

Police Federation for Northern Ireland



Police Remuneration Review Body Submission

APRIL 2020

7th April 2020

Dear Ms Bharucha,

The Police Federation for Northern Ireland (PFNI) are pleased to attach our submission to the Police Remuneration Review Body (PRRB) for the review round 2020/21. This submission has also been made on behalf of the Superintendents Association for Northern Ireland (SANI) in respect of specific issues relating to this jurisdiction.

I would like to thank you for your flexible approach in respect of the deadlines for submitting evidence both in respect of the political situation in Northern Ireland and more recently the current health crisis which affects us all.

Once again we have seen the political situation in Northern Ireland have an adverse affect on police officer pay. A decision on implementing the recommended pay award for Northern Ireland was not made until mid February, which is five months behind our colleagues in England and Wales. Whilst provision is made for this settlement to be back paid to 1st September as in previous years, the intervening five months did have a significant effect on morale and led our members feeling disadvantaged in comparison to other police officers in the United Kingdom.

We are again in the position of having to consider police budgets and the implications of a properly funded Police Service. The PSNI remain unable to carry over annual efficiency savings nor raise additional funding through precept, as is the case in England and Wales. This puts the Chief Constable at a disadvantage when assessing affordability of pay increases and indeed in allowing flexibility around police officers numbers. The recent 'New Decade, New Approach' Agreement clearly stipulates that the Northern Ireland Executive will increase police officer numbers to 7,500 but this should not come at the cost of officer pay and conditions.

On a final note, the PFNI continue to have significant concerns around the lack of certainty, consultation and direction being taken in respect of Workforce Reform in Northern Ireland. Whilst these reforms are currently only directly applicable to policing in England and Wales, experience tells us that some elements will, at least indirectly, impact upon policing in Northern Ireland. I have particular reservations in respect of being asked to comment and provide evidence on matters to which we have not been formally consulted. The Department of Justice do not appear to have clarity on which of the reforms will be implemented in Northern Ireland and which fail to take cognisance of the unique policing, social and political environment in Northern Ireland and as such no

framework has been set up within Northern Ireland to appropriately examine the implications of such reform on the PSNI.

Of course these proposed reforms do bring into focus the issue of pay parity and I am conscious that there remains broad agreement around this from all parties in Northern Ireland. It is our firm view that the issue of pay parity relates to core pay spines and can still allow for regional variations which may be prudent in different police services across the UK, without deconstructing the core pay structures.

I look forward to engaging with your team in the oral evidence sessions.

Regards,

Mark Lindsay

Chairman of the Police Federation for Northern Ireland

A handwritten signature in black ink, appearing to be 'ML' followed by a large, stylized flourish.

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1. EXECUTIVE SUMMARY

- 1.1. This is the sixth annual written submission made by the Police Federation for Northern Ireland (PFNI) to the Police Remuneration Review Body (PRRB). It has been prepared as evidence for the 2020/21 review of pay, terms and conditions of police officers serving within the Police Service of Northern Ireland (PSNI), with reference to the remit letter published by the Minister for Justice (Northern Ireland) Naomi Long MLA, dated 14 February 2020 (see Appendix A).
- 1.2. The PFNI have a statutory responsibility to represent the interests of police officers within the PSNI. This responsibility covers all ranks from Constable to Chief Inspector. The PFNI remit concerns the welfare of officers and the efficiency of the PSNI, issues which involve a range of areas of action including representation on areas of pay, pensions and terms and conditions of work.
- 1.3. The submission of this year's evidence takes place upon a backdrop of change, including wider political change and change within policing in Northern Ireland. Following the UK general election in December, the United Kingdom (UK) formally exited the European Union (EU) on the 31st January 2020 creating a UK/EU land border between Northern Ireland and the Republic of Ireland (RoI). Furthermore, with the successful culmination of political negotiations in Northern Ireland the Assembly reconvened on Saturday 11th January 2020 after three years of political deadlock. This enabled the appointment of local governmental ministers, including the appointment of Naomi Long MLA to the Department of Justice (DoJ). The deal which enabled this political break-through has positive implications for the policing of today and of the future, with agreement to increase officer numbers to 7,500; an uplift consistently requested by the PFNI, echoed by the new PSNI Chief Constable who started in July 2019 and supported by the Northern Ireland Policing Board (NIPB).
- 1.4. The agreement on increased PSNI officer numbers chimes with the signals from the UK Government of a renewed commitment to policing across the UK, as evidenced in the Home Office remit letter (see Appendix B) which references a 'service we value so highly' and the desire to 'empower the service to get the resources and tools it needs to get the job done'. The fulfilment of this sentiment requires a greater recognition of the contribution police officers make to society as a whole and key to this is remuneration. The remuneration package is commensurate with the value attached to the vital role played by police officers in communities across the UK as well as acting as a tool for both the recruitment and retention of officers. As will be discussed within the evidence which follows, the uplift in officer numbers to 7,500 will require increased recruitment as well as a renewed focus on the retention of longer serving, experienced police officers.

- 1.5. The report which follows will draw upon a wide body of evidence aimed at securing a fair, reasonable and warranted pay increase for all police officers in Northern Ireland, alongside recommendations regarding the value of the few remaining police allowances. This report includes evidence of the changing PSNI workforce and the impact of conditions within, and out with, policing on officers. An economic update is provided, placing the decline in police officer pay in context. A comprehensive assessment of both the PSNI Student Officer starting salary and the Northern Ireland Transitional Allowance (NITA), places focus on these two key areas of police remuneration in Northern Ireland.

Recommendations

- 1.6. Based upon the evidence presented, the PFNI set out the following recommendations to the PRRB for the 2020/21 review of police pay, terms and conditions:

RECOMMENDATION 1

An uplift of 5% to the annual salaries of all federated officers in the PSNI, as payable from September 2020.

RECOMMENDATION 2

That the pay increase provided to the PSNI in September 2020 is made available to all federated officers, with no targeting techniques utilised.

RECOMMENDATION 3

That the bottom pay point on the Sergeants' pay scale is removed.

All those currently on this pay point must be immediately moved to the second pay point and a new top pay point introduced to ensure motivation and retention of officers at the rank of Sergeant.

RECOMMENDATION 4

The starting salary provided to PSNI student officers should be increased to equal the value of pay point 1 on the current Constable pay scale. Any pay settlement agreed as part of the 2020/21 pay review round should also apply to this pay point.

RECOMMENDATION 5

That the Northern Ireland Transitional Allowance (NITA) is maintained in line with the Baker principles.

RECOMMENDATION 6

That the Northern Ireland Transitional Allowance (NITA) is increased to £4,000 from September 2020.

RECOMMENDATION 7

That the Dog Handlers' allowance is uplifted in line with the annual pay increase provided to PSNI officers.

RECOMMENDATION 8

That the Competency Related Threshold Payment (CRTP) is retained and remains open to new applicants.

RECOMMENDATION 9

That the Competency Related Threshold Payment (CRTP) is uplifted in line with the annual pay increase provided to PSNI officers.

2. REMIT LETTER

- 2.1. The 2020/21 pay review round for serving police officers in Northern Ireland formally commenced on the 14th February 2020, following the publication of the remit letter from the Northern Ireland Justice Minister, Naomi Long MLA. This letter outlines the potential for the availability of a Northern Ireland specific Public Sector Pay Policy for 2020/21 to be available to the PRRB for this review round. Whilst welcome, it is disappointing that the PFNI and other stakeholders will be unable to comment upon or reference this important document as part of this evidence based process. As such, we have provided commentary on the 2019/20 Northern Ireland Public Sector Pay Policy in section 4.
- 2.2. Following the annual call for input into the Northern Ireland remit letter, the Justice Minister has requested that the following matters are considered as part of the 2020/21 pay review round:
- The application of any pay award for all ranks, including the starting salary for student officers;
 - Whether any increase should be applied to the Northern Ireland Transitional Allowance (NITA) and other allowances, including those for On-Call (federated ranks) and Dog Handlers;
 - Whether the superintending ranks should have access to targeted payments, bonuses and/or payment for On-Call duties and;
 - The future of the Competence Related Threshold Payment (CRTP) scheme following consideration of proposals submitted by stakeholders.
- 2.3. This report and the evidence provided focusses on the key issues in relation to the Federated ranks, with a particular focus on Student Officer starting salaries and the Northern Ireland Transitional Allowance (NITA). However, the PFNI would like to formally support the call from the Superintendents Association of Northern Ireland (SANI) for access to On-Call payments for officers in the Superintending ranks.

3. STRUCTURE OF SUBMISSION

3.1. The range of evidence presented in the remaining sections of this report are provided with the aim of addressing the key elements of the 2020/21 NI remit letter from the Northern Ireland Justice Minister. The submission is structured as follows:

1. Consideration of the particulars of the Northern Ireland context which are directly relevant to this pay review round:
 - a. Commentary on the third delay in receiving the pay settlement;
 - b. Commentary on the 2019/20 Northern Ireland public sector pay policy and;
 - c. An update on the implications of Brexit for policing in Northern Ireland.
2. Evidence regarding the current working conditions for the police officer workforce in Northern Ireland. This will include:
 - a. An assessment of changes in workforce size, including an overview of current recruitment and retention issues;
 - b. An evaluation of workforce conditions associated with officer welfare, including sickness levels and overtime levels and;
 - c. Commentary on issues associated with morale within the PSNI.
3. An overview of the complex issue of policing demand, including:

An assessment of police recorded crime statistics as well as an overview of additional areas of public demand and proactive policing demand.
4. An economic analysis of the UK and NI economies, followed by:
 - a. An analysis of changing earnings data and;
 - b. An assessment of the public / private pay gap and the implications for policing.
5. An assessment of changes to police pay:
 - a. The PFNI recommendation for police pay for 2020/21;
 - b. Consideration of changes to the Sergeant pay scale and;
 - c. A detailed examination of the current PSNI Student Officer starting salary, including results from the PFNI Student Officer Pay Survey.

6. Evidence relating to current police allowances, including:
 - a. Evidence of the need for an increase to the current value of the Northern Ireland Transitional Allowance (NITA), alongside an up to date assessment of the current threat facing PSNI officers;
 - b. An overview of the Dog Handlers allowance and;
 - c. Commentary on the Competency Related Threshold Payment (CRTP).

4. NORTHERN IRELAND CONTEXT

- 4.1. The PFNI are pleased to be submitting this report to the PRRB at the start of a phase of renewed optimism for Northern Ireland, with the recent political agreement bringing an end to the political uncertainty which contextualised our previous two submissions to the PRRB. During this time Northern Ireland's public services, including policing, faced significant difficulties stemming from a lack of decision-making and an absence of political direction. However, despite the opportunities which a fully functioning Executive undoubtedly presents, a level of uncertainty remains in particular in relation to policing with significant questions remaining surrounding Brexit, legacy and budgets. Nevertheless, it is hoped that the current optimism is matched with action from political leaders and that this is approached with a medium to long term vision, rather than the previous short-termism.

Delay in Receiving Pay Award

- 4.2. One of the critical outworking's of the political stasis of the last number of years has been the continued delay in the implementation of public sector pay awards, including in policing. In Northern Ireland, police officers have experienced their *third* consecutive year in which the provision of the annual pay settlement has been significantly delayed. In 2017/18 PSNI officers were forced to wait seven months more than their counterparts in England and Wales for the implementation of a 1% pay settlement, whilst in 2018/19 this delay was five months. This year once more, the 2.5% uplift to officers salaries was delayed by a further five months, with this uplift only reaching officers pay in February 2020. This resulted in officers enduring a five month long depreciation in the value of their take home pay, stemming from on-going (albeit reduced) inflationary pressures and no pay increase as was due in September 2019.
- 4.3. The PFNI commented in our previous submission on how unbelievable it was that this situation could arise on *two* occasions. We also were vocal about the inherent unfairness of this and provided strong, primary evidence of the serious implications this has had on morale within the service and on family finances. Needless to say, we are incredulous that we are again commenting on this issue and again referencing the severe impact this has had on a service already bending under the weight of high levels of demand and low base levels of morale.
- 4.4. We are fully aware of the political situation in Northern Ireland and we are sympathetic to the difficulties this presented to the Northern Ireland Civil Service (as indeed it has to every public service, including policing). Whilst we appreciate the timeliness with which the new Justice Minister resolved this situation, we retain our disappointment that the Department of Finance (DoF) and the Department of Justice (DoJ) felt unable to act to rectify a situation which disadvantaged those serving our communities on a

daily basis (despite previous assurances that they would do). Should such a political stalemate arise in the future, we expect that both the DoF and the DoJ learn from the last three years and put in place appropriate measures to ensure critical elements such as pay continue to be prioritised.

Public Sector Pay Policy

- 4.5. In the absence of a fully functioning Northern Ireland Executive, the Northern Ireland (Executive Formation and Exercise of Functions) Act 2018 was passed in Westminster to provide the Northern Ireland Civil Service (NICS) with the power to take some specific actions, this included the power for the DoF to determine public sector pay policy without the requirement for sign off from a Minister of Finance. However, despite this the 2019/20 public sector pay policy was only published on the 31st October 2019, seven months into the financial year and just three weeks earlier than the 2018/19 policy. As previously outlined, this delay had a direct impact on the timely provision of pay settlements within policing.
- 4.6. Although new Ministers are now in place, at the time of writing no 2020/21 pay policy has been made available and as such we continue to rely upon the contents of the 2019/20 policy. The 2019/20 public sector pay policy re-affirms the DoF's intention to continue with the approach which was taken in 2018/19, namely to remain in line with the overarching policy as set by the UK Government, including the continued move away from the public sector pay cap of 1% and towards pay settlements as informed by factors including recruitment, retention and improvements to public sector productivity. The PFNI have previously commented on the broad strategic approach set within UK public sector pay policies over the last number of years, including the apparent end to the 1% public sector pay cap in 2017, yet the continuation of it for police officers in both 2017/18 and 2018/19.
- 4.7. Notwithstanding the frustrations associated with the delay in receiving the 2019/20 settlement, the recommendation and award of a 2.5% uplift in September 2019 provided a welcome note of optimism within policing that the decade long period of pay freezes and caps had indeed ended. However, the language used within the UK 2019/20 pay policy indicates that the 1% pay cap has simply been replaced by a 2% cap, with organisations *permitted* 'to make awards of up to 2%¹⁷'. It is our view that this obligation reignites previous concerns regarding the imposition of financial parameters on supposed evidence based pay review procedures, prior to the submission or consideration of evidence. As we have previously stated, it is our view that such an imposition by the UK Government (and subsequently adopted by the NICS) should not be administered, if at all necessary, until *after* independent review bodies have made their final recommendations. Nevertheless, despite this language, we are hopeful that

the PRRB will continue to operate in the manner in which they have done over the last two years, of allowing the evidence presented by all parties to fully guide the recommendations made.

- 4.8. The Northern Ireland DoF continue to reiterate the requirement for the funding for pay settlements to be ‘found within existing departmental budgets’. We remain of the opinion that this situation is both unfair and unsustainable and that the payment of these necessary and deserved pay settlements should be funded from an increase to departmental budgets – this is, after all, an investment in a vital public service. We are hopeful that with a functioning Executive and a more medium to long term funding strategy, that this issue will be resolved. Police pay already accounts for almost 70% of the entire Resource DEL budget provided to the PSNI. How much longer can the added pressure from this position be sustained? Furthermore, it is our view that this position is indicative of a prolonged extraction of governmental responsibility from the funding of public services and has the effect of denoting a zero sum game between the provision of a fair and warranted pay settlement and an appropriately resourced public service. As the current CoVid-19 crisis evolves and develops across the UK, the absolute requirement for a realignment of priorities emerges as an essential outworking – public servants and front line workers, including the police, have been recognised, in a very public manner, as vital to the protection of life.
- 4.9. On a final point, the 2019/20 public sector pay policy also references that one benefit of earlier agreement on the 2020/21 public sector policy would be to enable some employers ‘to consider a multi-year deal’. As we commented upon last year, the PFNI would be in favour of partaking in discussions regarding the potential for a multi-year pay deal, however this would necessitate broader discussions regarding the funding mechanisms for policing in Northern Ireland and the issues which remain as a result of the continued reliance upon single year budgets.

Brexit

- 4.10. The UK formally exited the European Union on the 31st January 2020, three and a half years after the UK EU referendum. Despite this formality, the situation remains fluid and significant security concerns persist. Whilst the last number of years have been dominated by Brexit related uncertainties, in particular regarding exit dates and ‘no deal’ planning, these uncertainties have not been eliminated by the formal withdrawal agreement reached between the UK and EU. Rather many uncertainties have simply been postponed, with the potential to re-emerge as the UK approaches the end of the ‘transition period’ of the 31st December 2020. The final out workings of these uncertainties remain dependent upon any agreement reached on the future relationship between the UK and the EU. It is this relationship which will ultimately

decide upon the type of border which exists between NI and the RoI, as a non-EU state and an EU member state. The NI Protocol does however alleviate some of the more pressing concerns regarding the land border and the potential for significant change including the presence of checks at the border. The PSNI are actively engaged in discussions with relevant stakeholders regarding the practical operation of the NI Protocol and any potential consequences it may have.

