

Foreword and principles

1. This is the final report of my inquiry into the pay and conditions of service of police officers and members of police staff in England and Wales. It was commissioned by the Home Secretary in October 2010. My interim report, containing recommendations for reforms in the short-term, was published on 8 March 2011. This report is concerned with the longer term.
2. The maintenance of peace, order and security is one of the oldest functions of civil society. The prevention of crime and the successful, timely and efficient apprehension and conviction of criminals, their humane treatment and effective rehabilitation, are amongst the highest obligations of the state, in discharge of its duty to protect citizens and their property.
3. The present financial conditions of the nation are severe, and substantially all parts of the economy – the public and private sectors – must make economies. My interim report – Part 1 – made recommendations for savings of £1.1 billion over three years, with £635 million to be redirected to front line police officers and staff doing the most demanding jobs and using the most valuable skills. Most of the Part 1 recommendations are to be implemented, following a determination of the Police Arbitration Tribunal and the final decision of the Home Secretary in January 2012. This final report – Part 2 – makes recommendations which, if implemented alongside the PAT determination, would realise gross savings of £1.9 billion over six years, with £1.2 billion reinvested in policing.
4. The system of police pay and conditions of service was designed for a different era. It is a system whose essential features were established in 1920, and was last substantially reformed in 1978. Its failure to keep pace with the development of modern management policies and practices and the increasing complexity of policing, has led to a disfigurement of its dynamics, and a failure properly to recognise and incentivise the acquisition and use of skills of the greatest value and importance in policing.
5. Policing today is far from the relatively simple occupation it was many years ago. The sophistication, intelligence and resources of some who are engaged in crime, the malignancy of their motives and methods, and the technology available to all citizens, mean that the profession of policing will continue to require people of the highest integrity, intelligence and skill. The needs of the police service for such qualities are intensified by the weight of the modern criminal law, and the demands and expectations of the public and other agencies of the state. For these reasons, it is important that police officers with skills which are of importance in modern policing are rewarded appropriately for their development and use.
6. Merit should be the only criterion for entry into and advancement within the police service. The recruitment system for police officers should attract the very best candidates. The demands which society legitimately makes of police officers require men and women of the highest calibre, integrity and judgment. Many police officers are highly proficient in all relevant respects, and the successes which they have had deserve high praise and the gratitude of the public they serve so well. The police service has programmes for the professional development of officers, particularly in areas such as complex criminal investigation which require the greatest intellectual ability. The officers who do the most intellectually demanding work are justly proud of their achievements, and their dedication and professionalism are of a high order.
7. The pool from which such officers are drawn is the existing complement of police officers. If it is possible to increase the overall intellectual quality of that pool, officers of even higher intellectual agility will be available. The lack of formal educational attainments for entry to the police service today is striking, and could well operate as a deterrent to intellectually able people who have the requisite qualities to make good police officers.
8. For too long, policing has been unfairly regarded by many as an occupation of an intellectually largely undemanding nature, with more in common with blue-collar work for skilled manual workers who clock in and out. The roots of policing are firmly in such an environment, and for many decades that is what it was. Policing today is entirely different, and yet so much of its ethos is of the past. The attitudes of some police officers today remain fastened in that mindset. It holds them back, and it reinforces or corroborates the lower social and professional standing

- with which too many people wrongly associate policing and police officers. If policing is to become the profession which it deservedly should, police officers must come to think of themselves not as the blue-coated workers of the past, but the practitioners of a profession which requires skills and attitudes which are distinctly above those of factory workers. Policing should be a career and a vocation which is attractive to the brightest and the best in our society, as well as the people of considerable quality who are already part of it.
9. Policing, including its criteria and procedures for entry, should be reformed so that all young men and women of intelligence and character consider a policing career on a par with law, medicine, the clergy, the armed and security services, finance and industry. Policing has a very great amount to offer able people, including professional variety and satisfaction in serving the public. It should no longer be dismissed, or even unconsidered, by anyone as the preserve of any particular stratum of society, ill-befitting anyone, of whatever background or origin, of good education and high aspiration. The police service of the future needs the best of the nation's human capital, to serve the public in the noblest purpose of their protection and safety.
 10. The greatest asset of the police service is its people – police officers and police staff. Those assets should be nurtured and developed with skill and sensitivity in order to release their greatest potential. In too many respects, officers and staff suffer frustration and must work around inefficiency and unnecessary bureaucracy, antiquated and malfunctioning systems and practices which belong to a past age, blunting their ability to serve the public which the very great majority are eager and determined to do. The discharge of this essential obligation is part of the core skills of every manager in the police service, and should be seen as such.
 11. A system of direct entry to the police service, and accelerated promotion for the most promising, should be established. The leaders of the police service, selected entirely according to merit, should come from every section of society. Able people of high achievement should have the opportunity to join the police service at higher ranks if they can meet rigorous standards of attainment. The infusion of people of high ability from outside the police service, who have perspectives and experience which the police service lacks in sufficient measure, and needs, should improve significantly the efficiency and effectiveness of modern policing.
 12. The Royal Commission on the Police in 1960 was satisfied that the “individual responsibility of a police officer is more onerous than any delegated or assumed by any comparable profession or occupation”. That remains the case. Some material aspects of policing are unique; police officers have the power to take away the liberty of the citizen, to use force and to subject him to search and detention. Unlike the military, police officers are in intimate daily contact with both the people they are sworn to protect and the people who would violate the rights of citizens. The qualities required of a police officer are substantial and significant. They include courage, self-control, maturity, judgment, the ability to deal with people and objectively to assess a situation, as well as intelligence. Those special qualities, and the onerous demands and restrictions which police officers face, deserve full and proper consideration. My recommendations provide that in full measure.
 13. Pay should be set at levels which will reliably attract and retain police officers of the calibre which the service and the public need. Advancement in pay should recognise increases in competence and the acquisition and use of essential and specialist skills. The vocation of policing and its commitment to public service should be preserved and protected. My recommended reforms are designed to do that.
 14. As I explained in Part 1, police officers are not motivated by money, but they do wish to be treated fairly. My discussions with many police officers revealed a strong resentment of a system of equal pay for unequal work, where the demands of the job and the application of the officer are inadequately recognised. The frustrations of police staff are substantial too, when they see their jobs replicated or taken by police officers of lower specialist skills who are being paid at considerably higher rates. My recommendations, if implemented, will remedy these injustices.
 15. Other than in exceptional circumstances, such as major public order events, public protection depends principally on what police officers do and how well they do it, not simply the numbers

