

Police Service of Northern Ireland

Evidence to the

Police Remuneration Review

Body

2023/24 Pay Round

we care we listen we act

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1. INTRODUCTION

1.1 Context

This is the Police Service of Northern Ireland's ninth submission to the Police Remuneration Review Body (PRRB) covering the remuneration of police officers within the Police Service of Northern Ireland ('the Service') for Federated and Superintending ranks and Senior Officers.

In submitting our written evidence to the PRRB, we do so at a point where we now know the profound impact that the challenging budgetary position will have on the shape of policing in Northern Ireland (NI) (section 2.5). With the lack of a functioning NI Executive, and the ongoing NI uncertainly around the Protocol and Windsor Framework (section 3.4), the Service is working on an operating shortfall of £226m over the next three years to stand still (based on a draft three-year budget) (section 3.5).

Coupled with the wider cost of living crisis (section 5.14) and the ability of other public sector / emergency services to take industrial action over pay disputes (section 3.3), there are the unique challenges emanating from continuing political instability (section 3.2) and NI specific factors relating to threat, risk and harm to police officers in Northern Ireland (section 3.7).

Within the wider cost of living crisis and increasing threats, our officers have only just received approval to implement the pay award (paid at the end of February 2023) in alignment with police officer pay in England and Wales (E&W). The impact of the cost of living crisis has seen a significant increase in applications received for Business Interests as officers seek additional income from outside the Service. Pending direction from the Department of Justice, the recommendations on the review of allowances in the March 2022

HeadsTogether Report have not yet been implemented (section 4.2) nor has incremental progression been disaggregated from the pay award to avoid further delays and financial hardship for our officers.

The focus of the Service remains on keeping police officers, police staff and the wider community safe. In March 2022, the threat level was reduced from 'Severe' to 'Substantial' (section 3.6). However, the significant events posing threat, risk and actual harm to officers along with the recent attempted murder of Detective Chief Inspector Caldwell are a stark reminder that the security threat to police officers endures and that the high level of Violent Dissident Republican activity could again rise the threat level to Severe (section 3.7).

A decision to maintain a level of recruitment, rather than a recruitment freeze, would give an establishment figure of 6,699 police officers at 31 March 2023. This in turn will see increases to the workloads of remaining officers as well as generating significant operational policing challenges which are expected to adversely affect service delivery (section 2.6), recruitment (Chapter 5), retention (section 5.2) and police officer morale (section 5.13).

It should not be lost on policy makers that we are an armed service with a substantial terrorist threat to harm or attack our colleagues. We police the UK's only land border with the European Union (EU), and unlike Great Britain colleagues, we cannot easily rely on surges of operational support from neighbouring police services when there are serious, and indeed terrorist incidents. We are a unique Police Service with unique challenges and should be resourced to reflect that.

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¹ https://www.gov.uk/government/news/northern-ireland-security-update

1.2 Our Officers Achievements

Despite the significant challenges facing our organisation and our officers, we continue to provide excellent services to the communities of NI. It is only right therefore that our police officers should be rewarded and remunerated to reflect the commitment, performance and valuable contribution they continue to make, despite the challenging context and untenable delays on pay, as evidenced by the following achievements:

- NI is amongst the safest places in UK;
- We are more Visible, Accessible, Responsive & Community Focused;
- Our threat level has been lowered;
- We have the lowest recorded national security incidents in 50 years;
- Significant organised crime gangs have been dismantled;
- Neighbourhood Hallmarks have been launched;
- Record numbers of drugs have been taken off the streets;
- Our Ambitions have been delivered with regard to:
 - supporting the front line;
 - progress towards a digital Service, and
 - estate, fleet and uniform change.

1.3 Pay Proposals for 2023/24

In December 2022, the Public Sector Pay Policy² for 2022/23 was published advising that:

'Employers should be mindful of legal entitlements of individual staff groups and the established principles in previous years' pay guidance in relation to fairness, giving due regard and consideration as to how awards can be targeted to address low pay and the payment of the Living Wage as calculated annually by the Resolution Foundation and overseen by the Living Wage Commission.'

The Service continues to support the National Police Chiefs' Council (NPCC) collective national position / submission to the PRRB on police officer pay, as outlined below:

- (i) The PRRB should be accountable for a series of recommendations based on detailed data analysis;
- (ii) There should be a substantial police pay award which should be funded by Treasury;
- (iii) The pay award should reflect the unique 'P' Factors of policing.

 For the Police Service of Northern Ireland, there are additional factors, such as:
 - acknowledgement / differentiation of Retail Price Index (RPI) and Consumer Price Inflation (CPI) and the impact on actual take home pay;
 - no right to industrial action;

² https://www.finance-ni.gov.uk/news/public-sector-pay-policy-202223

- the requirement to carry a firearm;
- flexible / agile working arrangements unavailable at point of entry as per other Police Services; and
- payment of travel expenses to police officers is limited in the early stages of their career.

As set out in the Department of Justice's (DoJ) remit letter, attached at Appendix B, the PRRB are asked to conduct an annual review of police officer pay and associated allowances for 2023/24. This will include a formal recommendation on how to apply the police officer pay award for 2023/24 to all ranks including Senior Officers.

Taking into account the evidence presented in this document, the PRRB are also asked to take into consideration the pay proposals stated in Chapter 2.

2. PAY PROPOSALS

2.1 Pay Proposals

Against a stark budgetary backdrop, the Service is proposing the following pay award for 2023/24 for police officers in the Federated and Superintending ranks and Senior Officers, as set out below:

- A significant award funded by Treasury / Department of Finance
 (DoF) to reflect the unique 'P' factors;
- Any pay increase to be in parity with police officers in E&W;
- Incremental pay progression should remain (dependent on a satisfactory performance assessment in the Individual Performance Review) and the ability to implement this as a 'contractual entitlement' should not be tied to the pay award approval process;
- The Competency Related Threshold Payment (CRTP) and any proposals for a replacement allowance should be reviewed in line with the Review of Allowances commissioned by the DoJ;
- Retention of Northern Ireland Transitional Allowance (NITA)
 with a review of NITA;
- Retention of the Dog Handler's Allowance with a review of Dog Handler's Allowance;
- Retention of Motor Vehicle Allowances in line with the Review of Allowances; and
- Retention of On-Call Allowances with a review of On-Call Allowances.

2.2 Pay Parity with England and Wales

The Police Service of Northern Ireland is keen to uphold the principle of parity in pay and allowances with E&W. The continued maintenance of pay parity ensures that the base pay of police officers in NI is not less favourable than our UK counterparts and does not negatively affect attraction, recruitment and retention of the utilisation of mutual aid.

It is essential that pay parity exists with E&W to ensure that police officer pay mirrors that of our counterparts to avoid police officers being discouraged when performing the same tasks at a different rate of pay. The integration of parity with E&W offers the following benefits:

- Shared resources to address operational requirements;
- Interoperability for transferees and mutual aid;
- Underpinning resilience in light of the cumulative impact of recent pay constraints and pension changes;
- The interchange of skills and experience; and
- Uniformity with E&W and adherence to the UK Government's Public Sector Pay Policy.

We ask the PRRB to recognise the need for variation in allowances to reflect exceptional local conditions. This means that the NITA, which is unique to the Service, is an allowance excluded from the parity principle.

2.3 Impact of Lack of Functioning NI Executive

The NI Executive collapsed at midnight on the 3 February 2022, with the resignation of the First Minister Mr Paul Givan. As a result there has been no functioning Executive from 2022/23 to date. It has meant that no financial budget for 2022/23 could be agreed and allocated. As a temporary solution, the Service received a Contingency Planning Envelope, which was an interim funding solution to enable the Service to operate and provide policing across NI.

2.4 Public Sector Pay Policy

In December 2022, the DoF set out the process and guidance for the approval of public sector pay remits in 2022/23³. Key aspects of the Pay Policy included:

- Pay awards must be affordable in the context of each Department's budget settlement as set out in the Secretary of State's NI Budget for 2022/23; and
- Employers should be mindful of legal entitlements of individual staff groups and the established principles in previous years' pay guidance in relation to fairness, giving due regard and consideration as to how awards can be targeted to address low pay and the payment of the Living Wage as calculated annually by the Resolution Foundation and overseen by the Living Wage Commission.

The Service received ministerial approval on 3 February 2023 to implement the 2022/23 pay award and payment was made to officers in their February 2023 salary. We understand and acknowledge the

³ Public Sector Pay Policy - https://www.finance-ni.gov.uk/news/public-sector-pay-policy-202223

dissatisfaction and impact that the timing of this pay award has had on our officers and we continue to work with the DOJ in an effort to improve the pay remit process.

2.5 Budgetary Challenges

At the start of the 2022/23 Financial Year, the Service was expecting a funding shortfall of around £80m. The outlook for the future years is similar with the funding shortfall increasing to over £100m per year. As a result, the Police Service of Northern Ireland is going to shrink over the next three years. By March 2023, there is expected to be 309 fewer police, reducing police officer numbers to 6,699. This is 800 police officers less than the commitment of 7,500 police officers made in the New Decade New Approach Agreement and the lowest police officer numbers since the Police Service of Northern Ireland was formed.

