

# **Independent review of Police Officers’ and Staff remuneration and conditions of service**

## **Initial response to the call for evidence – National Policing Improvement Agency**

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## Chapter 1 Introductory remarks

### 1.1 NPIA context

The NPIA had its origins in a proposal put forward by the Association of Chief Police Officers (ACPO) in 2003 and was established in response to a number of pressures. These included a wish to create a greater ownership by the police service of improvement and innovation based on an enhanced capability in research and analysis in order to build improvement on evidence of what works.

Since its creation, the NPIA has provided support to most if not all ACPO business areas, has supported the Association of Police Authorities' (APA) development activities and has been a resource for the delivery of the Home Office's programmes, including neighbourhood policing and cost effectiveness. Specific examples of where the NPIA has been the means of delivery of ACPO, APA and Home Office objectives include:

- Implementing the Police National Database, in line with the recommendations of the Bichard Inquiry, safeguarding children, countering terrorism and disrupting serious and organised crime while making efficiencies of £26m.
- Delivering key national leadership and workforce services such as Police SEARCH®, OSPRE® exams, selection for the Senior Command Course and delivery of the course itself, workforce planning, cost-effectiveness.
- Reducing bureaucracy – a simpler approach to managing officer and staff performance reviews will save 140,000 hours of officer time, the equivalent of 60 full-time officers.
- Delivering a national crime mapping solution, including an application to send information about local crime to individual officers' mobile devices.

- Increasing the reliability and performance of the critical national systems such as the PNC on which the police service depends every day.
- Enabling the service to achieve dramatic improvements in its delivery of forensic science, reducing costs by between 25% and 30%.
- Driving up standards in high-risk protective service areas, providing credible authoritative guidance, doctrine and training for activities ranging from covert investigation to counter terrorism, from kidnap to homicide and from child abuse investigation to the police use of firearms.
- Providing support to senior investigating officers in high profile and complex cases.

NPIA staff are drawn from a variety of backgrounds and there is a strong core of experience drawn from experts in forces from both operational and professional support backgrounds. The agency's ability to deploy knowledge and skills from people management, operations, programme management and delivery, ICT and science and research has helped it to support the requirements of police forces for change, efficiency and performance improvement.

The NPIA is due to be phased out by April 2012 and discussions are currently on-going about the allocation of NPIA services and functions in the future policing landscape.

## **1.2 NPIA general principles**

In responding to this consultation we have identified the issues which we consider central to the review of remuneration and conditions of service. These are:

- ACPO may become a professional institute, representing police officers at all ranks and police staff in relevant professional roles. Developed thinking

around people management principles<sup>1</sup> indicates that central ownership for talent management is crucial in order to align with and achieve organisation goals. The application of these principles would suggest that this institute, if it were to be created, should oversee professional development of all ranks police officers and police staff; it should have the responsibility to deliver and accredit recognised professional qualifications for the whole of policing as well as the power to enforce those standards where they are not being met. Having this professional body in place will create opportunities to streamline learning, development and progression within the police service, as well as increasing the information and strategic oversight available on crucial issues such as equality and diversity<sup>2</sup>.

- the development of remuneration and terms and conditions of police officers and staff is based on the concept of policing as a **vocation**. The tripartite would appear to strongly support the public service ethos of policing. Consideration should therefore be given to how remuneration and terms and conditions support and encourage this ethos. Factors that may influence this link include developing an understanding about what drives people to want to be a police officer or member of police staff – is it about public service, having a good pension, ‘catching criminals’ or it is a combination of many factors? An enhanced understanding of this would assist the executive leadership of the service to determine, firstly, the ethos they want to develop and then have a reward strategy that supports it.

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<sup>1</sup> NPIA, A Framework for Talent Management in the Police Service; A consultation, People and Development Directorate

<sup>2</sup> See NPIA Equality in Employment Report 2010, People and Development Directorate.

## Chapter 2 Methodology

### Consultation and Engagement

The response to this consultation has been informed by the work and expertise of NPIA staff with specialism in the following areas:

- Workforce change, workforce planning and organisational development;
- Policy in areas of Recruitment, Occupational Health, Safety and Welfare, Special Constabulary, fitness standards;
- The design and delivery of Officer, PCSO and special constable recruitment and promotion processes (Occupational Psychologists);
- Leadership, training, learning and development in policing;
- Representing British policing interests overseas (Head of the International Academy);
- Equality, Diversity and Human Rights in policing and workforce contexts;
- Research, Analysis and Information of policing issues.

Engagement has also taken place with the team of Peter Neyroud's Independent Review of Leadership and Training, in an effort to share learning and evidence where possible.

Engagement and consultation has taken place with ACPO and the CIPD Police Forum.

## Chapter 3 The Office of Constable

The debate on the office of constable is well rehearsed, particularly by the Police Federation of England and Wales (PFEW) who have been at the forefront of work to describe and identify the value of the office and what makes it unique to policing<sup>3</sup>. The initial difficulty is in the definition of the office itself. Notwithstanding the detailed work of the PFEW, there is currently no agreed,

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<sup>3</sup> See the following papers from the Police Federation [http://www.polfed.org/SCC\\_Web\\_Office\\_of\\_Constable.pdf](http://www.polfed.org/SCC_Web_Office_of_Constable.pdf) and <http://www.metfed.org.uk/support/uploads/1214552596Office%20Constable.pdf> for full information.

modern, concrete definition of the office of constable, which has been objectively reviewed for the 21<sup>st</sup> Century. In modern times it has been defined almost in relief by the definitions applied to very particular aspects of the office by means of police regulations and case law. These have clarified areas where the special nature of the office of constable does or does not apply, for example issues of police discretion and operational independence.

