

# Police Federation for Northern Ireland



## POLICE REMUNERATION REVIEW BODY SUBMISSION

DECEMBER 2016

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## **1 EXECUTIVE SUMMARY**

- 1.1 This submission has been prepared by the Police Federation for Northern Ireland (PFNI) as the body with the statutory responsibility to represent the interests of Officers within the Police Service of Northern Ireland (PSNI). This responsibility covers all ranks from Constable to Chief Inspector.
- 1.2 The remit of the PFNI concerns the welfare of Officers and the efficiency of the PSNI; issues which involve a range of areas of action including representation on pay, pensions and terms and conditions of work.
- 1.3 This report has been prepared for submission to the Police Remuneration Review Body (PRRB) as evidence for the 2017/18 review of pay, terms and conditions of Police Officers employed in Northern Ireland (NI). This is the third submission made by the PFNI to the PRRB and consideration has been given not only to the direction set out within the remit letter from the Minister for Justice (NI) Clare Sugden MLA, dated 19<sup>th</sup> September 2016<sup>1</sup>, but also to requests for evidence made by the PRRB in their second report on NI published on the 9<sup>th</sup> September 2016<sup>2</sup>.
- 1.4 This evidence has been compiled with the aim of securing a fair, reasonable and warranted pay increase for the dedicated and hardworking Officers who continue to provide an integral public service in the face of increasingly difficult financial circumstances, including the removal of £250 million from the PSNI budget in the last five years and threat of further cuts looming.
- 1.5 In addition the PSNI workforce continues to operate significantly below recommended establishment levels, including those outlined by 'The Patten Report' in 1999<sup>3</sup> and by the PSNI in their Resilience Review in 2013. The shortfall of almost 700 Officers has been exacerbated by the recent freeze on recruitment which has resulted in 250-300 fewer Officers available for duties in NI. This workforce shortage is combined with increasing levels of crime related incidents in NI means that serving Officers are working significant levels of overtime, often on a goodwill basis and frequently at great personal sacrifice. As will be evidenced throughout this report the lack of operational capacity has had a direct impact on the health and well-being of

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<sup>1</sup> See Appendix A

<sup>2</sup> Available from: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/551800/NI\\_2016\\_Report\\_-\\_website\\_version.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/551800/NI_2016_Report_-_website_version.pdf)

<sup>3</sup> A New Beginning: Policing in Northern Ireland <http://cain.ulst.ac.uk/issues/police/patten/patten99.pdf>

our Officers, with high levels of sickness absence, increased levels of stress and mental ill-health and low levels of personal and service wide morale.

- 1.6 Furthermore, PSNI Officers continue to work in a high risk environment with the ever present threat posed from dissident terrorist groups operating in NI a constant reminder of the dangers serving, retired and newly recruited Officers in NI face on a daily basis. It is within this context that the unique and different nature of policing in NI must be considered and it is therefore pertinent that this risk and the associated impact on the daily lives of our Officers is fully understood and adequately compensated for.

## 2 JUSTICE MINISTERS' REMIT LETTER

- 2.1 The 2017/18 remit letter for NI was issued by the Justice Minister on the 19<sup>th</sup> September 2016<sup>4</sup>. In this letter the Justice Minister outlined the continued adherence by the NI Executive to the UK Government's public sector pay policy and public sector pay growth limits, owing to the lack of an agreed public sector pay policy in NI at the time of writing. As such the Minister requested that the PRRB continued to operate within the parameters set out in correspondence from the Chief Secretary to the Treasury to the pay review body chairman dated 13<sup>th</sup> July 2016<sup>5</sup>.
- 2.2 This year's remit letter again highlighted the value of making recommendations which are consistent with other forces in England and Wales. As such the Minister reaffirms the desire to retain uniformity with similar ranks in England and Wales and to ensure that no barriers to movement are created between forces. In short the Minister identified that parity in key areas of remuneration remained an aspiration.
- 2.3 The Minister also requested that the PRRB make recommendations in respect of the following matters:
- The application of any pay award for these police officers, effective from 1 September 2017;
  - Whether any increase should be applied to the Northern Ireland Transitional Allowance or any other allowances; and
  - Whether any increase should be applied to the Competence Related Threshold Payment (CRTP), pending its imminent review. The Minister has however requested that the PRRB give consideration to closing this scheme to new applicants, pending the outcome of the review.
- 2.4 In addition the Minister references a request by the PFNI to give consideration to:
1. An increase in annual leave provision for federated rank Officers;
  2. A reduction in the standard number of hours in a working week.
- 2.5 Finally the Minister also outlined a request by the Superintendents' Association (SANI) for changes to the management of, or additional financial recompense for, Rest Day working, Monthly Rest Days and On-Call commitments.

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<sup>4</sup> See Appendix A

<sup>5</sup> See Appendix B

### 3 PFNI RESPONSE TO REMIT LETTER

- 3.1 In response to the matters raised within the Ministers' remit letter we have created, consulted and compiled a wide ranging body of evidence relating to the economic context within which pay awards are provided, the size and shape of the current PSNI workforce, the working conditions facing PSNI Officers and the ongoing security situation in NI.
- 3.2 It is our belief that, when taken in combination, these issues identify the potential for significant workforce retention problems within the PSNI going forward. Unless the pay and conditions provided to Officers in NI improve to reflect the difficulties associated with this pivotal public service role and to enable an acceptable standard of living, the service will increasingly face issues attracting, motivating and retaining the calibre of Officer required for such a demanding role.
- 3.3 In order to provide a robust economic case for the pay award in NI, the Police Federation enlisted the assistance of an economist from Webb Advisory in Belfast. This economic analysis outlines the tentative, but positive, growth in the NI economy alongside growing wages. However, in real terms police wages in NI in 2016 remain approximately 10 percentage points below Officer wages in 2010 – a real time decline of approximately £4,000 in the annual salary of a Sergeant on the bottom point of his/her pay scale. Given the general acceptance of the upcoming increase in the rate of inflation in the coming months, this reduction will become much more difficult to manage and have a significant impact upon standards of living for individuals and families across the country.
- 3.4 In addition we have undertaken a number of primary research activities in order to provide robust evidence, gathered directly from members<sup>6,7</sup> regarding the realities of life for serving PSNI Officers. This research provides a comprehensive overview of the concerns, aspirations and attitudes of serving Officers with regards to their contracted pay and conditions and to the level of work conducted by them on a goodwill basis. The results identify a number of issues including low levels of morale, concerns about personal needs, interests and welfare not being served, dissatisfaction with remuneration, extreme workloads forcing high levels of overtime and the subsequent inability to take annual leave or protect rest days.

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<sup>6</sup> PFNI Workforce Survey, 2015

<sup>7</sup> PFNI Goodwill Survey, 2016

- 3.5 These results identify a service which has become reliant upon the goodwill and dedication of its Officers, however we believe the long term viability of this is unsustainable given the reported impact it is having on the health and well-being of Officers, their ability to perform professionally and the resultant impact on the public service provided.
- 3.6 Finally, we would like to voice our concern regarding the lack of an agreed public sector pay policy in NI and the subsequent request for the PRRB to make recommendations for the 2017/18 NI pay award within the parameters set by the Chief Secretary to the Treasury. These parameters, as put in place by the UK Government, effectively request that all public sector pay awards are limited to 1%, even before any evidence has been submitted. It is our view that this imposition by the UK Government, if necessary, should not be administered until after the *independent* review body have made their final recommendations.



## **4 PRIMARY MATTERS OF CONCERN**

4.1 The Police Federation for Northern Ireland would like to outline what it believes are the key areas of concern for the current pay review round. We believe that it is of paramount importance to the integrity of the system that it reflects the following:

- I. A robust evidence-based pay review system, which provides Officers with confidence in the organisational justice of the system;
- II. The need to attract the number and calibre of Officers required to ensure the PSNI can operate at its recommended strength;
- III. The ability to fully motivate and retain serving Officers, preventing any further and unnecessary leakage of skills and enabling an acceptable standard of living for Officers and their families and;
- IV. The need to recognise and account for the wide ranging skill levels required by modern police services and the pressures associated with increasing workloads.

## **5 PFNI 2017/18 RECOMMENDATIONS**

- 5.1 As the representative body for federated ranks within the PSNI we make the following recommendations to the PRRB for the 2017/18 pay review round:

### **RECOMMENDATION 1**

An uplift of 2.8% to the annual salaries of all federated Officers in the PSNI in 2017/18. This reflects the 4 year median of both CPI and RPI forecast values as outlined by HM Treasury

### **RECOMMENDATION 2**

That incremental payments remain and are honoured in line with legitimate expectations of those Officers on rank scales

### **RECOMMENDATION 3**

Given current financial constraints, targeted pay awards are excluded as a feature of the 2017/18 pay review round

### **RECOMMENDATION 4**

The longer-term arrangements surrounding the future provision of targeted pay awards are based upon robust evidence including comprehensive, transparent and reliable data. Any proposals must have been thoroughly modelled in advance of implementation.

### **RECOMMENDATION 5**

That parity on main core pay spines is maintained with other UK forces

### **RECOMMENDATION 6**

A decrease in the standard number of hours in a working week from 40 to 37.5

### **RECOMMENDATION 7**

An increase in annual leave provision for all federated rank Officers by 1 day

### **RECOMMENDATION 8**

An increase to on-call allowance from £15 to £23 for each evening or weekend day period and to £30 for any time on-call during a day considered a public holiday within the terms of the PSNI Regulations 2005

**RECOMMENDATION 9**

The Northern Ireland Transitional Allowance (NITA) to be uplifted in line with the pay increase awarded to PSNI Officers

**RECOMMENDATION 10**

The Competence Related Threshold Payment (CRTP) remains open to new applicants, as per current PNB agreement

**RECOMMENDATION 11**

The value of the Competence Related Threshold Payment (CRTP) to be uplifted in line with the pay increase awarded to PSNI Officers

**RECOMMENDATION 12**

That Dog Handlers Allowance remains and is uplifted in line with the pay increase awarded to PSNI Officers

## 6 STRUCTURE OF SUBMISSION

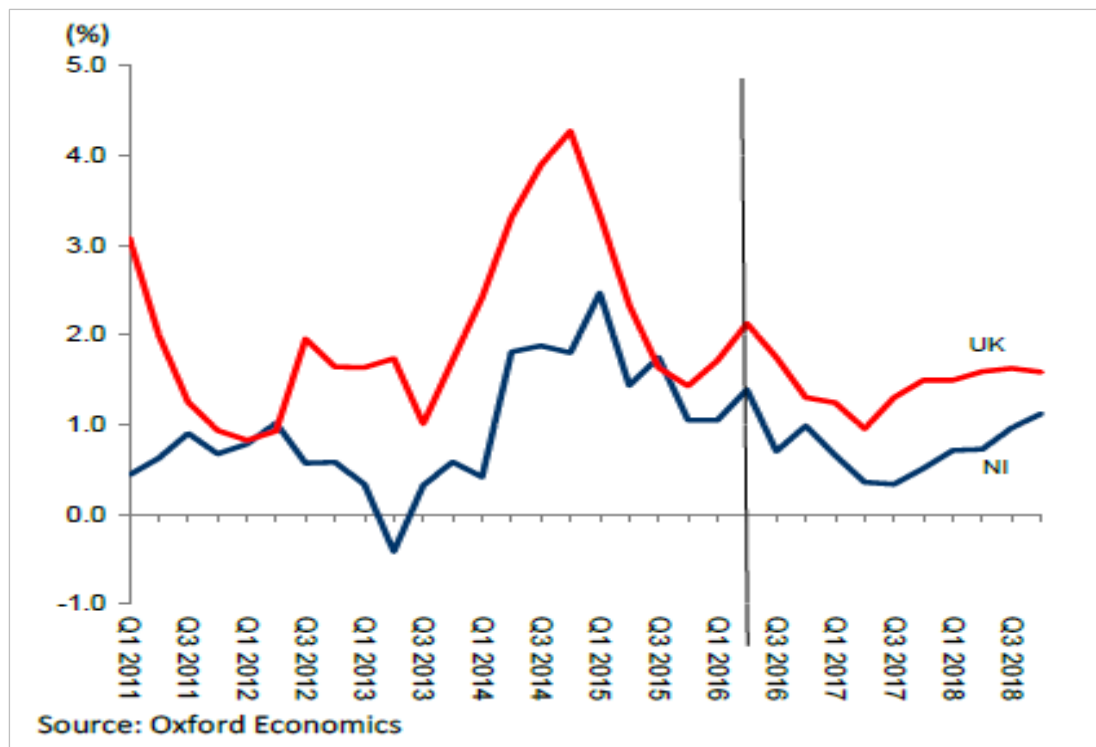
- 6.1 In this submission we present an array of evidence with the aim of addressing all the elements outlined in the remit letter from the Minister for Justice (NI) to the PRRB and in order to make a robust case for the recommendations outlined in Section 4.
- 6.2 The submission will be structured as follows:
- A. The case for the pay award based upon;
    - i. A detailed economic analysis of the UK & NI;
    - ii. The potential targeting of the pay award;
    - iii. The importance of the continued parity in pay scales between NI, England and Wales;
    - iv. The changing nature of the PSNI workforce, including recruitment and retention and;
    - v. The increasing demand for policing in NI
  - B. The presentation of evidence on the working conditions of Officers:
    - i. Working hours, over time and discretionary effort and;
    - ii. Rest-breaks and rest day entitlement
  - C. Detailed analysis of welfare issues within the PSNI;
    - i. Ill-health & well-being;
    - ii. Assaults on Officers and;
    - iii. Morale
    - iv. Recommendations on working hours and annual leave
  - D. Evidence and recommendations on additional allowances;
    - i. On-call;
    - ii. Northern Ireland Transitional Allowance (NITA);
    - iii. Competence Related Threshold Allowance (CRTP) and;
    - iv. Dog Handlers Allowance

## **7 THE ECONOMIC CONTEXT**

### **7.1 OVERVIEW OF THE PROSPECTS OF THE NORTHERN IRELAND ECONOMY**

- 7.11 Economic news in Northern Ireland has been broadly positive for much of 2016. Measures of jobs and economic activity have been increasing over the year and wages are increasing. An assessment of general economic context is important in any discussion around salary levels for PSNI officers, especially in such uncertain times where significant macro-economic issues such as Brexit and its implications move into focus. Following the vote to leave the European Union, the level of economic uncertainty across the UK has undoubtedly increased. While nothing has legally changed in relation to the UK's EU membership status, the result of the vote has been sufficient to prompt a significant decline in the value of sterling and a reduction in predictions for economic performance. Weaker Sterling is an important point to note, as it is expected to push up inflation and lead to what some commentators are calling a 'cost of living crunch'.
- 7.12 Current forecasts from Danske Bank and Oxford Economics for the Northern Ireland economy suggest that Northern Ireland will avoid a recession but growth will be muted. As Figure 1 shows, GVA increases are expected to slow in 2017 to 0.5% and continue into 2018 at 0.9%. It is also important to note that Northern Ireland is expected to lag behind the rest of the UK in economic performance, but will not be cossetted from expected inflationary pressures.

**Figure 1:** Forecasts for GVA in NI and the UK



7.13 There are several pertinent issues that are impacting on the prospects for the Northern Ireland economy. These include:

- Consumer spending has remained remarkably resilient despite the uncertainty over Brexit. However, the decline in the value of sterling is making imports more expensive and it is expected that this will begin to impact over the next 6-12 months, causing inflation to increase beyond its 2% target.
- Public sector job losses are expected to curtail growth prospects, as austerity, and a drive to balance the UK deficit continues (albeit at a slower pace since the Chancellor's Autumn statement revealed that the target to balance the books has been extended to some point in the next parliament and that the finances are over £120 billion worse than previously thought).
- Brexit presents a potential downside risk for Northern Ireland. Following the triggering of Article 50, which begins two years of exit negotiations, there is a risk that business investment and consumer spending enters a period of 'wait and see' which will act as a drag on growth as investment and spending decisions are delayed. Depending on how 'hard' Brexit is, i.e. the extent to which the UK can access the single market, could also provide a downside risk to projections for economic growth.

7.14 Despite the uncertainty, the economy continues to move in the right direction. Recent better performance is now being reflected in wage growth, as the following section shows.

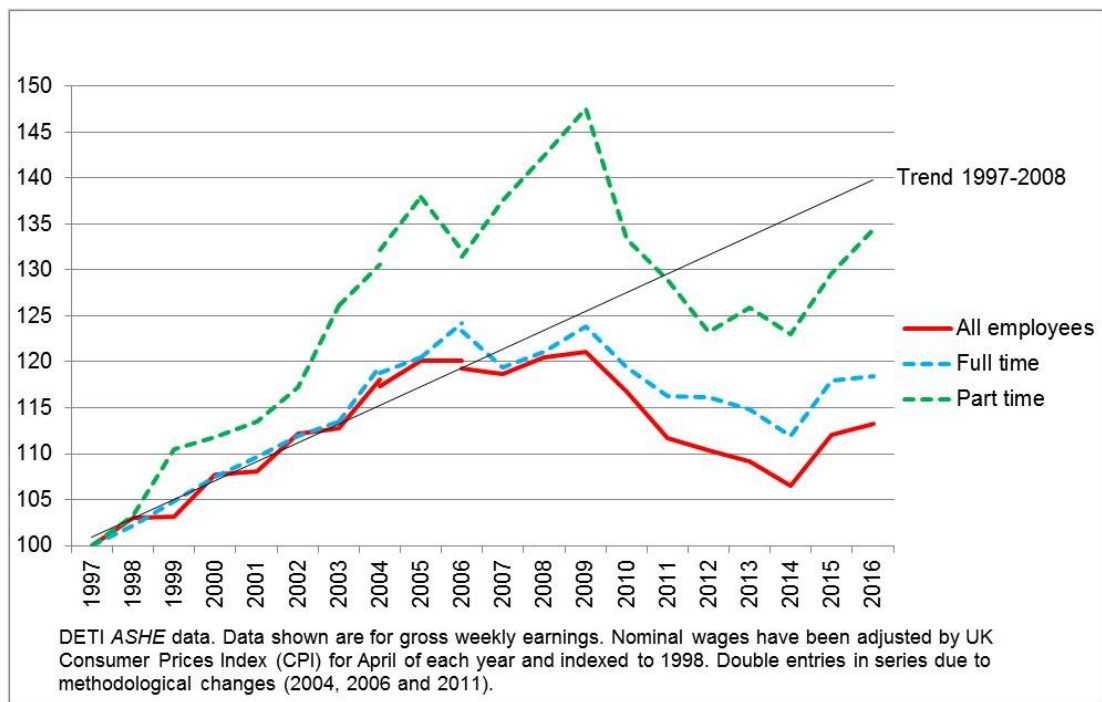
## **7.2 WAGES**

7.21 Despite the improving economic conditions across the UK and Northern Ireland over the past five years, the recovery is only now starting to show in increased wages. In April 2016, median gross weekly earnings for full-time employees were £495, up 2.2% from £485 in 2015. This increase was the same as that of UK employees and the second consecutive annual increase in inflation adjusted earnings.