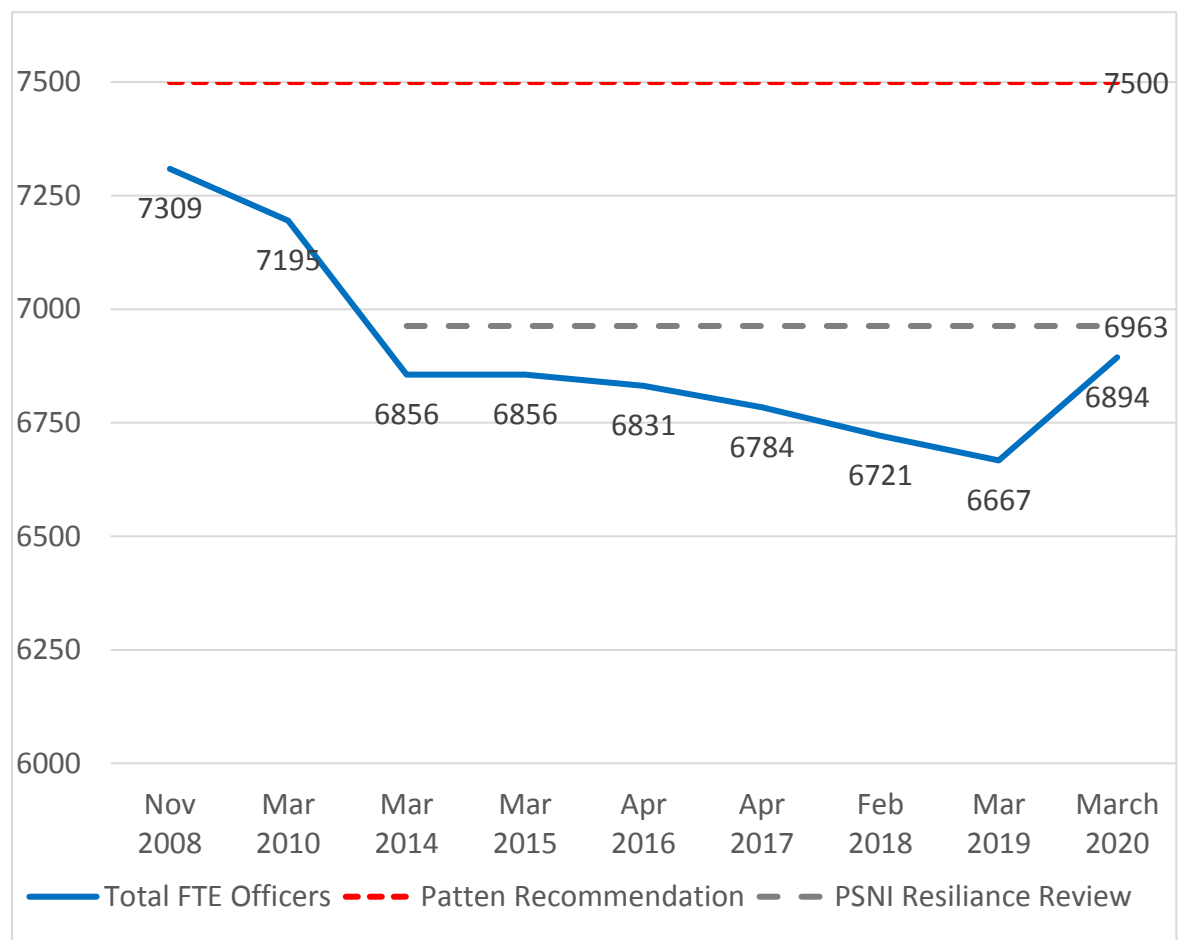
- 4.11. As has been the case since 2016, the withdrawal of the UK from the European Union will remain one of the key challenges facing policing in Northern Ireland over the coming year and beyond. The PSNI 'EU Exit' team is now well established, with 11 FTE police officers in place (as of December 2019) varying in rank from Constable to Superintendent, and the 'no deal' preparation work previously undertaken remains in order enabling the PSNI to maintain a level of readiness should any change in circumstance emerge. The PFNI and the PSNI will retain a watching brief on developments throughout the year with the acknowledgement that there is the potential for rising and falling tensions as discussions and negotiations continue. It is anticipated that this potential could increase as the end of the transition period approaches.
- 4.12. In the short term it is positive that the withdrawal agreement enabled a relatively smooth transition from an EU member state to a non EU member state, however this involved securing a transition period which effectively prevented any meaningful change and in policing terms enabled the retention of key security tools. The PFNI are mindful however that in the medium to long term there are still many unknowns and that challenges remain. These continued uncertainties mean that it remains difficult to assess the long term policing implications of the UK's decision to leave the EU. For example, we remain concerned regarding the potential for the loss of key EU measures which assist the PSNI in tackling criminality. Concerns also remain regarding the potential for an upsurge in security related threats as any sense of a change in Northern Ireland's current status may have an impact on feelings associated with identity. Whilst much focus has been paid to the potential increased threat from Dissident Republican groupings in particular in border areas, there are also significant concerns regarding the potential for reaction from loyalist groupings in urban areas and at Northern Ireland's sea ports.
- 4.13. As will be detailed in the following section the additional EU Exit funding secured by the PSNI for the 2019/20 financial year has enabled an increase in police officer numbers and this has subsequently provided the new Chief Constable with the ability to reinvest in neighbourhood policing. This change in direction is welcome and will allow the PSNI to redevelop important community relationships ahead of the next phase of Brexit. However, budgetary pressures remain a significant problem for

policing in Northern Ireland and with the additional burden of Brexit, funding is an increasingly vital necessity.

5. PSNI WORKFORCE

- 5.1. In each of our previous submissions to the PRRB we reported our concerns regarding the low and declining number of PSNI officers, alongside calls for an increase in numbers to ensure continued high levels of service delivery, to effectively counter the severe terrorist threat and to improve the working conditions for serving officers. The PFNI are therefore pleased to report this year upon growing numbers of PSNI officers, with the PSNI police officer workforce increasing during 2019 – up from 6,643 FTE officers in November 2018 to 6,894 in March 2020² (correct as at 1st March).
- 5.2. This growth in PSNI officer numbers reverts the workforce size back in line with the previous high set in 2012, however this is largely a result of increased recruitment throughout 2019 rather than any significant reduction in officer outflow levels. Furthermore, the long term decline in officer numbers remains evident, with 301 fewer police officers in 2019 than in 2010 and 606 fewer than that recommended by the Patten report in 1999³. The PFNI continue to advocate for an increase in officer numbers equal to that recommended by Patten and we are greatly encouraged by similar assessment made by the new PSNI Chief Constable⁴ and subsequently supported by the Northern Ireland Policing Board (NIPB).

Figure 1: PSNI Police Officer Workforce Strength, 2010-2020



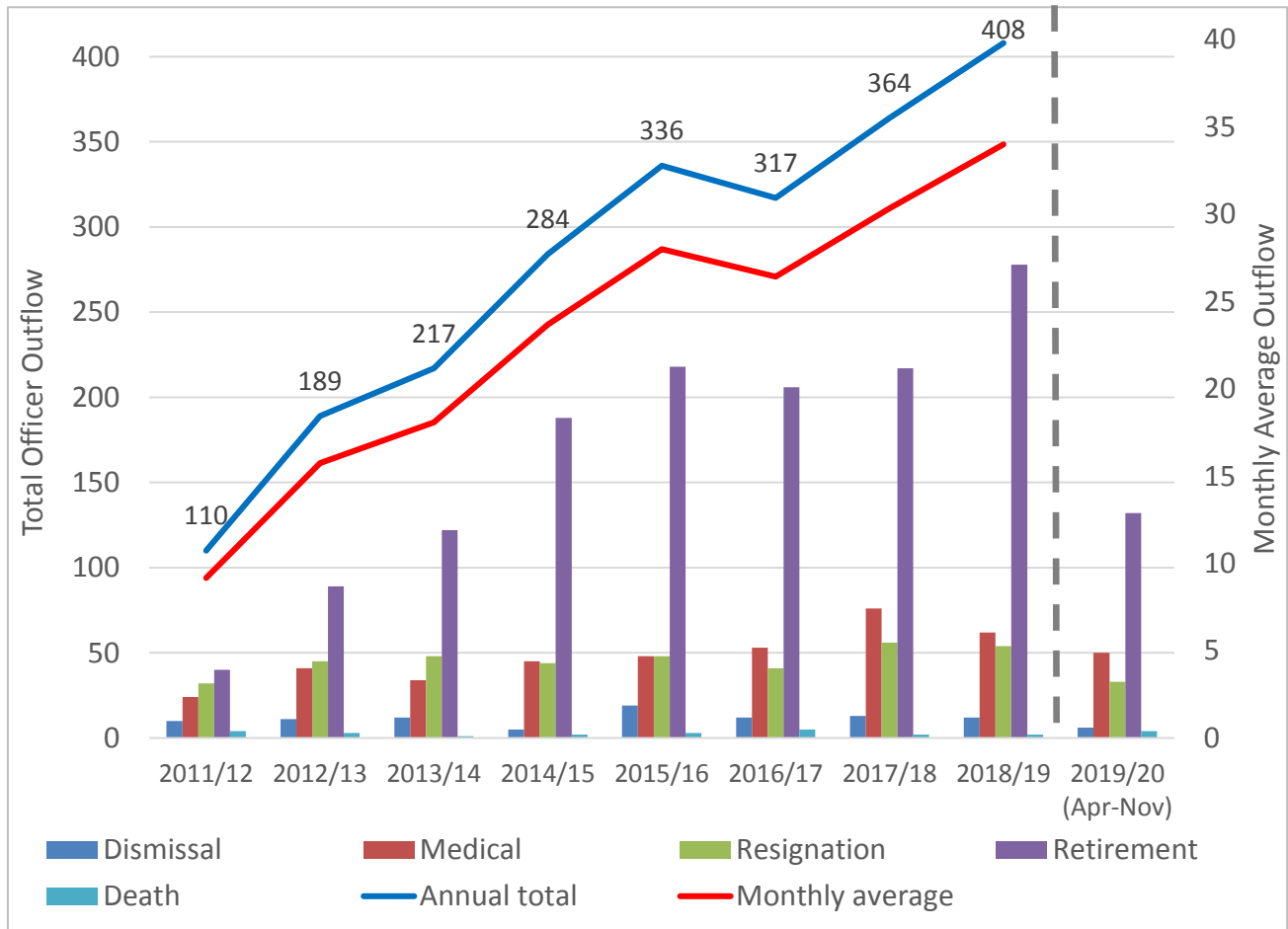
- 5.3. Based upon the 2018 Mid-Year Population Estimates for Northern Ireland⁵ and the increase in PSNI police officer numbers in 2019, the ratio of members of the population to police officers in Northern Ireland has declined from 1 officer for every 282 people in 2018 to 1:275 in 2019. This analysis is not provided as an assessment of demand, rather it is provided as a base line understanding of the broad context within which policing in Northern Ireland operates.

Recruitment & Retention

- 5.4. In our previous submissions we made reference to the impact of continued below replacement level recruitment into the PSNI, with the number of officers leaving the service (i.e. through resignation, retirement or dismissal) outstripping the number of officers formally attested into the service. However, as at 30th November 2019, 452 Student Officers had formally attested from the PSNI College⁶ whilst approximately 306 officers had left the service⁷. This indicates that in 2019 the trend of below replacement level recruitment was paused, with recruitment exceeding officer outflow and producing an overall positive effect on workforce size.
- 5.5. The reversal in this trend is a result of an increase in the number of Student Officers who attested from the PSNI College in 2019 relative to previous years, at 452 in 2019 compared to 246 in 2018 and 287 in 2017⁸. This increase in recruitment, whilst welcome, stems from the £16.48m Brexit related funding secured by the PSNI at the end of 2018. This additional funding and the associated recruitment this provides is due to end in April 2020 and with officer outflow levels remaining high, it is likely that this reversal will be temporary, reigniting concerns regarding the longer term decline in officer numbers. As such, we reiterate our previous calls for longer term funding arrangements which support a sustainable increase in officer numbers both in terms of increased recruitment and the retention of our more experienced officers. As previously alluded to, it is our position that Northern Ireland's police service requires officer numbers similar to that envisaged by Patten in 1999 i.e. 7,500.
- 5.6. The number of officers who left the PSNI during the financial year 2018/19 was the highest outflow level experienced within the PSNI over the last decade, increasing by 271% between 2011/12 and 2018/19, including a 12% increase in the year 2017/18 to 2018/19. In 2011/12 110 officers left the service, compared to 364 officers in 2017/18 and 408 officers in 2018/19⁹.
- 5.7. In 2018/19 retirement remained the largest cause of officers exiting the PSNI, at 68% of all officer outflow. Proportionally this identifies a further increase in the impact of retirements from the PSNI on officer outflow, up from 60% of all outflow in 2017/18

and from a low of 36% of all outflow in 2011/12. In absolute terms, the number of officers who retired from the PSNI in 2018/19 was 278, up from 217 in 2017/18.

Figure 2: PSNI Officer Outflow by Cause with Monthly Average, 2011/12 - November 2019/20



5.8. Whilst the number of dismissals and resignations declined slightly between 2017/18 and 2018/19, from 13 to 12 dismissals and 56 to 54 resignations, proportionally the impact of these causes on outflow remained similar at 3% for dismissals and 13% for resignations. However, an 18% reduction in the number of medical retirements (from 76 in 2017/18 to 62 in 2018/19), reduced the proportional impact of medical retirements to 15% of all outflow in 2018/19.

5.9. As we commented on last year, we remain concerned at the low number of exit interviews which are being conducted with officers who voluntarily resign from the PSNI, at just 20% of those who resigned in 2018/19 and 15% of those who had resigned in the first seven months of 2019/20. Due to the low number of interviews conducted it is difficult to provide a robust evidence base, however of the 16 interviews conducted between April 2018 and October 2019, the majority of reasons given were associated

with the job, including actively seeking a change of employment, poor job satisfaction and an excessive workload.

- 5.10. In the first eight months of 2019/20 the average monthly outflow was 28, a reduction from 34 officers exiting the service each month of 2018/19, indicating the potential for an overall reduction in the outflow rate during this financial year. However despite this decline, a monthly average outflow of 28 officers over the year, will result in an outflow level of over 330 in 2019/20, broadly in line with the high rates experienced from 2015/16.
- 5.11. At 50, the number of medical retirements which have taken place during the first eight months of 2019/20 has almost equalled the number recorded during the entire 2018/19 financial year, indicating the likelihood of an increase in the impact of medical retirement on officer outflow from the PSNI in 2019/20. Current monthly averages indicate that this could reach the peak recorded in 2017/18 and equate for more than one fifth of all officer outflow in this financial year.
- 5.12. Based on data from April to November 2019, the number of retirements from the PSNI looks set to reduce for the first time since 2016/17, nevertheless retirement will remain the largest cause of officer outflow from the PSNI and will likely continue to account for approximately 60% of all those who exit the service during 2019/20. However, it is worth noting that there remains a significant number of officers who can retire from the service at any point, with their full pension, meaning that the impact of retirement within the PSNI over the coming months should be considered with caution.
- 5.13. What is perhaps most significant from the officer outflow trends identified above, is the now persistently high level of outflow from the PSNI over the last five years, with the number of officers exiting the service close to or exceeding 300 each year. With on-going concerns regarding officer numbers and the impact this has had on policing and on police officers, it is of vital importance that this evidence of a retention problem within the PSNI is addressed.

Overtime

- 5.14. Overtime working is an essential component of policing within the UK. As a 24/7 public service which is required to respond to an incident at any given time, it is often necessary for officers to work additional hours. Post-2010 and the increased focus on efficiency savings in policing, police forces were tasked with reducing their overtime bill, a process which aimed to improve police productivity but which also should have had positive implications for the work-life balance of police officers. However, research conducted by the Home Office¹⁰, by the Police Federation for England and Wales¹¹ and by the Police Federation for Northern Ireland¹² provided a wealth of evidence that, whilst declining police budgets resulted in a reduction in police officer numbers, operational and staffing pressures were regularly reported as the key reasons driving overtime working across the UK.
- 5.15. Whilst the total number of overtime hours worked by PSNI officers continued to rise until 2016/17, the number began to decline from a high of 1.78million in 2016/17 to 1.59million in 2017/18. This decline continued during 2018/19, down 134,000 from 2017/18. However, as previously reported this reduction has been based entirely on a reduced number of pre-detailed overtime hours, with casual overtime hours actually increasing between 2017/18 and 2018/19. Again it is important to note that the casual overtime figures exclude the additional 30 minutes unpaid overtime which is worked where retention is not pre-detailed.
- 5.16. The analysis of the available overtime data for April to November 2019/20 indicates the potential for a further reduction in overtime hours worked. However, with the current CoVid-19 crisis and the unprecedented demands facing the emergency services it is highly likely that this trend and the annual total overtime hours worked will alter from those shown in the table below.

Table 1: Overtime hours, PSNI 2015/16 to November 2019/20

	Pre-detailed overtime hours	Casual overtime hours	Total
2015/16	1,726,122	37,933	1,764,055
2016/17	1,753,510	34,252	1,787,762
2017/18	1,553,950	38,189	1,592,139
2018/19	1,418,736	38,935	1,457,670
2019/20 (Apr-Nov)	816,001	23,154	839,155

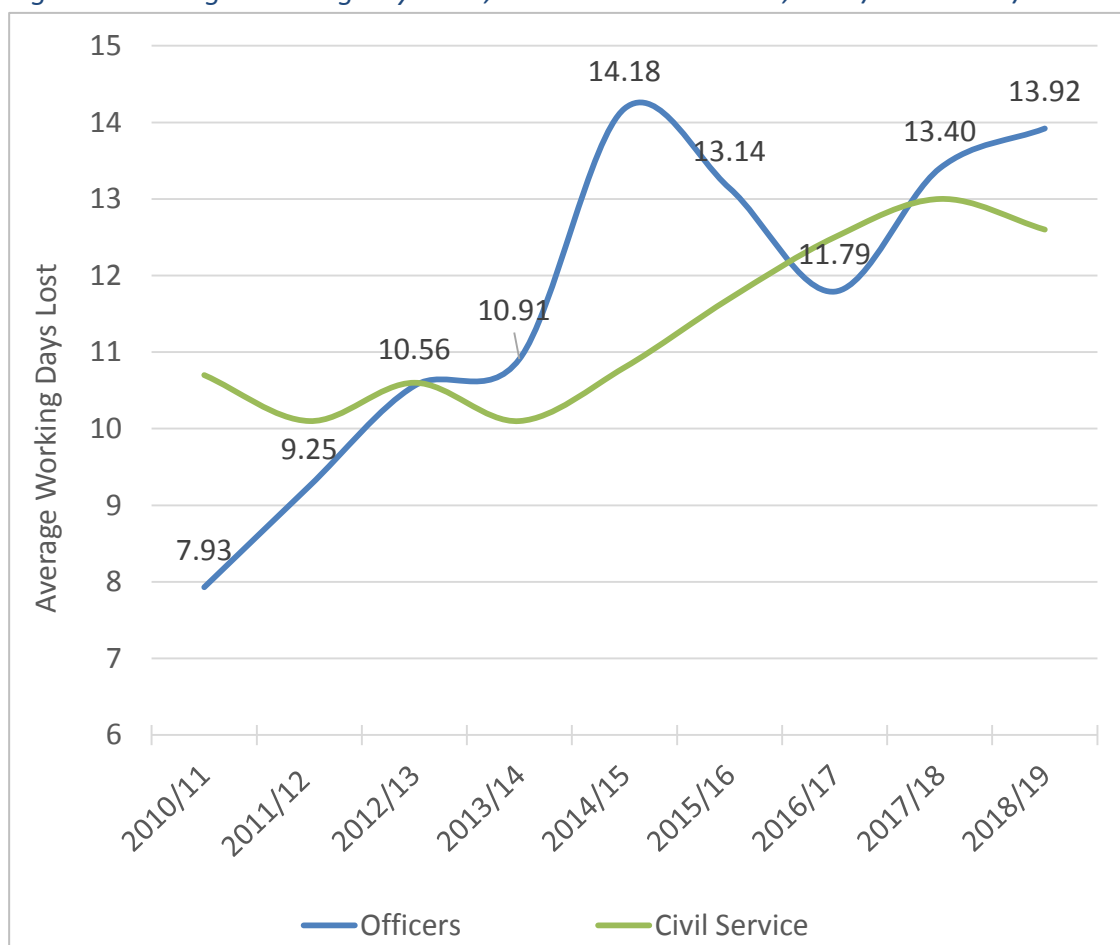
- 5.17. In addition to on-going concerns around the level of overtime working within the PSNI, we remain greatly concerned about the significant impact of the use of modified rest days as a means of ensuring service provision from an under-resourced police service.

