



# **WRITTEN SUBMISSION TO THE SENIOR SALARIES REVIEW BODY**

**NOVEMBER 2016**

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## **1. INTRODUCTION**

The Northern Ireland Policing Board (The Board) came into existence on 4 November 2001 by legislative authority of the Police (NI) Act 2000, as amended by the Police (NI) Act 2003.

The Board is a Non Departmental Public Body comprising 10 Members nominated from among members of the Northern Ireland Assembly and 9 Independent Members appointed by the Minister of Justice.

The General functions of the Board include the maintenance of the Police; contributing to police service effectiveness, efficiency, partnership working and good practice; and holding the Chief Constable to account for his and the functions of the Police Service as it seeks to build a safe, confident and peaceful Northern Ireland through preventing crime, detecting offenders and protecting the most vulnerable in our society.

In addition the Board has the responsibility to appoint the Chief Constable of the PSNI subject to the approval of the Minister of Justice and the other senior officers (Deputy Chief Constable, Assistant Chief Constables and Civilian Directors) subject to the approval of the Minister of Justice and after consultation with the Chief Constable (as appropriate).

## **2. BOARD PRIORITIES**

Policing is an issue of significant public interest to communities in Northern Ireland and as the body responsible for police oversight and accountability, the Board seeks to represent public views on policing issues and relay community concerns to the PSNI.

Section 25(1) of the Police (Northern Ireland) Act 2000 provides for the Board to determine the objectives for the policing of Northern Ireland and to comply with its statutory duty, during 2016, the Board developed in partnership with PSNI a number of new Strategic Outcomes for Policing outlining what we collectively believe needs

to be achieved by 2020. The Board had taken a wide range of community views and experiences of policing into account as part of this process including a wide range of research and evidence as well as the following documents: The NI Executive Programme for Government; The Minister of Justice's long term Policing Objectives; The Programme for Justice; The views of local people and representative groups obtained from the Board's Policing Priorities Consultation; The Board's Equality Impact Assessment of the 2015-16 Policing Plan; The PSNI strategic assessment of threat, risk and harm; and the financial and other resources available for policing.

Five overarching strategic themes for Policing have been identified:

Overarching Theme 1: Communication and engagement;

Overarching Theme 2: Protection of people and communities;

Overarching Theme 3: Reduction in offending;

Overarching Theme 4: More efficient and effective delivery of justice; and

Overarching Theme 5: More efficient and effective policing.

These are the areas which will have an impact on successfully delivering the long term outcomes for policing and which have been incorporated into the themes in the Policing Plan to reflect the language of Policing with the Community which is the bedrock of how PSNI deliver their service.

Linked to the Strategic themes are a number of associated Outcomes:

Strategic Outcome 1.1: Increasing trust and confidence in policing.

Strategic Outcome 1.2: Ensuring the PSNI engages with communities to improve understanding of the impact of policing decisions and involve communities wherever possible in those decisions.

Strategic Outcome 2.1: Reducing harm caused by crime and anti-social behaviour with a focus on protecting the most vulnerable.

Strategic Outcome 2.2: Protecting and supporting repeat victims.

Strategic Outcome 2.3: Keeping people safe on the roads.

Strategic Outcome 3.1: Working in partnership to identify and intervene with priority offenders.

Strategic Outcome 3.2: Working in partnership to address serious and organised crime.

Strategic Outcome 3.3: Working in partnership to address paramilitary activity.

Strategic Outcome 4.1: Delivering significant improvement in the quality of files and disclosure to the Public Prosecution Service.

Strategic Outcome 4.2: Achieving an effective partnership with the Public Prosecution Service and other key partners in the Criminal Justice System in order to deliver an effective professional service which strives for positive outcomes for victims.

Strategic Outcome 5.1: Providing an efficient, effective police service focused on protecting frontline services and continually improving and responding to need.

Strategic Outcome 5.2: Demonstrating the best use of resources for the PSNI.

Focusing on these tasks the Board:

- monitors the Annual Policing Plan, which sets the performance indicators and targets for an effective and efficient police service;
- monitors police performance in delivering key strategies – including the PSNI People Strategy; the PSNI Training & Development Strategy & Business Plan; the PSNI Equality, Diversity & Good Relations Strategy; Finance; Information and Communication Systems; the Police Estate; and the PSNI Policing with the Community Strategy;
- monitors the compliance of the police with the Human Rights Act;
- takes oversight of complaints and disciplinary proceedings against the PSNI;
- negotiates the annual budget for policing and scrutinises PSNI and Board expenditure;

- assesses the level of public satisfaction with the performance of the police and improving the performance of and assessing public satisfaction with Policing & Community Safety Partnerships (PCSPs);
- works in partnership with PCSPs and other stakeholders to make arrangements to gain the co-operation of the public with the police in preventing crime;
- fosters the development of partnership arrangements with the community, police, police staff associations, trade unions, central and local government, other accountability bodies and voluntary agencies; and
- ensures arrangements are in place to secure continuous improvement for the PSNI and the Board.