7.22 The increase in median gross weekly earnings was more marked in the public sector than in the private sector. The full-time median gross weekly earnings in the private sector increased by 1.9% to £435, compared to a 3.9% increase in the public sector, to £619. It would seem then, that public sector pay restraint in the Northern Ireland public sector has abated somewhat, perhaps in part due to uplifts associated with the national living wage.

7.23 Despite these recent increases in wages, real wages have declined in real terms since 2009 and the onset of the recession. Earnings for all employees remain well below peak levels and about 30 percentage points below where they would have been if they had continued on the 1997-2008 trend.

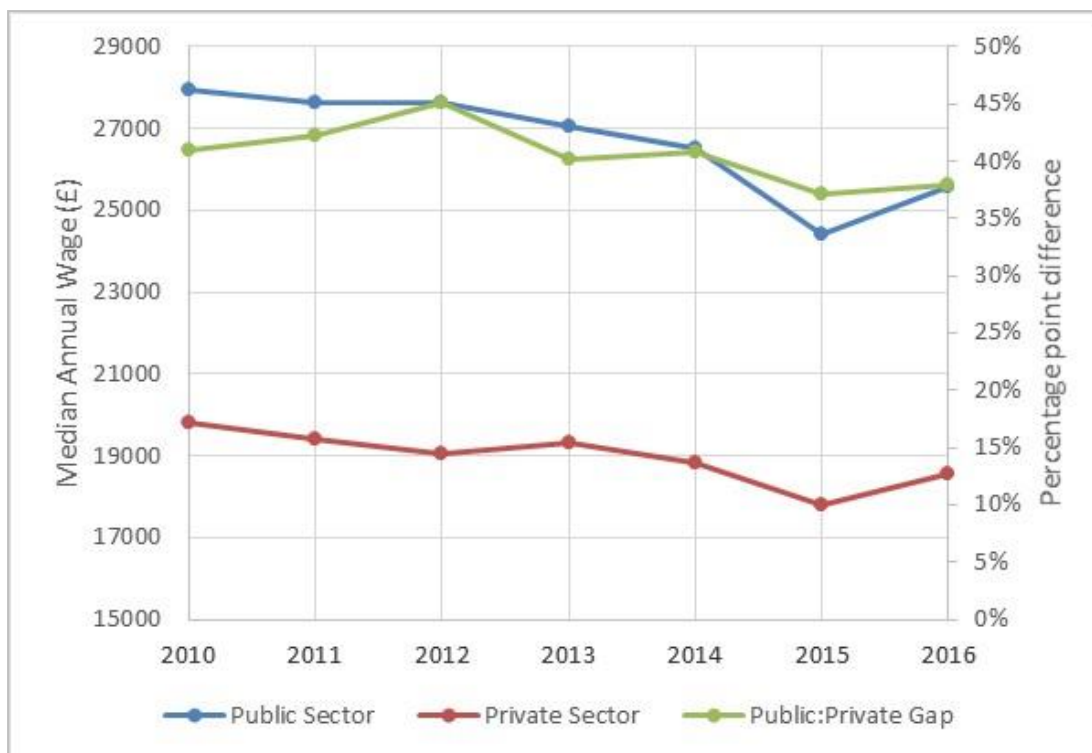
**Figure 2:** Real-wages index, NI 1997-2016



7.24 Figure 3 below presents public sector and private sector median wages for Northern Ireland. Again, the decline in wages is evident but perhaps the most striking issue is the significant differential between the public and private sector. Median public sector wages in Northern Ireland are 40 percent higher than those in the private sector although this gap has closed slightly in recent years.



**Figure 3: Median Annual Wages in the Public and Private Sectors**

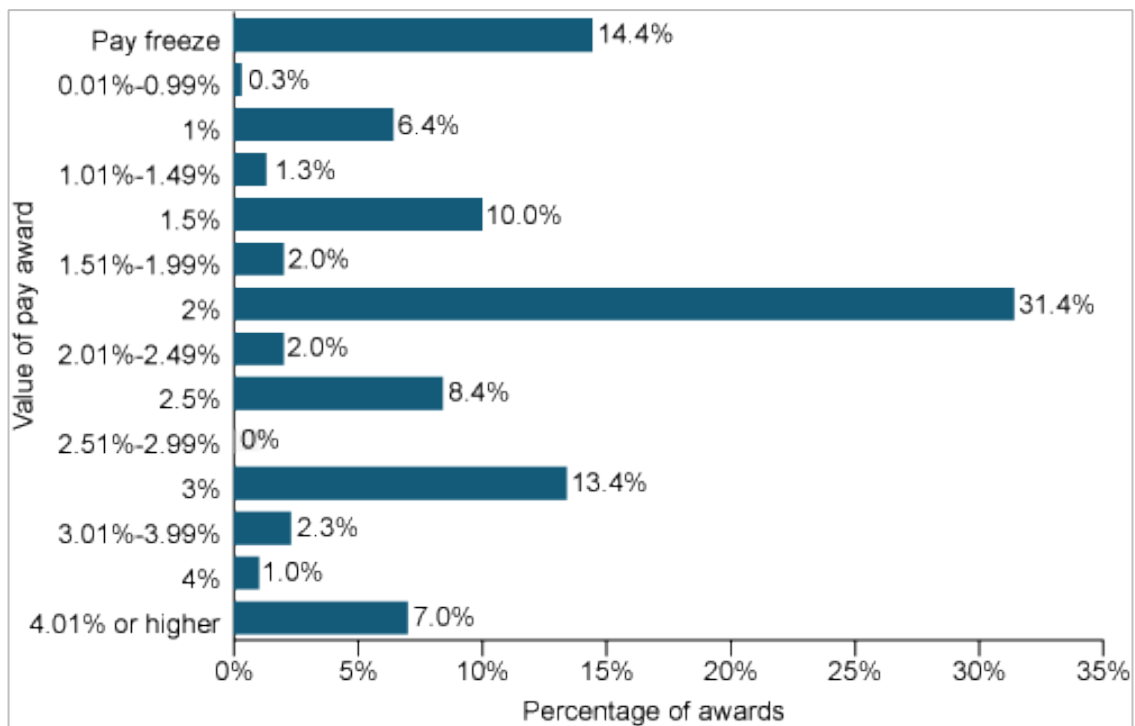


**Source:** ASHE and Webb Advisory Calculations

### 7.3 WAGE PROSPECTS

- 7.31 Low inflation and sluggish economic growth have resulted in employers keeping a lid on their pay settlements over the past year - over the 12-month period to the end of August 2016, the median basic pay award stood at 2% according to analysis of UK pay settlements by XperthHR. They note that pay awards have been at this level since the end of 2012. Looking forward to 2017, XperthHR have surveyed c.250 private sector UK based employers to gauge their views on where wages are headed.
- 7.32 Employers are predicting a slightly more positive picture over the coming year. Over the year to 31 August 2017, private-sector employers are predicting a median pay award of 2%. Figure 4 below shows that pay awards are forecast to be bunched around the median value, with just over half expected to be worth between 1.5% and 2.5% with the most common pay award prediction being for a 2% rise, cited by more than three in 10 employee groups. Second most common is a pay freeze, followed by a 3% increase.

**Figure 4: Pay Award Intentions among Employers**



**Source:** Xpert HR  
N: 299 employee groups

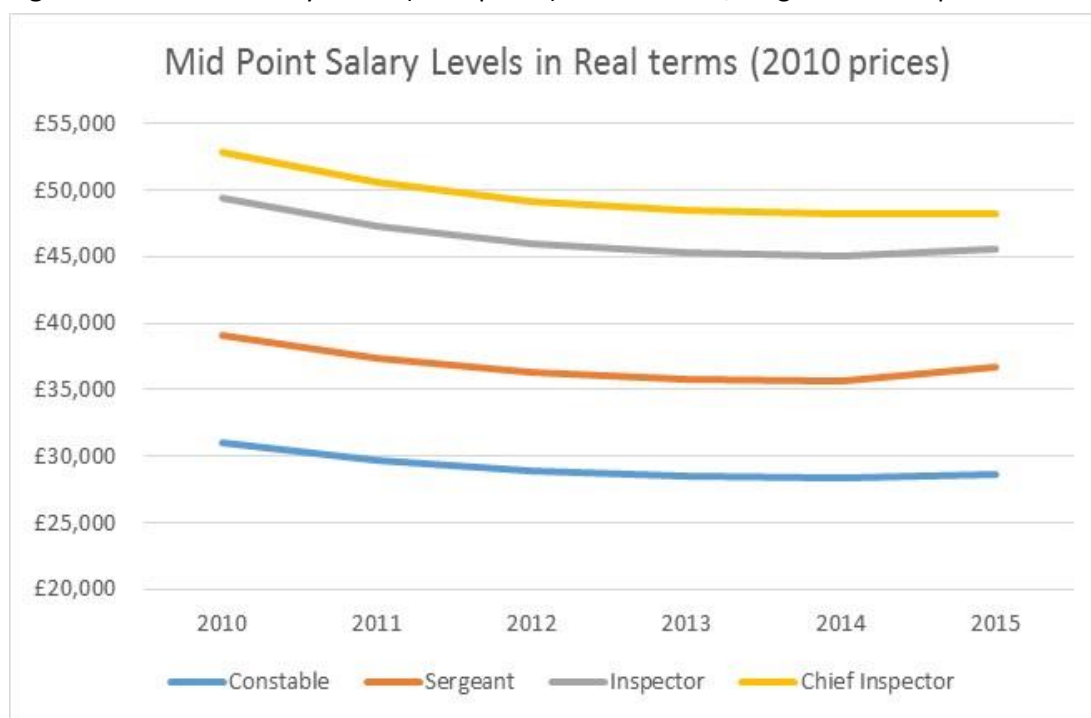
7.33 The factors that are shaping these pay award prospects include:

- Company performance/ability to pay - this is the top factor that employers are reporting will have a bearing on the level of their next pay review, cited by 90.4% of respondent organisations.
- Retention factors - retaining talent has been cited by many employers as a key challenge over the past year, and 71.5% report that it is likely to have a bearing on the level of their next pay review.
- Inflation/cost of living - having remained subdued for the past few years, inflation on both the consumer prices index (CPI) and RPI is set to rise over the coming year, leaving 71.5% of employers expecting it to have an influence on their pay reviews.

## 7.4 POLICE WAGES IN CONTEXT

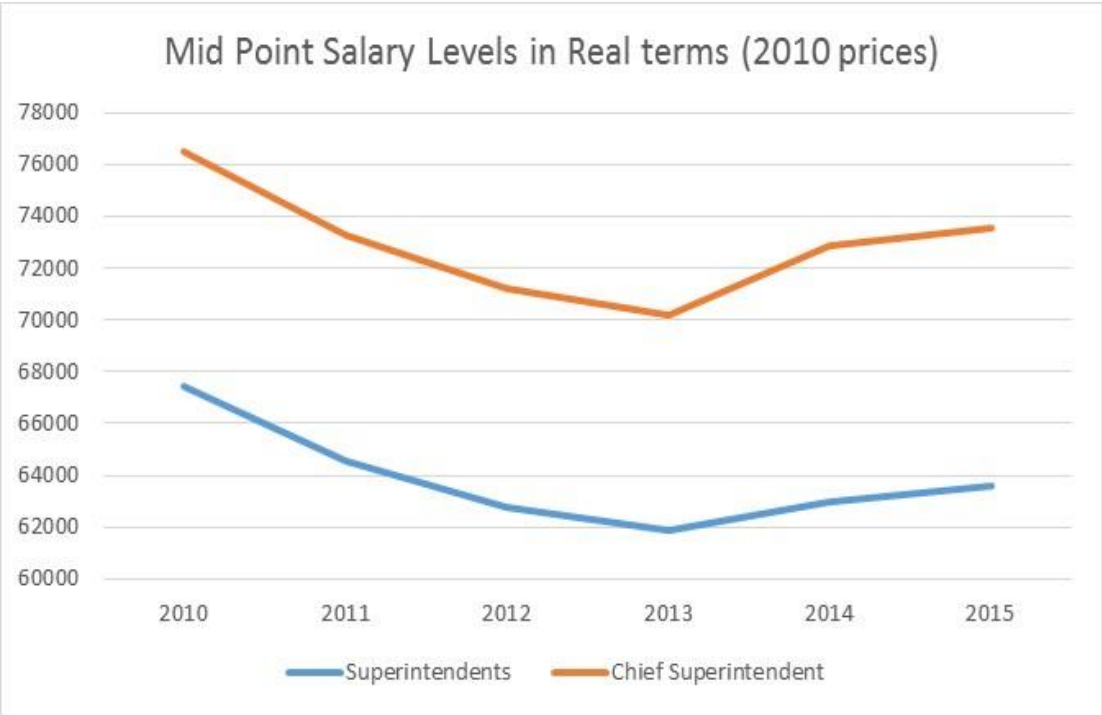
7.41 Figures 5 and 6 present the trends in the mid-point of each PSNI pay scale from Constable grade to Chief Superintendent. Since 2010, each grade has experienced a real terms decline of close to 10 percentage points. It is only by virtue of a 0% inflation rate in 2015, that real wages have shown a slight increase.

**Figure 5:** Mid-Point Salary Scales (2010 prices) for Constable, Sergeant and Inspector Ranks



Source: PFNI & Webb Advisory

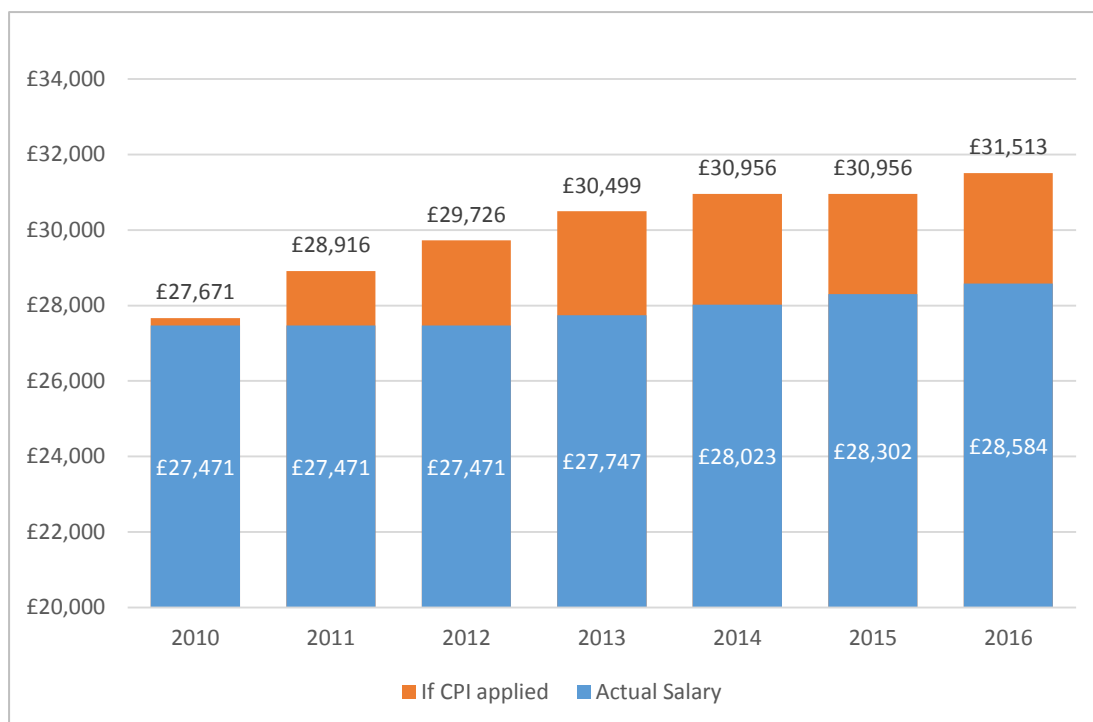
**Figure 6:** Mid-Point Salary Scale for Superintendent and Chief Superintendents



**Source:** PFNI & Webb Advisory

7.42 To set the real terms declines in context, the following charts show where salary levels would have been if they had increased annually at the same rate as inflation. Tracking wages since 2010 against inflation would have resulted in a constable with two years’ service earning £31,513 per annum rather than the actual £28,584. Across all grades, current annual salaries would be considerably higher had they kept pace with inflation. For example, the bottom point on the sergeant’s pay scale would be c. £4,000 higher and the top of the Chief Inspector band would be close to £6,000 higher.

**Figure 7: Pay Levels for a Constable with two years' service, actual and inflation linked**



Source: Webb Advisory

**Figure 8: Bottom and top pay bands for selected grades, actual and inflation linked**



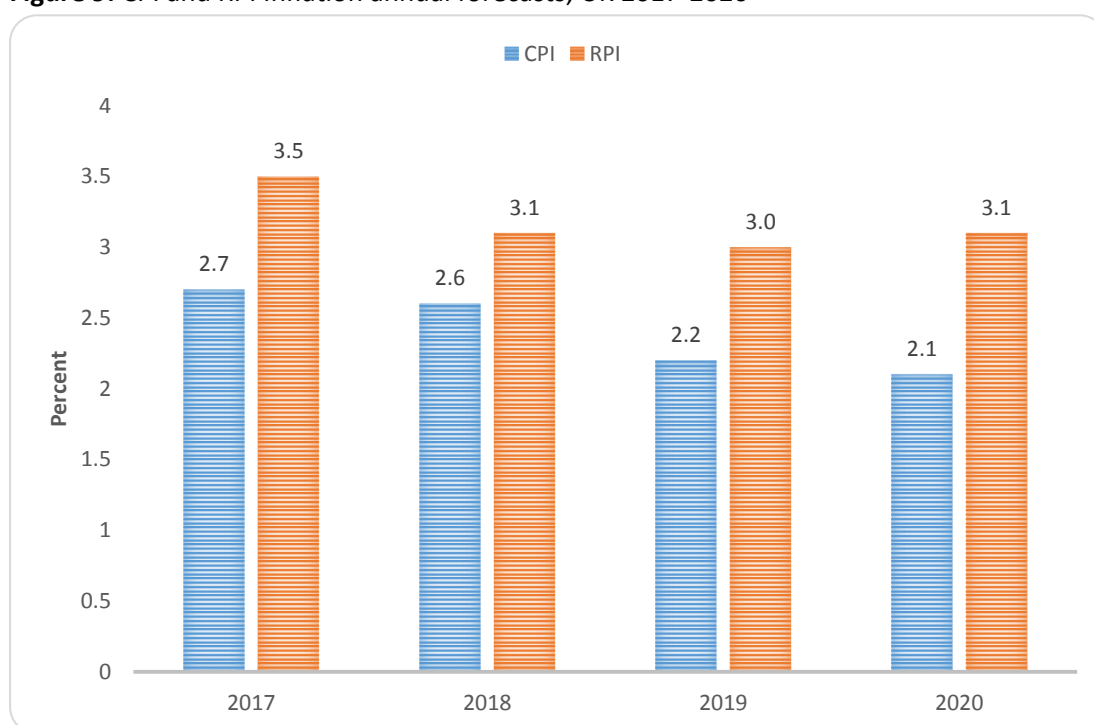
Source: Webb Advisory

## 7.5 A COST OF LIVING CRUNCH?

7.51 Pay restraint has been broadly accepted across the UK due to low inflation environment that has persisted over the recent past. There is however an expectation among economists that inflation is set to rise, fuelled by the fall in the value of sterling since the Brexit referendum in June, which has pushed up the cost of imports.