In our last submission we referenced early indicators of rest day working being used as a tool to reduce the overtime budget. However, as our evidence has shown, the overtime budget remains high yet the reliance on rest day working has increased. When combined, these two proxy measures of service demand and workforce pressure highlight a growing health and wellbeing issue, as officers work long hours, with inadequate rest days which are regularly cancelled and increasingly less likely to be successfully reallocated on a like for like basis.

Sickness Absence

5.18. With the exception of the period between 2014/15 and 2016/17, sickness absence levels within the PSNI have been on an upward trend, increasing from an average of 7.93 working days lost in 2010/11 to 13.92 working days lost in 2018/19. The increase from 13.40 working days lost in 2017/18 to 13.92 days in 2018/19 resulted in the second highest level of sickness absence recorded within the PSNI during the decade, just 0.26 days lower than the high experienced in 2014/15¹³. Indeed, since 2012/13 the average number of working days lost by PSNI officers has exceeded the level experienced within the NI Civil Service on almost every occasion¹⁴.

Figure 3: Average Working Days Lost, PSNI & NI Civil Service, 2010/11 to 2018/19



5.19. The average number of working days lost by PSNI officers due to sickness absence between April and November 2019/20 was 8.32, with a projected annual figure of 12.61. Whilst this indicates a reduction in sickness absence within the PSNI during the 2019/20 financial year, it is worth noting that the projected figure of 12.61 working days lost remains comparatively high and is above the average figure of 11.67 working days lost recorded between 2003/04 and 2018/19.

- 5.20. Mental ill-health and absence due to psychological illness continues to be a significant concern to the PFNI as well as gaining attention nationally. Within the PSNI the proportion of working days lost due to psychological ill-health remains stubbornly high, with 37% of all working days lost in 2018/19 attributed to psychological illness and 34% of those reported during the first eight months of 2019/20. In comparison, national data identifies that the percentage of working days lost due to mental health across the UK was just 12.4% in 2018¹⁵.
- 5.21. Whilst the projected reduction in working days lost due to sickness absence in 2019/20 is a positive change to recent trends, the PFNI are concerned that this relatively small reduction is solely based upon the introduction of a more stringent management process, including the revision of attendance triggers and the inclusion of attendance management eligibility criteria to selection and promotion competitions, rather than any attempt to address the underlying causes of high sickness absence within the service. Whilst the sole use of this 'stick' approach to sickness management has appeared to have had a (minimal) impact on reducing sickness absence in the short term, we are concerned that without the adoption of a 'carrot' approach and the consideration of preventative measures and appropriate support mechanisms, sickness absence will remain above average or will simply increase once again.

Morale

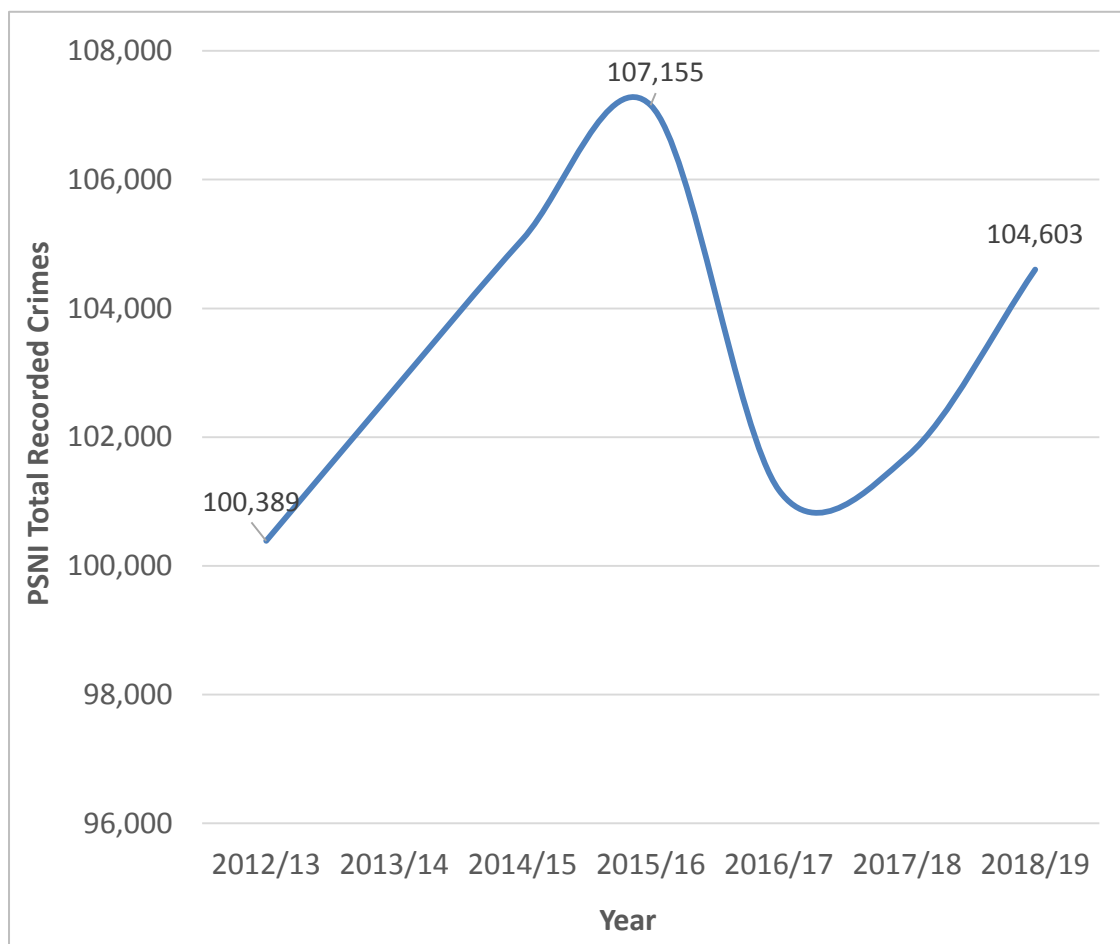
- 5.22. As we reported in our 2018/19 submission to the PRRB, owing to the comparatively small sample population from which we can gather primary evidence, the PFNI conduct their Workforce Survey once every two years, rather than on an annual basis. This is done in order to prevent the on-set of respondent fatigue stemming from persistent surveying on related issues. This not only has consequences for response rates (and therefore data validity), but may also have unintended consequences of negatively impacting results relating to morale and motivation.
- 5.23. The 2018 PFNI Workforce Survey identified that more than half of all respondents reported low levels of morale across all three measures of morale including; 54% reporting low or very low levels of personal morale, 70% who reported low or very low levels of team morale and 92% of respondents who reported low or very low levels of service wide morale. The three items most commonly identified by respondents as causing a reduction in morale within the PSNI related to pay and allowances, including; the delay in implementing the pay award, the review of the Competency Related Threshold Payment (CRTP) and the pay and allowances they receive¹⁶.

- 5.24. This evidence, coupled with the continuation of many of the key issues identified by respondents in 2018 indicates a strong likelihood that the low levels of morale reported in 2018 have continued through 2019. Indeed, it is likely that the third delay in the provision of the pay award would have contributed to a further reduction in levels of morale across the PSNI. When combined with the extreme pressures facing policing at the current time and widespread concern regarding the adequate supply of personal protection equipment at a time of a public health emergency, it is the PFNI's position that morale across the PSNI remains at a very low level and may indeed have declined further since 2018.

6. DEMANDS ON POLICING

- 6.1. Whilst the use of official recorded crime statistics do not provide a complete reflection of the total demand facing policing, they remain a useful tool in understanding broad trends in recorded crime over time. The total number of crimes recorded by the PSNI increased by 6.7% from a series low of 100,389 recorded crimes in 2012/13 to 107,155 in 2015/16 – the highest number of recorded crimes since 2009/10. Between 2015/16 and 2016/17 the number of crimes recorded by the PSNI declined by 5.6%. However, since 2016/17 the number of recorded crimes in Northern Ireland has increased by 3.4%, and with total recorded crime (including fraud) reaching 111,694 crimes between March 2019 and February 2020, the total recorded crime related demand in Northern Ireland has already reached the highest level since 2006/07.

Figure 4: Total recorded crime Northern Ireland, including Fraud, 2012/13 to 2018/19¹⁷



- 6.2. In addition to the official recorded crime figures, the Northern Ireland Safe Community Survey (NISCS) provides evidence of the scale of the *non-reporting* of crime to the PSNI in Northern Ireland, thus providing a more comprehensive understanding of criminal incidents in Northern Ireland. Alongside the 104,603 crimes recorded by the PSNI in 2018/19 the NISCS indicates that a further 61% of all comparable crimes were *not*

reported to the PSNI – a 6 percentage point increase in non-reporting since 2017/18. According to the NISCS, this is the highest proportion of non-reporting of comparable crime in Northern Ireland since 2005 and is higher than the non-reporting of comparable crime in England and Wales¹⁸.

- 6.3. Furthermore, the NISCS indicates a growing proportion of respondents who stated that the reason they did *not* report crime incidents to the PSNI during 2018/19 was because they were ‘too trivial/no loss/ or the police could not/would not do anything’ – up from 51% in 2017/18 to 59% in 2018/19. The proportion of respondents who stated that the incident was ‘a private matter/dealt with it ourselves’ remained high at 30%, the joint highest rating for this response since 2006/07, and almost double the proportion of those who reported this in England and Wales, at 17%.
- 6.4. The long term trends in Northern Ireland’s crime profile were again evident throughout 2018/19, with an increase in the proportion of crimes recorded as ‘violent crimes’ (up from 17.0% of all recorded crimes in 1998/99 to 34.9% in 2018/19) and sexual offences (increasing from 1.5% to 3.4% 1998/99 to 2018/19), alongside a reduction in the proportion of crimes recorded as robbery, theft and criminal damage. As indicated in the table below, based upon the first eleven months of 2019/20, this broad trend is set continue.

Table 2: Northern Ireland Crime Profile - as a proportion of total crime, 1998/99 - 2019/20¹⁹

Year	Violent Crime	Sexual Offences	...of which rape	Robbery	Theft	Criminal Damage
1998/99	17.0%	1.5%	19.9%	1.3%	47.8%	25.3%
2009/10	27.3%	1.6%	25.7%	1.2%	37.2%	23.7%
2017/18	33.6%	3.4%	28.1%	0.6%	29.7%	18.0%
2018/19	34.9%	3.4%	31.0%	0.6%	29.3%	16.9%
2019/20 (February)	37.0%	3.2%		0.6%	26.8%	16.8%

- 6.5. Despite an increase in the number of recorded crimes, a reduction in the number of PSNI officers (during the 2018/19 financial year) and the continued underfunding of the PSNI, the outcome rates for the financial year remained similar to those reported in 2017/18 – an anecdotal evidence base of developments in productivity within the PSNI. The total outcome rate for 2018/19 was 28.5%, compared to 28.6% for 2017/18 (however further increases in outcome rates can occur overtime). The outcome rate for violence against the person crimes reduced slightly, from 28.7% to 27.6%, alongside small reductions in the outcome rate for robbery offences, burglary offences and public order offences. However, the outcome rate increased from 11.8% to 14.7% for sexual offences and from 58.0% to 62.2% for possession of weapons offences.

- 6.6. In addition to these recorded crimes, the PSNI also dealt with 65,503 incidents of anti-social behaviour during 2018/19, as well as 31,682 incidents of domestic abuse, 281 homophobic incidents, 865 incidents with a sectarian motivation and 1,124 incidents with a racist motivation. Moreover, 28,116 persons were stopped and searched during the year, with 1,965 subsequently arrested. Officers also attended 5,701 road traffic collisions, within which 8,703 people were injured and 61 people were killed.
- 6.7. Issues of vulnerability and mental ill health continue to require a significant level of police intervention in Northern Ireland. Police officers are still required to respond to a high number of incidents which are ‘essentially health rather than justice related’ as policing continues to be used to ‘plug the gap’ in mental health service provision in Northern Ireland²⁰. The Northern Ireland Audit Office (NIAO) reported that the number of such incidents ‘has steadily increased from 9,000 in 2013 to over 20,000 per year’ and that responding officers ‘can often be involved for between 18 and 30 hours reducing the PSNI’s operational capacity for that duration’. Over and above the implications this has for service delivery, there are also implications for our officers as well as for those needing assistance as officers can find themselves confronted by situations which require skills and experience outside of their police training. As these are typically non-criminal incidents, they will not be recorded in any of the above statistics – a prime example of an area of police demand which is not quantifiable.
- 6.8. Operational policing in Northern Ireland continues to face heightened demands stemming from on-going counter-terrorism policing, which still forms a significant role within daily policing functions in Northern Ireland. The details of this area of demand will be discussed in section 9 as part of the analysis and discussion of the Northern Ireland Transitional Allowance (NITA).
- 6.9. Whilst policing in other parts of the United Kingdom has seen an increase in the number of historical investigations and the associated surge in policing hours required to investigate such complex cases, in Northern Ireland this demand is further complicated by the sensitivities involved in policing the past. In February of this year, the then Chief Constable reported to the Northern Ireland Policing Board that the issue of legacy continues to place significant demands on PSNI resources²¹. As at November 2019 the Legacy Investigation Branch (LIB) had a total 66 officers and support staff working on a caseload of over 1,100 incidents resulting in more than 1,400 deaths. The cost projections of this work over the financial years 2020/21 to 2022/23 is expected to be more than £14m²².
- 6.10. Whilst the number of crimes reported to the PSNI can be recorded, unreported crime can be assessed and non-criminal demand can be outlined, assessing the scale of

proactive policing demand is a difficult task. Proactive demand refers to the multitude of work undertaken by police services which aim to prevent crime and safeguard the public²³. The most visual and well known application of proactive policing comes from the use of dedicated neighbourhood policing officers – as previously outlined the PFNI are pleased to see an increased focus on neighbourhood policing in Northern Ireland and that this has been matched with an increase in the number of neighbourhood officers. However, daily requirements from proactive demand also stems from on-going partnership working between the PSNI and a number of criminal justice, health and social care and education bodies.

- 6.11. These daily policing activities are but some of the on-going police work which combine to provide at least an outline of the demands facing policing in Northern Ireland. It is therefore unsurprising that in 2018 56% of respondents to the PFNI Workforce Survey stated that their workload had been high or much too high during the previous 12 months. This view on workload translated into 55% of respondents disagreeing that they have enough time to do their job to a standard they can be proud of, 59% agreeing that when the pressure builds they are expected to work faster even if it means taking shortcuts and 68% agreeing that within the PSNI officers often work in ‘crisis mode’ and attempt to do too much, too quickly²⁴.

7. ECONOMIC ANALYSIS

7.1. In 2019 both the UK and Northern Ireland economies continued to be hindered by wider political issues including Brexit and political uncertainty. A review of the economic figures from 2019 identifies that:

- When compared with the same quarter a year previous, UK GDP increased by 1.1% to Quarter 3 2019. Services were the strongest contributor to growth, with construction, production, household consumption and net trade all contributing positively²⁵.
- According to the Northern Ireland Composite Economic Index (NICEI), which provides evidence of the performance of Northern Ireland's economy, economic activity in Northern Ireland increased by 0.3% over the year to Quarter 3 2019²⁶.
 - This growth in Northern Ireland's economy was a result of 1.4% growth in the public sector over the year, whilst the private sector remained flat.
- According to the Northern Ireland Labour Force Survey (LFS), the positive news in employment has continued throughout 2019 with the Northern Ireland unemployment rate decreasing by 0.6pps over the quarter and by 1.2pps over the year to the joint lowest rate on record, at 2.3%. The proportion of people in Northern Ireland in work increased by 1.1pps over the quarter and by 2.7pps over the year to the highest rate on record of 72.6%. Economic inactivity remains high but decreased by 0.7pps over the quarter and by 1.9pps over the year to 25.7%²⁷.

7.2. During 2019 two of the three key inflationary measures reduced below the Bank of England's (BoE) target rate of 2% following two consecutive years of above target inflationary pressure. Both CPI and CPIH fell below 2%, at 1.8% and 1.7% respectively, whilst RPI was 2.6%²⁸. This lower level of inflationary pressure had a positive impact upon the value of take home salaries in the UK, with average pay growth above inflation. However, as will be reported upon in the following section, the impact of this was reduced in NI owing to smaller average wage growth, as well as for police officers across the UK who saw their median pay grow by lower than the average rate of growth in the UK.

