

Police Federation for Northern Ireland



Police Remuneration Review Body Submission

February 2019

18th February 2019

Dear Ms Barucha,

On behalf of the Police Federation for Northern Ireland, I would like to welcome you to your new role. I am pleased to attach our fifth submission to the Police Remuneration Review Body, submitted in consultation with the Superintendents' Association for Northern Ireland.

I would like to take this opportunity to thank the PRRB for their report of 2018/19 and for their diligence in taking into consideration the detailed and evidential report which we provided. It was reassuring for PFNI that the evidence in our submission was accepted in general and an award recommended which was similar to that evidenced.

It was therefore with great concern and frustration that for the second successive year the lack of a devolved administration in Northern Ireland has led to significant failings in the process. Both the six month delay in the approval of the award and the failure to implement the recommendations of PRRB in full, call into question the mechanics of the current system. In our opinion, this undermines confidence that the process of an evidence based approach is fit for purpose, if the Government position is based purely by affordability and decided by them.

Once again, I feel I am articulating our concerns in relation to the implications of the so called Workforce Reform being carried out by the College of Policing in England and Wales. Whilst these reforms are at present only applicable to England and Wales, we are very conscious of the impact they will have on future policing arrangements in Northern Ireland. We do have serious doubts with regard to these proposed reforms, of which we are given little or no input into shaping, and which seem to have little or no regard to previous experiences in Police pay matters.

The lack of proper consultation with all constituent parts of policing in the United Kingdom, has left the members we represent at a significant disadvantage in having their views represented. Changes to pay structures seem to be driven by an agenda to save money and do not give appropriate weighting to the concerns of our members and the general public as to the direction which policing is being taken. The drive to "professionalise" a service which is already professional and appropriately regulated, is leading to the position where the only consideration appears to be that Government knows the cost of everything but the value of nothing.

As you will no doubt be aware, the importance of maintaining parity between England, Wales and Northern Ireland cannot be underestimated. Maintaining parity has been important to both PFNI, PSNI and the PRRB over recent years. Unfortunately, the fact that it is only possible for the PSNI to operate under a one year budget plan effectively means that any prospect of

a multi-year settlement is not possible under current the funding model. To compound this, discussions around a multi-year settlement have not included Northern Ireland, which has presented problems for the PFNI in maintaining a consistent and coupled approach with our colleagues in England and Wales. Our response to this has been to retain our evidence based approach, as we have done in our previous submissions, based upon robust economic, social and workplace evidence. As a result we have submitted 10 recommendations to the PRRB. The issues we have raised are of great importance to our members and I would ask the PRRB to be take into consideration the matters I have raised in this letter when considering our evidence.

We are concerned that the change of approach by other parties poses a real risk to pay parity and the principles which have enabled police officers across the United Kingdom to be remunerated on an equitable basis with their colleagues in different forces. The importance of a national pay scale and the need for equal pay for work of equal value should not be taken lightly.

We look forward to meeting with you and the new members of the PRRB in the oral session next month.

Regards,

Mark Lindsay

Chairman of the Police Federation for Northern Ireland



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1. EXECUTIVE SUMMARY

- 1.1. This is the fifth annual submission made by the Police Federation for Northern Ireland (PFNI) to the Police Remuneration Review Body (PRRB). It has been prepared as evidence for the 2019/20 review of pay, terms and conditions of police officers serving in Northern Ireland (NI).
- 1.2. The Police Federation for Northern Ireland have a 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. The remit of the PFNI concerns the welfare of police 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. The 2019/20 annual pay review is taking place within the context of unprecedented and prolonged budget cuts to policing in NI, declining by 25% from £920m in 2009/10 to £691m in 2017/18^{i,ii}. Alongside this, the number of serving police officers in NI has declined from 7,195 (FTE) in March 2010 to 6,643 (FTE) in November 2018ⁱⁱⁱ, whilst the number of working days lost due to sickness absence has increased from 9.25 days in 2011/12 to 13.40 days in 2017/18. During 2017/18 there was an average of 402 police officers absent due to sickness *each day* at an annual cost of £21.6m^{iv}.
- 1.4. The evidence presented in this report has been compiled with the aim of securing a fair, reasonable and warranted pay award for the dedicated and hard-working police officers in NI, who continue to provide an integral and essential public service.

PFNI Recommendations

- 1.5. Based upon the evidence presented, the PFNI set out the following recommendations to the PRRB for the 2019/20 review of police pay, terms and conditions:

RECOMMENDATION 1

That parity on core pay spines is maintained with police forces in England and Wales

RECOMMENDATION 2

A meaningful period of consultation is undertaken in NI, with all relevant stakeholders, prior to the introduction of any element of workforce reform

RECOMMENDATION 3

- i. An uplift of 3.2% to the annual salaries of *all* federated officers in the PSNI in 2019/20. This reflects the independent RPI inflation forecast from HM Treasury for 2019;

- ii. That the value of this pay award is subject to the pay award given in England and Wales;
- iii. That the pay award provided should not be lower than 3.2%

RECOMMENDATION 4

That targeted pay awards are excluded as a feature of the 2019/20 pay review round

RECOMMENDATION 5

The longer term arrangements surrounding the future provision of targeted pay awards should be based upon robust evidence, including comprehensive, transparent and reliable data. A meaningful consultation process must be undertaken and any proposals must be thoroughly modelled in advance of implementation

RECOMMENDATION 6

- i. An increase to on-call allowance from £15 to £25.49 for each period on-call, in line with that provided in Scotland;
- ii. That the on-call allowance is indexed in line with the annual increase to base pay and;
- iii. That the on-call allowance is made available for police officers in the Superintending Ranks

RECOMMENDATION 7

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

RECOMMENDATION 8

That the dog handlers allowance is uplifted in line with the pay increase awarded to PSNI officers

RECOMMENDATION 9

That the Competence Related Threshold Payment (CRTP) is uplifted in line with the pay increase awarded to PSNI officers

RECOMMENDATION 10

A review of the operation and terms of reference of the Police Advisory Group for Northern Ireland (PAGNI) or the introduction of a Northern Ireland section within the Police Consultative Forum (PCF) in England and Wales

2. COMMENTS ON THE PAY REVIEW PROCESS

- 2.1. This is the fifth submission made to the Police Remuneration Review Body (PRRB) by the Police Federation for Northern Ireland (PFNI). Whilst the instigation and operation of the new pay review format has required some learning and adjustment from all sides, we feel that the operation of the process has improved each year. However, there remains some issues which in our view continue to instil a lack of confidence in the process, in particular as perceived by those police officers who are directly affected by the decision-making stemming from the annual review of police pay and conditions.
- 2.2. Despite this process taking place every year since 2014, there remains a great deal of inconsistency in how the process operates. This inconsistency is most detrimental to our members who, following the second delay in the implementation of their pay award, have now been financially penalised twice for procedural failings. Furthermore, these officers have been left feeling undervalued relative to their counterparts in England and Wales. However, this inconsistency is also problematic for those parties directly involved in the evidence based review process, with the continued levels of uncertainty impacting upon the necessary preparations for the annual submission. Whilst we recognise that this is largely a product of the on-going political situation in NI, we feel it is imperative that we continue to make the case for appropriate scenario planning in advance of each pay round to ensure that the process can run as intended.
- 2.3. Last year we raised significant concerns regarding the length of time taken for the PFNI to be furnished with a copy of the PRRB's report on NI. We were therefore pleased to be provided with a redacted version much earlier this year. This was most helpful in enabling us to consider our position on many issues as well as allowing us to prepare in advance, and provide adequate time to request the necessary data from the PSNI. We are thankful for the assistance of the Department of Justice (DoJ) in providing us with the report and hope that, should this situation arise again, a similar approach will be taken. However, despite these positive steps, and for the second consecutive year, police officers in NI did not receive their deserved and hard earned pay award, which should have been payable from the 1st September. As was the case in 2018, officers were not even made aware of the value of this award. Whilst we raised concerns regarding the negative financial implications of this delay last year, the situation was compounded this year by the removal of the 1% bonus in August 2018 – this resulted in a reduction in take home pay every month between September and February. This is, quite simply, unacceptable.
- 2.4. The implications of this situation on police morale cannot be overstated – for this to occur once was a significant blow to police officers who already felt undervalued, but for this to happen twice is a shocking dereliction of duty. As previously stated, we are more than aware of the difficulties caused by the political situation here, however we

are extremely disappointed that lessons were not learnt from last year and that much quicker action was not taken to remedy this unacceptable decision. Last year we made a call for procedures to be put in place, at that time, to prevent this situation from arising again – needless to say, this call was not heeded. We are therefore making this call once again. We recognise and share the desire that a Minister be in place to make decisions such as these, however we believe that preparation for all eventualities is prudent and that these preparation should begin now. Our dedicated and hard-working police officers deserve better than this.

- 2.5. On a final point, the PFNI welcomed the recommendations made by the PRRB for the 2018/19 pay review round. We felt they represented a welcome step away from the limitations previously set through stringent pay parameters. However, the decision made by the UK Government and the NI Civil Service not to implement these recommendations in full, for a second consecutive year, is a significant blow. Furthermore, we have become increasingly concerned over the last number of years at the continued insistence from the UK Government that the implementation of police pay awards be made from within existing police budgets. This is, in our opinion, an attempt to shift the focus of responsibility for payment away from elected representatives and towards Chief Officers. This tactic is hugely damaging to morale across the service and has the effect of pitting a deserved and necessary pay award against workforce size – this is not a zero sum game and to attempt to turn it into one risks damaging the service and public confidence. As such, the PFNI strongly believe that the annual pay award must be provided by Government through enhanced budget provisions.

3. REMIT LETTER & PUBLIC SECTOR PAY

- 3.1. The 2019/20 remit letter was issued on the 9th January 2019¹. For a second consecutive year this letter was composed by the Permanent Secretary for the Department of Justice, in absence of a NI Justice Minister. Whilst this situation is far from ideal, we are thankful to the DoJ and the Permanent Secretary for ensuring that this important process continues and that the review of pay for police officers in NI takes place alongside the review conducted in England and Wales.
- 3.2. Following a brief period of consultation with the relevant NI stakeholders, the Permanent Secretary has requested that the following matters are considered as part of the 2019/20 pay review:
- The application of any pay award for 2019/20 for police officers of all ranks, including chief officers;
 - Whether any increase should be applied to the Northern Ireland Transitional Allowance (NITA) and other allowances, including those for on-call and dog handlers;
 - Any changes which should be applied to the existing Competency Related Threshold Payment (CRTP) in light of the review currently being conducted by the PSNI;
 - Whether the Superintending ranks should have access to targeted payments or bonuses;
 - Consideration of any specific challenges for the PSNI highlighted in written evidence from NI parties, particularly in terms of targeting pay awards to address recruitment and retention pressures.
- 3.3. The Permanent Secretary also asked that the PRRB offer its views regarding the introduction of payment for rest days untaken as a result of exigencies of duty, as well as access by the Superintending ranks to payment for on-call duties. Importantly, the remit letter acknowledges the link between these workplace issues and officer wellbeing and work/life balance – key concerns which we have consistently highlighted within each of our previous submissions, and which we will again discuss throughout this report. The inclusion of wellbeing within the remit letter is of great significance as it brings into focus the importance of welfare issues as part of the pay review process. Furthermore it places an onus on *all* stakeholders to broaden the scope of their evidence away from static issues of finance to a more considered understanding of the impact policing can, and does, have on police officers and their families.

¹ Available at Appendix 1

- 3.4. As in previous years, the 2019/20 remit letter makes reference to the continued desire for consistency in pay between police officers in NI and their counterparts in England and Wales. The Permanent Secretary notes that this desire has been ‘reflected in inputs I have received to date’, identifying the continued cross-stakeholder desire for the maintenance of parity in core pay with police officers in England and Wales. Indeed, this cross-stakeholder desire remains despite the workforce reform underway in England and Wales, albeit with a need to consider the implications for policing in NI.
- 3.5. The lack of an agreed public sector pay policy in NI remains problematic, however perhaps of greater significance is the lack of political debate regarding all elements of the public sector in NI. Political stalemate has resulted in stagnation of decision-making, with little capacity for forward planning or future proofing and the problems stemming from the provision of a yearly budget make this all the more difficult. The logical outworking’s of this are of a public service which becomes inherently reactive in nature.
- 3.6. In the absence of an agreed public sector pay policy in NI, the remit letter from the NI Justice Minister tended to cite a principle of adherence to UK Government pay policies, whilst the 2018/19 remit letter from the Permanent Secretary directly referenced guidance issued from the Chief Secretary to the Treasury on public sector pay. Whilst this guidance identified ‘increased flexibility’^v in the pay process, and whilst the UK Government reported the end of the 1% public sector pay cap in 2017^{vi}, we remained sceptical. In our last submission we noted that, despite these claims, the decision by the UK Government and the NI DoJ not to implement the PRRB recommendations in full in 2017 amounted to the continuation of the 1% cap for police officers. Unbelievably the decision taken by the UK Government in 2018 not to implement the PRRB recommendations in full for a second consecutive year, has had the effect of extending this pay policy for *another* year. Whilst the PRRB recommended an increase of 3% for police officers in England and Wales, the UK Government decided to provide a 2% uplift to pay – however, with the removal of the 2017/18 1% bonus in August 2018, the 2018/19 pay award amounted to a 1% increase on monthly wages. It is imperative that this political game playing ends – police officers deserve a pay award which recognises the critical work they do and which instils some confidence in a pay system which appears to be working against them.
- 3.7. In regards to the requirement set by the Permanent Secretary, for the PRRB to make recommendations which ‘take account of the importance of affordability’, we would ask that the PRRB consider a broader understanding of affordability, over and above the typically singular characterisation of it, as understood through high-level financial parameters. It is our view that a wider interpretation of affordability must be considered, including an understanding of affordability from the police officer

perspective as well as from the perspective of the general public. This includes an understanding of the affordability of policing to police officers, both financially and in terms of their health and wellbeing, as well as the affordability of public safety and an effective police service. We therefore ask that when reaching their recommendations that the PRRB reflect upon the following; can this vital public service really afford to further alienate its key resource and in addition, can society really afford any further decimation of policing?

4. WORKFORCE REFORM & PAY PARITY

4.1. The Police Federation for Northern Ireland remain of the view that the maintenance of parity in core pay spines with police forces in England and Wales is of fundamental importance to policing. To clarify, the PFNI position on pay parity refers to *core pay spines*, and the provision of the same levels of base pay for policing in NI, England and Wales. Our position on this has not changed and neither have the fundamental principles which support it. These include:

- The importance of *fairness* within national pay structures;
- The importance of *transparency* and *consistency* throughout the pay system;
- The importance of equal pay for *work of equal value* and the recognition of the similarities in the core role of police officers regardless of their location;
- The potential for any deviation within the pay system to negatively impact *morale and motivation*;
- Concerns regarding the potential for further *geographic disparity* in core pay spines;
- The potential for the creation of a *hierarchy* of police services in terms of financial recompense;
- The potential impact on *recruitment and retention* in NI should basic pay deviate from that provided in England and Wales;
- The impact upon the PSNI's ability to *fill vacancies* / seek *expertise* for specific skill gaps / seek *secondment* opportunities with forces in England and Wales;
- The impact upon the utilisation of *mutual aid* when required.

4.2. Whilst we remain of this position, we are cognisant of the on-going work of the College of Policing in respect of Workforce Reforms in England and Wales and the potential impact this may have on the maintenance of pay parity. Further commentary is provided below on workforce reform. However, with no detailed proposals in place, no agreed nor workable plan or realistic timeframe for the implementation of changes to the pay and reward framework, it is our recommendation that parity on core pay spines is maintained between policing in NI, England and Wales during 2019/20.

RECOMMENDATION 1

THAT PARITY ON CORE PAY SPINES IS
MAINTAINED WITH POLICE FORCES IN ENGLAND
AND WALES

Workforce Reform

- 4.3. Despite there being no requirement for non-Home Office forces to implement the College of Policing reforms, the PSNI have noted their intention to *‘adopt, and if not adopt, then to adapt^{vii}’* a range of work streams stemming from the CoP workforce reforms². Whilst the Police Federation for Northern Ireland have been briefed on some of the proposals by the CoP³, we have not been presented with detailed plans nor have we had the opportunity to engage directly with the CoP on the implications of these reforms for policing in NI. Discussions with the PSNI regarding implementation of changes in NI are welcome and on-going, however more direct engagement between ourselves and the CoP would provide us with the opportunity to feed into proposals before their implementation, thus providing additional and necessary input from a NI perspective. However, this engagement must be meaningful and not simply a rubber stamping exercise through which the NPCC/CoP can claim to have consulted with staff associations. It appears to us that the real meaning of ‘consultation’ has been somewhat lost, and rather replaced with one way communication. We are concerned that staff associations have become side-lined, in a very significant way, through this very important process. A process of reform which only takes account of the ‘official’ side is likely to fail from the outset. As such, our views, and that of the other staff associations, are critical to the success of the reform process. After all, we represent the very people these reforms will impact upon; a group of people who have limited employment rights.
- 4.4. The PFNI have a number of significant concerns regarding the CoP workforce reforms and the impact upon policing across the UK as well as the applicability of many of the reforms to policing in NI. Firstly, it appears to us that many of the reforms are being pursued based upon academic theory and ideology rather than on practicality, pragmatism and experience. In addition, a greater level of hindsight awareness would be of benefit to this process to ensure that these reforms do not replicate problems encountered previously in policing.
- 4.5. Secondly, we are extremely concerned about the scale and scope of the changes proposed by the CoP. These concerns are heightened by the pace of change the CoP is pursuing. Indeed, we are in agreement with the PRRB that a prioritisation framework should be developed as a matter of urgency, outlining one or two key areas of reform which should take priority over the next number of years. This would slow the current pace of change and enable much needed practical analysis and understanding of the

² The implementation of reforms in NI will be subject to equality screening and the application of ‘local factors’

³ A single event held in NI in September 2018 conducted by the CoP entitled ‘Facing the future (aka workforce reform)’

implications of the proposals, as well as providing greater opportunity for more thorough engagement with representative bodies and with serving police officers. Furthermore, this would allow time to consider the potential unintended consequences which each area of change may have on others; for example the development of variable pay mechanisms aimed at addressing recruitment and retention problems including hard to fill roles, whilst at the same time implementing enhanced licence to practice roles and changes to the reward framework which have the very real potential of creating hard to fill roles. We question the logic of such actions.

Licence to practice & professional registration

4.6. As noted by the PSNI in their 2018/19 Pay Review Submission, the PSNI has '*indicated broad support for the concept^{viii}*' of licencing and professional registration, albeit support which is dependent upon the scale of proposals, requirements to obtain licences and public access to a professional register. In 2017 the PFNI responded to a request for information from the Department of Justice regarding this area of reform^{ix}; i.e. the single area of reform that the PFNI have been invited by the DoJ to 'consult' on. In our response we outlined our key concerns and explicitly requested further information in order to aid our understanding and to help solidify our position. With regards to licencing our concerns included:

- The scope of roles included – the requirement for a licence should only be considered where there is a clear identification of benefit and a distinct skill set required;
- The potential for licencing to impede officers from responding in certain situations – we are fundamentally opposed to any system which has the potential to place uncertainty in the minds of front line police officers;
- The potential for the creation of hard to fill roles whereby officers are put off from applying for / undertaking critical roles which require a licence.

4.7. Furthermore, we requested the following:

- Information on which roles are being considered;
- Details regarding practicalities – i.e. how the registration process would work in practice, how officers would provide evidence of knowledge and skills and how would this be monitored overtime;
- Information on the implications of any lapse in licencing due to pregnancy / ill-health;
- Information on potential abstraction costs and associated backfill when officers are undertaking any necessary training;
- Details of the process of re-registering for a licence;

- Details regarding officers who may be required to hold more than one licence – how would this work in practice;
- Details of any costing model, including information on how this will be funded with concerns that this cost will ultimately be borne by individual officers.

4.8. In our response to the DoJ we also outlined our strong opposition to the creation and maintenance of *any style* of professional register both in terms of a universal registration of all police officers or the collation of details of officers in licensed roles. Our opposition to this is based upon the significant security threat this would pose to police officers in NI – our position on this remains the same regardless of the publically available nature of this data. It is worth reiterating at this point that the active threat from dissident terrorist organisations in NI remains at ‘SEVERE’.

