

# **Police Federation for Northern Ireland**



## **National Crime Agency Remuneration Review Body Submission**

**January 2016**

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## 1. EXECUTIVE SUMMARY

- 1.1 The Police Federation for Northern Ireland (PFNI) has prepared this submission, being the representative body for Officers within the Police Service of Northern Ireland (PSNI).
- 1.2 The Federation came into being on 15<sup>th</sup> July 1971 by virtue of the Police Act (NI) 1970 and represent all ranks up to, and including, Chief Inspector.
- 1.3 This is the second year in which the PRRB has operated and in preparing the submission we have taken into account the PRRB's request to provide evidence reflective of the remit letter from Minister of Justice (NI) David Ford MLA to the PRRB Chair, dated 20<sup>th</sup> October 2015.
- 1.4 Our submission is reflective of the security and economic factors (£220 million removed from police budget in last 4 years and a further £13 million to police budget in 2016/2017), pertaining in Northern Ireland, and at a time when the service seeks to protect its operational capability of 6,963 in the face of ongoing Loyalist and Dissident Republican terrorism, the volatile public order situation and organised crime coupled with issues of land borders.
- 1.5 We are mindful of the comments of our Chief Constable when faced with severe budgetary restraints when he publicly stated:

*'My initial professional assessment is that cuts of this level will mean a Police Service that is un-recognisable. It is likely to mean a service with virtually no preventative capability; neighbourhood policing would be eliminated in all but a small number of the most vulnerable neighbourhoods; and as a service we would be primarily focused on emergency response policing and serious harm policing to tackle the most dangerous threats.*

*A large proportion of the remaining police estate would have to close; police stations would be open to the public for a small number of hours across a small number of stations; and fleet reductions of the scale required would be so significant as to change mobile policing into a fire brigade type response, only responding to emergency calls<sup>1</sup>.*

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<sup>1</sup> Chief Constable George Hamilton QPM, Address to Policing Board, October 2014

## **2. The Justice Ministers Remit Letter**

2.1 This year's remit letter stated that the Northern Ireland Public Sector Pay Policy, whilst not agreed at the time of issue, in general, endorsed the principal of adherence to the UK Government's public sector pay policies and public sector pay growth limits.

The following issues were raised for PRRB consideration:

### **2.1.1 2016/2017**

- The application of any pay award for these police Officers, effective from 1<sup>st</sup> September 2016;
- Whether any increase should be applied to the Northern Ireland Transitional Allowance and whether to change its current non-pensionable status;
- Whether any increase should be applied to the Competence Related Threshold Payment and/or Dog Handler's Allowance: and;
- The operation of current on call arrangements for the Federated and Superintending ranks – including compensation levels and accessibility by those ranks;
- The importance that no barriers to movement are created between forces and so parity in key areas remains desirable;

### **2.1.2 Future Agenda**

- A comprehensive review of the CRTP scheme;
- Consideration to the ongoing reforms being taken forward by the College of Policing and what, if any, impact these might have on policing in Northern Ireland.

### **3. OUR RESPONSE**

3.1 In response to the remit letter we have considered evidence of current pay terms and conditions, and whether those arrangements attract, motivate and reward Officers.

3.2 In particular, we have collected comprehensive evidence from members<sup>2</sup> by way of an independent workforce survey, demonstrating that 73% of police officers in federated ranks have personal low morale, with 96% stating morale in the service, as a whole is low.

3.3 Our analysis of the wider economic climate shows that total real pay for federated ranks is estimated to have fallen by 10 percentage points since 2010<sup>3</sup> and in real terms PSNI salary levels show a 4 percentage points decline compared with the public sector as a whole.

3.4 We believe that to attract and retain the right calibre of Officer the service needs to provide pay and conditions that are fair, reflect the nature and responsibilities of the role, and enable Officers to maintain a responsible standard of living.

3.5 We have sought to evidence the unique and special environment pertaining to policing in Northern Ireland and in particular the payment of the Northern Ireland Transitional Allowance.

#### **RECOMMENDATION 1**

Notwithstanding Public Sector austerity and the Northern Ireland Executive public sector pay policy applicable to Northern Ireland for 2016/2017 we seek an uplift of 2.4% which reflects the 3 year average median between CPI and RPI.

#### **RECOMMENDATION 2**

That incremental payment remains and are honoured in line with legitimate expectations of those Officers on rank scales.

#### **RECOMMENDATION 3**

That the Northern Ireland Transitional Allowance become a pensionable payment, and uplifted in line with the annual Officer salary increase.

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<sup>2</sup> PFNI Workforce Survey, September 2015

<sup>3</sup> PFNI & Webb Advisory

#### **RECOMMENDATION 4**

That On-Call allowance be increased to £23.00 for each evening or weekend day period and to £30.00 for any time on-call during a day considered a public holiday within the terms of the PSNI Regulations 2005.

#### **RECOMMENDATION 5**

- (a) That CRTP remains as is, working towards a review in 2018 and any change implemented in 2019, and the allowance is uplifted in line with the pay award;
- (b) That Dog Handlers allowance remains and is uplifted in line with the pay award;

#### **RECOMMENDATION 6**

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

#### **RECOMMENDATION 7**

That longer-term arrangements should be considered based on sound evidence with comprehensive, transparent, and reliable data. Any proposals need to have modelling of those changes in advance.

#### **4. STRUCTURE OF SUBMISSION**

4.1 In this submission, we aim to address the key points that have been raised in the remit letter from the Minister of Justice (Northern Ireland) to the Police Remuneration Review Body.

4.1.1 The structure of the submission includes:

- (i)** The case for uplift to Police Officers salary in line with inflation mindful of internal and external factors;
- (ii)** How to apply the increase including application of targeting Officers to receive a pay award;
- (iii)** The Northern Ireland Transitional Allowance (NITA) to be considered a pensionable payment;
- (iv)** The On Call Allowance uplift;
- (v)** The Allowances included as part of the package, Competence Related Threshold Payment (CRTP) and/or Dog Handlers Allowance;
- (vi)** Parity and uniformity with similar ranks in England & Wales;

## **5. THE CASE FOR THE PAY AWARD**

5.1 To assist and in order to make a case for the pay award we have analysed information on a number of factors, both internal and external, including but not limited to:

- (i)** The economic context;
- (ii)** The retention of sufficient numbers of qualified Officers;
- (iii)** Morale in the Service;
- (iv)** Role Profile (current and anticipated).



## 6. INTRODUCTION (THE ECONOMIC CONTEXT)

6.1 The NI economy faces a number of challenges, both long-term structural issues, and in relation to the lasting effects of the recession. A broad range of global risks are also apparent which could derail the burgeoning recovery. For example, the Eurozone economy remains fragile and increasing uncertainty over a potential 'Brexit' could dampen UK Economic prospects.

6.2 Continued UK Government efforts to reduce the deficit and the potential for interest rate increases in 2016 are reflected in relatively subdued forecasts for the period to 2020. As table 1 illustrates, GVA increases are expected to slow in 2017 to 2.2% and continue to 2020 at no more than 2% per annum. The strong employment creation that has been a main feature of the current recovery is not expected to continue at the same pace.

**Table 1: UK Forecasts for GVA and Employment**

	United Kingdom forecast					
	2015	2016	2017	2018	2019	2020
GVA (% p.a.)	2.6%	2.6%	2.2%	1.8%	1.9%	2.0%
Employment (000's)	324	417	256	100	184	187

Source: Ulster University Economic Policy Centre

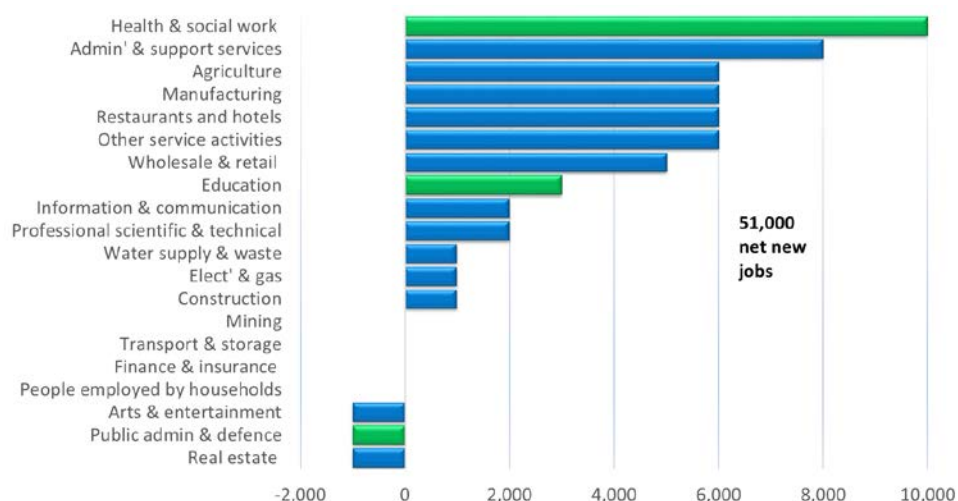
6.3 This UK context is a key influencing factor in how the Northern Ireland economy is performing, and how it is expected to perform over the coming years. Before considering the specific impact of the wider economy on PSNI pay, it is therefore important to consider the economic context of Northern Ireland.

## 7. NORTHERN IRELAND'S ECONOMIC PERFORMANCE

### 7.1 Employment

7.1.1 Northern Ireland suffered a deep recession that resulted in 81,000 jobs lost between 2008 and early 2012. Since then, the recovery has resulted in 51,000 net new jobs, shared across many sectors (figure 1).