In October 2022, the police officer strength stood at 6,813. This was a 7% decrease on police officer numbers at 31 December 2010 and a 20% decrease compared with 1999⁴. Our reduction comes at a time when E&W are seeing an increase of 20,000. This reduction is occurring when the population in NI is growing with workloads increasing and becoming more complex. Recorded crime is up by 3.7%, 999 calls up by 8.4%, 101 calls are up by 1%, deaths on our roads are at a 6 year high and the number of homicides has risen over the last three years.

While less police officers equates to less policing, the Service continues to seek to protect the core emergency incident response and statutory functions; continues Neighbourhood Policing, protects areas of significant risk such as Public Protection which incorporates domestic abuse, sexual crime and child abuse, whilst understanding

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⁴ Police Service Strength in the UK – report 1 December 2022

the impact upon the welfare and wellbeing of police officers. However, non-emergency 101 incidents will have longer call wait times, attendance times will deteriorate and there will be fewer neighbourhood-policing officers. Caseloads will be higher for all, resulting in slower investigations.

As of early February 2023, the Service is currently projecting a breakeven position at year-end for 2022/23. This has only been possible due to significant in-year budget allocations from the DoJ and an in-year budget cutting exercise to cover the rising fuel and utility prices and the 2022/23 police pay award. As always, due to the current operating environment, the financial outturn is monitored closely.

The Service has completed the DoF 2023/24 budget planning exercise and awaits the outcome. Even with a reduction in police officer numbers for 2023/24, the Service requires an additional £50m funding which, if added to the £57m of savings made previously, would indicate a funding gap of £107m for 2023/24.

The Service has subsequently been tasked by the DoJ to model the impact of further cuts of both 10% and 15% - or over £70m and £100m in additional cuts. Based on the closing allocation for non-ring-fenced resource Departmental Expenditure Limits (DEL) at March 2022 of £781m, this would result in real term cuts to the budget of between £176m (23%) and £206m (26%).

Our aim was to develop a more responsive, visible, accessible and victim focused service that would work collaboratively with key delivery partners to use collective knowledge, expertise and resources to build confidence in policing and protect and support vulnerable people in the community. Due to the dire financial situation, this will no longer be possible and there will be significant changes to the policing services we provide going forward.

The Service cannot reduce its police officer numbers further than what is planned. Officers are not employees and as such, there is no mechanism to make them redundant. The planned reductions to police officer numbers go against our strategic direction of increasing headcount. The New Decade, New Approach (NDNA) deal envisages an end to short term budgeting and a focus on key areas of public concern, including Justice.

The cost of the Police Pay Bill in 2021/22 was £483m. Workforce related costs account for approximately 80% of our total costs and these are difficult to reduce in the short term. Reductions of police officer numbers will inevitably influence a range of competing issues that will necessitate further operating decisions in the months ahead. These include reduced frontline services affecting the most vulnerable in society and forcing the Service towards emergency response only. Furthermore, such an action would detrimentally affect the perceived legitimacy of the Service and consequently our ability to attract under-represented groups to the organisation.

2.6 Affordability of our Pay Proposals for 2021/22

The Contingency Planning Envelope (CPE) for the Service for 2022/23 was in line with the draft budget allocations being modelled before the collapse of the Stormont Assembly. This was reflective of a 2% cut (approx. £14m) with a specific ring-fenced allocation of £14.6m for staffing. Separate funding from HM Treasury for additional security costs and separate funding in relation to Northern Ireland protocol costs saw the Service allocated a CPE for 2022/23 of £760m, which is effectively the same budget the Service received in 2021/22.

As outlined in the resource plan for 2022/23 this CPE will have real consequences on service delivery, resilience and modernisation within the Service with difficult decisions required on how to prioritise

demand and manage risk in the coming years. A funding deficit of £226m over the next 3 years was forecasted at the start of 2022/23.

The war in Ukraine has seen fuel and utility prices soar and remain very volatile. Inflation in the UK was over 10% and this caused the Service to report a £40m pressure at one stage. Additional funding from the DoJ in-year, along with reduced energy prices, and an in-year budget cutting / deferring process have helped the Service report a forecasted breakeven position at the end of the financial year.

Our base pay bill, excluding overtime elements, is anticipated to be £438m for the 2023/24 pay year. While it is unclear how the Government's pay freeze for public sector workers will apply to police officers, the gross cost of pay uplifts are £2.5m for every 1% increase in basic pay. The cost of any pay increases are partially offset each year by a recyclable element with new recruits replacing police officers who are at the top of their pay scale. This will vary depending on recruitment profiles, however it is anticipated that £1.5m of recyclable savings will be provided in the 2022/23 year, if retiring police officers are replaced.

The table below shows the total pay bill costs:

Rank	Total Pay bill Cost £k	Basic Pay £k	Allowances £k	Employer Pension Contributions £k	Employer National Insurance £k
Police Officers	438,319	266,861	41,589	92,478	37,391

Figure 2.1 – Total Pay Bill Costs

2.7 Government Police Funding Settlement for Pay 2023/24

The DoF launched its budget planning exercise for 2023/24 shortly before Christmas 2022. The Service responded to the request and indicated its statutory minimum requirement for 2023/24 was approx. £771.4m. Unfortunately, this is modelled on reducing police officer numbers to 6,433 FTE. It is likely the Service will hear its budget settlement for 2023/24 in mid-March 2023.

2.8 Student Officers Pay

The Service reviewed the starting salary for new recruits, acknowledging that their pay fell well below other Police Services and this was a key factor in the rise in resignations. The Service intended to apply a change to candidates starting salary from the 2021 recruitment campaign, however, this has been deferred due to budgetary pressures and the slowing down of recruitment into the organisation.

In December 2022, the Strategic Management Board agreed to implement the probationary salary to all Student Officers (SO's) appointed or undergoing training from April 2023 to reflect the wider cost of living issues and to reduce the impact of salary as a barrier to recruitment and retention. The increase in pay will only benefit SO's during their training period. Probationary Constables and Constables will remain on their existing pay points, pending any service related increments.

The Service had been awaiting the publication of the 2022 pay award by the DoJ, which was initially anticipated earlier this fiscal year but was delayed due to the lack of a Public Sector Pay Policy. The Public Sector Pay Policy for the current financial year has now been published, which has enabled the uplift to Probationary Officer salaries within the 2022 pay award to be administered.

The Service currently applies the terms of the 2022 pay award to police officers, effective from September 2022. SO's appointed before 1 April 2023 enter at pay point 0 for the duration of their training. This pay award states that following attestation, when a successful SO is appointed as a Probationary Constable, the police officer is appointed to Point 1 of the Constable pay scale.

Pay Point	With effect from	With effect from
	01.09.21	01.09.22
On commencing	£21,441 (a)	£23,343 (a)
service as a PSNI		
trainee (0)		
On commencing	£24,780 (b)	£26,682 (b)
service as a		
Probationary		
Constable (1)		

Figure 2.2 - Pay for SO's & Probationary Constables - 2021/22

All SO's appointed after 1 April 2023 will enter at point 1 and remain at point 1 until they have successfully completed the two-year probationary period. In addition to the above, NITA is also payable. The current rate of NITA with effect from 1 September 2022 is £3,666.

2.9 Northern Ireland Labour Market

The Northern Ireland Statistics and Research Agency (NISRA) provide results of surveys and censuses conducted regarding the NI labour market and social welfare⁵. The NI job market is extremely

⁵ NISRA Economic and Labour Market Statistics - https://www.economy-ni.gov.uk/topics/statistics-and-economic-research/nisra-economic-and-labour-market-statistics-elms

competitive, with the number of vacancies continuing to increase. The latest labour market release shows that payroll employee numbers and earnings have both increased over the year. Results from the Labour Force Survey (LFS) show a statistically significant increase in the employment rate over the quarter and the year to September-November 2022 to 71.3%.

In addition, there were statistically significant decreases in the unemployment rate over the year to 2.8% and economic inactivity rate over the quarter to 26.6%. Despite these changes, the employment rate remains 1.2 percentage points (pps) below the pre-pandemic level recorded in December-February 2020, whilst the unemployment rate remains 0.3pps above the pre-pandemic position and the economic inactivity rate 1.0pps above the pre-pandemic rate.

2.10 Chief Officers' Remuneration

The Police (NI) Act 2000⁶ Section 35 (1) and (2) provides the legislative power for the Northern Ireland Policing Board (NIPB) to appoint senior officers to the ranks of Assistant Chief Constable (ACC), Deputy Chief Constable and Chief Constable as well as civilian Chief Officer equivalents.

Following a recent HeadsTogether Review of Allowances, the NIPB have advised that they are currently seeking further information from HeadsTogether in respect of Chief Officers' Allowances. In order to consider how best to take forward the findings and recommendations in their report.

2.11 Targeted Variable Pay (TVP)

Whilst we are keen to ensure parity in pay and allowances with our E&W counterparts, there are implications for the introduction of

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⁶ Police (NI) Act 2000 section 35

alternative allowances in terms of affordability, organisational need, equal pay, governance and other reviews on allowances commissioned by the DoJ.

