

POLICE FEDERATION FOR NORTHERN IRELAND



POLICE REMUNERATION REVIEW BODY SUBMISSION

MARCH 2023

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RECOMMENDATIONS

Based upon the evidence presented, and the prevailing economic, political and policing environment, the PFNI set out the following recommendations to the PRRB for the 2023/24 review of police pay, terms and conditions.

Recommendation 1

An uplift of 17% in the form of an equal percentage rise across all ranks, reflecting pay parity with England and Wales colleagues, with similar application to the Northern Ireland Transitional Allowance (NITA), Dog Handler's Allowance, and CRTP.

Recommendation 2

The introduction of Unsociable Hours Allowance and other associated allowances awarded to colleagues in England and Wales should CRTP be phased out.

Recommendation 3

An increase to On-Call Allowance of 5% and the payment to be reckonable for pensionable purposes to reflect the impact performing this duty and the adverse impact this continues to have on the work life balance of police officers.

Recommendation 4

An increase in annual leave entitlement. Given that there is currently no increase in entitlement after 20 years' service, consideration of an increase is requested to take cognisance of the fact that, due to recent changes to pensions, many police officers will in future be required to work significantly past the 30 years' service mark. For example, an 18-year-old joining the PSNI would have to work for 42 years to attain a full unreduced pension (or a minimum of 37 years for an actuarially reduced pension).

Recommendation 5

The increase in Maternity / Adoption pay for police officers from 18 weeks full pay to 26 weeks full pay in line with police officers in England and Wales.

Recommendation 6

The re-introduction of either overtime payments or a non-pensionable supplement for Inspecting Ranks, which takes into consideration the additional hours many are required to work in performing their duties.

1. INTRODUCTION

- 1.1. This is the ninth annual written report submitted by the Police Federation for Northern Ireland (PFNI) to the Police Remuneration Review Body (PRRB). It has been prepared as evidence for the 2023/24 review of the pay, terms and conditions of police officers serving within the Police Service of Northern Ireland (PSNI). The contents of this submission have been made with reference to the remit letter published by the Permanent Secretary, Richard Pengelly, dated 3rd February 2023 (See Appendix A) and the remit letter published by the Home Secretary, Suella Braverman KC MP, dated 29th November 2022. (See Appendix B).
- 1.2. The previous eight reports produced by the PFNI provide, in great detail, information on what we believe are the key issues within policing in Northern Ireland (NI) at the time. This report should be considered as supplementary to these details and does not seek to replicate the information previously provided nor the commentary, but rather provides an updated position on these key issues.
- 1.3. Over the last nine years the PFNI have been explicit in our concerns relating to policing in NI and the problems and delays with the pay review process. The PFNI believe that policing is now at the crisis point we have been warning about for some years and that appropriate and tangible steps are now necessary to address the very real and valid concerns of serving officers and staff associations.
- 1.4. PSNI entered the current financial year with an estimated shortfall of £59 million which has worsened in-year by new and unforeseen additional pressures, such as the rising costs of fuel and utilities. In January 2023 the in-year pressures had increased to £90 million. There is a projected shortfall of £226 million in the draft 3-year budget. PSNI halted recruitment of student officers in October 2022 and by March 2023 it is anticipated the establishment will have fallen to 6,673 Police officers, a reduction of 309 officers.

2. THE POLICING ENVIRONMENT

- 2.1. As a core public service, it is not unexpected that policing is impacted by the wider political environment. However, national and local political events and decision making have, in recent years, caused much consternation within policing and have had direct and ongoing consequences for the pay, terms and conditions of serving police officers in the UK and NI. This section of our submission provides updated commentary on two key aspects of policing which are deeply impacted by political decision making, namely the pay review process and associated remit letters and the setting of the PSNI budget.

Pay Review Process

- 2.2. It is exasperating that nine years since the inception of a supposed evidence based, independent pay review process, the PFNI feel compelled to open each submission with comments on the process, rather than immediately addressing the evidence requirements for the coming review round. However, such is the level of disquiet about the workings of the police remuneration review process we are again forced to highlight our concerns regarding how this process is currently operating, both nationally and at local level.
- 2.3. This pay review process is the only process by which police officers' pay, terms and conditions are 'independently' considered and as such it forms a core component of the overall policing environment. The manner in which the pay review process has played out since 2014 has had the very real effect of damaging morale and motivation within policing, as well as confidence in the very system officers rely upon to fairly and independently assess their pay, terms and conditions.
- 2.4. The failings of the pay review process between 2014 and 2022 have been outlined in our previous submissions, and as the aim here is to update rather than repeat the concerns from previous years, this commentary will focus on the impact of the most recent pay review round. However, this should not lessen the cumulative effect of a system which over nine consecutive years appears to the remit group, to lack independence and impartiality.
- 2.5. The problems with the police pay review process were particularly evident during the 2022/23 review round when the PRRB were once again prevented from operating as an independent body. The restrictions placed on the process in 2022/23 highlighted for many the futility of a process which is only enabled to perform its independent function when it is politically expedient to do so. Far from the outcomes of a process which evidence the need for a fair and warranted pay award, the 2022/23 review of police pay provided little else than disappointment, frustration, anger and disillusionment amongst our members. This was compounded by the lengths our officers went to during the past years to protect life, whilst risking their own, against the backdrop of a

deadly virus, while other key public services were publicly thanked and received a special recognition payment.

- 2.6. We re-state the following every year and whilst the significance of the point never dwindles, it appears as though the importance of the point is not fully recognised or is falling on deaf ears. Police officers, unlike other public sector workers, are unable to join a union or take industrial action, and therefore see a greater need than other public sector groups to ensure that deliberations on issues directly affecting them are impartial, balanced and unprejudiced. This is fundamental to the operation of this pay review process and must be upheld at every challenge.
- 2.7. The PFNI can see the merit in a pay review process which enables all key policing stakeholders the opportunity to engage equally and directly with the process through the provision of robust evidence. However, the persistent shortcomings of this system have eroded trust in this process to such a point that the PFNI have taken the decision to submit a significantly reduced written submission and join our England and Wales colleagues in requesting a new approach to police officer pay that is meaningful and eradicates bureaucracy. Alternatively, PFNI would much rather discuss pay and conditions directly with PSNI and Government and have the option to explore mediation and/or binding arbitration.
- 2.8. Despite the PRRB report being sent to the Justice Minister in June 2022, the contents and specific detail were withheld from both PSNI and PFNI until the new pay round was initiated in December 2022. PFNI highlighted the perversity of this to the Justice Minister in September 2022 and a request for sight of the report was also made directly to PRRB. It is evident to PFNI that PRRB have seemingly have no control over their own report.
- 2.9. At a local level, the pay review process in NI continues to suffer from a range of additional issues. During the cost-of-living crisis, some 5 months after our colleagues in England and Wales received their 2022 award, our officers were still waiting on specific confirmation of their pay award with no clarity on the implementation date. This was exacerbated by our Government Departments also withholding, by not authorising, police officer incremental pay progression for the second year.
- 2.10. PSNI mutual aid officers who attended Operation London Bridge in September 2022 still await the payment of their away from home overnight allowance and hardship allowance as per Recommendation 5 of the 2022 PRRB report.
- 2.11. The away from home overnight allowance in England and Wales is a standalone allowance and the qualifying criteria is not dependant on an officer being deployed on

mutual aid. We await clarity from DOJ/PSNI on the application of the allowance in PSNI in accordance with the principle of parity on pay and allowances with England and Wales.

2.12. In relation to pay parity PFNI agree with the PRRB definition - *‘we have defined pay parity in this report as meaning the same pay scales and allowances across the police forces in England, Wales and Northern Ireland, recognising the need for variation in allowances to reflect exceptional local conditions. This means that the NITA, which is unique to Northern Ireland, is the one allowance excluded from the parity principle’.*

2.13. The following information is provided as a summary of some of the issues which have arisen following recommendations made by the PRRB relating to issues of pay for police officers in NI over the last number of years:

Year	PRRB Recommendation	NI Outcome	Delay
2019/20	A consolidated increase of 2.5% to all police officer pay points for all ranks – from September 2019	Delayed until February 2020	6 months
	An increase of 2.5% in the current level of the NITA – from September 2019	Delayed until February 2020	6 months
	Dog Handlers Allowance should increase by 2.5% - from September 2019	Delayed until February 2020	6 months
2020/21	Removal of the lowest point on the Sergeants’ pay scale – from September 2020	Delayed until January 2022	17 months
	A consolidated increase of 2.5% to all police officer pay points for all ranks – from September 2020	Delayed until December 2020	4 months
	An increase of 2.5% in the current level of NITA – from September 2020	Delayed until December 2020	4 months
	Dog Handlers Allowance should increase by 2.5% - from September 2020	Delayed until December 2020	4 months
2021/22	Pay point 0 of the Constable pay scale is uplifted by £250 – from September 2021	Delayed until March 2022	7 months
	A 1% increase in the NITA for all police officers – from September 2021	Delayed until March 2022	7 months
2022/23	A consolidated increase of £1,900 to all police officer pay points for all ranks.	Delayed until February 2023	6 months
	A 5% increase has also been applied to the NI Transitional Allowance.	Delayed until February 2023	6 months

	A 5% increase to Dog Handler's Allowance	Delayed until February 2023	6 months
	Contractual, incremental payments - from September 2021	Delayed until March 2022	7 months
	Contractual, incremental payments - from September 2022	Delayed until February 2023	6 months

- 2.14. When presented in summary, the scale and frequency of the issue becomes clear, whilst also highlighting that the problem has been progressively deteriorating each year. If these issues were occurring in relation to the pay of police officers in England and Wales there would rightly be uproar, however it appears that police officers in NI are simply supposed to show patience.
- 2.15. Unfathomably this situation worsened during the 2022/23 review round as in addition to the recurring delays in implementing PRRB recommendations, for the second year additional delays have emerged in the provision of contractual, incremental payments to officers who attain to the next point on their respective pay scale. This problem has been occurring since September 2021 and impacts an increasing number of officers each day. Data provided by the PSNI identifies that 993 officers were affected by this delay.¹
- 2.16. The PRRB position on these delays has been clear. In the eighth PRRB report on Northern Ireland PRRB state *"We were disappointed and concerned by delays during 2021/22 in the implementation of our recommendations and in paying annual increments to police officers in Northern Ireland."* In addition, PRRB state *"We expect prompt payment in 2022/23 of the pay award and annual increments for police officers. We seek an update next year on whether timely payment has been achieved."* PFNI believe that our Government do not believe our officers have a contractual entitlement to incremental pay progression. Unlike our colleagues in England and Wales, there is nothing specific in our Regulations and associated Determinations that specifies that increments are paid annually. In view of the clear pay parity position, PFNI would seek the support of PRRB in having a Determination added to the PSNI Regulations that pay increments are payable annually. This would align the PSNI Determinations with Annex F of the England and Wales Police Regulations 2003. This can seemingly be progressed in the absence of a functioning devolved Government as the Department of Justice officials are currently adding a new Determination Annex in respect of the Mutual Aid matters recommended by PRRB in last years report.