**Figure 1: Job Change by Industry Q1 2012 - Q3 2015**

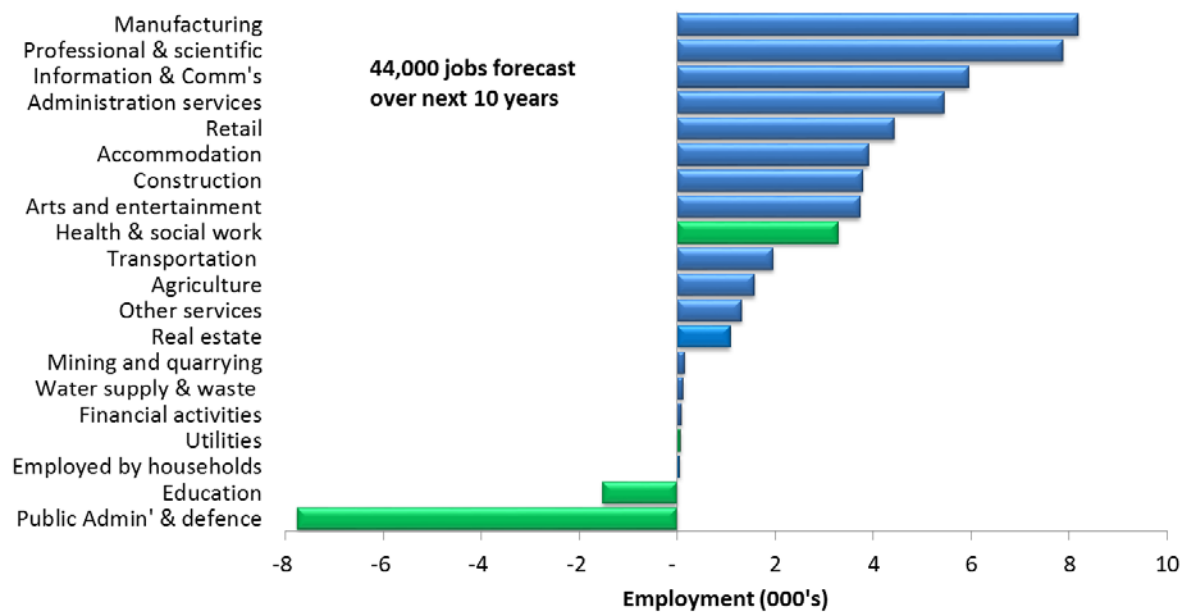


Source: Quarterly Employment Survey

7.1.2 As of September 2015, employee jobs in NI were 729,740. Although this represents an increase of almost 8,500 from the previous year, it remains slightly below 2008's peak employment figure of c.730,500 employees.

7.1.3 As figure 1 demonstrates, while much of the growth in employment since the recession has come from the private sector, it is the public sector health and social work sector that has posted the most significant increases in employee jobs. Perhaps counter intuitively, given media coverage of austerity and public sector cuts, public administration has to date only recorded declines of c.1,000 employee jobs. The prospects for public sector employment suggest much tougher times ahead, with reductions of c.8,000 net jobs by 2025 (figure 2).

**Figure 2: Employment Change by Sector in NI, 2015-2015**



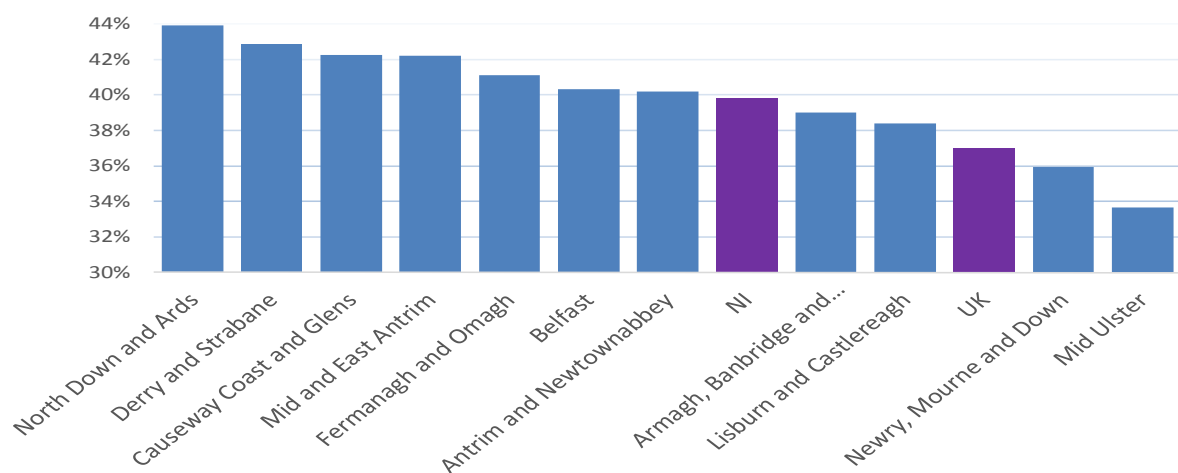
Source: Ulster University Economic Policy Centre

## 7.2 Claimant Count and Inactivity

7.2.1 The labour market improvements noted above mask a persistent level of economic inactivity and claimant count rates that remain consistently above the UK. As of November 2015, the claimant count (the number of people of working age claiming Job Seekers Allowance) in Northern Ireland was 39,100. This was 4.4% of the total workforce - the highest of any region in the UK, and double the average UK figure.

7.2.2 In addition to claimant count rates far in excess of UK levels, inactivity rates remain a persistent problem for the Northern Ireland economy. Figure 3 shows that there approximately 40% of the NI adult population that are economically inactive, approximately 3 percentage points higher than the UK average.

**Figure 3: Economic inactivity rate (% 16+ population), NI LGD's, 2014**



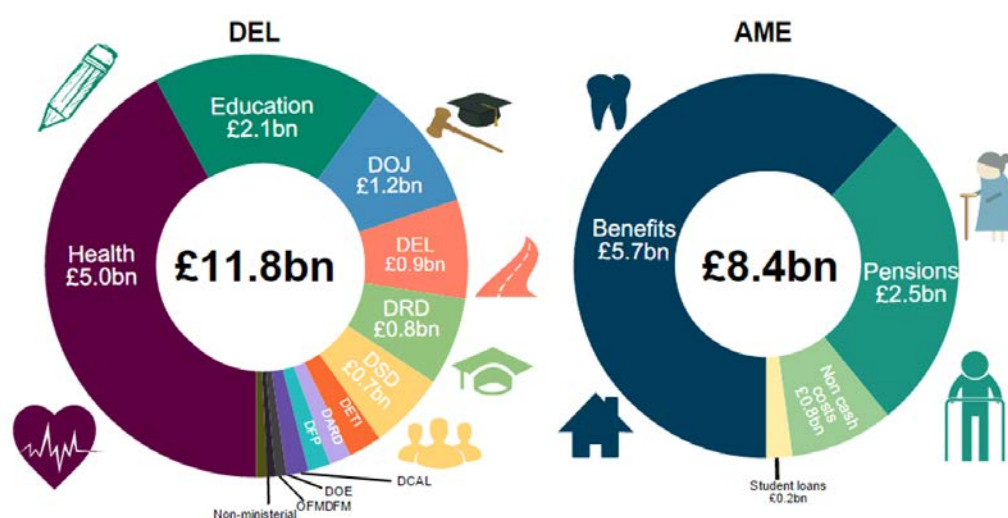
Source: DETI

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### 7.3 Public Expenditure Context

7.3.1 Northern Ireland is more dependent on the public sector and central government spending than any other part of the UK. While the NI Executive is striving to rebalance the economy away from this reliance on the public sector, approximately 70% of the GDP in the region is accounted for by the public sector. Roughly 30% of employment is from within the public sector compared to 18% in the UK as a whole. Current figures show that Northern Ireland spends approximately £24bn across Departmental expenditure and pensions/welfare.

**Figure 4: Departmental Expenditure Limits & Annually Managed Expenditure in Northern Ireland**



Source: NI Executive (2015-2016)

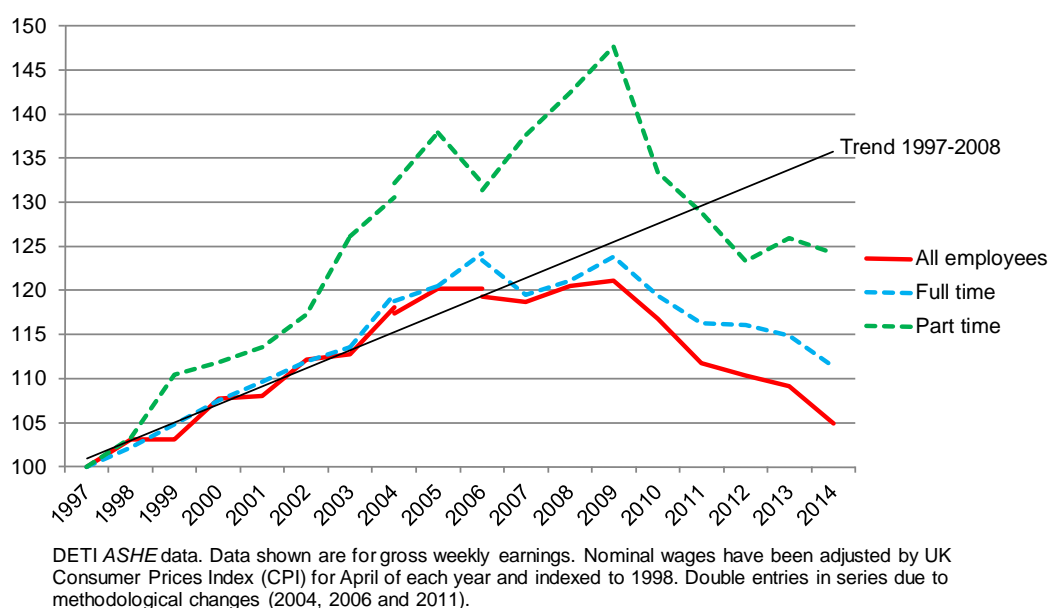
7.3.2 Northern Ireland's public expenditure did face reductions during the period 2010-2015. These reductions were approximately 8% in real terms<sup>4</sup>. While the Chancellor's autumn statement signalled a softening of austerity, and essentially a flat cash settlement for departmental expenditure, Northern Ireland still faces a future where public expenditure will be under pressure and significant economic pressures will remain.