Previously the Service had taken the view that any 'hard to fill' posts were being managed under existing arrangements, without having the need to introduce a TVP for this purpose. The hardship experienced during the current 'cost of living' crisis and the recent attacks on our police officers has indicated that resourcing of the Derry City and Strabane Districts is significantly and adversely affected. The Service is be considering methods including that of a targeted payment to attract police officers to this area.

2.12 Pay Progression Standard (PPS)

In the Service, pay progression is not approved unless a police officer has demonstrated satisfactory performance. In comparison to the PPS process, our current approach is more straightforward than the PPS. The Service will continue to keep a watching brief on the PPS delivery in E&W. Once all information from the National Reward Team and the NPCC is available, we will obtain the views of the Police Federation for NI and the Superintendent's Association NI and seek direction on whether or not to proceed with implementation for the Police Service of Northern Ireland.

3. POLICING ENVIRONMENT

3.1 The Policing Environment

Police Reported Crime⁷ in NI has remained relatively steady over the last decade with a slight decrease during the COVID-19 pandemic. During 2021/22, there were 56 recorded crimes per 1,000 population in NI compared with 89 per 1,000 population in E&W.

The distribution of the main types of crime in NI has changed since the start of the Police Reported Crime data series in 1998/99. Decreases in crime have mainly been experienced within property-type offences (robbery, burglary, theft and criminal damage), while offences of violence against the person and sexual offences have shown an upwards trend. An increase in the number of drug offences has influenced the rise in other crimes against society.

In the year ending December 2022, the number of 999 calls received by the Service totalled 198,9948. 77.46% of the calls were answered in under 10 seconds. Further information on 999 calls for the various UK Police Services are available via the footnote link.

3.2 Political Instability

The Service is operating in a time of political instability, where the ongoing absence of a functioning Executive has meant that the latest deadline in January 2023 to restore power sharing in NI has passed. This means that the UK Government assumed a legal duty to call a snap Assembly election in the region within 12 weeks (April 2023). Chris Heaton-Harris, the current Secretary of State, is seeking to

⁷ <u>Trends in Police Recorded Crime in Northern Ireland</u>

^{8 999} Performance Data - published by Police UK

introduce legislation to push this timetable back until 18 January 20249.

Meetings between the UK and the EU over the past two years resulted in the creation of the Windsor Framework targeted at resolving issues that arose from the NI Protocol, potentially moving the political parties closer to the restoration of power sharing in Northern Ireland.

3.3 Strikes and Public Services

The Service continues to monitor the impact on policing from strikes and make appropriate responses to anticipated strike actions across many of our public services. There are opportunities for discussion with our public service partners on the impact of calls for service outside the remit of policing especially following the reduction in police numbers. This includes demands relating to mental health care 10 where provision provided by Social Services or health providers closes at the end of the working day / week and calls immediately switch over to the police. In such instances mental health demand increases significantly. The percentage of calls to the Service in 2022 assessed as being related to mental health / vulnerability was 3.13%.

The absence and reduction of other public services has created additional pressures that directly affect police officers, especially those on the front line. For example, police officers are spending longer periods in hospitals with vulnerable people before hospital staff can relieve them from their duty of care. Police officers are also attending increasing numbers of calls requesting police assistance from the Ambulance Service at around 1,000 calls per month. Approximately 50% of these calls are medical emergencies with

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⁹ BBC – Stormont election deadline delayed by a year

Strategic Review of Policing in England and Wales March 2022 and Public Services Committee Inquiry – Access to Emergency Services

around one third requiring the police to convey a member of the public to a medical facility / emergency department.

It is important to note that police officers have a unique constitutional position and are not employees nor bound by contracts of employment. This constraint means that unlike other public bodies such as the Ambulance / Fire Services, they are unable to strike.

The Service is considering external practice such as the work of Humberside Police and their scheme 'Right Care, Right Person' that received positive comment during a recent HMICFRS report¹¹.

3.4 EU Exit and Windsor Framework

The United Kingdom (UK) left the EU on 31 January 2020 with an agreement on the future security and trading partnership with the EU. This agreement allowed for minimal disruption to the business of policing and engagement with international partners. However, part of this agreement included the NI Protocol, which continues to be the subject of significant community and political discontent.

On 27 February 2023, the UK Prime Minister Rishi Sunak and President of the European Commission Ursula von der Leyen announced a new deal, aimed at fixing post-Brexit problems in Northern Ireland. The Windsor Framework 12 replaces the Northern Ireland Protocol providing a new legal and UK constitutional framework.

The new Windsor Framework delivers free-flowing trade in goods between Great Britain and Northern Ireland by removing any sense of the border in the Irish Sea for goods staying within the UK. These

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¹¹ HMICFRS report

¹² Windsor Framework

goods will travel as normal through a new green lane without red tape or unnecessary checks, with the only checks remaining designed to prevent smuggling or crime.

The protocol, as originally agreed, required Northern Ireland to stay 'dynamically aligned' with EU law in a range of areas including agriculture, the environment, product regulation and VAT. The annexes of the protocol listed over 300 EU acts, and the protocol stated that any changes or amendments to those acts would apply automatically.

The Agreement rewrites the Treaty text with a new Stormont Brake ¹³. The Stormont Brake is a mechanism that gives the Northern Ireland assembly the power to object to changes to EU rules that apply in Northern Ireland. However for the break to be triggered the Northern Ireland Executive must be restored and operational, including with a first minister and deputy first minister in post and the Northern Ireland Assembly must be in regular session.

The political situation in Northern Ireland is still unsettled and whether the new Windsor Framework will resolve the current stalemate remains uncertain. While many parties have welcomed the new framework, senior party figures within the Democratic Unionist Party (DUP) have expressed concern at the agreement and are recommending a vote against the proposals. The DUP, who collapsed powersharing in Northern Ireland in protest at the protocol, have indicated they will come to a collective decision on whether to back the Windsor Framework and return to devolution towards the end of March 2023.

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¹³ Stormont Brake

3.5 COVID-19

In the week ending 28 February 2023, the estimated percentage of people living in private households (those not in care homes or other communal establishments) testing positive for Covid in Northern Ireland was 1.35% in NI (1 in 75 people)¹⁴.

During the same period:

- 2.38% in England (1 in 40 people);
- 2.14% in Wales (1 in 45 people); and
- 2.44% in Scotland (1 in 40 people) had COVID-19

While COVID continues to impact the Service, police officers are more aware of cold / flu symptoms and more likely to work from home, where possible. Currently the Service is seeing higher rates of absences for flu symptoms than previously.

3.6 Northern Ireland Security Situation

The threat level 15 for the UK from international terrorism is set by the Joint Terrorist Analysis Centre (JTAC). MI5 is responsible for setting the threat levels from Irish and domestic terrorism both NI and in Great Britain. Both the National threat level and the Northern Ireland-related threat level are currently at 'substantial'.

The operational tempo of Violent Dissident Republican activity is currently high and there is always the possibility that the threat level could again rise to 'severe'.

¹⁴ Coronavirus (COVID-19) Infections -ONS will pause infection data collection from 24/3/23

¹⁵ Threat level to UK including Northern Ireland

The key Police Recorded Security Situation Statistics¹⁶ for the year 1 March 2022 to 28 February 2023 record that there were:

- 1 security related death, the same number as during the previous 12 months;
- 6 bombing incidents, compared to 4 during the previous 12 months and 36 shooting incidents, compared to 20 in the previous 12 months. There were 7 shooting incidents during February 2020, the greatest number in a month since February 2021;
- 27 casualties of paramilitary style assaults, compared to 36 in the previous 12 months. All 27 casualties were aged 18 years or older:
- 10 casualties of paramilitary style shootings compared to 11 during the previous 12 months. All 10 casualties were aged 18 years or older;
- 116 security related arrests under Section 41 of the Terrorism
 Act 2000, compared to 123 during the previous 12 months; and
- 14 persons were subsequently charged, compared to 18 during the previous 12 months.

3.7 Police Officer Security

Police officers remain vulnerable both on and off duty. The prevailing security situation requires police officers to inspect their cars on a daily basis to check if an Under Vehicle Improvised Explosive Device

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¹⁶ Police Recorded Security Situation Statistics

(UVIED) has been planted under their vehicle. In some instances, police officers have been intimidated out of their homes and have been moved temporarily into emergency accommodation, whilst they source new accommodation at a suitable distance from the area in which the threat arose.

On 17 February 2023, the Service reported that assaults on police had hit a five-year high¹⁷. Assaults with injury had increased year-on-year from 516 for the period April 2018 to March 2019, to 911 for the period April 2021 to March 2022. From April 2022 to the start of February 2023, there have been 923 assault on police. Links to media reports are available in Chapter 7.

Over a three-day period in January 2023, a significant number of police officers sustained injury. Several of the injured police officers required hospital treatment, and a small number needed to take time off work to heal from their injuries. One police officer sustained a serious injury to their hand whilst responding to the initial report of a murder. Police officers had bricks and bottles thrown at them. For one injured police officer, it was his first day on duty and as he and his colleagues were responding to a report of a house fire, they were spat at, verbally abused and kicked.