7.52 Looking ahead, we are set for consumer price rises – particularly food, fuel and energy – rather than the price falls that we have become accustomed to. For example, petrol and diesel prices are up around 16-17 per cent since the start of the year. HM Treasury collates a series of independent forecasts from forecasters such as Oxford Economics, EY, PWC etc. The average inflation forecasts to 2020 suggest that a sharp increase is expected over the next 12 months and will be sustained through to 2020.

**Figure 9:** CPI and RPI Inflation annual forecasts, UK 2017-2020



**Source:** HM Treasury, 2016

7.53 The recent plunge in sterling has provided a shot in the arm for exporters' price competitiveness. But it is worth remembering that the UK imports more goods than it exports. Manufacturers input costs rose by over 7 per cent year-on-year last month with the price of imported materials up 9 per cent. Double-digit price rises are evident in crude oil (+14 per cent) and metals imports (+19 per cent). The latter marks a five-year high.

- 7.54 In addition to pressure on business profit margins, this will squeeze household disposable incomes and therefore consumer spending. Given that consumer spending accounts for around two-thirds of economic activity, economic growth will be adversely affected too. Northern Ireland is facing into a cost of living crunch. This will represent a shock to the household budgets of many – and no doubt to many consumer-facing businesses.
- 7.55 Given the strength of this economic evidence, which identifies the realities of declining police wages as set within the wider economic context, we recommend an increase of 2.8% to all pay points for all federated Officers in the PSNI. This figure is the median value of HM Treasury forecasts for both CPI and RPI over the coming four years. We believe a pay award at this rate will begin, at least in part, to alleviate some of the significant decline in wages experienced by PSNI Officers, whilst also applying a critical element of foresight in preparation for the anticipated sharp rise in inflation in the coming years.



#### RECOMMENDATION 1

An uplift of 2.8% to the annual salaries of all federated Officers in the PSNI in 2017/18. This reflects the 4 year median of both CPI and RPI forecast values as outlined by HM Treasury



#### RECOMMENDATION 2

That incremental payments remain and are honoured in line with legitimate expectations of those Officers on rank scales

## 8 TARGETING WITHIN THE PAY AWARD

- 8.1 In his letter to the Review Body Chairman the Chief Secretary to the Treasury explicitly stated he expects 'to see targeted pay awards' in the 2017/18 pay review round. Any such move towards what is essentially a form of pay differentiation would require, not only a solid foundation of evidence regarding the need and direction of a targeted pay system, but also a thorough, robust and transparent modelling process to understand the potential consequences of targeting on recruitment and retention within the police service. This is particularly pertinent during a time of significant workforce pressures, the details of which will be outlined in section 10 of this submission.
- 8.2 Police forces in England and Wales, and by default in NI, have undergone significant changes over the last number of years, with particular reference to the Winsor Review of Police Officers' and Staff Remuneration and Conditions in England and Wales<sup>8</sup>. Even today the potential for further change as a result of the ongoing College of Policing Leadership Review<sup>9</sup> which aims to 'change the culture of policing' produces uncertainty within the workplace. The significance of the pace and severity of these changes on the morale of Officers in NI was a key element of the evidence presented by the PFNI to the PRRB in the 2016/17 pay review submission. There is little evidence of any reduction in the impact of such changes on morale.
- 8.3 Indeed in a report on Targeted Pay Increases in the Public Sector the Office of Manpower Economics<sup>10</sup> identify the potential for 'a negative effect on motivation or effort' for those who receive a below average or zero pay increase at the benefit of others within the same workforce. Furthermore the OME state that any pay targeting needs to be conducted in a manner which

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<sup>8</sup> Winsor, T. (2012). Independent Review of Police Officer and Staff Remuneration and Conditions. Final report, 2. <http://webarchive.nationalarchives.gov.uk/20130312170833/http://www.review.police.uk/publications/part2-report/>

<sup>9</sup> College of Policing, (2015) Leadership Review: Recommendations for Delivering leadership at all levels, [file:///net-file/FolderRedirections/claire/Downloads/Leadership\\_Review\\_Final\\_June-2015%20\(1\).pdf](file:///net-file/FolderRedirections/claire/Downloads/Leadership_Review_Final_June-2015%20(1).pdf)

<sup>10</sup> Office of Manpower Economics, (2016) Targeted Pay Increases in the Public Sector: Theory and Practice, <https://www.gov.uk/government/publications/targeted-pay-increases-in-the-public-sector-theory-and-practice>



does not 'do more harm than good' – identifying the need for thorough and robust evidence prior to any implementation of targeted awards.

- 8.4 Further, in its second report on Police Officer pay in England and Wales<sup>11</sup> the PRRB reported that pay differentiations at this stage, i.e. ahead of on-going reforms, would be 'premature' – there can be little change in this position since the publication of this Report in July of this year given the current pace of the reforms.
- 8.5 In addition, the imposition of a 1% cap on public sector pay awards by the UK Government adds further strength to the argument that now is simply not the time to begin testing targeted pay awards within the police workforce. Such small room for manoeuvre, as is presented within a 1% limit, results in:
- a) Little opportunity for any meaningful or positive differentiation in pay, and;
  - b) A greater likelihood that a pay award will be provided to only a small number of Officers, therefore increasing the breadth of the potential negative impacts associated with targeting
- 8.6 As such our position remains firm; the current restrictions set by the UK Government on public sector pay essentially eradicate any potential for a workable system of targeted pay awards. Therefore we are opposed, at the current time, to any pay targeting within the PSNI.



### RECOMMENDATION 3

Given current financial constraints, targeted pay awards are excluded as a feature of the 2017/18 pay review round

- 8.7 Further, any attempt to develop and implement a targeted pay system in the coming years, (in particular in the midst of such turbulence, including the impending changes to the workforce design) without prior and adequate planning has the potential to seriously and detrimentally affect the morale of Officers on the ground in NI. Add to this the potential for confusion within the workforce, as a more complicated pay award is given without necessary notice given to

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<sup>11</sup> Police Remuneration Review Body, (2016), Second Report, England and Wales, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/534649/55909\\_Police\\_PRB\\_Report\\_PRINT.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/534649/55909_Police_PRB_Report_PRINT.pdf)

Officers, and there is the potential for widespread dissatisfaction and conflict within the workplace as Officers become increasingly sceptical of the justice of the pay review system.



#### RECOMMENDATION 4

The longer-term arrangements surrounding the future provision of targeted pay awards are based upon robust evidence including comprehensive, transparent and reliable data. Any proposals must have been thoroughly modelled in advance of implementation.

## 9 PARITY WITH THE UK

- 9.1 The maintenance of parity in pay scales between the PSNI and forces in England, Wales and Scotland remains a strong aspiration for the Police Federation for Northern Ireland. With all parties in agreement on this issue during the 2016/17 pay review round and the Minister for Justice (NI) again reaffirming her desire for parity in the coming pay review round, it is clear that this remains the appropriate direction for the PRRB to take moving forward.
- 9.2 Debates regarding the nature of national pay determinations in the public sector have intensified in recent years, with particular regards to the NHS. However, this debate and the subsequent discussions on pay structures are equally valid to policing across the UK. In his review of national pay determinations in the NHS, Professor Ian Kessler identifies three key arguments for the continuation of national pay structures in the UK<sup>12</sup>, each of which is also of importance when ensuring parity in policing pay structures:
- I. Discipline and Control
  - II. Cost Efficiency and Effectiveness
  - III. Transparency and Control
- 9.3 Within the realms of ‘Discipline and Control’ Kessler outlines the importance of fairness within the pay system which prevents regional employers from competing with each other (thus incurring inflated labour costs), whilst also reducing the possible negative externalities emerging from disaggregation in pay structures. In short nationally agreed pay structures ensure standardised terms and conditions of employment – a position which enables fairness for both the employer and the employee. This is of particular relevance to policing in NI which is working within extremely tight budgetary constraints and any pay disaggregation has the potential to encourage Officers to seek positions which are better paid elsewhere. If this were to materialise this would be a real cause for concern within an already declining workforce.
- 9.4 In addition the built-in ‘fairness’ which is central to national pay settlements reduces the potential for pay awards emerging as a source of conflict within the workplace as employees acknowledge the role of national bodies and the organisational structures surrounding

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<sup>12</sup> Kessler, 2012, National Pay Determination in the NHS: Resilience and Continuity  
[https://www2.rcn.org.uk/\\_\\_data/assets/pdf\\_file/0006/534642/National\\_Pay\\_Determination\\_in\\_the\\_NHS\\_Final.pdf](https://www2.rcn.org.uk/__data/assets/pdf_file/0006/534642/National_Pay_Determination_in_the_NHS_Final.pdf)

recommendations on pay. This ensures a more efficient and effective system of implementing pay awards.

- 9.5 Furthermore, yet closely aligned to the ‘fairness’ discussion, is the importance of ‘Transparency and Consistency’ within and throughout the system. The absence of this has the potential to incur significant and detrimental impacts to the promotion of motivation, equality and mobility within public services and policing in particular. Interoperability between forces is extremely important, especially during times of heightened tension/violence when additional resources may be requested from other forces. This ‘mutual aid’ system (which is already under significant pressures due to reductions in the timeframe available to forces to make a request for resources and the already significant reduction in workforce strength in England and Wales which ultimately reduces the pool upon which mutual aid can be drawn) may suffer if Officers are asked to assist in an area where the rate of pay differs from their own.
- 9.6 It is also important to note the particulars of the public sector which are themselves important identifiers of the need for a nationally structured pay award, including; the complexities emerging from the number of stakeholders involved, the subsequent range of goals emanating from these stakeholders and the political sensitivities which exist at local/regional levels. This issue of local political sensitivities is of particular concern to the Police Federation for Northern Ireland given the complex political landscape under which policing in NI operates.
- 9.7 Finally, the Federation fully acknowledge the differences which exist in policing across the UK and in particular we recognise the ‘unique and different’ nature of policing in NI compared with elsewhere. However, these differences are not indicative of a need nor a desire for policing in NI to operate independently from forces elsewhere – indeed the opposite is true. Although the policing landscape may differ, the nature of the job and many of the activities undertaken by those who hold the ‘office of Constable’ are broadly similar. It is therefore of paramount importance that the basic pay given to Officers in NI is the same as that in England and Wales – guaranteeing Officers across the UK ‘equal pay for work of equal value’<sup>13</sup>.



## RECOMMENDATION 5

That parity on main core pay spines is maintained with other UK forces

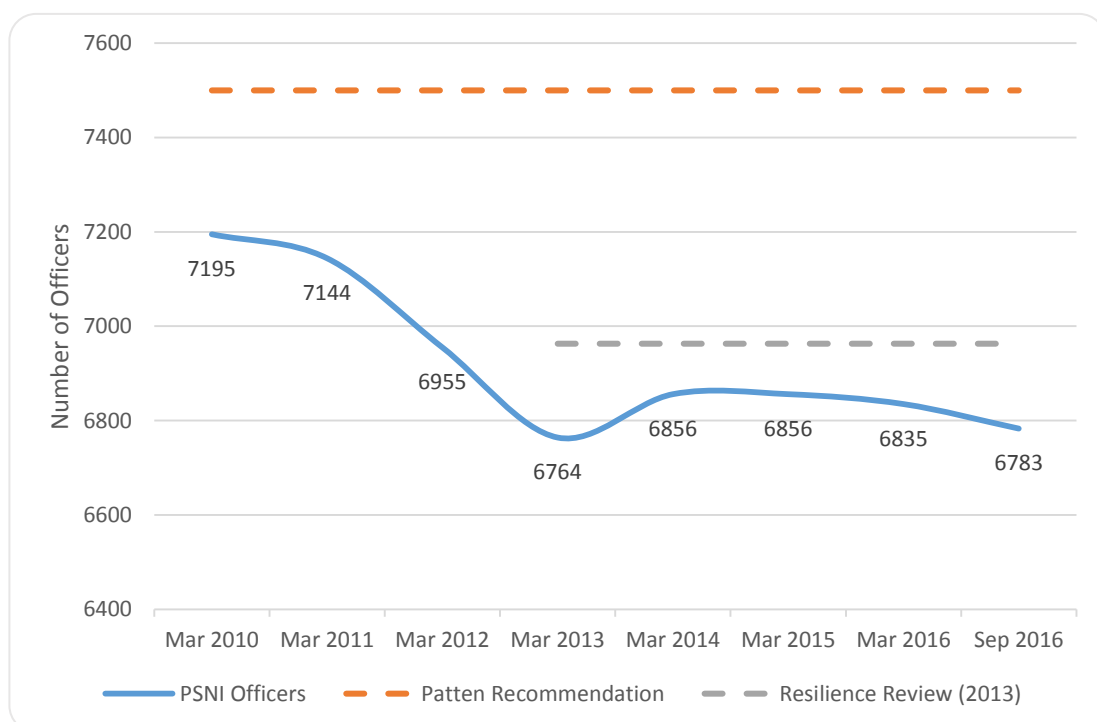
<sup>13</sup> Kessler, 2012, National Pay Determination in the NHS: Resilience and Continuity, p5

## 10 PSNI WORKFORCE

### 10.1 WORKFORCE STRENGTH

10.11 The size of the PSNI workforce has been steadily declining since 2014, as shown in Figure 10. Indeed in 2016 the number of PSNI Officers fell below 6,800<sup>14</sup>, the first time since 2013, identifying a shortfall of over 700 Officers when measured against recommendation 13.9 of the Patten Report<sup>15</sup> which highlighted the need for 7,500 full-time Officers. This figure was devised based on the need for 1 Officer for every 220 members of the NI population, however the current ratio stands well below this at approximately 1:274.

**Figure 10:** PSNI Officer Strength, 2010-2016



**Source:** PSNI, Monthly Management Information; PSNI Data

10.12 Furthermore the current workforce strength also falls well below that which was recommended by the PSNI itself in the 2013 Resilience Review. This review highlighted a desired operational strength of 6,963 Officers and as is evidence from Figure 10 this has never been achieved.

<sup>14</sup> PSNI HR Monthly Management Information

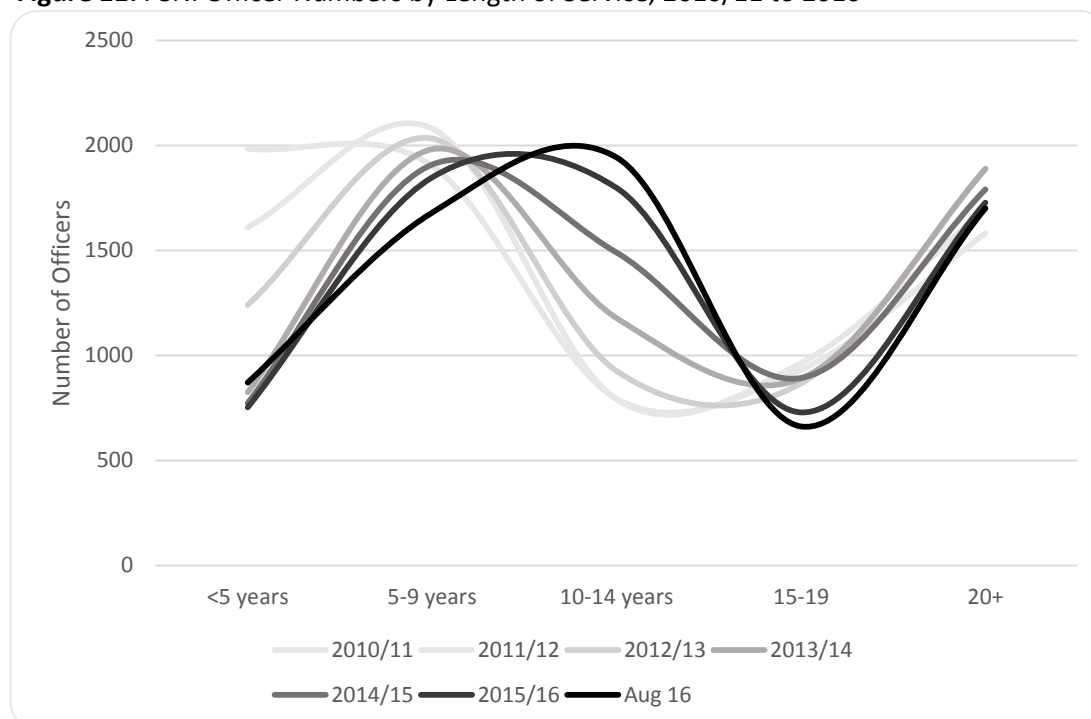
<sup>15</sup> Available from: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/551800/NI\\_2016\\_Report\\_-\\_website\\_version.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/551800/NI_2016_Report_-_website_version.pdf)

10.13 These workforce figures, which are consistently below all recommended levels, are problematic not only for the operational capacity of the service as a whole, but also for individual Officers who are already working in extremely difficult circumstances given the security situation in NI and who are part of an organisation which lacks the resilience to adequately safeguard their health and well-being. This lack of capacity and resilience, owing to the inadequate number of serving Officers, will be referenced throughout this report as a key determinant of other issues facing the PSNI and its workforce.

## 10.2 RECRUITMENT & RETENTION

10.21 Concerns regarding the size and strength of the PSNI workforce are confounded when considered alongside changes in the level of experience available within the PSNI. Unless urgent action is taken the PSNI workforce faces serious shortcomings in future years as a result of low levels of recruitment and increasing outflow levels including emerging difficulties with the retention of mid-career Officers.

**Figure 11: PSNI Officer Numbers by Length of Service, 2010/11 to 2016**



**Source:** PSNI Data

10.22 Problems associated with low levels of recruitment are evident from Figure 11 as the decline in Officers with less than 5 years' service (falling from 1,984 Officers in 2010/11 to just 753 in 2015/16) has a visible knock-on impact on the number of Officers with 5-9 years' service.

- 10.23 The PFNI welcomes the small increase in number of recruited Officers in the last few years. This is a positive for the service and will provide some reassurance to current Officers that help is being sought to deal with the increasing demands of the job. Nevertheless the recruitment level remains far below that required to offset the number of Officers currently exiting the service and to prepare for the potential retirement of large numbers of Officers in the coming months.