¹ PSNI Central Pay Branch internal communication, unpublished

- 2.17. This has, as one would expect, caused a huge level of anger amongst our members. Results from PSNI's December 2022 Local Policing Survey on Engagement, Welfare and Wellbeing had a response rate of 46% which is very high and demonstrates the concern felt by officers. The survey identified the following interim high-level findings: 95% of respondents indicated they were either very concerned or fairly concerned by the cost-of-living crisis. 86% were concerned about vehicle fuel costs, 82% were concerned with household bills and 61% were concerned with covering mortgage/rent payments.²

In ten years, according to PSNI figures gleaned under a Freedom of Information request, 199 probationers walked away from their police careers during their probationary period. In 2021/22 alone, the figure was 49 resignations – one of the highest ever yearly totals. The exodus has a huge cost burden for the organisation. In the case of the 199 who left, it meant almost £4.5 million spent on training was money down the drain.

Although 174 officers who left during their probationary period from 2015 until July 2022 said their resignations were 'at their own request', there's little doubt that making ends meet was a significant factor. Anecdotally, they left for other employment where the financial rewards are greater, and the daily pressures are considerably less.

A sample of officer testimony:³

"We are overworked, exhausted, undervalued."

"The fear of being a single parent and not being financially resilient, causes many a sleepless night."

"Balancing the books is a challenge. I do worry about my family and how we're going to get through all of this."

"I see my fellow officers fret, taking out IVAs (Individual Voluntary Arrangements), pleading for loans from the credit union and consuming a poor diet that they can just afford."

² PSNI Local Policing Survey December 2022, unpublished

³ Police Beat Special Edition- Cost of Living Crisis (PFNI Publication)

“With lack of any meaningful pay rises, poor salary against the cost of living and the serious reductions in opportunities for overtime, I have had to take on a second job as a delivery driver. This ultimately means I work a minimum 6-day week just to ensure there is enough coming in each month to support my family.”

- 2.18. PFNI wish to put on record our dismay, anger and disillusionment with the current pay process. Regrettably many of our members have stopped expecting any tangible recognition from our Government Departments for their unique role and responsibilities, the very real threat to their personal safety and the draconian restrictions placed on their private and professional lives. Our officers also look right across the public sector and see their counterparts in the fire service, health and education sectors taking industrial action and achieving better pay awards. It leads them to perceive and feel that police officers are not properly valued for the unique role they commit to for society and are being treated with disdain.

The Remit

- 2.19. The PFNI view the annual remit letter as the starting point of each annual review round. In February 2023 this letter was written by the Permanent Secretary Richard Pengelly in the absence of a Justice Minister. This followed pre-consultation with relevant policing stakeholders in NI, outlining the key points to be addressed within the upcoming review round. It is our position that this letter sets the parameters within which the review body are to operate each year; notwithstanding the wider PRRB Terms of Reference. The Anti-social Behaviour, Crime and Policing Act 2014 is clear that *“The Police Remuneration Review Body may include in a report under this section any recommendations it considers appropriate arising out of matters referred to it under this section (whether or not it is required to do so by a direction under subsection (5)).”*
- 2.20. The PFNI have previously submitted the six recommendations in this submission for consideration under Section 64(B). PFNI submitted six matters to be considered for inclusion in the remit letter. PFNI have not, to date, had an explanation why five of the matters submitted were not included in the remit letter.
- 2.21. In the 8th report on NI the PRRB state *“we are disappointed and concerned by delays during 2021/22 in the implementation of our recommendations and in paying annual increments to police officers in Northern Ireland”.*
- 2.22. PRRB further state *“The delay in the payment of salary increments in 2021/22 for police officers should not be repeated. It is poor practice, affects officers in practical ways, and damages their morale. We call for the relevant parties to work together to put effective measures in place that will avoid this happening again”.*

- 2.23. PRRB lastly state *“We expect prompt payment in 2022/23 of the pay award and annual increments for police officers. We seek an update next year on whether timely payment has been achieved”*.
- 2.24. Unfortunately, delays with the main pay award and incremental pay were again experienced by officers in the midst of a cost-of-living crisis. Payment was delayed until late February 2023.
- 2.25. The 2023/24 NI remit letter was published on the 3rd of February 2023, nine weeks after the publication of the remit letter for England and Wales. Following the annual call for input into the NI remit letter, the Permanent Secretary has requested that the following matters are considered as part of the 2022/23 pay review round:
- How to apply the pay award for 2023/24 for police officers in the PSNI.
 - Consideration of the regular elements of the Northern Ireland Transitional Allowance (NITA) and the Dog Handlers Allowance.
- 2.26. The Permanent Secretary Richard Pengelly has confirmed *“The current position of the Department of Justice in Northern Ireland is to support the principle of broad alignment on police pay between the different jurisdictions”* ⁴ The PFNI position on this has not altered since our last submission and despite the potential implications for pay parity arising from the introduction of pay reform in England and Wales, no further commentary is provided owing to a lack of any dialogue or direction on pay reform from within the PSNI.
- 2.27. In a statement made in Parliament on 24th November 2022, Secretary of State Chris Heaton-Harris outlined the following:
- “In the absence of a Northern Ireland Executive and Northern Ireland Assembly there has been no Executive Budget set for the financial year 2022/23. Departments therefore have not had clear totals against which to manage their finances. Not only did the former Executive fail to agree a Budget, but the Ministers who remained in their posts during the 6 months from May to October 2022, left Northern Ireland’s public finances with a black hole of some £660m.*
- In the meantime, I recognise that the people of Northern Ireland must be protected in future by bringing the public finances under control today. Difficult choices cannot be deferred any longer without continuing the lamentable trend of storing up ever deeper*

⁴ Permanent Secretary for Northern Ireland Richard Pengelly, PRRB remit for 2023/24

trouble. I am therefore setting a Northern Ireland Budget for 2022/23 today. I will bring forward legislation for this Budget in a Budget Bill in due course”.⁵

- 2.28. As in previous rounds, the PFNI remain resolute in our opposition to the continued requirement for pay increases to be borne from within existing budgets. We have made reference to this issue in each of the last three pay review rounds, pointing to the deep-rooted unfairness and unsustainability of this position which we firmly believe acts as an immediate (and deliberate) impediment to the provision of fair and warranted pay for dedicated and hardworking police officers.

PSNI Budget

- 2.29. There remains no clarity on the likely police budget for next year. Indicators to date are that the financial situation facing the Police Service will be bleak. The initial assessment against a flat budget gave rise to a funding gap of some £106m in 2023-24. Even if offset by the previously planned reductions outlined in the current Resource Plan (including reduced recruitment), this still leaves a residual funding gap of £50m to be addressed.⁶
- 2.30. PSNI have since been asked by the Department of Justice to model the impact of further cuts of both 10% and 15% - or over £70m and £100m in additional cuts. Based on the closing allocation for non-ringfenced resource DEL at March 2022 of £781m, this would result in cuts to the budget of between £176m (23%) and £206m (26%).⁷
- 2.31. The stark reality is that the police budget is at breaking point and not in a position to deliver the scale of cuts being modelled in the time available. This could mean up to 1,000 fewer Police officers over the next three years, taking officer headcount closer to 6,000 than the 7,500 commitment made in the New Decade New Approach Agreement, and indeed, the Patten Commission.⁸

⁵ Secretary of State, Chris Heaton-Harris, Statement 24th November 2022
Written statements - Written questions, answers and statements - UK Parliament

⁶ PSNI Internal Briefing - Our People and Budget Outlook, unpublished

⁷ PSNI Internal Briefing, 'Our People and Budget Outlook', unpublished

⁸ PSNI Internal Briefing, 'Our People and Budget Outlook', unpublished

- 2.32. In 1999 The Patten Commission stated the following *“Provided the peace process does not collapse and the security situation does not deteriorate significantly from the situation pertaining at present, the approximate size of the police service over the next ten years should be 7,500 full time officers”*.⁹ In 2001 the population of Northern Ireland was 1.6 million however that has since grown to a population of 1.9 million in March 2021. This increase of 300,000 must be reflected in the future numbers of police officers.¹⁰ Therefore, the number of police officers should be closer to 8,600 rather than 7,500 as we have yet to achieve a peaceful society.
- 2.33. Without significant budgetary investment, it seems almost inevitable that PSNI will be faced with a shrinking Service in the year ahead with stark choices about prioritising remaining resources. This will impact across every aspect of the Service and although PSNI will endeavour to do all they can by way of mitigation, the community will feel the difference. Without mitigation, it will almost certainly mean a smaller, less visible, accessible and responsive Police Service.¹¹

3. ECONOMIC ANALYSIS

The Cost-of-Living Crisis

- 3.1. In the short to medium term the most pressing economic issue facing households across the UK is the current ‘cost-of-living crisis’ and the impact on everyday spending, the value of take-home pay and disposable income. Police officers are not immune from the financial pressures of energy, food, transport rates and mortgage/rent payments.