Police officers frequently step into the unknown, placing their lives at risk, to protect others however, it is not only on-duty that officers are at risk. On 22 February 2023, an off duty officer, Detective Chief Inspector Caldwell, suffered life-changing injuries after being shot several times at a youth centre in Omagh. This attempted murder was committed in front of children attending the various sports groups in the facility that night. Some of those children, including the officer's own son, were helping the officer get sports equipment out of the car at the time of the attack leaving them devastated. In a typed

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¹⁷ https://www.psni.police.uk/latest-news/assaults-police-hit-five-year-high

statement, the New IRA claimed responsibility for the attack ¹⁸. This attempted murder has further distressed the community bring back memories of the 1998 car bombing carried out by the IRA in Omagh that tragically killed 29 people and injured 220 others.

The attack marks an escalation in New IRA activity and officers are now being urged to be more vigilant than at any point recently. The security developments arrive at a difficult time for the Police Service of Northern Ireland, already at its lowest numbers since its formation two decades ago.

Paramilitarism in Northern Ireland in 2023 has many guises. From the terrorism waged by small dissident republican groups like the New IRA, to drug dealing and other criminal enterprises of elements within the UDA, UVF and the INLA. According to the Department of Justice, the problem is estimated to affect between 15-30% of Northern Ireland's population. Fourteen organisations remain outlined under terror legislation¹⁹.

Risks are not only endured by police officers but also their families²⁰. On 6 March 2023, Republican group Arm na Poblachta (ANP) issued a statement to the Irish News:

"We are now looking at the families of PSNI officers as legitimate targets," the ANP statement said. "The PSNI have targeted republican sympathisers, now republicans will target family members of PSNI officers."

This chilling threat came as the hard-line group also claimed that a device left under an off-duty PSNI officer's car in Co Derry had fallen

¹⁸ BBC Northern Ireland – Real IRA claim responsibility for shooting

¹⁹ Proscribed paramilitaries groups under terror legislation

²⁰ BBC Northern Ireland – Dissident republican group warning

off on Sunday. They have also claimed a viable device found in Londonderry in February as theirs.

The negative effect on officer moral following these atrocious attacks cannot be stressed enough. The new generation of young police officers start out with the desire to make a difference, help people, and work with communities. They do not have that instinct for fear or the threat against them that officers who lived through the Troubles have. In experiencing the increase in attacks, they are going to reassess everything it means to be a police officer and the risk to their families. This adds a further barrier in recruitment.

3.8 Use of Force

All police officers in the Service carry personal protection weapons. Firearms are issued to police officers to allow them to protect themselves, their colleagues, families and the public from a terrorist attack. The threat level remains **substantial** meaning that an attack is likely. Police officers are still under threat as seen in recent attacks in Derry / Londonderry and Strabane.

The NIPB's Human Rights Review of the Service's Use of Force²¹ has suggested that as the discharge of weapons is rare this means the Service should consider the issue of firearms as part of its long-term plans. Police officers, due to their human rights training, and professionalism, work extremely hard not to take lives.

At the same time, one of the NIPB recommendations rejected an expanded use of Tasers or Conducted Energy Devices, the opposite of a recommendation by His Majesty's Inspectorate of Constabulary and Fire and Rescue Services. The Inspectorate consider expanding the use of Tasers as a creditable, less lethal tactical option that

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²¹ Northern Ireland Policing Board review <u>Use of Force</u>

affords much better protection to police officers dealing with violent incidents.

3.9 Crime Statistics²²

Statistics on Police Recorded Crime in NI are collated and produced by statisticians seconded to the Service from NISRA.

In the 12 months from 1 February 2022 to 1 January 2023:

- There were 110,009 crimes recorded in Northern Ireland, an increase of 5,276 (5.0%) when compared with the previous 12 months:
- Crime levels in each of the months February 2022 to January 2023 were higher than the previous 12 months, with the exception of October 2022, which was lower than October 2021;
- Higher crime levels were seen in violence against the person, sexual offences, theft offences, robbery and possession of weapons offences; and
- Lower crime levels were seen in burglary, criminal damage and public order offences.

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²² Police Recorded Crime Statistics

4 OVERALL REMUNERATION PACKAGE

4.1 Federated and Superintending Officer Pay Remit 2022-23

On 3 February 2023, the DoJ approved the 2022-23 pay remit for PSNI's Federated and Superintending Ranks. Having considered the report made by the Police Remuneration Review Body, the Department decided to award the following:

- A consolidated increase of £1,900 to all police officer pay points for all ranks;
- A 5% increase applied to the NI Transitional Allowance;
 and,
- A 5% increase to the Dog Handlers' Allowance.

Information on the basic salaries to police officers is available in Appendix C.

4.2 Allowances

HeadsTogether Consulting was appointed by the DoJ to conduct a review of five police officer allowances, as recommended by the PRRB. In March 2022, they provided their report to the Department with the following findings and recommendations. The DoJ confirmed at the beginning of February 2023 that they would be writing to the Service in the near future to provide directions on how to proceed.

When the DoJ instructions are received, there will be consultation and engagement to consider the impact on our workforce before any action can be taken.

The HeadsTogether recommendations are as follows:

- Northern Ireland Transitional Allowance (NITA) should be retained, and paid at its current level, with an ongoing commitment to review this if relevant circumstances in NI change;
- On-Call Allowance On-Call allowance for evenings and weekend days should be maintained at a rate of £20; an enhanced rate of £30 should be payable on 12 July and 17 March to reflect factors that are unique to NI and the rate of £20 should be payable on the remaining six public holidays as there appears to be no justification for an enhanced rate on those days;
- Motor Vehicle Allowance should be retained at its current rates;
- Dog Handlers' Allowance should be retained, subject to annual review by the PRRB; and,
- Competence Related Threshold Payment— a phased approach
 is proposed concerning the removal of CRTP over two years.
 While closing the scheme to new applicants, there would be a
 50% reduction in the payment in the first year, with the
 remaining 50% removed in the second year.

The table below set out the numbers in receipt and cost of current permanent allowances paid to police officers in the Federated and Superintending Ranks as at December 2022.

Allowance	Numbers in receipt of Allowance	Total Cost (including Pensions and ERNI costs) £k
NI Transitional Allowance (NITA)	6,792	26,991
Competency Related Threshold Payment (CRTP)	3,252	5,923
Rent/Housing Allowance	401	1,597
Compensatory Grant	38	81
Inspectors Allowance	23	115

Figure 4.1 Cost of Allowances as at December 2022

Our Chief Officers receive the following allowances:

- NITA;
- Healthcare;
- Rent/Housing Allowance;
- Broadband; and
- Motor Vehicle Allowance (with the exception of the Chief Constable and Deputy Chief Constable).

These allowances do not generally increase in line with the cost of living with the exception of NITA.

4.3 Northern Ireland Transitional Allowance (NITA)

NITA is a special allowance payable to police officers in recognition of the extraordinary circumstances under which they serve in NI. The allowance is taxable and non-pensionable and is paid to all officers up to and including the rank of Chief Constable. There are currently 6,793 police officers in receipt of this allowance.

The continued payment of NITA is sought through this remit to take account of the special challenges faced by our Service and taking into account the continuing Substantial threat level and extraordinary security situation in which our officers continue to serve. The policing environment within NI has not yet normalised and the terrorist threat persists even when an officer is off duty or has left the Service.

On this basis we ask the PRRB to consider the retention of NITA with review should the threat towards police officers in NI change. The allowance is taxable and non-pensionable and has been paid at a rate of £3,666 per year from 1 September 2022.

4.4 On-Call Allowance

On-Call allowance is a non-pensionable allowance paid to police officers who are not on duty but who have been authorised to remain immediately available for duty if required. The allowance provides the Service the flexibility of resourcing to meet its obligations in protecting people and ensuring operational resilience.

The following table charts the periods of On-Call and the cost of On-Call during the last three financial years:

	2020/21		2021/22		2022/23 YTD	
Rank	Units	Cost£	Units	Cost £	Units	Cost£
Chief Inspector	7,516	116,248	3974	80,360	2604	52,540
Chief Superintendent	0	_	753	16,350	309	6,180
Constable	65,187	1,010,924	46001	932,650	27594	558,470
Inspector	18,685	287,363	11733	237,600	6271	126,880
Sergeant	29,819	448,435	19179	388,170	11735	237,090
Superintendent	0	-	3680	74,140	1581	31,830
Grand Total	121,207	1,862,970	85320	1,729,270	50094	1,012,990

Figure 4.2 - Annual On-Call - Periods & Costs

The allowance is payable at two different rates, one for evenings and weekend days; the other for public holidays when there are typically mass gatherings resulting in the likelihood of public disorder and the need for additional resources.

The Service requests the PRRB to consider maintaining On-Call to reflect the factors unique to NI.