4.9. Following the submission of our response we have received conflicting reports regarding the current standing of this element of ‘reform’. In addition, we have had no further correspondence from the DoJ, either in an attempt to allay the concerns we raised or to provide any of the additional information we requested. This does not strike us as a meaningful process of ‘consultation’. This is a prime example of how the issue of workforce reform has been pursued and this understandably fuels our heightened concern regarding the remainder of the reform agenda.

Policing Education Qualifications Framework (PEQF)

4.10. Proposals regarding the PEQF are perhaps the most advanced element of workforce reform. We are aware that the PSNI has been in regular contact with the CoP and that they intend to implement these changes, albeit adapted to the requirements of NI. Whilst the PFNI are mindful of the benefits of additional professional and recognisable qualifications for police officers, we are of the opinion that degree level entry should not become a prerequisite to policing. The PSNI already train their police officers to a higher level (level 5) than forces across England and Wales. Requiring new recruits to attain a level 6 qualification will, in our opinion, have little impact upon service provision, but may ultimately result in fewer successful student officers. As will be evidenced in section 8 of this report, concerns already exist regarding the below capacity output from the PSNI training college.

4.11. Policing faces a number of significant challenges, including the requirement to be representative of the communities they serve, and whilst this is not unique to NI it can be particularly problematic here and often receives a great deal of attention. Indeed, there currently are concerns regarding the under-representation of females, Catholics and those from a working class background in policing in NI, in particular in light of the Deloitte report^x. The requirement to have, or to achieve, a degree level qualification upon entry to the PSNI will, in our opinion, serve to make the Service *less*

representative of the local community and potentially further alienate candidates from a working class background. The 2011 Census shows that just over one quarter of all NI residents aged 18-59 have a degree^{xi}, whilst between 2014 and 2017 an average of 50% of all newly recruited PSNI officers were already educated to a degree level^{xii} – almost double the NI rate. This statistic does not in any way indicate that 50% of all new recruits are better or more professional police officers, rather it provides evidence of the current broad-church appeal to policing. Perhaps it would be more effective for this additional level qualification to be made available to those who *wish* to participate, rather than a prerequisite to policing.

- 4.12. Furthermore, as noted previously, whilst we are mindful of the benefits to individual officers of holding high level recognisable qualifications, it is worth noting that these qualifications may not be considered, by police officers, as ‘transferrable’ to other workplaces in NI. This potentiality reflects the security situation here, including the ‘SEVERE’ terrorist threat and the need to disassociate from policing in many aspects of life.
- 4.13. Finally, the promotional element of the PEQF also causes us significant concerns. Whilst learning, training and development are already key components of any promotion process for police officers, we are concerned that through the PEQF this will become too academically focussed, thus excluding those officers who are perhaps more practically minded. This has the potential implication of eliminating some of the best leaders within policing from progressing into key leadership roles based upon academic merit. Not only would this have a detrimental impact upon service provision, but it would also have a serious impact upon the morale and motivation of many serving police officers.

Pay and Reward

- 4.14. Despite the fact that this element of workforce reform will potentially lead to the most significant change to policing, as experienced by serving officers, there is a significant lack of detail and clarity available regarding the proposed changes. This is leading to confusion, both across the rank and file structures and by invested parties, which is feeding a substantial level of scepticism regarding the purpose of these reforms and the potential outcomes. Whilst we note the NPCC principle to ‘deliver a basic national pay structure for all officers’ and the *assumptions* that this will ‘*seek to be cost-neutral and affordable within forces*’, and that ‘*actual base pay for an individual will not reduce*’ we are unconvinced of the conviction behind such statements. This is as a direct result of the lack of engagement and consultation undertaken with staff associations regarding these changes. However, it is also associated with the complexity of proposals put forward by the NPCC in their 2019/20 submission to the PRRB (our main source of information regarding the plans).

4.15. We are aware of four specific areas through which changes to the pay and reward framework are intended to be implemented. However, despite the information event hosted by the CoP in September 2018, we remain unsure of the policy intention of some of these areas and the practical implications of each. Indeed, it was not entirely clear that the CoP were aware of the answers to these areas either. As such the commentary provided below is based upon our understanding of the current situation.

- **Constable pay scale** – the aspirational development of a new basic national pay structure which will be linked to competence and skills rather than time served. The removal of the Competency Related Threshold Payment (CRTP) in England and Wales following the Winsor Review in 2010 was based upon “an ‘assumption of competence,’ with police officers already ‘working to the standard that would be expected of them’, in addition to failures of management to ‘properly apply the criteria’^{xiii}. The PFNI are curious to understand what has changed since the removal of CRTP in 2013 that now decides that basing, not just an allowance, but rather the entire core pay framework on competence is a successful model to follow in policing? This is a prime example of our concerns regarding the perceived absence of experience of police pay, terms and conditions within the current reform process.
- This situation is further confused by the broad agreement on the retention of CRTP (as will be outlined in section 11 of this report) in NI. This retention will include the proper application of the payment, as initially anticipated, and a review of the operation of this application after two years. This will be the first time, in either NI or in England and Wales, whereby this competence based payment will be properly administered. Surely it would be appropriate to wait for the outcome this evaluation before moving forward with a pay system based upon competence. Are we advocates of evidenced based policing or is this a term used only when convenient?
 - Apprentice pay – although this element of the pay and reward framework change has not been introduced in NI as the apprenticeship levy is not applicable, we feel it is important to note our opposition to the introduction of it in NI at any stage. We believe that the particulars of the NI policing environment does not lend itself to police apprenticeships. Furthermore, we would be extremely concerned regarding the £18,000 starting salary, as set for police apprentices in England and Wales. Given the evidence regarding the implications of the current starting salary on recruitment in NI, we believe the £18,000 starting salary would exacerbate these issues.
- **Benchmarking** – the new pay and reward framework will include a mechanism for benchmarking pay with ‘comparable roles with one or more similar skills or

qualifications based upon role profiles'^{xiv}. The PFNI do not believe that such a mechanism is suitable for policing as there is, in our opinion, no appropriate benchmark against which policing can be measured – this is a special and unique job unlike no other. We believe that the use of a single benchmark is much too simplistic and risks undermining policing across the UK. However, a benchmark based upon a range of characteristics, knowledge, skills and experience would be extremely complex and seriously risks undermining the fairness and transparency which currently characterises police pay. This will be felt most strongly by serving policing officers who may no longer understand the parameters within which their pay is set.

- **'P' factor** – also known as a 'police factor' to be used to support justification for pay levels, by providing an understanding of how policing is different from other careers and roles. Firstly, we are currently unsure or unaware of the policy intent of this and the practical implications of it? Secondly, we note the contradiction in the use of benchmarking which aims to align policing with comparable roles / organisations, and the use of the P-factor which is to be used to explain how policing is different from other roles. Finally, we again question if any consideration has been given to lessons from the past, in particular the creation of the 'x' factor through Winsor. Evidence from FOI requests of all English & Welsh forces indicates that the 'x' factor has *never* been used in any force. Payments, or indeed loss of payments, such as this have proven to be incredibly divisive, in particular in a workplace such as policing where team cohesion and a sense of camaraderie is extremely important.
- **Variable pay** – an additional reward used to supplement base pay in order to address force specific issues, such as recruitment and retention issues including hard to fill roles. Whilst we do feel that there is a need for a review of the allowances currently offered to police officers (following the longer term decimation of the entire reward package), it is clear that there is a need to ensure that the current 'variable pay structures' are properly resourced and managed before further complications are added to an already complex and often highly subjective system. As such, we remain unaware of the actual policy intent of this element of reform. Much greater consultation is required with representative bodies to ensure the people most affected by such changes are properly represented. Furthermore, we are aware of the ongoing issues in implementing additional flexibility across forces in England and Wales in respect of a time limited bonus payment to officers in the Superintending ranks. The PFNI note the irony in difficulties arising from implementing a single time limited payment whilst simultaneously discussing a broader package of variable pay reforms.

RECOMMENDATION 2

THAT A MEANINGFUL PERIOD OF CONSULTATION
IS UNDERTAKEN IN NI, WITH ALL RELEVANT
STAKEHOLDERS, PRIOR TO THE POTENTIAL
INTRODUCTION OF ANY ELEMENT OF
WORKFORCE REFORM

5. BREXIT

- 5.1. As we reported in our last submission, the UK's impending exit from the European Union poses an additional level of concern within policing in NI regarding workload, demand, officer numbers, public confidence and security issues. The provision of an evidenced based assessment of these additional challenges is extremely difficult given the continued uncertainties surrounding the relationship between the UK and EU after the 29th March. Indeed, a key indicator of these difficulties is evidenced through the lack of any definite answers / clarifications from the UK Government in the 12 months since our last submission.
- 5.2. For contextual purposes, the border between NI and the Republic of Ireland is approximately 310 miles long and has over 275 crossings, making it one of the most porous borders in the world. At the height of the Troubles this border was heavily militarised and had only 20 official crossing points, however the Good Friday Agreement has enabled this border to operate barrier free for over 20 years. The operation of this border, in particular in respect of goods and services, after the 29th March, has been a key issue throughout the Brexit negotiating process. However, it is important to note that in NI, the current operation of the border is much more than an issue of customs and regulations, rather it is for many, a metaphorical expression of the rights enshrined in the Good Friday Agreement including the legitimacy of choice and the diversity of identities and traditions in existence in NI.
- 5.3. Any hardening of this border, be that physical or metaphorical, will undoubtedly have implications for policing in NI. These implications may potentially arise in a number of areas, albeit the scale of the impact (if any) will depend entirely on the final arrangements agreed between the UK and the EU. These implications may include the following; a growth in propaganda aiming to stimulate support for violent Republican Groupings, the potential for an increase in community tensions along the border, potential public disorder in urban areas away from the border and an upsurge in criminality in border areas as criminal groups aim to exploit the outworking's of Brexit – this increase in criminality may specifically include increased levels of smuggling, fraud, money laundering and human trafficking. Compounding these concerns are potential issues associated with the sharing of information and intelligence between An Garda Síochána and the PSNI. It is therefore imperative that the PSNI is as prepared as it can be in advance of Brexit, however such preparations have been, and continue to be, complicated by a lack of clarity.
- 5.4. As will be discussed within the 'recruitment' section of this report, the PSNI have been furnished with an additional £16.5 million to enable their Brexit readiness plans and whilst this is undoubtedly welcome news, it has not been provided in time to ensure additional resources will be in place for the 29th March. Furthermore, it is worth noting

that this funding boost is £53m *less* than the funding which has been removed from policing in NI since 2014/15.

6. STRUCTURE OF SUBMISSION

6.1. The initial sections of this submission provided commentary on a number of important contemporary issues facing policing in NI and the UK. The following sections will provide an evidential base for the recommendations put forward regarding the application of the 2019/20 pay award, the uplift to the Northern Ireland Transitional Allowance, On-Call allowance, Dog Handlers allowance and the Competency Related Threshold Payment (CRTP). This evidence will be structured as follows:

1. The case for the pay award will be made based upon:
 - a. A detailed economic analysis of the UK and NI economies;
 - b. Analysis of changing rates of inflation;
 - c. Analysis of pay growth and pay prospects;
 - d. The changing value of police pay;
 - e. Evidence from the PFNI Workforce Survey regarding satisfaction with pay, the perception of fairness of pay and the impact of the cost of living and;
 - f. Evidence regarding morale and reasons for reduced morale within the PSNI.
2. Additional evidence regarding the realities of the everyday working environment provides an important context within which police pay and conditions must be considered. This evidence will include:
 - a. Workforce size and the implications of additional Brexit funding;
 - b. Recruitment of trainee police officers and police probationers;
 - c. Issues of retention including police officer outflow;
 - d. Primary data identifying key drivers for intention to leave;
 - e. Issues of workload and demand including primary data from PFNI Workforce Survey and NI Policing Board Omnibus Survey;
 - f. Overtime working, reallocated rest days and on-call and;
 - g. Officer welfare including sickness absence and the analysis of police officer wellbeing, presenteeism and leaveism.
3. Evidence relating to the PFNI recommendation for the Northern Ireland Transitional Allowance includes:
 - a. Updated analysis of the NI security situation.
4. Evidence relating to the Dog Handlers allowance will include:
 - a. Analysis of survey data regarding satisfaction with the payment.
5. An update regarding the review of CRTP.

7. ECONOMIC ANALYSIS

- 7.1. Despite the ongoing political turmoil in NI and the UK, as well as the continued uncertainties regarding Brexit, the UK's economic performance has remained positive throughout 2018. Measures of jobs and economic activity have continued to improve and evidence mounts of increasing wages. An assessment of the performance of the economy is an important element of discussions on pay, setting the context within which decisions regarding pay awards are made.
- 7.2. A contemporary analysis of the UK's economy has its premise in two key issues, firstly the ongoing recovery from the financial crash of 2008 and secondly, the outworking's of the EU referendum of 2016. Following 63 consecutive quarters of GDP growth, the UK's economy shrunk by more than 6% over five consecutive quarters from Q1 2008. Recovery from this was slow, with the UK economy taking five years to get back to the size it was before the recession – however, it is now 11% larger than it was before the recession^{xv}. As noted in our last submission, many of the negative predictions about the UK's economy in the lead up to the EU referendum have not materialised, indeed the UK's economy continues to perform positively. However, relative to other G7 economies, the UK's *strong* economic growth has tailed off^{xvi}, whilst uncertainty remains regarding the economic impact of the UK's departure from the EU in March 2019.
- 7.3. The UK's Gross Domestic Product (GDP) grew by 1.7% in 2017 – 0.6pps higher than the 1.1% forecast by the IMF, 0.7pps higher than the 1.0% forecast by the European Commission and 0.9pps higher than the 0.8% forecast by ING⁴. This positive growth has continued throughout 2018, with an annual GDP growth rate of 1.4%. Although uncertainties surrounding Brexit continue to keep GDP growth forecasts somewhat subdued, the overall picture is one of continued growth. This includes an independent average GDP forecast of +1.6% for 2019, +1.6% for 2020 and +1.7% for 2021^{xvii}.

Productivity

- 7.4. Whilst the 2018/19 remit letter from the Home Office referenced the requirement for improvements in public service productivity^{xviii}, the 2019/20 letter did not. As noted by the PRRB in 2018 'it is difficult to measure productivity in the police'^{xix}, indeed we would suggest that productivity in policing simply cannot be measured, certainly not with a single quantitative measure. The traditional input/output measure is beset with difficulties arising from the wide variety of work undertaken by police and the subjectivity attached to what exactly one considers as 'productive'. A measure of crime through police recorded crime (as will be detailed later in this report) or the NI Crime

⁴ All forecasts from November 2016

Survey, ignores issues of proactive policing, collaborative working and issues of vulnerability, rather focussing simplistically on the number of crimes reported. Whilst this provides some indication of demand on the service, it certainly does not provide a realistic assessment of productivity, ignoring much of the daily work undertaken by police officers, the increasing complexity of police investigations and reducing policing simply to a response function.

- 7.5. Despite our significant reservations regarding the measurement of productivity in policing, evidence from the ONS suggests that UK police inputs in 2016 (the most recent data available) experienced a growth rate of 0.4%, following a negative growth rate of -2.0% in 2015^{xx}.

NI Economy

- 7.6. Evidence of the performance of NI's economy is provided through the NI Composite Economic Index (NICEI). This measure identifies continued positive growth in the NI economy, increasing by 0.4% in real terms from Q2 2018 to Q3 and by 0.5% over the year to Q3. This 0.5% growth was driven by increases in the private sector index (+0.6%) and the public sector jobs index (+0.4%). Although the sources are not fully comparable, recent results show that the NI economy is growing at a slower pace than the UK, with annual growth of 0.5% in NI compared with 1.5% in the UK over the same period^{xxi}.
- 7.7. Economic forecasting in NI, similarly to the UK as a whole, remains muted but positive. Danske Bank forecast annual GDP growth in NI of 1.2% in 2019, alongside the continued low unemployment rates and a small increase in household spending power. However, these forecasts are heavily caveated by Brexit related uncertainties and the impact of the continued political impasse in NI^{xxii}. Whilst the increased level of uncertainty in NI and the UK as a whole has led the University of Ulster's Economic Policy Centre to consider the need for scenario planning rather than economic forecasting, they have predicted a 0.4% increase in NI Gross Value Added (GVA) in 2019, relative to a 0.8% increase for the UK as a whole^{xxiii}.
- 7.8. The NI labour market continued to perform strongly during 2018. As of September there were 765,880 employee jobs in NI, up from 751,180 in the previous year, an increase of 2.0% in 12 months. This increase was statistically significant. Private sector jobs increased by 2.6% over the year to 559,110 jobs, whilst jobs in the public sector increased by 0.6% to 207,290 – 20,830 fewer public sector jobs relative to the peak of September 2009. NI public sector jobs, as a proportion of the NI population, is 11%. This compares to 8% in the UK^{xxiv}.

- 7.9. NI's unemployment rate decreased further during 2018, to a low of 3.4% in September-November. This represents a reduction of 1.0pps over the quarter and 0.4pps over the year. NI's unemployment rate is below the 4.0% UK rate, the 5.3% Republic of Ireland rate and the 6.7% EU rate. The employment rate in NI increased by 0.4pps over the quarter and 0.6pps over the year to September-November 2018 to 69.6%, although this remains below the UK average of 75.8% and is the lowest rate amongst the 12 UK regions.
- 7.10. However, the key issue facing NI's labour market remains the high level of economic inactivity, which was 27.9% between September-November 2018. This represents an increase of 0.4pps over the quarter, but a decrease of 0.3pps over the year. This rate is the highest amongst the 12 UK regions and is 6.9pps higher than the UK average of 21.0%^{xxv}. If the economic inactivity rate in NI matched the UK rate there would be almost 80,000 fewer economically inactive residents in NI.

Inflation

- 7.11. All three measures of inflation, including the Consumer Price Index (CPI), Retail Price Index (RPI) and Consumer Price Index including owner occupiers' housing costs (CPIH) have remained above the Bank of England target rate of 2.0% throughout 2018. With an annual CPI rate of 2.5% and RPI of 3.3% in 2018^{xxvi}, this closely reflects the independent forecasts outlined by HM Treasury in November 2017, who predicted a CPI rate of 2.6% and RPI of 3.4%^{xxvii}.