⁹ The Patten Report on Policing, Summary of Recommendations

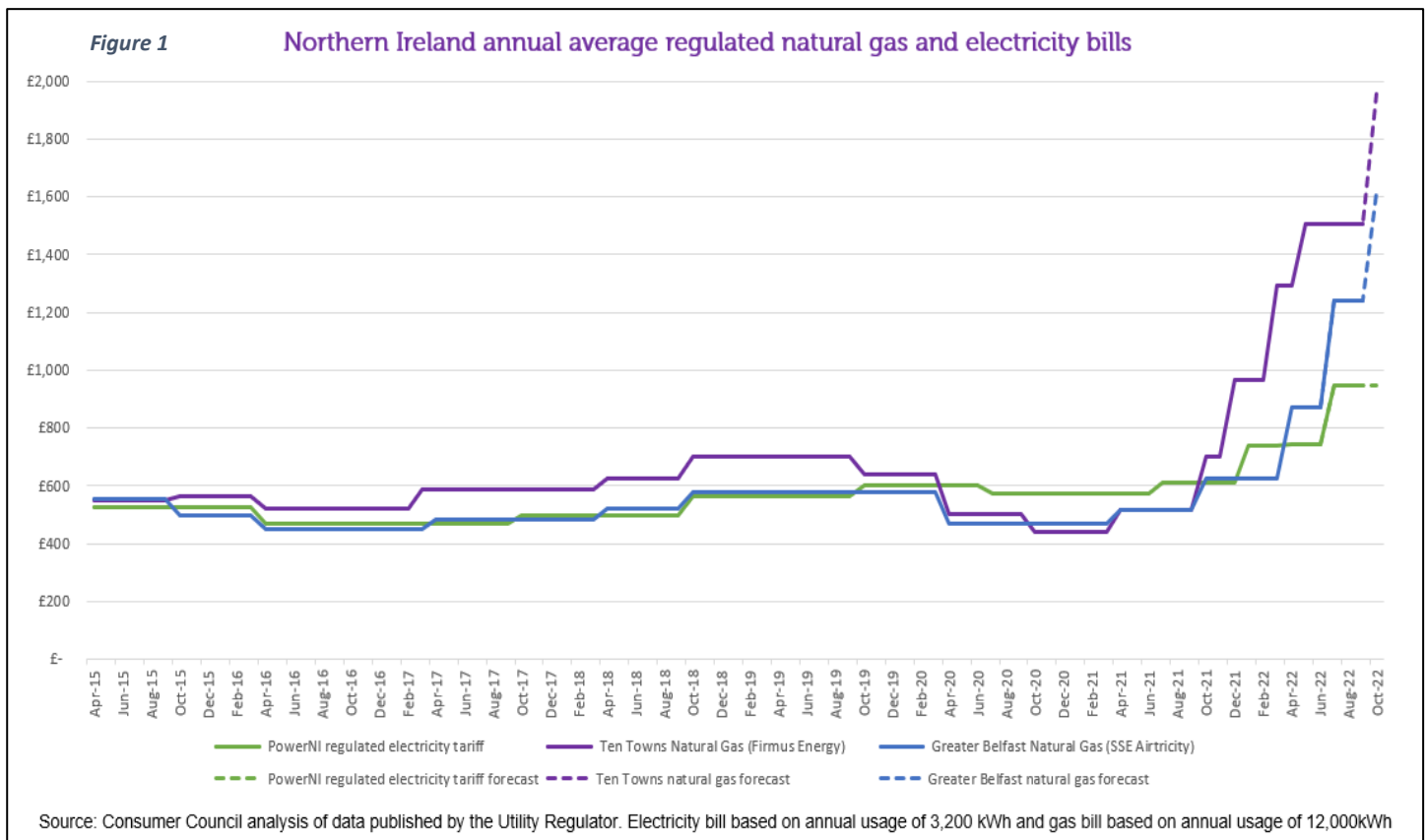
CAIN: The Patten Report on Policing: Summary of Recommendations, 9 September 1999 (ulster.ac.uk)

¹⁰ NISRA Census reports 2001 and 2021

2001-census-results-population-report-tables.pdf (nisra.gov.uk) Census 2021 Population and household estimates for Northern Ireland Statistical bulletin (nisra.gov.uk)

¹¹ PSNI Internal Briefing, ‘Our People and Budget Outlook’, unpublished

- 3.2. In 2021, eighteen separate price increases in electricity and seven separate price increases in gas were announced in Northern Ireland. The average annual electricity bill from the regulated supplier was 66% higher in July 2022 when compared to January 2021. There have been a further five price increases in electricity and six price increases in gas in the first six months of 2022. (See figure 1)
- 3.3. In July 2022, the cost of home heating oil was on average 113% higher than a year ago and nearly double the ten-year average price. The situation is even more stark for gas consumers with the average annual regulated supplier gas bill in Greater Belfast increasing by 165% between January 2021 and July 2022. (See figure 1)¹²



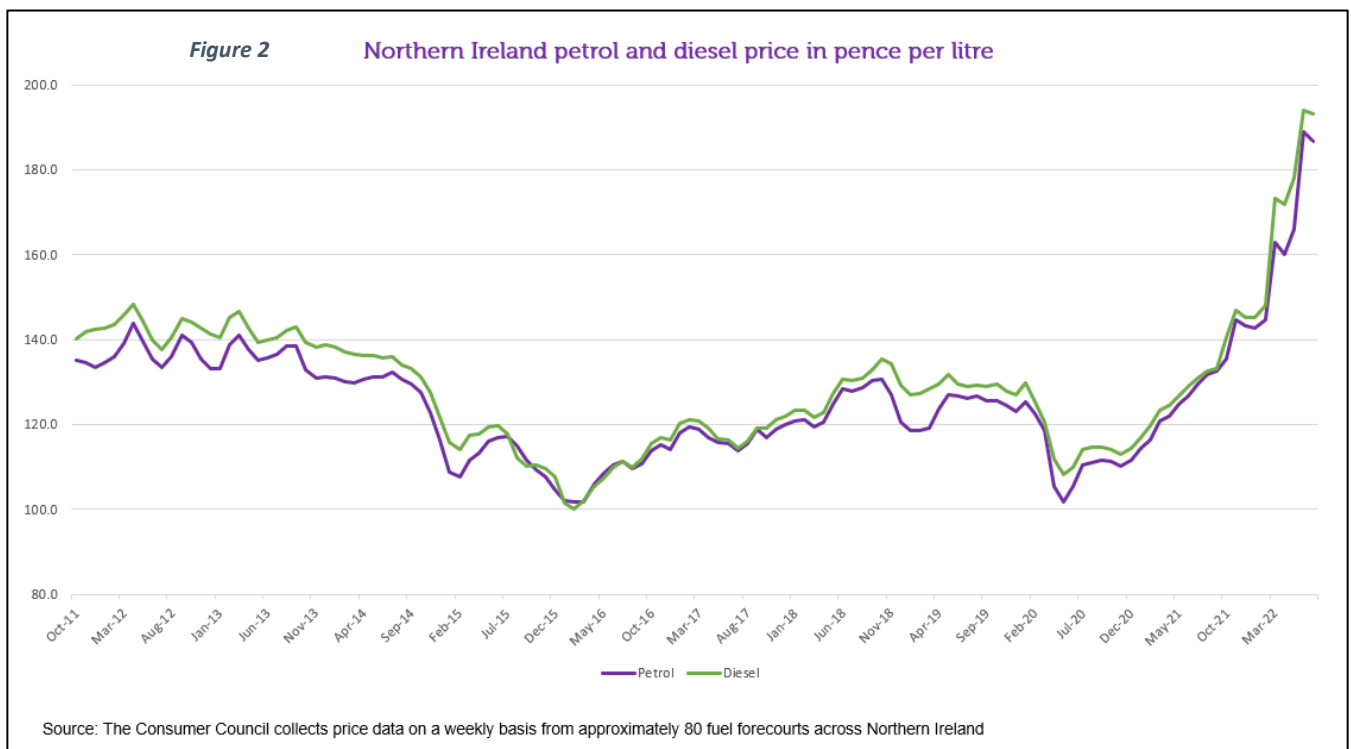
- 3.4. According to recent data from the Office for National Statistics (ONS) Annual CPI inflation rate in July 2022, the largest contributing factor to the change in Consumer

¹² Consumer Council, Sharon Doherty, 1st September 2022

Northern Ireland's poorest households left with only £29 per week during cost-of-living crisis | Consumer Council

Price Index inflation rate is the cost of food. The rising cost of energy has increased food production and distribution costs, which has in turn increased the end price of goods purchased by consumers.

- 3.5. Petrol and diesel costs have risen exponentially in Northern Ireland, as detailed in figure 2. Due to the unique policing environment in Northern Ireland and the poor public transport provision police officers will almost exclusively use their private motor vehicles for transport to and from work.



- 3.6. The head of the Bank of England Andrew Bailey has warned that there is “no easy way out” of the UK’s cost of living crisis and further interest rate rises to combat inflation may be needed. Mr Bailey addressed concerns about the Bank of England’s ten consecutive Base Rate increases in the past year, as the central bank tries to slow the

rate of inflation in the UK.¹³ Now sitting at 4%, the base rate is the amount at which the central bank charges financial institutions for borrowing.¹⁴

Having recently hit its highest rate in 14 years, the latest Consumer Price Index (CPI) rate of inflation for January 2023 dipped slightly to 10.1 percent.

- 3.7. Domestic rate increase has varied between councils for the financial year 2022/23. The highest increase was 3.9% and the lowest 1.9% giving an average of 2.9%.¹⁵

In the absence of a Stormont Executive, Chris Heaton-Harris has set the rate under powers given to the Secretary of State under the recently passed NI (Executive Formation) Act. As such, Northern Ireland's domestic regional rate has been increased by 6% for 2023/24.¹⁶

- 3.8. The Bank of England have increased interest rates ten times since December 2021 from 0.1% to the current level of 4%, with further rises expected, with the Head of the Bank of England Andrew Bailey adding that raising rates higher may be "appropriate" to control inflation.¹⁷ It is estimated that as much as a third of NI mortgage holders have variable rates or tracker mortgages (around 85,000 households). Dr Esmond Birnie, Ulster University economist stated in September 2022 that the hike in rates mean home loans are around £190 more expensive per month compared to the start of 2022.¹⁸

¹³ Express, Patrick O'Donnell, 1st March 2023, Bank of England Interest rate Inflation
<https://www.express.co.uk/finance/personalfinance/1740865/bank-of-england-interest-rate-inflation-andrew-bailey>

¹⁴ Bank of England Monetary Policy Summary, February 2023
<https://www.bankofengland.co.uk/monetary-policy-summary-and-minutes/2023/february-2023>

