



Police
Remuneration Review Body

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Third Report on Northern Ireland 2017

Chair: David Lebrecht



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Third Report for Northern Ireland 2017

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Presented to the Permanent Secretary, Department of Justice

19 May 2017

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Police Remuneration Review Body

Terms of reference¹

The Police Remuneration Review Body² (PRRB) provides independent recommendations to the Home Secretary and to the Northern Ireland Minister of Justice on the hours of duty, leave, pay, allowances and the issue, use and return of police clothing, personal equipment and accoutrements for police officers of or below the rank of chief superintendent and police cadets in England and Wales, and Northern Ireland respectively.

In reaching its recommendations the Review Body must have regard to the following considerations:

- the particular frontline role and nature of the office of constable;
- the prohibition on police officers being members of a trade union or withdrawing their labour;
- the need to recruit, retain and motivate suitably able and qualified officers;
- the funds available to the Home Office, as set out in the Government's departmental expenditure limits, and the representations of police and crime commissioners and the Northern Ireland Policing Board in respect of local funding issues;
- the Government's wider public sector pay policy;
- the Government's policies for improving public services;
- the work of the College of Policing;
- the work of police and crime commissioners;
- relevant legal obligations on the police service in England and Wales and Northern Ireland, including anti-discrimination legislation regarding age, gender, race, sexual orientation, religion and belief and disability;
- the operating environments of different forces, including consideration of the specific challenges of policing in rural or large metropolitan areas and in Northern Ireland, as well as any specific national roles which forces may have;
- any relevant legislative changes to employment law which do not automatically apply to police officers;
- that the remuneration of the remit group relates coherently to that of chief officer ranks.

The Review Body should also be required to consider other specific issues as directed by the Home Secretary and/or the Northern Ireland Minister of Justice, and should be required to take account of the economic and other evidence submitted by the Government, professional representatives and others.

¹ The terms of reference were set by the Home Office following a public consultation – Implementing a Police Pay Review Body – The Government's Response, April 2013.

² The Police Remuneration Review Body was established by the Anti-social Behaviour, Crime and Policing Act 2014, and became operational in September 2014.

It is also important for the Review Body to be mindful of developments in police officer pensions to ensure that there is a consistent, strategic and holistic approach to police pay and conditions.

Reports and recommendations of the Review Body should be submitted to the Home Secretary, the Prime Minister and the Minister of Justice (Northern Ireland), and they should be published.

Members³ of the Review Body⁴

David Lebrecht (Chair)
Dr Brian Bell
Elizabeth Bell
Anita Bharucha
Paul Leighton
Christopher Pilgrim
Patrick Stayt

The secretariat is provided by the Office of Manpower Economics.

³ Members of the Review Body are appointed through open competition adhering to the Commissioner for Public Appointments' Code of Practice. Available at: <http://publicappointmentscommissioner.independent.gov.uk/wp-content/uploads/2012/02/Code-of-Practice-20121.pdf>

⁴ Heather Baily resigned from the Review Body in March 2017.

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POLICE REMUNERATION REVIEW BODY

Third Report on Northern Ireland 2017

Executive Summary

Our 2017/18 recommendations (from 1 September 2017)

- **A consolidated increase of 2% to all pay points for federated and superintending ranks.**
- **An increase of 2% to the Northern Ireland Transitional Allowance (NITA) and Dog Handlers' Allowance.**
- **The Competence Related Threshold Payment (CRTP) scheme remains open to new applicants pending the outcome of the comprehensive review and that the current level of CRTP does not increase.**

Remit

1. Our Third Report contains our recommendations for 2017/18 for police officer pay and allowances for the federated and superintending ranks in Northern Ireland. The Chief Secretary to the Treasury confirmed that the UK Government's public sector pay policy remained in place, with public sector workforces funded for pay awards for an average of 1%, with an expectation of targeted pay awards to support the continued delivery of public services and to address recruitment and retention pressures. The Minister of Justice's remit letter asked for recommendations relating to: (i) the application of any pay award from 1 September 2017; (ii) whether any increase should be applied to the NITA or other allowances; (iii) whether any increase should be applied to the CRTP, pending its imminent review; (iv) whether the CRTP should be closed to new applicants pending the outcome of the review; (v) whether to consider increasing the annual leave provision for federated ranks officers and to consider reducing the standard number of hours in a working week; and (vi) whether there should be changes in how superintending ranks' rest day working and on-call commitments were managed or any additional financial recompense. (Paragraphs 1.4 to 1.5)

Our analysis of the 2017/18 evidence

2. The evidence provided to us for this pay round leads us to conclude the following:
 - Policing environment – a range of factors all indicate that the Police Service of Northern Ireland (PSNI) is facing increasing demand, manifesting in police officers needing to undertake additional hours. We

continue to recognise the security situation remains at “SEVERE” in Northern Ireland and the effect this has on the lives of police officers; (Paragraphs 2.14 to 2.15)

- Pay parity – parity with England and Wales remains a key factor influencing our considerations. While many aspects of policing in Northern Ireland are unique, we cannot currently justify major differences between the two pay and reward systems while the core roles of police officers remain similar across all police forces in England, Wales and Northern Ireland. However, when considering parity we are also conscious of the differences between the two systems arising from the implementation of reforms following the Winsor Review in England and Wales and wish to understand the reasons for Northern Ireland maintaining these differences. We also note the potential for further differences if workforce and pay reforms are implemented in England and Wales; (Paragraphs 2.24 to 2.26)
- Public sector pay policy – we explored the UK Government’s public sector pay policy in our England and Wales Report. We understand that the pay policy is in place to help reduce the budget deficit and achieve fiscal consolidation and was justified in 2015 on the basis of continued low inflation. However, police pay needs to take reasonable account of developments in the wider economy. The increasing rate of inflation and the impact on cost of living put pressure on the sustainability of the pay policy; (Paragraphs 2.42)
- The lack of an individual public sector pay policy from the Northern Ireland Executive continues to hamper our considerations; (Paragraph 2.43)
- Affordability – it is clear to us from the evidence presented that affordability and the level of resources available to PSNI are directly linked. Our conclusion is that the affordability constraint in Northern Ireland is very acute given the limited opportunities for realising efficiencies that are otherwise available to forces in England and Wales. The PSNI would need more flexibility to address any affordability issues it faces without having to consider the level of the policing workforce; (Paragraphs 2.44 to 2.45)
- Economy and labour market – Consumer Prices Index (CPI) inflation rose during the latter part of 2016 reaching 2.3% at March 2017 and was forecast to rise slightly throughout 2017. Average earnings growth was 2.3% and pay settlements were at 2.0% in the three months to February 2017. The economic and labour market indicators in Northern Ireland are generally positive; (Paragraph 2.52 to 2.53)
- Earnings – police officer earnings in Northern Ireland have been falling and we note that the median earnings for police officers in Northern Ireland continue to outstrip those of the general economy in Northern

Ireland and their counterparts in England and Wales (after NITA has been excluded), driven by CRTP and overtime; (Paragraph 2.66)

- PSNI workforce – the resourcing of the PSNI is an area that concerns us greatly. The parties and outside sources appear to concur that there are insufficient resources for the PSNI to deliver what is expected of them without passing the burden of doing so to the frontline police officer. More than 20% of police officers are due to retire in the next three years and, despite no apparent shortage of applicants and stable attrition rates, it is unclear whether the recruitment process or retention of officers will meet current workforce requirements. (Paragraphs 2.86 to 2.91)

Pay proposals and recommendations for 2017/18

3. The PSNI and the Northern Ireland Policing Board proposed a 1% uplift for federated and superintending ranks in Northern Ireland. The Police Federation for Northern Ireland and the Police Superintendents' Association of Northern Ireland proposed a 2.8% uplift which they based on the median value of HM Treasury forecasts for CPI and Retail Prices Index inflation over the next four years. (Paragraphs 3.2 to 3.4)
4. We note that the desire for parity on core pay spines was expressed strongly by all the parties and this carries significant weight in our conclusions. We do not consider that one police force should be singled out for pay differentiation while the differing circumstances within regions and forces in England and Wales are not recognised. We view the police forces as representing a single service to the public, with the same standards and performance expected of a police officer regardless of their location. Therefore, our conclusions for police officers in Northern Ireland are guided largely by our conclusions for England and Wales.
5. We recognise there are difficult pressures facing the PSNI with regard to affordability and resourcing but there is a strong case for pay parity across England, Wales and Northern Ireland as supported by all parties, and therefore we give greater weight to a 2017/18 basic pay recommendation that should provide parity on the level of uplift with our recommendation for those police officers in England and Wales. Therefore, **we recommend a consolidated increase of 2% to all pay points for federated and superintending ranks from 1 September 2017.** (Paragraphs 3.9 to 3.19)
6. We continue to recommend that **NITA and Dog Handlers' Allowance** are increased in line with the annual pay award and therefore **we recommend a 2% increase.** (Paragraphs 3.23 to 3.25)

7. **Given the forthcoming review of the CRTP scheme, we recommend that it should remain open to new applicants. In the absence of evidence to justify an increase in the payment, we recommend no increase to the level of CRTP.** (Paragraphs 3.33 to 3.36)

Forward look

8. We were in the process of completing our final deliberations when the General Election was called. The UK Government and Northern Ireland Executive which will consider our 2017/18 recommendations will also be conscious of the implications for the next pay round, including their approach to policing and to public sector pay. We will continue to be mindful of the prevailing economic conditions going forward, and note the potential impacts of ongoing political uncertainty in Northern Ireland on the PSNI's ability to budget effectively. The evidence has further highlighted the importance of pay parity in both our and the parties' considerations. We look forward to receiving evidence in future pay rounds that fully considers the implications of the terms and conditions available to officers in England and Wales not least the impact of any workforce and pay reforms. (Paragraphs 4.2 to 4.7)
9. We suggest that the parties establish effective supporting processes ahead of the next pay round and we look forward to the continued enhancement of the evidence base. (Paragraphs 4.8 to 4.11)

David Lebrecht (*Chair*)
Anita Bharucha
Dr Brian Bell
Elizabeth Bell
Paul Leighton
Christopher Pilgrim
Patrick Stayt

19 May 2017

Chapter 1 – Introduction

Introduction

- 1.1 This is the Third Report we have submitted for police officers in Northern Ireland and contains our 2017/18 recommendations on pay and allowances for police officers in the Police Service of Northern Ireland (PSNI) up to and including the rank of chief superintendent.
- 1.2 In reaching our recommendations we continue to make our independent assessment of the evidence on the matters referred to us by the Minister of Justice and our standing terms of reference.

PRRB Second Report 2016 and Northern Ireland Executive response

- 1.3 We submitted our Second Report⁵ to the Northern Ireland Executive in June 2016 (See Appendix A). The Executive, through the Minister of Justice, accepted all our recommendations on 8 September 2016.

2016/17 remit

- 1.4 The Chief Secretary to the Treasury (CST) wrote to us on 13 July 2016 (Appendix B), setting out the fiscal context, the aim of the UK Government's public sector pay policy and confirming that HM Treasury (HMT) would fund public sector workforces for pay awards of an average of 1% a year, up to 2019/20.
- 1.5 On 19 September 2016, the Minister of Justice in Northern Ireland wrote to us (Appendix C) setting out the remit in relation to police officers in Northern Ireland. The Minister highlighted that the Northern Ireland Executive had not agreed a public sector pay policy for 2017/18 but had endorsed, in general terms, the principle of adherence to the UK Government's public sector pay policy and public sector pay growth limits. The Minister asked us to consider the following in this pay round:
 - The application of any pay award for police officers below the rank of assistant chief constable, effective from 1 September 2017;

⁵ Police Remuneration Review Body (2016), *Second Report on Northern Ireland*. Available at: <https://www.gov.uk/government/publications/police-remuneration-review-body-2nd-report-2016-northern-ireland>

- Whether any increase should be applied to the Northern Ireland Transitional Allowance (NITA) or other allowances;
- Whether any increase should be applied to the Competence Related Threshold Payment (CRTP), pending its imminent review;
- Whether the CRTP scheme should be closed to new applicants pending the outcome of the forthcoming review;
- Whether to consider an increase in annual leave provision for federated ranks and a reduction in the standard number of working hours in a week; and
- Whether there should be changes in how superintending ranks' rest day working, access to monthly rest days and on-call commitments were managed or any additional financial recompense.

Our approach to the 2017 round

1.6 In preparation for the pay round, we visited the PSNI in November 2016 and met groups of officers across the ranks covered by our remit. We are grateful to the officers for their first hand experiences and views regarding their pay and reward package. Visits to meet police officers are an important part of our programme of work and help us understand the challenges that police officers face, particularly in the Northern Ireland context and how that compares with the experience of police officers in England and Wales.

1.7 As in previous reports, we are grateful for all the evidence we have received from the parties and for their active engagement with the Review Body process. We received written evidence in December 2016⁶ and oral evidence in March 2017 from the following parties:

- The Department of Justice (DoJ) and the Department of Finance (DoF);
- The PSNI;
- The Northern Ireland Policing Board (NIPB);
- The Police Federation for Northern Ireland (PFNI); and
- The Police Superintendents' Association of Northern Ireland (SANI)⁷.

⁶ The websites for the parties are listed in Appendix D.

⁷ SANI made a joint written evidence submission with the Police Superintendents' Association of England and Wales (PSAEW).

- 1.8 In addition to these evidence submissions, we have also drawn on information relating to the operating environment for policing in Northern Ireland, the economy, the labour market, inflation, earnings and pay settlements, and wider developments on pay arrangements across the UK economy.
- 1.9 Being able to take an independent view of all the evidence we receive is the starting point for our deliberations. Our analysis and assessments help us ensure that recommendations are evidence-based and take into account the matters referred to us and our standing terms of reference.
- 1.10 We have summarised the parties' evidence and our analysis in Chapter 2 of this report, alongside the overall context this year, before making our recommendations on police officer pay and allowances and setting out the supporting evidence in Chapter 3. We end the report in Chapter 4 by looking forward to developments which might influence our decision making in the future or which might require the parties to provide further evidence in the next pay round.

Chapter 2 – Our Analysis of the 2017/18 Evidence

Introduction

2.1 We start by summarising the evidence provided to us by the parties on matters of relevance, supplemented by evidence and analysis from our secretariat. In this chapter we examine the policing environment in Northern Ireland, pay parity, public sector pay policies and affordability, the economic and labour market context, police earnings, and the PSNI officer workforce.