A pay and reward strategy should be based on an understanding of what the organisation is trying to achieve and mechanisms for pay and reward should be aligned with the organisation's objectives. Therefore a modern agreed definition of the office of constable and the roles that police staff should play in policing would enable a clear view to be taken on how those officers and staff should be rewarded and recognised.

## **Chapter 4 – NPIA response to call for evidence**

### **4.1 Attracting the Right People**

#### *4.1.1 Direct entry and pre-joining qualifications*

Direct entry is a concept formed of two main areas:

- Entering the service at sergeant level or above, recognising skills and experience gained in other roles, professions or sectors;
- Joining the service into a specific policing specialism, allowing the individual to remain in their chosen field, possibly related to particular policing accredited qualifications they have gained.

Direct entry polarises opinion across policing. Some can see the value in recognising the skills and experiences that individuals from other sectors could bring into policing. Others see the requirement to start in the role of constable

and work their way up the ranks as a form of apprenticeship and crucial to creating credibility amongst other leaders and those who are to be led<sup>4</sup>.

There is very little evidence available as to how successful direct entry may or may not be for policing. The NPIA has not been commissioned to do any in-depth research into this subject in the context of policing in England and Wales. The operating model of policing has been fixed and unchanged for so long that it has never seemed necessary and to examine what other operating models could look like or what their implications might be. Some initial work has been done in the past (by the Home Office and the Police Federation of England and Wales), however, no detailed or objective research has been done to explore realistic and costed models for direct entry.

Other organisations have developed different solutions to similar problems. The obvious comparator is the British military, which not only has an 'officer class' recognising leadership skills and academic achievement, but also allows individuals to join particular corps, regiments or trades in order to specialise in an area of interest, whilst at the same time ensuring basic training takes place to instil basic military skills. There are other organisations, such as the Prison Service, where direct entry has been attempted with less success.

The NPIA submission is therefore that policing is not currently in a position to make an informed decision on direct entry, either at higher ranks or by specialism, because the research and scoping work has never been conducted to identify possible entry models for policing. Current arguments are based on a traditionalist vs. modernising view in which protagonists largely rely opinion rather than evidence.

Further consideration should be given to direct entry, considering what problem we are trying to solve: which skills are missing in the senior levels of the service. Anecdotally these are business, financial and commercial skills, it is unclear whether these skills are absent because the police service does not have the

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<sup>4</sup> It is interesting to note that preliminary findings of a questionnaire of officers for the Leadership and Training review indicate a strong (75%) aversion to the concept of certain qualifications allowing entry to the police service above the level of constable (correct on 27.10.10, questionnaire not yet closed, based on 397 responses).

right people in these positions, or is the service not developing the right skills in the good people it has. There are options other than direct entry which could ensure these skills are developed and retained within policing, including secondments and attachments, either in the commercial sector or overseas. There is a constant demand for the expertise of British policing and this could be a real (and cost-recovered) way of developing leadership and management skills in our leaders.

There is currently no shortage of applicants for places in policing (57,262 applicants since November 2006, with a 64% pass rate – 36,511 potential officers) and more than a third of our new officers are graduates. If the current economic climate persists, the number of applicants is likely to increase further over the coming years. However within this picture there are real questions to be addressed on issues of equality and diversity.

Recent research conducted by the NPIA<sup>5</sup> has, for the first time, analysed trend data for women and people from BME backgrounds in the policing roles of officer, PCSO and police staff (where national data is available). Whilst recognising a great deal of success in recruiting and promoting members of under-represented groups in the last ten years, the report also makes clear the length of time it will take to achieve representation of women and people from BME backgrounds within policing. On 2009 recruitment and progression levels for example, it is estimated that it may be another 25 – 30 years until female representation reaches 35% in the top three ranks of the police service<sup>6</sup>. It is also estimated that it may take until 2024 to achieve 8% BME representation in police officer posts.

The same report notes that police staff posts (including PCSOs) are more representative of women and people from BME backgrounds. **A constructive contribution to the direct entry discussion would be to look at internal 'conversion' programmes for members of police staff who may have spent considerable time in and around policing and could bring across a high**

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<sup>5</sup> NPIA, Equality in Employment Report 2010, People and Development Directorate.

<sup>6</sup> 35% being the percentage at which, research demonstrates, women will cease to feel as if they are in a minority.

**level of policing experience and skill into warranted roles.** It is worthy of note that there is currently no national level data on other protected characteristics in the police service (e.g. disability, sexual orientation, age) as all of this data is held in force and not requested by the Home Office in the Annual Data Return.

The Central Authority, which governs the Initial Police Learning and Development Programme (IPLDP) in conjunction with the NPIA is already exploring options for the accreditation of pre-joining qualifications and opening up professional routes into policing. The aim is to develop a nationally recognised policing qualification (foundation degree), to quality assure providers of that qualification and supply central advice and support to forces. This will allow local partnerships and arrangements to be established but with the benefit of a national pool of recruits whose skills and motivation to become police officers have already been proven prior to entry into the service.

This work will mean that relevant skills and competencies may be accredited and recognised in a modular and flexible way as part of future career planning. It will enable moves from PCSO or special constable to regular constable, without repetition of learning, thus saving cost whilst also recognising existing skills and experience.

Options for direct entry:

- If the policing qualification were to be expanded to a full degree qualification it could take graduates beyond the learning and experiential practice activity of constable and begin to develop them for supervisory or management level entry, i.e. sergeant / inspector.
- Alternatively there is the opportunity to use existing entry and probation processes in a shorter time scale, reducing the time burden by recognising and accrediting entrants' existing management skills/experience, at the same time as developing the core operational skills required within policing.