Table 3: Inflation measures, UK 2016-2019

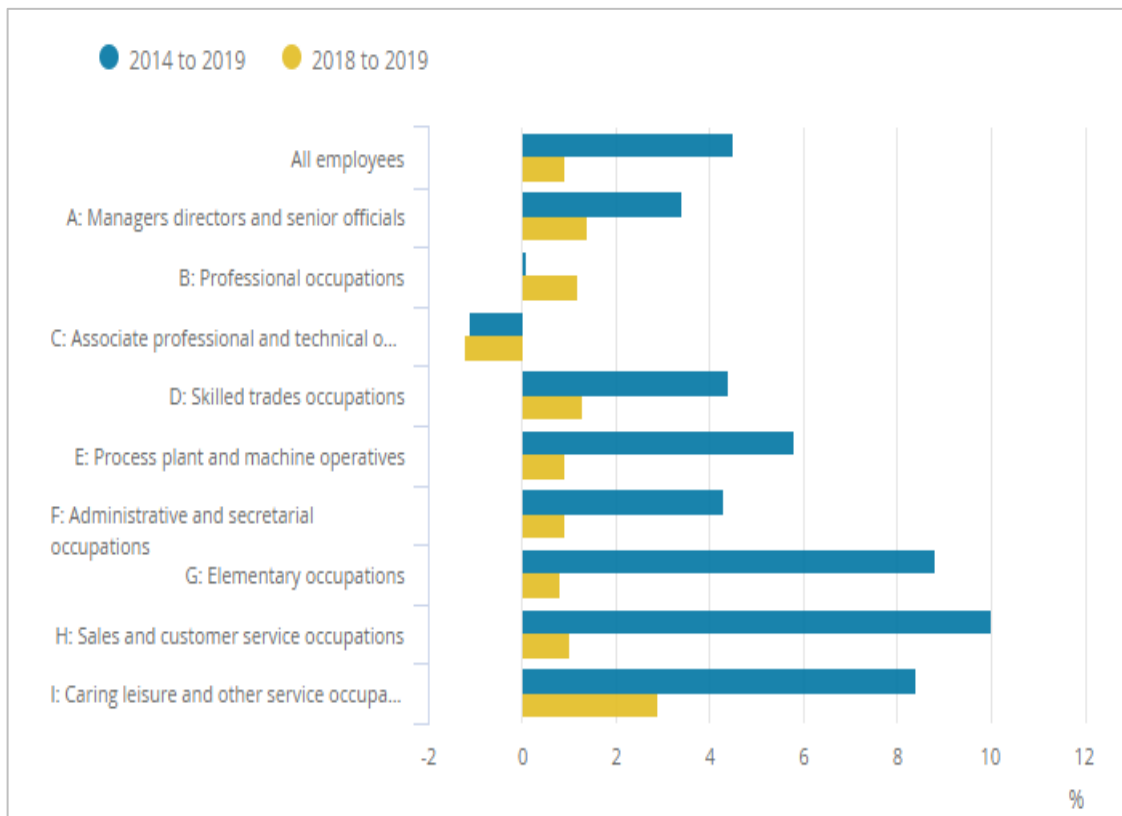
	CPI	RPI	CPIH
2016	0.7	1.8	1.0
2017	2.7	3.6	2.6
2018	2.5	3.6	2.6
2019	1.8	2.6	1.7

- 7.3. According to HM Treasury forecasts the below target level inflation is set to continue in over the next two years, with CPI forecast of 1.8 and 1.9 in 2020 and 2021²⁹. With investment, this provides an opportunity for real terms increase in pay across the UK and including police pay.

Earnings

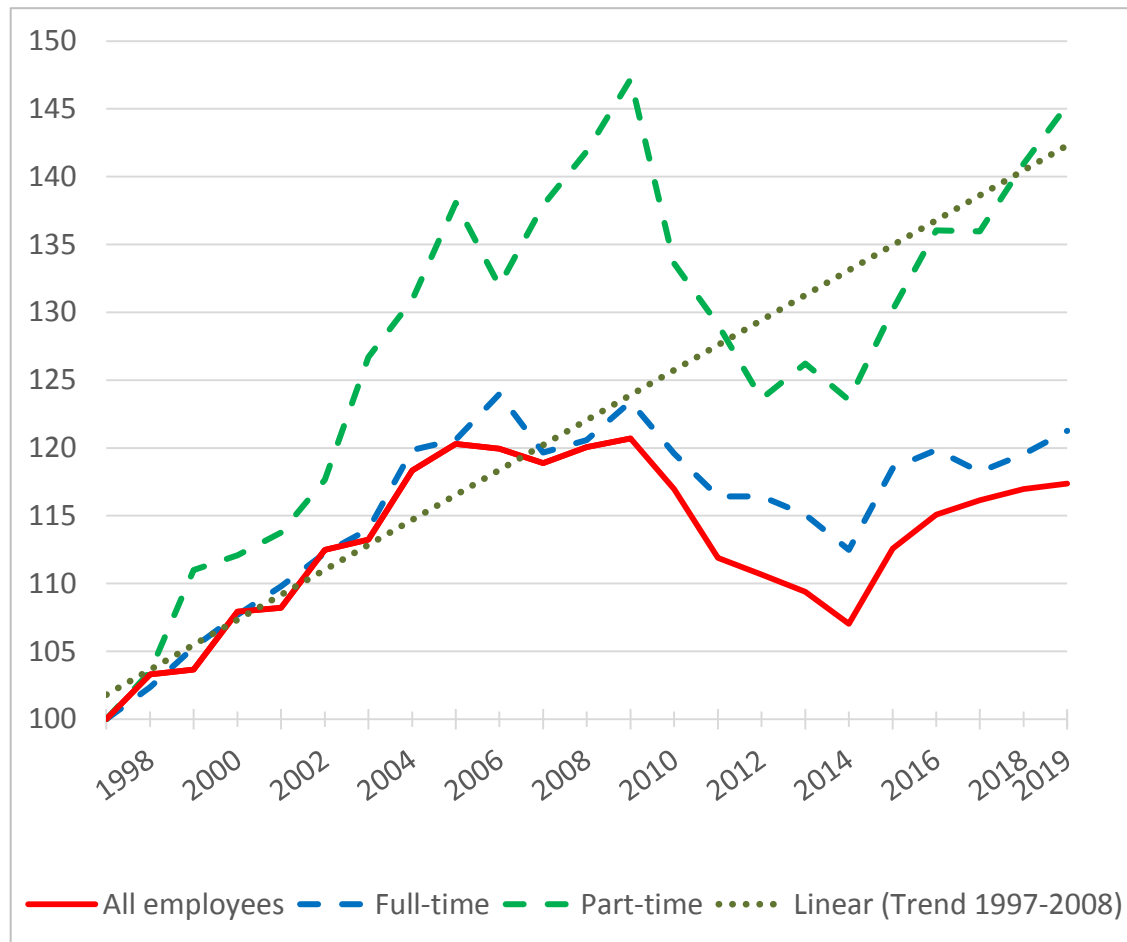
- 7.4. The analysis of earnings in Great Britain (GB) and Northern Ireland is based upon data from the Annual Survey for Hours and Earnings (ASHE), which is drawn from a 1% sample of employee jobs, as derived from HM Revenue and Customs Pay as You Earn (PAYE) records. The analysis which follows is based upon *gross, median weekly earnings for all employees*. Gross weekly pay includes the following elements of pay; basic pay, overtime pay and all allowances. It is also the rate of pay calculated before any deductions for PAYE, National Insurance, pension, student loan repayments or any voluntary deductions.
- 7.5. The median is used, rather than the mean, in order to provide a more representative figure for analysing economy and sector wide earnings as it is less susceptible to the effects of a small number of high earners, which is especially important in the public sector. The use of all employees rather than full-time employees has been used to enable an assessment of broad changes in remuneration across the economy, regardless of employment status.
- 7.6. The analysis of the 2019 ASHE data reveals improvements in employee earnings across the UK, including an increase of 4.2% in gross, median weekly earnings for all employees in the UK between 2018 and 2019, rising from £460 in 2018 to £479 in 2019³⁰. After adjusting for inflation during the 12 months between April 2018 and March 2019, this represents a real terms increase of 2.1%.
- 7.7. These figures provide an overview of broad trends within the employment market, however it is important to note that the rate of real pay growth differs by sector. Indeed, over the last number of year's occupations with typically lower levels of pay have experienced higher real growth in earnings, with earnings for associate professional and technical occupations actually contracting between both 2014 and 2019 and 2018 and 2019. All five of the occupation types within this group in the UK, including police officers, saw their median pay grow by lower than the average rate in 2019.

Figure 5: Growth in gross weekly earnings by occupation for 2019, from 2018 and 2014, UK



- 7.8. In Northern Ireland, gross, median weekly earnings for all employees increased by 2.1%, up from £420 in 2018 to £429 in 2019³¹. With inflation, as measured by CPI, increasing by 2.1% in the 12 months to April 2019, this growth was reduced to zero in real terms. Furthermore, as evidenced in the real wage index presented below, median weekly earnings in Northern Ireland, for all employees, remain below the level achieved at their peak in 2009 and growth since 2016 has been noticeably slow.

Figure 6: Real wage index, Northern Ireland, 1997 - Q3 2019



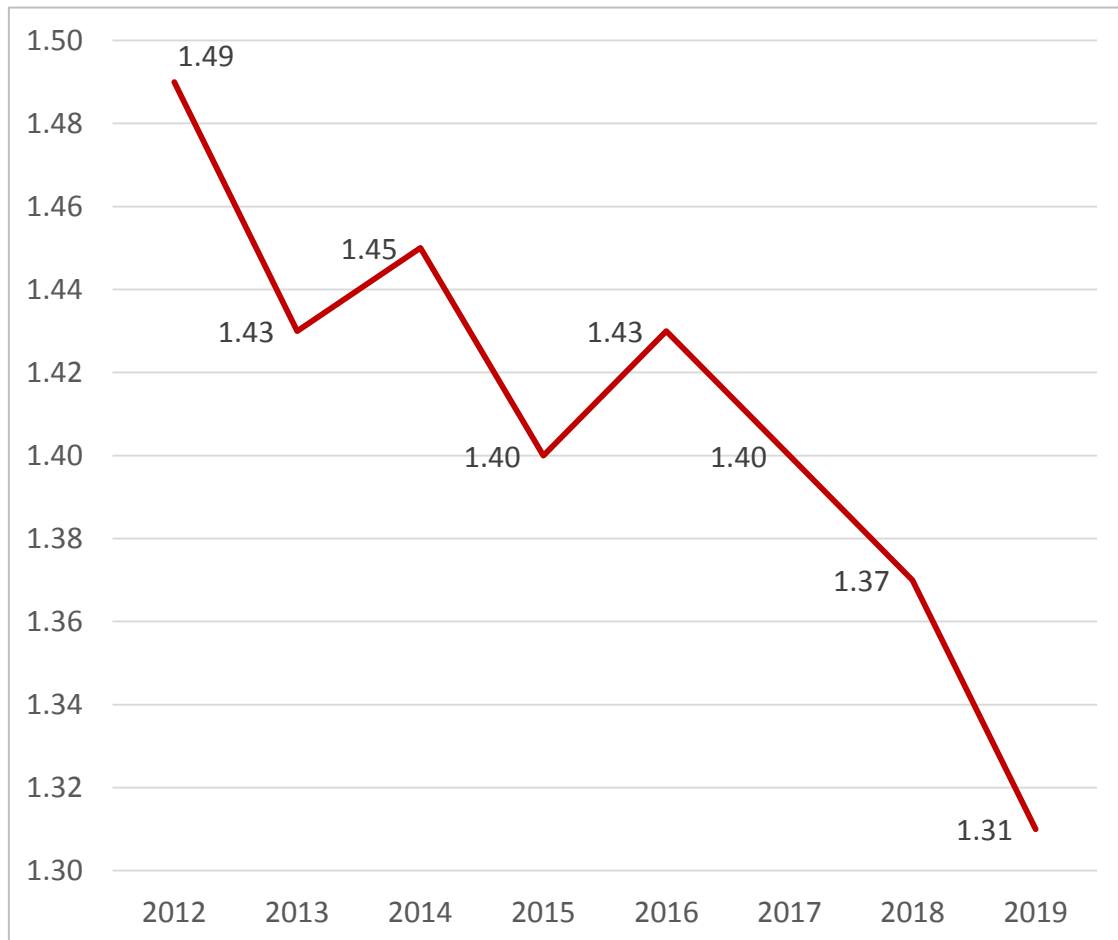
Source: ASHE data. Authors calculations. Data shown are for gross weekly earnings. Nominal wages have been adjusted by annual UK Consumer Prices Index (CPI) and indexed to 1998

Public / Private Pay Gap

- 7.9. A high level assessment of gross, median weekly earnings for all employees indicates that public sector workers across the UK, as well as in Northern Ireland, continue to receive a 'public sector pay premium' relative to the pay levels provided in the private sector. In 2019 the gross, median weekly wage for all public sector workers across the UK was £522 compared to £467 for private sector workers (+£55 in favour of public sector workers). In Northern Ireland, public sector workers earned a gross, median weekly wage of £517, whilst private sector workers earned £394 (+£123)³².
- 7.10. However, as a rate the difference between public and private sector pay in Northern Ireland has *decreased* from 1.49 (in favour of public sector employees) in 2012 to 1.31 in 2019. The significant reduction in the size of the public sector / private sector differential rate in Northern Ireland reflects the continued growth of private sector pay over the last number of years, relative to the impact of the prolonged period of public

sector pay restraint, including pay freezes and pay caps as well as the continued impact of pay restraint evident in the public sector.

Figure 7: Public / private sector pay gap in Northern Ireland, 2012-2019



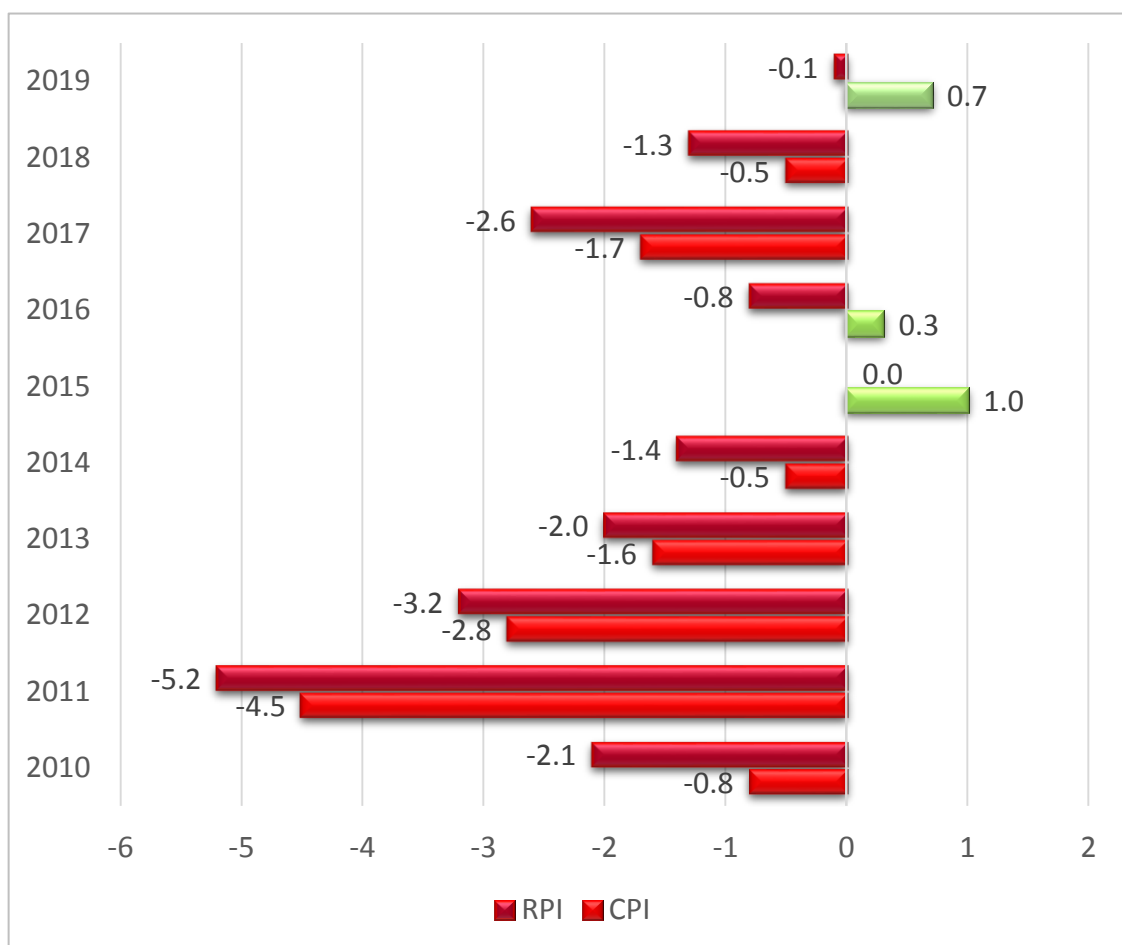
Source: Authors calculations

- 7.11. In contrast, the gap between public sector and private sector pay in the UK in 2019 was 1.12. However, the size of this pay gap relative to the Northern Ireland rate is a direct reflection of the significantly *lower* rates of private sector pay in Northern Ireland compared to that awarded in the private sector across the UK (as noted above, median private sector pay in the UK is £467 compared to £394 in Northern Ireland).
- 7.12. Pay growth in the private sector in Northern Ireland has outstripped growth in the public sector and this continued throughout 2018 and 2019. Northern Ireland's private sector saw an increase of 3.9% in gross, median weekly earnings of all employees in 2019 compared to a *decline* of 0.3% within the public sector.

8. POLICE PAY

- 8.1. The PFNI have, within each of our previous four submissions to the PRRB, highlighted the significant implications that austerity has had on the real term, take home pay of police officers in Northern Ireland. Since 2010 and the imposition of the public sector pay freeze, police officers in Northern Ireland have experienced a real term decline in their pay for seven out of ten years when measured against CPI, and eight out of ten years when measured against RPI. It was only by virtue of low levels of inflation in 2015 and 2016 that pay levels experienced a small real terms increase, a factor which also features in the analysis of inflation adjusted change in pay in 2019.