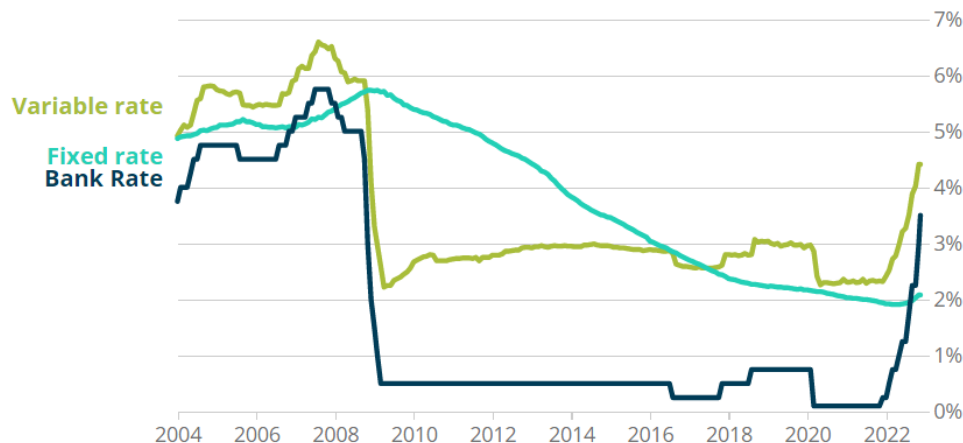
¹⁵ Belfast Telegraph, Andrew Madden, 17th February 2023
[Bigger rates bills on way for all Northern Ireland households | BelfastTelegraph.co.uk](https://www.belfasttelegraph.co.uk/news/ireland/bigger-rates-bills-on-way-for-all-northern-ireland-households-12371478.html)

¹⁶ NIO Press release, February 2023, NI Regional Rate
[Secretary of State for Northern Ireland sets the NI Regional Rate - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/secretary-of-state-for-northern-ireland-sets-the-ni-regional-rate)

¹⁷ BBC News, Vishala Sri-Pathma, Business reporter, 1st March 2023
<https://www.bbc.co.uk/news/business-64810682>

¹⁸ Belfast Telegraph, Margaret Canning, 22nd September 2022, New home loans in Northern Ireland now £190 dearer per month after interest rate hike
[Belfast Telegraph- Interest Rate Hike](https://www.belfasttelegraph.co.uk/news/ireland/new-home-loans-in-northern-ireland-now-190-dearer-per-month-after-interest-rate-hike-12371478.html)

Perhaps more worrying is that many fixed rate mortgages held are due for renewal. These mortgages were set at rates below 2%, which is going to cause great difficulty for some homeowners as explained by Dr Birnie, *‘‘At the start of 2022, typical mortgage rates were under 2.0%, which on a median priced home of £145,000 in Northern Ireland meant monthly repayments of approximately £480 per month, over a 30 year term. Fast forward to today and the median price is £155,000 with a typical mortgage rate of 4.0%, equivalent to £670 per month, a significantly higher £190 per month.’’* Figure 3 details this steep rise in interest rates in 2022.¹⁹



Source: Bank of England – Effective interest rates and official Bank Rate

Figure 3

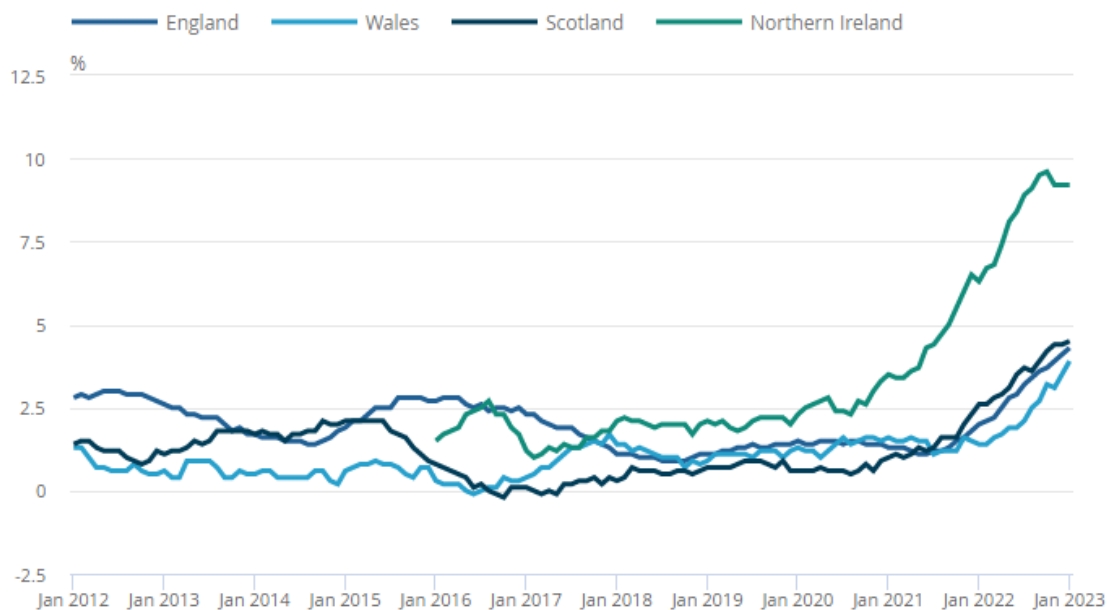
- 3.9. The annual UK private rental percentage change for Northern Ireland in January 2022 was 9.2%. Northern Ireland data has been carried forward since November 2022. Northern Ireland data will be updated in the Index of Private Housing Rental Prices, UK bulletin to be published on 22 March 2023. This was higher than the other countries of the UK. In England, private rental prices increased by 4.3% in the 12 months to January 2023. Private rental prices in Wales increased by 3.9% in the 12 months to January 2023. Private rental prices in Scotland increased by 4.5% in the 12 months to January 2023. See figure 4.²⁰

¹⁹ Office for National Statistics, Effective interest rates and official Bank Rate
<https://www.ons.gov.uk/visualisations/dvc2362/figure3/index.html>

²⁰ Office for National Statistics [Index of Private Housing Rental Prices, UK - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/housing/rental/index)

**Index of Private Housing Rental Prices percentage change over 12 months
for countries of the UK, January 2012 to January 2023**

Figure 4



3.10. The Consumer Prices Index (CPI) rose by 10.1% in the 12 months to January 2023, down from 10.5% in December 2022 and from a peak of 11.1% in October 2022. See figures 5-7.²¹

- The Consumer Prices Index including owner occupiers' housing costs (CPIH) rose by 8.8% in the 12 months to January 2023, down from 9.2% in December 2022.
- The largest upward contributions to the annual CPIH inflation rate came from housing and household services (mainly from electricity, gas, and other fuels), and food and non-alcoholic beverages.
- The Consumer Prices Index (CPI) rose by 10.1% in the 12 months to January 2023, down from 10.5% in December 2022.
- The largest downward contribution to the change in both the CPIH and CPI annual inflation rates between December 2022 and January 2023 came from transport (particularly passenger transport and motor fuels), and restaurants and hotels, with

²¹ Office for National Statistics [Consumer price inflation, UK - Office for National Statistics](https://www.ons.gov.uk/inflation/datasets/consumer-price-inflation-uk)

rising prices in alcoholic beverages and tobacco making the largest partially offsetting upward contribution to the change.

Figure 5 **CPI annual and monthly inflation rates by division**
UK, January 2022, December 2022, and January 2023

	CPI 12-month rate		CPI 1-month rate	
	December 2022	January 2023	January 2022	January 2023
CPI All items	10.5	10.1	-0.1	-0.6
Food and non-alcoholic beverages	16.8	16.7	0.7	0.6
Alcohol and tobacco	3.7	5.1	1.3	2.7
Clothing and footwear	6.5	6.2	-2.9	-3.2
Housing and household services	26.6	26.7	0.3	0.5
Furniture and household goods	9.8	9.2	-0.6	-1.1
Health	5.1	6.3	0.6	1.7
Transport	6.5	3.1	-0.4	-3.6
Communication	2.0	2.4	0.1	0.5
Recreation and culture	4.9	5.0	-0.2	-0.1
Education	3.2	3.2	0.0	0.0
Restaurants and hotels	11.3	10.8	-0.4	-0.9
Miscellaneous goods and services	5.4	5.8	0.2	0.7
All goods	13.4	13.3	-0.1	-0.3
All services	6.8	6.0	-0.1	-0.9
CPI exc food, energy, alcohol and tobacco (core CPI)	6.3	5.8	-0.4	-0.9

Source: Office for National Statistics – Consumer price inflation

Figure 6 Contributions to the CPIH annual rate from 3 of the 12 divisions largest since start of National Statistics series in 2006

Contributions to the annual CPIH inflation rate, UK, January 2021 to January 2023

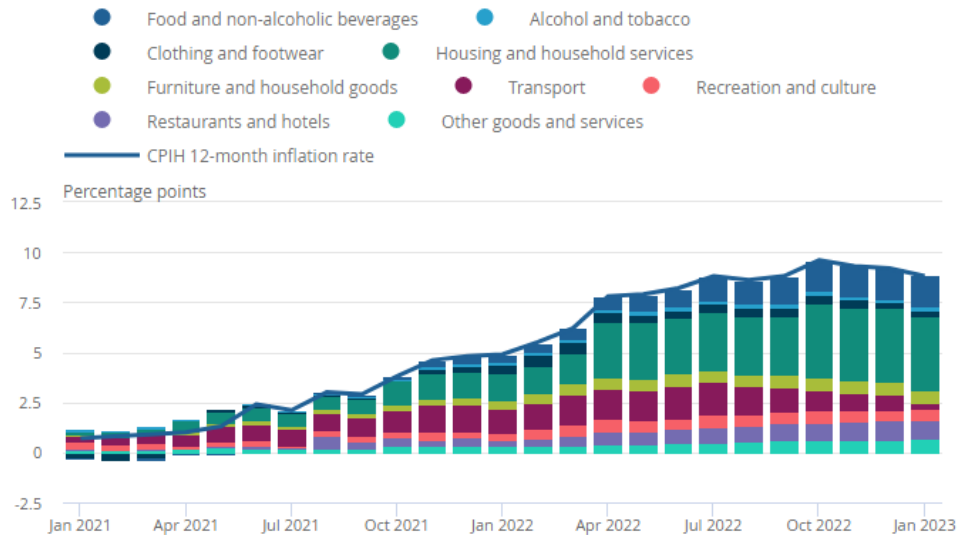
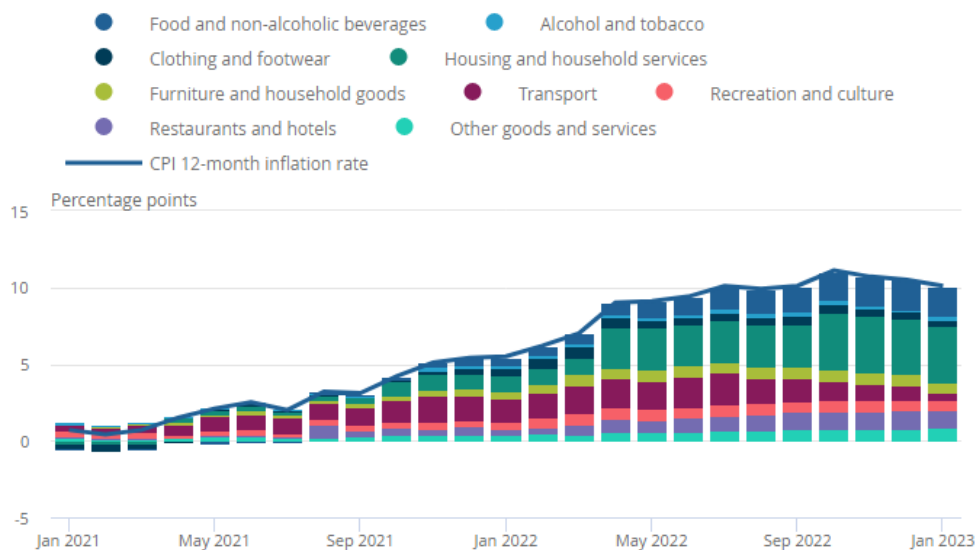