of police officers in a force. A highly efficient police officer who has considerable policing skills and strong motivation, may be more effective than two or three who do not. There is much that can and should be done to improve efficiency in policing, and some forces have recently achieved considerable successes in this respect.

16. For too long, police forces have enjoyed unpressurised financial settlements. This state of affairs has, in too many respects, engendered practices of waste and inefficiency. This must change. It is almost inevitable that the economic condition of the country will maintain or intensify the need for improved performance against reducing budgets. In the interests of taxpayers, significant change to ensure higher productivity is therefore essential and urgent. In policing, saving money at the expense of performance and public satisfaction is not an acceptable option. What is needed is better and more enlightened management, managers with the skills and the determination to achieve it, and police officers with the will, which so many have, and the ways to prevent and fight crime without unnecessary impediments.
17. Whilst not in my terms of reference, my examination of the operation of the police service has shown me that the efficiency of the criminal justice system as a whole is in pressing need of improvement. Its constituent parts should work as a single system, with properly designed and efficiently operating interfaces. In too many respects, this is not the case, and the public interest suffers as a result. The police cannot make these improvements alone.
18. Policing is undergoing a great deal of change. The architecture of accountability is about to be altered very considerably when police and crime commissioners are elected and take office in November 2012. Financial pressures are severe, and the need and demand for public protection is and will continue to be unabated. Much is demanded of modern police officers and police staff, and more will be expected in the future. They need systems of pay and conditions of service which are attuned to what they face now and will face in future, not a regime rooted in the past.
19. The reforms which I have recommended in this report are radical. They have been designed with sensitivity to the personal circumstances and conditions of police officers and police staff, and their introduction, if accepted, would be phased over time, to ensure that the affected individuals have time to plan and adjust. If they are put into effect, they have the potential to effect fundamental change for the better in policing, to give police forces the means and the motives to make the very best out of their most precious assets, and to attract, retain and develop the capacities and commitments of police officers and future police officers of the highest ability and application.

