

Submission to the Police Remuneration Review Body

February 2023



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Joint statement on police officer pay

There has been significant welcomed investment by government since August 2019 in building back the police officer workforce capacity through the uplift of 20,000 officers.

The service is committed to maintaining the Uplift going forward **however we risk losing the potential rewards of this investment if we do not recognise the unique nature of policing duties and reward to the level that allows a good standard of living.**

Policing is on track to meet the growth to 148,433¹ officers by 31st March 2023, and has recruited its most diverse workforce. This positive progress will continue. Communities, policing and government have a shared interest in maximising and retaining this investment, maintaining this growth to meet the current policing challenge, ensuring high professional standards and rebuilding public confidence,

By comparison to other public and private sector organisations, policing has traditionally had high levels of retention. Turnover, excluding retirements, tends to be focused in the early years. Given the large number of new officers, over the next 5 years policing is likely to experience greater turnover, given currently a third of officers have less than 5 years' experience. Attrition is therefore nationally likely to rise in year to 8% before falling by the end of 2024/5 but still above pre-Uplift levels. There will therefore need to be ongoing investment in recruitment and in early-years retention, but this must not be at the detriment of other ranks, as policing needs to retain experience at all levels.

Policing is not alone across the public services in raising their concerns of the cumulative impact of previous pay awards and consequential real terms pay cuts. Therefore, the unique combination of the:

- physical and mental risks associated with carrying out this confrontational and stressful role;
- expectation of the highest personal and professional standards;
- inability to withhold labour;
- positive contribution policing makes to public services;
- restrictions placed on officers' personal lives, should be acknowledged by the Police Remuneration Review Body (PRRB) in making their recommendations to Government that officers are entitled to a pay premium.

Over the last 13 years, 9 years have witnessed real terms pay cuts (pay award versus September inflation), with the last 2 years accelerating this long term trend. In 2010 an officer's starting salary was approximately £23,300. At present it is approximately £26,700 at pay point one. If inflation were applied to the starting salary in 2010 an officer today would start on over £33,000. The same principle applies across all ranks. Between 2010 and 2022, **real terms pay of officers has reduced by almost 17%.**

This has eroded the pay premium which is designed to compensate for the unique nature of policing. Incremental drift and promotion only partly offset this detriment and **should not be seen as an additionally to pay rates as they reflect increased responsibility and**

¹ Based on headcount for calculation see Home Office Uplift statistics. Excludes BTP.

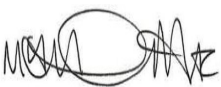



accountability, therefore any pay award should be applied as a common percentage increase across all ranks within policing.

Approximately 80% of police budgets are spent on police officers' and staff remuneration. The provisional grant settlement and precept flexibility for 2023/24 has been fixed and within this the government have allowed for an annual pay increase of 2%, whilst inflation is predicted to be significantly above this during 2023. The clear and present risks of an unfunded pay award are cuts to police staff, delays to recruitment and reduced levels of asset investment. The cumulative impact of this will be a reduction in the totality of policing and less support for officers which undermines attraction and retention and makes their job more difficult.

The impact of investment in policing within the current CSR, not just for Uplift, but also in other areas is starting to show tangible results. This upward trajectory cannot be allowed to stall due to an increase in the attrition rate or a failure to retain the best. Both of these issues represent a real risk unless pay remains competitive not just within the public sector but also when compared to the private sector in what will continue to be a tight labour market. Talent will always attract a premium and the service remains committed in its ability to deliver positive outcomes within the National Beating Crime Plan and local Police and Crime Plans, but this can only be delivered through an effective pay and reward process. This pay submission is the first stage in the development of a more formal pay and reward strategy and sets out a strong evidence base for an increased pay rise whilst accepting the importance of affordability.

We would ask the PRRB to make the appropriate recommendations on police pay to the Secretary of State and Prime Minister which take full account of the current and future economic conditions and are fully funded.

14th February 2023

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|---|---|--|---|
|  <p>Martin Hewitt Chief Constable Chair of NPCC</p> |  <p>Gavin Stephens Chief Constable, Surrey Police Chair of NPCC Finance Committee</p> |  <p>Jeremy Vaughan Chief Constable, South Wales Police Lead for NPCC Pay and Conditions</p> |  <p>Pam Kelly Chief Constable, Gwent Police Chair of NPCC Workforce Committee</p> |
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Foreword

This is the ninth submission by the NPCC to the PRRB. Firstly, we would like to thank the PRRB for its 2022 report, comments, recommendations and subsequent helpful guidance, which has enabled us to respond and plan this year's submission. As you are aware National Police Chiefs' Council (NPCC) requested Chief Police Officer Pay to be remitted to the Senior Salaries Review Body (SSRB). This has been agreed by the Home Secretary from 2024, but it has been confirmed that this year's submissions should remain with the PRRB for this final phase of anticipated reform. We are therefore submitting the relevant recommendations and have welcomed the discussions with the Chair of PCF (Police Consultative Forum) to facilitate this work.

Having considered the comments in the PRRB report, taking into account the continuing uncertainty in the economic climate and specifically in relation to rapidly rising inflation, we are determined to present this year's NPCC submission in a different format, to allow for greater input from across the service and PCF members. We have made our 2023 recommendations in the context of the current operational and financial pressures on the service, sought to provide PRRB with greater insight as to the likely impact of its decisions, while seeking to deliver a report which both responds to the Home Secretary's remit letter and answers PRRB's questions and requirements as set out in its 2022 report. We recognise the challenge for the PRRB in seeking to balance the clearly articulated concern in relation to officer pay as outlined in the *joint statement on police officer pay*, NPCC and other stakeholders' recommendations, against the economic realities.

The submission is set out in three parts. Part One includes not only our assessment of the current workforce capacity and capabilities, predicted trends and potential risks for policing, but how pay and conditions may influence these. It summarises the impact of the growth in officers on organisational design and the risks of losing the potential rewards of the additional investment government has made in policing over the last 3 years.

It provides pay comparisons across sectors and quantifies the impact of cumulative pay decisions historically that have led to real terms pay cuts across the ranks. It describes an assessment of the value attached to police officer pay, recognising the distinctive role policing play. This section provides the evidence base and signals the intent for NPCC, working with the Home Office and APCC, to develop a clearer pay strategy going forward to enable the service to continue to attract, develop and retain a representative workforce of the highest calibre, build and reward the skills required and encourage effective leaders to progress through the service. These are set out in a number of high-level objectives against which the recommendations are set.

Part Two outlines the financial environment, implications for forces and gives the PRRB an indication of affordability and the potential impact on service provision of any pay uplift that is not fully funded. This includes illustrative budgets (including precept) for 2023/24, commentary on the effect of the 2022/23 pay uplift and modelling of different percentage pay increases over and above the currently budgeted 2%. It also specifies how NPCC would prefer the next pay uplift to be applied following the flat rate rise of £1,900 applied in 2022.

Part Three sets out the approach taken by NPCC in relation to the Reward Framework, Governance and development of the Work Plan and influencing factors. It includes this year's recommendations which include changes in Deputy Chief Constables (DCC) and Assistant Chief Constables (ACC) pay and conditions and Chief Superintendent rank base pay, as well as updates on reforms carried out to date, including the Pay Progression Standard (PPS) and Targeted Variable Pay (TVP).

NPCC have taken on board feedback from the PRRB to more clearly articulate an overarching strategy, purpose and objectives for the next phase of police pay reform. This section therefore outlines the rationale against the specific recommendations but also signals the intent, subject to the remit provided by the Home Secretary, to develop a workforce strategy development linked to a more

coherent police pay structure. It includes the broad shape of the future Work Plan and 2023/24 priorities yet to be agreed with PCF members and stakeholders.

We trust that the submission will facilitate considerations and look forward to discussing this with the PRRB.

Summary of NPCC recommendations

This section summarises the recommendations from NPCC to the PRRB for consideration to achieve its workforce objectives for 2023/24. Details on each recommendation are set out in Part 2 (annual pay uplift) and Part 3 (recommendations for changes to determinations in addition to the annual pay uplift).

NPCC Recommendation 1: To increase all pay points for all ranks (Constables to Deputy Chief Constables) from 1st September 2023 by an annual pay uplift by a percentage which is determined by the PRRB in accordance with its terms of reference and this submission.

This recommendation is set out in Part 2. It outlines the financial environment, implications for forces and gives the PRRB an indication of affordability and the potential impact on service provision of any pay uplift that is not funded. This includes illustrative budgets (including precept) for 2023/24, commentary on the effect of the 2022/23 pay uplift and modelling of different percentage pay increases over and above the currently budgeted 2%. It also addresses the PRRB's questions on the NPCC's preferred type of pay award, flat rate, a combination of flat rate and percentage, or a percentage. NPCC recommends the PRRB make a recommendation to government of an appropriate fixed percentage uplift, and why its suggested alternatives are not appropriate.

NPCC Recommendation 2: To restructure Deputy Chief Constable base pay, in accordance with the proposals set out in the Chief Officer Remuneration Review, February 2023 as follows:

- 1. To move from 12 national pay groups to 3 (plus London)**
- 2. To use existing national base pay rates**
- 3. To have one rate of pay for each pay group**
- 4. The national pay rate for each DCC group is based on the top national-set rate of pay within that group (provided that such rate shall be 82.5% of the rate payable to the Chief Constable (CC) in respect of the relevant force)**

This recommendation is intended to remove the obstacles to progression and mobility and motivate and retain chief officers as proposed in the Chief Officer Remuneration Review, February 2023, which is presented to the PRRB by the APCC.

NPCC Recommendation 3: PRRB to recommend amendments to the Relocation Allowance to support Chief Officer mobility

This recommendation is intended to remove barriers to progression and mobility, encourage a more diverse workforce and consistency across the service as proposed in the Chief Officer Remuneration Review, February 2023, which is presented to the PRRB by the APCC.

NPCC Recommendation 4: To increase Chief Superintendent base pay at pay point 3 by £5,675, in addition to the above annual pay uplift recommended in accordance with Recommendation 1.

This recommendation is intended to respond to changes to role during 2010s, increasing the size of the role, and remove potential obstacles to progressing through the ranks as proposed in the Chief Officer Remuneration Review, February 2023, which is presented to the PRRB by the APCC, and represented to PRRB by NPCC as the employer.

NPCC Recommendation 5: NPCC recommend uplifting the current allowance of £2,520 for each dog to be raised in line with the annual pay award for 2023 and thereafter automatically in the same manner.

Section 3.6.3 provides a summary of work considering the dog handlers' allowance and sets out a recommendation for the PRRB and recommendations for further work. The allowance has normally been included in the remit letter on an annual basis and/or PRRB recommendations, and subsequently uplifted annually in line with the pay award. Last year, the PRRB asked that relevant parties review the requirement to review annually, given that the principle of an annual review is not generally applied across allowances and to review the appropriate level.

Part 1 - Strategic assessment of the workforce

Part 1 assesses the current workforce capacity and capabilities, predicted trends and potential risks for policing, and how pay and conditions may influence these. It summarises the impact of the growth in officers on organisational design and the risks of losing the potential rewards of the additional investment government has made in policing over the last 3 years. It provides pay comparisons and quantifies the impact of cumulative pay decisions. It includes an assessment of the value attached to police officer pay. It also signals the intent, upon receipt of the appropriate remit, for NPCC to develop a clearer pay strategy.

1.1 Overarching strategy and priorities

The rapidly changing operating environment requires a representative workforce that can respond in a more agile way, attracting high calibre candidates and retaining those with the skills required to meet the operational challenges of modern policing. It needs to encourage people to take on complex leadership roles working across sectors, with the ability to respond to the national priorities set, such as violence against women and girls, as well as leading in the most strategic roles setting the future direction of the service.

The *Policing Vision 2030*² builds on that from previous years and sets out the requirements across policing to deliver against its operational priorities. Built on five pillars it describes the long-term aims for policing that will be underpinned by the work across NPCC and its sector partners. These are:

- **Keeping communities safe** – prioritising preventing violence against women and girls, safeguarding the most vulnerable and protecting victims and ensuring an inclusive, engaged and fair service to increase public trust and safety.
- **Preventing crime and criminality** – working collaboratively with partners, providing an effective neighbourhood presence with a strong focus on prevention.
- **Responding effectively to appropriate demand** – using data and technology to predict and respond to crime and bring offenders to justice.
- **Developing and inspiring a workforce and evolving the culture** – having a skilled, representative and inclusive workforce that feels supported and is equipped with the capabilities to meet the future policing challenges.
- **Embedding a culture of improvement and innovation** – using data and evidence to drive decisions, improved efficiency and a focus on continuous learning.

These priorities, building on the *Policing Vision 2025*, have informed the NPCC workforce plan, as well as setting the capacity and capabilities required by the service.

In December 2022 NPCC published a refreshed Strategic Assessment of Workforce (SAW).³ This provides a service-wide overview of the workforce (officers, staff and Special Constables), outlines key challenges at a national level and priority actions for the NPCC

² Appendix 1

³ Appendix 2

through its Workforce Coordination Committee (WCC). This has provided the evidence base and supports the strategic drivers for this submission.

The priority areas as set out in the NPCC WCC Business Plan can be broken down into the following broad areas:

- **Labour market** – diversifying entry routes and pay and reward mechanisms to lever change, opportunities to develop partnerships with industry to build and retain skills.
- **Workforce planning** – building force understanding, developing workforce data, focusing on effective interventions to support retention and taking the learning from Uplift for the wider workforce.
- **Leadership and supervision** – embedding effective front line and senior leadership selection and training, taking and embedding learning from the leadership centre
- **Workforce representation** – building on the foundations from Uplift and priorities in the Police Race Action Plan with a commitment to be an anti-racist organisation and, as part of that, ensuring there is fair representation, support and treatment for Black officers and staff.
- **Capabilities** – building, benchmarking and tracking specialist capabilities to align to future requirements assessed against risk.
- **Wellbeing** – embedding the role of the Chief Medical Officer to support recruitment and retention of staff, exploring new technologies and reviewing entry standards specifically in relation to mental health.

Pay and conditions are one lever to support the delivery of the Workforce Business Plan and build, develop, maintain and motivate the police workforce. To achieve this we need to:

- ✓ Attract the right people
- ✓ Retain people appropriately
- ✓ Be a competitive employer
- ✓ Build the local and national capacity and capabilities required and
- ✓ Reward officers reflecting the distinctive nature of policing (P factor)

1.2 Workforce capacity

Attracting the right people

The SAW this year has been able to access richer data which is giving the service a better understanding of its workforce. It includes the findings from the third NPCC Capability Assessment undertaken in July 2022, a self-assessment by forces of where they are investing the additional Uplift resources and likely future capability gaps and requirements against the local and national risks they foresee.

After a decade of reducing officer numbers, the government's commitment to recruit and maintain an additional 20,000 officers through the Uplift is on track to deliver by March 2023. The estimated total officer workforce at the end of March 2023 will be 148,433⁴ officers, an increase of 1.7% set against 2010 levels. It is anticipated the service through the Uplift will have recruited approximately 47,000 officers over the 3 years of Uplift, a turnover of a third of the officer workforce. This has had a significant impact on the organisational design, specifically the service profile (age, service length, skills and training) which is most marked at the Constable rank.

⁴ Uplift Reported Data as at the end of August 2022.

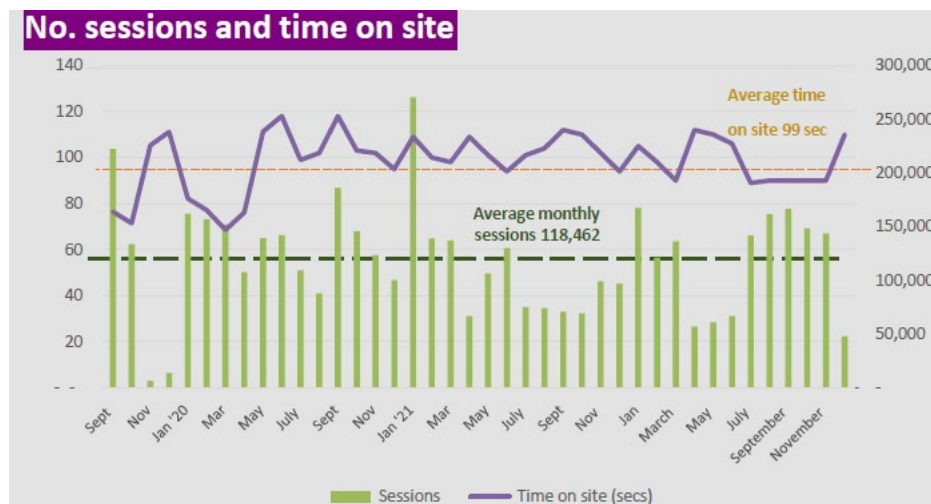
Modelling based on current attrition assumptions estimate the service will need to continue to recruit above pre-Uplift levels, in the region of 20,000, over the next two years, albeit this is significantly below recruitment in the last three years (47,000). The required ongoing recruitment is on the backdrop of a 3-year recruitment drive, tightening labour market and competition across all public sectors in the recruitment space, specifically for those under 26 years and graduates, key markets for policing.

Unemployment was 3.6% in Q3 2022 / 2023, close to its lowest rate in 50 years. At the same time the economic recovery from the pandemic has pushed the total number of vacancies in the economy above the total number of unemployed people for the first time on record. Working-age inactivity remains high, with 630,000 more people inactive compared to pre-pandemic levels. Hiring difficulties are contributing to strong nominal wage growth of 6.0% (including bonuses) in Q3 2022 / 2023⁵.

Over the last 3 years there has been multi-million-pound government investment in a high-profile national attraction campaign, including the first TV advertising, cinema advertising, targeted and paid for social media and editorials. Interest in policing has remained high over this time based on the average monthly hits to the national website of over 100,000 sessions⁶, just under half of these flowing through to forces. Since the national campaign has ceased there has been a considerable drop off in traffic to the national site and in flow through, with hits falling to 45,000 in December.

Over the last 3 years the service has received in excess of 250,000 applications (October 2019 – October 2022) and conversion rates from application to hire have been stable throughout at approximately 10:1 nationally. This gives an indication of the ongoing pipeline required for the growth to be maintained.

Figure 1: National website sessions⁷



Analysis⁸ shows that ‘considering a policing career’ amongst adults aged 16-53 years has increased, but this must be set against the fact that this has increased against most careers, reflecting a more transient job market. Investment in the national campaign scaled back in November. The long-term impact of this on continuing to attract high quality candidates is

⁵ Source: Office for Budget Responsibilities

⁶ Session is a single visit to the website consisting of one or more page views

⁷ Source: Home Office Communications analysis January 2023

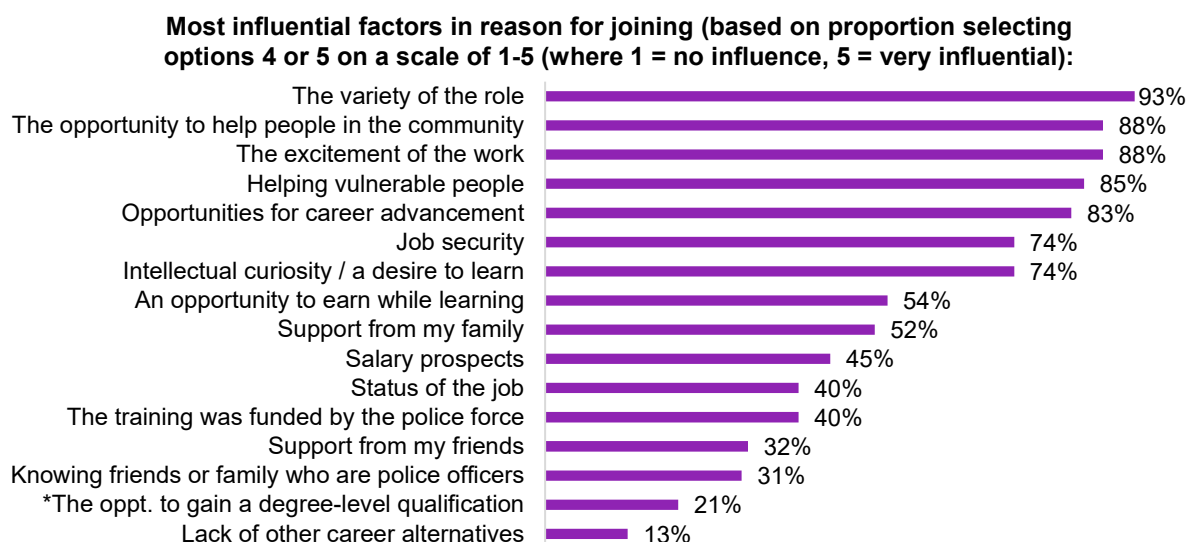
⁸ Source: Home office analysis of Labour market 2022

uncertain, and the regional impacts based on cost of living and labour markets, specifically in the South East and London⁹.

Key Objective: Remaining a competitive employer in the current and future labour market to attract high calibre workforce to maintain the 20,000.

Insight from public research¹⁰, as well as surveys from new and existing officers, shows that variety, excitement, helping people in the community and career opportunities remain the top reasons given for joining or considering joining policing. Other factors such as salary prospects and job status up to this point have been less influential. Job security and the wider benefits, such as pensions, have also traditionally been seen as a driver to attract and then retain in the wider public sector. The widening disparity between average earnings compared to the private sector, rising cost-of-living and relative drop in earnings over the last 10 years risks making policing less competitive, thereby affecting retention, certainly in the short term, if not longer term¹¹.

Figure 2: Factors influencing new recruits into policing¹²



Having a workforce that is inclusive and representative remains a national police priority to support the rebuilding of public confidence and legitimacy. This has been reinforced through the NPCC’s commitment in the Police Race Action Plan specifically in relation to Black communities. Progress has been made in respect of overall representation across all ranks through the last 3 years, with the pace of change accelerating as shown in Figures 3 and 4. Research would indicate that achieving 30% female representation within an organisation can impact on cultural change. Representation must remain a priority at all ranks, but specifically in relation to first and second-line supervision if the service is to impact on culture and standards. Building a strong representative progression pipeline goes beyond equality.

⁹ Further detailed analysis of the London market will be contained within the Metropolitan Police submission

¹⁰ Source: Home Office PUP Communications Analysis

¹¹ See attrition rates, Figures 8, 9 and 10 below.

¹² Uplift On-boarding Survey 2022, Base: All respondents (3,462), 34% of joiners starting between Feb-Nov 2021 *Question: How influential were each of the following factors in your decision to apply to join the police force?*

The joiner rate of officers from an ethnic minority background has increased to 11.3%¹³ set against 2018/19 levels (10.2%). This varies across ethnic subgroups. Despite investment, representation remains a challenge and there has been little change in relation to representation of Black officers, albeit the number of Black and Black mixed heritage officers is at its highest ever level¹⁴. The joiner rate for female officers has seen a step change in the last 3 years, with recruitment rates 7% higher than in 2018/19 (43.3% for the rolling 12 months to the end of October).

Figure 3: Proportion of ethnic minority officers and growth indexed against 2010¹⁵

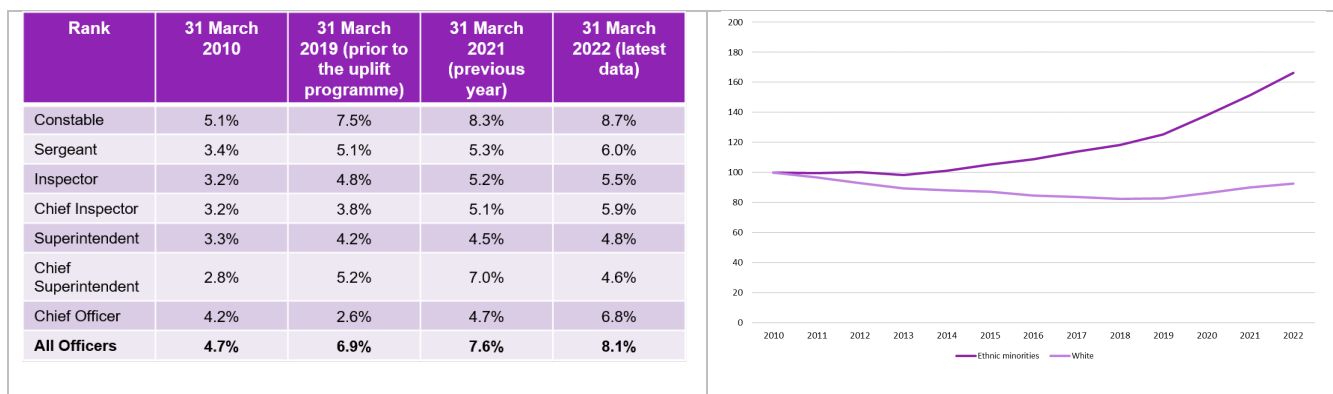
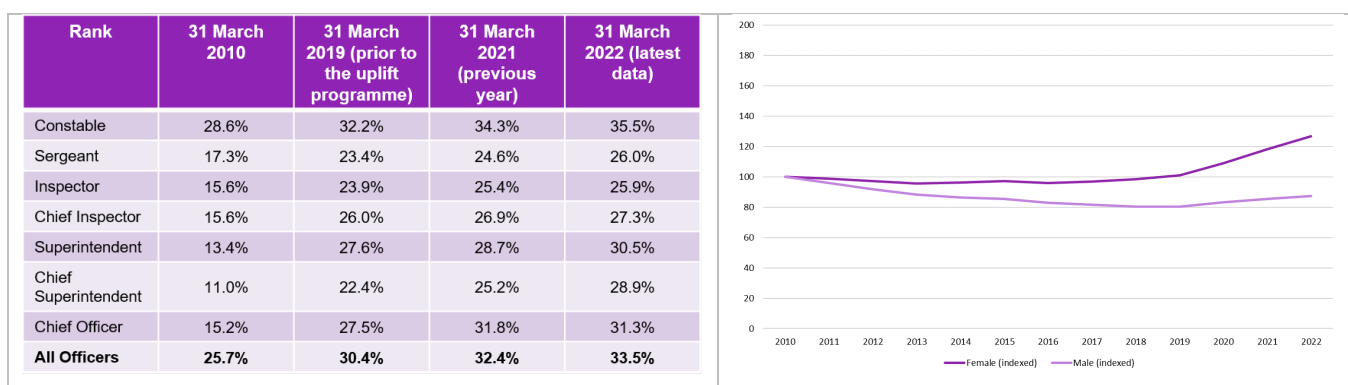


Figure 4: Proportion of female officers and growth indexed against 2010¹⁶



This improvement has been delivered through improved recruitment processes and College of Policing (CoP) recruitment standards, but also by attracting those into policing who previously may not have considered it. Considerable investment in the national campaign has both created awareness and driven applicants to national and local websites. Evaluation¹⁷ shows this has increased perception from ethnic minorities that they could join the police and then act upon that consideration. At the point assessment representation has increased in the last 3 years showing the impact of continued high levels of investment¹⁸. Changes to the attraction and selection processes will continue to impact on representation but pay compared to other sectors may become a stronger barrier.

¹³ Source: Uplift data October 2022 rolling 12 months.

¹⁴ Source: Uplift data shows 3,202 Black and Black mixed heritage officers at the end of October 2022 making up 2.3% of the workforce set against Census 2011 4.4%.

¹⁵ Source: Police Workforce, England and Wales statistical bulletin.

¹⁶ Source: Police Workforce, England and Wales statistical bulletin.

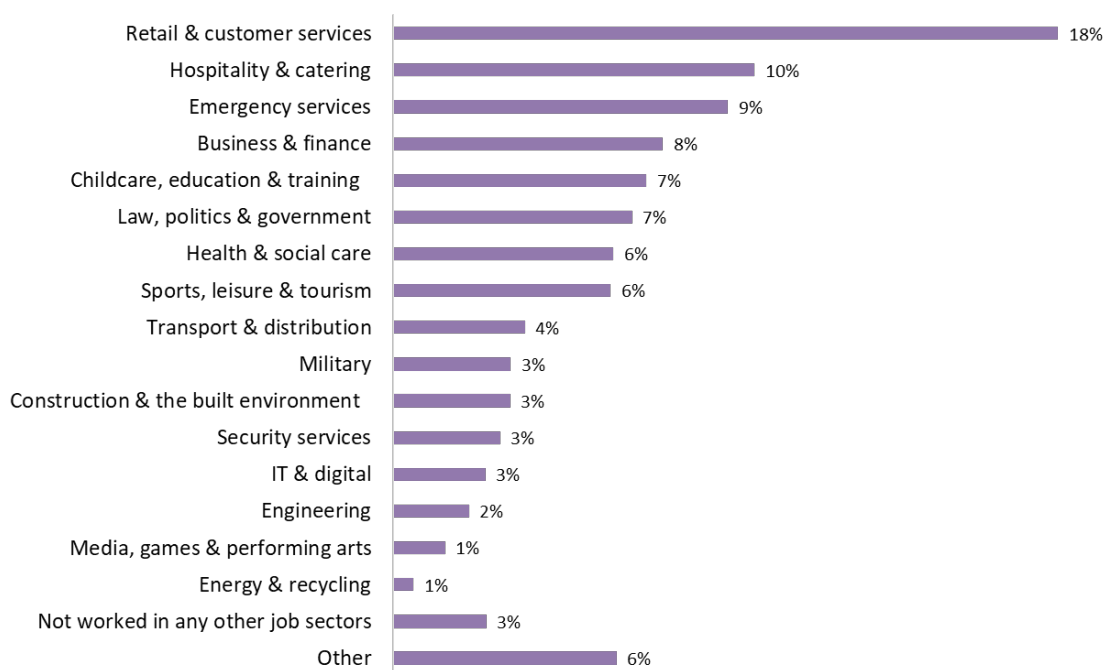
¹⁷ Source: Home Office analysis and evaluation.

¹⁸ College of Policing evaluation based on 20,000 applicants shows 12.36% are from ethnic minorities¹⁸ and 43.07% female.

The service draws from a range of employment sectors, as well as having a strong internal pathway, a quarter of officers have previous policing experience (26%)¹⁹. Retail / customer services, hospitality / catering and other emergency services have been the top 3 markets over the last 2 years. Competing demand across the public sector is an ongoing risk, specifically in areas where growth is expected such as social care where retail and customer services is also a main market.

Key Objective: Being an ‘employer of choice’, attracting diverse talent, to maintain the progress on workforce representation.

Figure 5: Previous employment of new recruits by sector²⁰



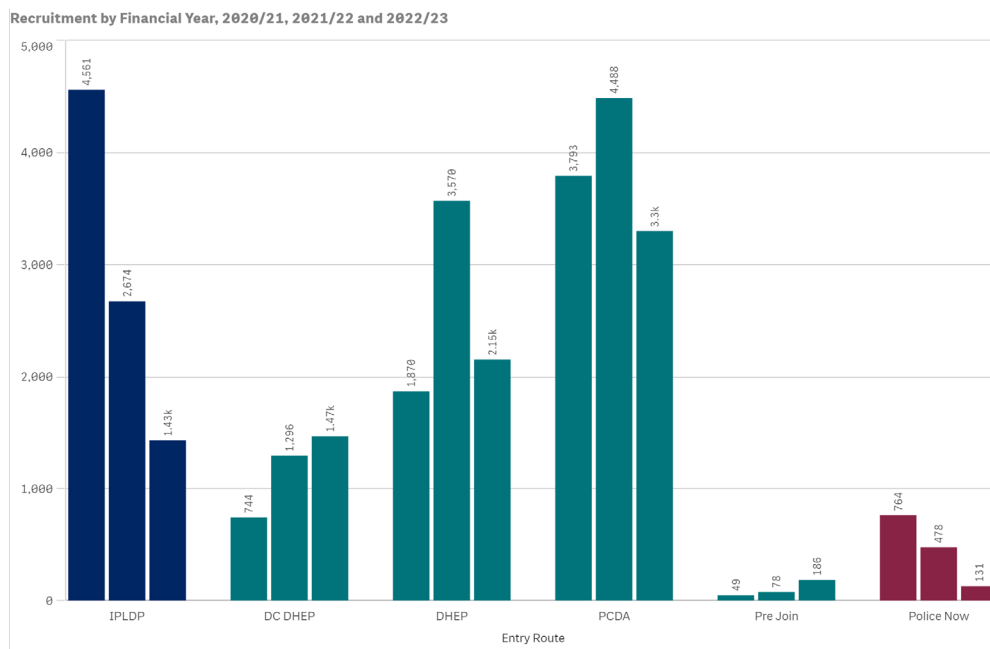
Policing has a strong foot in the graduate market, 4 in 10 applicants in the last 2 years at the recruit assessment stage already have an existing degree. Although levels have always been high, this has been further driven by the CoP’s Police Educational Qualification Framework (PEQF) Degree Holder Entry Programme (DHEP) route²¹ now implemented in most forces. As forces have implemented the degree holder entry route, specifically the direct detective route (DCDHEP) this has been strongly subscribed to, with good representation from ethnic minorities and females, including in the South and Southeast where generally applications have slowed and specifically in London where applicants for uniformed entry routes is specifically challenging.

¹⁹ Uplift On-boarding Survey 2022, Base: All respondents (2,872), 30% of joiners between Feb-Nov 2021.

²⁰ Uplift On-boarding Survey 2022, Base: All respondents (2,872), 30% of joiners between Feb-Nov 2021.

²¹ Uniformed (DHEP) and detective constables (DC DHEP).