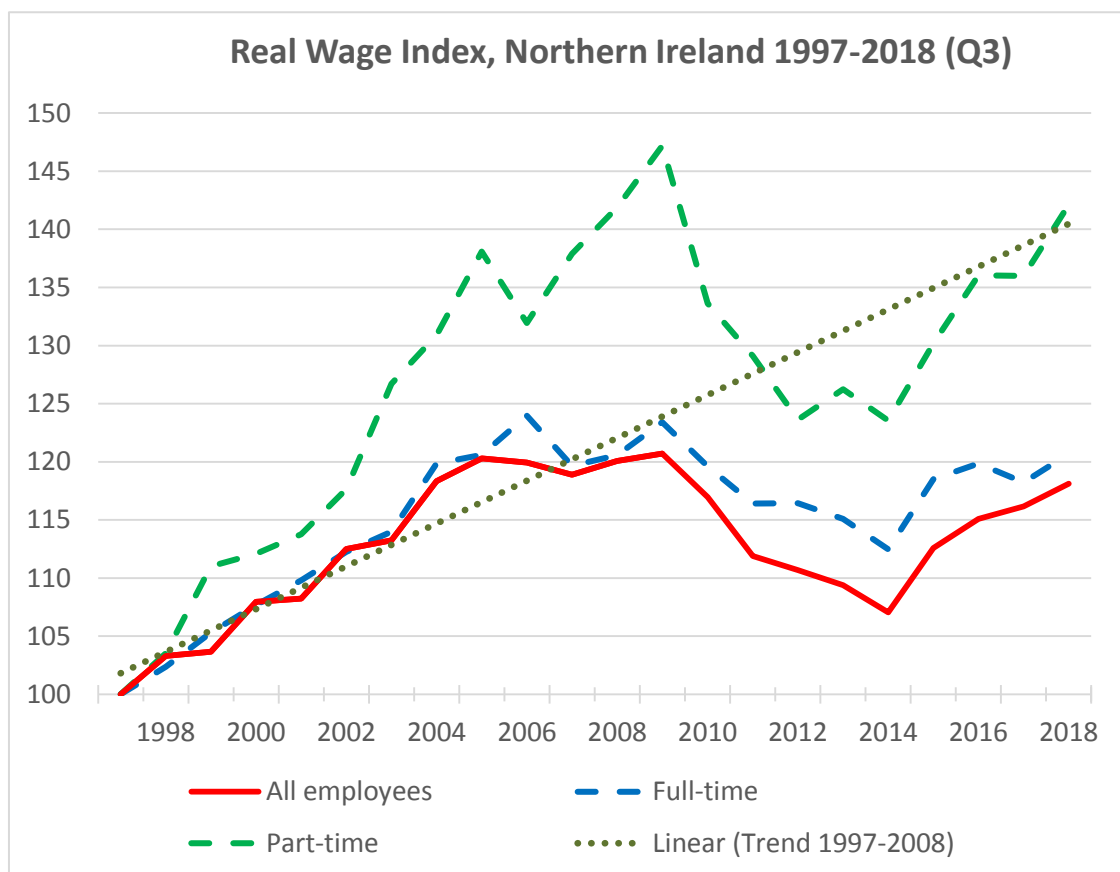
	CPI	RPI	CPIH
2013	2.6	3.0	2.3
2014	1.5	2.4	1.5
2015	0.0	1.0	0.4
2016	0.7	1.8	1.0
2017	2.7	3.6	2.6
2018	2.5	3.3	2.3

- 7.12. The high level of inflationary pressure on households look set to continue over the short-to-medium term. The assessment of independent inflationary forecasts released by HM treasury predict that inflation will remain above the Bank of England target of 2% in 2019, with a CPI forecast of 2.1% and an RPI forecast of 3.2%^{xxviii}.

	CPI	RPI
2019	2.1	3.2
2020	2.0	3.1
2021	2.0	3.3
2022	2.1	3.3

Pay

- 7.13. This improving economic landscape is further reflected in official data from the Office of National Statistics (ONS) which identifies increasing wages across the UK, including in NI. In April 2018 the median full-time gross weekly earnings for employees in the UK were £569, an increase of 3.5% from April 2017 and up 1.2% when adjusted for inflation.
- 7.14. A similar trend was evident in NI where median full-time weekly earnings in April 2018 were £521 – up 4.2% from £500 in April 2017. This is the largest increase recorded in NI since 2015. When adjusted for inflation, full-time weekly earnings in NI increased by 2.0% a welcome real term increase following the 1.0% decrease in real earnings in 2017 and 0.8% higher than the inflation adjusted increase across the UK.
- 7.15. Growth in median full-time wages in NI between 2017 and 2018 was the joint highest growth rate recorded from the 12 UK regions, with 4.2% growth in both NI and the West Midlands. This outstripped growth in London where median full-time wages increased by 3.0%^{xxix}.

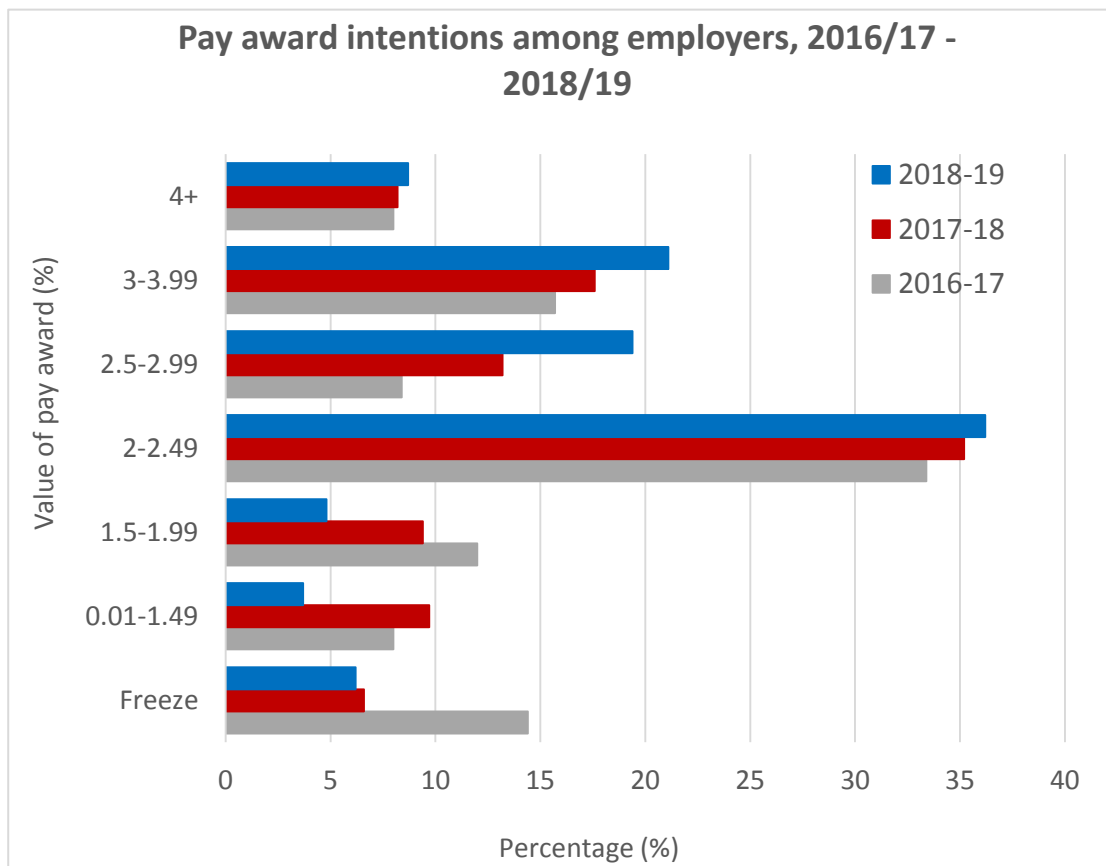


Note: Authors Calculations. Data shown are for gross weekly earnings. Nominal wages have been adjusted by annual UK Consumer Prices Index (CPI) and indexed to 1998

- 7.16. The depreciation in median full-time wages in NI in 2017 is evident from the real wage index. However, with the growth in wages in 2018, the real wage index for all employees increased to its highest point since 2009. Furthermore, the upwards trend for all employees continues, albeit this remains 25% below where wages would have been had they continued on the trend set between 1997 and 2008^{xxx}.

Pay prospects

- 7.17. Following a lost decade of wage growth, improvements in UK labour market conditions have helped to secure increased pay growth across the UK. According to the analysis of UK pay settlements carried out by XpertHR, the median basic pay award across the UK for the three months to October 2018 was 2.3%, this is up from 2.0% in the three months to October 2017^{xxxi}. Looking forward, XpertHR surveyed 356 employee groups and their analysis identified an increased median pay award over the year to the end of August 2019 of 2.4%.



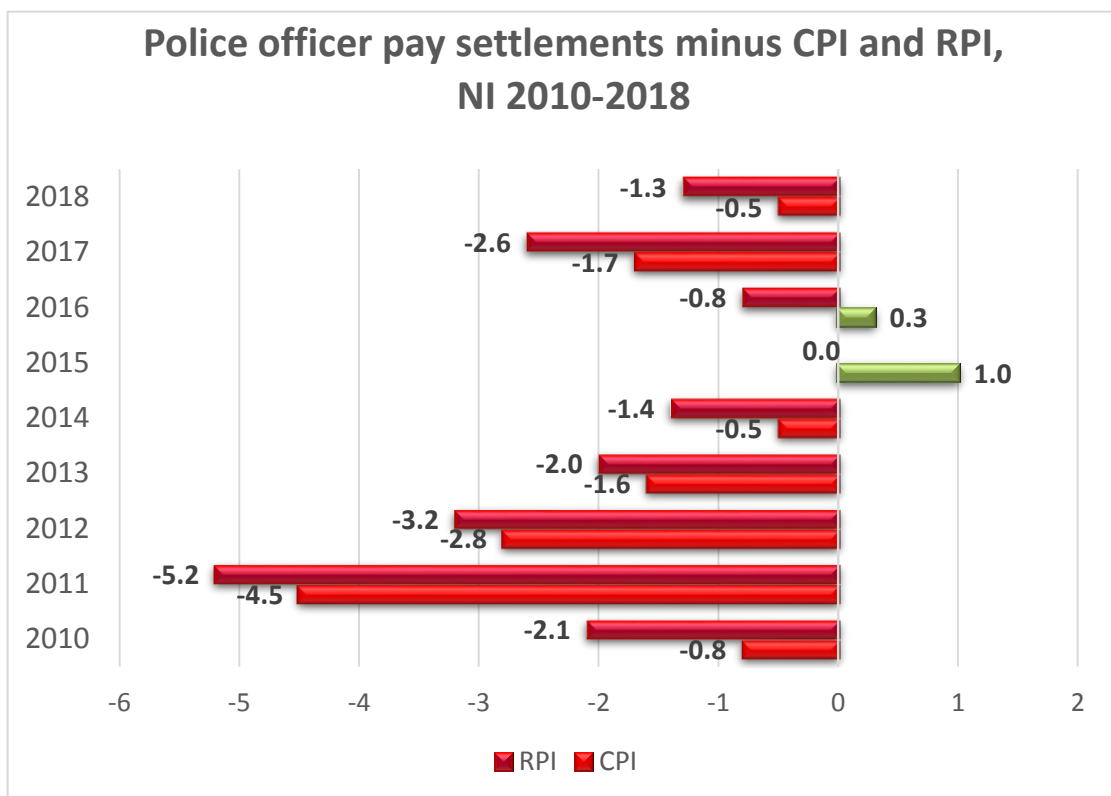
- 7.18. Whilst a 2% pay award remains the most commonly reported award over the 12 months from August 2018, there has been a notable decline in the percentage of employers reporting an award of below 2%, falling from 34% of employers surveyed in 2016/17 to 15% of employers in 2018/19. Consequently the percentage of employers

who are reporting a pay award of more than 2.5% has increased from 32% in 2016/17 to 49% in 2018/19.

- 7.19. The key factors which organisations report as influencing their decision making regarding pay awards in 2018/19 include inflation / cost of living – which was identified by 78% of organisations as applying an *upward* pressure on pay awards. The impact of inflation on pay award decisions has increased from 71% of organisations in 2016/17. Conversely, the impact of company performance / the ability to pay has declined in importance from 90% of organisations in 2016/17 to 56% in 2018/19^{xxxii}.

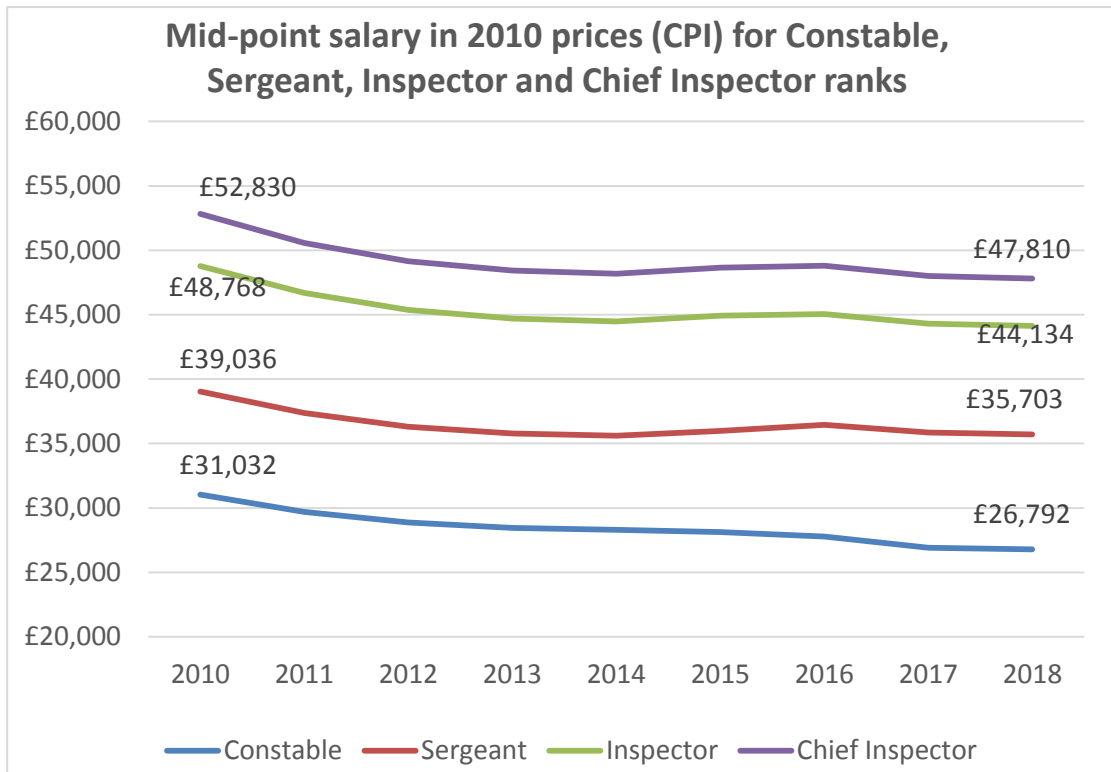
Police Earnings

7.20. The impact of austerity, declining police budgets and public sector pay constraints have resulted in a real terms decline in the value of police pay for eight out of the last nine years. Since 2010 pay settlements for police officers in NI have equalled 9.5%, in contrast CPI has increased by 20.6% and RPI by 28.1% over the same period. In absolute terms this has resulted in overall police officer salaries falling 11.1% behind CPI and 18.6% behind RPI. In short, the real term value of police officer pay continues to fall.



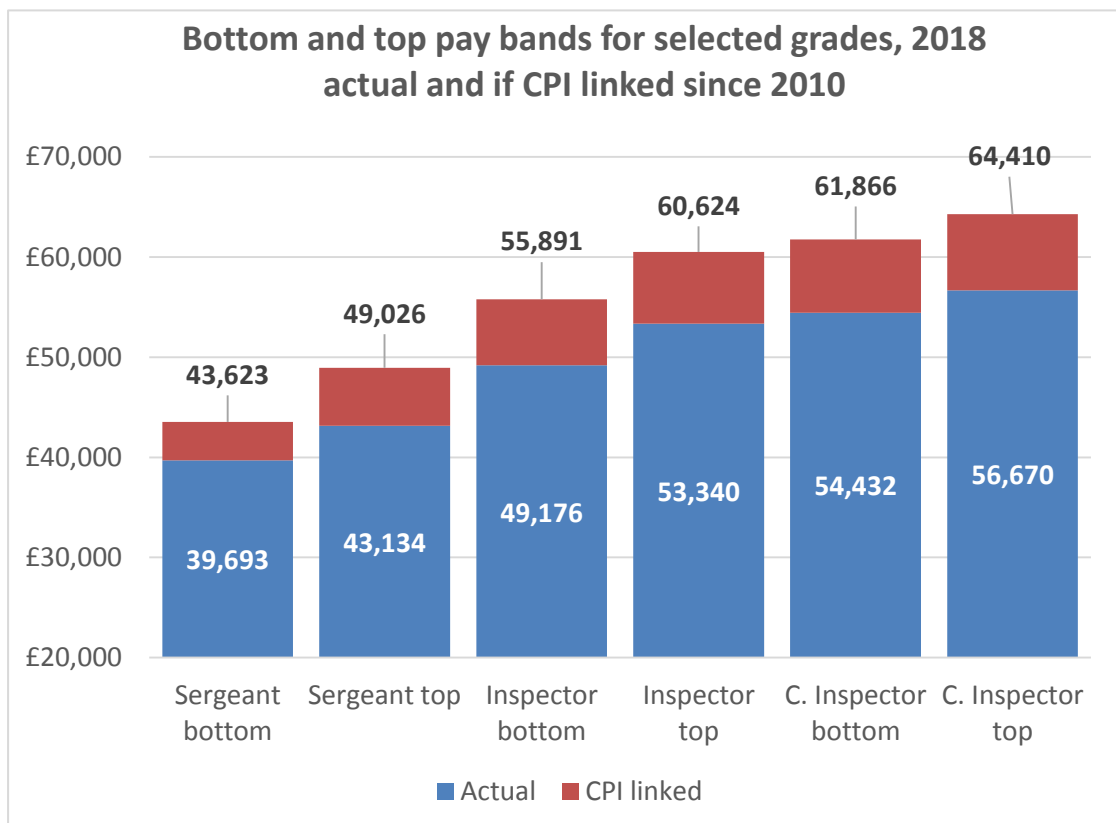
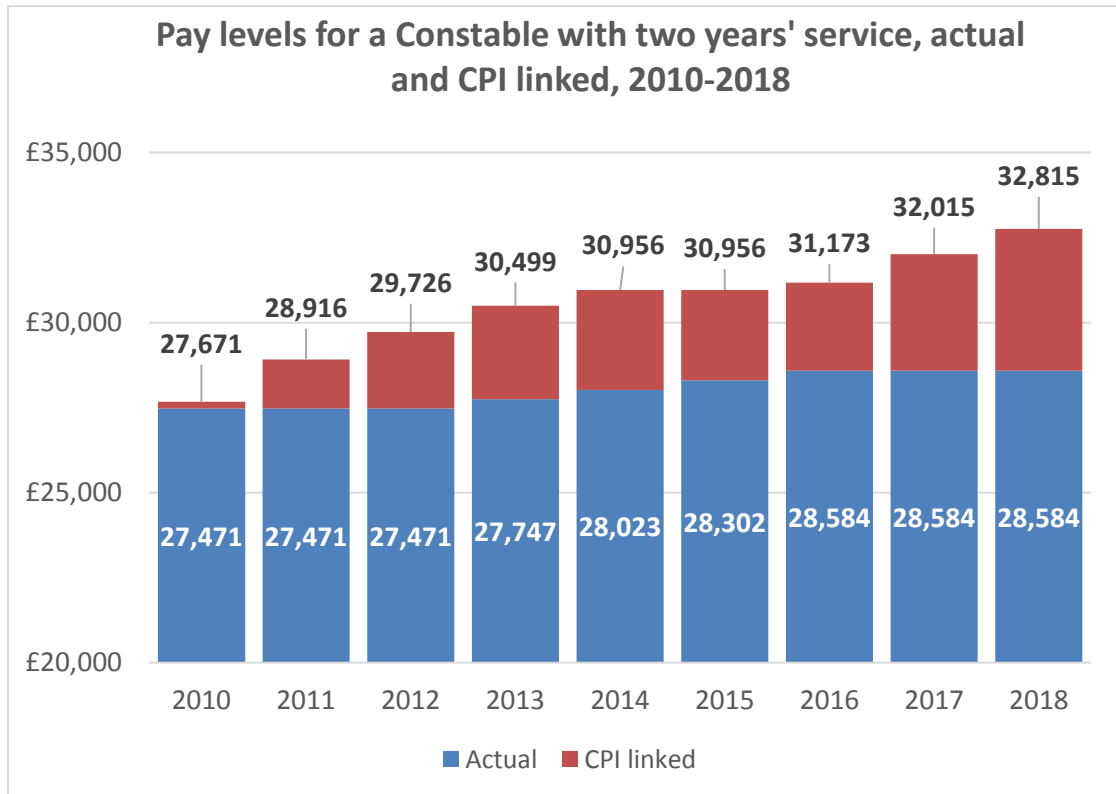
Note: Authors calculations

7.21. In an update to the evidence previously submitted, the charts which follow identify the continued downward trend in the mid-point value of each PSNI federated pay scale. 2010 has been chosen as the reference year to account for the onset of the pay freeze in 2011. Salaries have been deflated by CPI as measured by the ONS.



