



Police
Remuneration Review Body

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Fourth Report on Northern Ireland 2018

Chair: David Lebrecht



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Presented to the Permanent Secretary, Department of Justice

25 May 2018

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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 Body

David Lebrecht (Chair)
Elizabeth Bell
Anita Bharucha
Monojit Chatterji⁴
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' Governance Code on Public Appointments. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/578498/governance_code_on_public_appointments_16_12_2016.pdf [Accessed on 24 May 2018]

⁴ Monojit Chatterji was appointed to the Review Body in March 2018.

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POLICE REMUNERATION REVIEW BODY

Fourth Report on Northern Ireland 2018

Executive Summary

Our 2018/19 recommendations (from 1 September 2018):

- **We recommend that the time-limited 1% non-consolidated pay award received by the federated and superintending ranks in 2017/18 should be consolidated into all pay points for officers at these ranks.**
- ***In addition to and following* the above recommendation, we recommend a consolidated increase of 2% to all pay points for police officers at all ranks.**
- **We recommend an increase of 2% in the current level of the Northern Ireland Transitional Allowance (NITA) and the Dog Handlers' Allowance.**
- **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.**

1. The Vision for the Police Service of Northern Ireland (PSNI) states: “We want to help build a safe, confident and peaceful Northern Ireland. We will prevent crime, detect offenders and protect the most vulnerable in society”⁵. The PSNI has a workforce of around 8,850 individuals, of whom just over 6,700 are police officers. Our terms of reference relate only to the pay and certain other conditions of service of PSNI police officers, and not to police staff or other groups.

Our remit

2. Our Fourth Report contains our recommendations for 2018/19 for police officer pay and allowances for all police ranks in Northern Ireland. The Chief Secretary to the Treasury (CST) stated that the 2015 Spending Review had budgeted for a 1% average increase in basic pay and progression pay awards for specific workforces. However, she also observed that the Government recognised that in some parts of the public sector, particularly in areas of skill shortage, more flexibility might be required, including in return for improvements to public sector productivity. The remit letter from the Permanent Secretary at the Department of

⁵ Police Service of Northern Ireland - Our Strategy and Vision. Available at: <https://www.psnipolice.uk/inside-psni/our-strategy-and-vision/> [Accessed on 24 May 2018]

Justice for Northern Ireland asked for recommendations on: (i) the application of any pay award for 2018/19 for police officers of all ranks, including chief officers, in the context of the CST's letter of 21 September 2017 on public sector pay; (ii) whether any increase should be applied to the Northern Ireland Transitional Allowance (NITA) and other allowances; (iii) whether any increase should be applied to the Competence Related Threshold Payment, pending its review by the PSNI; and (iv) consideration of any specific challenges from the PSNI highlighted in written evidence from Northern Ireland parties, particularly in terms of recruitment and retention pressures. (Paragraphs 1.8 to 1.10)

Our analysis of the 2018/19 evidence

3. The main points which we noted from the evidence are as follows:
- Policing environment – the overall level of demand on the PSNI remains high while officer numbers have reduced. In this context the increase in the use of casual overtime in 2016/17 is a matter for concern. Brexit is expected to present significant future challenges to policing in Northern Ireland but there is uncertainty on how this will manifest itself. The Northern Ireland security situation remains 'SEVERE'; (Paragraphs 2.21 to 2.23)
 - Pay parity – it remains important to the parties to maintain the fundamental principle of a single police service across England, Wales and Northern Ireland and we agree with their position. However, pay and workforce reforms in England and Wales and PSNI budget constraints could strain the argument for pay parity in future; (Paragraphs 2.29 to 2.31)
 - Public sector pay policy – not having a current public sector pay policy in place for Northern Ireland when we are evaluating the evidence and making our recommendations continues to hinder our processes; (Paragraph 2.43)
 - Affordability – the funding mechanisms for the PSNI lack the flexibility afforded to police forces in England and Wales and an alternative funding arrangement would be beneficial. However, the PSNI proposed a 2% pay award so we conclude that this would be affordable; (Paragraphs 2.44 to 2.45)

- Economy and labour market – Consumer Prices Index (CPI) inflation fell to 2.5% in March 2018, having peaked at 3.1% in November 2017 and is expected to fall further during 2018. Average earnings growth in the UK was 2.8% in the three months to February 2018 and UK median pay settlements increased to 2.5% in January 2018, with forecast surveys expecting settlements to stay close to this level in 2018. For Northern Ireland, economic activity was lower and therefore the economic picture was not as strong as for the rest of the UK; (Paragraphs 2.51 to 2.52)
- Earnings – police officer median earnings increased by 1.5% in 2016/17 after falls in previous years. The pay lead of PSNI officers relative to their England and Wales counterparts was 19% because of higher amounts of overtime, differences in allowances received and the greater number of officers at the top of the pay scales; (Paragraph 2.65)
- PSNI workforce – the budgetary pressures on the PSNI appear to have reached a critical point and will soon be the driving factor behind workforce decisions. These pressures are also resulting in an increased impact on service provision and a strained environment in which to manage demand. The increase in sickness absence recorded in the 2017/18 year to date was an additional cause for concern. We continue to be mindful of the level of potential retirements. (Paragraphs 2.54 to 2.89)

Pay proposals and recommendations for 2018/19

4. We noted that the 1% non-consolidated and time-limited element from the 2017/18 police officer pay award for the federated and superintending ranks would cease at the end of August 2018. The ending of the payment would be equivalent to a pay cut and would be perceived as such by police officers. Therefore, **we recommend that the time-limited 1% non-consolidated pay award, that was paid to federated and superintending ranks from 1 September 2017, should be consolidated into all pay points for officers at these ranks with effect from 1 September 2018.** (Paragraphs 3.7 to 3.8)

5. We **further recommend** that, *in addition to and following* the consolidation from September 2018 of the 1% non-consolidated pay award for 2017/18, a

consolidated increase of 2% to all pay points for police officers at all ranks, from 1 September 2018. (Paragraphs 3.13 to 3.22)

6. We again recommend that the **NITA** and **Dog Handlers' Allowance** are increased in line with the annual pay award and therefore **we recommend a 2% increase from 1 September 2018.** (Paragraphs 3.27 to 3.28 and 3.30)

7. We were pleased to learn that the PSNI had begun the process of engagement with the parties on the comprehensive review of the CRTP scheme. We suggest that the PSNI and the other parties refer back to our 2016 Report for our expectations on the review and ask them to take pay parity into account. We hope to be presented with a unified proposal on the future of the scheme before the end of 2018. **We therefore 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.**

Forward look

8. In order to avoid the considerable and unfortunate delay before PSNI police officers could receive their pay award for 2017/18, or gain access to our Third Report, we would ask for consideration to be given to a much earlier response to this report, recognising the political situation at the time of writing. (Paragraphs 4.12 to 4.13) If police officers are to receive a pay award on the normal timescale, our report would need to be published no later than 31 August. It is regrettable that this timetable was not met in 2017, and it would be very desirable if this was not repeated in 2018.

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

25 May 2018

Chapter 1 – Introduction

Introduction

1.1 This is the Fourth Report that we have submitted for police officers in Northern Ireland and it contains our 2018/19 recommendations for police officers at all ranks in the Police Service of Northern Ireland (PSNI). Chief police officers⁶ were added to our existing remit of the federated and superintending ranks this year. Throughout our deliberations we have been guided by our terms of reference which can be found at the beginning of this report.

1.2 Our approach to our work has had to take account of the current unresolved political situation in Northern Ireland, which has been a backdrop to our deliberations, but has also impacted in various ways on the Review Body's process. We are nonetheless grateful to all the parties involved for the flexibility and pragmatism they have shown in helping us to complete this report in accordance with the desired timetable.

PRRB Third Report 2017

1.3 On 19 May 2017, our Third Report was submitted to the Northern Ireland Department of Justice (DoJ) setting out our recommendations on Northern Ireland police officer pay and allowances. The recommendations were:

- 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 the current level of CRTP does not increase.

1.4 Our previous report was not published until April 2018. Consequently, our Northern Ireland remit group experienced a considerable and unfortunate delay before they could receive their pay award for 2017/18, which had to be backdated. It meant that almost three-quarters of the pay year had elapsed before officers were

⁶ This consists of the PSNI police officer ranks of chief constable, deputy chief constable and assistant chief constable. Civilian roles at all ranks are outside our remit.

provided with the pay uplift for 2017/18. We recognise that government officials in Northern Ireland are currently having to operate in very difficult circumstances but we would express a hope, recognising the political situation at the time of writing, that pay awards for Northern Ireland police officers in future pay rounds will receive the pay award much earlier in the pay year.

1.5 On 13 April 2018, in the absence of a Minister of Justice, the Permanent Secretary at the DoJ responded to the recommendations by awarding police officers at the federated and superintending ranks in Northern Ireland a 1% consolidated pay increase and an additional 1% non-consolidated payment. The DoJ also approved an increase to the NITA and Dog Handlers' Allowance of 1%.

1.6 In a letter dated 13 April 2018 to the Chair of the Police Remuneration Review Body (PRRB), the Permanent Secretary at the DoJ explained that the award mirrored that given to police officers of the same rank in England and Wales. He observed that it reflected the PRRB's emphasis on the justification for continued pay parity between the police forces in Northern Ireland and England and Wales. He added that the award would be backdated to 1 September 2017. The letter is at Appendix C.

1.7 The 2017 Report from the Senior Salaries Review Body (SSRB) on the pay of chief police officers recommended a consolidated increase in basic pay of 1% for all chief police officer ranks at all pay points in England, Wales and Northern Ireland. It also recommended for chief police officers in the PSNI an increase in the NITA in line with that recommended for the non-chief police officer ranks. On 25 April 2018, the Permanent Secretary at the DoJ wrote to the SSRB Chair to accept these recommendations in the absence of a Minister of Justice.

2018/19 remit

1.8 The Chief Secretary to the Treasury (CST) wrote to us on 21 September 2017 (see Appendix B). She stated that the 2015 Spending Review had budgeted for a 1% average increase in basic pay and progression pay awards for specific workforces and that there would still be a need for pay discipline over the coming years, to ensure the affordability of public services and the sustainability of public sector employment. However, she also observed that the UK Government recognised that

in some parts of the public sector, particularly in areas of skill shortage, more flexibility might be required to deliver world class public services, including in return for improvements to public sector productivity.

1.9 The Permanent Secretary at the DoJ wrote to us on 22 December 2017 setting out the remit for the annual review of pay for police officers in the PSNI in 2018/19. The Permanent Secretary asked us to consider the following in this pay round:

- the application of any pay award for 2018/19 for police officers of all ranks, including chief officers, in the context of the CST's letter of 21 September 2017 on public sector pay;
- whether any increase should be applied to the NITA and other allowances;
- whether any increase should be applied to the CRTP, pending its review by the PSNI;
- consideration of any specific challenges for the PSNI highlighted in written evidence from Northern Ireland parties, particularly in terms of recruitment and retention pressures.

1.10 The Permanent Secretary emphasised that he had issued the letter in the absence of, and subject to, the views of an incoming Minister of Justice.

Our approach to the 2018 round

1.11 We received written evidence in February 2018⁷ and oral evidence in April 2018 (in Belfast) from the following parties:

- The DoJ and the Department of Finance (DoF);
- The PSNI;
- The Police Federation for Northern Ireland (PFNI);
- The Police Superintendents' Association of Northern Ireland (SANI)⁸; and
- The Chief Police Officers' Staff Association (CPOSA).

1.12 We are grateful to the parties for participating in these discussions, for taking the time to provide both written and oral evidence and for responding to our questions and requests for information. In addition, we drew on information on the

⁷ The websites for the parties are listed in Appendix D.

⁸ SANI made a joint written evidence submission with the Police Superintendents' Association (PSA).

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.

1.13 We noted that the Northern Ireland Policing Board (NIPB) had not been reconstituted in the absence of an elected Northern Ireland Assembly, and that, as a result, it was not in a position this year to provide evidence.

1.14 We had planned to visit Northern Ireland to hear first-hand from police officers at all ranks in the PSNI in preparation for the 2018/19 pay round. However, as the delay in publication of our Third Report meant that we would not be able to discuss its content freely with police officers when we met them, we ultimately took the decision to postpone our visit this time. We look forward to visiting police officers in Northern Ireland again in future. Visits to meet police officers are an important part of our work programme and help us understand the challenges they face.

1.15 In Chapter 2 we summarise the parties' main evidence, set out our analysis and provide an assessment of the overall context in which we have undertaken this remit this year. Chapter 3 sets out recommendations on police officer pay and allowances and the supporting evidence. Chapter 4 looks ahead to developments on which we might require the parties to provide further evidence in the next pay round.

Chapter 2 – Our Analysis of the 2018/19 Evidence

Introduction

2.1 In this chapter we summarise the evidence presented to us by the parties as it relates to our terms of reference and supplement this with our own evidence and analysis. The main themes cover: the policing environment; pay parity; public sector pay policies; affordability; the economic and labour market context; police earnings; and the PSNI officer workforce.