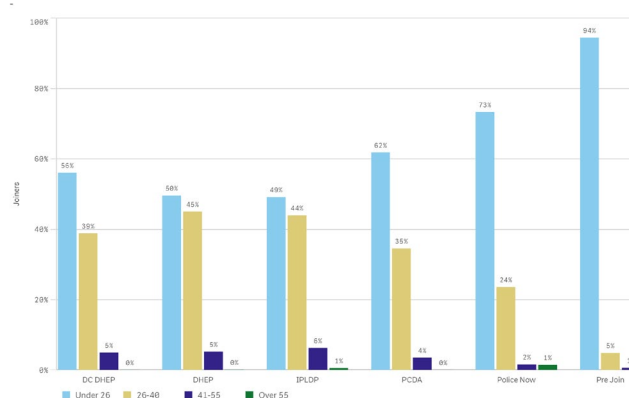
Figure 6: Recruitment by entry route 2020 21, 2021/22 2022 (April – October)



In 2022 the starting salaries of all constable entry routes were aligned, with the removal of the lowest starting rate (Pay point 0). The lowest starting rate is now £23,556 (excluding regional allowances), with the maximum starting rate being £26,682.

Police Constable Degree Apprentice (PCDA) appears to be driving a younger age profile across joiners when compared to other entry routes. Research²² indicates a younger age profile brings a risk of a more transient workforce and this will need greater focus on retention, pay being one lever. The apprenticeship entry route is attractive to a wide age group²³, including career changers, specifically the aspect of learning on the job, earning a wage from the outset and gaining a funded qualification. It is uncertain at this stage how much this will incentivise recruitment in the short term.

Figure 7: Recruitment by age by entry route²⁴



The implications of the review of PEQF on starting salaries and retention of a non-degree level training option (IPLDP) being undertaken by the CoP at the request of the Home Secretary is

²² Uplift Research, Impact of young people employed in policing, Open University 2022

²³ Uplift analysis of the market and PCDA as an entry route into policing, Wavemaker 2022.

²⁴ Source – Uplift data April 2020 - November 2022

not fully understood. IPLDP will remain an entry standard to April 2024. Once the review is finalised options will need to be aligned to a future pay strategy.

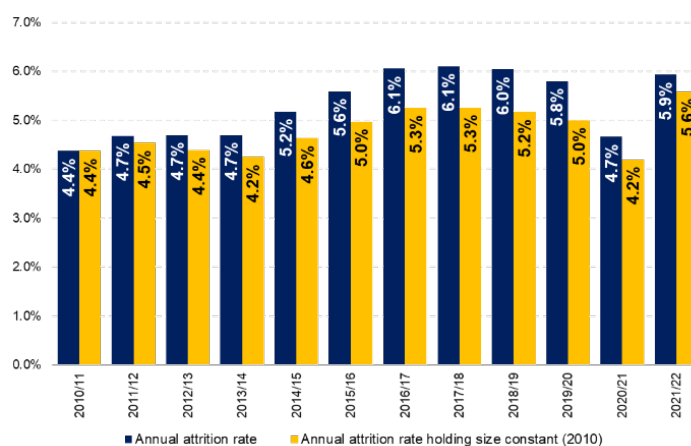
Retaining people appropriately

Attrition rates have slowly risen 2010 to 2016, then remained relatively stable, until recently. Initially this has been due to an aging workforce coming to retirement, but more latterly through voluntary resignations, which make up around a third of leavers.

By comparison to other public and private sector organisations, policing has had high levels of retention²⁵. Pay and conditions, specifically the pension scheme and job security, have traditionally been considered levers for both attraction and retention, with two-thirds of all officers remaining until pensionable service²⁶.

Policing has mirrored other public services seeing lower leaver rates through the pandemic. This may be a result of job security during an uncertain period, not necessarily availed to other sectors, given higher retention levels are across both retirements and voluntary resignations. This 'latent' attrition has now normalised but makes trend analysis difficult. Changes with the introduction of the 2022 pension scheme are also likely to affect the future shape of attrition, the new scheme having a lower overall value than its predecessor impacting total remuneration comparisons. From current leavers data it is too early at this stage to understand any longer-term impact.

Figure 8: Attrition rates (All Leavers), England and Wales, 2010 - 2022²⁷



²⁵ 2020/21 ONS Data voluntary resignation rates for full-time firefighters 1.66%, Police Officers 1.80%, Ambulance Staff, including paramedics, 5.02%.

²⁶ Based on data up to 2021/22

²⁷ 'Police Workforce, England and Wales' Statistical Bulletin.

Figure 9: Attrition rates (Voluntary Resignations), England and Wales, 2010 - 2022

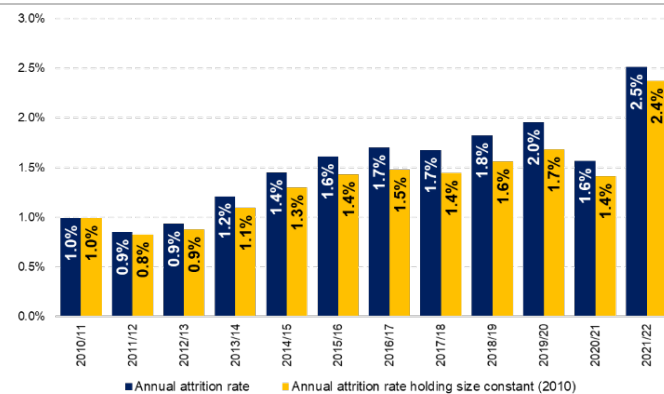
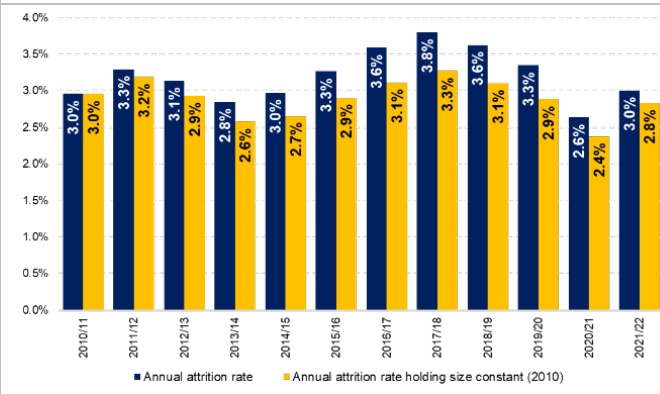
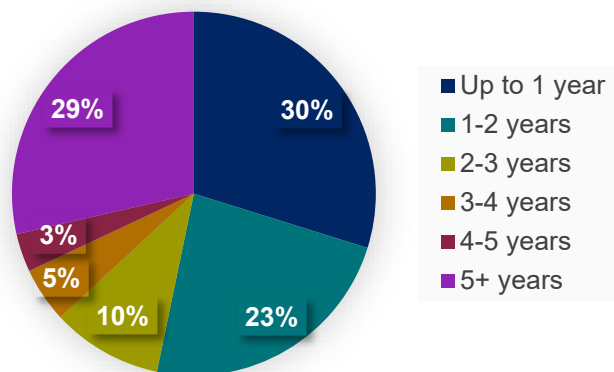


Figure 10: Retirements rates, England and Wales, 2010 - 2022



Voluntary resignations take place at the highest rate in early years. Almost a third (30%) of voluntary resignations are within the first year of service, just over half (53%) within the first 2 years and three quarters under 5 years. The changing service profile through the rapid growth of officers is having an impact on attrition as there is a higher proportion of officers under 5 years in service. It is estimated this portion will grow to 38% by March 2024 from a quarter in 2019.

Figure 11: Voluntary Resignations by Length of Service, 2021 - 2022



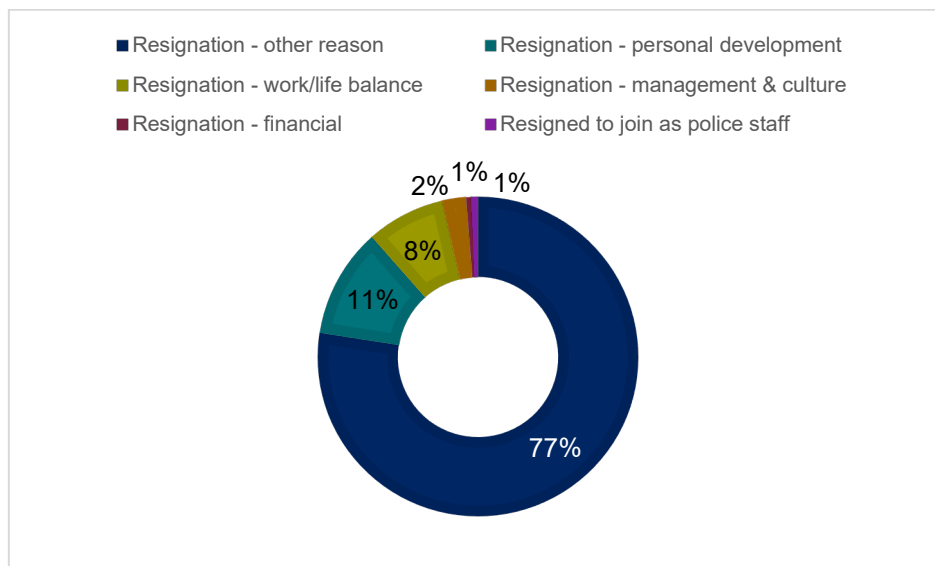
The impact of this change in service profile from modelling²⁸ shows attrition will rise in 2022/23 peaking in 2023/24 (workforce planning assumptions are based on 8%) before falling by the end of 2024/5, still above pre-Uplift levels. Retention of skills and officers to reduce this impact therefore needs to be an increased focus. The average length of service for voluntary resignation in training varies across entry roots but is between 10-14 months. Estimates²⁹ show the direct costs of investment for new recruits in the first 2 years of service is an average of £119,000. Workforce (including pay) strategies need to focus on early year's retention ensuring a return on initial investment, as well as retaining skilled officers in later years.

²⁸ Source: Uplift based on the assumptions based on 2021/22 leavers profile.

²⁹ Uplift assumptions (salary £77k, unsocial hours £3k, ICT uniform £5k, estates / fleet allowance, £3k, HEI £14k (funded from levy if PCDA or force if DHEP which is £8), recruitment and train costs £17k = £119k. Excludes London / SE weighting, no HEI cost if using IPLDP, no indirect costs associated with tutoring / assessment).

Research³⁰ shows a decision to voluntarily resign is multi layered and cumulative. Common factors are perceptions of management support, opportunities for development, organisational culture and quality-of-life issues. To date pay and conditions have not routinely featured as a reason for leaving within the data, only 1% of leavers record 'financial' as the main factor. This is contradicted by other survey data and feedback from staff associations. There are significant limitations on the current national leavers' data given the high levels of 'other' and poor quality exit interviews which limit the assumptions that can be made. More granular data is being collected from January 2023 which will better inform future submissions.

Figure 12: Reasons for leaving 2021 - 2022³¹



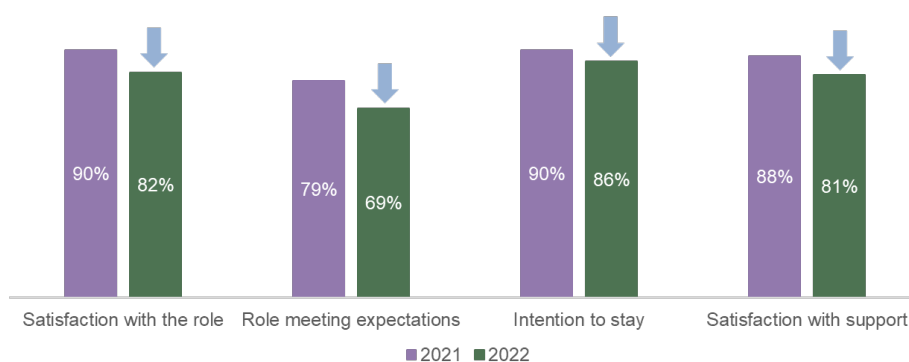
Given the comparative high proportion of voluntary resignation in early years, understanding the experiences of those new to the service provides an indication of future behaviour and the likely retention risk. Data³² indicates while there is still high satisfaction and 'intentions to remain in policing'. When compared to those joining in 2020 there has been a reduction. That said, 8 in 10 officers indicate an intention to stay until retirement or pension age in their early years (a negligible proportion stating an intention to leave within 12 months). Another indicator for the broader service is the National Police Wellbeing Survey 2021 which shows increasing 'intention to quit scores' and declining 'job satisfaction' based on previous years.

³⁰ Police leavers and retention: a rapid summary of the evidence base, Police Uplift Programme, 2021.

³¹ Uplift data.

³² Uplift On-boarding Survey 2022, Base: All respondents (2,872), 30% of joiners between Feb-Nov 2021.

Figure 13: New joiners' survey – intent to stay³³



In terms of retaining a representative workforce, resignation rates have been traditionally higher for females and ethnic minority officers. For ethnic minority officers this is specifically in early years and for female officers in mid service (10-20yrs). This trend is continuing to be seen in the leavers' data and indicated in the perceptions of new joiners. Reasons for leaving are not necessarily pay and are complex. Work is ongoing to embed better on boarding practice and more flexible ways of working to tackle this attrition.

Figure 14: Voluntary Resignation Rates³⁴

| Group | Voluntary resignation rates 12 months up to November 2022 |
|---------------------------|---|
| Ethnic minority (overall) | 4.9% |
| Asian (overall) | 5.6% |
| Black (overall) | 4.3% |
| White (overall) | 3.0% |
| Female (overall) | 3.5% |
| Male (overall) | 3.0% |

As outlined, the rapid growth in officer numbers over the last 3 years has shifted the service profile specifically at the Constables rank. By 2024 38% of the workforce will have less than 5 years' service in the lowest pay bands and most impacted by the cost of living. This will only fall to pre-Uplift levels of 20% by 2029. Retention will be a key factor in maintaining a representative service, building on the success of the last 3 years, as will retaining officers within their training and the key period of skills development (up to 5 years' service) to gain a return on investment.

An indication of pay being an increasing factor may be the levels of officers opting out of the police pension scheme. In [3.8 Pensions update](#) the opt out rates for 19 forces vary from 1.5% to just over 10%, including larger forces at the higher end. Auto-enrolment for forces will commence in 2023 and may impact. Further work to better quality assure data and understand the impact factors will be undertaken in early 2023 to inform future submissions.

³³ Uplift On-boarding Survey 2022, Base: All respondents (2,872), 30% of joiners between Feb-Nov 2021

³⁴ Source: Uplift data

Key objective: Retaining a skilled workforce, developing strategies focused on key points of attrition to support maintenance of the 20,000 and a return on investment.

Being a competitive employer

Public confidence and trust have been impacted over recent times. Effective, high quality leadership is essential to drive standards of behaviour and rebuild public confidence. Investment in front-line supervision is a key pillar of the workforce strategy, supported by the ongoing work by the CoP. Pay should reflect the breadth and complexity of roles. Two separate reports³⁵ have been undertaken that have specifically benchmarked this compared to other sectors. Further comment on this is contained in Part 3.

Decisions have been taken by forces over time that impact on the organisation design and operating models across forces and regions. Despite changes to the volume of the officer workforce through austerity and the Uplift, spans of supervisory responsibility however at each rank have largely remained stable – the service has largely ‘shrunk’ and ‘grown’. This is with the exception of the Sergeant and Chief Superintendent levels where there has been an increase in supervision ratios and reduction in numbers over time.

Figure 15: FTE by rank³⁶

| Year | FTE by rank | | | | | | | PC per Sgt | Sgt per Insp | Insp per C/Insp | C/Insp per Supt | Supt per C/Supt | C/Supt per Chief Officer |
|------|-------------|--------|-------|--------|-------|--------|---------------|------------|--------------|-----------------|-----------------|-----------------|--------------------------|
| | PC | Sgt | Insp | C/Insp | Supt | C/Supt | Chief Officer | | | | | | |
| 2007 | 109,400 | 21,950 | 7,034 | 1,848 | 987 | 469 | 206 | 5.0 | 3.1 | 3.8 | 1.9 | 2.1 | 2.3 |
| 2008 | 108,154 | 22,260 | 7,174 | 1,870 | 1,017 | 483 | 200 | 4.9 | 3.1 | 3.8 | 1.8 | 2.1 | 2.4 |
| 2009 | 110,079 | 22,664 | 7,398 | 1,916 | 1,016 | 480 | 217 | 4.9 | 3.1 | 3.9 | 1.9 | 2.1 | 2.2 |
| 2010 | 109,669 | 23,109 | 7,258 | 1,974 | 1,029 | 472 | 224 | 4.7 | 3.2 | 3.7 | 1.9 | 2.2 | 2.1 |
| 2011 | 106,609 | 22,265 | 6,764 | 1,889 | 946 | 422 | 215 | 4.8 | 3.3 | 3.6 | 2.0 | 2.2 | 2.0 |
| 2012 | 102,934 | 21,371 | 6,589 | 1,727 | 890 | 380 | 209 | 4.8 | 3.2 | 3.8 | 1.9 | 2.3 | 1.8 |
| 2013 | 99,619 | 20,499 | 6,283 | 1,798 | 819 | 366 | 201 | 4.9 | 3.3 | 3.5 | 2.2 | 2.2 | 1.8 |
| 2014 | 99,107 | 19,767 | 5,932 | 1,778 | 763 | 358 | 204 | 5.0 | 3.3 | 3.3 | 2.3 | 2.1 | 1.8 |
| 2015 | 99,331 | 19,168 | 5,699 | 1,648 | 812 | 336 | 197 | 5.2 | 3.4 | 3.5 | 2.0 | 2.4 | 1.7 |
| 2016 | 96,637 | 18,839 | 5,692 | 1,581 | 801 | 321 | 196 | 5.1 | 3.3 | 3.6 | 2.0 | 2.5 | 1.6 |
| 2017 | 95,836 | 18,752 | 5,521 | 1,605 | 894 | 325 | 209 | 5.1 | 3.4 | 3.4 | 1.8 | 2.8 | 1.6 |
| 2018 | 95,363 | 18,451 | 5,599 | 1,596 | 891 | 289 | 215 | 5.2 | 3.3 | 3.5 | 1.8 | 3.1 | 1.3 |
| 2019 | 96,084 | 18,470 | 5,550 | 1,666 | 895 | 313 | 211 | 5.2 | 3.3 | 3.3 | 1.9 | 2.9 | 1.5 |
| 2020 | 101,415 | 18,826 | 5,654 | 1,732 | 937 | 315 | 231 | 5.4 | 3.3 | 3.3 | 1.8 | 3.0 | 1.4 |
| 2021 | 106,790 | 19,211 | 5,941 | 1,846 | 970 | 307 | 236 | 5.6 | 3.2 | 3.2 | 1.9 | 3.2 | 1.3 |
| 2022 | 110,048 | 20,332 | 6,245 | 2,010 | 1,011 | 339 | 243 | 5.4 | 3.1 | 3.1 | 2.0 | 3.0 | 1.4 |

Attrition in the higher ranks is driven by the service profile and pensionable service. As a consequence the turnover by rank shows higher rates of churn at the more senior ranks, many Chief Officers having served less than 1 year in their current rank and with less than a year as a Chief Officer³⁷. NPCC reissued guidance in year on a ‘Retire and Rehire’ scheme setting out rules in relation to non-abatement to support skills retention. Forces are actively progressing some specifically focused on a skills gap. Options for use of this to retain skills and experience at the most senior rank, CC, are limited by Regulations.

³⁵ ‘Police Superintendents’ Pay Comparability Study undertaken by Korn Ferry in 2018, NPCC Chief Officer Benchmarking, Korn Ferry 2020

³⁶ Police Workforce, England and Wales statistical bulletin.

³⁷ CPOSA survey 2022 based on 53% return rate.

Figure 16: Leavers (FTE) in the year ending March 2022

| | | | |
|----------------------|-------|--------|-----|
| Chief Officer | 52 | 234 | 22% |
| Chief Superintendent | 58 | 339 | 17% |
| Superintendent | 127 | 1011 | 13% |
| Chief Inspector | 195 | 2010 | 10% |
| Inspector | 543 | 6245 | 9% |
| Sergeant | 1,295 | 20332 | 6% |
| Constable | 7,034 | 110048 | 6% |

The table below shows future potential turnover based on pensionable service over the next 5 years and therefore ongoing demand on the leadership pipeline. Analysis from forces³⁸ indicates force are likely to want further growth in first and second line supervision over the next 12 months, 79% anticipating an increase in Sergeants and 58% in Inspectors in addition to ongoing maintenance. There is a strong pipeline, albeit many may no longer be seeking progression (8391 qualified for Sergeant, 3835 for Inspector³⁹). This year however saw a drop in those taking the initial promotion exams set against the previous year (17% and 26% respectively), potentially linked to lower retake as a result of significantly higher pass rates in 2021 due to changes in the exam process during the pandemic. Monitoring throughput will be an important part of workforce planning to inform future pay submissions.

Figure 17 Officers Expected to Retire Over the Next 5 Years, by Rank⁴⁰

| Expected to retire in (when reaching 30 years of service) | Sergeant* | Inspector* | Chief Inspector | Chief Superintendent | Chief Superintendent | Chief Officer* | Total |
|---|--------------|--------------|--------------------|-------------------------|-------------------------|-------------------|--------------|
| Less than 1 year | 427 | 243 | 88 | 81 | 35 | 35 | 909 |
| Between 1 year and less than 2 years | 395 | 287 | 107 | 106 | 40 | 30 | 964 |
| Between 2 years and less than 3 years | 482 | 272 | 112 | 96 | 35 | 19 | 1,016 |
| Between 3 years and less than 4 years | 632 | 332 | 145 | 107 | 46 | 17 | 1,280 |
| Between 4 years and less than 5 years | 638 | 341 | 153 | 78 | 31 | 22 | 1,263 |
| Total | 2,574 | 1,476 | 605 | 468 | 187 | 123 | 5,432 |

***12.6% of all Sergeants, 23.6% of Inspectors, 50.8% of Chief Officers**

The turnover at the more senior levels in the organisation will be an ongoing requirement based on the current service profile⁴¹ which indicates a 'time served' culture to progression. The reduced pipeline at the most senior ranks was impacted by Covid when the assessments did not take place. The future pipeline needs to be monitored, together with an understanding of the impact of any changes to the CoP's National Performance and Progression Framework (NPPF). These have already been agreed for Chief Officers and will be implemented and

³⁸ Uplift Capability Assessment undertaken in July 2022 based on a return from 38 forces.

³⁹ Uplift data December 2022

⁴⁰ 'Police Workforce, England and Wales statistical bulletin, Home Office analysis,

⁴¹ Source: Home Office Workforce Census 2022

evaluated in 2023 and are likely to contribute to increasing the pipeline. Recommendations for first and second line leaders are due in early 2023.

Figure 18: Average (median) length of service at promotion for male and female officers⁴²

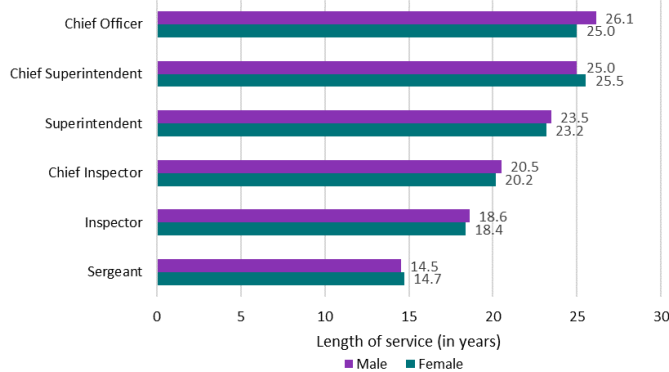
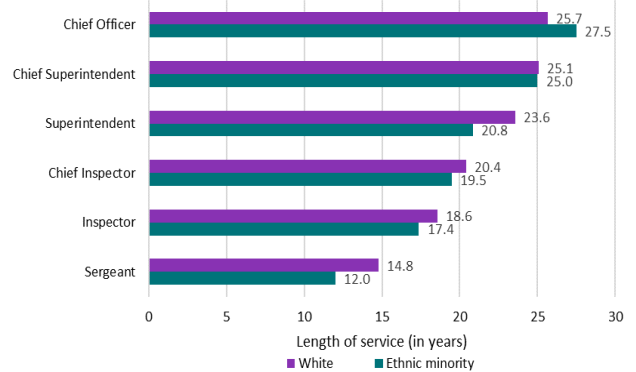


Figure 19: Average (median) length of service at promotion for white and ethnic minority officers

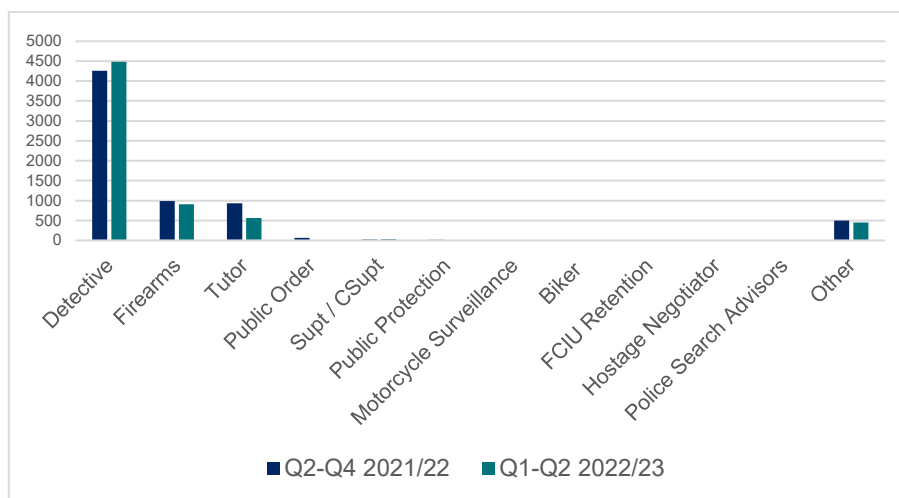


1.3 Workforce capability

Building local and national capacity and capabilities

In 2021 SAW identified five service critical specialist workforce skills across officers and staff – investigation; digital forensics; cyber investigation; intelligence and research analysts; and data specialists and data scientists, vital to achieving the Policing Vision. TVP has been one mechanism used as a lever to attract and retain these specific skills. This was intended as a temporary measure to evaluate the effectiveness and develop a longer-term strategy and is due for review with the Home Office in July 2023. Further detail of the progress is contained in Part 3. In 2022/23 twenty-four forces have used TVP, up from twenty-two the previous year across a range of roles.

Figure 20: TVP by role⁴³



⁴² Police Workforce, England and Wales statistical bulletin.

⁴³ Source: Uplift data.

The Capability Assessment forecasts future skills growth by forces. An update on the current capability gaps is outlined below. Forces reported last year⁴⁴ plans to invest across Intelligence and Public Protection Departments, 70% indicating an increase in investigative capability and a third in child and adult abuse and cybercrime roles. This has manifested mainly in officer roles.

Figure 21: Full-time Equivalent Police Officers by POA Function Group, from 31 March 2020 to 31 March 2022⁴⁵

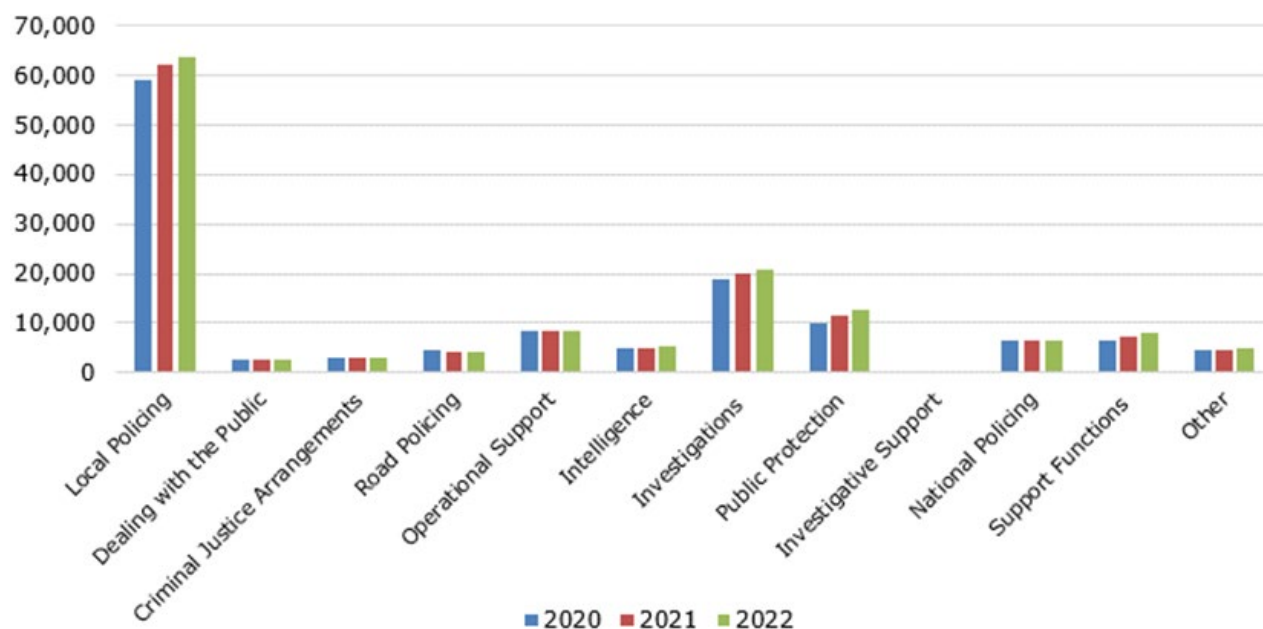
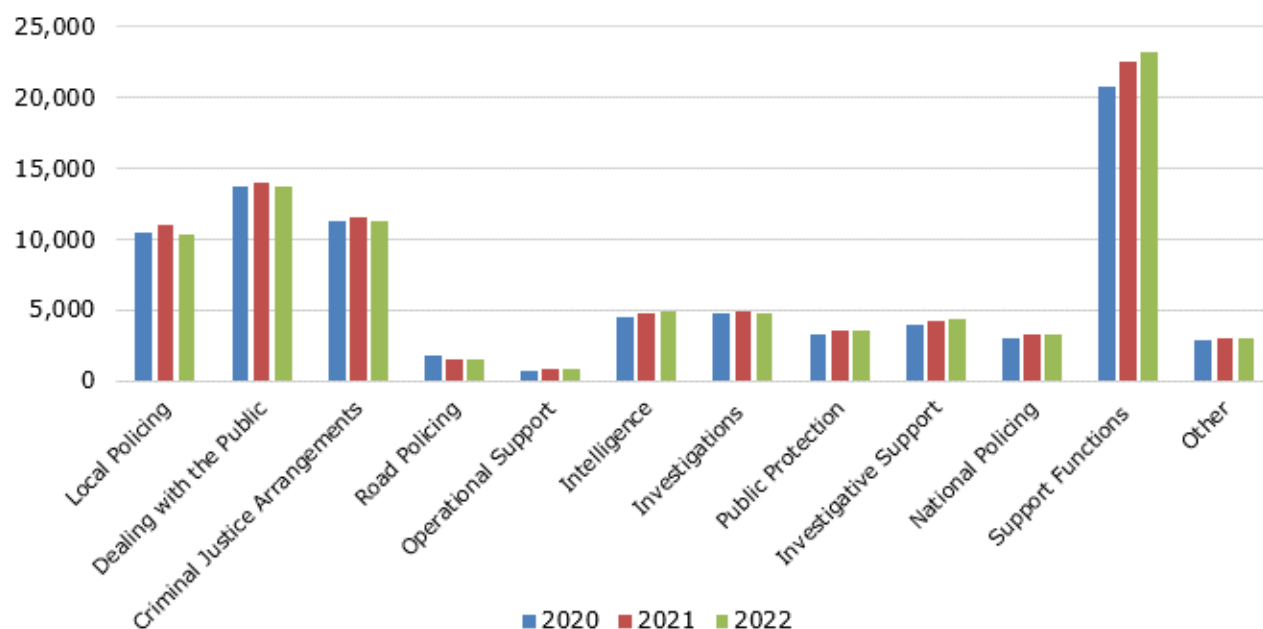


Figure 22: Full-time Equivalent Police Staff (Including Designated Officers and PCSOs) by POA Function Group, from 31 March 2020 to 31 March 2022



⁴⁴ Uplift Capability Assessment undertaken in July 2022 based on a return from 38 forces.

⁴⁵ 'Police Workforce, England and Wales' statistical bulletin.

This year's Capability Assessment anticipates future growth by forces in investigation, up 11.36% on the previous year, as well as local policing. Specific roles which forces are anticipating growth in are linked to national priorities such as professional standards, firearms and learning and development (including tutors), some of which have already been subject to TVPs.