Figure 8: Police officer pay settlements minus CPU & RPI, Northern Ireland 2010-2019



Source: Authors' calculations

- 8.2. Whilst the headline figures will report a pay award of 2.5% for police officers in 2019, alongside a CPI rate of 1.8% (indicating a real terms increase of 0.7%), the realities are that *no* pay award was made available to police officers in Northern Ireland in September 2019, meaning a real terms *decrease* in the value of police officer pay for each the following five months. We have already commented in this report on how unbelievable, unfair and simply wrong it is that this situation has arisen once, never

mind on three consecutive occasions. Nevertheless, this 2.5% increase in police officer pay in 2019 compares with a 4.2% increase in gross median weekly pay for all employees across the UK, indicating that police officer pay continues to grow more slowly relative to the rest of the UK economy.

8.3. Since 2010, pay settlements for police officers have totalled 12% whilst CPI has totalled 22.4% and RPI 30.7%. In absolute terms this has resulted in overall police salaries falling 10.4% behind CPI and 18.7% behind RPI. This decline in the value of police officer pay is evident across all ranks, albeit in absolute terms the value of the decline differs for each rank. Had police officer pay increased annually at the same rate as inflation (as measured by CPI), officers at the top of their respective ranks would be earning:

- A Constable would be earning £44,425 rather than £40,128;
- A Sergeant would be earning £49,026 rather than £45,098;
- An Inspector would be earning £60,624 rather than £55,768 and;
- A Chief Inspector would be earning £64,410 rather than £59,249.

8.4. At the end of 2018, police officers in Northern Ireland reported a high degree of dissatisfaction with their pay and allowances. Indeed, the level of dissatisfaction with basic pay had increased by 90%, up from 32% of respondents reporting dissatisfaction in 2015 to 61% of respondents in 2018. There was also a 21 percentage point increase in the level of dissatisfaction with overall remuneration.

8.5. Respondents also reported a high degree of perceived unfairness in the pay reward system, with 70% of respondents disagreeing that they are paid fairly considering their experience and training; 70% disagreeing that they are fairly paid considering the hazards they face and 84% disagreeing that they are paid fairly considering the stresses and strains in their job. Furthermore, less than half of all respondents agreed that their pay is adequate enough to provide the basic things in life, whilst just over 25% agreed that they get enough money from being a police officer to live comfortably³³.

8.6. Given the implications of the repeated non-payment of annual pay settlement when owed, the impact of a decade long period of severe pay restraint and the pressures stemming from the current health crisis, the PFNI have not been in receipt of any evidence which would indicate that these results have improved over the last year.

Pay Settlement - Recommendations

8.7. In determining the recommended value of the 2020/21 police pay settlement, the PFNI have considered a broad range of evidence, as presented throughout this report, as well as reflecting upon the crisis situation currently impacting wider society and the

crucial role that policing has been playing within this. There is much research which readily identifies the strong public service ethos which forms the core of the desire to be a police officer, with perceptions from police officers of their work being of high value to society and communities³⁴. This finding is also evident within the PSNI, with the Durham Survey identifying high levels of public service motivation³⁵ – a not altogether surprising finding given what we already know about our dedicated and hard-working police officers. However, whilst we know about and have ample evidence of the public service police officers provide, less attention is routinely given to the value of the remuneration provided to police officers in return for their service. The reward package provided to officers forms the basis of the return *they* see for their hard work and public service (often and all too frequently heading towards danger as others run away) and the annual cost of living increase is therefore vitally important in evidencing the value placed on the work they do for all of us. Furthermore, with the PSNI identifying that around 70% of officers are on the maximum scale point for their rank³⁶, the importance of the annual cost of living increase becomes stark, with more than two thirds of officers not receiving any incremental uplift.

- 8.8. As we have already evidenced the value of police pay has fallen, in real terms, over the last ten years, declining 10.4% behind CPI and 18.7% behind RPI. In real terms, police officers have felt their value decline each year for almost a decade. This situation simply cannot be allowed to continue and we are calling on the PRRB, in light of the current and extreme situation facing policing in the UK, to act to begin to reverse some of this decline and make a recommendation on a cost of living increase which at least begins to narrow the gap which has emerged since 2010. Policing is nothing without its people and we believe now is the time to prioritise these people, ensuring high levels of value are attached to our police service and high levels of motivation to continue serving the public in such unique yet extreme circumstances.
- 8.9. With the ‘New Decade, New Approach’ deal signalling a welcome increase in police numbers, both the recruitment and the retention of current officers become increasingly important. The section which follows will deal with the issues associated with recruitment, however in terms of retention (and with numbers of officers leaving the service continuing to remain high as evidenced in section 5), the PFNI believe that an above inflation increase which appropriately demonstrates the value placed on the service provided, will be a key component in easing pressures associated with the retention of experienced officers, thus enabling officer numbers to increase.
- 8.10. Considering all of these key issues and alongside the continued desire to maintain parity on core pay spines with forces in England and Wales (notwithstanding the longer term implications of a significant change in the structure and formulation of salary scales as part of the NPCC pay reform programme) we are therefore seeking an annual

increase of 5% to the current pay scales of all federated officers in the PSNI, in line with that recommended by the Police Federation of England and Wales (PFEW). An increase of 5% would at least partly reduce some of the decline in the value of police pay over the last decade, instil confidence across policing regarding the value placed on the vital public service provided and act as a key motivating tool for easing pressures associated with the retention of experienced officers.

RECOMMENDATION 1

AN UPLIFT OF 5% TO THE ANNUAL SALARIES OF
ALL FEDERATED OFFICERS IN THE PSNI, AS
PAYABLE FROM SEPTEMBER 2020.

- 8.11. Commenting upon ‘financial affordability’ has been a difficult task over the last number of pay review rounds, as budget allocations were typically not available at the time of writing. This year is no less difficult. Whilst the Finance Minister announced the Northern Ireland budget on the 31st March 2020, the current CoVid-19 crisis and the need for additional flexibility prevented the publication of a detailed budget overview from the Department of Finance (DoF). Whilst early indications are of a 6.3% increase in the budget available to the Department of Justice (DoJ), at the time of writing the PFNI are unaware of how much of this will be made available for policing. However, as we have outlined above the PFNI believe a pay increase of 5% is fair, warranted and necessary and we would ask the PRRB to consider affordability from a broader perspective than simple financial parameters, especially at such a challenging time for this key front line service.
- 8.12. In regards to the application of the 2020/21 pay award, our position remains the same as that outlined in our previous submissions, namely that *all* of our serving police officers have been negatively affected by the pay restraint imposed upon policing since 2010 and as such, any pay settlement should be provided equally to all federated officers.

RECOMMENDATION 2

THAT THE PAY INCREASE PROVIDED TO THE PSNI
IN SEPTEMBER 2020 IS MADE AVAILABLE TO ALL
FEDERATED OFFICERS, WITH NO TARGETING
TECHNIQUES UTILISED.

Sergeant Pay Scale

8.13. Following the publication of the submissions by the Police Federation of England and Wales (PFEW) and the National Police Chiefs Council (NPCC) to the PRRB for the 2020/21 review of pay, terms and conditions of police officers in England and Wales, the PFNI are aware of the joint recommendations made in respect of the Sergeants' pay scale. In agreement with both parties, the PFNI believe that the financial incentive available for officers seeking promotion from Constable to Sergeant is currently too small, does not fully recompense officers for the extra responsibilities undertaken and is therefore acting as a barrier to promotion. As such, the PFNI agree with the recommendation put forward regarding the removal of the current bottom pay point on the Sergeant pay scale. However, this must be accompanied by the immediate reallocation of those on the bottom pay point to the second pay point and the introduction of a new top pay point to ensure that Sergeants remain motivated and retained within the service.

Sergeant Pay Scale - Recommendation

RECOMMENDATION 3

THAT THE BOTTOM PAY POINT ON THE
SERGEANTS' PAY SCALE IS REMOVED.

ALL THOSE CURRENTLY ON THIS PAY POINT MUST
BE IMMEDIATELY MOVED TO THE SECOND POINT
AND A NEW TOP PAY POINT INTRODUCED TO
ENSURE MOTIVIATION AND RETENTION OF
OFFICERS AT THE RANK OF SERGEANT

Starting Salary for Student Officers

- 8.14. In 2015 the PSNI commissioned Deloitte, an independent external provider, to undertake research to identify and understand the barriers to recruitment within policing in Northern Ireland. Whilst the initial requirement for this research was borne from early indications of a reduction in the number of Catholic applicants to the PSNI, the research also sought to understand any barriers which existed in terms of gender, age, socio-economic background and nationality.
- 8.15. The Deloitte report was published in December 2016 and provided a range of observations which identified specific barriers to recruitment in the PSNI, including evidence of;
- The strength of opinion of family, friends and community particularly within the Catholic community;
 - The impact of negative images of the PSNI in particular in relation to issues of inclusivity within the service and ‘legacy’ perceptions;
 - A strengthening disconnect between the PSNI and working class Protestants;
 - The impact of inconsistent engagements with schools and community groups;
 - A lack of understanding of the variety of roles and the opportunity for progression within the service;
 - A perception that the recruitment process favours graduates;
 - Practical issues with the recruitment process and;
 - Negative implications of the reduction in starting salary in 2013/14 which emerged as being of significance to both females and those from the Catholic community³⁷.
- 8.16. Whilst the solution to many of these issues does not rest solely with the PSNI, the service has made a number of improvements to the recruitment process in order to counteract some of the key barriers, including practical changes to the recruitment process and a public recognition of the need for civic leadership from within the Catholic/Nationalist community to encourage and promote a career within the PSNI³⁸. However, despite these attempts to address the barriers evidenced by Deloitte, one of the key findings remains unresolved and indeed appears to have received less attention than the other findings; the implications of the reduction in starting salary in 2013/14.
- 8.17. In 2014, following the implementation of the Winsor Review in Northern Ireland, the PSNI Constable pay scale was shortened and the starting salary reduced. As shown below, a PSNI Student Officer recruited during 2013 earned a salary of £23,493 whilst training, however in 2014 this was reduced to £19,000 albeit with a 1% rise applied in May of that year. This reduction meant that a Student Officer recruited in September 2014 earned approximately £4,300 less than a Student Officer recruited one year

earlier. Five years on and the PSNI Student Officer starting salary remains approximately £2,500 lower than the salary provided in 2013.

Table 4: PSNI Student Officer starting salary, 2013-2019

Year	PSNI Student Officer Salary
1st September 2013	£23,493
1st September 2014	£19,191
1st September 2015	£19,383
1st September 2016	£19,578
1st September 2017	£19,773
1st September 2018	£20,196
1st September 2019	£20,673

- 8.18. For illustrative purposes, had the 2013 starting salary increased in line with inflation (as measured by CPI), newly recruited PSNI Student Officers in 2019 would be receiving an annual salary of £26,427. Indeed, had the reduction in starting salary not been implemented and the 2013 salary simply increased in line with police pay settlements, PSNI Student Officers would today be earning an annual salary of £25,814.
- 8.19. Comparatively, the current PSNI Student Officer salary of £20,673 is the second lowest starting salary offered in policing anywhere within the UK, as evidenced following the submission of a Freedom of Information (FOI) request to every police force in England and Wales. Whilst the current agreement on starting salaries enables local decision making and Chief Constable discretion, it provides for a starting salary between pay point 0 and pay point 1, which in 2019 was between £20,880 and £24,177.
- 8.20. With responses provided from 31 of the 43 police forces in England and Wales, the range of starting salaries provided is outlined below. Of the 31 forces who responded to the FOI request, 13 stated that their starting salary for police trainees was set at the highest point of pay point 1, with a further 7 forces utilising this pay point albeit dependent upon experience. The average starting salary provided to police trainees was £24,177 – approximately £3,400 more than that provided to Student Police Officers in Northern Ireland.

Table 5: Student Officer Starting Salary, values and bandings; England, Wales & Northern Ireland, 2019

Bandings used to determine starting salary	Starting salary values	Number of forces
PSNI – below England & Wales pay point 0	£20,701	-
Below pay point 0	£20,370	1
At pay point 0	£20,880	7
At a point between pay point 0 and pay point 1	£21,525 or £22,550 or £22,847	3
Either point 0 or point 1 – dependant on experience	£20,880 or £24,177	6
At a point above point 0 or at point 1 – dependent on experience	£23,400 or £24,177	1
At pay point 1	£24,177	13
MEDIAN	£24,177	

8.21. It is also worth noting that at of 1st September 2018 Student Officers in Scotland receive a salary of £26,037, indicating that PSNI Student Officers remain amongst the lowest paid trainee officers anywhere in the UK. This despite the provision of independent evidence identifying that the current starting salary is a barrier to the recruitment of some of the key underrepresented groups within policing in Northern Ireland.

8.22. Whilst the PFNI are aware of the reasoning behind the reduction in starting salary in 2014 i.e. as a result of the shortened Constable pay scale and the subsequent ability for Constables to move to the top of the pay scale more quickly, it is clear that the scale of the reduction in starting salary was much too severe and that this has had a direct and independently evidenced impact upon successful applications from underrepresented groups.

PFNI Student Officer Pay Survey

8.23. In October 2019 the PFNI conducted primary research examining the impact of the current starting salary for Student Officers within the PSNI. The evidence presented should be considered in conjunction within the independent evidence previously outlined regarding the barriers to recruitment within the PSNI, as conducted by Deloitte.

8.24. The PFNI Student Officer Pay Survey³⁹ was launched on the 16th October 2019 and remained open to responses for three weeks. The survey was designed by the PFNI Research Department and created using an online survey tool. It was distributed via email from the PFNI Chairman to all Student Officers within the PSNI College. The aim of this survey was to understand, from those directly affected, the impact of the current

value of the starting salary on personal and family finances, as well as examining the impact of this on specific groups.

- 8.25. The total number of Student Officers within the PSNI College at the launch of the survey was 296, however with an attestation of officers taking place during the second week of the survey, this number reduced to 250. The next intake of officers did not take place until after the survey had closed. The calculation of the response rate is therefore based upon the number of Student Officers in the PSNI College on the 16th October i.e. the date of survey launch. After data cleansing, the final usable sample consisted of 187 responses, giving a final response rate of 63% of all Student Officers. This is the largest response rate ever received to a PFNI survey, indicating a high degree of willingness to participate in research on an issue which is of direct relevance to all participants.
- 8.26. Respondents to the survey provided a range of demographic information, enabling the analysis of the impact of the Student Officer salary as determined by a number of special characteristics. Of particular importance to this analysis are the characteristics outlined within the Deloitte report i.e. gender, age and religious affiliation. The table below provides an overview of these characteristics for all 187 respondents. To ensure anonymity, no cells with counts less than five will be reported upon and any categories with small numbers have been combined to protect the identity of all participants, as such the categories used in the analysis may alter throughout the report.

Table 6: Student Officer Pay Survey, Demographic characteristics

	<i>Valid %</i>
<i>Gender</i>	
<i>Male</i>	79%
<i>Female</i>	21%
<i>Age</i>	
<i>21 and under</i>	11%
<i>22-29</i>	61%
<i>30-39</i>	24%
<i>40+</i>	4%
<i>Religious belief</i>	
<i>Protestant</i>	53%
<i>Catholic</i>	17%
<i>None & Other</i>	30%

- 8.27. Please note, this demographic data has not been provided as a means of assessing the level of representativeness of the respondents relative to the entire PSNI Workforce. The respondents to this survey are reflective of PSNI Student Officers in training at a *single point in time*. Each student intake will differ by demographic characteristics,

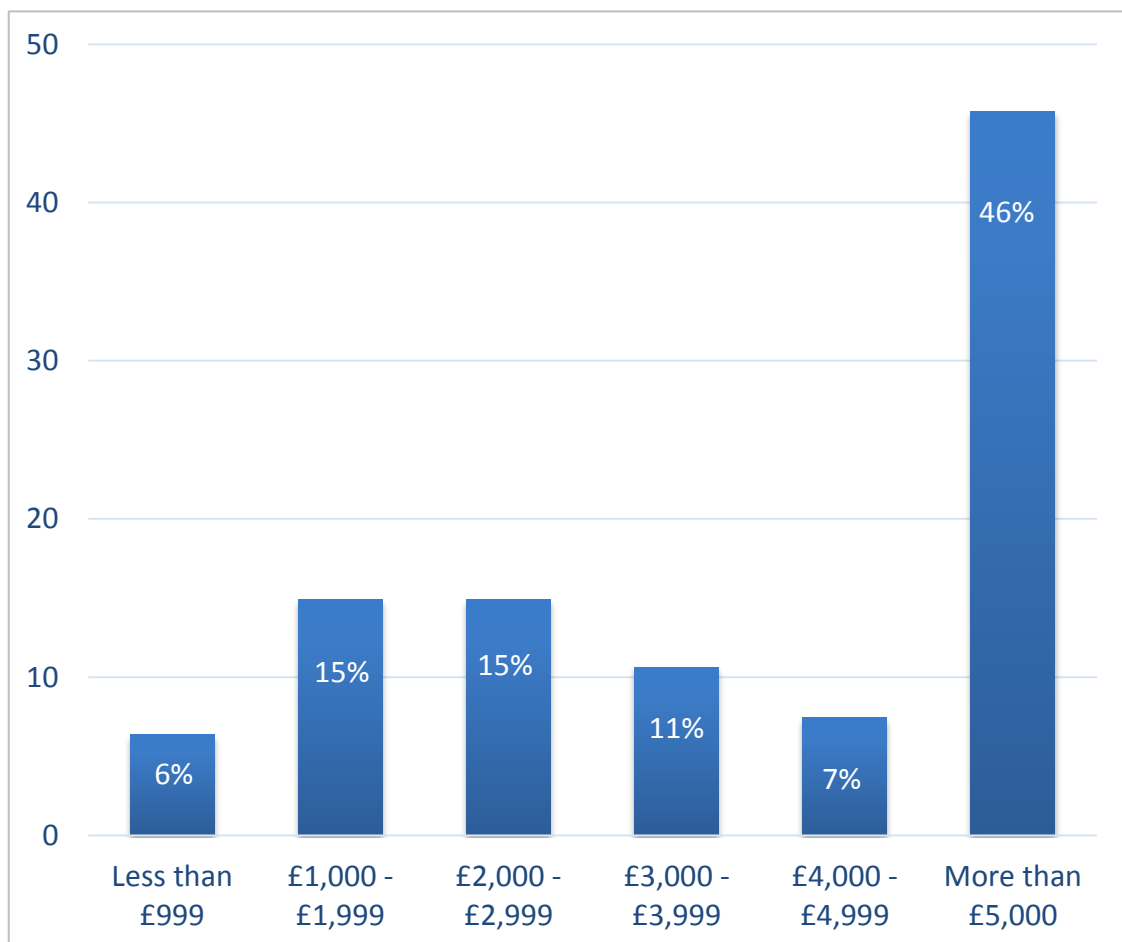
which only when analysed over a longer time frame provide an indication of representativeness.