4.5 Dog Handler's Allowance

Dog Handler's allowance is a non-pensionable allowance payable to police officers who keep and care for a dog owned by the NIPB at their home. The allowance is provided for the care afforded to the dog during a police officer's Rest Days, Non-Working Days and Public Holidays.

Dog Handlers allowance is provided for within the Police Service of Northern Ireland Regulations 2005. The rate of the allowance is aligned with other police services in E&W and any increase is subsequently amended in the relevant Police Regulations. This rate is lower than both the An Garda Siochana (Euro 2,872) and the NI Prison Service (NIPS) (£4,526). The NIPS allowance covers all costs associated with grooming and care of the dog.

The allowance is paid at a rate of £2,520 per year from 1 September 2022 and equates to an average weekly payment of £48. The Service would request that the PRRB considers retaining this allowance, subject to annual review.

4.6 Competency Related Threshold Payment Scheme (CRTP)

At 31 December 2022, there were 3,252 police officers in receipt of CRTP, down 4.4% on the previous year. CRTP is pensionable and is paid to police officers at a rate of £1,224 per annum. The rate of the allowance has remained unchanged since 2013. The projected base cost of CRTP for this financial year is expected to be the region of £6.1m, based on 3,408 officers. This includes ERNI and Pensions, which approximately adds around 38% on top of the base cost.

The review of police officer allowances that has been commissioned by the DoJ includes a review of CRTP and we wait their direction. The removal of any existing payment or allowance without some form of replacement is likely to impact take home pay at a time of a cost of living crisis. The negative impact to morale is undesirable when demands on policing have increased and the reduction in police officer numbers are placing additional responsibilities on fewer officers.

Consideration of alternative allowances has indicated a significant increase in financial cost to the Service. For example in 2018, it was calculated that introducing an Unsocial Hours Allowance would cost the Service in excess of £13.7m.

4.7 Overtime

The Service is committed to making the best use of all available resources. Consequently, there are occasions when the use of overtime is the most effective and efficient way to ensure that the

right resources are correctly deployed to target prevailing demand and to address local policing issues.

The effect on overtime by the significant reduction in police officer numbers will involve a review of shift patterns and working practices. This would incur additional financial costs as well as impacting the wellbeing of our police officers. Due to financial constraints, overtime budgets have been reduced with operational deployments having to be curtailed to stay within budget this year. The Deputy Chief Constable chairs the Overtime Steering Group to ensure compliance and best use of the budget available

Overtime expenditure from 2017 onwards is shown in the following table:

Financial Year	Expenditure £k
2017-18	40,103
2018-19	37,953
2019-20	37,243
2020-21	33,465
2021-22	34,860
2022-23 YTD	28,259

Figure 4.3 Annual Cost of Overtime - 2017 to Date

The following table shows the total number of pre-detailed overtime hours and the number of casual retention overtime hours for the financial years from 2020/21 to January 2023:

Period	Pre-Detailed Overtime in hours	Casual Retention Overtime in hours
FY 2021/22	1,237,892	30,709
1 April 21 – 09 January 2023	785,182	26,953

Figure 4.4 - Total Number of Pre-detailed Overtime and Casual Retention Hours for 2021/22 and April 22 to 9 Jan 2023

4.8 Rent / Housing Allowance (Replacement Allowance)

At the end of December 2022, there were 401 police officers in receipt of either a rent or a housing allowance at a total cost of £1,597,000 (including ERNI). The number of eligible police officers has decreased by 224 since our last submission. Both rent and housing allowance will gradually phase out as police officers leave the Service. In addition, Student Officers, who joined the Service after 1 September 1994 are not entitled to receive a replacement allowance.

The payment of a transitional rent allowance also attracts a compensatory grant payment every year to take account of the tax paid on the allowance. At the end of December 2022, there were 38 police officers in receipt of a compensatory grant at a cost of £81,000. Since our last submission, there has been a decrease of 26 police officers eligible to receive this allowance.

4.9 Pay Progression - Approval from the DoJ

The Chief Constable met with the Minister emphasising the impact of delaying the pay award. The Minister then invited a business case for a temporary approval of incremental progression and this was submitted to the DoJ in October 2022. The cost was considered affordable as planned for within the agreed Resource Plan.

The business case submitted to the DoJ sought approval to provide incremental pay progression to all eligible police officers (satisfactory performers) from Constable to Chief Superintendent. This was to be based on already agreed pay scales for 2021/22 and was to provide a 1-step pay progression at either the member's date of appointment as a confirmed Constable or their date of promotion for all other ranks.

The incremental business case was overtaken by the implementation of a public sector pay policy and therefore for expediency was covered on the overall pay remit process. The Service would ask the PRRB to consider disaggregating incremental pay from the pay award in the future so that all progression will be managed within the already agreed pay scales.

4.10 Pensions - McCloud position

In 2015, the DoF introduced reforms to public service pensions, meaning most public sector workers were moved into new pension schemes from 1 April 2015. In December 2018, the Court of Appeal in E&W ruled that the 'transitional protection' offered to some members of the judicial' and firefighters' schemes, as part of the reforms, gave rise to unlawful discrimination against younger members in some schemes and would require to be remedied. This also became known as the McCloud Remedy after one of the named litigants.

Changes to the pension legislation is required before scheme members can be moved to reformed schemes. This work is being undertaken by national government.

5 RECRUITMENT, WORKFORCE, AND WELLBEING

5.1 Recruitment Difficulties

Whilst the total number of applicants for our 2021 Student Officer (SO) recruitment campaign was 23% lower than the 2020 campaign (5311 applications compared to 6879), it is acknowledged that there continues to be a significant interest in a career in policing. However, as the external recruitment market within NI remains highly competitive, there is a concern that salary as a barrier for recruitment will become more prevalent, particularly within under-represented groups as highlighted in previous research²³.

5.2 Recruitment and Retention

The current budgetary position of the Service and the associated significant reduction in SO appointments within 2022/23 has had a significant impact on the Service's ability to attract and retain talented candidates within our existing 2020 and 2021 merit pools.

The 'cost of living crisis' has also resulted in salary (and the wider reward package) becoming a primary focus in decision making regarding accepting appointment as a SO, evidenced by the ongoing hits on the 'Salary and Benefits' information pages on the 'Join PSNI' ²⁴website

Ongoing media coverage of recruitment, pay and other related issues undoubtedly continues to have an impact on withdrawals from the recruitment process. To view a selection of media coverage please refer to links in Chapter 7.

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Understanding barriers affecting police officer recruitment
 Join PSNI

5.3 Entry Routes

Section 47 A (1) of the Police (NI) Act 2000 (as inserted by Section 23 of the Police (NI) Act 2003) allows for the Police Service to request derogation for the recruitment of specialist posts:

"...The Board may if requested to do so by the Chief Constable authorise the appointment to the rank of Constable in the Police Service of a specified number of persons — who have a specified Policing skill, but who have not complied with the requirements in paragraphs (a) and (b) of Section 36 (3)"

This derogation has been requested previously to allow for recruitment of Detectives from other Police Services, however has not been considered within the reporting period due to the current budgetary position.

5.4 Leaver forecast

The 12-month attrition rate for the Service stands at 6.4%. This compares favourably with E&W whose leaver rate was 6.0%. Information on the routes which police officers leave the Service is available on the Human Resources Information Dashboard at Appendix D.

The average length of service of those resigning is 5 years. In the current 12 month period resignations (93) make up a total of 21% of leavers (445) overall. This is against 42% in E&W in the year ending 31 March 2022. Attrition rates for the Student Officer's during this period account for between 33% and 50% of the 'Early' Leavers

5.5 Exit interviews

The Service recognises the requirement to seek to understand why individuals choose to leave the organisation, particularly those in the

early stages of their career. As a result, monitoring and reviewing of the exit interview processes has been undertaken. Changes were made in late 2021 to support the capture of meaningful information. Additional changes are currently being explored to further enhance this and achieve higher levels of completion.

The following are the main points from exit interviews with 16 leavers who have less than two years' service at the time of leaving. These interviews have all taken place since October 2021:

- 50% left to take up a new role;
- 12.5% left for health reason;
- 12.5% said they left due to working conditions;
- 56% identified that the role did not match with their expectations;
- 56.25% said they would recommend PSNI as an employer;
- 62.5% identified that they felt there was good job security;
- 69% did not feel that they were appropriately remunerated for the role they performed; and,
- 75% said that they understood the organisation's visions and values.

A case study, carried out in response to concerns raised after a resignation of a Detective Constable, viewed the contents of the police officers Exit Interview form. The police officer spoke of low resourcing levels, harrowing aspects of work and lack of relevant training offered during the restrictions of the COVID 19 pandemic.

Further benchmarking is being undertaken to identify whether high levels of work demand are affecting the 'turnover rate' statistics of the police officers in that area of work.

Based on research undertaken, a new Exit Interview Process will be implemented early 2023 to improve the qualitative data captured. This will take the form of a live interview by Human Resources in addition to the existing written return.

5.6 Student and Probationer Officer Retention

Following a media report²⁵ which suggested that there might be a significant increase in Probationary Officer (PO) resignations over the past 10 years, research was undertaken to identify if this was supported by data, what the attrition rate was and to examine and consider the factors leading to these resignations.

