



Police  
Remuneration Review Body

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**Eighth Report on Northern Ireland 2022**

***Chair: Zoë Billingham CBE***





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Eighth Report for Northern Ireland 2022

*Chair:* Zoë Billingham CBE

Presented to the Minister of Justice for Northern Ireland

29 June 2022

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# Police Remuneration Review Body

## Terms of reference<sup>1</sup>

The Police Remuneration Review Body<sup>2</sup> (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.

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<sup>1</sup> 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.

<sup>2</sup> 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.

### **Members<sup>3</sup> of the Review Body**

Zoë Billingham CBE (Chair)  
Andrew Bliss QPM  
Professor Monojit Chatterji  
Richard Childs QPM  
Kathryn Gray  
Mark Hoble JP  
Patrick McCartan CBE  
Trevor Reaney CBE

The secretariat is provided by the Office of Manpower Economics.

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<sup>3</sup> Members of the Review Body are appointed through an open competition adhering to the Commissioner for Public Appointments' Code of Practice. Available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/578090/Public\\_Appointments\\_Governance\\_Code\\_.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/578090/Public_Appointments_Governance_Code_.pdf). [Accessed on 24 June 2022]

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## List of abbreviations

ACC	Assistant Chief Constable
ASHE	Annual Survey of Hours and Earnings
COP 26	UN Climate Change Conference
COVID-19	Coronavirus Disease 2019
CPI	Consumer Prices Index
CPIH	Consumer Prices Index including owner occupiers' housing costs
CPOSA	Chief Police Officers' Staff Association
CRTP	Competence Related Threshold Payment
DEL	Departmental Expenditure Limit
DoJ	Department of Justice
EU	European Union
FTE	Full-time Equivalent
FYE	Financial Year Ending
GB	Great Britain
GDP	Gross Domestic Product
HGV	Heavy goods vehicle
HMICFRS	Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services
HR	Human Resources
LFS	Labour Force Survey
LGBT	Lesbian, Gay, Bisexual and Transsexual
NDNA	New Decade, New Approach
NIE	National Investigators Exam
NIPB	Northern Ireland Policing Board
NISRA	Northern Ireland Statistics and Research Agency
NITA	Northern Ireland Transitional Allowance
NPCC	National Police Chiefs' Council
OBR	Office for Budget Responsibility
OME	Office of Manpower Economics
ONS	Office for National Statistics
PAYE	Pay As You Earn
PFNI	Police Federation for Northern Ireland
PRRB	Police Remuneration Review Body
PSA	Police Superintendents' Association
PSNI	Police Service of Northern Ireland
RPI	Retail Prices Index
RTI	Real Time Information

SANI	Superintendents' Association of Northern Ireland
TVP	Targeted Variable Pay
UK	United Kingdom
UN	United Nations

## Foreword

This is our Eighth Report to the Minister of Justice for Northern Ireland. The Justice Minister's remit letter of 24 January 2022 asked us to commence our annual review in respect of officers of the PSNI for 2022/23.

We appreciate the participation of all the parties in our evidence-gathering process and the continuing involvement of all the staff associations for police officers in Northern Ireland this year.

This is an extraordinary year in terms of the economic climate. Events in Ukraine and elsewhere have delivered further shocks to the economy as it strives to recover from the effects of the coronavirus (COVID-19) pandemic. During our visit to PSNI officers in March 2022, we heard reports of lower paid officers in debt and of many struggling to meet basic food and energy costs. The financial pressures they face have increased since then and energy prices are now at unprecedented levels.

Given the exceptional economic circumstances this year, there are very strong arguments in favour of a sharply differentiated approach that provides those at the bottom of the pay scale with some protection against rising household bills. We explored options that delivered a substantial uplift to the lowest paid officers in the police service. Given affordability considerations, our analysis of recruitment, retention, motivation and morale, and developments in private sector pay, we concluded that a pay uplift with an overall cost of around 5% in 2022/23 was appropriate. We recommend that this should take the form of a consolidated increase of £1,900 for all PSNI officers, which has the effect of giving the lowest paid police officers an uplift close to the rising cost of living. Part-time officers will receive a pro-rated award.

We were concerned by the heightened level of uncertainty around the PSNI's budgetary position this year, which continues to constrain the PSNI's ability to implement long-term approaches to workforce and pay reform. For 2023/24, we would like evidence on the impact of the PSNI's budgetary situation on its plans for pay and reward. Our view is that parties need to take a more strategic view on the

future reform of police pay and allowances in order to support and enhance wider ambitions for police reform in the PSNI in the medium to long term.

All the parties who give evidence to us each year support the principle of pay parity between the police forces of Northern Ireland and England and Wales. Our understanding of pay parity is that police forces in those countries will have the same pay scales and allowances, apart from where there are exceptional local conditions. We have upheld that principle in this report and we ask parties to confirm in their evidence to us next year that they agree with our definition of pay parity.

Finally, we were deeply concerned about the delay in the payment of police officer increments for 2021/22. We are pleased this has now been resolved, and encourage all parties to work together to prevent this happening again.

Zoë Billingham (Chair)  
Andrew Bliss  
Monojit Chatterji  
Richard Childs  
Kathryn Gray  
Mark Hoble  
Patrick McCartan  
Trevor Reaney

*XX June 2022*

# POLICE REMUNERATION REVIEW BODY

## Northern Ireland Eighth Report 2022

### Executive Summary

**Our 2022/23 recommendations (from 1 September 2022):**

- **A consolidated increase of £1,900 to all police officer pay points for all ranks.**
- **An increase of 5% in the current level of the Northern Ireland Transitional Allowance (NITA).**
- **An increase of 5% in the Dog Handlers' Allowance.**
- **That the current level of the Competence Related Threshold Payment (CRTP) does not increase and that in evidence next year the parties present a clear process and timetable for its abolition.**
- **That the payment of officers providing mutual aid is brought in line with England and Wales, including the Away from Home Overnight Allowance.**

#### *Introduction*

1. The Police Remuneration Review Body became operational in September 2014 and our terms of reference relate to the pay and certain other conditions of service of police officers in Northern Ireland. Our remit does not include police staff or other groups.
2. This is our Eighth Report on police officers in the Police Service of Northern Ireland (PSNI). As at 1 May 2022, there were 6,948 full-time equivalent (FTE) police officers in the PSNI on a full-time equivalent basis.

#### *Response to last year's report*

3. Our Seventh Report was submitted to the Department of Justice in July 2021. The Minister of Justice for Northern Ireland responded to this on 24 January 2022 to say that she had accepted the recommendations. The Minister wrote again on 24 March 2022 to advise us that approval had been secured for both recommendations and to authorise publication of our Seventh Report on Northern Ireland. (Paragraphs 1.2 to 1.5)

4. We were disappointed and concerned by delays during 2021/22 in the implementation of our recommendations and in paying annual increments to police officers in Northern Ireland. (Paragraph 1.6)

#### *Our remit*

5. Our Eighth Report contains our recommendations for 2022/23 for police officer pay and certain allowances for all police ranks in Northern Ireland. The Minister of Justice also invited us to have regard to our standing terms of reference and to consider the parties' evidence on a local salary band for assistant chief constables in the PSNI and to provide recommendations on the remuneration arrangements for PSNI officers providing mutual aid. (Paragraphs 1.7 and 1.8)

#### *The environment for this year's report*

6. This is our third report to be completed during the coronavirus (COVID-19) pandemic. Over the last year, restrictions imposed to reduce the spread of COVID-19 have eased and we have received some evidence on the implications for the police service of new ways of working. The work of police officers is important, difficult, complex and often dangerous in the ordinary course of events. As one of the groups working on the frontline during the pandemic, COVID-19 meant that the police had to adapt and respond to a new situation and enforce new and evolving regulations. This added further pressures and personal risk to their challenging role. Consequently, we would like to acknowledge our remit group for their contribution this year. (Paragraphs 1.11 and 1.12)
7. We note the challenge to the PSNI in policing the only land border between the UK and Europe following the UK's departure from the European Union (EU). We were grateful to the parties for providing evidence on the UK's exit from the EU and on issues such as the Northern Ireland Protocol and its impact on the work of the PSNI. (Paragraph 1.13)

#### *Our analysis of the 2022/23 evidence*

8. The main points which we noted from the evidence are:

- Northern Ireland policing environment: We welcome the reduction in the Northern Ireland terrorism threat level from 'SEVERE' to 'SUBSTANTIAL'. However, the risk of terrorism is still likely and the requirement for counter-terrorism work remains, as well as the need for constant vigilance. Furthermore, the impact of the terrorism threat on police officers and their families is still considerable and we acknowledge that the PSNI advised us that no significant changes in the next year were expected in how officers would conduct their day-to-day lives. (Paragraph 2.19)
- Trust and confidence: In England and Wales, trust and confidence in the police has been undermined by a series of tragic and highly concerning incidents. This may have an impact on policing in Northern Ireland. (Paragraph 2.20)
- Parity on pay and allowances with England and Wales: As requested by all parties that have provided evidence to us, we uphold the principle of parity with England and Wales on pay and allowances for the purposes of our report this year, and consider that an explanation is needed for any deviation from those arrangements. We define parity in this report as meaning the same pay scales and allowances across the police forces in England, Wales and Northern Ireland, recognising the need for variation in allowances to reflect exceptional local conditions. This means that the Northern Ireland Transitional Allowance (NITA), which is unique to Northern Ireland, is the one allowance excluded from the parity principle. This is in recognition of the fact that the role of police officer is fundamentally the same across the police forces in England, Wales and Northern Ireland. We ask the parties to confirm that their understanding of pay parity is the same as ours, or to indicate where they would depart from it. (Paragraphs 2.28 to 2.31)
- Public sector pay policies and affordability: There is a heightened level of financial uncertainty this year and we note the concerns expressed to us about the impact of possible PSNI funding reductions. We await clarity on the PSNI's budget for 2022/23. We are concerned about the effect of the financial situation on the PSNI's ability to develop and implement a long-term strategy on pay and reward, maintain officer and staff numbers, avoid

reverse civilianisation and uphold services to the public. We are disappointed that, given the wider budgetary context, a pay award recommendation in line with England and Wales could lead to a reduction in police officer and staff numbers and recruitment levels. (Paragraphs 2.44 to 2.46)

- There is a tension for any Review Body between determining pay uplifts based upon workforce-related factors, such as morale, motivation, recruitment and retention, and taking a strictly budget-based approach. We would not properly discharge our remit if we were to base our recommendations on pre-determined budgetary considerations alone, rather than on the needs of the PSNI, including the other, sometimes competing, factors set out in our terms of reference. However, we consider that within the budgets of the Northern Ireland Executive and the PSNI there will be some flexibility in how any award is funded and our recommendation this year is made in that context. (Paragraph 2.47)
- The economy and labour market: Inflation has risen sharply over the last year as a result of rising energy and petrol prices. The Consumer Prices Index measure of inflation was 9.0% in the year to April 2022 and the Bank of England's May 2022 Monetary Policy Report<sup>4</sup> expected it to peak at slightly over 10% in the fourth quarter of 2022. UK gross domestic product was estimated to have grown by 7.4% in 2021, but the Bank of England's May 2022 Monetary Policy Report expected growth to slow during 2022 and to fall in the fourth quarter of 2022. The rate of Northern Ireland economic growth was higher than in the UK during 2021 but was expected to be slower than the UK in 2022. The number of employees in Northern Ireland is above the pre-pandemic peak and the Northern Ireland unemployment rate has returned to pre-pandemic levels.
- Pay As You Earn (PAYE) Real Time Indicator (RTI) data showed that median earnings grew faster in Northern Ireland than in the UK as a whole in the year to April 2022 (7.1% and 5.6% respectively). UK median pay settlements ranged from 3.5% to 4% in the three months to April 2022.

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<sup>4</sup> Bank of England (May 2022), *Monetary Policy Report*. Available at: <https://www.bankofengland.co.uk/monetary-policy-report/2022/may-2022> [Accessed on 24 June 2022]



- We observe that the CPI rate of inflation is at its highest level since estimates began in 1989 and is expected to rise further. This has been driven by domestic energy and petrol prices, so will have a significant impact on the day-to-day cost of living for our remit group. Many police officers in Northern Ireland have to live far from where they work and therefore incur high travel costs, especially as shift work may prevent the use of public transport. While inflationary pressures may fall, there is considerable uncertainty around the forecasts. (Paragraphs 2.55 and 2.56)
- Police officer earnings: With a few exceptions, the basic pay scales for police officers in Northern Ireland are the same as those for officers in England and Wales. However, there are higher median total earnings for constables, sergeants and superintendents in Northern Ireland compared with England and Wales. For constables and sergeants, these are driven by more overtime being worked in Northern Ireland, and the retention of the Competence Related Threshold Payment (CRTP). For superintendents it is the result of differences in the proportion of officers at various points on the pay scale. (Paragraphs 2.57 to 2.59)
- PSNI workforce and morale and motivation: We are concerned about the potential effect on our remit group if the expected reduction in officer numbers occurs due to a recruitment slowdown at a time when large numbers of officers are reportedly eligible for retirement. (Paragraph 2.88)
- The delay in the payment of salary increments in 2021/22 for police officers should not be repeated. It is poor practice, affects officers in practical ways, and damages their morale. We call for the relevant parties to work together to put effective measures in place that will avoid this happening again. (Paragraph 2.89)
- Our visit to the PSNI gave us real cause for concern about the impact of cost-of-living increases on officer morale and motivation. (Paragraph 2.90)
- We received reports of increased workload and modified rest days for chief inspectors and are interested in the reasons why. Also, since April 2020, the superintending ranks in England and Wales have been able to carry over leave for up to 24 months (in exceptional circumstances and at

the discretion of a chief officer), and we suggest extending this to the superintending ranks in the PSNI. (Paragraphs 2.91 and 2.92)

- We are grateful to the PFNI and the SANI for providing us with the results of the staff surveys they conducted. We are concerned by the low levels of personal morale being reported. We look forward to receiving the feedback from the PSNI's 2022 mental health and wellbeing surveys next year and also seek an update from the NIPB on the next steps following the review of sickness absence management. (Paragraph 2.94)
- Legal obligations: We ask the parties to keep us updated on the outcome and the impact on officers of pension litigation. We remain in favour of changes that encourage retention and diversity. (Paragraph 2.95)

### *Basic pay recommendations for 2022/23*

9. The key factors we took into account in reaching our main pay award recommendation were:

- The principle of parity on pay and allowances with England and Wales, as supported by all parties. (Paragraphs 2.28 to 2.31)
- The continued high demand on the PSNI from: terrorist activity (despite the reduction in the terrorism threat level); serious and organised crime; and non-crime causes, such as vulnerability. The PSNI is also contending with continuing political instability and disruption in Northern Ireland. (Paragraph 3.18)
- Questions over the volume of future recruitment stemming from the uncertain funding position, and reports of increasing levels of voluntary resignations. These are of particular concern at a time of high and complex demand on the PSNI. (Paragraph 3.19)
- The need for starting salaries to be at the right level to recognise the responsibilities, risks and cost-of-living pressures faced by new officers on the frontline and attract individuals of the right calibre. The next generation of officers must have the capabilities and attitudes to deal with the changing nature of the increasing complexity of demand driven by both technology and changing social attitudes. (Paragraph 3.20)
- Reports of a decline in police officer morale linked to the impact of the public sector pay pause and COVID-19. These factors have been

compounded this year by the delay in the payment of salary increments. As we have previously noted, police productivity depends partly on the goodwill and discretionary effort of its officers which requires officers to be appropriately motivated. (Paragraph 3.21)

- The funding position of the PSNI for 2022/23 is the most uncertain and challenging since our inception, with neither its annual budget nor its important in-year funding streams confirmed. The 1% pay award budgeted for by the PSNI is of great concern in the context of an expected budget reduction in 2022/23. However, we consider that within the budgets of both the Northern Ireland Executive and the PSNI there will be some scope for flexibility in how any award is funded. (Paragraph 3.22)
- The state of the wider economy, including inflation and indicators of pay settlements. We have given particular weight to median pay settlements, which ranged from 3.5% to 4% in the three months to April 2022. (Paragraphs 3.23 and 3.24)
- Targeting: in our view, this is an extraordinary year in terms of the economic climate. We are deeply concerned about the impact on the lowest paid police officers of the substantial increase in the cost of living and the ongoing economic volatility. A rise in the cost of living has a greater impact on the lower paid than those on higher salaries. Therefore, there are very strong arguments in favour of a sharply differentiated approach that provides those at the bottom of the pay scale with some protection against the rising cost of basic necessities and the unprecedented increases in energy prices. Given this, we concluded that a consolidated flat award, which has the effect of giving the lowest paid police officers an uplift close to the rising cost of living, was most appropriate. (Paragraphs 3.25 and 3.26)

10. After taking the above factors into account and in particular affordability considerations, our analysis of recruitment, retention, motivation and morale, and pay trends in the private sector, we concluded that a pay uplift with an overall cost of around 5% was appropriate. Given our concerns about the lowest paid police officers **we recommend that this should take the form of**

**a consolidated increase of £1,900 to all police officer pay points for all ranks from 1 September 2022.**

11. Table 1 sets out the implications of the consolidated increase in percentage terms for each rank.

**Table 1: Percentage value of £1,900 award, by rank, in the PSNI**

Rank	PSNI officers (at 1 May 2022)	Percentage award at minimum	Percentage award at maximum
Constable	5,169	8.9%	4.6%
Sergeant	1,064	4.3%	4.1%
Inspector	378	3.6%	3.3%
Chief Inspector	96	3.3%	3.1%
Superintendent	56	2.7%	2.3%
Chief Superintendent	19	2.2%	2.1%
Chief police officers	6	1.8%	0.6%

### *Allowances*

12. It has been general custom and practice to uplift the NITA in line with the main pay award. None of the parties supported a review of the value of the NITA at the present time, especially as the reduction in the terrorism threat level was only a recent occurrence and had made little difference to the practical risks that police officers faced. **We recommend an increase of 5% in the NITA** in line with the uplift to the pay award in 2022/23.
13. We note the inclusion of the NITA in the review of allowances and the commitment in the Minister’s consultation letter to review the value of the NITA if the relevant circumstances changed in Northern Ireland. We ask the parties to provide evidence on the value of the NITA next year in light of this review’s findings. (Paragraphs 3.51 and 3.52)
14. It has been general custom and practice to uplift the Dog Handlers’ Allowance in line with the main pay award, and **we recommend that the Dog Handlers’ Allowance should again be uplifted by 5% from 1 September 2022.** The Dog Handlers’ Allowance is provided for the care afforded to the dog during a police officer’s rest days and public holidays. Despite the recent review of allowances, we have received little substantive evidence in recent years to support increasing the Dog Handlers’ Allowance in line with the pay award. Therefore, we invite the parties to provide evidence next year on an uplift to

this allowance specifically in the Northern Ireland context. (Paragraphs 3.58 to 3.60)

15. **We recommend that the current level of the Competence Related Threshold Payment (CRTP) does not increase and that in evidence next year the parties present a clear process and timetable for its abolition.** This follows the completion of the review of the CRTP and the subsequent consultation exercise. We advise the parties to ensure that any alternative to the CRTP aligns with the principle of parity on pay and allowances with England and Wales. (Paragraph 3.71)
16. The review of allowances and subsequent consultation exercise have concluded. We look forward to receiving the outcome of this process in relation to the On-call Allowance in evidence next year, as well as the decision reached on the Motor Vehicle Allowance. (Paragraphs 3.78 and 3.83)

#### *Mutual aid payments and allowances*

17. In accordance with the principle of parity on pay and allowances with England and Wales, we consider it appropriate for mutual aid arrangements in the PSNI to be brought in line with those in place for the police in England and Wales. This includes the Away from Home Overnight Allowance and the 'proper' accommodation definition used for the Hardship Allowance. **We therefore recommend that the payment of mutual aid allowances is brought in line with England and Wales, including the Away from Home Overnight Allowance.** We also seek clarification next year on the wider implications of the recommended changes. (Paragraph 3.91 and 3.92)

#### *Starting salaries for student officers*

18. Our 2020 recommendation on starting salaries has been accepted and we understand that this will be enacted from 2023/24. We seek an update in evidence next year on the plans for its implementation. We observe that any officers appointed to the PSNI in 2022/23 will continue to receive the lower rate of pay. (Paragraph 3.95)

### *Assistant chief constable pay and allowances*

19. We are pleased that the NIPB commissioned further work to understand the barriers to the recruitment of assistant chief constables in Northern Ireland. We welcome the subsequent implementation of measures to improve the recruitment process and the flexibility being exercised in the implementation of the removal and relocation package. We also observe that many issues raised in the commissioned review did not relate directly to levels of remuneration but instead to issues such as geographical separateness and the Northern Ireland policing environment. We have considered all the evidence on the barriers to recruitment of assistant chief constables and Northern Ireland and have concluded that it points largely to the need for non-remunerative solutions, some of which are already being implemented to good effect. Furthermore, there was an absence of evidence that a local pay scale would increase the assistant chief constable recruitment pool. We therefore do not regard as justified a local pay scale specifically for assistant chief constables in Northern Ireland. This would have implications for the principle of parity with England and Wales, and could potentially lead to the unravelling of the national system for police pay and reward. (Paragraphs 3.116 and 3.117)

