
PFEW Pay Positioning Document

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Article I. Executive Summary

Section 1.01 Introduction - an urgent need to act

The Police Federation of England & Wales (PFEW) represents more than 145,000 Police Officers who, each day, face up to the challenge of keeping the public safe. “The job” as it has been known, is like no other. The responsibilities of warranted officers rarely stop within normal working hours and the demands on them are increasing all the time. Successive governments have continued to place a high priority on increasing police officer numbers. Whilst the need for experienced, well-trained, and well-equipped officers is widely understood, the current reality of policing is very different. With increasing attrition rates of officers leading to higher rates of turnover, the consequence of a less experienced frontline is playing out. The thin blue line is being stretched thinner than ever.

The toxic combination of heightened personal danger, diminishing resources and poor reward has resulted in a broken service with morale at rock bottom. Low morale drives out experienced officers and hampers the ability to attract talent with the outcome of declining public confidence.

The restrictions on police officers’ lives, and their inability to take industrial action, must be recognised; and this means having a fair pay mechanism that police officers can have confidence in. Last year we polled our members asking whether they wish the PFEW to pursue collective bargaining of police officer pay. More than 50,000 members responded, and 98 percent said they want some form of collective bargaining and binding arbitration.

During the social unrest of 2024, we saw the reliance on policing in keeping order on our streets. There was a serious risk that the riots could spread across the country. Police officers stepped up and accepted the impact that would have on them and their families - rest day cancellations, mandatory overtime, and deployment to other forces to assist where they were needed most. It is undoubtedly the actions and personal sacrifices of our officers that meant social unrest did not ignite into widespread rioting, as was feared. The outstanding bravery and commitment to duty that has been shown by our officers underline how much society relies on their extraordinary efforts to maintain the public safety that the “thin blue line” brings. Officers heard the politician’s warm words of praise. They also noticed the silence when it came to addressing their concerns about remuneration and the long-term problem of pay degradation.

Appropriately remunerating our officers is no longer about simply “doing the right thing.” The importance has significantly grown past that. Appropriate reward is now also about stopping the cycle of losing valuable experience in policing, which increases the need to recruit. It cannot be overstated that our membership is expecting recognition for the unique



and important work they perform. They will not accept anything less than an uplift in pay and conditions that match the effort they are making every day. This must be alongside a firm commitment from the Government to improve their working lives and conditions through plans to improve and reform.

Section 1.02 Our ask – restoring police pay

The evidence demonstrates that our frontline officers are now 21 percent worse off than at the start of austerity measures.¹ Our proposal to the PRRB can be nothing less than a plan to fully restore police pay and reverse long-term pay degradation. In addition, we would like to see improvements in conditions and swifter action on reviews and reform. We are asking for the following:

- An immediate closing of the gap that pay degradation has caused our members. This means **immediate rectification to close a gap of 21 percent.**
- Officers are being failed by the Government, not just through the degradation of pay, but also the refusal to provide the funding needed to ensure allowances are fit for purpose. We seek **the commitment from Government to fully fund increases to allowances** to safeguard the ability of our officers to receive them. These allowances are given for sacrifice and work – there should be no question about an officer receiving allowances at a rate that aligns with increases in pay or CPI. Increases in London weighting increases should be aligned to increases in CPI.
- **The urgent need to address police conditions.** Our increasing attrition rate speaks to the fact that experienced officers are “voting with their feet” and something needs to be done to reverse this trend. This must consider improvements to annual leave, and family leave that supports the retention of officers, particularly women. More details of individual policies and conditions are within the ‘Supporting Evidence’ portion of this document.
- Continuation of reviews and changes to policies that matter to our members which have a detrimental impact on attrition. Change has been too slow. Police officers are people that have families and caring responsibilities, suffer mental and physical health challenges associated with their work and a myriad of other pressures. Our inability to act quickly to improve their conditions results in our losing experienced and talented officers. The PFEW want a commitment and a plan which demonstrates there will be **renewed vigour at the review and implementation of these policies together with meaningful progress on the Police Covenant.**
- The **development of a new approach to consider police pay that is truly independent** and has a mechanism which fairly considers the unique aspects of policing or the “p-factor” as it is known.

¹ Police Federation of England and Wales. (2024). *Economic Dashboard (2024)*. Leatherhead: Police Federation of England and Wales.

- **Review and reform of the 1994 PNB Inspecting Regulations** - The regulations our Inspecting Ranks work under are 31 years old and no longer fit for purpose in modern policing. No responsible employer would advocate the use of 31-year-old agreements with no review. Alongside review and reform, we would like immediate implementation of changes that create a significant improvement on the lives of officers in the Inspecting ranks. We want to see protections put in place that will mean our officers are not forced into long working hours. This should include the introduction of the requirement for Inspectors and Chief Inspectors to have a regular shift patterns. Additionally, where longer term review means a delay in officers feeling the benefit of positive change, we would like to see interim arrangements put in place, such as interim pensionable payments that recognise the long hours that our officers are currently undertaking.

We argue strongly that the Government cannot afford to not meet these recommendations, as lack of immediate improvement and well-planned future improvements will have many undesirable consequences. Policing relies overwhelmingly on its workforce, consuming circa 80 percent of the police budget, so it must be valued and invested in.

It has long been the rhetoric from government that affordability is the primary driver for sub-optimal pay increases, but affordability is a political choice. The overall Home Office spend in 2023-2024 was reported £27.7 billion. If the future of policing is to be a priority, the budget to allow better pay for officers can be found – it simply requires the political will to make that happen. In a report by Professor Peter Turnbull of the University of Bristol into the ‘p-factor’ of police pay, he states:²

Unfortunately, but not unexpectedly, when long-term staffing of public services is sacrificed for short-term economic objectives such as lower inflation and ‘affordability’, pay review bodies leave themselves open to claims that they are no longer ‘independent compensatory mechanisms’ but a ‘tool of government’³ Maybe the ‘slow progress’ on pay and workforce modernisation, as reported by the PRRB.⁴ is of the government’s own making? After all, ‘the effectiveness of the PRRB in delivering what officers in England and Wales would regard as a fair salary ... can be said to be extremely poor.’⁵ Affordability, as the PRRB is wont to point out,

² Turnbull, P. (2025). *Paying for the P-factor*. Report prepared for the Police Federation of England and Wales.

³ Moretta A (2024, cited in Turnbull, 2025, p.11). *ibid.*

⁴ PRRB (2024 cited in Turnbull, 2025, p.11). *ibid.*

⁵ Moretta A (2024, cited in Turnbull, 2025, p.11). *ibid.*

may indeed be 'about choice and priorities',⁶ but when the government chooses not to implement the recommendations of pay review bodies it is clear their priorities lie elsewhere.⁷

⁶ Successive reports of the PRRB make this point, for example PRRB (2023 , cited in Turnbull, 2025, p.11). *ibid.*

⁷ In evidence to the PRRB, the NPCC has noted that affordability has been a driving factor. NPCC (2002, cited in Turnbull, 2025, p.11). *ibid.* In other sectors, when government policy (pay restraint) becomes clear, this can lead to confrontation, as evidenced by recent industrial action in our schools and hospitals.

Section 1.03 The evidence – a compelling case

For the purpose of keeping the main body of this report succinct, the detailed evidence base for our proposals is contained within the 'Supporting Evidence' portion of this document.

In preparing this document, the PFEW has relied on government sources of information to pull together its case. We share with the Home Office a mutual objective – to reduce attrition and improve public confidence in policing. We believe that by using evidence from government data, and therefore independent of the PFEW, we have provided a strong basis for our proposals. Of course, data points are only part of any story. Context is incredibly important, so we have also provided information from our Pay and Morale survey. The quantitative and qualitative data given by the over 35,000 officers who took the survey helps give a richer picture of the reality of policing and brings to life the data points provided by government sources.

The Pay and Morale survey is recent, having concluded at the end of October 2024. The survey has been conducted annually since 2014 and is one of the largest surveys of its kind. The response rate was the highest ever, at over 35,000 responses, as mentioned above. The response rate provides another indicator of how desperately our membership wants improvement and change. To ensure that we have interpreted the results of the survey with independence and outside thinking, the report has been written in collaboration with the Social Market Foundation (SMF). SMF are the leading cross-party think-tank, and they have written an impartial picture of the issues policing is facing. All this is important to note, as we have placed thoughtful consideration on the arguments we have put forward and want the evidence to be independent so there can be no debate over the strength it adds to our proposals.

The format of the information in the 'Supporting Evidence' section provides factual statements on the state of policing and the evidence that supports those statements. Many of these statements are already known, but the extent of the problem is at times harrowing. These statements paint a grim picture of what is already a well-advanced movement into the decline of policing. By this we are referring to our increasing inability to keep experienced officers, attract new officers to the profession; and create strong public confidence. Public confidence is not just a government target – it is a measure that gets to the core of our Peelian policing model; a model that is much admired all over the world. The previous government have not proven to be excellent custodians of this model, as they have overseen the decay of our police pay and conditions. We propose that the current government has the opportunity now to seize the initiative and take the steps necessary to reverse this trend.

Additional information from independent sources, including the aforementioned report from Professor Peter Turnbull of the University of Bristol, is provided to give a view on P-factor. It

is the desire of PFEW to end the lack of clarity on what remuneration should be offered to compensate for the unique demands of policing. We believe that seeking out this independence demonstrates our commitment to seeing real change and reform.

In support of our view that officers need to be compensated for the risks they are exposed to in their profession, there is evidence presented in this document that demonstrates the increasing level of violence and danger that our officers deal with every day. There is a uniqueness in the role of police officer that the PFEW feel has been long ignored by the government when deciding on pay.

In the appendix, we have provided reports that contain more detail for consideration. The reports are:

- The Pay and Morale survey findings, done in collaboration with SMF
- An analysis on the pay of Constables
- Professor Turnbull's report on the P-factor
- The findings from the Inspector's survey
- The PFEW economic dashboard

There is no debate that the public sector as a whole has challenges, but the increase in violence and rate of injury is a unique factor in policing. Individual officers are rightly held to high standards whilst being subject to extreme public scrutiny, media reporting and transparency of their actions like few others. It cannot be right to ask officers to put themselves at such physical and emotional risk every day and ignore these sacrifices at the time of deciding on reward.

Section 1.04 The consequence of inaction

The Government must take decisive action to make improvements in police pay and conditions. This should be viewed as a long-term investment in the future of policing. Better pay and conditions alone will not change some of the factors that are a reality in policing, such as the increasing risk of violence and danger. However, fairer remuneration will keep more experienced officers in policing and attract talented candidates who may not have considered policing as a career. In short, viewing this pay recommendation as a long-term investment will help stop the cycle of increasing attrition and high levels of recruitment.

The consequence of inaction, or rather keeping the approach of short-term pay settlements which has been applied for many years, is significant.

Consequence one - It is already a struggle for many forces to maintain officer numbers with the increasing attrition of experienced officers. Without action, it will be impossible to meet any government ambition to increase officer numbers.

The challenge of reducing attrition must be a priority, as the service is haemorrhaging frontline officers to voluntary resignations, a trend that has never been seen before. A minimum of 55,000 officers will need to be recruited over the next 5 years to simply stand still on officer numbers – making this an ambition larger in scale than the Police Uplift Programme, all just to keep existing officer numbers. Further increases in the attrition rates of experienced officers will only increase the need to recruit. The data for all of these statements are contained in the ‘Supporting Evidence’ portion of this report.