Northern Ireland policing environment

General

2.2 The Northern Ireland Policing Plan 2016-17⁸ set out the purpose for the PSNI – to keep people safe through prevention of crime, protection of people and communities, and detecting those who commit crime and bringing them to justice – and was published alongside a set of strategic outcomes and measures⁹ which the PSNI will focus on over the next four years.

2.3 In evidence, the **DoJ** stated that, under the new five-year Programme for Government from April 2017, the Minister of Justice sought to build a fair, just and safer community and to ensure that Northern Ireland had efficient justice systems in place to support individuals across the full spectrum of society. The DoJ said there were four broad priorities: to reduce crime; to increase the effectiveness of the justice system; to reduce re-offending; and to maximise the efficiency of the Department.

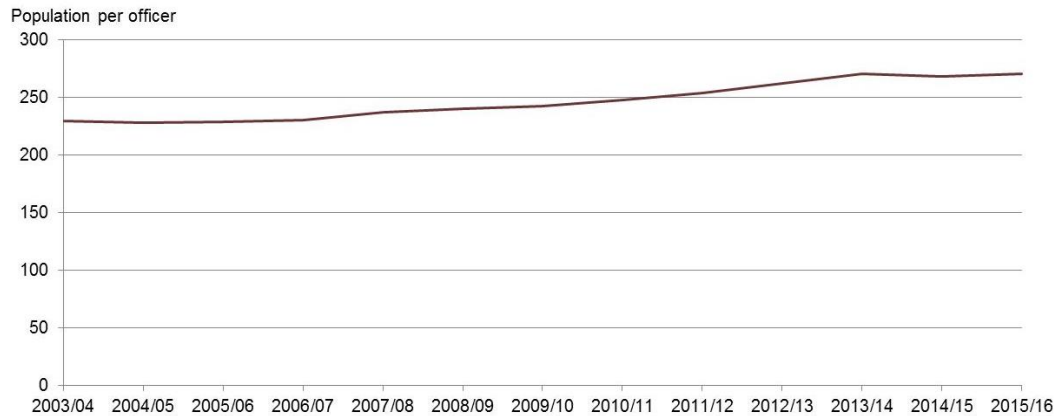
Demands on policing

2.4 The population of Northern Ireland grew by 3% between mid-2009 and mid-2015. Chart 2.1 shows that in 2015/16 there was one police officer for every 271 members of the public. This level has been stable since 2013/14 but represents 42 extra people per officer compared with 2004/05.

⁸ Northern Ireland Policing Board, *Annual Policing Plan for Northern Ireland 2016-17*. Available at: <https://www.nipolicingboard.org.uk/sites/nipb/files/media-files/Policing-Plan-2016-17.pdf>

⁹ Northern Ireland Policing Board, *Strategic Outcomes for Policing 2016 – 2020*. Available at: <https://www.nipolicingboard.org.uk/sites/nipb/files/media-files/Strategic-outcomes-for-policing-2016-2020.pdf>

Chart 2.1: Population per police officer, Northern Ireland, 2003/04 – 2015/16

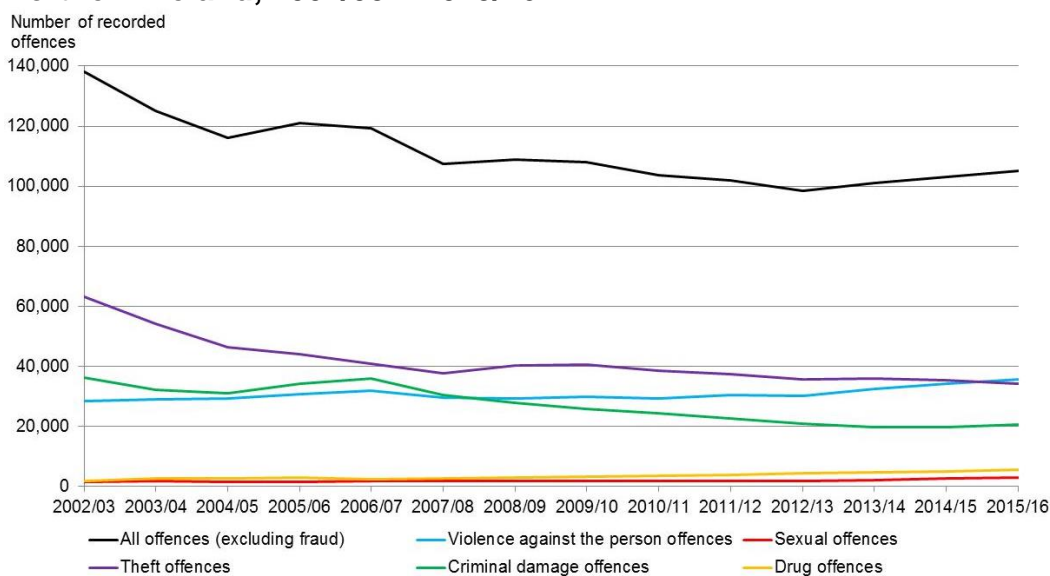


Source: OME estimates based on: Mid-year Population Estimates, ONS; and PSNI data.

2.5 Police recorded crime (excluding fraud) (Chart 2.2) was on a general downward trend between 2002/03 and 2012/13, falling from around 140,000 crimes to just under 100,000. Recorded crime has been increasing since 2012/13 and in 2015/16 was at its highest level since 2009/10, although it remained 24% lower than in 2002/03.

2.6 As with England and Wales, the headline recorded crime figure hides changes to the types of crime. There have been increases in the number of offences including violence against the person (up 26%), drugs (up 190%) and sexual offences (up 111%) since 2002/03, while the numbers of theft and criminal damage offences have reduced (by 46% and 43% respectively).

Chart 2.2: Police recorded crime (excluding fraud), by selected crime type, Northern Ireland, 2002/03 – 2015/16



Source: Police Recorded Crime Statistics, PSNI.

- 2.7 The PEEL: Police Efficiency Report¹⁰, produced by Her Majesty's Inspectorate of Constabulary (HMIC) in August 2016, reflected that in Northern Ireland the number of crime reports did not take account of the complexity of demands from current investigations into historic incidents, support to inquests into deaths related to the Troubles, the severe threat from dissident terrorists or the resources required to police contentious parades and protests.
- 2.8 The police recorded crime figures also fail to capture the wider range of non-crime incidents dealt with by police officers. The HMIC PEEL Efficiency Report reported that the PSNI received around 500,000 calls for service every year, but that analysis showed only 16 percent of incoming calls were reports of crime. Most calls fell into public safety, anti-social behaviour and transport categories.

Evidence from the parties

- 2.9 The **NIPB** considered that the threats and demands which had placed high requirements on the workforce were unlikely to reduce in the short and medium term. The NIPB repeated the HMIC PEEL Efficiency Report findings from August 2016 that the PSNI did not have a Crime Prevention Strategy and that focus needed to be given to use the new community planning powers to reduce demand. The NIPB noted that the PSNI was introducing new technology to increase the efficiency of policing, but highlighted that some methods of achieving efficiencies, such as co-location with other services, were extremely difficult to achieve while the security threat remained.
- 2.10 The **PSNI** cited the 2014/15 Northern Ireland Crime Survey (NICS) which estimated that 8.8% of all households and their adult occupants were victims of at least one NICS crime during the previous 12 months. This represented the lowest NICS victimisation prevalence rate since first reported in 1998. However, the PSNI said that emerging and changing crime patterns, mostly from advances in information technology, meant that it needed to keep pace, maintain and grow the ability for prevention and detection. The PSNI also considered that there was significant demand on current resources to

¹⁰ HMIC (August 2016), *HMIC PEEL: Police efficiency report*. Available at: <https://www.justice-ni.gov.uk/sites/default/files/publications/justice/psni-peel-efficiency.PDF>

investigate historic incidents and support inquests into deaths which occurred during the Troubles. It added that a retrenching public sector and reduction in funding for the voluntary sector had placed a greater burden on policing services including challenges in dealing with mental health issues and missing persons.

- 2.11 The **PFNI** stated that there had been significant changes to the crime profile within Northern Ireland in recent years which was having a profound impact on police demand and capacity. It considered that this had resulted in a more time and labour intensive investigation process alongside a 6.8% increase in the number of crime incidents in Northern Ireland since 2012/13. In addition the PFNI observed that only one in every five calls made to the PSNI were related to criminal activity, with the majority concerning vulnerability and harm to which the PSNI was also expected to respond. Historical investigations also made up a significant element of the demand placed on the PSNI.
- 2.12 The PFNI commented that data identified an increase in the percentage of officers working overtime from 35% of officers in 2011/12 to 51% in 2015/16. The PFNI also noted from its 2016 Goodwill Survey that: almost all officers (94.3%) worked additional hours, either paid or unpaid, between July and September 2016; intrusion into personal/family time was increased by the level of short-notice overtime; and for those working additional hours, workloads were such that officers were unable to complete their workload within their normal working hours.
- 2.13 **All the parties** noted that the security threat was currently assessed as “SEVERE” which meant that an attack was highly likely. Security related incidences continued to occur, resulting in officers moving out of their homes due to threat or intimidation¹¹ and attacks on police officers had taken place or were being planned. Such risks meant that PSNI officers were routinely armed, unlike police forces in England and Wales.

¹¹ The Special Purchase of Evacuated Dwellings scheme is accessible to all home-owners in Northern Ireland subject to the issue by the Chief Constable of a certificate stating that the home-owner's life is under threat.

Our comment

- 2.14 The demand on police officers in Northern Ireland has been increasing and a recurring theme from the officers we met on our visits in recent years has been the negative effect this was having on their morale and motivation. The increase in demand is demonstrated by a recent increase in the number of crimes being recorded in Northern Ireland, following a downward trend in previous years, and previous increases in the ratio of population to police officer. Coupled with the increased complexity of the crimes that police are tasked with preventing and investigating, these factors all point to police officers in Northern Ireland facing increasing and competing demands on their time, manifesting in officers needing to undertake additional hours.
- 2.15 The security situation remains at “SEVERE” in Northern Ireland and the uncertain political situation (at the time of this report) suggests that the security situation is unlikely to change soon. The effect that the security situation has on officers, who are routinely armed as a consequence, is unique to Northern Ireland, including restrictions placed on where they live, how they live their lives and this also extends to cyberspace and how they use social media.

Pay parity and links to England and Wales

- 2.16 To retain the reasonably unfettered ability of police officers to interchange across the UK, the **DoJ** commented that maintenance of similar police officer terms and conditions was important in Northern Ireland. The DoJ highlighted that the chief constable called upon support from other UK police forces through Mutual Aid arrangements and provided such assistance to chief officers in Great Britain.
- 2.17 The DoJ said that policing in Northern Ireland was neither able to, nor wished to, operate separately from policing in the rest of the UK. Reforms, changes and developments introduced or being considered elsewhere in the UK were of interest to the PSNI and were likely to have, directly or indirectly, an impact on policing in Northern Ireland. The DoJ commented that the desire for consistency (with the other parts of the UK) applied to terms and conditions for the PSNI. This enabled the NIPB and PSNI to: look to the rest of the UK

when seeking to fill permanent vacancies throughout the rank structure; seek expertise to fill skills gaps; or ask for support on a temporary or seconded arrangement. The DoJ said that maintaining a degree of similarity was in line with the Patten recommendation¹² to develop short and long term exchanges between Northern Ireland and Great Britain as well as training exercises and joint training.

- 2.18 The **NIPB** agreed with our views in the 2016 Report and reiterated that, in terms of pay provision, uniformity with England and Wales remained important to support interoperability and assisted with recruitment, retention and morale. It added that there was no specific evidence to support treating PSNI officers any differently from their counterparts in England and Wales. However, the NIPB commented that the opportunities for collaboration continued to be difficult and limited. It highlighted the geographical isolation, the lead-in time for Mutual Aid required the PSNI to maintain its own surge capacity and the additional armed officers the PSNI contributed to a public order team in England and Wales.
- 2.19 The **PSNI** pointed to the budgetary constraints under which it operated requiring a need for Mutual Aid, collaboration and interoperability in pay systems in policing. It cited the benefits as: uniformity with England and Wales and adherence to the UK Government's pay policy; interoperability for transferees and Mutual Aid; interchange of skills and experience; underpinning resilience in the light of the cumulative impact of recent pay constraints and pension changes; and operational requirements and doing more with less and sharing resources. The PSNI did not envisage seeking specialist recruitment from England and Wales forces, but pointed to previous transferees addressing business critical skills gaps and the advertising of promotion opportunities from chief inspector and above to all UK forces.
- 2.20 The PSNI noted the HMIC 2016 PEEL Efficiency Report, which highlighted the lead in time for Mutual Aid meant that the PSNI needed to retain its own surge capacity for outbreaks of public disorder. The PSNI confirmed that it

¹² Independent Commission on Policing for Northern Ireland (September 1999), *A New Beginning: Policing in Northern Ireland*. Available at: <http://cain.ulst.ac.uk/issues/police/patten/patten99.pdf>

had to maintain sufficient resources to act independently in response to serious disorder, and could not cut officer numbers or reduce training in the same way as England and Wales forces could through collaborative units and Mutual Aid arrangements. It concluded that Mutual Aid worked better for planned operations and supplied information that, in 2016, 19 officers had delivered assistance to the PSNI under Mutual Aid and 22 officers had provided assistance to other UK forces.

- 2.21 The **PFNI**, supported by the **SANI**, recommended that parity on the main core pay spines was maintained with other UK forces. It noted that all parties were in agreement during the 2016/17 pay review and that the Minister of Justice had reaffirmed the desire for parity for the current pay review. The PFNI said that the debate on national pay determinations in the public sector was equally applicable to policing across the UK. Professor Ian Kessler¹³ had reviewed the arguments and concluded that the continuation of national pay structures in the UK provided discipline and control, cost efficiency and effectiveness, and transparency.
- 2.22 The PFNI added that interoperability between police forces was extremely important, especially during times of heightened tension/violence when additional resources might be requested from other forces. The Mutual Aid system was already under significant pressures from the reduction in workforce strength in England and Wales, and might suffer if officers were asked to assist in an area where the rate of pay differed from their own. The PFNI said that the characteristics of the public sector were important to the need for a nationally structured pay award including the complexities emerging from the number of stakeholders involved, their goals and the political sensitivities, the latter being of particular concern in Northern Ireland.
- 2.23 The PFNI acknowledged the differences existing in policing across the UK and the unique and different nature of policing in Northern Ireland but said that these differences did not indicate Northern Ireland should operate

¹³ | Kessler, *National Pay Determination in the NHS: Resilience and Continuity*. Available at: https://www2.rcn.org.uk/__data/assets/pdf_file/0006/534642/National_Pay_Determination_in_the_NHS_Final.pdf

independently from forces elsewhere. It concluded that the nature of the job and activities were broadly similar and that it was therefore of paramount importance that the basic pay for officers in Northern Ireland was the same as that in England and Wales, thereby guaranteeing officers across the UK equal pay for work of equal value.