### *Chief superintendent pay and allowances*

20. We are aware of the pay benchmarking exercise which identified that chief superintendents remained the most disadvantaged of all the police ranks against Korn Ferry data. The SANI's proposal to add a fourth pay point to the chief superintendent scale differs from that put to us this year by the National Police Chiefs' Council (NPCC) in its evidence to us on police officers in England and Wales. The NPCC proposed raising chief superintendent pay point 3 by £5,675 after applying the agreed annual increase for 2022/23. (Paragraph 3.121)
21. We suggest that the SANI reviews its proposal in light of the one received from the NPCC and considers the consequences for pay parity and the overall coherence of the national police pay structure. Furthermore, we seek the SANI's views on the possible implications for the retention and advancement

of talented officers if the pay interval between the chief superintendent and assistant chief constable ranks was to be reduced. (Paragraphs 3.122 and 3.123)

#### *Forward look*

22. We would like to learn more in evidence next year about the possible impact on policing in Northern Ireland of various factors, including the UK's exit from the EU, the Northern Ireland Protocol and the particular complexities of the Northern Ireland political and economic context. (Paragraphs 4.3 to 4.6)
23. It is unclear how long the volatility of the economic situation will continue, but it is vital that pay awards are thought about imaginatively. Next year, we would like evidence from the parties on their consideration of different approaches to pay awards. (Paragraph 4.7)
24. Starting salaries need to be set at the right level to recognise the responsibilities, risks and cost-of-living pressures faced by new officers on the frontline, especially high travel costs. They also need to be set to attract individuals of the right calibre and with the right motivations. In next year's submissions we would like evidence from the parties on the competitiveness of entry-level pay and on the use of direct entry to the PSNI. (Paragraphs 4.8 and 4.9)
25. We have welcomed the review of allowances commissioned by the Department of Justice and the subsequent consultation with the parties and look forward to receiving the final outcome of this process in evidence next year. We encourage the parties to consider police remuneration in the round and to take a systematic and holistic approach to the reform of pay and allowances. (Paragraph 4.10)
26. We have defined parity in this report as meaning the same pay scales and allowances across the police forces in England, Wales and Northern Ireland, recognising the need for variation in allowances to reflect exceptional local conditions. This means that the NITA, which is unique to Northern Ireland, is the one allowance excluded from the parity principle. We ask the parties to

confirm that their understanding of pay parity is the same as ours, or to indicate where they would depart from it. (Paragraph 4.11)

27. We note the implementation of recent workforce reforms in the PSNI but are concerned by the lack of pace on pay reform. There is a need for all the Northern Ireland policing parties to take a broader and more strategic view of the future reform of police pay and allowances. We request evidence from the parties next year on workforce and pay reform that takes account of the need for a pay and reward system reflective of the ambition for modernisation and transformation in policing. (Paragraphs 4.12 to 4.14)
28. We were concerned by the heightened level of uncertainty around the PSNI's budgetary position this year combined with its longstanding funding issues. The situation continues to constrain the PSNI's ability to implement strategic, long-term approaches to workforce and pay reform. (Paragraph 4.15)
29. We thank the parties for the evidence they have provided this year. We would encourage the continued, and where possible enhanced, provision of data in a number of areas, including the workforce profile and protected characteristics, and an update on sickness absence rates. (Paragraph 4.16)
30. We expect prompt payment in 2022/23 of the pay award and annual increments for police officers. We seek an update next year on whether timely payment has been achieved. (Paragraphs 4.17 and 4.18)



## **Chapter 1 – Introduction**

### **Introduction**

1.1 This is our Eighth Report on police officer remuneration in the Police Service of Northern Ireland (PSNI). For the fifth successive year, chief police officers were added to our standing remit of the federated and superintending ranks. As a result, this report includes recommendations for police officers of all ranks in Northern Ireland.

### **Our Seventh Report 2021**

1.2 Our Seventh Report was submitted to the Minister of Justice for Northern Ireland on 5 July 2021 (Appendix A). It contained the following recommendations on Northern Ireland police officer pay and allowances:

- Pay point 0 of the constable pay scale is uplifted by £250.
- A 1% increase in the Northern Ireland Transitional Allowance for all police officers.

1.3 On 24 January 2022, the Minister of Justice for Northern Ireland wrote to the Chair of the Police Remuneration Review Body (PRRB) to confirm that she had accepted both the recommendations in our Seventh Report (Appendix B).

1.4 The Minister also informed us that she awaited the pay remits for PSNI officers for 2021/22. She explained that once the remits had completed the approvals process, she would advise us so that our Northern Ireland report could be published.

1.5 On 24 March 2022, the Justice Minister wrote again to the Chair of the PRRB to confirm that approval had been secured for our 2021 recommendations and that we could publish the Report.

1.6 We were disappointed that in 2021/22 the implementation of our recommendations was again delayed. We were also concerned that there were severe delays during 2021/22 in the payment of annual increments to police officers in Northern Ireland.

## **2022/23 remit**

- 1.7 In her 24 January letter, the Minister of Justice asked us to commence our annual review of officers of the PSNI for 2022/23, in conjunction with that for police officers in England and Wales.
- 1.8 In addition, the Minister invited us to have regard to our standing terms of reference and to consider evidence from the parties on whether a locally agreed salary band for the assistant chief constable position was appropriate. She also requested our recommendations on the remuneration arrangements for PSNI officers when providing mutual aid.

## **Our approach to the 2022 round**

- 1.9 We received written evidence in March 2022 and held oral evidence sessions with the following parties in April and May 2022:
- The Department of Justice and Department of Finance;
  - The Northern Ireland Policing Board (NIPB);
  - The PSNI;
  - The Police Federation for Northern Ireland (PFNI);
  - The Superintendents' Association of Northern Ireland (SANI); and
  - The Chief Police Officers' Staff Association (CPOSA).
- 1.10 We visited PSNI officers in March 2022 in the North Policing Area. We are very grateful to all those who took part in our discussion groups.

## **Environment for this year's report**

- 1.11 This is our third report to be completed during the coronavirus (COVID-19) pandemic. Over the last year, restrictions imposed to reduce the spread of COVID-19 have eased and we have received some evidence on the implications for the police service of new ways of working.
- 1.12 The work of police officers is important, difficult, complex and often dangerous in the ordinary course of events. As one of the groups working on the frontline during the pandemic, COVID-19 meant the police had to adapt and respond to a new situation and enforce new and evolving regulations. This added

further pressures and personal risk to their challenging role. Consequently, we would like to acknowledge our remit group for their contribution this year.

- 1.13 We note the challenge to the PSNI in policing the only land border between the UK and Europe following the UK's departure from the European Union (EU). We were grateful to the parties for providing evidence on the UK's exit from the EU and on issues such as the Northern Ireland Protocol and its impact on the work of the PSNI.

### **Structure of report**

- 1.14 Chapter 2 provides a summary of the main evidence from the parties, sets out this year's overall policing context and provides our analysis of the issues. Chapter 3 contains our recommendations on the pay and allowances of police officers in Northern Ireland as required by the remit letter. Chapter 4 looks ahead to the issues that we expect to inform our work next year.



## Chapter 2 – Our Analysis of the 2022/23 Evidence

### Introduction

2.1 In this chapter we analyse the key points in the evidence from the parties as it relates to our standing terms of reference and matters referred to us by the Minister of Justice for Northern Ireland. Our conclusions from the analysis in this chapter are carried forward to our consideration of pay proposals in Chapter 3 and our Forward Look in Chapter 4.

### Northern Ireland policing environment

#### *General*

- 2.2 According to the **DoJ**, the primary purpose of the PSNI is to protect life and property, preserve order, prevent the commission of offences, and, where an offence has been committed, to take measures to bring the offender to justice.
- 2.3 The **NIPB and PSNI** outlined their collective policing ambitions for 2020-2025. They cited three outcomes for policing in Northern Ireland: a safe community; confidence in policing; and having engaged and supportive communities.
- 2.4 The **PSNI** stated that its mission was to help build a safe, confident and peaceful Northern Ireland. It would do this by preventing crime, detecting offenders and protecting the most vulnerable in our society. It would achieve this by policing with the communities that it served and by treating all members of the public with courtesy, respect and fairness. Furthermore, it would work collaboratively with communities and those in the public, private and voluntary sectors to achieve its vision, being fully accountable to those who it served.

#### *Demand on policing*

- 2.5 On 22 March 2022, the Secretary of State for Northern Ireland announced that the Northern Ireland-related terrorism threat level in Northern Ireland had been lowered from ‘SEVERE’ to ‘SUBSTANTIAL’. ‘SUBSTANTIAL’ means that a terrorist attack is likely and might well occur without further warning.
- 2.6 A press release issued by the UK Government explained that the decision to change the threat level had been taken by MI5 independently of Ministers. It

added that the Northern Ireland-related terrorism threat level was subject to continuous review and that judgements on the threat were based on a wide range of information. The UK Government said that it had been assessed that the threat level had now met the threshold to be lowered and that it was the first time that the threat level in Northern Ireland had changed in 12 years.

- 2.7 The Secretary of State for Northern Ireland said the reduction in the threat level was a testament to the ongoing commitment to protecting the peace process and tackling Northern Ireland-related terrorism, and to the tremendous efforts of the PSNI and MI5 for their hard-won gains over the past decade. However, he added that there was still a minority who wished to cause harm in Northern Ireland.
- 2.8 The **PSNI** Chief Constable said the reduction signalled a success in the long-term efforts made by police officers and others but agreed that there was still a small group of people within society intent on causing harm. He said the PSNI would continue to pursue those individuals and bring them before the courts. In addition, he explained that the public would not see an immediate change in how the PSNI delivered policing. He stressed that the PSNI's priority would remain unchanged, which was to deliver a "visible, accessible and responsive community-focused policing service to keep people safe".
- 2.9 The Northern Ireland parties had submitted their written evidence to us at the time when the terrorism threat level was still 'SEVERE'. In their subsequent oral evidence sessions, all of them welcomed the reduction in the terrorism threat level to 'SUBSTANTIAL' but observed that there would not be any immediate practical changes to policing activity in Northern Ireland. The PSNI said that no significant changes in the next year were expected in how officers conducted their day-to-day lives.
- 2.10 The **PFNI** said the reduction in the threat level was to be welcomed across the community but should not take away from the basic fact that officers remained targets for attack. It told us that there was little difference between the two levels ('SEVERE' and 'SUBSTANTIAL'), which meant that PSNI officers had to remain vigilant and conscious of the fact that there were still terrorist groups

and individuals who would wish to inflict harm. The PFNI stressed that the credit for the reduction in the threat level was in no small way due to the incredibly hard work carried out by PSNI officers and their partner agencies.

- 2.11 In written evidence, the **DoJ** said that it anticipated further disruption in the aftermath of protests and ongoing uncertainty surrounding the Northern Ireland Protocol. It added that there could be further requirements for policing and justice interventions. Furthermore, risks remained around the potential exploitation of the new trading arrangements by individuals and criminal gangs, which were monitored and assessed regularly.
- 2.12 The **NIPB** said it was clear that overall demand for policing services was rising and was likely to exceed pre-pandemic levels. It added that it had been another challenging year for policing, with Covid-19 continuing to affect PSNI operations and service delivery. It told us that the policing approach to particular events during the course of the pandemic had influenced public perceptions of policing. The NIPB also observed that its members were particularly concerned at the level and extent of injuries sustained by officers as the result of disorder arising from street protests in response to the UK's exit from the EU in the spring of 2021. It said that issues concerning the Northern Ireland Protocol were not yet resolved and that there was a threat of further protests. The NIPB stressed that there should be no diminution in the PSNI's powers in respect of cross-border and cross-jurisdictional working with law enforcement partners as a result of the EU Exit.
- 2.13 The **PSNI** said that its officers remained vulnerable both on and off duty and that the security situation required officers and their police staff colleagues to inspect their cars on a daily basis to check if an under-vehicle improvised explosive device had been planted underneath. It added that in some instances, officers had been intimidated out of their homes and moved temporarily into alternative accommodation while they sourced new accommodation at a suitable distance from the source of the threat. It explained that the wider security picture in Northern Ireland included paramilitaries and serious and organised crime groups, which continued to conduct attacks and intimidation directed at the wider community.

- 2.14 The PSNI described specific policing issues that the PSNI was experiencing as a result of the Northern Ireland Protocol. It said that opposition to the Protocol had resulted in attacks on officers, demonstrations, protests and the destruction of property including the hijacking and burning of buses.
- 2.15 The **PFNI** said that demand on policing remained high, as did the range and complexity of crime and non-crime incidents that the PSNI was required to deal with. It said that the PSNI still filled the gaps left by other public services, including mental health provision, provided care for vulnerable people and responded to calls on behalf of the ambulance service. Furthermore, the way in which the pandemic both challenged and complicated the role of policing in society continued to be felt.
- 2.16 The PFNI told us that pandemic-related issues and significant Brexit complexities had politicised policing in Northern Ireland to a level not seen for some time. It added that the Northern Ireland Protocol had created significant discontent within communities and that there was a high risk of serious public disorder in future, as previously seen at Easter in 2021. The PFNI said that it was important to recognise that political instability had serious implications for societal cohesion and that the situation remained very uncertain. It observed that the general election in 2022 and any subsequent uncertainty could further fuel a highly energised environment.
- 2.17 The **SANI** stressed that its members continued to police against the backdrop of a serious terrorist threat.
- 2.18 The **CPOSA** told us that multi-faceted counter-terrorism work by police officers continued.

*Our comment on the Northern Ireland policing environment*

- 2.19 While we welcome the reduction in the Northern Ireland terrorism threat level, we note that the risk of terrorism remains likely and that the requirement for counter-terrorism work continues, as well as the need for constant vigilance. Furthermore, the impact of the terrorism threat on police officers and their families is still considerable and we acknowledge that the PSNI advised us



that no significant changes in the next year were expected in how officers would conduct their day-to-day lives.

2.20 The murder of Sarah Everard by a serving police officer was a watershed moment for the police. In England and Wales, trust and confidence in the police has been undermined by this and a series of tragic and highly concerning incidents. Policing in Northern Ireland is likely to face similar challenges in maintaining public trust. Having the right pay and reward structures will play an important role in attracting recruits with the right motivations and creating a strong and ethical culture.

### **Parity on pay and allowances with England and Wales**

2.21 All the Northern Ireland parties told us that they supported core pay parity with England and Wales.

2.22 The **DoJ** said that pay and other terms and conditions of PSNI officers were broadly consistent with their counterparts in England and Wales. It said it wished to continue with this approach based on the principle that officers should be rewarded on a consistent basis for fulfilling their core role as an officer. The DoJ explained that it wanted to maintain this approach to ensure that the PSNI had the ability to attract, retain and develop police officers from across the UK and beyond, including those with specialist skills. It observed that this would allow the PSNI to respond to local and national surges in demand and to use best practice to respond to ever-evolving crime types.

2.23 The **PSNI** explained that the current budget restrictions under which the police service operated required continued collaboration, interoperability and mutual aid in pay systems in policing. It observed that differing pay structures in policing could discourage officers from taking part in mutual aid or transferring between police services. It said pay parity with England and Wales was essential to avoid officers being discouraged when performing the same tasks at a different rate of pay.

2.24 The PSNI added that parity with England and Wales offered the following benefits:

- Shared resources to address operational requirements;

- Interoperability for transferees and mutual aid – a single police service;
- Underpinning resilience in light of the cumulative impact of recent pay constraints and pension changes;
- The interchange of skills and experience;
- Uniformity with England and Wales and adherence to the UK Government’s public sector pay policy.

2.25 The **PFNI** said that it understood the difficulties posed in coinciding differing public sector pay policies and remit letters with the issue of pay parity between policing in England, Wales and Northern Ireland.

2.26 The **SANI** sought to maintain pay parity with colleagues in England and Wales on core pay.

2.27 The **CPOSA** said it would be wrong to remove pay parity for officers working in the Northern Ireland environment and that it was important for the PSNI to be attractive to other forces in England and Wales. It added that it continued to seek pay parity, including on allowances, with England and Wales. It explained that it did not wish to see a circumstance where pay and allowance options for Northern Ireland deviated from the situation in England and Wales to the detriment of its members.

*Our comment on parity on pay and allowances with England and Wales*

2.28 We have observed again that all the Northern Ireland parties continue to support either pay parity or ‘broad alignment’ on pay and allowances. However, they have not provided us with clear definitions of either term, and we sense that they are perhaps being used interchangeably. Unfortunately, we remain unclear on whether the parties have their own differing understanding of the concept of pay parity or whether a shared, clear, understanding of the concept exists. We find this ambiguity unhelpful.

2.29 We are keen to clarify the issue of pay parity. As requested by all parties that have provided evidence to us, we uphold the principle of parity with England and Wales on pay and allowances for the purposes of our report this year,

and consider that an explanation is needed for any deviation from those arrangements.

2.30 We define parity in this report as meaning the same pay scales and allowances across the police forces in England, Wales and Northern Ireland, recognising the need for variation in allowances to reflect exceptional local conditions. This means that the NITA, which is unique to Northern Ireland, is the one allowance excluded from the parity principle. This is in recognition of the fact that the role of police officer is fundamentally the same across the police forces in England, Wales and Northern Ireland. In the circumstances, we are keen to learn more about what the parties mean by pay parity.

2.31 We ask the parties to confirm that their understanding of pay parity is the same as ours, or to indicate where they would depart from it.

### **Public sector pay policies and affordability**

#### *HM Treasury public sector pay policy*

2.32 In the 2021 Spending Review the Chancellor announced that the public sector would see pay rises over the next three years as the recovery in the economy and labour market allowed a return to a normal pay setting process.

2.33 HM Treasury added that public sector earnings growth over the next three years should retain broad parity with the private sector and continue to be affordable. HM Treasury considered it imperative that Pay Review Bodies had regard to the Government's objective for price stability given that inflation was expected to temporarily peak at its highest rate in over a decade. HM Treasury explained that if public sector pay increases were to exacerbate temporary inflationary pressure, for instance through spilling over into higher wage demands across the economy or contributing to higher inflation expectations, then short-term inflationary pressures would become more sustained. In turn, this would exacerbate cost of living pressures, as higher pay awards were offset by higher inflation, and would require significantly tighter monetary policy to address, which would also harm growth.

2.34 HM Treasury said that pay awards above affordability could materially affect Government's ability to deliver on commitments to increase public service

activity as there was a direct trade-off between recruiting more staff, investing in public services and giving higher pay rises. Recommendations above departments' specified affordability would also represent a significant fiscal cost and would increase the cost of any pay deals in the later years of the Spending Review period.

#### *Northern Ireland public sector pay policy*

2.35 At the time of writing, no Northern Ireland public sector pay policy for 2022-23 had been published.

#### *Evidence from the parties*

2.36 The **DoJ** told us that a draft budget for consultation issued by the Northern Ireland Minister of Finance in December 2021 had proposed a three-year public sector pay policy for 2022/23 onwards. It said that in the context of a constrained budget position, this was intended to provide flexibility for the three years and enable longer-term pay awards to be used to advance reform and efficiency initiatives. However, the DoJ explained that the proposed approach had been withdrawn as a result of the collapse of the Northern Ireland Executive in February 2022. It added that a new Budget would need to be agreed by a new Northern Ireland Executive after the May 2022 general election.

2.37 The DoJ went on to say that the draft Northern Ireland budget had proposed a 2% reduction in the DoJ 2022-25 Resource DEL Budget. It said that this would affect the PSNI budget which accounted for around 67% of the Department's total budget. The DoJ told us that other reductions would impact on neighbourhood policing in critical areas and make the PSNI unable to carry out its functions effectively in relation to the Northern Ireland Protocol.

2.38 In oral evidence, the DoJ said that there were two main challenges in the broader policing context. These were the inexorable rise in the cost of living and the need to signal support to very valued policing colleagues for the job they performed. It explained that these two issues were difficult to address because of budgetary and political uncertainty and that consequently it would not be possible to provide accurate answers to questions on affordability.

