



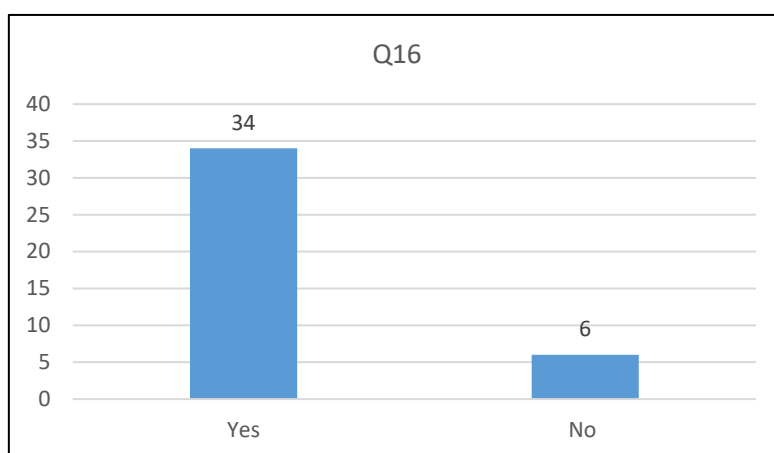
15) What challenges do you see to implementation?

Forces advocated the following:

- Changes needed to systems and processes
- Clear definitions
- Recording of a review/ gathering right information at the right time
- Giving supervisor confidence
- PDR could leave to unintended consequences

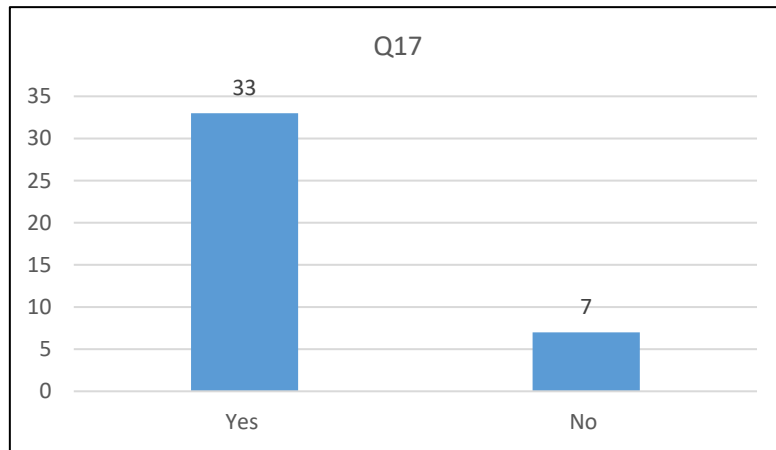
16) Would you welcome assistance and advice from the NRT in helping to assure effective implementation? Are there particular areas which NRT should focus on?

34 forces (85%) would welcome assistance and advice from the NRT in helping assure effective implementation.



17) Please indicate if your force would welcome supplementary briefing on the PPS.

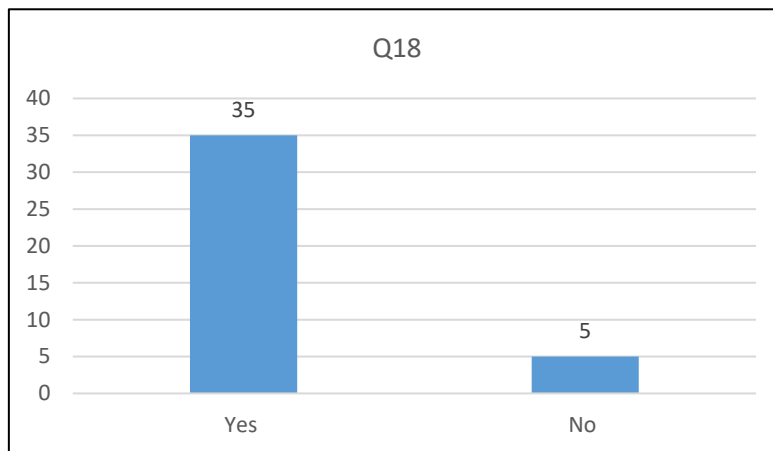
33 forces (83%) would welcome supplementary briefings on the PPS.



Using benchmarking and the P Factor to inform pay recommendations

18) Are you content that this approach could lead to differentiated adjustments for particular ranks (based on benchmarking, retention, and other market data), in parallel with preparing proposals for the annual cost of living update (which would apply to all ranks)?

35 forces (88%) are content that this approach could lead to differentiated adjustments for particular ranks in parallel with preparing proposals for the annual cost of living update.