Our comment

- 2.24 While many aspects of policing in Northern Ireland are unique, there are many similarities with policing in England and Wales. The arguments put forward by the PFNI regarding parity on core pay points were underpinned by factors such as transparency and fairness. We agree that these factors have a role in supporting the motivation of PSNI officers. We also note that parity is seen as essential by all the parties involved in policing in Northern Ireland and this carries weight in our considerations. However, the ongoing pay and workforce reforms in England and Wales could stretch the policy of parity on pay. Should reforms to workforce and reward models in England and Wales lead to significant differences between the PSNI and forces in England and Wales, it is hard to see how an argument for pay parity would be sustained.
- 2.25 In our 2016 Report we considered that the arguments surrounding pay parity required further elaboration by the parties and called for further specific information on the activities that pay parity underpinned. Further information was provided this year by the PSNI on the numbers involved in interchange between officers in Northern Ireland and forces in England and Wales, and the incidences of Mutual Aid during the year. This appears to confirm that interchange and use of Mutual Aid is minimal, and it remains unclear how they would be undermined by differing pay arrangements between the PSNI and other police forces. The PSNI determinations do not allow sergeants or the inspecting ranks in England and Wales to transfer to the PSNI at their current rank and this arrangement might, in our view, provide a greater barrier to interchange.
- 2.26 However, parity with England and Wales remains a key principle of pay proposals influencing our considerations. We cannot currently justify major differences between the two pay and reward systems while the core roles of

police officers remain similar across all police forces in England, Wales and Northern Ireland. We consider that any differences such as the NITA and London Weighting are legitimate as they reflect local circumstances, and are separate to the core pay spines. This is consistent, in our view, with the variation in police forces in terms of size and geographic coverage operating within a uniform pay system.

- 2.27 However, when considering parity we are also conscious of the differences between the two systems arising from the review in Northern Ireland which followed the reforms stemming from the Winsor Review¹⁴ in England and Wales. We wish to understand the reasons for Northern Ireland maintaining these differences. In Appendix E we have set out the terms and conditions for police officers in Northern Ireland and those in England and Wales to demonstrate the differences that have arisen between the two. We return to the issue of parity in our discussion of the CRTP scheme in paragraphs 3.33 to 3.36.

Public sector pay policies and affordability

- 2.28 The **DoJ** stated that the Northern Ireland Executive endorsed the principle of adherence to the UK Government's public sector pay policies and that enforcement of pay growth limits was devolved to the Northern Ireland Executive within the overarching parameters set by HMT. Within Northern Ireland, the pay remit approval process applied to the staff costs of virtually all public bodies and staff groups that were either partly or wholly funded by the Northern Ireland Departmental Expenditure Limit. The DoJ told us that the Northern Ireland Executive's control of public sector pay was based on the principle that the public sector should offer a pay and reward package that allowed it to recruit, retain and motivate suitable staff. The DoJ added that public sector pay should also reflect the circumstances specific to the local labour market.

¹⁴ *Independent Review of Police Officer and Staff Remuneration and Conditions (Winsor Review)* – Part 1 (March 2011) and Part 2 (March 2012). Available at: <https://www.gov.uk/guidance/police-pay-winsor-review>

- 2.29 The DoJ advised us that the Minister of Finance had informed Ministerial colleagues that public bodies had the discretion to pay up to a maximum of 1% revalorisation, as well as contractually entitled progression increments, but those bodies were encouraged to include these as part of the 1% award. The DoJ added that a key feature of implementing the policy was the need to honour contractual entitlements, including those contractually tied to UK nationally determined pay settlements and contractual entitlement to progression/ performance pay, and it was not therefore possible to impose a pay cap without addressing these contractual arrangements first.
- 2.30 The **PSNI** noted the principle for the Northern Ireland Executive's control of public sector pay and that the Executive had not yet agreed a public sector pay policy applicable to Northern Ireland for 2017/18.
- 2.31 The **NIPB** noted that while the Northern Ireland Executive had not agreed a public sector pay policy for 2017/18, the principle had been endorsed to adhere to the UK Government's public sector pay policies and approach.
- 2.32 The **PFNI** expressed concern regarding the lack of an agreed public sector pay policy in Northern Ireland at the time it submitted evidence. It considered that the parameters set out by the CST in his remit letter, if necessary, should not be applied until after we had made our final recommendation.

Affordability

- 2.33 The **DoJ** highlighted that the PSNI was funded wholly by the Northern Ireland Executive from its grant from HMT. Unlike England and Wales, the PSNI was unable to raise additional funds through a local precept as these powers did not exist in Northern Ireland. The PSNI was not able to borrow funds nor was it generally able to build or carry forward into the next financial year any underspends or savings accrued. The DoJ commented that the target number of officers might have to be reduced due to financial pressures and noted that the PSNI estimated that if recruitment proceeded commensurate with the agreed target workforce figure of 6,963 full-time officers, it would create a funding gap that was not sustainable.

- 2.34 According to the DoJ, efficiency and productivity improvements within the public sector would continue to be essential to meet key targets within current resources. The high proportion of Government expenditure on pay meant that public sector pay costs had significant implications for the availability of resources to support staff and deliver public services in Northern Ireland. The **DoF** estimated that public sector pay costs accounted for 60.6% of non-ringfenced Resource Department Expenditure Limit (DEL) in 2015/16 while the PSNI budget represented 67% of the DoJ 2016/17 non-ringfenced Resource DEL budget¹⁵.
- 2.35 The DoJ noted that the PSNI received a 2% reduction to its opening 2016/17 budget although this was less than the reduction to the DoJ budget (5.7%) reflecting the priority to protect front line policing as far as possible. The DoJ stated that the PSNI had taken action to implement the budget cuts, but that it was assumed that unexpected cost pressures did not arise during the course of the financial year. The DoJ pointed out that the majority of financial savings that had already been made through reform to police officers' terms and conditions had been surrendered and deducted from the PSNI baseline budget, saving £4.5 million in 2014/15 and £4.2 million in 2015/16. The 2017/18 budget had yet to be agreed by the Northern Ireland Executive.
- 2.36 The **PSNI** confirmed that it was required to bid for funding from the UK Treasury through the NIPB and could not raise funds through local taxation or borrow funds or hold strategic reserves, but the PSNI was given an additional grant for security funding. Police were allowed to charge third parties for performing non-statutory functions but the PSNI's income from such functions was £0.5 million in 2015/16, representing less than 0.07% of total resource expenditure.
- 2.37 Total non-ringfenced Resource DEL funding for 2016/17 was £686.3 million as confirmed by the PSNI. Additional Security Funding was within this

¹⁵ Resource DEL is the basis on which departmental Spending Review settlements are agreed. Ringfenced Resource DEL is that which has been ringfenced to cover the non-cash cost depreciation and impairments. Non-ringfenced Resource DEL, which is the larger element of the Resource DEL, reflects the ongoing cost of providing services – such as pay.

allocation and the PSNI had ring-fenced the 2016/17 Security Funding requirement which reduced the Main Grant budget to £664.2 million, representing a 2% reduction to the core policing budget. The PSNI said that a balanced budget had been achieved in 2016/17 by applying a cut of 10% to the non-staff budgets and that this had afforded protection to police officer and staff headcount.

- 2.38 The PSNI informed us that affordability would be dependent on the HMT settlement following which the PSNI budget allocation for 2017/18 and beyond would be confirmed. The protection on headcount numbers that the PSNI had provided had placed significant pressure on remaining budget areas, with 10% reductions in non-staff and overtime budgets required to achieve the minimum budget cut scenario. The PSNI considered that such reductions might not all be achievable and where made would create significant operational impact.
- 2.39 The PSNI said that the level of funding available under the Fresh Start agreement was still to be ascertained. An estimated 27% of main grant budget was spent dealing with the current security situation. The PSNI felt that this diverted limited resources away from day to day policing and meant that any reduction in main grant funding had a potential direct impact on national security issues. The PSNI stated there would be a similar impact if the Additional Security Funding received was reduced or removed. All police officer posts were funded from main grant funding with the exception of 330, which were funded from Additional Security Funding, Fresh Start and external funding.
- 2.40 The **NIPB** stated that financial pressures on policing were challenging. Even with budget cuts at the lowest end of the range (3%), and combined with other financial pressures, the PSNI could be required to find savings of £62 million in 2017/18. The NIPB understood that a 1% pay award applied across all federated and superintending ranks could be funded in 2017/18.

2.41 The **PFNI** noted the increasingly difficult financial circumstances, including the removal of £250 million from the PSNI budget over the last five years and the possibility of further cuts being introduced.

Our comment

2.42 We explored the UK Government's public sector pay policy in our England and Wales Report. We understand that the pay policy is in place to help reduce the budget deficit and achieve fiscal consolidation. In the 2015 Spending Review, the UK Government justified the 1% figure on the basis of continued low inflation¹⁶. In our view, the UK Government should take a longer term view on police pay as the economy changes. Following a policy of pay restraint over a long period, police pay needs to take reasonable account of developments in the wider economy. It seems clear to us that the evidence on the increasing rate of inflation and the impact on cost of living put pressure on the sustainability of the pay policy and could have been more convincingly covered in evidence from the UK Government this year for our England and Wales Report.

2.43 The lack of an individual public sector pay policy from the Northern Ireland Executive continues to hamper our considerations, as we emphasised in our 2016 Report. The absence of a public sector pay policy specific to Northern Ireland does not allow for a wider discussion among the parties and hinders their preparation of evidence, including the submission of appropriate pay proposals to meet the specific needs for policing in Northern Ireland. It is helpful that the pay guidance provided in evidence has clarified that contractual incremental progression is outside the annual pay award.

2.44 We comment later in this chapter on the resourcing difficulties facing the PSNI but it is clear from the evidence presented that affordability and the level of resources available are directly linked. The PSNI would need more flexibility to address any affordability issues it faces without considering the level of the

¹⁶ HM Treasury (July 2015), *Summer Budget 2015*. Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/443300/50325_HMT_Red_Book_Complete.pdf

policing workforce. The PSNI finds itself in a funding strait-jacket and faces further difficult decisions on how to handle impending budget cuts.

- 2.45 The PSNI did not state that a 1% pay award was affordable, unlike previous years, but the PSNI did propose a 1% pay award and the NIPB told us that 1% was affordable. Our conclusion from this is that the affordability constraint in Northern Ireland is very acute given the limited opportunities for realising efficiencies that are otherwise available to forces in England and Wales.

Economy, inflation, labour market, earnings and pay settlements

- 2.46 The parties provided us with written evidence for this report in December 2016 and we summarise this below before turning to our analysis of updated information at the time of submission of this report.
- 2.47 The **DoJ** said the EU Referendum result had created uncertainty and challenges for the Northern Ireland economy but that economic performance continued to be broadly positive and the private sector continued to drive growth. The DoJ stated that the Northern Ireland labour market was experiencing a “jobs rich” recovery with business activity improving and new jobs being created. However, high rates of economic inactivity persisted and there were concerns around youth unemployment and rates of long term unemployment.
- 2.48 The **PSNI** reported that the latest Northern Ireland Composite Economic Index had shown that economic activity had increased by 1.0% over the quarter to June 2016 and by 1.6% over the year, driven by the private sector which experienced annual growth of 2.9%. The public sector experienced a contraction over the year of 2.6%.
- 2.49 The Northern Ireland labour market statistics that the PSNI provided continued to show improvements. In the three months to August 2016, the employment rate was at its highest since 1995 and the unemployment rate was at its lowest rate since 2008. Long term unemployment had fallen over the past year but remained well above the UK average and youth unemployment was down over the year.

- 2.50 The PSNI also highlighted that the EU Referendum result would have an impact on the UK's economic stability and that the National Institute of Economic and Social Research had said "the country will go through a marked economic slowdown this year and next". This could mean higher unemployment and less productivity. There were also likely to be implications for external and domestic cost pressures from the rise in uncertainty.
- 2.51 The **PFNI** outlined economic analysis showing tentative, but positive, growth in the Northern Ireland economy alongside growing wages. However, the decline in the value of Sterling was making imports more expensive and it was expected that this would begin to impact over the next 6 to 12 months, causing inflation to increase beyond its 2% target. The PFNI cited XpertHR data showing the median basic pay award for the year to August 2016 stood at 2%. Median pay awards had been at this level since the end of 2012 and employers were predicting a slightly more positive picture for the year to August 2017.

Our comment

- 2.52 The economy and labour market provide an overall context to our pay considerations. In April 2017 we reviewed more up-to-date UK economic and labour market indicators, as summarised below, when we finalised our recommendations:
- The UK economy grew by 1.8% in 2016 overall. The Office for Budget Responsibility (OBR) expected economic growth to be 2.0% in 2017;
 - Consumer Prices Index (CPI) inflation rose during the latter part of 2016 and had reached 2.3% in March 2017. Upward effects came from transport, particularly petrol, and food prices. The OBR expected CPI inflation to average 2.4% in 2017, peaking at 2.7% in the final quarter of 2017. Retail Prices Index (RPI) inflation was expected to average 3.7% in 2017 peaking at 4.1% in the final quarter of 2017;
 - The labour market continued to show growth in employment and falls in unemployment. However, the OBR expected the unemployment rate to edge up in 2017;

- Average earnings growth (including bonuses) for the whole economy was 2.3% in the three months to February 2016, with private sector average earnings growth at 2.5% and public sector earnings growth (excluding financial services) at 1.4%. Average earnings growth was forecast by the OBR to be 2.6% in 2017; and
- Median pay settlements were at 2.0% in the three months to February 2017 and were expected to continue at this level in 2017.

2.53 We consider the current and forecast economic and labour market position at the time of our conclusions. The latest available data suggest that, overall, economic growth remains stronger than in the recent past and growth will continue at a similar rate through 2017, but there has been increased uncertainty following the referendum to leave the EU in June 2016. After a prolonged period of low inflation, CPI inflation has been rising since mid-2016 and is expected to rise slightly throughout the remainder of 2017. This change in inflation has yet to feed into average earnings growth or pay settlements which have remained stable for some time. The economic and labour market indicators in Northern Ireland are generally positive, although a level of uncertainty is reflected in the forecasts going forward in 2017 and beyond.