Note: Authors calculations

- 7.22. Since 2010, each grade has experienced a real terms decline of approximately 10 percentage points in the value of their salary. This decline has continued with the 2018/19 pay award, which was again below inflation levels. The mid-point value of a Constables salary has declined by £4,240, or 13.7% since 2010. Sergeants have seen the mid-point value of their salary decline by £3,333 (-8.5%), Inspectors by £4,634 (-9.5%) and Chief Inspectors by £5,020 (-9.5%).
- 7.23. To set this real terms decline 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 CPI would have resulted in a Constable with two years' service earning £32,815 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 £3,930 higher and the top of the Chief Inspector band would be £7,740 higher.



Note: Authors calculations

- 7.24. Police pay and the implementation of annual pay awards in NI have been further complicated by the absence of a functioning Executive. In the midst of the controversy surrounding the decision by the UK Government, on two occasions, *not* to adhere to the independent recommendations of the PRRB, police officers in NI have faced additional uncertainty, delay and financial penalty owing to political stalemate.
- 7.25. Police officers were forced to wait seven months for their 2017/18 pay award to be provided. During this time officers in NI received no increase to their take home pay, despite rising levels of inflation and the immediate implementation of the award for police officers in England and Wales. This pay award was eventually provided in April 2018 and mimicked that awarded in England and Wales, namely a 1% uplift and a time bound 1% bonus – equalling 1% less on federated pay scales than that recommended by the PRRB.

	September 2016 (1% pay award)	September 2017 - March 2018 (7 month delay – no award)	April 2018 - August 2018 (1% award + 1% bonus)	September 2018 – February 2019 (6 month delay - effective pay cut)
Constable 2 years' service	28,584	28,584	29,154	28,869
Sergeant - Bottom	39,300	39,300	40,086	39,693
Sergeant – Top	42,708	42,708	43,560	43,134
Inspector - Bottom	48,690	48,690	49,662	49,176
Inspector - Top	52,812	52,812	53,868	53,340
C. Inspector - Bottom	53,892	53,892	54,972	54,432
C. Inspector - Top	56,109	56,109	57,231	56,670

Note: Authors calculations

- 7.26. Unbelievably, for a second consecutive year, police officers in NI have again been forced to wait for their pay award. Six months on from the addition of 2% onto the federated pay scales of police officers in England and Wales, police officers in NI are only now receiving this award – six months of being financially disadvantaged relative to their counterparts elsewhere. During this time police officers in NI saw an actual reduction in the value of their take home pay every month between September and February and whilst this will be back dated to September, this will not address the potential financial difficulties and stress suffered by police officers and their families across NI. It is imperative that this situation cannot arise for a third time. Scenario planning must now be underway to put in place the appropriate mechanisms to ensure

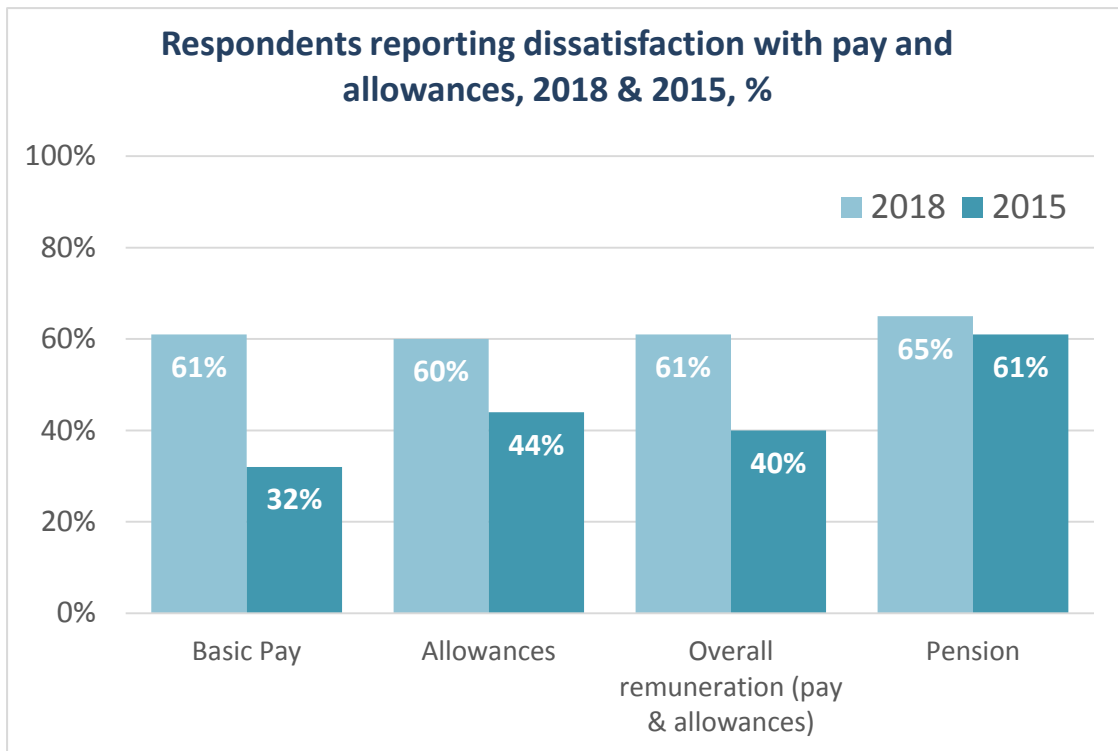
that police officers will receive their pay awards on time in September 2019, in line with their counterparts in England and Wales.

- 7.27. The provision of this award from February is undoubtedly welcome news, however the reality is of a sixth year with a 1% uplift as a direct result of the time-bound element of the 2017/18 pay award.

PFNI Survey: Satisfaction with pay

- 7.28. The PFNI launched their second Workforce Survey in September 2018^{xxxiii}, seeking the views and opinions of serving police officers regarding a range of topics affecting policing in NI. The survey utilised a total population sampling strategy, providing all federated police officers in NI with the opportunity to participate. This strategy and the large response rate are the two key strengths of this study. The final, useable sample consisted of 2,438 cases giving a response rate of 38% of all federated officers. This response rate compares with the 37% rate achieved for the first PFNI Workforce Survey in 2015. The final sample was representative of the PSNI workforce both in terms of gender and rank⁵.
- 7.29. Respondents to this survey reported a high level of dissatisfaction with all elements of their remuneration package, with at least six out of ten respondents saying that they are dissatisfied with each element. Furthermore, the level of dissatisfaction with pay and allowances has increased across the board since 2015.
- 7.30. The level of dissatisfaction with basic pay increased by 90%, up from 32% of respondents reporting dissatisfaction in 2015 to 61% of respondents in 2018. In addition, there was a 16percentage point (pp) increase in the level of dissatisfaction with allowances and a 21pp increase in dissatisfaction with overall remuneration. A 4pp increase in the level of dissatisfaction with pensions, up from 61% to 65%, is a reflection of the already high level of dissatisfaction in 2015 following the introduction of the CARE pension scheme. It is clear from these results that dissatisfaction with this change has not waned.

⁵ The questionnaire design was based upon the need for an overtime comparison with 2015 and a comparison with forces in England and Wales. The England and Wales comparator utilises results from two surveys firstly; the 2016 PFEW Demand, Capacity and Welfare Survey and secondly the 2017 PFEW Pay and Morale Survey



- 7.31. Dissatisfaction with basic pay was highest amongst Constables, with 62% reporting dissatisfaction, declining to 53% of respondents from the Inspecting Ranks. Dissatisfaction was highest for those in their probationary years, at 75% (student officers were not surveyed), and lowest for those with between 6-10 years' service and over 30 years' service, at 50%. Respondents from Operational Support (68%), Training (67%) and Neighbourhood Policing (63%) were the most likely to report feeling dissatisfied with their basic pay. At 47%, respondents from Call Management / CTC / Criminal Justice were the least likely to report dissatisfaction.
- 7.32. Respondents were also asked about the impact of the delay in implementing their pay award, both on morale and financially. 90% of respondents reported that the delay in receiving the 2017/18 pay award had a negative impact upon morale within the service and 62% said that the delay had a negative financial impact for them.

“Yes I go to my work every day that is required of me and try and do the best job I can, for us not to get what has been agreed has been like a slap in face for the work we do”

(Female, Constable, 11-15 years’ service)

“[The delay has] added to the effective significant pay cut we have had over the past number of years, this has a devastating effect on morale and puts extra pressures financially”

(Male, Sergeant, 16-20 years’ service)

“This whole episode was a slap in the face to PSNI officers who were essentially told that they were not valued as much as officers in England and Wales. Regardless of the financial implications for officers, its effect on morale was severe”

(Male, Sergeant, 6-10 years’ service)

PFNI Survey: Fairness of pay & the cost of living

7.33. The analysis of the level of satisfaction with pay requires a greater understanding of the broader context within which pay awards are made. To do this, the second PFNI Workforce Survey sought the views and opinions of serving policing officers regarding their perception of the fairness of their pay and the impact of pay as a cost of living indicator. Respondents were presented with three distributive justice items relating to hazards faced at work, the stresses and strains of the job and level of experience and training. Four additional items also were included to further probe the issue of fairness and cost of living.

7.34. At least 70% of all respondents disagreed with each of the three distributive justice statements, identifying a widespread view of unfairness regarding police pay. In addition, the percentage of respondents who disagreed with each has either remained the same or increased since 2015.

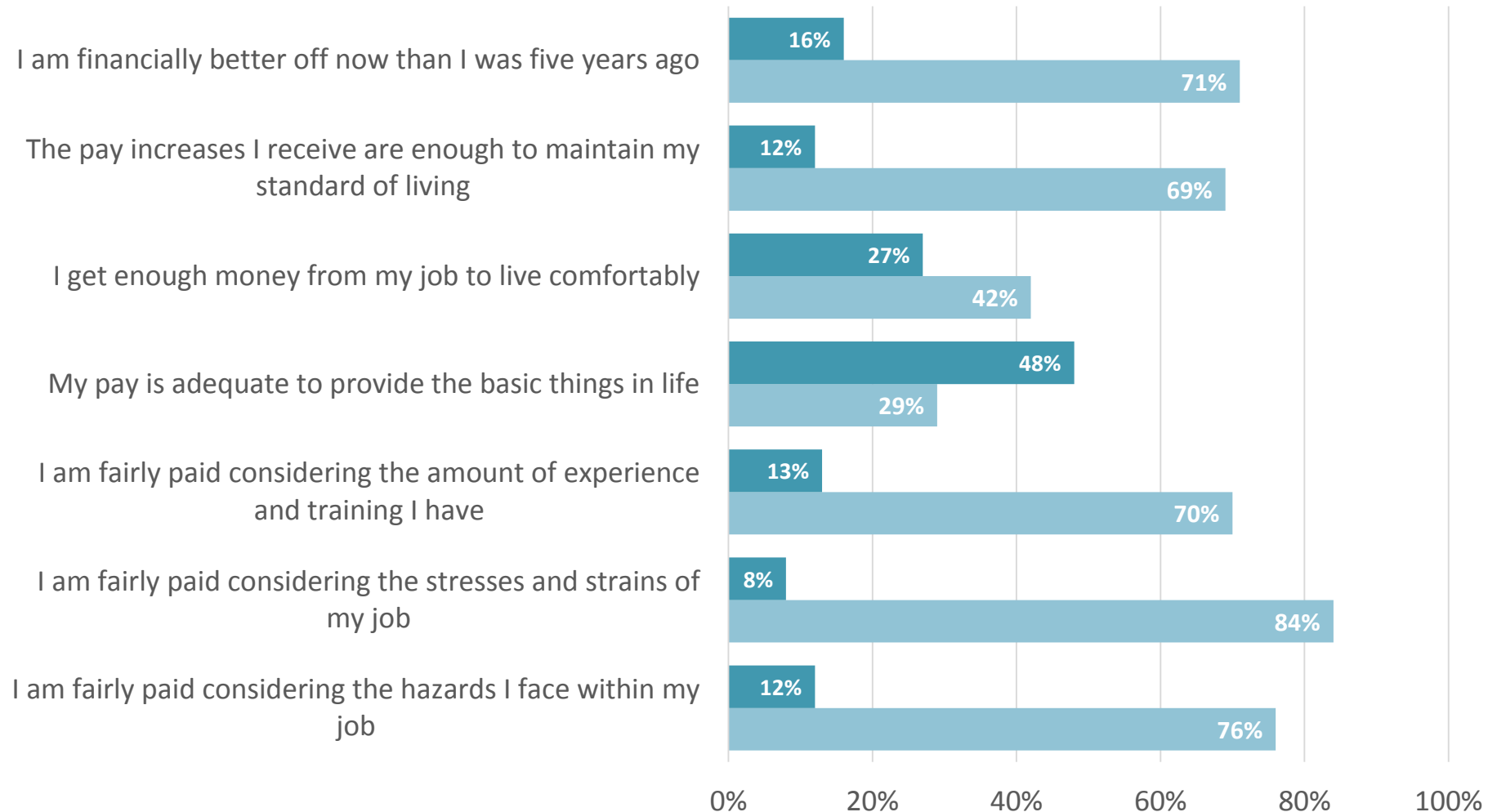
- 70% of respondents disagreed that they are fairly paid considering their experience and training, up from 50% in 2015;
- 76% disagreed that they are fairly paid considering the hazards they face in their job, equal to the 76% who disagreed in 2015;

- 84% disagreed that they are fairly paid considering the stresses and strains of their job, an increase of 4pps from 2015;
- 29% of respondents disagreed that their pay is adequate enough to provide the basic things in life - less than half agreed;
- 42% of respondents disagreed that they get enough money from being a police officer to enable them to live comfortably, just over one quarter agreed with this statement;
- Almost seven out of ten respondents disagreed that the pay rises they have received are enough to maintain their standard of living and;
- 71% said that they are *not* financially better off now compared to their financial circumstances five years ago.

7.35. Constables were the most likely to disagree with the three distributive justice statements, closely followed by Sergeants. Constables were also the most likely to disagree that their pay is adequate to provide the basic things in life, with 32% of respondents disagreeing, compared to 24% of Sergeants and 14% of Inspectors / Chief Inspectors. A similar trend was evident for the level of disagreement with the statement '*I get enough money from my job to live comfortably*'. 46% of Constables disagreed with this, 36% of Sergeants and 26% of respondents in the Inspecting ranks.

7.36. The impact of pay increases on the maintenance of standards of living had less variation across the ranks, with 69% of Constables and Sergeants disagreeing and 64% of the Inspecting ranks. This is also true for respondents who disagreed that they are financially better off now compared to five years ago, with 70% of Constables, 71% of Sergeants and 75% of Inspectors / Chief Inspectors disagreeing. This is the only measure which increased with rank.

Proportion of respondents who agree and disagree, %



- 7.37. The percentage of respondents who disagreed that they are fairly paid considering the hazards they face was highest for Operational Support (81%) and Local Policing (79%). Disagreement regarding the fairness of pay considering the stresses and strains of the job was highest for respondents from Custody (90%) and Local Policing (87%). The impact of experience and training resulted in respondents from Operational Support (77%), and Crime Ops / Custody (74%) having the highest rate of disagreement.
- 7.38. The inadequacy of pay to provide the basic things in life was reported most commonly by respondents in Custody and Training, at 36% and 35% respectively. Not having enough money to live comfortably was also reported highly by respondents from Training (47%) and Operational Support (46%). Respondents from Operational Support and Training were also the most likely to disagree that their pay increases have been enough to maintain their standard of living (77% and 74% respectively) and the most likely to disagree that they are financially better off now than five years ago (83% and 80% respectively).

“...as you know we did not receive a pay rise in 6 years, a time when the cost of living has significantly increased...I tried to re-mortgage for a better deal this year and was knocked back by the bank. That's never happened in my life and I do not have bad credit. My family and I have also not had a holiday in 3 years. How can this be...There has to be something wrong here”

(Male, Constable, 11-15 years' service)

“We are in the most dangerous job in this community, we are expected to go above and beyond on a daily basis but yet the Government deems it appropriate to reduce our salaries... The ludicrously low 'cost of living' increase to salary is, quite frankly, an insult. I joined this job to serve my community, my family still mourns the 'waste' of my Masters Degree level education, and I am running out of ways to justify why I'm here...”

(Female, Constable, 11-15 years' service)

“Salary to cost of living, this is the worst off I've ever been since joining”

(Male, Constable, 21-25 years' service)

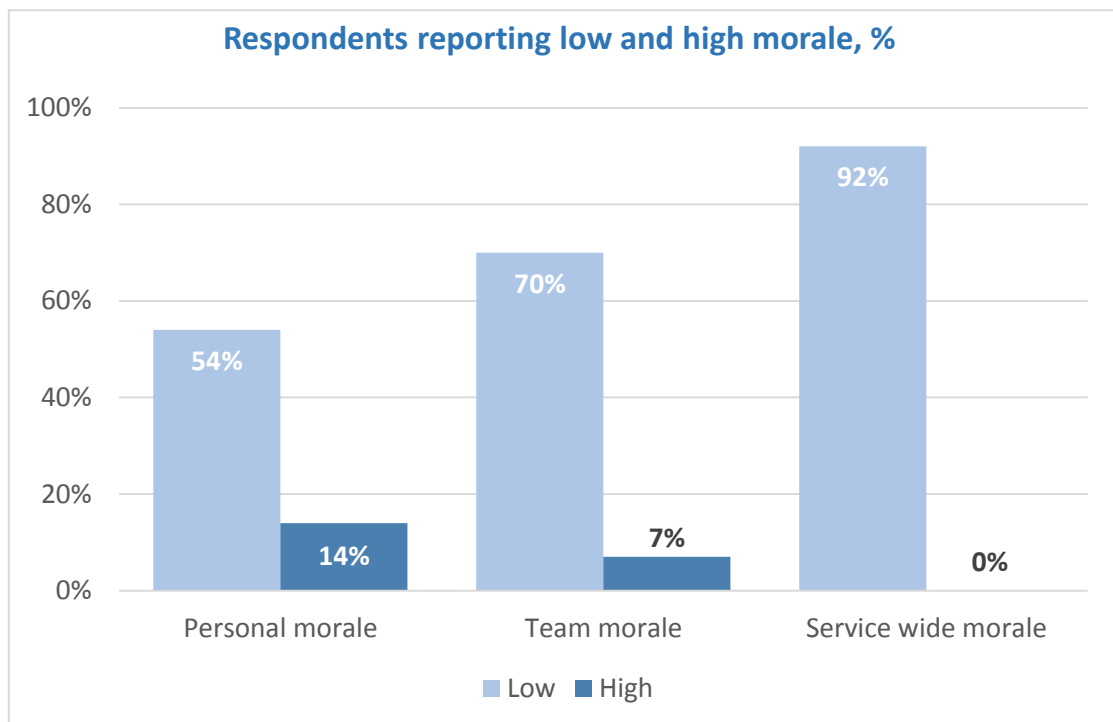
‘Our Pay has stagnated over the last 8 years yet the demands and expectations on us have increased. Pay is not fair for the impact this job has on life on the outside...The pay no longer rewards the risk and the negative impact on private life’

(Male, Constable, 11-15 years' service)

PFNI Survey: Morale

7.39. More than half of all respondents in NI reported low levels of morale across all three measures.

- 54% said that their personal morale is low or very low;
- 70% reported low team morale and;
- 92% said that morale across the service is low.



7.40. The three factors most commonly reported by respondents as causing a reduction in morale were related to pay and allowances. 88% of respondents said that the delay in implementing the 2017/18 and 2018/19 pay award, as well as the review of CRTP, had caused a reduction in their morale. In addition, 85% of respondents reported that their morale had reduced as a result of their pay and benefits.

7.41. The way in which the police are treated as a whole was identified by 84% of respondents as causing a reduction in morale, followed by work-life balance (75%), workload and responsibility (74%) and health and wellbeing (64%). Issues associated with opportunities for promotion and development were reported as lowering morale for 57% of respondents, however 12% noted that this had improved their morale.

7.42. Constables, mid-career respondents and respondents from Training and Operational Support were the most likely to report low levels of morale. In contrast, respondents from the Inspecting Ranks, respondents in their probationary years and those with

more than 30 years' service, alongside respondents from Neighbourhood Policing and Custody were the least likely to report low morale.