Northern Ireland policing environment

General

2.2 The **DoJ** highlighted that the primary purpose of the PSNI was to protect life and property, preserve order, prevent the commission of offences, and where an offence had been committed, to take measures to bring the offender to justice.

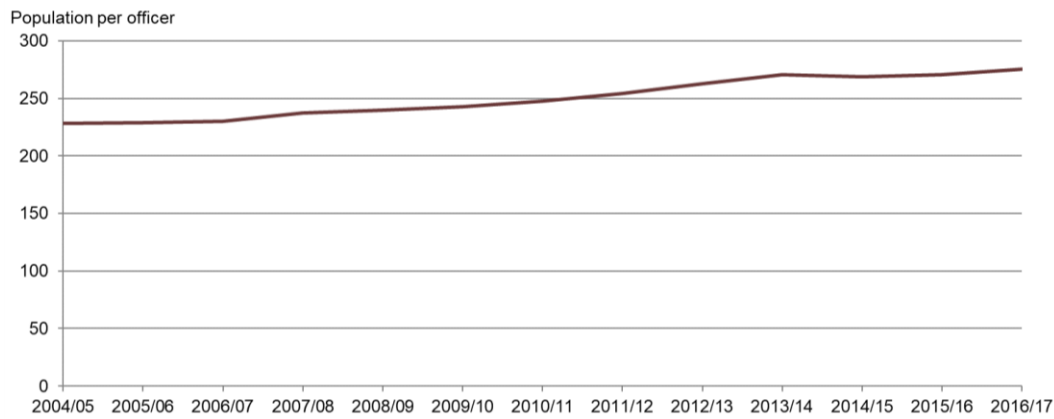
2.3 In addition, the **PSNI** stated that it had been asked to achieve a set of Strategic Outcomes for Policing 2016-2020⁹. These had five overarching themes: communication and engagement; protection of people and communities; reduction in offending; more efficient and effective delivery of justice; and more efficient and effective policing.

Demands on policing

2.4 The population of Northern Ireland grew by just over 3% between mid-2010 and mid-2016 while Full-Time Equivalent (FTE) police officer numbers fell over this period by over 7%. Chart 2.1 shows that in 2016/17 there was one police officer for every 275 members of the public, representing 47 extra people per officer compared with 2004/05 (an increase of 20%).

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> [Accessed on 24 May 2018]

Chart 2.1: Population per police officer, Northern Ireland, 2004/05 – 2016/17

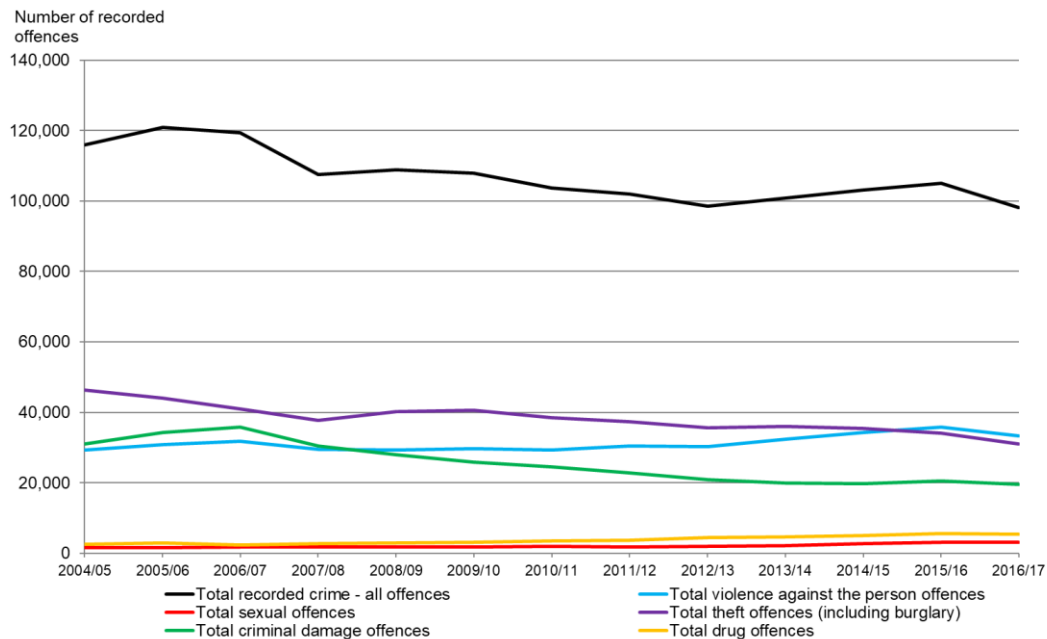


Source: OME estimates based on: Mid-year Population Estimates, ONS; and PSNI data.

2.5 Police recorded crime (all offences) (Chart 2.2) in Northern Ireland was relatively stable between 2010/11 and 2016/17, fluctuating around 100,000 offences and falling 5.4% over the period. This was in the context of a general downward trend in recorded crime: between 2004/05 and 2010/11 the number of offences fell by 11%.

2.6 As with England and Wales, the headline recorded crime figure hides changes by crime type. There was a significant increase in the number of sexual offences (up 64%) and drug offences (up 56%) while the number of offences of violence against the person rose slightly (up 14%) since 2010/11. However, there were also notable falls in the numbers of thefts (including burglary) and criminal damage offences over this period, down 19% and 20% respectively.

Chart 2.2: Police recorded crime (all offences), by selected crime type, Northern Ireland, 2004/05 – 2016/17



Source: Police Recorded Crime Statistics, PSNI.

Evidence from the parties

2.7 Complex security and political issues directly impacted on the provision of a policing service in Northern Ireland, according to the **PSNI**. The ever-changing environment placed demands on police officers and their resources. The demand from investigations into the past was an additional major challenge for police officer numbers and resources. Furthermore, the PSNI was identifying the consequences and operational implications of Brexit.

2.8 The PSNI noted that police officer numbers were decreasing at a faster rate than new officers were entering the service, and that strenuous efforts were required to ensure that service delivery was unaffected. The PSNI received 1,400 calls for service every day, of which approximately 36% involved a person with an identified vulnerability but were not included in PSNI crime statistics. The PSNI also informed us that it had been receiving an increasing number of referrals from other partner agencies as a consequence of shrinking budgets across public services.

2.9 The PSNI told us that officers felt overwhelmed by the increase in demand from complicated cases involving alcohol and drug dependency and mental ill-health for which society did not have a collective solution. It added that demand was also driving multi-agency working, particularly in the areas of mental health and

vulnerability and substance abuse and that the PSNI was providing a high level of support for the ambulance service. In addition, the PSNI said that the growing threat and challenge of cyber-crime was a key policing issue, as were sexual offences and domestic abuse.

2.10 The PSNI said that the organisational drivers for overtime were the safety of the public and police, the mitigation of threats or risks and the delivery of strategic and local policing priorities. It explained that any decision to deploy officers on overtime took into consideration each police officer's welfare and resilience and relevant legislation.

2.11 The **PFNI** included an analysis of PSNI overtime statistics in their evidence. These showed that in 2016/17, the latest year for which complete data was available, the use of casual overtime (overtime that an officer is not advised of before or upon starting duty) was at the highest level recorded by the PSNI in six years. In addition, total overtime hours were at their highest for four years.

2.12 According to the PFNI, after a period in which crime had been on the increase, 2016/17 saw a fall for the first time in three years. However, the trend to date for 2017/18 was upwards. The 12 months to December 2017 saw rises in more complex crimes including fraud, sexual offences and domestic incidents, alongside a decline in more traditional crimes, such as theft and criminal damage. The PFNI noted that the impacts of crime were managed as part of an increasingly complex crime profile and upsurge in incidents associated with vulnerability, with 36% of all daily public demand involving vulnerability. The types of incidents associated with vulnerability were usually more resource-intensive to investigate.

2.13 The PFNI added that increasing workloads and crime complexities, combined with reducing budgets and a declining workforce, had resulted in further declines to crime outcomes¹⁰, down from 29.4% in 2012/13 to 28.3% in 2016/17. They stated

¹⁰ Outcome rates are defined by the PSNI as the number of outcomes (charge/summons, cautions, community resolutions, penalty notices for disorder, offences taken into consideration and indictable only offences where no action was taken against the offender) recorded in a given time period and expressed as a percentage of the total number of crimes recorded in the same period.

that these factors had also resulted in 2015 in a more fundamental shift in policing in Northern Ireland, from a proactive to a more reactive policing model.

2.14 **All the parties** acknowledged that the security threat arising from Northern Ireland-related terrorism continued to be assessed as 'SEVERE'. The DoJ, PSNI and PFNI also expressed uncertainty about the impact on the PSNI of the UK's planned withdrawal from the European Union (EU). The DoJ said that more clarity was needed on Brexit planning assumptions from the UK Government.

2.15 The PSNI explained that once the UK left the EU there would be implications for policing, such as a heavier presence at Northern Ireland sea ports and airports, and for UK-Irish cooperation on cross-border crime and terrorist activity. The PSNI added that it would face additional challenges if it was no longer a party to European Arrest Warrants or European Supervision Orders and lost access to EU intelligence. In addition, the PSNI said that a 'hard' border between Northern Ireland and the Republic of Ireland would make police officers more vulnerable to terrorism and that the chances of such an attack in those circumstances would be high. The PSNI stated that it lacked the resources to police a hard border because of reductions in officer numbers.

2.16 The PFNI said that any hardening of the land border would place additional demands on the PSNI from potentially heightened tensions along the border and from other illegal activities including smuggling. The PFNI stated that servicing this additional demand would have a serious impact on policing across Northern Ireland, particularly in the context of declining police resources.

HMICFRS PEEL¹¹: Efficiency Report 2017

2.17 The PEEL: Police Efficiency Report¹² published in March 2018 by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS), observed that the PSNI had a good understanding of current and future demand and had improved its understanding of emerging and hidden demand, such as human

¹¹ PEEL stands for the HMICFRS Police Effectiveness, Efficiency and Legitimacy programme.

¹² HMICFRS (March 2018), *HMICFRS PEEL: Efficiency report*. Available at: <https://www.justiceinspectors.gov.uk/hmicfrs/wp-content/uploads/peel-police-efficiency-2017.pdf> [Accessed on 24 May 2018]

trafficking, modern-day slavery and cross-border criminality. HMICFRS noted that since the last PEEL: Efficiency report (published in 2016), the PSNI had conducted a comprehensive review of demand using priority-based resourcing to match resources against demand and identify ways to increase efficiency. HMICFRS also said that the political situation meant that the PSNI and its public sector partners were operating in an uncertain financial environment.

2.18 In addition, the Inspectorate observed that the PSNI's partnership working and collaboration with non-law enforcement agencies was still not as widespread as in many parts of England and Wales. HMICFRS said that this was in part because security concerns deterred some partner organisations from engaging with the authorities. The Inspectorate observed that the PSNI faced unique difficulties with regard to collaborative working with other UK police forces as a result of geography and history.

2.19 The report also highlighted that the projected expenditure of the PSNI on overtime was £45 million for 2017/18 and that more than half of this was for national security operations.

HMICFRS PEEL: Effectiveness Report 2017

2.20 The 2017 HMICFRS PEEL: Police Effectiveness Report¹³ on Northern Ireland found that in the 12 months to 21 March 2016, recorded crime was stable and below the recorded rate for England, Wales and Northern Ireland. It added that the PSNI possessed a good understanding of the threat and risk of harm within the communities it served.

Our comment

2.21 Despite a 6.6% fall in total recorded crime in 2016/17 on the previous year, the overall level of demand on the PSNI has continued to increase and the decline in outcome rates is a matter for concern. The parties have continued to report to us growing demands on officers' time, which suggests that the pressure on the PSNI

¹³ HMICFRS (March 2018), *HMICFRS PEEL: Effectiveness report*. Available at: <https://www.justiceinspectors.gov.uk/hmicfrs/wp-content/uploads/peel-police-effectiveness-2017-1.pdf> [Accessed on 24 May 2018]

has not decreased. The ongoing security threat from domestic terrorism remains an added dimension that other police forces do not have to contend with, both in terms of demand and impact on officers.

2.22 The PSNI has a generally higher rate of overtime working than forces in England and Wales. In view of its potential impact on officers' wellbeing, we were concerned to learn about a sharp increase in the use of casual overtime by the PSNI in 2016/17 compared to the previous five years. We await the final data for 2017/18 and will continue to monitor this issue.

2.23 The HMICFRS reports continue to be a valuable independent source of information which often reinforces the evidence we receive from our parties. The HMICFRS PEEL: Effectiveness Report 2017 found that increasing demand was placing a strain on PSNI resources, such as from resource-intensive non-crime work involving vulnerable people. We were therefore interested to learn about the priority-based-resourcing model that the PSNI has adopted to improve its management of current and future demand. We also noted the uncertainties, deriving from the current political environment in Northern Ireland, that limited the extent to which the PSNI could plan ahead, from both a demand and finance perspective.