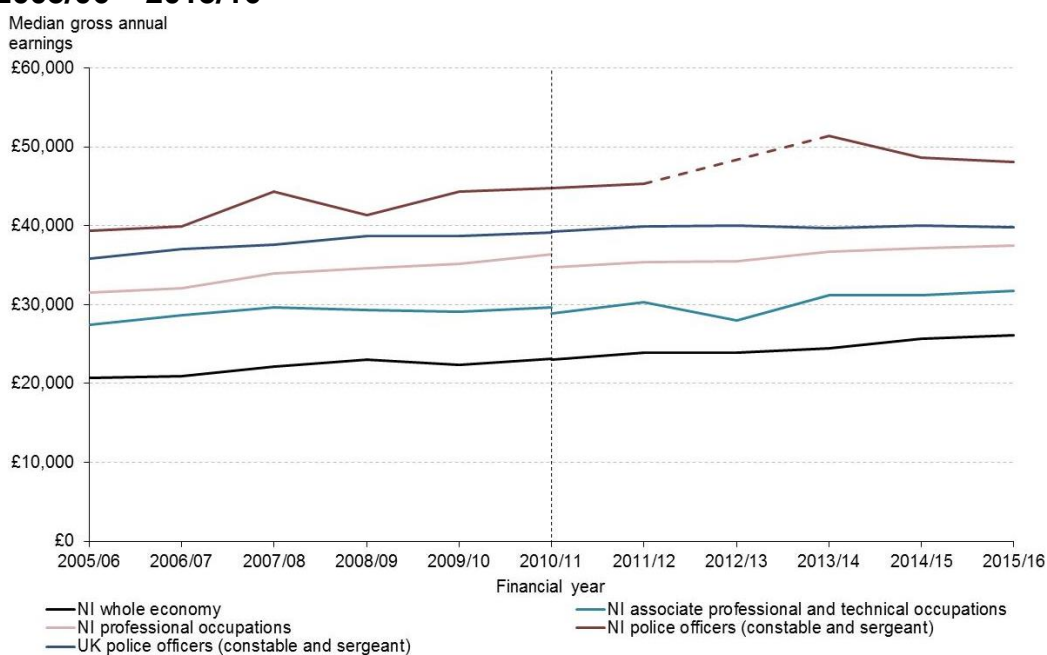
Police officer earnings

2.54 We examined the earnings¹⁷ of police officers using the Annual Survey of Hours and Earnings (ASHE) and the Police Earnings Census run by the Home Office. ASHE is a sample survey, published in autumn each year, which provides headline earnings estimates for occupations across the economy; for police officers it produces figures jointly for constables and sergeants and, separately, for the grouping of more senior ranks. The Police Earnings Census, conducted in its present form since 2010/11, covers all police officers and permits detailed earnings analysis. The data provide a useful insight into the range of earnings received within and across ranks, and the take-up and value of individual pay components.

¹⁷ Earnings include basic pay and additional pay from overtime and allowances. Earnings are presented in terms of gross pay (that is before tax, National Insurance and other deductions) in current prices unless otherwise stated.

2.55 We use the ASHE data to compare median¹⁸ full-time¹⁹ gross annual earnings of police officers (constables and sergeants) with those of: the whole economy; associate professional and technical occupations group (the occupational group which includes police officers); and professional occupations (which tend to be graduate professions). From our analysis (Chart 2.3) we conclude that full-time police officers in Northern Ireland have higher median gross annual earnings compared with counterparts throughout the UK, approximately £48,000 compared with £40,000 respectively in 2015/16; this was primarily driven by NITA, higher amounts of overtime, and the retention of the CRTP scheme. Moreover, police officers in Northern Ireland have higher full-time median gross annual earnings compared with workers in Northern Ireland in the wider economy and the other occupational groups shown.

Chart 2.3: Median full-time gross annual earnings, Northern Ireland and UK, 2005/06 – 2015/16



Source: Annual Survey of Hours and Earnings, Office for National Statistics (ONS) and Northern Ireland Statistics and Research Agency (NISRA).

Notes:

- There are discontinuities in the series due to changes to the Standard Occupational Classification (in 2010/11).
- Data for Northern Ireland police officers are not available for 2012/13 due to a small sample size.

¹⁸ The median is the value below which 50% of workers fall. It gives a better indication of typical pay than the mean as it is less affected by a relatively small number of very high earners and the skewed distribution of earnings.

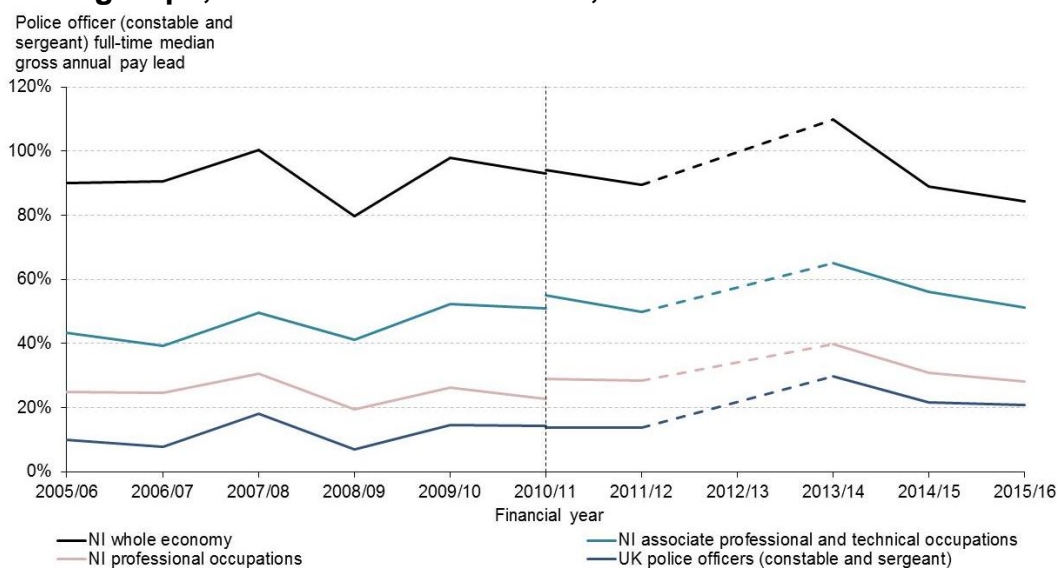
¹⁹ Full-time earnings are used to control for any differences caused by different mixes of full- and part-time workers over time and between occupations.

2.56 We note that police officers in Northern Ireland saw a decrease in median full-time gross annual earnings of 1.2% in 2015/16. This is likely to have been caused, in part, by a reduction in overtime. Across the UK as a whole median full-time gross annual earnings for police officers decreased by 0.5%. Median full-time gross annual earnings in Northern Ireland rose for the other three groups: by 1.4% for the whole economy, 0.9% for professional occupations, and 2.0% for associate professional and technical occupations. Northern Ireland police officer earnings have been falling since 2013/14.

2.57 Our analysis included looking at the differentials between police officer earnings in Northern Ireland and the earnings of other groups. These differentials have been falling since 2013/14 (Chart 2.4). Since 2010/11 the differential with UK police officers has widened, whereas the differential with the rest of the economy in Northern Ireland has narrowed. In 2015/16, median full-time gross annual earnings for police officers in Northern Ireland were:

- 84% higher than those for the whole economy in Northern Ireland;
- 51% higher than associate professional and technical occupations in Northern Ireland;
- 28% higher than professional occupations in Northern Ireland; and
- 21% higher than police officers across the UK.

Chart 2.4: Police officer full-time median gross annual pay lead relative to other groups, Northern Ireland and UK, 2005/06 – 2015/16



Source: Annual Survey of Hours and Earnings, ONS and NISRA.

Note: Data for Northern Ireland police officers are not available for 2012/13 due to a small sample size.

2.58 For a detailed analysis of police earnings we used the latest available Police Earnings Census data (covering the financial year 2015/16). We found that over half of officers at each rank in Northern Ireland are at the top of their respective pay scale (Table 2.1). This means that median basic pay is equivalent to the top of the pay scale for each rank. We also found that the proportion of officers at the top of the pay scale is higher in Northern Ireland than in England and Wales for all ranks except sergeant (for which the proportions are similar).

Table 2.1: Proportion of officers at the top of pay scales, Northern Ireland and England and Wales, March 2016

	England and Wales	Northern Ireland
Constable	50%	56%
Sergeant	70%	69%
Inspector	54%	64%
Chief Inspector	52%	75%
Superintendent	17%	63%
Chief Superintendent	30%	53%

Source: OME analysis of Police Earnings Census data, Home Office.

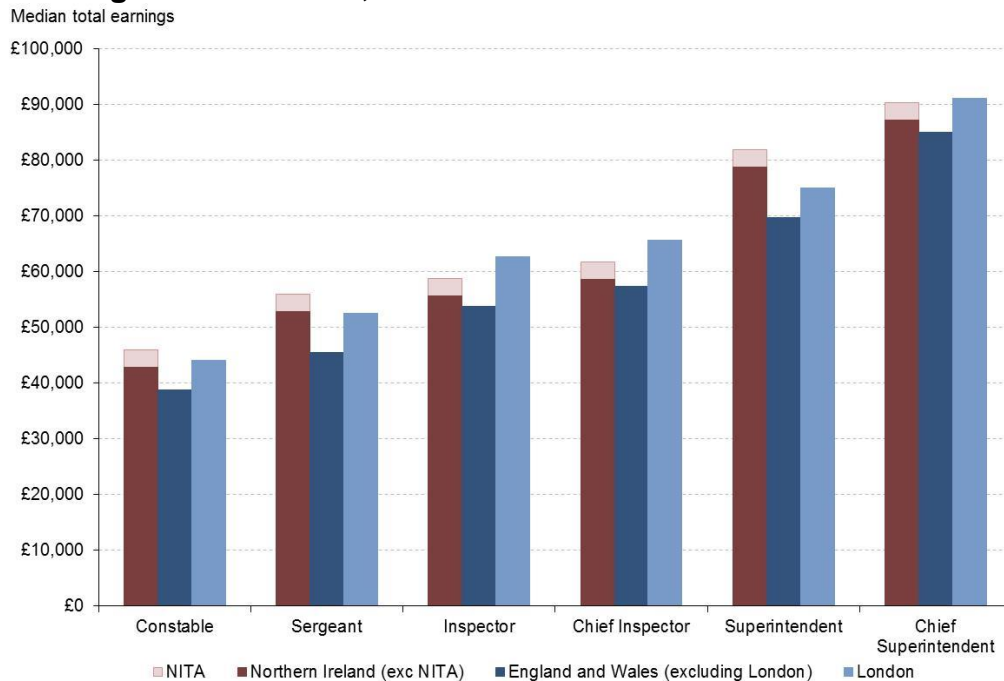
2.59 When comparing the total earnings of Northern Ireland police officers with those of their counterparts in England and Wales we show earnings figures including and excluding the NITA. We focus our analysis on the comparison excluding the NITA, as this allowance is paid to police officers in Northern Ireland in acknowledgement of the challenging policing environment and the restrictions faced by officers and their families.

2.60 Our analysis shows that Northern Ireland police officers of all ranks have higher full-time median total earnings compared with counterparts in England and Wales excluding London (Chart 2.5). Reasons for these higher earnings include:

- The retention of CRTP for federated ranks;
- Higher levels of overtime in Northern Ireland; and
- Higher proportions of officers at the top of the pay scales, particularly for the superintending ranks.

2.61 We note that inspectors and chief inspectors in London have higher earnings than their counterparts in Northern Ireland, due to the higher pay scales for the inspecting ranks in London.

Chart 2.5: Median total earnings, by rank, full-time officers, Northern Ireland and England and Wales, 2015/16



Source: OME analysis of Police Earnings Census data, Home Office.

2.62 Our assessment of police earnings includes the proportion of full-time officers in Northern Ireland in receipt of specific allowances and overtime (Table 2.2) and the median annual values of those payments for those officers who were in receipt of the particular payments (Table 2.3). Our key observations include:

- All police officers received the NITA;
- The proportion in receipt of CRTP ranged from 25% of chief inspectors to 78% of sergeants;
- The vast majority (i.e. 97-98%) of constables and sergeants received overtime. Median overtime earnings in Northern Ireland were lower than in 2013/14 but substantially higher than in England and Wales;
- The majority of officers in ranks above constable received Replacement Allowance (available to officers who joined before September 1994). Only 24% of constables received this allowance; and

- The proportion of officers receiving On-call Allowance increased with rank from 11% of constables to 43% of chief inspectors. However, the median values were low – equivalent to one bank holiday period for chief inspectors and two bank holiday periods for other federated ranks.

Table 2.2: Percentage of full-time officers in receipt of additional pay components, Northern Ireland, 2015/16

	Constable	Sergeant	Inspector	Chief Inspector	Supt.	Chief Supt.
NITA	100%	100%	100%	100%	100%	100%
Replacement Allowance	24%	58%	76%	72%	82%	92%
CRTP	49%	78%	63%	25%	–	–
On-call Allowance	11%	22%	29%	43%	–	–
Overtime	97%	98%	–	–	–	–
Other payments (e.g. Dog Handlers', secondment allowances)	1%	–	–	–	–	–

Source: OME analysis of Police Earnings Census data, Home Office.

Table 2.3: Median value of additional pay components, full-time officers, Northern Ireland, 2015/16

	Constable	Sergeant	Inspector	Chief Inspector	Supt.	Chief Supt.
NITA	£3,150	£3,150	£3,150	£3,150	£3,150	£3,150
Replacement Allowance	£3,500	£3,500	£3,500	£3,500	£4,060	£4,060
CRTP	£1,224	£1,224	£1,224	£1,224	–	–
On-call Allowance	£46	£46	£46	£23	–	–
Overtime	£5,625	£8,517	–	–	–	–
Other payments (e.g. Dog Handlers', secondment allowances)	£2,734	–	–	–	–	–

Source: OME analysis of Police Earnings Census data, Home Office.

Note: Figures relating to fewer than 10 officers have been suppressed.

Parties' evidence

2.63 The **DoJ** stated that mean gross weekly full-time public sector earnings (as taken from the Annual Survey of Hours and Earnings 2016) in Northern Ireland were above the UK average, and outstripped earnings in the private sector which were relatively low in Northern Ireland. Private sector earnings in Northern Ireland had consistently been the lowest of the UK regions and were nearly 20% below the UK average in 2016.