Consequence two - Addressing the degradation to pay, allowances, and conditions is an investment in the workforce and must be treated as the long-term investment it is. This investment will help ease the future cost of recruiting to simply backfill experienced officers who have left through voluntary resignation. This “backfilling cost” has already cost an estimated £1.13 billion over the last 3 years.

In addition to the cost that has already been spent on backfilling for voluntary resignations, the predicted cost of recruitment and training of officers is an eye-watering £9.9 billion over the next five years. Action taken now to retain experienced officers will reduce that overall cost. Again, the data and calculations for these statements are contained in the ‘Supporting Evidence’ portion of this report.

Consequence three - Public confidence in policing is heavily linked to having higher levels of experienced officers. Failure to address attrition through fairer remuneration will ultimately impact public confidence.

As we lose experienced officers and replace them with new officers, there is a significant impact on public confidence. Whilst the data points do demonstrate the link, this is perhaps an entirely logical conclusion. Policing is, by its very nature, a profession that requires a great deal of skills that are “learned by doing” and that can only be gained through hands-on experience. These skills, such as how an officer might de-escalate tension to stop potential violence, or deal sensitively with a victim of sexual assault, are not skills most members of the public would gain through normal day-to-day life. However, the public rightly expects these skills of our officers. A more inexperienced officer will still be gaining these skills and will not always inspire the level of confidence that a more experienced officer would. If the Government wants increased public confidence, they must keep experience in the Police Service. The detailed data points are again in the ‘Supporting Evidence’ portion of this report.

Consequence four - Our members want the degradation of their pay and conditions addressed and they have given PFEW a clear indication they want collective bargaining and binding arbitration. A poor pay recommendation will only solidify those views.

Our members have seen very clearly how other public sector roles, who have the right to strike, have gained better pay increases. Since 2010, policing has fallen significantly behind the professions it was once benchmarked alongside – experienced nurses and teachers. It cannot be coincidence that both these professions, along with many other public sector bodies, have had to apply their right to strike over recent years. Our members are clear they feel like the “easy target” of poor pay increases, despite their increasingly violent and difficult working conditions. If the pay recommendations follow the trend of poor consideration of the unique factors of policing leading to a poor pay recommendation, we are under obligation to poll our members on how they would like to progress. This would be a disappointing situation for our members, but their strength of feeling is clear.

Article II. Supporting Evidence

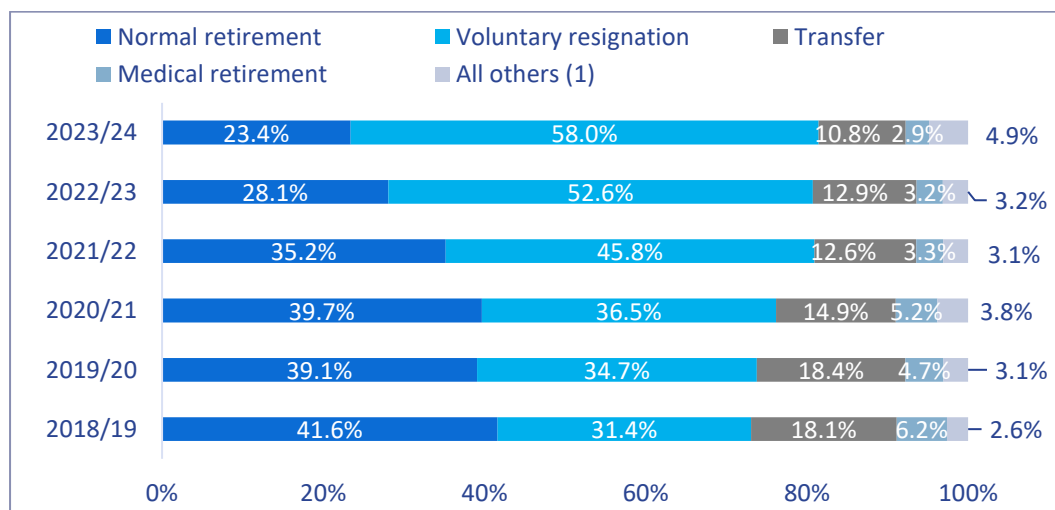
Section 2.01 PRRB – History and Independence

The PFEW withdrew from the formal PRRB process in 2021 and continues to stand by this decision. The process is not transparent across many levels – lacking true independence from government. The PRRB should make its recommendation independently of any financial or political constraints. There needs to be a disconnect between affordability and recommendations by the PRRB. Recommendations that are unaffordable should be for the Government to address and not the PRRB. While not submitting a formal response to the PRRB this year, the PFEW is making its case on several issues. We will examine closely what the PRRB recommends to the Government, if it exerts any independence, and what the government response is. This will then determine the next steps PFEW takes.

Section 2.02 Recruitment and Retention Crisis

Meeting the previous government's ambitious target of the recruitment of 20,000 new officers was heralded as a success. However, keeping the increased number of officers remains a significant challenge. If the government has any ambition to not only retain officer numbers but also keep to its promises to the public to increase officers on the frontline, then the PRRB must provide a recommendation that supports that ambition.

Percentage of Constables by leavers type – Full-time equivalent (FTE) – Data as at March (by financial year)⁸



⁸ Home Office. (2024). *Collection. Police workforce England and Wales statistics [Data set]*. Published 17 July 2013. Last updated 24 July 2024. Available at [Police workforce England and Wales statistics - GOV.UK](https://www.gov.uk/policy-and-data/collections/police-workforce-england-and-wales-statistics)

(a) Despite ambitious recruitment targets, government is struggling to maintain existing police officer numbers because the service is hemorrhaging frontline officers to voluntary resignations.

Attrition is a growing problem and a risk to the future sustainability of policing as we have always known it. Home Office metrics demonstrate the extent of the issue. This is a graphical representation of the data presented in the Home Office Workforce Report:

What we can see is an alarming trend in the number of officers that are choosing to leave policing voluntarily. In previous years, it was far more common for officers to retire at the normal retirement point, but this data clearly demonstrates that more officers are electing to leave the service. **Now, almost six out of ten officers who leave the service do so out of voluntary resignation**, an increase of 26.6 percent from data in 2018/2019.

Our data taken from our “Pay and Morale” survey supports this trend and also paints a worrying picture of what is to come if changes are not made. To note, our survey had 35,092 responses.⁹

- 23 per cent of respondents **intend to leave policing** either ‘within the next two years’ or ‘as soon as [they] can’, up from 22 per cent in 2023.
- 75 percent of respondents said that they would not **recommend joining the police** to others, even higher than the 73 per cent in 2023. Current officers encouraging members of the public to become officers themselves is one of our best recruitment tools – with so many unhappy officers, this only adds to the crisis of recruitment.
- 76 percent of respondents said they are unhappy with their pay. This number must be reduced if we are to see real change in retaining experienced officers.

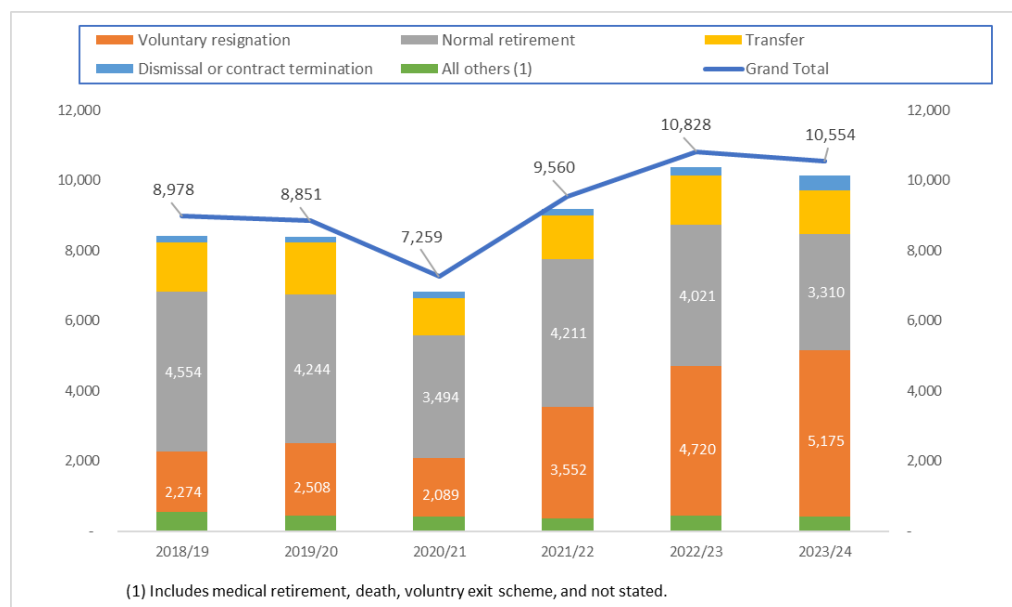
(b) Government recruitment ambitions are significant, with a minimum of 55,000 officers needing to be recruited over the next five years. This will be impossible to achieve without immediate improvement.

Policing is a “bottom-fed” profession, meaning that officers start at Constable rank and fill more senior ranks through internal promotion. In terms of workforce planning in a police force, it means that attrition at any rank would ultimately require the recruitment of a Constable. In the past, there have been some attempts at “direct entry” recruitment into the ranks of Inspector and Superintendent, but those programmes are currently paused. To note, even when those programmes were in use, the numbers of recruits were very small and would not have changed the overall approach to workforce planning.

⁹ Police Federation of England and Wales. (2024). *Pay and Morale Survey (2024)*. Leatherhead: Police Federation of England and Wales.

The chart below is taken from the Home Office data and presents the number of, and reasons for, attrition of officers at all ranks (Superintending and Chief Officers included). Again, this is because even attrition at higher ranks will ultimately require the recruitment of a Constable.

Police officers by leavers type – Full-time equivalent (FTE) - Data as at March (by financial year) ¹⁰



This data demonstrates that even at the most conservative estimates, the level of attrition means that a minimum of 55,000 officers will need to be recruited over the next five years, in order that officer numbers merely **stand still**. This does not include any additional recruitment that will serve growth ambitions held by the government.

Perhaps one of the most alarming statistics to be considered is that this is a minimum of 55,000 candidates that have passed all assessments and vetting. The journey to becoming a police officer is significantly longer and more difficult than other roles at similar salary levels, as there are more assessment points and vetting checks. These checks have become even more demanding in recent years on the path to improving professionalism.

Although this is of course appropriate, it does mean that forces see significant loss in their “pipeline” of candidates for Constable role. The ratio of loss in the candidate pipeline will vary by region and will have multiple factors, including local job market and local pay. This has all been well understood and documented in the reporting of the Police Uplift Programme. However, to give an idea of the scale of the challenge, we have used a

¹⁰ Home Office (2024). Ibid.

conservative estimate of a force needing to attract eight applicants for a Constable role to achieve one officer actually starting. The reality for some forces is far starker, but this estimate gives an idea of the challenge.

To achieve 55,000 new officers, forces would need conservatively to attract 440,000 candidates over five years. This estimate:

- does not include any government growth ambition – it is simply about replacing the numbers we know we lose.
- assumes we do not see further increases in attrition. Given the trend of increasing voluntary resignations, attrition numbers may continue to grow.
- It uses a conservative estimate of “pipeline wastage” of candidates failing assessment, vetting, and pulling out of the process.

The more likely scenario is that across England and Wales, forces are likely to need to attract between 500,000 – 600,000 candidates, depending on the ambition of growth and the rate of attrition. This is a tremendous challenge. It does underline how critical immediate change is required to both attract the number of applicants and stop the increasing rates of officers leaving the profession.

(c) The cost of recruitment and training of these officers is crippling - £9.9 billion over the next five years.