Summary

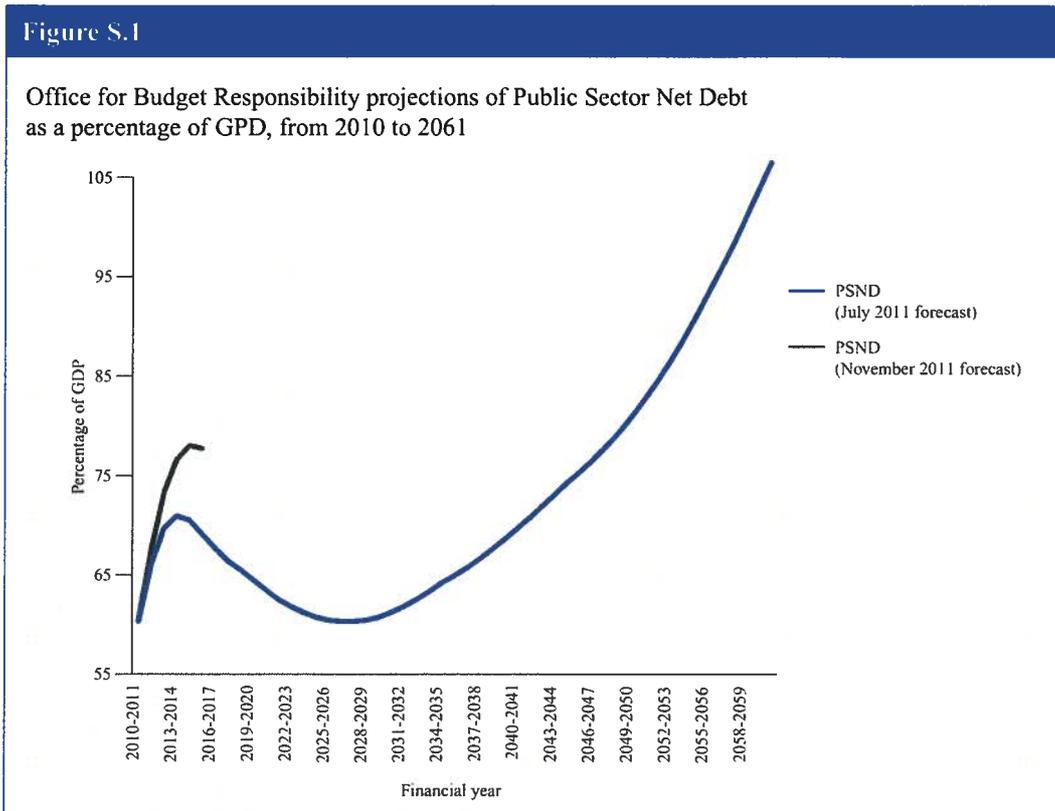
The future challenges

- 1 Part 1 of this review was published on 8 March 2011. That report examined the system of police officer pay and conditions and established that it had remained largely unchanged from a system devised 33 years earlier by the Committee of Inquiry chaired by Lord Edmund-Davies. Part 1 made a number of recommendations to bring the system into line with modern management practices. By contrast, Part 2 of this review is focused on the next 30 years.
- 2 The future is inherently unpredictable, but one thing is certain – the next 30 years will not be like the last 30 years. Crime trends, increasing political accountability, the state of the economy and the population from which the police draws its personnel, are all likely to require the police service to adopt a different approach to deploying and remunerating its workforce. The following factors are especially important:
- **Crime** – The British Crime Survey indicates that crime has reduced by 50% since 1995¹. However, it cannot be assumed that this decline will continue indefinitely. Furthermore, crime types continue to change, making use of new technology, and the detection of crime can require increasingly specialist and technical skills. Predicting crime trends is notoriously difficult, but more could, and should, be done to match likely changes in crime types and other changes in the demands on policing, with a force's workforce plan. This would allow a Chief Constable to ensure proactively that he has the right number, types and quality of police officers and staff in the right jobs.
 - **Politics** – The introduction of directly elected police and crime commissioners from November 2012 is likely to have a significant effect on the way in which the public engages with policing and the ability of the public to change, through elections, how the police strategy is determined. Previous studies have found that the public favour police officers and staff who are a visible presence on their streets. It follows that pay and conditions will need to be sufficiently flexible and conducive to ensuring that there are adequate incentives for officers and staff to want to work on the frontline.
 - **Economy** – Until 2010, the police service had experienced sustained increases in central Government funding for most of the years since the Edmund-Davies reforms were implemented in 1980. The 2010 spending review reduced central Government policing grant by £1.2 billion between 2010/11 and 2014/15. Today's modern police service has never had to manage its financial and workforce resources through sustained reductions in funding, and this represents a continuing and significant pressure in the short-term. However, it cannot be assumed that central police funding will return to pre-2009 growth levels after 2015. Indeed, the Government has warned that fiscal uncertainty will mean that public sector spending restraint must continue beyond the short term spending review period. Even in the long term, the independent Office for Budget Responsibility has estimated that Public Sector Net Debt (PSND) could rise from 77.7% of Gross Domestic Product (GDP) in 2015/16 to 107% of GDP by 2060/61². Figure S.1 illustrates the medium- to long-term rise in PSND compared with GDP:

Although there are of course significant uncertainties in such long-term forecasting, it does demonstrate that public service finances are likely to remain under severe restraint for several decades to come. It would be prudent to assume that any increases in the central policing grant will be lower over the next 30 years than they were over the 30 years since the Edmund-Davies report. Indeed, there may need to be further reductions in spending. Chief Constables will almost certainly need a materially different set of financial and workforce tools to enable them to operate within their resource allocations for the next 30 years.

1 *Crime in England and Wales 2009/10, Home Office Statistical Bulletin 12/10*, Ed. J. Flatley, C. Kershaw, K. Smith, R. Chaplin and D. Moon, Home Office, London, July 2010

2 *Fiscal sustainability report*, Office for Budget Responsibility, London, July 2011, page 11. Please refer to Chapter 1 (Future Challenges) for an explanation of PSND and caveats which apply to the use of such estimates



- Social** – The future recruits to the police service will be drawn from the general population. Demographic trends are therefore a key consideration in the long-term reform of police pay and conditions. The public have a reasonable expectation that frontline police officers and staff should be physically fit enough for the job required. However, the general population is likely to become increasingly unfit. A recent study for the medical journal *The Lancet* estimated that 48% of men and 43% of women in the United Kingdom will be obese by 2030³. The police service will need new management tools if it wishes to counteract this general trend. By contrast, the general population are also living longer. Since the Edmund-Davies review in 1978, the median life expectancy for those reaching 60 in the United Kingdom has risen from approximately 76 to 82 and 81 to 85 for men and women respectively. By 2060, the Office for National Statistics has estimated that life expectancy will rise to approximately 89 and 91 for men and women respectively⁴. These demographic trends have implications for how officers and staff are deployed, as well as when they leave the police service.