Pay parity and links to England and Wales

2.24 The **DoJ** observed that stakeholders had expressed a desire for policing in Northern Ireland to continue to operate in broad parity with the 43 police forces in England and Wales. The primary reason for this was the intention to minimise any barriers to the movement of officers between forces for the purposes of mutual aid exchanges or joint training exercises.

2.25 The **PSNI** were keen to ensure that basic pay was retained in line with England and Wales to ensure that there were no barriers to movement between police forces. The PSNI emphasised that a divergence of pay, funding and workforce models would strain the argument for pay parity with England and Wales. The budget restrictions faced by the PSNI made it necessary to retain the potential for collaboration, interoperability and mutual aid in policing. Different pay structures within the various police forces throughout the UK could discourage officers from taking part in mutual aid or even transferring across forces, in the view of the PSNI.

2.26 Parity on core pay spines for police officers in Northern Ireland and those in England and Wales was of vital importance, according to the **PFNI**. In the last pay round it believed that a clear consensus had emerged from Northern Ireland stakeholders on the desire and requirement for parity. In its previous submission, PFNI pointed to the similarities in the core roles of police officers across Northern Ireland, England and Wales and the subsequent need to ensure that the same basic pay was provided. Differentiating the core pay of Northern Ireland officers from their England and Wales counterparts would be viewed extremely negatively by serving officers, in the opinion of the PFNI, and would also set a precedent for further geographic disparity at regional or even sub-regional levels. The PFNI said that if pay in Northern Ireland fell behind pay elsewhere in England and Wales, and with the heightened level of personal risk in Northern Ireland, PSNI officers would actively seek to leave.

2.27 The PFNI also stressed that uniformity of pay supported interoperability, collaboration and the interchange of skills and experience. The PFNI added that the PSNI had noted that pay parity supported the potential for resource-sharing in a period of budget restraint and enabled the PSNI to seek expertise to fill specific skill gaps.

2.28 **CPOSA** continued to seek pay parity with other police forces in England and Wales forces and did not wish to see pay options for Northern Ireland deviating from England and Wales to the detriment of their members. CPOSA said it viewed policing as being provided by a UK-wide police force and that maintaining pay parity was important to this.

Our comment

2.29 As observed by the HMICFRS in its 2017 PEEL: Efficiency Report on Northern Ireland, the PSNI faces unique difficulties with regard to collaborative working as a result of geography and history. The absence of a land border with any other United Kingdom police service deters much collaborative working with other forces. However, in the absence of a full exploration of the issue it remains unclear how differing pay arrangements between the PSNI and other police forces would affect such activities.

2.30 Nevertheless, it remains as important as ever to us that the fundamental principle of a single police service across England, Wales and Northern Ireland is maintained. By association, we continue to endorse pay parity on the grounds that the core role of police officers is essentially the same across all the police forces in our remit.

2.31 We also note that our Northern Ireland parties continue to view parity in basic pay as necessary. However, in our last report we said that pay parity could be undermined if pay and workforce reforms progressed in England and Wales and led to significant differences between those forces and the PSNI. This year, we are particularly uneasy about the possible future effect on pay parity of PSNI budget constraints.

Public sector pay policies and affordability

Public sector pay policy

2.32 The **DoJ** stated that the Northern Ireland public sector pay policy had not been set for 2018/19 when they submitted their evidence. The **Department of Finance** (DoF) Permanent Secretary had confirmed that the Northern Ireland public sector pay policy for 2017/18 would be a continuation of that set by the previous Finance Minister for 2016/17, under which public bodies had the discretion to pay up to a maximum of 1% revalorisation where this was affordable within their budgets, as well as contractually entitled progression increments. Where there was scope to vary pay awards within public bodies, the pay policy stipulated that active consideration had to be given to targeting the pay award to address low pay and to restraining pay at higher grades within overall pay parameters. The **PSNI** noted that the Northern Ireland pay policy for 2017/18 continued to mirror that of 2016/17.

2.33 The **PFNI** remained sceptical about whether the UK Government had in fact 'ended the 1% public sector pay policy'. While the UK Government stated it had provided a 2% pay award to police officers in England and Wales, the PFNI noted that it meant a 1% consolidated award and a non-consolidated 1% pay award for 2017/18 to be funded from existing police budgets. If an award of 1% or less was recommended for all police officers for 2018/19, the PFNI viewed the removal of the 2017/18 1% non-consolidated award as resulting in, at best, a 0% pay increase in September 2019.

2.34 Despite an update to the 2015-2020 UK public sector pay policy in 2017 to incorporate an element of flexibility, the PFNI believed that the 1% public sector pay cap would remain a reality for many public sector workers. The PFNI stated that the justification for this policy no longer applied, as inflation continued to be at a level significantly above the target rate of 2%. In the view of the PFNI, a wider assessment of public sector pay had to be made that took account of the UK and Northern Ireland economies.

2.35 The PFNI said that without a functioning Northern Ireland Executive there was no formal agreed public sector pay policy for 2018/19 and that the lack of an overall agreed policy was of concern. The PFNI added that the DoJ Permanent Secretary's request for the police pay review to be conducted in the context of the CST's letter of 21 September 2017 potentially gave rise to diverging pay policy guidance from each department. The PFNI stated that the lack of political debate on the suitability and sustainability of this pay policy within Northern Ireland was also a concern.

Affordability

2.36 The **DoJ** said that the high proportion of Northern Ireland Government expenditure accounted for by 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 estimate for the 2016/17 financial year indicated that pay costs accounted for approximately 59.4% of Non-Ring-fenced Resource DEL¹⁴.

2.37 The DoJ observed that the November 2015 'A Fresh Start' implementation plan (£160m additional funding from 2016/17 to 2020/21) was intended to support the PSNI in addressing the continuing 'SEVERE' security threat and provide greater capability to tackle continued paramilitary activity and criminality.

2.38 The **PSNI** stated that budgets were normally allocated yearly but that their budget for the 2017/18 financial year was being allocated month to month. The PSNI explained that this made longer-term financial planning difficult, particularly as it had

¹⁴ 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.

not been notified of its 2018/19 budget or potential reductions that it would need to plan for. The PSNI set out how its operating and funding environment differed from that of the police in England and Wales which had other funding sources and benefitted from collaborating and sharing services with neighbouring forces.

2.39 The PSNI stated that the current protection of headcount numbers placed significant pressure on remaining budget areas and meant that 13% reductions in non-pay and overtime budgets would be required to achieve the minimum cuts in expenditure. The PSNI viewed such reductions in non-staff costs as unrealistic and therefore a further review of headcount numbers was required to achieve a balanced budget. It added that it remained unclear what impact the UK leaving the EU would have on PSNI budgets in future.

2.40 The **PFNI** was concerned about the severe and on-going budgetary pressures facing the PSNI. The PSNI budget had been reduced by approximately 24% between 2009/10 and 2017/18 and the PFNI feared it might no longer be able to protect its headcount. In the view of the PFNI, the PSNI's precarious position was complicated by its inability to raise additional finance or carry over any surplus into the next financial year. Legacy investigations were also a substantial and growing cost according to the PFNI.

2.41 The **SANI** highlighted that the PSNI received their funding from the Northern Ireland block grant via the DoJ, with no additional ability to raise revenue, in contrast with the additional funds that could be raised through a council tax precept in England and Wales. SANI also noted that the PSNI could not carry unused budget from one financial year to the next and that this inability to build a strategic reserve for unexpected events or financial pressures adversely affected medium to long-term financial planning.

*HMICFRS PEEL: Police Efficiency Report 2017*¹⁵

2.42 The inspection found that priority-based resourcing had helped the PSNI identify areas for improving service efficiency worth an estimated £20 million in cost

¹⁵ HMICFRS (March 2018), *HMICFRS PEEL: Efficiency report*. Available at: <https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/peel-police-efficiency-2017.pdf>. [Accessed on 24 May 2018]

savings over four years. Additionally, the PSNI was redeploying officers to the areas of highest priority where duplication of effort was uncovered.

Our comment

2.43 At the time of writing, we note that a public sector pay policy for Northern Ireland has not yet been set for 2018/19. However, our operating assumption is that one will be announced in due course, as happened in the 2017/18 financial year. Nevertheless, it remains the case that the absence of a public sector pay policy specific to Northern Ireland before and during the pay review process is an impediment to discussion between the parties and more generally to their evidence preparation.

2.44 The UK Government has incorporated an element of flexibility into its broad approach to public sector pay in 2018/19. In particular, it has stated that pay increases above 1% could be awarded on the basis of improved productivity. However, we have learned that an effective productivity measure for the police is not currently available. We were therefore interested to read in the HMICFRS reports of instances demonstrating increased efficiency within the PSNI.

2.45 The PSNI proposed a pay award of 2% in 2018/19 to all police ranks and we took this to mean that 2% would be an affordable increase for them. The PSNI did acknowledge that this increase would require flexibility in the Northern Ireland public sector pay policy. Our parties recognise the pressures upon the PSNI and their budgeting process. We agree that the funding mechanisms for the PSNI lack the flexibility afforded to police forces in England and Wales, such as the ability to hold reserves and the possibility of raising funds by increasing the local police precept.

Economy, inflation, labour market, earnings and pay settlements

2.46 The parties submitted written evidence for this report in February 2018. We briefly summarise the main headlines from the information they provided on the economy and labour market below. Our assessment at the end of the section includes the latest data available at the time of finalising our recommendations.

Economy and labour market

2.47 The **DoJ** commented in their evidence that the Northern Ireland labour market continued to show a mixed picture. The unemployment rate in Northern Ireland continued to fall and for the period September to November 2017 it was estimated at 3.8%, lower than the UK average (4.3%) and the lowest rate in Northern Ireland for the last 10 years. The claimant count increased marginally in December 2017 but since January 2013 the number of people claiming unemployment related benefits had fallen by 35,000. Over the past year, the long-term unemployment rate increased by 8.8 percentage points to 49.9%, significantly higher than the UK average of 26.2% and the economic inactivity rate stood at 28.2% compared to the UK average of 21.2%. The DoJ stated that recent employment and unemployment figures hid significant structural challenges facing the Northern Ireland labour market. The DoJ also highlighted the downgraded growth prospects for the Northern Ireland economy, due to the elevated level of national and global uncertainty.

2.48 The PSNI noted the Labour Force Survey published in January 2018 had suggested that the falls in unemployment were not solely due to people finding employment but also to people leaving the labour force altogether and no longer seeking work.

2.49 The PFNI noted that GDP growth in the UK for the year to Q3 2017 was 1.7% but that economic activity in Northern Ireland had not fared quite as well. The PFNI also commented that the decline in Northern Ireland's unemployment rate was being offset by increasing economic inactivity rather than significant increases in employment.

2.50 The PFNI stated that the three main inflationary measures had all risen in 2017 and stood significantly above the Bank of England inflation target of 2.0%. The PFNI observed that inflationary pressure on household income was set to continue over the short to medium term.

Our comment

2.51 The economy and labour market are important factors in our pay considerations. We reviewed the latest economic and labour market indicators, as at

April 2018, when finalising our recommendations. The key points are summarised below:

- Economic growth was 0.1% in the first quarter of 2018, and 1.8% in 2017 overall. Economic growth is forecast to be 1.5% to 1.8% in 2018, with a similar range (1.3% to 1.8%) forecast for 2019.
- Inflation fell to 2.5% (CPI) in March 2018, having peaked at 3.1% in November 2017. Inflation is expected to fall further during 2018.
- Employment continues to grow to record levels but is expected to stabilise over the next few years. Labour productivity rose in the latest figures, as working hours fell, but has been subdued over the longer term.
- Average earnings growth was at 2.8% in the three months to February 2018, higher than the average 2.3% rate seen in 2017. Median pay settlements increased to 2.5% in January 2018, up from the 2.0% level seen in 2017, with forecast surveys expecting settlements to stay close to this level through 2018.

2.52 We considered the latest available economic forecasts and labour market data at the time of our conclusions. We noted that UK employment continues to grow along with earnings and that pay settlements are increasing at a higher rate compared to 2017 levels. While inflation remains above the UK Government's target rate, it is now falling and is expected to fall for the remainder of 2018. For Northern Ireland we observed evidence that the economic picture was not as strong as for the rest of the UK, as economic activity is lower. We also observed that recent falls in unemployment in Northern Ireland were partially explained by people dropping out of the Northern Ireland labour market altogether and not entirely by people entering employment.

Police officer earnings

2.53 We examined the earnings¹⁶ 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,

¹⁶ 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.