Figure 23: Predicted capability growth in 2022⁴⁶

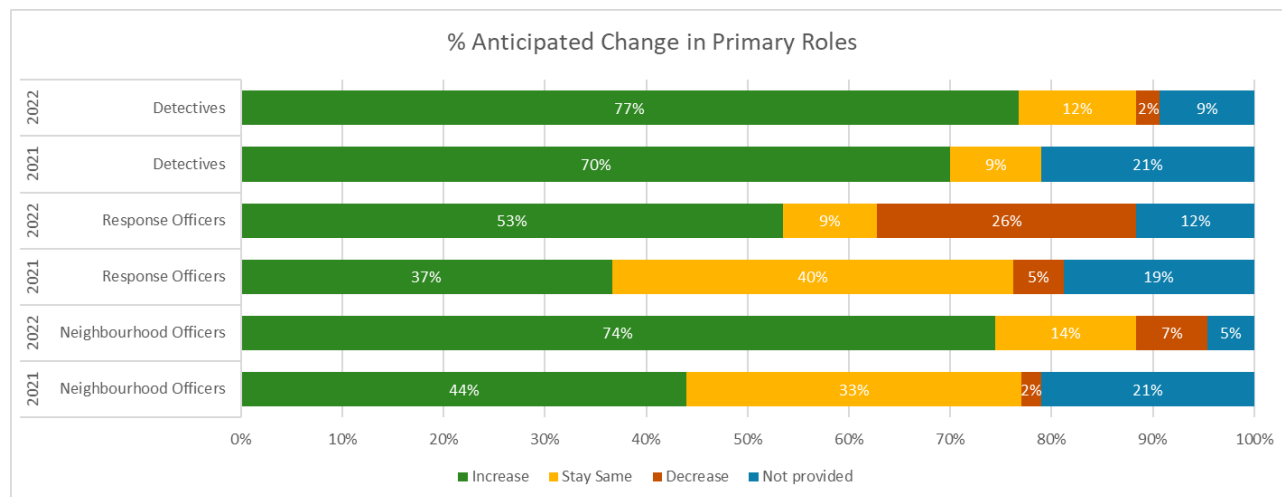
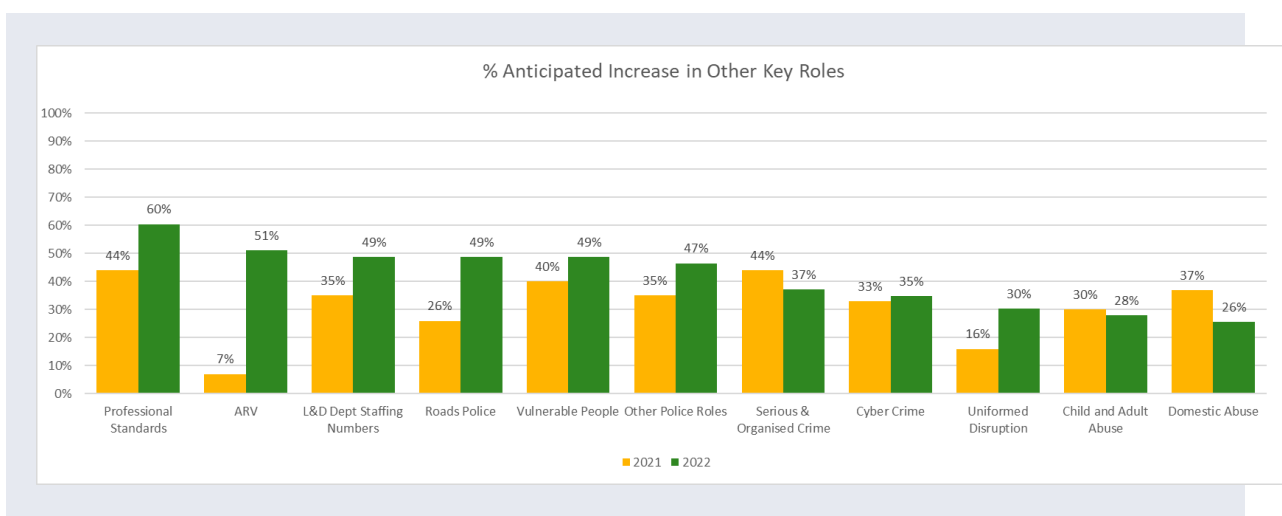


Figure 24: Predicted role growth in 2022⁴⁷

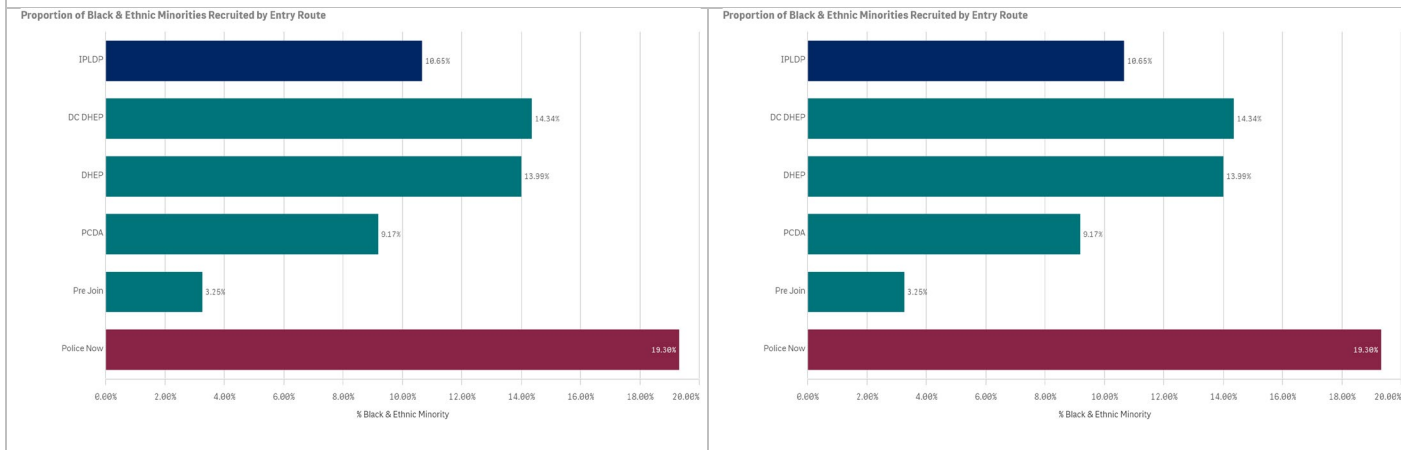


The capability gap in relation to investigation skills (PIP2) has been a service priority over a number of years and one where Targeted Variable Payments have been used to incentivise. The PEQF entry route (DCDHEP) now in place across 25 forces has provided a direct entry with two years' initial training into investigative roles. 10.6% of new recruits over the last 2 years have come in through this detective pathway. This has not only attracted volume, but greater diversity, impacting workforce representation as well as functional representation.

⁴⁶ Source: Workforce Capability Assessment conducted by the Police Uplift Programme July 2022.

⁴⁷ Source: Workforce Capability Assessment conducted by the Police Uplift Programme July 2022.

Figure 25: Diversity by entry route ⁴⁸



Although the service has grown and attracted a great skills base and the total number of accredited and trainee investigators (PIP2) has increased over the last 12 months⁴⁹, vacancy levels remain static when compared to last year, as demand has increased (7% vacancy level, down from 12% in 2020). It will take some time for the pipeline to meet the resource requirement given 30% of those in post are in training compared to 12% in 2020. A consequence of the rapid growth. Incentivisation to retain existing skills as well as develop the new staff are likely to be required at least in the short term.

The Violence Against Women and Girls Strategy was launched in 2021 and the report *One Year On* published in September 2022. Building safeguarding capabilities, specifically in relation to specialist investigation, is a core pillar of the strategy. Data against some of the required capabilities has not been collected in a consistent way up until now. Specific capabilities formed part of the Home Office Annual Data Return covering April 2021-March 2022 as a voluntary field. This becomes mandatory by March 2023. A full data set is required before making any recommendations in relation to pay levers and will be considered in future submissions.

Key objective: Building specialist and investigative capability to meet current and future policing demands.

The competitive labour market, high demand outside policing, combined with limited career development opportunities are a significant issue in relation to cyber skills and investigation and other digital specialisms. Capacity in these functions has remained stable over time but further work is required to define the service gap. Pay and conditions are a factor, and the CoP is in the early scoping phase of work to explore a collaborative approach with the private sector to recruit and train cybercrime investigators. Work will also take place in 2023/24 to better understand the employment market for cyber investigators, as we now see some officers leaving to join private sector firms.

⁴⁸ Source: Uplift data April 2020 – November 2022.

⁴⁹ Source: Uplift data – Oct 2021 = 29,440 Oct 2022 = 30,702.

Figure 26: Proportion of FTE Workers for Specific Function by Worker Type, from 31 March 2018 to 31 March 2022

| Proportion of full-time equivalent workers for specific functions by worker type, as at 31 March 2018 to 31 March 2022, England and Wales | | | | | | | | | | | | | |
|---|--|----------|------|------|------|------|--|--|-------|-------|-------|-------|-------|
| | | Officers | | | | | Staff | | | | | | |
| | | 2018 | 2019 | 2020 | 2021 | 2022 | | | 2018 | 2019 | 2020 | 2021 | 2022 |
| 2b | Central communications unit | 1.4% | 1.5% | 1.5% | 1.7% | 1.6% | Central communications unit | | 16.0% | 16.2% | 15.5% | 15.3% | 14.8% |
| 6a | Intelligence Command Team | 0.2% | 0.1% | 0.2% | 0.1% | 0.2% | Intelligence Command Team | | 0.3% | 0.2% | 0.4% | 0.3% | 0.3% |
| 6b | Intelligence Analysis / Threat Assessments | 1.4% | 1.3% | 1.1% | 1.1% | 1.2% | Intelligence Analysis / Threat Assessments | | 4.0% | 3.6% | 3.4% | 3.4% | 3.6% |
| 7h | Cyber crime | 0.4% | 0.4% | 0.3% | 0.3% | 0.4% | Cyber crime | | 0.5% | 0.6% | 0.6% | 0.7% | 0.7% |

TVPs have been applied to key capabilities, including public order, firearms and tutors. The Strategic Policing Requirement sets the national level for Level 2 and Level 3 Public Order capabilities based on a set of planning assumptions and is monitored on a routine basis. There are some pressures around public order command roles, specifically at Bronze (usually Inspecting ranks) and Silver (usually Superintending ranks) where forces have focused TVPs to incentivise. This is likely to be a broader issue in relation to age and spans of responsibility and risk held. This may require future more considered interventions.

Figure 27: Public Order Capabilities gap

| | | Year % Change |
|--------------|------------------|---------------|
| Public Order | Gold Commander | 3% |
| | Silver Commander | -10% |
| | Bronze Commander | -13% |
| | PSU Commander | 12% |

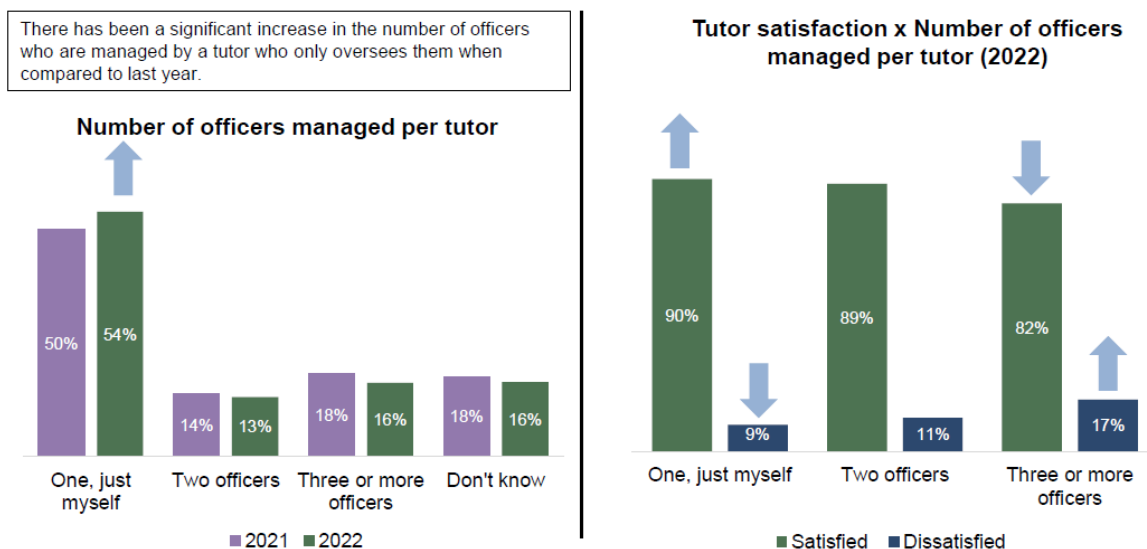
TVPs have been focused on firearms capability to meet the national and local threat assessments. The current capabilities have not changed over the last 12 months, albeit there have been reductions in certain specialist capabilities linked to changes in the operating model. The current capabilities, when taken in the context of the service profile, highlight an ongoing issue in relation to operational command at middle management which is impacted by turnover, age / fitness and the fact these are voluntary roles with significant risk. Again, this is likely to be a broader issue in relation to age and spans of responsibility and will require future more considered interventions within the future work plan and submissions.

Uplift has seen a significant short-term demand on tutors and investment has been made by forces⁵⁰. Work has been undertaken to identify effective practice for the recruitment, development and retention of tutors. There is a correlation between tutor ratios and satisfaction and so retention. TVPs have been used to attract and retain people in this role. Research⁵¹ shows this is wider than pay and that clear organisational recognition of the importance of the role is important in attracting and retaining tutors. Further work to link assessment of operational competence is being considered, which may inform a future pay strategy.

⁵⁰ Uplift On-boarding survey 2022

⁵¹ Uplift Research Effective models of tutoring, Open University

Figure 28: Tutor Supervision Ratios and Student Officer Satisfaction (arrows indicate statistically significant changes compared to the previous year's joiners)



1.4 Pay comparisons

In 2020, as part of its pay reform programme, NPCC commissioned Korn Ferry to study police roles and ranks from Constable through to Chief Inspector⁵² and potential comparators in other organisations and sectors. The aim was to provide benchmarking data, interpretation and comment, as one of the contributions to the debate about pay policy and structure in policing. Separate analysis was undertaken for Superintendents, Chief Superintendents and Chief Officers. Further detail of these reports is included in Part 3, linked to the recommendations⁵³. Current data on the overall shape of the pay rates compared to the market was also requested and outlined below.

Benchmarking provides important context for decisions about pay, but should be considered alongside the workforce strategy and objectives, changes which are needed to achieve those objectives and the extent to which the pay and reward system can support change. The original Korn Ferry study aimed to compare pay alongside comparable roles. Analysis included roles which follow a broadly similar professional career paths such as frontline roles e.g., social work, teaching and nursing and the wider market for where we might draw on new recruits. They considered starting salary, top of range salary, total remuneration including pension and other terms such as unsocial hours and overtime. Korn Ferry also noted the distinctive nature of policing which is recognised in the 'P Factor', but which is not directly accounted for in the comparisons.

The analysis set out a number of issues to be addressed by the service as well as an assessment of pay across ranks which have been the subject of previous submissions. These included defining the distinctive nature of policing, now called the P Factor, the need to differentiate the character of a rank structure and range of roles in each level and current blurring between levels; the fall in Chief Superintendent numbers, with evidence of increased

⁵² Source: NPCC Police officer Benchmarking, Korn Ferry 2020, NPCC Chief Officer Benchmarking, Korn Ferry 2020, PSEW Pay Comparison Study, Korn Ferry 2018.

⁵³ [3.6 NPCC 2023 recommendations](#)

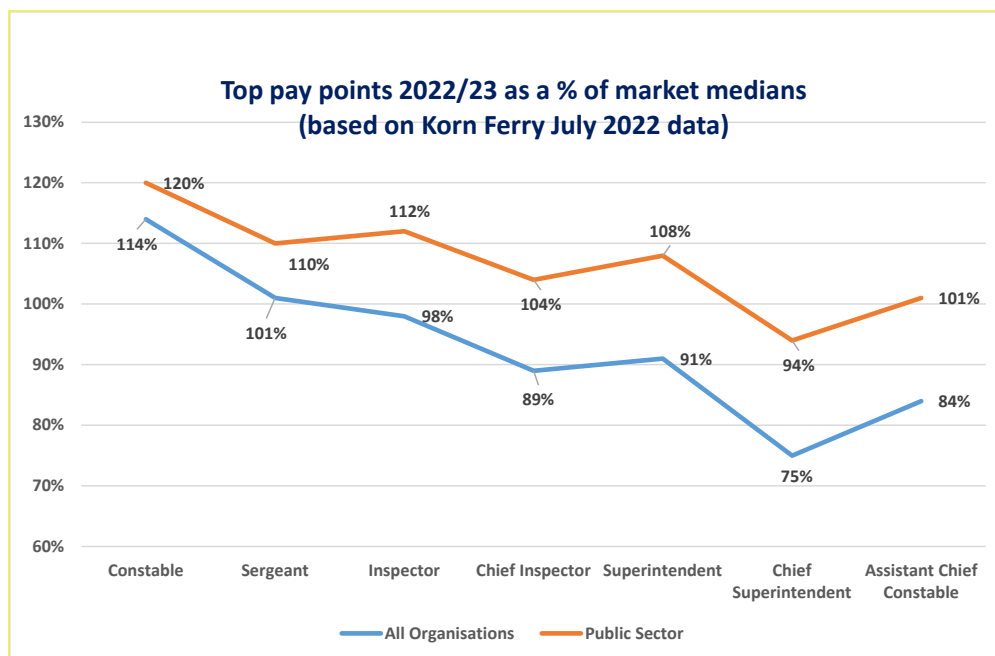
workload, heightened sense of personal liability and the need to simplify the structure for CCs and DCCs, while looking at the pay system as whole.

In relation to pay there was recognition that at that time:

- Police officer salaries at both salary and total remuneration are most competitive against external comparators at Constable level.
- Remuneration generally became less competitive the more senior the role although the pattern was not entirely consistent. Superintending ranks were close to or above median in the public sector (though behind some specific comparators) and became less competitive the bigger the role but were lower in both comparator markets when looking at total remuneration based on the 2015 pension scheme rather than its predecessor. Specific comment as outlined in Part 3 was made in respect of Chief Superintendents.
- Chief Officer salaries and total remuneration were below the middle of the general market. The top of range salary for most ACCs was above the public sector median and total remuneration higher. The national rates for more senior ranks sit lower in the public sector market.

Korn Ferry⁵⁴ have reported updated analysis of the competitiveness of the current underlying pay structure based on 2022/23 base pay rates against the public sector and general market. The graph below shows the current correlation between the top pay points for each rank up to ACC against the current market median for all organisations and the public sector. The shape of the distribution remains the same as in 2020, with constable rank being most competitive against the market median of the public sector and all organisations, and falling as seniority increases, with the Chief Superintendent rank being disproportionately low compared to colleagues.

Figure 29: Pay analysis across ranks



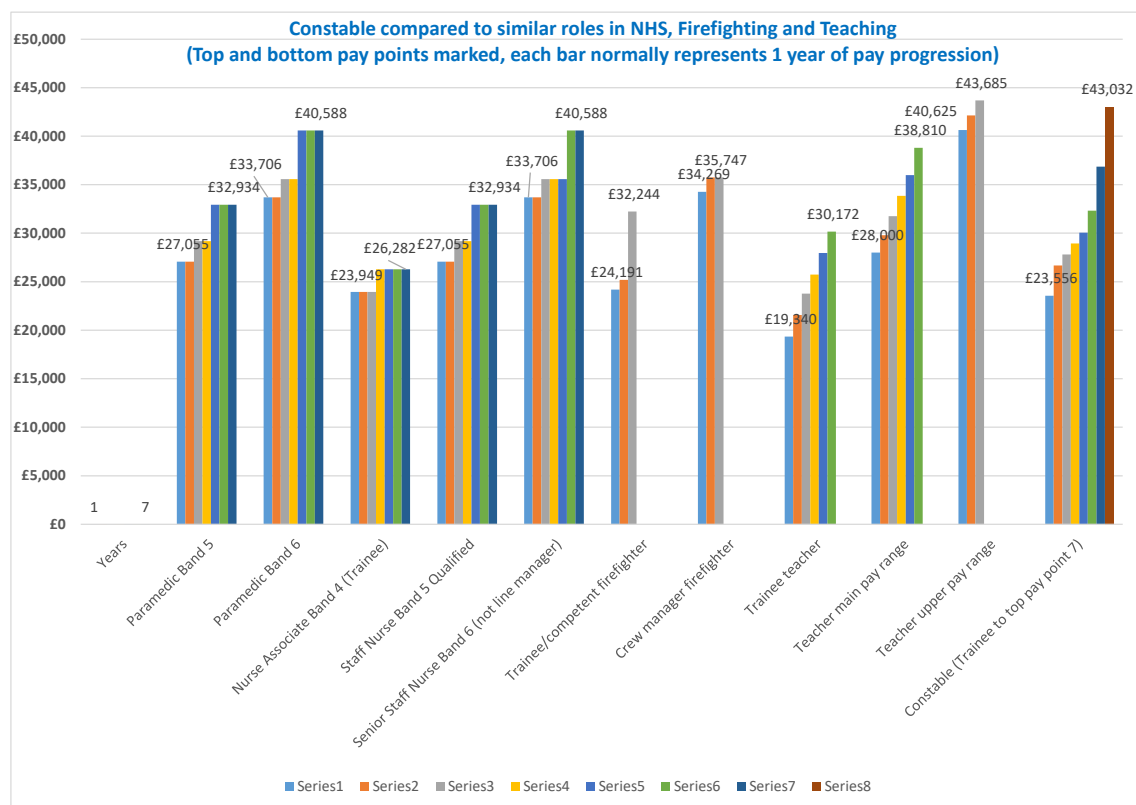
Base pay competitiveness is important given that the public sector is competing in similar markets for recruits. The graph below illustrates the current constable starting pay set against

⁵⁴ Appendix 3

other public sector roles, together with the top pay points. The PRRB have recommended that NPCC reviews starting salaries and this will form part of the Work Plan for 2023/24 as outlined in Part 3.

Figure 30 shows policing starting rates may currently be set lower than some front line comparators. In practice forces are not normally using the lowest rates, and are starting new officers at £26,682.

Figure 30: Starting, end point and pay progression across public sector roles



Over time pay awards have sought to balance external economic factors, the evidence-base of the workforce, impact on service delivery, affordability and taken views of the pay review body into account. Part 2 outlines the historic pay increases compared against CPI since 2010.

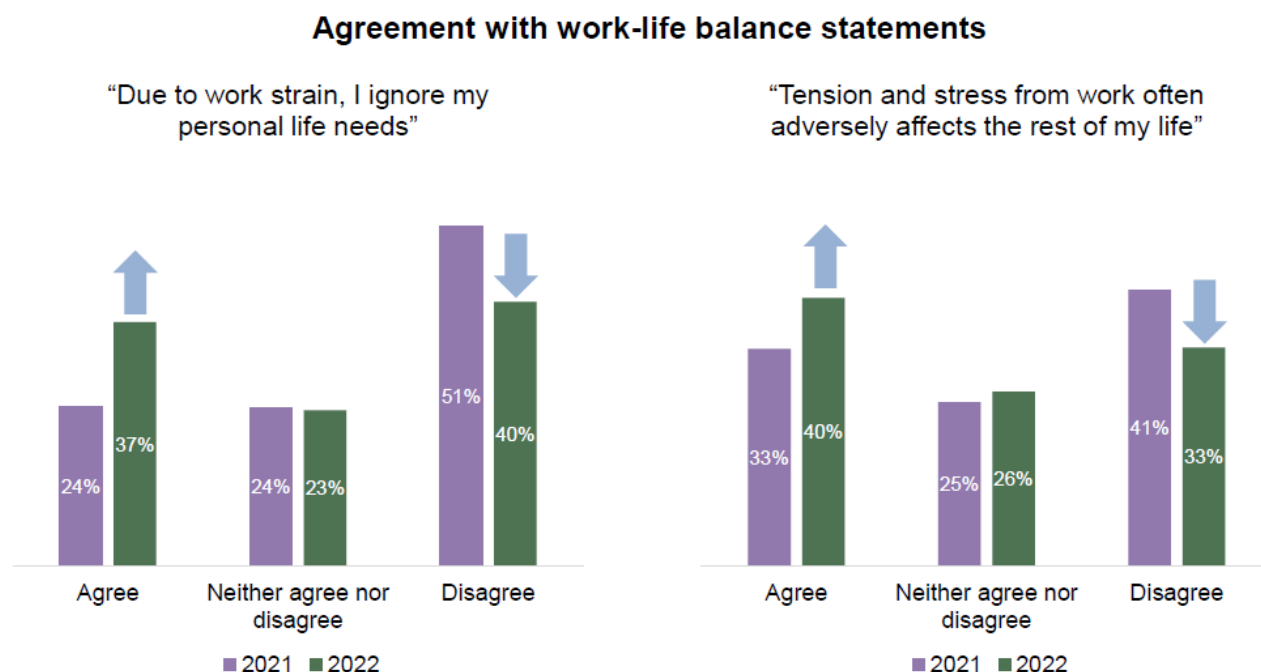
Key objective: Developing a longer-term pay and reward strategy aligned to the national workforce assessment, priorities, capability and leadership gaps.

1.5 Reflect the nature of policing

The PRRB and the review in 2020 by Korn Ferry recognised the need to, and challenges of, defining the distinctive nature of policing, known as the P factor. Demands of the role, work-life impact and wellbeing play a part in this. This has been defined but the details of the valuation are yet to be agreed with the PRRB. PRRB have asked that this be re-presented to reflect the approach adopted by the Armed Forces. This work will form part of the review of starting salaries and is outlined in Part 3.

The results from the NPCC Wellbeing Survey show that policing continues to be a challenging and stressful occupation as outlined below. The impact of the demands of the role is also seen from the new joiner's data with the impact felt on mental health and personal life.

Figure 31: Representative survey of new joiners – work-life balance⁵⁵



An indication of pressure on the workforce is absenteeism. That said, long-term absence⁵⁶ has remained stable since 2015, but both adjusted and restricted duties have risen over the last 6 years to just under 1 out of 10 of the officer workforce⁵⁷. Sickness absence for officers⁵⁸ has returned just below pre-COVID levels and remains similar to previous years (the drop in absence was a trend seen across public services during the pandemic period).

As at 31 March 2022, there were 4,655 Full Time Equivalent (FTE) officers on long-term absence⁵⁹ in the 43 forces in England and Wales (equivalent to 3.3% of all officers)⁶⁰ and similar to the rate of 3.0% in the previous year. Long-term sick leave equates to 1.8% of the workforce compared with 1.5% in the previous year. The long-term figure remains stable with the exception of last year.

In terms of the active workforce, just under 10% remain on restricted / adjusted or recuperative duties, an ongoing trend. As at 31 March 2022 equivalent to 4.6% of officers were on recuperative duties and a further 4.7% of officers on restricted or adjusted duties. This was higher for female officers⁶¹ (5.9% recuperative and 6.7% adjusted or restricted, than males (3.9% and 3.7% respectively).

⁵⁵ Uplift On-boarding Survey 2022, Base: All respondents (2,872), 30% of joiners between Feb-Nov 2021.

⁵⁶ Long term absence - sickness, maternity / paternity, career breaks and some other leave.

⁵⁷ 'Police Workforce, England and Wales' statistical bulletin/

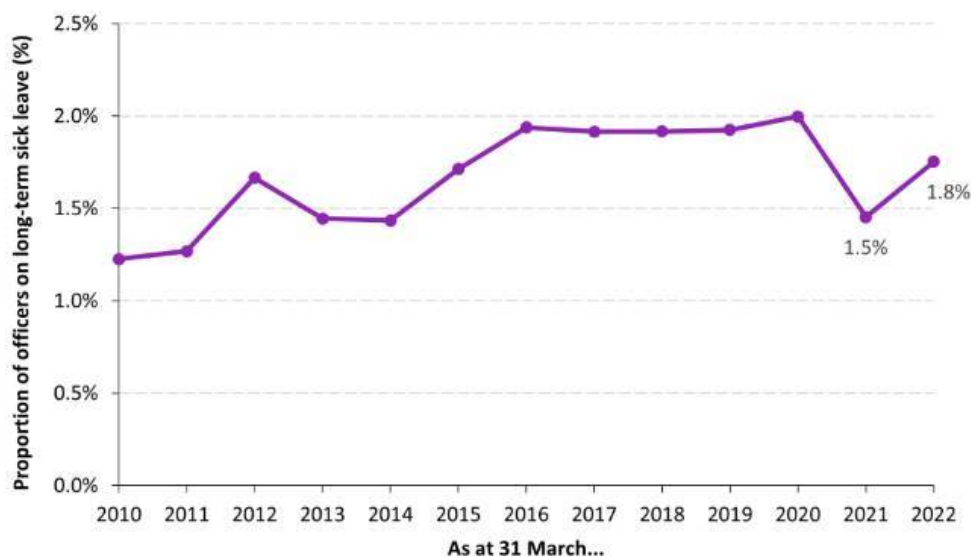
⁵⁸ Sickness absence data is not collected through the Annual Data Return for staff.

⁵⁹ Long-term absence is defined as over 28 days.

⁶⁰ 'Police Workforce, England and Wales' statistical publication.

⁶¹ 42 police forces in England and Wales, excluding Cheshire unable to provide the data.

Figure 32: Proportion of officers (FTE) on long-term sick leave, as at 31 March 2010 to 31 March 2022, England and Wales



The National Police Wellbeing Survey (2021)⁶², now in its third year, gives an assessment of the support offered by forces to officers, staff and volunteers and changes relating the workforce’s attitudes, motivation, and wellbeing. The key findings of the survey are:

- **The average scores for ‘job satisfaction’ have declined** for police officers since the 2020/21 survey. Consistent with this finding, ‘intention to quit’ was found to significantly increase over the past twelve months for both officers and staff.
- **Levels of ‘depression’ symptoms have reduced** in the past twelve months for both police officers and staff. Reported levels remain moderately high for symptoms of anxiety and moderate for symptoms of depression for both.
- **‘Emotional energy’ has declined** in the past twelve months following the previous slight improvement in 2020/21. Individuals who indicated perceiving higher levels of support from their force and of being valued generally report more positive levels of emotional energy. Police officers report a decline in feeling valued by the public over the three years. 29.6% of police officers and 21.9% of police staff indicated that they experienced very high levels of fatigue.
- While ‘challenge’ stressors do not adversely affect wellbeing up to a moderately high level, being able to recover from the demands faced in the workplace is an important factor for individual wellbeing. **Positively, psychological detachment for both officers and staff have improved** since the 2020/21 survey and across the three years.
- **‘Encountering hindrance’ stressors at work were found to have significant detrimental impacts** on individuals’ wellbeing (e.g. bureaucratic barriers, administrative difficulties and poorly designed work processes).

1.6 Strategic objectives summary

The Policing Vision 2025 has informed the NPCC Workforce Strategy, directing the capacity and capabilities required by the service. The Vision 2030 now in place and agreed across the

⁶² For the full report see: Graham, L., Plater, M., Brown, N. (2022). *National Police Wellbeing Survey 2021/22*. Durham University, March 2022.

43 forces, Police and Crime Commissioners (PCCs) and CoP builds on the previous Vision 2025 and outlines the mission for policing and operational priorities.

In December 2022 NPCC published a refreshed SAW to inform the Workforce Strategy. This gives a service-wide view of the workforce (officers, staff and Special Constables) set against the ambition of the Vision and Strategy, reflecting on the operating environment. Pay and conditions are one lever to achieve the Workforce Strategy the aim of which is to develop, maintain and motivate the police workforce in order to:

- Attract the right people
- Retain people appropriately
- Be a competitive employer
- Build the local and national capacity and capabilities required and
- Reward officers reflecting the distinctive nature of policing (P factor)

This as a key influencer, together with ministerial direction, changes to employment legislation and the voice of the workforce through the staff associations, have been used to identify five objectives NPCC seek to achieve through the Pay and Reward Framework and are and will inform the future workforce Plan:

1. **Remaining a competitive employer in the current and future labour market to attract high calibre workforce maintain the 20,000.** Over the next 2 years the service will need to continue to recruit at volume and although it continues to be attractive career despite the 3 years of growth, but there is a competitive labour market from public and private sectors that will impact on attraction and retention.

The offer must remain competitive if we want to maintain and improve quality. The offer is not just about pay of course – but it is a substantial part of the offer.

2. **Being an ‘employer of choice’, attracting diverse talent, to maintain the progress on workforce representation.** Growth and learning over the last 3 years have enabled the service to make progress in terms of workforce representation a priority linked to public trust and confidence as well as service delivery. Perceptions of professionalisation of policing has played a part in this, including entry routes and training standards. This now needs to be set against a very competitive labour market.

To achieve this, it is as much about public perception of policing intertwined with the wider offer to the employer as it is about the pay and reward offer.

3. **Retaining a skilled workforce, developing strategies focused on key points of attrition to support maintenance of the 20,000 and a return on investment.** The volume of leavers will rise over the next 2 years due to the service profile alone, which will impact on lost investment, cost of recruitment and training and impact representation. The proportion of constables at the lower pay scales impacted by the cost of living will be higher than previously.

Focus on starting salaries and the constable pay scale will be important, together with a competitive pay and targeted pay schemes to maintain resilience and support effective line management and leadership of a reshaped organisation.

4. **Building specialist and investigative capability to meet current and future demand.** A combination of financial incentivisation and direct entry routes has bridged some of the workforce gap, but modern policing challenges will mean demand is likely

to increase in these specialist areas. Building this capability will take time, incentivisation and an on-going short term focus on retaining skills in the workforce.

TVP has played a significant part in resolving this issue. We need to look at this in more detail to determine what works and develop a longer term strategy.

- 5. Developing a longer-term pay and reward strategy aligned to the SAW, capability and leadership gaps.** Workforce data has developed significantly over the last 2 years but remains immature in relation to capability gaps. Pay is just one lever that we need to use the evidence to target it effectively. TVPs have met some of the pressures in relation to investigation and other voluntary roles, such as operational command, but a long-term solution is required.

Further detail of the governance, reward framework and current and future work plan are outlined in Part 3.

Part 2 – Economic context and 2023 annual pay uplift

Part 2 outlines the financial environment, implications for forces and gives the PRRB an indication of affordability and the potential impact on service provision of any pay uplift that is not funded. This includes illustrative budgets (including precept) for 2023/24, commentary on the effect of the 2022/23 pay uplift and modelling of different percentage pay increases over and above the currently budgeted 2%. It also addresses the PRRB's questions on the NPCC's preferred type of pay award, flat rate, a combination of flat rate and percentage, or a percentage. NPCC recommends the PRRB make a recommendation to government of an appropriate fixed percentage uplift, and why its suggested alternatives are not appropriate.

2.1 Comprehensive Spending Review (CSR) 2022-2025

The multi-year funding settlement that was announced as part of the 2021 CSR provided a level of certainty for financial planning and therefore for workforce and service planning for forces and PCCs. This came on the back of austerity and the 2021 pay freeze, which continued to degrade officer pay in real terms. The three-year CSR settlement (year 3 being indicative at the time to be confirmed at the Police Settlement for that year) was welcomed by CCs to plan more effectively and manage the risks and limitations that single-year grant settlements gave in terms of undermining medium, and longer term, planning. The settlement for the service over the three years includes an additional £800m grant by 2024/25, plus an additional £140m in years 2 and 3 to partly reflect the cost to forces of the 2022 pay award, plus £15 precept flexibility for PCCs in 2023/24 and a further £10m in 2024/25. This potential precept growth is worth approximately £826m by 2024/25.