- 2.39 The **NIPB** said it was concerned about the future funding of the PSNI. It explained that the draft budget since withdrawn had been the first multi-year budget allocation in over 10 years. It told us that the Chief Constable had then advised the NIPB of a projected funding shortfall of around £226 million over the three-year period if the 2% budget reduction was implemented. The NIPB added that the options available to the PSNI in the circumstances were limited and would inevitably have an adverse effect on frontline service delivery, operational resilience, capabilities and delivery of outcomes under the Policing Plan 2020-2025.
- 2.40 The NIPB added that it had made representations to the Department of Justice on PSNI funding, which was received from a range of funding streams with different conditions and timelines. It explained that the non-recurring nature of much of the funding made it difficult to fund posts. It said it wanted the consolidation of all recruitment funding into one core stream to underpin police officer and police staff numbers and give greater resilience to officer deployment.
- 2.41 The NIPB explained that, since 2010, PSNI funding had been reduced by approximately 17.4%, with a considerable cumulative impact on the PSNI. This had reduced its ability to absorb pressures and protect police officer and police staff numbers. The NIPB said it was likely that the PSNI would be required to reduce the recruitment of police officers and police staff in 2022/23.
- 2.42 The **PSNI** said that without a Northern Ireland Executive in place its funding remained uncertain. Also, an expected funding gap in 2022/23 would mean significant reductions in police officer and staff headcount and recruitment. Furthermore, unlike police forces in England and Wales, the PSNI did not receive funding from local council tax, could not build or carry forward reserves, or benefit from collaboration and shared services with neighbouring forces. In addition, its significant in-year budget allocations to cover budget shortfalls and pressures had not been confirmed for 2022/23. It predicted an additional funding requirement of £74 million in 2022/23, which included around £45 million to maintain police officer and police staff numbers.

2.43 The **PFNI** told us that it had consistently raised concerns about the effect of single-year budgets on the PSNI, which all parties agreed placed constraints on the development of long-term policing strategies. The PFNI said the development of a three-year budget had therefore been seen as a positive step forward until it was known that a 2% reduction in departmental baseline costs was being proposed. The PFNI asked for an end to perpetual financial uncertainty and for a coherent approach to pay and reward.

*Our comment on public sector pay policies and affordability*

2.44 We note that HM Treasury has told us that public sector earnings growth over the next three years should retain broad parity with the private sector. We observe that given the volatility of the current economic climate there is a greater degree of uncertainty around likely earnings growth than in many previous years. We also note the warning from HM Treasury that if public sector pay increases were to exacerbate temporary inflationary pressure then short-term inflationary pressures would become more sustained, and its assertion that there is a direct trade-off between recruiting more staff, investing in public services and giving higher pay rises.

2.45 We have observed the heightened level of financial uncertainty this year and the concerns expressed to us by the parties about the impact of possible PSNI funding reductions. We await clarity on the PSNI's budget for 2022/23 but at the time of writing understand that a one-year rollover budget on the 2021-2022 baseline is the latest interim plan.

2.46 We are concerned about the effect of the financial situation on the PSNI's ability to develop and implement a long-term strategy on pay and reward, maintain officer and staff numbers, avoid reverse civilianisation and uphold services to the public. We are disappointed that, given the wider budgetary context, a pay award recommendation in line with England and Wales could lead to a reduction in police officer and staff numbers and recruitment levels.

2.47 There is a tension for any Review Body between determining pay uplifts based upon workforce-related factors, such as morale, motivation, recruitment and retention, and taking a strictly budget-based approach. We would not

properly discharge our remit if we were to base our recommendations on pre-determined budgetary considerations alone rather than on the needs of the PSNI, including the other, sometimes competing, factors set out in our terms of reference.

### **The economy and labour market**

- 2.48 The **DoJ** told us that median gross full-time public sector employee earnings in April 2020 in Northern Ireland were £619 per week, which represented a decrease of 0.9% on April 2019. Comparatively, the UK median gross weekly earnings for full-time public sector employees for April 2020 were £647 per week, approximately 4.5% higher. The DoJ said that this was the largest difference between Northern Ireland and UK public sector median earnings in the last 20 years.
- 2.49 The DoJ added that median gross full-time private sector earnings (of £463 per week in Northern Ireland) were 34% lower than public sector earnings in Northern Ireland. Furthermore, private sector earnings experienced a 3.2% decrease over the year compared to a 0.9% decrease in the public sector. The DoJ cautioned that the differing structure and nature of the workforces needed to be considered when making any such comparisons.
- 2.50 The DoJ also told us that the public sector in Northern Ireland employed over 212,000 people or 28% of all employee jobs in Northern Ireland. This was a significantly higher share when compared to 17% for the UK as a whole. The DoJ again observed that this comparison should be treated with caution because of the different structure and coverage of the public sector workforces.
- 2.51 The DoJ told us that the employment rate for Northern Ireland was 70.7%, or the lowest of the 12 UK regions, and around 4.8 percentage points lower than the UK average. The DoJ said that Northern Ireland also continued to have the highest level of economic inactivity in the UK at 27.3%. This was approximately 6.1 percentage points higher than the UK average and increasing over the last quarter. The DoJ explained that moving people from

inactivity to active participation in the labour market had been a longstanding challenge for Northern Ireland.

- 2.52 The **PSNI** said that the police starting salary of around £24,000 when considered against the demands of the police officer role continued to influence people's decisions to apply, particularly in the context of the security implications for policing in Northern Ireland. It said that there were multiple customer service and driver jobs in Northern Ireland offering a similar salary. In addition, skills shortages in some sectors affected by the Northern Ireland Protocol (e.g. HGV drivers) had resulted in some significant pay rises in order to attract workers. The PSNI added that the Northern Ireland job market was extremely competitive, with the number of vacancies continuing to increase sharply.
- 2.53 The **PFNI** said the increasing level of inflation had been driven primarily by increases in the cost of housing and household services (including water, gas and other fuels) and transport costs, which in the twelve months to January 2022 accounted for 2.5 percentage points of the 5.5% rise in CPI. It added that cost of food increases accounted for an additional 0.5 percentage points. The PFNI emphasised that these costs were fundamental to everyday life and so there was little opportunity to reduce the burden.
- 2.54 The PFNI added that unlike in the rest of the UK, households in Northern Ireland were particularly reliant upon home heating oil, with approximately 68% of all households heated in this way. It said that the estimated electricity and home heating oil bills for a medium-sized property in Northern Ireland had increased from £554 for electricity in March 2021 to £706 in February 2022 (an increase of £162 or 30%) and from £998 for home heating oil in March 2021, to £1,566 in February 2022 (an increase of £568 or 57%). The PSNI said that this combined increase of £730 exceeded the value of the 2020 2.5% pay increase for a constable at pay point 5 or below. The PSNI added that oil prices in Northern Ireland had increased by a further 35% in the week following the invasion of Ukraine.



### *Our comment on the economy and labour market*

2.55 There have been significant and mostly adverse changes to the economic context since the parties submitted their evidence to us. We set out below the latest economic and labour market indicators as at 25 May 2022 and available to us when making our recommendations:

- *Inflation.* The rate of inflation has risen sharply over the last year. In April 2022, the CPI rate was 9.0%, the CPIH rate was 7.8% and the RPI rate was 11.1%. Separate inflation figures are not available for Northern Ireland.
- The largest upward contributions to the annual rate of inflation in April 2022 came from energy prices and petrol. Following the increases in the energy price cap from October 2021 and April 2022, the CPI showed that domestic electricity prices increased by 53.5% over the year to April 2022 and domestic gas prices by 95.5%. Average petrol prices in the CPI increased by 28.9% over the year to April 2022.
- In its May 2022 Monetary Policy Report<sup>5</sup>, the Bank expected inflation to peak at slightly over 10% in the fourth quarter of 2022. This projected peak was around 3 percentage points higher than it expected in February 2022 and reflected: higher household energy prices following the large rise in the Ofgem price cap for Great Britain in April 2022 and a projected further large increase in October; and, to a lesser extent, higher food and goods prices following the war in Ukraine. After the peak in the fourth quarter of 2022, the Bank expected the upward pressure on CPI inflation to dissipate rapidly.
- *Economic growth.* UK gross domestic product (GDP) was estimated to have increased by 7.4% in 2021, following a 9.3% contraction in 2020. The Northern Ireland Composite Economic Index (broadly equivalent to the output measure of GDP) increased by 7.6% in 2021, following a 5.9% contraction in 2020.
- In May 2022, the Bank of England estimated that UK growth would slow during 2022 due to the adverse effect of higher global commodity and

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<sup>5</sup> Bank of England (May 2022), *Monetary Policy Report*. Available at: <https://www.bankofengland.co.uk/monetary-policy-report/2022/may-2022> [Accessed on 24 June 2022]

tradable goods prices on UK demand. It expected GDP to fall in the fourth quarter of 2022, driven largely by a decline in households' real incomes.

- In December 2021, Ernst & Young<sup>6</sup> had forecast the Northern Ireland economy would grow by 5.3% in 2022 and 2.1% in 2023, compared with 5.6% and 2.3% respectively for the UK. In February 2022, PricewaterhouseCoopers<sup>7</sup> predicted economic growth rates for Northern Ireland of 3.9–4.2% in 2022 and 1.7–2.0% in 2023, compared with 4.5–5.1% and 1.3–1.8% respectively for the UK.
- *Labour market.* Pay As You Earn (PAYE) Real Time Indicator (RTI) data indicated that the number of employees in Northern Ireland during April 2022 was just over 21,900 (2.9%) higher than the pre-pandemic peak in March 2020. Equivalent figures for the UK as a whole showed the April 2022 figure to be 1.9% higher than the pre-pandemic peak in January 2020.
- At 72.2%, the Labour Force Survey (LFS) employment rate for people aged 16 to 64 in Northern Ireland for the three months to March 2022 was the second lowest for any region in the UK (the rate for North East England was 70.9%, while for the UK as a whole it was 75.7%). The LFS unemployment rate for people aged 16 and over was lower in Northern Ireland for the three months to March 2022 (2.3%) than any other region in the UK (3.7% for the UK as a whole) and also lower than in the Republic of Ireland (4.8% for the single month of April 2022<sup>8</sup>). The economic inactivity rate remained higher in Northern Ireland than in any other region of the UK, at 26.0% of people aged 16 to 64, compared with 21.4% in the UK as a whole in the three months to March 2022<sup>9</sup>.

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<sup>6</sup> Ernst & Young (December 2021), *How people, prices, and planet will shape the all-island outlook, Economic Eye Winter 2021 Forecast*. Available at: [https://www.ey.com/en\\_ie/strategy-transaction/economic-eye-forecast](https://www.ey.com/en_ie/strategy-transaction/economic-eye-forecast) [Accessed on 24 June 2022]

<sup>7</sup> PricewaterhouseCoopers (February 2022), *Seizing the opportunity: Economic outlook and priorities for Northern Ireland*. Available at: <https://www.pwc.co.uk/services/economics/insights/uk-economic-outlook/spotlight-seizing-opportunity-northern-ireland.html> [Accessed on 24 June 2022]

<sup>8</sup> <https://www.cso.ie/en/releasesandpublications/er/mue/monthlyunemploymentapril2022/> [Accessed on 24 June 2022]

<sup>9</sup> The employment rate measures the proportion of the population (aged 16 to 64) in employment; the unemployment rate gives the number of unemployed people (both looking for and available for work) as a proportion of the total number of people (aged 16 and over) either in work or unemployed; and the inactivity rate is the proportion of the population (aged 16 to 64) neither in employment nor unemployed. The different bases for the rates mean they do not add to 100%.

- *Earnings.* PAYE RTI data show that median earnings across the UK grew by 5.6% in the year to April 2022. Northern Ireland saw growth in median earnings of 7.1% over the same period. However, median earnings in Northern Ireland were 6.3% below the UK median in April 2022. The difference is primarily due to significantly lower earnings in the private sector in Northern Ireland relative to the UK.
- *Pay settlements.* Our analysis of XperTHR data indicates that around three-quarters of UK pay awards in 2022 (to April) were at 3% or above, and nearly half (47%) were at 4% or above, compared with 18% and 8% respectively in 2021. Estimates for median UK pay settlements in the three months to April 2022 ranged from 3.5% to 4%.

2.56 We observe that the rate of inflation is at its highest level since estimates began in January 1989 on the CPI measure and is expected to rise further. This has been driven by domestic energy and petrol prices so will have a significant impact on the day-to-day cost of living faced by officers within our remit group. Many police officers in Northern Ireland, including the lower paid ranks, have to live far from where they work, primarily for safety reasons. Consequently, they incur high travel costs, especially as shift work may make them unable to use public transport. We note that the Bank of England expects inflationary pressures to fall in 2023, but we caution that there is considerable uncertainty around forecasts in the current economic climate.

### **Police officer earnings**

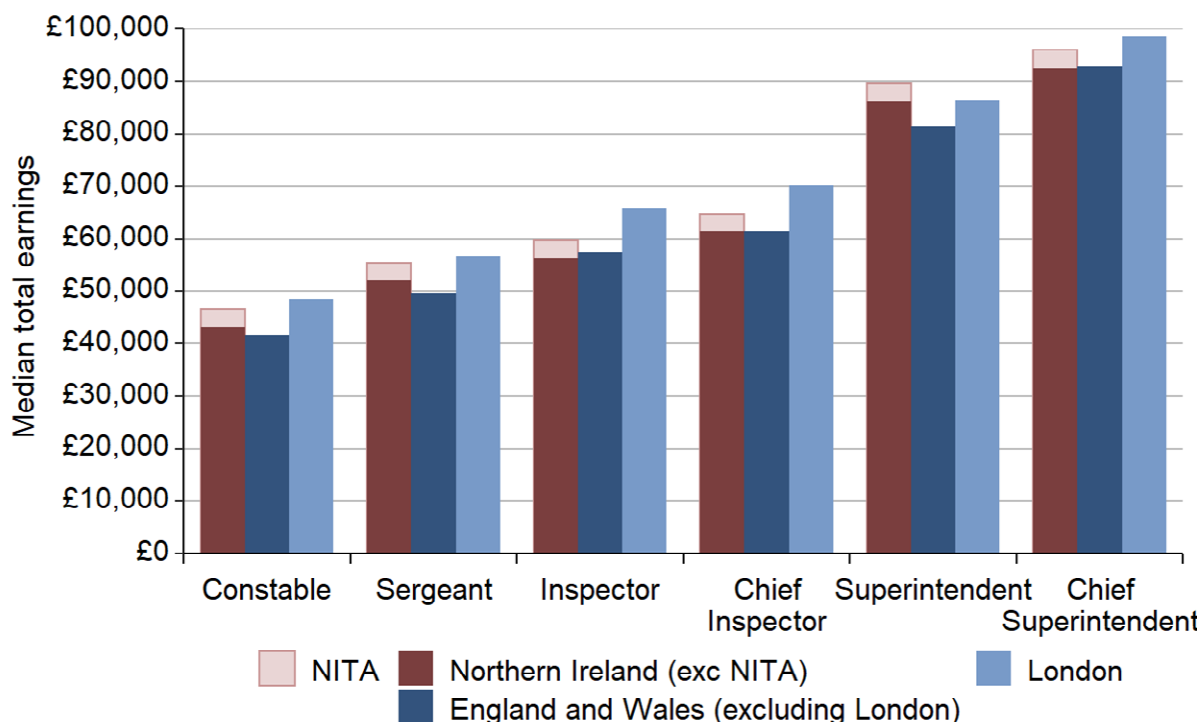
#### *Our analysis and comment on police officer earnings*

2.57 We have set out our full analysis of police earnings data in Appendix D, which included looking at the differences between police officer earnings in Northern Ireland and England and Wales. We focused on the earnings comparisons that exclude the NITA. This is in recognition of the fact that the NITA is an allowance paid to police officers in Northern Ireland in acknowledgement of the challenges particular to the Northern Ireland policing environment and the restrictions faced by officers and their families.

2.58 For the financial year ending (FYE) 2021, these comparisons showed that median full-time total earnings, excluding the NITA, of Northern Ireland police

officers were higher than their counterparts in England and Wales (excluding London) for constables, sergeants and superintendents, but slightly lower for the inspecting ranks and chief superintendents (Chart 2.1).

**Chart 2.1: Median total earnings, by rank, full-time officers, Northern Ireland and England & Wales, FYE 2021**



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

2.59 We note that, with a few exceptions, the basic pay scales for police officers in Northern Ireland are the same as those for officers in England and Wales. Therefore, for constables and sergeants the higher median earnings are mainly as a result of higher levels of overtime worked and the retention of CRTP in Northern Ireland – for full-time constables in FYE 2021 the median value of overtime was nearly £4,000 in Northern Ireland, compared with just under £1,800 in England and Wales. For superintendents, higher median earnings in Northern Ireland are as a result of a substantially higher proportion of superintendents in Northern Ireland being at the top of their pay scale.

### **PSNI workforce and morale and motivation**

#### *PSNI workforce, diversity, recruitment and retention*

2.60 We have set out our analysis of PSNI workforce data in Appendix D. We note that the PSNI had 6,948 FTE officers on 1 May 2022.

- 2.61 The **DoJ** told us that the Chief Constable had deferred the recruitment in March 2022 of 85 police officers after assessing the impact of the draft budget later withdrawn. He had decided to slow down recruitment in view of the interim one-year roll-over budget and in the absence of a Northern Ireland Executive. The DoJ clarified that the decision excluded in-year monitoring allocations. It confirmed that the aim was still to have 7,500 police officers in accordance with *New Decade, New Approach* (NDNA) although this would not be possible unless more funding was available.
- 2.62 The **NIPB** said that until the Northern Ireland Executive resumed, the assumption for 2022/23 was that 45% of the 2021/22 budget would be in place until July 2022 and 95% for the rest of the financial year. It was possible that a larger budget would then be negotiated. It said that the Chief Constable would seek as always to manage his resources effectively and balance pay with officer headcount.
- 2.63 The NIPB expressed concern at the ability of the PSNI to meet demand if officer numbers were reduced. The NIPB said it had discussed at length the consequences of reducing officer numbers and the likely impact of wider public sector funding cuts on that demand, with implications for frontline services and the lives of vulnerable people and those in under-represented groups. It predicted reductions in police officer and police staff headcount and recruitment.
- 2.64 The **PSNI** confirmed that its plan to recruit 85 officers in 2022-23 had been deferred from March 2022 because of budgetary concerns. It added that a reduction in police officer numbers was at odds with the NDNA plan to increase police officer headcount to 7,500. In 2021, headcount had increased by 100 officers in accordance with the plan but this had since fallen.
- 2.65 The PSNI explained that there was natural attrition each year of up to 400 officers and that the slowdown in recruitment would have a fundamentally detrimental impact on policing in the long term. Furthermore, any savings from the recruitment slowdown would unfortunately be small. The PSNI told us that any reduction in police officer numbers would result in reduced frontline

services, affect the most vulnerable in society and drive services towards emergency response only. Furthermore, it would have a detrimental effect on the PSNI's legitimacy and objective to optimise the number of under-represented groups in the organisation.

- 2.66 The PSNI told us that in its most recent student officer recruitment campaign in November 2021 the total number of applicants (5,311 for 400 posts) was 23% lower than the previous campaign in 2020. Although the overall equality representation was broadly similar to 2020, 2021 saw the lowest proportion of applications from the Catholic community in recent years (30.0% compared with 30.8% in 2020, 31% in 2018 and 31.8% in 2017) and the second lowest rate recorded since 2013 (29.3% in 2014). However, the proportion of female applicants was broadly similar to the previous year (40.1% compared to 40.3% in 2020) and nearly 6% higher than in 2013 (35.2%). The proportion of applications from the LGBT community was the highest in eight years (7.5%, compared with 7.2% in 2020 and 4.0% in 2014). The proportion of ethnic minority applicants was the same as in 2020 and the joint highest in the last eight years (2.3% compared to 1.5% in 2014).
- 2.67 The PSNI told us that around 240 officers were in the process of retiring and that adaptations were being made to try to avoid existing officers having to do more. It said that in FYE 2023 it expected a total of 325 police officers to leave.
- 2.68 The **PFNI** observed that severe budgetary restrictions were predicted to result in a 1,000 reduction in police officer headcount by 2025. It said this was in stark contrast with the £2 billion investment in policing in England and Wales and recruitment of 20,000 officers through Operation Uplift.
- 2.69 The PFNI expressed concern at the impact of large numbers of officers being eligible for retirement. It told us that in 2022 the service could lose 685 experienced officers – or 10% of the headcount. Moreover, a further 550 officers would maximise their pension by the end of 2023 and 683 by the end of 2024. The PFNI added that data showed that the rate at which officers left within a year of achieving 30 years' service had increased from under 50% in

2012/13, to approximately 60% in recent years. It observed that this could mean 411 officers retiring by 2023, which was double the total number of retirements recorded in 2020/21 or 2019/20, with significant implications for officer numbers and experience. It added that data from the first nine months of 2021/22 indicated an increase in officer outflow from the PSNI after the slowdown in retirements during the COVID-19 pandemic. The PFNI predicted that more than 380 officers would retire from the service in 2021/22.

2.70 The PFNI went on to explain that the number of voluntary resignations was increasing and predicted that, based on monthly averages in 2021/22, the total number for FYE 2022 would be close to 90, which was double the figure in 2020/21. It added that in the first nine months of 2021/22, there had already been 67 voluntary resignations. This compared with an average of 47 per year between 2011/12 and 2020/21 (with a high of 56 in 2017/18 and a low of 32 in 2011/12). The PFNI said the increase in voluntary resignations was a worrying development, which should be a concern to all policing stakeholders as it was indicative of an increase in the level of dissatisfaction across the workforce.

2.71 The **SANI** expressed concern about specific plans to reduce the numbers in the superintending ranks because of the PSNI budget situation.