Geographical Allowance

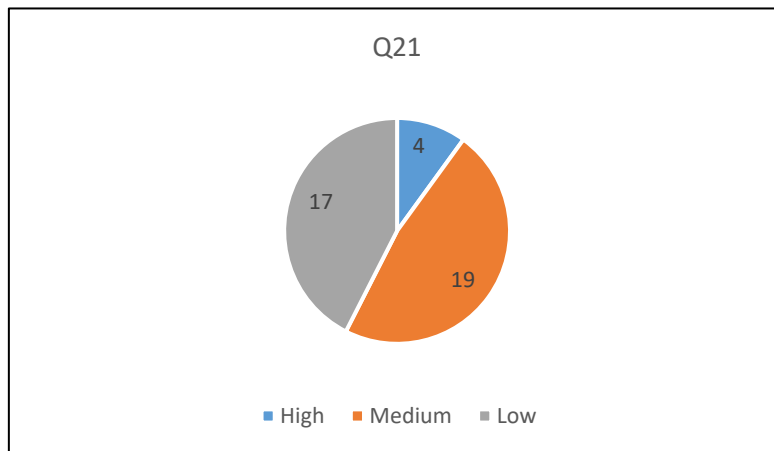
20) Are you content to allow the new Reference Group to consider the suitability of the current SE & London allowances as part of its remit and to advise NRT of progress to inform the January Paper to CCC and the next submission to the PRRB?

5 forces are content to allow the new Reference Group to consider the suitability of the current SE & London allowances as part of its remit to inform CCC and the next PRRB submission.

Review of wider parental leave

21) Is the review of other types of parental leave a H/M/L priority for your force?

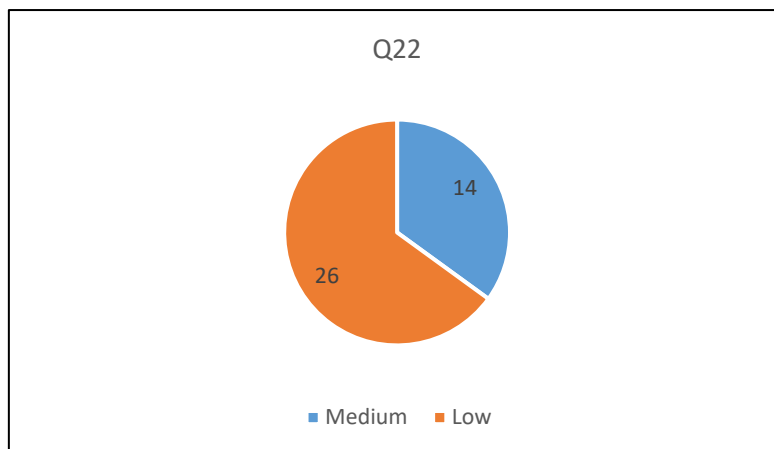
19 forces (48%) said that the review of other types of parental leave is a medium priority for their force.



Buyback of Annual Leave

22) Is the development of a buyback of annual leave scheme a H/M/L priority for your force?

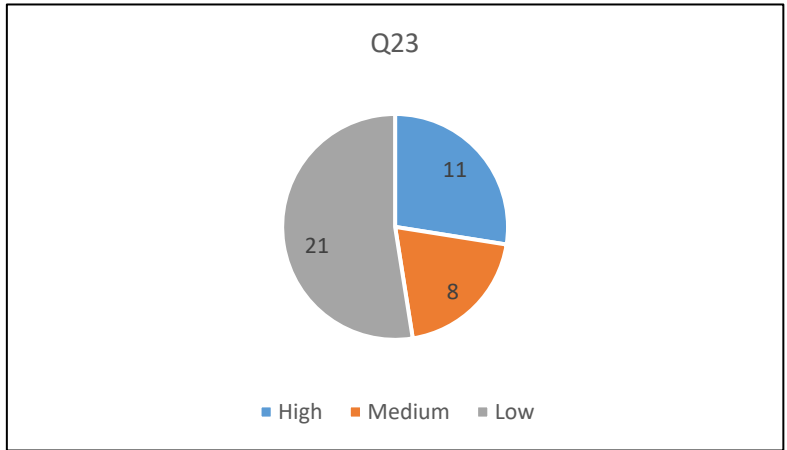
14 forces (65%) said that the development of a buyback of annual leave scheme is a low priority in their force.



A new Police Officer Voluntary Exit Scheme

23) Is the implementation of a Police Officer Voluntary Exit Scheme a H/M/L priority for your force?

21 forces (52.5%) said the implementation of a Police Officer Voluntary Exit Scheme is a low priority for their force.