Although a multi-year pay award was proposed by NPCC in last year's submission to the PRRB, the recommendation made, and accepted, was to implement a set pay award across all ranks impacting more positively on those in the lower pay grades to meet the cost-of-living pressures, as well as support the final phase of delivery of the Uplift. It was recognised there are risks to this approach as a long-term strategy for differential pay bands across ranks.

The 2022/23 spending allocation represented real-terms growth of 2.5% per annum, however this has been set against what has been an increasing and unprecedented rise in the cost of living, a more challenging labour market and other inflationary pressures impacting all forces.

What was then announced at the Provisional Police Settlement for 2023/24 was that, assuming full take up of precept flexibility, overall police funding available to PCCs will increase by up to £523 million next year. This is split over an additional £174 million in government grants, including funding that to enable forces to maintain the 20,000 additional officers beyond March 2023 (with a ring-fence for 23/24 of £275m) and up to an additional £349 million from the proposed council tax precept flexibility, with an increase to £15 of precept flexibility.

2.2 Economic pressures

Over the course of the year, price pressures have become more widespread, reflecting hiring difficulties and associated strong wage growth in the wider labour market, as well as the rise in the prices of energy being passed on and affecting the prices of other goods and services.

Nearly a third of categories in the Customer Price Index (CPI) inflation basket experienced inflation above 10.7% in November 2022. The Bank of England's November Monetary Policy Report commented that 'not all of the recent excess CPI inflation can be attributed to global events'.

Prices are rising faster than wages, an unavoidable consequence of the terms of trade deterioration. Adjusting for inflation, real wages fell by 3.7% in Q3 2022, and there is evidence that households have started to cut back on spending in response, with retail sales volumes falling 1.4% in September to below their pre-pandemic level.

Savings built up during the COVID-19 pandemic that may have helped some households to withstand the impact are concentrated predominantly in households in the top half of the income distribution. Government support, through cost-of-living payments alongside the Energy Price Guarantee (EPG), has cushioned the fall in incomes for households at the bottom of the distribution.

The Office for Budget Responsibility (OBR) forecasts nominal earnings will rise by 5.9% in 2022 and 4.2% in 2023 but fail to keep pace with rising prices. Given higher global energy prices the OBR expects Real Household Disposable Income (RHDI) per person to fall by 4.3% in 2022-23 and 2.8% in 2023-24. The OBR estimates that government support announced this year, including the EPG and cost of living payments, will offset half of the fall in household incomes in 2022-23. The OBR forecasts house prices to fall 9.0% back to around Q3 2021 levels between Q4 2022 and Q3 2024.

The economy shrank by 0.3% in the three months to November 2022 according to the ONS. The OBR now forecasts that the UK is in recession and will remain so for the whole of 2023. The OBR forecasts in their November 2022⁶³ report that annual GDP growth is expected to fall by 1.4% in 2023, before rising to growth of 1.3% in 2024, and stronger growth in 2025 and 2026, of 2.6% and 2.7% respectively.

Reflecting the expected recession, the OBR forecasts the unemployment rate to rise slightly over the forecast period to 4.9% in 2024 and 4.7% in 2025, falling back to 4.1% by Q3 2027. The inactivity rate is projected to rise marginally and remain elevated at 37.0% over the forecast, reflecting increasing inactivity in older age groups. Despite this, the level of employment in 2027 is forecasted to be 3.5% above the level in 2021.

⁶³ Economic and Fiscal Outlook - November 2022

Figure 33: OBR estimates and projections

| | 2022 | 2023 | 2024 |
|-------------------------|------|------|------|
| CPI ⁶⁴ | 9.1 | 7.4 | 0.6 |
| RPI ⁶⁵ | 11.6 | 10.7 | 1.5 |
| Employment (millions) | 32.7 | 32.8 | 32.7 |
| Productivity per hour | 0.3 | -0.8 | 0.9 |
| Average earnings | 5.9 | 4.2 | 1.7 |
| Unemployment (millions) | 1.2 | 1.4 | 1.7 |
| Forecast growth | 4.2 | -1.4 | 1.3 |

The above, whilst estimates, represent a position in 2023 of the potential for further real-terms wage cuts which, when coupled with a tight labour market, are likely to mean upward pressure on pay awards. However, 2024 appears to suggest a return to a more balanced position.

A key facet of 2022 pay negotiations in other sectors has been ability to ballot for industrial action in order to protect living standards as far as possible. Strike action is not an option for officers; this means that they should not be disadvantaged when compared to others who withdraw their services. So many duties within policing are made possible through voluntary effort and cooperation. Any perceived (relative) unfairness is likely to impact on both discretionary effort and morale.

2.3 Contextual effect upon policing

There are a number of wider contextual issues that are impacting on the current and future workforce that need to be considered in relation to workforce requirements and therefore pay and conditions. Ministers have stated they are committed to maintaining the growth of 20,000 officers into 2023/24⁶⁶ as part of their 2019 manifesto pledge. The service is on track to deliver this growth by March 2023. This locks policing into an organisational structure that in the short term constrains the scope for wider workforce transformational change. **A key risk is reverse workforce modernisation and police staff job losses, which may be needed to balance funding shortfalls, brought about by pay and non-pay inflation.**

Recognising the threat of serious and organised crime to the UK, Ministers have also agreed with the service as part of the 20,000 officers to build Regional Organised Crime Unit (ROCU) capabilities (including fraud) with an establishment growth of 725 officers⁶⁷ by March 2023 and, in-principle, a further growth of 425 in 2023/24, subject to agreement by Chief Constables' Council (CCC). Although aligned to risk and threat, this rapid expansion of ROCUs will in the short term put pressures on forces in relation to investigative capability whilst pipelines are developed. Growth and retention will need to run hand in hand.

⁶⁴ Consumer Prices Index – ONS published statistic is the rate at which the price of goods and services bought by households rise and fall, it estimates using consumer purchased by most households.

⁶⁵ Retail Prices Index measure of inflation and not considered the official UK inflation rate for statistical purposes.

⁶⁶ See Home Office Workforce Statistics for baseline calculations.

⁶⁷ Set against a baseline April 2019 see Home Office Workforce Statistics Bulletin for the methodology.

At the end of August 2022 there were 93,288 police staff nationally compared to 86,902 pre-Uplift⁶⁸ funding intended to invest in enabling functions for Uplift. The growth has been across both front line and support functions. The Workforce Capability Assessment (Part 1) shows where forces are investing the additional Uplift resources. Set against this it also shows forces reporting a potential decrease in staff numbers next year compared to the previous years. The biggest area is in police staff investigators, with 14% of forces reporting an anticipated decrease in numbers, followed by 9% in PCSO and 7% in call handler and contact staff numbers.

According to the Crime Survey for England and Wales, traditional crime (all crime except fraud and cybercrime) has fallen by 75% since 1995 but has been replaced by new forms of crime and harm, greater and more complex calls on the service, specifically in the area of safeguarding, with policing by default acting as a response for other public services where demand has outstripped resource. Greater direction on outcomes expected by growth will bring with it implications for the future workforce. Government has yet to set the detailed plan for the expected outcomes following the significant investment in policing over the last 3 years. The 'Beating Crime Plan', introduced by the Home Secretary in 2021, set out the operational priorities reporting to the National Policing Board. This does not set out the wider operational demands for policing nor reflect the radically changing demands.

Additionally, compared to previous years, officers are now also required to devote more time to compliance, e.g., the impact of disclosure rules (DG6) and national crime recording standards (NCRS) which reduces their productive capacity in terms of managing demand. The Home Secretary has commissioned two pieces of work that are likely to inform the requirements of future workforce, the Review of Police Productivity and Efficiency and the CoP's development of alternative initial entry routes into policing, the latter integrally linked to pay and conditions. Both are due to report in 2023 and may impact on skills and investment.

2.4 Cost savings required as part of 2023/24 budgets

There has been significant investment since August 2019 on building the police officer workforce capacity through the uplift of 20,000 officers. To retain this investment, while operating within the current budget for 2023/24, forces will need to also consider cost savings. Forces finance leads have indicated that total deficits at force level are between £0.4bn and £0.5bn, driven by a combination of higher energy costs, a pay award for 2022/23 which was not fully funded and the general effect of inflation and service development needs.

Affordability of the next pay award is a key consideration in both 2023 and 2024. Extra precept flexibility equates to circa £100m across the service which in broad terms is approximately 0.8% on the pay bill across officers and staff. This will vary from force to force depending upon take up of precept. Therefore savings plans are being considered by all forces for 2023/24 and include the following considerations:

- **Loss of staff posts** – posts have grown by 7,000+ during Uplift. Some of these were in direct response to the growth. Nationally we are still 6,000 staff posts below 2010 levels
- **Increased police staff vacancy factors** – overall forces have different vacancy rates for officers and staff which may give them a degree of flexibility, however commitments in terms of officer numbers will require these numbers to be maintained. Vacancy rates have started to grow in the last 6 – 12 months, for example in areas like call handlers. This may in part due recruitment challenges in a strong labour market.

⁶⁸ Source: Home Office Workforce Statistics September 2019

- **Delayed recruitment** – this will always give forces an opportunity for savings but may bring risks on service delivery
- **Delayed capital spend/third party spend reduction** – whilst this may save money, it may undermine service delivery and lead to greater costs in the medium to long term
- **Income generation** – there are some opportunities, but these are not considered significant

All of the above have limits as to their application and all may have an impact on service delivery which will require careful management. Some may also come with a cost of change. The expectation is that 2024/25 will likely see all forces with a deficit to manage. The same options as listed above will apply but may be more difficult to achieve without a greater impact on service delivery.

The table below sets out the budgets agreed for 2023/24 compared to the budgets for 2022/23, showing the breakdown between the government grant and assuming the local precept is at the maximum. It indicates that some forces will receive a greater increase in spending power than others due to differential precept yields.

Figure 34: Budgets agreed for 2023/24 compared to 2022/23

| Police Force | 22/23 | | | 23/24 | | | Cash increase | % Increase |
|----------------------------------|------------------|----------------|-----------------|------------------|----------------|-----------------|---------------|--------------|
| | Government Grant | Precept | Total | Government Grant | Precept | Total | | |
| | £m | | | | | | | |
| Avon & Somerset | 217.3 | 144.8 | 362.2 | 221.2 | 155.1 | 376.3 | 14.2 | 3.90% |
| Bedfordshire | 84.2 | 53.1 | 137.3 | 85.7 | 57.1 | 142.8 | 5.5 | 4.00% |
| Cambridgeshire | 97.9 | 76.3 | 174.2 | 99.7 | 81.6 | 181.3 | 7.1 | 4.00% |
| Cheshire | 141.5 | 91.2 | 232.8 | 144.1 | 98.1 | 242.2 | 9.4 | 4.00% |
| City of London | 74.5 | - | 74.5 | 76.9 | - | 76.9 | 2.4 | 3.20% |
| Cleveland | 113.4 | 43.6 | 157.0 | 115.5 | 46.5 | 161.9 | 4.9 | 3.10% |
| Cumbria | 79.8 | 49.1 | 128.9 | 81.2 | 52.2 | 133.4 | 4.6 | 3.60% |
| Derbyshire | 133.7 | 82.3 | 216.0 | 136.1 | 88.1 | 224.3 | 8.2 | 3.80% |
| Devon & Cornwall | 223.8 | 153.2 | 377.0 | 227.8 | 164.2 | 392.0 | 15.0 | 4.00% |
| Dorset | 81.2 | 77.9 | 159.1 | 82.6 | 83.2 | 165.8 | 6.7 | 4.20% |
| Durham | 105.7 | 42.8 | 148.5 | 107.6 | 46.0 | 153.6 | 5.1 | 3.40% |
| Dyfed-Powys | 62.9 | 66.8 | 129.8 | 64.1 | 70.6 | 134.8 | 5.0 | 3.90% |
| Essex | 212.6 | 143.3 | 355.9 | 216.4 | 154.7 | 371.1 | 15.3 | 4.30% |
| Gloucestershire | 73.5 | 66.2 | 139.8 | 74.8 | 70.5 | 145.4 | 5.6 | 4.00% |
| Greater Manchester | 537.3 | 177.7 | 715.1 | 547.2 | 191.4 | 738.6 | 23.5 | 3.30% |
| Went | 91.0 | 68.1 | 159.1 | 92.7 | 71.9 | 164.6 | 5.5 | 3.40% |
| Hampshire | 242.5 | 167.4 | 409.9 | 246.9 | 179.9 | 426.8 | 16.9 | 4.10% |
| Hertfordshire | 145.9 | 102.2 | 248.1 | 148.4 | 110.3 | 258.7 | 10.6 | 4.30% |
| Humberside | 152.7 | 71.1 | 223.8 | 155.4 | 76.1 | 231.6 | 7.8 | 3.50% |
| Kent | 230.5 | 148.6 | 379.1 | 234.6 | 160.1 | 394.7 | 15.6 | 4.10% |
| Lancashire | 237.3 | 106.4 | 343.7 | 241.6 | 114.3 | 355.9 | 12.3 | 3.60% |
| Leicestershire | 140.2 | 86.5 | 226.6 | 142.7 | 92.5 | 235.2 | 8.5 | 3.80% |
| Lincolnshire | 80.5 | 65.9 | 146.4 | 81.9 | 70.2 | 152.1 | 5.7 | 3.90% |
| Merseyside | 310.3 | 89.8 | 400.1 | 315.9 | 96.5 | 412.5 | 12.4 | 3.10% |
| Metropolitan Police | 2,392.1 | 849.5 | 3,241.6 | 2,434.3 | 905.0 | 3,339.2 | 97.6 | 3.00% |
| Norfolk | 108.7 | 87.8 | 196.4 | 110.6 | 93.3 | 203.9 | 7.5 | 3.80% |
| North Wales | 91.4 | 93.9 | 185.2 | 93.1 | 98.8 | 191.9 | 6.7 | 3.60% |
| North Yorkshire | 94.1 | 86.6 | 180.7 | 95.8 | 92.1 | 187.9 | 7.2 | 4.00% |
| Northamptonshire | 90.8 | 70.2 | 161.1 | 92.4 | 74.8 | 167.3 | 6.2 | 3.80% |
| Northumbria | 281.0 | 61.8 | 342.8 | 286.2 | 68.6 | 354.8 | 12.0 | 3.50% |
| Nottinghamshire | 167.6 | 83.3 | 250.9 | 170.7 | 89.1 | 259.8 | 8.9 | 3.50% |
| South Wales | 200.4 | 152.1 | 352.5 | 204.3 | 160.4 | 364.7 | 12.2 | 3.50% |
| South Yorkshire | 233.8 | 81.6 | 315.4 | 238.1 | 88.0 | 326.1 | 10.7 | 3.40% |
| Staffordshire | 145.2 | 88.3 | 233.5 | 147.8 | 94.6 | 242.4 | 8.9 | 3.80% |
| Suffolk | 86.7 | 64.2 | 150.9 | 88.2 | 68.8 | 157.0 | 6.1 | 4.10% |
| Surrey | 124.4 | 150.8 | 275.2 | 126.6 | 160.1 | 286.7 | 11.5 | 4.20% |
| Sussex | 203.4 | 143.2 | 346.6 | 207.1 | 154.4 | 361.4 | 14.8 | 4.30% |
| Thames Valley | 285.6 | 226.3 | 511.9 | 290.7 | 242.9 | 533.6 | 21.8 | 4.30% |
| Warwickshire | 66.1 | 56.7 | 122.7 | 67.2 | 60.5 | 127.8 | 5.0 | 4.10% |
| West Mercia | 149.6 | 113.7 | 263.3 | 152.2 | 121.8 | 274.1 | 10.8 | 4.10% |
| West Midlands | 559.4 | 136.2 | 695.6 | 569.7 | 148.7 | 718.4 | 22.8 | 3.30% |
| West Yorkshire | 394.0 | 147.9 | 541.9 | 401.2 | 159.6 | 560.8 | 18.9 | 3.50% |
| Wiltshire | 77.8 | 64.4 | 142.1 | 79.2 | 69.1 | 148.3 | 6.1 | 4.30% |
| Total England & Wales | 9,622.3 | 4,932.7 | 14,555.1 | 9,796.7 | 5,281.8 | 15,078.5 | 523.4 | 3.60% |

2.5 Commentary on effect of 2022/23 pay review

NPCC proposal and PRRB 2022 recommendation

NPCC made recommendations for an increase for 2022/23 of 3.5%, as part of a three year pay deal, with subsequent rises of 2.5% and 2%. At the date of the submission inflation was rising, but it was not expected to rise so quickly and by so much. Followed by the start of the war in Ukraine and the growing knock on effect of rising energy and food prices this saw increased interest rates, amongst other inflationary pressures.

Given the changing economic conditions PRRB decided to consider a different approach, with the government also focusing on affordability as a major consideration so that police forces were, in addition to other priorities, able to maximise the number of additional officers they could recruit in order to meet the targets set by Uplift.

The PRRB said 'We would not properly discharge our remit if we were to base our recommendations on pre-determined budgetary considerations alone rather than the needs of the police service, including the other, sometimes competing, factors set out in our terms of reference... However, given the scale of the economic instability it would be unwise to enter an agreement that seeks now to lock the service into specific uplifts for 2023/24 and 2024/25. Therefore, we recommend a one-year pay award for police officers in 2022/23⁶⁹'

The conclusion that the PRRB reached that it was most appropriate to recommend a flat rate rise was understandable as it then allowed "those at the bottom of the pay scale with some protection against the cost of basic necessities and the unprecedented increases in energy prices. Given this, we concluded that a consolidated flat award which has the effect of giving the lowest paid police officers an uplift close to the rising cost of living was most appropriate', [of £1,900].

PRRB also noted that "the Government's announcements on 26 May 2022 regarding a package of support to help the most vulnerable households with the rising cost of living. There is no exact data available, but it is likely that the majority of police officers will only benefit from the universal payments to help with energy bills. While this provision is welcome, we judge from the evidence we have heard that those at the bottom of the police pay scale will still struggle to meet rising household bills".

The value of the £1,900 award to all officers (worth 5% of the officer pay bill and 6% of the police staff pay bill), totalled more than the value of the provision that forces had put aside for the 2022 uplift. This in turn put further pressure on police budgets in year, with the Home Office only meeting approximately half of the unbudgeted costs, with forces self-funding the balance. The effect of the flat rise meant that the more senior officers did not receive the percentage value of the uplift anticipated, and this affected the inspector ranks and more senior ranks.

Although a flat rate rise of £1,900 was undoubtedly more than some officers expected, the staff associations did not necessarily welcome it, given the government pay pause the previous year, current inflation rates and increasing concerns about real term pay cuts for police officers⁷⁰. Like other public sector workers they are pointing to the degradation of pay over the longer term.

⁶⁹PRRB report 2022

⁷⁰ www.polfed.org/news/latest-news/2023/i-invite-the-government-to-refute-our-survey-findings

Some forces still had concerns about the economic pressures on officers and decided, in addition to the 2022 pay award, where they had sufficient headroom, to award a further increase in the form of an allowance increase. Forces with the ability to pay additional regional allowances reviewed their payment policies. Seven out of 10 forces increased the value of their allowance, three forces are now paying at the maximum for their force. This also had the most significant effect upon the lowest paid, as per the flat rate 2023 pay uplift.

Figure 35: Regional allowance summary

| Regional Allowances for Police Officers as at 1st February 2023 | | | | | |
|---|----------------------|------------------------------|------------------------------|------------------|----------------------------------|
| Force | Allowance Category | Current South East Allowance | Maximum South East Allowance | Unused Allowance | Comments |
| Bedfordshire | South East Allowance | £ 1,500 | £ 3,000 | £ 1,500 | Increased by £500 wef 01/07/22 |
| Essex | South East Allowance | £ 3,000 | £ 3,000 | £ - | Increased by £500 wef 01/09/22 |
| Hampshire | South East Allowance | £ 1,800 | £ 2,000 | £ 200 | Increased by £700 wef 01/09/22 |
| Hertfordshire | South East Allowance | £ 2,500 | £ 3,000 | £ 500 | Increased to £3,000 wef -1/04/22 |
| Kent | South East Allowance | £ 3,000 | £ 3,000 | £ - | Increased by £500 wef 01/09/22 |
| Surrey | South East Allowance | £ 2,500 | £ 3,000 | £ 500 | No change |
| Sussex | South East Allowance | £ 1,500 | £ 2,000 | £ 500 | Increased to £2,000 wef 01/10/22 |
| Thames Valley | South East Allowance | £ 3,000 | £ 3,000 | £ - | Increased by £1,000 wef 01/09/22 |
| City of London | London Weighting | £ 2,697 | £ 2,697 | £ - | NA |
| | London Allowance | £ 4,338 | £ 5,338 | £ 1,000 | No change |
| MPS | London Weighting | £ 2,697 | £ 2,697 | £ - | NA |
| | London Allowance | £ 4,338 | £ 5,338 | £ 1,000 | No change |

A consequence of the recommended pay uplift was to trigger a re-opening of the agreed settlement for police staff and extra monies were paid to match the value payable to police officers.

NPCC general concerns about current base pay rates

Over time pay awards have sought to balance external economic factors, the evidence-base of the workforce, impact on service delivery, affordability and taken views of the pay review body into account. Below sets out the historic pay increases set against CPI since 2010. This amounts to a simple cumulative loss of approximately 17% between 2010 and 2022⁷¹.

Figure 36: Annual pay rises set against CPI

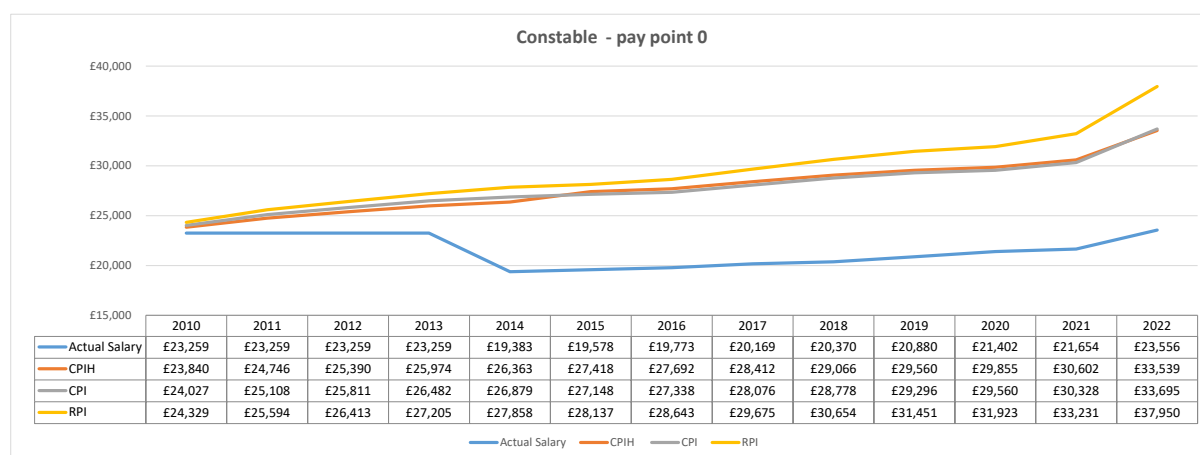
| Year | Pay rise % | CPI % | Difference |
|--------------|---------------|---------------|----------------|
| 2010 | 2.50% | 3.10% | -0.60% |
| 2011 | 0.00% | 5.20% | -5.20% |
| 2012 | 0.00% | 2.20% | -2.20% |
| 2013 | 1.00% | 2.70% | -1.70% |
| 2014 | 1.00% | 1.20% | -0.20% |
| 2015 | 1.00% | -0.10% | 1.10% |
| 2016 | 1.00% | 1.00% | 0.00% |
| 2017 | 1.00% | 3.00% | -2.00% |
| 2018 | 2.00% | 2.40% | -0.40% |
| 2019 | 2.50% | 1.70% | 0.80% |
| 2020 | 2.50% | 0.50% | 2.00% |
| 2021 | 0.00% | 3.10% | -3.10% |
| 2022 | 5.00% | 10.10% | -5.10% |
| Total | 19.50% | 36.10% | -16.60% |

⁷¹ Based on an officer on pay point 7, subject to no pay point increment.

The effect upon each rank varies. For illustrative purposes the impact of this has been set out below for Constables starting salaries and the top pay point, taking into account the Winsor reforms 2011 to 2013 which amended the entry pay points and allowed forces to recruit constables at lower rates initially, albeit not all forces adopted the lower pay point (Pay point 0). The lowest rate for PCDAs was removed in 2022 following recommendations to the review body.

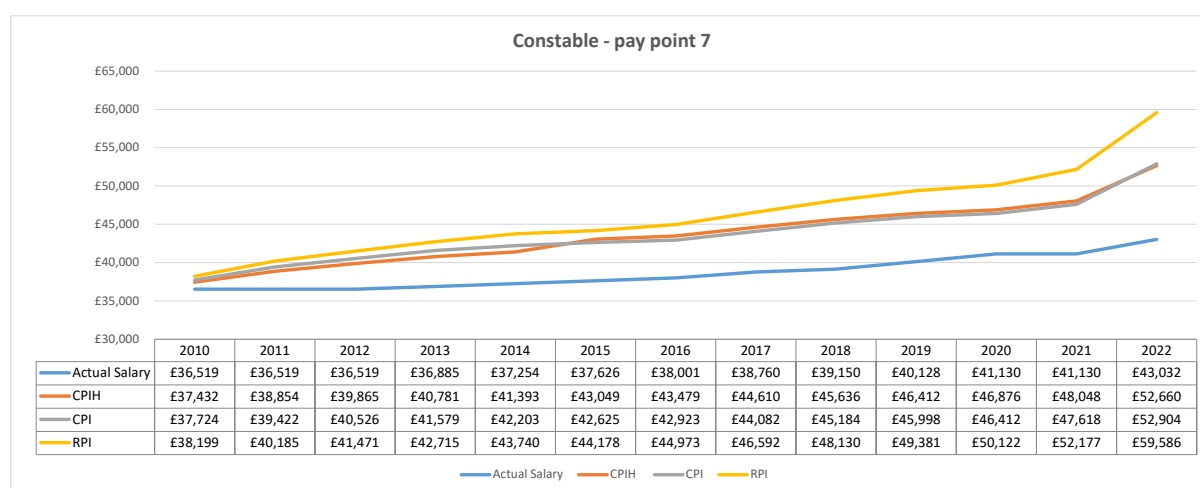
Based on pay point 0, the current pay rate of an officer only exceeded the 2010 pay rate in 2022. To keep pace with CPIH over this period the starting rate for a constable would need to be £33,539 today for initial entry.

Figure 37: Constable entry point - pay point 0 in 2010 mapped against inflation to 2022



Based on pay point 7, the current pay rate for all Constables at the top pay point would now be worth at least £52,660.

Figure 38: Constable entry point - pay point 7 from 2010 mapped against inflation to 2022



A similar difference applies to all other ranks from Sergeant to DCC.

2.6 NPCC position on flat rate awards

NPCC have specific concerns that are set out below in relation to the PRRB's potential approach to this year's pay award, in relation to any consideration of a flat award that it would ask the PRRB to take into account.

1. **Erosion of pay has been across all ranks** - all officers benefit from pay progression, and can receive higher levels of pay and progression if they are promoted, but base pay rates have declined over the longer term relative to inflation. It is apparent that there has been erosion of the pay points for all ranks with both CPI and CPIH inflation outstripping pay rises for over 10 years, meaning that pay rates have not kept pace.
2. **Impact of those on no pay progression** - long service officers have suffered real earnings losses and the competitiveness of pay rates have declined. Most affected by the relative decline of pay rates will be those officers who remain as constables for the whole of their careers, and therefore remain on the top pay point and for whatever reasons, do not seek or gain promotion. Figure 38 illustrates this essentially inflation has slowly diminished the real value of their base pay.
3. **Personal financial impact** - there is evidence that officers are struggling financially. This has been reported by the staff associations and evidenced by forces⁷². The level of inflation and increased interest rates will mean that all our officers are affected, including senior officers, in the short to medium term, with changes becoming even more apparent as mortgage rates rise. The Metfriendly Survey shows that 74% of officers reported financial concerns, and across all ages. They reported concerns about increasing debt (22% reported significant debt outside their mortgage). Key reported themes cost of housing, especially in London South-East, and officers opting out of the pension scheme.

PRRB has asked us to separately provide future evidence in relation to officers taking second jobs to compensate for a lack of earnings. Officers need to declare any such roles. Previous evidence has shown that officers tend to work in areas that might complement their roles, like fitness training or renting out a room, if they own property. They are less likely to take on better paid part-time roles due to the nature of their role, reflecting the hours worked and its shift patterns.

4. **Impact on pay differentials** – flat rate pay awards compress the pay structure. The current pay structure reflects the officer rank structure and provides the ability for regular pay progression, after joining a rank, normally on an annual basis. Relatively, as the value of a flat rate award is the same, the differentials currently remain the same as in 2021, however projected forward adopting the approach more regularly starts to compress the differentials. This is not desirable.

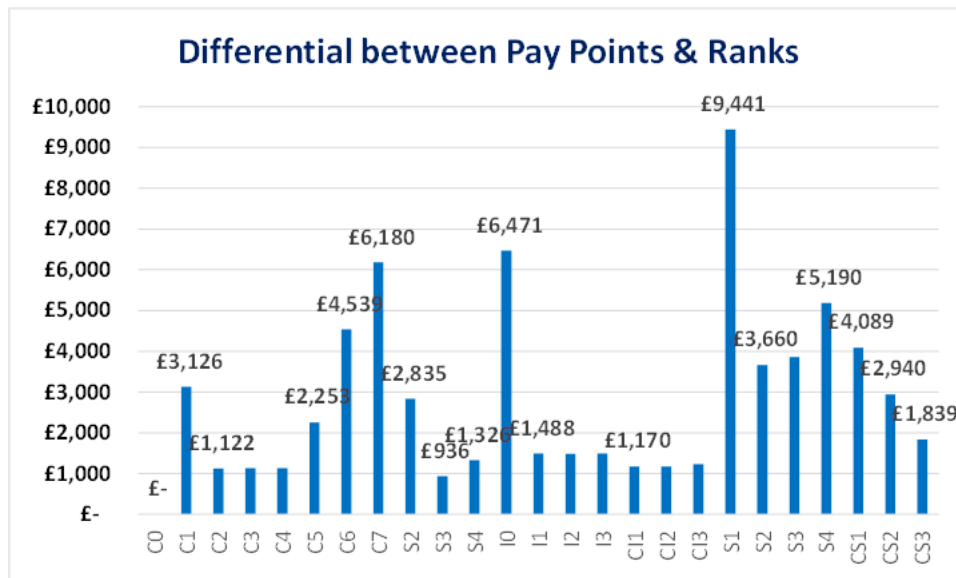
The pay structure within policing is incremental and was designed to encourage pay progression through benefitting those who remain officers for the medium to longer term. This should be preserved and encouraged so that officer gain experience and expertise. The current format largely reflects the reformed structure created following the Winsor reforms in the 2010s. NPCC accepts there is not historically a clear methodology which defines the placement of the pay points and the differentials. Having worked with Korn Ferry to understand the relative placement of the pay points and the shape of base pay curve, we can now design a policy, starting with the

⁷² Met friendly Police Family Finance Index Report October 2022 is an example of a recent survey: This survey of 1,100 officers evidences the effect of the rising cost of living. The survey was carried out in August 2022, when interest rates were 1.75%, CPI inflation was 9.9%

constable rank. The intention is for this to form part of the future activity as outlined in Part 3 and builds on the concerns, of which we understand the PRRB is aware, that some of the differentials are very limited, particularly for the senior federated ranks.

Additionally, the pay structure seeks to retain and where appropriate aims to create more differentiation between ranks looking to encourage progression.

Figure 39: Pay point analysis



5. **Progression and skills retention** - the larger pay increases that officers receive each year will normally reflect pay progression rather than the annual pay uplift, or as a consequence of promotion. A majority of officers will currently receive two pay increases, each year, pay progression as they move up through the pay points attached to their rank, plus the annual pay uplift. Pay progression is more important for officers when rising up through their rank. However officers at the top pay point, like constables at pay point 7, or any senior officer at their top pay point, will be dependent on the annual rise to maintain their standard of living. Therefore, it is important that the annual uplift is preserved as a percentage.
6. **Fairness** - a flat rate rise requires a full equality impact assessment, whether in whole or in part. Last year's rise raised concerns from longer serving, senior officers. Similar concerns would also arise if a PRRB recommendation is split into two parts, for example a flat rate for constables and a percentage for more senior officers. Any such recommendations should be evidence-based.
7. **Wider financial implications** - within policing there is likely a consequence for staff pay and NPCC need to consider the budgetary impact if the staff award is to be replicated. In 2022 the staff award was reopened as a consequence of the PRRB recommendation. Where a flat rate was agreed for staff which mirrored that of officers, the overall % increase in the staff pay bill was greater than for officers.

NPCC do not recommend that a flat rate award be considered in 2023, nor a combination of a flat rate and percentage rise across the ranks.

2.7 NPCC position on affordability in 2023/24

When making its previous submissions NPCC has prioritised affordability. The service has set out the budgets for each force, shared its views on the affordability of an annual pay uplift and recommended the annual pay uplift to be linked to the pre-agreed budget. In this way forces could seek to balance their budgets and plan for the next financial year. Affordability has therefore been a key driver in making decisions on pay, seeking to make improvements to pay and conditions, and more broadly in respect of pay reform.