2.64 The **PSNI** also highlighted that the differential between public and private sector full-time gross weekly earnings was higher in Northern Ireland than the UK. Despite increases since 2015, Northern Ireland earnings in 2016 remained well below the UK average and were the fourth lowest of the 12 UK regions.

2.65 The **PFNI** reported that the growth in median gross weekly earnings for full-time employees since 2015 had been the same in Northern Ireland and the UK. For the second year running earnings growth had been higher than inflation.

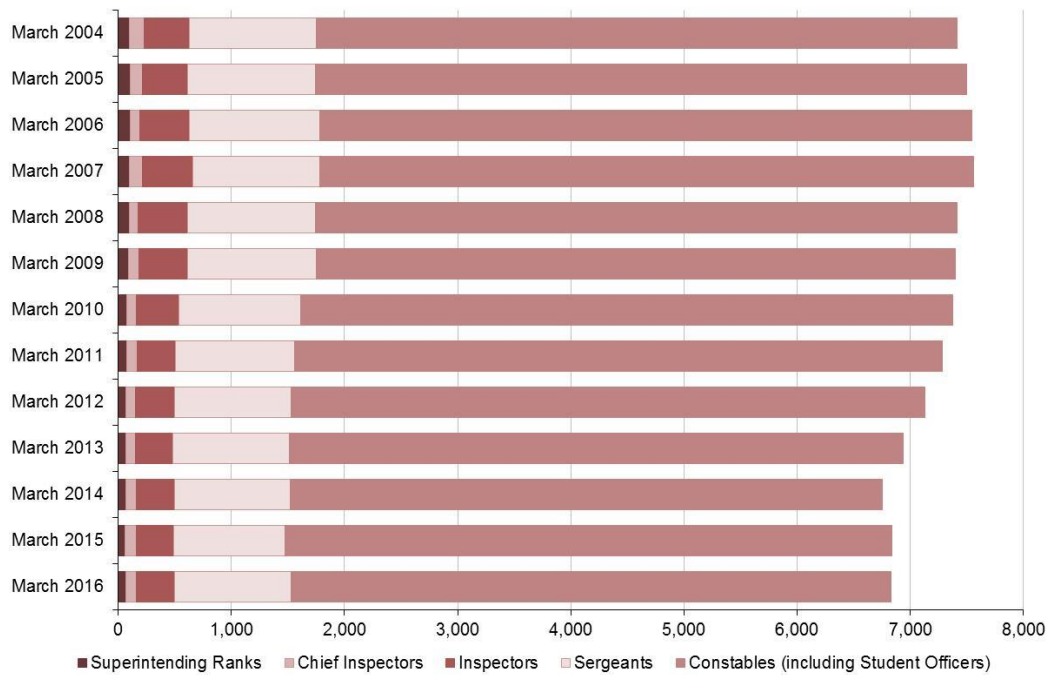
Our comment

2.66 While median police earnings in Northern Ireland have been falling, we note that the median earnings for police officers in Northern Ireland continue to outstrip those of the general economy in Northern Ireland and their counterparts in England and Wales (after the NITA has been excluded). The difference with officers in England and Wales is generally due to: the differences in allowances that are received by officers in Northern Ireland; the levels of overtime undertaken; and the greater number of officers at the top of their scales in Northern Ireland. We will continue to analyse and monitor the position of earnings against the general economy and those in England and Wales.

PSNI workforce

2.67 Data provided by the PSNI (Chart 2.6) show that the full-time equivalent (FTE) number of police officers fell (by 11%) from March 2007 to March 2014, but had picked up slightly (by 1%) by March 2015 and remained at a similar level in March 2016. We note that in March 2016 there were 7% fewer officers in Northern Ireland than in March 2010, whereas in England and Wales the number of officers decreased by 14% over this period.

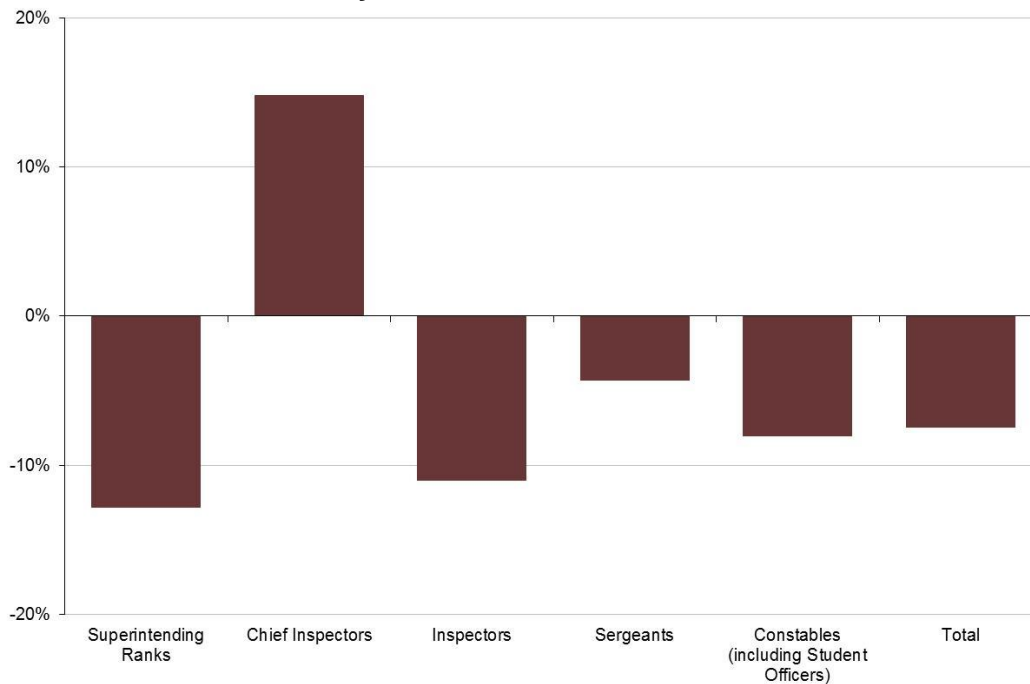
Chart 2.6: Number of police officers (FTE), by rank, Northern Ireland, March 2004 – March 2016



Source: PSNI data.

- 2.68 Police officers have accounted for around three quarters of the police workforce in Northern Ireland since 2007, with police staff making up the remainder. In March 2016 there were around 2,150 FTE police staff, 11% fewer than in March 2010.
- 2.69 We observe that the largest proportional decreases since 2010 (Chart 2.7) have been for the superintending ranks and inspectors (13% and 11% respectively). However, we are aware, in absolute terms, that the greatest decrease has been for constables (approximately 460 officers). The rank of chief inspector was the only one to see an increase since 2010, with 12 additional officers.

Chart 2.7: Percentage change in police officer numbers (FTE) between March 2010 and March 2016, by rank, Northern Ireland



Source: OME analysis of PSNI data.

Evidence from the parties

- 2.70 The **DoJ** reported that the number of police officers fell short of the target number of 6,963 agreed between the PSNI, the NIPB and the DoJ.
- 2.71 The DoJ said that three police officer recruitment campaigns had been run since September 2013. Following reports of impropriety at the Training College at Garnerville, officer intakes planned for late 2016 had been suspended until a review of the College could be completed. The next intake would be in January 2017. Recruitment was dependent on access to available funds, ongoing affordability and the level of officers leaving the organisation. The DoJ commented that the target number of officers might have to be reduced due to financial pressures and noted that the PSNI estimated that if recruitment proceeded commensurate with the agreed workforce target figure of 6,963 full-time officers, it would create a funding gap that was not sustainable.
- 2.72 The DoJ reported that a revised fast track scheme to inspector was already under active consideration and that the PSNI would include officers in the next

programme. The Minister of Justice was considering the merits of direct entry into the PSNI.

- 2.73 The **NIPB** also said officer numbers were below the target strength. It was anticipated that during the three-year period from December 2015 more than 20% of the workforce would become eligible for retirement. The number of applicants was strong, but the rate of those undergoing training would not replace the officers who could retire and would not enable the PSNI to employ the target number.
- 2.74 The **PSNI** informed us it was becoming a smaller organisation, losing more people each year than it could afford to replace. Defining the position on future officer numbers, against a reducing headcount, was complicated by the current financial uncertainty.
- 2.75 The attrition rate for officers was running at 4.5% which would be indicative of a stable workforce according to the PSNI. However, the rate at which regular officers were leaving within a year of achieving pensionable service had been gradually increasing from 47.1% in 2012/13 to 51.4% in 2015/16. Only 7% of officers who had retired or voluntarily resigned had completed an exit interview, with the primary reasons for leaving being “self improvement” and “domestic reasons”.
- 2.76 The PSNI noted that the current salary did not compare favourably to other public service careers, with the starting salary below that of the Fire Service and Ambulance Service. The PSNI pointed to a research report, undertaken by Deloitte²⁰, which indicated that salary, benefits and career progression were vitally important factors when considering a career in the PSNI. The research made reference to the reduction in starting salary from 2013/14 which was of greater importance to Roman Catholics and females. There were challenges in achieving a service that was truly representative of the community which the PSNI highlighted. Women, young people and members of the Catholic community continued to be under-represented in the PSNI.

²⁰ Deloitte (December 2016), *Understanding Barriers Affecting Police Officer Recruitment*. Available at: <https://www.psni.police.uk/globalassets/inside-the-psni/our-departments/human-resources/documents/research-project---final-report-v1-0-15-dec-2016.pdf>

- 2.77 The PSNI added that it was awaiting new Regulations to facilitate a fast track inspector scheme²¹ and it had sought the Minister's support for the introduction of the direct entry superintendent scheme. However, the PSNI had not implemented the Assessment and Recognition of Competence for constables approaching pay point 4.
- 2.78 The **PFNI** reported that the workforce had been steadily declining since 2014, and in 2016 the number of officers fell below 6,800 for the first time since 2013. The desired operational figure had never been achieved since its introduction in 2013. The PFNI said that workforce numbers were problematic both for the operational capacity of the service, and for individual officers who were already working in extremely difficult circumstances. It felt the PSNI lacked the resilience to adequately safeguard officers' health and wellbeing.
- 2.79 The recent freeze on recruitment had resulted in 250-300 fewer officers available according to the PFNI's calculations. The service would increasingly face issues attracting, motivating and retaining the calibre of officer required unless pay and conditions improved. The PFNI referenced the Deloitte research results that had identified the importance of the salary and the benefits package offered in Northern Ireland, with 50% of all respondents having cited this as "vitaly important" to the overall attractiveness of the PSNI as a career choice. The reduction in starting salary to £19,000²² was reported as being "unpopular", and therefore acted as a direct barrier to recruitment in Northern Ireland, and this was of greater importance to Catholics and females.
- 2.80 The PFNI thought the workforce would face serious shortcomings in future years as a result of low levels of recruitment and increasing outflow levels including emerging difficulties with the retention of mid-career officers. The number of leavers increased by 67.3% in the four years preceding 2015/16. The PFNI said that 758 officers were eligible to maximise their pension before the end of 2018, identifying the potential retirement of 11.2% of the workforce

²¹ This regulation, *The Police Service of Northern Ireland (Promotion) (Amendment) Regulations 2016*, came into operation on 31 December 2016. Available at: <http://www.legislation.gov.uk/nisr/2016/413/contents/made>

²² See Appendix E.

within 24 months. The increasing level of resignations within the 39-45 year age group identified an inability or unwillingness to continue working under current conditions, and for the level of remuneration provided.

- 2.81 The PFNI replayed the findings of the PFNI Workforce Survey from 2015 stating that 73% of officers reported low levels of personal morale, 83% reporting low team morale and 96% reporting low levels of morale across the service. The PFNI considered that these levels of morale were lower than those seen elsewhere in the public sector. The PFNI also cited the findings of the PSNI Employee and Engagement Survey, conducted in 2016, which suggested continuing low morale.
- 2.82 The **SANI** noted that there had been a significant reduction in officers in the superintending ranks, but no corresponding reduction in either the workload or the expectations made of those that remain.

Sickness absence

- 2.83 The **NIPB** stated that seeking an improvement in sickness rates would rely upon a reduction in excessive working time and increasing the resilience of officers and staff. It considered that the PSNI had relied upon excessive overtime, cancelled rest days and limitations on leave in order to meet current demands using its current and projected workforce model.
- 2.84 The **PSNI** reported that the average number of working days lost per officer was currently within the target level, and that the occurrences of sickness had also decreased compared with the same period in the previous year.
- 2.85 The **PFNI** considered that the high level of sickness absence within the PSNI had placed pressures upon the service, with the average number of working days lost increasing steadily since 2010/11. The PFNI also pointed out that this increase coincided with cuts to the PSNI budget, and it considered that the increased demands on officers had manifested itself in high levels of sickness absence.

Our comment

- 2.86 Resourcing in the PSNI appears to have reached a critical point. We commented in our 2016 Report on a staffing model under pressure, and this comment has been echoed by the HMIC PEEL Efficiency Report published in August 2016. The HMIC judged the PSNI to be “good” overall, stating that the PSNI used its resources efficiently and had a good understanding of the current demand. There was recognition that the funding system in which the PSNI operates imposes constraints on the organisation.
- 2.87 However, HMIC also found that the PSNI workforce model was not sustainable, emphasising that it relied too much on overtime, and that long term sickness was high. We note that the HMIC suggested that “the service should develop a sustainable plan for its future workforce that is aligned with its overall demand and budget. The plan should include future resource allocations and the mix of skills required by the workforce”. We are concerned that the affordability constraints, highlighted earlier in this report (paragraphs 2.33 to 2.45), will be prominent in any decision making regarding the number of officers the PSNI can appoint. This might lead to either a reducing level of service to the public or exacerbating the demand on existing officers, as HMIC noted.
- 2.88 The HMIC PEEL Efficiency Report highlighted that more than 20% of police officers in Northern Ireland are eligible to retire in the next three years and the service will need to address the skills that will be lost or are required from its workforce in the future. Despite no shortage of applicants and stable attrition rates, it is unclear to us whether the recruitment process will produce sufficient new officers to meet current workforce requirements and whether attempts might be needed to retain the officers who might leave. Should departing officers not be adequately replaced, it would place a greater strain on police officers already under pressure and could worsen any existing skills gaps and risk the development of new ones.
- 2.89 As Deloitte highlighted in their report, benchmarking the PSNI against other employment sectors illustrates that the PSNI are less representative than other employers in Northern Ireland, whose general composition is broadly

representative of the community. While targets for female and youth recruitment have been met, recently the PSNI recruitment process has not been meeting the anticipated level of applications from individuals with a Catholic community background and these applicants subsequently had a lower success rate through the application process. One finding from the report was that the reduction in starting salary²³ was, and is, unpopular. We are pleased to see that the PSNI have since announced an action plan²⁴ to respond to the findings of the Deloitte Report. We will continue to monitor the impact of the PSNI's actions and the influence of the starting salary on the number of applicants. Recruiting a representative workforce is of the utmost importance to the PSNI, and we will continue to consider whether pay could have a role in supporting this.