**Table 1:** Number of recruited PSNI Officers, 2013 to October 2016

2013	2014	2015	1/01/2016 – 28/10/2016
26	274	319	303

**Source:** PFNI

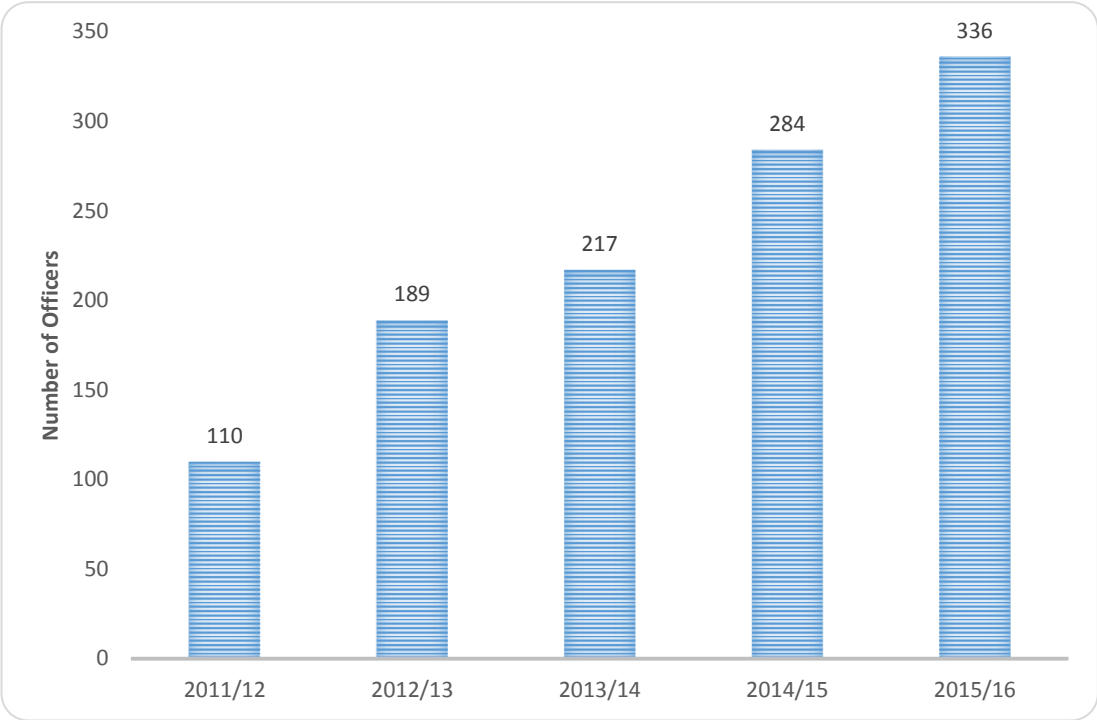
- 10.24 Recruitment into the PSNI remains an area of serious concern for the Federation given the already over-stretched and under-resourced workforce and the need for forward planning. The long-term impact of the stop-start nature of the recruitment process in NI (including the current freeze on recruitment which has resulted in between 250 and 300 fewer available Officers on the streets of NI), the increased attention given to recruiting graduates and the negative publicity attached to the training PSNI recruits receive at Garnerville College<sup>16</sup> will only become clear in the coming months and years and it may well prove detrimental to the recruitment potential of the PSNI.
- 10.25 Furthermore, research conducted by Deloitte on behalf of the PSNI<sup>17</sup> has identified the main barriers which are currently affecting Officer recruitment in NI. One of the key themes to emerge from this research included the importance of the salary and benefits package offered in NI, with 50% of all respondents citing this as ‘vitally important’ to the overall attractiveness of the PSNI as a career choice. The importance of this element increased to almost 80% for those from an ‘Irish/nationalist’ background and to approximately 65% for those from working class groups, for women and for Catholics. Further, the reduction in starting salary for recruits to £19,000 was reported by Deloitte as being ‘unpopular’ and therefore reported as acting as a *direct barrier to recruitment* in NI. Significantly this was of greater importance to Catholics and females.

<sup>16</sup> BBC News, 7<sup>th</sup> November, 2016, <http://www.bbc.co.uk/news/uk-northern-ireland-37892112>

<sup>17</sup> Deloitte, 2016, Understanding barriers affecting police officer recruitment

10.26 Figure 12 identifies the total number of PSNI Officers who have left the service between 2011/12 and 2015/16, including those who have retired, resigned, been dismissed or who have passed away. The total Officer outflow level increased by 67.3% in the four years preceding 2015/16 and a further 129 Officers left their position between January 2016 and August 2016, indicating the potential for a further increase in this outflow level.

**Figure 12: Total Officer Outflow, 2011/12 – 2015/16**



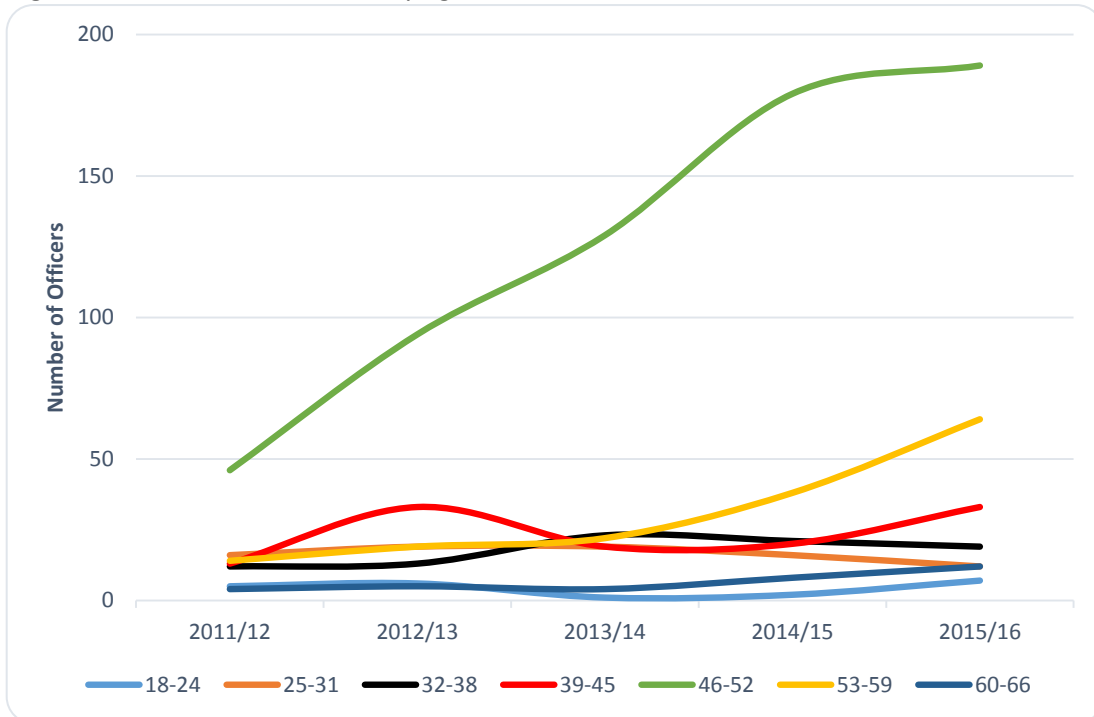
**Source:** PSNI Data

10.27 Furthermore a total of 758 Officers are eligible to maximise their pension before the end of 2018, identifying the potential retirement of 11.2% of the entire PSNI workforce within just twenty four months. This excludes any additional decline in Officer numbers based on medical grounds, dismissals or resignations. Indeed staffing models developed by the PSNI using software from the Institute of Manpower Studies at Sussex University have predicted that the number of Officers leaving due to age and service length in the next financial year is set to increase from an average of 24 per month to 27 per month. The impact of this decline in workforce strength would be exacerbated by the loss of significant levels of experience and expertise from the service. In order to begin to prepare for this the PSNI must significantly increase its recruitment intake whilst also ensuring that all new and current Officers are fully motivated, determined and resolute in their desire and ability to continue their careers as PSNI Officers. Adequate remuneration and improvements in working conditions are therefore vital to ensure this.



10.28 The PSNI's ability to retain its current Officers is of particular concern to the Federation. The data presented in Figure 11 indicates a reduction in the number of Officers with 15-19 years' service, suggesting a declining level of mid-career Officers serving in the PSNI. This decline in serving mid-career officers is further evidenced in Figure 13 which identifies a 73.7% increase in the percentage of Officers aged 39-45 leaving the service since 2013/14 and a 310% increase in the number of Officers aged 46-52 leaving since 2011/12. This also therefore provides evidence of a significant leakage of skills from the PSNI.

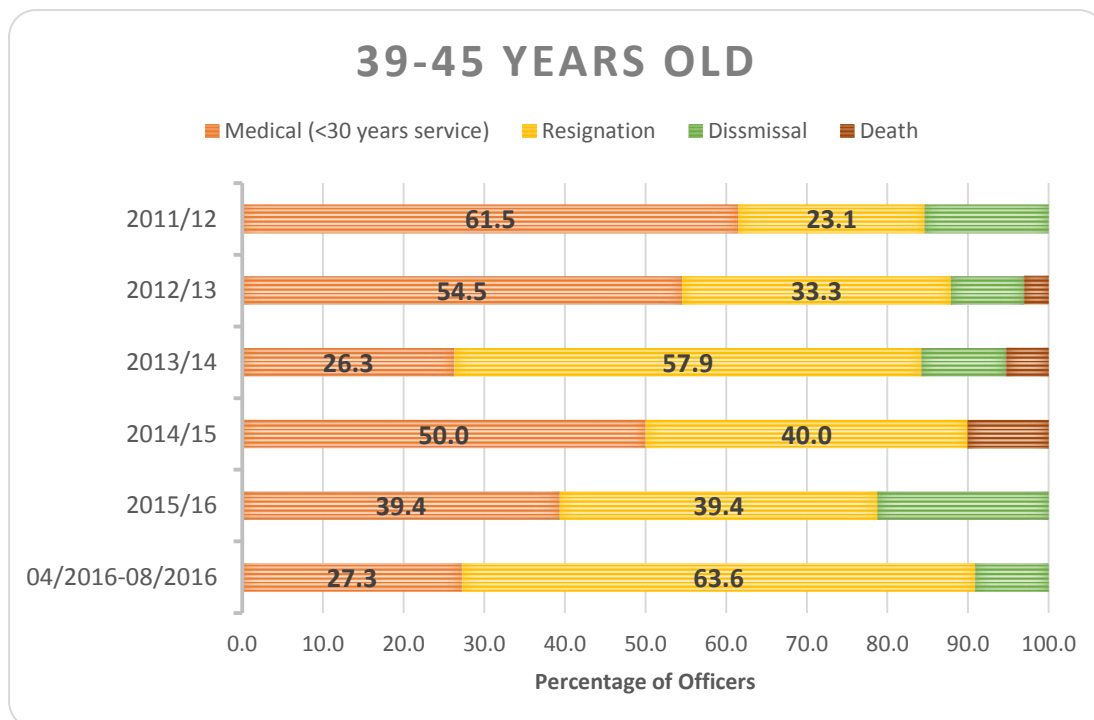
**Figure 13: PSNI Officer Outflow by age, 2011/12 to 2015/16**



**Source:** PSNI Data

10.29 Of the 1,265 Officers who have left their positions within the PSNI since 2011/12 19.0% have resigned from their position and a further 17.1% have been forced to retire on medical grounds (with less than 30 years' service). These figures are more striking when looking specifically at Officers aged 39-45 who have exited the PSNI, with the level of forced retirement based on medical grounds ranging from 26.3% to 61.5% of leavers and resignation levels of between 23.1% and 63.6%. When combined these two outflow categories account for approximately 80% of all leavers in this age category every year. In particular the increasing level of resignations within this age group identifies an inability /unwillingness to continue working under current conditions and for the level of remuneration provided. This data provides strong evidence of developing retention issues within the PSNI.

**Figure 14:** Total Outflow for 39-45 year old Officers by cause, 2011/12 to August 2016



Source: PSNI Data

### 10.3 DEMAND FOR POLICING IN NI

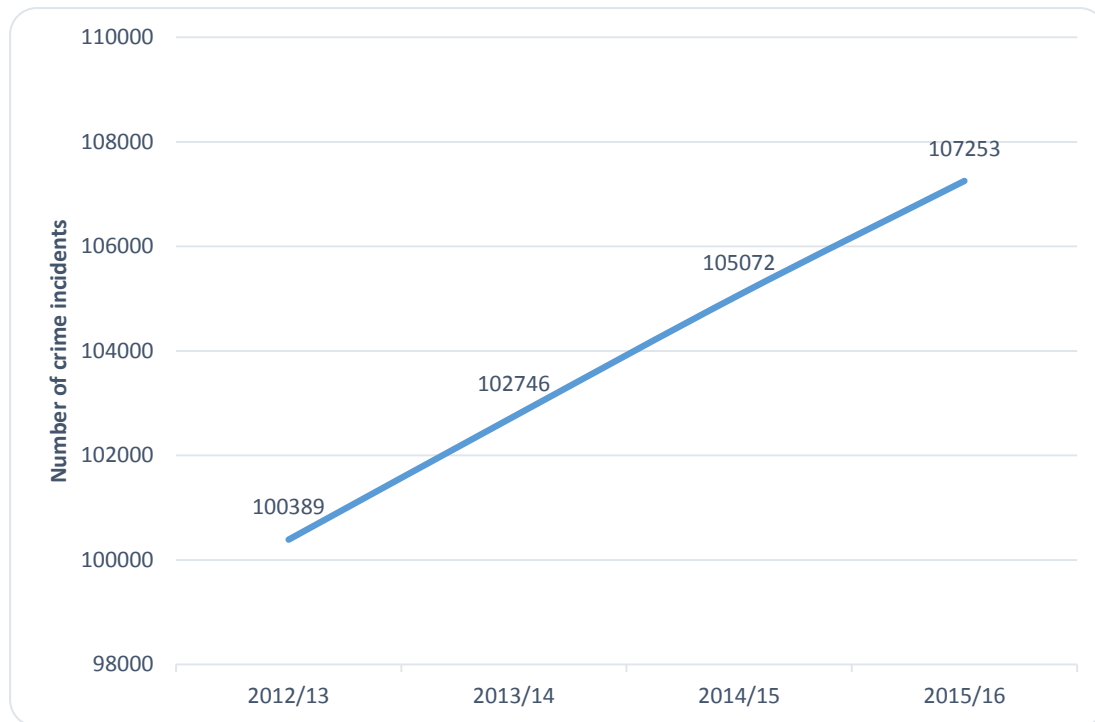
- 10.31 Becoming a Police Officer in NI requires the completion of a 22 week intensive training course at the Garnerville Police College followed by a two year probationary period. However developing the skills required to be an effective Police Officer is a much longer process which involves harnessing a wide range of skills over and above those traditionally considered as 'policing', as Officers continually adopt the role of health professional, social worker and clerical staff in addition to their role as protector. Indeed, it has recently been reported that just one in every five calls made to the PSNI are related to criminal activity<sup>18</sup> with the majority concerning vulnerability and harm, giving some indication of the broad scope of demand for policing in NI.
- 10.32 Add to this the difficulties of policing in a divided society, the impact of continued austerity and upheaval as a result of constant changes to practices and procedures and the extremely challenging working environment of a Police Officer begins to materialize. It is our belief that the entirety of this environment, including the ever changing role of the Police Officer and the demands placed on them, should be taken into account when deciding upon their remuneration package.
- 10.33 Assessing the level of demand on the police service is not a simple task given the breadth of the scope under which the service operates and the lack of information available. With sole consideration given to *crime related incidents* the PSNI Recorded Crime Statistics<sup>19</sup> identifies a 6.8% increase in the number of crime incidents in NI since 2012/13, as shown in Figure 15, resulting in a corresponding increase in the rate of crime in NI from 55 incidents per 1,000 people in 2012/13 to 58 incidents in 2015/16. This therefore identifies a heightened demand on the PSNI service as a whole.

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<sup>18</sup> Belfast Telegraph, 25<sup>th</sup> August 2016, <http://www.belfasttelegraph.co.uk/news/northern-ireland/chief-constable-george-hamilton-despite-the-challenges-i-wont-walk-away-from-protecting-vulnerable-34993593.html>

<sup>19</sup> PSNI, 2016, Trends in Police Recorded Crime in NI, 1998/99 to 2015/16, [https://www.psni.police.uk/global-assets/inside-the-psni/our-statistics/police-recorded-crime-statistics/documents/police\\_recorded\\_crime\\_in\\_northern\\_ireland\\_1\\_998-99\\_to\\_2014-15.pdf](https://www.psni.police.uk/global-assets/inside-the-psni/our-statistics/police-recorded-crime-statistics/documents/police_recorded_crime_in_northern_ireland_1_998-99_to_2014-15.pdf)

**Figure 15:** Number of recorded crime incidents in NI 2012/13 to 2015/16

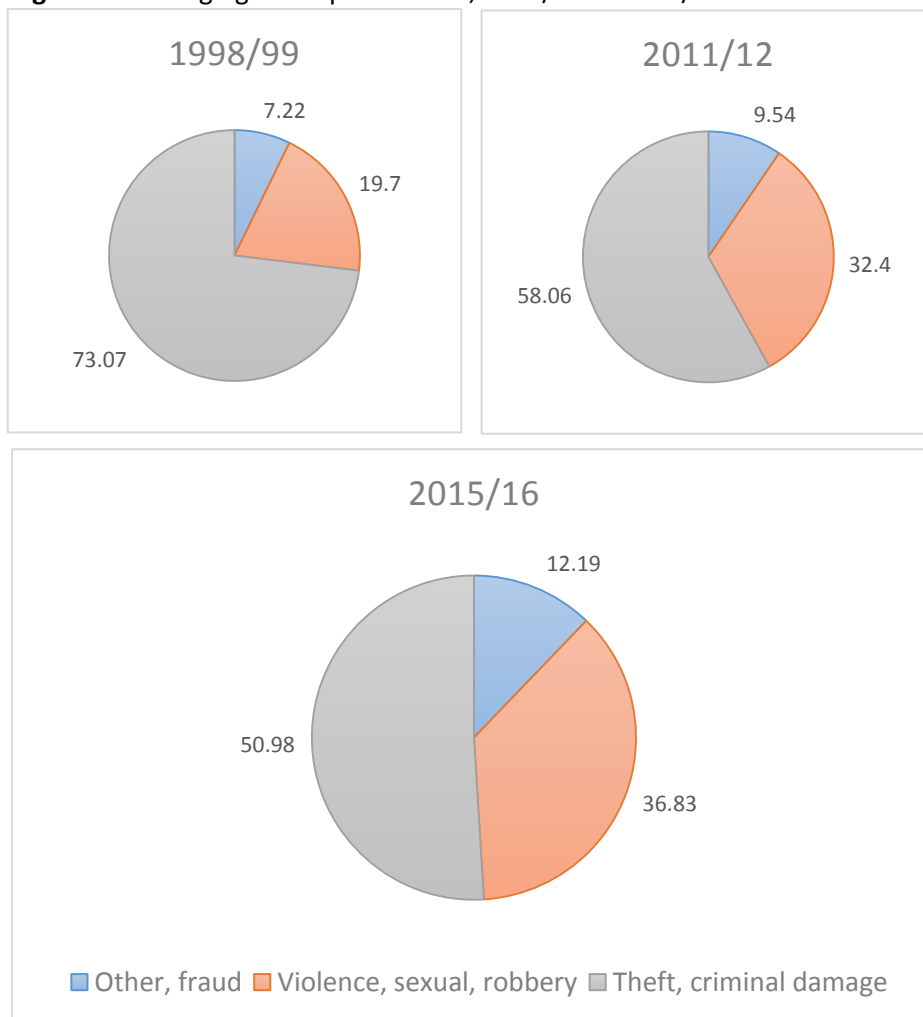


**Source:** PSNI Recorded Crime Statistics

- 10.34 The analysis of the level of recorded crime masks the number of incidents which go unreported in NI but which nonetheless form part of the overall potential demand on PSNI Officers. The NI Crime Survey<sup>20</sup> reports that in 2014/15 less than half of all crimes (47%) that are comparable with PSNI recordings were reported to police. This identifies an under-reporting rate of 53%.
- 10.35 There have also been significant changes to the NI crime profile in recent years which has had a profound impact on police demand and capacity. These changes include a 7.08pp (percentage point) reduction in the level of theft (including burglary) and criminal damage and a 4.44pp increase in the number of incidents of violence against the person, sexual offences and robbery since 2011/12. This direction of change within the NI crime profile ultimately produces a more time and labour intensive investigation process, further increasing the demands placed a system which is operating below recommended staffing levels, and arguably produces a greater personal impact upon investigating Officers.