Affordability is defined by the government by the annual spending review. The current spending review the government has allocated 2% for an annual uplift, payable with effect from 1st September 2023. Individual force budgets will then vary according to the local precept and historic budgetary situation.

The NPCC, with colleagues from APCC, met with the Policing Minister to discuss the annual pay uplift for 2023. The Minister referenced the need for efficiencies, specifically in respect of the need for cashable savings. The Home Secretary has also commissioned the Home Office under the leadership of Sir Steve House to conduct a review. There has been an ongoing requirement by forces to achieve and report on efficiencies and it is recognised the current budgetary situation means that most forces will already need to enact these further. It should be noted forces have budgeted for the annual pay uplift of 2% as advised by PCCs.

The key factors that PRRB took into account to last year remain valid when considering the 2023/24 review, however not always for the same reasons:

- **“The continued high demand on the police service and the increasing complexity of cases and the additional challenges the service faced in the pandemic.”** This pressure clearly continues, with an increasing number of less experienced officers needing to meet a growing demand. With a skills gaps requiring experienced officers needing to tutor and work with their new colleagues.
- **“The priority being given to Uplift and the need for pay to facilitate both recruitment and the retention of experienced officers in support of this ...”** The focus is now switching to retention and maintenance of officer numbers to preserve the additional 20,000 officers recruited during the last 3 years, but recruitment will remain a challenge with levels pre-Uplift in a buoyant market.
- **“Starting salaries and the need to recognise the responsibilities and risks faced by new officers on the front line and attract individuals of the right calibre”.** This has been an issue and forces have generally reacted to this by using the flexibility built into the constable pay scale at the time of recruitment, by offering the majority of new officers pay point 1, currently £26,949. Those offering regional allowances may add the current agreed values to annual salaries. Pay is likely to be an increasing issue for attraction and retention.
- **“The state of police morale, and that a long-term decline in morale will eventually impact on recruitment and retention”.** Staff associations have evidenced this in 2022 in their recent pay and morale surveys. Pay is likely to be an increasing issue for attraction and retention.
- **“The evidence provided on affordability, and that within individual police force budgets there will be some flexibility as to how any award is funded”.** Affordability for 2023/24 is far tighter. The government have allowed for a 2% rise for the pay

settlement and PCCs have directed forces to only allow for this amount. Any unfunded settlement is likely to have considerable impact on budgets and service delivery.

- **“The state of the wider economy, including inflation and indicators of pay”.** Given the continuing pace of inflation, the timing of this submission and likely completion of the PRRB’s report it is not possible for NPCC to give an accurate assessment of the economic situation, although we have above highlighted the economic environment and concerns up to the date of submission.
- **“Targeting: ...We are deeply concerned about the impact on the lowest paid police officers of the substantial increase in the cost of living and the ongoing economic volatility. A rise in the cost of living has a greater impact on the lower paid than those on higher salaries...”** Forces have been very concerned about the general impact of the economic challenges for all officers and have sought to help and advise both officers and staff in a variety of different ways. This has included increasing starting pay within the possible boundaries and regional allowances, while enhancing reward options such as advertising discounts available to officers and staff through salary sacrifice and similar schemes, as well as making available appropriate financial advice. Any further targeting of extra monies to new recruits should take effect as part of the future Work Plan as described in Part 3. Focus now needs to be across all officers.

2.8 Indicative analysis of a pay increase (1 – 10%)

NPCC have not set a recommended pay award within this year’s submission.

Figure 40 below sets out the impact of pay rises across ranks up to 10%, as indicative costs only. NPCC asks the PRRB to take account of the evidence set out in making their recommendation to the Home Secretary, including:

1. the challenges, demands and context of policing
2. community, government and service desire to build on the investment over the last 3 years and maintain the ground gained
3. the challenging economic position nationally, in forces and personally experienced
4. the strategic workforce objectives for pay set out and importantly
5. the cumulative impact over time for officers of pay awards and the very real term cut in pay experienced
6. the fact that police officers cannot withdraw their services (take strike action) and should be compensated accordingly

NPCC recommends the PRRB do not consider a flat pay award, or a combined award of a flat pay rate or percentage for selected ranks, but makes a recommendation for a percentage increase to apply to all ranks, recognising the impact of inflation across all ranks and every household, and its potential consequences as set out above. NPCC acknowledges the challenge the PRRB has of balancing any recommendation against affordability, but also asks it considers the impact of any award not being fully funded on service delivery as outlined in the submission. NPCC consider an award of 2% as initially budgeted goes no way to reflecting the six points above.

Recommendation 1: To increase all pay points for all ranks (Constables to DCCs) from 1st September 2023 by an annual pay uplift by a percentage which is determined by the PRRB in accordance with its terms of reference.

Figure 40: Budget analysis on the impact of pay increases across ranks

| Rank | Pay point or level | From 1 Sep 2022 | Value of 1% Pay Increase | Total base pay 1 Sep 2023 | Value of 2% Pay Increase | Total base pay 1 Sep 2023 | Value of 3% Pay Increase | Total base pay 1 Sep 2023 | Value of 4% Pay Increase | Total base pay 1 Sep 2023 | Value of 5% Pay Increase | Total base pay 1 Sep 2023 | Value of 7.5% Pay Increase | Total base pay 1 Sep 2023 | Value of 10% Pay Increase | Total base pay 1 Sep 2023 |
|---|--------------------|-----------------|--------------------------|---------------------------|--------------------------|---------------------------|--------------------------|---------------------------|--------------------------|---------------------------|--------------------------|---------------------------|----------------------------|---------------------------|---------------------------|---------------------------|
| Constable (appointed on or after 1 April 2013) | 0 | £ 23,556 | £ 236 | £ 23,792 | £ 471 | £ 24,027 | £ 707 | £ 24,263 | £ 942 | £ 24,498 | £ 1,178 | £ 24,734 | £ 1,767 | £ 25,323 | £ 2,356 | £ 25,912 |
| | 1 | £ 26,682 | £ 267 | £ 26,949 | £ 534 | £ 27,216 | £ 800 | £ 27,482 | £ 1,067 | £ 27,749 | £ 1,334 | £ 28,016 | £ 2,001 | £ 28,683 | £ 2,668 | £ 29,350 |
| | 2 | £ 27,804 | £ 278 | £ 28,082 | £ 556 | £ 28,360 | £ 834 | £ 28,638 | £ 1,112 | £ 28,916 | £ 1,390 | £ 29,194 | £ 2,085 | £ 29,889 | £ 2,780 | £ 30,584 |
| | 3 | £ 28,932 | £ 289 | £ 29,221 | £ 579 | £ 29,511 | £ 868 | £ 29,800 | £ 1,157 | £ 30,089 | £ 1,447 | £ 30,379 | £ 2,170 | £ 31,102 | £ 2,893 | £ 31,825 |
| | 4 | £ 30,060 | £ 301 | £ 30,361 | £ 601 | £ 30,661 | £ 902 | £ 30,962 | £ 1,202 | £ 31,262 | £ 1,503 | £ 31,563 | £ 2,255 | £ 32,315 | £ 3,006 | £ 33,066 |
| | 5 | £ 32,313 | £ 323 | £ 32,636 | £ 646 | £ 32,959 | £ 969 | £ 33,282 | £ 1,293 | £ 33,606 | £ 1,616 | £ 33,929 | £ 2,423 | £ 34,736 | £ 3,231 | £ 35,544 |
| | 6 | £ 36,852 | £ 369 | £ 37,221 | £ 737 | £ 37,589 | £ 1,106 | £ 37,958 | £ 1,474 | £ 38,326 | £ 1,843 | £ 38,695 | £ 2,764 | £ 39,616 | £ 3,685 | £ 40,537 |
| Sergeant | 2 | £ 45,867 | £ 459 | £ 46,326 | £ 917 | £ 46,784 | £ 1,376 | £ 47,243 | £ 1,835 | £ 47,702 | £ 2,293 | £ 48,160 | £ 3,440 | £ 49,307 | £ 4,587 | £ 50,454 |
| | 3 | £ 46,803 | £ 468 | £ 47,271 | £ 936 | £ 47,739 | £ 1,404 | £ 48,207 | £ 1,872 | £ 48,675 | £ 2,340 | £ 49,143 | £ 3,510 | £ 50,313 | £ 4,680 | £ 51,483 |
| | 4 | £ 48,129 | £ 481 | £ 48,610 | £ 963 | £ 49,092 | £ 1,444 | £ 49,573 | £ 1,925 | £ 50,054 | £ 2,406 | £ 50,535 | £ 3,610 | £ 51,739 | £ 4,813 | £ 52,942 |
| Inspector | 0 | £ 54,600 | £ 546 | £ 55,146 | £ 1,092 | £ 55,692 | £ 1,638 | £ 56,238 | £ 2,184 | £ 56,784 | £ 2,730 | £ 57,330 | £ 4,095 | £ 58,695 | £ 5,460 | £ 60,060 |
| | 1 | £ 56,088 | £ 561 | £ 56,649 | £ 1,122 | £ 57,210 | £ 1,683 | £ 57,771 | £ 2,244 | £ 58,332 | £ 2,804 | £ 58,892 | £ 4,207 | £ 60,295 | £ 5,609 | £ 61,697 |
| | 2 | £ 57,573 | £ 576 | £ 58,149 | £ 1,151 | £ 58,724 | £ 1,727 | £ 59,300 | £ 2,303 | £ 59,876 | £ 2,879 | £ 60,452 | £ 4,318 | £ 61,891 | £ 5,757 | £ 63,330 |
| | 3 | £ 59,064 | £ 591 | £ 59,655 | £ 1,181 | £ 60,245 | £ 1,772 | £ 60,836 | £ 2,363 | £ 61,427 | £ 2,953 | £ 62,017 | £ 4,430 | £ 63,494 | £ 5,906 | £ 64,970 |
| Chief Inspector | 1 | £ 60,234 | £ 602 | £ 60,836 | £ 1,205 | £ 61,439 | £ 1,807 | £ 62,041 | £ 2,409 | £ 62,643 | £ 3,012 | £ 63,246 | £ 4,518 | £ 64,752 | £ 6,023 | £ 66,257 |
| | 2 | £ 61,404 | £ 614 | £ 62,018 | £ 1,228 | £ 62,632 | £ 1,842 | £ 63,246 | £ 2,456 | £ 63,860 | £ 3,070 | £ 64,474 | £ 4,605 | £ 66,009 | £ 6,140 | £ 67,544 |
| | 3 | £ 62,634 | £ 626 | £ 63,260 | £ 1,253 | £ 63,887 | £ 1,879 | £ 64,513 | £ 2,505 | £ 65,139 | £ 3,132 | £ 65,766 | £ 4,698 | £ 67,332 | £ 6,263 | £ 68,897 |
| Superintendent (promoted to rank on or after 1 April 2014) | 1 | £ 72,075 | £ 721 | £ 72,796 | £ 1,442 | £ 73,517 | £ 2,162 | £ 74,237 | £ 2,883 | £ 74,958 | £ 3,604 | £ 75,679 | £ 5,406 | £ 77,481 | £ 7,208 | £ 79,283 |
| | 2 | £ 75,735 | £ 757 | £ 76,492 | £ 1,515 | £ 77,250 | £ 2,272 | £ 78,007 | £ 3,029 | £ 78,764 | £ 3,787 | £ 79,522 | £ 5,680 | £ 81,415 | £ 7,574 | £ 83,309 |
| | 3 | £ 79,593 | £ 796 | £ 80,389 | £ 1,592 | £ 81,185 | £ 2,388 | £ 81,981 | £ 3,184 | £ 82,777 | £ 3,980 | £ 83,573 | £ 5,969 | £ 85,562 | £ 7,959 | £ 87,552 |
| | 4 | £ 84,783 | £ 848 | £ 85,631 | £ 1,696 | £ 86,479 | £ 2,543 | £ 87,326 | £ 3,391 | £ 88,174 | £ 4,239 | £ 89,022 | £ 6,359 | £ 91,142 | £ 8,478 | £ 93,261 |
| Chief Superintendent | 1 | £ 88,872 | £ 889 | £ 89,761 | £ 1,777 | £ 90,649 | £ 2,666 | £ 91,538 | £ 3,555 | £ 92,427 | £ 4,444 | £ 93,316 | £ 6,665 | £ 95,537 | £ 8,887 | £ 97,759 |
| | 2 | £ 91,812 | £ 918 | £ 92,730 | £ 1,836 | £ 93,648 | £ 2,754 | £ 94,566 | £ 3,672 | £ 95,484 | £ 4,591 | £ 96,403 | £ 6,886 | £ 98,698 | £ 9,181 | £ 100,993 |
| | 3 | £ 93,651 | £ 937 | £ 94,588 | £ 1,873 | £ 95,524 | £ 2,810 | £ 96,461 | £ 3,746 | £ 97,397 | £ 4,683 | £ 98,334 | £ 7,024 | £ 100,675 | £ 9,365 | £ 103,016 |
| Assistant Chief Constable | 1 | £ 107,502 | £ 1,075 | £ 108,577 | £ 2,150 | £ 109,652 | £ 3,225 | £ 110,727 | £ 4,300 | £ 111,802 | £ 5,375 | £ 112,877 | £ 8,063 | £ 115,565 | £ 10,750 | £ 118,252 |
| | 2 | £ 114,306 | £ 1,143 | £ 115,449 | £ 2,286 | £ 116,592 | £ 3,429 | £ 117,735 | £ 4,572 | £ 118,878 | £ 5,715 | £ 120,021 | £ 8,573 | £ 122,879 | £ 11,431 | £ 125,737 |
| | 3 | £ 121,122 | £ 1,211 | £ 122,333 | £ 2,422 | £ 123,544 | £ 3,634 | £ 124,756 | £ 4,845 | £ 125,967 | £ 6,056 | £ 127,178 | £ 9,084 | £ 130,206 | £ 12,112 | £ 133,234 |
| Deputy Chief Constable (small to large) | 1 | £ 124,530 | £ 1,245 | £ 125,775 | £ 2,491 | £ 127,021 | £ 3,736 | £ 128,266 | £ 4,981 | £ 129,511 | £ 6,227 | £ 130,757 | £ 9,340 | £ 133,870 | £ 12,453 | £ 136,983 |
| | 2 | £ 125,550 | £ 1,256 | £ 126,806 | £ 2,511 | £ 128,061 | £ 3,767 | £ 129,317 | £ 5,022 | £ 130,572 | £ 6,278 | £ 131,828 | £ 9,416 | £ 134,966 | £ 12,555 | £ 138,105 |
| | 3 | £ 128,361 | £ 1,284 | £ 129,645 | £ 2,567 | £ 130,928 | £ 3,851 | £ 132,212 | £ 5,134 | £ 133,495 | £ 6,418 | £ 134,779 | £ 9,627 | £ 137,988 | £ 12,836 | £ 141,197 |
| | 4 | £ 131,166 | £ 1,312 | £ 132,478 | £ 2,623 | £ 133,789 | £ 3,935 | £ 135,101 | £ 5,247 | £ 136,413 | £ 6,558 | £ 137,724 | £ 9,837 | £ 141,003 | £ 13,117 | £ 144,283 |
| | 5 | £ 133,983 | £ 1,340 | £ 135,323 | £ 2,680 | £ 136,663 | £ 4,019 | £ 138,002 | £ 5,359 | £ 139,342 | £ 6,699 | £ 140,682 | £ 10,049 | £ 144,032 | £ 13,398 | £ 147,381 |
| | 6 | £ 139,605 | £ 1,396 | £ 141,001 | £ 2,792 | £ 142,397 | £ 4,188 | £ 143,793 | £ 5,584 | £ 145,189 | £ 6,980 | £ 146,585 | £ 10,470 | £ 150,075 | £ 13,961 | £ 153,566 |
| | 7 | £ 142,404 | £ 1,424 | £ 143,828 | £ 2,848 | £ 145,252 | £ 4,272 | £ 146,676 | £ 5,696 | £ 148,100 | £ 7,120 | £ 149,524 | £ 10,680 | £ 153,084 | £ 14,240 | £ 156,644 |
| | 8 | £ 145,221 | £ 1,452 | £ 146,673 | £ 2,904 | £ 148,125 | £ 4,357 | £ 149,578 | £ 5,809 | £ 151,030 | £ 7,261 | £ 152,482 | £ 10,892 | £ 156,113 | £ 14,522 | £ 159,743 |
| | 9 | £ 148,032 | £ 1,480 | £ 149,512 | £ 2,961 | £ 150,993 | £ 4,441 | £ 152,473 | £ 5,921 | £ 153,953 | £ 7,402 | £ 155,434 | £ 11,102 | £ 159,134 | £ 14,803 | £ 162,835 |
| | 10 | £ 150,843 | £ 1,508 | £ 152,351 | £ 3,017 | £ 153,860 | £ 4,525 | £ 155,368 | £ 6,034 | £ 156,877 | £ 7,542 | £ 158,385 | £ 11,313 | £ 162,156 | £ 15,084 | £ 165,927 |
| | 11 | £ 154,503 | £ 1,545 | £ 156,048 | £ 3,090 | £ 157,593 | £ 4,635 | £ 159,138 | £ 6,180 | £ 160,683 | £ 7,725 | £ 162,228 | £ 11,588 | £ 166,091 | £ 15,450 | £ 169,953 |
| | 12 | £ 158,595 | £ 1,586 | £ 160,181 | £ 3,172 | £ 161,767 | £ 4,758 | £ 163,353 | £ 6,344 | £ 164,939 | £ 7,930 | £ 166,525 | £ 11,895 | £ 170,490 | £ 15,860 | £ 174,455 |

Note: This table sets out the underlying rates for all officers in England & Wales. Some London officers, constables appointed prior to 1 April 2013 and superintendents appointed prior to 1 April 2014

Part 3 – Changes to pay and conditions

Part 3 sets out the backdrop to pay reform to date, how the service has focused pay reform to lever change and progress on those measures over time. It describes the existing reward framework, governance and role of the National Reward Team (NRT) as well as progress against priorities over the last 4 years.

It then outlines the NPCC 2023 recommendations in five areas, and the rationale and future focus of the Reward Work Plan that will be developed over the coming months, concluding with the development of future reform.

3.1 Introduction

Throughout this section we have sought to take into account PRRB's comments about wishing to see an overarching strategy, purpose and objectives for the next phase of police pay reform, coupled with advice received since the report from the Secretariat.

As we have explained in recent correspondence with the PRRB we have not formulated a new '*a pay reform strategy*' since the publication of the PRRB report⁷³. Throughout our work we have sought to set out and accompany specific proposals with a clear rationale taking into account the need for overall coherence of the policing pay structure and the PRRB's terms of reference. The governance landscape is set out in the context of the NPCC work during 2022/23.

As you are aware we requested the return of the chief police officer remit group to the SSRB. The Home Secretary confirmed that the 2023 submissions should remain with PRRB for this final phase of anticipated reform and therefore we are submitting the relevant recommendations to PRRB, namely those relating to DCCs and ACCs. We have welcomed the discussions with the Chair of PCF and independent members to facilitate this work which has provided NPCC and other stakeholders with a means to complete this work, which we believe that all parties now see to be open and transparent.

This part of the report presents the following:

- **2022/23 work plan** - considering the effect of the 2022 PRRB report
- **The Regulatory 'Reward Framework' for Police Pay and Conditions** – setting out NPCCs responsibilities in respect to the framework.
- **Changes made to the reward framework under Pay Reform** – explains the origins of the programme and what it has delivered in support of policing strategies.
- **NPCCs process to develop and propose changes to the Reward Framework** – sets out the employer's process and governance. We also comment on the Home Office framework and how it aligns to the NPCC process and the wider governance.
- **NPCC's recommendations to change the Reward Framework** - includes changes to DCC and ACC pay and conditions, chief superintending rank base pay and dog handler's allowance, We also comment on the impact to DCCs of the APCC's proposal to restructure CC base pay.
- **Update on the delivery of the remaining pay reform items** – this includes PPS and TVP, as well as other new items considered in 2022/23.

⁷³ See Appendix 4

- **Update on Police Pensions** - background to changes in police pensions and their workforce impact
- **The NPCC Work Plan for 2023/24** - incorporating items recommended by the PRRB in its 2022 report. We also set out NPCCs future intentions for reform

3.2 Work Plan 2022/23

This section outlines the 2022/23 Work Plan of the NRT, considering the effect of the 2022 PRRB report.

The 2022/23 NRT work plan has been focused on the following areas:

- Continuing work on pay reform items, which were introduced prior to 2022. This includes the PPS and TVP, benchmarking and P Factor
- The Chief Officer reforms
- Preparation for the 2023 NPCC submission, including the 2023 annual uplift proposal
- Work on ongoing and new items presented through PCF or other forums
- Responding to questions and concerns set out in the PRRB's 2022 report

NPCC, along with the Home Office, will have to reflect on the resourcing allocated to future pay reform depending on the ambition of future pay reform strategy. The current team, which amounts to 2-3 people, has been focussed on certain areas this year and therefore not all requests from PRRB are addressed within the submission. However we hope that our efforts to liaise with the Secretariat and PRRB members to facilitate this submission are appropriate and where there are gaps we have set out how we will respond within the 2023/24 Work Plan.

In year requests from PRRB are also impacted by the need for any significant changes in approach or policy needing to be agreed with chiefs, APCC, staff associations and Home Office. The key meetings allowing formal approval take place on a 3 monthly rotation.

3.3 The regulatory reward framework for Police Pay & Conditions

This section outlines what the regulatory 'Reward Framework' is for Police Pay and Conditions and sets out the NPCCs responsibilities in respect to the framework and its regulations.

What the reward framework is

Within the context of Police Regulations 2003⁷⁴ (as agreed by the Home Secretary), police officer pay and conditions are categorised as:

- Base pay⁷⁵
- Allowances
- Working time and hours
- Pension arrangements.

These four components are referred to by the NPCC as the Police Officer Reward Framework, as shown in diagram 41 below.

⁷⁴ Laid out in primary and secondary legislations and determinations

⁷⁵ Determined by the rank structure

As the employer, the NPCC, represented by 43 CCs are responsible for issuing national guidance on the regulations within the reward framework, and when needed, developing proposals to change the regulations.

Figure 41: Reward Framework for Police Officers



Determined by the rank structure *

The NPCC's responsibilities in respect of the reward framework

In respect to the Reward Framework, the NRT, on behalf of 43 CCs, maintain and administer the employer's responsibilities for base pay, allowances and working time and hours. The Pensions Team provide central oversight of Police Pensions. Both teams work to the NPCC lead for Pay and Conditions and work closely together, benefiting from shared governance arrangements under the Pay and Conditions of Service Board (PCSB). Both teams are funded annually as central activities of the NPCC.

The PRRB have previously commented that they strongly supported the need to maintain independent, professional resource and capacity at the centre.

The role of the NRT at the centre, in respect of the reward framework is to:

- Develop employer proposals to change or amend the Police Regulations, which are ultimately submitted to the Home Secretary. In doing so, they:
 - ensure consistency and alignment with Policing Strategies
 - ensure sufficient evidence is submitted in support of the proposal (in line with the NPCC process to evidence its change proposals)
 - balance and prioritise the needs of 43 forces and its multiple stakeholders, seeking to achieve consensus
- Produce national force guidance on Police Regulations
- Provide professional judgement and advice to forces on the interpretation of Police Regulations. The individual force is legally responsible for its application of the regulation as the NPCC is not a legal entity.
- At the request of stakeholders (i.e. staff associations), gather data on forces application of the regulation

Effectively the NRT acts in an advisory capacity and facilitator. **It does not have a mandate from NPCC to enforce changes, unless such a mandate is agreed at CCC.** However it will seek to guide forces in respect of new policy initiatives, write new guidance when new determinations are introduced and advise where it becomes aware of forces operating their local policies in such a way that might raise questions by stakeholders, particularly by other forces or staff associations. In terms of collecting evidence it seeks to collect sufficient evidence from forces that is deemed appropriate to agree reforms and amendments to policies. It does not act as an 'auditor' of HR policies within forces.

When a new determination is signed off, the Home Office require that consensus is achieved with staff associations in respect of the related guidance, otherwise the NPCC cannot proceed.

3.4 Changes made to the Reward Framework under Pay Reform from 2018 - 2022

In response to previous PRRB comments, this section outlines the purpose and origins of pay reform, demonstrating pay and conditions as a lever to help deliver its policing strategies. It outlines its scope and the effect that changing policing priorities have had on it and what was delivered under pay reform.

Purpose and origins of Pay Reform

The majority of changes made to the Reward Framework between 2017 and 2022 were made under the Pay Reform Programme. A programme established by the NPCC shortly after it took responsibility for Pay and Conditions from the Home Office⁷⁶. This programme was initiated to deliver the Pay and Grading strand of 'Workforce Transformation in the Police Service'⁷⁷, a programme of work set up to deliver the workforce elements of the Policing Vision 2025 (PV2025)⁷⁸.

The PV2025 was agreed between the NPCC and APCC and set out the plan for policing over a ten year period. Describing the policing workforce, it said that, 'by 2025 policing will be a profession with a more representative workforce that will align the right skills, powers and experience to meet challenging requirements.' The document 'Workforce Transformation in the Police Service', set out how this aim would be achieved. It outlined a broad range of co-ordinated national initiatives, comprising of six areas of work, including pay reform:

- Attraction and Recruitment into the Police Service
- Professional Development of the Workforce
- Well-being and Engagement
- Leadership in Policing
- Pay and Grading (later referred to as Pay Reform)
- Organisational Development

No additional government funding was provided to deliver pay reform. Any changes to the reward framework needed to be cost-neutral and/or affordable within forces' forecast budgets

⁷⁶ Prior to this, the Home Office were responsible for administering and maintaining Police Pay and Conditions

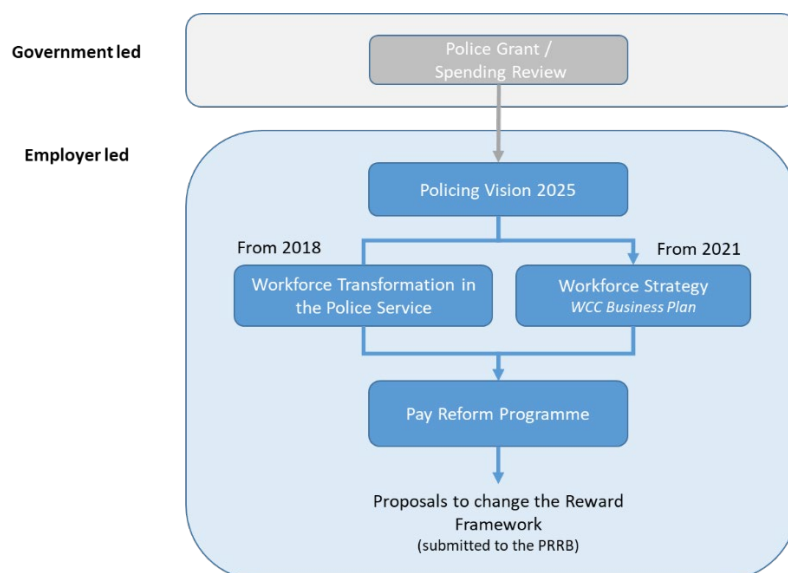
⁷⁷ [Workforce Transformation Baseline document \(npcc.police.uk\)](#)

⁷⁸ [Policing Vision.pdf \(npcc.police.uk\)](#)

and the officer pay bill. Government funding was provided⁷⁹ to fund the original work of the NRT, but now is funded by forces through NPCC.

From 2021, the workforce capacity and capabilities required by the service became known as the workforce strategy, supported by the WCC Business Plan (superseding Workforce Transformation). The Pay Reform Programme and its link to the Policing Vision 2025 is shown in the diagram below.

Figure 42: Pay Reform Programme



The scope of pay reform

The original scope of the programme was to deliver a reward framework, to review the rank and grading structures and deliver a digital platform to communicate the changes. It was agreed the programme would begin with looking at the constable rank, as the largest rank in terms of volume and anticipating the introduction of PEQF, the intention being that once the constable framework was agreed, the principles would be applied to other ranks. CCs agreed to consider simplifying the pay scales wherever possible, with the aim that officers reach the appropriate rate for the rank according to capability linked, if appropriate, to a shorter pay scale than at present. This is a similar approach advocated by Sir Tom Winsor, albeit that these reforms were designed to deliver cost savings.

Very early on, CCs affirmed the rank structure as fit for purpose and affording good operational flexibility, so this element was subsequently removed from the scope of the programme.

In 2018, following scoping work by the NRT in consultation with forces and staff associations, CCC reaffirmed the scope of pay reform, as the following four strands:

- **The Constable framework (base pay policy)** – development of four career stages (by working with the CoP and reflecting the new entry routes). Training, Foundation, Established and Advanced Practitioner. This also incorporated the removal of automatic pay progression⁸⁰.

⁷⁹ Transformation Funding Grant

⁸⁰ Supported by the Treasury

- **P Factor (base pay policy)** – new descriptors, policy intent and valuation, to replace the X Factor⁸¹, a premium which remunerates the exceptional aspects of the role.
- **Benchmarking and the review police officer base pay rates (base pay policy)** – commissioning of independent benchmarking reports to seek a view on all current base pay rates, agreeing the methodology and setting out how the data will be used going forward. With a view to recommending changes to base pay rates.
- **Variable Pay (allowances policy)** – to develop a variable payment which provides sufficient flexibility to deal with workforce challenges now and in the coming years, thereby refining the current temporary targeted payments.

The original requirement to deliver a digital platform to communicate the changes was removed from scope in 2018. It was agreed, forces should be responsible for communicating any subsequent changes, using national messaging, advice and guidance documents issued by the NRT. This approach has since allowed forces to communicate changes in accordance with local practices aligned to their own change programmes, an approach endorsed by forces. It also enables forces to develop local messaging with the support of their local staff association representatives.

In 2019/20, the Chief Officer Remuneration Review commenced in response to attraction and attrition concerns. Although this was progressed as a separate piece of work, the aim was to align it to pay reform, to enable a review of the base pay structure across policing.

Changing policing priorities and its impact on pay reform

As explained in the NPCCs 2022 submission to the PRRB. Since the original scope of pay reform was defined, the NPCC have refocused the programme to take account of changing policing priorities and affordability, as described below:

- CCC acknowledged moving to fewer pay points with potential for faster progression and largescale changes to the pay structure **was unaffordable without central funding**. CCC confirmed it would instead recommend incremental base pay interventions that were affordable within current budgets.
- With the Government’s announcement to recruit an additional 20,000 police officers in England and Wales by the 31st March 2023, pay reform was sequenced and prioritised to underpin the successful delivery of Uplift. Forces acknowledged they were unable to embrace significant pay reform as the same time as recruiting and retaining 20,000 officers.
- In 2020 pay reform was impacted by policing in a pandemic and the subsequent 2021 public sector pay pause.

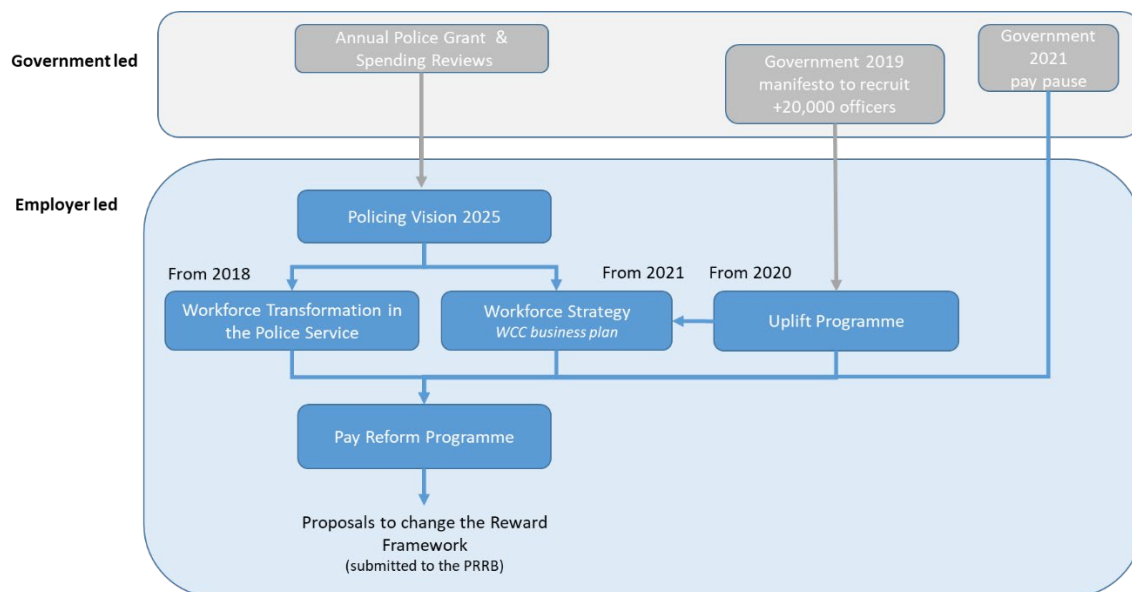
As a result of the changing priorities, CCC revised the design principles of pay reform. Any changes needed to be **fair, flexible, deliverable, and affordable**. A reward purpose was also defined in support of Uplift, proposals for change should help to: **attract the right numbers** to policing, **support the retention of experienced skilled officers**, ensure policing has **the right people in key roles** to deliver on service-wide goals around crime and confidence.

⁸¹ The X Factor was recommended by Winsor in his 2012 report

The refocusing and reprioritising of pay reform was carried out in consultation with staff associations and forces, with forces giving their strong support for the change in focus⁸².

Figure 43 sets out the Pay Reform Programme and the changing policing priorities over time.

Figure 43: Pay Reform Programme and changing policing priorities



What pay reform has delivered:

There has been significant activity to support the strategic objectives for the workforce and progress is summarised below.