- 2.90 The morale and motivation of police officers appears to be at a low level and the evidence we have received suggests that the increasing demands on police officers, such as the high levels of overtime, may be playing a part in this. We ask that information relating to overtime levels continues to be provided. We hope to see in evidence next year the results of the PFNI's Workforce Survey when it is run again, following the establishment of a baseline in 2015. These types of surveys are able to provide a way to monitor, over time, what is a highly subjective area to assess. We requested updated information on sickness levels for this report and the PSNI has provided further information. They appear to have improved slightly but remain at a high level. We will continue to monitor sickness levels going forward.
- 2.91 In summary, the resourcing of the PSNI is an area that concerns us greatly. The parties and outside sources appear to concur that there are insufficient resources for the PSNI to deliver what is expected of them, and to the level they want to deliver at, without passing the burden of doing so to the frontline police officer. This in turn is manifesting itself in long hours, poor work-life

²³ The starting salary for trainees appointed on or after 1/9/2014 was reduced from £23,727 to £19,000 – it has been uplifted in subsequent years to £19,578. The rate that a probationary constable is appointed at, following the completion of training, was reduced at the same time from £26,484 to £22,221 (at the time of writing it stands at £22,896).

²⁴ BBC (5 April 2017), *PSNI plan to increase Catholic recruits*. Available at: <http://www.bbc.co.uk/news/uk-northern-ireland-39504777> (accessed on 12 May 2017)

balance and a higher than average sickness absence rate for police officers. The PSNI is making efforts to manage these factors and, while it should continue to do so, the funding restrictions suggest that ultimately it faces a choice of continuing to ask police officers to bear the brunt of funding shortfalls, and risk the retention of officers, or consideration of what policing can deliver in Northern Ireland given the funding constraints.

Legal obligations on the police service in Northern Ireland and relevant changes to employment law

2.92 Our terms of reference require us to have regard to the relevant legal obligations on the police service in Northern Ireland (including anti-discrimination regarding age, gender, race, sexual orientation, religion and belief and disability), and any relevant legislative changes to employment law which do not automatically apply to police officers.

2.93 We did not receive any specific evidence from the parties on these matters and therefore conclude there are no areas requiring our consideration covering relevant legal obligations and changes to employment law.

Chapter 3 – Pay Proposals and Recommendations for 2017/18

Introduction

3.1 In this chapter we review the parties' proposals on the 2017/18 basic pay uplift for police officers within our remit, proposals on adjustments to allowances and a number of other matters raised in the remit letter. We first look at proposals on the basic pay uplift (paragraphs 3.2 to 3.19), considering the parties' positions and the analysis we highlighted in the previous chapter in reaching our conclusion. We then turn to the other matters in the remit letter: NITA (paragraphs 3.20 to 3.24), Dog Handlers' Allowance (paragraph 3.25), CRTP (paragraphs 3.26 to 3.36), On-call Allowance (paragraphs 3.37 to 3.43), reduction in working hours and increase in annual leave (paragraphs 3.44 to 3.50), short-term 'bonuses' (paragraphs 3.51 to 3.53), and management of rest days (paragraphs 3.54 to 3.59).

2017/18 basic pay uplift

Evidence from the parties

- 3.2 Subject to affordability, the **Minister of Justice** supported a pay award for police officers, effective from 1 September 2017. For basic pay in 2017/18, the **PSNI** recommended a 1% uplift to all pay points and incremental pay progression for federated and superintending ranks. In reaching this conclusion the PSNI considered various scenarios and their costs, including a pay freeze and no incremental progression. The PSNI stated that pay progression was a contractual right for police officers but was dependent on a satisfactory performance assessment. The PSNI concluded that its recommended pay award would create an average increase of 1.59% for staff in post and that officers who were in receipt of an incremental uplift would receive more. When attrition and recruitment were factored in, the cost of this recommendation would be 0.75% of the pay bill.
- 3.3 The **NIPB** considered that a 1% increase should be recommended for the federated and superintending ranks from September 2017, but in doing so it highlighted that all pay progression should be more closely tied to an appraisal system through the ranks and that the PSNI should make a

commitment that this was being consistently applied. The NIPB assumed that, based on the previous pay review round, any pay award would be in addition to contractual pay progression.

- 3.4 The **PFNI** recommended an increase of 2.8% to all pay points for all federated officers, which it said represented the median value of HMT forecasts for both CPI and RPI inflation over the forthcoming four years, to alleviate some of the significant decline in wages of police officers, while preparing for the anticipated sharp rise in inflation in the coming years. The PFNI added that incremental payments should remain and be honoured in line with the expectations of officers. The **SANI** agreed with the PFNI recommendation regarding the pay award.

Targeting

- 3.5 The **DoJ** stated that, where there was scope to vary pay awards, active consideration must be given to targeting in order to address low pay and restraining pay at higher grades within the overall pay parameters.
- 3.6 The **PSNI** said that it had given careful consideration to targeting pay in 2017/18 to better reflect those whose skills were most in demand and to support the delivery of public services. It concluded that implementation of a variable pay award would be challenging at this stage. Possible options could be considered in the future if the data indicated particular recruitment and retention issues. The supporting mechanisms to allow for this flexibility had not yet been developed. The PSNI believed that there would be similarities to the now closed Special Priority Payments scheme which was considered divisive and counterproductive in some cases.
- 3.7 The **PFNI** considered that a 1% limit left little room for manoeuvre and resulted in little opportunity for any meaningful or positive differentiation in pay, and a greater likelihood of a pay award to only a small number of officers, therefore increasing the breadth of the potential negative impacts associated with targeting. The PFNI was opposed, at the current time, to any pay targeting.

- 3.8 A majority of respondents to the 2016 Pay and Morale Survey among members of PSAEW and **SANI** felt that at least some forms of targeted pay were fair. More than three quarters of respondents said that workload-related pay and specialist pay were fair, while around seven out of ten respondents said that competency-based pay was fair.

Our comment and recommendation

- 3.9 We reach our independent conclusions by examining the proposals put forward and the evidence provided to us by the parties. In addition, we have undertaken our own analysis of other public sources of information, as referred to earlier in this report. In the previous chapter, we commented on the elements of the evidence that have influenced our considerations and, in this chapter, we set out how we have taken these factors into account in our recommendations this year.
- 3.10 The demands on police officers in Northern Ireland have been steadily increasing. This is due to a number of factors: the reduction of staff to support officers with administrative tasks; the growing complexity of the crimes they are tasked with investigating and preventing; the increased ratio of police officers to the population; increased levels of responsibility and scrutiny; and a heavy workload investigating historical cases.
- 3.11 With this in mind, we consider resourcing within the PSNI is a particular concern, and note that it was an issue echoed by a number of sources including HMIC in its PEEL Report. It is unclear to us that the PSNI will continue to have, or be able to maintain, a robust workforce level that is sufficient to meet demand going forward within budgets. The evidence points to a police service that is managing escalating demands on its time, and maintaining the level of service to the public, by relying on overtime and the goodwill of its officers. The recruitment process is providing new officers in sufficient numbers but over the next three years the PSNI faces a challenge in retaining or replacing experienced officers. It is not clear to us, from the evidence, that this challenge will be met.

- 3.12 We consider the morale and the motivation of the federated ranks to be below the desired levels. However, the information we have been provided, through the PFNI survey, suggests that this is being driven by the demands on the workforce, rather than intrinsically linked to pay. We cannot disaggregate information on morale and motivation for the superintending ranks in Northern Ireland but note the findings of the joint survey undertaken by PSAEW and SANI, which suggest that the levels of morale and motivation are higher in the superintending ranks generally.
- 3.13 The economic conditions have changed since our last report. Specifically, we are conscious of the increase in inflation since the middle of 2016, and the effect it has on cost of living. We do not consider that our recommendations should be linked to any one index (such as CPI inflation for example), although the increasing cost of living is a factor that we have taken into consideration. Average earnings growth slowed in early 2017 but was forecast to rise during 2017, although these forecasts are subject to uncertainty. Pay settlements more widely were stable at 2%. Police officers in Northern Ireland continue to have higher full-time median gross annual earnings than other groups in Northern Ireland although they fell by 1.2% in 2015/16 while the earnings of other groups increased.
- 3.14 We are required to have regard to the UK Government's public sector pay policy when reaching our recommendations. We are unable to take into account a public sector pay policy specific to Northern Ireland in its absence. We are very conscious that the economic position has changed, with increased cost of living at a time when demand pressures on police officers have also risen. We did not hear a clear rationale for why the UK and Northern Ireland Governments concluded that a 1% figure is the right one for the police this year given the significant changes in the economic environment since 2015, alongside the challenging police context.
- 3.15 From the information available to us it is clear that the affordability and funding restraints faced by the PSNI are directly influencing its resourcing decisions. Unlike England and Wales there are no neighbouring police forces, which makes it more difficult to seek economies of scale or share resources.

This leads the PSNI to retain a “surge capacity” to respond to public order at short notice, whereas other forces could request and receive assistance swiftly from neighbouring forces. Our deliberations on affordability would be helped by more evidence regarding the spending decisions and efficiency programmes within PSNI in order to assess the position for affordability of pay awards, given that affordability depends on a set of choices. We were told by the NIPB that a 1% pay award was affordable and the PSNI proposed a 1% pay award but it is not clear to us how these proposals were reached, other than being guided by the limits of the UK Government’s pay policy.

- 3.16 We note that the desire for parity on core pay spines is strongly held by all the parties to this process and this carries significant weight in our conclusions, given that the occupation of policing is currently consistent across all police forces in England, Wales and Northern Ireland. However, we consider that the concept of pay parity goes beyond the core pay spines, and any differing allowances or terms and conditions in Northern Ireland should therefore be justified. Different elements or challenges unique to individual police forces should be recognised by local arrangements, such as how the NITA recognises the security situation faced in Northern Ireland.
- 3.17 While we have some reservations about interoperability and Mutual Aid being dependent upon parity of pay between the PSNI and police forces in England and Wales, we do not consider that one police force should be singled out for pay differentiation while the differing circumstances within regions and forces in England and Wales are not recognised. We view the police forces as representing a single service to the public, with the same standards and service expected of a police officer wherever they serve. Therefore, our conclusions for police officers in Northern Ireland are guided largely by those for England and Wales.
- 3.18 We recognise there are difficult pressures facing the PSNI with regard to affordability and resourcing but we conclude that there is a strong case for pay parity across England, Wales and Northern Ireland as supported by all parties, and therefore we give greater weight to a 2017/18 basic pay recommendation that provides parity on the level of uplift with our

recommendation for police officers in England and Wales. We therefore recommend a consolidated increase of 2% to all pay points for federated and superintending ranks for 2017/18. The recommended pay scales are given in Appendix F.

- 3.19 While we draw heavily on the parties' support for pay parity, we recognise that the pay and reward landscape for policing is changing and that pay parity may be further tested should greater workforce differences emerge or the affordability position of the PSNI worsen.

Recommendation 1. We recommend a consolidated increase of 2% to all pay points for federated and superintending ranks from 1 September 2017.

Northern Ireland Transitional Allowance

- 3.20 The NITA is an allowance paid to police officers in Northern Ireland in acknowledgement of the challenging policing environment in Northern Ireland and the restrictions faced by officers and their families. The allowance is transitional as its removal is conditional on the successful completion of security normalisation and a significant reduction in attacks on police.

Evidence from the parties

- 3.21 The **DoJ** told us that the NITA costs £24.7 million per annum and had been increased in each of the last two years in line with the main award of 1%. Annual costs had risen by approximately £240,000 per year. The Minister of Justice's view was that the NITA should be retained and increased in line with the pay award. The **PSNI** and the **NIPB** also said that the NITA should be increased by 1%.
- 3.22 The **PFNI** said that increases to the NITA had historically followed pay uplift figures and that any increase below this level might have a detrimental impact on officer morale and motivation. Therefore, it recommended that the NITA should be uplifted in line with the pay increase for PSNI officers. The **SANI** agreed with the PFNI recommendation regarding the NITA.

Our comment and recommendation

- 3.23 The decision to become a police officer in Northern Ireland is one that affects an officer's work and personal life in ways that becoming a police officer in England and Wales does not. As such, the NITA continues to be an important recognition of the challenging policing environment and the restrictions on officers and their families in Northern Ireland.
- 3.24 The security situation remains classed as "SEVERE" and, with the unresolved political situation, is likely to remain unchanged with continuing threats to and restrictions on police officers. We recognise that all the parties place great store in the value of the NITA and its uplift relative to the main pay award. Their evidence unanimously supports maintaining that link. While conscious of the cost of any increase, we conclude that maintaining the historic link to our basic pay recommendation would be appropriate and we recommend uplifting the NITA by 2%.

Recommendation 2. We recommend an increase of 2% to the current level of the Northern Ireland Transitional Allowance from 1 September 2017.

Dog Handlers' Allowance

Our comment and recommendation

- 3.25 In our first two reports we concluded that Dog Handlers' Allowance should continue to be linked to our overall pay recommendation. In evidence, all parties continued to support the allowance being increased in line with the main pay award. We have seen no new evidence to change our conclusion and, therefore, we recommend that the allowance should receive the same uplift as our basic pay recommendation and be increased by 2%.

Recommendation 3. We recommend that Dog Handlers' Allowance should increase by 2% from 1 September 2017.

Competence Related Threshold Payments

3.26 The CRTP scheme was introduced with effect from April 2003. The scheme was designed to recognise and reward officers who were able to demonstrate high professional competence under each of the following four national standards:

- Professional competence and results;
- Commitment to the job;
- Relations with the public and colleagues; and
- Willingness to learn and adjust to new circumstances.

3.27 The payment is available to officers in the federated ranks who have served for a year at the maximum of their pay scale and who satisfy the requirements of the scheme. All PSNI officers who meet the eligibility criteria can apply for the CRTP, currently worth £1,224. We did not recommend uprating this payment in our previous two reports. Table 2.2 in Chapter 2 shows the percentage of full-time officers in different ranks in receipt of CRTP. The Minister of Justice, in the remit letter, asked that we consider closing the CRTP scheme to new entrants ahead of the comprehensive review which is due to begin later this year.