These arrangements could ensure that any direct entrant is fully equipped in respect of core operational policing experience and skills but is able to enter the service with additional valuable skills.

#### *4.1.2 Graduate entry*

As a key part of the police service's talent management, the NPIA manages the High Potential Development Scheme (HPDS) on behalf of forces as well as currently developing a Police Graduate Recruitment Scheme which will provide an annual cohort of high potential graduates into policing. Although 37% of current recruits to the post of warranted officer are already graduates<sup>7</sup> the service still needs to compete to attract the brightest and the best talent emerging from universities.

Past schemes such as the Accelerated Promotion Scheme for Graduates (APSG) have acted as an entry point to the mainstream accelerated promotion processes and have attracted many of today's senior officers into policing, in a way that may not otherwise have been the case. The new High Potential Graduate Entry Scheme (HPGES) will work in similar way, feeding into the HPDS and creating a pipeline of talent and future leaders. There is some, largely anecdotal, evidence that suggests a graduate scheme may also encourage individuals from under-represented groups to apply, as it explicitly highlights the professional nature of the role and potential for those recruited to achieve high rank.

In designing remuneration and terms and conditions in policing, it is important that the need to attract and retain very high quality graduates is borne in mind. It may be advisable to ensure that systems and schemes are designed to provide adequate development and support for those with potential for higher ranks, as well as supporting the concept of policing as a profession, not a 'job'.

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<sup>7</sup> Compared to 34% graduates in the overall working population. NPIA, HPGES Graduates paper to ACPO, Sept 2010, People and Development Directorate.

A key consideration for the attraction of high quality graduates is in the placement of marketing and how this is used to best effect to highlight the development programme which is on offer to groups who would otherwise not have considered a career in policing. The NPIA is currently developing a central website specifically targeted at graduates, although the future of targeted recruitment events at top level universities and universities with a high number of students from a BME background would need to be secured, following the phasing out of the NPIA.

#### *4.1.3 Managing recruitment to be cost-effective and improve equality and diversity outcomes*

The NPIA has examined approaches to e-recruitment across the public sector and has identified some options for the creation of a single e-recruitment portal for policing. In line with the principles of the NPIA's Information Systems Improvement Strategy (ISIS)<sup>8</sup>, it would be possible to create a web-based e-recruitment portal which forces could use to reduce the back office cost of recruitment by reducing administration and increasing manager and candidate self-service. There is evidence which indicates that economies of scale could accrue from shifting recruitment activity above force level and cost savings can also be made through the uniform application of single e-recruitment 'portal' for all policing roles, officer, staff, special constables and volunteers.

A single policing recruitment platform presents a professional image and single point of contact for everyone who might be interested in a career in policing. It would also be relatively inexpensive to design and implement, developed once for use 43 times, rather than each force paying individually for different products. The Equality in Employment research released recently by the NPIA<sup>9</sup> evidences the under-representation of women and people from BME backgrounds particularly acutely at certain ranks and in certain specialist roles. This portal would also allow forces to advertise their hard-to-recruit, specialist and 'plum'

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<sup>8</sup> See <http://www.npia.police.uk/en/12730.htm> for further detail

<sup>9</sup> NPIA, Equality in Employment Report 2010, People and Development Directorate.

roles in a way which is transparent beyond question and encourages members of under-represented groups to apply.

Scoping of such an initiative is yet to be fully developed but possible cost-savings are understood to be in the region of £16,500 per recruitment campaign (for officers, in one force), with additional savings of 50% in advertising costs; administration costs reduced from 40% to 2% of hiring costs; and a reduction in the 'time-to-hire' by up to three months. It is easy to see how these potential savings extrapolated across the service could result in significant savings for policing.

Further, work is already underway within the NPIA<sup>10</sup> to reduce the costs of designing and delivering candidate assessment processes. The NPIA is examining ways to bring together the recruitment and selection models for regular Police Officers and Police Community Support Officers and possibly special constables in the longer term, cutting costs and improving the flexibility of the processes for forces.

The Metropolitan Police Service (MPS) and Metropolitan Police Authority have recently announced plans for new entry routes into policing, either by: being a special constable and gaining a relevant qualification in policing and the law; an internal training course for PCSOs and staff members to gain the recognised qualification and; an external route for those who are not able to hold the office of special constable which also leads to the qualification. The MPS estimates that this will save them £20,000 per special constable recruit, and £12,000 for each other recruit, a minimum of £1.2m saved per 100 recruits.

Surrey Police has made a saving of £8,500 per recruit (cash savings of £800,000 in the first two years of operation) through an expectation that prospective constables complete a Police, Law and Community course in conjunction with Portsmouth University. Their initial training has been cut from 24 to 10 weeks as a result and feedback on the quality of the recruits has been excellent.