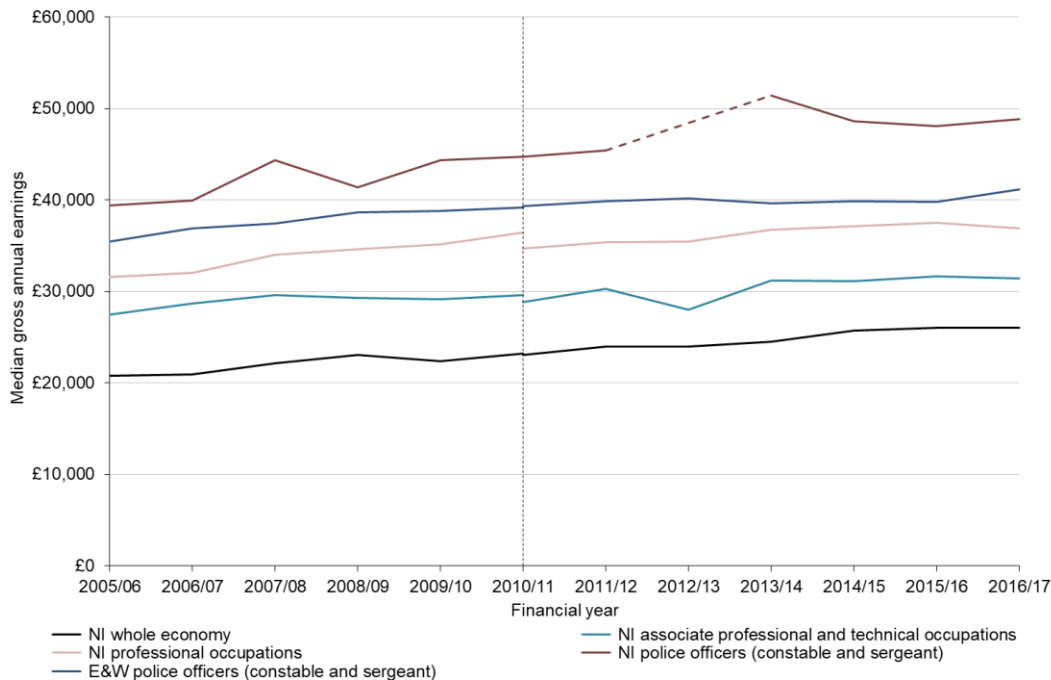
it produces figures jointly for constables and sergeants and, separately, for the grouping of more senior ranks. The Police Earnings Census, conducted in its present form since 2010/11, covers all police officers and permits detailed earnings analysis. The data provides a useful insight into the range of earnings received within and across ranks, and the take-up and value of individual pay components.

2.54 We use the ASHE data to compare median¹⁷ full-time¹⁸ gross annual earnings of police officers (constables and sergeants) with those of: the whole economy; associate professional and technical occupations (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 than their counterparts in England and Wales – approximately £48,800 compared with £41,100 respectively in 2016/17. 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 than workers in Northern Ireland in the wider economy or in the other occupational groups shown.

¹⁷ 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.

¹⁸ 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.

Chart 2.3: Median full-time gross annual earnings, Northern Ireland and UK, 2005/06 – 2016/17



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

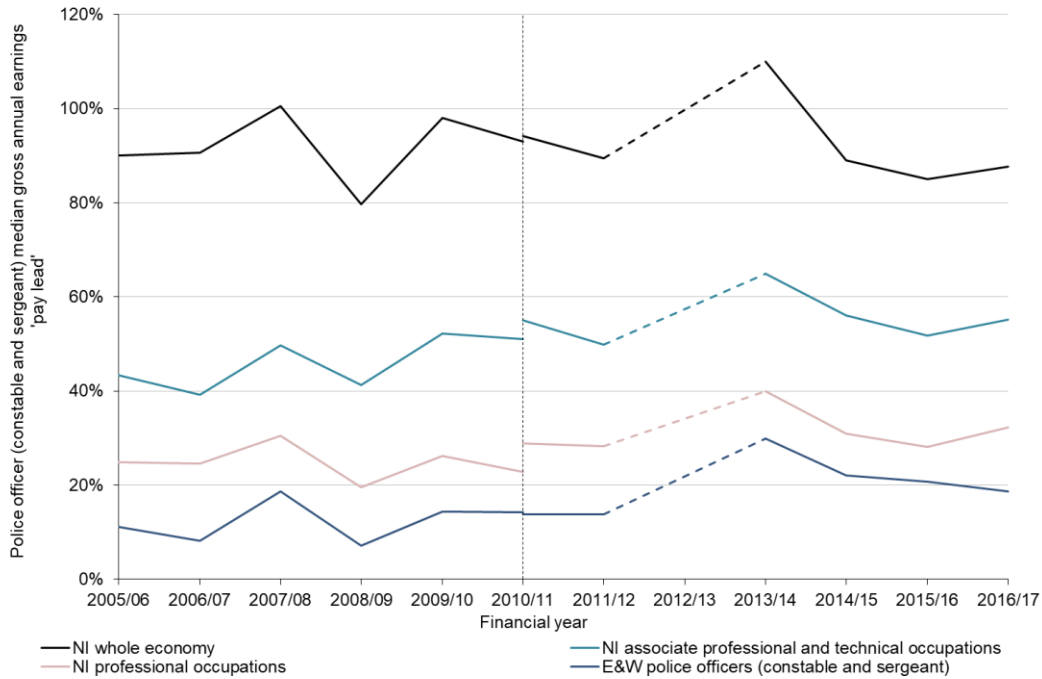
2.55 We note that police officers in Northern Ireland saw an increase in median full-time gross annual earnings of 1.5% in 2016/17. Across England and Wales, median full-time gross annual earnings for police officers increased by 3.4%. Median full-time gross annual earnings in Northern Ireland rose by 0.1% for the whole economy, but fell for the other two groups – by 1.7% for professional occupations, and 0.7% for associate professional and technical occupations.

2.56 Our analysis included looking at the differentials between police officer earnings in Northern Ireland and the earnings of other groups. These differentials all rose in 2016/17 apart from that with police officers in England and Wales (Chart 2.4) which narrowed from 21% to 19%. In 2016/17, median full-time gross annual earnings for police officers in Northern Ireland were:

- 88% higher than those for the whole economy in Northern Ireland;
- 55% higher than associate professional and technical occupations in Northern Ireland;

- 32% higher than professional occupations in Northern Ireland; and
- 19% higher than police officers in England and Wales.

Chart 2.4: Police full-time median gross annual pay lead relative to other groups, Northern Ireland and UK, 2005/06 – 2016/17



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

2.57 For a detailed analysis of police earnings we used the latest available Police Earnings Census data (covering the financial year 2016/17). We found that at least 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.

Table 2.1: Proportion of officers at the top of pay scales, Northern Ireland and England and Wales, March 2017

	England and Wales	Northern Ireland
Constable	63%	59%
Sergeant	66%	61%
Inspector	52%	54%
Chief Inspector	60%	78%
Superintendent	28%	50%
Chief Superintendent	57%	53%

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

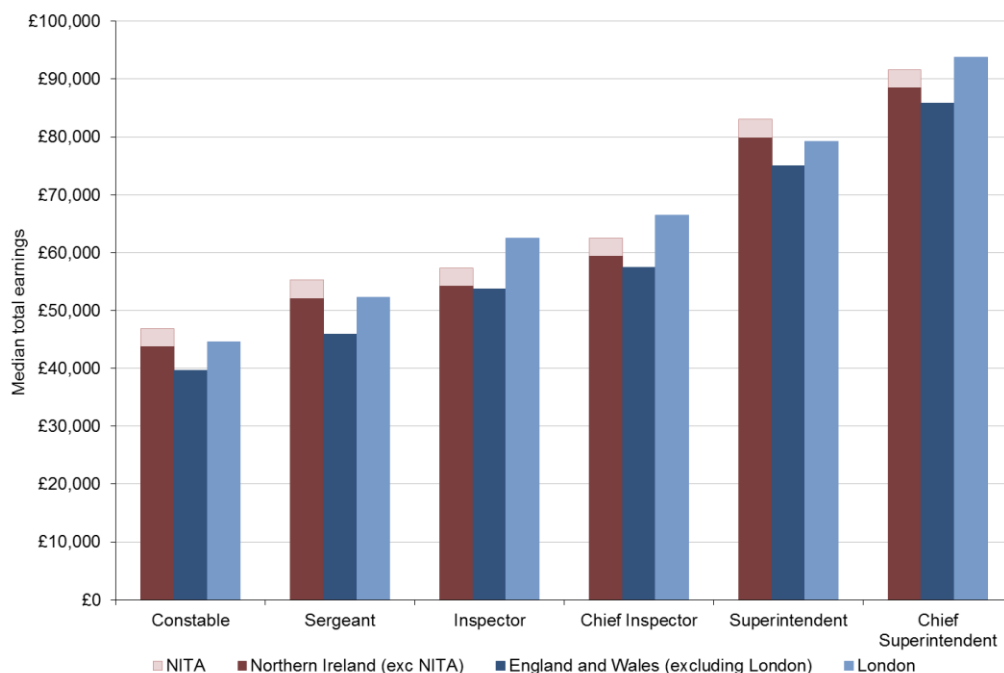
2.58 When comparing the total earnings of Northern Ireland police officers with those of their counterparts in England and Wales, we show earnings figures including and excluding the NITA. We focus our analysis on the comparison excluding the NITA, as this allowance is paid to police officers in Northern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

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

- The retention of the CRTP for federated ranks;
- Higher levels of overtime in Northern Ireland; and
- Higher levels of replacement allowance in Northern Ireland.

2.60 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, 2016/17



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

2.61 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 in receipt of the particular payments (Table 2.3). Our key observations include:

- All police officers received the NITA;
- The proportion in receipt of the CRTP ranged from 50% of constables to 66% of sergeants;
- The vast majority (i.e. 96 – 97%) of constables and sergeants received overtime. Median overtime earnings in Northern Ireland were substantially higher than in England and Wales;
- The majority of officers in ranks above sergeant received Replacement Allowance (available to officers who joined before September 1994). Only 20% of constables received this allowance; and
- The proportion of officers receiving On-call Allowance increased with rank from 11% of constables to 41% of chief inspectors. However, the median values were low – equivalent to two bank holiday periods for each of the federated ranks.

Table 2.2: Percentage of full-time officers in receipt of additional pay components, Northern Ireland, 2016/17

	Constable	Sergeant	Inspector	Chief Inspector	Supt.
NITA	100%	100%	100%	100%	100%
Replacement Allowance	20%	45%	66%	69%	79%
CRTP	50%	66%	56%	52%	–
On-call Allowance	11%	20%	31%	41%	–
Overtime	96%	97%	–	–	–
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, 2016/17

	Constable	Sergeant	Inspector	Chief Inspector	Supt.
NITA	£3,181	£3,181	£3,181	£3,181	£3,181
Replacement Allowance	£3,500	£3,500	£3,500	£3,500	£4,060
CRTP	£1,224	£1,224	£1,224	£1,224	–
On-call Allowance	£46	£46	£46	£46	–
Overtime	£6,632	£8,506	–	–	–
Other payments (e.g. Dog handlers, secondment allowances)	£2,555	–	–	–	–

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

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

Evidence from the parties

2.62 The **DoJ** observed that median gross weekly full-time public sector earnings in April 2017 in Northern Ireland (£623) were higher than UK public sector earnings (£599), and higher than private sector earnings in Northern Ireland (£446). Private sector earnings in April 2017 in Northern Ireland were 28.4% lower than public sector earnings in Northern Ireland.

2.63 The **PSNI** commented on the ASHE 2017 data showing that Northern Ireland remained behind the UK rate of gross weekly earnings, with the UK rate of earnings set at £550 in 2017 (£539 in 2016). However, in Northern Ireland full-time median gross weekly earnings in the private sector in 2017 had increased by 3% on the previous year compared to the public sector which had only increased by 1% to £623. The PSNI added that the full-time median earnings figure for a constable, excluding overtime, was £920 per week in 2017.

2.64 The **PFNI** also commented on the ASHE data and said that, although total gross weekly earnings had increased in Northern Ireland to £410 in April 2017 and full-time weekly earnings in the private sector had exceeded £500 for the first time, the impact of rising inflation saw the real value of earnings decline by 1.0%. The PFNI stated that full-time weekly earnings remained below their 2009 peak. It added that the pay gap between the public and private sectors in Northern Ireland was larger than in the UK but that this was a direct reflection of significantly lower private sector pay in Northern Ireland compared with the UK. The PFNI also said that each police rank in Northern Ireland had experienced a real-terms decline in the value of their salary since 2010 because of the lack of a pay award and salaries not keeping pace with inflation.