In March 2022, the National Audit Office published its report into the Police Uplift Programme. The report contained a great deal of detailed information and made many considerations, including impacts on the criminal justice system. For the purposes of our submission, we have based our estimates on the cost of recruitment and training from the data provided in that report.

The NAO’s report detailed a budget of £3.6 billion for the cost of recruitment, training, support, and infrastructure for the 20,000 officers.¹¹

The Department estimated the additional officers would cost £18.5 billion over 10 years. To date, it has agreed funding of £3.6 billion for the first three years of the programme. Most of the funding for the first three years is to support police forces recruit and train the new officers, and for extra civilian staff and infrastructure, including estates, digital equipment, uniforms and vehicles (page 20, point 1.15).¹²

¹¹ National Audit Office. (2022). *The Police Uplift Programme*. Home Office. Published 18 March 2022. Available at [The Police Uplift Programme - NAO report](#)

¹² National Audit Office. (2022).

Arguably, the task of recruiting 55,000 officers over the next five years is going to be more expensive than the recent increase of 20,000 officers over three years. It is very likely there will be a need for more advertising costs and targeted outreach to attract candidates and more support for onboarding and training new officers as the experience profile in forces is decreasing. However, for the purpose of using a strong evidence base in our estimates, the data from the NAO report will be used as given. This should be seen as the minimum amount of spending that will likely be incurred by government, as the challenges for recruitment are only growing.

The expected costs of recruitment, training, and support of a new officer are estimated at £180,000 per officer, based on the NAO data. In the NAO report, they indicate that 40 percent of the £3.6 budget was spent on attraction alone. To apply that percentage in this estimate, £72k of the £180k cost of a new officer would be used just in attraction costs to ensure candidates were applying. As above, there are many indicators from forces that attraction is becoming increasingly difficult, which may ultimately mean the cost of attraction and outreach to encourage more applicants will increase.

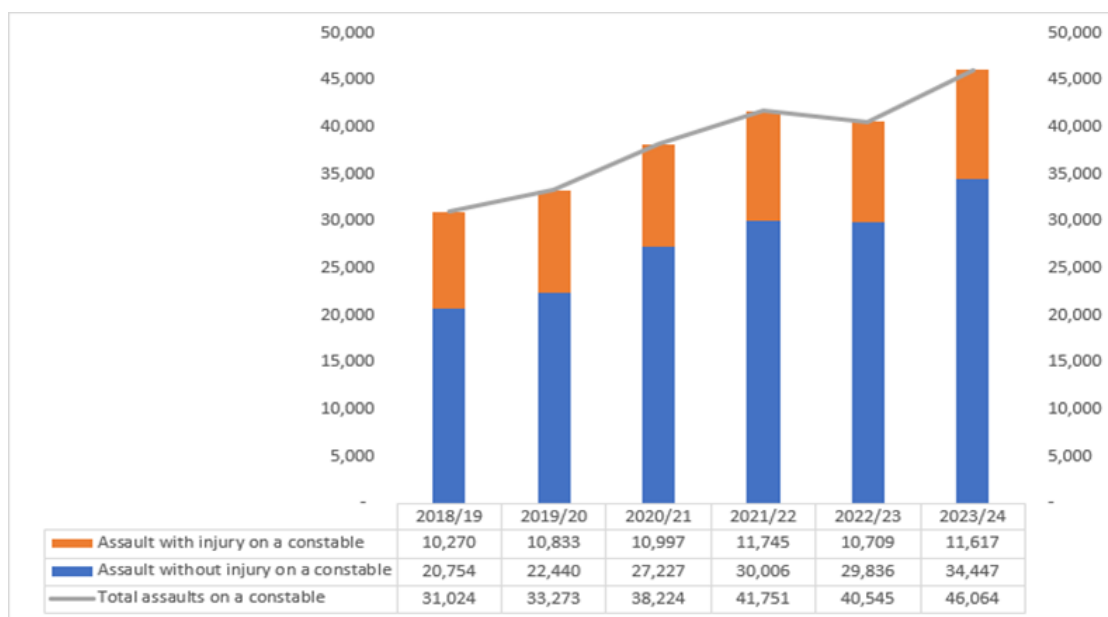
Based on this evidence, **recruiting 55,000 officers over the next five years will cost a minimum of £9.9 billion.** This figure does not consider any of the other costs that are likely to occur, such as the impact of inexperience these new officers bring or the impact on the criminal justice system (as the NAO report considers). Government would simply be spending £9.9 billion to stand still on police officer numbers and likely still not see significant gains in public confidence.

(d) The policing profession is becoming increasingly dangerous, putting the health and lives of officers at risk. Every day, 32 officers are injured through assault.

Assaults on officers are commonplace and worsening. Policing is increasingly an extremely dangerous profession, with 46,064 assaults on police officers recorded by the Home Office for the year ending March 2024.¹³ This is an increase of 48.7 percent from June 2018. This was also a 13.6 percent increase from the previous year.

¹³ Home Office. (2024). *Official Statistics. Police recorded crime and outcomes open data tables. [Data set]*. Published 25 April 2013. Last updated 24 October 2024. Available at [Police recorded crime and outcomes open data tables - GOV.UK](https://data.gov.uk/dataset/police-recorded-crime-and-outcomes-open-data-tables)

England and Wales: assaults on police officers' figures – Data as at 31 March (by year)



Our officers also feel the impact of the recruitment and retention issues, which has a detrimental impact on their daily working lives, and therefore their daily ability to return home safely. Through our Pay and Morale survey, they report to us:

- 86 per cent of respondents said that they do not feel that there are **enough officers to meet the demands of their team or unit**.
- 74 per cent of respondents reported their **desire to have access to double crewing** 'at all times' whilst on duty.
- 85 per cent also 'disagree' or 'strongly disagree' that 'the way **officer staffing levels** are determined. This year and last year, 63 percent of officers said that they had '**always**' been single crewed. This can impact both workload and safety, not to mention the impact on mental health.¹⁴

This data presents a disturbing picture of the increasing violence toward police officers. From this evidence, an average of **thirty-two officers are injured through assault every day**. Additionally, a further ninety-four officers are assaulted but not injured each day. That means that **the lives of at least 126 officers are impacted in detrimental way every single day**.

The evidence from our Pay and Morale survey supports this, and it evidences the concern from officers that they feel vulnerable to assault and experience this on a regular basis.

¹⁴ Police Federation of England and Wales. (2024). *Pay and Morale Survey (2024)*.

The table below is taken from the results of our Pay and Morale Survey and demonstrates how common acts of violence are. The question is particularly seeking out how regular assaults are experienced by officers, and the results are sobering.¹⁵

Violence from citizens	<i>Proportion of respondents reporting that they have experienced the following AT LEAST ONCE A WEEK over the previous 12 months...</i>
	2024
Verbal insults (e.g., swearing, shouting, abuse)	34%
Verbal threats (e.g. threat of hitting, threat of kicking)	21%
Spitting assaults (i.e., being deliberately spat upon)	3%
Unarmed physical attacks (e.g., struggling to get free, wrestling, hitting, kicking)	11%
Use of a deadly weapon (e.g., stick, bottle, axe, firearm)	1%

(e) Recruitment and retention issues are not just problems on paper – it has a real impact on the safety of our officers and how they feel about being a police officer.

Officers feel the impact of recruitment and retention in a very real way. They know that they are far more vulnerable to violence than other professions, so they quite rightly are concerned when safeguards that help to protect them from violence and assault are eroded. The reality officers experience is that there are not enough officers to meet demand, resulting

¹⁵ Police Federation of England and Wales. (2024). *Pay and Morale Survey (2024)*.

in single crewing, which leaves an officer feeling far more vulnerable to violence, is the regular lived experience.

- 86 per cent of respondents said that they do not feel that there are **enough officers to meet the demands of their team or unit**.
- 85 per cent also 'disagree' or 'strongly disagree' that 'the way **officer staffing levels** are determined seems to be effective'.
- 74 per cent of respondents reported their **desire to have access to double crewing** 'at all times' whilst on duty. This is no surprise, given the level of assaults on officers.
- This year and last year, 63 percent of officers said that they had '**always**' been **single crewed**. This can impact both workload and safety.
- 36 per cent of respondents said they were **unable to take all the annual leave** they were entitled to, and 65 per cent have had at least one request for annual leave refused in the past 12 months. Additionally, 66 per cent had at least one rest day cancelled, an increase from 63 per cent in 2023.
- 81 per cent of respondents indicated that they had experienced feelings of stress, low mood, anxiety or other difficulties with their health and wellbeing over the last 12 months. 93 per cent said that these **feelings of stress, low mood, anxiety or other difficulties** had been caused, or made worse, by work, with 'workload being too high' (60percent) and 'having a poor work/life balance' (51percent) being cited as the most common reasons.

For the PFEW, this reinforces the point that the recruitment and retention crisis is not just about meeting government targets. This has a detrimental impact on the working lives and health of our members. Nobody wishes to be exposed to violence, and certainly not on a regular basis. Given these statistics and the lived experience of our members, it is not surprising why **75 percent of our members would not recommend policing as a career**. This strongly underlines why real improvements on pay and conditions must be made immediately if there is to even be a chance at reversing this trend.¹⁶

(f) Recruiting to fill the vacancies left by experienced officers who have voluntarily resigned has cost an estimated £1.13 billion over the last three years.¹⁷

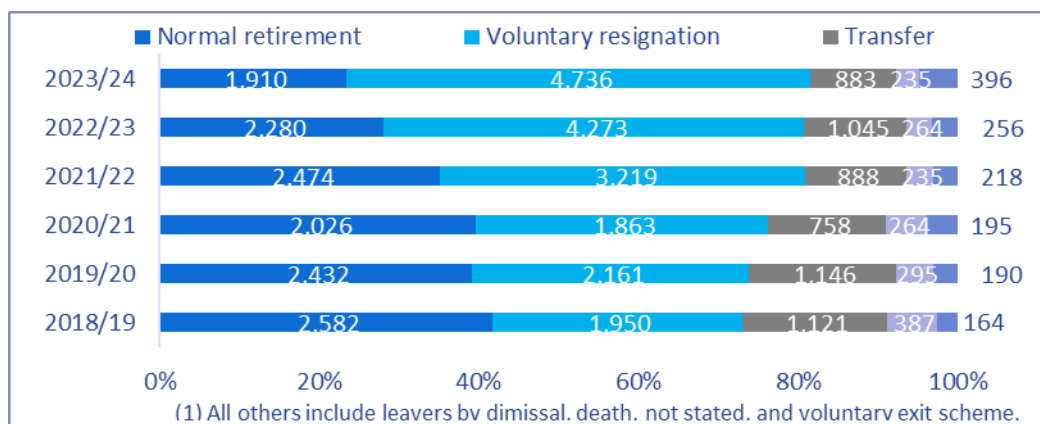
As indicated before, the number of voluntary resignations is increasing, and that means that we are losing valuable experience. From 2018/19 until 2023/2024, the **number of officers that have voluntarily chosen to leave policing has increased by 142 percent**.¹⁸

¹⁶ Police Federation of England and Wales. (2024). *Pay and Morale Survey (2024)*.

¹⁷ National Audit Office. (2022).

¹⁸ Home Office (2024). *Ibid*.

Constables by leavers type – Full-time equivalent (FTE) - Data as at March (by financial year)



Whilst it is very difficult to place a financial cost on replacing their experience, the financial cost of replacing them with a new Constable can be estimated.