Figure 7 Largest contributions to CPI inflation rate from housing and household services, and food and non-alcoholic beverages

Contributions to the annual CPI inflation rate, UK, January 2021 to January 2023



Police Pay

- 3.11. To fully contextualise the evidence regarding police pay, it is important to remember that police officers in NI are currently dealing with the ramifications of the sixth consecutive delay in the implementation of recommendations made as part of the pay review process, as well as significant delays in the implementation of contractual, incremental payments. Evidence has already been presented regarding the impact of these delays on morale within the PSNI and the real-life implications of such appalling disregard for the personal finances of serving police officers, at a time when people are rightly worried about the cost of living. This continues to be a major concern for the PFNI and a very real source of anger and disillusionment amongst our members.
- 3.12. Debates and discussions regarding police pay have become increasingly fractious over the last number of years. It is no secret, and indeed the PFNI see no benefit in providing additional 'evidence' to highlight what is readily acknowledged and accepted, that the value of police pay has been continuously eroded since 2011, as a result of three pay freezes, five 1% pay caps and continued 'pay restraint'. Regardless of the favoured measure of inflation used, there is simply no disputing the fact that police pay has been substantially cut, in real terms, over the last ten years. This is, unsurprisingly, a major component of the 'perfect storm' the PFNI have so frequently referenced.
- 3.13. Police officers have suffered a real term pay cut of 28.7% at the lowest end of the pay scale over the last decade. They have withstood two pay freezes since 2010 and presently are battling an excruciating rise in the cost of living while they put their lives on the line 24/7, 365 days a year and protect the public, as no one else does.
- 3.14. Recent independent research by Social Market Foundation (SMF) revealed real terms police pay has fallen almost 20% behind inflation between 2000 and 2022.²²

This makes the police an outlier among protective services workers; public sector workers; and all workers. The report found all these groups saw their pay rise in real terms over this period – by 1%, 14%, and 5% respectively.

Unsurprisingly, in these 22 years, the salaries of MPs rose from £48,371 to £84,144 and that of other public sector workers went up by between 1 and 14% in real terms.

The independent report exposes the decline in police pay, likely to be linked to the restrictions on police officers' right to strike, which puts them at a distinct disadvantage to all other workers including other emergency service workers.

²² ²² Social Market Foundation, Shreya Nanda, 9th March 2023

[Caught out: Trends in police pay in the UK - Social Market Foundation. \(smf.co.uk\)](https://www.smf.co.uk/publications/caught-out-trends-in-police-pay-in-the-uk)

The SMF report also demonstrated police constable starting salaries have lagged behind earnings as a whole across the economy by a considerable amount.

SMF's study has calculated that if these real-terms trends continued over the next five years, police pay would drop a further 4 per cent in real-terms by 2027, in stark comparison to private and public sector worker pay which is set to rise over the same period.

- Police officers' pay in the UK has declined by 17% in real terms since 2000.
- Police pay has risen at barely half the rate of an average UK employee across the same period.
- Police pay is an outlier amongst other protective services workers and the public sector, likely being negatively impacted due to police officer's inability to strike or have access to any form of industrial rights.
- Police pay fell by 17% in real terms between 2000 and 2022, while other comparator groups of protective services workers and public sector workers saw their pay rise by between 1-14 %.

Research has demonstrated a substantial degradation of police pay over the last decade and the recent Home Office suggestion of a 3.5% affordable increase against the rising cost of living is further evidence to the continued and wilful degradation to police pay, devaluing the unique and difficult work of police officers.²³

- 3.15. Given the recent growth in inflation, mounting evidence of increasing pay awards, the recent history of the police pay award and the subsequent degradation of the value of police pay, alongside the strength of evidence regarding the impact of issues of pay and remuneration on morale, motivation and organisational commitment, it is evident that the pay settlement provided to policing for the 2023/24 review round must exceed these levels. As such, the PFNI are strongly recommending that the PRRB propose a pay increase for PSNI officers which reflects the current value of inflation, as measured by the Consumer Price Index (CPI) plus an additional 1%. We are therefore seeking an uplift of 17% in the form of an equal percentage rise across all ranks, reflecting pay parity with England and Wales colleagues.

Police Allowances

- 3.16. Following a recommendation by the PRRB, an 'independent' review of PSNI allowances was carried out by an external consultancy between October and December 2021. This review considered the following five allowances: the Northern Ireland Transitional Allowance (NITA), the Competency Related Threshold Payment (CRTP), On-Call allowance, Dog Handlers' allowance and Motor Vehicle allowance.

- 3.17. The PFNI are of the view that PSNI officers' pay, terms and conditions are already considered as part of an independent review process, through which the Police Remuneration Review Body review evidence submitted and make informed recommendations based on such. The inclusion of a secondary 'review' by a consultancy body is perplexing. We believe that it is the role of the PRRB to gather evidence, review that evidence and come to informed decisions based on the evidence presented.
- 3.18. Nevertheless, the PFNI reluctantly participated in this 'review' in October 2021. During our sole engagement with the reviewer the PFNI were asked to provide clarity around the practicalities and purpose of each of the five allowances, rather than any attempt to understand the integral importance of each allowance to the officers in receipt, as well as to the service as a whole. For example, there was little in the way of discussion about the emotional value attached to the NITA, nor the historical importance of this payment as a vital recognition of the extraordinary environment in which police officers continue to operate, relative to their counterparts across the UK. The PFNI believe that it is difficult for bodies/groups who are not closely involved in policing, to truly appreciate the impact of having to check under your car each morning for a bomb, or to hide your occupation from family and friends. This is made even more difficult when there is no consideration given to, nor evidence sought about, such complex and unnatural actions.
- 3.19. PFNI note the contents of the PRRB Remit for 2023/24 from The Permanent Secretary Richard Pengelly 'I wish to advise that an independent Review of Allowances has now completed and is being progressed through final approvals. Evidence regarding the outcome of this review will be provided to the PRRB in the course of both written and oral evidence'.

Northern Ireland Transition Allowance (NITA)

- 3.20. The PFNI were pleased that the PRRB recommended an increase to the value of the Northern Ireland Transitional Allowance (NITA) in their eighth report on NI. This provided a signal to our members of the continued importance of the payment and a recognition of the difficult and unique circumstances under which policing in NI continues to operate.
- 3.21. On 22nd March 2022, the Secretary of State for Northern Ireland, Brandon Lewis announced that the Northern Ireland-related Terrorism threat level in Northern Ireland

was being lowered from 'Severe' to 'Substantial'. 'Substantial' means that a terrorist attack is likely and might well occur without further warning.²⁴

3.22. Recent events have demonstrated that violent dissident republicans still pose a deadly threat to PSNI officers as they provide a policing service to the community. This recent resurgence of Violent Dissident Republican activity adds an additional layer of worry and challenge to PSNI officers both on and off duty.

- On 17th November 2022 an attempted murder investigation was launched after a police patrol vehicle was damaged in a bomb attack in Strabane, County Tyrone. Police said a strong line of inquiry was that the New IRA was behind the attack.²⁵
- On 20 November 2022 a delivery driver was held at gunpoint by a number of men and forced to abandon his car outside Waterside police station in Londonderry. A suspicious device in the vehicle was later declared to be a viable device.²⁶
- On 18 February 2023 PSNI officers attended the scene of a security alert in the Corrody Road area of Derry after a 'suspect device' found was confirmed to be dangerous. Police and Ammunition Technical Officers attended the scene and declared the object a 'viable device' which was taken away for further examination. Derry City and Strabane Area Commander, Chief Superintendent Nigel Goddard said: "This explosive device was recklessly left in a public area, just metres away from houses and a sports area where a number of children were playing football. The device is believed to be linked to a report of an attempted hijacking in the nearby Hollymount Park estate at approximately 9.35pm on Friday night."²⁷
- On 22 February 2023 an attempt was made to murder senior police officer Detective Chief Inspector John Caldwell who was shot at a sports complex in Omagh, County Tyrone. He was off duty and was putting footballs into the boot of

²⁴ NIO Press release, 22nd March 2022, Threat Level Lowered

Northern Ireland-related Terrorism threat level lowered - GOV.UK (www.gov.uk)

²⁵ BBC News, 27th February 2023

Timeline of dissident republican activity - BBC News

²⁶ BBC News, 27th February 2023

Timeline of dissident republican activity - BBC News

²⁷ The Journal 13th March 2023

Police remain at the scene of explosive device found in Derry yesterday (thejournal.ie)

his car after coaching young people when two gunmen approached him and shot him several times.