For this research, the term 'Attrition Rate' referred to the number of police officers recruited into the organisation set against the number of Probationary Officers and Student Officers who resign each financial year.

Statistics from the research showed that a high level of those who resigned over the past ten years, did so before they complete their Foundation Training course. Attrition rates for the two police services increased in the financial period 2021 to November 2022, with Thames Valley Police and Lancashire Police having higher attrition rates at 18% and 15% respectively, compared to the 12% of the Police Service of Northern Ireland.

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²⁵ Police officer resignations have risen by 72% in the last year – we asked former officers why (theconversation.com)

5.7 Workforce Establishment

The Workforce Model, also referred to as the Human Resources Distribution Plan (HRDP), defines the allocation of police officers and police staff across the Service. This is the means by which non-pay budgets are set and distributed in the devolved environment and identifies the focus for necessary actions to manage the allocation of resources. The Model is based on maintaining a police officer operational capacity against a target figure of 6,459 for the financial year 2023 /2024.

The New Decade New Approach²⁶ agreement committed the NI Executive to increasing the police officer establishment to 7,500. This figure was first identified in the Patten Report²⁷ of 1999, which proposed one officer per 220 head of population. The 2021 Census of Northern Ireland²⁸ recorded the NI population at 1,903,175. This equates to 8,651 officers and is well above the current establishment figures.

In 31 December 2022, there were 6,772 Full Time Equivalent police officers in the Service. This is a decrease of 3.4% (232 police officers) on the previous year compared to E&W who had an increase of $2.0\%^{29}$ on the previous year.

The table below provides a breakdown of the Police establishment by rank:

²⁶ New Decade New Approach

²⁷ Patton Report

²⁹ Police workforce Statistics, England and Wales, 31 March 2022

PNSI Establishment (FTE)	as at 31 Dec	ember 2022					
Rank	2021	2022	Percentage Change %				
Chief Constable	1	1	-				
Deputy Chief Constable	1	1	-				
Assistant Chief Constable	5	4	-20%				
Chief Superintendent	18	19	+5%				
Superintendent	53	53	_				
Chief Inspector	100	94	-6%				
Inspector	352	348.5	-1%				
Sergeant	1,030	1,015.75	-1%				
Constable / Student Officer	5,549	5,339.75	-4%				
Total	7,108	6,876	-3%				

Figure 5.1 - PSNI Police Establishment by Rank

5.8 Gender Profile

There were 2,148 female police officers in the Service as at 31 December 2022 making up 31.5% of police officers. This is up slightly compared with 2021 and just under the proportion of female police officers in E&W (33.5%).

5.9 Age Profile

As at 31 December 2022, over half (50.3%) of all police officers were aged 40 or under, with 5.4% of all police officers identified as aged 25 and under.

The table below provides a breakdown of the Police age profile by rank as at 31 December 2022:

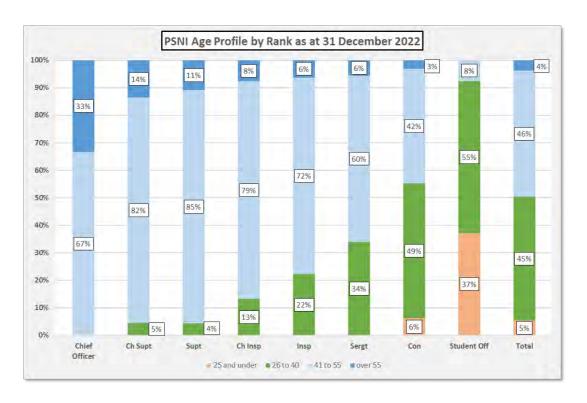


Figure 5.2 - Age Profile by Rank as at 31 December 2022

5.10 Service Profile

As at 31 December 2022, the majority (66%) of all police officers had under 20 years' service. In comparison, 80% of the workforce in E&W had under 20 years' service at 31 March 2022. A table of the length of service by substantive rank is available on the Human Resources Information Dashboard at Appendix D. A comparison of service over three years is available below.

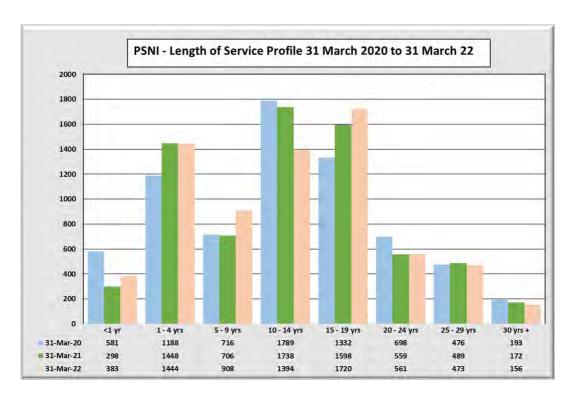


Figure 5.3 - Length of Service Profile

5.11 Recruitment Profile

194 Student Officers joined the Service in the year ending 31 December 2022, a decrease of 47% on the previous year. In comparison, E&W saw an increase of 5.5% on the previous year. Constraints from the Services budget meant that the number of Student Officers recruited was reduced. The total number of police officers who attested from the PSNI Police College in recent years is as follows:

- 2020 482
- 2021 273
- 2022 284

Further information on the routes by which police officers join the Service is available on the Human Resources Information Dashboard at Appendix D.

5.12 Police Officers leaving the Service

The 12-month attrition rate for the Service stands at 6.4%. This compares favourably in comparison with E&W whose leaver rate was 6.0%. Further information on the routes which police officers leave the Service is available on the Human Resources Information Dashboard at Appendix D.

5.13 Morale and Wellbeing Survey

The Service recognises that effective employee engagement, welfare and wellbeing are always important. However, it is even more so, given the current challenges faced by policing and the impact on frontline police officers. In an effort to enhance our internal engagement, ACC Bobby Singleton commissioned a survey (delivered in November – December 2022) in order to hear the thoughts, views and ideas of all police officers and police staff working within Local Policing within the Service. The focus was in relation to; wellbeing, the cost of living crisis, visible leadership, engagement, and to ensure that sufficient measures and support are in place for police officers and police staff in connection with these areas.

The survey had a 46% response rate within the department. These responses will help us understand how we can best support police officers in their roles and are assisting with the development of a bespoke action plan for Local Policing in relation to wellbeing, visible leadership and engagement.

5.14 Cost of Living

A Cost of Living Gold Group, chaired by the Deputy Chief Constable and the Chief Operating Officer, has been established to find some solutions to the pressures many of officers are facing. Whilst the Service is working to provide assistance within the organisation, there

are of course limits to what we can do, mindful of the financial and taxation frameworks we are bound by.

As indicated in Section 5.13, the Local Policing Survey contained a specific section in relation to the impact of the Cost of Living Crisis. In recognition of the severity of the situation for many police officers the analysis of the findings from this section were prioritised and high level findings were presented to the Cost of Living Gold group on 19th December 2022, and a video update provided to the Service on 23rd December. 95% of respondents reported that they were very concerned or fairly concerned, about the cost of living crisis.

The item that was most concerning the respondents was the cost of vehicle fuel (86%). It is important to note that as indicated in Section 1.3 payment of travel expenses to police officers is limited in the early stages of their careers. Probationer Officers in particular can often find themselves having to travel quite significant distances to get to their place of work, and this additional expense has resulted in significant financial pressures for some officers — which has only been compounded by the increase in fuel prices experienced last year.

Other specific area of concerns were household bills (82%) including utilities, food, and childcare costs, covering mortgage / rent payments (61%), and incurring debt (51%). Other issues identified within this area of the survey were pay, shift patterns and overtime allocation.

On an overwhelmingly consistent basis throughout the survey, respondents indicated the significant impact that the absence of a pay rise, and in particular the delay in the payment of incremental salary points, had on the ability of officers to pay their bills. Many of these other bills were rising significantly (especially the likes of

fuel, childcare and mortgage costs), yet they had no corresponding pay rise, and the pressure had been heightened by the delay in the receipt of incremental salary points. There have also been indications that some respondents were considering, or indeed had taken on second jobs to assist with making ends meet.

It is worth noting that Officers are required to register with the Service any Business Interests; these include multiple areas such as charity work, property investments, driving/delivery, sales etc. While the number of Business Interest applications received remained steady between 2017 and 2021, there was a dramatic increase in 2022 as shown in the following graph.

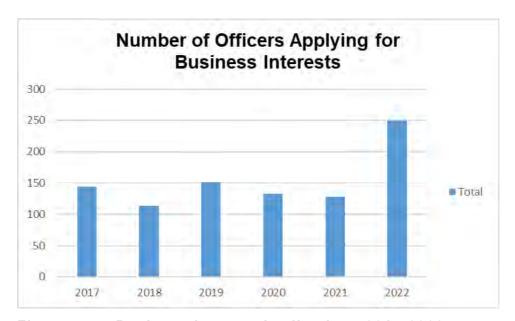


Figure 5.4 – Business Interest Applications 2017-2022

It was also evident in survey responses that the absence of a suitable pay rise which was fully reflective of:

- inflation;
- the role and responsibilities of a police officer;
- what they are being asked to do on a daily basis;

and the level of risk that they face,

was not only negatively impacting on morale within the Service, but causing many to reconsider their choice of career and potentially look for alternative employment.