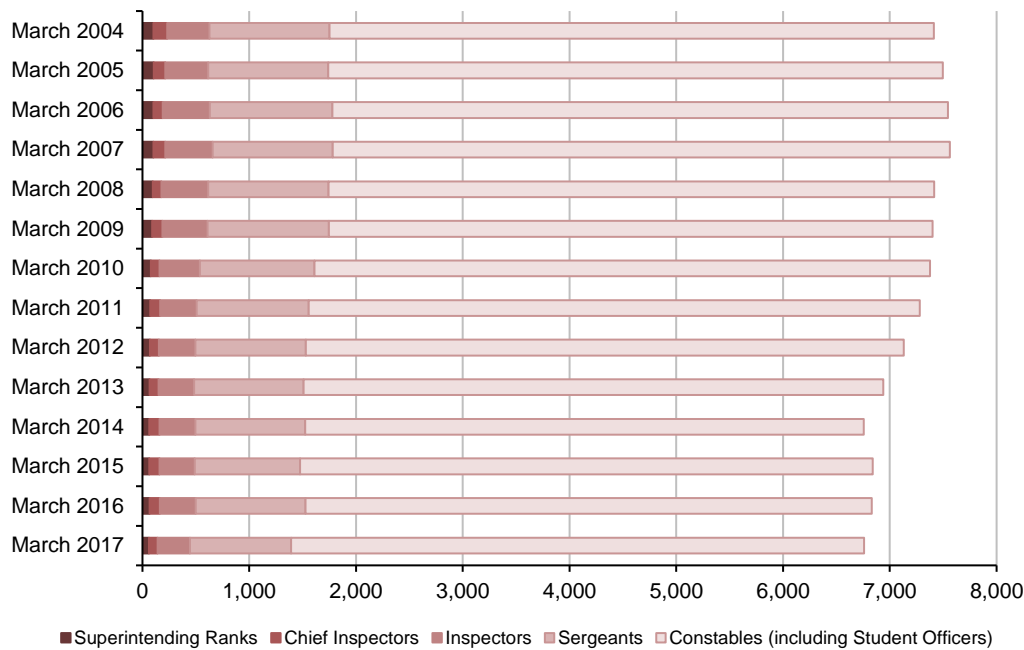
Our comment

2.65 We note that in 2016/17, median earnings for police officers (constable and sergeant) in Northern Ireland increased by 1.5% after falls in previous years and that, relative to the whole Northern Ireland economy, their pay lead was 88%. Furthermore, while their pay lead with England and Wales police officers had narrowed on the previous year, it stood at 19%. This was generally due to: higher amounts of overtime; differences in allowances that officers receive; and the greater number of officers at the top of their scales. We will continue to monitor police officer earnings in Northern Ireland against the general economy and against their England and Wales comparators.

PSNI workforce

2.66 Data provided by the PSNI (Chart 2.6) show that during the period 2004 – 2017, the FTE number of police officers peaked in 2007, reaching 7,571 officers. The figures show that it then fell by 11% to 6,765 in 2014, at a slightly higher level (up 1%) in 2015 and 2016 compared to 2014, before returning to 2014 levels once more in 2017 (6,765 officers). We note that in March 2017 there were 8% 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 2017¹⁹



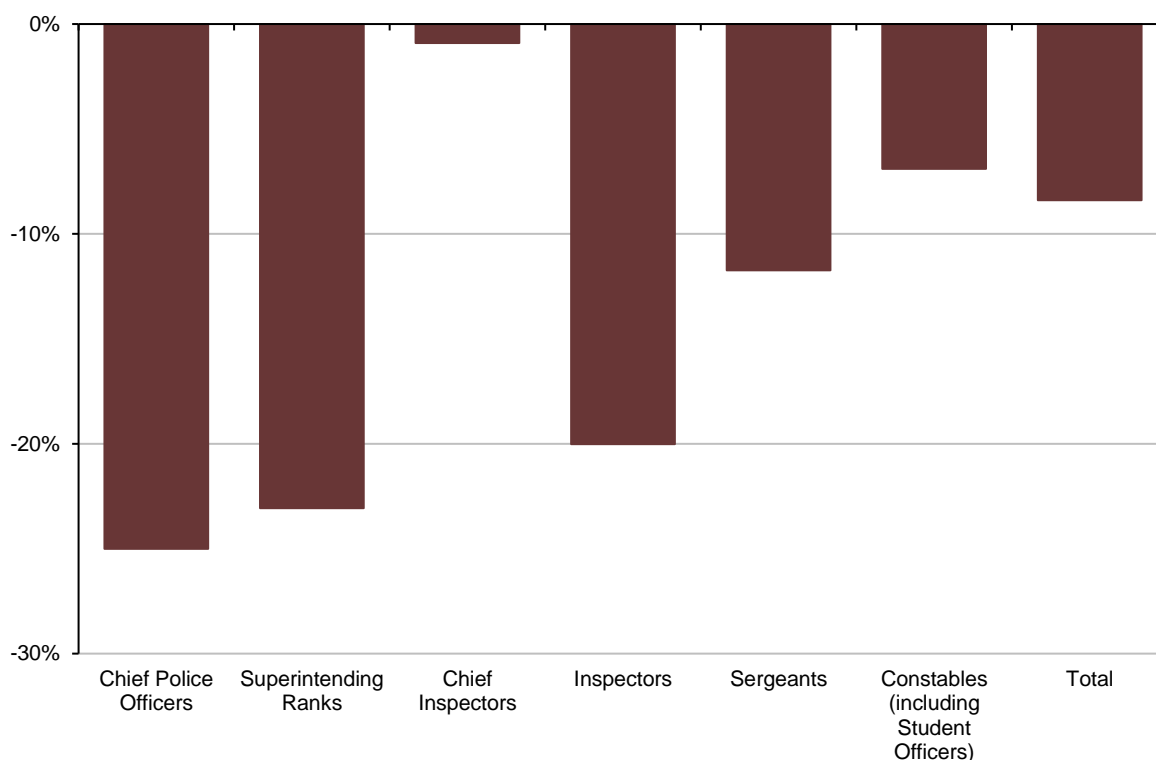
Source: PSNI data.

2.67 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 2017, police officers accounted for 77% of the police workforce in Northern Ireland. This increase in proportion is due to more substantial reductions in support staff than police officers: since March 2010 the number of support staff is down 18% compared with 8% for police officers.

2.68 We observe that the largest proportional decreases since 2010 (Chart 2.7) have been for the chief police officer and superintending ranks (25% and 23% respectively). However, we are also aware that the greatest decrease in absolute terms has been for constables (approximately 400 officers).

¹⁹ The chief police officer ranks (chief constable, deputy chief constable and assistant chief constable) are not presented in this chart due to the small number of chief police officers in Northern Ireland.

Chart 2.7: Percentage change in police officer numbers (FTE) between March 2010 and March 2017, by rank, Northern Ireland



Source: OME analysis of PSNI data.

Workforce diversity

2.69 According to the Police Workforce Census for 2016/17 provided as part of the PSNI's written evidence, the profiles for gender, age and part-time officers in the PSNI were broadly consistent with those for police officers in England and Wales. Female PSNI officers accounted for 27% of the total (compared with 28% for England and Wales) and one of the six PSNI chief police officers.

2.70 Furthermore, 74% of the PSNI officer workforce were aged between 35 and 54, compared to 73% of police officers in England and Wales. In addition, 2% of PSNI officers worked part-time compared to 6% of officers in England and Wales.

2.71 PSNI data²⁰ from 1 November 2017 showed that 0.5% of police officers in Northern Ireland described themselves as being from an ethnic minority compared to 0.63% of police staff. Furthermore, 31.5% of PSNI police officers described themselves as Catholic compared with 19.4% of police staff. Those who described

²⁰ Available at: <https://www.psni.police.uk/inside-psni/Statistics/workforce-composition-statistics/> [Accessed on 24 May 2018]

their religion as Protestant comprised 67.2% of police officers compared with 78.1% of police staff.

Evidence from the parties

2.72 The **DoJ** reported that the PSNI had 6,711 funded posts for police officers from the rank of constable up to chief constable.

2.73 The **PSNI** said it was currently committed to maintaining an operational capability against the target figure of 6,711 police funded posts (FTE) by 1 April 2018 falling to 6,611 by 1 April 2019. It said that due to political and financial uncertainty the affordability of the current plan remained unclear, particularly with regard to whether or not police officer numbers would remain at 6,711 or reduce to 6,611 in 2018/19. It added that it was also challenging to accurately forecast recruitment numbers for the next three to five years.

2.74 The PSNI also informed us that the service profile had remained stable in the previous four years, with 35-40% of officers having less than 10 years' service and 60-65% of officers having ten years' service or more. It explained that if recruitment was curtailed, officer numbers would fall below 6,400 by the end of 2018/19 and that such a reduction would impact on the service to the public.

2.75 The **PFNI** said that the size of the PSNI workforce had continued to decline and in 2017 the number of officers fell below 6,700 for the first time. The PFNI stated that officer strength at the end of 2017 was 6,663, which was over 830 fewer officers than recommended by the Independent Commission on Policing for Northern Ireland²¹ and 300 fewer than recommended by the PSNI in their 2013 Capability and Resilience Review.

2.76 **SANI** said that the financial pressures in sustained budget cuts and the inability to hold a reserve had frustrated the PSNI in recruiting a sufficient number of officers. It explained that 598 officers had reached pensionable service and could leave the PSNI with 28 days' notice and that a further 800 would be eligible to retire

²¹ 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> [Accessed on 24 May 2018]

during the 2018/19 financial year. SANI stated that this posed a significant operational risk to the PSNI.

2.77 The PSNI reported that recent officer recruitment campaigns had met its targets for applications from two under-represented groups – young people and females. However, the numbers of applications and successful candidates from the Catholic community had been lower than hoped. The PSNI told us it had then made changes to the recruitment process in light of findings from a 2016 report on barriers to recruitment²² that it had commissioned from Deloitte, its external recruitment provider, in order to establish a workforce representative of the community it served. The PSNI advised us that in the subsequent officer recruitment campaign in October 2017 the proportion of the candidate pool from the Catholic community was 31.8%. This was unchanged from the previous campaign in 2015 and short of the 35% set for the PSNI as a key performance objective.

2.78 Both the PSNI and the PFNI noted that the Deloitte report had identified the importance of pay to potential recruits, in particular those from working class groups, females and Catholics. The PFNI said that this was a matter for concern as the starting salary for a constable was now lower than in 1992.

2.79 The PSNI, PFNI and SANI told us that the delay in the announcement of the 2017/18 pay award until April 2018 had impacted on workforce morale. CPOSA told us that performance would also suffer if the pay of officers did not increase.

2.80 The PSNI explained that in collaboration with Durham Business School it had repeated in July 2017 a survey first conducted in January 2016 on workplace factors and their effect on officers and service delivery. According to the PSNI, the survey results were encouraging, with improvements found in many areas, including in the reduction of uncertainty at work. However, there was no significant difference recorded in terms of responses on work intensity or job satisfaction compared to the previous survey. The PSNI said that the survey response rate was down from 41%

²² 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> [Accessed on 24 May 2018]

to 33%. In oral evidence, the PSNI added that recent pension changes were more significant to officers than the absence of a pay award in 2017/18.

2.81 The PFNI told us that it planned to repeat its workforce survey later in 2018. For this pay round, it provided the results of a survey of the inspecting ranks, in which 73% reported that their workload was too high compared to 69% in 2015. In addition, the PFNI provided us with the results of three detailed interviews that it had conducted with constables on the topic of the impact of pay on individuals and their families. These case studies highlighted: a constable's reliance on overtime payments; low morale; the increased cost of living; and a sense of not being valued as a public sector worker. In oral evidence, the PFNI said that the continuing erosion of pay and allowances was damaging the motivation of the workforce.

2.82 The PSNI reported that the Average Working Days Lost target for 2017/18 was 11.20 but that the projected annual figure was now 13.21. In 2017/18 to date, 2,550 officers had taken sickness absence, an increase on 2016/17 (2,423). The PSNI added that a rise recorded in mental ill-health was a particular concern.

2.83 The PFNI highlighted that sickness absence in the PSNI increased between 2010/11 and 2014/15, from an average of 7.93 days lost, to 14.18 in 2014/15. This then declined to 13.14 days in 2015/16 and to 11.79 days in 2016/17. This had resulted in average sickness absence in the PSNI falling below average rates in the Northern Ireland civil service. However, the average number of working days lost between April and December 2017 was 9.85, indicating that sickness absence levels in 2017/18 would return to 2015/16 levels and mark a renewed increase in sickness absence. The proportion of all calendar days lost due to psychological ill-health had continued to increase, to 30.4% in 2017 (up from 26.7% in 2015 and 30.1% in 2016).

2.84 In the view of the PFNI, all evidence pointed to a staffing model under significant and growing pressure from severe under-resourcing and increasingly complex demand. They said that the impact of these stresses was cyclical and manifested in heightened sickness absence and meant that remaining officers faced increasing workplace burdens as policing demand continued while sickness absence rose.

Our comment

2.85 The effects of the budgetary pressures on the PSNI appear to have reached a critical point in terms of raised sickness absence levels, a greater impact on service provision and an increasingly strained environment in which to manage demand. We learned this time that the political situation in Northern Ireland and resultant uncertainty for PSNI finances had cast doubt on the affordability of its workforce plan and officer recruitment programme. This was all in the context of a possibly exponential increase in retirements in the next three years and concerns that funding constraints would prevent the PSNI from recruiting to replacement levels.