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<sup>10</sup> NPIA, Consolidation of Police SEARCH® and PCSO Recruit Assessment Processes, January 2010, Exams and Assessment Unit

#### 4.1.4 Recruitment of special constables

The NPIA has responsibility for policy and practice on the subject of special constables, as well as a team dedicated to supporting forces in increasing the numbers of special constables. A recent NPIA report on recruitment marketing and retention of special constables<sup>11</sup> contains information about how forces' current recruitment mechanisms operate, why people join the constabulary and what could be improved to help with retention. With the recent Comprehensive Spending Review announcement that there will be money set aside for the development of the Big Society agenda, the NPIA suggests that the following measures be considered:

- Raise the profile of the Special Constabulary through communications and marketing - ensuring that the public are aware of what they are and what they do. Anecdotal evidence suggests that the Special Constabulary is often confused with PCSOs or Special Branch.
- Continue to promote and support the professionalisation of the Special Constabulary, making it a body that forces can regularly rely on. A barrier to increasing the number of specials is the perception that they are unreliable and unfit for a wide range of duties. See the National Strategy Implementation Advice (Introduction)<sup>12</sup>.
- Explore financial incentives should be explored by the government, such as free travel, council tax discounts, or the payment of retainers. Any proposals focusing on paying specials via some form of retainer or remuneration should be fully researched and consulted on. Already some stakeholders have expressed concern that this option could (a) undermine the Special Constabulary volunteer status and ethos and (b) could prove costly.
- Assess the effectiveness of financial incentive schemes (the payment of an allowance under the Special Constable [Amendment] Regulations 2002) has not been widely assessed by the forces that have adopted them. Only a handful of forces to date have applied to run them and they

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<sup>11</sup> NPIA, Special Constabulary Recruitment Marketing and Retention Surveys, July 2009.

<sup>12</sup> See NPIA Special Constabulary National Strategy Implementation Advice, <http://www.npia.police.uk/en/11834.htm>

have not been well assessed. There is some evidence that the numbers of specials increased over the period that this scheme was in place, however analysis of one force's Special Constabulary Allowance Scheme did not point to a link between payment and improved performance. A comparison between that force and its neighbours revealed that it was no better than forces that did not have a scheme in place.

- Maintain provision of central support to forces to increase their numbers. **The NPIA Regional Coordinators (responsible for assisting forces to increase their numbers of specials) oversaw an increase of over 1000 specials in an 18 month period to March 2010. This represents 6.75% increase across England and Wales over this period<sup>13</sup>.**
- Further increase the scope of Employer Supported Policing (ESP, see glossary) - both in the public sector and private sector. This could not only impact on increasing numbers (by marketing the Special Constabulary through employers), but could also help tackle attrition rates.
- Accredit any learning gained in the initial training, leading to recognised qualifications. Although there is no direct evidence that this would increase numbers, it would contribute to the professionalisation of policing and would likely increase retention of special constables (see section 4.2.3).

## 4.2 In the right place at the right time

### 4.2.1 Workforce Planning

Decisions regarding the deployment of police officers and police staff are made at various levels within a police force. For example through daily tasking to respond to immediate resourcing needs or, in some instances, at a higher level through workforce planning that is informed by strategic priorities and/or a changing operating landscape. **Research conducted by The Work Foundation in 2010<sup>14</sup> identified that this latter strategic workforce planning is not common practice in policing** and the NPIA are currently working with

<sup>13</sup> Home Office Statistical Bulletin, Police Service Strength, <http://rds.homeoffice.gov.uk/rds/pdfs10/hosb1410.pdf>.

<sup>14</sup> The Work Foundation / NPIA, Workforce Planning Review, February 2010, People and Development Directorate. <http://www.npia.police.uk/en/11834.htm>

forces to improve planning in this area, both through the Insight Programme (workforce planning) and as part of the NPIA's cost-effectiveness team.

As another aid to workforce planning in forces, **the NPIA is currently refreshing the 2001 'Diary of a Police Officer' work, observing and recording the activities of 194 uniformed officers in Safer Neighbourhood and Territorial Policing teams in two forces over all shifts and days of the week.** This relatively small sample of officers will nonetheless provide indicative findings which can be used to identify efficiencies in other forces. The results of this work are expected in December 2010.

#### *4.2.2 SPPs and CRTPs*

The flexibility of police officers is constrained by certain measures, such as the requirement to publish duties three months in advance. Whilst these measures do provide protection to police officers from constant changes to their working patterns, it is striking that no national level analysis of the cost of this flexibility is available. Similarly, it is not currently possible to look at national and local trends in spend on Special Priority Payments (SPPs), Competency Related Threshold Payments (CRTPs), allowances and shift pay (for police staff) as this information is held in individual forces. As with information about certain diverse groups in policing, this dearth of information will not help national decision and policy making.

Police staff flexibility is also possible although it too comes at a cost. This flexibility is obtained via contracts of employment which build in relevant terms and conditions and have been negotiated with the relevant unions. Through negotiation with their unions, Surrey Police have recently achieved improved operational resilience in their force, including increased flexibility to mobilise and a requirement for non-critical staff to hold a secondary skill, as well as the implementation of a formal 'dispute avoidance' protocol with UNISON. The main difference between the two groups is that for police staff the costs of shift working, weekend working, being on-call, etc., tend to be front-loaded as they are

built into the contract of employment. They are also visible, transparent and only incurred when staff have worked in a flexible way.

#### *4.2.3 Special constables and Volunteers*

There is a key role for the Special Constabulary to play in the flexibility and deployment of the police service. NPIA analysis has shown that varied and interesting work has been found to be a key factor in the retention of special constables<sup>15</sup>. Forces which plan their work, train them to a professional standard and integrate them into useful operations with regular colleagues will find they have a professional and flexible resource which can support local policing priorities at a much reduced cost. Forces which have a rank structure within their Special Constabulary have better deployment of special constables, due to the ability of special constable managers to relate to their regular counterparts and ensure the embedding of the Special Constabulary within the force. Current Working Time Regulation legislation is the main barrier to the flexible deployment of special constables, mainly due to the requirement for mandatory rest breaks of 11 hours in any 24 hour period and 24 hours in any 7 day period.<sup>16</sup>

As well as the Special Constabulary, the work of 9,000 current Police Service Volunteers (PSVs) is deserving of continued recognition and support, particularly in view of the coalition government's Big Society agenda. The NPIA currently holds policy responsibility for the volunteers in the police service. It may be worthy of consideration to apply similar recruitment and retention incentives to PSVs as for the Special Constabulary. Given the current financial climate, it is possible that forces will become more reliant on their PSVs although there is already a tension that forces will rely on these roles to replace members of police staff who have been made redundant<sup>17</sup>.