<sup>20</sup> NI Crime Survey, 2016, Experience of Crime: Findings from the 2014/15 NI Crime Survey, <https://www.justice-ni.gov.uk/sites/default/files/publications/doj/experience-of-crime-2014-2015nics.pdf>

**Figure 16: Changing crime profile in NI, 1998/99 to 2015/16**



**Source:** PSNI Recorded crime statistics

- 10.36 Analysis of the 107,253 recorded crime incidents which occurred over the course of the 2015/16 financial year (as detailed in the PSNI Recorded Crime Statistics) identifies that the *average daily demands* dealt with by the PSNI included approximately 97.90 incidents of violence against the person, 8.32 sexual offences of which 2.14 were rape and 93.58 incidents of theft of which 16.04 were domestic burglary. Furthermore Officers attended 163.02 incidents of anti-social behaviour, 77.79 incidents of domestic abuse and 33 missing person cases. They stopped and searched 93.62 individuals, dealt with 77.10 traffic offences and attended 16.85 road traffic collisions of which 1.75 were serious or fatal.

**Table 2: Average daily incidents recorded by the PSNI, 2015/16**

Violence against the person	97.90	Anti-social behaviour incidents	163.02
Sexual offences	8.32	Incidents with a domestic abuse motivation	77.79
of which Rape	2.14	Incidents with a homophobic motivation	0.94
Robbery offences	2.01	Incidents with a sectarian motivation	3.70
Theft (including burglary)	93.58	Incidents with a racist motivation	3.35
of which domestic burglary	16.04	Missing person cases	33.00
Criminal damage offences	56.21	Number of persons stopped/searched & questioned	93.62
Drug offences	15.28	Number of traffic offences	77.1
Possession of weapon offences	2.53	Total road traffic collisions	16.85
Public order offences	4.03	of which are serious + fatal	1.75
Miscellaneous crimes against society	7.88	Number of casualties from road traffic collisions	26.45

**Source:** PSNI Statistics

10.37 These figures give some indication of the demands PSNI Officers work with on a daily basis, however the list is far from exhaustive and excludes a number of important elements of police demand including cybercrime, fraud (i.e. over 17% of NI's population have been a victim of a scam in the last three years<sup>21</sup>), community engagement projects and legacy issues. Historical investigations in NI make up a significant element of the demand placed on the PSNI and its Officers with the Chief Constable recently reporting that such issues are 'draining' police time and resources<sup>22</sup>. It is difficult to ascertain the actual level of demand facing Officers working on these cases however the heightened expectations and interest from the wider public gives some indication of the additional pressures applied.

10.38 With the number of crimes increasing and becoming more complex in their nature, budgets declining and an under resourced workforce it is perhaps unsurprising to report that the service provided by the PSNI is struggling to maintain the level required. This is evidenced through a decline in the response times for emergency 999 calls, including an 13.7pp reduction in the percentage of calls responded to in less than 5 minutes and a corresponding increase in response times over 20 minutes. In one high profile case this year the PSNI launched a pilot scheme which handed petrol station retailers the responsibility for tracing drivers who did not pay for their petrol in order to 'free up local police time'<sup>23</sup>. The perceived requirement for such

<sup>21</sup> BBC News, 10<sup>th</sup> November 2016, <http://www.bbc.co.uk/news/uk-northern-ireland-37931160>

<sup>22</sup> BBC News, 3<sup>rd</sup> November 2016, <http://www.bbc.co.uk/news/uk-northern-ireland-37857135>

<sup>23</sup> BBC News, 11<sup>th</sup> August 2016, <http://www.bbc.co.uk/news/uk-northern-ireland-37041264>

direct action is current and practical evidence of an 'under-strength and under-resourced service, which is struggling to meet the demands placed on it'<sup>24</sup>.

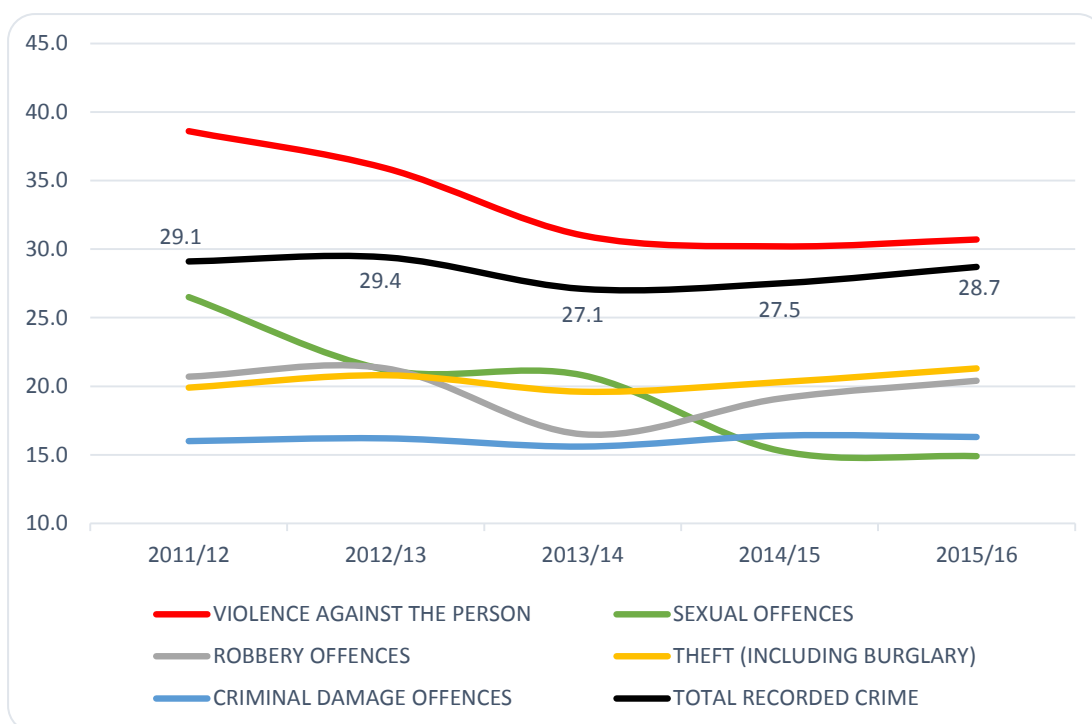
**Table 3:** PSNI 999 emergency calls response times, percentage

	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17 AS OF 21/09 %
	%	%	%	%	%	%	
<b>&lt; 5 MINUTES</b>	26.9	26.6	25.7	23.4	18.5	15.2	13.2
<b>5 - &lt;20 MINUTES</b>	59.8	61.2	61.4	63.5	67.7	68.6	68.4
<b>20 - &lt;30 MINUTES</b>	6.5	6.2	7.1	6.7	7.6	8.6	9.2
<b>30+ MINUTES</b>	6.7	6.0	5.8	6.5	6.2	7.5	9.3

Source: FOI F-2016-01241

10.39 Furthermore outcome rates in NI have also declined from 29.2% of offences in 2011/12 to 28.7% in 2015/16, with sharper declines evident for the crimes previously outlined as becoming more prominent elements of NI's crime profile, including a 7.9pp reduction in the outcome rate for violence against the person offences and an 11.6pp fall in outcomes relating to sexual offences.

**Figure 17:** Recorded crime outcome rates by offence, 2011/12 to 2015/16



Source: PSNI Recorded Crime Statistics

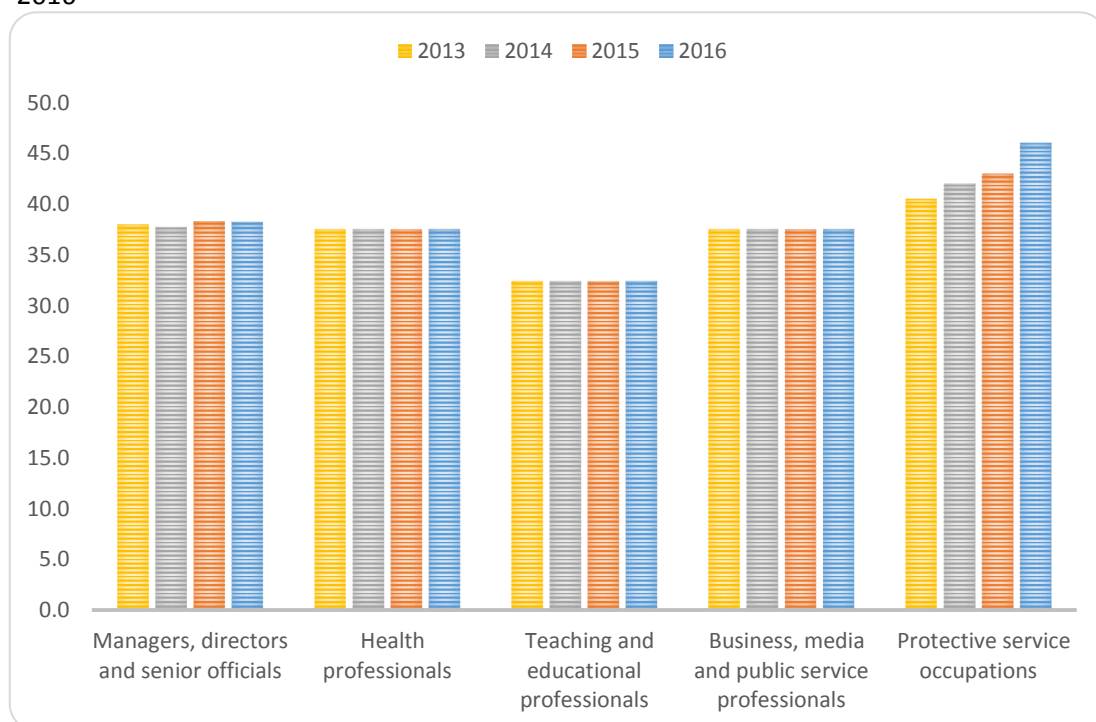
<sup>24</sup> PFNI, 11<sup>th</sup> August 2016, <https://www.policefed-ni.org.uk/News/2016/August/Will-petrol-%E2%80%98drive-off%E2%80%99-scheme-be-extended-to-shop.aspx>

## 11 WORKING CONDITIONS

### 11.1 WORKING HOURS

- 11.11 The evidence previously outlined combines to identify a service which is both under-resourced yet facing increasing demands and as a result Officers are having to work long hours in order to manage these incompatibilities. Data on working hours for Police Officers (Sergeant and below) in NI shows that the median number of paid weekly hours worked in 2014 was 45.3 and 43.6 in 2015<sup>25</sup>, this compares to a NI median of 38.3 and 38.0 hours respectively.
- 11.12 Unfortunately official working hours for Police Officers in NI are unavailable over a longer timeframe, however the results from the Annual Survey of Hours and Earnings does enable the identification of an increase in hours worked within the 'Protective Service Occupations'<sup>26</sup> in NI (in which Police Officers feature) from 40.5 in 2013 to 46.0 in 2016, as shown in Figure 18.

**Figure 18:** Total number of paid weekly hours worked, 2-digit SOC2010 occupation, NI 2013-2016



**Source:** Annual Survey of Hours and Earnings

<sup>25</sup> Annual Survey of Hours and Earnings NI by occupation (4-digit SOC2010)

<sup>26</sup> The categorisation of the 'Protective Service Occupations' includes: NCO's and other ranks, Police Officers (Sergeant and below), Fire Service Officers (Watch Manager and below), Prison Service Officers (below Principal Officer), Police Community Support Officer and Protective Service Associate Professionals.



- 11.13 This increase in hours for the Protective Service Occupations is contrasted against the total number of paid weekly hours worked by other professions, including managers, directors and senior officials, health professionals, teaching professionals and public service professionals each of which average at least five paid working hours per week less. Furthermore the working hours within these professions have largely remained static over the four year period in comparison to the continued increase across the Protective Service Occupations.
- 11.14 These figures place PSNI Officers in the 'long-working hours' category of working more than 40 hours per week, identifying them of being at high risk of the negative consequences associated with long hour working. There is a substantial body of evidence available regarding these consequences including, but not limited to:
- i. A positive association with increased risk of stroke and coronary heart disease including a 13% increased risk of coronary heart disease for those who maintain a work schedule of between 35-40 hours per week<sup>27</sup>;
  - ii. A positive association with increased risk for acute myocardial infarction<sup>28</sup>;
  - iii. A greater risk of elevated systolic blood pressure;
  - iv. A positive association with diabetes;
  - v. An increased risk of neck or musculoskeletal discomfort;
  - vi. Increased the risk of work-related accidents, resulting in higher injury rates, and;
  - vii. Strong evidence of increased levels of work-related stress associated with working long hours, which can impact mental health and well-being, including increased rates of anxiety and depression<sup>29</sup>
- 11.15 These documented impacts also extend into the development, continuation and deterioration of negative health behaviours, which subsequently can have a significant negative impact on health and well-being, these include:
- i. Increased odds for unhealthy weight gain;

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<sup>27</sup> Lancet, 2015, Long working hours and risk of coronary heart-disease and stroke: a systematic review and meta-analysis of published and unpublished data for 603, 838 individuals

<sup>28</sup> National Institute for Occupational Health & Safety (NIOSH) 2004, Overtime and Extended Work Shifts: Recent Findings on Illnesses, Injuries and Health Behaviours

<sup>29</sup> BIS, 2014, Analysis Paper Number 5 – The Impact of Working Time Regulations on the UK Labour Market

- ii. Raised odds for smoking;
- iii. Higher alcohol consumption and;
- iv. A decrease in participation in leisure activities

11.16 Interestingly, this research also identifies certain job characteristics which strengthen the association between the above impacts and long working hours. These characteristics include the impact of high demand jobs, jobs with low levels of personal control and jobs with a perceived imbalance between effort and reward<sup>30</sup>. The results obtained from the PSNI Workforce Survey include a recognition of these themes as central to life within the PSNI and therefore place Officers as high risk candidates of these negative health outcomes.

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*“...earning less, paying more and working for longer in an increasingly demanding environment”*

*(Male, 45-54, Inspecting Ranks)*

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*“...more demands are made on officers with less reward or recognition”*

*(Male, 34-45, Sergeant)*

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*“There is less chance of obtaining annual leave...and rest days can be cancelled at a moment’s notice”*

*(Male, 44-55, Constable)*

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**Source:** PSNI Workforce Survey, 2015

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<sup>30</sup> O’Reilly, D. & Rosato, M. 2013, Worked to death? A census-based longitudinal study of the relationship between the numbers of hours spent working and mortality risk, International Journal of Epidemiology, 42, p1820-1830

## 11.2 OVERTIME & DISCRETIONARY EFFORT

- 11.21 Further to the impact of long hour working, the level of overtime working and its effect is also of particular concern to the Federation. PSNI data on overtime hours, as shown in Table 4, indicates a generalised decline in the total number of hours worked; however this decline coincides with an increase of 14,000 casual overtime hours in just one year from 2014/15 to 2015/16 and it is worth noting that these casual overtime figures exclude the additional 30 minutes unpaid overtime where retention is not pre-detailed.
- 11.22 Furthermore, PSNI data also identifies an increase in the percentage of Officers working overtime from 34.94% of Officers in 2011/12 to 50.59% in 2015/16<sup>31</sup>, indicating that the impacts associated with working overtime are not affecting a greater proportion of Officers. Analysis of this data therefore indicates that, on average, the 3440 Officers who worked overtime in 2015/16 worked approximately 42.73 pre-detailed and casual overtime hours each per month, the equivalent of *one extra working week* per month.

**Table 4:** Total number of pre-detailed and casual overtime hours for all PSNI Officers, 2011/12 – 2015/16

YEAR	NUMBER OF PRE-DETAILED	NUMBER OF CASUAL	TOTAL
	OVERTIME HOURS	OVERTIME HOURS	
2011/12	1879734	33420	1913154
2012/13	2187678	30975	2218653
2013/14	2342722	24160	2366882
2014/15	1782936	23870	1806806
2015/16	1726122	37933	1764055

Source: PSNI Data

- 11.23 The reliance upon such high rates of overtime has serious consequences for the policing budget in NI with the cost of overtime increasing from £51.7 million in 2011/12 to £63.8 million in 2013/14. Although overtime costs have fallen to a low of £41.8 million in 2015/16, the real value of this decline must be considered more widely, including the increase in casual overtime and the arguably greater personal impact this has on Officer welfare.
- 11.24 In October 2016 the Police Federation for Northern Ireland conducted primary research into overtime activities in the PSNI in order to gain a greater insight into the practice and in particular

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<sup>31</sup> PSNI Data

the rate at which overtime is conducted on a 'goodwill' basis. The Goodwill Survey<sup>32</sup> was open for three weeks throughout October and gained a response rate of 40.46% – 3% higher than the 2015 Workforce Survey. The results from this survey indicate that almost all PSNI Officers (94.3%) worked additional hours, either paid or unpaid, between July and September 2016 identifying the significant under-reporting of the issue within PSNI data due, at least in part, to the lack of recognition of 'goodwill' working. Our results indicate that 70.3% of respondents performed, to some extent, in their professional capacity on a purely goodwill basis with no remuneration. On average respondents reported working the equivalent of almost *one extra week* per month (closely matched to the yearly averages from the PSNI data above), however almost *one full day* this was unpaid.

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*"...the sheer amount of overtime you have to work, usually 10/20 hours per week, which is not optional, has a long term effect on energy levels and relationships"*  
(Male, 35-44, Constable)

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*"...the amount of overtime worked (146 hours converted in September 16) and surviving on single rest days, I feel my sleep pattern and energy levels are badly effected"*  
(Male, 45-54, Constable)

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**Source:** PFNI Goodwill Survey, 2016

11.25 The survey highlighted that in the three months prior to October 2016:

- 90.2% of surveyed Officers had been contacted on a police matter outside of their normal working hours;
- 91.8% worked short-notice overtime;
- 83.5% undertook additional duties with no payment, and;
- 48.0% were encouraged to carry out duties at a lesser rate than those specified in the regulations.

This evidence is striking in itself, providing an indication of the goodwill work undertaken by a significant proportion of PSNI Officers. However the frequency with which these activities

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<sup>32</sup> Police Federation for Northern Ireland, 2016, Goodwill Survey

occurred in just three months identifies that they are not simply one-off requests, but rather a regular occurrence for many PSNI Officers:

**Table 5:** The frequency with which survey respondents experienced the following issues in relation to working overtime

	CONTACTED OUTSIDE NORMAL WORKING HOURS	WORKED SHORT-NOTICE OVERTIME	ADDITIONAL DUTIES WITH NO PAYMENT	ENCOURAGED TO CARRY OUT DUTIES FOR LESSER RATE
	%	%	%	%
1 - 5 times	55.6	58.9	48.9	75.2
6 - 10 times	20.3	22.6	24.7	15.6
11 - 19 times	10.1	10.1	11.4	4.7
20+ times	13.9	8.4	15.0	4.6

Source: PFNI Goodwill Survey, 2016

- 11.26 Almost one quarter (24.0%) of all those who stated they have been contacted on a police matter outside of their normal working hours reported that this occurred more than 11 times in the previous three months, with 13.9% stating more than 20 times. In short, almost one in every four Officers were contacted on work related matters outside of their working hours approximately once per week for three months. This intrusion into what is essentially personal / family time is increased by the level of short-notice overtime worked by PSNI Officers, with 18.5% of respondents reporting working in such conditions more than 11 times between July and September.

