



Police
Remuneration Review Body

Police Remuneration Review Body

Executive Summary

Fourth Report
England and Wales 2018

Chair: David Lebrecht

Police Remuneration Review Body

Terms of reference¹

The Police Remuneration Review Body² (PRRB) provides independent recommendations to the Home Secretary and to the Northern Ireland Minister of Justice on the hours of duty, leave, pay, allowances and the issue, use and return of police clothing, personal equipment and accoutrements for police officers of or below the rank of chief superintendent and police cadets in England and Wales, and Northern Ireland respectively.

In reaching its recommendations the Review Body must have regard to the following considerations:

- the particular frontline role and nature of the office of constable in British policing;
- the prohibition on police officers being members of a trade union or withdrawing their labour;
- the need to recruit, retain and motivate suitably able and qualified officers;
- the funds available to the Home Office, as set out in the Government's departmental expenditure limits, and the representations of police and crime commissioners and the Northern Ireland Policing Board in respect of local funding issues;
- the Government's wider public sector pay policy;
- the Government's policies for improving public services;
- the work of the College of Policing;
- the work of police and crime commissioners;
- relevant legal obligations on the police service in England and Wales and Northern Ireland, including anti-discrimination legislation regarding age, gender, race, sexual orientation, religion and belief, and disability;
- the operating environments of different forces, including consideration of the specific challenges of policing in rural or large metropolitan areas and in Northern Ireland, as well as any specific national roles which forces may have;
- any relevant legislative changes to employment law which do not automatically apply to police officers;
- that the remuneration of the remit group relates coherently to that of chief officer ranks.

¹ The terms of reference were set by the Home Office following a public consultation – Implementing a Police Pay Review Body – The Government's Response, April 2013.

² The Police Remuneration Review Body was established by the Anti-social Behaviour, Crime and Policing Act 2014, and became operational in September 2014.

The Review Body should also be required to consider other specific issues as directed by the Home Secretary and/or the Northern Ireland Minister of Justice, and should be required to take account of the economic and other evidence submitted by the Government, professional representatives and others.

It is also important for the Review Body to be mindful of developments in police officer pensions to ensure that there is a consistent, strategic and holistic approach to police pay and conditions.

Reports and recommendations of the Review Body should be submitted to the Home Secretary, the Prime Minister and the Minister of Justice (Northern Ireland), and they should be published.

Members³ of the Review Body⁴

David Lebrecht (Chair)

Elizabeth Bell

Anita Bharucha

Monojit Chatterji

Paul Leighton

Christopher Pilgrim

Patrick Stayt

The secretariat is provided by the Office of Manpower Economics.

³ Members of the Review Body are appointed through an open competition adhering to the Commissioner for Public Appointments' Governance Code on Public Appointments. Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/578090/Public_Appointments_Governance_Code_.pdf. [Accessed on 22 May 2018]

⁴ Monojit Chatterji joined the Review Body in March 2018.

POLICE REMUNERATION REVIEW BODY

England and Wales Fourth Report 2018

Executive Summary

1. Policing is a key component of the UK's law enforcement, public safety and homeland security activity. The total police workforce in England and Wales is just under 200,000 and includes police officers, of which there are currently just over 120,000, together with various other groups such as police staff and community support officers. Our terms of reference for this report relate to the pay and certain other conditions of service of police officers in England and Wales only, and do not extend to police staff and other groups. The cost of this police officer pay remit group is around £6.23 billion.

Our remit

2. In the remit letter we received, dated 7 December 2017, the then Home Secretary asked for our recommendations on how to apply the pay award in 2018/19 for police officers of all ranks in England and Wales, and on National Police Chiefs' Council (NPCC) proposals for police officer apprenticeship pay. We were also asked to review final NPCC proposals for time-limited targeted payments to address specific recruitment and retention pressures, and for observations on NPCC reform proposals, including the timetable. At the request of the Home Secretary, we were asked to take into account this year, and for the first time, the position of chief police officers, whose pay was previously the subject of advice from the Senior Salaries Review Body (SSRB).
3. As part of our response to this remit, and as requested, we provided to the Home Secretary on 30 April 2018 a letter in advance of the main report supplying our views and recommendations regarding police apprentice pay. That letter can be found at Appendix C.