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<sup>15</sup> NPIA, Special Constabulary Recruitment Marketing and Retention Surveys, July 2009

<sup>16</sup> NPIA Circular on Working Time Regulations and Special Constabulary to be published shortly.

<sup>17</sup> See article 'Staff trades union condemns volunteers' in Jane's Police Review, 22 October 2010, p.11

#### 4.2.4 Overtime

Given the nature of policing it is likely that arrangements for working overtime will continue to be required. However it can be reduced: through our deployment of workforce planning tools in forces (the Insight programme). The NPIA is aware of a specific example where overtime spend has been reduced by £1m in the response function. This was achieved through understanding the demand on that function, matching deployment to meet that demand, better resource management (impact of abstractions) and chief officer level oversight and scrutiny of overtime use (described as a 'forensic grip'). Comparisons of geographical areas and particular specialisms, as well as holding managers to account for the use of overtime has been shown to make significant savings in forces. Effective workforce planning mitigates the need for overtime, as oversight will quickly identify areas where the workforce is not able to meet the demand from the local area and other officers and staff can then be redeployed to those areas to meet demand.

### 4.3 Rewarding fairly for performance

#### 4.3.1 Performance Related Pay

There has been considerable interest in linking pay to performance in the public sector dating back many years, but, according to researchers, this has been hard to translate into practice. However, there is also a view that there is some discernable evidence, such as the performance related pay (PRP) scheme for teachers, that PRP has resulted in performance improvements.

There are several issues to consider when applying PRP to public sector roles, particularly where a vocational element of public service may play an important role in attracting and motivating individuals to good performance. However there is an argument that by encouraging employees to focus on key objectives to achieve PRP the workforce is directed to work more effectively. The CIPD

summarises the evidence from a study reviewing diverse approaches to bonuses and incentive pay in the public sector<sup>18</sup>:

- Public sector workers do respond to financial incentives – and, while responses are sometimes small, this reflects the fact that the incentives are also small.
- There is, however, also evidence of ‘gaming’ – defined as ‘manipulation of behaviour that uses resources and does not increase productivity’ in response to schemes.
- Any overall benefits to society in respect of higher levels of public service are harder to assess.

For PRP to be effective, it is best structured and implemented within an appropriate and effective performance management framework that delivers performance across the organisation, within the team and through the individual. Reward specialists at the CIPD advise that sustainable high performance environments take a total reward approach to performance and pay. That is, a whole range of rewards including non-financial rewards are carefully and holistically designed to meet the needs of the organisation and PRP.

#### *4.3.2 Performance pay in policing*

Evidence suggests that the police service is not well positioned currently to provide such a people-centred approach to either performance or reward. Performance related pay has not been evaluated since 2002/3 when the Home Office looked at the international evidence base for PRP and used the data to inform the introduction of SPPs and CRTPs, as forms of performance related pay.

This data is now somewhat old but it did identify that PRP has had limited impact in improving the quality of work or the motivation to do a good job. There are

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<sup>18</sup> CIPD, Performance Related Pay guidance - <http://www.cipd.co.uk/subjects/perfmangmt/perfrelpay/prefrelpay.htm?IsSrchRes=1>

indications that staff and managers were concerned about unintended consequences on performance. High achievers tended to feel more positive about PRP than average and poor performers, although there is little evidence that it helps to motivate any of these groups. There was also some evidence that staff find PRP to be de-motivating, for example for average performers that do not receive any extra payment. There was also an indication that staff believe that they (as well as senior managers) should also be rewarded for good organisational performance. Although not current, this data would tend to support the consideration of team or organisation based pay structures for policing. It also highlights some of the common problems with performance based pay which should be considered.

In 2003 the Home Office commissioned a review of CRTPs. Although this was limited in scope and not long after their implementation, the findings of the review were quite stark and the prima facie evidence would suggest that the benefits of the CRTP for the progression of the service should be reconsidered.

Case studies revealed that the CRTP scheme had been applied inconsistently. For example, some forces reported 'blanket' pass rates while another assessed almost entirely on sickness record. Officers across all the four forces examined felt that the scheme was not being used as intended. For example officers did not believe that actual 'performance' was being properly measured and taken into account – in none of the four forces reviewed was CRTP perceived as a payment for competency. Additionally, the refusal of applications for CRTP was thought to be de-motivating by many of the officers questioned – and it was thought to be particularly damaging to officers who were long in service. Furthermore, more recent anecdotal evidence suggests that there still exists a blanket approach to applying the CRTP which does not relate to performance.

Based on this evidence and in the light of research into the need to relate pay for performance to the attainment and demonstration of key skills, the service may benefit from a review of the benefits of CRTPs.

SPPs were introduced as payments of £500 - £5000 to reward and incentivise frontline staff in roles considered particularly difficult to fill. The benefits of this payment system were reviewed in 2003 by the Home Office. As with the CRTP, the scope of the review was limited, but findings identified a number of potential issues with the effectiveness of SPPs.

The review found evidence of inconsistency of approach and poor communication with officers which caused confusion and examples of officers carrying out the same roles not all receiving SPPs. Additionally most officers interviewed felt SPPs were not sufficient to be an incentive to stay in uniformed front line roles (unless young in service) or for general retention purposes. In general there was no evidence that SPPs motivated officers and they were perceived by some to be a de-motivating. Furthermore, they were generally seen in a negative light by most senior managers.