- **The PPS** - implemented April 2022, with the first PPS assessments to take place from April 2023 onwards. The link between pay progression and time served has been removed. Officers on an incremental pay scale need to achieve the 'standard' before progressing to the next pay point. The inclusion of mandatory training as part of the standard is delayed, due to Home Office concerns on equality. The NRT are seeking to address these concerns so it can be re-included. They also intend to consider future ambitions for the PPS.
- **The P Factor** – Revised descriptors supported. Proposal developed for a 13% valuation and defined methodology based on its interaction with benchmarking. The valuation and methodology are not yet endorsed by the PRRB. NPCC intend to represent its proposals in the context of starting salaries (considering the PRRB's comments) in their 2024 submission.
- **Benchmarking** - independent benchmarking reports have been completed and the methodology and its interaction with the P Factor defined, setting out how benchmarking data will be used. Incremental changes to base pay rates have been recommended, considering benchmarking data, comprising of:
 - Sergeant level – to remove PP1, endorsed by PRRB, implemented 2020.

⁸² NPCC Employer led consultation 2019: 87% thought that the balance was right between ambition and pace of change; In support of Uplift, 85% thought that the measures would attract the right numbers to policing; and 92% that the measures would help to ensure that the service had people in key roles to deliver the service-wide goals around crime and confidence.

- Constable level – to increase PCDA rate, endorsed by PRRB, implemented 2022.
- Chief Superintending level – to increase PP3. This proposal has yet to be agreed by PRRB and is re-presented in this submission.
- **TVP** - implemented July 2021 on a temporary basis for 2 years, due to Home Office concerns on the equality impact. The NRT are providing data to inform the Home Office’s Equality Impact Assessment, with the intention of seeking permanent legislation.

The NRT developed other proposals for change, which were considered and discounted by CCs due to affordability. Without central funding these proposals could not be recommended by NPCC. These proposals were to:

- Enhance entry route pay for PCDA’s to simplify and harmonise entry level pay
- Enhance pay for constables when deemed fully competent (Established Constable) by removing a pay point, to address rising attrition levels in years 4-6 of service
- Provide greater ability to flex starting salaries to encourage entry of a broader cross-section of older applicants with valuable life experiences, and applications from those with caring responsibilities.

Pay reform has established a framework, which is:

- **Fair** – using independent benchmarking for all ranks to ensure there is a robust evidence base on which to build a fair pay policy programme; and agreed P Factor characteristics which recognise and reward the unique nature of policing.
- **Flexible** – allowing forces to attract and retain officers into roles which are hard to fill or critical to retain through TVPs for critical skills.
- **An objective assessment of competence** – through a PPS, which provides a clear process to break the link between automatic progression and time served.

Taken together, these proposals set in place the foundations of a merit-based pay structure which allows forces to meet challenging operational requirements. The re-scoping of pay reform between 2018 and 2022 is summarised in the table below⁸³

⁸³ During this period, other changes to allowances and working time and hours were delivered as business as usual.

Figure 44: Re scoping of pay reform

| Original deliverable 2018/19 | Re-scoped deliverable 2019/20 | Re-scoped deliverable 2020/21 | Pay Reform delivered 2021/22 | Next steps: |
|---|---|---|---|---|
| <p>Constable Framework</p> <p>Four career stages, incorporating removal of automatic pay progression linked to time served.</p> <p><i>Moving to fewer pay points with potential for faster progression is unaffordable. Advanced Practitioner is removed. The other stages remain.</i></p> | <p>Pay progression</p> <p>No incremental pay if performance is not satisfactory.</p> <p><i>Forces not in a position to adopt a model linked to PDR - limited capacity to deliver this during Uplift & PDR is not an appropriate tool for pay progression⁸⁴.</i></p> | <p>Pay Progression Standard (PPS)</p> <p>Officer does not receive their incremental pay unless they meet the standard – standard defined.</p> | <p>Implemented April 2022, the first PPS assessments will begin to take place from April 2023 onwards.</p> <p>Removed automatic link to pay progression.</p> <p>Inclusion of link to mandatory training is delayed due to Home Office concerns on equality.</p> | <p>To re-include the link to mandatory training & consider the future ambitions of the PPS.</p> <p>To present proposals to the PRRB.</p> |
| <p>P Factor</p> <p>New descriptors, policy intent & valuation⁸⁵ to replace the X Factor. <i>Descriptors supported by the PRRB</i></p> | <p>P Factor</p> <p>Proposed a 12% valuation, with methodology defined. <i>Not endorsed by the PRRB</i></p> | <p>P Factor & Benchmarking</p> <p>Defined & agreed with staff associations:</p> <ul style="list-style-type: none"> • P Factor methodology & its interaction with benchmarking • P Factor 13% valuation (revised from 12%) • Benchmarking methodology & how the data will be used for all ranks <p><i>Not endorsed by the PRRB</i></p> | <p>P Factor & Benchmarking</p> <p>Proposal re-presented & further clarity provided on points raised by the PRRB in their 2021 report.</p> <p><i>P Factor methodology & its valuation not endorsed by the PRRB. Use of benchmarking endorsed, but require further clarity on its application.</i></p> | <p>To re-clarify the application of benchmarking in NPCC 2023 submission.</p> <p>To re-present P Factor valuation & methodology (in context of starting salary pay) and considering PRRB comments</p> |
| <p>Benchmarking</p> <p>Commission Korn Ferry to produce independent reports to seek a view on <u>all</u> current base pay rates, setting out how benchmarking data will be used going forward.</p> <p>PSA commissioned K/F to produce a report on superintending ranks.</p> | <p>Benchmarking</p> <p>All Korn Ferry reports provided (on federated ranks, superintending ranks & chief officer ranks). Methodology outlined.</p> <p>To retain current pay points due to affordability & to present targeted base pay interventions.</p> | | | |
| <p>Targeted Variable Pay</p> <p>A payment to deal with workforce challenges, such as internal recruitment issues (hard to fill)</p> | <p>Targeted Variable Pay</p> <p>No significant changes to the design. <i>Uplift Programme established</i></p> | <p>Targeted Variable Pay</p> <p><i>Refocused in support of Uplift & operational policing. Endorsed by the PRRB, but with concerns.</i></p> | <p>Targeted Variable Pay</p> <p>Implemented July 2021 on a temporary basis, due to Home Office concerns on equality impact.</p> | <p>NPCC to seek permanent legislation from July 2023.</p> |

⁸⁴ A good PDR system is used to develop officers, aid career planning and talent management, which could be undermined if the link with pay is too direct

⁸⁵ The NPCC in their PRRB submission submitted a request for the OME to provide a valuation, but they did not see this as part of their role to provide this

PRRB comments on pay reform

The PRRB in their previous report commented they were disappointed the opportunity to support police transformation was not fully grasped by the service and they expect to receive the overarching strategy, purpose and objectives for the next phase of police workforce and pay reform. They suggested the service should focus on encouraging police forces to embrace pay reform as a lever for achieving the transformation of policing as set out in the Policing Vision 2025. The PRRB also remain concerned about requests to look at individual pay reform measures.

In response to these comments, the NPCC accepts its original ambition for pay reform was far broader, but its scope was realigned, due to both affordability, the impact of the global health pandemic and the focus on the service to recruit an additional 20,000 officers.

The PRRB commented that the service should focus on encouraging police forces to embrace pay reform as a lever for achieving the transformation of policing as set out in the Policing Vision 2025. The NPCC believe this has been partly achieved under pay reform to date. The Workforce Transformation Programme was set up to deliver the workforce aspects of the PV2025. The workforce requirement of the PV2025 was later taken forward in the Workforce Strategy, which superseded the Workforce Transformation Programme. As set out in part 1, and subject to the appropriate remit and resourcing of the NRT, NPCC's focus is now to develop a longer-term pay reward strategy aligned to the national workforce assessment, priorities, capability and leadership gaps, aligned to the PV2030.

In the absence of additional government funding for large scale pay reform changes, the NPCC believe it is necessary to recommend individual (or targeted) pay reform measures which support the delivery of its policing strategies. The NRT review the base pay structure annually and proposals are considered by an open and transparent process, and in line with the NPCC's process to determining its change proposals. This process provides the NPCC with the flexibility to identify, monitor and respond to emerging problems and/or before significant impact. It also helps ensure police pay and conditions remain fair, in-line with the wider job market and ensures the service can better meet the future workforce challenges. This proactive approach also helps embeds the ongoing review of police pay into the NPCC and avoids the need to complete costly periodic reviews.

The need for any proposed changes to the Reward Framework to be consulted on with all forces and with multiple policing stakeholders, combined with a requirement by the Home Office to reach consensus with staff associations, means the approach to change does need to be incremental. The greater the ambition for transformation of the reward framework, the greater will be the requirement to have an appropriately resourced NRT with a clear mandate for change.

3.5 NPCCs process to develop and propose changes to the Reward Framework

The section outlines the NPCCs process to develop and propose regulatory changes to the reward framework. It sets out what the process is, its strategic context and the supporting governance process. It also comments on the Home Office framework and our response to PRRB’s concerns on the wider regulatory governance structure.

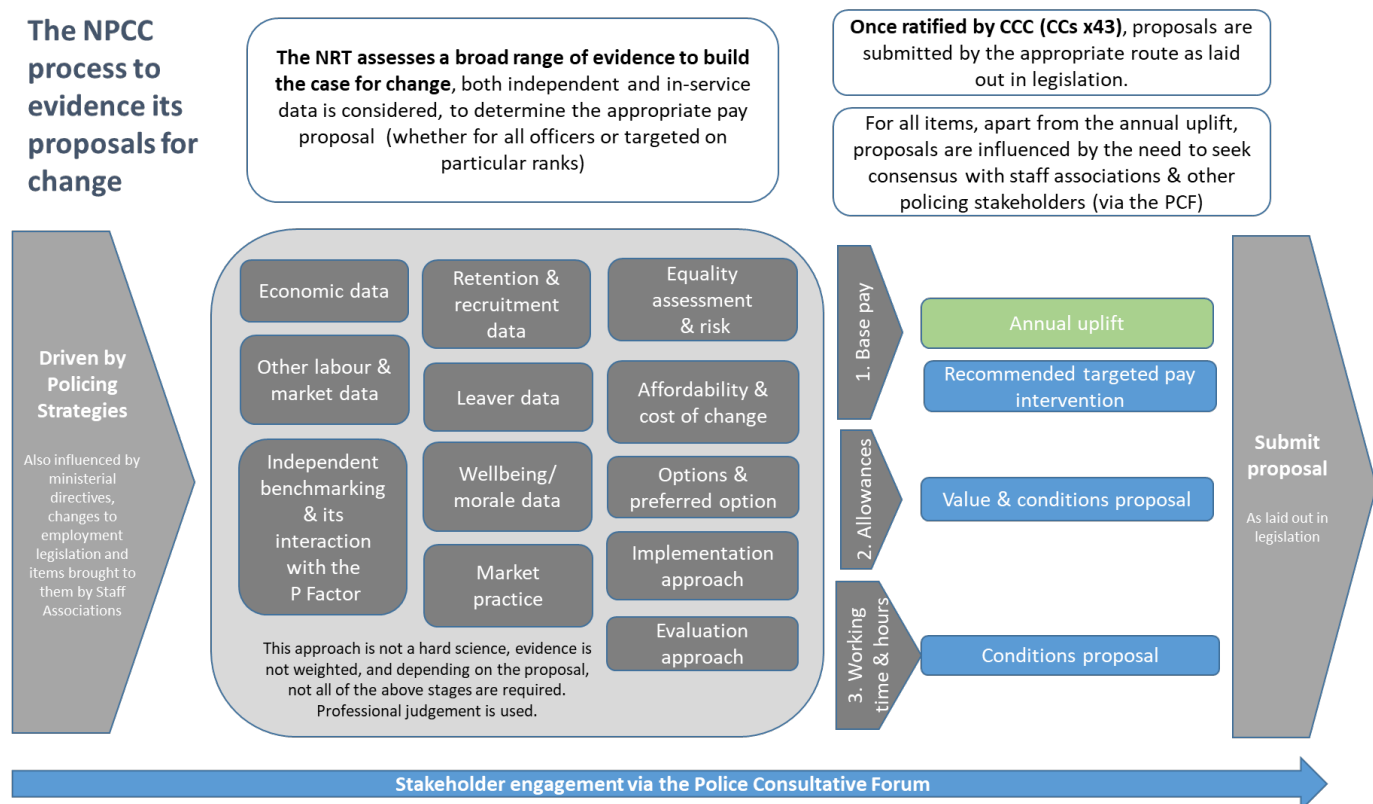
The process

The NPCC have developed a process, endorsed by CCs, to evidence its proposals to change the reward framework. This process was presented to the PRRB in last years’ NPCC submission and has been further refined this year and is presented below. The process is intended to ensure that sufficient evidence/ information is presented to CCC, and then to PRRB, to enable them to make a recommendation to the Home Secretary.

Using this framework, the service develop its proposals for the annual cost of living award (annual uplift), its targeted pay interventions for a particular rank and other changes to pay and conditions. Proposals are presented to stakeholders based on the strength of evidence.

An example where the NPCC process is currently being applied in practice, is with the review of federated ranks annual leave. The application of the process is explained under the 2023/24 work plan.

Figure 45: NPCC Process



Proposals driven by policing strategies

As explained, to date, the Policing Vision 2025 has informed the NPCC workforce strategy and the capacity and capabilities required by the service. Vision 2030 is now in place, agreed by the NPCC, APCC and CoP. It builds on the previous PV2025 and sets out the requirements across policing to deliver against its operational priorities. In December 2022 NPCC published a refreshed Strategic Assessment of the Workforce (SAW) which provides a service-wide overview of the workforce (officers, staff and Special Constables), and it outlines key challenges at a national level and priority actions for the NPCC Workforce Co-ordination Committee (WCC). The WCC Business Plan is intended to develop, maintain and motivate the police workforce in order to:

- Attract the right people
- Retain people appropriately
- Be a competitive employer
- Build local and national capacity and capabilities
- Reflect the distinctive nature of policing (P factor)

These documents and the longer term reward strategy (referred to in part 1) are and will be the driving influencers, to change the Reward Framework. Other influencers, outside of this context, include ministerial directives not identified in policing strategies (e.g. items in the Home Secretary's remit letter), changes to employment legislation and items requested by staff associations (e.g. to review federated ranks annual leave). The annual NRT Reward Plan, which is agreed by the Pay and Conditions of Service Board, reflects the annual requirements of the WCC Business Plan.

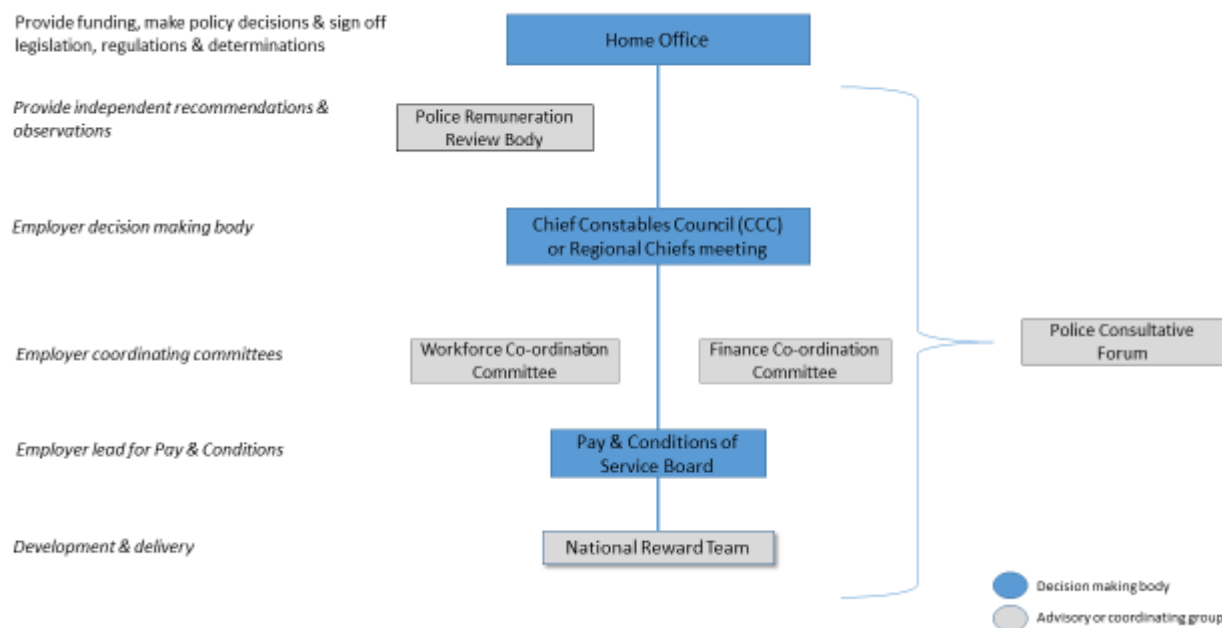
Proposals not driven by funding

A noticeable difference from the process presented in last years' submission is that affordability is no longer the primary consideration. The NPCC view has changed. The principal lens through which changes to the reward framework are considered, is now based on service need. Under pay reform to date affordability constrained the submission of proposals, e.g. removal of a constable pay point to address rising attrition levels in years 4-6 of service. In the future change proposals will be costed as part of the evaluation. The NPCC will determine whether it can afford the change within its existing budgets or whether additional government funding is required. If funding is necessary then it will make a request to the Home Office.

Governance and engagement

The NRT develop its change proposals to amend Regulations/ determination and submit them to the PCSB. The PCSB reports into the WCC, Finance Coordination Committee (FCC) and ultimately CCC. If CCC endorse a change proposal, it is included in NPCCs submission to PRRB, with the intention of seeking a recommendation to the Home Secretary to amend Police Regulations. Alongside this, NRT report to the PCF, with the intention of reaching consensus on its proposals. This is set out in Figure 46 below.

Figure 46: Governance structure



Within the context of the employer process to evidence its proposals to change Regulations/ determinations, the governing roles are described below:

- **Pay and Conditions of Service Board (PCSB)** – this quarterly board provides the NPCC Pay and Conditions lead with clear oversight of the Pay and Conditions portfolio in one governance board, comprising of police officer pay, pensions and related conditions. It has helped to recognise the synergies and interdependencies between the different strands of work. The meetings provide strategic direction, guidance and expertise, providing a well-represented view, endorsing proposed recommendations prior to them being taken to CCC. It recognises the importance of its role in helping to represent the national responsibilities of the employer.
- **Workforce Coordination Committee (WCC)** – proposals are considered in alignment with delivering the workforce strategy and evidence of impact on the portfolio areas.
- **Finance Coordination Committee (FCC)** – any proposals for change are taken to the FCC to ascertain financial impact. Proposals are costed where appropriate.
- **Police Consultative Forum (PCF)** – the NRT seek input into the development of the proposals and the supporting evidence base. The intention is to seek to achieve consensus on the final proposal with staff associations and other stakeholders.

The NPCC seek to achieve consensus on its proposals for change via continuous engagement with its stakeholders.

PRRB comments on governance

PRRB in their 2022 report commented on the complicated and fragmented decision-making infrastructure and asked for the wider architecture to be clarified and simplified.

From subsequent discussions with PRRBs Secretariat, NPCC understand PRRB have clarity on the employer’s governance process described above. Rather their concerns relate to the wider governance architecture surrounding the regulatory change process.

NPCC would also welcome clarity from the Home Office on the wider architecture, specifically, in terms of the role of PCF and its interaction with PRRB. The NRT are unclear on what decisions should be made at PCF, which then require PRRB agreement, and which PCF decisions can be agreed and PRRB is advised. In the past different processes have been applied, for example, the removal of the lowest pay point on the sergeants' pay scale in September 2020. There was consensus via PCF and the Home Secretary agreed it outside of PRRB.

The NRT are aware of and welcome the Home Office's document which seeks to provide a level of clarity in the governance, defining the process of amending regulations/ determinations made under the Police Regulations 2003. It clarifies the scope of PCF, the CoP and the Police Advisory Board. The NRT would welcome a discussion on this document at PCF, particularly to:

- Clarify the items where independent advice is likely not to be required – to define the parameters
- Clarify the practical application of the process – e.g. chair of the PCF seeking a written view from the Policing Minister on whether an item requires independent advice or not.
- Discuss how we can build flexibility into the process, based on priority and in view of the lengthy PRRB cycle.
- Agree how this is reflected in the PCF terms of reference – the NRT would welcome a regular review of the Terms of Reference, agreed by all members, which reflects up to date working processes.

Proposed Home Office framework

The NRT is aware that the Home Office have developed a pay and conditions reform framework, which they are presenting to the PRRB in their submission this year. This framework is intended to support the development of any pay reform initiatives. We believe the Home Office framework and the NPCC process serve a similar purpose, albeit the Home Office requirement is written from the perspective of a legislative position, rather than from a pay and conditions perspective of the employer.

We would welcome working through an example with the Home Office at PCF and other stakeholders, for example on annual leave, to see how their framework will operate on a practical basis. We need to understand how this will affect the design, evidence gathering and consultation process. The evidence we gather under the NPCC process will support the Home Office evidence, but some of the evidence is for the Home Office and other stakeholders to gather. We understand that this should not be viewed as an exhaustive list, the evidence gathered and presented will be dependent on the specific policy item.

3.6 NPCC 2023 recommendations

This section outlines the remaining NPCCs 2023 recommendations, to change the Reward Framework, which have been developed in line with the NPCC process described above. It covers:

- **Deputy Chiefs' base pay reforms, which will be a consequence of recommendations made by APCC in respect of the reforms to chief officer base pay**
- **Changes to the terms of the relocation packages for chief officers**
- **A change to Chief Superintendent base pay, pay point 3**
- **A change to the Dog Handlers' allowance**

3.6.1 Deputy Chief Constable and Assistant Chief Constable reforms

This section outlines proposed reforms which are owned by NPCC as the employer of Deputy Chief Constables and Assistant Chief Constables which require approval of the PRRB. The full details of the proposals can be found in the Chief Officer Remuneration Review, February 2023, which is presented to the PRRB by the APCC. Below, NPCC confirms the purpose of the review and the role of NPCC, the risks, followed by the recommendations, namely changes to the structure of DCC pay scale and amendment to the relocation policy. These changes are intended to be separate from the 2023 annual pay lift which is due to take place in September 2023. The timing of the reforms would need to be considered as part of an implementation plan.

The review of chief officer remuneration

The review of chief officer remuneration was initiated by the APCC working in collaboration with the National Police Chiefs' Council (NPCC), with the engagement of its stakeholders.

The review was commissioned in response to a growing body of evidence highlighting concerns over the attraction and attrition of chief officers arising from pay and conditions barriers, going back as far as 2015. With evidence coming from forces, CPOSA, the CoP, His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) as well as independent global consultancy firms Korn Ferry and Deloitte.

Without sufficient numbers of Chief Officers and aspiring Chief Officers progressing through the talent pipeline, there is a risk the service will not have the breadth of skills and experience needed to provide efficient, effective and inspirational leadership across policing.

To address the attraction and attrition concerns, Korn Ferry in their independent report recommended simplifying the base pay structure of CCs and DCCs. In 2020, APCC, NPCC and CPOSA included the Korn Ferry report and its recommendations in their evidence to the PRRB who urged the relevant parties to commence a review at the earliest opportunity.

The role of the employer

On behalf of CCs, NPCC are responsible and accountable for determining the employer position on changes pertaining to DCCs and ACCs and considering the impact of change on all other ranks.

Due to the co-design and joint ownership of chief officer pay and conditions, it was appropriate for this review to consider CCs, DCCs and ACCs. It is recognised that changes to the pay and conditions for one group may impact upon the recruitment and retention of another. The NPCC review of the Chief Superintending ranks base pay was also integrated into the review, as the throughput rank to Chief Officer. This is described below in section 3.9.

The substantive item in the Chief Officer Remuneration Report is the restructure of CC base pay, which is owned by the APCC on behalf of PCCs. The NPCC have commented on the consequential impact of these proposals to DCCs and all other ranks.

Consensus approach, timeline for review and independent oversight

From the outset of the review, the intention of the APCC and NPCC, as the employers of chief officers, was to seek to reach consensus with all parties where possible, through a transparent approach, with independent challenge, advice and oversight.

The review commenced in mid-2020 and was completed in early 2023. It took longer than originally anticipated due to the government's Public Sector Pay Pause in 2021. The APCC and NPCC agreed there was no appetite to seek the endorsement of recommendations to change chief officer base pay during this period.

The review was completed in two parts. Part one of the review and its recommendations were presented to PRRB in 2021, some of which were agreed. Those that required further development, or more evidence, were carried forward into part two of the review. The recommendations from part one, along with those recommended under part two of the review are presented in this report as a consolidated piece of work.

In response to PRRB comments, an independent panel was established to review the methodology and recommendations of the review. The observations and comments of the independent panel and the governance arrangements put in place are provided in a separate report and have been submitted to the PRRB.

The case for change and the approach to the review is set out in full in the Chief Officer Remuneration Review, February 2023, however for the sake of clarity NPCC would like to re-confirm the purpose and objectives which are shared with the APCC.

Purpose & Objectives

The purpose of the Chief Officer Remuneration Review was to identify recommendations, which when taken together, improve the flow of the talent pipeline into the Chief Officer ranks and once there, encourage throughput through the chief officer ranks.

This will be achieved by delivering the following objectives;

- Remove or lower the obstacles to progression
- Remove or lower the obstacles to mobility
- Motivate and retain chief officers
- Improve consistency across the service

- Improve transparency across the service

Risks

There is a risk that if NPCC do not identify recommendations to address these objectives, the service will continue to have fewer applicants for its chief officer roles. We already know, based on the evidence (CPOSA vacancies survey 2023⁸⁶), that the service has a low number of applicants for its chief officer roles. From 31 forces, the mean number of applicants were as follows:

- ACC – 1 applicant (with 3 forces not receiving any applicants)
- DCC – 2 applicants

Without a sufficient number of suitable applicants, there is a risk, the service might not have the breadth of skills and experience needed to provide efficient and effective leadership across policing.

Restructure and reform of DCC base pay rates

Part 5, sections 9 and 10 of the Chief Officer Remuneration Review sets out the current national pay structure for CCs and DCCs, and then explains work that has been carried out to review and create a new methodology for revised structure. It also sets out the considerations which will form part of an implementation plan

The table below shows how the existing structure compares against the proposed restructure for CCs, with a consequential impact on DCCs. This takes into account the proposal (agreed by PRRB in 2021) to make DCC base pay 82.5% of the relevant CC rate.

| Current Pay Group | No of CCs & DCCs in pay group | 2022 CC base pay | 2022 DCC base pay | DCC pay as a % of CC base pay | Proposed pay group | Proposed CC base pay | Proposed DCC base pay | DCC as a % of CC base pay |
|-------------------|-------------------------------|------------------|-------------------|-------------------------------|--------------------|----------------------|-----------------------|---------------------------|
| 12 | 2 | £206,274 | £158,595 | 76.9% | 3 | £206,274 | £170,174 | 82.5% |
| 11 | 1 | £192,654 | £154,506 | 80.2% | | | | |
| 10 | 1 | £182,436 | £150,843 | 82.7% | | | | |
| 9 | 2 | £179,022 | £148,032 | 82.7% | 2 | £179,022 | £147,694* | 82.5% |
| 8 | 1 | £175,614 | £145,221 | 82.7% | | | | |
| 7 | 3 | £172,218 | £142,404 | 82.7% | | | | |
| 6 | 5 | £168,813 | £139,605 | 82.7% | | | | |
| 5 | 1 | £162,000 | £133,983 | 82.7% | 1 | £162,000 | £133,650* | 82.5% |
| 4 | 7 | £158,595 | £131,165 | 82.7% | | | | |
| 3 | 2 | £155,184 | £128,361 | 82.7% | | | | |
| 2 | 11 | £151,815 | £125,550 | 82.7% | | | | |
| 1 | 5 | £148,371 | £124,530 | 83.9% | | | | |

Notes:

- For CCs, the proposed pay rates are based on the current top national set rate of pay within their proposed pay group.
- For DCCs, the proposed national pay rate is 82.5% of their CC rate of pay.
- The DCC group 3 pay rate has been uplifted to reflect the 82.5% principle (from 76.9%).

To reflect the agreed 82.5% principle, the DCC group 1 and 2 pay rates have had to be readjusted (reflecting a 0.23/0.25% pay reduction - highlighted*). This impacts on 3 DCCs and NPCC would like it to be mitigated in the transition to the new structure.⁸⁷

⁸⁶ Based on current chief officer appointments during 2022

⁸⁷ This would be subject to an EIA

NPCC endorses the findings of the Chief Officer Remuneration Review and asks that the recommendations in relation to DCCs are enacted to achieve the agreed objectives and to mitigate the future risks.

Recommendation 2: PRRB to recommend the restructure Deputy Chief Constable base pay, in accordance with the proposals set out in the Chief Officer Remuneration Review, February 2023 as follows:

- 1. To move from 12 national pay groups to 3 (plus London)**
- 2. To use existing national base pay rates**
- 3. To have one rate of pay for each pay group**
- 4. The national pay rate for each DCC group is based on the top national-set rate of pay within that group (provided that such rate shall be 82.5% of the base rate payable to the Chief Constable in respect of the relevant force)**

Reform of relocation allowance for chief officers

The relocation allowance was specifically considered in the Chief Officer Remuneration Review, due to its link to help deliver the objective, to remove or lower the obstacles to mobility. The background to this reform is set out in full in the Review, together with the evidence for change and the proposal

CPOSA presented a paper to APCC and NPCC outlining a proposal for a scheme to vary the relocation allowance. Their proposal is based upon an existing scheme already in operation within the Ministry of Defence for the Civil Service (non-military). Their proposal will, under limited circumstances, provide flexibility to the CC to permit an allowance that would enable temporary accommodation to be provided in lieu of a full relocation package. This has been endorsed by NPCC in respect of DCCs and ACCs.

The principles, based on the MoD scheme, are as follows:

- The scheme would be limited and only be used to address domestic circumstances or caring responsibilities and not simply because someone did not want to sell their house and move to their new workplace.
- It would be at the discretion of the PCC or CC as to whether, in all the circumstances, an individual should be permitted to have a Delayed Movers Package (DMP) or a Non-Movers Package (NMP).
- The DMP would be used for circumstances likely to be resolved within 24 months. This is the most likely scenario that will cater for most, but not all, circumstances.
- The NMP would be used for circumstances likely to exceed 24 months with the tapering as described in (h) below.
- It is important to define these two distinctly different scenarios to ensure there is transparency and an assessment of each individual's circumstances.
- The revised allowance would include: the cost of suitable accommodation and ancillary costs associated with the rental including council tax, utilities and tax (see below).

- Unlike the MoD scheme, the total sum spent under (f) would be deducted from any final removal expenses should the member seek a full move afterwards and claim the relocation allowance. In other words, the current calculation would be for all reasonable costs to be met for the permanent house move (a), all costs associated with the accommodation for a NMP or DMP (b) would be deducted. Therefore, the member would be reimbursed (a)-(b). Such a calculation would ensure there are no additional costs incurred other than what would currently be permissible to a member of staff who could claim the extant relocation allowance.
- Any allowance would be tapered as follows:
 - Years 1-3 - paid in full
 - Year 4 - 67% of entitlement
 - Year 5 - 33% of entitlement

The scheme attracts tax liabilities, and these will be 'rolled up' and the costs met by the force in a similar way to the existing relocation arrangements.

Recommendation 3: PRRB to recommend amendments to the Relocation Allowance to support chief officer mobility in respect of DCCs and ACCs,

3.6.2 Chief Superintendents' pay point change

The information presented below has been sourced from the Chief Officer Remuneration Review report⁸⁸. This is why the information presented below is in a slightly different format to the rest of this report. The PRRB in their 2022 report requested that the Chief Superintendent pay point change should be considered as part of the Chief Officer Remuneration Review, but as the employer of Chief Superintendents, the recommendation is also presented to the PRRB in this submission as NPCC are the employer. Where 'steering group' is referred, this is the steering group for the Chief Officer Remuneration Review.

Response to PRRB comments 2022

In 2022, the NPCC in their submission to the PRRB recommended an increase to pay point 3 (PP3) of the Chief Superintending rank, which was not endorsed. The concerns of the PRRB and our response to them is outlined below:

- PRRB: 'Considering the proposal in isolation and how it could affect the morale and motivation of lower ranks at a time when there has been a significant increase in the cost of living (this is the same concern that PRRB have for chief officer proposals)'.

As the throughput rank to chief officer, this request was considered as part of the Chief Officer Remuneration Review. The recommendation to pay 103% of the median compared to other public sector roles was compared with the top point, relative to the median with other ranks (up to ACC) and the pay differential with the ACC rank. The superintending rank, chief inspectors and inspectors, sergeants and constables are all

⁸⁸ Submitted to the PRRB by the APCC

paid above the top rate relative to the median⁸⁹. This request is to redress changes which took place in the 2010s during austerity, in terms of the effect of the underlying changes made to the responsibilities, and to ensure the employer pays the right amount for the role and responsibilities. Not doing so, could adversely impact on the morale and motivation of the Chief Superintending rank, which continues to decrease. The employer rewarding the right amount for the role, will also be seen as a positive action by the lower ranks and has been endorsed by PFEW.

- PRRB: 'The police service has not considered increasing the numbers of Chief Superintendents as an alternative to increasing pay levels'.

As the evidence shows, the Chief Superintendent role has significantly changed and the changes affect the evaluated weight of the role, meaning that it must be compared with roles at a higher level, and the base pay should therefore also be changed. If the numbers of Chief Superintendents were increased, this will not change the role profile nor the new weight of the role, which shows an increase in responsibilities. The pay disparity would still apply. Currently the numbers in the superintending ranks are also not due to alter. This has been confirmed by NPCC. As the Uplift officers progress the shape of each force may change, starting with Sergeants, but this will not affect Superintending ranks in the short term. If the numbers of superintendents did change this could potentially affect the award of TVP to some Superintending ranks, depending upon the justification for an award.