Change in pay

8.28. In order to contextualise the results and to assist in the understanding of the impact of the current starting salary for PSNI Student Officers, participants were asked if they had been working on a full time basis prior to joining the PSNI as a Student Officer. 84% of respondents said that they had been working full time and 16% reported that they had not.

8.29. Of those who had been working full time before joining the PSNI as a Student Officer, almost two thirds (60%), reported that they had experienced a reduction in the value of their salary as a direct result of joining the PSNI. Of these respondents, almost half (46%) reported a reduction of £5,000 or more per year. Indeed, 94% of those who experienced a reduction in their salary as a result of joining the PSNI, reported a decline of at least £1,000.

Figure 9: Decline in salary when joining the PSNI as a Student Officer, %

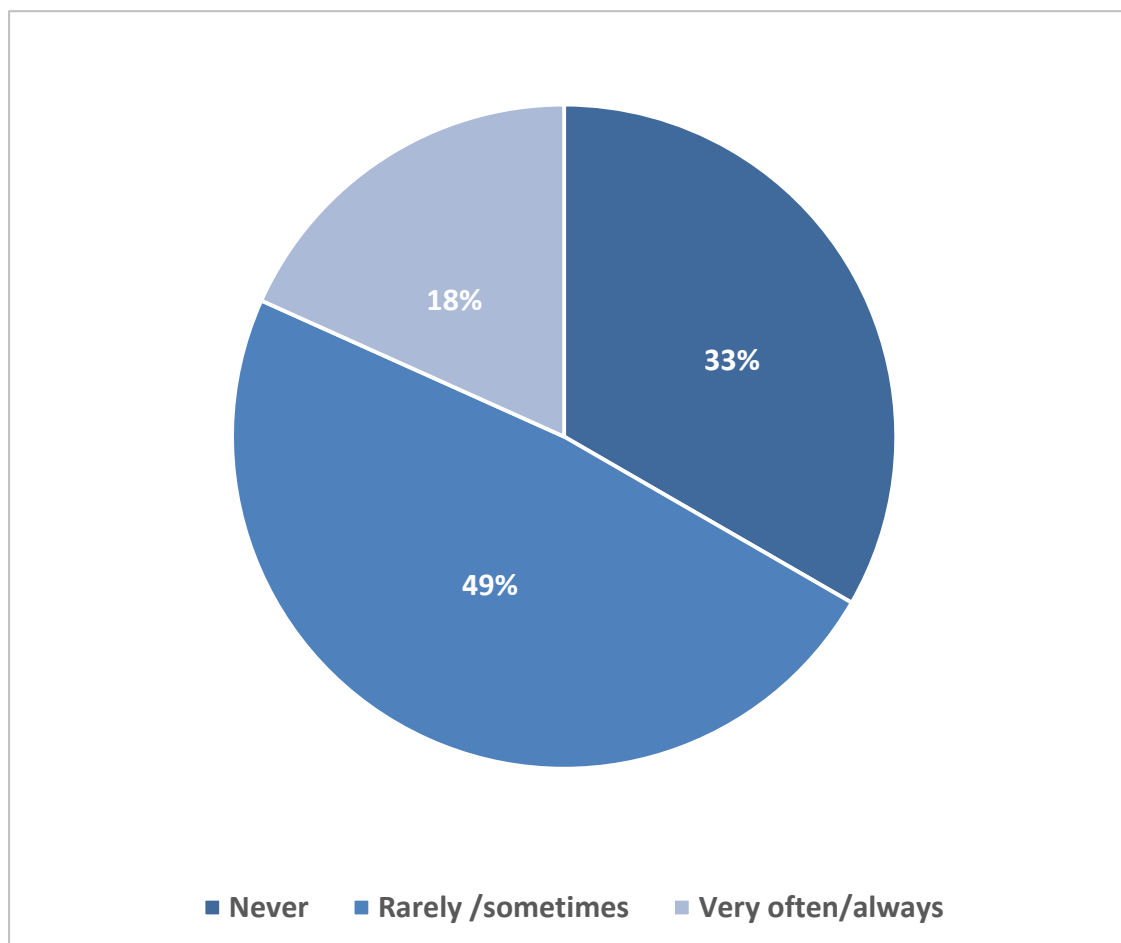


- 8.30. 12% of all respondents reported that they were not aware of the salary provided to PSNI Student Officers prior to joining the PSNI. Of these, 43% reported that had they been made aware of the value of this payment, they would have been *less* likely to continue with their application.

Reliance on credit

- 8.31. To more fully understand the impact of the current value of the starting salary provided to PSNI Student Officers, respondents were asked to identify their level of reliance on credit as a supplement to their current income. Perhaps expectantly, given previous results and the large proportion of respondents who experienced a decline in the value of their salary upon recruitment as a Student Officer, more than two thirds of all respondents (67%) identified *some* reliance on credit during their time as a Student Officer. This includes 18% who reported a high degree of frequency in their reliance upon credit (i.e. very often or always).

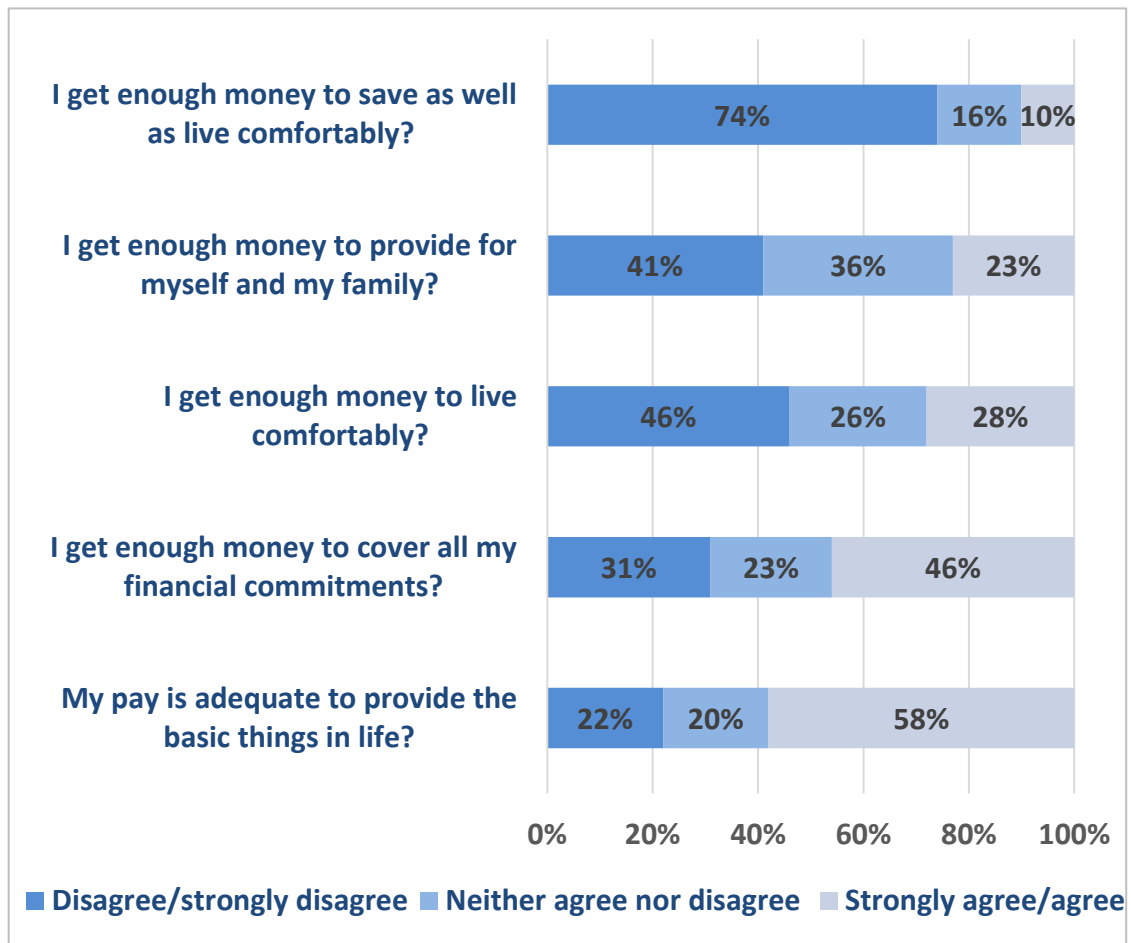
Figure 10: Frequency of reliance on credit to supplement income as a PSNI Student Officer, %



Adequacy of pay

- 8.32. To fully appraise the adequacy of pay for PSNI Student Officers, respondents were presented with a series of statements and asked to what extent they agreed or disagreed using a 5-point Likert scale; *(i)strongly disagree (ii)disagree (iii)neither agree nor disagree (iv) agree (v)strongly agree*. This provided an understanding of how Student Officers manage their personal and family budgets and if they feel their current salary is adequate to provide for their needs.
- 8.33. A majority of respondents (58%) agreed or strongly agreed that the current value of the starting salary provided to PSNI Student Officers is adequate to provide the basic things in life. However, more than one fifth of respondents (22%) disagreed with this statement. In contrast, less than half (46%) agreed or strongly agreed that they get enough money to cover all their financial commitments, with almost one third (31%) disagreeing.
- 8.34. Less than a third of respondents agreed or strongly agreed that they get enough money to live comfortably, at 28%, whilst the proportion of respondents who agreed or strongly agreed that they get enough money to provide for themselves and their family declined to 23%. Indeed, the majority of respondents disagreed or strongly disagreed with both of these statements, at 46% and 41% respectively.
- 8.35. Most significantly, almost three quarters of all respondents disagreed or strongly disagreed that they get enough money from the salary provided to PSNI Student Officers to save as well as live comfortably. Just one in ten respondents agreed with this statement. These results are undoubtedly associated with the high degree of reliance upon credit to supplement the income provided and indicates a high level of financial insecurity as a direct result of successfully applying to join the PSNI as a Student Officer.

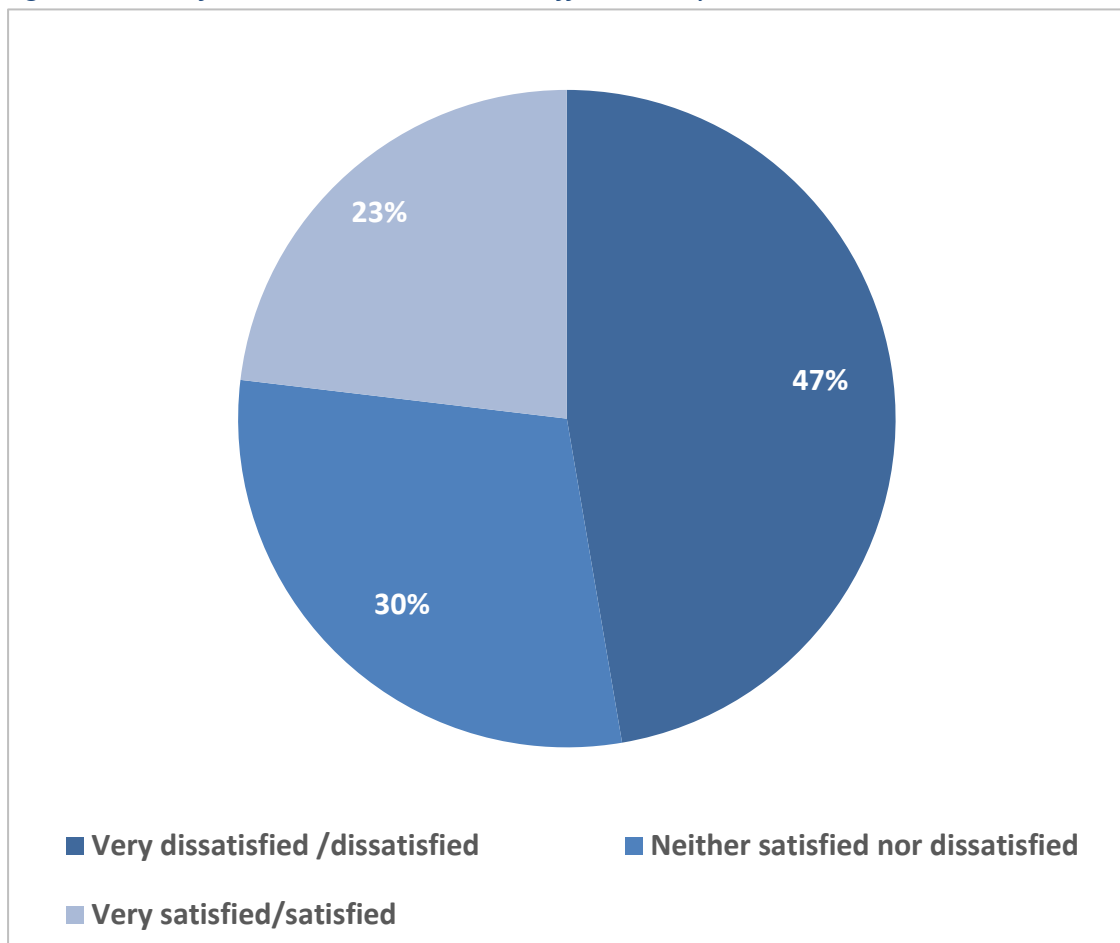
Figure 11: Level of agreement with five adequacy of pay statements, %



Satisfaction

8.36. Respondents were asked to rate their overall level of satisfaction with the current salary provided to PSNI Student Officers. The majority of respondents reported that they are dissatisfied or very dissatisfied with the salary they receive (47%), with less than one quarter reporting that they are satisfied (23%).

Figure 12: Satisfaction with PSNI Student Officer Salary, %



8.37. When considered on the whole, these results are startling and indicate a significant level of dissatisfaction and a high level of reliance upon credit as a PSNI Student Officer. However, the result do also appear to support the position that a career in policing in Northern Ireland remains an attractive one, with successful applicants prepared to experience a significant reduction in their income to enable this change of employment. However, underneath these headline figures are some more concerning results which provide further evidence of the impact of the starting salary on the representativeness of the PSNI. The details provided below are a brief overview of the trends evident across a range of demographic characteristics, the tables of which can be found in Appendix C.

Gender

8.38. When analysed by gender, the results identify that male Student Officers are more likely than their female counterparts to report a decrease in their salary upon recruitment to the PSNI as a Student Officer and are more likely to report a significant decrease in the value of their salary, with 56% of male respondents reporting a decline of more than £4,000, compared to 38% of females. It is perhaps therefore unsurprising

that male respondents were also more likely to report some degree of reliance on credit to supplement their income (at 68% of males compared to 60% of females) and were more likely to disagree that their pay is adequate enough to provide the basic things in life or to live comfortably.

- 8.39. However, interestingly female Student Officers were more likely to disagree with the remaining three adequacy of pay statements namely; that they get enough money to cover their financial commitments (38% of females compared to 29% of males), they get enough money live comfortably as well as to save (78% of females compared to 72% of males) and that they get enough money to provide for themselves and their family (47% of females compared to 40% of males). This high level of disagreement, relative to their male colleagues, in statements which pertain to financial practicalities, resulted in female officers expressing a much higher frequency in reliance on credit to supplement their income, with 25% of female respondents reporting that they rely on credit very often or always, compared to 17% of male respondents.
- 8.40. This evidence identifies a gender divide in the level of acceptance of a decline in salary in order to join the PSNI as a Student Officer, with males more accepting of such a decline. Furthermore, the high level of disagreement from female respondents regarding the adequacy of pay to ensure both personal and family commitments are protected and the high frequency of reliance on credit to supplement income, reinforces the evidence uncovered by Deloitte that salary is an important factor, in particular for females, when considering a career in the PSNI. Indeed, this evidence further suggests that the low starting salary may in fact be acting as a barrier to the recruitment of females.

Age

- 8.41. Due to the relatively small number of respondents to this survey, the analysis of age has been conducted based on changing age categories, as evident in Appendix C. This was necessary in order to protect the identity of the respondents. The proportion of respondents who reported a decline in their salary upon recruitment to the PSNI as a Student Officer increased with age, from 53% of those aged 29 or under to 100% of those aged over 40. Older Student Officers were also more likely to report a significant decline in the value of their salary. In addition, the level of disagreement with four of the five adequacy of pay statements also increased with age, alongside the level of dissatisfaction reported with the value of the salary.
- 8.42. When considered as part of a life stage analysis these trends were perhaps anticipated, as older Student Officers are more likely to have family and other financial commitments. However, the combined impact of a high level of dissatisfaction among

older respondents, disagreement with the adequacy statements and increased likelihood of salary reduction identifies the current Student Officer salary as a barrier to the recruitment of older officers.

- 8.43. A final point of interest in relation to age is the level of frequent reliance upon credit to supplement income amongst the youngest age group, with 25% of respondents aged 21 or under reporting they very often or always rely on credit, compared to 19% of those aged 22 to 29 years and 14% of those aged over 30. This is a worrying picture which indicates that the starting salary currently provided to PSNI Student Officers is placing a significant financial strain on our youngest recruits, many of whom are at the beginning of their working lives.

Religious Background

- 8.44. As with age, the potential for disclosure within a broad category such as religious affiliation has resulted in a significant reduction in the number of categories reported upon. As such, just three categories are used; those who self-identified as being from a Catholic background, those who identified as being from a Protestant background and combination of those who stated their religious affiliation was 'other' or 'none'. Across all three groups, there was a high degree of similarity in the proportion of respondents who reported a decline in their salary upon recruitment to the PSNI as a Student Officer, including 61% of those from a Catholic and Protestant background and 57% of those in the 'other' or 'none' category. However, the proportion of respondents from a Catholic background who reported the most significant reduction in value of their salary i.e. £4,000 or more was higher, at 59%, than those from a Protestant background (53%) and those in the 'other' or 'none' category (48%).
- 8.45. In addition to the increased likelihood of a large reduction in salary, respondents from a Catholic background were also more likely to report some reliance on credit to supplement their income and were almost twice as likely as respondents from a Protestant background to report a frequent reliance on credit. 31% of respondents from a Catholic background stated that they very often or always relied upon credit, whilst just 16% of respondents from a Protestant background stated this. Respondents from a Catholic background were also most likely to report dissatisfaction with the value of the salary, at 50%, compared to 49% of those who identified as 'other' or 'none' and 45% of those from a Protestant background.
- 8.46. Whilst respondents in the 'other' or 'none' religious affiliation category were most likely to disagree with three of the five adequacy of pay statements, respondents from a Catholic background were most likely to disagree or strongly disagree that they get enough money to cover all of their financial commitments, at 44%, compared to 31%

of those from the 'other' or 'none' group and 27% of respondents from a Protestant background. Conversely, respondents from a Protestant background were more likely to disagree that their pay is adequate enough to provide the basic things in life, at 25% compared to 20% of those from the 'other' or 'none' group and 19% of those from a Catholic background.