An inadvertent consequence of SPPs also began to emerge; it created a reluctance in officers to move into posts that did not attract SPPs, thus leading to a new set of difficult to fill and unpopular posts and decreasing the flexibility of the workforce.

These payments were introduced historically as an aid to retention and are not applied according to the skill needed to undertake a role. Given that the application of SPPs to some posts actually created a new set of posts that were difficult to fill because they did not attract SPP; it would seem that SPPs have not been an effective means to support recruitment and retention into certain roles. It may be that the service can find different means for attracting and retaining skilled officers into roles traditionally seen as unpopular. Other rewards such as clear career pathways, development opportunities and the gathering of specialist skills can be incentive enough if communicated properly.

If looking holistically at all issues of PRP, the proportion of people costs spent on SPPs, CRTPs, overtime, allowances and shift pay will amount to a significant sum. This could be used in different ways to incentivise the development of skills and behaviours which will lead to the best outcomes for policing. In any PRP

system, a key consideration is robust management of people and the reward culture in which they work. Clear professional standards for all roles in policing (whether officers or staff roles) will allow individuals to be held to account for their own performance and rewarded in a way which is fair and equitable. **The new Police Professional Framework, to be launched by the NPIA (supported by Skills for Justice) in December 2010, will provide this framework by codifying professional standards for the different roles in policing (officers and staff) allowing performance to be measured in terms of delivery and productivity. This framework could be considered as a basis on which to design pay and reward systems for policing.**

#### **4.4 Progressing our workforce**

##### *4.4.1 Equal pay considerations*

According to the Equality and Human Rights Commission<sup>19</sup> it could still take another 20 years to close the gender pay gap, despite equal pay legislation since the 1970s. The design of pay progression is a key consideration in reducing this gap and ensuring fair reward for equal effort and skill. In the light of equal pay legislation, it could be argued that current police constable pay scales are too long and reflect only length of service, rather than skills or performance in the role.

Under the new Equality Act 2010, pay and benefits based on up to 5 years' service are exempt from the age discrimination provisions of the Act; any pay or benefits based on service longer than this needs to fulfil a business need of the organisation, for example by encouraging loyalty or motivation, or rewarding the experience of its staff. Under current pay scales a police constable would require 11 years to reach the top of the scale, and this is without the 'step' of accessing the Competency Related Threshold Payment (CRTP). This pay scale is designed for a workforce based on the assumption that they will be in post for 30 – 35 years, an assumption which is becoming less viable as society changes

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<sup>19</sup> [http://www.equalityhumanrights.com/uploaded\\_files/EqualityAct/equal\\_pay\\_code\\_05.10.10.pdf](http://www.equalityhumanrights.com/uploaded_files/EqualityAct/equal_pay_code_05.10.10.pdf)

(see 4.5 for discussion of Generation Y implications). For other federated ranks the number of pay points is much fewer and the risk is lessened but assuming we need to challenge the concept of pay based on time served, the police service needs to be clear about the justification for paying a different salary to two individuals who are performing the same role to the same standard, despite differing lengths of service.

#### *4.4.2 Length of service*

It is reported that police officers feel that they are trapped by a pension scheme which is designed in a way to make it particularly disadvantageous to leave in the later years of service. The police officer pension scheme could be designed in a way to enable officers to leave at earlier points in their service, whilst still retaining a fair proportion of their pension rights. This would aid officers who wished to 'leave with dignity' when they feel their will to be a police officer has diminished. Re-design of the pension scheme could also allow them to return after years away from policing, giving greater flexibility to both individuals and forces.

One possible mechanism for this would be to design a system of lengths of service, similar to the concept of 'commissions' in the Armed Forces. These could be of varying length, whilst ensuring that the initial cost of training an officer is recouped, for example – 6 years, 12 years, 20 years and 35 years. Officers and forces could sign up to the particular length of time they wished to and leave at the end of that period as part of a mutually agreed contractual arrangement, with a pension which adequately reflects the service they have given. These 'commissions' could of course be extended by mutual consent but they would allow officers the flexibility to make life choices and change careers if they wish to. There is currently no evidence to suggest how serving officers would view this change however, or how prospective candidates to become future officers might see this opportunity.

#### *4.4.3 A flexible framework for pay, reward and employment*

The independent review of remuneration and conditions of service represents an opportunity to recognise the modern policing workforce which now includes not only warranted officers and police staff, but also PCSOs, those with delegated powers, specialists, special constables and Police Service Volunteers.

Examples exist within the wider policing family where different approaches to pay, reward and terms and conditions have been conceived and operated. One such example is that of the Serious and Organised Crime Agency (SOCA), which, upon its creation moved all officers and staff onto a single employment framework, including a release from police regulations and the removal of the office of constable for those transferring in from forces; a huge cultural shift. The intended benefits were cultural, insofar as having a single workforce with the ability to deploy staff across the full range of disciplines, including the operational and corporate services.

This is not necessarily a model which the police service would wish to duplicate but lessons could usefully be learned for future changes to the police service. As well as embracing the office of constable, a new framework could take into account the concept of a 'crown servant' which might be applicable to certain crucial front line roles which may not require the powers of a warranted officer but could provide an extra layer of resilience and certainty in certain key roles.

#### *4.4.4 Fitness Testing*

Currently, fitness testing for new police recruits is mandatory and the standard for the fitness levels demanded of new recruits has been researched in scientific detail<sup>20</sup>.