The New IRA later claimed responsibility in a typed statement which appeared in Londonderry on Sunday 26 February. In a worrying development, on Monday 6th March PSNI officers were made aware that in the last 24 hours, a media outlet has been contacted by a group calling themselves Arm na Poblachta and claiming that:

“We are now looking at the families of PSNI officers as legitimate targets, the PSNI have targeted republican sympathisers, and now republicans will target the families of PSNI officers.”²⁸

This has caused increased worry and anxiety to officers who are greatly concerned for the safety and security of their families. Assistant Chief Constable Robert Singleton has on record added that in his opinion the threat to PSNI officers is ‘real and immediate’.²⁹

3.23. The Police Recorded Security Situation Statistics 1 March 2022 to 28 February 2023 show the following incidents took place:³⁰

- there was one security related death, the same number as during the previous 12 months.
- there were 6 bombing incidents, compared to 4 during the previous 12 months and 36 shooting incidents, compared to 20. There were 7 shooting incidents during February 2023, the greatest number in a month since February 2021.
- there were 27 casualties of paramilitary style assaults, compared to 36 in the previous 12 months. Belfast and Ards and North Down experienced the greatest number of assaults (8 in each District). All 27 casualties were aged 18 years or older.
- there were 10 casualties of paramilitary style shootings compared to 11 during the previous 12 months. All 10 casualties were aged 18 years or older.
- there were 116 security related arrests under Section 41 of the Terrorism Act 2000, compared to 123 during the previous 12 months.
- 14 persons were subsequently charged, compared to 18 during the previous 12 months.

²⁸ BBC News, 27th February 2023- [Timeline of dissident republican activity - BBC News](#)

²⁹ Assistant Chief Constable warns threat to PSNI officers is ‘real and immediate’ | BelfastTelegraph.co.uk

³⁰ Police Recorded Security Situation Statistics 1 March 2022 to 28 February 2023

<https://www.psnipolice.uk/sites/default/files/2023-03/Security%20Situation%20Statistics%20to%20February%202023.pdf>

- 3.24. As with our previous submissions, it is our position that the Northern Ireland Transitional Allowance (NITA), as a fundamental element of the reward package provided to police officers in NI and paid in recognition of the extraordinary circumstances in which police officers continue to serve here, should continue to be uplifted in line with the pay award.

Dog Handlers' Allowance

- 3.25. The value of the Dog Handlers' Allowance has historically been uprated in line with the pay award, meaning that it has been subject to the same decade long period of restraint as pay, thus reducing its value overtime. It has been, and remains, our position that such is the importance of this payment that it should be protected from inflationary pressures to ensure its value is not eroded to such a point whereby the cost of keeping and caring for a police dog becomes financially burdensome. This is particularly important in the current economic climate, where the cost of living has increased substantially, as previously evidenced.
- 3.26. The only alternative solution to the payment of the Dog Handler's Allowance is for police dogs to be homed and cared for solely within police kennels. However, this has obvious negative cost implications as well as inevitably increasing the call out time for operations requiring a police dog.
- 3.27. It is therefore the recommendation of the PFNI that the historical link between the pay award and the Dog Handlers' Allowance is maintained, albeit with a provision for protection against the cost of living in circumstances where no pay award (or a pay award significantly below inflation) is recommended.

Competency Related Threshold Payment (CRTP)

- 3.28. In our eighth submission to the PRRB the PFNI clearly articulated our position on the Competency Related Threshold Payment (CRTP) which has been the subject of debate over the last number of pay review rounds. Our position on this payment remains in line with that provided in 2022/23, namely that whilst we oppose the removal of this important allowance, we reluctantly accept the position of the PRRB regarding the impact of retention on pay parity with England and Wales.
- 3.29. As such, and in keeping with the requirements of pay parity, the PFNI remain steadfast in our position that the removal of this allowance must therefore coincide with the *immediate* implementation of the appropriate replacement allowance, as available in England and Wales i.e., the Unsocial Hours Allowance. This will ensure the continuation of parity in pay and minimal detriment to the least number of officers within the PSNI.

This allowance would allow for payments to be made to officers, regardless of length of service, to compensate them for every full hour worked between the hours of 8pm and 6am. This allowance should be paid at an hourly rate of 10% of the member's hourly rate of pay. A fixed rate for a full-time officer working a standard shift system should also be implemented at the same rate as England and Wales.

3.30. The options for the removal of CRTP are as follows:

1. A phased removal of CRTP over two years, whilst remaining open to new applicants during this time. This would involve the reduction in the value of the allowance over a two-year period by approximately 33% each year. The scheme would remain open to new applicants and would be removed in its entirety by 1st September 2025.
2. A phased removal of CRTP over two years, however closed to new applicants during this time. This would involve a reduction in the allowance over two years as outlined above. The scheme would be closed to new applicants from 1st September 2023 and removed in its entirety by 1st September 2025.
3. Full removal of CRTP on 1st September 2024 with the appropriate replacement allowances implemented immediately from that date.

3.31. In the interests of fairness and ensuring the most equitable transition from the use of CRTP for our members, it is the PFNI's position that the replacement Unsocial Hours Allowance must be paid *immediately* to those officers to whom CRTP will not be open for application and phased in for those officers currently in receipt of CRTP, as that allowance is removed over a period of time. In reckoning any payment, the relevant date should be the date the PRRB recommendations are finally ratified in N Ireland.

3.32. The PFNI will not countenance any situation in which CRTP is removed from our members and the appropriate replacement allowance is not implemented.

Recommendation 1

An uplift of 17% in the form of an equal percentage rise across all ranks, reflecting pay parity with England and Wales colleagues, with similar application to the Northern Ireland Transitional Allowance (NITA), Dog Handler's Allowance, and CRTP.

Recommendation 2

Introduction of Unsociable Hours Allowance and other associated allowances awarded to colleagues in England and Wales should CRTP be phased out.

On Call

On call is a voluntary activity. There are no police regulations that require an officer to undertake on-call duties. On call is utilised by PSNI cover high risk areas of policing outside office hours. The current allowance does not fully reflect the restrictions placed on officers who perform this duty – restricted freedoms with the ability to respond to various high-risk issues. This may necessitate ensuring alternative caring arrangements are in place etc.

PFNI also ask that in line with the Police Superintendents' Association colleagues that the 24-hour on call rate be increased by 5% and that the payment becomes reckonable for pensionable purposes. PFNI note that in 2022 Police Scotland has this year negotiated an increase of 5% to the 24-hour rate and that the payment becomes reckonable for pensionable purposes.

Recommendation 3

An increase to On-Call Allowance of 5% and the payment to be reckonable for pensionable purposes to reflect the impact performing this duty and the adverse impact this continues to have on the work life balance of police officers.

Annual Leave

Recent changes to pensions have highlighted there is currently no increase in entitlement after 20 years' service. Many police officers will in future be required to work significantly past the 30 years' service mark.

Recommendation 4

An increase in annual leave entitlement. Given that there is currently no increase in entitlement after 20 years' service, consideration of an increase is requested to take cognisance of the fact that, due to recent changes to pensions, many police officers will in future be required to work significantly past the 30 years' service mark. For example, an 18-year-old joining the PSNI would have to work for 42 years to attain a full unreduced pension (or a minimum of 37 years for an actuarially reduced pension).

Maternity/Adoption pay

From 4 January 2021, police officers in England and Wales on maternity or adoption leave have been entitled to full pay for 26 weeks instead of 18. Police Federation England and Wales progressed these extra pay benefits through the Police Consultative Forum. However maternity and adoption pay for PSNI officers remains at 18 weeks. In recognition of pay and allowances parity, PFNI initially raised this as an issue in December 2020 however to date we have been unsuccessful in obtaining a similar increase for our officers.

Recommendation 5

The increase in Maternity / Adoption pay for police officers from 18 weeks full pay to 26 weeks full pay in line with police officers in England and Wales.

Inspecting Ranks

Long working hours have always been a feature of police work, creating growing concerns about the impact of excessive and unpredictable hours of work on the health of individual Inspectors. The impacts are the strains this can impose on family life and work-life balance, and the adverse effects this has on the efficiency and effectiveness of the Police Service. Police Inspecting ranks regularly contact PFNI seeking clarity on excess hours worked. Anecdotal evidence would demonstrate that police inspecting ranks regularly work in excess of their salaried hours and well over the 48 hours limit specified in the Working Time Regulations. Inspecting ranks who are 'on call' on a working day, if recalled to duty, do not receive any additional remuneration apart from the 'on call' allowance. A further measure of excessive hours is accrued hours ('time owed') which can be taken back as shorter days and/or re-rostered rest days. Currently in PSNI there are 93 Chief Inspectors with 800 days owing and 342 Inspectors with 2376 days owing.³¹

With effect from 28 April 2020 Annex H, England & Wales Police Regulations 2003 were amended so that inspectors and chief inspectors can carry over, for a further 12-month period, any rest days in lieu not taken due to exceptional circumstances, exigencies of duty or work demands. Currently PSNI Regulations, only allow inspectors to avail of days in lieu, for twelve months from the date they are earned. This puts our inspecting ranks at a detriment to their equivalent ranks, and we request that consideration be given to updating the PSNI regulations to provide parity with counterparts in England & Wales.

Recommendation 6

The re-introduction of either overtime payments or a non-pensionable supplement for Inspecting Ranks, which takes into consideration the additional hours many are required to work in performing their duties.

³¹ PSNI HR department data, unpublished

4. APPENDICIES

Appendix A – NI Remit Letter

**FROM THE PERMANENT SECRETARY
RICHARD PENGELLY CB**



Rm B5.10, Castle Buildings
Stormont Estate
BELFAST BT4 3SG
Tel: 028 9052 2992
email: richard.pengelly@justice-ni.gov.uk

Zoë Billingham
Chair
Police Remuneration Review Body
Office of Manpower Economics
3rd Floor, Windsor House
50 Victoria Street
LONDON
SW1H 0TL

3 February 2023

Dear Zoë

POLICE REMUNERATION REVIEW BODY REMIT FOR 2023/24

First, I would like to thank the Police Remuneration Review Body (PRRB) for the work undertaken in support of the 2022/23 pay process.

I can confirm that the requisite approvals have now concluded for the following PRRB recommendations:

- a consolidated increase of £1,900 to all police officer pay points for all ranks;
- an increase of 5% in the current level of the Northern Ireland Transitional Allowance (NITA);
- an increase of 5% in the Dog Handlers' Allowance;

I can advise that I am content that the Northern Ireland report may now be published on your website.

I would be grateful if the PRRB would now commence its annual review in respect of officers of the PSNI for 2023/24, in conjunction with that for police officers in England and Wales.

I have had sight of the Home Secretary's remit letter for officers in England and Wales and note her position. The current policy position of the Department of Justice in Northern Ireland is to support the principle of broad alignment on police pay between the different jurisdictions. I am therefore seeking your consideration of the following:

- How to apply the pay award for 2023/24 for police officers in the PSNI.

Working in partnership to create a fair, just and safe community where we respect the law and each other.

- Consideration of the regular elements of the Northern Ireland Transitional Allowance (NITA) and the Dog Handlers' Allowance.