Observations on pay reform proposals

4. This is the fourth year in which the Review Body has been asked to look at evidence regarding the progress of workforce and pay reform in policing. Our role in this process is that of a commentator. It is not for us to determine how the work should be carried out or the objectives to be achieved.
5. This year, as in previous years, we were not shown anything that convinced us that significant progress had been made. This is not a reflection on the efforts of those individuals carrying out the work. It is rather an observation on the difficulties of progressing, within policing, a project of this scale and ambition with the resources available. We could still find no consensus among the parties about what the ultimate vision of the reform project should be, nor how or when it would be reached.
6. We note that there are inherent structural problems in having to secure the necessary commitment from each of the 43 separate and independent police forces. And, to the extent that the NPCC is in a position to supply the collective leadership required in order to deliver the vision, we were not convinced that there was a willingness to exercise the necessary authority to drive the work forward. If the current level of ambition is to be maintained, then we suggest that the Home Office should become more involved in this work, alongside the NPCC and the College of Policing, driving forward the development of the timetable, and ensuring that the work is appropriately resourced.

7. To provide one example of an area where little progress has been made, in the last pay round we recommended, at the request of the NPCC, the introduction of local flexibility for chief officers to make additional payments to police officers in hard to fill roles and superintending ranks. We note that, despite evidence this year indicating that shortage roles continue to exist, this recommendation has yet to be implemented.
8. An alternative to the current approach would be to pursue a less ambitious but more immediately practicable strategy. This would involve the various components of the current reform plan being examined in order to determine which of them need to be treated as priorities, and to make those areas the focus for the time being. The resulting individual pieces of work will need to be resourced and driven forward appropriately.
9. From the work we have done in this pay round, we would signal two areas which we feel are candidates for early and priority attention. One concerns the definition of the future entry routes, for apprentices and graduates, into policing, which was not fully defined when we provided recommendations on apprentice pay. The other relates to a review of chief police officer pay and conditions of service, reflecting the concerns we have, and those that the SSRB previously expressed, on recruitment difficulties at these ranks. We believe that these two areas have become sufficiently urgent that they should both be at the top of any priority list, albeit that other priorities might be added.

The evidence

10. The main points which we noted from the evidence are as follows:
 - *Policing environment* – the parties have provided a constant message, throughout their evidence, that policing is making increasing demands on individual officers’ time. This was having a significant impact on the decisions officers of all ranks were making about their career, and impacting on their ability to maintain a reasonable work-life balance; (Paragraphs 3.14 to 3.17)
 - *Affordability* – we noted that a 2% pay award is viewed by many of the parties on the employer side as at the limit of affordability. We considered this alongside the efficiencies that police forces have made and the drive to achieve further efficiencies; (Paragraphs 3.34 to 3.40)
 - *Economic factors* – while inflation is reducing and expected to reduce further from a high of 3.1% in November 2017, there are signs of a stronger labour market with increasing pay settlements and higher average earnings growth; (Paragraphs 3.48 to 3.49)
 - *Workforce, recruitment, retention and shortage groups* – the number of full-time equivalent police officers is 0.7% lower than last year. We noted that, in the federated and superintending ranks, there does not appear to be an issue, at any rate for the time being, with the recruitment and retention of police officers. However, we continue to monitor the upward trend in attrition rates. The picture on shortage groups remains similar to that reported in our last report; (Paragraphs 3.101 to 3.105 and 3.108)
 - *Morale and motivation* – the evidence in relation to this factor remains limited. However, from the evidence that was presented to us it is clear that officers of all ranks remain committed to undertake a good job, and that professional pride plays a large part in this. However, at a personal level, police officer morale is low, and this is a cause for concern for many within policing and for us; (Paragraphs 3.114 to 3.116)