- 8.47. The high level of salary reduction, high levels of frequent reliance on credit and higher levels of dissatisfaction with pay amongst the respondents from a Catholic background should be of great concern to all relevant Northern Ireland stakeholders. The PFNI have previously reported upon the significant life changes which many Catholic recruits into the PSNI are forced to endure as a result of the on-going security situation in Northern Ireland. In many circumstances this includes a costly relocation and potential change of car, which when combined with one of the lowest starting salaries in UK policing, will undoubtedly have negative implications for the attractiveness of policing in Northern Ireland to the Catholic community. This evidence therefore reinforces the evidence outlined within the Deloitte report.

Starting Salary - Recommendation

- 8.48. In determining the recommended value for the PSNI Student Officer salary we have considered all of the evidence presented, including the independent evidence from Deloitte of the starting salary acting as a barrier to recruitment, the comparative analysis of the current PSNI Student Officer salary relative to UK policing and the primary evidence collated through the PFNI Student Officer Pay Survey.
- 8.49. Consideration was given to a recommendation which reflected the value of the starting salary had the reduction in 2014 not been implemented i.e. £25,814. However, with the use of pay point 0 and pay point 1 as bandings within which almost all forces in England and Wales set their starting salary, and with consideration of the importance of pay parity, it is our recommendation that the PSNI Student Officer starting salary is increased to pay point 1 on the current Constable pay scale. This would bring equivalence between Student Officers in Northern Ireland and the majority of forces in England and Wales, albeit this will still remain less than the salary provided in Scotland.

RECOMMENDATION 4

THE STARTING SALARY PROVIDED TO PSNI STUDENT OFFICERS SHOULD BE INCREASED TO EQUAL THE VALUE OF PAY POINT 1 ON THE CURRENT CONSTABLE PAY SCALE. ANY PAY SETTLEMENT AGREED AS PART OF THE 2020/21 PAY REVIEW ROUND SHOULD ALSO APPLY TO THIS PAY POINT.

9. ALLOWANCES

- 9.1. The allowances paid to serving police officers form a crucial element of the overall pay framework available to this key emergency public service. Allowances are used as a means of compensating police officers for specific duties as well as a means of motivating officers where this is deemed necessary. However, the number and scope of allowances available to serving police officers in Northern Ireland have declined significantly over the last two decades, resulting in a much reduced overall pay framework. Furthermore, through the ongoing work from the NPCC/CoP there has emerged a further desire to make changes to the current package of allowances (namely through the introduction of ‘Targeted Variable Payments’ and the drive towards Chief Officer discretion in provision of payments) and this change has the potential to further disrupt a system which is already significantly reduced from that previously available.
- 9.2. It is within this context that the following evidence is provided, outlining details of the key allowances currently available in Northern Ireland; the Northern Ireland Transitional Allowance (NITA), On-Call Allowance, Dog Handlers’ Allowance and the Competency Related Threshold Payment (CRTP).

Northern Ireland Transitional Allowance

- 9.3. As an additional and supplementary payment made to PSNI officers as part of the exceptional circumstances in which they (still) operate, the Northern Ireland Transitional Allowance (NITA) in its various forms, has been in existence for over 40 years.
- 9.4. Notwithstanding the various iterations, fluctuations and changes made to the NITA over this period, it acts as both a symbolic and practical recognition that the job of policing in Northern Ireland is significantly different from that in the rest of the UK. This difference is evident in terms of the daily hazards, stresses, strains and dangers faced by PSNI officers, both on and off duty, as well as the continued number of high-profile and deadly attacks purposely targeting police officers in NI by terrorist organisations.
- 9.5. The Special Duty Allowance was introduced in 1974, at a cost of 50 pence per day – the equivalent of £183 per annum, as part of acknowledging the extreme circumstances in which the RUC were operating. The SDA was:

“awarded to take account of the extraordinary circumstances facing the policemen in Northern Ireland and the special difficulties which service in the RUC entails for officers and their families...At the end of daily duty...the police officer and his family

are exposed to attack 24 hours a day...The police officer has no...respite from the unremitting pressure attached to a career in the RUC⁴⁰

- 9.6. Replace the letters 'RUC' with 'PSNI' and this statement would be as relevant in 2019 as it was in 1978.
- 9.7. With the SDA (by 1978) having risen to £500 per annum, it further cemented both the importance and necessity attached to the award, while recognising the ongoing and persistent nature of the terrorist threat faced by the police on the ground. In 1993 the SDA was revisited as part of the *Inquiry into Police Responsibilities and Rewards* (The Sheehy Report⁴¹). Such was the interpretation of Sir Patrick Sheehy of the extreme operating circumstances for the RUC that recommendation 240 of the report suggested that the SDA should in fact be increased to £4,000 per year to take account of the special and different circumstances of policing in NI.
- 9.8. Following the reforms to the RUC as part of the *Independent Commission for Policing in Northern Ireland* (The Patten Report⁴²), the creation of the PSNI and the 'goal' of restoring police to pre-terrorism conditions, the Secretary of State for Northern Ireland, initiated a review of the SDA in 2005. The review, undertaken by Mark Baker, the former Deputy Independent Chair of the Police Negotiating Board (PNB), highlighted many of the contemporary features of policing in NI which gave rise to the need for the NITA and recognised that the security situation in NI was such that it still imposed substantial environmental and lifestyle challenges for PSNI officers compared to their GB counterparts. Whilst the Baker report recommended that the newly named NITA should be maintained, it also recommended the phased reduction of the payment in two stages; a 12.5% reduction from September 2006 and a further 12.5% reduction in 2009, albeit this was conditional upon security normalisation in Northern Ireland. The Baker report also explicitly outlined the circumstances under which the withdrawal of the NITA should *only* be considered:
 - When paramilitary attacks against officers and establishments have ceased;
 - When threats of violence have substantially reduced;
 - When access to difficult areas have substantially eased;
 - When PSNI officers are no longer required to carry side arms for protection and;
 - When PSNI officers no longer need to disguise the nature of their occupation.
- 9.9. The reforms delivered under the Patten Report were predicated upon a 'normalising' social, political and operational environment for the police service, and the Baker report recommendation for a reduction in the value of NITA was conditional on security normalisation. Unfortunately however, this normalisation has fallen significantly short of the levels anticipated. Indeed, in 2011 the *Independent Review of Police Officer and*

Staff Remuneration and Pay (The Winsor Review⁴³) accepted the (still) challenging post-conflict circumstances in Northern Ireland and recommended that the NITA should be increased once again by 12.5%, effectively cancelling the initial 2006 Baker report reduction (the 2009 phase of this reduction never materialised for security reasons). Since the reinstatement of the value of NITA in 2012 and the introduction of the PRRB process, the allowance has tended to increase in line with the value of the annual pay award. In the PRRB's Fifth Report on Northern Ireland the PRRB explicitly state that the NITA payment continues to be made:

"...in recognition of the extraordinary circumstances in which police officers operate in Northern Ireland and the restrictions placed on their daily lives and those of their family members⁴⁴"

- 9.10. Despite the longevity of this crucial payment, the widespread recognition of its importance to police officers in NI and the numerous reviews and comments made about it, it appears that the NITA continues to enjoy *no* special legal position or agreement on its place within the wider reward package provided to police officers in NI. Indeed, the inclusion of the 'rationale used to determine the criteria...of the allowance⁴⁵' within the 2019/20 pay review round (out with the usual remit process), highlighted the apparent fragility of this important payment in NI. For the avoidance of doubt, it is our position that the Baker principles, as outlined above, form the basis of current understandings in regards to the continued requirement for the NITA. These principles draw reference to the core elements underpinning the necessity of the NITA and they must continue to be used as such.
- 9.11. One important addition to these principles is the use of the official threat-level as determined and reported by MI5. This additional element was first published in 2010, and as such was not available for inclusion in the original Baker principles. The current threat-level from Northern Ireland related terrorism, in Northern Ireland, is SEVERE – this has been set at this level since its inception in September 2010.

RECOMMENDATION 5

THAT THE NORTHERN IRELAND TRANSITIONAL
ALLOWANCE (NITA) IS MAINTAINED IN LINE WITH
THE BAKER PRINCIPLES

Security Situation: a normal policing environment?

9.12. As detailed above, the security situation and policing environment in Northern Ireland has not yet normalised and the official threat-level remains at SEVERE. This threat persists for all officers within the PSNI, including both those on and off duty, as well as for those who have retired. PSNI officers continue to carry side arms for their own personal protection, many continue to routinely hide the nature of their occupation, and the level of paramilitary violence continues to be high. None of this represents a 'normalised' policing environment.

9.13. Exploring the policing environment in more detail, it must be recognised that violent dissident republicanism is still an everyday feature for the PSNI as part of the wider security landscape as well as of everyday life for police officers and their families. Viable explosive devices and attempts to kill members of the PSNI and security forces remain an unpalatable fact of 'post-conflict' life in Northern Ireland. 2019 has witnessed an upsurge in attacks directed at killing or seriously injuring police officers in NI, of which one of these attacks resulted in the death of an innocent by-stander. The deadly motives of these individuals should not be underestimated.

1. 10th April 2019 – Dissident attack on police foiled by mortar tube find in Castlewellan, Co. Down⁴⁶
2. 19th April 2019 – Journalist Lyra McKee murdered during Derry rioting, masked man fired shots towards police vehicle⁴⁷
3. 1st June 2019 – Improvised explosive device found underneath PSNI officer's car at east Belfast golf club⁴⁸
4. 28th July 2019 – Dissidents used 'booby-trapped' bomb in police murder bid in Craigavon⁴⁹
5. 19th August 2019 – Dissident republicans tried to lure police to their deaths at a blast in Co. Fermanagh⁵⁰
6. 8th September 2019 – Strabane mortar bomb 'callous attempt to kill police'⁵¹
7. 10th September 2019 – Creggan bomb 'attempt to kill police officers'⁵²
8. 4th December 2019 – Grenade attack on police vehicle was 'attempt to kill officers'⁵³

9.14. Following the attempted attack in the Creggan in Derry on the 10th September the official assessment of the PSNI Chief Constable identified concerns regarding the increase in level of activity of dissident republican groupings, the range of tactics deployed against the PSNI, the sophisticated engineering of the different types of devices used and the increased geographical spread of attacks across Northern Ireland⁵⁴. This concern was compounded following the grenade attack on police officers on patrol in west Belfast on the 4th December.

- 9.15. However, it should also be noted that terrorist activity in Northern Ireland comes not only from dissident republican groups, but also from loyalist groupings where paramilitary structures remain in place and command the capacity to control local communities and engage in serious criminality, including murder⁵⁵. This has been evident in Northern Ireland in 2019, including events such as the murder of Ian Ogle in east Belfast in January 2019⁵⁶.
- 9.16. The reality of the current security situation in Northern Ireland is such that a range of security measures continue to be utilised by the PSNI in order to protect officers, their homes and their families. Between January 2017 and November 2019 12 PSNI officers have had a Home Security Aid (HAS) measure applied to their home, this involves the installation of security cameras and alarm systems. A further 10 officers have utilised the Home Protection Scheme (HPS) which also includes the installation of bulletproof windows and protective doors on the bottom floor of the house. 2 officers have had the enhanced version of the HPS deployed which extends these protections to the upper floors, whilst a further 7 have had to avail of the Emergency Housing scheme. In addition 4 officers have been forced to move and sell their home under the Special Purchase of Evacuated Dwellings (SPED) scheme. It is worth noting that the number of times these procedures have been deployed has increased from 4 occasions during 2018 to 12 occasions within the first 11 months of 2019, equating to more than one per month⁵⁷.
- 9.17. Turning to the operational practicality of the policing of terrorism by the PSNI, the stark reality is that counter-terrorism policing is still very much a part of ‘everyday’ policing duties here. Over and above the attacks which are directed at the PSNI, the wider security related statistics continue to paint a picture of a high level of paramilitary activity and security related incidents, including the following over the 24 months to February 2020:
- 4 deaths;
 - 76 shooting incidents;
 - 34 bombing incidents;
 - 33 paramilitary style shootings;
 - 119 paramilitary style attacks;
 - 76 recovered firearms;
 - 2.10kgs of explosives found;
 - 4,170 rounds of ammunition found;
 - 286 persons arrested under Section 41 of the Terrorism Act and;
 - 31 persons charged.

- 9.18. In overview of the terrorist policing environment outlined, it is the case that the evidence continues to point to the *exceptional* rather than the *normal* nature of the landscape in which the PSNI must operate, the impact this has on officer lives and the scale and scope of the challenge for officers above and beyond the ‘normal’ policing duties expected of them. The NITA is but a small, albeit important, recognition of the difficulties of working in this extreme environment.

Value of the Northern Ireland Transitional Allowance

- 9.19. Looking specifically at the current value of the NITA, the evidence presented above identifies an upsurge in terrorist activity directed at PSNI officers, indicating an increasingly more challenging working environment for our serving officers. Whilst the last number of years have seen the value of the NITA increase in line with the pay award, we believe that the evidence provided identifies a basis for a considered increase to the value of the NITA in 2020/21.
- 9.20. The current value of the NITA is £3,372 reflecting the 2.5% increase provided in 2019. As identified in Table 7, proportionally, the value of the NITA in 2019 remains similar to the value of the payment provided to RUC officers in 1978 relative to the salary scales used at the time. In 1978 the £500 per annum SDA payment equalled approximately 10% of the median value of the Constable’s pay scale, 8% of the median value of Sergeant’s pay scale and 7% the median value of the Inspector/Chief Inspector’s pay scale. By 2019, this proportional value remains the same for Constables and Sergeant’s, at 10% and 8% the median value of the pay scale respectively. However, the value of the NITA as a proportion of the median salary awarded to Inspectors and Chief Inspectors has declined to 6%.
- 9.21. However, it is interesting to revisit the Sheehy Report from 1993 and recommendation 240 which, as previously reported, recommended an increase of the then SDA to £4,000 per annum. At the time of this recommendation, the value of the SDA was £1,863; an increase to £4,000 would have represented a 115% growth in the value of the allowance. Furthermore, when adjusted for CPI inflation, the £4,000 SDA award in 1993 would translate to approximately £6,200 per annum in 2019.
- 9.22. In 1993 the £4,000 recommended value of SDA would have raised the proportional value of it to 23% of the median value of the Constable’s pay scale, 18% of the median value of the Sergeant’s pay scale, 16% of the median value of the Inspector’s pay scale and 14% of the median value of the Chief Inspector’s pay scale.

Table 7: Proportional value of SDA/NITA relative to median value of pay scales

	Median value of Constable pay scale	Median value of Sergeant pay scale	Median value of Inspector pay scale	Median value of Chief Inspector pay scale
1978 SDA £500	10%	8%	7%	7%
2019 NITA £3,372	10%	8%	6%	6%
1993 Sheehy £4,000	23%	18%	16%	14%
2020 NITA £4,000	13%	9%	8%	7%

Source: Author's calculations

- 9.23. Whilst we are not advocating for an increase in the value of NITA equal to the value of the Sheehy recommended award as adjusted for inflation (i.e. £6,200), we do believe that the evidence presented does provide a compelling case for a substantial increase to the NITA in 2020/21. It is our position that the value of this award, as a proportion of the pay scale, should be increased as a means of recognising the continued personal and family complexities which emerge simply as a result of serving the public as a police officer in NI.
- 9.24. An increase in the value of the NITA to £4,000 (equalling the original recommendation made by Sheehy in 1993), would equate to an increase of 19% from 2019 levels. This increase, whilst falling short of the real terms value of the increase recommended in 1993, had it been implemented, would at the very least see the introduction of the recommendation originally put forward by Sheehy. This would also account for an increase in the proportional value of NITA relative to the median value of the PSNI pay scales, including the reinstatement of the proportional value of this payment for Chief Inspectors from 6% to 7%. The increase of the NITA to £4,000 would equal 13% of the median value of the Constable pay scale, 9% of the median value of the Sergeant pay scale and 8% of the median value of the Inspector pay scale. A meaningful increase of this scale would, after tax deductions (remembering that the NITA is a taxable allowance), provide officers serving in Northern Ireland underneath a severe terrorist threat, with a take home value approximate to the current rate of the NITA. Furthermore, with the NPCC highlighting that some forces in England and Wales are currently providing 'targeted payments' of up to £4,000 (and seeking to increase this to £5,000) to firearms officers⁵⁸), the PFNI believe that an increase in the value of the NITA to £4,000 is both fair and reasonable.

Northern Ireland Transitional Allowance - Recommendation

RECOMMENDATION 6

THAT THE NORTHERN IRELAND TRANSITIONAL
ALLOWANCE (NITA) IS INCREASED TO £4,000
FROM SEPTEMBER 2020

Dog Handlers' Allowance

- 9.25. The Dog Handlers' allowance is a payment made to a small but vitally important group of police officers who hold the specialist role of dog handler and who keep a care for a police dog in their home. The payment is provided as recompense for the necessary care given to the dog during an officer's rest days, non-working days and public holidays. At the end of 2019 there were a total of 37 dog handlers within the PSNI, including 5 dog trainers, and 52 police dogs with some handlers having more than one police dog in their care⁵⁹. These 37 dog handlers provide a crucial police service and the financial payment provides for them to exercise the dog(s) on a daily basis, feed their dog(s) twice a day, conduct necessary grooming, provide/clean kennels and veterinary care when required.
- 9.26. As we reported in our last submission, the value of the Dog Handlers' allowance has historically been uprated in line with the annual pay award, meaning it has also been subject to the decade long period of pay restraint including pay freezes and pay caps. It is our position that this trend is both fair and reasonable, ensuring the cost of keeping and caring for a police dog is at least partially protected from inflationary pressures and that the value of this crucial allowance is not eroded.
- 9.27. Whilst there have been some indications in England and Wales of a review of the Dog Handlers' allowance as part of a wider review of the police allowance package (albeit, the Police Federation of England and Wales reported in their submission to the PRRB that they are unaware of any such review taking place⁶⁰), there has not been any indication of a need or desire for this to take place in Northern Ireland. Indeed, as per the 2019/20 Northern Ireland pay review round, there remains cross stakeholder support for maintaining the link between the value of the Dog Handlers' allowance and the value of the pay uplift. Should any alternative proposals be submitted by any party as part of this pay review round, we would expect these to be supported by a strong evidence base.