### *Morale and motivation*

2.72 The **NIPB** said that implementation of the People Strategy combined with retention of pay parity and a reduction in the terrorism threat level would assist with the movement of officers between England and Wales and Northern Ireland.

2.73 The **PSNI** said that its People and Culture Board and its People Strategy 2020-25, and People Action Plan 2021-22 launched in April 2021, would help to deliver a thriving and progressive culture. It explained that the People Strategy encompassed five key principles. These were: being representative and inclusive; resourcing for the future; leading together; serving with professionalism; and valuing health and wellbeing.

## Surveys

- 2.74 The **PSNI** said it had held two service-wide mental health and wellbeing and morale surveys in early 2022. It explained that these surveys would be followed up with regular progression surveys allowing a longitudinal study of welfare and wellbeing. The plan was for this to provide the evidence base for the prioritisation of resource against demand and indicate morale and motivation levels. The PSNI told us that it planned to provide feedback on the surveys in its next submission to the PRRB.
- 2.75 The **PFNI** said that its 2021 workforce survey highlighted an urgent need for a full review of the police officer pay process.
- 2.76 The main survey findings were:
- Low levels of personal morale increased from 54% of respondents in 2018 to 60% in 2021. The factor most commonly selected as having a negative effect on personal morale in 2021 was the delay in implementing pay increases and/or pay increments, with 92% of respondents reporting a negative effect from this on their personal morale. The second most commonly selected factor was how the police were treated, at 86%, while the impact of Northern Ireland's political environment was selected third, at 80%.
  - Nine out of ten officers (89 per cent) said that morale within the service was low or very low. Sixty-six per cent said team morale was low or very low, while six out of ten said personal morale was low or very low.
  - Half of all respondents said that high-profile news stories on policing controversies during the COVID-19 pandemic 'had a negative effect on their ability to perform their day-to-day policing role'. Sixty-one per cent stated that the events in question had a negative or very negative effect on how they felt about being a police officer.
  - Eighty-five per cent reported that the public perception of the PSNI as an impartial police service had been negatively or very negatively affected by high-profile events.



- A majority of respondents (56 per cent) also reported that their own perception of the PSNI as an impartial police service had been negatively affected by those events.
- Eighty per cent said new policing powers introduced during the pandemic were unclear. Seventy-two per cent said the degree of priority to officers during the vaccination programme was unfair.
- Almost half of officers who responded (48 per cent) said the PSNI did not encourage officers to talk openly about mental health and wellbeing. Fifty-eight per cent said they would not feel confident about disclosing any difficulties with their mental health to line managers.
- Six out of ten (63 per cent) were dissatisfied or very dissatisfied with their pension – higher than levels who were unhappy with basic pay, allowances and overall remuneration.

2.77 In the **SANI** 2022 pay survey, 82% of respondents said they were not paid fairly considering the stresses and strains of their job but that uncertainty around pensions was having the biggest impact on morale. Only 41% of respondents to the survey said they felt valued and 29% reported low morale.

#### *Sickness absence*

2.78 The **NIPB** said that sickness absence and management cost the PSNI £27.5 million per annum, which was a significant cost. It said that on average a total of 14 working days per officer were lost each year and that a Gold Level group had been established to address the management of attendance, health and welfare, with energy and commitment.

2.79 The NIPB added that it had commissioned independent research to establish contributing factors and causes of sickness absence in the PSNI. Key findings showed a need to continue investment in health and wellbeing support for officers who often worked in a challenging operating environment where assaults and attacks on police officers were increasing. The main objective of the review was to consider if there were ways to reduce the number of working days lost by police officers due to sickness or injury. The NIPB added that the review report contained recommendations covering attendance management policy and procedures, HR roles, occupational health and

adjusted duties and a review of the management of absence in the last year to 18 months. Robust sickness absence procedures, ways to maximise deployability, investment in training and occupational health, and health and welfare improvements, were all under consideration.

- 2.80 The **PSNI** said that from April to November in 2021/22, 3,032 officers had taken sickness absence, which was a 61% increase on the same period in the previous year. In addition, occurrences of sickness increased significantly, with 3,933 in total from April to November 2021, which was a rise of 84.2% compared to the same period in the previous year. The PSNI explained that the main types of sickness absence were respiratory, followed by musculoskeletal and miscellaneous.
- 2.81 In oral evidence, the PSNI told us that it was very concerned about sickness absence levels and wanted to improve officer health and wellbeing. It said that sickness absence had risen significantly with COVID-19, in line with societal norms, and had had a very significant effect on attendance. It also said, however, that when removing the COVID-19 element from the statistics, sickness absences had actually fallen 18.5% on the previous year.
- 2.82 The **PFNI** said that PSNI data showed that while sickness levels had reduced between 2018/19 and 2020/21, they had increased again in 2021/22, with a projected annual total of 14.53 days. This was higher than any annual sickness figure since 2002/03. The PFNI added that the average number of working days lost due to sickness absence remained high in comparison with the period from 2008/09 to 2013/14.
- 2.83 The PFNI explained that sickness absence due to mental ill-health and psychological illness remained very high and continued to be a significant cause for concern. It told us that the proportion of working days lost due to psychological illness had increased from 33% of all days lost in 2017/18 to 38% in 2020/21. The PFNI said that this was expected to reduce to approximately 35% of working days lost in 2021, but that this still constituted an exceptionally high proportion of sickness absence compared to a national average of approximately 11.6% of working days lost due to mental health in

2020. The PFNI said that its continued requests for the provision of timely mental health support for police officers were supported by policing partners and inspection bodies including HMICFRS.

- 2.84 The PFNI added that it remained deeply concerned about the increasing number and severity of assaults on PSNI officers. It said that 3,018 assaults on police officers were officially recorded in 2020/21, the highest number since 2013/14 and the highest proportion of assaults with injury (26%) since 2016/17. The PFNI told us that this was part of an upward trend in assaults and probably only a small part of the overall picture, as many assaults went unreported.

#### *PRRB visit to the PSNI*

- 2.85 We visited police officers in the North Policing Area of the PSNI in March 2022. Officers told us that this year was unprecedented in that, not only was a general pay uplift absent, officers' normal pay progression increments had been delayed. In the previous five years, the wait had centred on the annual pay uplift but this year the payment of contractual increments had been frozen. Officers had been told, inaccurately, that they would receive the backdated increments in December 2021. They now hoped for them in March 2022. Constables reported making financial arrangements on the basis of the expected uplifts between pay points and losing mortgage offers as a result.
- 2.86 We also received reports of officers using savings or borrowing money from family and friends to pay for fuel to drive to work. Officers also told us that it was harder to afford recent rises in food and energy costs.
- 2.87 In addition, a request was made for the restoration of overtime payments for the inspecting ranks as they were reportedly working very long hours for which they were not being reimbursed. Furthermore, we were told that their workload left them unable to use the rest days they were accumulating.

#### *Our comment on PSNI workforce and morale and motivation*

- 2.88 We are concerned about the potential effect on our remit group if the reduction in the size of the police officer workforce takes place as expected because of a recruitment slowdown at a time when large numbers of officers

are reportedly eligible for retirement. We also request views from the parties on the reasons for what appears to be a significant increase in the number of voluntary resignations by police officers from the PSNI.

- 2.89 The delay in the payment of salary increments in 2021/22 for police officers should not be repeated. It is poor practice, affects officers in practical ways, and damages their morale. Officers did not receive their increments until the end of March 2022, so at the end of FYE 2022 and seven months into the police pay year. We call for the relevant parties to work together to put effective measures in place that will avoid this happening again. We will seek evidence on this specific issue next year. We recognise that other public sector workforces may experience such delays in Northern Ireland but stress that police officers are our remit group.
- 2.90 Furthermore, our visit to the PSNI gave us real cause for concern about the impact of cost-of-living increases on officers' morale and motivation.
- 2.91 We are interested in finding out more about the reports of increased workload specifically for the inspecting ranks. We also ask why the number of modified rest days for chief inspectors increased between 2020 and 2021, while decreases in their use were recorded for the other ranks.
- 2.92 In addition, we observe that since April 2020 in England and Wales the superintending ranks, in exceptional circumstances and at the discretion of a chief officer, have been able to carry over leave for up to 24 months. We suggest extending this provision to the superintending ranks in the PSNI.
- 2.93 We are grateful to the PFNI and the SANI for providing us with the results of the staff surveys they conducted. We are concerned by the low levels of personal morale being reported. We look forward to receiving feedback from the PSNI's 2022 mental health and wellbeing surveys in evidence next year and also seek an update from the NIPB on the next steps following the review of sickness absence management. In addition, we request an update on PSNI sickness absence rates next year, analysis of the reasons for high sickness absence levels and any data differentiating pandemic-related causes from other causes.

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

2.94 The **DoJ** told us that following the McCloud challenge to age discrimination in pension provision, over 3,700 officers had lodged a claim seeking injury to feelings on the grounds of discrimination on the basis of age, gender (equal pay) and religion. The DoJ said that in 2022/23, it could be found liable for costs which, based on the settlement reached on behalf of police officers in England and Wales, might amount to £45 million.

### *Our comment on legal obligations on the police service in Northern Ireland and relevant changes to employment law*

2.95 We are grateful for this update on the PSNI police officer pensions litigation. We ask the parties to keep us updated on the outcome and the impact on officers. We remain in favour of changes that encourage retention and diversity.



## Chapter 3 – Pay proposals and recommendations for 2022/23

### Introduction

3.1 In this chapter we make recommendations and observations on the pay and allowances of police officers in Northern Ireland for the 2022/23 pay year. We first review the proposals for the basic pay uplift and then assess other matters raised in the remit letter or by other parties. These are:

- the review of allowances;
- the Northern Ireland Transitional Allowance;
- the Dog Handlers' Allowance;
- the Competence Related Threshold Payment;
- the On-call Allowance;
- Motor Vehicle Allowance;
- Mutual Aid payments;
- the starting salary of student officers;
- the assistant chief constable pay scale and allowances; and
- the chief superintendent pay scale and allowances.

3.2 In our remit letter, the Minister of Justice for Northern Ireland asked us to commence our annual review in respect of officers of the PSNI for 2022/23, in conjunction with that for police officers in England and Wales.

3.3 The letter added that the Minister had had sight of the Home Secretary's remit letter for officers in England and Wales and had noted her position. The Minister said that she remained in favour of maintaining the principle of 'broad alignment' on police pay between the different jurisdictions and therefore sought our consideration on how to apply the pay award for 2022/23 for all police officers in the PSNI. In addition, the Minister sought our consideration regarding the Northern Ireland Transitional Allowance (NITA) and Dog Handlers' Allowance.

### Basic pay award

3.4 The DoJ, NIPB and PSNI all told us that the PSNI had budgeted for a 1% pay award in 2022/23.

- 3.5 The **DoJ** told us that it had historically maintained an approach of broad consistency of pay awards for PSNI officers with those for officers in England and Wales, in order to support interoperability between the jurisdictions. A pay award proposal was not included in the DoJ's evidence.
- 3.6 In oral evidence, the DoJ told us that the two main challenges in the policing context were the inexorable rise in the cost of living and the need to signal support to very valued policing colleagues for the job they performed. It said that these two issues were difficult to address because of budgetary and political uncertainty in Northern Ireland.
- 3.7 The DoJ added in oral evidence that it wanted to be 'there or thereabouts' in comparison with police pay in England and Wales as 'broad alignment' on pay scales and generic allowances was desirable. However, as there were contextual differences to take into account, it did not want the PSNI to exactly replicate every issue on pay with England and Wales. It noted that some aspects of policing in Northern Ireland were unique, as reflected in the NITA.
- 3.8 The **NIPB** told us that it supported the principle of 'broad alignment' on police pay within the different jurisdictions and recognised the challenges posed by the 1% interim PSNI budget. The NIPB added that it would seek to prioritise pay from available funding and the timely implementation of the pay decision, once made. The NIPB told us that the PSNI was prepared to obtain extra funding from existing resources to retain parity with England and Wales.
- 3.9 The NIPB added that, as no salary increase was recommended in 2021/22, one should now be considered and that any increase should be in 'broad alignment' with officers in England and Wales. The NIPB did not make a specific pay award proposal.
- 3.10 The **PSNI** said that the main pay issue for our consideration in 2022/23 was that any pay increase had to be in parity with police officers in England and Wales. It explained that a 1% pay award allocation in 2022/23 had been approved in September 2021 as a financial planning position. The PSNI told us that it had estimated the cost of every 1% increase over that amount at £5 million. Consequently, significant pressure would arise from a pay award in



line with the NPCC's 3.5% proposal for officers in England and Wales, and even more with the PFNI's 5.5% proposal. It observed that this was a serious cause for concern.

- 3.11 The PSNI said that if the recommended pay award was above 1%, it would first consider bidding for more funds from the Departments of Justice and Finance. The PSNI went on to explain that reducing officer headcount was not an option because it had already been reduced to a minimum and the scope for reducing PSNI staff numbers was limited. Moreover, the pay versus headcount equation did not hold true anymore because anticipated additional headcount (of 240 officers) had already been eliminated with the recruitment slowdown introduced by the Chief Constable in 2022.
- 3.12 The PSNI added that it needed to signal recognition of its officers' work and defend their pay. It said that morale levels and pay parity were crucial and critical considerations for police officer pay for 2022/23. It stressed that the police could not be left without a pay rise for two years in a row, as to do so would be seriously problematic.
- 3.13 In its written evidence submitted in March 2022, the **PFNI** proposed an uplift of 5.5% for all federated officers in the PSNI. It said it was strongly recommending a pay increase for PSNI officers which reflected the current value of CPI inflation. The PFNI stated that it was evident that the pay settlement provided to policing for the 2022/23 review round had to exceed, or at the very least keep pace with, inflation. In support of its pay proposal, the PFNI cited continued inflation growth, mounting evidence of increasing pay awards, the recent history of the police pay award and subsequent decline in the value of police pay, as well as the impact of pay and remuneration on morale, motivation and organisational commitment.
- 3.14 In oral evidence in April 2022, the PFNI told us that it had proposed a 5.5% pay uplift when submitting its written evidence because that had been the rate of inflation at the time. However, inflation was now more than 7%. The PSNI added that officers' pay now was much the same as 12 years earlier while the cost of living had increased greatly in that time. It stressed that police officer

pay had fallen by 18% in real terms in the intervening period and that police officer pay and conditions could not continue to be eroded.

- 3.15 The **SANI** proposed maintaining parity of pay with England and Wales on core pay and a pay increase in line with the cost of living. SANI said it supported the 5.5% pay award proposed by the PFNI, which was based on the inflation rate at the time of evidence submission. The SANI added that given the problems with the budget in Northern Ireland, it was not in a position to endorse the proposals put forward by some parties in England and Wales for a multi-year pay award.
- 3.16 The **CPOSA** asked for any pay award made to police officers in England and Wales to be mirrored in Northern Ireland to avoid any detriment to its members. It also requested continued incremental pay progression for PSNI assistant chief constables. In oral evidence, CPOSA added that the affordability of any pay award was a matter for the Northern Ireland Executive and observed that there was clearly a gap in the PSNI budget.
- 3.17 CPOSA observed that a stark choice would be involved in balancing the pay uplift with headcount, that it did not agree with the budget position and that it would make representations at the right time. It said that the PSNI budget settlement was too low, especially as threats, risks and demands were likely to increase after the 5 May 2022 general election and in light of predictions of raised tensions. In addition, higher pressures on the police were expected from the international geopolitical situation, the Common Travel Area and the EU land border.

#### *Our comment and recommendation on the basic pay award*

##### *Policing environment*

- 3.18 We observe that the PSNI has an uncertain budgetary situation this year. Also, demand on the PSNI remains high, from terrorist activity (despite the reduction in the terrorism threat level), serious and organised crime, and from non-crime causes, such as vulnerability. In addition, the PSNI is contending with disruption arising from the Northern Ireland Protocol. All this is in the

context of the collapse of the Northern Ireland Executive and the general election in May and continuing political instability.

#### Recruitment and retention

3.19 At the time of writing, it was not known how many officers the PSNI would be able to recruit in 2022/23 because of the uncertain funding position. Nor was it clear what impact a possible long-term reduction in funding could have on recruitment in future years. This uncertainty is of particular concern to us at a time of high and complex demand on the PSNI. We also note that in the latest PSNI recruitment campaign the number of applicants had diminished by more than 20% in comparison with the previous year. Moreover, officer retirement levels are expected to remain high and, in addition, we have received reports of an increase in voluntary resignations.

#### Starting Salaries

3.20 Starting salaries need to be at the right level to recognise the responsibilities, risks and cost-of-living pressures faced by new officers on the frontline, especially high travel costs. Starting salaries need to be sufficient to make a career in the police service affordable for young recruits and not leave them struggling to meet the cost of basic necessities. They also need to be set to attract individuals of the right calibre and with the right motivations. The next generation of officers must have the capabilities and attitudes to deal with the changing nature of the increasing complexity of demand driven by both technology and changing social attitudes. With a few exceptions, the basic pay scales for police officers in Northern Ireland are the same as those for officers in England and Wales. We observe that starting salaries in Northern Ireland, England and Wales are lower than those in Scotland. In next year's submissions we would like evidence from the parties on the competitiveness of entry-level pay and on the use of direct entry to the PSNI.

#### Morale and motivation

3.21 We are concerned by reports of a decline in police officer morale linked to the impact of the public sector pay pause and COVID-19. We observe that these factors have been compounded this year by the delay in the payment of salary increments. We have noted in previous years that police productivity

depends partly on the goodwill and discretionary effort of its officers which requires officers to be appropriately motivated.

#### Affordability

3.22 We observe that the funding position of the PSNI for 2022/23 is the most uncertain and challenging since our inception in 2014, with neither its annual budget nor its important in-year funding streams confirmed. The PSNI also told us that it had budgeted for a 1% pay award, that every 1% increase over that amount was estimated at £5 million and that significant pressure would arise from any higher pay award proposal. This is in the context of a budget reduction for the PSNI in 2022/23 which is anticipated by all the parties. However, as we explained in Chapter 2, we consider that within the Northern Ireland Executive budget and the PSNI budget there will be some scope for flexibility in how any award is funded and our recommendation this year is made in that context.

#### Economic factors

3.23 The wider economy, including the level of pay settlements and the cost of living, are important factors in our deliberations. As set out in Chapter 2, there is significant uncertainty about the economic climate. CPI inflation was 9.0% in the year to April 2022 and the Bank of England expects it to peak at slightly over 10% in the fourth quarter of 2022. The number of employees in Northern Ireland is above the pre-pandemic peak and the Northern Ireland unemployment rate has returned to pre-pandemic levels.

3.24 We have given particular weight in our considerations to developments in private sector pay. UK median pay settlements ranged from 3.5% to 4% in the three months to April 2022.

#### Impact on workforce and targeting of lower paid

3.25 We have considered the case for recommending a targeted differential award this year. We note the PFNI's view in oral evidence that a differentiated pay award would be divisive and its argument that the pay scale for the chief inspector rank was not in keeping with its roles and responsibilities. However, in our view this is an extraordinary year in terms of the economic climate. We

are deeply concerned about the impact on the lowest paid police officers from the substantial increase in the cost of living and ongoing economic volatility. Many police officers in Northern Ireland, including the lower paid ranks, have to live far from where they work, primarily for safety reasons. Consequently, they incur high travel costs, especially as shift work may make them unable to use public transport. A rise in the cost of living has a greater impact on the lower paid than those on higher salaries. Therefore, there are very strong arguments in favour of a sharply differentiated approach, that provides those at the bottom of the pay scale with some protection against the rising cost of basic necessities and unprecedented increases in energy prices.

- 3.26 In these exceptional circumstances, we explored options that delivered a substantial uplift to the lowest paid in the police service. We concluded that a consolidated flat award which has the effect of giving the lowest paid police officers an uplift close to the rising cost of living was most appropriate. We note the Government's announcements on the 26 May 2022 regarding a package of support to help the most vulnerable households with the rising cost of living. There is no exact data available, but it is likely that the majority of Northern Ireland police officers will only receive the universal discount to help with energy bills. While this provision is welcome, we judge from the evidence we have heard that those at the bottom of the police pay scale will still struggle to meet rising household bills.

Pay recommendation:

- 3.27 After taking the above factors into account and in particular affordability considerations, our analysis of recruitment, retention, motivation and morale, and pay trends in the private sector, we concluded that a pay uplift with an overall cost of around 5% was appropriate. Given our concerns about the lowest paid police officers we recommend that this should take the form of a consolidated increase of £1,900 to all police officer pay points for all ranks from 1 September 2022. The recommended rates of pay are given in Appendices E and F.

**Recommendation 1. We recommend a consolidated increase of £1,900 to all police officer pay points for all ranks from 1 September 2022.**

3.28 Table 3.1 sets out the implications of the consolidated increase in percentage terms for each rank. Part-time officers will receive a pro-rated award. Based on the information available to us, we estimate that the award will require an uplift to pay of around 5% in 2022/23.