### **3. SENIOR SALARIES REVIEW BODY**

The Police Service of Northern Ireland Regulations 2005 provides the statutory legislation for the remuneration of Senior Police Officers to be determined by the Minister of Justice. For over 30 years it was the Police Negotiating Board (PNB) that provided the national negotiation forum on the pay and conditions of service for the police service in the United Kingdom. The PNB's role was to help the police and their employers to reach a consensus on these matters and to recommend the resultant agreements to the Home Secretary and the Scottish and Northern Ireland Ministers. It was then for the NI Minister of Justice to act upon the outcome of such negotiations.

With the Winsor Review and the passing of the Anti-social Behaviour, Crime and Policing Act 2014 responsibility for pay and conditions of service for senior police officers moved to the Senior Salaries Review Body. It has been noted that the SSRB operates in a different way to the PNB and formulates independent pay recommendations and submits them to the Minister of Justice after hearing evidence from each of the Parties. The Board has welcomed the Minister of Justice's invitation to provide evidence and also the SSRB's invitation to submit evidence to the SSRB along with the PSNI and the Chief Police Officers Staff Association (CPOSA).

#### **4. MINISTER OF JUSTICE'S REMIT TO SSRB 2017/18**

The Minister of Justice in her remit letter to the Chair of the SSRB requested that in terms of 2017/2018 pay she would welcome the views of the Review Body on:

- The application of any pay award for senior police officers, within the guidelines set by Treasury;
- Whether any increase should be applied to the Northern Ireland Transitional Allowance; and
- Initial thoughts in respect of including the PSNI in the wider review of senior officers' pay to be carried out for England and Wales.

The Minister of Justice also intimates his keenness to ensure that the application of any award does not hinder the ability of senior officers to enter and leave PSNI and that pay and allowances are not a barrier to appointment at the most senior ranks.

Finally the Remit letter notes that in future consideration will also have to be given to the ongoing reforms being taken forward in the College of Policing to ascertain what, if any impact any further development might have on policing in Northern Ireland, particularly in light of the leadership review.

#### **5. POLICE SERVICE OF NORTHERN IRELAND**

The PSNI has highlighted to the Board a number of potential risks and uncertainties which it believes could have a material impact on its long-term performance.

Events over the past period, including attacks on Police Officers, the need for a continued policing presence at interface areas and commitment to large scale events against a backdrop of reduced police numbers, only emphasise the ongoing security threat and associated demands on police resources.

The Board agrees with the PSNI that Policing in Northern Ireland is both exceptional and unique. Therefore, what would be considered 'critical' in any other UK policing

jurisdiction is both normal and ongoing business for the PSNI and the context against which all policing activity and relationships are delivered. The 'SEVERE' threat has significant resource and financial consequences for policing, not least in terms of protective infrastructure, investigative and intelligence capability, but also in terms of the enhanced operational profile necessary to deliver 'normal' policing.

This enhanced security profile is exacerbated by the need to maintain a significant public order presence at many community interface sites across Northern Ireland over protracted periods. This, now a year round requirement is having a significant impact on the long term resilience of an ageing workforce and the subsequent exit under retirement of up to 350 officers per year.

While the PSNI strives to keep people safe, meet increasing expectations and embed a Policing with the Community ethos, the financial pressures on policing for the foreseeable future are very real and almost certain to increase.

In 2015/16, PSNI was again asked to deliver significant budget cuts.

To identify and address the impact of these cuts, three key principles were developed to guide resourcing allocation:

- Principle 1: The PSNI is committed to keeping people safe today, whilst acknowledging statutory responsibilities to investigate the past.
- Principle 2: The PSNI is committed to maintain operational capacity and capability, with officer numbers (6,963) reflecting findings of the Resilience Review.
- Principle 3: The PSNI is committed to delivering a sustained reduction in baseline spending by continuing to invest in enabling technology and processes.

The level of cut since 2014/15 has caused PSNI to review the delivery of policing and with the challenge of the new local government areas and further cuts this is changing how and where policing is delivered in Northern Ireland.

It was only possible for PSNI to deliver a balanced budget in 2015/16 due to an additional £20.0m non baseline funding from the NI Executive to reduce the overall



cut in funding for policing and based on sub optimal recruitment of 156 officers. If recruitment levels were progressed towards a target establishment of 6,963 police officers and 2,601 police staff, consistent with the recommendations from Review of Resilience and Capability, the funding gap would be significantly greater.