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*“...there are numerous days that I am detailed to work beyond my scheduled finishing time with little to no notice whatsoever, and I am expected not only to perform these duties, but drop everything and make childcare arrangements, often at a moment’s notice, which is not only incredibly unfair and unrealistic, but adds a considerable amount of stress to what is already a difficult and stressful occupation”*  
*(Male, 35-44, Constable)*

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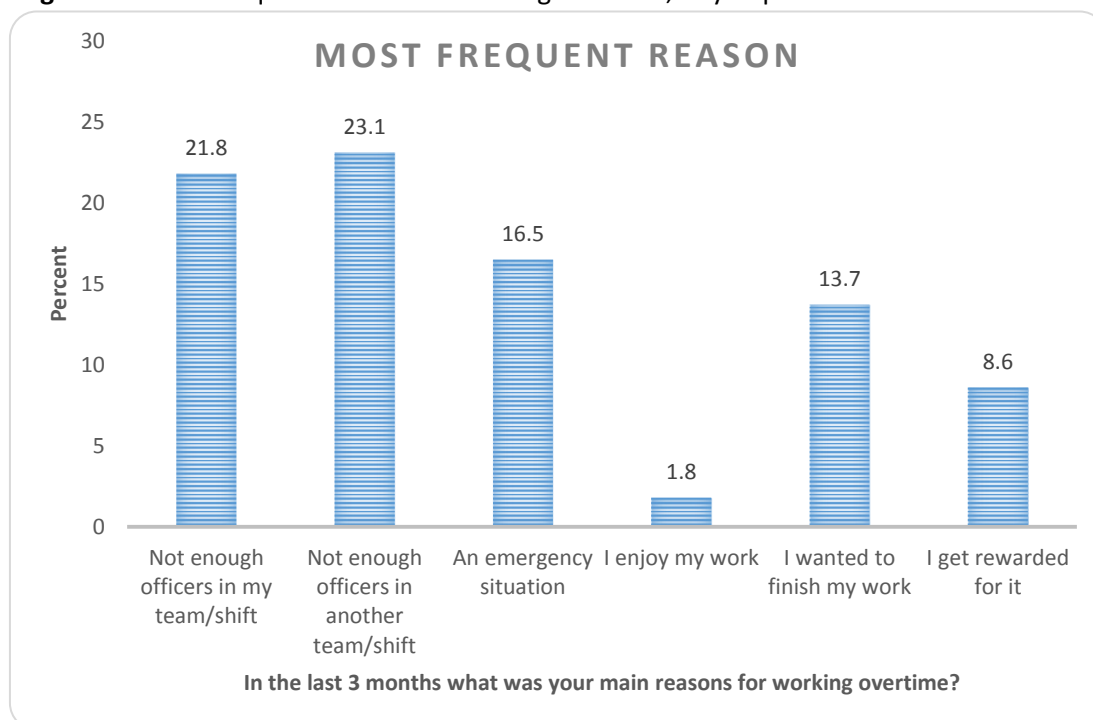
*“Majority of work performed outside of normal hours is making and receiving phone calls during the evening. This is usually several calls and may amount to several hours per occasion”*  
*(Male, 35-44, Inspecting Ranks)*

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**Source:** PFNI Goodwill Survey, 2016

- 11.27 In addition, more than one quarter (26.4%) of those who identified that they undertook additional duties with no payment indicate that this has taken place more than 11 times in the previous three months, with 15.0% reporting it occurring more than 20 times. Although the results presented in Table 5 indicate that being encouraged to carry out duties for a lesser rate appears to be an issue which is experienced less frequently, the results still show that almost 10% of Officers were encouraged to do so more than 11 times between July and September:
- 11.28 When asked about the main reasons for working overtime in the PSNI, the most and the second most frequent reason cited by respondents related directly to the lack of operational capacity within the service, a key area of concern for the Police Federation for Northern Ireland which has previously been evidenced within this submission. 44.9% of respondents cited a lack of Officers in their own or another team/shift as the most frequent reason and 38.3% as the second most frequent reason. These were both rated higher than the impact of an emergency situation which received 16.5% of the most frequent and 15.3% of the second most frequent selections, which given the time of year may have been expected to feature more prominently.

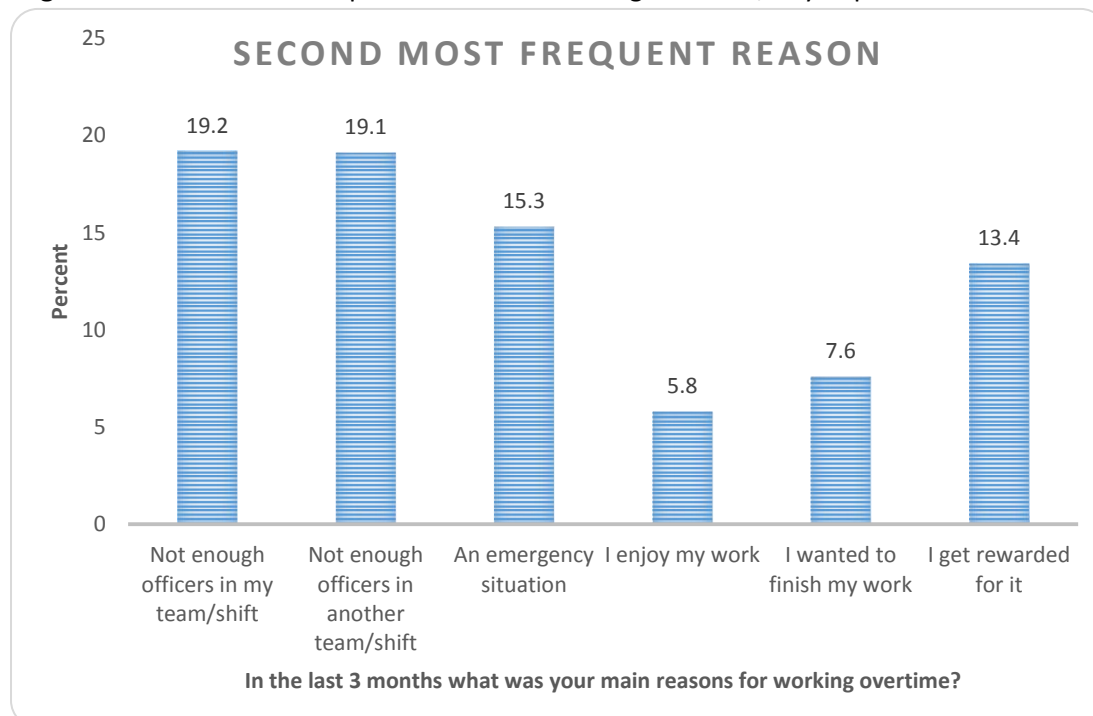
**Figure 19:** Most frequent reason for working overtime, July-September 2016



**Source:** PFNI Goodwill Survey, 2016

\*Note: Does not sum to 100%: multi-response question

**Figure 20:** Second most frequent reason for working overtime, July-September 2016



**Source:** PFNI Goodwill Survey, 2016

\*Note: Does not sum to 100%: multi-response question

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*“Limited numbers in section mean lack of paperwork time, which in turn leads to completing paperwork on own time without pay. Also means lack of enquiry time to make follow ups reducing police effectiveness for the community”*

*(Male, 35-44, Constable)*

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*“The unit I am part of has run a lot on good will for some 3 years now and it is becoming the norm, which is not acceptable. This is partly due to staffing levels and management allowing it to get to a very low level without intervening. The work gets done due to employee commitment”*

*(Female, 35-44, Sergeant)*

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**Source:** PFNI Goodwill Survey, 2016

- 11.29 An analysis of the 13.7% and 7.6% of respondents who cited the need to complete their work after hours as the most and second most frequent reason for working additional hours identified this as a symptom of a service under pressure as workloads are such that Officers are simply unable to complete their daily workload within their normal working hours:

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*“There is no time to perfect records/paperwork and this is being done on personal time”*

*(Male, 45-54, Constable)*

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*“It is clear that budgetary restrictions have resulted in officers in my department having to work in their own time (unpaid overtime) in order to simply keep up to date with work”*

*(Male, 35-44, Constable)*

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**Source:** PFNI Goodwill Survey, 2016



### 11.3 IMPACT OF OVERTIME

11.31 The Goodwill Survey also sought to ascertain the impact working regular overtime has on the personal, family and social relations of PSNI Officers. The results highlight a significant level of disruption for Officers as a result of working overtime including:

- 62.1% of respondents have had to rearrange childcare;
- 80.5% have cancelled or missed an appointment;
- 88.8% have missed a family/social event and;
- 87.1% have had less than 8 hours sleep as a direct result of working overtime in the previous three months

Again, as striking as these figures are, it is the frequency with which these events occur which outlines the severity of the impact.

**Table 6:** The frequency respondents experienced each impact, July-September

	REARRANGED CHILDCARE %	CANCELLED / MISSED AN APPOINTMENT %	MISSED A FAMILY / SOCIAL EVENT %	HAD LESS THAN 8 HOURS SLEEP %
1 - 5 times	56.0	85.1	71.8	40.5
6 - 10 times	26.4	11.9	20.3	22.1
11 - 19 times	11.8	2.2	5.8	16.5
20+ times	5.8	0.8	2.1	21.0

**Source:** PFNI Goodwill Survey, 2016

11.32 Over 50% of the respondents who reported having to rearrange childcare indicated that this occurred between 1 – 5 times between July and September. However 17.6% reported more than 11 incidences and 5.8% more than 20 incidents in just three months. This signifies that more than one in every five Officers have had to rearrange childcare almost once per week throughout July, August and September – a significant and frequent disruption for the individual Officer and their family unit:

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*“At least 80% of my overtime is last minute which means childcare has to be sorted using the goodwill of family and friends”*  
*(Female, 35-44, Constable)*

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*“On several occasions the Sgts. would come into the office 5 minutes before my shift is about to end and tell the team that no one is allowed to go home because a job has come in...it meant I had the task and stress of trying to find someone who could pick up my 1 year old daughter from nursery within 30 minutes”*

*(Female, 35-44, Constable)*

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*“There is no flexibility/help available to those of us who have arranged childcare. I pay a fixed rate for a pre-agreed service so any amendment to my shift is at great financial burden to myself”*

*(Male, 25-34, Constable)*

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**Source:** PFNI Goodwill Survey, 2016

- 11.33 11.9% of respondents reported cancelling or missing an appointment between 6-10 times in three months, whilst 20.3% reported missing a family/social event. Although the percentage of respondents stating these events occurred more than 11 times is lower at 3.0% and 7.9% respectively, the disruption to personal, family and social lives is significant and can be equally problematic to all those involved. Indeed this issue emerged as a significant and reoccurring theme throughout the survey analysis, with respondents reporting in detail their concern regarding the impact of their professional life on their personal, family and social lives:

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*“Due to the job and the lack of time off due to the constant overtime at short notice and the ‘you’ll do it or you’ll get someone else to do it’ mentality many of my colleagues including myself have lost ties with friends, given up sporting events (which inhibits fitness for duty), fallen out with partners due to never being at home, and not able to be there for your family in times of need. This is primarily due to the lack of time off and inability to plan anything...”*

*(Male, 35-44, Constable)*

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*“The OT in this district massively affected my home and personal life; it has caused problems in my relationship with my partner, I rarely see my family who live 80 miles away and I am unable to plan for any social event/private life”*

*(Female, 35-44, Constable)*

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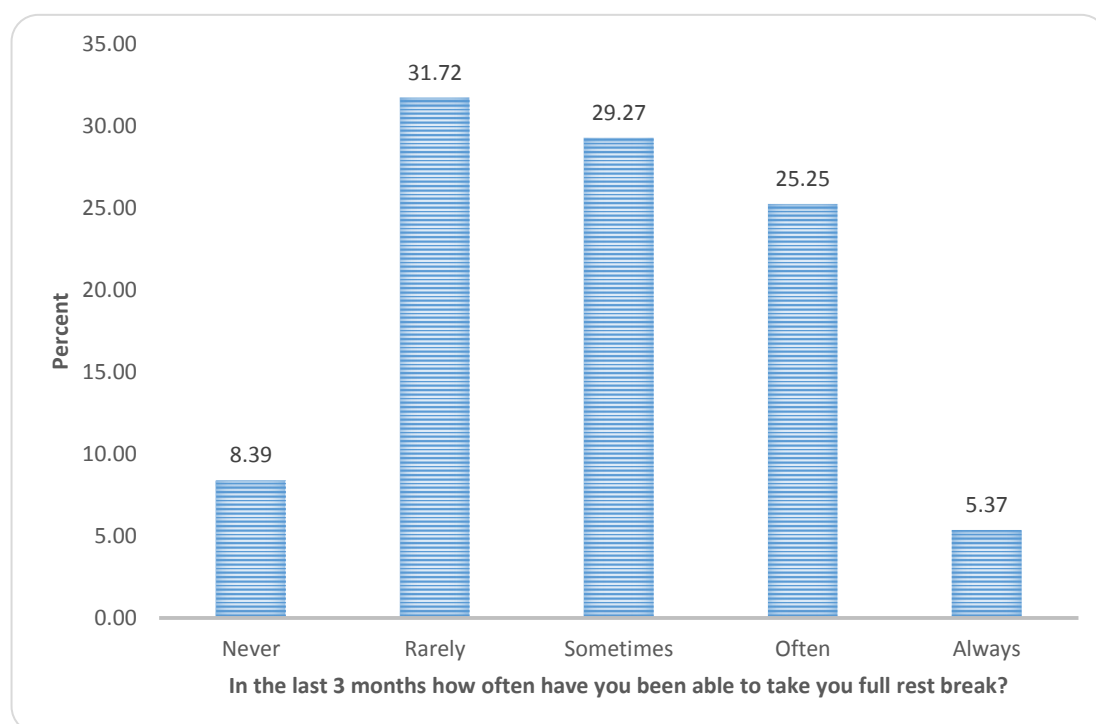
**Source:** PFNI Goodwill Survey, 2016

#### 11.4 REST-BREAKS AND REST DAYS

11.41 The ability to take the appropriate rest-break throughout the working day and rest days during the week is vital in order to ensure workers are fit, able and suitably rested when at their place of work, providing protections for the individual and the workplace. Daily rest-breaks for Police Officers are set by the Police Regulations, however the Working Time Regulations also apply. The appropriate level of daily rest-break therefore stands at 20 minutes of uninterrupted break for every 6 hour shift. The inability to avail of all or part of this uninterrupted time is effectively overtime working, however this tends to be overlooked as it is within the working day.

11.42 In order to gauge the total level of overtime worked, including work carried out during rest-breaks, respondents were asked how often, if at all, they are able to take their full rest-break entitlement. The results, as shown in Figure 21, indicate that only 5.37% of all respondents were able to take all of their full rest-break entitlements during the three months in question, with a further 25.25% citing 'often'. This signifies that less than one-third of Officers surveyed regularly take their full rest-break.

**Figure 21:** The frequency respondents have been able to take their full rest-break, July-September



**Source:** PFNI Goodwill Survey, 2016

11.43 However 40.11% of all respondents report 'never' or 'rarely' taking their full rest-break entitlement, identifying that two-fifths of all Officers worked most, if not all, of their daily rest

breaks between July and September. As previously evidenced Police Officers work long hours and with 40% of Officers unable to avail of their daily rest break entitlements there is the potential for serious and detrimental effects on their performance at work and to their personal health:

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*“There has never been any cover arranged for an official meal break / rest break as always on call and available during a shift; accepted through goodwill”*

*(Male, 45-54, Inspecting Ranks)*

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*“In the four and a half years that I have been working in this unit, I can say with honesty, that I worked through my breaks (lunch and any other) approximately 98% of the time”*

*(Female, 35-44, Constable)*

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**Source:** PFNI Goodwill Survey, 2016

- 11.44 Furthermore the cancellation and/or reallocation of rest days is also a serious cause for concern for both the Federation and its members. This practice puts undue stresses and strains on the individual Officer in terms of their ability to perform in their professional capacity without adequate rest and on their social/ family relations as their personal time is regularly interrupted by their job.
- 11.45 72.0% of respondents to the Goodwill Survey highlighted that they have had at least one rest day cancelled or reallocated in the previous three months and further analysis indicates that on average surveyed Officers had 5.8 rest days cancelled or reallocated, equating to almost two rest days per month. Indeed as many as 7.7% reported 13+ rest days cancelled or reallocated, amounting to one rest day per week.

**Table 7:** The number of owed rest days per rank per year, 2012-2016

	2012	2013	2014	2015	2016 (AS OF 19/9/16)
<b>CONSTABLE</b>	26930	26026	21888	20050	12470
<b>SERGEANT</b>	6388	6734	5767	5544	3912
<b>INSPECTOR</b>	4360	5304	4634	4054	2862.5
<b>CHIEF INSPECTOR</b>	1680	2172	2354	1962	1284
<b>TOTAL</b>	39358	40236	34643	31610	20528.5

**Source:** PSNI data

- 11.46 The total number of rest days owed to Officers is shown in Table 7 and although the decline in total days is welcomed by the Police Federation for Northern Ireland, the sheer number of days banked identifies how reliant the PSNI is on this practice in order to provide the current service in NI. The impact of the cancellation / reallocation of rest days was a consistent and reoccurring theme throughout the Goodwill Survey:

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*“The cancellation of rest days puts an unbearable strain on my family life”  
(Male, 25-34, Constable)*

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*“...at 33 I am burning out slowly. I believe that is a reflection of my workload and lack of real downtime to rest and have a family life. If I could afford to work in a lower paid job I would leave tomorrow and have less grey hair, sleepless nights and be a happier person”  
(Female, 25-34, Constable)*

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**Source:** PFNI Goodwill Survey, 2016

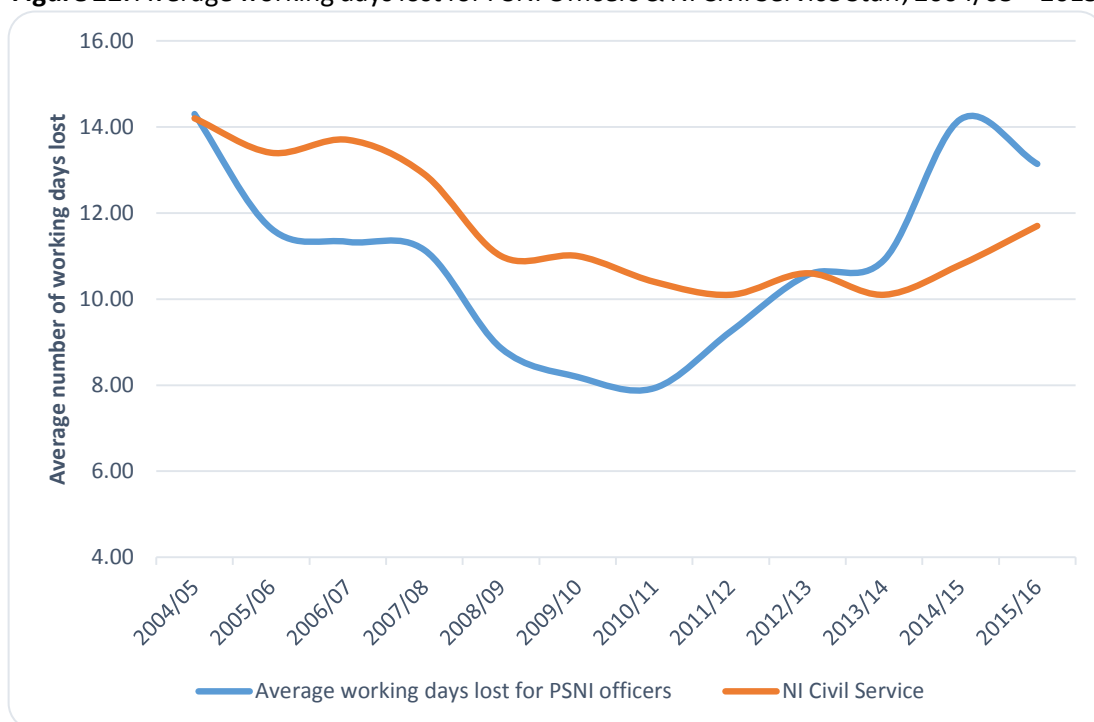
- 11.47 These worries are exacerbated by the fact that 34.4% of survey respondents report being recalled to duty when on a rest day over the three month survey period. When taken in combination the evidence presented highlights the difficulties Officers face when attempting to rest and switch off from their demanding public service roles.