- The figures for 2018/19, 2019/20 and 2020/21 are all within the same range, indicating a normalized level of attrition. This averages at 1,991 voluntary resignations per annum.
- From 2021/22 onwards, we see a dramatic increase in voluntary resignation rates, increasing to an average of 4,076 per annum for the last three years.

This increased level of attrition over the course of the last three years has led to 6,255 more officers leaving than the previous average. The recruitment and training costs to backfill that number of officers is estimated (using the NAO figures) at £1.13 billion. Arguably, this may have been a preventable cost if more drastic action to improve pay and conditions had been taken sooner.

(g) As we lose experienced officers and replace them with new officers, there is a significant impact on public confidence.

Experience matters in policing. A more experienced officer is far more likely to engage with the public in a way that inspires confidence, avoids conflict, and de-escalates situations. These are all practical skills that must be “learned by doing.”

It is therefore no surprise that having greater numbers of inexperienced officers will have an impact on public confidence. The graph below demonstrates the correlation between the

variables, showing the public confidence data from You Gov with the workforce data from the Home Office statistics.¹⁹

England and Wales: Percentage of police officers with less than 5 years in post and percentage of people that thinks the police are doing a bad job or with no confidence at all in the police – As at 31 March (by year)



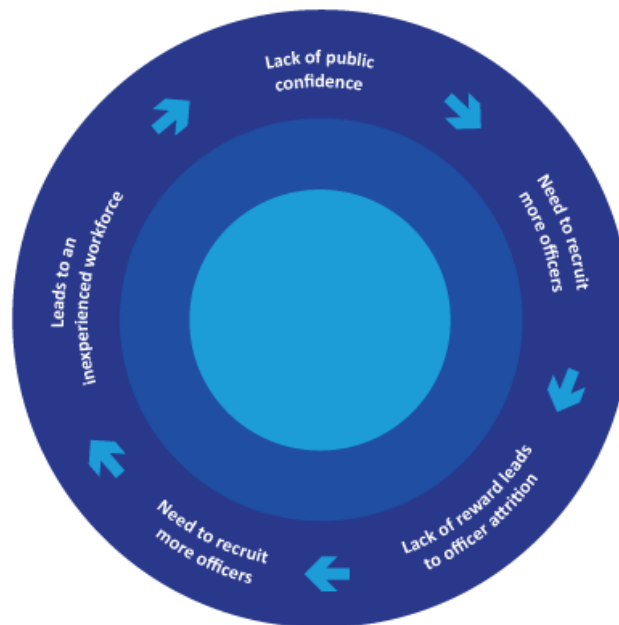
Having more officers with less than five years' service directly correlates with more members of the public feeling that they have no confidence in the police and that the police are doing a bad job. The only anomaly to this trend was 2024, where it is likely that the involvement of police in the social unrest throughout the UK assured more members of the public, as the brave and dangerous work of officers was more regularly seen in media.

(h) The future of frontline policing hangs in the balance – only radical action will change that trajectory.

The cycle has been established, and the cycle must be broken. The public wants to feel safe and expect of their political leaders to provide a police force that can achieve that goal.

¹⁹ Home Office (2024). Ibid.; YouGov (2025). *Are the police doing a good job? [Monthly tracker - Data set]*. Available at [Are the police doing a good job?](#); and YouGov (2025). *How much confidence Brits have in police to deal with crime [Monthly tracker- Data set]*. Available at [How much confidence Brits have in police to deal with crime](#)

- Government responds by promising growth or positive changes in policing, without offering any substantial change to enable this growth.
- High levels of recruitment continue to feed this demand, meaning continual strain on the resources in force to recruit and train new officers.
- The level of inexperienced officers on the frontline impacts on the view of public confidence in policing.
- Experienced officers are placed under more pressure to support inexperienced colleagues and are heavily impacted by the ongoing pay degradation to police pay and working conditions.
- Attrition rates of experienced officers increase. This is difficult and expensive to recruit and train.
- The flow of more experienced officers into specialized roles has become stemmed as fewer such officers now exist.
- The need to recruit high levels of officers continues in an ever-worsening circle.



Voluntary resignations have an annual average increase of 28.54 percent. A simple trend analysis and projection shows what voluntary resignations would be if this trend continued:

	Year	Number of Voluntary Resignations
Actual	2018/19	1,950
	2019/20	2,161
	2020/21	1,863
	2021/22	3,219
	2022/23	4,273
	2023/24	4,736
Trend Forecast	2024/25	6,085
	2025/26	7,810
	2026/27	10,038

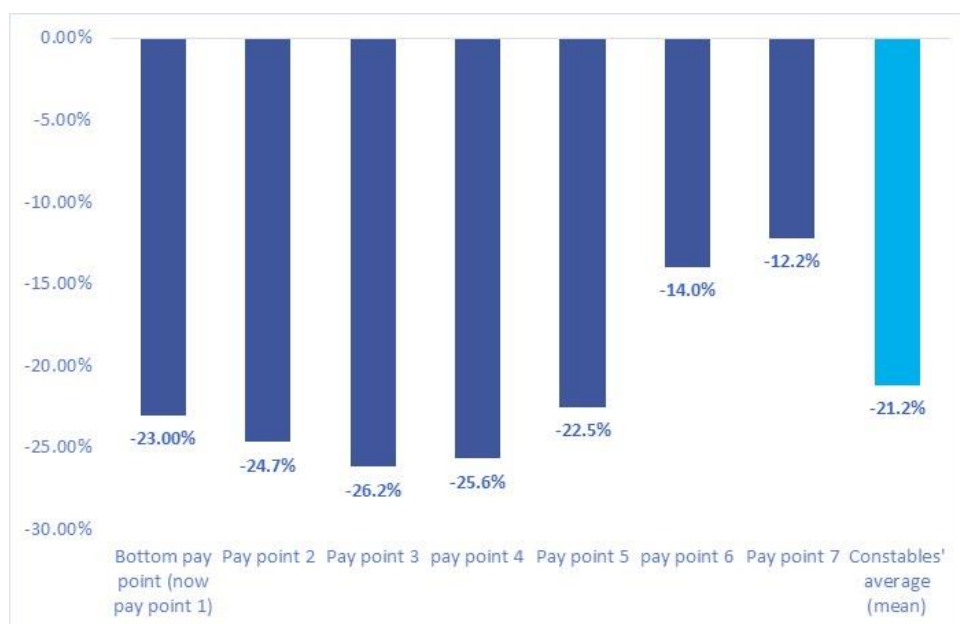
If that trend were to continue, we could see over 10,000 resignations in just 3 years. This is, of course, a simple trend projection, but all of the indicators are pointing in the direction that we will see more officers leave the service because they do not feel they are remunerated at a level that recognises the risk they expose themselves to and the increasing demands on policing. The public recognize this, too, and this is playing out with less interest in a career in policing. This is a very stark view of what the future may hold for the frontline of policing if change is not made now.

Article III. Correcting the Pay Degradation

The gradual erosion of police pay has occurred over many years, starting with austerity measures. The ground lost to austerity has never been regained. Indeed, the opposite has proven to be true, as pay for the frontline has been continually falling behind year after year.

At the close of 2024, the **pay of Constables has fallen behind by 21.2 percent.** ²⁰

¹ Real-terms drop in Constables' pay due to the CPIH inflation since September 2010 (as of December 2024) by pay point



Section 3.01 The salary of Constables does not cover the cost of running an average household.

The Office of National Statistics provides an estimate of household expenditure. When overlaid with the pay scale for Constables, the evidence is alarming. However, it demonstrates the reality that our members have already told us. Despite working in this dangerous and critical profession, our members report not being able to support themselves and their families. The evidence supports this:

From the table, it is shown that a Constable would have to work for a minimum of 6 years as a Constable to reach a point when they can just cover the average household expenditure. This evidence underlines that it is no surprise the retention of officers is so problematic. They must learn and undertake a job that requires exposure to danger and violence; cancelled rest

²⁰ Police Federation of England and Wales. (2024). *Economic Dashboard (2024)*. Leatherhead: Police Federation of England and Wales.

days; understaffing and a myriad of other challenges. All while doing so, **they aren't even making a salary high enough to support an average family's cost.**

Constables' pay points as a percentage of family spending – September 2022 to March 2023²¹

Date	Bottom pay point (now pay point 1)	Pay point 2	Pay point 3	pay point 4	Pay point 5	pay point 6	pay point 7
Pay scales from September 2022 to September 2023	£ 23,556	£ 27,804	£ 28,932	£ 30,060	£ 32,313	£ 36,852	£ 43,032
Average family spending by the eight decile group - April 2022 to March 2023	£ 36,821	£ 36,821	£ 36,821	£ 36,821	£ 36,821	£ 36,821	£ 36,821
Pay scales as a percentage of family spending - September 2022 to March 2023	64.0%	75.5%	78.6%	81.6%	87.8%	100.1%	116.9%

The comments from our officers in the recent Pay and Morale Survey demonstrate the severity of this issue in the lives of officers.

"All essentials have increased in price, lower than expected pay rise" Officer

"[I] Can't afford to rent, [I am] staying at friends" Officer

"Dare I say it (because who am I to want something over basic living costs which is a struggle at the best of times), if I want days out with my family (costs other than working and living and actually doing something together) have increased so much that I rely on overtime for both basic monthly expenses and for anything over this for leisure" Officer

"Quite literally everything is more expensive. I am also now a single income household and barely able to survive." Officer

"Buying second hand clothes & furniture. It's a disgrace" Officer

"I actively skip meals to feed my family. We also go to the local school where they provide surplus food. They don't refer to it as a food bank, but it is similar." Officer

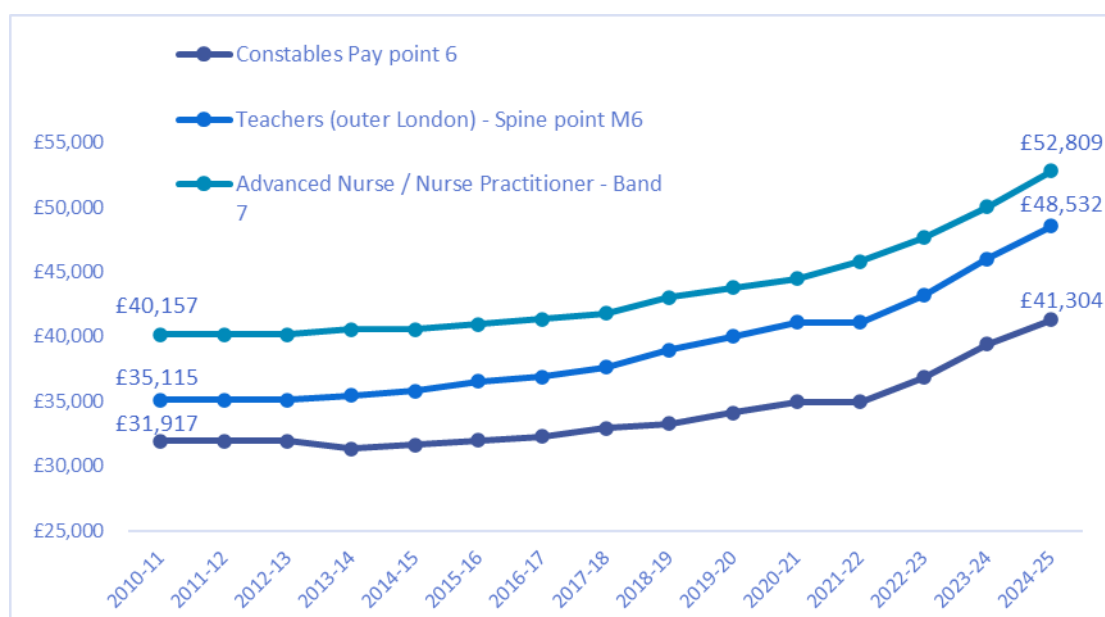
²¹ Ferrer, R., (2024). *Analysis of the Constables' Pay Scale December 2024*. Police Federation of England and Wales. Research Report R069/2024. Leatherhead: Police Federation of England and Wales.