It is against this backdrop that the Chief Constable and his senior Officers have to operate and meet these challenges in a manner that protects the Northern Ireland community and delivers the outcomes necessary to meet the Minister of Justice and the Boards Policing Objectives.

## **6. COLLEGE OF POLICING**

The Board acknowledges that many of the ongoing reforms being taken forward by the College of Policing seek to deliver the highest levels of service to the public.

Professor Dame Shirley Pearce the Independent Chair at the College of Policing has identified several key areas:

- culture and the need to balance the requirement for command in some operational situations with a culture of asking questions and enabling;
- challenge – embedding reflective practice, peer review and a commitment to building a body of knowledge will enhance policing learning and practice;
- promoting the best and increasing diversity by removing subjectivity from processes and ensuring promotion and selection are based on merit and measurable skills;
- management and leadership skills – recognising that more attention needs to be given to management education and development, not just leadership development;

- reward – introducing lateral progression as well as promotion, in recognition that policing increasingly needs specialist skills and leaders and that status and reward do not come from rising up through a rank structure alone; and
- consistency – ensuring that the recommendations and ways of working are consistent across 43 forces wherever this is appropriate to reduce duplication, cost and to increase movement and diversity across forces.

The Leadership Review in raising such issues does bring to the attention of Police and Oversight Bodies organisational change challenges.

The suggestion that Ranks and Grades in policing may need to be reformed as policing is moved towards being based on greater levels of practitioner autonomy and expertise is noted, as is the opportunity for direct entry at certain levels of seniority.

The Board acknowledges the reforms being progressed relate to England and Wales. Nevertheless in keeping with its desire to see parity across the United Kingdom the Board will seek to work with the PSNI and the DOJ on such matters.

Finally, the Board is aware of the work currently underway to develop a Memorandum of Understanding between PSNI and the College of Policing and supports this move to formalise the relationship between both bodies.

## **7. CONSIDERATION OF MINISTER OF JUSTICE'S REMIT TO SSRB**

Indications are that UK Government Pay Policy will remain that the Public Sector Pay approach will likely continue to remain within the 1% envelope. For Northern Ireland the Department of Finance (DoF) has indicated that the 2016-17 pay guidance has not been issued to date as pay restraint is currently under consideration given the tight public expenditure environment.

Detailed below is the Board's viewpoint on the particulars of the Minister's remit:

The Board are of the view that the existing general remuneration and allowances package for senior officers is adequate and in line with wider public sector pay policy would support an uplift to the pay for senior Police Officers and Civilian Directors of up to 1% (and where the 1% includes any increment due).

NITA has been a payment since 1974 to recognise the special nature of policing in Northern Ireland. An independent review in 2007 reduced the allowance but it was increased following representations made as part of the Winsor Review Part 1. The allowance amounted to £183 per annum when introduced and was set at a rate of £3162 per annum from September 2015. The allowance is taxable, non-pensionable and does not count for overtime.

As noted above the Board acknowledges the particular security difficulties in which Police Officers have to operate in and would support the retention of Northern Ireland Transitional Allowance (NITA) and a 1% increase in the NITA. Whilst there have been suggestions made that the NITA should be made 'pensionable' the Board would not support such a move.

The Board is aware of the Leadership Review for England and Wales and supports the inclusion of PSNI within the remit of this review. This inclusion will assist in maintaining parity with England and Wales and in particular will assist in addressing the issue of the ACC Pay Scale which has been raised as a concern in the past few years.

The Board is aware of the work being progressed by the College of Policing in England and Wales and particularly the development of a Memorandum of Understanding between PSNI and the College of Policing. The Board supports this move to formalise the relationship between both bodies.

There will also be continued dialogue between the Board and PSNI through both the monitoring of the PSNI People Strategy and the PSNI Strategic Aim of "A high performing workforce that evidences our Policing with the Community ethos and corporate performance standards"; and the PSNI Training and Development Strategy & Business Plan.

## **8. RECOMMENDATIONS**

The Board would make the following recommendations to the Senior Salaries Review Body:

- An uplift to the pay for senior Police Officers and Civilian Directors of up to 1% (and where the 1% includes any increment due).
- A 1% increase should be applied to the Northern Ireland Transitional Allowance and it should not be changed from its current non-pensionable status;
- The Board supports the inclusion of PSNI in the Leadership Review for England and Wales which will assist in maintaining parity and in particular will assist in addressing the issue of the ACC Pay Scale which has been raised as a concern in the past few years.

In discussions with Department of Justice and PSNI Officials, the Board believes that the above recommendations will be affordable within the funding provided to PSNI.