- 7.43. The proportion of respondents who reported low personal morale declined from 73% in 2015, whilst low team morale declined from 82%. However, the percentage of respondents who reported low service wide morale remained at a similar level, at 96% in 2015 and 92% in 2018. Changes in the reasons identified as causing a reduction in morale may go some way towards aiding an understanding of why there has been a decline in the percentage of respondents reporting low personal morale. In 2015 the items reported by respondents as reducing their morale reflected the changes which had been made to the pay, terms and conditions of police officers. The top three most commonly selected reasons for a reduction in morale in 2015 included the increase in pension age (81%), changes to rest day payments (82%) and the introduction of the CARE pension scheme (78%).

"The pension changes, CRTP possible changes and failure to secure reasonable pay raises in keeping with the current interest rates in N.I are demoralizing"

(Female, Constable, 21-25 years' service)

"Morale in the district is currently at a low; in my belief this is due to a unsustainable work/life balance"

(Male, Constable, 11-15 years' service)

"There is a low morale amongst officers in the job due to the continuing increase in workload but there are less officers to do the work. This is felt most by officers who have 10+ years who feel they are being asked to do the work that 3 or maybe 4 officers would have done a few years ago"

(Female, Constable, 3-5 years' service)

- 7.44. These were controversial changes, in particular the changes made to police pensions, and the evidence from 2015 identifies that these had a strong influence on reports of low levels of personal morale. Although the outcome of these changes remain today, it is likely that their effect on morale has reduced over time whilst issues associated with pay have become a more significant influence on declining morale.

Pay Award - Recommendations

- 7.46. The Police Federation for Northern Ireland only received confirmation of the three year pay award recommendations made by both the National Police Chiefs Council (NPCC) and the Police Federation for England and Wales (PFEW), following submission of their respective 2019/20 pay review reports on the 11th February. This was just one week prior to the final submission date for responses from Northern Ireland stakeholders. We are, of course, disappointed at the lack of dialog regarding this development – as we understand PFEW are with regards to discussions with the NPCC – as this has obvious implications for the direction of travel regarding police pay in NI.
- 7.47. At present, we are unable to recommend a three year pay deal for police officers in NI, due to the current one year CSR which is in operation. We have previously outlined our concern regarding the impact of policing in NI relying upon a yearly budget which hampers forward planning – these concerns remain valid. As such, we would be open to participating in discussions with relevant stakeholders (including the PRRB during the oral submission) regarding the potential for a three year pay deal in NI, should the appropriate changes to budget provisions be made to enable this.
- 7.48. However, for the 2019/20 pay review round we continue to present evidence for a single year pay award, albeit with three elements. This recommendation includes:
- I. An uplift of 3.2% to the annual salaries of *all* federated officers in the PSNI in 2019/20. This reflects the independent RPI inflation forecast from HM Treasury for 2019;
 - II. That the value of this pay award is subject to the pay award given in England and Wales (the first year of three if a three year deal is agreed);
 - III. However, the pay award provided should not be lower than 3.2%.
- 7.49. The PFNI have approached the pay review process in a consistent manner each year. At the core of this approach is the importance of a sound methodology and the utilisation of robust and independent data sources. Despite changing approaches elsewhere, we have retained this approach for the 2019/20 review round. As such, the methodology we have adopted in arriving at our 2019/20 pay award recommendation is based upon the same methodology we employed in our previous submission, namely the value at which inflation is forecast to run at in 2019 as determined by HM Treasury.
- 7.50. The independent inflation forecasts for 2019-2020 have been previously outlined – it is anticipated that inflation will run at 3.2% in 2019, as measured by the Retail Price Index (RPI). As such it is our recommendation that police officers in NI are provided with a 3.2% uplift to the salary scales as of September 2019. The use of these

independent forecasts provides a critical element of foresight, ensuring police officer pay does not fall any further behind in real terms, whilst also ensuring oversight and awareness of the potential economic impact following the outworking's of Brexit over this crucial period of time.

- 7.51. As previously noted (in this and in our previous reports to the PRRB), the Police Federation of NI view parity in core pay spines as being of fundamental importance to policing. We have therefore found ourselves in a more difficult situation this year, than in previous years. Our independent evidence indicates that a pay award of 3.2% of both fair and appropriate, yet recommendations in England and Wales differ from this, albeit with significant variation in recommended values and differences in the methodologies employed. In the interest of continuing with pay parity, our recommendation of 3.2% is therefore subject to the award provided in England and Wales. Should the 4% award recommended by the NPCC or the 5%/6.2% recommended by PFEW come to fruition, we would expect our officers to receive the same.
- 7.52. However, we are understandably concerned that this position could also result in a lower pay award than that identified as appropriate according to our independent evidence (i.e. less than 3.2%). The protection of pay is our key concern at a time when police pay has declined each year for almost a decade. As such, we feel it is imperative to further caveat our recommendation with the insistence that the pay award provided is *not less* than 3.2%.

RECOMMENDATION 3

AN UPLIFT OF 3.2% TO THE ANNUAL SALARIES OF
ALL FEDERATED OFFICERS IN THE PSNI IN
2019/20. THIS REFLECTS THE INDEPENDENT RPI
INFLATION FORECAST OF HM TREASURY FOR
2019;

THAT THE VALUE OF THIS AWARD IS SUBJECT TO
THE AWARD PROVIDED IN ENGLAND AND WALES
AND;

THAT THE PAY AWARD PROVIDED IS NOT LOWER
THAN 3.2%

Application of the pay award

7.53. In the 2019/20 remit letter the Permanent Secretary requested that consideration is given for any additional specific challenges for policing in NI, particularly in terms of targeting pay awards to address recruitment and retention pressures. As we reported in last year's submission, we remain opposed to any pay targeting within the Federated ranks in the 2019/20 review round. This opposition stems from the following:

- The impact of the prolonged and ongoing period of pay restraint which has negatively affected all police officers in NI. As such there remains the need to ensure that *all* police officers receive a fair and *equal* pay award;
- As evidenced from the Deloitte report, the starting salary for police officers is a significant barrier to recruitment in NI – based upon this evidence, it seems logical to conclude that the financial solution to any recruitment problem in the PSNI is to increase the starting salary;
- A lack of evidence identifying specific 'hard to fill' roles in the PSNI – based on the affordability figure of 6,702 officers, the number of vacancies in the PSNI as of 17th December 2018 was 73.84^{xxxiv}. However, this includes 102 posts currently utilised by the Brexit team;
- The complete absence of any detailed proposals regarding the targeting of the award. Any alteration to our position on this will require a detailed critical and transparent analysis of the policy. In addition, it would be necessary for an evidential undertaking considering the impact of such targeting on those not in receipt of the award, outlining lessons learnt from previous targeted payments namely the Special Priority Payment (SPP). Any proposal would require a meaningful consultation period with representative bodies.

7.54. Furthermore, we note with interest the lack of implementation in England and Wales following the recommendation by the PRRB in 2017/18 regarding targeted arrangements for Chief Officers to make payments to police officers in hard to fill roles^{xxxv}. Leaving issues of the lack of detailed proposals from the NPCC aside, we are aware of current difficulties in providing targeted payments to officers in the Superintending ranks. Despite the provision of flexibility to Chief Officers, decision making remains stilted as payments are to be made from existing budgets (at a time of severe budget cuts) alongside difficulties in deciding how to apply the payments. The irony of this situation is not lost on the PFNI, with discussions regarding variable pay as part of the new pay and reward structures and Workforce Reform on-going yet difficulty in implementing single targeted awards at force level.

7.55. In our view, these type of payments are incredibly divisive and due to the nature of the decision-making, are open to a great deal of criticism as the criteria for payment is often highly subjective. We believe that if and when additional funds are made

available they should be used to recognise all police officers, all of whom work incredibly hard and in difficult circumstances.

RECOMMENDATION 4

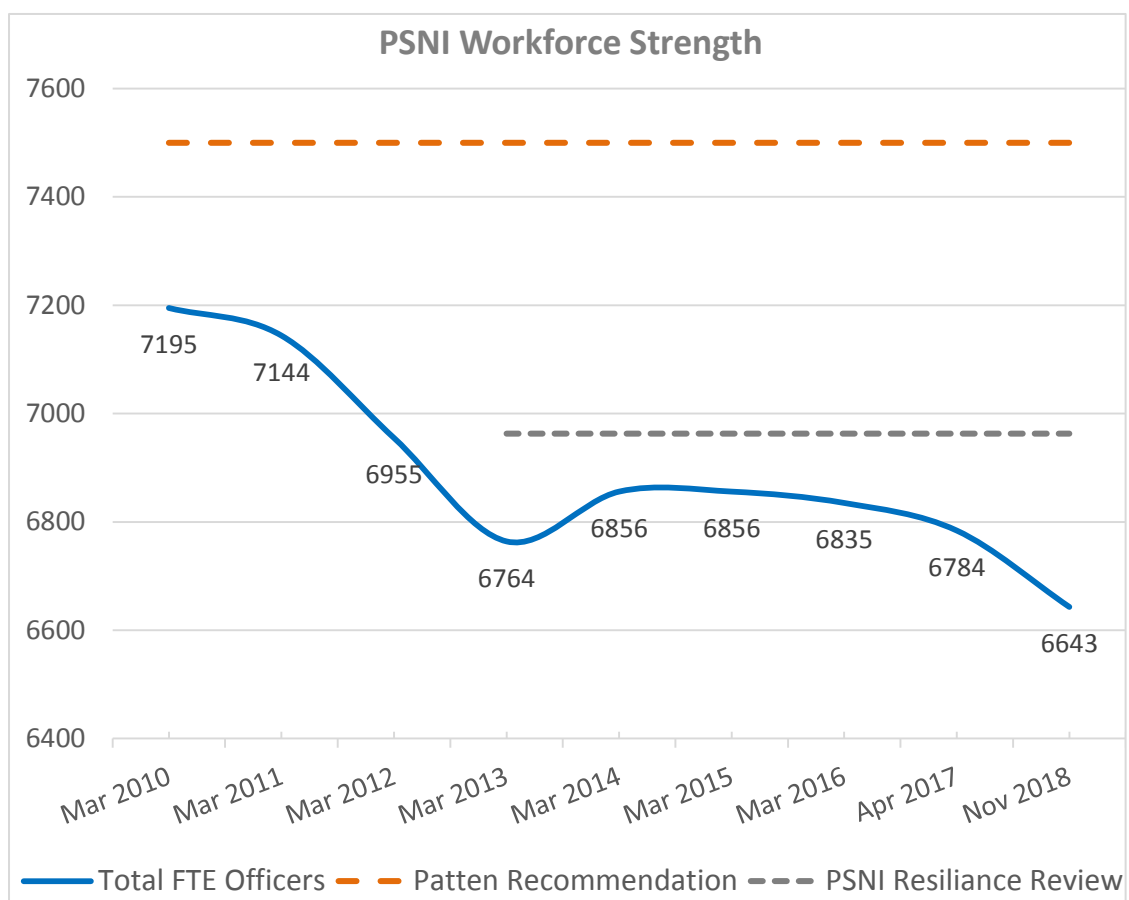
THAT TARGETED PAY AWARDS ARE EXCLUDED AS
A FEATURE OF THE 2019/20 PAY REVIEW ROUND

RECOMMENDATION 5

THE LONGER-TERM ARRANGEMENTS
SURROUNDING THE FUTURE PROVISION OF
TARGETED PAY AWARDS SHOULD BE BASED
UPON ROBUST EVIDENCE, INCLUDING
COMPREHENSIVE, TRANSPARENT AND RELIABLE
DATA. A MEANINGFUL CONSULTATION PROCESS
MUST BE UNDERTAKEN AND ANY PROPOSALS
MUST BE THOROUGHLY MODELLED IN ADVANCE
OF IMPLEMENTATION

8. WORKFORCE

- 8.1. As anticipated in our last submission to the PRRB, the size of the PSNI workforce has continued to decline. In November 2018 the number of serving police officers in NI fell to 6,643 (FTE)^{xxxvi}. This is 857 fewer officers than that recommended by the Independent Commission on Policing for Northern Ireland^{xxxvii} and 320 fewer than was recommended by the PSNI in 2013.
- 8.2. According to the Patten Report, policing in NI requires 1 police officer for every 220 members of the NI population. However, as previously noted this ratio has increased each year, from 1:274 in 2016, to 1:279 in 2017 and 1:282 in 2018^{xxxviii}. This represents an additional 62 members of the population for each police officer in NI.



- 8.3. We remain deeply concerned about the number of serving police officers in NI. Demand on policing continues to grow, both in terms of operational need as well as expectations from the general public, budgets continue to fall and our members continue to bear the brunt. With more complex crime and fewer officers to investigate, the burden inevitably falls to those left behind, increasing the stresses and strains on those we rely on to 'keep people safe'. It is therefore unsurprising that sickness levels continue to grow and that the impact of mental ill-health across policing continues to increase, as will be evidenced at the end of this section.

Recruitment

- 8.4. The fifth 'post 50/50' recruitment campaign was launched by the PSNI during 2018. Although the number of applicants was lower than the 2017 campaign (7,696 vs 6,243), the overall number of applicants remains high. This appears to suggest that the PSNI is considered to be an attractive career in NI. However, the number of student officers attesting from the police college remains relatively low, with 287 student officers attesting in 2017 and just 246 in 2018.

Year	Number of applicants ^{xxxix}	Officers attesting ^{xl}
2015	5,498	279
2016	-	355
2017	7,696	287
2018	6,243	246

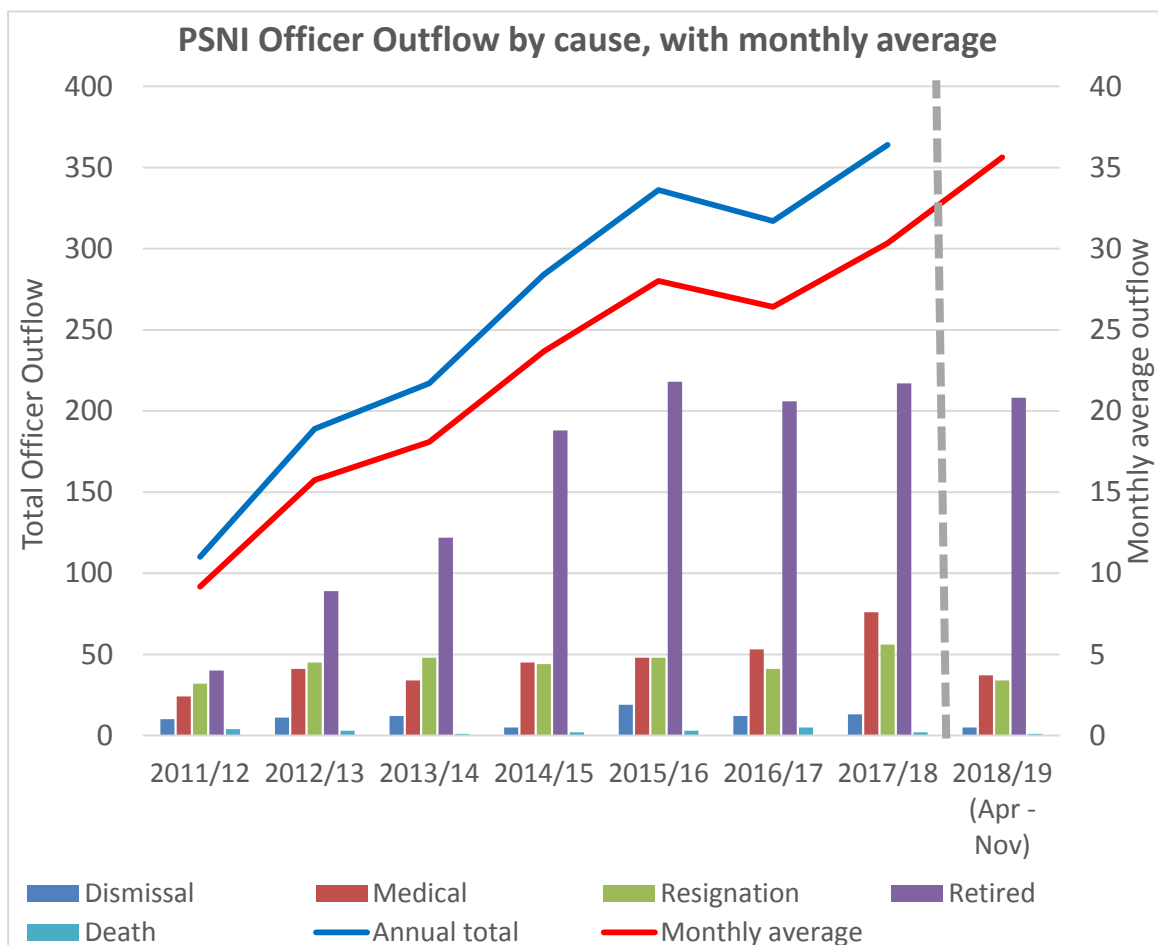
- 8.5. The number of attestations are a reflection of the capacity of the police training college to train police officers (which at full capacity can train approximately 51 officers every 5 weeks), but more significantly the number of student officers who do not complete their training and the number of successful applicants who simply decide, for whatever reason, not to take their application any further. Currently there is little evidence to explain why these successful candidates do not continue with a career in policing after they have been successful at all stages of the recruitment process. It would be of great interest to us for this information to be collated and shared, even if on a random sampling basis.
- 8.6. Given the results from the Deloitte report, it is logical to conclude that negative perceptions of the PSNI, including perceptions that the service is not inclusive, is under resourced and that there is a macho-male culture are key reasons for non-attendance^{xli}. Furthermore, the reduction of starting salary may also be a key factor with successful applicants potentially gaining employment in jobs which provide an immediate financial benefit relative to that provided during police training.
- 8.7. Data from the 2018 recruitment campaign identifies that the percentage of female applicants declined from 39.3% of all applicants in 2017 to 37.4% in 2018, and whilst the reduction in applicants from a Catholic background was small, declining from 38.1% in 2017 to 31.0% in 2018^{xlii}, the overall percentage of applicants from this background remains stubbornly low. Whilst we are opposed to the reintroduction of 50/50 recruitment, we believe that further work must be undertaken to understand what the barriers to recruitment from this demographic look like, how they emerge, how they spread and what can be done to break them down.

Brexit

- 8.8. As noted last year, since 2010 and the imposition of severe austerity on policing budgets, the PSNI have persistently sought to protect officer headcount numbers by making cuts to other areas. However, this became increasingly difficult as budgets continued to decline. Indeed, in 2017 the Chief Constable publically acknowledged that policing numbers would fall during 2018^{xliii}. As such, the confirmation from the UK Government that the PSNI will receive an additional £16.4m from Brexit funding and that this will provide an additional 300 police officers and staff is welcome news.
- 8.9. It is anticipated that these additional officers will enhance the current model of policing which operates along the border area, working within the PSNI ethos of policing with the community. The concept of policing with the community has become increasingly important as Brexit uncertainties and conversations about the border in Ireland increase the potential for local tensions. As such, there is a strong requirement for increased engagement with border communities during this time to enhance the wellbeing and security of these communities during this period of uncertainty and to ensure the continuation of high levels of confidence in the PSNI.
- 8.10. With so much still unknown about Brexit and in particular in relation to the border, it is an absolute necessity that this funding is kept under constant review. Should the pressure on policing increase beyond that anticipated by the current PSNI business case (which is possible given the number of working assumptions the PSNI have had to make in the absence of any clarification), then it is imperative that further additional financial resources are provided and that an even greater number of officers are recruited.
- 8.11. Finally, it is important to note that whilst this funding and the case for additional officers stems from the uncertainty surrounding Brexit, the reality is that the recruitment of these officers over the next two years simply enables the service to 'stand still' in terms of police numbers. With numbers already well below where they should be and with the continued high number of officers retiring from the service these officers do not provide 'additional' capacity, relative to what is already required to police NI, but rather simply prevent the service from falling dangerously below required establishment numbers. The pressures on our current workforce will remain.

Retention

8.12. As anticipated, the total officer outflow rate^{xliv} from the PSNI increased during 2017/18, up from 317 officers in 2016/17 to 364 officers in 2017/18, an increase of 15%. This is just 13 fewer officers than that projected by the PFNI in our last submission to the PRRB. As identified in the chart below and based upon average monthly outflow between April and November 2018, the total number of officers leaving the PSNI will increase further during 2018/19. In the first eight months of this financial year 285 officers have left the service – an average monthly outflow of 36 officers. Should this average monthly rate continue for the remaining four months of the year, the yearly outflow rate for 2018/19 will be approximately 428 officers.