**Table 3.1: Percentage value of £1,900 award, by rank, in the PSNI**

Rank	PSNI officers (at 1 May 2022)	Percentage award at minimum	Percentage award at maximum
Constable	5,169	8.9%	4.6%
Sergeant	1,064	4.3%	4.1%
Inspector	378	3.6%	3.3%
Chief Inspector	96	3.3%	3.1%
Superintendent	56	2.7%	2.3%
Chief Superintendent	19	2.2%	2.1%
Chief police officers	6	1.8%	0.6%

### The review of allowances

3.29 In our 2020 Report, we recommended that the Northern Ireland parties conduct a comprehensive review of the allowances received by police officers in the PSNI within the next 12 months. We said this would be in the interests of an efficient consideration process, support a coherent allowance regime and complement the review of chief police officers' allowances. We suggested that the exercise consider:

- why each allowance was required in current circumstances;
- whether its value was appropriate in current conditions;
- the principle of broad comparability on allowances with England and Wales; and
- the existence of compelling reasons for any divergence from the position in England and Wales.

3.30 This year, the **DoJ** included in its written evidence the final report of the review of allowances that it had subsequently commissioned and which ran

from October 2021 to January 2022. The DoJ told us that the allowances in scope of the review were the:

- Northern Ireland Transitional Allowance (NITA);
- Dog Handlers' Allowance;
- Competence Related Threshold Payment (CRTP)
- On-call Allowance; and
- Motor Vehicle Allowance.

3.31 In written evidence, the DoJ explained that the review had considered the basis for the retention, removal, or revision of these allowances, or to suggest alternative arrangements<sup>10</sup>. It added that following extensive research, and a benchmarking exercise, the final report had provided recommendations on each of the allowances. The DoJ said that officials had considered the review findings and recommendations and that the Minister of Justice would consult with stakeholders in order to inform final considerations.

3.32 On 25 March 2022, the Minister of Justice launched a consultation with the Northern Ireland parties on the review of allowances with a deadline for comments or feedback by 13 May 2022. This meant that the parties were still considering their responses to the review of allowances after the completion of our formal evidence-gathering process for the 2022/23 round.

3.33 In oral evidence, the **PSNI** told us it was taking the review recommendations on board but would need to conduct an analysis of its findings.

3.34 The **PFNI** said it had participated in the review of allowances despite questioning its need and purpose. It then found it was simply explaining the practicalities and purpose of the five allowances. The PFNI had hoped to be asked to share its unique viewpoint and specialist perspective on the integral

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<sup>10</sup> The report set out what it had considered:

- the rationale for making the payment, taking into account wider issues including employment law and practice;
- the level of allowance payable and its appropriateness in current conditions;
- external factors including the security situation;
- comparative arrangements in similar bodies;
- the existence of compelling reasons for any divergence from the position in England and Wales; and,
- the need for ensuring effective use of public funds.

importance of each allowance to the officers in receipt and to the service as a whole. The PFNI added that it had not been sighted on the final report on the review of allowances before submitting its written evidence to us.

- 3.35 In oral evidence, the PFNI stated that allowances should be absorbed into core pay to reflect that all officers were subject to a lawful order to take on a particular role at any time, such as to go out on the frontline in uniform.

### **Northern Ireland Transitional Allowance**

- 3.36 Our remit letter from the Minister of Justice asked for our consideration of the Northern Ireland Transitional Allowance (NITA).

- 3.37 The NITA is a non-pensionable allowance received by all police officers up to and including the rank of Chief Constable. Its current value is £3,456 per annum. It is a payment unique to PSNI police officers, in recognition of the fact that in Northern Ireland, police officers and their families must live with the constant threat of a terrorist attack and other adverse effects of the political context.

- 3.38 The review of allowances report was completed before 22 March 2022, the date when the terrorism threat level was reduced to 'SUBSTANTIAL'. The review had concluded that the rationale for the NITA continued to apply. It observed that while progress had been made since 2006 in terms of the functioning of the democratic institutions, a number of the key indicators of a normalised security environment identified by the Baker Review of the Special Duty Allowance (now the NITA) of 2006<sup>11</sup> had clearly not yet been achieved.

- 3.39 The review of allowances proposed retention of the NITA at the present time and that the level of the payment should not change, subject to annual cost of living increases. It stated that the payment of the NITA and its value should be reviewed in light of any significant change to the terrorist threat level or significant advance or setback to the process of normalisation of the policing environment. In addition, the review of allowances said not just the terrorism

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<sup>11</sup> Police Service of Northern Ireland: *Special duty allowance – report of an independent review*, by Mark Baker CBE, March 2006.



threat level but also an assessment of progress towards normalisation of the policing environment should be taken into account, using the framework set down in the Baker Review<sup>12</sup>.

- 3.40 The review of allowances report advised that the Baker Review had said: ‘The Northern Ireland Transitional Allowance should not be fully withdrawn until responsibility for policing and the judicial system have been delegated to the democratic institutions of Northern Ireland, paramilitary attacks against police officers and establishments have ceased and the threats of violence have reduced substantially, access to difficult areas has been substantially eased, the post-Patten process of change has been completed, and PSNI officers are no longer required to carry side arms for self-protection or advised to disguise the nature of their occupation.’
- 3.41 The **Justice Minister’s** consultation letter to the parties said that it appeared appropriate that the NITA should be retained, and paid at its current level, with an ongoing commitment to review this if relevant circumstances in Northern Ireland changed. It added that the NITA was unique to Northern Ireland and that consideration was also being given to removing it from the process of alignment to increases in annual uplifts.
- 3.42 In oral evidence, the **DoJ** said that the downgrading of the Northern Ireland terrorism threat would clearly link to the value of the NITA at some point. However, it added that the new circumstances were still at a very early stage and that it would prefer long-term stability around the lower security threat rating to be established and for wider issues to be taken into account before giving consideration to any reduction in the value of the NITA or detaching it from the annual pay round, especially at a time of growing inflation. The DoJ added that the terrorism threat assessment was not the only issue to take into

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<sup>12</sup> The Baker Review also said that ‘the NITA did not depend directly on the actual level of risk and danger. Instead, the justification was indirect and related to the difficulty and stress arising from having to live with, and mitigate, the terrorism threat... There was not a linear relationship between the danger of attack, the precautions needed to guard against attack, and the difficulties for officers and their families caused by such precautions.’ The Baker Review emphasised that the NITA ‘was paid in recognition of the extraordinary circumstances in which police officers operated in Northern Ireland and the restrictions placed on their daily lives, both on- and off-duty, and those of their family members’.

account when considering the value of the NITA. It told us that it hoped that the NIPB would review the value of the NITA in the fullness of time but that the current arrangement for doing so would remain unchanged for now.

- 3.43 In oral evidence, the **NIPB** pointed to the comprehensive framework contained in the 2006 Baker Review as being the appropriate mechanism for making decisions on altering the NITA in accordance with the terrorism threat level. The threat level was one factor and the content of the Baker Review could be considered when the time was right. The NIPB added that it was hoped that the NITA would one day not be necessary but that it would be premature to invoke the Baker framework now.
- 3.44 The **PSNI** said the reduction in the terrorism threat level to 'SUBSTANTIAL' from 'SEVERE' was significant and pleasing but that it was too early to review the value of the NITA. It stated that in another four to six months it might be possible to see if the change was stable or not and whether a review could be considered for, say, 12 months' time. The PSNI added that the NITA was not anchored solely to the terrorism threat level. It informed us that other indicators, including the Northern Ireland community context, should be taken into consideration. Furthermore, no significant changes in the next year were expected in how officers conducted their day-to-day lives.
- 3.45 In written evidence, the **PFNI** told us that in its engagement during the review of allowances there had been little in the way of discussion about the emotional value attached to the NITA, or the historical importance of the payment as vital recognition of the extraordinary environment in which police officers continued to operate. The PFNI said it was difficult for those not closely involved in policing to truly appreciate the impact of having to check under your car every morning for a bomb, or to hide your occupation from family and friends. The PFNI said not considering or seeking evidence on such complex and unnatural actions had made the situation more difficult.
- 3.46 The PFNI said in oral evidence that the NITA was a very important allowance. It stated that moving the security threat level from 'SEVERE' to 'SUBSTANTIAL' (or from a highly likely threat to a likely threat) would make

very little difference on a practical level in the policing of the terrorist threat and would bring no significant changes in the immediate future.

- 3.47 The PFNI added that the NITA compensated officers for restrictions on their off-duty lives, but not for having to live in safer areas. It observed that officers would still be required to use armoured vehicles, bear arms and wear ballistic body armour. It would also remain a security requirement to check cars daily for explosive devices. The PFNI pointed out that in the weekend before giving oral evidence, a security attack on a police officer had taken place. It observed that it was premature to discuss the abolition of the NITA.
- 3.48 The PFNI said the NITA was a fundamental element of the reward package provided to police officers in Northern Ireland and that it was paid in recognition of the extraordinary circumstances in which police officers continued to serve in Northern Ireland. The PFNI therefore proposed that the allowance should continue to be uplifted in line with the pay award.
- 3.49 The **SANI** said that while the reduction of the terrorism threat level within the previous month had been very welcome, the policing environment still posed a significant risk to, and anxiety for, SANI members, both on and off duty. It said that the NITA should be increased in line with the cost of living.
- 3.50 The **CPOSA** emphasised that while the terrorist threat level had been reduced, it still meant that an attack on police officers was likely. It called for the NITA to be increased in line with the pay uplift.

*Our comment and recommendation on the Northern Ireland Transitional Allowance*

- 3.51 We note the custom and practice of uplifts to the Northern Ireland Transitional Allowance (NITA) being in line with the main pay award. We observe that none of the parties supported a review of the value of the NITA at the present time, especially as the reduction in the terrorism threat level was only a recent occurrence. Furthermore, we learned that the change in the threat level had made little difference to the practical risks that police officers faced. We therefore recommend an increase in the NITA in line with the 5% uplift to pay in 2022/23.

**Recommendation 2. We recommend an increase of 5% in the current level of the Northern Ireland Transitional Allowance from 1 September 2022.**

3.52 We note the inclusion of the NITA in the review of allowances that has concluded and observe the commitment in the Minister's consultation letter to review the value of the NITA if the relevant circumstances changed in Northern Ireland. In accordance with this, we ask the parties to provide evidence on the value of the NITA next year in light of this review's findings.

**Dog Handlers' Allowance**

3.53 Our remit letter from the Minister of Justice also sought our consideration regarding the Dog Handlers' Allowance.

3.54 The review of allowances found that the Dog Handlers' Allowance was paid in line with England and Wales at a flat rate of £2,400 for the care of one dog and that compensation for each additional dog was £600 per annum. It explained that all reasonable out-of-pocket expenses associated with the care of dogs (for example, grooming and food) were paid for directly by the PSNI. It added that dog handlers in the PSNI were provided with a vehicle to transport the police dogs to and from work.

3.55 The review of allowances concluded that the allowance was paid for a valid purpose and stated that it appeared to be a reasonable and cost-effective means of providing essential care to police dogs.

3.56 The review of allowances report proposed retention of the Dog Handlers' Allowance at its current rate, subject to annual cost of living increases assessed by the PRRB. It observed that all stakeholders supported the continued payment of the allowance and increasing it in line with the pay award each year. The subsequent consultation letter to the parties from the Minister said there was a clear case to support the retention of the Dog Handlers' Allowance and that it should remain subject to annual review by the PRRB. It said this was in accordance with the principle of 'broad alignment'.

3.57 The **PFNI** said the historical link between the pay award and the Dog Handlers' Allowance should be maintained, albeit with a provision for protection against the cost of living in circumstances where no pay award (or a pay award significantly below inflation) was recommended.

*Our comment and recommendation on Dog Handlers' Allowance*

3.58 We understand that the Dog Handlers' Allowance is provided for the care afforded to the dog during a police officer's rest days and public holidays and acknowledge that the review found it to be a reasonable and cost-effective means of providing essential care to police dogs. We also note that the review of allowances and the parties in evidence continued to support an increase to the Dog Handlers' Allowance in line with the main pay award.

3.59 As it has been general custom and practice to uplift the Dog Handlers' Allowance in line with the main pay award, we recommend doing so again this year. We therefore recommend an increase in the Dog Handlers' Allowance in keeping with the 5% uplift to pay for 2022/23.

**Recommendation 3. We recommend an increase of 5% in the Dog Handlers' Allowance from 1 September 2022.**

3.60 We observe that the review of allowances did not give detailed consideration to the value of the Dog Handlers' Allowance and also that we have received little substantive evidence in recent years to support increasing it in line with the pay award. We therefore invite the parties to provide evidence next year on this issue, specifically in the Northern Ireland context. We have made a similar request to the parties in England and Wales.

**Competence Related Threshold Payment**

3.61 The Competence Related Threshold Payment (CRTP) was introduced in 2003 to recognise and reward officers able to demonstrate high professional competence under four national standards. It was phased out in England and Wales in 2016. It is worth £1,224, was last increased in September 2013 and is pensionable. On 31 December 2021, it was received by around 3,400 PSNI

officers, or those in the federated ranks who had served for a year at the maximum of their pay scale and who satisfied the requirements of the scheme.

- 3.62 The scope for consideration of the CRTP in the review of allowances was limited to options for its removal and replacement. Five options were considered, which were: ceasing the CRTP with no replacement, or replacing it with one of the following: an Unsocial Hours Allowance; an extra pay point; a Targeted Variable Pay (TVP) scheme; or a performance-related bonus payments scheme.
- 3.63 The review's preferred option was the replacement of the CRTP with a performance-related bonus payments scheme. It explained that, on balance, this would meet the objective of removing the CRTP and rewarding exceptional performance instead of time served. In addition, it would introduce a system for rewarding exceptional performance, which aligned with the direction of travel of the police service in the UK as a whole. Furthermore, the review stated that this proposal would maintain the same level of funding as the existing CRTP system, thereby avoiding potential employee relations issues at a time when operational budgets were already subject to significant cuts.
- 3.64 The **Justice Minister's** subsequent consultation letter to the parties said that it was important to remain mindful of the broad consensus that the CRTP should be removed. It acknowledged the potential hardship that its removal could have on individual officers and, with that in mind, proposed a phased approach to the removal of the CRTP over the next two years. The letter proposed closing the scheme to new applicants with immediate effect and a 50% reduction in the payment by 31 August 2023, with the remaining 50% removed by 31 August 2024.
- 3.65 The **NIPB** said it had suggested several times that the CRTP should be phased out and so had the Justice Minister's consultation letter of 25 March 2022 to the policing parties. However, the NIPB noted that the Minister had

not put forward any alternative to the CRTP for consideration. For the NIPB, the challenge was that any alternative should not cost more than the CRTP.

- 3.66 The **PSNI** noted the five different options proposed for the CRTP including a performance-related bonus. However, it cautioned that it would be important to avoid a payment like the divisive Special Priority Payments abolished under the Winsor Review. It said it was also vital to avoid additional financial pressures and that the estimated cost to replace the CRTP with the Unsocial Hours Allowance was £13 million. The PSNI told us that the projected base cost of the CRTP in 2022/23 was approximately £5.8 million, including employer National Insurance and pension contributions.
- 3.67 The **PFNI** told us that its position on the CRTP remained in line with the previous year. Consequently, while it opposed the removal of what it regarded as an important allowance, it reluctantly accepted the position of the PRRB regarding the impact of its retention on pay parity with England and Wales. As a result, and in keeping with the requirements of pay parity, the PFNI stated that it was steadfast in insisting that the removal of the allowance had to coincide with the immediate implementation of the appropriate replacement allowance, which it believed was the Unsocial Hours Allowance. The PFNI said that this would ensure the continuation of parity in pay and minimal detriment to the least number of officers within the PSNI.
- 3.68 The PFNI added that in the interests of fairness and ensuring the most equitable transition from the use of the CRTP, the replacement Unsocial Hours Allowance would have to be phased in for officers receiving the CRTP and those not currently eligible for it.
- 3.69 In oral evidence, the PFNI stated that to remove the CRTP with no replacement was untenable, especially as it was worth £102 a month (gross) in pay. It stated that ideally the CRTP would remain as an allowance until the PSNI moved to the wider pay reforms expected across UK policing.
- 3.70 The PFNI added that it made no financial sense to replace the CRTP with something that cost more. However, if it was to be phased out, the process should take a minimum of three years, as in England and Wales.

Furthermore, if the CRTP was closed to new applicants, they should immediately receive both the Hardship Allowance and the Unsocial Hours Allowance. The PFNI stressed that any reductions in the CRTP needed to be compensated for with replacements.

*Our comment and recommendation on the Competence Related Threshold Payment*

3.71 We observe that it is six years since the Competence Related Threshold Payment (CRTP) was phased out in England and Wales. Consequently, its continuation in Northern Ireland is at odds with the definition of parity with England and Wales on pay and allowances. With the completion of the review of the CRTP and subsequent consultation exercise, we expect the parties to submit in evidence next year a clear process and timetable for its abolition. We advise the parties to ensure that any alternative to the CRTP aligns with the principle of parity on pay and allowances with England and Wales.

**Recommendation 4: We recommend that the current level of the Competence Related Threshold Payment (CRTP) does not increase and that in evidence next year the parties present a clear process and timetable for its abolition.**

**On-call Allowance**

3.72 The review of allowances said that the On-call Allowance for evenings and weekend days should be maintained at a rate of £20. However, it also proposed that the enhanced rate of £30 currently paid for eight public holidays should be restricted to just two of those dates – 17 March (St Patrick’s Day) and 12 July. The review said this was on the grounds that on the other six days there appeared to be no justification for an enhanced rate. The review suggested that the DoJ conduct a separate exercise to assess the overall level of annual expenditure on On-Call Allowance, which was high relative to comparable police forces.

3.73 In her consultation letter to the parties, the Justice Minister stated that having considered the findings and on the basis of the rationale provided, it was reasonable to accept the proposal to remove the entitlement to payment of



the enhanced rate of the On-call Allowance for six of the eight specified public holidays. The letter said that the evidence provided was convincing and that this course of action would reinforce the principle of 'broad alignment' with England and Wales on pay and allowances, while recognising particular challenges on two of the days in Northern Ireland.

- 3.74 In oral evidence, the **DoJ** reiterated that St Patrick's Day and 12 July presented greater policing challenges and that reducing the On-call Allowance for the other six days was sensible.
- 3.75 The **NIPB** explained that the proposal to reduce the On-call Allowance on six of the eight public holidays was based on the rationale that certain public holidays were more likely to involve massed gatherings and disturbances than others.
- 3.76 The **PSNI** told us that the On-call Allowance was paid to the federated ranks. It covered a period of 24 hours. The payment was £20 for evenings or weekends and £30 for public holidays for the federated ranks. In addition, the Allowance had been extended to the superintending ranks to maintain 'broad alignment' with England and Wales but at a flat rate of £20. The number of officers claiming the Allowance had remained steady between 2019/20 and 2021/22, at around 1,650 a year.
- 3.77 The **PFNI** told us that on-call duties placed great restrictions on officers' lives. They meant it was impossible to go anywhere with family members and put weekend breaks off limits, all for just £20 or £30. The PFNI said that to reduce this would be an 'absolute scandal'. It called for the On-call Allowance to instead be increased to reflect the impact on officers' lives as it was inadequate compensation.

#### *Our comment on the On-call Allowance*

- 3.78 We note that the review of allowances and subsequent consultation exercise have concluded. We look forward to receiving the outcome of this process in relation to the On-call Allowance in evidence next year.

## **Motor Vehicle Allowance**

- 3.79 The review of allowances also considered the Motor Vehicle Allowance. This is a non-pensionable allowance paid to all police officers using their own private vehicles in the course of their duties to compensate them for the costs of doing so. The review found that the arrangements distinguished between essential users, who received a flat rate annual payment together with an allowance per mile, and casual users who only received an allowance per mile. Both essential and casual users received mileage rates of either 25 pence per mile or 45 pence per mile, depending on their annual mileage in the course of their duties.
- 3.80 Essential users were those where it was essential for post-holders to use a private motor vehicle frequently without advance notice. To maintain the allowance, post-holders were required to demonstrate evidence of a minimum established annual mileage of 5,200 miles. However, casual users used a private motor vehicle infrequently in the course of their duties and were authorised a payment per journey.
- 3.81 The review found that the Motor Vehicle Allowance appeared to represent a valid use of public funds and that the amount payable was closely aligned to the rates used by other public bodies. It proposed retention of the Motor Vehicle Allowance and of the mileage threshold of 5,200 miles for essential users. It also advised the PSNI, which was reviewing the 5,200-mile threshold requirement following the coronavirus (COVID-19) pandemic, that this threshold should not be removed or reduced.
- 3.82 The subsequent consultation with the parties proposed retaining the Motor Vehicle Allowance at its current rates. It also drew the attention of the PSNI to the review comments on retaining the current mileage threshold.

### *Our comment on the Motor Vehicle Allowance*

- 3.83 We note that the review of allowances and subsequent consultation exercise have concluded. We look forward to being notified in evidence next year of the outcome reached on the Motor Vehicle Allowance.