3 This review makes recommendations to ensure that police forces are provided with the modern management tools they currently lack, to equip them for the demands of an uncertain and very different future.

The review

4 Part 2 of this review has continued the transparent and extensive consultation processes that were carried out for Part 1. In June 2011, the review published a consultation document. It received 75 written responses, listed in Appendix 9, all of which were subsequently placed on the review’s website. Five seminars were held with interested parties to debate some of the most important issues, and transcripts of the discussions were published on the review’s

3 *Health and economic burden of the projected obesity trends in the USA and the UK*, Y. C. Wang MD, Prof K. McPherson PhD, T. Marsh PG Dip, S. L. Gortmaker PhD, M. Brown PhD, *The Lancet*, Volume 378, Issue 9793, 27 August 2011, pages 815-825

4 *Life tables*, Office for National Statistics, 2011

website. In addition, the review has met with many individuals and organisations on an informal basis, to ensure that it understands their views; a list of these is in Appendix 10. Finally, the review conducted an internet-based consultation aimed at serving police officers and staff, which received over 2,000 contributions.

5 The general principles which informed Part 1 of the review were accepted by the Home Secretary in her direction to the Police Negotiating Board in April 2011⁵. They remain the basis of Part 2 of this report. They are:

- **Fairness is an essential part of any new system of pay and conditions** – In the procedure and conduct of this review, in its analysis and in arriving at its recommendations, the overriding consideration has been fairness, to the public, to police officers and police staff, and to the police service in its short-, medium- and long-term interests.
- **Office of constable is the bedrock of British policing** – The office of constable, whereby a police officer has an original and not a delegated jurisdiction, and is himself directly answerable to the law for his actions, is far from an historical adornment; it is a fundamental part of what makes British policing an essential and extremely powerful protection of the citizen in his relationship with the state and its agencies, and ensures that our country could never become a police state. A system under which senior police officers and management make decisions as to the efficient and effective deployment of police officers, and evaluate those officers in the ways in which they work and the jobs they do so as to ensure they always meet the needs of the public they serve, is entirely consistent with the integrity of the office of constable.
- **The demands of policing** – Full and proper weight must be given to the particular and onerous demands which their occupation places on police officers and their families and the ways in which they live their lives, including the risks of personal injury and death, and public responsibility and scrutiny if things go wrong. The need to work unsocial hours and the absence of the ability of police officers in a disciplined service to withdraw their labour or to refuse to work to meet the exigencies of the service must also be taken into account.
- **People should be paid for what they do, the skills they have and are applying in their work, and the weights of the jobs they do** – The structure and diversity of tasks and expertise in the modern police service are now very different from how they used to be. All police officers have a set of core skills, but the omni-competent constable no longer exists. Specialist skills and more demanding posts should be recognised.
- **People should be paid for how well they work** – Progression up national or local pay scales based purely on length of service is unfair. High performers should be paid more than those who perform adequately, and higher again than those who perform poorly.
- **A single police service** – Distinctions in pay and other conditions of service between police officers and police staff should be objectively justified having regard to the conditions which exist today, not on the basis of history or tradition. On that basis, the two systems should be brought into an appropriate degree of harmony.
- **Simple to implement and administer** – The review's recommendations should not unjustifiably add to the bureaucratic burden on individuals and police forces.
- **Phased introduction** – Some reforms should be introduced over time, so that police officers and police staff do not feel threatened and the system has time to adjust. Cultural and historical blockages need to be dissolved, management needs time to learn and demonstrate its ability to operate new systems before they are brought fully into effect; people need to have confidence that the system will treat them fairly.

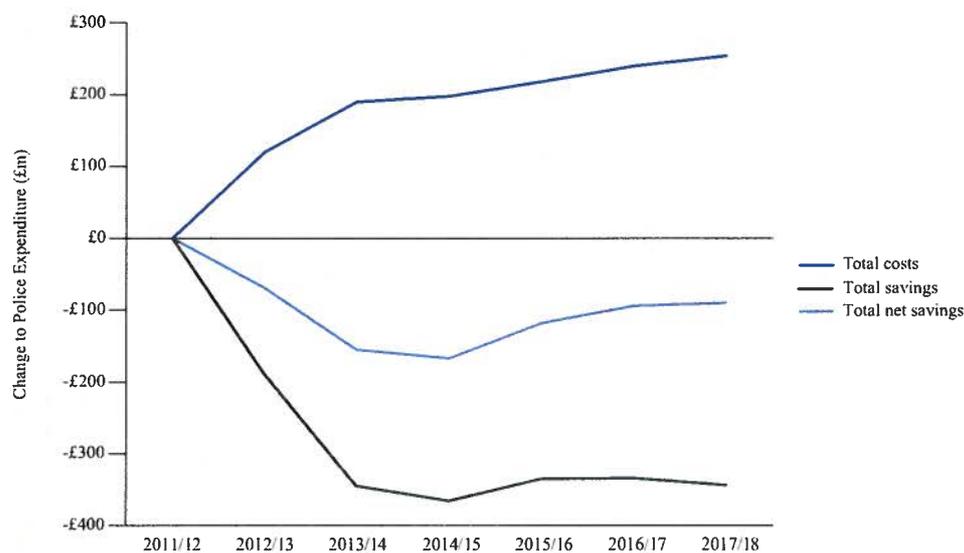
⁵ See also *Written Ministerial Statement by the Home Secretary – Remuneration and Conditions of Service for Police Officers and Staff*, Official Report, House of Commons, 31 March 2011, 37WS