8.13. With this in mind and with annual recruitment figures of roughly 300 police officers per year, it is highly likely that the PSNI workforce will continue to decline. Taking into consideration the Brexit funding for the recruitment of ‘additional’ officers, the Police College will need to be operating at full capacity in order to prevent this continued decline in police numbers. However, as previously noted the ability to train the maximum number of officers is not solely an issue of capacity.

Medical Retirement

8.14. The number of medical retirements from the PSNI continued to increase during 2017/18, up from 53 in 2016/17 to 76 in 2017/18 – an increase of 43%. Indeed in 2017/18 medical retirements accounted for 21% of all officer outflow from the service. During the first eight months of 2018/19 37 officers have medically retired from the PSNI.

Retirement

8.15. Retirements accounted for the largest proportion of officers leaving the service in 2017/18, with 217 retirements or 60% of all outflow. The number of retirements increased by 5% from 2016/17 and as we have previously identified this is set to continue to increase as the ex RUC Full-Time Reserves became eligible to maximise their pension from April 2018. During the first eight months of 2018/19 208 officers have retired from the PSNI – this is just 9 fewer than retired during the whole of 2017/18.

8.16. Data provided by the PSNI identifies that, as of the end of November 2018, 357 PSNI officers were eligible to retire by the end of the calendar year. In addition, a further 154 officers would become eligible to retire during 2019 meaning that in just 12 months the PSNI could see 511 police officers leave the service through retirement – this accounts for 8% of the entire PSNI workforce in one year.

	Number of potential retirees^{xlv}
By 2018 year end	357
During 2019	154
During 2020	123
During 2021	164
TOTAL	798

Note: Data correct as at end Nov 2018

Resignation

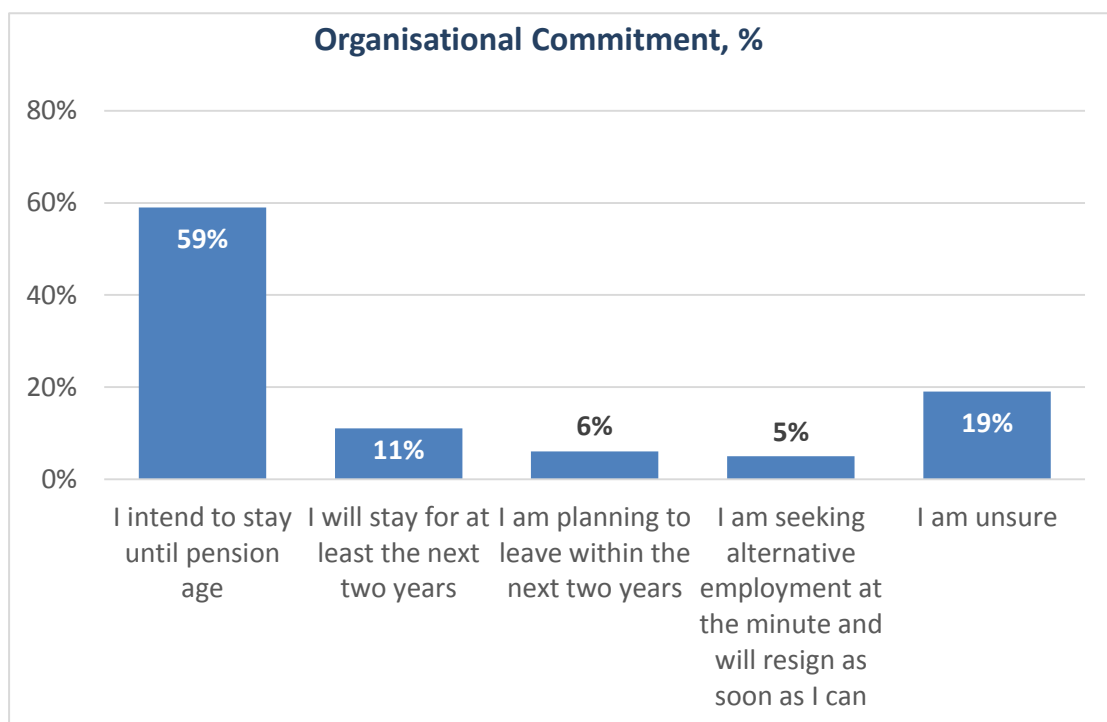
8.17. The number of resignations from the PSNI increased by 37% between 2016/17 and 2017/18, reaching a high point in the current time series of 56 resignations in just 12 months. With 34 resignations from the PSNI between April and November 2018 this high rate of voluntary exit from the service appears likely to be sustained during the current financial year. This is a worrying trend and one which requires a much greater degree of understanding.

8.18. As we reported upon last year, the PSNI conduct exit interviews with a proportion of officers who voluntarily resign from the service each year, however the number of exit interviews conducted remains low, at just 30% in 2017/18 (i.e. 17 interviews from 56

officers who resigned). However, just 3 exit interviews have been conducted during the first eight months of 2018/19, accounting for 9% of all those who have resigned. It is incredibly difficult to gain an understanding of the reasons for the increasing levels of resignations from the service unless adequate data is collected – of the 3 interviews conducted during this financial year one officer cited caring responsibilities and one reported the impact of their emotional wellbeing / stress as the reason for their resignation. The final coded response provided to the PFNI noted that the officer selected ‘none of the above’. In the absence of the collation of sufficient evidence from exit interviews, the results of the second PFNI Workforce Survey are crucial to aid an understanding of the motivations for leaving the PSNI.

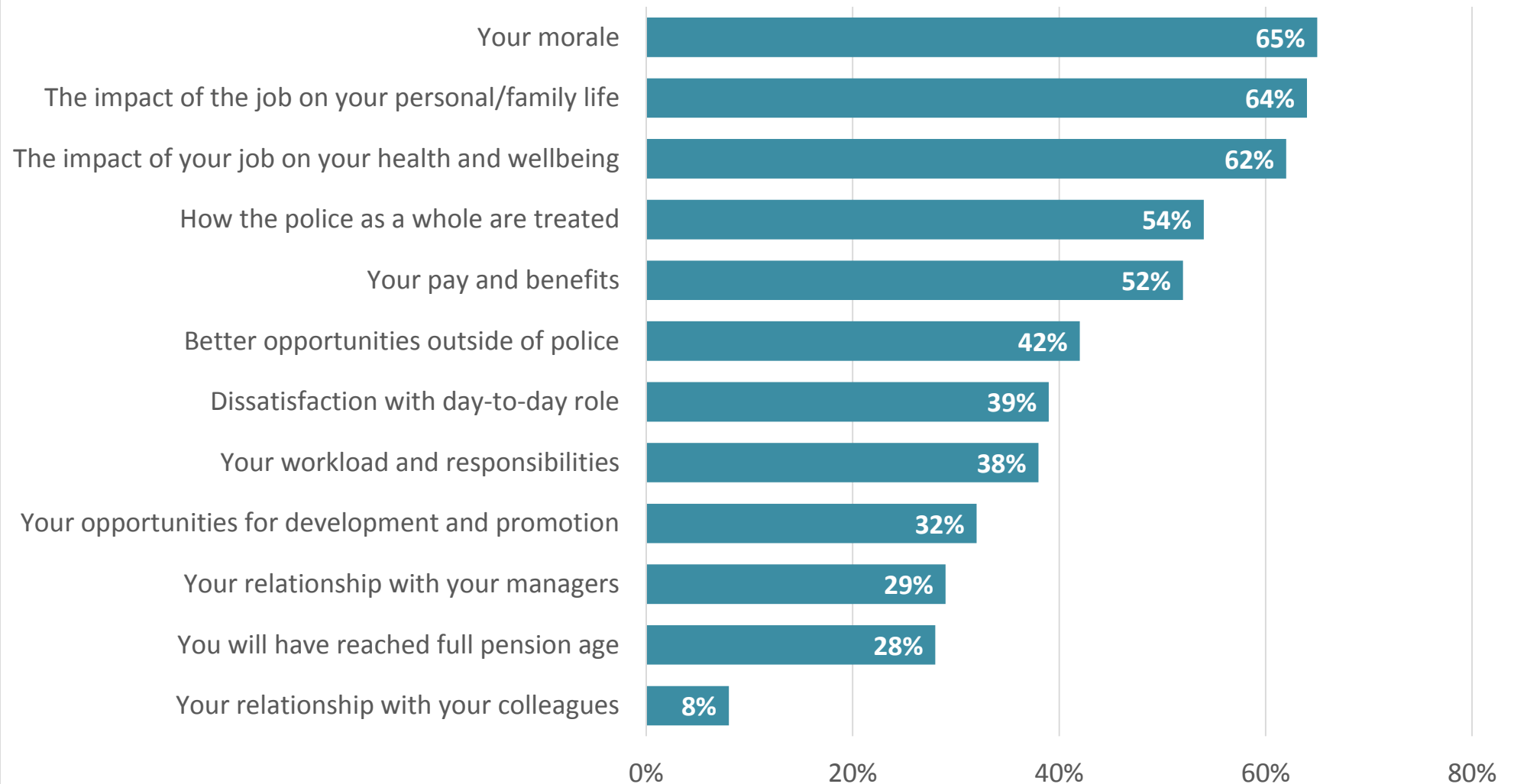
PFNI Survey: Intention to leave

8.19. A majority of respondents to the 2018 PFNI Workforce Survey said that their intention is to remain with the police service until pension age, whilst 11% said that they intend to stay for at least the next two years. However, in total 11% of all respondents said that they are intending to leave the service, this includes 6% who intend to leave within the next two years and a further 5% who are currently seeking alternative employment. The proportion of respondents who said that they were planning to leave the police service within the following two years is similar to that identified in the first PFNI Workforce Survey in 2015.



- 8.20. All of the respondents who reported that their intention is to leave the police service, either within the next two years or immediately upon finding alternative employment, were asked to indicate the key factors influencing their decision-making. Morale was the most commonly reported factor identified by respondents as having a major effect on their intention to leave the service, as selected by 65% of respondents. This was closely followed by the impact of the job on personal/family life, as selected by 64% of respondents, and the impact of the job on health and wellbeing, as selected by 62%. A majority of respondents also said that the way the police as a whole are treated and their pay and benefits have had a major effect on their intention to leave the police service.
- 8.21. These results, whilst startling, are not altogether unsurprising – we have consistently raised these concerns over the last number of years. Indeed, in our last submission we stated that it was our position that the decision to leave the police service is ‘*strongly associated with the increasing demands placed on them [police officers], the stagnation of their salary in recent years [and] low levels of personal and service wide morale^{xlvi}...*’. These results provide evidence which validate our position. With the number of officers leaving the service voluntarily, either through retirement or through resignation, on the increase, it strikes us as irresponsible to ignore this evidence.

Major effect on intention to leave, %



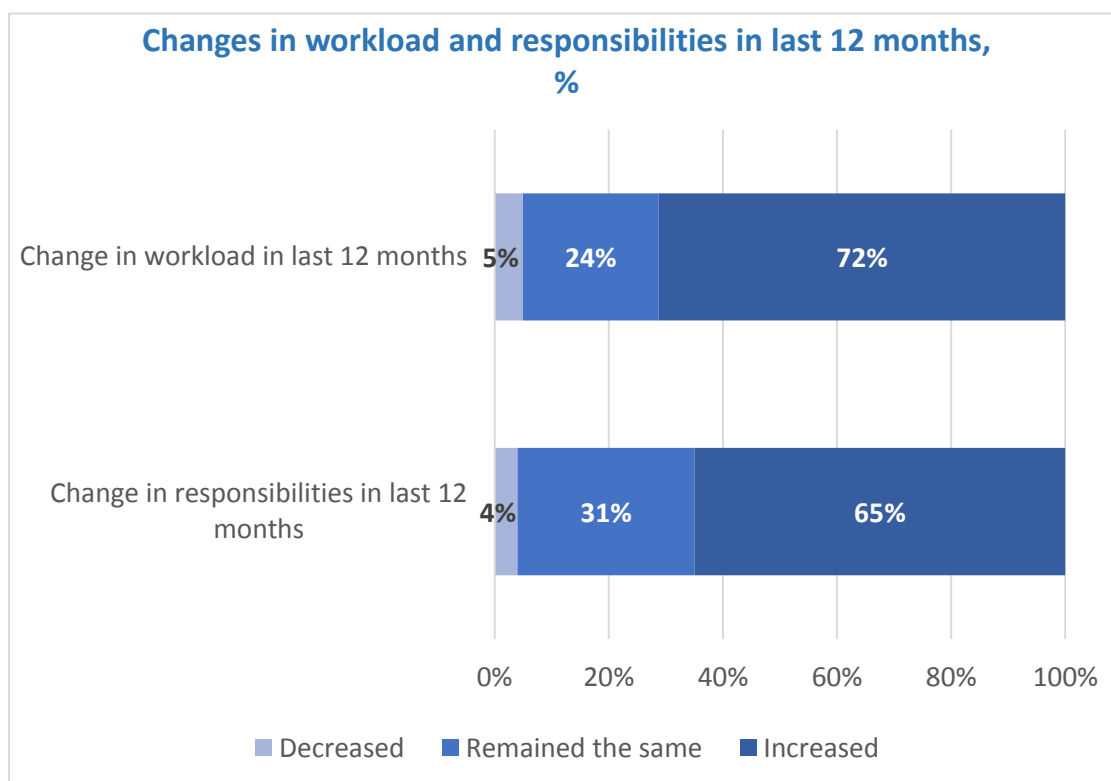
Workload & Demand

8.22. The total number of recorded crimes in NI (including fraud) in 2017/18 was 101,882, a slight increase from 2016/17. Between April and November 2018 there have been 69,749 recorded crimes, equating to approximately 8,719 recorded crimes each month, indicating the likelihood of an increased number of recorded crimes over the 2018/19 financial year^{xlvii}. This demand is in addition to the 55% of comparable crimes (between the NI Crime Survey and the PSNI Recorded Crime Statistics) which were *not* reported to the PSNI in 2017/18 – a 7 percentage point increase in non-reporting from 2015/16^{xlviii}.

8.23. During 2017/18 the NI crime profile continued to alter in line with longer term trends. There was a 13% increase in the number of incidents of fraud, increasing from 3,170 in 2016/17 to 3,581 in 2017/18. Violent crimes increased by 2.3%, from 33,357 to 34,162 reported crimes, whilst sexual crimes increased by 9.3% including a 17.8% rise in rapes. Crimes associated with robbery, theft and criminal damage declined by 11.6%, 2.4% and 6.1% respectively.

PFNI Survey: Workload & Responsibility

8.24. 65% of all respondents to the second PFNI Workforce Survey reported that their level of responsibility had increased or increased significantly over the previous 12 months. In addition 72% reported that their workload had increased or increased significantly.

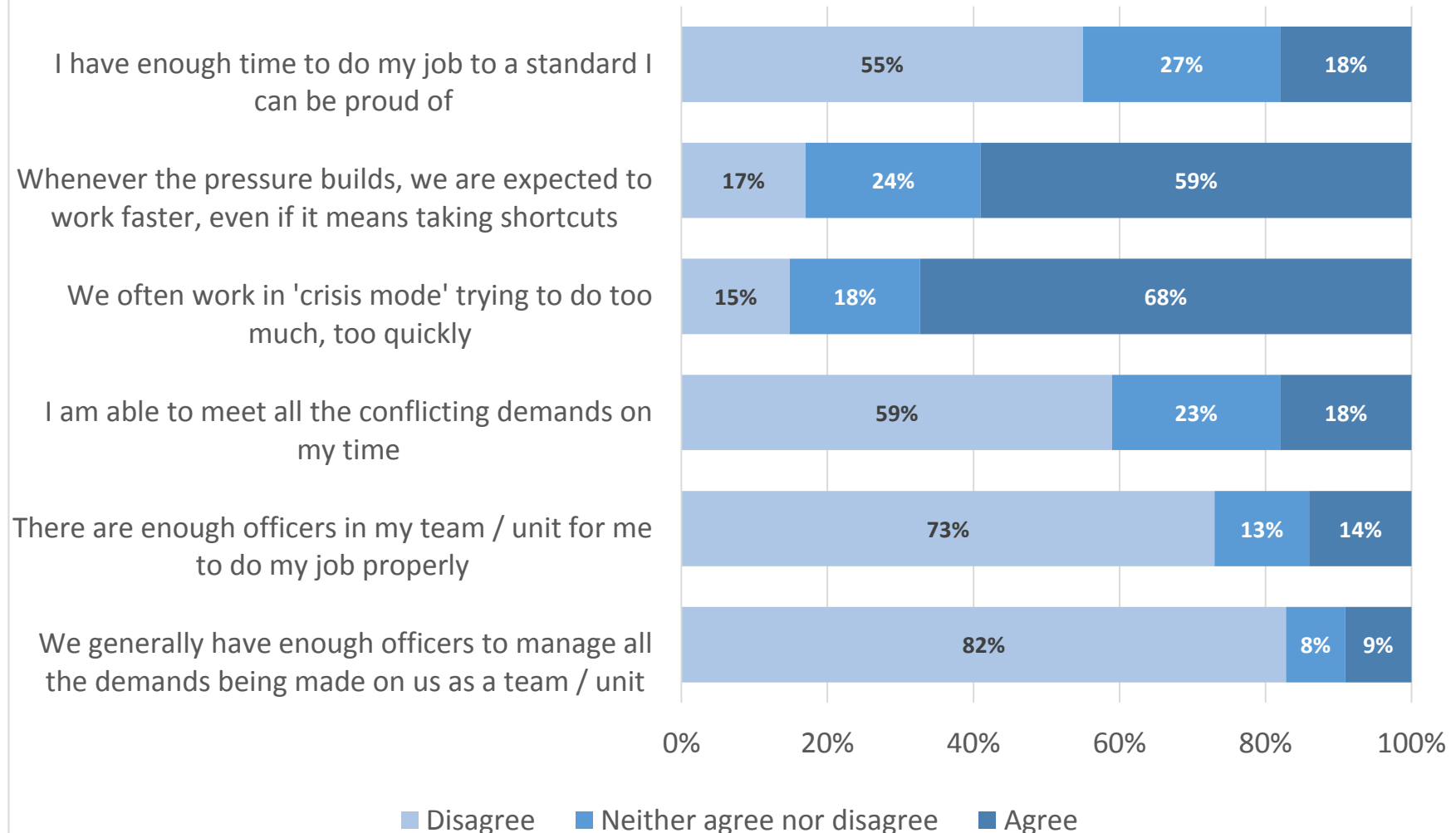


- 8.25. This increase in workload led to 56% of respondents reporting that their workload has been too high or much too high during the last 12 months. This compares to 42% of respondents who stated that their workload has been about right and just 1% who reported that their workload has been too low. When compared against the first PFNI Workforce Survey in 2015, the results show an increase in all three measures of workload and responsibility, including a 9pp increase in those reporting increased workloads, a 6pp increase in those reporting increased responsibility and a 2pp increase in reports of workloads which are deemed too high.
- 8.26. At 67%, Sergeants emerged as the rank most likely to report having a workload which was too high during the previous 12 months. Indeed, this trend is also evident for reports of increased workload and increased responsibilities, with 83% and 81% of Sergeants expressing these views. Respondents from the Inspecting ranks were the second most likely rank to report high and increasing workloads, 60% and 74% respectively, as well as increasing levels of responsibilities (76%).
- 8.27. Although Constables were the least likely to express these opinions, more than half of all Constables reported that their workload was too high, six out of ten reported that their level of responsibility had increased and more than two thirds reported an increase in their workload over the 12 month period. As such, increasing workloads and workloads which are deemed to be too high, as well as increasing levels of responsibilities, are characteristics readily reported by each of the Federated ranks.