### 7.4 Wages

7.4.1 Despite the improving economic conditions across the UK and Northern Ireland, the recovery has been devoid of pay increases. In fact, as figure 5 shows, real wages have declined in real terms since 2009 and the onset of the recession. Earnings are now around the same level as they were in 2000 and considerably below where they would have been if they had continued on the 1997-2008 trend.

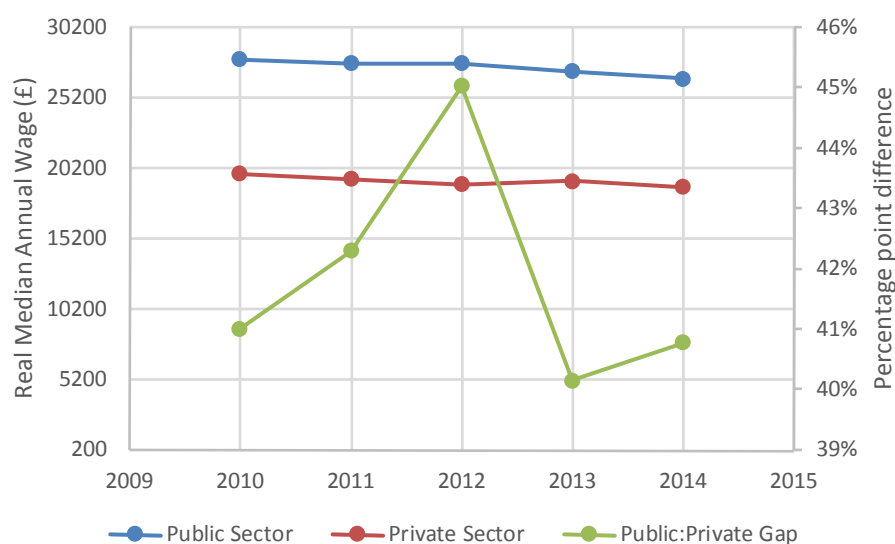
<sup>4</sup> HM Treasury Public Expenditure Statistical Analyses  
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**Figure 5: Real-wages index, Northern Ireland 1997-2014**



7.4.2 Figure 6 below presents public sector and private sector median wages for Northern Ireland in 2010 prices. Again, the decline in real 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 6: Median Annual Wages in the public and private sectors in 2010 prices**



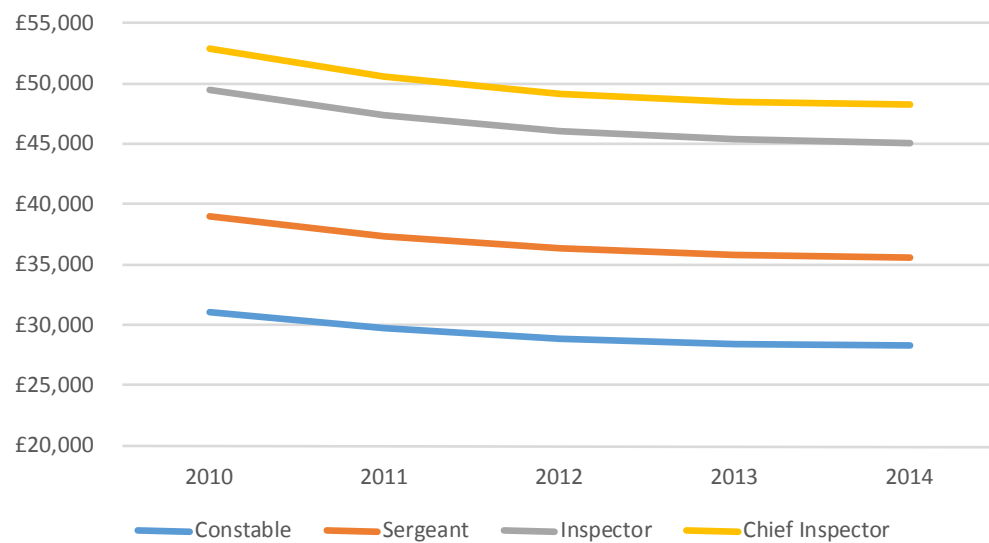
Source: ASHE and author's calculations

7.4.3 These real terms reductions in wage levels, which act as a brake on economic growth and prosperity, are also evident in PSNI wages.

## 7.5 Police Wages in Context

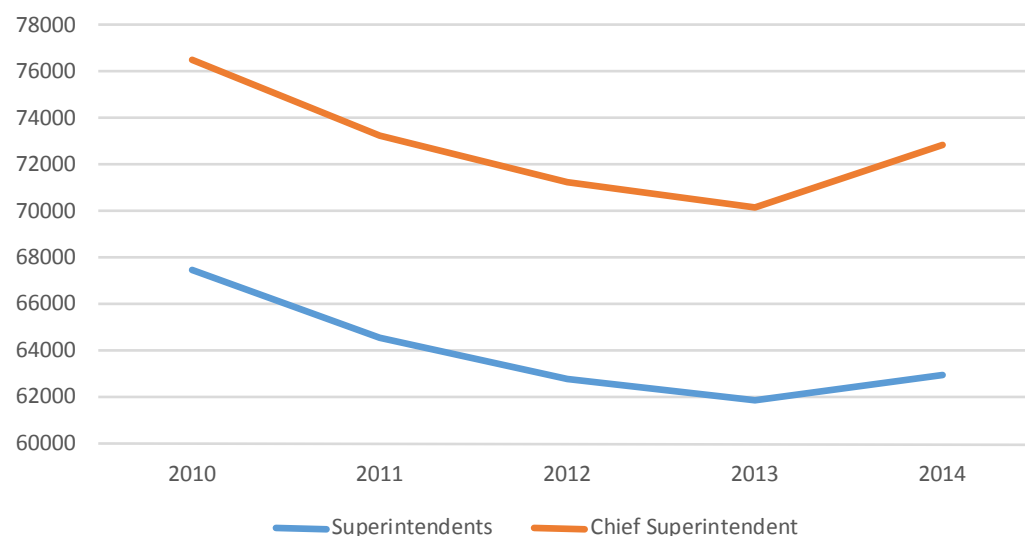
7.5.1 Figures 7 and 8 present the trends in the mid-point of each PSNI pay scale from Constable grade to Chief Superintendent. Since 2010, each grade has experienced a real terms decline of close to 10 percentage points. It is important to note that the real terms decline on PSNI salary levels is 4 percentage points greater than the real terms decline in the public sector as a whole.

**Figure 7: Mid-Point Salary Scales in 2010 prices for Constable, Sergeant & Inspector Ranks**



Source: PFNI and Webb Advisory

**Figure 8: Mid-Point Salary Scales in 2010 prices for Superintendent & Chief Superintendents**

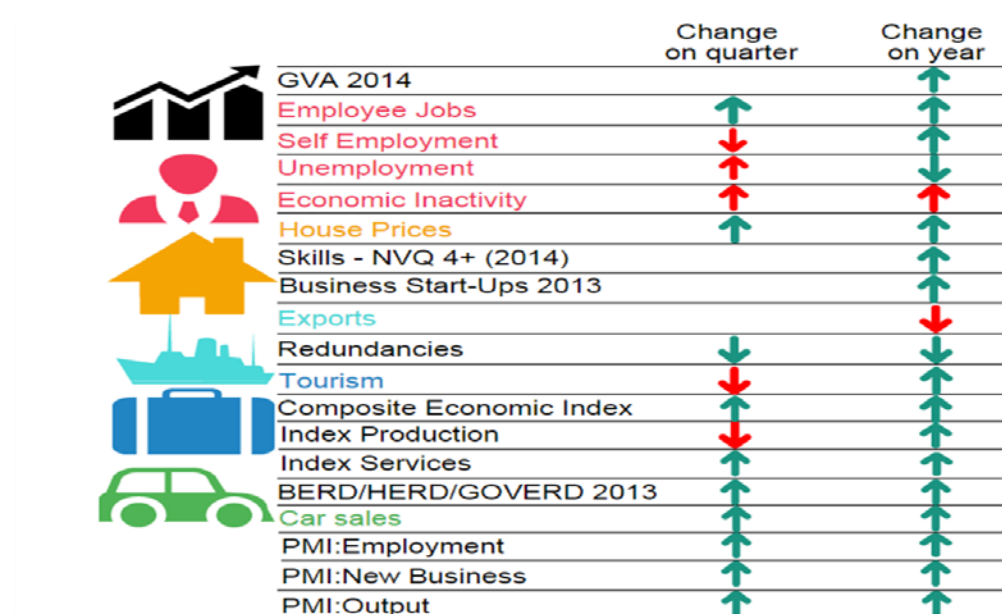


Source: PFNI and Webb Advisory

## 7.6 Conclusion

7.6.1 Northern Ireland's economic indicators are now generally pointing in the right direction. Employment is rising and companies are reporting increased confidence over their order book and plans to recruit. However, the recovery faces a range of challenges and has been marked by the absence of a corresponding real increase in wage levels. While wage constraint is an important element of inflationary control measures, real terms declines act as a brake on economic growth and could tip the economy back into recession.