General findings

- 6 This review makes recommendations which, if implemented, will better equip the police service to meet new and unforeseen challenges in the future. They will provide a Chief Constable with the means of attracting and recruiting high calibre candidates with different skills and experiences, of maintaining operational resilience by maximising the deployment of fit and healthy officers, and of managing his officer numbers according to the needs of the force and the public.
- 7 The public has a right to expect that its police officers and staff are highly motivated, efficient, effective and are rewarded fairly. Police staff can already be paid according to the local employment market rate, which should provide value for money to the taxpayer. However, the same cannot be said for the payment of constables. Professor Disney has shown that pay is set at a level where there are currently no recruitment and retention problems. Indeed, forces' vacancies are often heavily oversubscribed. From this it can be inferred that pay could be set at a lower rate whilst still attracting the same calibre of officer. Constables can be worth their maximum rate of pay, but only if they demonstrate high degrees of skill.
- 8 These recommendations build upon those in Part 1. Taken together, they will, if implemented, incentivise the best police officers and staff to work on the frontline, in the more demanding and highly skilled roles, whilst placing greater expectations upon them to be fit and available for duty. As with Part 1, these recommendations will affect officers and staff in different ways. Some will earn more whilst others may see their pay frozen for a time, or even cut in the longer-term. However, I have been mindful of any adverse effect on pay from a combination of the recommendations in the Part 1 report, the review of public sector pensions by Lord Hutton of Furness, and the Government's public sector pay and wider taxation policies. The Home Secretary has stated that officers and staff should be prepared to take cuts in their pay and allowances in the short-term, to avoid job losses. The savings identified in the Part 1 report will have prevented some staff being made redundant and officers being asked to leave after they have reached full pensionable service. However, such reductions in pay are not sustainable or fair in the longer-term. Accordingly, during the course of Part 2, I have sought to protect serving officers and staff members from many reductions in their take-home pay. Such a phased introduction of reforms is one of the guiding principles of the review.
- 9 Chapter 11 contains a number of case studies to assist the reader in determining the effects of the recommendations in this report. It shows that a highly skilled constable with four years' service, regularly working shifts on the frontline, will receive approximately £1,288 more in cash terms (gross pay) *per* year in 2013/14, and £7,105 more in 2017/18, than he did in 2011/12, despite the effect of the two-year progression freeze and rise in pension contribution rates. By contrast, an officer who works in a back-office role that is not capable of being done by a member of police staff, who is not highly skilled and who is no longer fit enough to be deployed on the frontline, is likely to experience a pay reduction of approximately £3,492 *per* year in 2013/14, and £10,586 less in 2017/18, than he received in 2011/12. It is right that if an officer is not performing the duties of a police officer then he should not be paid as one. The status quo is unfair to his colleagues working hard on the frontline and unfair to police staff working alongside him in the back-office.
- 10 Overall, in the short-term, the recommendations in this Part 2 report are broadly cost-neutral. Force budgets will benefit from the savings arising from the recommendations that were implemented in response to the Part 1 report. If implemented, Part 2 will allow forces increased flexibility to deploy their resources more efficiently and effectively. If the recommendations in this report are implemented in full from April 2013, with those that are implemented from Part 1 from April 2012, then there would be a cost of £188m and a saving of £346m in 2013/14, which would produce a net saving of £158m. By 2014/15, the in-year net saving would rise to an estimated £166m. These figures are illustrated in Figure S.2 below.

Figure S.2

In-year change to police expenditure (£ millions) from review's recommendations in 2011/12 to 2017/18



Source: Review's modelling

- 11 Cumulatively, the recommendations should deliver savings of £1.9bn by 2017/18. However, almost two-thirds of those savings, or £1.2bn, would be reinvested in a reformed system of pay and conditions. This will ensure that such a significant sum of public money is concentrated and spent on rewarding and incentivising the most effective and efficient police officers and staff.
- 12 In the medium- to longer-term, the introduction of a lower initial salary for new constables could cumulatively save over £700m during the next decade to 2022/23. This will allow forces to spend a greater proportion of their budgets on non-officer pay, such as 'civilianising' posts that can be undertaken more efficiently, effectively and cheaply by police staff, all whilst providing greater value for money to the taxpayer.

Employment framework, entry routes and promotion

- 13 The fundamental question whether it remains necessary to have two different sets of terms and conditions within the police service, namely police officers' governed by national statutory regulations and police staff members' established by locally determined contracts, received very careful consideration. In the near future, it is recommended that they should remain separate. Police officers and staff undertake increasingly similar roles, but the levels of personal responsibility and discretion are still materially different. Instead of recommending an immediate full merger of officers' and staff terms and conditions, I have recommended that officers' terms and conditions move closer, over time, to those of locally-determined police staff members.
- 14 If police officers are to remain distinct from police staff, it is incumbent on this review to question whether the method of joining as a police officer is sufficient in the long-term. The police service can, and should, do more to attract the very best candidates, whether as police officers or staff. However, the present arrangements under which a police officer can only join at the lowest rank of constable and work his way up potentially prevents the police service from recruiting some exceptional individuals. Such candidates could contribute new ways of thinking and bring to the service the benefits of different methods and experiences.