## Mutual aid payments and allowances

- 3.84 The remit letter from the Minister of Justice requested our recommendations on the matter of mutual aid payments and allowances. It confirmed that the PSNI was the only UK police force adhering to the Hertfordshire Agreement<sup>13</sup> for mutual aid and that all other forces in the UK were understood to have moved to a revised agreement from around 2014. The remit letter said that while assistance was relatively infrequent, it seemed an opportune time to consider the issue as the PSNI sat outside the revised arrangements, yet engaged in requests for assistance from other parts of the UK.
- 3.85 The **DoJ** said in written evidence that mutual aid would continue to be provided as unforeseen circumstances emerged and planned events were arranged. In addition, it said that the principle remained that officers should be rewarded on a consistent basis for fulfilling their core role as an officer, no matter which of the UK police forces they served.
- 3.86 In oral evidence, the DoJ said that it was right for the PSNI to move to the £50 Away from Home Overnight Allowance provided in England and Wales. The DoJ calculated that this change would be at little cost due to the limited use of mutual aid.
- 3.87 The **PSNI** told us that 156 PSNI officers had provided assistance at the UN Climate Change Conference (or 'COP26') in Glasgow in 2021. It advised that this had been the first instance of mutual aid involving PSNI officers for some time and that mutual aid was used infrequently. The PSNI explained that it had reflected on the exceptional nature of the COP26 event and had matched the £50 Away from Home Overnight Allowance received by officers from England and Wales with ex-gratia payments. It told us that this decision was based on the assumptions that officers would be available for deployment during the entire period, and that it would not set a precedent for future mutual aid deployments. The PSNI said that the total cost of the ex-gratia payments

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<sup>13</sup> An historic agreement with complex provisions relating to the payments and allowances to officers when staying away from home.

(£41,100) was deemed modest and helped to provide a collegiate response to the national policing effort.

3.88 The PSNI also explained that, under the Hertfordshire Agreement, where police officers were 'held in reserve', they were paid for any rest days, while deployed, for a minimum of 16 hours at time-and-a-half. The PSNI added that it had no plans to amend the Hertfordshire Agreement but would keep the issue under review.

3.89 The **PFNI** called for the abolition of the Hertfordshire Agreement and its replacement with a system which mirrored the allowances provided to officers in England and Wales. This meant abolishing the £7.50 Standby Allowance and replacing it with the Away from Home Overnight Allowance. In addition, the PFNI said the 'held in reserve' definition applied to officers unable to return home for practical reasons due to geography or location. It asked for this provision to be extended to officers serving away from their normal place of duty and required to stay in a particular, specified place, rather than being allowed to return home by reason of the need to be ready for immediate deployment.

3.90 The PFNI explained that the criteria currently used in determining the applicability of the Hardship Allowance were out of date and called for the definition of 'proper' sleeping accommodation to be modernised and brought into line with that currently used by all forces in England and Wales. It also asked for any future improvements made to the mutual aid allowances in England and Wales to be automatically applied to the provisions within the PSNI.

*Our comment and recommendation on Mutual Aid payments and allowances*

3.91 We have considered all the evidence provided to us by the parties comparing mutual aid payments in Northern Ireland with those in England and Wales. In accordance with the principle of parity on pay and allowances with England and Wales, we consider it appropriate for mutual aid arrangements in the PSNI to be brought in line with those in place for the police in England and

Wales. This includes the Away from Home Overnight Allowance and the 'proper' accommodation definition used for the Hardship Allowance.

**Recommendation 5: We recommend that the payment of officers providing mutual aid is brought in line with England and Wales, including the Away from Home Overnight Allowance.**

3.92 We seek clarification in evidence next year on the wider implications of the recommended changes to the payments received by officers providing mutual aid, for example arising from the removal of the Standby Allowance and the introduction of the Away from Home Overnight Allowance.

#### **Starting salaries for student officers**

3.93 In 2020, we recommended that the Chief Constable of Northern Ireland should be granted the same discretion as chief constables in England and Wales to vary the starting salaries of constables. That recommendation was accepted in March 2021. In evidence this year, we were advised that the Chief Constable would use this discretion to raise the starting salary from pay point 0 (currently £21,654) to pay point 1 (currently £24,780) when all officers started training rather than on completion of training at attestation.

3.94 The PSNI notified us that the first officers to receive this new salary level would be those recruited in the campaign launched in November 2021. It said that it continued to appoint officers from its 2018 and 2020 recruitment campaigns. It advised us that, due to the reduction in its recruitment forecast, it did not anticipate appointing candidates from the 2021 recruitment campaign – and implementing the associated starting salary increase – until 2023/24.

#### *Our comment on starting salaries for student officers*

3.95 We note that our recommendation from 2020 on starting salaries for student officers has been accepted and will be enacted from 2023/24. We seek an update in evidence next year on the plans for its implementation. We observe

that any officers appointed to the PSNI in 2022/23 will continue to receive the lower rate of pay.

### **Assistant chief constable pay scale and allowances**

- 3.96 The Minister in her remit letter this year asked us whether it was appropriate to consider a locally agreed salary band for assistant chief constables in the PSNI, even though this would represent a departure from 'broad alignment'. The Minister explained that the NIPB had raised the issue of the pay scale for assistant chief constables in Northern Ireland following a decline in the number of applicants for assistant chief constable posts. The Minister added that the NIPB was currently considering the outcome of a review of these issues and would present its findings to us during the evidence-gathering process.
- 3.97 The **DoJ** told us that the NIPB's review findings had been taken on board in the latest recruitment exercise for assistant chief constables. It said it would welcome the PRRB's comments on the evidence from the NIPB and recommendations on the way forward.
- 3.98 The **NIPB** told us that it remained of the view expressed in its submission the previous year that chief police officer allowances should be ceased or phased out. The NIPB said its members acknowledged the myriad of issues affecting the decisions of senior officers across the UK on whether to apply to the PSNI. However, the NIPB continued to propose detailed reconsideration of the assistant chief constable pay scale, including the option of a locally agreed salary band given the demanding and complex nature of the role in comparison with other UK police services. The NIPB also expressed concern at low numbers of applicants in recent assistant chief constable recruitment competitions.
- 3.99 The NIPB added that during 2021/22, it had worked to bring stability to the PSNI leadership team with a number of appointments made at assistant chief constable and assistant chief officer level. It said that the strengthened leadership team would support and drive transformational change across policing. In oral evidence, the NIPB said it was pleased with the outcome of its

latest assistant chief constable recruitment exercise, especially as it meant the PSNI now had a complete senior executive team. The NIPB observed that the number of applicants in each of the last four PSNI assistant chief constable recruitment campaigns (from 2011 to 2020) exceeded the number of vacancies, which reportedly was not always the case in other police services.

- 3.100 The NIPB also told us in oral evidence that it had proposed the abolition of chief police officer allowances on the basis of the findings of the independent review that it had commissioned in 2020. This had resulted in a proposal to halve the car allowance incrementally over two years from £9,000 to £4,500, and to cease payment of the broadband allowance, healthcare provision and the proactive element of CPOSA insurance, valued together at £1,500.
- 3.101 The **CPOSA** told us that it still supported a review of the pay of assistant chief constables. It said it had previously suggested linking assistant chief constable pay directly to the chief constable's but also that it was amenable to a more generic review of assistant chief constable pay. The CPOSA informed us that it made sense to set assistant chief constable pay as a percentage of the chief constable's in the PSNI and in the big metropolitan forces in England and Wales, as it would reflect the heightened levels of risk that such assistant chief constables faced in their roles.
- 3.102 The CPOSA added that it was important to retain pay parity in order to maintain the prospect of police officers joining from other forces. Furthermore, it was key to a just and fair pay settlement. It observed that the four assistant chief constables in the PSNI carried a lot of risk and just accepted this as part of their job. Also, as part of the wider chief police officer group across the UK, it was important to be able to attract talent from elsewhere and assisted to move around.

*Barriers to the recruitment of assistant chief constables within the PSNI*

3.103 In its 2022 evidence submission, the NIPB included a report called *Barriers to the Recruitment of Assistant Chief Constables within the PSNI (October 2021)*. Key findings were:

- No pressing issues were identified from recent assistant chief constable competitions on filling the available posts with qualified candidates.
- The internal candidate pool available to the PSNI compared favourably with that in other UK police services.
- There appeared to be opportunities to position the PSNI as an employer of choice for external candidates, in order to recruit from the widest possible candidate pool.
- The main issue cited as a barrier to recruitment was the perceived 'separateness' of Northern Ireland, in terms of the unique and complex policing environment and geographical location.
- The policing environment was a double-edged sword: the relatively complex policing environment offered a unique opportunity for career development but the learning curve on political and cultural factors in Northern Ireland was a key barrier.
- Geography was referred to in the context of relocation, with stakeholders saying they would not relocate without being properly reimbursed for expenses; they also mentioned practical issues such as finding schools for children and support for spouses or partners looking for new employment.
- There was an opportunity to gain a competitive advantage over many UK police services by better communicating the positive aspects of life in Northern Ireland, including lifestyle, cost of living, access to leisure amenities, ease of internal travel, and access to quality education.

3.104 The review also found an absence of talent management planning and limited succession planning for senior roles in the PSNI. Furthermore, leadership development was not sufficiently linked to line management, personal development plans or operational decision-making.

3.105 The report's central recommendation was for the development of a talent management strategy. This would be for the longer term and involve cultural



change. In addition, the report had presented some potential quick wins for the most recent assistant chief constable competition, such as providing: clarity on the remuneration package; defined relocation assistance for external appointees; familiarisation sessions for external appointees; and help in acclimatising to the Northern Ireland landscape.

- 3.106 The **DoJ** told us that a local salary was just one of many options under consideration for assistant chief constables. It said that the levels of scrutiny and heightened public profile at that rank in Northern Ireland attracted some and deterred others. It observed that it was also possible that in smaller forces in England and Wales the span of control at assistant chief constable rank was not as great as in Northern Ireland. In addition, it helped that the PSNI had recruited more civilians to the chief officer team, such as the chief operating officer and assistant chief officers, to support the assistant chief constables.
- 3.107 The **NIPB** stated that implementing the report findings in the most recent PSNI assistant chief constable recruitment competition had resulted in four applications, including two external ones. Consequently, the PSNI had a fully stable top management team for the first time in several years.
- 3.108 The **PSNI** confirmed that its chief police officers received the following allowances: the NITA; healthcare; rent/housing allowance; broadband allowance; and motor vehicle allowance (with the exception of the Chief Constable and Deputy Chief Constable). It explained that these allowances did not generally increase in line with the cost of living, with the exception of the NITA.
- 3.109 The **CPOSA** said that the main barriers to assistant chief constable recruitment were factors such as Northern Ireland being more unfamiliar than England and Wales and presenting a challenging policing environment. However, this could equally mean that the interesting dynamics in Northern Ireland could be particularly attractive to professional officers.
- 3.110 The CPOSA added that Northern Ireland was not dissimilar from the big metropolitan forces in England and Wales in contending with communities

estranged from policing. However, it had a unique history and was a very interesting place in which to work. In the past, Senior Command Course participants had commented that their families would not move to Northern Ireland or that they feared for their own safety. The CPOSA observed that PSNI chief officers were under more intense media focus, making public scrutiny an additional dimension of chief officer work, with a potential impact on families.

### *Removal and relocation allowance*

- 3.111 The **DoJ** told us that extending the removal and relocation policy beyond 26 weeks did not necessarily conflict with the proposal to remove chief officer allowances. Instead, the option of a flexible timeframe was sensible, while still capping the value of the provision. The DoJ added that it was important that such an extension was not treated as an automatic right or entitlement but would smooth the more difficult transition to working in the PSNI compared to other forces in England and Wales: moving to the PSNI was markedly different from ‘packing up the car’ to relocate in England and Wales.
- 3.112 The **NIPB** explained that while the maximum time limit of 26 weeks on the availability of the removal and relocation policy for PSNI chief police officers had been removed, the overall value of the package remained unchanged. The NIPB stated that the policy was considered to be separate from the PSNI chief officer allowance package because it was for officers relocating from outside Northern Ireland and had been benchmarked against other forces.
- 3.113 The NIPB added that the factors taken into consideration when extending the relocation and removal policy beyond 26 weeks included: value for money; attracting a diverse workforce; flexibility; the competition for assistant chief constables; and the particular need to familiarise and acclimatise external recruits upon joining the PSNI. The NIPB observed that this was all in the context of the PSNI’s ambitious transformation and modernisation agenda.
- 3.114 The **PSNI** said it had only recently seen the NIPB-commissioned report on barriers to chief police officer recruitment and reminded us that the NIPB was responsible for the recruitment and pay of the chief officer cohort. The PSNI

told us in oral evidence that any erosion of chief police officer allowances would be unhelpful for a service trying to attract the best resource to roles where the challenge of the working environment was so significant. It added that the PSNI removal and relocation package was exceptionally good.

- 3.115 In oral evidence, the **CPOSA** said that it would be important on a practical level to extend the length of the removal and relocation package. This was because familiarisation time was needed by new recruits and it was challenging to complete the legal work on a house sale and purchase in 26 weeks. Furthermore, resettling in Northern Ireland could be more expensive for officers from England and Wales than some other locations.

*Our comment on assistant chief constable pay scale and allowances*

- 3.116 We are pleased that the NIPB commissioned further work to understand the barriers to the recruitment of assistant chief constables in Northern Ireland. We welcome the subsequent implementation of measures to improve the recruitment process and the flexibility being exercised with regard to the removal and relocation package. We also observe that many issues raised in the commissioned review did not relate directly to levels of remuneration but instead to issues such as geographical separateness and the Northern Ireland policing environment.
- 3.117 We have considered all the evidence presented to us by the parties on the barriers to recruitment of assistant chief constables in Northern Ireland. We have concluded that it points largely to the need for non-remunerative solutions, some of which are already being implemented to good effect, such as clarification of the remuneration package, the provision of familiarisation sessions and help in acclimatising to the Northern Ireland landscape. Furthermore, there is an absence of evidence that a local pay scale would increase the assistant chief constable recruitment pool. In the circumstances, we therefore do not regard as justified a local pay scale specifically for assistant chief constables in Northern Ireland. We took into consideration that such a development would have implications for the principle of parity with England and Wales. Furthermore, it would alter the relationship with adjacent

pay scales. We observe that such a change could potentially lead to the unravelling of the national system for police pay and reward.

### **Chief superintendent pay scale and allowances**

3.118 The **SANI** told us that it sought a fourth pay point for chief superintendents. It explained in oral evidence that this was in accordance with the pay structure in Police Scotland and replicated the number of pay points available to the superintendent rank in England, Wales and Northern Ireland. It said that it was aware of the pay benchmarking exercise that had taken place in England and Wales which had shown that while chief superintendent roles had similar responsibilities to those of assistant chief constables, particularly in relation to public order duties, there was a significant pay gap between the two ranks. The SANI advised that chief superintendents now acted as gold commanders when dealing with public order issues.

3.119 The SANI added that it had discussed the issue of Targeted Variable Pay (TVP) with its members over the past few years. However, views were mixed and it was also talking to the Police Superintendents' Association (in England and Wales) about the matter. The SANI explained that the PSNI had a number of hard-to-fill roles in certain areas. Consequently, the SANI said that there could be a case for seeking to have the ability to reward people for taking on difficult roles.

3.120 The **PSNI** advised us that it had reviewed the provisions for TVP and taken the view that any hard-to-fill posts had been managed under existing arrangements, without having to introduce TVP for this purpose. The PSNI said it continued to keep a watching brief on payments for recognition of workload, among other things. It explained that while it was keen to ensure parity in pay and allowances with its England and Wales counterparts, there were implications for the introduction of these allowances in terms of affordability, organisational need, equal pay, governance and other review topics, such as the CRTP.

*Our comment on chief superintendent pay scale and allowances*

3.121 We are aware of the 2019 pay benchmarking exercise which identified that chief superintendents remained the most disadvantaged of all the police ranks against Korn Ferry data: the top of the scale was found to be 97% of the public sector median, while total remuneration at the top of the scale was only slightly above the public sector median.

3.122 We note that the SANI's proposal differs from that put to us this year by the NPCC in its submission on police officers in England and Wales. Rather than a fourth pay point, the NPCC has proposed raising chief superintendent pay point 3 by £5,675 after applying the agreed annual increase for 2022/23.

3.123 In the circumstances, we suggest that the SANI reviews its proposal in light of the one received from the NPCC and considers the consequences for pay parity and the overall coherence of the national police pay structure. Furthermore, we seek the SANI's views on the possible implications for the retention and advancement of talented officers if the pay interval between the chief superintendent and assistant chief constable ranks was to be reduced.

## **Chapter 4 – Forward Look**

### **Introduction**

- 4.1 It will be for the UK Government and the Northern Ireland Executive to determine their public sector pay policies and for the Northern Ireland Minister of Justice to decide our remit for the next pay round. However, the core of our report will be driven by our standing terms of reference.
- 4.2 In this chapter we aim to give the evidence-providing parties, and the remit group more generally, some indication of areas which are likely to be of continuing interest to us in future pay rounds.

### **Changes to the policing environment**

- 4.3 We note the responsibility of the PSNI for policing the only land border between the UK and Europe since the UK left the EU and are grateful to the parties for describing to us the policing challenges arising from the Northern Ireland Protocol. In addition, COVID-19 has continued to play a powerful role in driving changes to policing, the policing environment and ways of working.
- 4.4 We would like to learn more in evidence next year about the continuing impact on the PSNI of the Northern Ireland Protocol and the UK's exit from the EU. We also request information on the longer-term effects of the COVID-19 pandemic on the policing environment, ways of working and any implications for the recruitment, retention, morale and motivation of officers.
- 4.5 In addition, we are keen to hear from the parties next year about the impact of the cost of living on police officers, especially on the federated ranks. Furthermore, we request evidence of the effect on officers' wellbeing of the amount of overtime undertaken, both planned and casual and paid and unpaid.
- 4.6 We are interested in the particular complexities of the Northern Ireland political and economic context and their possible impact on the PSNI, especially its operational resilience. We would like an update on these aspects of the broader policing environment in evidence next year.

### **Shape of the pay award**

4.7 We have commented on the volatility of the economic situation in our report. It is unclear how long this will continue, but in a climate where officers are facing unprecedented cost-of-living pressures and the Government is anxious about the affordability of pay settlements, it is vital that pay awards are thought about imaginatively. Next year, we would like evidence from the parties on their consideration of different approaches to pay awards.

### **Starting salaries**

4.8 Starting salaries need to be set at the right level to recognise the responsibilities, risks and cost-of-living pressures faced by new officers on the frontline, especially high travel costs. Starting salaries need to be sufficient to make a career in police service affordable for young recruits and not leave them struggling to meet the cost of basic necessities. They also need to be set to attract individuals of the right calibre and with the right motivations.

4.9 Pay scales in Northern Ireland are the same as those in England and Wales. However, we observe that starting salaries in Northern Ireland, England and Wales are lower than those in Scotland. In next year's submissions, in addition to an update on the implementation of the new starting salary in the PSNI, we would like evidence from the parties on the competitiveness of entry-level pay. Furthermore, we also request views from the parties on the use of direct entry to the PSNI.

### **Allowances**

4.10 We have welcomed the review of allowances commissioned by the Department of Justice in 2021 and the subsequent consultation exercise conducted with the parties. We look forward to receiving the final outcome of this process in evidence next year. We encourage the parties to consider police remuneration in the round and to take a systematic and holistic approach to the reform of pay and allowances.

### **Parity on pay and allowances**

4.11 As requested by all the parties that have provided evidence to us, we have upheld the principle of parity with England and Wales on pay and allowances

for the purposes of our report this year, and consider that an explanation is needed for any deviation from those arrangements. We have defined pay parity in this report as meaning the same pay scales and allowances across the police forces in England, Wales and Northern Ireland, recognising the need for variation in allowances to reflect exceptional local conditions. This means that the NITA, which is unique to Northern Ireland, is the one allowance excluded from the parity principle. We ask the parties to confirm that their understanding of pay parity is the same as ours, or to indicate where they would depart from it.

### **Workforce and pay reform**

- 4.12 We note the implementation of recent workforce reforms in the PSNI, such as the prioritisation of neighbourhood policing and the investment in additional civilian officer recruitment to the chief officer team. However, we are concerned by the lack of pace on pay reform in the PSNI. There is a need for all the Northern Ireland policing parties to take a broader and more strategic view of the future reform of police pay and allowances in order to support and enhance wider ambitions for police reform in the mid to long term.
- 4.13 We request evidence from the parties next year on workforce and pay reform that takes account of the need for a pay and reward system reflective of the ambition for modernisation and transformation in policing. We ask that it also considers issues such as: affordability; the reduced terrorism threat level; the focus on neighbourhood policing; anticipated future operational demand; the longer-term plan for policing in Northern Ireland; and identified areas for improvement.
- 4.14 Pay and reward in the PSNI need to be developed to support the recruitment and retention of skilled high calibre individuals with the right motivations and to ensure the existence of a strong ethical culture within policing. This would help with delivery of the Policing Vision 2025 and enable a modernised, diverse, police service to meet the challenges of the 21<sup>st</sup> century.