**Figure 9: Snapshot of Economic Performance**



Source: University of Ulster, Economic Policy Centre

## 8. RETENTION OF SUFFICIENT NUMBERS OF QUALIFIED OFFICERS

8.1 We are aware that the PRRB will measure the ability to recruit and retain qualified Officers, as an indicator of the level of remuneration being considered sufficient.

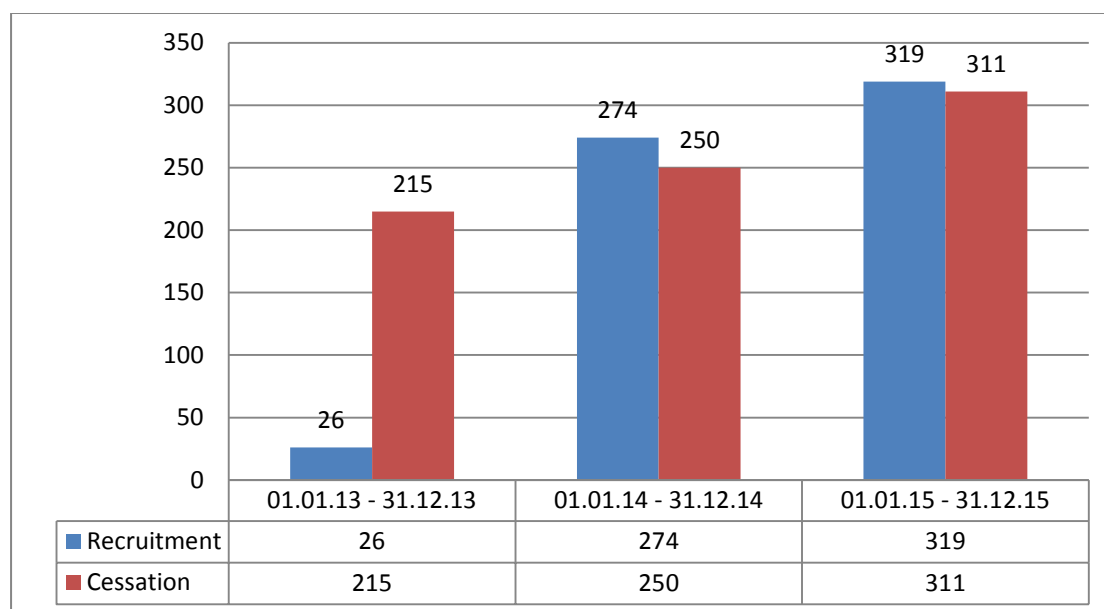
8.2 The recruitment campaigns in Northern Ireland have, and continue to be, well subscribed to, and evidence would suggest that the introduction of the revised reduced starting salary commencing at £19,000 has not deterred potential candidates.

8.3 Additional requirements on applicants seeking, or being able to achieve, qualification such as degrees, coupled with the starting salary reduction, will in our view over time prove policing as a less attractive career to the higher calibre recruit.

8.4 Focusing on the retention of qualified Officers i.e. those Officers whom the service has invested considerable public funds and time to bring to a competent level.

8.5 As illustrated in figure 10 (below), a considerable number of Officers continue to exit the service on an annual basis, with cessation outstripping recruitment in the period by 157.

**Figure 10: Number of Officers Entering & Exiting Service 2013 - 2015**



Source: PSNI, Establishment & Structure



## 8.6 Number of Recruited Officers (2013 - 2015)

8.6.1 The figures illustrated in figure 10 above, when measured against the total recruited Officers for the years 2013 - 2015, demonstrate the overall erosion of the size and capabilities of the service, and the real issues we face moving forward.

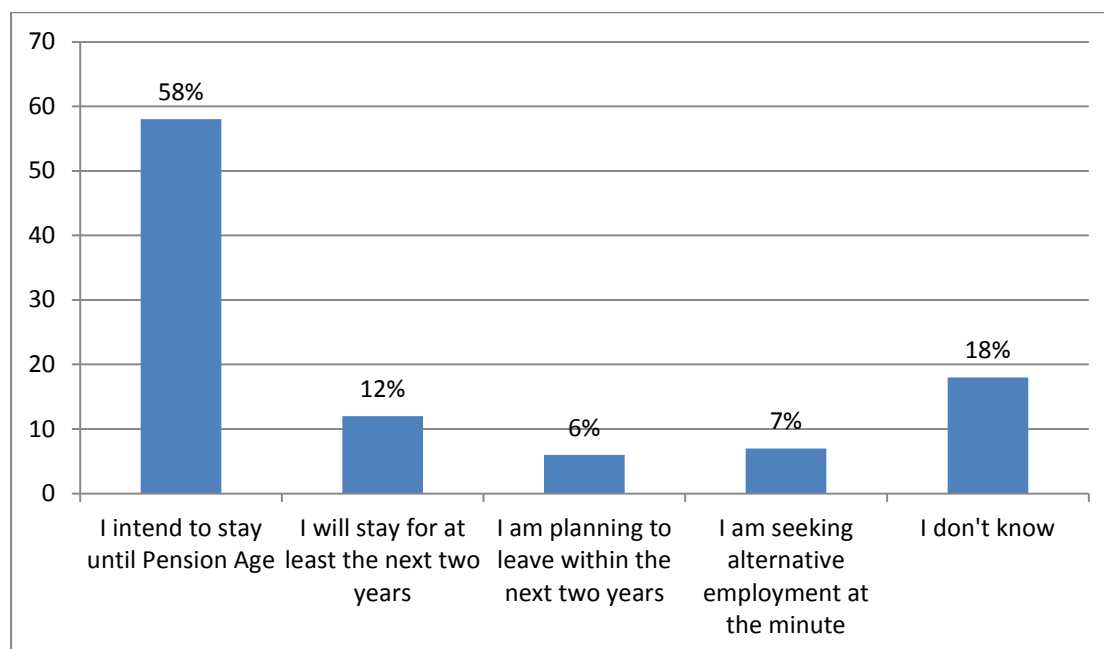
8.6.2 In the period from 01 January 2013 to December 2015, a total recruitment intake of 319 was achieved by the PSNI, and for the three years a total of 619. This is 20% less than exited the service in the same period.

## 8.7 Intention to Leave

8.7.1 13% of respondents in the 2015 PFNI Workforce survey said that they intended to leave the police service within the next two years and of those 7% are actively seeking alternative employment. This represents a total of approximately 900 officers within PSNI (figure 11).

8.7.2 58% of respondents stated their intention to stay in service until pension age and a further 12% committed to remaining for at least the next two years (figure 11 illustrates).

**Figure 11: Proportion of Respondents Intending to Stay or Leave the Police Service**



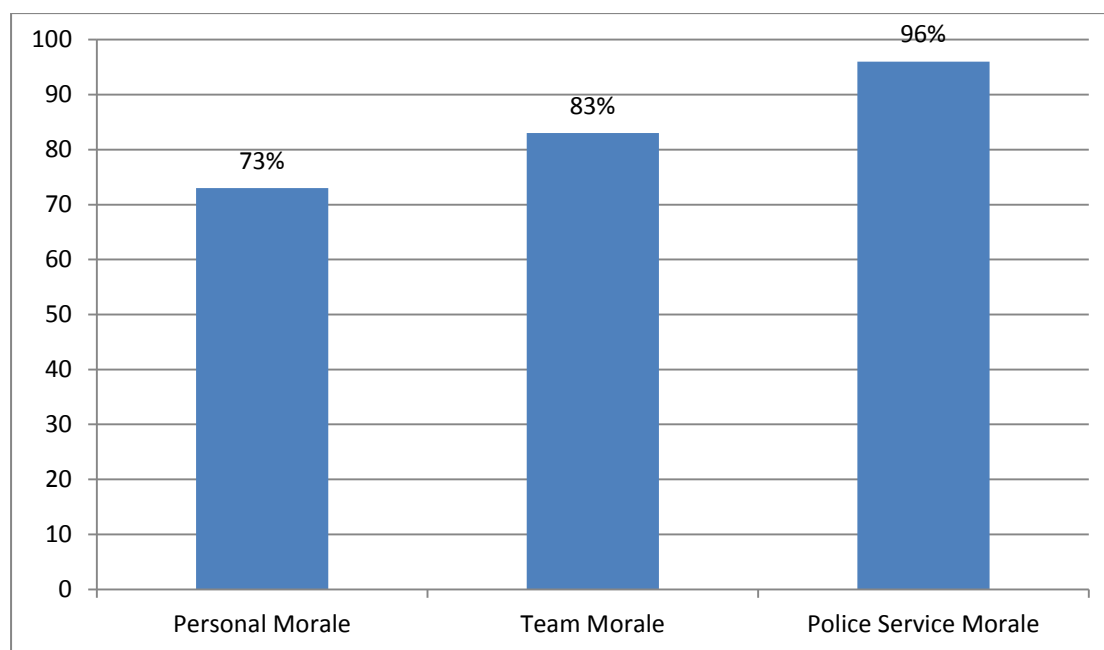
Source: PFNI Workforce Survey, September 2015

## 9. MORALE

### 9.1 Views of the Officers

- 9.1.1 Officer turnover rates are important and can be affected by factors other than pay and remuneration. It is our belief that such figures should be measured alongside individual and organisational morale, and perceptions of the pay system. Officers showing an intention to leave should be considered.
- 9.1.2 The Police Federation for Northern Ireland conducted an independent workforce survey during May/June 2015 gathering views on a range of topics including current pay and conditions.
- 9.1.3 Responses were received from 2527 Officers across all the federated ranks representing a response rate of approximately 37%.
- 9.1.4 In the survey 73% of respondents said that their personal morale was low increasing to 83% when measuring 'team morale', and 96% indicating that morale was low in the service (figure 12).
- 9.1.5 Respondents in the PFNI survey are more likely to report low morale and less likely to have an acceptable workload level compared to armed forces personnel, civil servants, and members of the National Crime Agency. PFNI survey respondents are also less likely to feel fairly treated.