24) To what extent would your force consider using the Police Officer Voluntary Exit scheme?

Forces advocated the following:

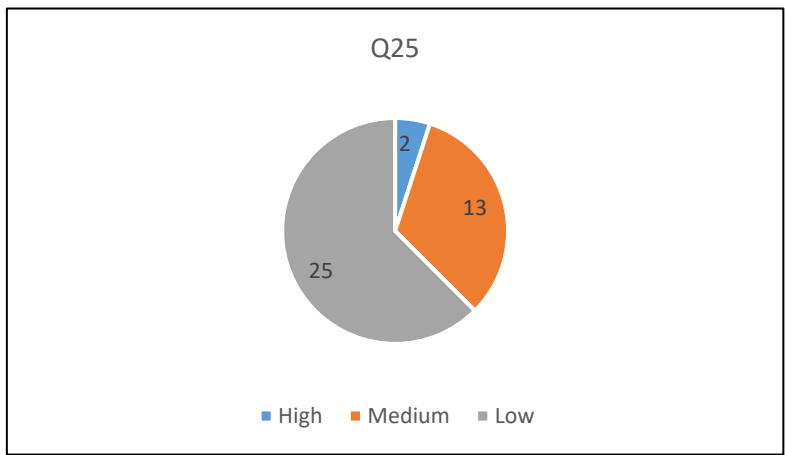
- A tool for those that are not sure they want to be an officer anymore but holding to complete service for their pension
- Address work life balance
- Where there has been a clear breakdown in the relationship between an officer and the organisation and the individual is not subject to UAP/UPP or misconduct proceedings

This could be of interest to help resolve cases that fall between the EIHR and UPP which are difficult to resolve due to risk of discrimination claims if UPP is pursued

[Extending the use of honorariums to federated ranks](#)

25) Is the development of an honorarium for federated ranks a H/M/L priority for your force?

25 forces (63%) said the development of an honorarium for federates ranks is a low priority in their force.



26) Please provide further information if you have it about the numbers affected, and likely use you would make of such an initiative

Number of officers affected;

Number officers	Response
0-10	5
11-20	3
20+	1

Likely use of initiative;

Likely use	Response	Comments from forces
Low	9	'This is low priority due to the small numbers that would likely be impacted. It has not caused us any issues in respect of our ability to promote people. We would however support this as the impact on the individual can be quite significant'
Medium	4	'This approach to managing promotions will help in terms of addressing issues associated with long-term temp arrangements'

Other initiatives

27) Are there other pay and related conditions initiatives which your force would like to see progressed?

17 forces said that there are other pay and related conditions initiatives which their force would like to see progressed, the most popular was targeted variable payments.

Targeted Variable Payments (Superintendents, Tutor Constables, Detectives)	7
P Factor	2
Post Related Allowance Payment	1
30+ scheme	1
McCloud judgement and remedy	1
Retention strategies	1
Geographical location challenges	1
Automatic payments for officers acting up	1
Golden Hellos	1
Temporary rental to facilitate transfers and relocations.	1
Lieu days for Inspectors and above	1
Pension Cash Alternative Plan for external new hires with Annual and Lifetime Allowance concerns	1
Life assurance for no-pension members	1
Option to buy additional annual leave day	1

Please note, some forces provided more than one initiative.

Assessment of force budgeting assumptions

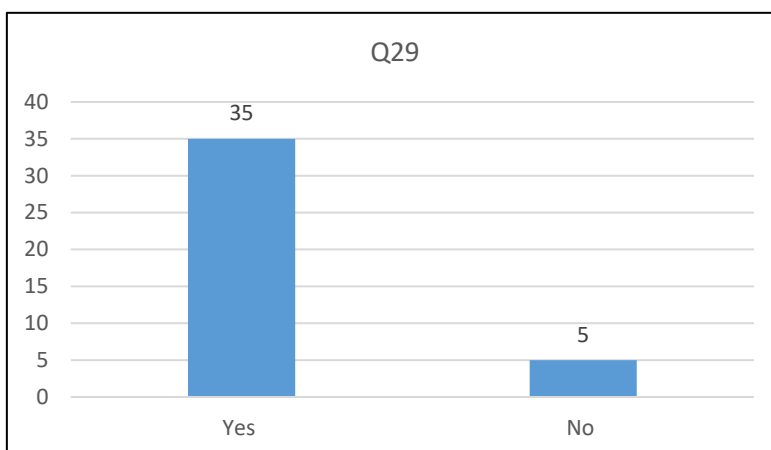
28) What figure have you allowed for growth over this period to take account of inflation?