- PRRB: "There is no evidence that the current level of pay is having a negative effect on the recruitment or retention of chief superintendents".

Given that the numbers of Superintendents have decreased, there is less need for candidates, so there will potentially be more candidates applying for fewer roles, hence recruitment may not in itself be affected, given that the majority of Superintending officers are sourced through the internal market from forces in England and Wales. The Police Superintendents Association (PSA) have said that for their members the only opportunity to receive more pay is to progress through the ranks and apply for promotion. Officers in England and Wales could consider moving across to other policing bodies, like the MDP and BTP, but these bodies use the same pay scales, albeit at a discounted rate, therefore there is no advantage on moving elsewhere. The PSA Pay and Morale survey shows that the rank is discontented and retention is an increasing concern. Officers are currently more likely to exit policing as soon as they can retire because of pension issues and work pressures, at a time when policing needs to retain experienced officers and build on the success of Uplift.

Review of Superintending rank base pay

The review of superintending ranks base pay was initiated as part of the wider NPCC Pay Reform Programme. As the throughput rank to chief officer level, the NPCC lead for Pay and Conditions agreed with Chief Officer Review steering group members to undertake this review in tandem and conjunction with the review of chief officer pay. This would not only ensure that the principles applied to pay reform would be aligned to chief officer ranks, but that the proposals acknowledge the linear nature of police pay and ensure the options proposed create logical differentials between pay at the senior ranks to motivate officers to progress through the ranks. The terms of reference for the Superintending rank review was agreed by the steering group.

⁸⁹ See figure 48

The evidence

Please note, this section presents the original evidence, presented to PRRB in 2022. It then provides updated evidence and figures as at January 2023 to ensure that the original conclusions were appropriate at the time and continue to be so in 2023.

PRRB Report 2016

The PRRB in their 2016 report commented they had heard a consistent message on their visits to forces that force reconfigurations as a result of austerity had placed additional workload and responsibilities on the superintending ranks. The PSA in their 2016 submission to the PRRB requested consideration of an interim allowance ahead of pay reform, to redress this issue. The PRRB recommended this should be considered.

Korn Ferry benchmarking report 2018

In 2018 PSA commissioned Korn Ferry to conduct an independent benchmarking report of the Superintending ranks, which recommended adjusting the Chief Superintending pay points. Korn Ferry's observations and comments from their report are summarised below:

- There has been a substantial drop in the number of Superintending ranks in the period since 2011, with a particularly sharp drop in the number of Chief Superintendents (47%).
- Job holders have experienced delegation from chief officers and an increased workload, they also have a heightened sense of personal liability, scrutiny and exposure
- The study concluded that there has been some change in the weight of these roles. Smaller Chief Superintendent roles have fallen away and some of the posts at this rank are bigger than seen everywhere in 2011
- National increases in police pay rates have been low compared to the private sector and even to the rest of the public sector
- The 2015 pension scheme is lower in overall value than its predecessor and so total remuneration comparisons against both the general market and the public sector in 2011 are less competitive
- In general terms remuneration at superintending ranks is low in the general market, but close to or above the median in the public and not for profit sectors. It becomes less competitive the bigger the role.

The table below compares 2011 job size findings with 2018, including the comparisons with the ACC rank. For each rank Korn Ferry determined a range of scores according to the specific size of the role of the officers interviewed in each force. The scoring for the rank showed a significant shift upwards, the 2010 lower level of Chief Superintendents being no longer applicable and a new level now applying. At the top of the new total score for Chief Superintendent, it shows the score for problem solving changed, becoming the same level of problem solving as an ACC.

Figure 47: Korn Ferry job size findings

| Rank | 2011 | | | 2018 | | |
|---------------------------|----------|-----------------|-------------|----------|-----------------|-------------|
| | Know How | Problem Solving | Total Score | Know How | Problem Solving | Total Score |
| Assistant Chief Constable | 608 | 50% | 1312 | 608 | 50% | 1312 |
| | 528 | 50% | 1192 | 528 | 50% | 1192 |
| | 528 | 50% | 1142 | 528 | 50% | 1142 |
| Chief Superintendent | n/a | n/a | n/a | 460 | 50% | 1040 |
| | n/a | n/a | n/a | 460 | 50% | 994 |
| | 460 | 43% | 964 | 460 | 43% | 964 |
| | 460 | 43% | 924 | 460 | 43% | 924 |
| | 400 | 43% | 839 | n/a | n/a | n/a |
| | 400 | 43% | 805 | n/a | n/a | n/a |
| Superintendent | 400 | 43% | 839 | 400 | 43% | 839 |
| | 400 | 43% | 805 | 400 | 43% | 805 |

Observations on the table above:

- For Chief Superintendents at the top end of the job size range, the biggest roles face Problem Solving demands which overlap with those formerly carried solely at ACC level.
- For both ACCs and the Superintending rank, the total job sizing has not changed between 2011 and 2018.
- For the Chief Superintending ranks, the total job sizing has increased between 2011 and 2018 and is only 2 points away from the ACC role. This is due to the % of problem solving having increased from 43 % to 50%, now aligned to that of the ACC role.

The table below refers to the number of pay points, the width of the rank pay scale, the gap to the next rank and measures the top pay point to the median for the public sector, the Chief Superintendent rank being the lowest compared to all other ranks.

Figure 48: Korn Ferry: width of rank pay scale and comparison with the market median

| Rank | No of pay points | Range width % | Gap to next rank | Top point rel to median |
|----------------------|------------------|---------------|------------------|-------------------------|
| Constable | 8 | 92% | 3% | 124% |
| Sergeant | 4 | 12% | 14% | 113% |
| Inspector | 4 | 8% | 2% | 117% |
| Chief Inspector | 3 | 4% | 16% | 105% |
| Superintendent | 4 | 18% | 5% | 111% |
| Chief Superintendent | 3 | 5% | 15% | 97% |
| ACC | 3 | 13% | 3+% | 103% |

Observations on the table above:

- An average Superintendent role is paid more than the public sector median but one of the larger roles in rank will only reach public sector median salary at the top point of the scale.
- Chief Superintendents are less competitively paid: The Chief Superintendent rank is paid below the median point (97%) – is it also the only police rank that is paid below the median point.

Based on their findings, Korn Ferry recommended adjusting the Chief Superintending pay points.

CoP Review of Rank Role Profiles - 2019

In 2019 work was commissioned by the CoP and the NPCC to review the rank role profiles. The CoP reviewed approximately 200 key roles across policing. Korn Ferry were asked to design and draft the new profiles, which the CoP agreed through extensive collaboration with forces and staff associations. New role profiles were made available to all forces to encourage consistency of application and competence. Officer role profiles are effectively in two parts the rank profile, plus the relevant specialism, e.g. neighbourhood policing. The rank profiles of the Superintending ranks were agreed at a meeting between the CoP and PSA. The updated rank role profiles showed an increase in the accountabilities and responsibilities for the Chief Superintending rank.

PSA & SANI Pay Survey 2019 & 2022

The PSA & SANI Pay survey was completed by 67% of its members showed that over the period 2018 to 2019, dissatisfaction decreased and satisfaction increased. However, during that time, a relatively high proportion of respondents were promoted to superintendent. These respondents were more likely to be satisfied with their basic pay than respondents who had been in the superintending ranks for more than one year. The survey showed that pay dissatisfaction increased as a respondent moved up the pay points. Chief Superintendents at PP3 were the most dissatisfied with their basic pay. These officers have the lowest pay differential and are the most experienced. In comparison with ACC's, the Oct 2019 NPCC Chief Police Officers Pay and Morale Survey showed that 74% were satisfied or very satisfied with their base pay. No ACCs were dissatisfied with their base pay (42 ACCs completed the survey).

The PSA & SANI 2022 Pay survey shows that morale at this rank continues to decrease across the board, compared to 12 months ago. Findings from the survey are summarised in the table below.

Figure 49: PSA & SANU survey data

| Please rate the level of morale for each of the following: | 2022 | | | 2021 | | |
|--|------|----------------------|------|------|----------------------|------|
| | Low | Neither high nor low | High | Low | Neither high nor low | High |
| Your own morale | 33% | 33% | 34% | 29% | 31% | 40% |
| Morale in your department/command/collaboration | 39% | 34% | 28% | 34% | 37% | 29% |
| Morale in your force | 67% | 26% | 7% | 59% | 34% | 7% |
| Morale in the whole police service | 88% | 11% | 1% | 79% | 19% | 2% |

The survey also showed that:

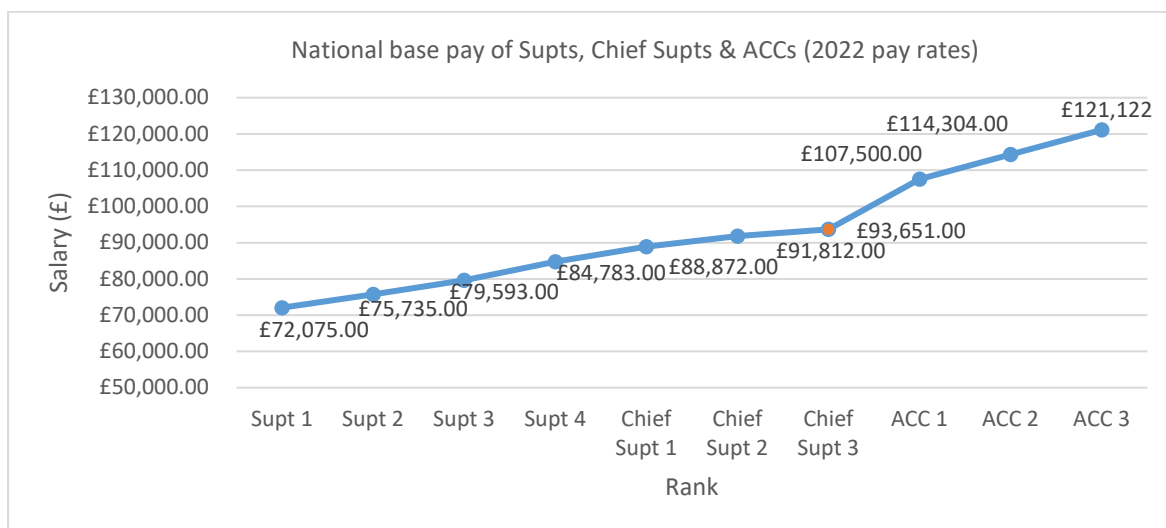
- When officers were asked, how valued do you feel for the work that you do compared to 12 months ago, 53% said less (compared with 44% in 2021)?
- When asked how does your level of personal motivation compare with 12 months ago, 43% said lower (compared with 35% in 2021)

Comparisons with the broader pay structure

When looking at the base pay rate of all other ranks, the Chief Superintendent rank is the only rank, where pay differentials diminish between the pay points. The top pay point for all other ranks has the largest pay differential. The Chief Superintendent rank appears to follow a different pay approach to the other ranks. The pay differentials increase with experience, but with the Chief Superintending pay scale, the pay differentials decrease with experience.

This anomaly is shown in the chart below. When you compare Chief Superintending pay with the ranks either side of it, PP3 dips (highlighted in orange)

Figure 50: National base pay of Supts, Chief Supts and ACCs



Applications to Police National Assessment Centre

Superintendent candidates are able to bypass the Chief Superintendent rank as they can complete the required PNAC training to become an ACC without needing to become a Chief Superintendent. This will be encouraged to increase the number of possible applicants for ACC roles, in the same way that ACCs can apply to become a CC. This is considered a positive approach for the service as it helps to increase the talent pipeline.

If forces still want the Chief Superintendent rank to be attractive, the pay needs to be set according, to reflect the increased spans of control and aligned to the role profile. Not addressing the point on fair pay and with Superintendents now being able to apply to PNAC, could further impact on the morale of this rank - the throughput rank to Chief Officer level.

Workforce data – 2022

Figure 15 shows the supervision ratios and the FTE, for all ranks, from Constable to Chief Officer. The table shows, that over time (from 20207 to 2022), there has been an increase in the supervision ratio of the Chief Superintendent rank, set against a reduction in numbers. Its supervision ratio has increased significantly more than the other ranks, by 0.9, compared

against 0.4 (Constable per Sergeant) and 0.1 (Chief Inspector per Superintendent). The supervision ratio for all other ranks has reduced over time. There are currently 339 Chief Superintendents across the 43 forces as at March 2022.

Korn Ferry report - 2023

Updated benchmarking from Korn Ferry⁹⁰ shows that the top pay point for Chief Superintendents compared with the ranks either side of it, still sits lower in external markets than the top rate for Superintendents and for ACCs, as shown in the table below.

The table summarises updated data received from Korn Ferry, and shows how the current pay points or top of range compares to two markets: All Organisations and the public sector. Public sector market includes central and local government and education, as well as charities. DCCs are not included, as their pay is a proportion of Chiefs and not set independently. Three CC pay rates shown are shown.

Figure 51: Korn Ferry pay analysis

| Rank | Band | Max/salary as % of market |
|---------------------------|------|---------------------------|
| | | Public Sector |
| Chief Constable | 12 | 101% |
| | 9 | 97% |
| | 5 | 97% |
| Assistant Chief Constable | Top | 101% |
| Chief Superintendent | Top | 94% |
| Superintendent | Top | 108% |
| Chief Inspector | Top | 104% |
| Inspector | Top | 112% |
| Sergeant | Top | 110% |
| Constable | Top | 120% |

Looking at the pay system as a whole, the data shows that police pay is most competitive at the front line and least competitive at the top. Korn Ferry say that “some variations are to be expected, due to the history of the system”. However, they observe that there is a “big drop in competitiveness at Chief Superintendent level” shown at 94%.

Korn Ferry believe this is a longstanding anomaly and recommend it is addressed. They commented that their last study in 2019 showed the number of Chief Superintendents had decreased sharply since 2010 and the average size of the job had increased. This has yet to be recognised in pay and is one of the reasons for the competitiveness gap.

The recommendation

Observations of the Chief Officer Review steering group

As a result of austerity, the evidence from Korn Ferry sets out a significant long term, permanent change in the job size of the Chief Superintending rank. Whereas, for both ACCs and the Superintending rank, the total job sizing did not change during this period.

⁹⁰ Korn Ferry Independent Review of Chief Officer Pay – comments on the police pay system 2023

This increase in accountabilities and responsibilities is also recognised by the CoP, in the review of the rank profiles. It is also the only rank where pay differentials decrease with experience, mirrored by an increase in dissatisfaction in basic pay for those at this level. As the gateway to chief officer rank, this rank needs to be incentivised to progress.

This rank has also decreased in numbers, whilst the total job size and the supervision ratios have increased. This reflected the effect of austerity in the 2010s on forces downsizing at all ranks. As a result of forces changing their shape (and the responsibilities attached to the roles, hence the change in the role profile), in terms of the numbers of officers at each rank, one of the greatest percentage changes has been at the Chief Superintendent rank.

Since 2020 PSA and NPCC have regularly discussed whether the numbers of Chief Superintendents will be increased to mitigate the overall effect of the decrease in numbers, and also given the return to 2010 manning levels as Uplift progresses. NPCC confirmed that no change will take place in the next 5 years, therefore making the need to consider the pay rates more important. It is currently not anticipated that, even if some forces do increase the numbers of Chief Superintendents, that overall numbers will increase to the 2010 level.

The risk if not increasing PP3 could impact on the reputation of the service, not being seen as a fair employer. The employer rewarding the right amount for the role, will also be seen as a positive action by the lower ranks.

With superintending ranks also being able to apply for PNAC, the value of the Chief Superintending role needs to be attractive.

Recommendation in 2022

Based on the evidence, the steering group in part one the review supported the case to increase Chief Superintendent PP3, primarily in support of organisational justice and the employer's responsibility to reward the right amount in line with the role profile. This rank carries significant responsibility in the service and needs to be appropriately rewarded. This recommendation will help deliver the objective to lower the obstacles to progressing through the ranks as well as contribute to increasing the morale of this rank, the throughput rank to chief officer. This is a longstanding issue, which precedes pay reform. Korn Ferry recommend it is 'tackled'.

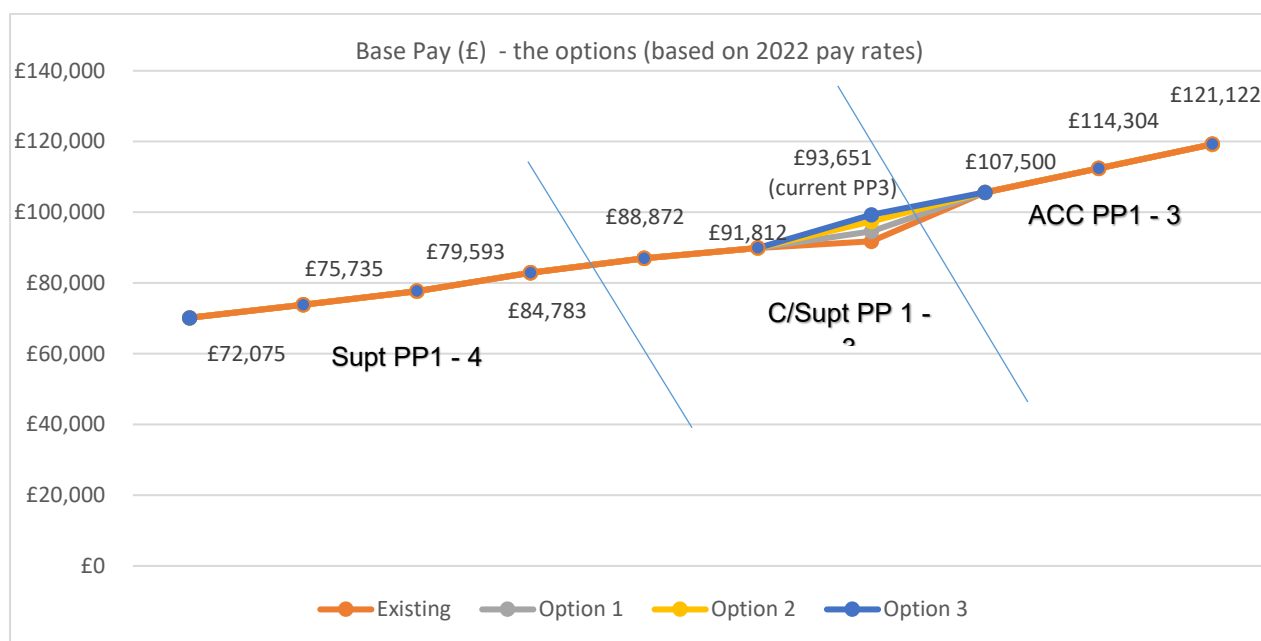
The options for change

The options considered by the steering group were to:

- Move PP3 to 100% of median
- Move PP3 to 103% of median in line with ACC's (who are paid 103% of the median)
- Move PP3 to 105% of median in line with Chief Inspectors (who are paid 105% of the median)

The options are presented in the chart below, with updated data from 2022, showing the three proposed options alongside the Superintending rank base pay and ACC base pay.

Figure 52: The options



Option 2 is the middle option and is the line of best fit. Option 1 is dips in comparison to the pay points either side of it and option 3 is above.

The preferred option of the steering group in part one of the review, which was presented to the PRRB in 2022, was to move PP3 to 103% of the median, to bring Chief Superintendents in line with the public sector benchmarking for ACCs on the basis that this would recognise the importance of the rank, which is the gateway to the chief officer roles, and provide equivalent weighting (which is also the line of best fit).

How this option compares/ impacts on the other ranks

The top pay point of the Chief Superintending rank is the only rank which is paid below the median. The top pay points for all other ranks, from constable to Superintendent are all paid above 103%, ranging from 105% to 137% of the median.

The pay differential between Chief Superintendent and the first ACC pay point is currently £13,851 (2022 data). Increasing the top pay point of the Chief Superintendent by £5,675, will change this differential to £8,176 (ACC PP1) on appointment and for the first year of service in the rank, to £21,796 at pay point 3 (the top of scale). The steering group determined this was a sufficient pay differential, at this rank, to incentivise officers to progress, given that progression for an ACC within the rank is worth £13.8k, effectively over 2 years.

Re-endorsement of the recommendation in 2023

Based on the evidence, the steering group under part two of the review re-endorsed its previous recommendation to increase PP3 by £5,675. This recommendation continues to be endorsed by Korn Ferry.

This recommendation is endorsed by PSA. No concerns were raised by the other staff associations, PCF members or the wider stakeholders.

In December 2022, based on the evidence, CCC re-endorsed the recommendation, supported by APCC.

According to the Police Workforce Census tables for 2021/22⁹¹, there were 159 Chief Superintendents on pay point 3 as at the end of March 2022. Using the 2022 national base pay rate of £93,649 and the proposal to increase it by £5,675 – this recommendation would cost the service circa £902,325. CCC have reconfirmed that this would be funded from existing budgets. This cost is based on national base pay costs only, +43% would need to be added for the full remuneration cost.

The updated market median in 2023

The updated benchmarking data from Korn Ferry changes the context of the NPCC recommendation to increase PP3 to 103% of the market median, in alignment to ACCs.

Korn Ferry data shows, that during the past three years, the scale max for ACCs base salary compared against the market median, has decreased, from 103% to 101%. As has the Chief Superintending rank, from 97% to 94%.

Figure 53: Chief Superintendent and neighbouring ranks – actual max of scale v market

| Role level | Current scale max | Approx total rem | Police remuneration as % of market median | | | |
|----------------|-------------------|------------------|---|-----------|-------------------|-----------|
| | | | Public sector & not for profit | | All organisations | |
| | | | Base salary | Total rem | Base salary | Total rem |
| ACC | 121,122 | 159,980 | 101 | 110 | 84% | 68% |
| Chief Super | 93,651 | 122,683 | 94 | 107 | 75% | 64% |
| Superintendent | 83,655 | 109,588 | 108 | 120 | 91% | 86% |

Note: we see two job sizes or levels of role in Superintendent. The comparison shown here is an average of the two.

In view of this change in context, the NPCC have confirmed that their decision to uplift PP3 by £5,675 (agreed at CCC) still stands. Increasing it by this value will still increase the relativity of PP3 with the other ranks.

In view of the updated benchmarking data, this will now bring Chief Superintending PP3 to 99.5% of the market median.

NPCC recommendation 4: To increase Chief Superintendent Pay Point 3, by £5,675, (to be funded by forces)

⁹¹ Table 6b: - Distribution of Total Pay by pay point: All Chief Superintendents

3.6.3 Dog handlers' allowance

This section provides a summary of work considering the dog handlers' allowance and sets out recommendations. The allowance has normally been included in the remit letter on an annual basis and/or PRRB recommendations, and subsequently uplifted annually in line with the pay award. Last year, the PRRB asked that relevant parties review the requirement to review annually, given that the principle of an annual review is not generally applied across allowances and to review the appropriate level for the dog handler's allowance. The Home Secretary agreed with this. PFEW also asked via the PCF Chair that a review of the allowance was included in the 2023 remit letter from the Home Secretary.

An initial review of the allowance was instigated by the NRT in November 2022 and a report was presented to the Pay & Conditions of Service Board. The review considered whether:

- Is the current rate of allowance appropriate?
- Should the rate of allowance be uplifted annually?
- Is the rate for a second dog appropriate?
- Should this be reviewed as part of the programme of work to review all allowances, as agreed at PCF in December 2022 which forms part of the Reward Work Plan for 2023/24?

Aside from base pay, the only other payment where an annual uplift is considered is London weighting⁹².

Role of dog handler

Dog handlers are a specialist role within policing. All England and Wales forces have a dog unit although some have become a shared resource between collaborated forces. There are currently approximately 949^[2] police dogs at this time. Police dogs provide essential support to front line officers and police staff in a variety of roles.

There are two types of dogs used by dog handlers, a general purpose dog and specialist dog, with a skill, such as searching for drugs or explosives. Forces are now expecting handlers to have one of each type of dog.

The current allowance

The current annual rate for the dog handler's allowance in 2022/23 is £2,520, for one police dog kept at home plus an extra 25% of the annual rate, for each additional dog. The allowance is compensating for working on a rest day. It reflects the extra hour(s) worked by an officer in terms of looking after a dog on a rest day, i.e. the walking of the dog is 'work' and therefore remuneration is appropriate. There is no difference in the level of the allowance between ranks and therefore there is not an exact calculation to calculate the value of the allowance.

The reason for the annual increase relates to long standing custom and practice, linked to the level of the annual pay award. This was confirmed by PFEW to PRRB in 2020 and refers back to 2000.^[3] On a rest day, an officer is still required to walk and train their dogs. A family

⁹² Allowance to compensate officers for working in London where the cost of living is higher.

^[2] Sourced from NPoCC but figure includes BTP dogs. A figure excluding BTP dogs was not available.

^[3] In their 2020 evidence submission to the PRRB, the PFEW wrote 'In July 2000 a Police Arbitration Tribunal (PAT) award recommended that a single allowance of £1,554 be paid to dog handlers all ranks: having previously been paid at a lower rate

member may not walk dogs. The officer is required to walk the dog(s) for at least one hour on a non-working day. Exercise must be carried out appropriately, not to endanger other dogs or members of the public, given that the dogs are trained to react to dangerous situations.

For officers who have two dogs they will not necessarily be able to walk both dogs together, given the working nature of the dogs. Depending upon the individual dogs, they may have different needs and require individual monitoring on any walk, therefore walking both simultaneously may be dangerous. Given this, dog handlers questioned whether the rate for a second dog was appropriate, given that the relevant work would be likely take longer than 25% of the time relating to one dog.

Market practice

Two other public sector bodies use police dogs, British Transport Police (BTP) and Military of Defence Police (MDP). Both pay an allowance, set annually. BTP pay the same rate as policing for one dog and it is uprated in line with officer pay rates. MDP currently pays a lower annual rate, £2,283. Their rates for a second dog are also slightly lower than for policing. The MDP allowance is not reviewed regularly. The Prison Service also uses dog handlers and dogs for searching within the prison environment. However these handlers are recruited externally, specifically to these roles at a salary rate which incorporates the maintenance of the dog, so it is not possible to directly compare the allowance, and remuneration for the role.

Conclusions of review

Based on these findings the conclusions were as follows:

- The current rate of allowance appears to be in line with current practice but the methodology to calculate this should be more transparent and reviewed on a regular basis. A methodology to determine it should be agreed.
- The annual rate of allowance should be linked on an ongoing basis to the annual pay uplift and increased in line with this. NPCC should confirm this in the 2023 submission to PRRB.
- The rate for an additional dog should be reviewed to understand what level of remuneration is appropriate given the increase in the number of dogs being employed by each handler. Further evidence is required.
- The more detailed assessment will be included as part of the programme of work to review all allowances in 2023.

- **NPCC Recommendation 5: NPCC recommend uplifting the current allowance of £2,520 for each dog to be raised in line with the annual pay award for 2023 and thereafter automatically in the same manner.**

for Constables and a higher rate for all other ranks. The same PAT award also recommended that instead of being paid per dog, an additional 25% of the allowance should be paid in respect of each additional police dog cared for by an officer. The PAT award was ratified by Home Office circular 25/2000 (and implemented with effect from 1 July 2000). The Home Office circular also set out that: "this allowance will be updated annually with effect from 1 September 2000 in accordance with the current uprating mechanism, i.e., in line with be paid in respect of each additional police dog cared for by an officer. The PAT award was ratified by Home Office circular 25/2000 (and implemented with effect from 1 July 2000). The Home Office circular also set out that: "this allowance will be updated annually with effect from 1 September 2000 in accordance with the current uprating mechanism, i.e., in line with increases in basic pay".

3.7 Update on the remaining elements of Pay Reform

This section provides an update on the delivery of the remaining elements of Pay Reform, covering the implementation of PPS, TVPs and the P Factor.

3.7.1 Update on the PPS

This section provides an update on the implementation of the PPS, which is intended to strengthen the link between performance and pay progression. It summarises the PPS standard implemented in April 2022, how it differs from the original design, forces preparations for operating PPS from April 2023 and further changes anticipated by NPCC.

The PPS was introduced as part of the Pay Reform Programme. It is designed to enable forces to strengthen the link between performance and pay progression, which fits with the service's ongoing commitment to provide a workforce that focuses on support and professional development. It ensures there is a positive and conscious decision made before progression. The PPS will help to ensure that regular appraisals and development conversations take place and that essential training is provided. A full explanation was included in the NPCC 2022 submission.

Throughout 2022/23 forces started to notify officers that they would be starting to apply the PPS to all progression with effect from 1st April 2023. Under the guidance officers must be given 12 months' notice of their assessment prior to their next progression date.

The PRRB raised concerns in their 2022 report about the lack of rigour or challenge in the initial design and the ability of forces and line managers to be able to implement this reform. The NPCC accept that the initial design was designed to be relatively simple, using existing mechanisms, enabling PPS to be relatively easy to set up and administer, without incurring significant costs. However this will be an important change for officers and increase responsibilities for line managers. It was deemed to be essential to put in a solid foundation that all stakeholders could sign up to and operate. Essentially this is a building block for encouraging appropriate pay progression and competency.

We explain how the PPS will be applied initially, its monitoring and the review that will be instigated to ensure that the original intentions are achieved and to consider the comments of the PRRB. At this point, as this is a new policy and system adopted within each force, we need to be certain that it can operate satisfactorily and that line managers are able to be confident in using it. This update therefore provides an interim report, given that no officers have yet had the PPS applied to them.

The three elements

The PPS consists of three elements that, collectively, constitute 'the standard', as shown below and were outlined in detail in the 2022 NPCC submission. However prior to implementation of the determination the Home Office needed to make a change to the second element, training.

Figure 51: PPS

| |
|--|
| 1. Completion of an annual PDR/appraisal |
| a. A Professional Development Review (PDR or appraisal) has been completed in accordance with the existing force process |
| AND |
| b. For officers up to and including the rank of Chief Superintendent, at the date of confirming compliance with the standard, no formal capability procedure is in place. The Police (Performance) Regulations 2020, Annex F, define these unsatisfactory performance or attendance procedures, which are commonly referred to as the formal processes UPP (unsatisfactory performance procedure) and UAP (unsatisfactory attendance procedure). |
| 2. Training |
| Local training has been completed where appropriate. (Original design specified "Statutory and mandatory" training rather than local) |
| 3. For line managers only |
| Where an officer manages others, that they have completed PDRs and made PPS decisions on behalf of those they directly manage. |

The original design included a reference to statutory and mandatory training. Part of this requirement included the Job Related Fitness Test (JRFT), an aerobic test based on the physiological demands of personal safety training (PST). During 2022/23 NPCC and CoP, commissioned a review of the JRFT following concerns being raised about the equalities of the test. It has been decided that the current JRFT⁹³ should be replaced with a new fitness test. The details are being finalised and the replacement will be tested. However, as the new standard will not rolled out until the testing phase has confirmed it is fit for purpose, we are not able to confirm a new timeline for completion, and when this may be applied. Given this impending change and the need for the JRFT, or its replacement, to be applied to all officers subject to the PPS in a consistent manner, it was decided by the Home Office that the training element would not be initially included in the PPS, except for a reference to local training.

Forces can still add up to two other local training priorities (which can also be tailored to force priorities or roles) to the PPS requirement. Local training priorities are not mandated and are applied at the discretion of a Chief Officer and in accordance with local need. These may not be interpreted to include the JRFT or personal safety training (this is specified in the guidelines at the request of staff associations).

Once the new fitness test is deemed fit for purpose and adopted by NPCC and all forces, the reference to statutory and mandatory training will be added back into the relevant determination and become part of the PPS. It will become effective 12 months after the determination takes place i.e. if this took place say in April 2024, it would be effective after April 2025.

⁹³ [Job-related fitness standards | College of Policing](#)

Administration and monitoring of the PPS process

During 2022/23 the NRT have monitored forces to understand their state of preparedness for starting the assessments of officers. Regular contact has been maintained with local force PPS leads and payroll managers to discuss queries on the guidance, systems and administration. The majority of forces have indicated no concerns. A few forces have not yet been able to complete setting up their new IT systems which will help automate the necessary record keeping. In these cases we have individually advised the forces on how to operate the PPS system until the new local system is available. An ongoing advisory service is available to forces via the NRT enquiries mailbox.

During March 2023 the NRT will reconfirm to forces and payroll managers their duties under PPS, how to apply the exemptions and future monitoring. Forces will not be required to complete quarterly monitoring on a mandated basis but we will work with forces and staff associations to survey on its usage, application and numbers of exemptions granted, establish the key reasons for not progressing, the timing of delays to progression and appeals, and share good practice.

The Home Office will collect information separately through the annual census in April 2024. This will cover the number of officers and protected characteristics of those subject to the PPS, and the number of officers and protected characteristics of those not granted pay progression.

Review of PPS

The NRT work plan for 2023/24 includes a review of the PPS to ensure it is fit for purpose in consultation with staff associations and forces. The terms of reference have yet to be agreed between stakeholders. It is our current intention to recommend that we review the following items and would welcome views from PRRB:

- (Re)Introduction of statutory and mandated training
- Evaluation of consistent application of PDRs or appraisals
- Clarify treatment of constables moving between probation and pay progression
- Reasons for delays to progression, and to learn from good practice
- Appropriate use of the exemptions
- Review of NPCC guidance
- Look to create a toolkit of best practice (including communications)
- Future developments to demonstrate the link between the PPS and progression is vigorous
- Future monitoring of PPS to assess its impact on police performance over the longer term

Based on the evidence above we will then be able to understand how to make future improvements. **An update will be provided in the 2024 NPCC submission.**

3.7.2 Update on Targeted Variable Pay

This section summarises the current status of TVPs including the purpose and benefits of TVPs, market practice across forces (based on payments made between July 2021 and September 2022), policy development and development of new guidelines, and next steps to adopt a permanent determination.