**Figure 12: Proportion of Respondents Reporting Low Morale**



Source: PFNI Workforce Survey, September 2015

## 10. THE ROLE PROFILE AND DEMAND ON OFFICERS

10.1 The skill set of Police Officers continues to evolve and match demand. However, changes due to austerity have not been reflected in the remuneration system.

10.2 The continually used phrase “more for less” fuels dissatisfaction, in particular where there is a direct impact on the work life balance of Officers.

10.3 Police Officers continue to fill gaps in the Service, and it was noted in at the Police Federation Annual Conference, Chairman’s Address:

*‘Their (Officers) goodwill entails working beyond what is expected. It’s what makes policing work.*

*Nowhere can this be better illustrated than in the stark fact that Officers are owed 33,091 modified rest days, or almost five days, per each and every member ...*

*33,091 modified rest days tells its own story of a service extended to the limit, of a service that needs help<sup>5</sup>.*

10.4 *‘There are less Officers to go around and as such workloads increase. There is less chance for obtaining Annual Leave when the rest of the family can take theirs and Rest Days can be cancelled at a moment’s notice. Instead of moving forward I feel that we are moving backwards’.* Constable, 26 – 30 Years’ Service.

Source: PFNI Workforce Survey, September 2015

10.5 Officer numbers continue to decrease and those remaining Officers are burdened with the increased workload set against crime levels and a persistent security threat. In order to adequately retain and motivate Officers, we contend that pay awards must reflect a fair recompense reflective of the role, specifically 40% of Officers from the survey feel dissatisfied with their overall remuneration, rising to 66% dissatisfaction rate with the current pension arrangements, and further rising to 83% dissatisfaction with the Individual Performance Review (IPR) process itself related to promotion and laterally, increased pay. Of significant note, 75% of Officers do not believe they are fairly paid due to the hazards, stresses and strains of the job.

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<sup>5</sup> Chairman’s Address, 43<sup>rd</sup> Annual Conference, May 2015  
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## 11. CHANGES

- 11.1 We observe the comments of the Justice Minister in his letter to the Pay Review Body under Future Agenda, and the pledge to undertake a comprehensive review of the Competency Related Threshold Payment (CRTP) for implementation in September 2018.
- 11.2 The current arrangements for the payment of this allowance were rehearsed at previous negotiations, which involved the Department of Justice and the PFNI, with a review in 2018 and any subsequent change implemented in 2019 *'The dates agreed during the review were the 2018 - 2019 financial year'*<sup>6</sup>. That said, we would undertake to participate in a meaningful debate in the year prior to any proposed change.
- 11.3 We also note the reference to the College of Policing and the ongoing reforms being taken forward and what, if any impact these might have on policing in Northern Ireland.
- 11.4 The review is wide ranging and is aimed at changing the culture of policing and not solely with pay and conditions. The Police Federation of England and Wales who are the main practitioners from a staff side perspective have clustered the recommendations into five categories:

**Figure 13: College of Policing Leadership Review Recommendations**

Cluster	Recommendations
Structure and powers	2 Review the rank and grading structures in warranted and staff roles 7 Increase flexibility in assigning powers and legal authorities to staff
Development	6 Create a new model of leadership and ...development, accessible to all in policing 8 Develop career opportunities which allow recognition and reward for Advanced Practitioners
Careers	4 Provide a structure of entry, exit and re-entry points to allow for career flexibility. 5 Advertise all vacancies for recruitment and promotion nationally 9 Introduce national standards for recruitment and promotion into all ranks and grades
Ethics	3 Embed the values articulated in the principles from the Code of Ethics in all local and national selection processes
Implementation	1 Existing police leaders should influence and drive the required culture change... 10 The Home Office should review whether existing structures, powers and authorities...are sufficient support consistent implementation

Source: Police Federation of England & Wales response to College of Policing: Leadership Review

<sup>6</sup> Ministerial Correspondence: COR/407/2014 Refers  
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- 11.5 The College of Policing review presents more questions than answers and whilst we acknowledge that proposals for change are anticipated around the nature of pay and conditions we do not believe there is sufficient structure to advance the argument at this time.
- 11.6 The Police Federation for Northern Ireland would welcome full participation in the debate moving forward thus assuring our voice in any deliberations. We make this request based on the terms of reference for the Police Advisory Group for Northern Ireland PAG(NI) whereby the PAG(NI) will consider matters not falling to the PNCARRB or the SSRB.

Therefore our recommendation is for an uplift to be applied to all.

#### **RECOMMENDATION 1**

In 2014 we sought an uplift of 2.3% in line with RPI. Notwithstanding Public Sector austerity and the Northern Ireland Executive public sector pay policy applicable to Northern Ireland for 2016/2017, we seek an uplift of 2.4%, which reflects the 3 year average median between CPI and RPI.

#### **RECOMMENDATION 2**

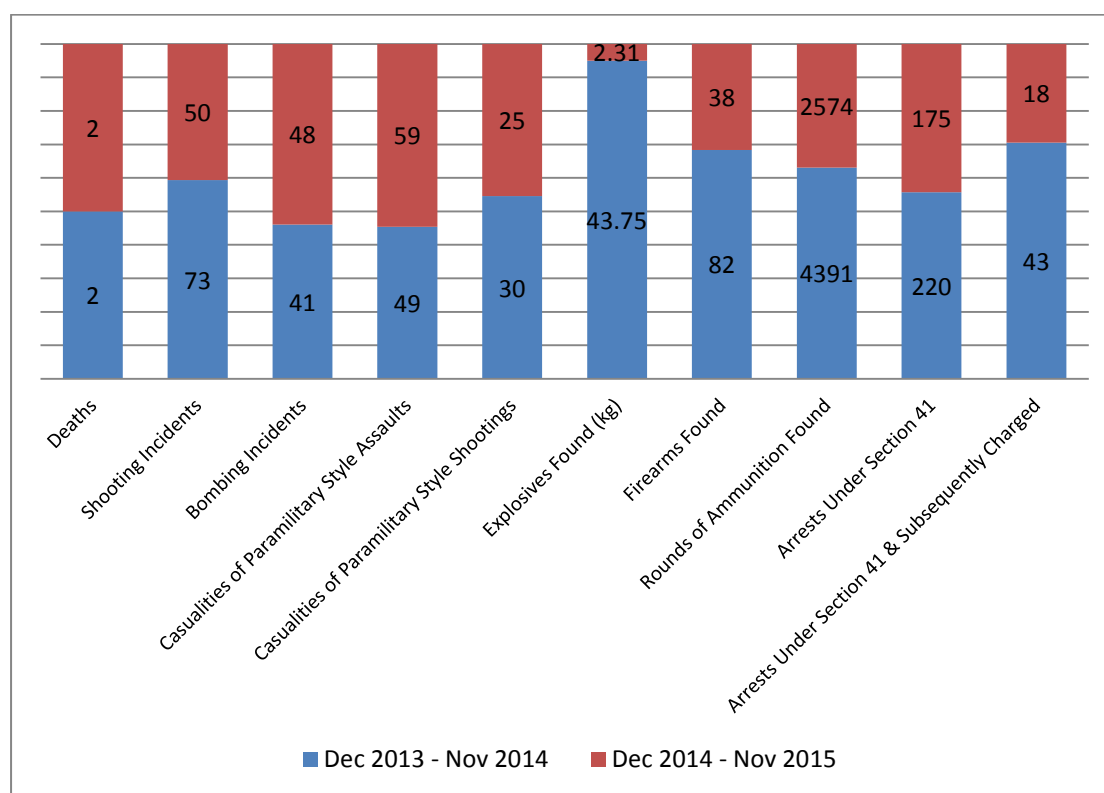
That incremental payment remains and are honoured in line with legitimate expectations of those Officers on rank scales.

## 12. SECURITY SITUATION

### 12.1 Trends<sup>7</sup>

- 12.1.1 The security situation in Northern Ireland has improved over the last decade with fewer security related deaths, shooting and bombing incidents, and fewer paramilitary attacks recorded in 2014/2015 than ten years ago in 2005 – 2006. However, whilst the levels of most incident types have remained relatively consistent over the last 5 to 6 years, some have recorded increases in the last two.