2.86 In common with other public sector bodies in Northern Ireland, the PSNI is unable to raise funds through local taxation, or borrow or hold a strategic reserve. Nor can it carry forward surplus efficiency savings or under-spends accrued during the year. Until a budget was passed in Westminster in November 2017 the PSNI had been forced to operate in the 2017/18 financial year with monthly budgets which effectively eliminated the possibility of any forward planning. According to HMICFRS, PSNI's partner organisations were similarly unable to plan financially in the current situation and this had resulted in greater unanticipated demand on the PSNI. The case for an alternative funding model for the PSNI seems to be compelling.

2.87 Nevertheless, the 2017 HMICFRS PEEL: Efficiency Report found that although the short-term and uncertain nature of public sector funding in Northern Ireland hindered long-term planning and investment decisions, the PSNI understood well how changes to improve efficiency could affect its ability to manage demand. The HMICFRS also commented that a future Northern Ireland Assembly might wish to give consideration to the matter of the obvious tension between the short-term nature of PSNI funding and the requirement to consider long-term objectives.

2.88 Recruiting a representative workforce is of the utmost importance to the PSNI. However, in 2017 the recruitment process failed to achieve the desired level of applications from the Catholic community in Northern Ireland despite the implementation of a recruitment action plan designed to increase diversity. It is unclear to us without further evidence at this point whether the current level of starting pay alone or another factor such as a reluctance to interact with the authorities – or an intricate combination of several elements including remunerative

and societal – are pivotal. In our last report, we highlighted the Deloitte report findings on this issue²³. We would like to receive an update, in next year's evidence submission from the PSNI, on the actions they are taking in response to the 2016 Deloitte Report on barriers to PSNI recruitment.

2.89 While we received limited evidence on morale and motivation from the parties this year, the negative impact on officers of the delay in the 2017/18 pay award was reported to us by all the parties. We hope to see in evidence next year the results of the next PFNI workforce survey. The PSNI has generally high rates of sickness absence in comparison with police forces in England and Wales. We were therefore particularly concerned to learn that an increase in sickness absence, including for mental ill-health, was predicted for 2017/18. We would be keen to receive an analysis of the reasons for the projected increase and will continue to monitor this issue.

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

2.90 Our terms of reference require us to have regard to the relevant legal obligations on the police service in Northern Ireland (including anti-discrimination requirements on 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.

2.91 We did not receive any specific evidence from the parties on these matters and therefore concluded that no legal obligations or changes to employment law required our attention this time. However, we would ask all the parties to provide an update on this issue in their evidence submissions next year and would also welcome any views on gender pay gap reporting. We did note with interest this time that the PSNI was considering the legal obligations placed on it, along with any changes to employment law that might be required as a result of the UK leaving the EU.

²³ Paragraphs 2.76, 2.79, 2.89 and 4.11 in: Police Remuneration Review Body, *Third Report on Northern Ireland 2017*. Available at: <https://www.gov.uk/government/publications/police-remuneration-review-body-3rd-report-2017-northern-ireland> [Accessed on 24 May 2018]

Chapter 3 – Pay Proposals and Recommendations for 2018/19

Introduction

3.1 In this chapter we make our recommendations on police officer pay and allowances for 2018/19. We first consider our approach to the 2017/18 non-consolidated 1% uplift (paragraphs 3.2 to 3.8). We then look at proposals on the basic pay uplift for 2018/19 (paragraphs 3.9 to 3.22). Finally, we turn to other matters raised in the remit letter or by the parties:

- NITA (paragraphs 3.23 to 3.28);
- Dog Handlers' Allowance (paragraphs 3.29 to 3.30);
- CRTP (paragraphs 3.31 to 3.44); and
- On-call Allowance (paragraphs 3.45 to 3.50).

Approach to the 2017/18 non-consolidated 1% uplift

3.2 The Permanent Secretary at the DoJ issued our 2018/19 remit letter in December 2017 in the absence of a Minister of Justice. The decision of the Northern Ireland Administration on the pay award for PSNI officers in 2017/18 was issued on 13 April 2018, and the Review Body's recommendations, which had been submitted on 19 May 2017, were confidential to the Department until the April 2018 decision. Consequently, for most of the round, including the written and oral evidence stages, many of the parties involved were not formally sighted on the pay recommendations and decisions for the remit group for the 2017/18 pay round.

3.3 The **PFNI** did however tell us that, if a 1% non-consolidated temporary pay award was awarded (as had been done for England and Wales) and then removed from officer pay at the end of August 2018, any uplift of 1% or less in 2018/19 would not be sufficient to cover the loss of this payment and could cause a real-terms pay cut. The PFNI noted that this outcome would be exacerbated by high inflation rates forecast for 2018/19 and that the non-consolidated award in 2017/18 should have its pensionability backdated to 1 September 2017.

3.4 The PFNI provided data on the impact on officers of removing any 1% non-consolidated pay award at the end of 2017/18. It calculated on this basis that:

- a 2% award for 2018/19 would increase a constable's annual salary by £283;

- a 1% award would result in no increase in pay; and
- an award of 0.5% to 0% would mean a fall in pay of approximately £150 to £300.

3.5 **SANI** told us that its position on the 1% non-consolidated uplift accorded with that set out in the 2018/19 Police Superintendents' Association (PSA) and Police Federation for England and Wales (PFEW) joint submission for the England and Wales police pay round. The PSA/PFEW submission urged that the 1% of the 2017/18 uplift which had not been consolidated should now be consolidated rather than considered part of the 2018/19 settlement. The submission added that if the 1% was consolidated and treated as part of the 2018/19 award, then officers would actually have less take home pay, as it would now be subject to deductions for pension contributions.

3.6 **CPOSA** said that if the 1% non-consolidated element of the pay award provided to the federated and superintending ranks was consolidated, it would be necessary to ensure that the gap between the superintending ranks and chief officers was maintained, in order to avoid compounding the issues faced by those considering promotion.

Our comment and recommendation

3.7 The 2017/18 pay award for the federated and superintending police ranks in Northern Ireland – a consolidated 1% and a non-consolidated 1% – was not in accordance with the recommendation in our previous report. In this respect the implementation of the award paralleled the treatment of the award in England and Wales. However, we recognise that the Review Body is an advisory body and that the final decision on pay settlements rests elsewhere. We are also conscious of our role in the police officer pay machinery, and of the obligation upon us to take into account the restrictions that police officers have had placed upon them with regard to withdrawing their labour and their limited industrial rights.

3.8 Before attending to the pay award for 2018/19, we address the matter of the non-consolidated and time-limited element from the 2017/18 award. Following the pay settlement in April 2018, the federated and superintending ranks are receiving it in monthly payments until the end of August 2018 and backdated to 1 September

2017. A police officer would almost certainly consider that this payment was part of their salary. Ending the payment of the non-consolidated award would in our view constitute a pay cut and would be perceived as such by officers. The core costs of this non-consolidated pay award are already in the current paybill. Consequently, we recommend that the non-consolidated portion of the 1% pay award for the federated and superintending ranks last year should be consolidated as part of the 2018/19 pay award.

Recommendation 1: We recommend that, with effect from 1 September 2018, the time-limited 1% non-consolidated pay award received by the federated and superintending ranks in 2017/18 should be consolidated into all pay points for officers at these ranks.

Basic pay uplift

Evidence from the parties

3.9 The **DoJ** said that, subject to affordability, compliance with HM Treasury and DoF pay policies, and the views of any incoming Minister of Justice, it supported a pay award for PSNI effective from 1 September 2018. The **PSNI** proposed a pay increase of 2% for all police officer ranks, in line with the proposed uplift suggested by the National Police Chiefs' Council (NPCC) for police officers in England and Wales. The PSNI acknowledged that this proposal would require flexibility in the application of the Northern Ireland public sector pay policy. The PSNI added that its proposal was in recognition of the tireless work and contribution of officers.

3.10 Before the pay award was announced for 2017/18, the **PFNI** said that if a 1% consolidated and 1% temporary non-consolidated award were implemented for 2017/18, it would propose for all federated officers in the PSNI a consolidated uplift of 4.4% for 2018/19. It explained that this was based on the 3.4% HM Treasury Retail Prices Index forecast and the consolidation of the 1% non-consolidated award in 2018/19.

3.11 **SANI** agreed with the PFNI recommendation on the pay award. They stated that recent pay awards had not recognised the breadth of responsibility, risk or hours being worked at the superintending ranks.

3.12 **CPOSA** sought a pay increase of not less than 1% in 2018/19 for chief police officers in the PSNI but also supported the 2% proposal put forward by CPOSA for England and Wales. CPOSA also wanted to see annual increments for their eligible members in addition to any increase in pay.

Our comment and recommendation

3.13 In reaching our conclusions we have taken account of the factors in our terms of reference, and the points raised by the DoJ Permanent Secretary in the remit letter. We have carefully considered the parties' evidence and specific proposals as referred to earlier in this report. We have also undertaken our own analysis of other public sources of information. We are making our recommendations in the absence of both a Northern Ireland public sector pay policy for 2018/19 and evidence from the Northern Ireland Policing Board.

3.14 In our last report, we noted that we were not convinced by the argument that pay parity for PSNI with England and Wales forces was essential to mutual aid and the interchange of officers. We continue to maintain this view and believe that the principle of pay parity will be tested as police workforce and pay reforms in England and Wales progress. For this reason, we will continue to review, as part of our future reports, the case for pay parity. However, we note that all the policing parties in Northern Ireland continue to regard pay parity as vital and feel that police officers, whether based in England, Wales or Northern Ireland, should continue to have parity on core pay spines while the roles continue to be similar.

3.15 The DoJ remit letter asked us to consider any specific challenges for the PSNI highlighted in the parties' written evidence, particularly in terms of recruitment and retention pressures. The PSNI told us that police officer numbers were decreasing at a faster rate than officers were entering the service. The PFNI doubted the ability of the service to recruit to replacement levels. However, the PSNI highlighted that the decisions they may have to take in order to balance their budget were the main driver of current police officer numbers, and not, say, an inability to attract sufficient

numbers of suitable candidates. We were reminded of the potentially large number of retirements that could happen over the next year, and the experience that would be lost if this occurred.

3.16 We received limited evidence this year on morale and motivation. However, the PSNI, PFNI and SANI all agreed that morale had been lowered by the delay in the announcement of the 2017/18 pay award. Moreover, the data on increasing sickness absence rates, including for mental ill health, was said to be a reflection of reduced officer wellbeing. Unplanned overtime working in 2016/17 was at its highest level in six years, the demands on the PSNI workforce were high and officer numbers were reducing.

3.17 The UK public sector pay policy announced in late 2017 linked pay increases above 1% to increases in productivity. Police productivity is currently measured on the basis that input equals output, so increased input translates directly into increased output. We recognise that this approach may not be the best way of judging productivity. We did explore in our evidence sessions whether the parties were able to offer any suggestions on how police productivity might be better measured than it is currently, but we did not receive any proposals for improvement. We note that the Office for National Statistics is said to be working on a new measure of productivity which might be relevant, but which was not available to us at the point of compiling this report.

3.18 While we await the outcome of any work on improving the methods of measuring police productivity, we searched for other ways of examining the issue. In this context we noted that the 2017 HMICFRS PEEL reports found that the PSNI had a good understanding of current and future demand, and that, in the first year of a new process for matching resources to demand, the PSNI had identified considerable potential savings. In the absence of any compelling evidence to the contrary, we were prepared to accept, on the basis of this PEEL report, and on the assumption that the savings identified are not matched by corresponding cuts in service, that the PSNI had indeed become a more efficient organisation over the course of the year.

3.19 The PSNI proposed a 2% pay award for 2018/19. We took this to mean that 2% would be an affordable increase for them. However, as we noted in earlier paragraphs, the funding position of the PSNI within the current political environment in Northern Ireland makes financial planning a difficult proposition for the PSNI. The system by which the PSNI is funded is not the same as for police forces in England and Wales, and the same opportunities for efficiencies through collaborative working with neighbouring forces are not available.

3.20 Evidence on the wider economic situation shows that inflation rates have been falling since reaching a high point of 3.1% in November 2017. The UK labour market is showing some signs of improvement. It is not clear however whether the improvement is as marked in Northern Ireland, where there are some indicators of structural challenges, such as individuals dropping out of the labour market altogether.

3.21 This year, and for the first time, we were asked to provide recommendations on the pay of chief police officers in Northern Ireland. Previously, chief police officers were within the remit of the Senior Salaries Review Body (SSRB). In 2017, they received a 1% consolidated pay award, whereas the federated and superintending ranks received a 1% consolidated pay award and a 1% non-consolidated payment. We noted that we did not receive any proposals for PSNI chief police officers to receive a pay award in 2018/19 that differed from the award for the federated or superintending ranks.