- 15 I do not accept that every officer must start as a constable and work his way through every rank before reaching the highest ranks. Policing is a vocation which is complex and evolving constantly. For example, the operational experiences of a constable policing the public order disturbances of the 1980s are not necessarily relevant to his role as a chief superintendent with responsibility for the public order demands of the 21st century.
- 16 A new Direct Entry (Inspector) scheme should be introduced with approximately 80 candidates each year. It should be targeted at the best graduates from the best universities, and the brightest and the best within the police service. Such a scheme will have the potential to change in very material respects the future leadership of the police service. I am mindful of the need to provide those individuals with the best possible career prospects in the longer-term, and it is envisaged that they could comprise the majority of chief officers in future.
- 17 However, if one accepts that the police service would benefit from external thinking, experience and skills, then it is also necessary to devise a system of direct entry at superintendent rank in the shorter-term. A new Direct Entry (Superintendent) scheme should be introduced to attract exceptional individuals with considerable records of achievement and valuable skills in other fields – the military, the security services, industry, commerce and the professions – and train them to become fully operational police superintendents within 15 months.
- 18 The principal recommendations concerning the employment framework, entry routes and promotion include:
- Recommendation 1 – The terms and conditions of police officers and staff should remain separate for the foreseeable future;
 - Recommendation 3 – From April 2013, an additional qualification should be added to the list required for appointment to a police force in Regulation 10 of the Police Regulations 2003. Candidates eligible for appointment to a police force should have either a Level 3 qualification, or a police qualification which is recognised by the sector skills council, Skills for Justice, or service as a special constable or service as a PCSO (or another staff role which the chief officer is satisfied provides appropriate experience). The chief officer should have a discretion in relation to which of these criteria should apply to applicants for entry to his force.
 - Recommendation 8 – From August 2013, a national Direct Entry (Inspector) scheme should be established with the objective of improving police leadership and offering rapid training and promotion to individuals of high ability and capacity. It should be run by the Police Professional Body with the co-operation of police forces. The intake should be set annually, with at least 80 participants in each intake. Around half of the scheme members should be external graduates and half in-service officers and police staff members. The scheme should be rigorous and highly selective.
 - Recommendation 19 – A national scheme for recruitment directly to the rank of superintendent should be established and brought into operation from September 2013. Participation in the scheme should be at the discretion of the chief officer. The scheme should last 15 months. Participants on the scheme should be persons of exceptional achievement and ability who have been assessed as having the potential to be senior police officers. They should be paid as superintendents on the lowest pay scale whilst on the course. The knowledge, skill and experience required for them to operate competently and confidently as full superintendents should be delivered through a mixture of in-force training and an 18-week course of instruction at the police college.
 - Recommendation 24 – The eligible experience for a Chief Constable set out in Schedule 8, Part 1, paragraph 2(1)(a) of the Police Reform and Social Responsibility Act 2011 should be amended to include service in a chief officer equivalent role overseas in a common law jurisdiction which practises policing by consent.

Health, fitness and managing the officer workforce

- 19 The public expects the police service to respond and advance when, and where, others would retreat. Police officers and staff can face dangerous situations and often do so with little thought for their own safety. A level of physical strength and fitness is required as a prerequisite to joining as a police constable, measured by a nationally-determined fitness test. However, the public may be surprised to learn that once an officer has passed his probation, he may never be subject to any test of his physical fitness again.
- 20 Chief constables have a duty of care to ensure that their officers and staff deployed on the frontline are sufficiently fit to deal with the likely risks to the safety of the public, and to themselves. Value for money considerations are also apposite. Professor Disney has found that police officers' pay scales are 10-15% higher than many comparable public sector workers, and this is partly because officers can be deployed to use their warranted powers at any time, anywhere. If officers can no longer justify that additional pay, then they should not receive it. I have recommended that a new annual fitness test should be undertaken by all officers who may be deployed on the frontline. Where an officer repeatedly fails this test, he should be required to relinquish the appropriate proportion of his pay. For a constable at the top of his pay scale, this would be £2,922 of pensionable pay.
- 21 The numbers of officers already in this category of restricted duties has grown significantly in recent years – from 2,299 officers in 2002/03 to 6,137 officers in 2010/11. In some forces, this is as high as 9.4% of their total officer workforce. If an officer on restricted duties cannot return to full deployment in the longer-term, there should be powers to remove him, offer him a suitable police staff role if his skills are critical, or use the ill-health retirement mechanism. The latter should be used more often than at present, especially in the cases of officers seriously injured or incapacitated in the course of duty.
- 22 In considering the future challenges that the police service may face, it is also important to equip Chief Constables with the instruments they need to respond to economic trends. It cannot be assumed that funding for the police service will return to pre-2009 levels; indeed there may be need for further reductions in funding. Until now, police staff members have taken the brunt of these cuts in force budgets through compulsory redundancy. This is unfair. As Policy Exchange have noted, such reductions in police staff have reversed recent achievements in the civilianisation of roles. In many cases, this has been the only option available to Chief Constables, but it represents poor value for money for the taxpayer, who faces paying higher salaries to police officers to do jobs which could – and should – be done at lower cost by more able and experienced police staff.
- 23 I have carefully considered the arguments for maintaining a protection from compulsory severance for police officers, including whether a system of short service commissions akin to those used in the military would be preferable. There is nothing intrinsic in the office of constable which would be incompatible with police officers being considered for compulsory severance alongside police staff who are facing redundancy. Regulation A19 – which allows a police force to require the retirement of an officer with 30 years' service on the grounds of the efficiency of the force – and the powers of police authorities and police and crime commissioners to require a Chief Constable to resign or retire, conspicuously establish that fact. Accordingly, I recommend that all police officers under chief officer rank with less than full pensionable service should be subject to a latent power of compulsory severance. Financial compensation should be on the same basis as is available to employees who are made redundant.