**Figure 14: Comparison of Security Incidents December 2013 – November 2014 & December 2014 – November 2015**



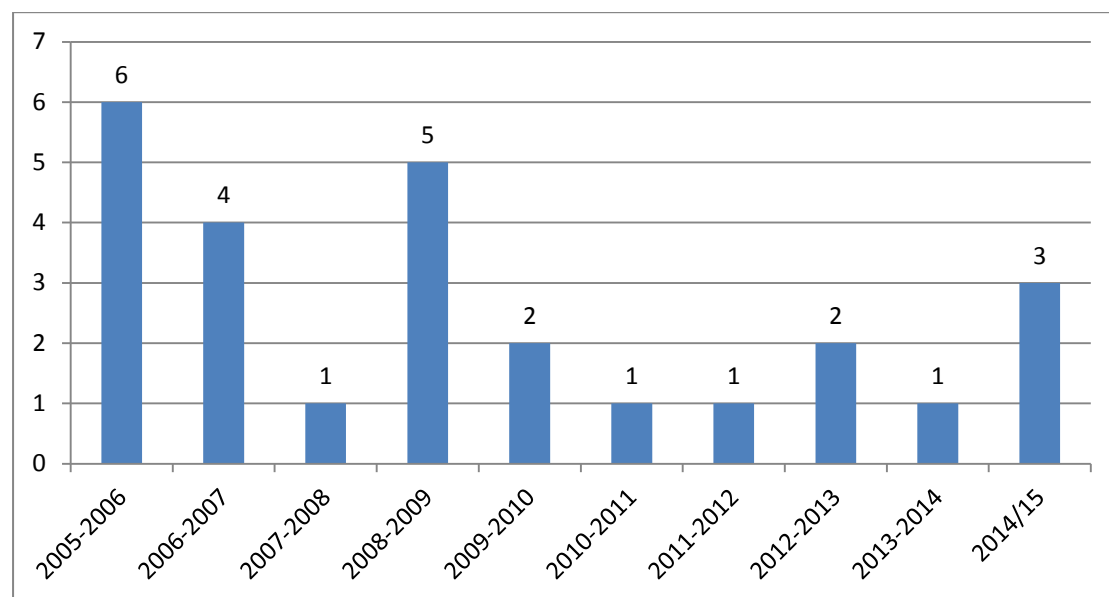
Source: PSNI, Police Recorded Security Situation Statistics, 11 December 2015

### 12.2 Security Related Deaths

- 12.2.1 There were two security related deaths during the most recent rolling period 01 December 2014 – 30 November 2015, the same in the previous reporting period. The first in the period occurred January 2015 in Ballymoney and second in June 2015 as a result of an assault in 2006. Figure 15 charts deaths as a result of the Security Situation 2005 – 2015.

<sup>7</sup> Statistical Data referenced sourced from PSNI, Police Recorded Security Situation Statistics, 11.12.15  
Police Federation for Northern Ireland  
January 2016

**Figure 15: Deaths Due to the Security Situation 2005/2006 – 2014/2015**



Source: PSNI, Police Recorded Security Situation Statistics, 11 December 2015

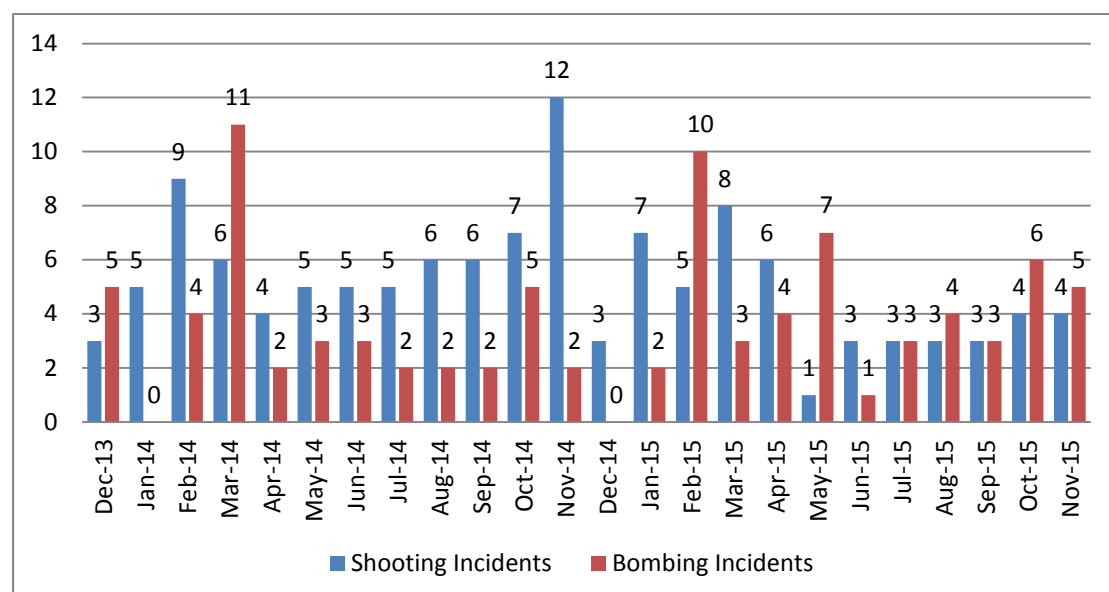
### 12.3 Shooting Incidents (24 Months)

12.3.1 There were a total of 50 shooting incidents in the 12 month period ending 30 November 2015, representing a decline of 23 on the previous period; where there were a total of 73 shooting incidents.

### 12.4 Bombing Incidents (24 Months)

12.4.1 There were 7 more bombing incidents in the recent rolling 12 month period to 30 November 2015 (48 bomb attacks), than in the previous period in which there was a total of 41. March 2014 represented a two year high with a total of 11 in the month (figure 16).

**Figure 16: Number of Bombing & Shooting Incidents (24 Months)**



Source: PSNI, Police Recorded Security Situation Statistics, 11 December 2015

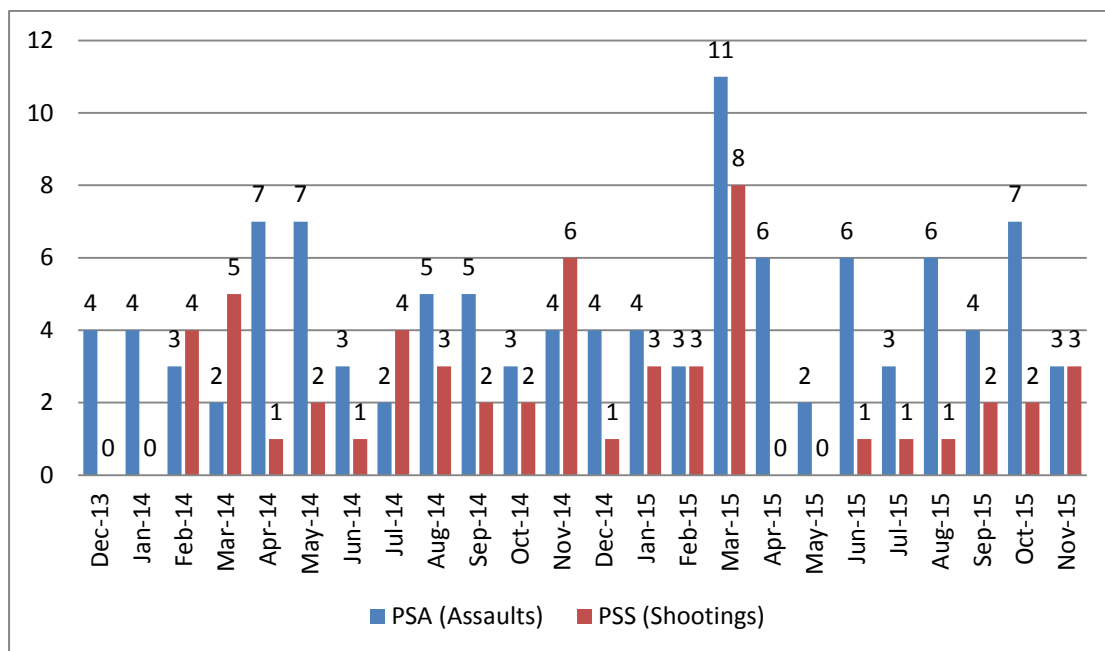
## 12.5 Paramilitary Style Assaults (24 Months)

- 12.5.1 There is an increased in the number of casualties as a result of paramilitary style assaults to the period ending 30 November 2015. There were 49 casualties resulting from paramilitary style assaults in the period to November 2014, with an increase of 10 to 59 in the most recent reporting period (figure 17).

## 12.6 Paramilitary Style Shootings (24 Months)

- 12.6.1 There was a decrease in the number of paramilitary style shootings in the period to end November 2015. The most recent rolling period saw a total of 25 shooting incidents, five fewer than the same rolling period ending in 2014 (figure 17).

**Figure 17: Number of Casualties from Paramilitary Style Attacks & Shootings (24 Months)**



Source: PSNI, Police Recorded Security Situation Statistics, 11 December 2015

## 12.7 Firearm Finds (24 Months)

- 12.7.1 The number of firearms seized has decreased, with 82 discovered in the rolling period to November 2014, in comparison with 38 to the end of November 2015. Firearm discoveries in the past 24 months has ranged from a low of zero (March, May and November 2015) to a high of 22 (December 2013) (table 2).



## 12.8 Explosives Finds (24 Months)

- 12.8.1 There has been a decrease in the amount of explosives seized during the 12 month rolling period to end November 2015. During this period 2.3kg of explosives were recovered by the PSNI, in comparison to 43.8kg in the previous period, representing a decrease of 41.5kg. Approximately two thirds of the 43.8kg find can be attributed to two large seizures (March 2014, 20kg & November 2014, 10kg) (table 2).

## 12.9 Ammunition Finds (24 Months)

- 12.9.1 The number of rounds of ammunition recovered by the PSNI in the 12 month period ending November 2015 has decreased on the previous period. The most recent period saw a total of 2,574 rounds of ammunition discovered in comparison with 4,391 rounds in the previous period. Representing a fall of 1,775 rounds seized by the PSNI (table 2).