## **Police budget**

4.15 We were concerned by the heightened level of uncertainty around the PSNI's budgetary position this year combined with its longstanding funding issues and the consequential difficulties it faces with both short-term and long-term financial planning. In particular, the situation continues to constrain the PSNI's ability to implement strategic, long-term approaches to workforce and pay reform. We would like to learn in evidence next year about the impact of the PSNI's budgetary situation in 2022/23 on its strategic plans for pay and reward.

## **Evidence provision**

4.16 We thank the parties for the evidence they have provided this year. We would encourage the continued, and where possible enhanced, provision of:

- historical data to allow time-series analysis on the demographics of the workforce, including the age profile of recruits;
- information on sickness absence and analysis of the reasons for high sickness absence levels;
- information on the recruitment and retention of officers such as on numbers of applicants and recruits, leavers and attrition, including during training;
- an update on levels of overtime taken, both pre-detailed and casual;
- an update on progress in response to the Deloitte report, the workforce profile and all protected characteristics;
- data on hard-to-fill posts;
- data on the morale and motivation of officers, such as from PSNI and PFNI surveys of officers;
- data on movements between the PSNI and other police forces;
- data on on-call duties and on untaken rest days;
- information on any matters with regard to the relevant legal obligations on the PSNI and any relevant legislative changes to employment law which do not automatically apply to police officers; and
- views on gender pay gap reporting.

### **Process issues**

- 4.17 We expect prompt payment in 2022/23 of the pay award and annual increments for police officers. We seek an update in evidence next year on whether timely payment has been achieved.
- 4.18 We also express the hope that publication of our report will not be subject to delay.



## Appendix A – Our Previous Recommendations

### 2021 Report

We submitted our 2021 Report on 5 July 2021. The recommendations were as follows:

**Our 2021/22 recommendations (from 1 September 2021):**

- **Pay point 0 of the constable pay scale is uplifted by £250.**
- **A 1% increase to the Northern Ireland Transitional Allowance for all police officers.**

The Minister of Justice for Northern Ireland informed us in our remit letter on 24 January 2022 that she had approved the recommendations and had invited all relevant pay remits from employers. The Minister wrote again on 24 March 2022 confirming that approval had been secured for our recommendations.

### Previous recommendations

All of our previous recommendations, along with the responses<sup>14</sup> are set out below.

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

<sup>14</sup> Responses to the 2015, 2016, 2019 and 2020 Reports were made by the Northern Ireland Minister of Justice. The 2017 and 2018 Reports were responded to by the Permanent Secretary at the Department of Justice in Northern Ireland in the absence of a Minister of Justice.

<b>Report</b>	<b>Recommendation</b>	<b>Response</b>
3 <sup>rd</sup> (2017)	A consolidated increase of 2% to all pay points for federated and superintending ranks	Increased consolidated pay by 1% and, for 2017/18 only, provided a 1% non-consolidated pay award
	No increase to the current level of Competence Related Threshold Payment	Accepted
	Northern Ireland Transitional Allowance and Dog Handlers' Allowance to be uprated by 2%	Increased Northern Ireland Transitional Allowance and Dog Handlers' Allowance by 1%
	No increase to the current level of the On-call Allowance	Accepted
4 <sup>th</sup> (2018)	The time-limited 1% non-consolidated pay award received by the federated and superintending ranks in 2017/18 should be consolidated onto all pay points officers at these ranks.	Rejected
	In addition to and following our first recommendation, a consolidated increase of 2% to all police officer pay points at all ranks.	Accepted
	An increase of 2% in the current level of the Northern Ireland Transitional Allowance and Dog Handlers' Allowance	Accepted
	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	Accepted
5 <sup>th</sup> (2019)	A consolidated increase of 2.5% to all police officer pay points for all ranks.	Accepted
	An increase of 2.5% in the current level of the Northern Ireland Transitional Allowance.	Accepted
	The current level of Competence Related Threshold Payment (CRTP) does not increase and that the parties submit proposals next year on how CRTP can be incorporated into pay arrangements as part of the pay reform process in Northern Ireland, or a clear programme and timetable for phasing out CRTP.	Accepted
	Dog Handlers' Allowance should increase by 2.5%.	Accepted
6 <sup>th</sup> (2020)	A consolidated increase of 2.5% to all police officer pay points for all ranks.	Accepted
	The Chief Constable of Northern Ireland should be granted the same discretion as chief constables in England and Wales regarding the starting salaries of constables.	Accepted
	Removal of the lowest point on the sergeants' pay scale.	Accepted
	An increase of 2.5% in the current level of the Northern Ireland Transitional Allowance.	Accepted
	The current level of the Competence Related Threshold Payment should not increase and the parties submit proposals to us next year on suitable alternative arrangements.	Accepted
	Dog Handlers' Allowance should increase by 2.5%.	Accepted

<b>Report</b>	<b>Recommendation</b>	<b>Response</b>
	On-call Allowance should be extended to the superintending ranks in Northern Ireland.	Accepted
	The parties conduct a comprehensive review of police officer allowances in Northern Ireland within the next twelve months.	Accepted
7 <sup>th</sup> (2021)	Pay point 0 of the constable pay scale is uplifted by £250.	Accepted
	A 1% increase to the Northern Ireland Transitional Allowance for all police officers.	Accepted



## Appendix B – Minister of Justice’s Remit Letter

FROM THE OFFICE OF THE JUSTICE MINISTER



Minister's Office Block B,  
Castle Buildings  
Stormont Estate  
Ballymiscaw  
Belfast  
BT4 3SG  
Tel: 028 9076 5725  
[DOJ.MinistersOffice@justice-ni.gov.uk](mailto:DOJ.MinistersOffice@justice-ni.gov.uk)

Our ref: SUB-0021-2022

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

24 January 2022

Dear Zoë

First, I would like to thank the Police Remuneration Review Body (PRRB) for the work undertaken in support of the 2021/22 pay process. I can confirm that I approved the increase to the Northern Ireland Transitional Allowance for all Police Service of Northern Ireland (PSNI) officers and an uplift to pay point 0 of the constable scale as contained in the 7<sup>th</sup> report. I have invited all relevant pay remits from employers and await receipt of these. Once remits have completed the approvals process I will advise you as soon as possible so that the Northern Ireland report may be published on your website.



FROM THE OFFICE OF THE JUSTICE MINISTER



I should be grateful if the PRRB would now commence its annual review in respect of officers of the PSNI for 2022/23, in conjunction with that for police officers in England and Wales.

- I have had sight of the Home Secretary's remit letter for officers in England and Wales and note her position. I remain in favour of maintaining the principle of broad alignment on police pay between the different jurisdictions and therefore seek your consideration as to how to apply the pay award for 2022/23 for all police officers in the PSNI. In addition, your consideration is sought regarding the regular elements of the Northern Ireland Transitional Allowance (NITA) and Dog Handlers' Allowance.
- The Northern Ireland Policing Board (NIPB) has also raised the issue of the pay scale for Assistant Chief Constables (ACCs) in Northern Ireland, following a decline in the number of applicants for the recent ACC competition. The Board is currently considering the outcome of a review of these issues and will be in a position to present its findings to you during the evidence gathering process. While recognising this would represent a departure from the longstanding desire for broad alignment, I have taken the view that it would be appropriate to seek your consideration, following their presentation of this evidence, on whether it is appropriate to consider a locally agreed salary band for the ACC position in the PSNI.
- The PSNI recently provided assistance to their colleagues in Scotland, during COP 26 in Glasgow. The Police Federation for Northern Ireland (PFNI) is now asking that mutual aid payments and allowances payable to PSNI officers during such aid are in line with payments made to other UK police forces. PSNI is currently the only UK police force which adheres to the former "Hertfordshire Agreement" for Mutual Aid, whereas we understand all other forces in the UK have moved to a revised agreement from around 2014 following the Winsor review. While assistance is relatively infrequent, it seems an opportune time to

FROM THE OFFICE OF THE JUSTICE MINISTER



consider the issue given that PSNI sits outside the revised arrangements, yet engages in requests for assistance from other parts of the UK. With this in mind, I would be grateful for your recommendations on this matter.

With regards to the Review of Allowances, which incorporated the On-Call, Dog Handlers, Motor Vehicle and the Northern Ireland Transitional Allowance as well as the Competence Related Threshold Payment we can advise that this exercise commenced in October 2021 and it is anticipated the final report will be provided to the Department in the coming weeks. Evidence regarding the outcome of this review will be provided to the PRRB in the course of both written and oral evidence sessions.

As in previous years, I would also invite you to have regard to PRRB's standing terms of reference. While the Northern Ireland Public Sector Pay Policy has not yet been set for 2022/23, it will be important to take this and wider affordability issues into consideration.

I can confirm that, pending formal publication of your report, stakeholders received a copy of the PRRB's last report, shared in confidence on 1 September 2021, to inform preparation of their written evidence.

We would welcome receipt of your eighth report and recommendations by the end of June 2022. I look forward to working with you and your members in support of the process for the year ahead.

Yours sincerely,

A handwritten signature in black ink that reads "Naomi Long".

**NAOMI LONG MLA**  
Minister of Justice

*Please ensure that you quote our reference number in any future related correspondence.*



## Appendix C – The Parties’ Website Addresses

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

Department of Justice Northern Ireland	<a href="https://www.justice-ni.gov.uk/">https://www.justice-ni.gov.uk/</a>
Northern Ireland Policing Board	<a href="https://www.nipolicingboard.org.uk/">https://www.nipolicingboard.org.uk/</a>
Police Service of Northern Ireland	<a href="https://www.psni.police.uk/">https://www.psni.police.uk/</a>
Police Federation for Northern Ireland	<a href="https://www.policefed-ni.org.uk/">https://www.policefed-ni.org.uk/</a>
Superintendents’ Association of Northern Ireland	<a href="https://twitter.com/supersassocni">https://twitter.com/supersassocni</a>
Chief Police Officers’ Staff Association	<a href="https://cposa.uk/">https://cposa.uk/</a>



## Appendix D – Our Analysis of Earnings and Workforce Data

### Earnings

#### *Sources*

- D.1 We examined the earnings<sup>15</sup> of police officers using the Annual Survey of Hours and Earnings (ASHE) run by the Office for National Statistics and the Northern Ireland Statistics and Research Agency (NISRA), and the Police Earnings Census run by the Home Office.
- D.2 The ASHE is a sample survey covering 1% of employees on Pay As You Earn tax schemes, published in late autumn each year. It provides headline earnings estimates for occupations across the economy; for police officers it produces figures jointly for constables and sergeants and, separately, for the grouping of more senior ranks.
- D.3 The effects of the coronavirus (COVID-19) pandemic on the labour market, in particular wages and hours worked, are likely to affect the growth rates in annual ASHE data for FYE 2021, and the ONS advises focusing on long-term trends rather than year-on-year changes. In addition, COVID-19 created data collection challenges which resulted in lower than usual response rates in 2020 and 2021, meaning ASHE estimates for these years are subject to more uncertainty than usual.
- D.4 The Police Earnings Census, conducted in its present form since the financial year ending (FYE) 2011, covers all police officers and permits detailed earnings analysis. The data provide a useful insight into the range of earnings received within and across ranks, and the take-up and value of individual pay components.

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<sup>15</sup> 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.

D.5 In our analysis of both these sources we focus on median<sup>16</sup> full-time<sup>17</sup> gross annual earnings.

### *Analysis*

D.6 We used the ASHE data to compare the earnings of police officers (constables and sergeants) with those of: the whole economy; associate professional and technical occupations group (the occupational group which includes police officers); and professional occupations (which tend to be graduate professions). From our analysis (Chart D.1) we conclude that police officers in Northern Ireland have higher median full-time gross annual earnings compared with counterparts in England and Wales, approximately £50,100 compared with £41,600 respectively in FYE 2021; this was primarily driven by the NITA, higher amounts of overtime, and the retention of the CRTP scheme. It may also be affected by differences between Northern Ireland and England and Wales in the relative numbers of constables and sergeants in the ASHE sample. Moreover, police officers in Northern Ireland have higher median full-time gross annual earnings compared with workers in Northern Ireland in the wider economy and the other occupational groups shown.

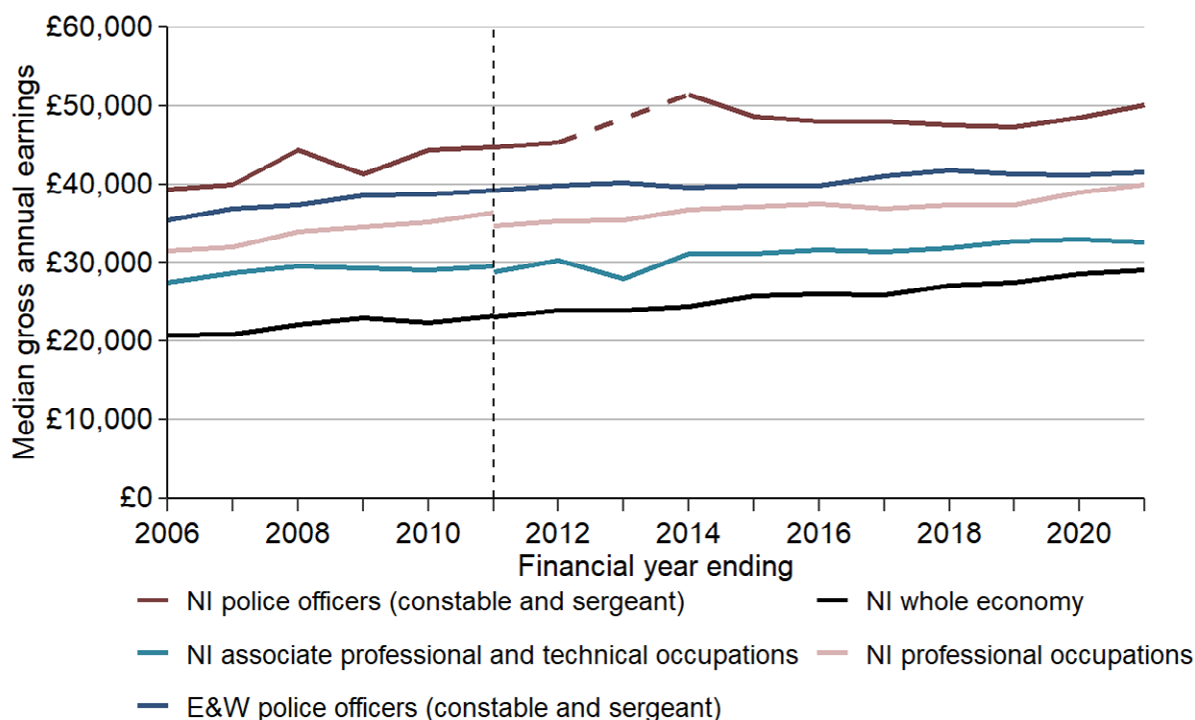
D.7 We note that median full-time gross annual earnings of police officers in Northern Ireland in FYE 2021 increased by 3.2% (around £1,600) compared with FYE 2020. Across England and Wales median full-time gross annual earnings for police officers rose by 1.0% (£400). Median full-time gross annual earnings in Northern Ireland rose by 1.7% (£500) for the whole economy and 2.6% (£1,000) for professional occupations, but fell by 1.3% (£400) for associate professional and technical occupations.

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<sup>16</sup> 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.

<sup>17</sup> 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 D.1: Median full-time gross annual earnings, Northern Ireland and England & Wales, FYE 2006 – 2021**



Source: OME analysis of 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 FYE 2011).
- Data for the latest year are provisional.
- Data for Northern Ireland police officers are not available for FYE 2013 due to a small sample size.

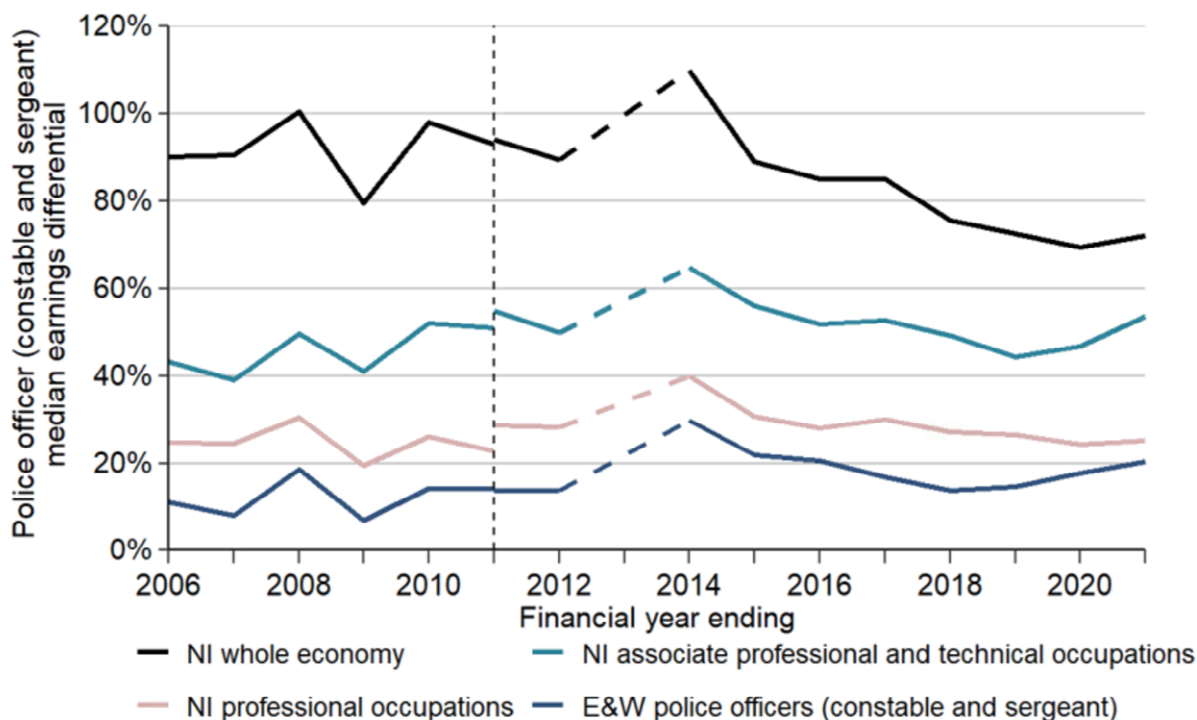
D.8 Our analysis included looking at the differentials between police officer earnings in Northern Ireland and the earnings of other groups (Chart D.2). These differentials all rose in FYE 2021<sup>18</sup>. In FYE 2021, median full-time gross annual earnings for police officers in Northern Ireland were:

- 72% (£21,000) higher than those for the whole economy in Northern Ireland;
- 54% (£17,500) higher than associate professional and technical occupations in Northern Ireland;
- 25% (£10,100) higher than professional occupations in Northern Ireland; and
- 20% (£8,500) higher than police officers in England and Wales.

<sup>18</sup> These differentials include the value of the NITA which was worth £3,421 across the FYE 2021.



**Chart D.2: Differentials between Northern Ireland police officer full-time median gross earnings and those of other groups, FYE 2006 – 2021**



Source: OME analysis of 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 FYE 2011).
- Data for the latest year are provisional.
- Data for Northern Ireland police officers are not available for FYE 2013 due to a small sample size.

D.9 For a detailed analysis of police earnings we used the latest available Police Earnings Census data (covering FYE 2021). We found that inspector and chief superintendent were the only ranks in Northern Ireland where fewer than half of officers were at the top of their pay scale (Table D.1). This means that median basic pay is around the top of the pay scale for all other ranks.