PFNI Survey: Responding to demand

- 8.28. More than half of all respondents disagreed or strongly disagreed that they have enough time to do their job to a standard they can be proud of, whilst less than one fifth of respondents agree with this statement. Almost six out of ten respondents agreed or strongly agreed that whenever pressure builds in their workplace they are expected to work faster even if this means taking shortcuts. 17% of respondents disagreed or strongly disagreed with this. Furthermore, 68% of respondents said that they often work in crisis mode, trying to do too much, too quickly, with just 15% of respondents in disagreement with this.
- 8.29. Responding to demand and the management of workload are directly associated with police officer numbers, with 73% of respondents disagreeing or strongly disagreeing that they have enough officers in their own team / unit to do their job properly and 82% disagreeing that they have enough officers to manage all the demands placed on them. It is therefore unsurprising that 59% of respondents said that they are unable to meet all the conflicting demands on their time

Responding to Demand, %



"There are too few people in my department to deal with the work load then people get stressed then they go on the sick. The work load increases and so the cycle continues."

(Female, Constable, 16-20 years' service)

"A lot of people have retired or moved on from our office and are not being replaced, meaning we are having to do the extra work... putting stress through the roof as well we are having to work our rest days to cover shortages in section to make it up to minimum strength"

(Male, Constable, 6-10 years' service)

"I feel I need to work many hours outside of my normal rota in order to complete tasks to a reasonable/acceptable standard; a standard I would expect as a member of the public. However, this puts undue pressure on me personally and on my home/work life balance"

8.30. Respondents were also presented with items from the HSE Management Standards Indicator Tool, which are used to analyse the impact of job demand:

- 38% of respondents said that they *often* or *always* have to neglect some tasks because they have too much work to do;
- 34% reported that they *often* or *always* are pressured to work long hours and;
- 32% said that they *often* or *always* have unrealistic time pressures.

8.31. Similarly to the rank based trends which emerged from the analysis of workload levels and responsibility, Sergeants reported the highest level of (dis)agreement across each of the response to demand measures and were the most likely to report *often* or *always* for each of the management standard indicators.

Confidence in the PSNI

8.32. The results from the Policing Board Omnibus Survey^{xlix} provide an interesting insight into the views and perceptions of the NI public regarding the performance of the PSNI, especially in light of changing demand, declining budgets and the change in the policing model in NI away from proactive policing towards a more reactive model.

- 68% of respondents reported that they felt the PSNI were doing a very/fairly good job in their area in 2018. However, this is a statistically significant

decrease in satisfaction since 2017, declining from 74%. 71% of Protestant respondents thought the police were doing a good job and 65% of Catholic respondents, however this is down from 76% and 73% respectively, with the decline for Protestants identified as statistically significant.

- The proportion of respondents who were very/fairly satisfied that the PSNI treat members of the public fairly declined from 78% in 2017 to 74% in 2018 – a statistically significant decrease. Again this decrease was evident for both Protestant and Catholic respondents.
- The proportion of respondents who reported having some, a lot or total confidence in the PSNI's ability to provide a day-to-day policing service for everyone in NI, declined from 90% in 2017 to 86% in 2018 – a statistically significant decrease. Decrease evident for both Protestant and Catholic respondents, but statistically significantly lower for Protestant respondents.
- A decline in the proportion of respondents who are very/fairly satisfied with the levels of police patrols in their area, down from 51% in 2017 to 41% in 2018 – a statistically significant decrease. Decrease evident for both Protestant and Catholic respondents, but statistically significantly lower for Protestant respondents.
- The proportion of respondents who reported that the overall standard of policing in their area got better over the last year declined from 9% in 2017 to 7% in 2018, whilst the proportion who felt it got worse remained the same at 13%.

8.33. It is worth noting that the decrease in the level of satisfaction and confidence in policing in the 2018 Omnibus Survey follows three consecutive years of growth in each of these measures.

8.34. In addition to the evidence from the Policing Board Omnibus Survey the results of a study conducted by the Communities in Transition Consortium also provide an insight into current community perceptions of policing in NI. The Building Capacity in Communities in Transition review reported that a lack of confidence in policing and in the criminal justice system has translated into historically low levels of reporting and a discernible increase in hostile attitudes towards the PSNI in areas such as the Brandywell and Creggan in Derry as well as in the West of Belfast. Specific criticisms levelled towards policing in the report include the 'sporadic' nature of policing involvement in communities, the turnover and withdrawal of knowledgeable and experienced police teams from these communities and the perception of a failure of the PSNI to act upon information provided by communities¹. It is interesting to note that the PFNI raised many of these concerns in our previous submission, in particular in light of the changing face of policing in NI towards a more reactive policing model.

Overtime

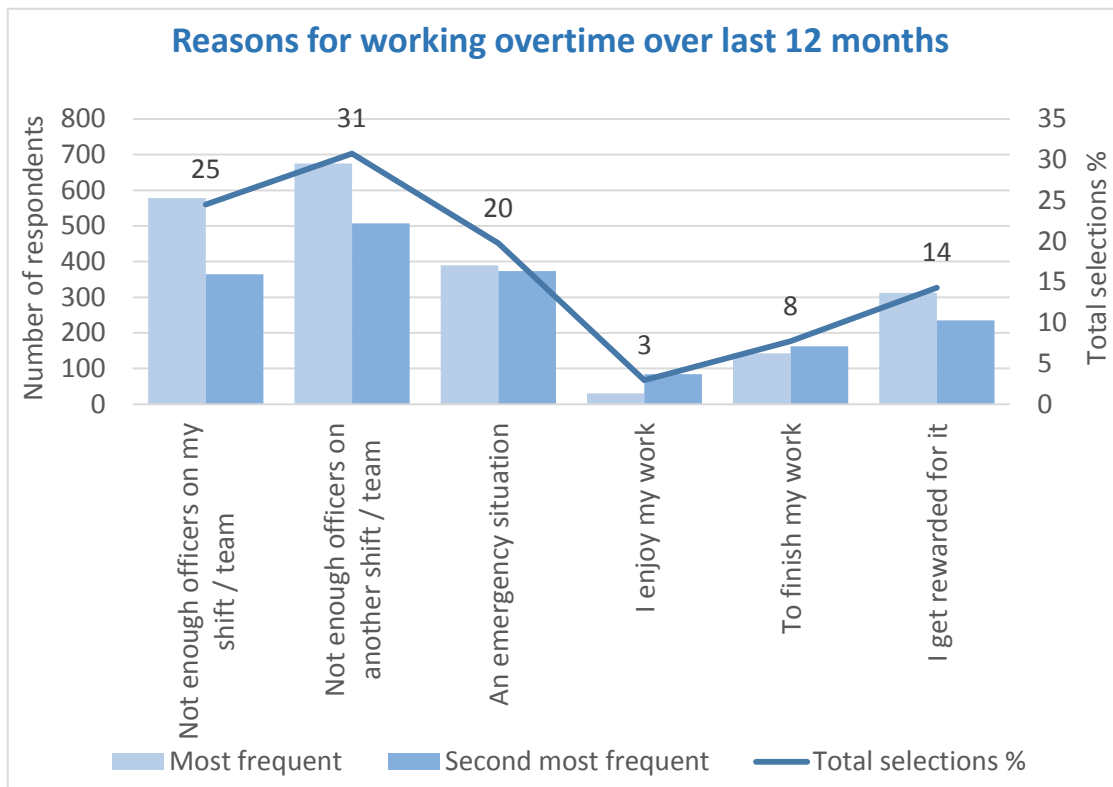
- 8.35. As shown below the total number of overtime hours worked across the PSNI (both pre-detailed and casual) has declined from a high of 2,366,882 in 2013/14 to 1,592,139 in 2017/18ⁱ – a reduction of 32%. Furthermore, this reduction in overtime looks set to continue through 2018/19 with the monthly average overtime hours declining to 123,959 during the first eight months of the financial year.

	Pre-detailed overtime hours	Casual overtime hours	Total	Monthly average
2012/13	2,187,678	30,975	2,218,653	184,887
2013/14	2,342,722	24,160	2,366,882	197,240
2014/15	1,782,936	23,870	1,806,806	150,567
2015/16	1,726,122	37,933	1,764,055	147,005
2016/17	1,753,510	34,252	1,787,762	148,980
2017/18	1,553,950	38,189	1,592,139	132,678
2018/19 (Apr – Nov)	966,322	25,349	99,1671	123,959

- 8.36. This reduction in hours worked has been greatest for pre-detailed overtime hours and whilst the number of casual overtime hours declined between 2015/16 and 2016/17, casual overtime working increased to 38,189 hours in 2017/18 and looks likely to remain above 38,000 casual overtime hours during 2018/19. It is worth noting that these casual overtime figures exclude the additional 30 minutes unpaid overtime where retention is not pre-detailed.
- 8.37. A high level of overtime working can have a significant impact upon health and wellbeing, issues which will be explored later in this report. However, overtime working also has serious financial consequences for the PSNI, at a time when policing budgets have been critically reduced. Overtime working has cost the PSNI a combined total of £294.4 million between 2012/13 and 2017/18, and an additional £25.3m in the first eight months of 2018/19.

PFNI Survey: Overtime

- 8.38. The second PFNI Workforce Survey sought to understand the main reasons behind overtime working in the PSNI. Respondents were presented with six items and asked to identify the most and second most frequent reason for working overtime during the previous 12 months. A lack of officers in another shift / team was reported as the most frequent and second most frequent reason for working overtime during the previous 12 months, with 31% of respondents selecting this as the main reason. In addition, 25% of respondents selected a lack of officers in their *own* shift / team as either the most or second most frequent reason, identifying problems with operational capacity as the key issue resulting in overtime working in the PSNI during the last 12 months.



- 8.39. 20% of respondents reported that an emergency situation was the main reason for working overtime during the previous 12 months, whilst 8% of respondents said that they tended to work overtime in order to finish their work.
- 8.40. In total, the 'voluntary' reasons for overtime working were selected by 17% of respondents, including 14% who said that they work overtime because they get rewarded for it and just 3% reporting that they work overtime because they enjoy their work. In contrast, 84% of respondents identified that working overtime was not a voluntary option but rather was a requirement based upon issues with operational capacity, an emergency situation or workload.

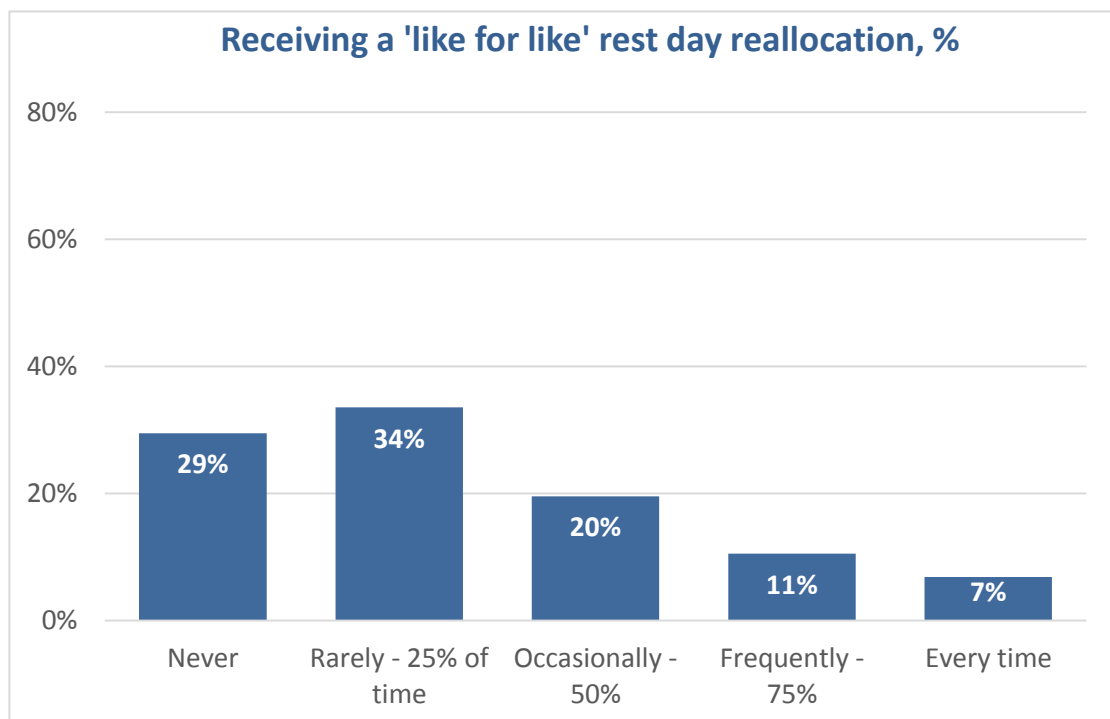
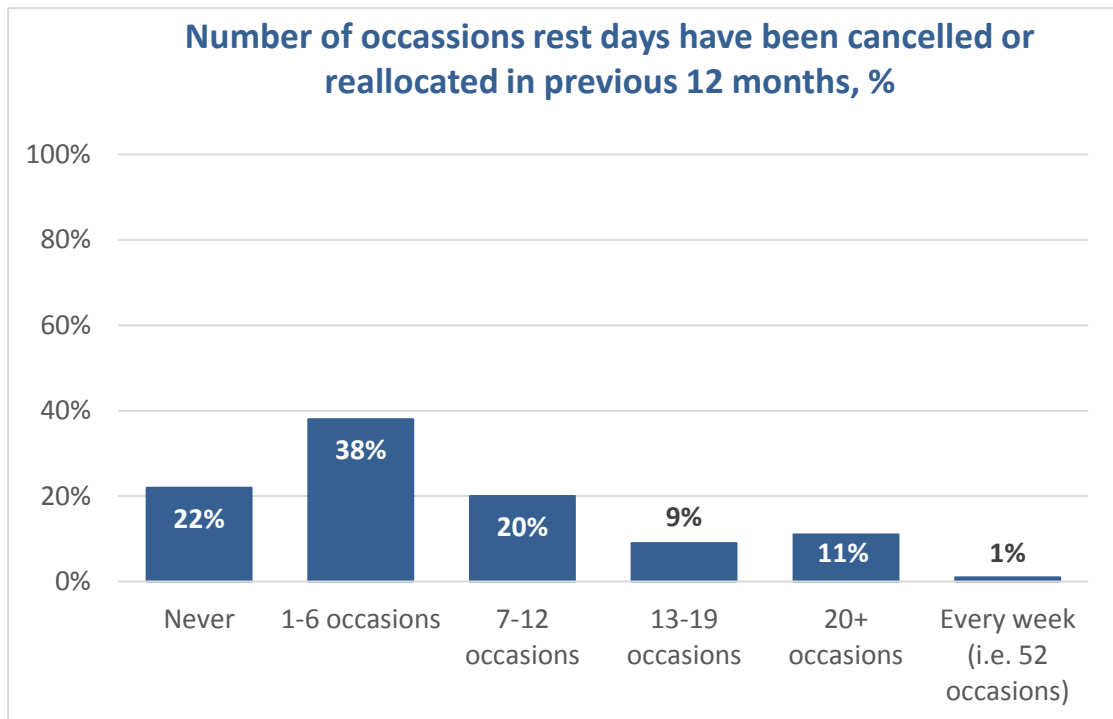
Rest Days

- 8.41. As we have previously reported, the issue of rest day working provides an alternative indicator of demand, whilst also developing as a key health and wellbeing issue. Appropriate rest is vital in all workplaces but especially so in policing where the consequences of police officers operating without sufficient rest can be significant, both for the people they are charged to keep safe as well as for the officers themselves.
- 8.42. Whilst the number of banked rest days owed to PSNI officers declined significantly following changes to the banking of rest days in 2017, concerns remain regarding the cancellation, modification and reallocation of rest days and in particular the inability of police officers to receive a ‘like for like’ reallocation. Indeed, evidence from the PFNI Workforce Survey and anecdotal evidence presented to us by individual officers points to a system which is becoming increasingly reliant upon rest day working to the detriment of officer wellbeing. We would be very concerned should it emerge that the expectation for police officers to work on their rest days on a regular basis is being used as a tool to reduce the overtime budget.
- 8.43. The evidence of workload, declining numbers and demand which has already been presented points to a policing model which is under increasing pressure. There simply are no longer enough police officers in NI to cope with the level of demand and with declining budgets it appears that the PSNI are now having to rely on alternative methods to ensure adequate coverage of particular events. As will be discussed in the ‘Officer Welfare’ section of this report, the PSNI have taken steps to attempt to reduce sickness absence, however issues such as high levels of rest day working remain unsolved – this strikes us as a paradoxical attempt to solve an issue without first addressing the root causes. Rest day working is a key example of this and remains, for us, a key welfare issue.

PFNI Survey: Rest Days

- 8.44. 78% of respondents to the second PFNI Workforce Survey reported at least one occasion in the previous 12 months when their rest day had been cancelled or reallocated. 38% reported this occurring between 1 and 6 times in 12 months and 20% between 7 and 12 times. 21% of respondents said that they had rest days cancelled or reallocated at least once per month, this is an increase of 13pps since the 2016 PFNI Goodwill Survey.
- 8.45. Furthermore, 29% of respondents reported that during the previous 12 months they *never* received a ‘like for like’ reallocation of their rest day i.e. reallocated to the same day of the week. A further 34% reported that this rarely occurred, whilst for 20% this occurred occasionally. Therefore, 84% of respondents said that they do not receive a

'like for like' reallocation on more than 50% of the occasions their rest days are reallocated.



On-call

- 8.46. Following the analysis of overtime hours and rest day working, the consideration of the On-Call allowance and its use within the PSNI provides an additional measure of demand and an increased understanding of the working practices of serving police officers. As previously highlighted the ability for police officers to adequately rest between shifts is of paramount importance both to the health and wellbeing of individual officers and to the effective provision of a key public service. However, the over utilisation of On-Call practices can have a serious impact upon the personal and family lives of police officers who are unable to properly detach from their work on a frequent basis.
- 8.47. The requirement for a review of the On-Call allowance has previously been requested by the PRRB, however as with our position last year, the continued political instability in NI has hindered decision-making and as a result has stalled any meaningful forward planning. Therefore, there has been little opportunity for a cross-stakeholder review of this allowance. Whilst the PFNI are content to engage in a meaningful review of this allowance, we strongly believe that a change to the value of this allowance should be implemented without further delay.
- 8.48. The current value of the On-Call allowance is quite simply too low to adequately compensate officers for the level of disruption experienced. Nor does the value of this allowance act as a suitable disincentive to prevent an over-reliance upon the practice by the PSNI. In 2017/18 more than 86,500 periods of On-Call were claimed – amounting to an average of 237 periods of On-Call every day. The total number of police officers receiving On-Call during this time period was 1,596 in 2017/18^{lii} - accounting for almost one quarter of all serving PSNI officers. On average each of these 1,596 police officers worked 54 periods of On-Call during the year – the equivalent of more than one per week. This is a significant and all too frequent burden which rests with each officer, in particular considering that each officer will already have worked at least a forty hour week, potentially followed by overtime hours.

PFNI Survey: On-Call

- 8.49. Respondents to the second PFNI Workforce Survey, who identified that they are currently in receipt of the On-Call allowance, were asked about their satisfaction with the value of this payment:
- 76% of respondents said that they are dissatisfied with the value and;
 - 12% said they were satisfied.

- 8.50. The proportion of respondents who said that they were dissatisfied with the value of On-Call was the highest level of dissatisfaction across the four allowances included in the question. The level of dissatisfaction with On-Call in the PSNI was 30pps higher than the level reported by respondents to the 2017 England and Wales' Pay and Morale Survey.
- 8.51. The percentage of respondents who said that they are dissatisfied with the On-Call allowance was high for each rank, at almost three quarters on Constables (74%), rising to 78% of Sergeants and 80% of respondents in the Inspecting ranks.

"The on call allowance continues to not be reflective of the impact on officer's life. As someone who does an average of over 60 nights on call for the last 8 years it simply does not take into account the massive impact it has on your life"

(Male, Inspecting Ranks, 16-20 years' service)

- 8.52. The Police Federation for Northern Ireland remain of the view that the current rate of the on-call allowance (£15 for each evening or weekend day and £23 for any time on-call during a public holiday) is too low to adequately compensate officers for the level of disruption experienced, nor does it act as a suitable disincentive to prevent an over-reliance on the practice by the Service. As such we believe that this allowance should be uprated, as outlined below. This would increase the rate of on-call in line with that provided to police officers in Scotland, ensuring a more fair financial recognition of the impact of on-call for individual officers and their families. Furthermore, it is our position that this important allowance should be indexed in line with the annual increase to base pay, as has been the case for other allowances including the Northern Ireland Transitional Allowance (NITA) and Dog Handlers allowance.
- 8.53. In addition, we fully support the call from the Superintendents Association of Northern Ireland (SANI) that this payment is made available for officers in Superintending ranks.