**Table 2: Number of Firearms, Explosives & Rounds of Ammunition Seized (24 Months)**

Previous 12 Month Period				Recent Rolling 12 Month Period			
Date	Firearms	Explosives	Rounds Ammunition	Date	Firearms	Explosives	Rounds Ammunition
Dec 13	22	0.18	19	Dec 14	3	0.00	192
Jan 14	3	0.20	73	Jan 15	4	0.20	227
Feb 14	2	0.50	33	Feb 15	2	0.00	342
Mar 14	6	20.13	496	Mar 15	0	0.00	38
Apr 14	9	2.56	136	Apr 15	6	0.69	47
May 14	5	0.06	1,775	May 15	0	0.35	57
Jun 14	7	0.27	114	Jun 15	4	0.15	74
Jul 14	7	1.60	189	Jul 15	7	0.00	66
Aug 14	1	0.00	207	Aug 15	5	0.01	14
Sep 14	4	3.98	144	Sep 15	3	0.71	435
Oct 14	4	3.01	588	Oct 15	4	0.00	87
Nov 14	12	11.26	617	Nov 15	0	0.20	995
<b>TOTAL</b>	<b>82</b>	<b>43.75kg</b>	<b>4,391</b>	<b>TOTAL</b>	<b>38</b>	<b>2.31kg</b>	<b>2,574</b>

Source: PSNI, Police Recorded Security Situation Statistics, 11 December 2015

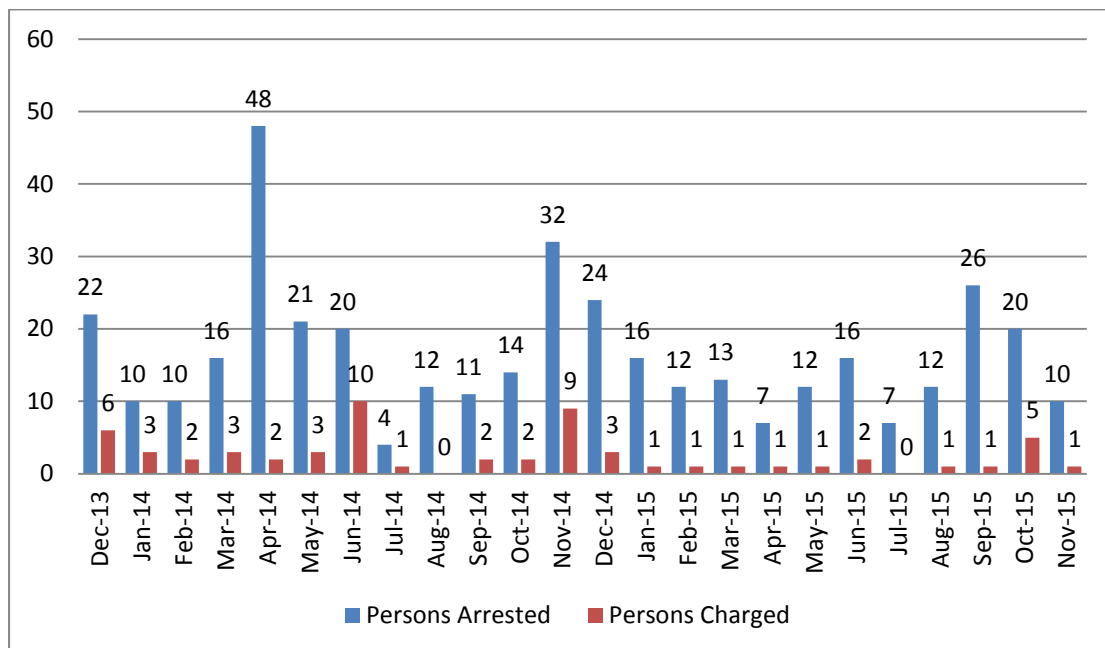
## 12.10 Section 41 Terrorism Act Arrests (24 Months)

- 12.10.1 Over the 12 month period ending in November 2015 the number of persons arrested under Section 41 of the Terrorism Act has fallen in comparison with the previous 12 month period. In the most recent rolling period 175 persons were arrested, 45 fewer than the previous rolling period ending November 2014, when a total of 220 were arrested. Over the past 24 months the number of persons arrested has fluctuated from a low of 4 (July 2014) to a high of 48 (April 2014) (figure 20).

## 12.11 Section 41 Subsequent Charges (24 Months)

- 12.11.1 The number of persons arrested under Section 41 of the Terrorism Act and subsequently charged decreased from 43 in the previous 12 month period to 18 persons in the most recent 12 month period, a fall of 25 persons. The number of persons charged varied from a low of zero (August 2014 & July 2015), to a high of 10 (June 2014) (figure 20).

**Figure 20: Number of Persons Arrested & Subsequent Charges under Section 41 (24 Months)**



Source: PSNI, Police Recorded Security Situation Statistics, 11 December 2015

## 12.12 Republic of Ireland Related

- 12.12.1 The threat from Terrorism is real both in the North of Ireland, and the Republic. Mr O'Mahoney, Assistant Garda Commissioner, stated in a media report (January 2016)<sup>8</sup> that over the past five or six years; his force (An Garda Síochána) had seen '*a steady and a gradual rise in the activities of Dissident Republicans*'.
- 12.12.2 He went on to say that their methods were '*becoming more sophisticated*', particularly their bomb making capability. Including the significant disruption caused to such planned attacks, he reported '*just in the last two years, we have over 30 firearms seized, over 1,000 rounds of ammunition, a number of mortars, a number of rocket launchers*'.

<sup>8</sup> Source: BBC News, <http://www.bbc.co.uk/news/uk-northern-ireland-35244216>

12.12.3 'One very significant find [in 2014] was in County Dublin, where we had a significant seizure of semtex explosives'.

12.12.4 Over the course of 2015, 31 people were arrested in the Republic of Ireland on suspicion of Dissident Republican paramilitary activity, 22 of whom were charged at the non-jury Special Criminal Court in Dublin.

### **12.13 Northern Ireland Transitional Allowance**

12.13.1 In our submission last year the Staff Association set out the proposal that the Northern Ireland Transitional Allowance (NITA) should be a pensionable payment.

12.13.2 The history of the payment dates back in various forms over 35 years, and notwithstanding the various iterations, fluctuations and changes made to the NITA over this period, it acts as both a symbolic and practical recognition that the job of policing in Northern Ireland is significantly different from that in the rest of the U.K. in terms of daily hazards, stresses and dangers faced by PSNI Officers – both on and off duty.

12.13.3 There are few (if any) systematic sources of empirical evidence that directly link the hazards, stresses and dangers faced by PSNI Officers on an individual level with the *de facto* policing environment in which they work<sup>9</sup>

12.13.4 In 1993, the Special Daily Allowance (SDA) was revisited as part of the Inquiry into Police Responsibilities and Rewards (The Sheehy Report 1993).<sup>10</sup>

12.13.5 Such was the interpretation of Sir Patrick Sheehy of the extreme operating circumstances for the RUC at the time, Recommendation 240 of the report suggested the SDA should in fact be increased to as much as £4000.00 per year to take account of the special and different circumstances of policing in the country. It is noted that the SDA was never uplifted to this level as per Recommendation 240.

12.13.6 Following the reforms to the RUC as part of the Independent Commission for Policing in Northern Ireland (The Patten Report, 1999) reference the SDA was then reduced by 12.5% as part of the overall 'goal' restoring police to pre-terrorism conditions. Indeed the reforms delivered under the Patten Report were themselves predicated upon 'normalising' social, political and operational environment for the police service.

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<sup>9</sup> See Para 1.5, Chief Constables Address to Policing Board, October 2014

<sup>10</sup> Inquiry Into Police Responsibilities and Rewards (Sheehy Report) 1993 (Cmnd.2280.I)

- 12.13.7 In December 2005 Shaun Woodward MP, the (then) Parliamentary Under Secretary of State for Northern Ireland and the Secretary of State, initiated a new review of the SDA (renamed Northern Ireland Transitional Allowance – NITA) in line with what he saw as (relatively) successful progression to the wider peace process and policing landscape in the country) (c.f. Topping, 2015) ref
- 12.13.8 The review undertaken by Mark Baker, former Deputy Independent Chair of the Police Negotiating Board was of the opinion that any reductions to the NITA should only occur where there existed demonstrable evidence of a reduction in terrorist attacks against police in Northern Ireland.
- 12.13.9 In 2005/6, the Police Negotiating Board also reviewed the NITA and recommended a two-stage 25% reduction in the NITA scheduled for 2006 and 2009, again, conditional on security normalisation in Northern Ireland.
- 12.13.10 In 2011 the Independent Review of Police Officer and Staff Remuneration and Pay (The Winsor Review) accepted the (still) challenging post-conflict circumstances and recommended that NITA should be increased by 12.5% effectively cancelling the initial 2006 reduction as part of Woodward’s review.
- 12.13.11 Last year, we pointed out the unique policing challenge in Northern Ireland and the fundamental distinction that sets us apart from our colleagues in the rest of the U.K. This point was accepted by the PRRB and there was an acknowledgment that while the NITA does not ‘compensate’ for specific aspects of the role, it remains an important recognition of the unique stresses and hazards faced by PSNI Officers as part of their daily lives.
- 12.13.12 In terms of looking forward to the next decade of policing in Northern Ireland, last year we *‘the Staff Association noted that the immense and current policing challenges facing the PSNI are unlikely to improve in the short to medium term and would probable remain unchanged for the next ten years<sup>11</sup>’*, Nothing is presented in the current climate to suggest a contrary view.
- 12.13.13 It has been acknowledged that, compared to colleagues in England & Wales, PSNI Officers and their families face restrictions and an ongoing security threat which impacts on their personal lives, the impact of this does not disappear when an Officer retires.