There is widespread support for mandatory fitness standards for officers in specialist posts and a 2010 report from the Police Advisory Board recommended annual fitness testing be put in place for 13 specialist posts from police cyclists to

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<sup>20</sup> Lilleshall National Sports Centre, Research into Fitness for the Police Service, March 2004.

firearms officers<sup>21</sup>. Although there could be some adverse impact against women due to the higher standards of fitness required, it is felt that testing officers in these posts is a proportionate means of achieving a legitimate aim, due to the intrinsic nature of the roles themselves.

Support for annual fitness testing for all police officers is mixed. The likely benefits of annual fitness testing are that it will improve the fitness of personnel, thereby reducing the risk of illness and injury and making savings in the longer term. However its introduction could be costly in the short term as it could significantly increase the number of officers on restricted duties.

## **4.5. The changing face of careers and pensions**

### *4.5.1 Generation Y*

Norfolk Constabulary have developed a workforce plan based on research which identifies that Generation Y workers (a term that is applied to people born between the late 1970s and late 1990s) are seeking careers which provide a work/life balance, fun, variety, respect, a sense of purpose and a strong desire to do “real” work. In the workplace they tend to favour an inclusive style of management, dislike micromanagement and slowness; and desire immediate feedback on their performance.

Generation Y perform best when they are actively engaged, their abilities are identified and matched with challenging work that pushes them fully. Moreover, if Generation Y workers do not find these things in their job, they are ready to find another job that will fulfil these workplace desires. The development of pay and structures should therefore take into account the possibilities for increased movement across a range of roles and sectors, in order to ‘future-proof’ policing structures in alignment with the changing expectations of the workforce.

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<sup>21</sup> PABEW / Lilleshall Sports Centre, Job Related Fitness Tests for Police Officer Specialist Posts, January 2010.  
[http://www.npia.police.uk/en/docs/FWG\\_Report\\_final.pdf](http://www.npia.police.uk/en/docs/FWG_Report_final.pdf)

#### 4.5.2 Pensions and redundancy

As part of the 'future proofing' of policing structures, pensions are critical to allowing the flexibility for officers and staff to be able to move between forces, other public sector organisations and to return from the private or third sectors. As discussed in 4.4.2, the police officer pension scheme could be revised to ensure that individuals and forces have greater flexibility.

Having a more flexible pensions framework for police officers would help mitigate the need to make police officers redundant. Providing ways to 'leave with dignity' for police officers would provide the opportunity for police officer turnover to become more fluid and create a menu of options for forces to bring in and divest skills as necessary according to their long term workforce plans. Consideration would also need to be given as to the careful planning and implementation of any changes to pensions, to ensure there is not an exodus of highly skilled and experienced officers.

NPIA Equality and Diversity research<sup>22</sup> has identified the perception of a culture based on status in policing, where police officers are perceived to have a higher status than police staff. The difference in terms and conditions between officers and staff only adds to this perception and without careful management the necessary budget cuts over the coming years may exacerbate this situation to the extent that police staff feel under-valued and expendable. This has serious implications for the diversity of the police service, as police staff are predominantly female (62%), compared with police officers who are currently 75% male. Police staff roles, importantly including 'front line' roles such as PCSOs, are excellent talent pipelines for under-represented groups such as women and people from a BME background, into warranted officer roles. They also mean that the police service provides a more accurate reflection of the diverse communities we serve. It is important that police regulations are at least examined to identify possible ways of reducing numbers of police officers, when

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<sup>22</sup> NPIA, Equality in Employment Report 2010, People and Development Directorate.

absolutely necessary, over and above the current mechanisms of regulation A19 and ill-health retirement.

#### *4.5.3 Restricted and recuperative duties*

The Home Office continues to own policy for sickness absence management. The NPIA works closely with forces in producing guidelines and advising forces in appropriate process and practice in implementing policy and managing the provision of occupational health services to maximise the productivity of the workforce.

Forces differ in how they categorise officers on restricted duties, however certain trends can be identified. Firstly, the total number of officers on restricted duties has nearly doubled from 2,299 in 2002/03 to 4,568 in 2008/09. In this time, the number of ill-health retirements has nearly halved, from 488 in 2002/03 to 254 in 2008/09. Forces generally attribute this to the perceived penalty of being required to pay a lump-sum of twice an officer's pensionable pay on ill-health retirement, into the pension fund.

The tension that will arise will be between the cost implications of ill-health retirements on the one hand, against the reduction in suitable posts and business case for retention on the other. One likely effect of this will be an increase in ill-health retirements from the current level of 2.5 officers per thousand. The financial implications mean that in certain cases it may not be reasonable to retain certain officers who become restricted at an early age, and that ill-health retirement is more suitable, despite the lump sum payment. This all suggests a greater consideration of the business case when making decisions, coupled with close liaison with the finance department.

Significant work has been undertaken in forces to better consider and manage those restricted from full duties in order to ensure full compliance with the Disability Discrimination provisions of the Equality Act 2010. Trying to find meaningful work for officers away from the front line or indeed to make

reasonable adjustments to front line roles has proved an extreme challenge to overcome.

The definition of restricted duties is complex, and forces employ different criteria and methods of assessment. However, there is general agreement that the need to find efficiencies in forces will mean that it is likely to remain an issue for the foreseeable future.

The increasing number of officers on restricted duties could clearly have an impact on the provision of front-line services. The current drive is to maintain or increase the public-facing service, whilst decreasing the number of officers in back-office positions. Combined with existing workforce modernisation efforts, this exacerbates the pressures, as back-office posts are often occupied by restricted duties officers. Forces require a robust system and comprehensive procedure for management of officers restricted from full duties, to make best use of such officers, drawing on their specific capabilities and expertise in a way that maximises operational value. Being on restricted duties should not automatically mean that an officer has to take up a back office role; each case should be suitably assessed in terms of the role that can be performed. Officers, if retained in restricted duties posts, must be doing appropriately valuable and skilled work. If necessary, forces need to consider medical retirement.