**Table D.1: Proportion of officers (full- and part-time) at the top of pay scales, Northern Ireland and England & Wales, March 2021**

	Northern Ireland	England & Wales
Constable	59%	49%
Sergeant	61%	66%
Inspector	46%	52%
Chief Inspector	51%	56%
Superintendent	50%	39%
Chief Superintendent	35%	55%

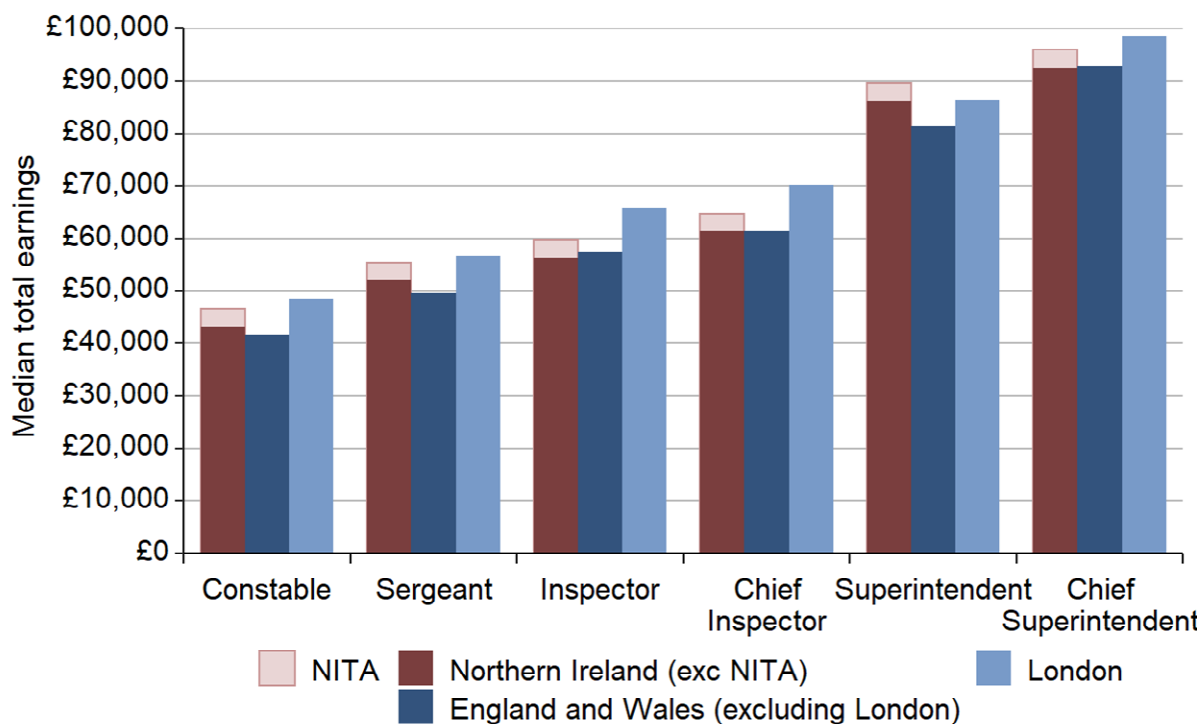
Source: OME analysis of Police Earnings Census data, Home Office.

D.10 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.

D.11 Our analysis of the Police Earnings Census shows that in ranks where fewer than half of officers are at the top of their pay scale, Northern Ireland police officers have slightly lower median full-time total earnings than their counterparts in England and Wales excluding London (Chart D.3), whereas in other ranks total earnings are about the same or higher in Northern Ireland. For constables and sergeants the higher earnings in Northern Ireland (around £1,500 and £2,600 higher respectively) are mainly as a result of higher levels of overtime worked and retention of the CRTP. The higher median earnings for superintendents in Northern Ireland (around £4,700) are as a result of fewer than half of superintendents in England and Wales (both including and excluding London) being at the top of their pay scale.

**Chart D.3: Median total earnings, by rank, full-time officers, Northern Ireland and England & Wales, FYE 2021**



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

D.12 Our assessment of police earnings includes the proportion of full-time officers in Northern Ireland in receipt of specific allowances and overtime (Table D.2) and the median annual values of those payments for those officers who were in receipt of the particular payments (Table D.3). Our key observations include:

- All police officers received the NITA;
- The proportion in receipt of the CRTP ranged from 41% of inspectors to 57% of constables;
- The vast majority of constables and sergeants (95% and 96% respectively) received overtime. Median overtime earnings in Northern Ireland were more than double those in England and Wales;
- The proportion of officers in receipt of Replacement Allowance (available to officers who joined before September 1994) increased with rank from 9% of constables to 79% of superintendents; and
- The proportion of officers receiving On-call Allowance also increased with rank from 10% of constables to 43% of chief inspectors. However, the median values were low – equivalent to just under two periods (or just over one bank holiday period) for constables and three periods (or two bank holiday periods) for sergeants and the inspecting ranks.

**Table D.2: Percentage of full-time officers in receipt of additional pay components, by rank, England and Wales, FYE 2021**

	Constable	Sergeant	Inspector	Chief Inspector	Supt.	Chief Supt.
NITA	100%	100%	100%	100%	100%	100%
Replacement Allowance	9%	19%	27%	41%	79%	–
CRTP	57%	53%	41%	45%	–	–
On-call Allowance	10%	19%	28%	43%	–	–
Overtime	95%	96%	–	–	–	–
Other payments (e.g. Dog Handlers', secondment allowances)	1%	–	–	–	–	–

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

Note: Percentages relating to fewer than 10 officers are suppressed.

**Table D.3: Median value of additional pay components, full-time officers in receipt of relevant payments, by rank, England and Wales, FYE 2021**

	Constable	Sergeant	Inspector	Chief Inspector	Supt.	Chief Supt.
NITA	£3,421	£3,421	£3,421	£3,421	£3,421	£3,421
Replacement Allowance	£3,500	£3,500	£3,500	£3,500	£4,060	–
CRTP	£1,224	£1,224	£1,224	£1,224	–	–
On-call Allowance	£37	£60	£60	£60	–	–
Overtime	£4,246	£6,404	–	–	–	–
Other payments (e.g. Dog Handlers', secondment allowances)	£2,808	–	–	–	–	–

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

Note: Estimates relating to fewer than 10 officers are suppressed.

D.13 Focusing on full-time constables, we observe that while median basic pay is similar in Northern Ireland to England and Wales, the median value of additional allowances in Northern Ireland is nearly double that of officers in England and Wales (Table D.4). This is driven by the NITA and significantly higher levels of overtime in Northern Ireland. We note that most of the allowances available in England and Wales are received by fewer than half of full-time constables, so have a median value of zero.

**Table D.4: Median value of pay components received by full-time constables, Northern Ireland and England & Wales, FYE 2021**

	Northern Ireland	England & Wales
Basic pay	£40,713	£40,713
Additional pay	£8,187	£4,583
- London Weighting	–	£0
- London/SE Allowance	–	£0
- NITA	£3,421	–
- Replacement Allowance	£0	£0
- CRTP	£1,224	–
- Unsocial Hours Allowance	–	£517
- Away from Home Overnight Allowance	–	£0
- Hardship Allowance	–	£0
- On-call Allowance	£0	£0
- Overtime	£3,965	£1,781
- Other payments	£0	£0
Total pay	£46,622	£42,591

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

Note: Components do not add to totals as medians are not additive.

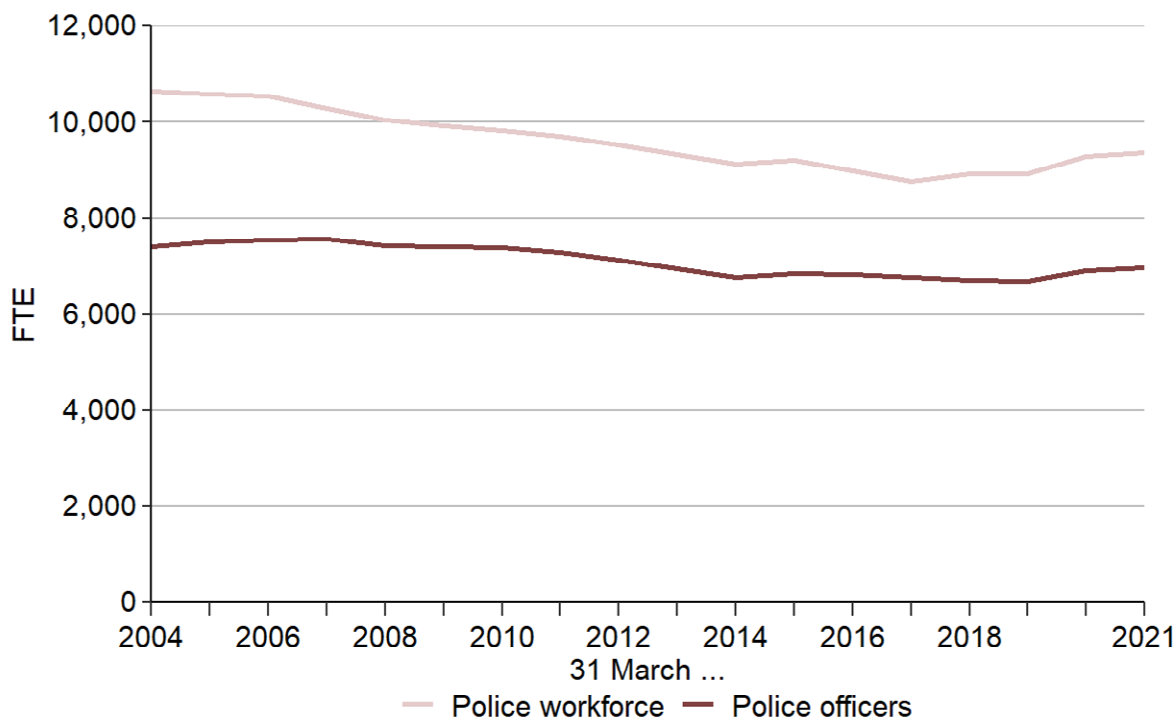
## Workforce

D.14 Data provided by the PSNI (Chart D.4) show that the full-time equivalent (FTE) police workforce (i.e. both officers and permanent support staff) shrank nearly every year between March 2004 (the earliest year for which we have

data) and March 2017, but has been growing most years since. In March 2021 the overall workforce was around 9,350. This was 1,300 FTE (12%) lower than in March 2004 but 600 FTE (7%) higher than March 2017.

D.15 Police officers account for around three-quarters of the PSNI workforce. Officer numbers fell every year between March 2007 and March 2019, apart from a slight increase between March 2014 and March 2015. In March 2021 there were around 6,950 FTE officers, 280 FTE (4%) higher than in March 2019 and the highest level since March 2012 but 600 FTE (8%) fewer than in March 2007.

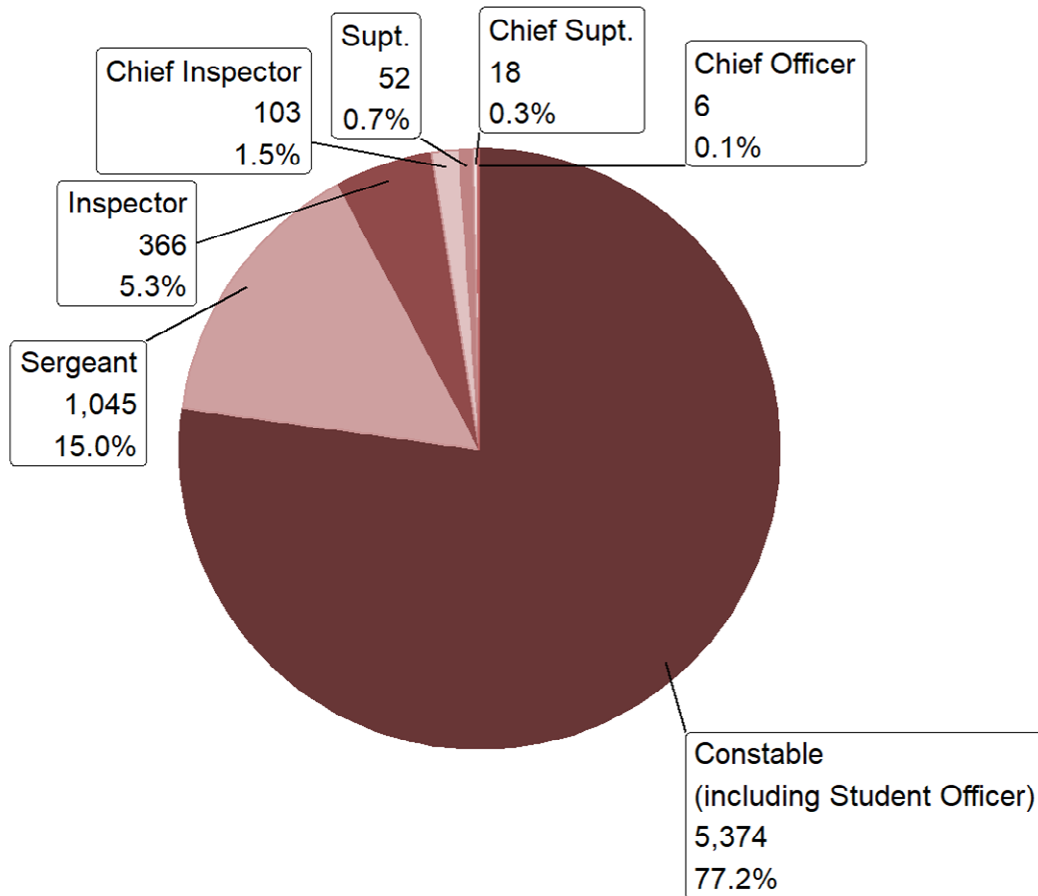
**Chart D.4: Strength of police workforce and police officers (FTE), Northern Ireland, March 2004 – March 2021**



Source: PSNI data.

D.16 Just over three-quarters (77%) of police officers were constables in March 2021 (Chart D.5), and just 8% of officers were in the ranks above sergeant.

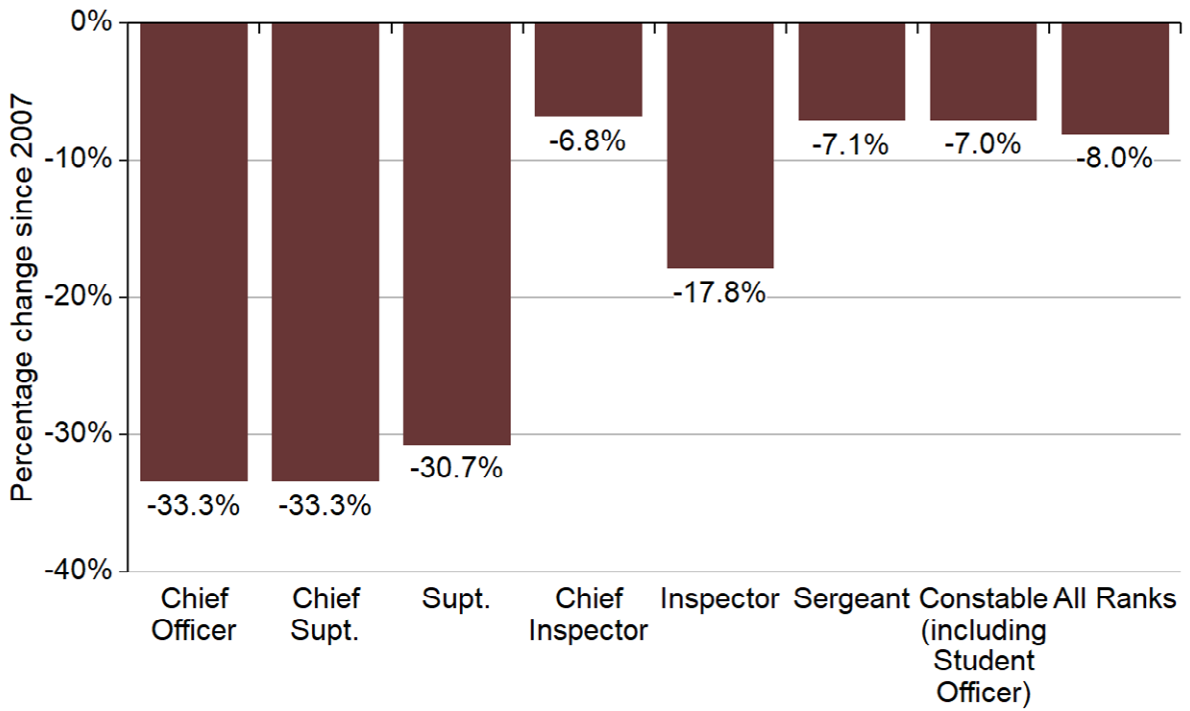
**Chart D.5: Breakdown of full-time equivalent police officers by rank, Northern Ireland, March 2021**



Source: OME analysis of PSNI data.

D.17 Between March 2020 and March 2021 the number of officers increased or were unchanged for all ranks apart from constable (down 8 FTE). The largest absolute increase was in the number of sergeants (up 35 FTE or 3%) but the largest percentage increase was for chief superintendents (up 20% or 3 FTE). Since 2007 the largest proportional decreases in police officers (Chart D.6) have been for chief superintendents and chief officers (down 33%). However, the greatest decrease in absolute terms has been for constables (around 400 FTE officers).

**Chart D.6: Percentage change in police officer numbers (FTE) between March 2007 and March 2021, by rank, Northern Ireland**



Source: OME analysis of PSNI data.







## Appendix E – Recommended Changes to PSNI Federated and Superintending Ranks’ Pay Scales and Allowances from September 2022

### Salary scales

The salary scales in effect from 1 September 2021 are set out below along with our recommendations for effect from 1 September 2022.

Rank	Pay point	With effect from 1 September 2021	Recommended for effect from 1 September 2022	Notes
<b>Constable (appointed on or after 1 September 2014)</b>	0	£21,441	£23,343	a
	1	£24,780	£26,682	b
	2	£25,902	£27,804	
	3	£27,030	£28,932	
	4	£28,158	£30,060	
	5	£30,411	£32,313	
	6	£34,950	£36,852	
	7	£41,130	£43,032	
<b>Constable (appointed before 1 September 2014)</b>	0	£26,199	£28,101	
	1	£29,241	£31,143	
	2	£30,933	£32,835	c
	3	£32,826	£34,728	
	4	£33,861	£35,763	
	5	£34,950	£36,852	
	6	£38,022	£39,924	
	7	£41,130	£43,032	d
<b>Sergeant</b>	1	removed	removed	
	2	£43,965	£45,867	
	3	£44,901	£46,803	
	4	£46,227	£48,129	d
<b>Inspector</b>	0	£52,698	£54,600	
	1	£54,186	£56,088	
	2	£55,671	£57,573	
	3	£57,162	£59,064	d

Rank	Pay point	With effect from 1 September 2021	Recommended for effect from 1 September 2022	Notes
Chief Inspector	1	£58,332	£60,234	e
	2	£59,502	£61,404	
	3	£60,732	£62,634	d
Superintendent	1	£70,173	£72,075	
	2	£73,833	£75,735	
	3	£77,691	£79,593	
	4	£82,881	£84,783	
Chief Superintendent	1	£86,970	£88,872	
	2	£89,910	£91,812	
	3	£91,749	£93,651	

Notes:

- The Chief Constable of Northern Ireland has discretion to set the pay of new PSNI trainees between pay point 0 and pay point 1. All trainees stay at this pay level until attestation/graduation
- On commencing service as a probationary PSNI constable. At attestation/graduation trainees become constables and move onto point 1.
- All officers move to this salary point on completion of two years' service as a constable.
- Officers in the PSNI who have been on this point for a year will have access to the competence related threshold payment.
- 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 2022 are set out below.

<b>Northern Ireland Transitional Allowance</b>	£3,666 per annum
<b>Dog Handlers' Allowance</b>	£2,520 per annum

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

## Appendix F – Chief Police Officer Pay

The salaries for chief police officers recommended for effect from 1 September 2020<sup>19</sup> are set out below along with our recommendations for effect from 1 September 2022.

### Chief and Deputy Chief Constable Salaries

	With effect from 1 September 2020	Recommended for effect from 1 September 2022
Chief Constable	£217,992	£219,894
Deputy Chief Constable	£177,117	£179,019

### Assistant Chief Constables' Pay Scale

Pay point	With effect from 1 September 2020	Recommended for effect from 1 September 2022
1	£105,600	£107,502
2	£112,404	£114,306
3	£119,220	£121,122

Incremental progression will follow upon twelve months' reckonable service on each pay point, on the basis of satisfactory performance.

<sup>19</sup> We did not recommend any changes for 2021.



## Appendix G – Pay changes arising from the Winsor Review in England and Wales and subsequent review in Northern Ireland

	<b>Changes in England and Wales</b>	<b>Changes in Northern Ireland</b>
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 points on sergeants' pay scale	Pay point 0 removed in 2014 Pay point 1 removed in 2020	Pay point 0 removed in 2015 PRRB recommendation to remove pay point 1 accepted in 2021
Shortened 4-point superintendents' pay scale	Applied from 2014	Applied from 2014
Shortened 3-point assistant chief constable pay scale	Applied from 2014 to 2016	Pay points to be removed on a phased basis from June 2014
Competence Related Threshold Payment	Phased abolition 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 2014
On-call Allowance	£15 rate introduced in 2013 and increased to £20 in 2019. Extended to the superintending ranks in 2020.	£20 for the federated ranks on weekdays and weekends and £30 on public holidays for each 24-hour period. Extended to the superintending ranks in 2020 at a flat rate of £20.
Abolition of bonus schemes and post-related allowances	Suspended from 2012 and abolished in 2014	Abolished from 2014
Overtime rates	Rate of time and one third	Casual overtime rate

	<p>for 'casual overtime' retained, with payment of travelling time for recalls between tours of duty</p> <p>4-hour minimum payment when recalled to duty – abolished</p> <p>Cancellation of rest day with fewer than 5 days' notice – rate changed to time and a half from double time</p> <p>Pay at time and a half for working on a rostered rest day with fewer than 15 days' notice.</p>	<p>unchanged</p> <p>4-hour minimum payment when recalled to duty – retained</p> <p>Payment of double time for cancellation of rest day changed from 5 days' notice to 3 days' notice</p>
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 Northern Ireland Civil Service rates in 2014
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 changed
Team recognition awards	Discretion to make bonus payments of £50-100 for unpleasant or demanding tasks extended to whole teams from 2012	Not introduced
Regional allowances	Chief Constable discretion to vary levels of regional allowance payment up to the maximum based on local retention needs (not performance) from 2013	Not applicable