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<sup>11</sup> Police Remuneration Review Body – First Report on Northern Ireland 2015  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/461270/\\_first\\_report\\_for\\_Northern\\_Ireland.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/461270/_first_report_for_Northern_Ireland.pdf)  
Police Federation for Northern Ireland  
January 2016

- 12.13.14 The Federation has sought professional advice on the cost implications of the NITA being incorporated within Pensionable Pay.
- 12.13.15 The Federation has considered the cost on the basis that:
- (i) NITA is classed as pensionable in relation to pension benefits accrued to date and to pension benefits building up over future service;
  - (ii) NITA is classed as pensionable only in relation to pension benefits building up over future years;
- 12.13.16 Under (i) above, all pensions accrued to date would increase as a result of incorporating the NITA within Pensionable Pay. Based on advice provided to the Federation, we understand that the value of pension benefits accrued to date would increase by approximately £95m - £110m. Our understanding is that such past service costs are normally spread over a 15 year period. The Pensionable Payroll would also increase in relation to pension benefits accruing over the future. We understand that the total additional annual costs would be in the range £12m to £14m per annum.
- 12.13.17 Under (ii) above, pension benefits accrued to date would not be affected by making the NITA pensionable. Pension benefits accruing over future years (under the 2015 Scheme and also for those who benefit from protection and remain within the 1988 or 2006 schemes) would be based on a higher pensionable salary than would be the case if the NITA was not pensionable.
- 12.13.18 Individual Officers would make pension contributions on their NITA payments and the employer's contributions would be based on a higher Pensionable Payroll. Based on an employer contribution rate of 25.9%, the additional employer cost would be approximately £5.7m per annum; this is based on the current level of the NITA of £3,263 and on the basis of 6,800 contributory members of the three pension schemes.
- 12.13.19 In light of the absence of any evidence-based reason for change to the allowance and the fact that any visitation to the matter has been subjective, we would seek the payment become a pensionable payment uplifted in line with annual Officer salary increase.

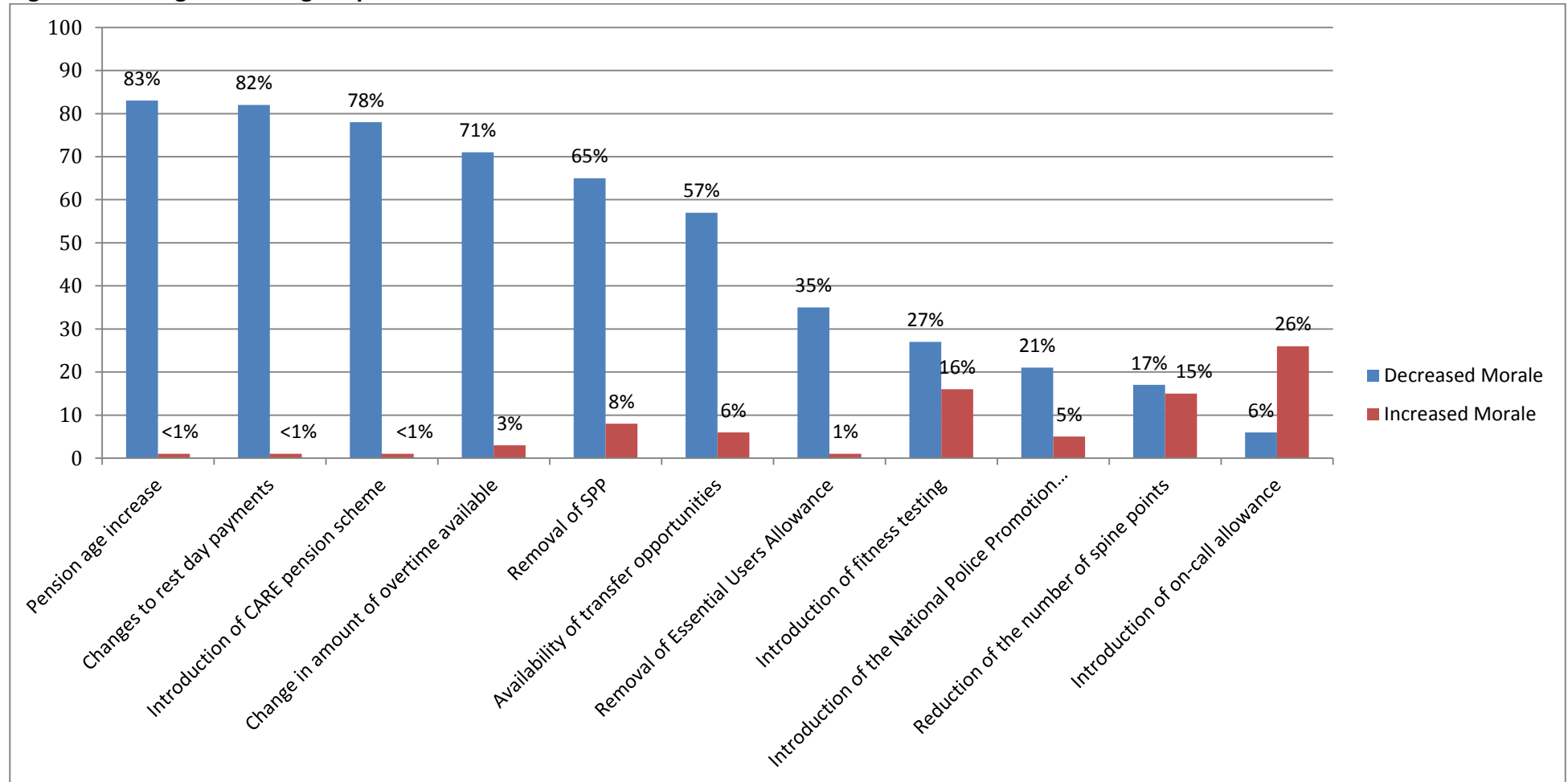
### **RECOMMENDATION 3**

That the Northern Ireland Transitional Allowance become a pensionable payment and uplifted in line with the annual Officer salary increase.

### **13. ON CALL**

- 13.1 On call is an allowance paid to Officers below the rank of Superintendent excluding POPT's, who have been authorised to remain immediately available for duty, if required.
- 13.2 An eligibility criterion is set out and includes a specific rostered commitment to be immediately available for duty outside scheduled duty hours.
- 13.3 The Officer by virtue of being on call needs to remain at home or otherwise immediately available to report for duty if required and they can be contacted by means of a telephone or pager if required to report for duty.
- 13.4 Officers may not claim overtime in respects of periods of on-call unless called to perform duty. Should however, the Officer be called upon to perform duty, overtime may be claimed in respect of the period of actual duty performed.
- 13.5 We recognise the need for an on-call system to be in place and accept it as an integral working practice of any police force. That said the practice should not be seen as a way to police on the cheap at the expense of the work life balance of Officers.
- 13.6 The introduction of the payment of £15.00 for each period of on call was seen as advancement and we welcomed the anticipated reduction in events.
- 13.7 The PFNI workforce survey showed that in respect of personal morale 26% of respondents showed improved morale ratings compared to 6% registering a decreased morale (figure 21).

**Figure 21: Changes Affecting Respondents' Personal Morale**



Source: PFNI Workforce Survey, September 2015

13.8 That said and accepting the fact that the introduction of an increased payment did improve Officer morale and a reduction of events for some Officers, there remains a core cadre of Officers being excessively exposed to on-call arrangements.

13.9 *'The recent increase of on call allowance was a good thing, but it still isn't enough to justify the interruption into your life and the stress caused by waiting for a phone call'.* Constable, 21 - 25 Years' Service.

Source: PFNI Workforce Survey, September 2015

#### **RECOMMENDATION 4**

That On-Call allowance be increased to £23.00 for each evening or weekend day period and to £30.00 for any time on-call during a day considered a public holiday within the terms of the PSNI Regulations 2005.



## **14. ALLOWANCES**

- 14.1 CRTP as stated remains in place working towards a review in 2018 and any change for implementation in 2019. (Uplifted in line with pay award).
- 14.2 Dog Handlers Allowance to remain (Uplifted in line with pay award).
- 14.3 Other allowances such as compensation for requirement to work on rest days or public holidays are covered by current arrangements and reflect fair compensation based on the impact on the Officers work life balance.

### **RECOMMENDATION 5**

- (a)** That CRTP remains as is working towards a review in 2018 and any change implemented in 2019 and the allowance is uplifted in line with the pay award;
- (b)** That Dog Handlers allowance remains and is uplifted in line with the pay award.

## 15. CONCLUSION

- 15.1 Maintaining core uniformity with England, Wales and Scotland, reduces the risk of an uncoordinated approach and in turn assists with Interoperability for transferees and mutual aid.
- 15.2 In addition, it assists with the Interchange of skills and experience and underpins resilience in light of recent pay and pension changes.

### RECOMMENDATION 6

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

- 15.3 It can be contended that pay and remuneration are one of the few variable in the hands of the PSNI and the Department of Justice in Northern Ireland. In light of the views of the Officers we represent, the threat Officers face, and the exceptional nature of policing in the country which the evidence of this submission points to, the very least which can be done is to increase pay as a recognition of this situation, above and beyond 'public sector average' pay increases.
- 15.4 We welcome long term arrangements providing clarity in what should be a fair pay and remuneration, fitting of the role of Constable.
- 15.5 We seek the removal of reference to the Incremental element of pay awards from framework, pending proper engagement with College of Policing reforms programme.

### RECOMMENDATION 7

That longer-term arrangements should be considered based on sound evidence with comprehensive, transparent, and reliable data. Any proposals need to have modelling of those changes in advance.