Purpose and benefits of TVPs

TVPs were introduced as part of pay reform. Their purpose was to allow forces, through the use a pay lever, to attract and/or retain officers in roles which it is deemed difficult for a force to recruit and retain (known as a service critical skills payment) , or where a role is deemed to be particularly demanding (known as a recognition of workload). A service critical skills payment can be paid to any rank, up to the rank of chief superintendent. A recognition of workload payment can only be paid to an officer of superintending rank.

Examples of appropriate usage currently include:

- Persistent problems in recruiting officers into detective roles affecting force resilience
- Roles deemed demanding and unattractive due to the nature of the role, like child protection
- Ad hoc problems in recruiting officers into roles in locations which are deemed to be hard to fill and unattractive by officers, for example due to travelling time, travel costs incurred by officers or deprived/disadvantaged areas
- Roles regarded by large numbers of officers as undesirable due to specialist training requirements and/or associated concerns, like firearms
- Payments to superintending rank officers whose role has experienced increasing workload due to delegated command responsibilities and where staff headcount is exceptionally high

These payments are separate from and in addition to an officer's base pay and non-pensionable. They are not an alternative mechanism to compensate for base pay, and should not be described in this manner, nor are they intended as a mechanism to recruit officers from other forces. In essence TVPs are internally focussed to maximise operational policing within each force.

The circumstances where forces may consider such a payment appropriate are one of a suite of options that a force may wish to consider when looking to encourage officers to move into new roles or to retain their services within a specified role. However pay levers will not in themselves be able to always compensate or motivate officers to perform a particular role. Forces should always consider alternative ways to attract and motivate officers, by maintaining resilience within the relevant teams, providing appropriate training and support, and seeking to eliminate differences between roles which are acting as a barrier, particularly where this would promote equality and diversity. The use of a pay lever should not be regarded as a long term answer to a resourcing issue, as the issue is likely to remain unresolved by the use of a TVP as the sole solution.

The PRRB asked whether these payments are seen as an alternative to increasing base pay. This was not the intention and the monitoring we have undertaken does not evidence this is the case. There are instances where payments have been made for some time, particularly those paid to some detective roles. However, this reflects an ongoing recruitment and retention issue for investigators as outlined in Part 1 of this submission and which we discuss in more detail in the 2023/24 work plan. Where a role appears to be attracting an ongoing payment and no mitigation is deemed to be sufficient, there could be a case to consider a

mandated payment. A discussion to this effect will therefore take place in 2023/24 with regard to payments to detectives. This approach is supported by PFEW.

Market practice across forces

The NRT have monitored their usage to understand the reasons that TVPs have been awarded and to be able to help the Home Office fulfil their requirements in accordance with the Public Sector Equalities Act. Data collection is now up to date The Home Office are currently preparing EIAs which are being shared with staff associations to ensure that payments are being made appropriately.

The PRRB has asked about the NRT's responsibilities in respect of monitoring these payments. The NRT acts an adviser to forces when new determinations are introduced, as agreed with the Home Office and staff associations. The NRT has no specific responsibility for the types of payments made, but will seek to provide initial guidance and if requested. Where it is aware of forces acting in such a way that causes concerns from other forces or staff associations it will seek to advise to ensure that practice is consistent⁹⁴.

Currently the majority of TVPs can be categorised as follows:

- Payments to officers in hard to fill detective roles in a specific location or across a force
- Payments to officers to encourage them to take and maintain investigator qualifications
- Payments to line managers acting as tutor constables during Uplift in addition to their main roles
- Payments to officers in hard to fill roles, eg firearms
- Payments to demanding roles, eg superintending and chief superintending ranks in metropolitan areas

To date approximately 6,500 officers have received TVPs during 2022/23 and some 6,750 officers received payments last year during 2021/22.

The key areas that forces have identified that may attract a TVP in 2022/23, in order of current usage, are as follows:

- Investigator roles – 69% of payments
- Firearm roles – 15% of payments
- Tutor roles – 9% of payments

Process to evaluate appropriateness to make payments and development of policies

The process that forces need to follow to ascertain whether a payment is appropriate is described in the NPCC Guidance. Some concerns have been raised by the Home Office and staff associations about the apparent differences in approach adopted by forces. The NRT therefore intend to review the Guidance to ensure that it reflects best practice. Revised Guidance will be issued to accompany permanent legislation when this is enacted.

It is expected that all forces will consider the TVP determination and review the TVP Guidelines to assess when and why payments might be appropriate in their force. In summary the local force process must:

- a) Review the determinations and Guidelines and use these documents to identify which roles might be considered eligible to receive a TVP.

⁹⁴ PRRB asked about the use of TVPs by MPS, which we are aware of, and we understand their usage will be explained within their submission to the PRRB.

- b) Consider the business case for making TVPs, including a cost benefit analysis of making payments to officers identified as possible recipients.
- c) Identify and agree the funding of the payments for the period of time over which it is anticipated payments may be made.
- d) Draft a force policy document setting out the new policy, together with the justification aligned to the determination, including where relevant alignment with the force strategic plan and police and crime plan, an equality impact assessment and appropriate communications documentation for eligible officers.
- e) Define the maximum value of the payment to eligible officers, taking into account current market practice and, if appropriate, local regional practice.
- f) Forces are also advised to consult with the other forces in their region, particularly if a new payment policy is being introduced to avoid distorting recruitment in neighbouring forces.

The current determination does not prescribe the exact value of a TVP that should be paid to each rank or role, except to confirm that the value to an individual officer should not exceed £5,000 per annum under each determination. We intend to extend the Guidance when the legislation is made permanent to give guidance on suitable values. These will be based on current practice. Data indicates:

- The values of payments to detectives are determined by the role and specialism, and are non-rank specific
- Timing of payments varies according to the purpose of the payments. Payments to recognise accreditation or passing exams are one off payments, ongoing roles in hard to fill posts tend to be regular payments, although in some forces an annual payment is made which will enhance retention within the force and between forces

Data received indicates that payments of the maximum value, £5,000, are unusual and reflect specific individual forces and/or officer circumstances.

Next steps and future of TVP

A review of the TVPs is currently being undertaken in conjunction with the Home Office to agree a more permanent approach to TVPs. A business case for their continuation will be submitted to the Home Office by the NPCC PCSB in March 2023.

The Home Office have requested that the permanent determination incorporates a more formal method for defining and assessing which roles are deemed to be eligible, using what they refer to as role evaluation (not job evaluation). This will be designed to ensure consistency in approach both within and across forces. The request reflects concerns that under the current arrangements, roles are not assessed or evaluated to determine what the appropriate levels of pay ought to be, based on the skills, qualifications and levels of expertise required. **An update on TVPs will be provided to PRRB in 2024.**

3.7.3 Update on benchmarking and P Factor

PRRB have asked for clarification of the future use of benchmarking and the application and calculation of the P Factor which were included in the 2022 report. The PRRB asked that the methodology to calculate the P Factor be presented in a more traditional manner, like that used for the Armed Forces. Given that the calculation is based on the constable rank this question will form part of the broader work on the constable pay scale described in section 3.9 on the review of starting salaries and the constable rank, which will form part of the Work Plan 2023/24. This will enable the revised method to be agreed and applied in consultation with all

stakeholders, alongside illustrations of how benchmarking will be applied, while helping develop a longer-term pay and reward strategy aligned to the workforce assessment.

Benchmarking included in this report has been sourced from Korn Ferry and has been used to measure the comparative positioning of the base pay of ranks against the public sector and the general market.

3.8 Pensions update

This section provides an update on pension changes and impact. It reflects that despite the fact that the police pension scheme remains a valuable component of the police reward package, changes to the scheme have raised concern amongst officers around 20,000 of whom have lodged legal claims concerning pension changes.

Pension Reform and Remedy

When the government introduced new public service pension schemes in April 2015 transitional protection was offered to some public service pension scheme members closest to pension age (in police schemes, on the basis of age and service) to allow them to remain in their legacy scheme, while other public service pension scheme members moved into a new reformed scheme on or after 1 April 2015.

In December 2018, the Court of Appeal (in McCloud and Sergeant) judged ruled that the 'transitional protection' offered to some members of the judges' and firefighters' schemes as part of the wider 2015 public sector service pensions reforms, made under the Public Service Pension Schemes Act 2013 (the "PSPA 2013"), gave rise to unlawful discrimination. The Chief Secretary to the Treasury confirmed the requirement for a legal remedy across all public service pension schemes.

The Public Service Pensions and Judicial Offices Act legislates how the government intends to remove this discrimination identified by the courts. It establishes that all eligible unprotected members will be returned to their legacy scheme for their service during the remedy period (from 1 April 2015 to 31 March 2022) and eligible members (including transitionally protected members) will be offered a choice at retirement to receive benefits accrual during the remedy period either in their legacy scheme or the 2015 reformed scheme

For most public service pension schemes the McCloud retrospective remedy (under clause 2(1)) will come into force on 1 October 2023. Since April 2022, all officers, no matter their age or length of service, are members of the 2015 police pension scheme.

Implications of Reform and Remedy

Retirement is the most frequent leaving reason for police officers and most officers traditionally have left the service at 30 years' service or within a year of reaching 30 years. Legacy scheme benefits can still be taken at the same time and in the same way as previously, but, since members achieving 30 years' service will have an increasing amount of 'reformed' service and a reducing amount of legacy service post April 2022.

The 2015 scheme has a normal pension age of 60, with benefits available from age 55 subject to actuarial reduction. Retirement is likely to move increasingly to age 55, the earliest date when benefits from both legacy and reformed schemes can be accessed.

In addition to the above, staff associations have raised an issue which they suggest represents a 'pensions trap' at the age they want to retire. This occurs because the actuarial factors

which determine the value of a 1987 scheme commutation lump sum are actuarial and reduce with age. So members serving beyond 30 years will have a lower commutation rate than previously if they wait until age 55 to take both benefits, but 2015 benefits are deferred to state pension age if retirement takes place before age 55.

Retire and Re-Joiner Schemes

NPCC has reminded forces that members can retire and re-join, thereby securing commutation at a favourable rate and helping address the retirement age issue. This helps forces support Uplift by retaining experienced officers, who may leave for pensions reasons where they might have chosen to continue in service. Officers re-joining can continue to accrue 2015 benefits, as the 2015 scheme has no maximum service, nor a compulsory retirement age. Around 37 forces reported in December 2022 that they were operating such re-joining arrangements, with half restricting access to officers with specialist, specific skills or experience.

Remedy Financial Impact

The current contribution rates for the 1987 Scheme are higher than those in the 2015 Scheme – as such, 1987 transitional members who are returned to the 1987 Scheme under remedy will immediately owe employee contributions in respect of service accrued during the remedy period.

The current contribution rates for the 2006 Scheme are lower than those in 2015 Scheme – as such, 2006 transitional members who are returned to the 2006 Scheme under remedy will immediately become entitled to a return of employee contributions as compensation in respect of service accrued during the remedy period.

Officers placed back in the 1987 scheme will therefore owe contributions dating back to 2015. For a constable, this could amount to gross contributions exceeding £2,000. The Home Office has yet to confirm its preferred option for repayment, which may impact on take home pay for a group of officers with between 17 – 30 years' service currently, all of whom will owe some contributions

Historically, opt out rates have been low. Many schemes are reporting increased levels of opt out from the pension scheme, particularly on joining and while relatively junior in service, often associated with life event changes. In addition, there has historically been a level of opt out by members remaining in service, who have achieved 30 years' service and could not accrue further benefits under the 1987 scheme (but who now can in the 2015 scheme).

Figure 52: Recent information supplied from forces on opt out rates

| Force | % |
|-------------|--------|
| Durham | 1.53% |
| South Wales | 2.77% |
| Notts | 3.57% |
| Lancs | 3.90% |
| BTP | 4.00% |
| Northumbria | 4.20% |
| TVP | 4.50% |
| Cheshire | 5.18% |
| Cumbria | 5.36% |
| Hants | 6.53% |
| Suffolk | 6.59% |
| Herts | 6.78% |
| South Yorks | 7.00% |
| Norfolk | 7.37% |
| North Wales | 7.43% |
| Leics | 9.38% |
| Cambs | 9.80% |
| West Mids | 10.08% |
| Beds | 10.73% |

There is some anecdotal evidence that suggests members are facing increasing financial pressure and see pension contributions as something which can be given up.

Figure 53: Rates for the 2015 scheme

| Pensionable Pay | Contribution |
|---|--------------|
| Under £27,000 | 12.44% |
| More than £27,000 but less than £60,000 | 13.44% |
| More than £60,000 | 13.78% |

These rates are at least twice the rates of contributions into a typical defined contribution scheme and more than other public service schemes. Whilst this may reflect the better benefits and accrual of the police scheme and are paid on a net pay (before tax) basis, they nevertheless represent a significant deduction in addition to income tax, national insurance and Federation subscriptions.

Members who have opted out are re-enrolled every 3 years under auto-enrolment. The next major re-enrolment takes place in 2023.

3.9 Work Plan for 2023/24

This section outlines the new items to form part of the NRT Work Plan for 2023/24 that reflect the strategic drivers and key objectives for the workforce as set out in Part 1. It includes items which have been added which reflect work arising in 2022/23 and, items added following receipt of the PRRB's 2022 report.

Pay and conditions are one driver to meet the workforce strategy. The PRRB have raised concerns that NPCC have not sought to maximise this leverage. The initial benchmarking through Korn Ferry was a solid foundation for the initial approach and activity to be based on. The combination of the government's direction and timescale on officer growth and pandemic have had an impact on the work programme. That said considerable progress has been made and presented to date and is contained within the submission.

Part 1 sets out the immediate and medium term challenges for the service, with a focus on attraction and retention to the service both in terms of new recruits but existing skills and experience. The current market forces and regional challenges, specifically in London, making this more acute, if the aim is to develop, maintain and motivate the police workforce. These are the challenges the NPCC remuneration strategy needs to meet.

Developing a longer-term pay and reward strategy aligned to the workforce assessment to meet the capability and leadership gaps is a priority for NPCC. This work plan will seek to meet the key objectives:

- ✓ **Remaining a competitive employer in the current and future labour market to attract high calibre workforce maintain the 20,000** - *the offer must remain competitive if we want to maintain and improve quality.*
- ✓ **Being an 'employer of choice', attracting diverse talent, to maintain the progress on workforce representation** - *it is as much about public perception of policing intertwined with the wider offer to the employer as it is about the pay and reward offer.*
- ✓ **Retaining a skilled workforce, developing strategies focused on key points of attrition to support maintenance of the 20,000 and a return on investment** - *focus on starting salaries and the constable pay scale will be important, together with a competitive pay and targeted pay to maintain resilience and support effective line management and leadership of a reshaped organisation*
- ✓ **Building specialist and investigative capability to meet current and future demand** – *targeted payments have a significant part to build and retain capability in the short term but need a longer term strategy.*

Future Work Plan

The agreed work plan will need to ensure that it is appropriately resourced, that the resource (in size) will reflect the scale and scope of the ambition, the mandate and remit is clearly articulated by the Home Office and NPCC and, based on clear and unambiguous governance.

The future work plan, the broad areas of which are outlined in draft below, is based on current resourcing, and will seek to address the key workforce objectives building on work during 2022/23 and is currently intended to include:

- Review of allowances
- Review of annual leave entitlement for federated ranks
- Starting salaries for constables and review of constable base pay (includes confirmation of approach on benchmarking and P Factor)
- Mandating allowance for detective investigators
- Review of remuneration for cyber and digital officers
- Implementation of chief officer pay and conditions reforms
- Ongoing review of PPS (activity explained above in section 3.7.1)
- Business case for permanent TVPs if not completed in 2022/23 (activity explained in section 3.6.5 above)

Review of allowances

Police officer allowances are set out in Annex U under Regulation 34 and are made up of general, role based, geographical and discretionary allowances. A full list of allowances, including their value and when they were last reviewed is shown in Appendix 5. Currently allowances are reviewed on an ad hoc basis, determined by the Home Secretary's remit letter to the PRRB or at the request of the employer, both influenced by requests from staff associations.

The PRRB, in their 2022 report, expressed their disappointment that the NPCC had been reluctant to conduct a review of allowances as part of its reform programme. A review was considered and discussed with forces during the initial stages of pay reform in 2018/19, however no specific concerns were raised by forces, and it was decided to focus on delivering the agreed items of Pay Reform.

NPCC accept they should review officer allowances on an ongoing basis to ensure they are fit for purpose in terms of fairness, design, value, appropriateness, market practice and legally compliant within the context of the remuneration framework.

In 2023, the NRT have agreed with the PCF, that they will define a review schedule. The review will determine and prioritise an appropriate review date/timeline for each existing allowance. Once this date is set, the allowance will then be reviewed on an ongoing cyclical basis. On behalf of the employer, the NRT will lead this piece of work, in continuous engagement with staff associations. A working party will be convened, to define the schedule, which will then be presented to the PCF with the intention of reaching a consensus. There is no requirement to seek sign off of the review schedule from the PRRB.

The review will also document the overarching process, setting out how the review schedule will be applied and any subsequent changes to the allowances proposed. The intention is, that once the review schedule becomes effective, a working group would convene to review the allowance(s) which are due for review in that year. Any subsequent proposals for change, where appropriate, would be subject to the NPCC's process for assessing changes to the reward framework. The proposals would then be presented to the PCF, with the intention of reaching a consensus, where there are differing views, these along with the reason(s) will be recorded. The NPCC would then present the proposal for change in its submission to the PRRB, with supporting evidence presented by other parties in their submissions.

It is anticipated, that the review schedule will help inform future PRRB remit letters from the Home Secretary. For example, if the review schedule determined that the motor vehicle allowance should be reviewed in 2026, PCF members would expect the 2026 remit letter to reference this.

The NPCC are aware that the Home Secretary in her most recent remit letter to the PRRB, noted that the Home Office's evidence will provide direction on how allowances should be considered as part of the overall remuneration package, while noting the wider context of pay for 2023/24. In the PRRB's consideration of this, the NPCC hope that the 2023 review as described above provides a level of assurance that going forward police officer allowances will not only be reviewed, but also on a regular basis. The NPCC will provide an update in their 2024 submission along with the agreed review schedule.

Review of annual leave entitlement for federated ranks

This item was brought to the PCF by the PFEW in Spring 2022. They presented a paper, highlighting a number of concerns and recommended an increase for all federated ranks to address the inequality of the current entitlement. Current entitlement dates back to 2004 and does not reflect current market practice, even within the public sector. As the employer, CCC agreed to initiate a piece of work to review the current arrangement.

The NRT have established a working group to define and consider options, including implementation. The working group consists of representatives from the NPCC, forces, staff associations and the Home Office. Terms of reference has been agreed and an outline approach to the work. Within the context of the Workforce Strategy, the review will consider annual leave in a broader context of leave entitlement across the service, current banked holiday entitlement, and its relationship to other conditions and allowances. Any proposal for change would have a significant impact on the service and needs to be carefully considered and, if and where agreeable, prioritised to ensure the impact on resilience and affordability.

NRT are coordinating the gathering of data to inform the development of options and their implementation, including a model to cost the options. Data is also being gathered on market practice, impact to morale/ wellbeing and the legal assessment of the current arrangement. The review is considering the current issue of the carryover of annual leave and officers high volumes of unused leave. Anecdotal evidence suggests officers have difficulties in taking their existing leave entitlements and rest days. Any additional days need to be seen as a real benefit to the officer. The review will define the extent of the issue and where appropriate make recommendations for change.

The PCSB will oversee the development of the options. Once developed, these will be considered by the Finance Coordination Committee, the CIPD Forum and the WCC, prior to coming to CCC. A paper will be brought back to CCC in mid-2023, with the view of making a recommendation. The NRT are engaging with the staff associations and the Home Office throughout this process, with updates also provided to PCF.

Any NPCC proposal to increase the current provision, will be presented to the PRRB in the 2024 submission. The proposal will be fully evidenced based and costed, intended to provide sufficient information to allow the PRRB to make a recommendation. Given all stakeholders will have been involved in the process, they will be able to present and/or refer to the same body of evidence in their submission to the PRRB. The intention is to reach consensus of opinion. Where consensus is not achieved, as stakeholders have been involved in the process, all should understand the rationale for the respective positions.

This review is a good example, demonstrating how the NPCC process to evidence its proposals is being applied in practice.

Starting salaries for constables and review of constable base pay (includes confirmation of approach on benchmarking and P Factor)

Part 1 well articulates the workforce challenges in the short and medium term, especially when set against the labour market and desire to build and maintain progress made through Uplift. In its 2022 report, the PRRB recommended that the service review the starting salaries of new recruits. This very much aligns to the key objectives for the workforce. The intention is therefore to review the starting pay, taking cognisance of the developments being scoped in relation to entry routes. MPS have made a specific proposal in their submission to PRRB on starting pay, which is reflected in the agenda items below (MPS 2023 Submission section 7.21).

The review will be carried out in conjunction with PCF members and force representatives. Terms of reference are yet to be developed but will include aspects outlined below. Any immediate recommendations which require determination change will be brought to PRRB in 2024.

- **Entry route and training**

IPLDP as an entry and training route was extended until March 2022 on the basis this would then be replaced by the PEQF entry routes. However this has further extended until March 2024, and the Home Secretary has now asked for a review of PEQF to retain a non-degree entry and training route. This impacts on the previous decisions in 2022 in relation to starting pay for PCDA which may mean this is not necessarily fit for purpose.

- **Recognised prior learning**

RPL is already considered under certain circumstances and can reduce training timelines and therefore impact pay. This could be extended further for example to include considering whether new officers who have been investigators with existing recognised qualifications (PIP2), could be 'fast tracked' by being paid a higher rate on entry.

- **'Banding' available to forces when officers first join the force**

Historically this ability to flex salary on entry has proved useful for forces. The current pay point 0 to 1 banding is effectively redundant due to the rise in entry level salaries. To be effective in the future this needs to be redesigned.

- **Retention**

The current salary scale does not specifically address the question of retention in early years where it is most acute and pre 5 years' service.

- **Length of pay scale and positioning of pay points**

The current scale rewards longer service, particularly in the last two years, with significant pay rises.

- **Benchmarking**

This need to consider market comparators and whether the pay spine is positioned correctly to align with trainee, qualified and experienced role equivalents. This will look at cross sector good practice and create a methodology for future use.

- **Progression differentials**

This will address drivers and demand for progression and if the current differential is sufficient.

In addition to the working group will also consider the P factor, in terms of the percentage and calculation, and its relationship to benchmarking. The P Factor is effectively accepted but not finalised. This work will be aligned with the review of constable pay scale (as the numerical calculation is linked to these pay points and is capped at the top constable pay point).

Mandating allowance for detective investigators

Part 1 and Part 3.7.2 (TVPs) sets out the continuing challenges to build the investigator capacity required now and in the future. They continue to be a hard to fill role for the majority of forces. One of the barriers for officers moving into these roles is the loss of a £1,200 allowance, when they move away from a front line role. Some officers perceive this that they need to train to become a detective, study to achieve a PIP qualifications, move into a highly pressured role, potentially with a greater workload for less remuneration.

While TVPs may have helped short term address the pay concerns these are force decisions. Discussions have been held with the NPCC Recruitment, Retention and Wellbeing of Investigators (RRWI) working group (chaired by DCC Jason Hogg) regarding options for payments to investigators being mandated. This has support from PFEW.

Further work will be carried out to consider whether this would be appropriate and help to meet ongoing challenges. Some case studies to consider the effect of TVPs and costings of mandating will be considered. If sufficient support is given then a proposal will be made to NPCC.

The RRWI refreshed its governance structure in October 2022 and the decision was made to absorb the PIP Board objective following the retirement of ACC Wilson to create a new sub group for Retention. The NPCC Retention of Investigators Sub Group was therefore established. The aim of the group is to gather insight and understanding relating to Investigator retention issues, collate what works and develop a range of best practice products which can be shared through the national network. Engagement will take place with force colleagues alongside key stakeholders and begin in February 2023. Retention also forms a key element of the HMICFRS Investigator Resilience Plan and the group will be pivotal in supporting forces to identify best practice and make a difference at a local level.

Review of remuneration for cyber and digital officers

With increasing cyber based crime there has been a need to train and develop more officers with cyber and digital skills. These skills are currently highly regarded in the workplace, both in the private and public sector, and therefore, unusually, we are seeing trained officers being lost to the private sector, particularly from ROCUs. This appears to be taking place at constable, sergeant and inspector rank. At this point the numbers are low, but given that this will be an increasing specialism for forces we ought to understand the possible impact and advise on mitigation, as training is a significant expense and therefore potentially loss to the force.

Work is ongoing through the NPCC Forensics Capability Group to understand the workforce and market trends. Working with them the NRT will gain clarity on the cyber and digital officer role profiles, understand the labour market to assess the total remuneration package offered by the private sector. A proposal will then be made to CCC for consideration in 2023.

Implementation of chief officer pay and conditions reforms

NPCC will continue to work with Steering Group members⁹⁵ to implement the chief officer reforms including the development of the standardised letter of appointment for DCCs and ACCs, a toolkit explaining the remuneration package and reforms, and discussions concerning disclosure of remuneration in force annual report and accounts. The Steering Group will, following receipt of the PRRB's 2023 report and recommendations on the chief officer proposed reforms, need to work with MPS and CoL to consider any further changes required in respect of alignment of base pay rates.

⁹⁵ The Steering Group formed and as described in the [Chief Officer Remuneration Review, February 2023](#)

4. Glossary

Please note that throughout the report “we” and “our” reflects the National Reward Team (NRT). “NPCC” reflects the wider perspective of the National Police Chiefs’ Council. “Policing,” “the service” and “forces” reflect the 43 territorial police forces in England and Wales (although we accept that it may also affect a number of other non-territorial police forces such as British Transport Police).

| Term | Definition |
|--------------------------|--|
| ACC | Assistant Chief Constable |
| Annual pay uplift | The percentage increase in police officer base pay normally applied to specified officers with effect from 1 st September each year |
| APCC | Association of Police and Crime Commissioners |
| Base pay | The base pay of police officers according to rank |
| BTP | British Transport Police |
| CC | Chief Constables |
| CCC | Chief Constables’ Council |
| CIPD Forum | HR Directors of the 43 forces of England & Wales (plus non-Home Office forces) |
| Competence | An officer who is operating at the appropriate level within their role |
| CoP | College of Policing/“College” |
| CPI/CPIH | Consumer Price Index/ Consumer Price Index including Housing |
| CSR | Corporate Spending Review |
| DCC | Deputy Chief Constable |
| | |
| DCDHEP | Direct detective route |
| DHEP | Degree Holder Entry Programme |
| DMP | Delayed Movers Package |
| EIA | Equalities Impact Assessment |
| EPG | Energy Price Guarantee |
| FCC | Finance Coordination Committee |
| FTE | Full Time Equivalent |
| HMICFRS | His Majesty’s Inspectorate of Constabulary and Fire and Rescue Services |
| IPLDP | Initial Policing Learning Development Programme |
| JRFT | Job Related Fitness Test |
| Korn Ferry | Independent reward consultancy currently advising NPCC and PSA |

| | |
|------------------------------|---|
| MDP | Military Defence Police |
| NMP | Non Movers Package |
| NPCC | National Police Chiefs' Council |
| NPPF | National Performance and Progression Framework |
| NRT | National Reward Team ("we/our") |
| OBR | Office Budget Responsibility |
| Pay progression | Individual pay progression within the relevant pay band |
| PP3 | Pay Point 3 |
| PCC | Police and Crime Commissioner |
| PCDA | Police Constable Degree Apprentice |
| PCF | Police Consultative Forum |
| PCSB | Pay and Conditions of Service Board |
| PCSO | Police Community Support Officer |
| PEQF | Police Education Qualification Framework |
| PIP | Police Investigator Programme |
| PRRB | Police Remuneration Review Body |
| PFEW | Police Federation England and Wales |
| PNAC | National Assessment Centre |
| PSA & SANI | Police Superintendents Association & Superintendents Association for Northern Ireland |
| PSPA | Public Services Pension Scheme Act 2013 |
| PPS | Pay Progression Standard |
| PV2025/ Vision 30 | Police Vision |
| RHDI | Real Household Disposable Income |
| ROCU | Regional Organised Crime Group |
| RPL | Recognised Prior Learning |
| SAW | Strategic Assessment of Workforce |
| SSRB | Senior Salaries Review Body |
| TVP | Targeted Variable Pay/Payments |
| Uplift | Police Uplift Programme to increase officer numbers by 20,000 |
| WCC | Workforce Coordination Committee |

Appendices (provided separately unless indicated)

Appendix 1: Vision 2030

Appendix 2: Strategic Assessment of the Workforce
2022

Appendix 3: Korn Ferry Report

Appendix 4: Correspondence between NPCC and
PRRB

Appendix 5: Allowances – Annex U made under
Regulation 34 (follows)

Appendix 5: Allowances – Annex U

| Allowance | Purpose | Eligibility | Value | Last increased or reviewed | Comments |
|---------------------------------|---|---|--|----------------------------|--|
| General | | | | | |
| Unsocial hours allowance | Allowance for every full hour worked between 8pm and 6am. | Federated ranks | 10% of hourly rate of pay | 1 April 2012 | |
| Away from home allowance | Paid if an officer is held in reserve if they are serving away from their normal place of duty and is required to stay in a particular, specified place, rather than being allowed to return home by reason of the need to be ready for immediate deployment. | Federated ranks | £50 per night | 1 March 2015 | |
| Hardship allowance | Paid for each night held in reserve and not provided with proper accommodation (defined as a room for the sole occupation of the member, with an en-suite bathroom). | Federated ranks | £30 per night | 1 March 2015 | |
| On-call allowance | For each 24 hour period on call. | Federated and superintending ranks | £20 for each 24 hour period | 1 September 2019 | |
| Motor vehicle allowance | Allowances for members using their own vehicles for duty. | All officers using their own vehicles for duty, at essential user or casual user rates. | Essential users: Lump sum per annum 451-999cc - £846 1000-1199cc - £963 1200 -1450cc - £1,239 Per mile – prevailing HMRC rates for business mileage (45p per mile for the first 10,000 miles and 25p per mile for mileage over 10,000 miles in any tax year). | 1 September 2016 | Essential user lump sum for electric vehicles? |

| | | | | | |
|--------------------------------|--|-----------------|---|------------------|--|
| | | | <p>Casual users:</p> <p>Per mile – prevailing HMRC rates for business mileage (45p per mile for the first 10,000 miles and 25p per mile for mileage over 10,000 miles in any tax year).</p> | | |
| Role based | | | | | |
| Dog Handlers' Allowance | Compensates for caring for a dog on rest days and public holidays, and payable where a police dog is kept and cared for at the officer's home | Dog Handlers. | <p>£2,520 a year</p> <p>Additional 25% for each additional dog.</p> | 1 September 2022 | PRRB do not intend to increase again until the results of a review undertaken by parties are received. |
| Protection allowance | Allowance for officers carrying out Core Protection Duties when they are required to: remain in a particular, specified location; or are required to remain in a particular, specified location, be immediately contactable and deployable, and fit for firearms duty. | Federated ranks | <p>Rate 1: £40</p> <p>Rate 2: Constables and sergeants - £90</p> <p>Inspectors and chief inspectors - £125</p> <p>Rate 3: Constables and sergeants - £125</p> <p>Inspectors and chief inspectors - £160</p> <p>Paid in respect of every shift immediately before or after which the officer, whilst off</p> | 1 December 2020 | |

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|---------------------------------------|--|---|--|-------------------|--|
| | | | duty, is required to remain at a particular, specified location. | | |
| Geographical | | | | | |
| London allowance | Recruitment and retention allowance. | <p>Officers in the Metropolitan Police Service and City of London Police appointed on or after 1 September 1994 and not receiving a replacement allowance.</p> <p>In other cases (provided that the total of the London allowance and replacement allowance payable shall not exceed the London allowance that would be payable if the officer were not receiving a replacement allowance).</p> | <p>Up to £5,338 a year</p> <p>Up to £1,011 a year</p> | 1 September 2020 | |
| London transitional supplement | Supplementary allowance. | Officers in the Metropolitan Police Service and City of London Police who joined before 1 September 1994 and who receives a half rate housing allowance or a flat rate transitional rent allowance. | Up to £1,000 a year | | |
| South East England allowance | Discretionary allowance paid where there is evidence of local difficulties in recruiting and retaining police officers, and following a local assessment of affordability, conducted in consultation with the Police and Crime Commissioner. | <p>Officers in Essex, Hertfordshire, Kent, Surrey or Thames Valley appointed on or after 1 September 1994 and not receiving a replacement allowance.</p> <p>Officers in Bedfordshire, Hampshire or Sussex</p> | Up to £3,000 a year | 1 September 2016. | |

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|---|---|---|---|-------------|-------------------------------|
| | | constabulary appointed on or after 1 September 1994 and not receiving a replacement allowance. | Up to £2,000 a year | | |
| South East England transitional supplement | Supplementary allowance. | Supplementary allowance paid to officers in Hertfordshire, Kent and Surrey forces who joined before 1 September 1994 and whose half rate housing allowance or flat rate transitional rent allowance is less than the rate of the South East England Allowance that the member would receive if not in receipt of a replacement allowance. | Paid at the rate of the difference between the South East England allowance and the member's half rate housing/flat rate transitional rent allowance. | | |
| Discretionary | | | | | |
| Bonus payments | Payments where the chief officer is satisfied an officer has performed work of an outstandingly demanding, unpleasant or important nature. | All officers. | £50 to £2,000. | 1 July 2021 | |
| Service critical skills payment | Discretionary payments for skills that are in demonstrably short supply and financial incentivisation is considered necessary to attract or retain those skills; or where the role in question is hard-to-fill. | Federated and superintending ranks. | Up to £5,000 a year | 1 July 2021 | Temporary until 30 June 2023. |
| Recognition of workload payment | Discretionary payments in circumstances where the chief officer determines that the demands placed on the officer exceed those usually placed on other officers of the same rank. | Superintending ranks. | Up to £5,000 a year | 1 July 2021 | Temporary until 30 June 2023. |