Section 3.02 Public Sector roles that have the right to strike have fared better with pay increases.

It is the view of the PFEW that the inability of a police officer to take industrial action has meant that police officers have taken the brunt of austerity measures. Whilst public sector pay has been falling out of step, police officers have fallen behind more significantly.

Previously, an experienced police officer's pay was benchmarked to other critical public sector roles, namely experienced teachers and nurses. As can be seen from the chart below, Constables are now making significantly less than those professions.

Police Constable's pay point 6 and comparable roles' pay scales – 2010/11 to 2024/25



It is not a coincidence that both the nursing and teaching professions have had to engage in much publicized industrial action over recent years, which will have undoubtedly strengthened the case to government in make increases in pay. Indeed, in the most recent round of government pay recommendations of 2024, teachers and nurses were given an increase of 5.5 percent. Police officers were worse off, given an increase of 4.75 percent. This was extremely disappointing to our membership and has only increased the resolve from officers that we must consider steps toward collective bargaining.

Given the scale of danger and difficult working conditions of their daily work, police officers deserve to have this pay gap closed and have a negotiating mechanism that works. It cannot be right for the policing profession to be the “service of last resort” and also be an easy target for sub-optimal pay increases that continue to leave them worse off.

Officers feel this pay differential keenly. When asked in the recent Pay and Morale survey, **70 percent of officers felt they were paid unfairly compared to other key workers** – a sure indication that the inability of an officer to strike is having a detrimental impact on achieving fair pay. Officers are very aware they have experienced worse pay settlements from the government because of the inability to take industrial action in the same fashion as other public sector workers. Government cannot continue to use poor increases in police pay to meet affordability targets – there must be better choices made about investing in the future of policing.

Section 3.03 Years of having poor pay have left officers feeling undervalued by government – this is leading cause of dissatisfaction and poor morale with police officers.

Police officer morale is extremely low, with our members reporting that 92 percent feel that morale is low across the whole of the police service. Without doubt, increasing attrition rates and the challenges in recruitment are lagging measures of this low morale. The Government cannot expect to retain officers or position policing as an attractive career option when morale is at rock bottom. Our officers are members of their communities and do regularly speak with those who may consider joining the service. The statement of “rock bottom” is also not a subjective one, as with 92 percent of officers feeling morale is low, there is little room to fall further.

Table 3: Impact of factors on morale

Factors on Morale	Negative or very negative	Neither negative nor positive	Positive or very positive
How police are treated by government	93%	5%	1%
How police are treated by public	85%	12%	2%
Pay and benefits	77%	13%	9%
Pension	66%	21%	12%

Respondents in the Pay and Morale survey cite the government’s treatment of the police as the biggest factor in low morale, with 93 percent of respondents saying that this has a

negative or very negative impact on their morale. The second most widely cited negative factor is how the public treats the police (85 percent negative/very negative), with pay and benefits as the third worst factor (77 percent negative/very negative).

As above, it is now up to government to more meaningfully examine the strains on policing and address the pay degradation. PFEW asks for an urgent review into a more independent way of reviewing pay, including a more defined way of factoring the uniqueness of policing.

Article IV. The London Problem – Recruitment remains a struggle

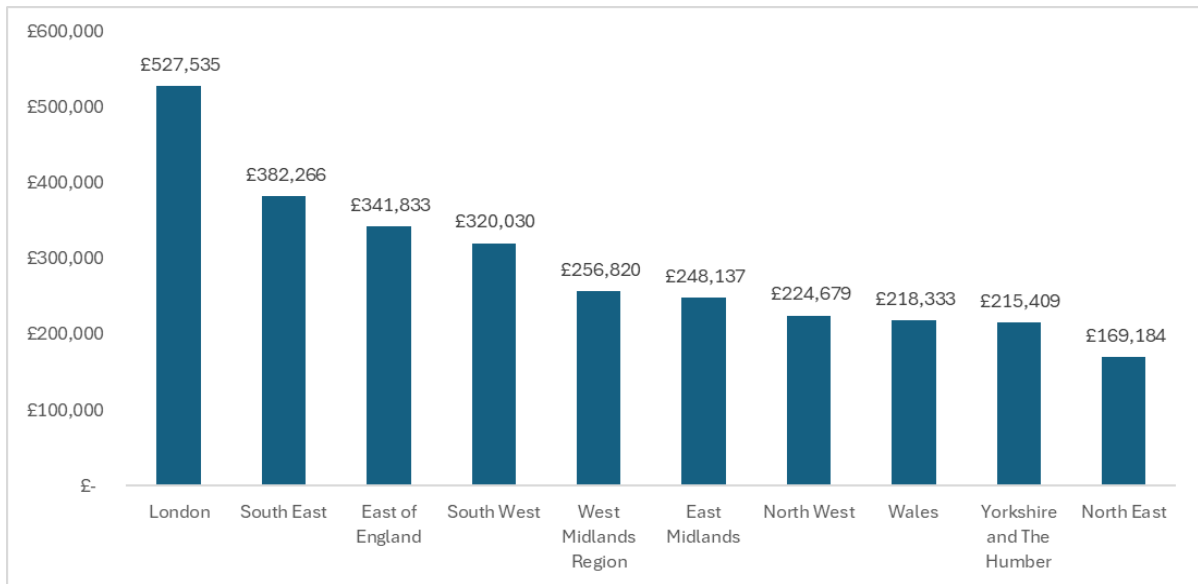
The challenges of recruiting into the Met are well documented. A previous recommendation from the PRRB was to grant discretion to the Commissioners of the Metropolitan Police Service and City of London Police to set the starting salaries of new constables at pay point 3 on the constables' pay scale. This additional flexibility would be limited to a period of two years with a review undertaken after year one. This recommendation was not accepted. Instead, it was agreed that the London Allowance for officers appointed on or after 1 September 1994 would be increased by £1,250. Implementation of this increase has not taken place and is ultimately planned to be synchronized with wider changes to constable starting salaries. For the London forces, this means that there is no enhancement measure in place to assist them with their recruitment problem.

The evidence clearly supports the need for additional enhancement. It must be a consideration to allow a **non**-discretionary pay point three starting salary. This approach must be applied immediately and ensure that it is **non**-discretionary for consistency of approach.

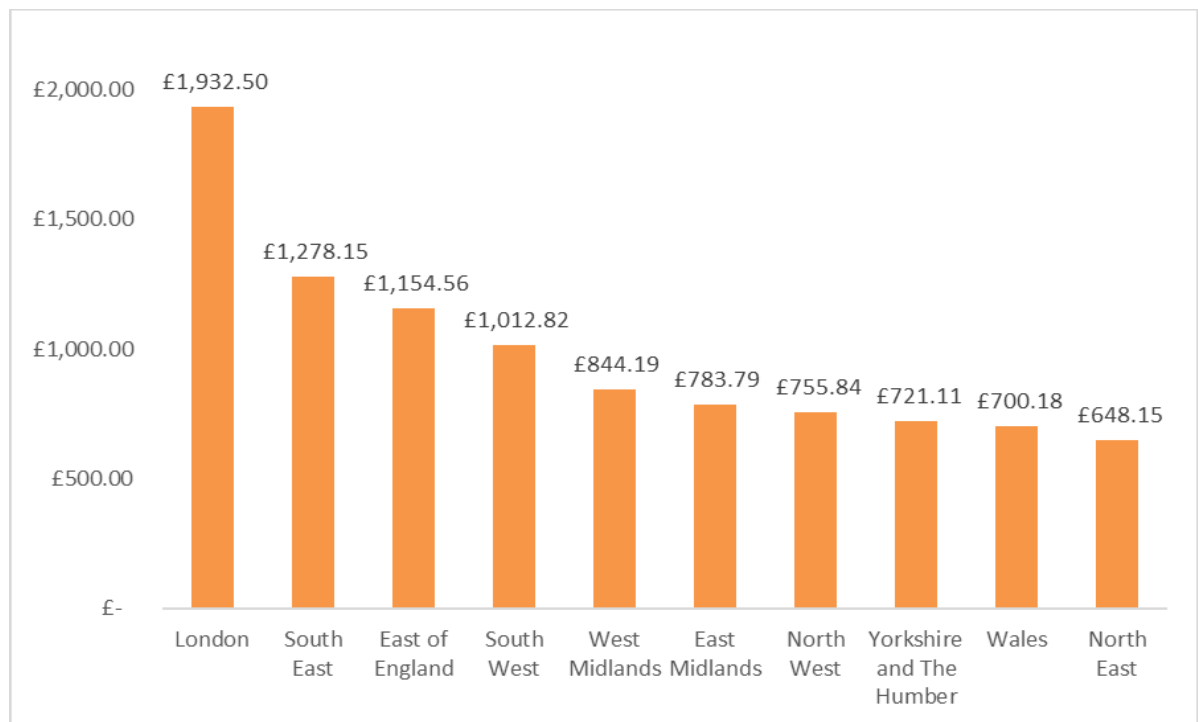
It had long been the ambition of the Metropolitan Police to recruit more Londoners into policing. As the capital city offers huge diversity in its population, recruiting more Londoners as police officers will in turn increase diversity in policing – all which help to support public confidence. In short, failure to offer immediate supporting measures to the Metropolitan Police does not just impact their ability to recruit – it also has an impact on diversity for the entirety of policing.

The housing costs in London are a huge barrier to recruitment into the capital city. Whilst it is commonly known house and rent prices are significantly higher, it is stark to see the actual data.

England and Wales: average (mean) price of housing per region – September 2024²²



England and Wales: average (mean) rental price per region - 2024²³



²² HM Land Registry. (2024). *UK House Price Index [Data set]*. Available at [UK House Price Index](#)

²³ Office for National Statistics. (2025). *Official Statistics. Private rent and house prices, UK: January 2025. [Data set]*. Last updated 15 January 2025. Available at [Private rent and house prices, UK - Office for National Statistics](#)

Given the cost of living in London, it is unsurprising that our members from the Metropolitan and the City of London Police report that greatest level of anxiety over money, with 57 percent of respondents from the Metropolitan and City of London Police reporting they have daily money worries. Officers in London forces are also far more likely to have rent or mortgage increases; utility bill increases; and are unable to cover all their essentials, as evidenced below from the results of the Pay and Morale Survey:

- “My rent or mortgage costs have increased”
 - Respondents from the Met and City of London – **27 percent**
 - Average response from the rest of England and Wales – **10 percent**
- “Thinking about your expenditure each month, how often do you have enough money to cover all of your essentials, for example rent/mortgage payments, bills, travel, childcare etc.?”
 - Respondents from the Met and City of London who answered “never” or “almost never” – **19 percent**
 - Average response from the rest of England and Wales who answered “never” or “almost never” – **14 percent**
- “My utility bills have increased”
 - Respondents from the Met and City of London – **25 percent**
 - Average response from the rest of England and Wales – **10 percent**

If there is to be true assistance to the London forces to address their recruitment challenges, then **it must be a consideration to allow a NON-discretionary Pay Point 3 starting salary**. In addition, **the additional £1250 for London allowance must be applied immediately and be made NON-discretionary**.