A copy of the findings from the Cost of Living Section of the Survey was presented to PRRB during the visit to PSNI on 1 February 2023.

5.15 Sickness Levels 2022/23

The following table provides data relating to police officers' sickness levels during the month of December 2022 and during the period April to December 2022:

					P	olic	e O	ffice	ers											
Average Working Days Lost (AWDL) Financial Year to Date	(ba	Service Bands (based on Date of Appointment held on SAP HRMS)										Percentage of Sick Absence (Length of Period in Days)								
	0 to 4	5 to 9	10 to 14	15 to 19	20 to 24	25 to 29	30 to 34	35 to 39	40+	1 to 7	8 to 28	29 to 89	90 to 182	more than 182	Short & Medium Term - less than 29	Long term -more than 28				
	6.68	6.97	11.33	13.05	14.44	25.38	15.95	9.25	2.64											
		AWDL (% change on Previous Year)										1.59								
						AW	1.72													
Sickness Absence							25 (38%)													
in December 2022		Eligible to be on 1/2 pay - on extended full pay										41 (62%)								
	Off pay (sick) 3 (8%)																			
	Eligible to be off pay - on extended full pay												37	(93%)						
Sickness Absence		Projected AWDL (% variance on target)											16.90		+5	1%				
in Current Financial		Target AWDL										11.20								
		Num	ber Sic	k on av	erage p	er day	FYTD (a	abstracti	ion rate)				519	(8%)						
Year						An	nual C	ost pro	jected			1 1	£32.80r	n						

Figure 5.5 - Sickness levels

The target Average Working Days Lost (AWDL) for police officers for 2022-23 is 11.20 and with the projected annual figure now 16.9, this is 51% above the target for police officers.

During the period April to December 2022, there were 5,530 absence occurrences linked to police officers which is a 13% rise on the 4,893 occurrences during the same period in the previous year. This equates to 3,965 police officers who availed of a period of sickness absence in this period. This is a 11.6% increase on the Previous Financial Year To Date (PFYTD) figure, which shows that 3,552 police officers were sick during the same period.

The rise is primarily linked to the 1,894 confirmed COVID-19 cases reported by police officers in comparison to the 1,207 cases recorded in the PFYTD. This is a rise of 56.9% and 687 cases which accounts for the total increase in overall absences for police officers.

During 2022-23, long-term absences (183 days or more) have reduced by 18.6% from 253 in 2021-22 to 206. Short-term absences (28 days or less) increased by 14.5% from 3,674 to 4,205 in the same period with 1,805 (42.9%) of these COVID-19 related.

There is a financial implication to the rise in sickness absence with an annual projected cost of £32.8 million this FYTD for police officers, which is a rise of £10.59 million (+47.7%) from December 2019 (pre-COVID).

The graph below refers to absence occurrences by police officer rank:

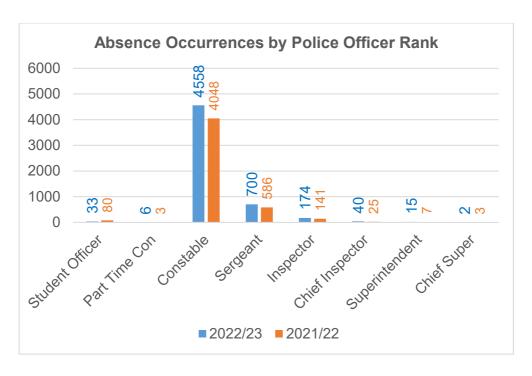


Figure 5.6 – Absences Occurrences by Police Officer Rank

5.16 Impact of COVID-19 on Absences

In the current 2022-23 financial year, there were been 1,894 confirmed COVID-19 absences with 58 symptomatic, three ongoing symptomatic and 15 post COVID-19 cases among police officers. In comparison, there were 1,207 confirmed cases, 113 symptomatic cases, six ongoing symptomatic and six post COVID-19 during the same period of 2021/22.

Conditions such as respiratory (+55%) and digestive disorders (+23.6%) have primarily risen because of the government's lifting of restrictions (mask wearing, social distancing etc.) from year to year. Lockdown meant people were not in contact with others and this alongside improved hygiene (increased handwashing) meant these types of conditions decreased significantly. As these restrictions eased and social interactions increased, so has the potential spread of these transmittable disorders.

Aside from the rise in COVID-19 related absences, pre-COVID absences have risen in comparison to 2021-22 as restrictions were eased in early 2022 and society normalised. This is in contrast to early 2021-22, in which society as a whole could not interact as freely which significantly reduced the spread of digestive disorders, colds and influenza. Many people worked from home, which may have been a contributing factor in the reduction of psychological absences during that period.

Offers of testing are no longer available to the DoJ although police officers may have arranged testing through the NHS system but these stats are unknown and Op Talla reporting concluded in the weeks running up to Christmas 2022.

5.17 Strategies on Absenteeism

The Attendance Management Group (AMG) has been reformed and recommenced quarterly meetings on the 1 December 2022 with ACO People & Organisational Development, as Chair. The AMG will report to the People and Culture Board bi-annually on the work of the group.

There is recognition that significant progress is required to reduce sickness absence across the organisation for the following reasons:

- In light of the current financial pressures;
- The implications this poses on Resource Allocation (RAM);
- There remains a high number of duty adjustments and in particular those on permanent restrictions;
- Demand on Occupational Health & Wellbeing OHW is increasing against the backdrop of a finite resource;

- The rising number of absences is increasing the demand imposed upon line managers; and
- There is an inconsistency in approach to managing sickness absence.

The AMG is a multi-disciplinary forum that brings together representatives from across a wide range of areas who direct the organisation in respect of the following:

- Creating healthy and resilient mind-sets / behaviours;
- Ensure there is the provision for suitable and practical frameworks for duty adjustments and reasonable adjustments;
- Having best practice Standard Operating Procedures (SOP)
 alongside the capability for consistent implementation;
- Creating an engaging workplace environment and culture that drives attendance:
- Routine use of data to drive improvements across the organisation;
- Sharing best practice, and;
- Visible leadership and advocacy for all of the above.

The group has provisionally identified six key work streams, which will require separate documenting alongside broad Terms of Reference with a working group membership and time frame for delivery. The identified work streams include:

- A framework and action plan for duty and reasonable adjustments;
- The creation of healthy workplaces this may overlap with the Stronger Together community of practice and Cost of Living Gold group and so may be partly attended by the AMG;
- Standard Operating Policy including specific need to ensure these are benchmarked and designed against external best practice policy and review. These should include details, practical guidance and FAQ;
- Developing line manager capability in attendance management
 this links to work within the college and the first line manager programme;
- A means of capturing and sharing best practice from inside the Police Service of Northern Ireland and externally; and
- Streamlining and reducing the number of reports whilst making these data specific to roles, e.g. a line manager's needs, head of Department needs, ACC needs etc. This should also oversee recommendations on future measurements and targets.

6 WORKFORCE REFORM

6.1 Trauma Resistance

Wellness Recovery Action Plans (WRAP®) were developed as a self-designed prevention and wellness process to help adults suffering from mental health adversity to better manage their wellbeing (Copeland, 1997).

A study by Sherwood (2021) suggests that in NI as many as:

- 34% of police employees may be suffering symptoms consistent with a diagnosable anxiety disorder;
- 36% may be on or above the clinical cut off for a diagnosis of depression; and,
- 22% may have symptoms consistent with a diagnosis of Post-Traumatic Stress Disorder (PTSD).

Given the high levels of psychological injury within the Service, in addition to the potentially limited levels of training and awareness on the negative impacts of work related trauma, and how working within the police can shape one's psychological wellbeing, the Service and OHW Mental Health Service drew upon the concept of the WRAP. The aim of the WRAP is to create a more specific and useful tool that could assist police to better manage their own psychological wellbeing.

This led to the development of a Wellbeing & Trauma Resilience Plan (WTRP) which is a self-guided psychoeducational tool co-created by police officers and police staff. The tool helps individuals more readily consider the potential impact of their policing role, and exposure to work related trauma, their psychological wellbeing and

the actions they can take to be more mentally resilient in the line of duty.

In considering the significant impact that psychological injury can have, the ongoing effects of work related trauma and more recent concerns around the cost of living crisis, it is perhaps even more relevant to consider how the Service can support all personnel to promote psychological health.

6.2 Professional Development Review (PDR)

In 2022, the Professional Development Review replaced the IPR system as the Service's platform for managing individual performance and development. It embraces the College of Policing PDR principles:



6.3 2023 Cultural Audit

The People Strategy 2020 - 2025 defines the need for an organisational culture that fosters a living organisation, where

everyone works together as one team and care for those being served and each other, was recognised.