## 11.5 OFFICER WELFARE

11.51 The welfare of our members is central to our remit as the representative body for PSNI Officers in federated ranks and the array of information already presented provides us with a deep and legitimate cause for concern regarding this welfare. All the evidence presented points to a staffing model which is under significant pressure through under-resourcing and increased demand and the impact of this on Officer welfare is becoming increasingly apparent.

11.52 The high level of sickness absence within the PSNI places further pressures on the service, with even fewer Officers available to deal with the mounting demands. The average number of working days lost by PSNI Officers due to sickness absence has been increasing steadily since 2010/11. The coincidence that this increase coincides with dramatic cuts to the PSNI budget is not lost on the Federation. It is clear that the impact on the health of Officers as demands increase yet budgets decline has manifested itself in high sickness levels within the workplace.

**Figure 22:** Average working days lost for PSNI Officers & NI Civil Service Staff, 2004/05 – 2015/16



**Source:** NISRA Sickness Absence in the NI Civil Service; PSNI Sickness Absence Management Information

11.53 Historically the level of sickness absence in the PSNI was consistently lower than in the NI Civil Service, however the increase in PSNI levels is such that they surpassed the Civil Service in 2013/14. As striking as these figures are they mask the daily impact of sickness absence on policing in NI. During the month of September 2016 there were, on average, 344 Officers on

sickness absence each day – for a service which is already operating below recommended levels, this is a significant problem.

- 11.54 The average number of working days lost due to sickness absence declined in 2015/16, a trend which is welcomed by the Federation, however this decline is not evident at all levels. The number of single day and 2-4 day periods of sickness have declined since 2010/11, however this contrasts with an 11.8% increase in periods of sickness absence lasting between 5-28 days and a 57.5% increase in long term sickness absence over 28 days in duration.

**Table 8:** Periods of sickness absence for PSNI Officers, 2010/11 – 2015/16

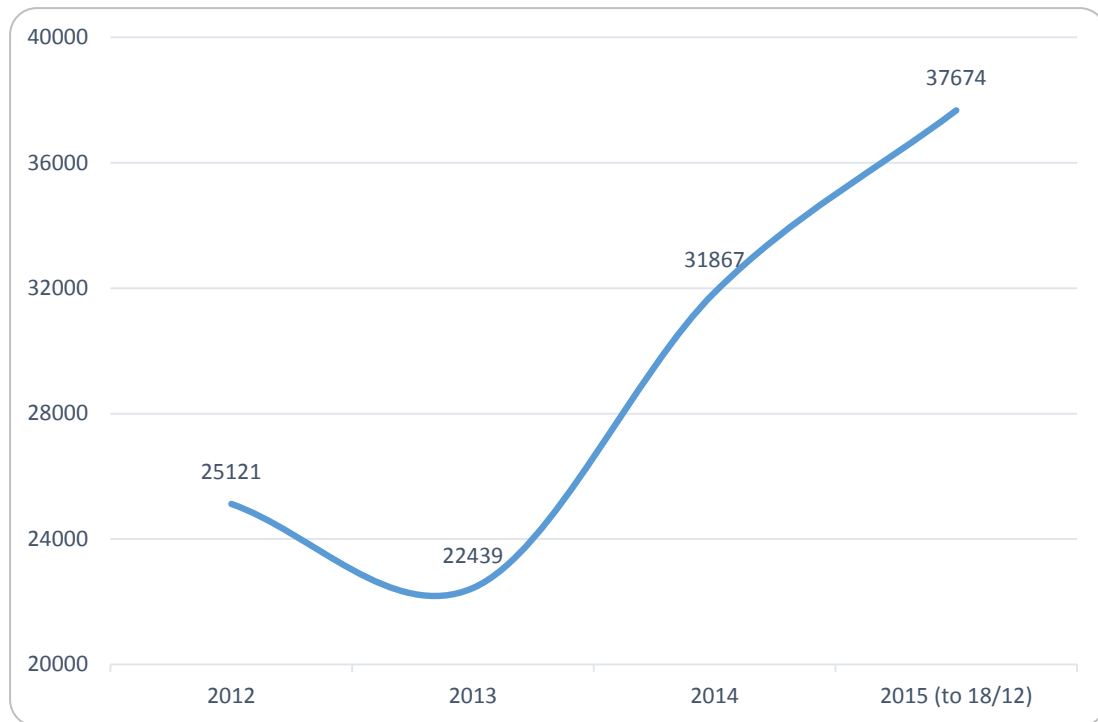
	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>SINGLE DAY PERIODS</b>	219	147	142	155	125	110
<b>2-4 DAY PERIODS</b>	1158	1052	1197	979	989	871
<b>5-28 DAY PERIODS</b>	1684	1572	1743	1645	1848	1757
<b>&gt;28 DAY PERIODS</b>	878	962	1022	1098	1326	1383
<b>TOTAL WDL</b>	<b>3939</b>	<b>3733</b>	<b>4104</b>	<b>3877</b>	<b>4288</b>	<b>4121</b>

**Source:** PSNI Data

- 11.55 There is a wide and varying range of sicknesses which account for long term absences. Data relating specifically to the 31<sup>st</sup> of July 2016<sup>33</sup> highlights that of the 222 Officers on long term sickness absence (more than 28 days) 4.9% had cardiac/circulatory problems, 4.1% were post-pregnancy, 4.1% unaccounted surgery, 3.2% related to the nervous system, 2.7% digestive disorders, 2.3% pregnancy related, 2.3% cancer, 2.3% headache migraine, 1.6% ear/eye problems, 5.4% miscellaneous and 28.8% musculoskeletal. However the majority of these 222 cases were a direct result of psychological illnesses (36.5%).
- 11.56 Indeed the impact of mental health related illnesses on sickness absence has increased by 67.9% between 2013 and 2015, as shown in Figure 23. As of 18<sup>th</sup> December 2015 25.6% of all sick days taken by PSNI Officers were a direct result of mental health related illnesses. More specifically PTSD accounted for 12.6% of mental health related sick days in 2012 rising to 13.7% in 2015.

<sup>33</sup> NI Policing Board, Questions to the Chief Constable, 01/09/2016

**Figure 23:** Total sick days taken by PSNI Officers for mental health related illnesses, 2012-2015



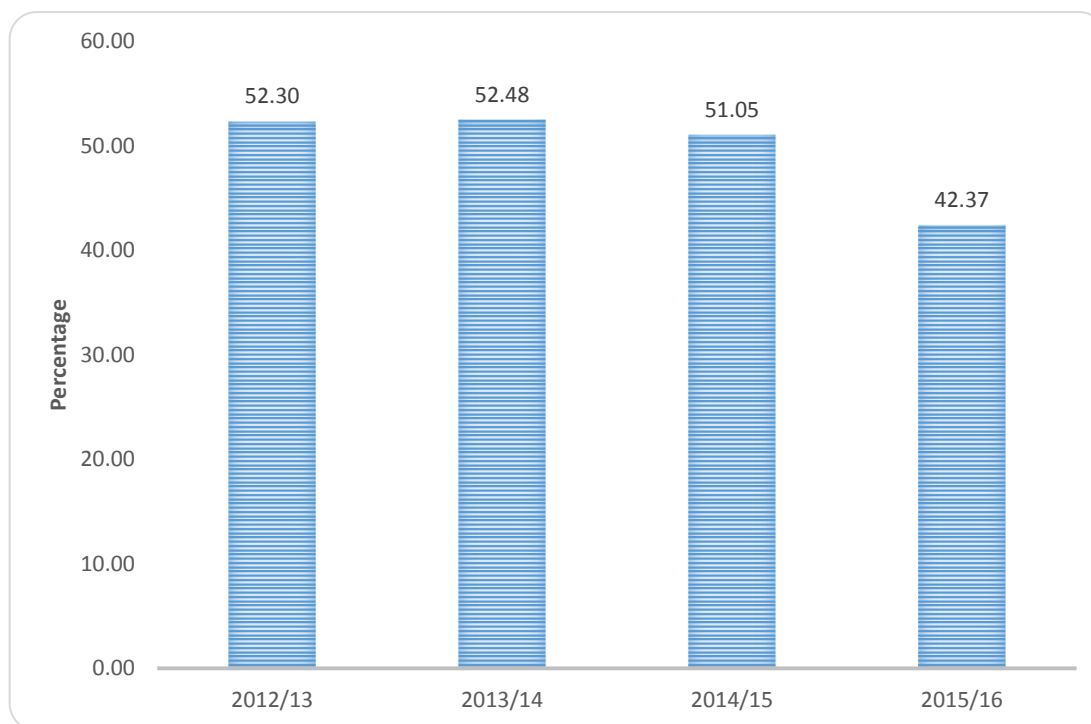
**Source:** PSNI Data

- 11.57 These stark figures highlight the significance of mental ill-health within the PSNI. This is an issue which is obviously of great importance to Officers but also to the Service and to the Federation. Such is the concern for Officer welfare that the PFNI have pledged £1m of funding over a three year period to begin to tackle the problems associated with the psychological ill-health within the service.
- 11.58 Another important aspect of welfare involves assaults carried out against Officers whilst on duty. This issue is extremely topical, having recently been debated in the House of Commons, and is set on a backdrop of high rates of assaults and declining outcome levels. The average number of recorded crimes of assault in NI where the victim was a Police Officer stands at 3118.5 each year between 2012/13 and 2015/16– this accounts for 45.9% of all PSNI Officers. Officers here face the prospect of going to work with the knowledge that they have almost a 50:50 chance of being assaulted during the year, simply for doing their job.
- 11.59 Furthermore the conviction rate for assaulting a Police Officer in NI has declined from 52% of assaults in 2012/13 to just 42.37% in 2015/16 – this low conviction rate sends out the wrong message to the public that assaulting a Police Officer is not a serious crime and it gives assailants little cause for concern regarding their actions. Furthermore this seems to give due regard to the mantra that assaults are ‘simply part of the job’ for Police Officers, a mantra which can have



serious and detrimental impacts to the motivation and mental health of Officers who are simply doing their job and serving their community.

**Figure 24:** Conviction rate (as of 06/10/2016) for assaults recorded where the victim was a Police Officer, NI 2012/13 – 2015/16



**Source:** PSNI Data, FOI F-2016-01281

## **11.6 MORALE**

- 11.61 Given the array of evidence which has been presented it is unsurprising that Officers report low levels of morale. The first PFNI Workforce Survey provided stark evidence of this, including that 73% of Officers reported low levels of personal morale, 83% reported low team morale and a staggering 96% low service wide morale. These results indicate that morale within the PSNI is lower than that found within the Armed Forces, civil servants and the National Crime Agency – identifying how significant this issue is to our pivotal public service.
- 11.62 Given that little has changed since our last submission to the PRRB in January of this year, combined with continued pay restrictions based on governmental pay policy and the continuation of the difficult working conditions (as evidenced throughout this report), it is perhaps unsurprising to note that we believe these low levels of morale have, at best, continued but likely worsened. It is our intention to conduct a follow up workforce survey in 2017, the details of which will be measured against the baseline figures produced in 2015.
- 11.63 However the PSNI Employee Engagement and Wellbeing Survey<sup>34</sup> which was conducted this year measured a number of factors which contribute to low morale, including issues also found within PFNI surveys such as; poor psychological detachment from work (3.76), high rates of change significance (5.65) and poor sleep quality (2.41). Furthermore the PSNI survey also identified a poor perception of organisational fairness and support (2.81 & 2.71) and high levels of job uncertainty (5.75). Of particular concern to the Police Federation for Northern Ireland were the low scores recorded for organisational fairness and support and the high rating for uncertainty indicating Officers feel unsettled within their role and hold grievances towards practices within the PSNI. Together these issues which were measured in 2016, identify the continuation of low levels of morale.
- 11.64 Our concerns regarding low morale are two-fold; firstly the impact upon the individual Officer and their well-being, and secondly the impact on the service. Low personal and service wide morale has a significant impact upon motivation in the workplace and this is evidenced throughout the PFNI Workforce Survey. However this morale and motivation correlation subsequently impacts the stresses and strains placed upon workers, in particular those working in already highly stressful occupations, of which policing is front and centre.

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<sup>34</sup> PSNI Survey, 2016, Research conducted in conjunction with the University of Durham

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*"I used to love my job but every year I can feel morale and motivation being sucked away. I am still proud to be a police officer but have nowhere near the motivation and enthusiasm I once had"*

(Male, 35-44, Constable)

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*"The police is no longer a desirable job for people to be in. Morale is low due to the severe lack of officers which is subsequently putting pressure on the rest of the people with rest days cancelled, giving minimal family time, extra stress and pressure"*

(Female, 35-44, Constable)

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*"More demands, less resource, more pressure...leads to stress, low morale, illness lack of motivation, retirement can't come quick enough at times!"*

(Male, 45-54, Constable)

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**Source:** PFNI Workplace Survey, 2015

- 11.65 The impact of low morale on the provision of policing in NI is significant and given that we have repeatedly outlined the issues associated with PSNI workforce strength, it is of critical importance to note that the single greatest influence reported by the 13% of respondents who stated they were planning to leave the service in just two years or less was the impact of low morale, followed by the related impact of their jobs on their health and wellbeing.

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*"The morale on the ground is very low. Having only served 6 years, the difference is remarkable. Whilst there are such severe limitations now with budget cuts and changes to the service, I think there should be a degree of emphasis on team building and staff/officer reward. A happier workforce is ultimately a more productive workforce."*

(Female, 25-34, Constable)

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*"I have never felt so undervalued and have never had so low self-esteem regarding my role. Management do not seem to care about this or the impact it is having on Officers which in turn will impact on the public"*

(Male, 45-54, Constable)

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**Source:** PFNI Workplace Survey, 2015

## **11.7 RECOMMENDATIONS**

- 11.71 With concerns regarding the welfare of our members upmost in our minds and given the starkness of the evidence provided regarding the working conditions of, and impact on, Officers working in PSNI, the Federation are calling for direct action to be taken to begin to improve conditions and ease the burden on Officers in NI.
- 11.72 In addition to a fair and reasonable pay award the Police Federation for Northern Ireland call for a reduction in the standard working week from 40 hours to 37.5 hours and an increase in annual leave provision by 1 day. It is our belief that these two practical measures would have some success in tackling the issues Officers face in mentally detaching themselves from their work when off duty and enabling adequate rest and recuperation on a more regular basis. These measures therefore have the potential to improve the health and well-being of the very people who keep us safe whilst also improving morale and motivation across the ranks as recognition of the difficult job Police Officers do.
- 11.73 Perhaps the most high profile case of a reduction in working hours occurred in the Toyota outlet centre in Gothenburg, Sweden which moved to a 30 hour working week in 2003 – a policy which continues to operate today<sup>35</sup>. Crucially Toyota continued to pay its staff for the full 40 hour working week, despite the reduction in hours, with the aim of improving employee morale, increasing efficiency and ultimately improving outcomes for its customers, the business and employees.
- 11.74 This policy was incredibly successful for operations in Gothenburg with sales up 30% in the first year and 25% in the second, bringing about 25% increase in profits both years – trends which have continued since. Efficiency in the workplace increased by a factor of 1.40 in 2014, meaning that for 6 hours work completed the company were able to bill for 8.40hours – increasing outputs by 14%. Toyota state that this compares to an industry average of working for 8 hours per day and billing for 7.36. Furthermore staff report much higher levels of morale and improved health outcomes – something which is evidenced by reduced staff turnover.
- 11.75 This is not the only example of a reduction in working hours – indeed this trend is becoming more popular in particular in Sweden after the successes measured by Toyota. Indeed such has

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<sup>35</sup> Positivesharing.com, 2016, How Toyota Gothenburg moved to a 30-hour work week and boosted profits and customer satisfaction, <http://positivesharing.com/2016/01/toyota-gothenburg-30-hour-work-week/>

been the attention given to this policy that a Government run experiment is currently underway in the Gothenburg municipality in an attempt to provide more detailed evidence of the impact of a reduced working week<sup>36</sup>. This experiment is taking place over one year in a Government run retirement home and although the publication of the final results are not due until mid-2017 initial results are positive and include:

- I. An initial increase in costs (due to the recruitment of 14 new members of staff) bringing benefits to the local economy;
- II. An off-set in these costs due to increased standards of care for patients and;
- III. Nurses report feeling less exhausted and less stressed and report having more time for themselves and their families.