Article V. The Uniqueness of Policing

“The job” is a unique profession. As already indicated in this report, the unique and dangerous factors are only increasing, and we must have better dialogue and swift agreement about what officers should be paid for the unique challenges they face.

Section 5.01 The skills required for a competent officer in modern policing are only increasing, and yet we are paying significantly less for these skills.

In the Home Office 2023 Policing Productivity Review, it says that

policing today requires a very different skillset. In 2003, armed with a knowledge of three crime types (burglary, theft and criminal damage), a constable knew how to approach 80 per cent of the demand coming their way. In 2023, in order to manage the same proportion of their work, this constable has to be competent across six disparate and wider categories of crime: theft, fraud (including online), violence with injury, stalking and harassment, public order and violence without injury. Non crime demand on officers equally broadened in scope during that time.²⁴

With the increasing demands on policing, the skills that are needed to effectively perform their roles have exponentially increased and the pay structures have not moved in step with this change.

Potential applicants into policing have other employment options available to them. The skills that experienced officers have gained are highly desirable with other employers. Whilst both of these statements have always been true, what is now being shown through the officer attrition rates and recruitment challenges is that pay reform needs to pay more attention to the marketability of the skills of our officers and create pay frameworks that retain and attract.

Section 5.02 Our officers feel strongly that their incomes are not reflective of their work.

Our Pay and Morale Survey demonstrates a strengthening in the view of officers that their roles are not paid fairly, as the chart indicates.

Significant majorities of officers do not feel like their incomes properly take account of the stresses of the role (91 percent), its hazards (85 percent) and the level of training required to carry it out (81 percent). These views have strengthened since 2019. The survey also asked whether police officers felt like they were paid fairly compared to other key workers – 70 percent disagreed.

²⁴ Home Office (2023) *The Policing Productivity Review – Improving Outcomes for the Public*, p.6. Go to: https://assets.publishing.service.gov.uk/media/655784fa544aea000dfb2f9a/Policing_Productivity_Review.pdf

Figure X: I am *not* fairly paid considering the...

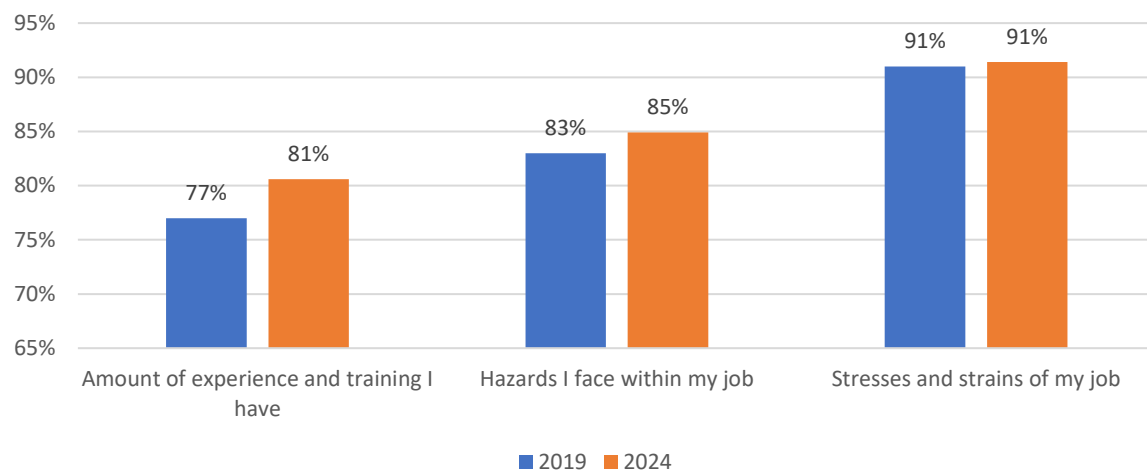
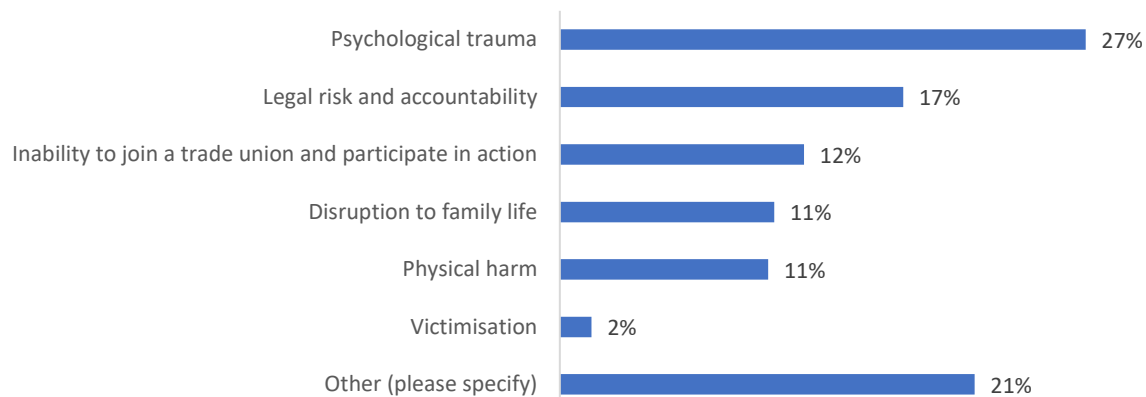


Figure X: What unique aspects of policing should be considered when police pay is being reviewed? (choose one)



Section 5.03 Police officers are far more likely to experience trauma, stress, and impact on their mental health.

Countless studies evidence that the unique psychological impact of policing on our officers. Whilst it is unsurprising to state there is inherent trauma with policing, the depth of the impact on officers is alarming. **Pay should reflect risk**, and a more informed discussion on the impacts of trauma (and not just physical injury) should form part of considerations in pay settlement and future pay reform. A few examples of the level of unique psychological stressors:

- A report from the University of Cambridge in conjunction with Police Care UK indicates how 90 percent of officers experience trauma and that complex PTSD can be exacerbated by lack of support. The study also found that one in five officers reported experiencing either PTSD or Complex PTSD symptoms in the past four weeks.^{25,26}
- A study done by personal injury experts Claims indicates that police officers have the highest rate of mental health issues linked to their jobs. The report found that 6,500 out of every 100,000 current or former officers reporting mental health problems. This rate is almost two and a half times higher than the national average which is 242 percent.²⁷

The UK's 10 Most Stressful Jobs²⁸

Rank	Job Title	Estimated people affected	Out of a total estimated employed in role	Rate per 100,000 residents	Percentage of total role workforce	Increase/decrease compared to national average
1	Police officers (sergeant and below)	11,000	169,231	6,500	6.50%	242%
2	Social workers	7,000	114,754	6,100	6.10%	221%
3	Welfare and housing associate professionals	8,000	137,694	5,810	5.81%	206%
4	Community nurses	4,000	85,106	4,700	4.70%	147%
5	Other nursing professionals	16,000	380,952	4,200	4.20%	121%
6	Higher education teaching professionals	9,000	217,391	4,140	4.14%	118%

²⁵ University of Cambridge (2022, 19 October). *UK policing: psychological damage among officers heightened by bad working conditions*. (Press release). Available at [UK policing: psychological damage among officers heightened by bad working conditions | University of Cambridge](#)

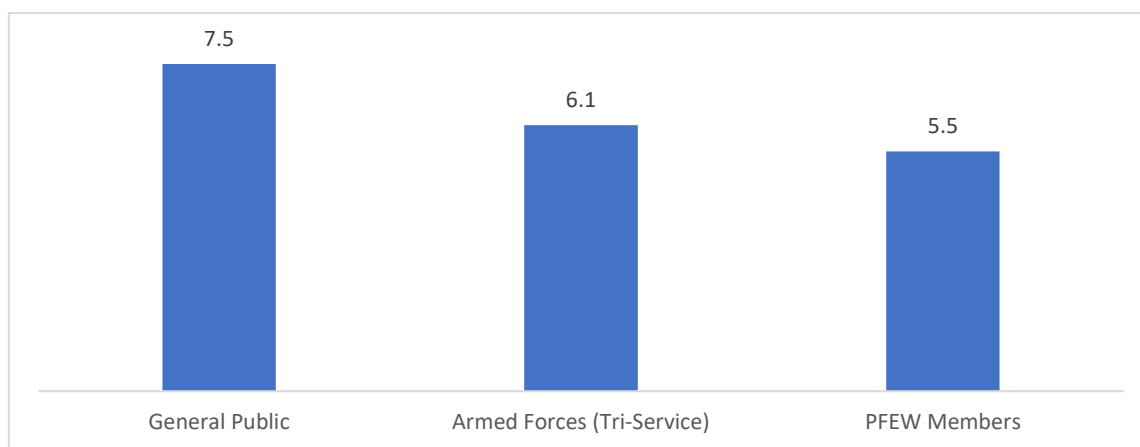
²⁶ Police Care UK. (2018). *Policing: The Job & The Life survey 2018. Summary Report*. Available at [The Job The Life - Police Care UK](#)

²⁷ The Workers Union (2024, 13 September). *UK Workers Top 10 Most Stressful Jobs in UK Revealed* (Press release). Available at [UK Workers Top 10 Most Stressful Jobs in UK Revealed](#)

²⁸ Index Digital (2024, 23 September). *10 Most Stressful Professions in the UK Revealed* (Press release). Available at [Index Digital | 10 Most Stressful Professions In The UK Revealed](#)

7	Primary education teaching professionals	16,000	414,508	3,860	3.86%	103%
8	Secondary education teaching professionals	15,000	442,478	3,390	3.39%	78%
9	Human resource managers and directors	7,000	212,121	3,300	3.30%	74%
10	National government administrative occupations	6,000	183,486	3,270	3.27%	72%
N/A	All Jobs – UK Wide	636,000	33,473,684	1,900	1.90%	N/A

Linked to trauma and mental health, the Pay and Morale survey evidences a worrying low life satisfaction for officers. This is both relative to the general population and also to other uniformed professions. Respondents were asked to answer ‘Overall, how satisfied are you with your life nowadays?’ on a scale running from a low of 0 to a high of 10. Officers scored their life satisfaction at 5.5 out of 10 on average.^{29, 30}



²⁹ Office for National Statistics. (2024). Quarterly personal well-being estimates – non-seasonally adjusted. [Data set]. Release date: 10 November 2023. Available at [Quarterly personal well-being estimates – non-seasonally adjusted - Office for National Statistics](#)

³⁰ Ministry of Defence. (2024). *UK Regular Armed Forces Continuous Attitude Survey Results 2024*. Published 23 May 2024. Available at: [AFCAS Front Page](#)

Article VI. P-Factor needs to be agreed and implemented.

Government must examine more carefully the unique experiences and demands of modern policing more carefully and have a reward framework that reflects the reality of policing. In his report “Paying for the P-factor,” Professor Turnbull provides a strong narrative for the need for payment for the “danger and deployment” of a police officer’s role. In it, he provides the history of P-factor being valued at somewhere between 8-12 percent on top of a benchmarked salary following the Winsor review in 2011. In later years, through recommendations from the NPCC and consultation with staff associations, that value was changed to 13 percent, although that figure has yet to be approved by the PRRB.

Professor Turnbull argues that **“with an agreed P-factor of 13 percent” a further 5 percent needs to be added to base pay.** This argument, and the evidence that supports it, must be factored into conversations and decisions around pay reform, pay benchmarking, and pay potential of officers. For this pay recommendation, we encourage the PRRB to use this as part of their recommendations in supporting a pay settlement that address the pay degradation of police officers.