Police forces would benefit from a consistent approach to managing officers restricted from full duties up to and including any decision to medically retire or not. Currently forces govern and manage decision making around medical retirements based on regulation and legal and statutory obligation borne out in case law on a local and case by case basis. This piecemeal approach to managing medical retirements puts forces at risk of significant losses at appeals hearings as inconsistent practice in the service is a key area for claimants to win at appeal.

There can be problems regards placing restricted officers in police staff posts, as it may give rise to claims regarding equal pay. It was suggested that the service would benefit from being able to place such officers in staff roles under staff pay,

terms and conditions. This might currently be achieved through medically retiring the officer and offering immediate re-employment in civilian police staff role. However, that does not necessarily create a saving for the force, or represent an appropriate use of resources or appropriate recruitment policy. One of the aims of medical retirement is to provide a suitable exit from work where appropriate, rather than a passage to re-employment with the same organisation.

There is currently a negative implication attached to restricted duties. A change of attitude and culture within the service, focusing on career development, matching peoples' skills to appropriate posts, etc, would help to change this. To achieve this would require greater communication between officers, management, Human Resource professionals, and Force Medical Advisors. The age profile of restricted duties officers is decreasing, so greater consideration of career development is particularly important. The opportunity is to ensure that an officer's skills and capabilities can be fully put to use.

Based on the evidence, the NPIA would suggest that this area of policy and regulation is reviewed against the principle that every force needs to have a clear procedural framework in place. Better awareness and education is required, especially regarding the procedure in managing restricted duties, options available to management and the officer, possible outcomes, what an officer's capabilities are, and which posts are suitable. There may be need for a review of whether police regulations can be amended to include a 'part time part pay' policy to support those many officers fit to work but not fit to work full time.

- Research undertaken in the private sector suggests that the scale of return on investment from health and wellbeing interventions can be impressive, ranging from 1:2 (a return of £2.00 for every £1.00 spent) to 1:34. (BUPA Evidence into Action report 2010<sup>23</sup>).
- At any one time, 1 worker in 6 will be experiencing depression, anxiety or related problems and only a third of these workers seek treatment. (The Sainsbury Centre).

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<sup>23</sup> Available at <http://www.bupa.com/mediacentre/press-releases/healthy-work-evidence-action>

- Individuals in good health are 20% more productive and presenteeism levels are important to cost effectiveness and productivity levels – presenteeism costs at least 1.8 x more than the cost of absence.

Given that the most likely causes of long term restricted duties across the service are stress related or musculo-skeletal in nature, there may be significant benefit to considering the development of policy and administration from one of recording the cost of absence management to a health and wellbeing strategy for the service which can be applied and administered nationally, regionally and locally, using the learning from the private sector to achieve a solid return on investment from future spending on occupational health services. The NPIA has developed a significant bank of research, evidence and learning from the private sector and public health policy which could support such a review.

#### **4.6 Making fair decisions on pay**

NPIA research has identified six principle pay and review bodies in the public sector which are responsible for making annual pay recommendations based on a number of considerations:

- the need to recruit, retain and motivate staff;
- regional/local variations in labour markets and their effects on the recruitment and retention of staff;
- the funds available to the government departments as set out in the Departmental Expenditure Limits; and
- the government's inflation target.

These six, in the areas of the Armed Forces, Doctors' and Dentists', NHS, Prison Service, Schools and Senior Salaries, are co-ordinated by the Office of Manpower Economics (OME). This is also the body which currently provides the secretariat for the existing pay machinery for policing; the Police Negotiating Board (PNB) and the Police Advisory Board of England and Wales (PABEW).

Given the practice of pay review bodies for so many other areas of the public sector, this is an area that policing could align itself to.

The benefits of this would be to create a long-term, independent and transparent decision making process for officer and staff pay, as well as decreasing industrial tensions in the medium term by having a pay awarding body which is seen to be independent from the parties involved and able to make recommendations based solely on the facts presented to them.

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## Chapter 6 Glossary of Terms

ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
BME	Black and Minority Ethnic
CIPD	Chartered Institute of People and Development
CRTP	Competency Related Threshold Payments – for police officers
EHRC	Equality and Human Rights Commission
ESP	Employer Supported Policing – a scheme whereby employers support their staff to become special constables
HPDS	High Potential Development Scheme
HPGES	High Potential Graduate Entry Scheme
IPLDP	Initial Police Learning and Development Programme
ISIS	Information Systems Improvement Strategy
MPS	Metropolitan Police Service
NPIA	National Policing Improvement Agency
OME	Office of Manpower Economics
OSP <sup>RE</sup> ®	Objective Structured Performance Related Examination – examinations used to qualify police officer for promotion to sergeant and inspector ranks
PABEW	Police Advisory Board of England and Wales
PCSO	Police Community Support Officer
PFEW	Police Federation of England and Wales
PNB	Police Negotiating Board
Police SEARCH <sup>®</sup>	Initial selection testing for recruits to the office of constable
PSV	Police Service Volunteers
PRP	Performance Related Pay
Regulation A19	Regulation concerning the release of police officers from service on efficiency grounds
SC	Special Constabulary / special constable – voluntary policing services with the same powers as a regular constable
SOCA	Serious and Organised Crime Agency
SPP	Special Priority Payments – for police officers