During the initial phase in 2023/24, the Cultural Audit project team will run focus groups to identify behaviour descriptors. Using these outputs a survey will be issued, the results of which will provide a cultural baseline and highlight priority areas embedding the values into the culture through support and initiatives at team leader level. Inspiring Change have been contracted to assist with the designing and delivering the Cultural Audit surveys.

6.4 PSNI Platinum Jubilee Medal

In 2022, a medal was presented to police officers and a coin to police staff to mark the Platinum Jubilee accession to the throne of the Queen on 6 February 1952. The awards are a token of the nation's thanks to those who diligently serve the public. They are being presented to members of the armed forces and emergency services in the UK.

Police officers have previously received medals to mark the Silver, Golden and Diamond jubilee years. The Department of Digital, Culture, Media and Sport have set the criteria for the Platinum Jubilee medal, with approval of the former HRM Queen.

This is the first time a jubilee award has been made to police staff. The Service was paramount in the decision to award the Platinum Jubilee coin to police staff members across the UK. This is as a direct result of HR making a strong case for equivalent recognition.

7 DATA PROVISION

7.1 PSNI Statistics

The Service is listed in the Official Statistics Order 2009 as a producer of official statistics and is therefore subject to the <u>Statistics & Registration Act 2007</u>. <u>Official statistics</u> produced include key topics such as Crime, Anti-social Behaviour, Domestic Abuse and Hate Motivation.

7.2 Security Situation Statistics

The Service's <u>Security Statistics</u> are the main source of official information on trends in statistics relating to the security situation throughout the Troubles and up to the present day. These statistics report the number of security related deaths, bombing incidents, casualties of paramilitary style incidents and security related arrests.

7.3 Workforce Composition

A <u>workforce representation</u> of the community served is published on the Services external website providing a breakdown of police officers and Police Staff by community background, gender and ethnicity.

7.4 Organisational Chart

The Services organisational portfolios structural chart is available here.

7.5 Strength of Service

The actual strength figures (Full Time Equivalent – FTE) is available here.

7.6 Profiles of Senior Officers and Senior Police Staff

Profiles of the Service's Service Executive Senior Team, including roles and responsibilities are available here.

7.7 Service Strategies

The Service is committed to providing a service that cares, listens and acts in collaboration with the public, staff and partners. Our mission is to keep people safe by providing a visible, accessible, responsive, community-focused police service. Various <u>strategies</u> including Neighbourhood Policing, Serious and Organised Crime, Digital and People Strategies, set out how we work with local communities, partners and within the Service to achieve that mission.

7.8 The Hallmarks of Neighbourhood

The Hallmarks of Neighbourhood Policing define the Services approach to neighbourhood policing. There are eight Neighbourhood Policing Hallmarks, details of which are available here.

7.9 NIPB Policing Plan 2020-2025 and Annual Performance Plan 2022/23

The NIPB publish a <u>Policing Plan 2020-2025 and Annual Performance</u> <u>Plan 2022/23</u>. The Policing Plan states the Boards outcomes for policing: a safe community, confidence in policing, and engaged and supportive communities. The Annual Performance Plan sets out the indicators and measure the Board use to assess the Services progress against the outcomes set.

7.10 Chief Constable monthly reports to the NIPB

In December, the Chief Constable's final <u>Accountability Report to the NIPB</u> for 2022 was published. This provided a Finance and Resource

Update as well as key performance data and information on how the Service has met the outcomes of their work.

The <u>February 2023 Accountability Report</u> provides an update to the NIPB on Finance and Resource, Safe Community, Confidence in Policing and Engaging and Supportive Communities.

Accountability reports from February 2021 onwards are available on the Services external website.

7.11 Chief Constable Annual Statement

The Chief Constable's <u>Annual Reports</u> are available to view on the Services external website.

7.12 Northern Ireland Statistics and Research Agency

NISRA provides statistical information on various aspects of Northern Ireland including the <u>Labour Market</u>, the <u>Economy</u> and <u>Crime and Justice</u>.

7.13 Northern Ireland Affairs Committee

This Commons Select Committee examines the expenditure, administration and policy of the NIO and its associated public bodies. Their current inquiries include Their current inquiries include The Effect of Paramilitary Activity and Organised Crime on the society of Northern Ireland, Brexit and the Northern Ireland Protocol and The Effectiveness of the Belfast/Good Friday Agreement.

7.14 Police Beat

Police Beat is the news magazine of the Police Federation for Northern Ireland. The <u>January 2023</u> issue relates specifically to the cost of living crisis and its impact on police officers.

7.15 Human Rights Annual Report and Use of Force

The 15th <u>Human Rights Annual Report</u> was a report by the NIPB on how the police meet human rights responsibilities. A human rights review by the NIPB on the Services <u>Use of Force</u> was also published. Both contain findings and recommendations.

7.15 Media coverage

Reduced budget:

PSNI chief Simon Byrne warns budget cuts will hit officer numbers - BBC News https://www.bbc.co.uk/programmes/p0dz8q9f

DUP MP Ian Paisley has claimed policing in Northern Ireland is being asked to be done "on a shoestring budget." The North Antrim MP also highlighted the issue of low pay among new recruits, with a growing number of officers taking on second jobs

Student Officer starting salary: PSNI to look at improving pay for new police recruits - BBC News

The Police Federation has welcomed a belated pay award but said junior officers will continue to walk away from the PSNI unless a "backwards trend" is properly addressed.

Increase in Probationary leavers: <u>PSNI salary to blame for doubled</u> resignations, <u>UUP's Mike Nesbitt claims: 'Would you risk your life for £21,000?'</u> | BelfastTelegraph.co.uk

Current security threat and attacks on police officers: Strabane bomb attack: Police say device was 'a viable explosive' - BBC News Assaults on 43 police officers in seven days, says PSNI chief constable - BBC News

Current high profile cases of misogyny within policing: The Met has a culture of misogyny — to fix this, police must first admit it | Financial Times (ft.com) Met Police: Misogyny, racism, bullying, sex harassment discovered - BBC News



Assistant Chief Officer People & Organisational Development Police Headquarters 65 Knock Road Belfast BT5 6LE

> Our Ref: PRRB23/24 Your Ref:

Mr Mark Goodfellow Castle Buildings Block A Stormont Estate BELFAST BT4 3SG

24 January 2023

Dear Mr Goodfellow

RE: Police Remuneration Review Body – Input to Annual Remit Letter for 2023/24

I am writing to you regarding areas, which the Police Service of Northern Ireland would wish to see included in the Minister's submission to the Police Remuneration Review Body (PRRB) in respect of the 2023/24 pay remit year.

The Police Service of Northern Ireland's Service Executive Team has agreed that the following pay issues should to be put forward for ministerial consideration:

- a) A significant award funded by Treasury / Department of Finance to reflect the unique 'P' factors:
- b) Any pay increase to be in parity with Police Officers in England and Wales;
- Incremental pay progression should remain (which is dependent on a satisfactory performance assessment in the Individual Performance Review) and the ability to implement this as a 'contractual entitlement' not tied to the pay award approval process;
- d) The Competency Related Threshold Scheme and any proposals for a replacement allowance should be reviewed in line with the Review of Allowances commissioned by the DoJ;

Report online. Call 101. In an emergency call 999



- e) Retention of NITA with a review of NITA;
- f) Retention of the Dog Handler's Allowance with a review of Dog Handler's Allowance;
- g) Retention of Motor Vehicle Allowances in line with the Review of Allowances; and
- h) Retention of On-Call Allowances with a review of On-Call Allowances.

Yours sincerely,

Ollere Onfledd

Clare Duffield
Assistant Chief Officer

Report online, Call 101. In an emergency call 999

we care we listen we act



email: richard.pengelly@justice-ni.gov.uk

Rm B5.10, Castle Buildings

Stormont Estate BELFAST BT4 3SG Tel: 028 9052 2992

FROM THE PERMANENT SECRETARY RICHARD PENGELLY CB

via email: gabrielle.kann@beis.gov.uk

Zoë Billingham

Chair

Police Remuneration Review Body

Office of Manpower Economics

3rd Floor, Windsor House

50 Victoria Street

LONDON

SW1H 0TL

3 February 2023

Dear Zoë

POLICE REMUNERATION REVIEW BODY REMIT FOR 2023/24

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

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

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

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

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

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

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

- How to apply the pay award for 2023/24 for police officers in the PSNI.
- Consideration of the regular elements of the Northern Ireland Transitional Allowance (NITA) and the Dog Handlers' Allowance.

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

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

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

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

Yours sincerely

RICHARD PENGELLY CB

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

Strength of Police Service and Salary as at 1 February 2023

Rank	Full-time equivalent	Salary (Minimum) £	Salary (maximum) £
Trainee*	65	23,343	23,343
Constable	5087	20,000	43,032
Constable PT	197	26,682	
Sergeants	1047	45,867	48,129
Inspectors	364	54,600	59,064
Chief Inspectors	93	60,234	62,634
Superintendents	53	72,075	84,783
Chief Superintendents	20	88,872	93,651
Assistant Chief Constables	4	105,600	119,220
Deputy Chief Constables	1	177,117	177,177
Chief Constables	1	217,992	217,992

• Student starting salary until April 2023.

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