- 24 The principal recommendations concerning the health and fitness and the management of the officer workforce include:
- Recommendation 33 – A fitness test should be introduced in September 2013 for all police officers and staff required to undertake personal safety training. Participants should be required to attain level 5:4 on a 15-metre shuttle run. From September 2014, those who fail the test three times should be subject to the appropriate disciplinary procedures.
 - Recommendation 39 – From September 2014, officers on restricted duty should have their deployability and capability to exercise police powers assessed one year after being placed on restricted duty. Officers who are not deployable and are not capable of work which requires the office of constable should sustain a reduction in pay equal to the value of the deployability element of the X-factor, namely the lower of eight *per cent* and £2,922 *per annum*. After a further year, appropriate proceedings should be initiated to dismiss or retire these officers from the police service on the grounds of incapability or poor attendance. Officers who are permanently disabled from working as police officers should be ill-health retired. Those who are not permanently disabled should be given the opportunity to resign as police officers and immediately take up a police staff job on police staff terms and conditions, if one is available.
 - Recommendation 43 – The normal pension age for police officers should be set at 60 in line with the implemented recommendations made by Lord Hutton of Furness.
 - Recommendation 46 – The Police Regulations 2003 should be amended to create a system of compulsory severance for police officers with less than full pensionable service from April 2013.

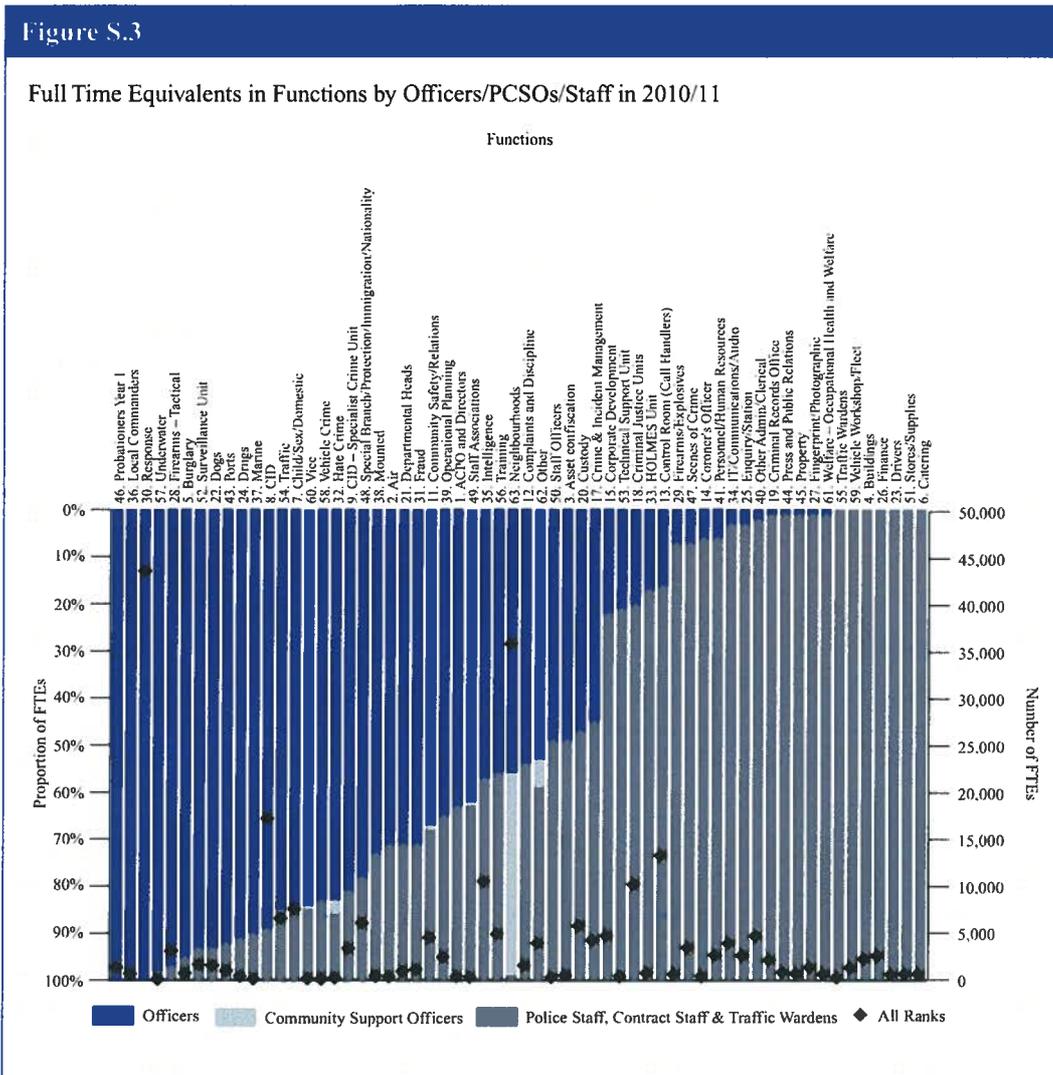
Basic pay, contribution-related pay and role-based pay