**RECOMMENDATION 6**

A decrease in the standard number of hours in a working week  
from 40 to 37.5



**RECOMMENDATION 7**

An increase in annual leave provision for federated rank  
Officers by 1 day

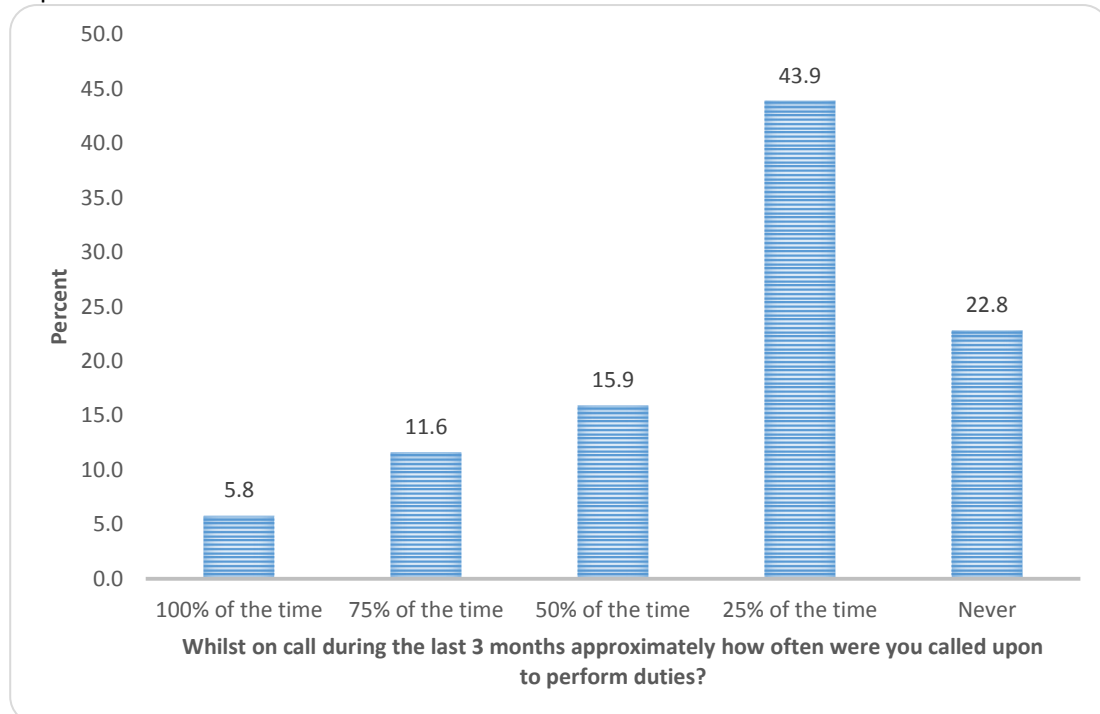
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<sup>36</sup> The Guardian, 2015, Efficiency up, turnover down,: Sweden experiments with six-hour working day, <https://www.theguardian.com/world/2015/sep/17/efficiency-up-turnover-down-sweden-experiments-with-six-hour-working-day>

## 12 ON-CALL

- 12.1 On-call allowance is an allowance paid to Officers who have a specific and rostered commitment to remain immediately available for duty outside of their normal duty hours. The act of being on-call places explicit limits on the movements and activities of Officers during their on-call periods as they must be contactable at all times and able to report for active duty when requested. The current allowance provided for being on-call is £15, whilst overtime payments are made to Officers in respect of the length of active duty performed.
- 12.2 Whilst we recognise the importance of an on-call system within the police service it is equally important that the system is effectively managed to ensure cover is available for emergency situations rather than simply to ensure round-the-clock cover for an under-resourced service. The results from the Goodwill Survey outlined below point to a high level of reliance upon the system within the PSNI with 77.2% of respondents who receive on-call allowance reporting being called to perform active duties at least once in every four occasions between July and September 2016 and 17.4% of these being called 75% or more of the time.

**Figure 25:** The frequency respondents were called upon to perform duties whilst on-call, July-September



Source: PFNI Goodwill Survey, 2016

- 12.3 It is worth noting that the very act of being ‘on-call’ is in itself extremely disruptive, given the limitations placed on the personal lives of Officers, however when viewed in combination with the rate at which being on-call transforms into active duty it is logical to assume that that Officers remain in a permanent state of readiness for the duration of their duty. This ultimately impacts their ability to benefit from their down time, impacting not only the individual but also their family unit and their social relations:

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*“On call is being abused especially amongst Inspecting ranks. You do a days’ work and you are then expected to put your life on hold, awaiting the phone call to a serious crime. Critical decisions being made to keep people safe for £15 with little or no sleep...”*

*(Male, 45-54, Inspecting ranks)*

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*“The restrictions on family life during a period of on call is not worth the current rate of on call allowance as it affects the whole family. My wife has to remain available throughout these periods to look after our children in case I receive a call or am required to work”*

*(Male, 35-44, Constable)*

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**Source:** PFNI Goodwill Survey, 2016

- 12.4 The evidence from both the PFNI surveys indicate that the £15 allowance does not adequately compensate Officers for the level of disruption experienced whilst on-call. Furthermore the Federation questions whether this rate is suitable enough to act as a disincentive for the PSNI from an over-reliance on the practice, the evidence here would suggest not.



## RECOMMENDATION 8

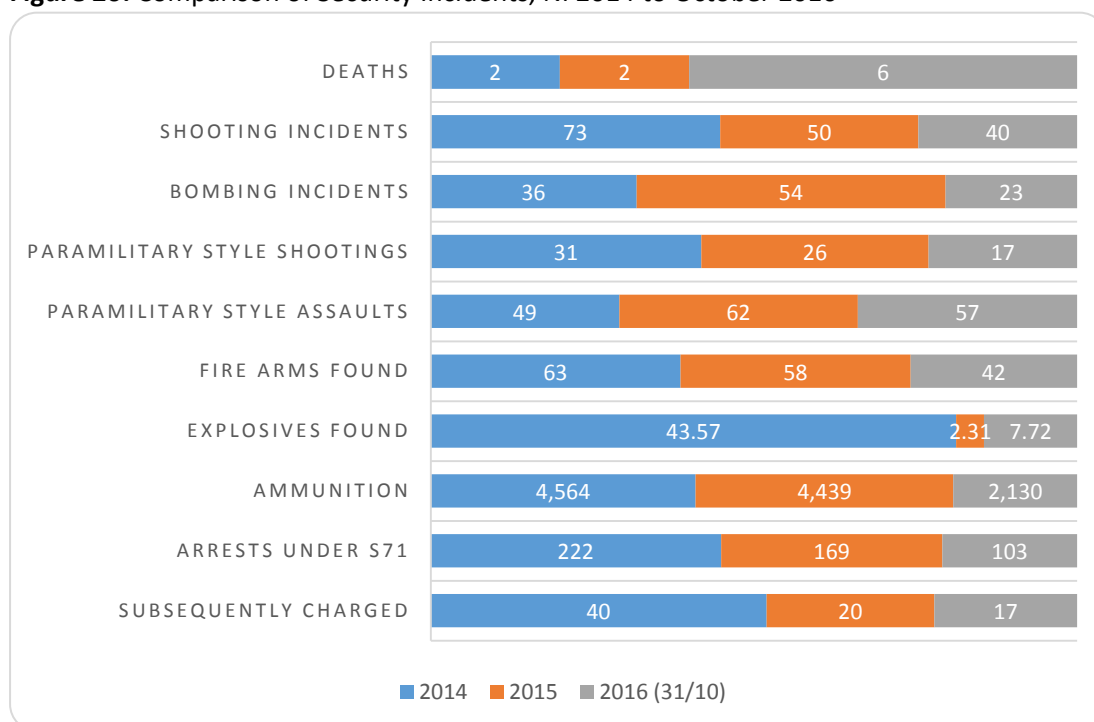
An increase to on-call allowance from £15 to £23 for each evening or weekend day period and to £30 for any time on-call during a day considered a public holiday within the terms of the PSNI Regulations 2005

## 13 SECURITY SITUATION

### 13.1 NORTHERN IRELAND

- 13.11 The history of the security situation in NI and the emergence from its ‘troubled past’ is well documented. However, it would be remiss to understate the seriousness of the threat which exists in NI from active terrorist organisations, a threat which continues to dominate politics and policing in the region.
- 13.12 The threat from terrorist organisations in NI, including dissident republican groups, materialises in a number of ways and although much reduced from the scale which occurred over a decade ago, security related incidents continue to be a significant cause for concern for the wider public and the PSNI. Over the last number of years the security situation in NI has changed very little, with the decline in some incidents replaced by an upsurge in others. According to the PSNI there were two security related deaths in both 2014 and 2015, increasing to six in the first ten months of 2016 – this compares to an average of 1.8 deaths per year between 2006 and 2015.

**Figure 26:** Comparison of Security Incidents, NI 2014 to October 2016



**Source:** PSNI Recorded Security Situation Statistics

- 13.13 Whilst the number of shooting incidents has declined since 2014, there was a significant increase in bombing incidents in 2015, with 54 occurring over the 12 months, up from 36. In addition however, PSNI Officers deal with a large number of hoax devices which cause a significant level of disruption to the local area and involve a substantial amount of police time.



Between January and August 2016 Officers were called to a total of 39 bombing incidents, the equivalent of one bomb alert per week, of which 51% were classed as 'hoax devices'<sup>37</sup>. Paramilitary style attacks remain a significant element of terrorist activities in NI with 57 assaults in 2016 and 17 shootings. As the 2016 data refers to incidents recorded between the 1<sup>st</sup> January and 31<sup>st</sup> October it is possible that by the end of the year the number of paramilitary style attacks (including shootings) in 2016 will have changed very little from 2015.

- 13.14 The seizure of firearms, ammunition and explosives gives some indication of the potential of terrorist organisations in NI to stage attacks and the increase in explosives found so far in 2016 identifies that this potential has not been eradicated. Indeed the discovery of 7.72kgs of explosives in the first ten months of 2016 highlights the continued efforts of terrorist organisations to cause injury, death and destruction in NI.
- 13.15 There has been a decline in the number of persons arrested under Section 41 of the Terrorism Act, from 222 in 2014 to 103 in the first ten months of 2016. However, the percentage of people charged as a result of these arrests has increased by 4.67pp since 2015.
- 13.16 Discussing the security situation in NI in terms of baseline statistics tends to present the information in a somewhat detached manner, especially when evaluated in terms of the evolution of these incidents over the last number of decades. It is therefore vital to provide some context to these statistics in order to reinforce the reality of the threat to retired and serving PSNI Officers as well as to potential recruits. The information provided below is a small snap shot of some of the security related incidents which took place in NI in 2016:
- 25<sup>th</sup> January: Gunshot fired and more than 100 petrol bombs thrown at police during serious disorder linked to a security alert in County Armagh<sup>38</sup>
  - 29<sup>th</sup> March: Two Officers hurt when petrol bombs thrown at Police Officers during two separate disturbances in Lurgan and Derry.<sup>39</sup>
  - 2<sup>nd</sup> May: Two Officers were inside a patrol car when the window of the car was smashed during an attack on a police patrol in Carrickfergus<sup>40</sup>

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<sup>37</sup> Belfast Telegraph, 28<sup>th</sup> September 2016, <http://www.belfasttelegraph.co.uk/news/northern-ireland/psni-handle-bomb-alert-every-week-as-dissidents-determined-to-kill-again-35085107.html>

<sup>38</sup> BBC News, 25<sup>th</sup> January 2016, <http://www.bbc.co.uk/news/uk-northern-ireland-35397998>

<sup>39</sup> BBC News, 29<sup>th</sup> March 2016, <http://www.bbc.co.uk/news/uk-northern-ireland-35913342>

<sup>40</sup> BBC News, 2<sup>nd</sup> May 2016, <http://www.bbc.co.uk/news/uk-northern-ireland-36186258>

- 11<sup>th</sup> August: Police launch an attempted murder investigation after a pipe bomb was thrown at a passing PSNI vehicle in North Belfast<sup>41</sup>
- 26<sup>th</sup> September: A man has been charged with the attempted murder of Police Officers after an armour-piercing mortar was found during searches in Lurgan<sup>42</sup>
- 26<sup>th</sup> October: A statement issued by the dissident republican group Óglaigh na hEireann threatened businesses in County Derry who serve members of the PSNI<sup>43</sup>

13.17 These types of security related incidents are a fairly regular occurrence in NI and unfortunately continue to form ‘part of the job’ for PSNI Officers. Officers and their families are all too aware of this threat and as such they have to live with it on a daily basis. This causes significant disturbance and upset to Officers, their families and their friends. It is imperative that the remuneration package offered to PSNI Officers goes some way towards compensating Officers for this disturbance.

## **13.2 REPUBLIC OF IRELAND**

13.21 It is important to note that the policing environment in NI must also deal with complexities evolving from the presence of the land border with the Republic of Ireland; an extra dimension of policing which does not occur elsewhere in the UK. The Irish border is approximately 310 miles long and has almost 200 road crossings – providing some indication of the difficulties involved in policing it. Indeed it was reported this year that almost 50 police pursuits concluded with suspects crossing the Irish border<sup>44</sup>, highlighting the importance of a close working relationship between the PSNI and An Garda Síochána. A Cross Border Policing Strategy<sup>45</sup> was developed in 2016 with the aim of further enhancing this relationship, a necessary and beneficial initiative for both jurisdictions with particular regards to the continued threat from

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<sup>41</sup> BBC News, 11<sup>th</sup> August 2016, <http://www.bbc.co.uk/news/uk-northern-ireland-37052856>

<sup>42</sup> BBC News, 26<sup>th</sup> September 2016, <http://www.bbc.co.uk/news/uk-northern-ireland-37475040>

<sup>43</sup> Belfast Telegraph, 26<sup>th</sup> October 2016, <http://www.belfasttelegraph.co.uk/news/northern-ireland/northern-ireland-shops-serving-psni-officers-threatened-by-dissident-republicans-35164122.html>

<sup>44</sup> Newsletter, 15<sup>th</sup> August 2016, <http://www.newsletter.co.uk/news/crime/almost-50-police-pursuits-end-with-suspects-crossing-irish-border-1-7527950>

<sup>45</sup> Cross Border Policing Strategy, <http://www.garda.ie/Documents/User/Cross%20Border%20Policing%20Strategy.pdf>

dissident republican terrorist groups which are strengthened by their ability to operate in two separate policing jurisdictions.

## 14 NORTHERN IRELAND TRANSITIONAL ALLOWANCE

- 14.1 The NITA is an allowance paid to PSNI Officers in recognition of the complex and challenging nature of policing in NI based upon the continued 'severe' threat (i.e. an attack is highly likely at any time) from terrorist organisations, the details of which have been outlined in the previous section. Policing here retains its 'unique and different' status compared with policing elsewhere in the UK as this security threat continues to place significant demands and restrictions on the lives of Officers and their families. In addition Officers in NI routinely carry personal protection weapons – a further distinction between the regions.
- 14.2 The origin of this allowance dates back to 1978 and it has come through a number of alternations since<sup>46</sup>, including attempts to significantly reduce the payment as a result of developments in the political arena. However, such alterations have largely been reversed as the 'severe' threat level continues to impact the nature of policing in NI. Indeed in the most recent report on NI the PRRB themselves state that the NITA '...is clearly still necessary to reflect the operating environment for PSNI Officers<sup>47</sup>' – a contemporary acknowledgement of the need to continue to provide this allowance to Officers in NI. The evidence previously outlined is robust in its claim that this security situation has not changed over the short term.
- 14.3 The NITA is valued by Officers not simply for its practical implications to their remuneration packages, but it has important symbolic implications for Officers as recognition for the difficulties they endure on a daily basis. The PRRB also acknowledge this and state that as increases to the NITA have historically followed pay uplift figures 'any increase below this level might have a detrimental impact on police Officers' morale and motivation<sup>48</sup>'. Evidence gathered from the PFNI Workforce Survey 2015<sup>49</sup> echoes this claim with 83.8% of respondents who cited a level of dissatisfaction with the rate of NITA reporting low or very low personal morale, declining to 57.5% of those who report being satisfied with NITA payments. It is therefore of upmost importance to the morale and motivation of Officers that this historical trend continues.

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<sup>46</sup> A more detailed account can be found in the PFNI's 2016/17 submission to the PRRB:  
<https://www.policefed-ni.org.uk/Submissions/PFNI-Submission.aspx>

<sup>47</sup> PRRB, 2016, Second Report on Northern Ireland, p19

<sup>48</sup> PRRB, 2016, Second Report on Northern Ireland, p30

<sup>49</sup> PFNI, 2015, Workforce Survey



## RECOMMENDATION 9

The Northern Ireland Transitional Allowance (NITA) is uplifted  
in line with the pay increase awarded to PSNI Officers

## 15 COMPETENCE RELATED THRESHOLD PAYMENT

- 15.1 The Competence Related Threshold Payment (CRTP) was introduced in 2003 with the aim of recognising and rewarding Officers who demonstrate high professional standards and competency in their role. However, following the Winsor Review and the argument that the payment was no longer linked to performance, a Police Arbitration Tribunal recommended the cessation of the payment phased over a three year period from 2013, a process which has been undertaken in both England and Wales.
- 15.2 Critically however an agreement reached by the Police Negotiating Board at a full (UK) PNB meeting held on the 1<sup>st</sup> May 2014 saw the PSNI continue with the CRTP, with explicit agreement that Officers could continue to apply for it when they reach the maximum of their scale point and display the necessary criteria.
- 15.3 The agreement made at this PNB also included the commitment to a full review of the payment by the PRRB in 2018 with any agreed recommendations to be implemented in 2019. This is a position which has also been agreed upon by the then Justice Minister for NI, David Ford MLA, in correspondence to the Police Federation for NI on the 22<sup>nd</sup> October 2014 in which he explicitly states that ‘...in respect of the Competence Related Threshold Payment scheme...the dates agreed during the review were the 2018-2019 financial year’<sup>50</sup>. The PFNI remain committed to partaking in this review and will make our case for the payment at the appropriate time.
- 15.4 It is therefore our view that CRTP, as it currently stands, is a *legitimate payment* made in recognition of the competence of Officers and *any* change to this, including closing the scheme to new applicants, would be in breach of the current PNB agreement outlined.



### RECOMMENDATION 10

The Competence Related Threshold Payment (CRTP) remains open to new applicants, as per current PNB agreement

<sup>50</sup> Ministerial Correspondence: COR/407/2014

- 15.5 The current rate of the CRPT payment is £1,224 per annum, a value which has increased by just 1% in the last six years. In effect, given the rate of inflation, this payment has actually declined in value over the last number of years and so we would seek an increase in this payment in line with the uplift to pay.



#### RECOMMENDATION 11

The value of the Competence Related Threshold Payment (CRTP) is uplifted in line with the pay award

## 16 ALLOWANCES

- 16.1 Dog handlers allowance is paid to Officers who hold the specialist role of dog handler and who keep and provide for a police dog in their home. The allowance is provided as recompense for the necessary care given to the dog during an Officers' rest days, days off and holidays.



### RECOMMENDATION 12

That Dog Handlers Allowance remains and is uplifted in line with the pay increase awarded to PSNI Officers



## 17 APPENDICIES

### 17.1 APPENDIX A - JUSTICE MINISTER (NI) REMIT LETTER

FROM THE OFFICE OF THE JUSTICE MINISTER



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Our ref: SUB/1355/2016

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

19 September 2016

*David*

#### POLICE REMUNERATION REVIEW BODY – REMIT LETTER

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

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

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

### **Public Sector Pay Policy**

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

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

### **For 2017/18 review**

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

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

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

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

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

FROM THE OFFICE OF THE JUSTICE MINISTER



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

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

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

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

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

**CLAIRE SUGDEN MLA**  
Minister of Justice

Building a fair, just and safer community

17.2 APPENDIX B – LETTER FROM CHIEF SECRETARY TO THE TREASURY TO CHAIRMAN OF PRRB

OFFICIAL



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

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

17<sup>th</sup> July 2016

Dear Mr. Lebrecht,

PUBLIC SECTOR PAY 2017-18

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

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

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

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

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

*Yours sincerely*

A handwritten signature in black ink, appearing to read "Greg Hands".  
GREG HANDS

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