3.22 The continuing funding situation for the PSNI is a concern, and is clearly having an impact on the decisions the PSNI are making regarding officer numbers. This is a significant factor for us to take into account in our assessments. However, we continue to believe that, in the absence of pay differentiation between other police forces, PSNI officers should continue to have parity of core pay with police officers in England and Wales. Taking all these factors into account, *and in addition to and following* our previous recommendation in paragraph 3.8, we recommend a consolidated increase of 2% to all pay points for police officers at all ranks for 2018/19. The recommended pay scales are given in Appendices E and F.

Recommendation 2: *In addition to and following our previous recommendation in paragraph 3.8, we recommend a consolidated increase of 2% to all pay points for police officers at all ranks from 1 September 2018.*

Northern Ireland Transitional Allowance

3.23 The Northern Ireland Transitional Allowance (NITA) is a taxable, non-pensionable allowance paid to serving and retired police officers up to and including the rank of chief constable in Northern Ireland. They receive it because of the challenging environment in which they operate and the restrictions placed on their daily lives and those of their family members. It is a transitional allowance because its removal is conditional upon the realisation of a normal security situation and a significant reduction in attacks on the police.

Evidence from the parties

3.24 The **DoJ** sought an increase in the NITA in line with the main pay award. The **PSNI** sought a 2% increase in the NITA in accordance with its pay award proposal. The PSNI emphasised that the payment would take account of the special challenges faced by PSNI officers, the continuing ‘SEVERE’ threat level and the extraordinary security situation in Northern Ireland in which they operated.

3.25 The **PFNI** proposed uplifting NITA in line with the pay increase awarded to PSNI officers. It emphasised its belief that any increase below that level would have a serious and detrimental impact upon the morale and motivation of police officers. It added that the allowance served as both practical assistance for the financial burdens facing police officers in Northern Ireland, and as an important symbolic recognition of the risks and restrictions imposed upon them.

3.26 The **SANI** agreed with the PFNI recommendation on the uplift to the NITA to recognise the particular difficulties and dangers faced by PSNI officers. It also highlighted that, in its 2017 pay survey of members, 36% of respondents expressed dissatisfaction with the level of the NITA. CPOSA said that the NITA should increase in line with the uplift in annual pay.

Our comment and recommendation

3.27 The security threat in Northern Ireland remains 'SEVERE' and we were offered little assurance that this was likely to change in the immediate future. While NITA does not compensate for specific aspects of the role, it is an important recognition of the unique differences faced by PSNI officers and their families in their daily lives.

3.28 The parties were unanimous this year that NITA should be increased in line with the basic pay award. While conscious of the cost of such an increase, we conclude that removing the historic link to our basic pay award could damage police officers' morale and motivation. In view of the continuing security threat we recommend raising the NITA by 2%.

Recommendation 3: We recommend an increase of 2% in the current level of the Northern Ireland Transitional Allowance (NITA) from 1 September 2018.

Dog Handlers' Allowance

Evidence from the parties

3.29 This allowance is payable to police officers who keep and care for a dog owned by the Policing Board at their home. The allowance is compensation for looking after the dog during the officer's rest days, non-working days and public holidays.

Our comment and recommendation

3.30 In evidence, all the parties continued to support the Dog Handlers' Allowance being uprated in line with the main pay award. In our previous reports we concluded that the allowance should continue to be linked to our overall pay recommendation and noted that it recognised a specific police officer role. We have not been provided with any arguments to suggest an alternative approach, and therefore recommend that the allowance should receive the same uplift as the basic pay award. This is consistent with our recommendation in England and Wales.

Recommendation 4: We recommend that the Dog Handlers' Allowance should increase by 2% from 1 September 2018.

Competence Related Threshold Payment

3.31 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.

3.32 The payment is pensionable and 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. CRTP was last increased by 1% in September 2013 following the end of the two-year pay freeze.

CRTP in England and Wales

3.33 CRTP is no longer available to police officers in England and Wales following the Winsor Review²⁴ recommendation to abolish the scheme on the basis that it had not worked as intended. According to Winsor, “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”. CRTP was phased out in England and Wales over three years, from April 2013 to April 2016.

CRTP in Northern Ireland

3.34 Although Northern Ireland was not included in the Winsor Review, a specific Northern Ireland Working Party was established by the Police Negotiating Board to

²⁴ *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> [Accessed on 24 May 2018]

allow the consideration of the changes introduced in England and Wales with a view to introducing reforms for the PSNI.

3.35 The PSNI was concerned that the removal of CRTP in Northern Ireland in line with the England and Wales timetable could lead to a large number of retirements among officers with 30 or more years of service. With security tensions expected to heighten around key anniversaries in 2016, such a loss of manpower and expertise could lead to operational difficulties. As a result, the decision was taken at that time to retain the CRTP scheme.

3.36 The 2015 remit letter to the Review Body stated that a comprehensive review of the CRTP should take place in time for the September 2018 pay settlement. In our 2015 Report we said we expected the PSNI to lead the review, and that this review should inform the evidence submissions for our 2018 Report to meet the DoJ's timescale. We added that it would be helpful for the PSNI to engage with the parties as soon as possible and set out the key milestones for the review in its 2017 evidence.

3.37 In our 2016 Report, to aid our work on this subject, we suggested that the PSNI review should include: the rationale for CRTP; a data analysis of recipients; an assessment of effectiveness; any links between CRTP, skills and performance levels; and consideration of how any proposed change would fit with wider police workforce and pay reforms.

3.38 In our 2017 Report, we said we were disappointed that the PSNI had provided no further information regarding the key milestones and engagement for the review process. We urged the PSNI to provide these, and to begin the process of engagement with the parties. We advised the PSNI and other parties to refer back to the suggestions on the review in our 2016 Report and also take pay parity into account. We added that we hoped to receive a joint proposal on the future of the scheme in evidence for our 2018 Report.

Evidence from the parties

3.39 The 2018 remit letter asked the Review Body to recommend on whether any increase should be applied to the CRTP pending its review by the PSNI. On 26

March 2018, the DoJ Permanent Secretary wrote again to the Review Body to ask whether it would consider the CRTP outside the timetable for the 2018/19 round. The letter said that the PSNI planned to progress the review of CRTP in April 2018 and then facilitate consultation between the Northern Ireland stakeholders with a view to reaching a unified position on the way forward.

3.40 The DoJ supported the retention of the CRTP at its current level and said that subject to affordability it should remain open, pending the review. It added that it had recently been made aware of dialogue between the PSNI and the PFNI on initial proposals for the review.

3.41 The PSNI said that its preferred approach to the CRTP review would be to phase it out, and that its withdrawal would assist in the funding of any pay uplift. It explained that a paper setting out options for withdrawal would be considered by the PSNI Service First Board in spring 2018. The PSNI would then engage in further consultation with the PFNI to facilitate the implementation of a unified position on the way forward against set milestones for the consideration of the Review Body and subsequent recommendation to a Minister of Justice.

3.42 The PFNI said that the CRTP should be uplifted in line with the pay award. It added that it should remain open to new applicants for the entirety of the review as well as during any subsequent implementation period. The PFNI explained that it had entered into early discussions with the PSNI on the timeline and potential options available in the review of the CRTP. It stated that it wished to see the payment retained, and that options other than simply removing the payment based on a financial saving were required. It added that the CRTP had an important role to play in the retention of experienced officers, particularly in view of a significant increase in officers eligible for retirement in the next two years. The PFNI told us that the impact of the removal of this payment on final lump sum pension payments could make those officers more likely to retire as soon as they reached full service.

3.43 In oral evidence, the PFNI stated that its understanding was that any changes from the review of the CRTP started in April 2018 were to be implemented in April 2019. The PFNI added that it did not anticipate being able to achieve an agreed

position with the PSNI and emphasised that a retention problem would arise if removal of the CRTP was the outcome of the review.

Our comment and recommendation

3.44 We were pleased to learn that the PSNI had begun the process of engagement with the parties on the comprehensive review of the CRTP scheme. We again suggest that the PSNI and other parties refer back to our 2016 Report²⁵ (paragraph 3.24) for our expectations on the review and ask them to take pay parity into account. We hope to be presented with a joint proposal on the future of the scheme before the end of 2018.

Recommendation 5: 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

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

Evidence from the parties

3.46 The PSNI said that while the overall incidence of on-call fell from 94,115 to 91,490 between 2014/15 and 2016/17, the cost increased from just under £1.2 million to just under £1.6 million a year. The number of on-call units claimed for increased slightly for constables in 2016/17 compared with 2014/15 but decreased for the other eligible ranks. The PSNI also told us that, across the organisation, it required a high level of senior management supervision and accountability outside core hours. The PSNI reported that SANI members had highlighted the frequency of

²⁵ 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> [Accessed on 24 May 2018]

on-call duties, the breadth of cover involved, and the lack of financial compensation for superintending ranks.

3.47 The PFNI observed that, on average, 1,286 officers each year claimed On-call Allowance between 2012/13 and 2015/16, and that this increased by 30% in 2016/17 to 1,678 officers. The PFNI repeated their call this year for an increase to the allowance, from £15 to £23 for an evening or day at the weekend and from £23 to £30 for being on-call on a public holiday. They viewed the current rates as too low to adequately compensate officers for the disruption to their lives, or to deter over-reliance on its use by the PSNI.

3.48 SANI, in its joint evidence with the Police Superintendents' Association, called for a change in police regulations so that the superintending ranks could claim £55 for any 24-hour period of on-call performed, and asked that this amount should be linked to inflation.

Our comment

3.49 The demand on police officers' time remains high. It is vital that they are able to detach themselves sufficiently from their very demanding roles to return to work refreshed. We therefore have sympathy with the views of the PFNI and SANI.

3.50 The issue of On-call Allowance has been raised with us each year by the parties in England and Wales as well as in Northern Ireland. Consequently, we suggest that the way to resolve the issue may be to discuss undertaking a review with the NPCC in England and Wales to ensure consistency and parity between forces. This review should focus on ensuring that the On-call Allowance is appropriately constructed, achieves its set purpose and is aligned with the wider reward structure.

Chapter 4 – Forward Look

4.1 In this chapter we focus on key issues that arose during this pay round and which we would like to return to next year. We ask the parties to bear them in mind when formulating their next set of evidence. These areas include the Northern Ireland environment and resourcing, pay parity, workforce and pay reforms in England and Wales, evidence provision, supporting activity and process matters.

Northern Ireland environment and resourcing

4.2 The PSNI is unique among the police forces in our remit in being funded wholly from a single central source, the Northern Ireland Executive, out of its block grant from HM Treasury. In common with other public sector bodies in Northern Ireland the PSNI cannot raise funds through a local precept, nor borrow funds or maintain a strategic reserve. Nor does it have the flexibility to carry forward surplus efficiency savings or under-spends accrued during the year.

4.3 The political situation in Northern Ireland has had significant implications for PSNI finances and cast doubt on the affordability of its workforce plan and officer recruitment programme. Until a budget was passed in Westminster in November 2017, the PSNI had been forced to operate in the 2017/18 financial year with monthly budgets which effectively eliminated the possibility of any forward planning. Furthermore, according to HMICFRS, the fact that the PSNI's partner organisations were similarly unable to plan financially resulted in greater unanticipated demand on the PSNI.

4.4 In our view, this evidence calls into question the sustainability of the current funding model for the PSNI and suggests to us that consideration should be given to alternative approaches. Furthermore, as stated previously, we would also welcome more evidence on spending decisions and efficiency programmes within the PSNI as these would help us evaluate the affordability of pay awards.

4.5 In addition, once again this year we have made recommendations without a Northern Ireland public sector pay policy in place. Ideally, future remit letters would include a clear approach to public sector pay in Northern Ireland, in particular how it should be interpreted for police officers and how it is being applied to other public

sector groups. This would aid our deliberations and help the parties as they prepare their evidence.

4.6 Furthermore, we have learned this time about a number of Brexit-related concerns held by the parties, for example whether there are enough police officers to deal with the expected increase in demand, and about the future of the European Arrest Warrant and access to EU intelligence. We are grateful to the parties for addressing the implications of Brexit for the PSNI this year. For our next evidence submission, by which time more detail should be known, we ask that the parties include an assessment of the significant challenges, consequences and implications of Brexit for policing in Northern Ireland.

Pay parity

4.7 We recognise that the policing parties have continued to support the principle of pay parity this year. However, possible workforce and pay reforms in England and Wales and affordability and funding constraints in Northern Ireland could have significant implications for the continuation of pay parity in future. We suggest that our parties in Northern Ireland continue to monitor progress in relation to these reforms in order to consider how the PSNI might respond, and how a response might impact on the sustainability of pay parity.