Article VII. The Inspecting ranks

Reform for our Inspecting Ranks is long overdue. To evidence this, we conducted our first ever Inspector’s Survey with members in 2024. We propose to the PRRB that immediate recommendations are made to review and reform the structure and agreements Inspecting ranks are subject to.

Section 7.01 30 years behind, inspecting ranks pay and conditions must be brought into the 21st century.

The 1994 PNB Agreement, which governs pay and conditions for Inspecting Ranks, is outdated and needs urgent revision. The agreement has not been reviewed in over three decades, and as a result, the conditions that officers face today are vastly different from when it was first introduced. The modern policing landscape demands a more flexible and responsive pay structure.

Section 7.02 95 percent of Inspectors want rostered shift patterns—How much longer can they go without?

The current lack of rostered shift patterns for Inspecting Ranks is creating dissatisfaction. 93percent of respondents believe they should be entitled to a rostered shift pattern, with Inspectors more likely to agree than Chief Inspectors (95 percent vs. 86 percent). The survey highlights the urgency of addressing this issue to improve working conditions and maintain operational efficiency.

Section 7.03 Inspectors and Chief Inspectors are overworked and underpaid, demanding urgent reform.

Overwork and underpayment are central issues for both Inspectors and Chief Inspectors. 67 percent of officers report working an additional 0-20 hours, with 23 percent working an extra 21-40 hours. Those working part time are regularly working beyond their agreed hours with only 30 percent receiving any compensation for this extra time. Just 54 percent of these additional hours count toward their pension meaning many officers are effectively working for free. The system is failing to recognise and properly reward the workload of Inspectors and Chief Inspectors regardless of whether they work full time or part time.

Section 7.04 Chief Inspectors are undervalued, closing the pay gap isn't enough—it must be widened.

The gap in pay between Chief Inspectors and Inspectors remains too narrow, despite the increased responsibilities that Chief Inspectors bear. With 74 percent of respondents performing duties above their rank, Chief Inspectors are performing crucial leadership roles, yet their pay does not reflect these additional responsibilities. It's time to recognise the unique demands of the role with a more significant pay gap.

Article VIII. Improvements to terms and conditions

Policing needs a reward framework that attracts and retains the best talent. Organisations are increasingly using innovative ways of attracting and retaining the best talent. Policing must do the same.

- The Policing Vision sets out that by 2030 policing aims to be a representative workforce in all ranks. The PFEW believes that the key to this is a reward framework that attracts, retains and motivates officers. Policing is underrepresented in numbers of women, particularly at senior ranks. **Women are recruited by the Service but not**

retained: they do not achieve promotion in the same proportions as men and have a shorter length of service than men.

- An additional 20,000 officers were recruited through the police uplift programme, the service needs also to address attrition rates and improvements in terms and conditions could help retain experienced officers as well as officers during their probationary periods.
- Voluntary resignations have now overtaken retirements. **Officers are being denied the right to stay in their career of choice by the failure to provide adequate pay and conditions. In particular, despite numerous pledges by successive Governments and policing leaders to make policing more representative of the communities it serves, the rate of voluntary resignations continues to be the highest amongst women officers and officers from Black, Asian and Minority Ethnic backgrounds.**

Article IX. Allowances

Officers are being let down. Allowances have been left to stagnate, some for over a decade, to the point they are no longer fit for purpose. Significant increases are desperately needed.

- In September 2022, PFEW proposed that the Police Consultative Forum commence a rolling programme for a review of allowances.
- In January 2024, the PCF agreed a priority order for the structured review of all allowances. Given the timeframe for the PCF review and, as necessary, any referrals to the PRRB, in November 2023 the PFEW sought an increase either in line with inflation or the corresponding pay award, for those allowances currently set at a flat rate where there is no uprating mechanism, pending a detailed review of each allowance i.e. London and South East allowances, On Call allowance, Protection allowance, Away from Home Overnight allowance and Hardship allowance.
- PFEW's position is that **allowances must track inflation, failure to do so means they fall in real terms every year.** All allowances should be reckonable for pension purposes.
- In 2024, the PRRB said that allowances should be reviewed urgently, in their entirety in 2024/25 as part of the comprehensive review of police remuneration. This did not happen. **Officers are being failed by the Government, through the refusal to provide the funding needed to ensure allowances are fit for purpose.**

Section 9.01 Away from home overnight allowance and hardship allowance

- PFEW seeks a move to the Scottish model of two types of overnight allowance: an overnight allowance and a separate held in reserve allowance; with a hardship allowance payable for sub-standard accommodation.
 - An **Overnight allowance** for those members who are not “held in reserve” but are practically unable or prevented from returning home (i.e. required to stay overnight away from home) because of the need to perform duty away from their usual place of duty - £72.51.
 - A **Held in Reserve allowance**, in addition to the overnight allowance, where officers are required to stay away from home overnight *and* restrictions are placed on their off-duty activities for operational or security reasons and/or they are required to be available for recall to duty at any time during this period, they should be paid an additional allowance - £48.34.
 - A **Hardship allowance**, for officers who are required to stay overnight away from home whenever the basic standard of accommodation, namely minimum 3 star industry standard, is not met - £108.77.
- The current rates of the Away from Home Overnight and Hardship allowances were set in 2012 and have not been uprated since. It is our view that they are desperately in need of uprating. **We know the rates of allowances are lagging behind and yet little or nothing has been done to address this. The NPCC’s proposals will have little impact.**
- The NPCC’s proposal will also not address the problem of inconsistent decision making nor will it adequately compensate officers for the disruption to their private lives. Disappointingly, the NPCC proposal also does not include an annual uprating mechanism.

Section 9.02 On call allowance

- PFEW seeks improvements to the On Call allowance and the management of on call, as follows:
 - **Increase to rate of allowance:** PFEW proposes that the On Call allowance should be increased to £36.13 in line with police staff.
 - **Different rates of payment:** as a general rule on call should only be undertaken on a working day. If officers are required to be on call on a rest day or public holiday it should be paid at a higher rate of double the rate of a duty day (£72.26). Officers should not be on call on a free day or a day of annual leave but if this does occur, as a financial disincentive to forces, it should be paid at five times the rate of a duty day (£180.65).

- **Index linking:** the On Call allowance should be uprated in line with the annual pay award. The On Call allowance came into effect in April 2013 with no uprating arrangements put in place. Without an uprating mechanism, the value of the allowance falls in real terms every year thereafter until a further 'reset' is considered. This is unsatisfactory and burdensome for both the PCF and PRRB process
- **Pension:** the On Call allowance should be reckonable for pension purposes.
- **Guidance:** PFEW requests that guidance be agreed at the PCF with regards to the operation of on call by forces.
- **Improvements to management data:** PFEW seek improvements in this area so a clear picture of the use of on call in forces can be identified. **The lack of reliable management data is inexcusable.**
- The NPCC NRT shared a copy of a report it commissioned by Korn Ferry on a review of market practice on call payments. Much of the evidence identified by Korn Ferry supports the approach taken in PFEW's proposal.
- **It goes without saying that the management of on call is within the gift of chief officers. On call should not be used to cover for poor rostering practices. There is an urgent need to improve the collection of management data on the use of on call and to provide forces with guidance on the use of on call. The lack of reliable management data has been identified since 2005.**

Section 9.03 Motor vehicle allowance

- Motor vehicle allowance (MVA) is payable where a chief officer is of the opinion that the duties normally performed by that member are of such a nature that it is essential or desirable that the member in question should have at all material times, a motor vehicle at their disposal.
- **It is important to note that expenditure on MVA is in the gift of each chief officer. If a force is concerned about expenditure on MVAs then it has the option to provide force vehicles to enable members to perform their duties.** Likewise, there is no obligation on a member to provide or use their own personal vehicle i.e. a member may not own a vehicle or due to the impact on their family may not be able to have it at all material times.
- The PFEW is unable to agree the NPCC's proposals. It is not clear on what basis the lump sum will be calculated by the NPCC, how standing charges will be reimbursed or how the MVA will be uprated in the future. PFEW doubts whether this will properly reimburse members for the use of their own vehicle, particularly when many policing families only have one car.

- The PFEW seeks increases to both the essential user lump sum element and the mileage rates for essential and casual users to properly reimburse members who make available their own vehicles for policing purposes.

Section 9.04 London and South East allowances

- The London and South East allowances were designed to address recruitment and retention difficulties and were paid to all officers at the same rate in those forces.
- Pending a detailed review of the London and South East allowances by the PCF, the PFEW proposes that chief officer discretion to vary the amount of London and South East allowances payable is removed so that all officers in a force area are paid the current force maximum, as set out in Police Regulation 34, Annex U.

Section 9.05 Unsocial hours allowance

- Currently, the Unsocial Hours allowance is payable to all members of the federated ranks for every full hour worked by the member between 8pm and 6am. The allowance is paid at an hourly rate of 10 per cent of the member's hourly rate of pay.
- PFEW seeks an increase to the percentage rate for every full hour worked between 8pm and 6am on a Saturday and Sunday.

Section 9.06 Acting up allowance

- The Acting Up allowance was created in 2012 as part of the implementation of a PNB agreement covering compensation for periods of acting up and temporary promotion. The PNB had agreed that officers should not pay pension contributions on any temporary salary for short periods of acting up (up to 56 days). This was because of the way the final salary pension scheme operated at the time.
- Given the changes to the pension schemes since then, PFEW now proposes that the acting up allowance should be abolished and that officers are paid a temporary salary from day one for any period of acting up when they are required to perform the duties of a higher rank.
- All time spent acting up should be reckonable in the lower and higher rank
- This would have the added benefit of reducing the ever increasing confusion in forces about the status of those officers who are in receipt of a temporary salary and how the current provisions governing compensation for both periods of acting up and temporary promotion should operate.

Section 9.07 Targeted variable payments

- A final decision on the future of the TVP scheme has yet to be made. PFEW had sight of a letter and a set of data provided to the Minister in August 2024 by the NPCC but PFEW has not been involved in this work. In January this year, just days before the

NPCC submission was finalised, a whole new set of proposals around specific roles to be recognised with a TVP and a proposed structure for pay banding was presented to the staff associations. This provided no time for meaningful discussion and had not been done alongside any review of the EIA. We could not support the proposals in their current form.

- TVPs have been widely used by forces. In April 2024, PFEW wrote to the Minister setting out concerns about the equality impact assessment on Service Critical Skills payments. PFEW has concerns about the disproportionate impact on officers with a protected characteristic and the lack of quality data to enable evidence-based decision making with regards to the future of the scheme.

Section 9.08 Dog handler's allowance

- The dog handler's allowance (DHA) is uprated each year in line with the annual pay award in accordance with the original agreement set out in Home Office circular 25/2000.
- The NPCC NRT looked to review the methodology in 2023. PFEW could not agree the proposals on this which, in the absence of any background information on the origins of the original methodology used, had attempted to produce a methodology for calculating the total value of the allowance. PFEW said that the NRT's proposed methodology was flawed in a number of aspects including calculation of hourly rates used, no account appeared to have been taken of VSA working or pay for higher ranks or double time on public holidays and the references to days of annual leave appeared irrelevant.
- It is PFEW's view that a review of the value of the allowance must be based on up to date information on the numbers of dog handlers broken down by rank to help determine the appropriate pay point for calculating the value of the allowance; and take into account changes to working patterns since 2000.
- There should be no changes to the uprating mechanism for the DHA and it should continue to be increased in line with the annual pay award.