3.28 CRTP has been phased out in England and Wales following the Winsor Review²⁵ recommendation to abolish the scheme on the basis that it had not worked as intended. Winsor stated that “the resources currently used to support this system would be better used recognising the challenges faced by those officers in the federated ranks who work unsocial hours”. As a consequence, CRTP is no longer available to police officers in England and Wales.

Evidence from the parties

3.29 The **DoJ** considered that the CRTP scheme should continue to remain open to new entrants and in line with the last two years, no increase should be applied.

²⁵ *Independent Review of Police Officer and Staff Remuneration and Conditions (Winsor Review)* – Part 1 (March 2011). Available at: <https://www.gov.uk/guidance/police-pay-winsor-review>

- 3.30 The **PSNI** were working towards a review of the CRTP scheme in 2018 with any change scheduled for implementation in 2019. The review of the CRTP scheme would give consideration to the phased withdrawal of the allowance over three years, as in England and Wales, and to whether the scheme would remain open for new applicants.
- 3.31 The **NIPB** did not consider that CRTP payments should be increased for 2017/18 and noted that CRTP had not worked well in England and Wales and was removed following the Winsor Review.
- 3.32 The **PFNI** considered that CRTP was in recognition of competence and any change, including closing the scheme to new applicants, would be in breach of the Police Negotiating Board agreement reached in 2014. The current rate of CRTP had increased by just 1% in the last six years. Given the rate of inflation and decline in value of this payment, the PFNI recommended that CRTP should increase in line with the uplift to pay.

Our comment and recommendation

- 3.33 We consider three aspects of the CRTP scheme: whether it should remain open to new entrants; whether it should be uprated; and the planned comprehensive review.
- 3.34 We are surprised that the remit letter asked us to consider closing the CRTP scheme to new entrants given that none of the parties supported this approach in the evidence provided to us. This indicates that the supporting mechanisms underpinning the Review Body process are not functioning as effectively as they should and we return to this later in this report. In the meantime, given the proximity of the comprehensive review of this payment, and the lack of support for this proposal, we recommend that the CRTP scheme remains open to new applicants.
- 3.35 In our last two reports we did not recommend uprating CRTP as there was no recruitment and retention evidence to suggest a specific issue in the PSNI. While we note that a number of experienced officers are due to retire over the next few years, no evidence was presented that an increase to CRTP would act as an incentive to retain them beyond the date when they have maximised

their pension entitlement. We also took into account the importance attached by the parties to pay parity when considering this payment, currently worth £1,224, and we note that officers in England and Wales no longer have access to CRTP. Therefore, we cannot justify any increases to CRTP at this time.

3.36 Turning to the planned comprehensive review of the CRTP scheme, we were disappointed that the PSNI provided no further information regarding the key milestones and engagement for the process of the review. In our 2016 Report (paragraph 3.24) we set out our clear expectations of the evidence base and requirements for the review. We therefore urge the PSNI to set out the timing and milestones for this review and to begin the process of engagement with the parties. The PSNI and other parties should refer back to our 2016 Report in considering the review and take into account the position on pay parity as set out in paragraphs 2.24 to 2.27 of this report. We hope to be able to consider a joint proposal on the future of the scheme in evidence for our 2018 Report.

Recommendation 4. We recommend that the CRTP scheme remains open to new applicants pending the outcome of the comprehensive review and that the current level of CRTP does not increase.

On-call Allowance

3.37 This allowance is paid to police officers who have been authorised to remain available to report for duty if required. Only officers below the rank of superintendent are eligible to receive this allowance. Table 2.2 in Chapter 2 shows the percentage of officers in receipt of On-call Allowance.

Evidence from the parties

3.38 The **DoJ** did not support changes to the rates of the On-call Allowance or access to the allowance being extended.

3.39 The **PSNI** stated that On-call Allowance costs £1.5 million per annum and was predominately used within the Crime Operations and Operational Support

Departments due to the nature of the work. Over the last two years the incidence of on-call had reduced (in 2014 over 100,000 periods of on-call were paid, while this had dropped to just over 80,000 in 2016). New on-call and on-duty arrangements were being introduced.

3.40 The **PFNI** stated that being on-call placed explicit limits on the movements and activities of officers. The PFNI's 2016 Goodwill Survey pointed to a high level of reliance upon the system with 77.2% of respondents who were on-call being required to perform active duties at least 25% of the time between July and September 2016.

3.41 The PFNI considered that the £15 allowance did not adequately compensate officers for the level of disruption they experienced while on-call. The PFNI also questioned whether the current rate could act as a disincentive for the PSNI in order to prevent an over-reliance on the practice. The PFNI recommended that On-call Allowance should increase to £23 for each evening or weekend day period and to £30 for any time on-call during a day considered a public holiday within the PSNI Regulations.

Our comment

3.42 The demand on police officers' time has been increasing. It is important that they are able to enjoy a work-life balance in order to detach themselves from their very demanding roles. While the number of incidences of on-call has been reducing, the PFNI argued that the current rate of On-call Allowance was not sufficient to deter the PSNI from utilising it nor was it sufficient compensation for the act of being on-call and the disruption it caused to their family life.

3.43 We have some sympathy with this view, but do not consider that we have received sufficient evidence to recommend on the allowance at this stage. We suggest, as we set out in our England and Wales Report, that the parties should review the On-call Allowance as a priority, including the burdens of on-call, the rates and whether the allowance should apply to superintending ranks.

Reduction in working hours and increase in annual leave provision

- 3.44 The **PFNI** stated that ASHE results showed an increase in hours worked within the Protective Service Occupations in Northern Ireland from 40.5 in 2013 to 46.0 hours per week in 2016. PSNI officers were included within the “long-working hours” category of working more than 40 hours per week, identifying them as being at high risk of the negative consequences associated with working long hours.
- 3.45 The PFNI called for a reduction in the standard working week from 40 hours to 37.5 hours and an increase in annual leave provision by one day. In doing so the PFNI reported the result of research conducted in Sweden relating to increased efficiency being related to a reduction in working hours.
- 3.46 The reduction in working hours was not supported by the **DoJ** on the basis of affordability and operational impact. It noted that the contracted hours of police officers were consistent across forces in Great Britain at 40 hours per week. The DoJ stated that an increase in annual leave provision by one day would cost around £800,000 and considered that there was currently no justification for increasing annual leave provision which met EU standards. However, the DoJ was open to the possibility of reviewing annual leave outside our process if the Northern Ireland parties would take forward a review.
- 3.47 The **PSNI** considered that reducing working hours or increasing annual leave provision for police officers would be prohibitive for the organisation in terms of lost productivity and would be a departure from the conditions police officers in Northern Ireland share with those in England and Wales. The PSNI calculated that an additional 460 officers would be required to support a reduction in working hours to 37.5 per week and that an increase in annual leave would be likely to be tackled utilising overtime to cover an additional 49,544 hours.
- 3.48 The **NIPB** considered that the current arrangements for annual leave provision and the number of hours in a standard working week were adequate although there was a reliance on overtime.

Our comment

- 3.49 We have not received sufficient evidence to enable us to progress these proposals further, and therefore we cannot draw any firm conclusions. It is clear to us that these proposals had not been discussed more widely prior to submitting proposals to us and therefore the parties' viewpoints were not sufficiently developed to be presented in evidence. These topics would benefit from discussion by all the parties in a joint forum such as the Police Advisory Group (PAG), seeking a firm evidence base and as much consensus as possible, before bringing proposals to us. We comment further on the supporting processes in Chapter 4.
- 3.50 Furthermore, such discussions should take into account the parties' views on parity for pay and conditions. These proposals, had they been taken further in Northern Ireland, would have undermined the principle of parity between police forces in England and Wales and the PSNI.

Short term “bonuses”

- 3.51 The **SANI** requested that as an interim measure, until a new reward framework was introduced, chief officers should have the flexibility to make additional payments to superintending ranks, equivalent to up to 10% of basic salary, to more fairly remunerate the additional workload, responsibilities and spans of command. The SANI stated that any such bonuses should be funded from existing budgets and treated separately to the annual pay award. The **PSNI** commented in oral evidence that they did not recognise an imbalance in workload that might necessitate the introduction of additional payments for superintendent ranks.

Our comment

- 3.52 In our report for England and Wales, we recommend that the police forces should have access to a targeted, interim mechanism that allows chief officers local flexibility, subject to local affordability, to use pay to address hard to fill roles and to differentiate reward at targeted superintending ranks. For superintending ranks we did not consider that additional payments should be expressed as a percentage of pay (as proposed by PSAEW and SANI) but linked to the value of additional responsibilities. For England and Wales, we

concluded that the NPCC should design, develop and implement the solution, supported by national guidance, in consultation through the Police Consultative Forum (PCF).

- 3.53 We have not received any evidence that the PSNI is struggling with hard to fill roles or specific concerns for superintending ranks. However, we consider that the PSNI should have access to the same flexibility as forces in England and Wales, should it wish to apply the arrangements in Northern Ireland. We therefore encourage the PSNI and the other parties to engage with future discussions relating to this interim measure in England and Wales.

Management of rest days

- 3.54 The **DoJ** was aware that the PSNI had been working with the superintending cadre to support them in addressing their concerns regarding the difficulty of accessing their rest days.
- 3.55 The **NIPB** recommended that there should be no additional financial recompense for non-availability of rest day working but was concerned regarding the ability of officers to avail themselves of rest days.
- 3.56 The **PSNI** reported that additional commitments had resulted in the accumulation of modified rest days/monthly leave days. The number of untaken modified rest days across all ranks at 24 November 2016 was 18,300 which the PSNI stated was a reduction of 63.4% from the previously estimated figure of 50,000 in July 2014.
- 3.57 The **PFNI** stated that 72% of respondents to its 2016 Goodwill Survey said they had at least one rest day cancelled or reallocated in the previous three months and on average officers had 5.8 rest days cancelled or reallocated, equating to almost two days per month. The PFNI considered that the number of days banked indicated the reliance of the PSNI on this practice.
- 3.58 The **SANI** reported that three quarters of respondents to the PSAEW and SANI survey said they had not taken all of their rest days in the last three months. On average, respondents had 16 rest days outstanding. Officers were faced with the prospect of losing these days after twelve months with no

compensation. The PSAEW planned to raise this at the PCF (for England and Wales) initially with a view to a resolution subsequently being considered for introduction in Northern Ireland.

Our comment

3.59 We have been asked by SANI not to suggest anything further in relation to the management of rest days as SANI will seek to address these with the PSNI and through the PCF in England and Wales. We look forward to further information from these discussions as we have heard on our Northern Ireland visits some concerns from superintending ranks about the inability of some officers to avail themselves of rest days. In the meantime, we reiterate our comments earlier in this report on the need for earlier discussion of these issues between the parties before they are established as remit matters, particularly in this case as this is clearly a management issue which could be resolved without referring to the Review Body process.

Chapter 4 – Forward Look

4.1 We focus in this forward look on some of the factors that have been highlighted during this pay round, which are likely to influence next year's process. We ask that the parties bear them in mind when formulating their evidence next year. These areas include the Northern Ireland environment and resourcing, workforce reforms in England and Wales, pay parity, process matters and evidence provision.

Northern Ireland environment and resourcing

4.2 While producing this year's report, we have been acutely aware of the current uncertain political situation in Northern Ireland and the impact it has on the PSNI being able to plan effectively with a stable budget. As we have highlighted through this report, we have concerns regarding the resourcing of the PSNI and this situation is, in part, caused by the lack of a budget at the Northern Ireland Executive level. The evidence we have seen this year could cast doubt on the sustainability of the resourcing situation for the PSNI given its reliance on direct funding.

4.3 We were in the process of completing our final deliberations for England and Wales and Northern Ireland when the General Election was called. The UK Government and the Northern Ireland Executive which will consider our 2017/18 recommendations will also be conscious of the implications for the next pay round, including their approach to policing and to public sector pay. We are also mindful that the prevailing economic circumstances are likely to drive significant change in determining pay across the economy. The full implications for the PSNI relating to the UK leaving the EU are unclear at this stage. We would be grateful if any emerging impacts, especially regarding resources, on the future requirements for the PSNI could be highlighted in evidence next year.

Workforce reforms in England and Wales

4.4 We expect the work the National Police Chiefs' Council (NPCC) and the College of Policing is undertaking in relation to workforce and pay reforms in England and Wales to progress over the next year. The reforms in England

and Wales are likely to have a significant impact on how police forces are organised, how they operate, and how officers are rewarded. The PSNI will need to reach positions on how it intends to engage with any changes such as: the implementation of a five-level management structure; the Policing Education Qualifications Framework; the introduction of Advanced Practitioners; and the development of a new reward framework.

- 4.5 The evidence presented to us indicates that the PSNI and the parties appear to have become more engaged with the process of reforms in England and Wales: through the development of a Memorandum of Understanding between the PSNI and the College of Policing; involvement in “Large Forces” meetings; and the formation of a new Leadership and Professional Development Unit. These are all welcome steps. This level of engagement needs to continue and strengthen, not only to benefit the PSNI but for what the PSNI can bring to the process and benefit forces in England and Wales. For instance, the PSNI has a great deal of experience dealing with higher education providers. While we appreciate this may come at a resource cost, we consider that the PSNI has a lot to offer this process.
- 4.6 In the context of pay parity in the longer term, the PSNI will need to be positioned to adopt outcomes quickly and to avoid making decisions on elements to adopt a number of years behind other forces. Should reforms adopted in England and Wales not be mirrored in the PSNI, it must be recognised that this would strain the arguments relating to pay parity as a likely divergence of pay, funding and workforce models would occur.
- 4.7 The parties should also recognise in their evidence where their proposals have implications for pay parity and ensure that the impact has been explored with the parties in England and Wales before providing proposals to us. We continue to recognise the strength of argument among the parties regarding pay parity but would emphasise that several factors could impact upon this policy going forward.

Supporting processes

- 4.8 We were informed that the Department of Justice operates a PAG which meets every three months which could provide a useful forum for the discussion of matters that fall into our remit. Separately to this, SANI proposed the establishment of a similar body to the PCF in England and Wales for Northern Ireland, or would otherwise seek an extension to the remit of the current PCF to enable matters relating to the PSNI that do not require our consideration to be dealt with effectively and in a timely fashion.
- 4.9 During our annual process it has become clear to us that effective supporting processes are required as they have developed in England and Wales. These should enable the parties to come together before our process starts to agree remit matters, develop the evidence base and to discuss pay proposals. We comment earlier in this report on some remit matters that would have benefitted from earlier and wider discussions before being presented in evidence. For example, we were asked to consider, through the remit letter, closing the CRTP scheme to new entrants and when we received evidence, no parties supported this proposal. For the next pay round, we anticipate receiving a remit letter and evidence that has been through a more mature development process.
- 4.10 It is for the parties to decide on the appropriate supporting processes and how they operate and we would draw attention to the PCF as a helpful model. Arrangements such as the PAG in Northern Ireland could be well-placed to fulfil these functions particularly in assessing the application of workforce and pay reforms.