I wish to advise that an independent Review of Allowances has now completed and is being progressed through final approvals. Evidence regarding the outcome of this review will be provided to the PRRB in the course of both written and oral evidence.

As in previous years, I would also invite you to have regard to PRRB's standing terms of reference. While the Northern Ireland Public Sector Pay Policy has not been set for 2023/24, it will be important to take this and wider affordability issues into consideration. Any recommendation for an award will rightly seek to recognise the valuable service that PSNI officers provide to the public, however this must be set in the context of the challenging UK economic position and significant budgetary pressures within the Northern Ireland public sector.

I can confirm that, pending formal publication of your report, stakeholders received a copy of the PRRB's last report, shared in confidence on 15 December 2022.

We would welcome receipt of your ninth report and recommendations by the end of June 2023. I look forward to working with you and your members in support of the process for the year ahead.

Yours sincerely



RICHARD PENGELLY CB

Working in partnership to create a fair, just and safe community where we respect the law and each other.

Appendix B - England and Wales Remit Letter



Home Office

Home Secretary

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

Zoë Billingham
Chair
Police Remuneration Review Body
Windsor House
50 Victoria Street
London
SW1H 0TL

29 November 2022

Dear Zoë

POLICE REMUNERATION REVIEW BODY REMIT 2023/24

I would first like to thank the Police Remuneration Review Body (PRRB) for its work during the last pay round resulting in submission of your Eighth Report. The Government continues to value the independent and expert advice of the Review Body. I write to you now to formally commence the 2023/24 pay round.

I refer to the PRRB the following matters:

- how to apply the pay award for 2023/24 for police officers of all ranks, including chief officers
- to consider proposals resulting from the review of chief officer remuneration
- to provide further commentary and observations on benchmarking and the P-factor, and whether the points raised in the last pay round have been addressed.

I note the PRRB's views on allowances set out in last year's report. As requested, the Home Office's evidence will provide direction on how allowances should be considered as part of the overall remuneration package, while noting the wider context of pay for 2023/24.

Pay awards must strike a careful balance - recognising the vital importance of public sector workers, whilst delivering value for the taxpayer, considering private sector pay levels, not increasing the country's debt further, and being careful not to drive prices even higher in the future.

In the current economic context, it is particularly important that Pay Review Bodies have regard to the Government's inflation target when forming recommendations.

In considering the appropriate level of pay for police officers I would also ask you to have regard to the standing terms of reference set out at:

<https://www.gov.uk/government/organisations/police-remuneration-review-body/about/terms-of-reference>.

Thank you for your hard work in this important area. I look forward to receiving your report in May 2023.



Rt Hon Suella Braverman KC MP

Appendix C- PFNI response to Remit letter



Police Federation for Northern Ireland

77-79 Garnerville Road, Belfast BT4 2NX

Tel: 028 9076 4200

Web: www.policefed-ni.org.uk

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Ms Amanda Montgomery

Department of Justice

Block B Castle Buildings

Stormont Estate

Belfast BT4 3SG

Via email only: amanda.montgomery@justice-ni.gov.uk

12th January 2023

Our Ref: DW-AM-12-01-23

Dear Amanda

I am corresponding with you in respect of the matters the Police Federation for Northern Ireland wish to be considered for inclusion in the Department's annual remit letter to the PRRB to initiate the 2023/24 review of pay and conditions for officers in the PSNI.

Whilst we acknowledge being belatedly provided with a copy of the full 2022/23 report on the 15th December 2022, the recommendations themselves have still not received final approval. Therefore, our suggestions for the remit letter are submitted on the clear understanding that the 2022/23 recommendations of PRRB are accepted, approved and fully implemented in due course.

Notwithstanding the outstanding issues from last year's report, the Police Federation for Northern Ireland would welcome consideration of the following to be included in this year's remit letter:-

1. An uplift to police officer's salaries (federated ranks), with similar application to Dog Handler's Allowance and CRTP;
2. Introduction of Unsociable Hours Allowance and other associated allowances awarded to colleagues in England and Wales should CRTP be phased out;
3. An increase to On-Call Allowance to reflect the impact performing this duty and the adverse impact this continues to have on the work life balance of police officers;
4. An increase in annual leave entitlement. Given that there is currently no increase in entitlement after 20 years service, consideration of an increase is requested to take cognisance of the fact that, due to recent changes to pensions, many police officers will in future be required to work significantly past the 30 years service mark. For example an 18 year old joining the PSNI would have to work for 42 years to attain a full unreduced pension (or a minimum of 37 years for an actuarially reduced pension);



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5. The increase in Maternity / Adoption pay for police officers from 18 weeks full pay to 26 weeks full pay in line with police officers in England and Wales.
6. The re-introduction of either overtime payments or a non pensionable supplement for Inspecting Ranks, which takes into consideration the additional hours many are required to work in performing their duties.

On behalf of our members, PFNI want to put on record their dismay, anger and disillusionment at the current police pay process. During the cost-of-living crisis, some five months after our colleagues in England and Wales got their 2022 award, our officers are still awaiting specific confirmation of what their pay award will be. This is exacerbated by our Government Departments also withholding police officer incremental pay progression. Regrettably many of our members have stopped expecting any tangible recognition from our Government Departments for their unique role and responsibilities and the draconian restrictions imposed on their private and professional lives.

As police budgets and resources continue to diminish so does the ability for the police to protect the public effectively. Our Government Departments must listen and not ignore the needs of those in the police service because they do not have the right to take industrial action. To rebuild the broken thin blue line, police officers need a pay award that acknowledges the cost-of-living crisis, their unique responsibilities and the restrictions imposed on their private lives and profession (such as industrial rights).

Unfortunately the PRRB process is proving totally ineffective. Government sets their remit and the parameters around what they can recommend. Government can also choose to not implement what is recommended. Year on year our PRRB have sought to have our Government implement our pay award in a more timely manner. Regrettably this has continued to be ignored. Further, the recommendation report has been withheld from PFNI for some six months. PFNI requested the PRRB intervene but we were informed that they could not. To not have any power over their own report is shocking.

Ultimately this year has been the final straw for PFNI. PFNI will be submitting a significantly reduced written submission to the PRRB and will be joining our England and Wales colleagues in requesting a new approach to police officer pay that is meaningful and eradicates bureaucracy. Alternatively, PFNI would much rather discuss pay and conditions directly with PSNI and Government and have the option to explore mediation.

Yours sincerely

Damian Walsh
Secretary
Police Federation for Northern Ireland

Appendix D – NPCC Joint statement on police officer pay

20 Feb 2023

[Workforce Coordination Committee](#)
[National Policing News](#)

Police Chiefs submit evidence on police officer pay ahead of 2023/24 pay award

The National Police Chiefs' Council have submitted their evidence to the Police Remuneration Review Body for police officer pay for 2023/24. It calls for a fair pay deal for officers reflecting their unique contribution to society, the limitations on them and the real terms pay cut over the past decade.

The [Police Remuneration Review Body](#) (PRRB) is an independent body that makes officer pay recommendations to government. The government will then consider the PRRB recommendation and respond in July.

Pay for police staff is considered separately, but any pay recommendations for officers from the PRRB will be taken into account when staff pay is considered.

The past decade has been incredibly challenging for police pay. Central to the submission is the fact that since 2010, the real term pay of officers has decreased by 17 per cent and has eroded the pay premium, which is designed to compensate officers for the unique nature of their work.

We are saying that progression through pay bands or through promotion only partly offsets this decrease in real terms pay and should not be seen as a replacement to a properly funded pay award linked to the cost of living, as these increases reflect increased responsibility and accountability.

National Police Chiefs' Council Lead for Pay and Conditions, Chief Constable Jeremy Vaughan, said:

"Police officers deserve fair pay that reflects their unique duties and contribution to society, including their responsibility to run toward danger, as well as recognising that they are restricted in taking on second jobs and are not allowed to strike.

"Any pay award should recognise the impact of the cost of living on officers and be fully funded.

"We have submitted our evidence to the Police Remuneration Review Body and ask that their recommendations to government on pay take all of these factors into consideration."

[Our submission can be read here.](#)

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Appendix E - Statement from the Commissioner regarding police officer pay



Feb 21, 2023 17:30 GMT

Statement from the Commissioner regarding police officer pay

Statement from Sir Mark Rowley:

We are a prestigious police service with an envied global reputation but one that has become tarnished. We are now urgently and determinedly reforming, explicit that part of this mission requires us to be ruthless with those that our systemic failings have allowed to corrupt our integrity and undermine public trust.

But I also need to recruit, develop, motivate and retain the talent of tens of thousands of fantastic men and women who desperately want to rebuild the

trust of Londoners. This is becoming increasingly hard – perhaps not surprising when a cost of living crisis lands on top of a 17 per cent real terms decrease in pay over the past ten years for frontline officers.

Further difficulty comes in the context of London's current pay landscape - I know others are also struggling to grow.

We have formally submitted our evidence to the Pay Review Remuneration Board, part of the evidence process behind decisions on police officer pay. We have set out our case to support this year's pay award for officers.

I want to explain a recommendation which I think some may question, that officers should receive a pay award that is close to the current rate of inflation. Our submission makes plain that achieving this must come with additional government funding, otherwise we will be forced to have fewer officers.

We have recruited nine and a half thousand officers in the past three years but the pool of potential candidates is reducing and I fear we may be up to a thousand officers short by April.

We have encouraged reviews by other forces and the Home Office and are already adopting best practice where appropriate to improve the situation. I have also taken account of evidence from officers of hardship and how pay and reward is a factor in our growing exit rates of young officers.

It is in this context that I have made such an exceptional recommendation. This is not about benevolence or sentimentality to my officers but simply about being calmly business like about what it will take for me to deliver the quality of policing that Londoners deserve.

I am also mindful that my officers do not have the same voice that other employees have. By law, they are not allowed to strike and indeed don't want to strike.

They are still turning out around the clock 365 days a year when others strike and cause disruption that makes policing more difficult.

I am also pushing for pay reform which is likely to be less popular with many

in policing. It is not tenable for us to be one of the few employers whose pay arrangements are based more on rewarding how long someone has been with us rather than their skills, performance and values.

This has been discussed for a long time but little progress has been made, not least because of the resistance of many chiefs and the Police Federation. This must change if we are to deliver the best policing possible.