2021/2022	2022/2023	2023/2024
0% (x11)	0%	0%
0.94%	1%	1%
2% (x5)	1.75%	2% (x9)
2.5% (x6)	2% (x9)	2.5% (x9)
£502,922	2.5% (x7)	2.75%
£1m	2.75%	3.75%
£1.7m	2.81%	£500,000
	£500,000	
	£1.2m	

Please note some forces were not able to provide figures and the above figures forces provided may change following the Chancellors statement.

29) Are you anticipating having to make further savings over this period? If so, how much?

35 forces (88%) are anticipating having to make further savings over this period.



Of the forces who said yes, the below comments were provided;

2021/2022	2022/2023	2023/2023	By 2024/2025	Over the next 3 years
£0-5m	£735,986	£771,000	£28m	£21m
£0-7m	£2m (x2)	£1m		£24.3m
£1m	£3m	£2m		
£2m	£5.1m	£8m		
£3m	£40.2m	£17m		
£4m	1.75%	£64m		
£4.6m		2%		
£5.6m				
£6m				
£6.5m				
£8m				
£8.2m				
£10m				
£19m				

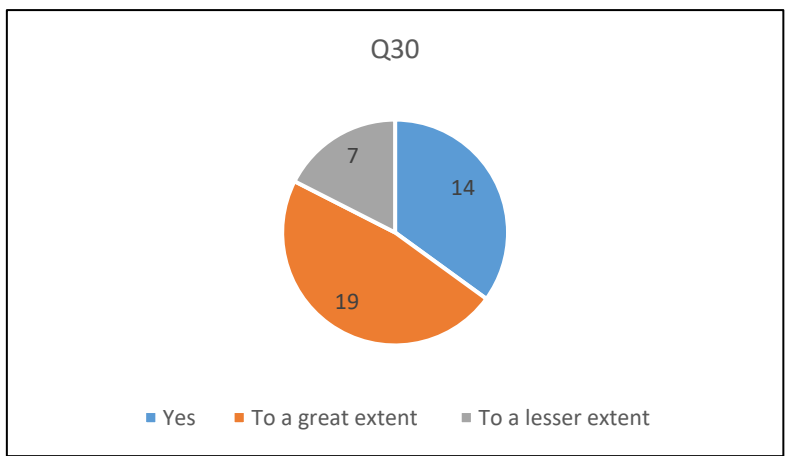
£26.3m				
£84.8m				
£120m				

Please note 12 forces were unable to provide a response.

Concluding questions

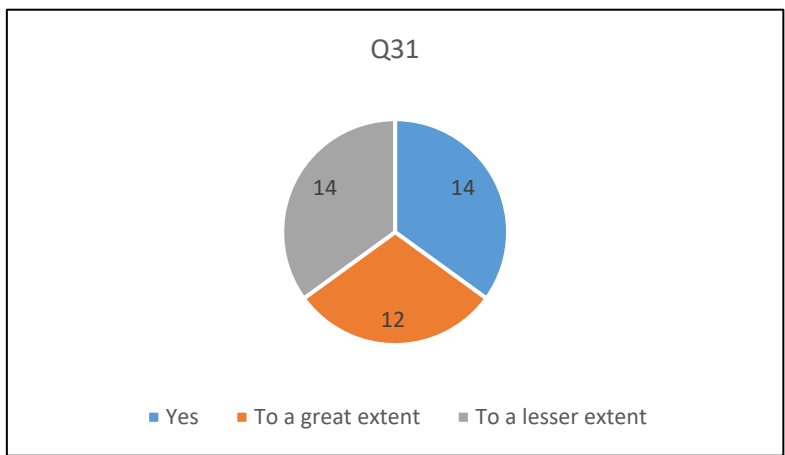
30) Correctly position the service between ambition and pace of change, to give confidence on delivery

19 forces (48%) agree to a great extent the overall approach proposed in this Pay Reform Consultation Paper is appropriate to correctly position the service between ambition and pace of change and to give confidence on delivery.



31) Underpin the effective delivery of the Uplift Programme through attracting, motivating and retaining officers

14 forces (35%) agree that the overall approach proposed in this Pay Reform Consultation Paper is appropriate to achieve the effective delivery of the Uplift programme. 14 forces (35%) agree to a lesser extent that the overall approach proposed in this Pay Reform Consultation Paper is appropriate to achieve the effective delivery of the Uplift programme.



32) Improve performance management of officers, leading to increased productivity of the police service

13 forces (33%) agree that the overall approach proposed in this Pay Reform Consultation Paper is appropriate to improve performance management of officers, leading to increased productivity of the police service.