- 25 Professor Disney has shown that there are no recruitment and retention problems for police officers and that some forces are inundated with applications. On ordinary labour market principles, it would be possible to pay them less without damaging the quality of recruits or causing recruitment and retention problems. However, I am mindful of the effect of any further reductions in pay on individuals. I believe that constables can be worth the current maximum, £36,519, if properly skilled, and if using those skills in roles that require the warranted powers of a constable. This approach to pay is consistent with the principle articulated in my Part I report, that officers should be paid for what they do, the skills they have and are applying in their work, and the weights of the jobs they do. Officers in less demanding jobs, particularly those that do not require the warranted powers of a constable, should therefore receive less than their colleagues in more demanding roles.
- 26 A new shorter constable pay scale is recommended. Constables should be able to reach the same maximum after only six years, rather than the present ten years. However, for most officers, additional pay should only be secured through the acquisition, demonstration, use and retention of critical skills and expertise. The recommended new constable pay scale introduces two new skills thresholds – a Foundation Threshold to require a higher knowledge of law and criminal procedure, and a Specialist Skills Threshold for accredited skills in police officer roles. Table S.1 illustrates the proposed new pay scale for constables.

Table S.1: Recommended constable pay scale	
Pay point	Constable salary
0	£19,000
1	£21,000
2	£22,000
3	£23,000
4 – Foundation Threshold	£25,500
5	£27,700
6	£31,032
7 – Specialist Skills Threshold	£36,519

- 27 The Specialist Skills Threshold will affect an officer's pay according to the skills he has and is using in his job. For example, an officer working in a response team who can demonstrate sufficient skill should continue to earn what he does now. By contrast, an officer who is working alongside police staff in a role that does not necessarily require his police powers, such as in a control room, should earn substantially less than at present. This is fair to officers who do the most difficult jobs, to police staff and to the taxpayer. Figure S.3 shows the number of officers currently working in functions where it is at least questionable whether they need their warranted powers, for example in air support⁶.
- 28 There should be nothing to prevent a senior police officer making an objective assessment of the abilities and contribution of a more junior officer who works for him. Such practices are essential parts of efficient and effective management. However, too often the culture and practice of management in the police service has been reticent and timid, and the present appraisal system is viewed as unnecessary bureaucracy without appreciable consequences. This should change as soon as possible. Progression up a pay scale should be based on satisfactory performance or the acquisition, use and demonstration of skills, not mere time service in the rank.
- 29 For police staff, I have recommended changes to bring them closer to the new terms and conditions which were recommended in Part 1, namely an unsocial hours allowance and reforms to the eligibility criteria for the payment of overtime. This will allow police forces to deploy officers and staff more effectively on joint operations. It is not the intention of this review to reduce the pay of frontline police staff, so these changes have been designed to be cost-neutral and individual members of police staff should not face unwarranted financial detriment.

⁶ 266 Federated officers. Primarily helicopter-based air support. Air support functions include suspect and missing person searches, vehicle pursuits, photographic tasks, specialist transport and area identification/containment services to support ground resources (for example firearms and public order)



30 The principal recommendations concerning basic pay, contribution-related pay and role-based pay include:

- Recommendation 54 – A new, shorter pay scale for constables should be introduced for new entrants from April 2013 as outlined in Table 7.12 of this report. It should have a lower starting salary than the current scale, but should allow constables to move to the maximum more quickly.
- Recommendation 55 – Pay points 6, 7, and 9 should be removed from the existing constables’ pay scale in April 2014, 2015, and 2016 respectively. This will allow constables to move to the maximum more quickly and ensure that the current and new pay scales merge in 2016.
- Recommendation 97 – A Specialist Skills Threshold should be introduced at the final pay point of all police officer pay scales up to and including chief superintendent, by 2016 at the latest. It should consist of a rigorous test of the specialist knowledge and skills required in each role and rank. The Police Professional Body should be remitted to devise the test.

31. Recommendation 110 – The definition of unsocial hours for police officers and staff should be harmonised. For both officers and staff, it should be defined as work which takes place between the hours of 8:00pm and 6:00am, with all days of the week being of equal weight.