We recognise the real terms degradation in pay also impacts our police staff, who undertake equally important operational roles, dealing directly with members of the public and victims of crime. In line with our approach to next year's pay award for officers, the Board will be equally pressing to seek sufficient government funding to make a comparable case for police staff.

Rather than skirting around the storm surrounding the Met when I arrived as Commissioner, I have confronted the most difficult issues we are facing head on. I am steering this organisation directly through it.

However as we reform, I need support to recruit and retain those that will be the change that drives us towards renewing policing by consent.

Appendix F- Social Market Foundation, Trends in police pay in the UK

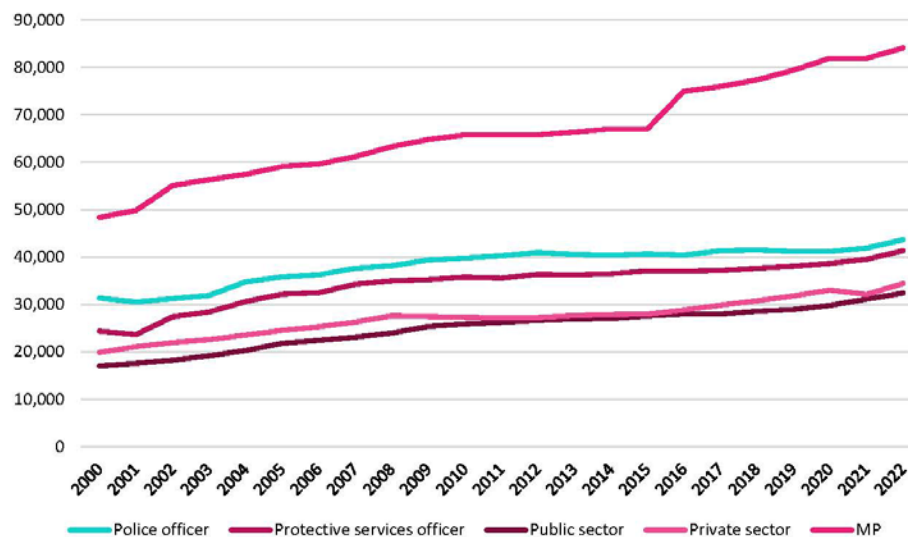
Caught out: Trends in police pay in the UK

Summary

- Police officer pay in the UK has declined substantially in real terms since 2000, making the police an outlier among similar occupational roles and among public sector workers more widely.
- Police pay fell by 17% in real terms between 2000 and 2022, while other comparator groups saw their pay rise by between 1-14 per cent.
- If this were to continue, it will mean a further 4 per cent real-terms decline in police pay by 2027.
- Constable starting salaries have risen half as fast as average earnings since 1979.

Analysis of ONS data on nominal pay for selected occupation and sector groups shows that police pay rose by 39% in total between 2000 and 2022 (see Figure 1), while inflation over the period was 67%, and average pay across all employees rose by 76%. This equates to a total real-terms fall of 17% over the period, or 0.8 per cent per year (see Figure 2).

Figure 1: Nominal annual gross pay for selected occupations and sectors, 2000-2022



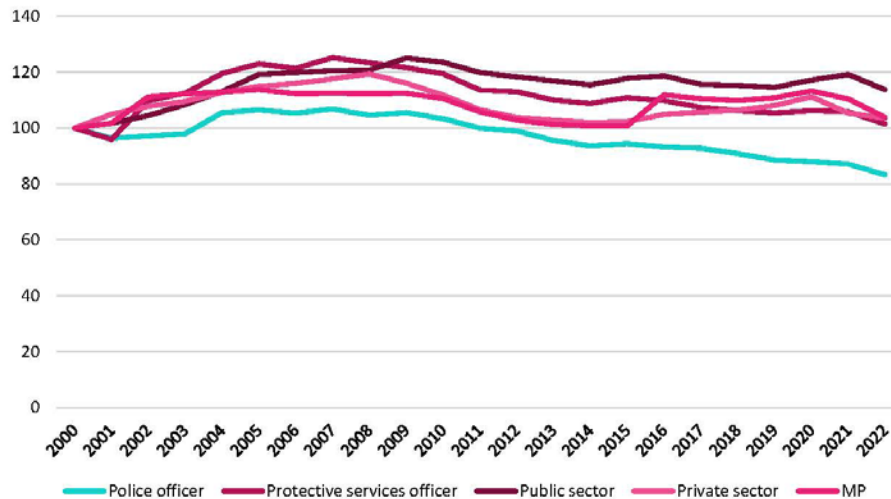
Source: SMF analysis of ONS and House of Commons Library data

Notes: There is a methodological change between 2005 and 2006 in the ONS pay data series. For protective services officer and police officer pay, we have included data on both senior and non-senior staff pay. "Protective services officer" is a statistical definition covering a range of occupations including police officers, members of the armed forces, fire service officers and prison service officers.

This makes the police an outlier among protective services workers; public sector workers; and all workers. All of these groups saw their pay rise in real terms over this period – by 1%, 14%,

and 5% in total respectively. We have also included MPs as an additional comparator group – this group saw their salaries rise by 4 per cent in total over the period (see Figure 2).

Figure 2: Real annual gross pay index for selected occupations and sectors, 2000-2022, 2000 = 100



Source: SMF analysis of ONS and House of Commons Library data

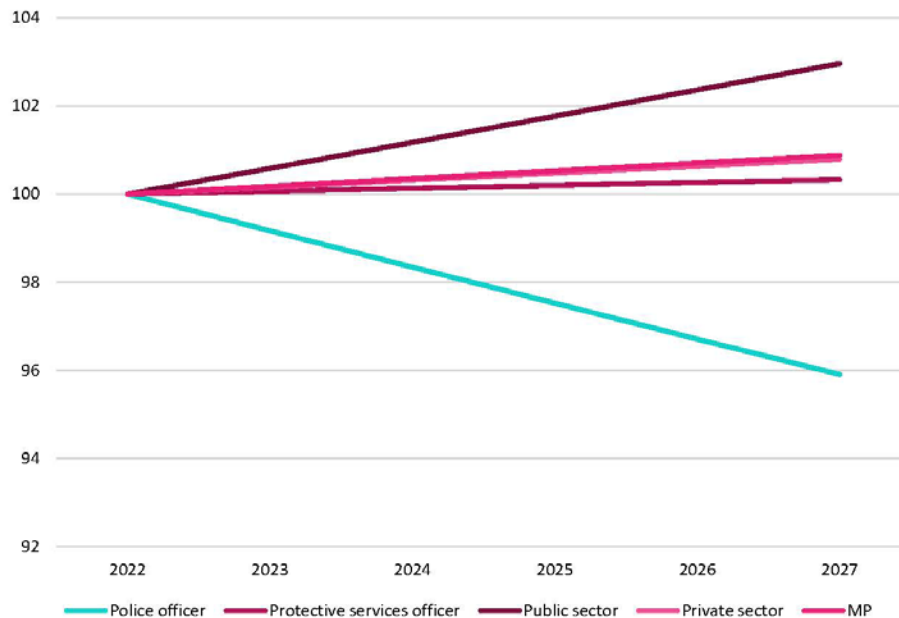
Notes: There is a methodological change between 2005 and 2006 in the ONS pay data series.

This decline in real-terms pay may in part be due to restrictions on police officers' right to strike, following the Criminal Justice and Public Order Act 1994. The same restriction applies to prison officers, who have seen their pay decline by 12% in real terms over the same period.¹

We also looked at what would happen if these real-terms trends continued over the next five years. This would imply a further 4 per cent real-terms decline in police officer pay by 2027, compared to a 1 per cent and 3 per cent rise for private and public sector workers, respectively (see Figure 3). Given that inflation in 2023 is currently expected to average 7.4 per cent, this would still require police officer pay to rise by 6.5 per cent in 2023.

¹ Data was not available for senior prison officer pay, so this analysis relates to non-senior prison officer pay only.

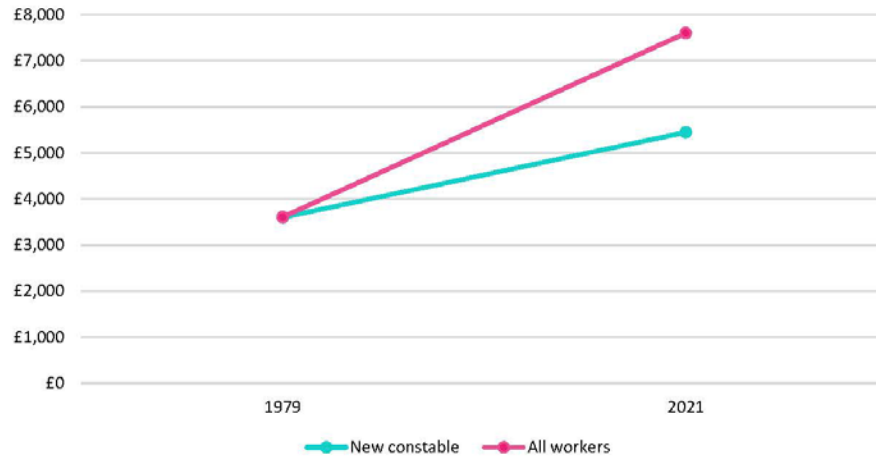
Figure 3: Projected real-terms pay index for selected occupations and sectors, 2022-27, 2022 = 100



Source: SMF analysis of ONS, House of Commons Library, and OBR data

Finally, we looked at starting salaries for new police constables, going back to 1979. While we did not find a real-terms decline over this period, we did find that constable starting salaries have risen considerably slower than earnings as a whole across the economy. As Figure 4 shows, constable starting salaries rose by 51% in real terms over this period, or 1% per annum; while earnings for all workers rose by 111%, or 1.8% per annum.

Figure 4: Real annual earnings for selected occupations, 1979 and 2021, 1979 prices



Source: SMF analysis of ONS, Bank of England, Home Office and Police Federation data

A key factor in discussions of police pay is the “P-factor” – an element of police pay that reflects the unique obligations and responsibilities of a police officer relative to other comparable roles. This includes the risk of exposure to physical, psychological, legal, social and economic harm. This factor, and its use in pay benchmarking, was discussed by the Police Remuneration Review Body in their latest [review](#) of police pay. We have not considered this factor in our analysis – we have looked purely at trends in police pay over time, and how these compare to trends over time in pay for other occupational roles.

In the context of ongoing inflation, [indications](#) of a police retention crisis, and [reports of officers](#) being forced to turn to foodbanks, police pay is an issue that is only likely to increase in salience.