Dog Handlers' Allowance - Recommendation

RECOMMENDATION 7

THAT THE DOG HANDLERS' ALLOWANCE IS
UPLIFTED IN LINE WITH THE ANNUAL PAY
INCREASE PROVIDED TO PSNI OFFICERS

Competency Related Threshold Payment

- 9.28. In their fifth report on Northern Ireland the PRRB requested that ‘parties submit proposals next year on how the CRTP can be incorporated into pay arrangements as part of the pay reform process in Northern Ireland, or a clear programme and timetable for phasing out CRTP⁶¹’. At present, as there appears to be no tangible pay reform process being progressed in Northern Ireland, the PFNI cannot meaningfully comment on what should or should not be incorporated into it, nor how this ultimately impacts upon the current allowance package provided to officers. The retention of the full Competency Related Threshold Payment (CRTP) allowance was agreed in a joint position between the PFNI and the PSNI until 2021 (subject to a review to be conducted). If CRTP is to be removed or phased out the PFNI would expect that a replacement allowance, such as the unsocial hour’s allowance, will be required to be **immediately** introduced.
- 9.29. A meeting was convened between representatives from PSNI Human Resources and the PFNI on the 24th February 2020. This meeting was to update PFNI and gauge their views on the review of CRTP, and also to discuss various options under consideration in respect of its retention/removal. The PFNI advised that it would be untenable to endorse the removal or withdrawal CRTP without an alternative allowance being put in place for their members. The PFNI preference would be to implement a further review period to fully embed the more rigorous management and application process for CRTP and to enable the development of more suitable alternatives to the allowance in due course.
- 9.30. As outlined in the update provided to the PRRB in our previous submission and in keeping with Police Negotiating Board (PNB) agreement, the PFNI and PSNI engaged in a lengthy and detailed review of CRTP during 2018. As detailed at PNB, the agreed recommendations stemming from this review were to be implemented from April 2019.
- 9.31. As per the request from the PRRB in 2017, the PFNI and PSNI reached a *joint* position on the CRTP in spring 2019, enabling the retention of the payment with a further review to be conducted. However, the agreement on the retention of the CRTP was to be based upon an amended application of it, aiming to ensure that the criteria for receiving the payment was reflective of the original intention of the scheme as outlined by PNB 2002/09. The final agreement therefore included the following criteria for removal as applicable from April 2019:
- Officers suspended from duty;
 - Officers who have been called for military service and;
 - Officers subject to unsatisfactory performance;

9.32. A review of those in receipt of the CRTP will also be triggered in the following circumstances:

- An officer in receipt of a formal misconduct sanction, with each application dealt with on its own merits and dependent on the nature of the sanction imposed and;
- Whether an officer's attendance has been satisfactory within the last two years or the two years preceding a period of maternity leave or illness/injury.

9.33. Whilst the agreed position reached between the PFNI and the PSNI outlined a review of the scheme, an initial update on progress of the amended scheme was presented to the PFNI on the 24th February 2020. The compiled data presented was gathered between 1st April 2019 and 31st December 2019. As this data on the amended scheme was only over a period of 9 months, we did not feel that enough meaningful data was available to aid a full understanding of current arrangements relative to how the scheme previously operated. There was also an absence of relevant data as to the positive impact of the amended scheme, such as the increase in compliance with mandatory training requirements. Therefore PFNI feel it would be premature to speculate on the impact of the addition of these exclusion criteria, either in terms of financial savings available to the PSNI or as a management tool. It is anticipated that, as we approach the two year review, the PSNI will be able to provide a more detailed account of the operation of the CRTP as more data becomes available. Any discussion of future arrangements of this payment, prior to this review date and indeed without consideration of two years' worth of data would be, in our view, in contradiction of the agreement already reached between the PFNI and the PSNI.

9.34. In October 2018, a number of alternative options were proposed by the Police Federation to replace CRTP, including the implementation of an Unsocial Hours Allowance. This allowance was introduced in England and Wales as part of the Winsor Reforms and an officer is paid this allowance at 10% of their basic salary where they work between 20:00 and 06:00. PSNI estimated that the potential cost of an Unsocial Hours Allowance would be £13.7m per annum within the PSNI and therefore considerably higher than the current cost of CRTP. Although initially omitted during the meeting on the 24th February 2020 this matter has now been added to the PSNI options paper as an alternative option should CRTP be withdrawn.

9.35. It is, however, worth reiterating at this point that in PFNI's opinion CRTP remains a vitally important element of the small (and reducing) remuneration package provided to police officers in Northern Ireland, as well as acting as an important payment available to them in acknowledgement of their competence as gained over time. Furthermore, whilst much of the proposed pay reforms in England and Wales remain

under-developed, there is a drive from the Home Office, the College of Policing (CoP) and the National Police Chiefs' Council (NPCC) to align progression in base pay with competence, removing the time served element of pay progression. The retention of CRTP and its accompanying management structures within the PSNI has the potential to form part of any future Northern Ireland adapted version of pay reform, making the removal of the payment at the current time as premature.

- 9.36. The PFNI have previously provided evidence of the importance of this payment to police officers in Northern Ireland, including evidence of the impact of the review of CRTP on morale within policing in the 2018 PFNI Workforce Survey. Indeed, this survey also identified that 94% of respondents who were currently in receipt of the CRTP stated that it was a very or extremely important payment to them. Furthermore, of those respondents who were not currently in receipt of the payment, 87% reported that the CRTP was a very or extremely important part of the overall reward package available to police officers in Northern Ireland⁶².
- 9.37. The PFNI would suggest that the PSNI continues with the payment of CRTP in full pending a comprehensive review with them on the impact of the implementation of a potential alternative allowance to maintain parity with England and Wales. This approach will assist in addressing in the intervening period the issues raised concerning officer motivation, churn rate and progress on the workforce transformation and pay reforms. It will also permit the continuation of the discussions with the PSNI on maintaining an agreed joint position.
- 9.38. In the interim, the PFNI have indicated to the PSNI that the review mechanisms for implementation of the CRTP guidance could be more evenly applied such as in sick absence and duty restriction cases. Therefore the PFNI preference would be to implement a further review period to fully embed the more rigorous management and application process for CRTP and to enable the development of more suitable alternatives to the allowance in due course. Importantly, this will also allow for any significant developments in the pay reform process which are relevant to policing in Northern Ireland to become more apparent.
- 9.39. At present, as there appears to be no tangible pay reform process being progressed in Northern Ireland it would be untenable for PFNI to endorse the removal or withdrawal CRTP, especially without an alternative allowance being put in place for their members. The PFNI feel that the implementation of a further review period would enable the embedding of a more rigorous management and application process.

Competency Related Threshold Payment - Recommendations

RECOMMENDATION 8

THAT THE COMPETENCY RELATED THRESHOLD
PAYMENT (CRTP) IS RETAINED AND REMAINS
OPEN TO NEW APPLICANTS

- 9.40. Despite the value placed on this payment by police officers in Northern Ireland, it has remained at its current rate of £1,224 since 2013. Had this payment increased in line with inflation since 2013, it would currently be worth more than £1,380 annually, a difference of more than £150. As such, it is our recommendation the CRTP is increased in line with the pay settlement provided to police officers in Northern Ireland from September 2020.

RECOMMENDATION 9

THAT THE COMPETENCY RELATED THRESHOLD
PAYMENT (CRTP) IS UPLIFTED IN LINE WITH THE
ANNUAL PAY INCREASE PROVIDED TO PSNI
OFFICERS

10. APPENDICIES

Appendix A: NI Remit Letter

FROM THE OFFICE OF THE JUSTICE MINISTER



Minister's Office Block B,
Castle Buildings
Stormont Estate
Ballymiscaw
Belfast
BT4 3SG
Tel: 028 9076 5725
private.office@justice-ni.x.gsi.gov.uk

Our Ref: SUB-1062-2020

Anita Bharucha (Chair)
Police Remuneration Review Body
Office of Manpower Economics
8th Floor Fleetbank House
2-6 Salisbury Square
LONDON
EC4Y 8JX

 February 2020

Dear Anita,

Firstly, I would like to thank you for the work undertaken by the Police Remuneration Review Body (PRRB) in support of the 2019/20 pay process. As you will be aware, officials are working to conclude this pay round as expeditiously as possible following publication of the Northern Ireland Public Sector Pay Policy.

You may be aware that previous correspondence from the Department of Finance (DoF) in October 2019 has indicated that setting of the 2020/21 Pay Policy will be aligned to publication of the Budget for that period. We would, therefore, envisage that the PRRB will be in a position to consider it as part of the evidence process.

I would be grateful if the PRRB would commence its annual review of pay and conditions for officers of the PSNI for 2020/21, in conjunction with that for police officers in England and Wales.

FROM THE OFFICE OF THE JUSTICE MINISTER



Having taken the views of stakeholders, I would welcome the PRRB's recommendations on the following matters:

- the application of any pay award for all ranks, including the starting salary for student officers;
- whether any increase should be applied to the Northern Ireland Transitional Allowance (NITA) and other allowances, including those for on-call (federated ranks) and dog handlers;
- whether the superintending ranks should have access to targeted payments, bonuses and/or payment for on-call duties; and
- the future of the Competence Related Threshold Payment (CRTP) scheme following consideration of proposals submitted by stakeholders.

The Department has, for the second consecutive year, been asked to consider including the introduction of payment for rest days untaken as a result of exigencies of duty. We plan to include this as a substantive item for discussion under the framework of the Police Advisory Group (NI). Any views the PRRB would wish to offer on this or other matters would, however, be most welcome.

You will be aware that, historically, awards to officers of the PSNI have been broadly consistent with those made to their counterparts in England and Wales. I understand that all stakeholders remain keen that this should be maintained into the future.

We can confirm that stakeholders have, to date, received a redacted version of the PRRB's last report to inform preparation of their written evidence.

FROM THE OFFICE OF THE JUSTICE MINISTER



The Department would welcome receipt of your report and recommendations by 12 June 2020. I look forward to working with you and your members in support of the process for the year ahead.

Regards, Naomi

NAOMI LONG MLA
Minister of Justice

Appendix B: Home Office Remit Letter



Home Secretary

2 Marsham Street
London SW1P 4DF
www.gov.uk/home-office

Anita Bharucha (Chair)
Police Remuneration Review Body
Office of Manpower Economics
Fleetbank House
2-6 Salisbury Square
London
EC4Y 8JX

5 November 2019

Dear Anita

POLICE REMUNERATION REVIEW BODY REMIT 2020/21

Thank you for your considerations and recommendations for the 2019/20 Police pay award, which as you will be aware, the Government accepted in full.

I am now writing to ask the Police Remuneration Review Body (PRRB) to conduct its annual review of police officer pay and associated allowances. This will include a formal recommendation on how to apply the police officer pay award for 2020/21 to all ranks, including chief officers, and to include a review of London Weighting and Dog Handler's allowance.

This will be based on available evidence and should be considered in the context of government's recent commitment to an increase of 20,000 officers over three years. This reflects the most significant officer uplift in a decade and reflects the Government's support for a service that we value so highly. I want to empower the service to get the resources and tools it needs to get the job done. I want to make sure that the service encourages the right people to join and remain on the job and that it has a pay system that supports this.

NPCC proposals for a revised pay structure will therefore form a critical part of PRRB's consideration. We therefore ask that the PRRB consider the following proposals, commenting in particular on their suitability and robustness:

- proposals for independent benchmarking, which will have been completed for all officer grades, including Chief Officers;
- defining and valuing the 'P-Factor', recognising those elements of the role which are unique to policing;
- the rationale and proposals for a range of pay interventions to support operational delivery through targeting roles that are hard to fill or critical to retain; and

- wider workforce data which is available to support the uplift of 20,000 officers

You will be aware that the NPCC has been leading the design of police pay reform, implementation for which is now due to begin from spring 2021, to ensure that forces can manage immediate requirements of a growth in their workforce ahead of implementing pay reform proposals. We have asked for their revised proposals to be set out in their evidence submission to the review body. I would welcome your observations on these proposals which will cover the impact of pay reform, consideration of proposed salaries, an assessment of level of force maturity to meet the requirements of proposed assessment points to determine officer pay.

The NPCC also intends to set out a proposed timetable for regulatory implementation taking account of requirements for consultation with interested parties.

The Government must balance the need to ensure fair pay for public sector workers with protecting funding for frontline services and ensuring affordability for taxpayers. We must ensure that the affordability of a pay award is taken into consideration to ensure that police forces are able to maximise the additional officers that they can recruit.

As in previous years, in considering the appropriate level of pay for police officers I would also ask you to have regard to the standing terms of reference for the PRRB and to consider each matter for recommendation in the context of future reform plans. I request the report by 30 April 2020.

Thank you for your hard work in this important area and I look forward to receiving your recommendation and observations.

Yours sincerely,



Rt Hon Priti Patel MP

Appendix C: PFNI Student Officer Survey – Results

	Yes	No
Were you working on a full time basis before joining the PSNI as a Student Officer?	84%	16%
Gender - Male	86%	14%
<i>Female</i>	78%	23%
Age - 21 and under	55%	45%
<i>22 to 39</i>	87%	13%
<i>40+</i>	100%	0%
Religion - Protestant	82%	18%
<i>Catholic</i>	88%	13%
<i>Other or none</i>	86%	15%

	Increased	Remained the same	Decreased
Comparing the salary you receive now as a PSNI Student Officer, with your previous salary, has your income increased, decreased or remained the same?	25%	15%	60%
Gender - Male	23%	15%	62%
<i>Female</i>	32%	16%	52%
Age - 29 and under	32%	15%	53%
<i>30 to 39</i>	15%	15%	70%
<i>40+</i>	0%	0%	100%
Religion - Protestant	39%		61%
<i>Catholic</i>	39%		61%
<i>Other or none</i>	43%		57%

	Less than £1,999	£2,000 - £3,999	£4,000 +
You stated that your income had decreased since becoming a PSNI Student Officer, approximately what value of reduction have you experienced?	21%	26%	53%
Gender - Male	44%		56%
<i>Female</i>	63%		38%
Age - 29 and under	24%	29%	47%
<i>30+</i>	20%	17%	63%
Religion - Protestant	47%		53%
<i>Catholic</i>	41%		59%
<i>Other or none</i>	52%		48%

	Very/ dissatisfied	Neither	Very/ satisfied
How satisfied are you with the value of the salary you receive as a PSNI Student Officer?	47%	30%	23%
Gender - Male	48%	30%	23%
<i>Female</i>	45%	30%	25%
Age - 29 and under	43%	30%	27%
<i>30+</i>	59%	25%	16%
Religion - Protestant	45%	31%	24%
<i>Catholic</i>	50%	25%	25%
<i>Other or none</i>	49%	29%	22%

	Never	Rarely/ sometimes	Very often/ always
As a PSNI Student Officer, to what extent, if at all, have you relied upon credit to supplement your income?	33%	49%	18%
Gender - Male	32%	52%	17%
<i>Female</i>	40%	35%	25%
Age - 21 and under	35%	40%	25%
<i>22 to 29</i>	36%	44%	19%
<i>30+</i>	24%	61%	14%
Religion - Protestant	37%	28%	29%
<i>Catholic</i>	28%	41%	31%
<i>Other or none</i>	29%	55%	16%

	Strongly/ disagree	Neither	Strongly/ agree
My pay is adequate to provide the basic things in life...	22%	20%	58%
Gender - Male	23%	19%	58%
<i>Female</i>	20%	20%	60%
Age - 29 and under	17%	20%	63%
<i>30+</i>	35%	22%	43%
Religion - Protestant	25%	21%	55%
<i>Catholic</i>	19%	22%	59%
<i>Other or none</i>	20%	18%	62%

	Strongly/ disagree	Neither	Strongly/ agree
I get enough money to cover all my financial commitments...	31%	23%	46%
Gender - Male	29%	71%	
<i>Female</i>	38%	63%	
Age - 29 and under	27%	23%	51%
<i>30+</i>	45%	22%	33%
Religion - Protestant	27%	26%	47%
<i>Catholic</i>	44%	22%	34%
<i>Other or none</i>	31%	18%	51%

	Strongly/ disagree	Neither	Strongly/ agree
I get enough money to live comfortably...	46%	26%	28%
Gender - Male	47%	26%	27%
<i>Female</i>	45%	23%	33%
Age - 29 and under	45%	22%	34%
<i>30+</i>	55%	33%	12%
Religion - Protestant	46%	24%	30%
<i>Catholic</i>	41%	34%	25%
<i>Other or none</i>	49%	24%	27%

	Strongly/ disagree	Neither	Strongly/ agree
I get enough money to save as well as to live comfortably...	74%	16%	10%
Gender - Male	72%	28%	
<i>Female</i>	78%	23%	
Age - 29 and under	71%	29%	
<i>30+</i>	84%	16%	
Religion - Protestant	74%	26%	
<i>Catholic</i>	69%	31%	
<i>Other or none</i>	76%	24%	

	Strongly/ disagree	Neither	Strongly/ agree
I get enough money to provide for myself and my family...	41%	36%	23%
Gender - Male	40%	39%	21%
<i>Female</i>	47%	25%	28%
Age - 21 and under	33%	33%	33%
<i>22 to 29</i>	41%	36%	22%
<i>30+</i>	25%	30%	45%
Religion - Protestant	39%	37%	25%
<i>Catholic</i>	40%	30%	30%
<i>Other or none</i>	47%	37%	16%

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