- *Chief police officers* – we had concerns about the position on recruitment for chief police officer posts. The evidence we have received demonstrated that there is an issue in attracting a sufficient number of applicants. There is no single reason for this, however, there are questions about the mobility of the workforce, and the impact of promotion upon an individual's pension, foremost among the explanations provided. (Paragraphs 3.106 to 3.107)

Basic pay recommendations for 2018/19

11. We received a number of different proposals for a basic pay uplift this year, ranging between 2% to 3.4% and with some of these proposals being supplemented with the consolidation of the 1% non-consolidated pay award that the federated and superintending ranks received last year.
12. The key factors we took into account in reaching our main pay recommendations were:
 - the increasing demand on policing, as demonstrated by the evidence we received, at a time when police numbers on a national basis are reducing; (Paragraphs 4.10 and 4.22)
 - the clear view provided on affordability regarding the main pay award; (Paragraph 4.23)
 - the increasing efficiency of police forces as measured by the qualitative evidence available; (Paragraphs 4.20 to 4.22)
 - the economic factors, such as CPI inflation and pay settlements, and the strengthening of the labour market; (Paragraph 4.24)
 - the risks for police forces and wider society should the morale and motivation of police officers weaken; (Paragraph 4.26)
 - the problems with attracting significant numbers of applicants for chief police officer roles, and the extent to which pay has a role in addressing these issues; (Paragraphs 4.27 to 4.33) and
 - the absence for police officers of full industrial rights, and the significance of this for the role of the Review Body in relation to police officer pay. (Paragraph 4.9)
13. The police officer pay award for the previous year, 2017/18, for federated and superintending ranks, included a 1% non-consolidated element which, if no other action is taken, will cease at the end of August 2018. This would be equivalent to a pay cut. We consider that this 1% non-consolidated element should now be consolidated, before addressing the uplift required for the main pay award of 2018/19. Therefore, **we recommend that, with effect from 1 September 2018, the time-limited 1% non-consolidated pay award received by the federated and superintending ranks in 2017/18, should be consolidated onto all pay points for officers at these ranks.**
14. We further recommend that, *in addition to and following* the consolidation from 1 September 2018 of the 1% non-consolidated pay award for 2017/18, **a 2% consolidated increase should be made to all police officer pay points at all ranks, from 1 September 2018.**

Allowances

15. In our previous reports, we have recommended uplifts to London Weighting and Dog Handlers' Allowance in line with our recommended uplift to the basic pay award. We have reached the same conclusion this year and we recommend that London Weighting and Dog Handlers' Allowance are both uprated by 2%.
16. The Metropolitan Police Service requested that we recommend the provision of flexibility so that they could uplift London Allowance 2. This proposal, and a review of On-call Allowance, should be covered by a wider review of allowances.

Forward look

17. We have noted at various points problems with the adequacy of existing data, and the difficulties in carrying out our work with the evidence base we have been able to assemble. We have set out the areas where work still needs to be done on data, and we look forward to working with the parties on securing improvements in these areas.
18. The remainder of the year ahead will be crucial regarding workforce and pay reform. Decisions must be taken on the direction of workforce and pay reform. There must be commitment, underpinned by sufficient resources, to take forward an agreed vision for the future of the police workforce and pay reforms or an alternative should be considered. If this cannot be achieved, we suggest a focus be provided on aspects of the workforce or pay reforms that will offer the most benefit, or are in urgent need of addressing, and as such should be prioritised.

Our 2018/19 recommendations (from 1 September 2018)

- **We recommend that the time-limited 1% non-consolidated pay award received by the federated and superintending ranks in 2017/18 should be consolidated onto all pay points for officers at these ranks.**
- ***In addition to and following* our previous recommendation, we recommend a consolidated increase of 2% to all police officer pay points at all ranks.**
- **We recommend that London Weighting and Dog Handlers' Allowance should be uprated by 2%.**

David Lebrecht (*Chair*)

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25 May 2018