Section 9.09 Shift alteration allowance

- This type of allowance is currently not in Police Regulations. We have evidence that shows that the shifts of Police Officers are being changed at an alarming rate.
- Officers are entitled to know their shift 90 days in advance (the actual hours they are working). Sometimes these are changed due to exigencies but often this is due to poor planning. Either way when a shift is changed there is potentially a financial impact on the officer, say for arranging additional childcare.

- We ask that consideration be given to a payment when shifts are changed within the 90-day window. Such an allowance would act as a disincentive for forces, the same way that the on-call is meant to operate.

Section 9.10 Detective allowance

- Detectives need to pass a national exam and then maintain a PIP 2 level of accreditation. The study required for the national exam is undertaken in an officer's own time. We ask that consideration is given to providing a detective allowance to promote recruitment and retention into the detective roles as there is currently a shortage of detectives across the country.
- We are also concerned about the reduction in pay for those choosing a detective career pathway. An example of this is the unsocial hours payment that is more widely received by uniformed officers. This is a financial consideration when deciding to undertake a career pathway into a detective role and one which doesn't fully acknowledge the additional study and accreditation required to become and maintain being a detective. We estimate the loss of unsocial hours payments to be around £1250 per year.

Section 9.11 Protection allowance

- The Protection Allowance came into effect from 1 December 2020. A business case was presented to PCF in 2018 setting out the new allowance, it detailed that the MPS would support the Protection Allowance being uprated annually in line with the annual pay award, to '*ensure the amounts of the proposed protection allowance stay in line with inflation*'. The PCF agreed the business case and it was sent to the Home Office in February 2019.
- Unfortunately, the Home Office has not uprated the allowance in line with the pay award and the rates remain as first introduced in 2020. The allowance should be uprated in line with the pay award and this should be backdated to 1 September 2021.

Section 9.12 Bonus payments

- Bonus payments, of between £50 and £2,000, are payable where the chief officer judges a piece of work by a member to be of an outstandingly demanding, unpleasant or important nature.
- Bonus payments, and the related Team Recognition Award, could be useful tools but there needs to be better capture of data and guidance to forces on their use.

Article X. Family leave and pay

Policing needs a reward and benefits framework that attracts and retains a more representative workforce and recognises that officers' needs may change throughout their career such as becoming a new parent, dealing with family illness/death or increased caring responsibilities.

The retention of women officers in particular should be a high priority. Policing is not doing enough to keep women in the Service.

The NPCC submission to the PRRB in 2024, noted again that -

"Females are more likely to resign during mid-career, at 16-20 years' service, a critical career point for progression through to senior and executive levels. The likely cause is balancing career and family commitments during this period becomes irreconcilable and leads to resignation."

- In addition, the Service's response to both the Casey review and Angiolini Inquiry reports state a desire to address sexism and misogyny in the police service and to encourage more women to join and progress in their policing careers. **The Angiolini Inquiry report recommended a review of all terms of conditions of female officers (and staff) to encourage women to join and progress in policing careers by September 2024. The NPCC accepted this recommendation but we have seen no evidence of this having been done. It's now 2025 and nothing has changed. The failure to act on this is a stain on policing.**
- **PFEW's position is that all family type leave should be paid at full pay rather than statutory rates or no pay; all such leave should be a day one entitlement i.e. no service requirement;** and the requirement for such leave to be granted 'subject to the exigencies of service' should be removed.
- Having specific provisions made in regulations and determinations will help ensure consistent decision making and transparency and avoid potential litigation. Currently, it is likely that some forces will provide some of the suggested changes through special leave however without clear provisions made in regulations and determinations this is likely to lead to inconsistent decision making (both within and between forces) and unfairness e.g. whether to grant leave and/or pay. We are aware that the NPCC has asked forces to confirm if they are already granting special leave on full pay but this information has not been shared with the PFEW.
- To date, progress on consideration of PFEW's proposals has been extremely slow and the NPCC's response to only apply statutory schemes and/or only pay statutory rates (which may mean no pay) is particularly shocking given the NPCC's stated desire to recruit and retain a representative workforce particularly women. **Despite the**

objective to increase the numbers of women in policing, it's just not being addressed. PFEW believes that these are small, relatively low cost items that would help officers immensely at what may be very difficult and, on occasion traumatic, points in their lives. PFEW had hoped that the NPCC would show more benevolence to avoid officers having to suffer a detriment at such times. Women in particular are being let down by the Service.

The PFEW proposals include:

Section 10.01 Carer's leave and pay

- From day one at least one week's leave at full pay and that where an officer has more than one dependant with a long term care need this leave is increased. Carer's leave is designed to help carers balance their caring responsibilities with their work to help ensure that they remain in the workplace. Women in England and Wales are more likely to provide care than men. **Women are being denied the right to remain in the service and be there for their family and dependents with a long term care need in times of need. Policing is a vocation and women are being forced to choose between their vocation and their family.**
- As with the statutory scheme for all employees, this would be in addition to any entitlement to time off for dependants (on full pay) which is already provided to officers for a reasonable amount of paid time off to deal with unexpected and unplanned disruptions to the care of a dependant.

Section 10.02 Neonatal care leave and pay

- PFEW seeks a day one right for 12 weeks' leave on full pay when a baby requires neonatal care.
- As with the statutory scheme, this would be in addition to any other existing leave entitlements such as police maternity leave or police maternity support leave (full pay).
- **The NPCC position that such leave should be paid at statutory rates only highlights how policing is not supporting officers at times of personal crisis.**

Section 10.03 Maternity support and adoption support leave and pay (sometimes called paternity leave)

- PFEW seeks agreement that the police maternity support and adoption support leave provisions will operate in same way as the statutory paternity provisions as set out in the Paternity Leave (Amendment) Regs 2024 i.e. that officers will be able to take the leave at any time 52 weeks after the birth or adoption and that the two weeks do not have to be taken together.

- The NPCC has agreed this proposal but it has not yet been implemented and we are still waiting for confirmation on whether an amendment to Annex S is necessary or whether guidance to forces will suffice.
- In addition, PFEW is seeking a day one right for two weeks' paid maternity and adoption support leave on full pay. Currently, all officers are entitled to two week's leave. The first week is on full pay. Members who have 26 weeks continuous service at the fifteenth week before the expected date of childbirth, or the week in which the adopter is matched with a child for adoption, are entitled to be paid for the second week at the statutory paternity pay rate.

Section 10.04 Police maternity and adoption support leave (bereavement) and pay

- PFEW seeks a day one right for members who are bereaved parents or adopters to be entitled to two weeks' paid maternity or adoption support leave on full pay and for a bereaved partner to be able to take KIT days so that members can also benefit from similar provisions to those set out in the Paternity Leave (Bereavement) Act 2024. This would also ensure that where both the mother and child die, bereaved parents will still be able to take leave, even though leave cannot be taken to care for or support the mother.
- As with the statutory provisions, this would be in addition to the existing entitlement under Annex TA to two weeks' paid parental bereavement leave for any officer if they lose a child under the age of 18 or suffer a stillbirth from 24 weeks of pregnancy.
- **Parents deserve to be treated with humanity at times of stress and trauma, and not face a pay cut.** Our current understanding is that the NPCC propose that officers who are bereaved parents or adopters should be entitled to two weeks' leave at statutory rates only.

Section 10.05 Death of a premature baby – police maternity pay

- PFEW seeks an amendment to Annex L in Police Regulations and Determinations 2003 to address an anomaly in the police maternity pay provisions to reflect the operation of the statutory maternity leave and pay provisions on the death of a baby who was born alive but dies before 24 weeks i.e. so that it is clear that officers retain their full rights to maternity leave & pay.
- Agreement was reached at the PCF meeting in July 2024. This requires the agreement of the Home Secretary for an amendment to Annex L. Disappointingly, we are still waiting for the Chair of the PCF to write to the Minister seeking an amendment.

Section 10.06 Stillbirth - officers entitlement to leave and pay

- To ensure that officers receive their full entitlements in the event of the stillbirth of a child at 24 weeks or later to reflect the operation of the statutory provisions, the PFEW suggested that Home Office guidance (unless an amendment to regulations and determinations is considered necessary) is issued to forces to make clear that in the event of a stillbirth at 24 weeks or more into a pregnancy officers will retain their entitlement to leave including maternity leave and pay, adoption leave and pay, maternity and adoption support leave and pay and shared parental leave and pay.
- Agreement was reached at the PCF meeting in July 2024. The NPCC NRT has said that they will issue guidance to forces if an amendment to determinations is not considered necessary. Home Office clarification is needed on whether an amendment to Regulations and determinations 2003 is necessary. Disappointingly we are still waiting for this matter to be progressed and for the PCF Chair to write to the Minister.

Section 10.07 Other improvements to family type leave and pay provisions

PFEW has set out a list of other terms and conditions that we would like to see improved/introduced. Key proposals include:

- further improvements to maternity and adoption support leave and pay
- paid bereavement leave
- paid leave for officers experiencing domestic violence (safe leave)
- paid grandparents leave
- enhanced shared parental leave and pay
- paid leave to attend ante natal appointments with a pregnant woman
- paid leave to attend pre-adoption appointments

Article XI. Other leave provisions

Section 11.01 Annual Leave

- The PFEW proposed an improved annual leave entitlement and the introduction of Long Service Leave (LSL) for federated ranks officers in 2022. Prior to our proposal annual leave was not being considered by any stakeholder. We proposed that officers should start on 25 days and reach 30 days within five years.
- We were pleased to see the recommendation of the PRRB last year for the time it takes to reach the maximum entitlement to be reduced from 20 to 10 years (phased

in over three years) and for the leave entitlement for new entrants to be increased from 22 to 25 days.

- However, our concerns remain that the recent changes do not address the full range of issues the PFEW sought to resolve. **It's our view that the new annual leave scale will still disproportionately impact officers on the basis of a number of protected characteristics, such as sex, age and ethnicity. In particular, those younger in service.**
- Annual leave is an area in need of further improvements. If the PFEW proposal was implemented in full this would address the remaining equality issues, help improve diversity and enhance the total reward package, making policing an attractive option for new and existing recruits.
- **Officers in England and Wales are still worse off in terms of annual leave compared to other public sector workers and their counterparts in Scotland.**

Section 11.02 Long Service Leave (LSL)

- PFEW seeks the introduction of a period of “Long Service Leave” (LSL) for federated ranks officers who have served for 10 or more years. This would be separate, and additional to, the annual leave (& public holidays) entitlement.

Poor rostering practices likely results in more officers being placed on call, being recalled to duty, having short notice changes to their roster, unable to fully recuperate on their rest day, disruption to their free days and unable to take their annual leave entitlement.

Section 11.03 Unused Rest Days and Annual Leave

- Forces are constantly relying on officers working their rest days due to a lack of resources and there is often not the ability for officers to take annual leave entitlements. Whilst regulations dictate that for Constables and Sergeants these rest days should be rostered within four days in practice this is not the case.
- For Constables and Sergeants any outstanding rest days after 3 months should have the option of being converted into pay, this would operate in a similar way to time off in lieu (TOIL).
- For the Inspecting ranks this should be the case once the rest day reaches 12 months and they have been unable to take the rest day owed to them. There should also be an option for officers to either buy up to 5 days annual leave or sell up to 5 days annual leave at the start of the annual leave year. This is quite common in the NHS and other organisations.

Section 11.04 Recuperation Leave

- This type of leave is not currently in Police Regulations. Whilst there are many forces that take a benevolent approach to cater for officers there is nothing in the regulations

to provide officers with recuperation leave following an injury on duty or exposure to a traumatic event.

- The introduction of recuperation leave should allow an immediate line manager to grant paid recuperation leave, rather than an officer reporting sick, for a period of up to three days.