Evidence provision

- 4.11 We thank the parties for the evidence they have provided this year. Specifically, we would encourage the continued, and where possible enhanced, provision of:
- Historical data to allow time-series analysis relating to the demographics of the workforce;
 - Information relating to the recruitment and retention of officers such as attrition rates, applicants for posts and leavers including during training;

- An update on progress against the action plan the PSNI has put in place in response to the Deloitte Report;
- Whether any hard to fill posts exist;
- Data regarding the morale and motivation of officers;
- Data on the movements between forces;
- Information on sickness levels;
- Pension scheme membership data; and
- Any matters with regard to the relevant legal obligations on the police service in Northern Ireland and any relevant legislative changes to employment law which do not automatically apply to police officers.

4.12 The continued absence of a public sector pay policy from the Northern Ireland Executive is also unhelpful and thought should be given to the production of a policy reflecting the Executive's priorities for public sector pay, how this fits with their other initiatives and enables the Department of Justice to articulate the approach to police officer pay.

Appendix A – Our previous recommendations

2nd Report – 2016

Our 2016 Report was submitted to the Northern Ireland Executive on 8 June 2016 and our recommendations were accepted in full on 8 September 2016. They were:

Our 2016/17 recommendations (from 1 September 2016)

- **A consolidated increase of 1% to all pay points for federated and superintending ranks.**
- **No increase to the current level of Competence Related Threshold Payment.**
- **Northern Ireland Transitional Allowance and Dog Handlers' Allowance to be uprated by 1%.**
- **No increase to the current level of the On-call Allowance.**

Previous recommendations

All of our previous recommendations, along with the government responses are set out below.

Report	Recommendation	Government response
1 st (2015)	A consolidated increase of 1% to all pay points for federated and superintending ranks	Accepted
	No increase to the current level of Competence Related Threshold Payment	Accepted
	Northern Ireland Transitional Allowance and Dog Handlers' Allowance to be uprated by 1%	Accepted
2 nd (2016)	A consolidated increase of 1% to all pay points for federated and superintending ranks	Accepted
	No increase to the current level of Competence Related Threshold Payment	Accepted
	Northern Ireland Transitional Allowance and Dog Handlers' Allowance to be uprated by 1%	Accepted
	No increase to the current level of the On-call Allowance	Accepted

Appendix B – Chief Secretary to the Treasury’s Letter

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HM Treasury, 1 Horse Guards Road, London, SW1A 2HQ

David Lebrecht
Chair of the PRRB/NCARRB
c/o Office of Manpower Economics
Fleetbank House
2-6 Salisbury House
EC4Y 8JX

17th July 2016

Dear Mr. Lebrecht,

PUBLIC SECTOR PAY 2017-18

1 Thank you for your work on the 2016-17 pay round. The Pay Review Bodies continue to play an invaluable role in making independent, evidence-based recommendations on public sector pay awards, as well as continuing to provide high-quality advice on wider reforms to pay and allowances policy. I am extremely grateful to you and your colleagues for your considered work. Over the remainder of the Parliament I look forward to the Pay Review Bodies continuing to advise the Government on how best to achieve pay reforms and deliver fair and sustainable pay awards for public sector workforces

2. As you know the fiscal context remains very challenging following the outcome of the EU referendum vote. However, the Government’s public sector pay policy, announced at Summer Budget 2015 and reaffirmed in the Autumn Statement and Spending Review 2015, was intended to enable prudent long-term planning while protecting jobs, and I can confirm that this policy remains in place. We will fund public sector workforces for pay awards of an average of 1 per cent a year, up to 2019/20.

3. As I set out in my letter to you last year, I expect to see targeted pay awards, in order to support the continued delivery of public services, and to address

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recruitment and retention pressures. This may mean that some workers could receive more than 1 per cent whilst others receive less, and there should be no expectation that every worker will receive a 1 per cent pay award. I am aware that this requires you to receive good, evidence-based propositions to consider.

4. Relevant Secretaries of State will write to you shortly with their remit letters, as and where needed. Relevant departments will submit their proposals covering the specific needs of their workforces in their evidence to you in the early autumn. I look forward to your 2017-18 recommendations.

Yours sincerely

A handwritten signature in blue ink, appearing to read "GREG HANDS".

GREG HANDS

OFFICIAL

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Appendix C – Minister of Justice’s Remit Letter

FROM THE OFFICE OF THE JUSTICE MINISTER



Minister's Office Block B,
Castle Buildings
Stormont Estate
Ballymiscaw
Belfast
BT4 3SG
Tel: 028 9052 8121
private.office@justice-ni.x.gsi.gov.uk

Our ref: SUB/1355/2016

Mr David Lebrecht
Chairman PRRB
c/o Office of Manpower Economics
8th Floor
Fleetbank House
2-6 Salisbury Square
LONDON
EC4Y 8JX

19 September 2016

David,

POLICE REMUNERATION REVIEW BODY – REMIT LETTER

I am pleased to provide the Police Remuneration Review Body (PRRB) with this remit letter for the review of the remuneration for police officers below the rank of assistant chief constable serving in the Police Service of Northern Ireland (PSNI).

While I am a short time in post, I am aware of the important role performed by your review body in considering these matters – something I am keen to ensure my officials continue to support on a co-operative basis. I look forward to meeting with you on 20 September in this regard.

I would like to acknowledge the challenging nature of the current working environment for police officers, both in terms of public sector financial constraint and implementation of ongoing reforms in police pay, allowances and pensions provision. I am content that the approach taken last year in making recommendations consistent with other forces in England and Wales was helpful and can confirm that your recommendations were accepted in full.

Public Sector Pay Policy

The Northern Ireland Executive has not yet agreed a public sector pay policy applicable to Northern Ireland for 2017/18. In general terms, however, it has endorsed the principle of adherence to the UK Government's public sector pay policies and public sector pay growth limits.

Therefore, in the absence of an amended or alternative policy for Northern Ireland, I ask that the Review Body operates within the parameters set out in the Chief Secretary to the Treasury's letter of 13 July 2016 to pay review body chairmen, noting that these may be subject to further restraint. Any change to the Executive's position will be provided in evidential submissions, or as this becomes clearer.

For 2017/18 review

Within this year's review I would welcome recommendations on the following:

- the application of any pay award for these police officers, effective from 1 September 2017;
- whether any increase should be applied to the Northern Ireland Transitional Allowance or other allowances; and
- whether any increase should be applied to the Competence Related Threshold Payment (CRTP), pending its imminent review.

Given the forthcoming review of the CRTP scheme, I ask that the Body considers closing the scheme to new applicants pending its outcome.

I intend to continue the practice of my predecessor in seeking the views of the parties in Northern Ireland on what the pay review bodies might realistically be asked to consider for the PSNI. In that vein, the Police Federation has specifically asked for consideration to be given to an increase in annual leave provision for federated rank officers, and a reduction in the standard number of hours in a working week.

Similarly, the Superintendents' Association has referred to difficulties its members are having with regard to Rest Day working and on-call commitments, as well as access to

Monthly Rest Days, calling for changes in how they are managed or additional financial recompense.

If you are content that these latter issues fall to your Body, parties will provide evidence supporting their respective positions in these matters.

In conjunction with Treasury instructions, the Review Body will want to consider the full package of remuneration paid to police officers in Northern Ireland and consider any specific challenges facing them which are not already addressed.

When making your recommendations for this year, you were able to retain uniformity with similar ranks in England and Wales, and the recommendations for the Senior Salaries Review Body's pay remit group. It remains important to the PSNI that no barriers to movement are created between forces and so parity in key areas of remuneration remains desirable. I note from this year's report that the question of parity is one which will be pursued further by the PRRB as part of this year's considerations.

I trust that this letter is helpful to the Body as you undertake this year's assessments. I look forward to receiving your recommendations in line with your proposed timetable.



CLAIRE SUGDEN MLA
Minister of Justice

Appendix D – The Parties’ Website Addresses

The parties’ written evidence should be available through these websites.

Department of Justice Northern Ireland	https://www.justice-ni.gov.uk/
Police Service of Northern Ireland	https://www.psni.police.uk/
Northern Ireland Policing Board	https://www.nipolicingboard.org.uk/
Police Federation for Northern Ireland	https://www.policefed-ni.org.uk/
Police Superintendents’ Association of Northern Ireland	http://www.polic-supers.com/wp-content/uploads/2016/12/PRRB-Submission-2016-PSAEW-and-SANI-final-2.pdf

Appendix E – Pay Changes Arising from the Winsor Review²⁶ in England and Wales and Subsequent Review in Northern Ireland

	Changes in England and Wales	Changes in Northern Ireland
Shortened 7 point constable scale for existing constables and new scale for new starters	Pay points removed on a phased basis from 2014 to 2016 for existing officers and a new scale introduced for new joiners in 2013	Introduced in 2014 for existing officers and a new scale with lower starting salary introduced for new joiners in 2014
Foundation Skills Threshold (pay point 4 of constables scale)	Introduced in 2017	Not applicable
Abolition of pay point 0 on sergeants' pay scale	Applied from 2014	Applied in 2015
Shortened 4 point superintendents' pay scale	Applied from 2014	Applied from 2014
Shortened 3 point ACC pay scale	Applied from 2014 to 2016	Pay points to be removed on a phased basis from June 2014
Competence Related Threshold Payment	Phased abolition to April 2016	Retained, to be reviewed in 2017/2018
Advanced Skills Threshold (to reach max of relevant pay scales)	Introduced from 2016	Not applicable
Special Priority Payments (£500 - £3,000)	Abolished in 2012	Abolished in 2014
On-call allowance	£15 rate introduced in 2013	£15 rate for weekdays and weekends and £23 rate for Bank Holidays
Abolition of bonus schemes and Post-Related Allowances	Suspended from 2012 and abolished in 2014	Abolished from 2014
Overtime rates	Rate of time and one third for 'casual overtime' retained, with payment of travelling time for recalls between tours of duty 4-hour minimum payment when recalled to duty - abolished	Casual overtime rate unchanged 4-hour minimum payment when recalled to duty - retained Payment of double time for cancellation of rest day changed from 5 days'

²⁶ *Independent Review of Police Officer and Staff Remuneration and Conditions (Winsor Review)* – Part 1 (March 2011) and Part 2 (March 2012). Available at: <https://www.gov.uk/guidance/police-pay-winsor-review>

	<p>Cancellation of rest day with fewer than 5 days' notice – rate changed to time and a half from double time</p> <p>Pay at time and a half for working on a rostered rest day with fewer than 15 days' notice</p>	notice to 3 days' notice
Away from Home Overnight Allowance and Unsocial Hours Allowance	Introduced from 2012	Not introduced
Motor vehicle rates	Linked to Local Government rates from 2012. Following PRRB recommendation, linked to HMRC prevailing rates from 2016	Aligned with Northern Ireland Civil Service rates
Occupational maternity pay	Increased from 13 to 18 weeks from 2012 (18 weeks replicated for adoption and parental leave from 2013)	Increased from 13 to 18 weeks
Voluntary exit scheme and compulsory severance scheme	Voluntary exit provisions introduced in 2013	Not introduced
Replacement Allowance	Retained, but abolish increases for change in personal circumstances from 2011	Not introduced
Team recognition awards	Discretion to make bonus payments of £50-100 for unpleasant or demanding tasks extended to whole teams from 2012	Not introduced
Regional allowances	Chief Constable discretion to vary levels of regional allowance payment up to the maximum based on local retention needs (not performance) from 2013	Not applicable

Appendix F – Recommended Changes to PSNI Police Officer Pay Scales and Allowances from September 2017

Salary scales

The salary scales in effect from 1 September 2016 are set out below along with our recommendations for effect from 1 September 2017.

Rank	Pay point	With effect from	Recommended	Notes
		1 September 2016	for effect from 1 September 2017	
Constable (appointed on or after 1 September 2014)	On commencing service as PSNI trainee	£19,578	£19,971	a
	On commencing service as probationary PSNI constable	£22,896	£23,355	b
	2	£23,931	£24,411	
	3	£24,975	£25,476	
	4	£26,016	£26,535	
	5	£28,098	£28,659	
	6	£32,292	£32,937	
Constable (appointed before 1 September 2014)	7	£38,001	£38,760	
	On commencing service as PSNI trainee	£24,204	£24,687	
	On commencing service as probationary PSNI constable	£27,015	£27,555	
	2	£28,584	£29,157	c
	3	£30,330	£30,936	
	4	£31,284	£31,911	
	5	£32,292	£32,937	
	(pay point removed April 2016)	(£34,029)	–	
	6	£35,127	£35,829	
	(pay point removed April 2017)	(£37,251)	(£37,995)	
7	£38,001	£38,760	d	
Sergeant	1	£39,300	£40,086	
	2	£40,620	£41,433	
	3	£41,487	£42,318	
	4	£42,708	£43,563	d
Inspector	0	£48,690	£49,665	
	1	£50,061	£51,063	
	2	£51,435	£52,464	
	3	£52,812	£53,868	d

Rank	Pay point	With effect from	Recommended	Notes
		1 September 2016	for effect from 1 September 2017	
Chief Inspector	1	£53,892	£54,969	e
	2	£54,975	£56,076	
	3	£56,109	£57,231	d
Superintendent	1	£64,830	£66,126	
	2	£68,217	£69,582	
	3	£71,781	£73,218	
	4	£76,575	£78,108	
Chief Superintendent	1	£80,352	£81,960	
	2	£83,070	£84,732	
	3	£84,765	£86,460	

Notes:

- a. All trainees enter at point 0 until attestation/graduation.
- b. At attestation/graduation trainees become constables and move onto point 1.
- c. All officers move to this salary point on completion of two years' service as a constable.
- d. Officers in the PSNI who have been on this point for a year will have access to the competence related threshold payment
- e. Entry point for an officer appointed to the rank, unless the chief officer of police assigns the officer to a higher point.

Allowances

The recommended values of allowances from September 2017 are set out below.

Northern Ireland Transitional Allowance	£3,258
Dog Handlers' Allowance	£2,262

The values of all other allowances and payments, including Competence Related Threshold Payments, remain unchanged.