Evidence provision

4.8 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 on the demographics of the workforce;
- Information on the recruitment and retention of officers such as attrition rates, applicants for posts and wastage including during training;
- An update on the level of overtime being undertaken;
- A further update on progress in response to the Deloitte report;
- Whether any hard-to-fill posts exist;
- Data regarding the morale and motivation of officers, such as from the next PSNI and PFNI surveys of officers;
- Data on movements between the PSNI and other police forces;

- Information on sickness levels and analysis of the reasons for the projected increase in sickness absence levels;
- 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; and
- Views on gender pay gap reporting.

Supporting activity

4.9 We were pleased to receive the parties' observations this year on the effectiveness of the Policing Advisory Group Northern Ireland (PAGNI) as a forum for the discussion of matters in our remit. We suggest that the participants might consider conducting a collective review of PAGNI activities and contributions to help ensure that optimum use is made of this decision-making mechanism, particularly in view of current constraints on the wider Northern Ireland policy-making process.

Process matters

4.10 We were asked this year, for the first time, to provide recommendations on chief police officer pay in Northern Ireland. If we are asked again to make recommendations on this group of six serving officers in the subsequent round, we are minded to consider them together with their counterparts in England and Wales in our England and Wales report.

4.11 The political situation in Northern Ireland presented significant challenges for the remit group and the Review Body process this year. In particular, there was a considerable and unfortunate delay before PSNI police officers could receive their pay award for 2017/18. This meant that the parties to the process had to give written and oral evidence for 2018/19 without knowing the outcome of the previous round.

4.12 We recognise the complexities for Northern Ireland government departments in working in the absence of political-level leadership. It was regrettable that the circumstances meant that our previous report, and the DoJ's response to it, were available only after completion of the evidence-gathering stage for 2018/19. As a result, while we were able to hold oral evidence sessions with the parties in Belfast in April 2018, we missed the opportunity to visit and hear directly from PSNI officers on the basis of a published report. We regret not being able to hold our usual

discussions with PSNI police officers this time as these enhance our knowledge and understanding of the challenges they face.

4.13 Consequently, we would ask for consideration to be given to an earlier (and published) response to this report, in order that the parties involved in giving evidence have the chance to know the outcome of the previous year's round before they have to begin giving evidence on the next. If police officers are to receive a pay award on the normal timescale, our report would need to be published by 31 August. It is regrettable that this timetable was not met in 2017, and it would be very desirable if this was not repeated in 2018.

4.14 We remain particularly grateful to the parties this year for providing us with evidence in the extraordinary circumstances that have arisen from the current political situation and for the collective efforts made to ensure that the round could proceed.

Appendix A – Our previous recommendations

3rd Report – 2017

We submitted our 2017 Report on 19 May 2017. Our recommendations were:

Our 2017/18 recommendations (from 1 September 2017)

- **A consolidated increase of 2% 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 2%.**
- **No increase to the current level of the On-call Allowance.**

In the absence of a Minister of Justice, the Permanent Secretary at the Department of Justice for Northern Ireland on 13 April 2018²⁶ responded to the report and awarded a 1% consolidated pay increase to the federated and superintending ranks. In addition, it made a non-consolidated award of 1% (for 2017/18 only) for the officers in those ranks. It also increased the Northern Ireland Transitional Allowance (NITA) and Dog Handlers' Allowance by 1%.

2nd Report – 2016

Our 2016 Report was submitted to the Ministry of Justice on 8 June 2016 and our recommendations were accepted in full on 8 September 2016²⁷. 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.**

²⁶ Police Remuneration Review Body (2017), *Third Report on Northern Ireland*. Available at: <https://www.gov.uk/government/publications/police-remuneration-review-body-3rd-report-2017-northern-ireland> [Accessed on 24 May 2018]

²⁷ 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> [Accessed on 24 May 2018]

1st Report - 2015

We submitted our 2015 Report on 12 June 2015. The recommendations were accepted in full by the Northern Ireland Executive, through the Minister of Justice, on 16 September 2015²⁸ as follows:

Our 2015/16 recommendations (from 1 September 2015)

- **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 to be uprated by 1%.**
- **Dog Handlers' Allowance to be uprated by 1%.**

²⁸ Available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/461273/Minister_of_Justice_to_Chair_06.08.2015.pdf [Accessed on 24 May 2018]

Appendix B – Chief Secretary to the Treasury’s Letter



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

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

21 September 2017

Dear David,

PUBLIC SECTOR PAY 2018 -19

1. Thank you for your work on the 2017/18 pay round. The Pay Review Bodies continue to play an invaluable role in making independent, evidence-based recommendations on public sector pay awards. I am extremely grateful to you and your colleagues for your considered work. This letter sets out the Treasury’s overarching approach for the 2018/19 pay round.
2. Our public-sector workers are among the most extraordinarily talented and hardworking people in our society. They, like everyone else, deserve to have fulfilling jobs that are fairly rewarded. The Government takes a balanced approach to public spending, dealing with our debts to keep our economy strong, while also making sure we invest in our public services.
3. The Government will continue to ensure that the overall package for public sector workers is fair to them and ensures that we can deliver world class public services while also being affordable within the public finances and fair to taxpayers as a whole.
4. The last Spending Review budgeted for a 1% average increase in basic pay and progression pay awards for specific work forces, and there will still be a need for pay discipline over the coming years, to ensure the affordability of the public services and the sustainability of public sector employment. However, the Government recognises that in some parts of the public sector, particularly in areas of skill shortage, more flexibility may be required to deliver world class public services including in return for improvements to public sector productivity.
5. As the Office for Budget Responsibility’s Fiscal risks report published on 13 July reminds us, at nearly 90 per cent of GDP, our public debt is still too high. So, while continuing



to invest in and improve our public services, we must also maintain our ambition to reduce debt at a pace which is sensitive to the needs of the economy.

6. With a more flexible policy it is of even greater importance that recommendations on annual pay awards are based on independent advice and underpinned by robust evidence, submitted by departments, that takes into account the context of wider economic circumstances, private sector comparators, and overall remuneration of public sector workers (including progression pay and pension entitlements). The role of the Pay Review Bodies is therefore more important than ever.
7. The Government values hugely the role of the Pay Review Bodies and appreciates the length of time it takes to complete a thorough process. As you know, the forthcoming 2018/19 annual pay round also marks the shift to a Single Fiscal Event in the autumn which will delay your receipt of departmental evidence. The process will therefore run to a later timeline this year: a letter will follow this in due course from relevant Secretaries of State and written evidence will likely be received in December rather than September as is usual for most PRB workforces.
8. I realise that the change in timing will impact on when the Government can expect to receive your report and, as a consequence, on when individuals will receive their pay award. I recognise that this is far from ideal as our hard-working public servants are entitled to receive their awards promptly. However, on balance given the importance of the process and the change in timing that has already occurred, I feel it is important we work to a later timeline rather than condensing the process. I hope that by making the timing clear at the beginning of the process workforces can be made aware, with plans put in place to work to a later timeline, and for you and your PRB members to manage your own time. The Office for Manpower Economics will be able to support you in this but, do get in touch if you have concerns in this regard.
9. I appreciate that you may have further questions about this change in approach and I would be pleased to discuss this further when we meet soon. I look forward to working with you over the coming years.

Best wishes,

A handwritten signature in blue ink, appearing to read 'Elizabeth Truss'.

RT HON ELIZABETH TRUSS MP

Appendix C – Permanent Secretary’s remit letter

FROM THE PERMANENT SECRETARY

Nick Perry

Rm B5.10, Castle Buildings

Stormont Estate

BELFAST BT4 3SG



Mr David Lebrecht
Chair
Police Remuneration Review Body
Office of Manpower Economics
8th Floor Fleetbank House
2-6 Salisbury Square
LONDON
EC4Y 8JX

22 December 2017

Dear David

POLICE REMUNERATION REVIEW FOR 2018/19

As you will be aware Northern Ireland has been without a devolved administration since January 2017. I am writing, in the absence of a Justice Minister, to ask that you commence the annual review of pay for officers in the Police Service of Northern Ireland (PSNI) for 2018/19.

I am cognisant of the fact that the pay award for 2017/18 has already been implemented for police officers in England and Wales. While it is not ideal that the last pay round has not yet been concluded in Northern Ireland, I am keen to ensure that the review for PSNI officers for 2018/19 is considered concurrently with their counterparts in England and Wales.

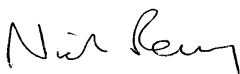
Officials have consulted with stakeholders over recent months and we would initially welcome recommendations on the following matters:

- the application of any pay award for 2018/19 for police officers of all ranks, including chief officers, in the context of the Chief Secretary to the Treasury's letter of 21 September 2017 on Public Sector Pay;
- whether any increase should be applied to the Northern Ireland Transitional Allowance (NITA) and other allowances;
- whether any increase should be applied to the Competence Related Threshold Payment (CRTP), pending its review by the PSNI; and
- consideration of any specific challenges for the PSNI highlighted in written evidence from NI parties, particularly in terms of recruitment and retention pressures.

I would emphasise that this letter is issued in the absence of, and subject to, the views of an incoming Justice Minister. Department officials will of course remain in close contact with your secretariat at the Office of Manpower Economics in that regard.

Please extend my thanks to your members for the work undertaken in support of the 2017/18 pay round. I look forward to working with you into the future as you commence your work plan for the forthcoming year.

Yours sincerely



N P PERRY

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/
Police Federation for Northern Ireland	https://www.policefed-ni.org.uk/
Superintendents’ Association of Northern Ireland	http://www.polic-supers.com/wp-content/uploads/2018/02/PSA-PRRB-Submission-Feb-2017-FINAL.pdf
Chief Police Officers’ Staff Association	https://cposa.uk/

Appendix E – Recommended changes to PSNI federated and superintending ranks’ pay scales and allowances from September 2018

Salary scales

The salary scales in effect from 1 September 2017 are set out below along with our recommendations for effect from 1 September 2018.

Rank	Pay point	Recommended		Notes
		With effect from 1 September 2017	for effect from 1 September 2018	
Constable (appointed on or after 1 September 2014)	On commencing service as PSNI trainee	£19,773	£20,370	a
	On commencing service as probationary PSNI constable	£23,124	£23,823	b
	2	£24,171	£24,903	
	3	£25,224	£25,986	
	4	£26,277	£27,072	
	5	£28,380	£29,238	
	6	£32,616	£33,603	
	7	£38,382	£39,540	
Constable (appointed before 1 September 2014)	On commencing service as PSNI trainee	£24,447	£25,185	
	On commencing service as probationary PSNI constable	£27,285	£28,110	
	2	£28,869	£29,739	c
	3	£30,633	£31,557	
	4	£31,596	£32,550	
	5	£32,616	£33,603	
	6	£35,478	£36,549	
(pay point removed April 2017)	(£37,623)			
	7	£38,382	£39,540	d
Sergeant	1	£39,693	£40,890	
	2	£41,025	£42,264	
	3	£41,901	£43,167	
	4	£43,134	£44,436	d
Inspector	0	£49,176	£50,661	
	1	£50,562	£52,089	
	2	£51,948	£53,517	
	3	£53,340	£54,951	d

Rank	Pay point	Recommended		Notes
		With effect from 1 September 2017	for effect from 1 September 2018	
Chief Inspector	1	£54,432	£56,076	e
	2	£55,524	£57,201	
	3	£56,670	£58,383	d
Superintendent	1	£65,478	£67,455	
	2	£68,898	£70,980	
	3	£72,498	£74,688	
	4	£77,340	£79,677	
Chief Superintendent	1	£81,156	£83,607	
	2	£83,901	£86,436	
	3	£85,614	£88,197	

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 2018 are set out below.

Northern Ireland Transitional Allowance	£3,294
Dog Handlers' Allowance	£2,283

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

Appendix F – Recommended changes to PSNI chief police officer pay from September 2018

Chief Constable in Northern Ireland	
Salary (£) (spot pay)	
2017	2018
203,421	207,489

Deputy Chief Constable in Northern Ireland	
Salary (£) (spot pay)	
2017	2018
165,276	168,582

Assistant Chief Constables in Northern Ireland	
Salaries (£) (annual incremental pay points)	
2017	2018
98,538	100,509
104,889	106,986
111,249	113,475

Pay progression is awarded on the basis of satisfactory performance.

Appendix G – Pay changes arising from the Winsor Review 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)	To be introduced in 2016	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	3 pay points removed between June 2014 and June 2016
Competence Related Threshold Payment	Phased abolition by April 2016	Retained, to be reviewed in 2018
Advanced Skills Threshold (to reach max of relevant pay scales)	To be introduced from 2016	Not applicable
Special Priority Payments (£500 - £3,000)	Abolished in 2012	Abolished in January 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 April 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 Cancellation of rest day with fewer than 5 days' notice – rate changed to	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' notice to 3 days' notice

	time and a half from double time Pay at time and a half for working on a rostered rest day with fewer than 15 days' notice.	
Away from home allowance and unsocial hours allowance	Introduced from 2012	Not introduced
Motor vehicle rates	Linked to Local Government rates from 2012	Aligned with NI 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
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