RECOMMENDATION 6

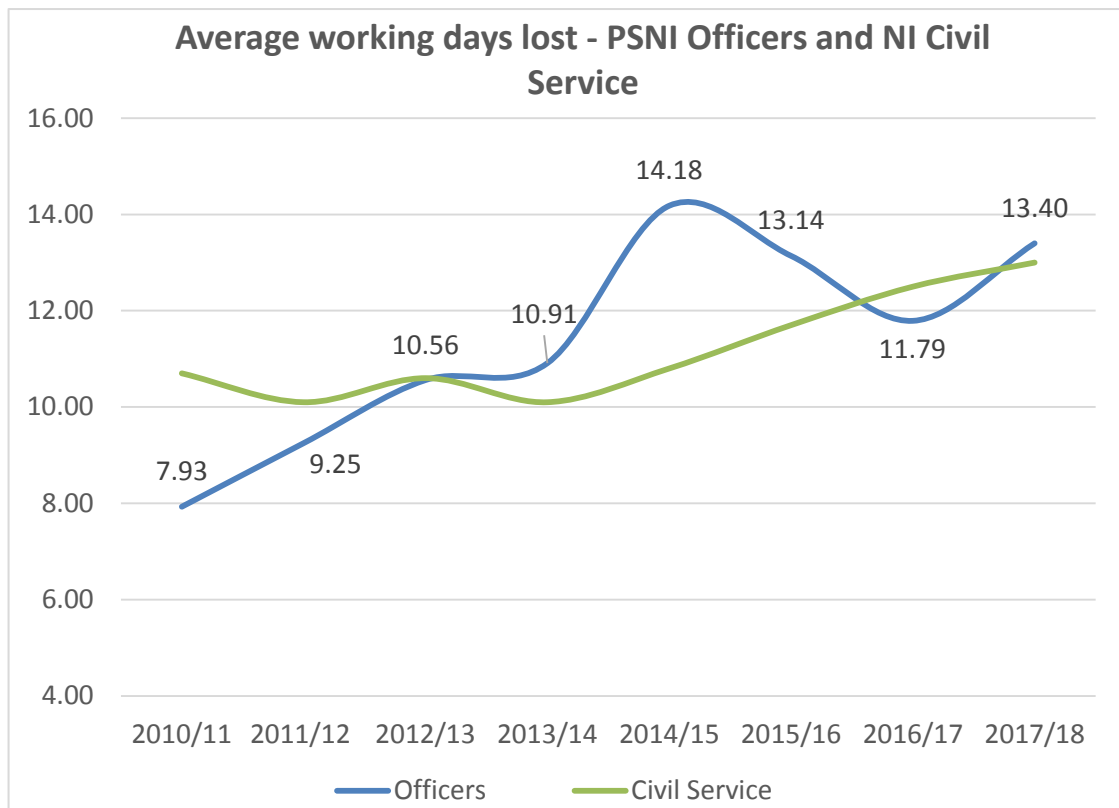
AN INCREASE TO ON-CALL ALLOWANCE FROM
£15 TO £25.49 FOR EACH PERIOD ON-CALL IN
LINE WITH THAT PROVIDED IN SCOTLAND;

THAT THE ON-CALL ALLOWANCE IS INDEXED IN
LINE WITH THE ANNUAL INCREASE TO BASE PAY
AND;

THAT THE ON-CALL ALLOWANCE IS MADE
AVAILABLE FOR POLICE OFFICERS IN THE
SUPERINTENDING RANKS

Officer Welfare

8.54. In our last submission we provided evidence which identified the likelihood that sickness absence levels in the PSNI would return to 2015/16 levels following the decline in average working days lost in 2016/17. As shown in the chart below, this did indeed occur, with an average of 13.40 working days lost in 2017/18 compared to 13.14 in 2015/16^{liii}. The average number of working days lost by police officers in the PSNI increased by 14% between 2016/17 and 2017/18, once again surpassing the average working days lost across the NI Civil Service.



8.55. The average number of working days lost by PSNI officers due to sickness absence between April and November 2018/19 was 9.34, with a projected annual figure of 14.17. Should this occur, this would result in sickness figures matching the high of 14.18 in 2014/15. This sickness rate was last surpassed during 2001-2004, which coincided with the implementation of the Patten reforms.

8.56. The percentage of working days lost which are attributable to long term absence (i.e. 29 days or more) has also increased from 83% in 2017/18 to 86% in the first eight months of 2018/19. Furthermore, the average number of police officers absent from their work due to sickness *each day* between April and November 2018 was 412, compared to an average of 402 for the entire 2017/18 financial year and 361 for 2016/17.

- 8.57. Mental ill-health and absence due to psychological illness continues to be a significant concern to the Federation. The proportion of working days lost due to psychological ill-health increased further in 2018, up from 30% of all working days lost in 2017 to 34% in 2018^{liv}.
- 8.58. The PSNI have recently made changes to the sickness absence process with the aim of reducing absence levels. These changes include alterations to the 'trigger' period for the distribution of an improvement notice, as per the regulations. Whilst this may have some initial success in reducing sickness levels within the PSNI, the Police Federation do not believe that the sole use of a 'stick' approach to sickness absence will solve the issue in the long term. Indeed, as previously noted in this report, dealing with sickness absence within policing requires a much broader understanding of the root causes of sickness absence including issues of workload, demand, stress, rest days and officer numbers.

PFNI Survey: Wellbeing, Presenteeism & Leaveism

- 8.59. The Short Warwick-Edinburgh Mental Wellbeing Scale (SWEMWBS) was included within the PFNI Workforce Survey in order to provide a measure of mental wellbeing across the workforce. The SWEMWBS is a shortened version of the Warwick-Edinburgh Mental Wellbeing Scale (WEMWBS) which was developed as a survey tool which can be used to monitor mental wellbeing at the national and the local level. This scale is not a screening tool but rather measures, in a more generalised manner, mental wellbeing within the general population^{lv}.
- 8.60. The full WEMWBS includes 14 items which measure subjective wellbeing and psychological functioning. The shortened scale includes 7 of these items used specifically to measure the 'feeling and functioning aspects of positive mental wellbeing^{lvi}'. Respondents were asked to rate their experience of each statement over the previous two weeks using the following 5-point Likert scale; (i) *none of the time*, (ii) *rarely*, (iii) *some of the time*, (iv) *often* and, (v) *all of the time*. The scale is scored by summing the response to each item, this is then transformed using a conversion table. Each respondent is assigned a final score which ranges between a minimum of 7 and a maximum of 35, with a higher score indicative of 'better' mental wellbeing.
- 8.61. The highest rated statement was '*I've been thinking clearly*' with an average score of 3.3 out of 5, whilst the lowest rated statement was '*I've been feeling relaxed*' at 2.5 out of 5 followed by '*I've been feeling optimistic about the future*' at 2.6 out of 5.

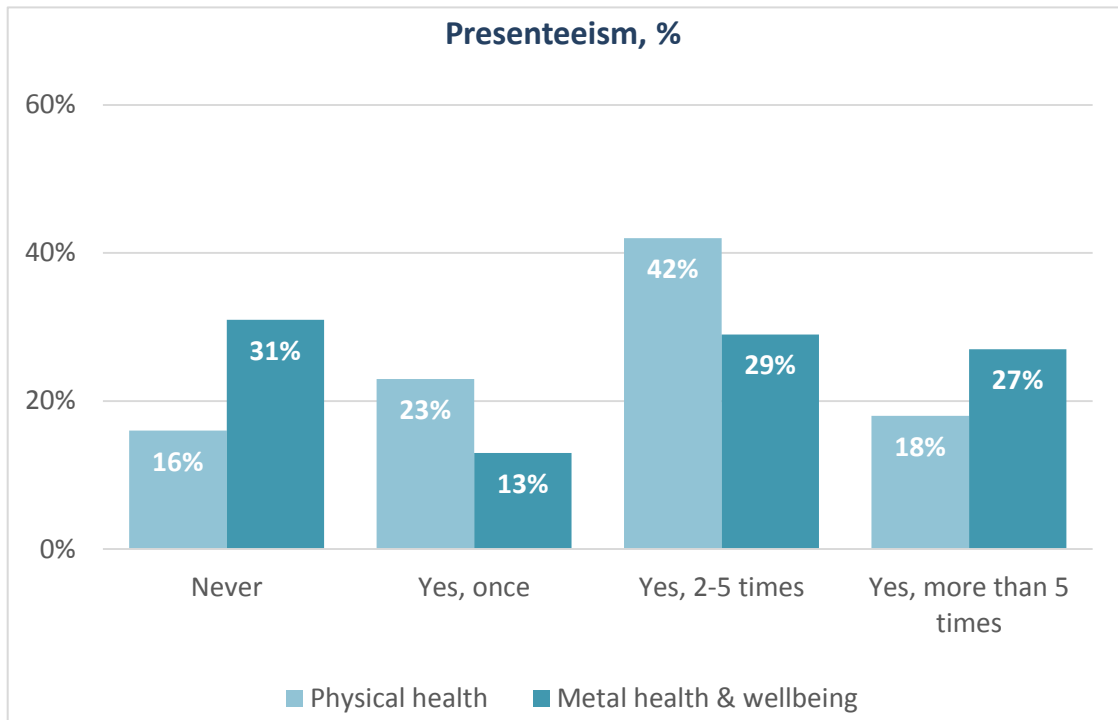
	None of the time	Rarely	Some of the time	Often	All of the time	Mean Score
I've been feeling optimistic about the future	13%	33%	36%	15%	2%	2.6
I've been feeling useful	5%	21%	47%	25%	2%	3.0
I've been feeling relaxed	13%	40%	35%	11%	1%	2.5
I've been dealing with problems well	3%	11%	50%	33%	3%	3.2
I've been thinking clearly	3%	12%	44%	37%	4%	3.3
I've been feeling close to other people	7%	26%	41%	24%	2%	2.9
I've been able to make my own mind up about things	3%	9%	36%	44%	8%	3.5

8.62. The final transformed SWEMWBS score for the total sample population was 19.48, this is lower than the wellbeing score for the Northern Ireland Population, which in 2015/16 was 25.6^{lvii}. A one-sample t-test was run to determine if the wellbeing scores are statistically different. The results identify that the difference in the mental wellbeing scores between the two groups is statistically different.

8.63. More than half of all respondents (55%) disagreed that they are able to maintain a balance between their working life and their personal life – just one fifth of respondents said that they are able to do so. 80% of respondents disagreed that the PSNI is very concerned with their wellbeing, with just 4% agreeing with this statement.

Presenteeism

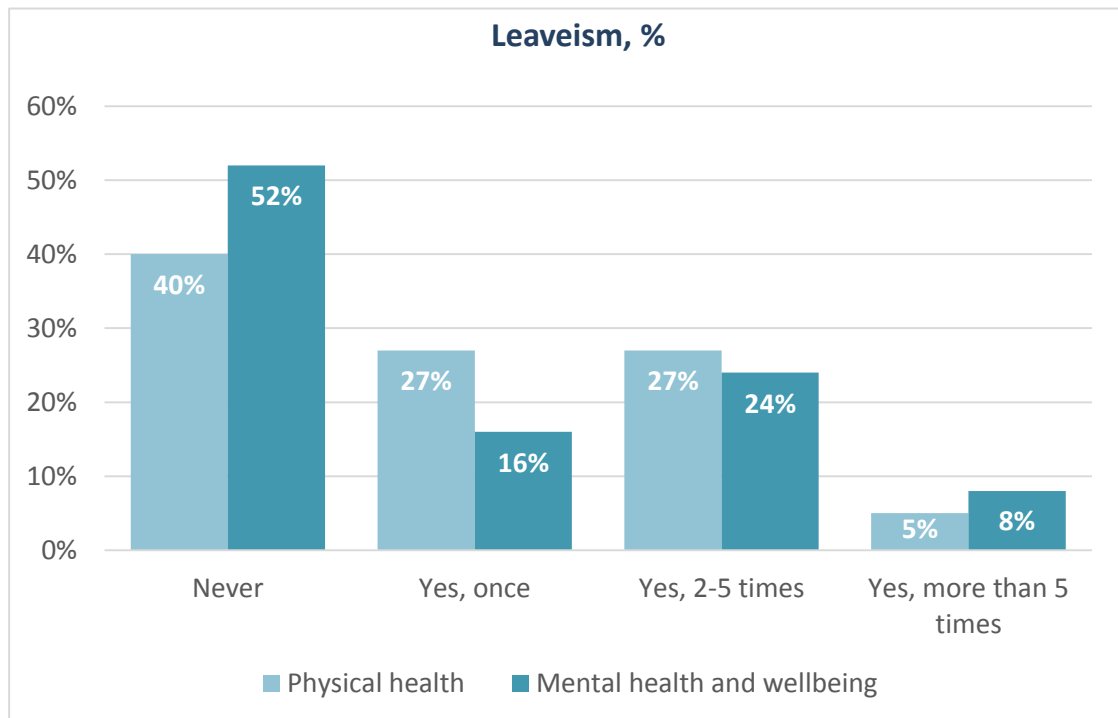
8.64. Presenteeism refers to the specific problem in which employees attend work, despite suffering from ill-health (either physical or mental) – a process which ultimately reduces an individual's productivity^{lviii}. The percentage of respondents who reported presenteeism associated with their physical health was greater than the percentage who reported presenteeism as a result of their mental health and wellbeing.



- 8.65. 83% of respondents reported at least one occurrence of presenteeism associated with their physical health during the previous 12 months, including 18% who reported more than 5 occurrences. 69% of respondents reported at least one occurrence of presenteeism which stemmed from their mental health and wellbeing during the previous 12 months. However, the percentage of respondents who reported this taking place on more than 5 occasions was higher, at 27%.

Leaveism

- 8.66. Coined in 2013, the term leaveism refers to the practice by which employees use annual leave / flexi-time/ rest days to take time off their work when they are unwell or; employees taking work home which they have been unable to finish in their working day or; the practice of working when on annual leave in order to catch up^{lix}.
- 8.67. The percentage of respondents who reported leaveism associated with their physical health was higher than the percentage who reported leaveism based upon their health and wellbeing. 59% of respondents reported at least one episode of leaveism during the previous 12 months which was associated with their physical health, whilst 48% reported leaveism associated with their mental health and wellbeing.



- 8.68. 56% of respondents reported that, in the last 12 months, they have taken work home which could not be completed in their normal working hours, including 15% who reported that this happened *always* or *often*. The proportion of respondents who said that they have worked on annual leave in order to catch up was 48%, including 10% who reported this as *often* or *always* taking place.

A focus on wellbeing

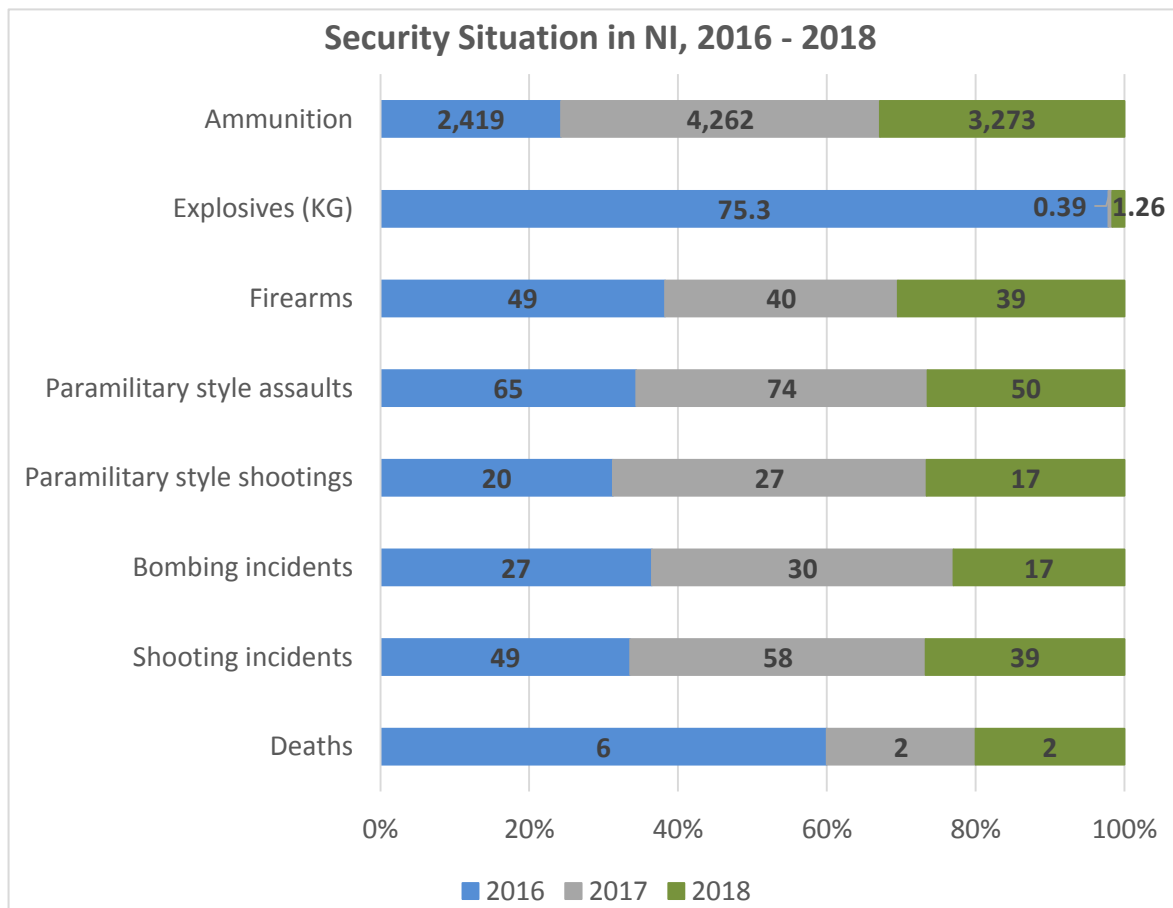
- 8.69. As the representative body for police officers in NI, we are understandably concerned about the impact of policing on the health and wellbeing of individual police officers as well as the impact of the additional pressures that high levels of sickness absence can have on an already over stretched public service. As we have previously evidenced, the demand on policing in NI has continued to increase, whilst at the same time the number of police officers has declined and budgets have dwindled. It is therefore not at all surprising to us that sickness absence levels in the PSNI continue to increase. Policing is a difficult and demanding job which can have a serious and detrimental impact upon health and wellbeing, due to the nature of the work undertaken and the increasing daily pressures of policing. In addition to this, police officers in NI continue operate under the persistent threat of violence from dissident republican groups.
- 8.70. The time for action to be taken to make improvements to the working conditions of police officers has long passed, however it is better late than never. The PFNI have an active Wellbeing Project which has been working on both reactive and preventative measures over the last number of years – a number of the elements of this project are

frequently oversubscribed, identifying the demand across the service for innovative ways to address concerns and alleviate some of the stresses and strains police officers are carrying. In addition, the PSNI have recently launched an ambitious project which aims to centralise the issue of the health and wellbeing of the workforce.

- 8.71. Whilst both of these projects are forward thinking and crucial to the protection of the PSNI's most important resource, it is of critical importance that cognisance is also given to the broader, more structural and strategic workforce issues which will continue to impact upon health and wellbeing if not addressed. Key to this are issues of workforce size, appropriate rest and recuperation time (including the ability to take daily rest breaks), the importance of family life and access to appropriate and timely medical intervention if and when the need arises.

9. SECURITY SITUATION

- 9.1. The current threat to Northern Ireland from Northern Ireland related terrorism remains 'SEVERE', meaning an attack is highly likely – this level has been in place since the first publication of Northern Ireland related threat levels in 2010. In contrast, the threat from Northern Ireland related terrorism in Great Britain has altered between substantial and moderate since 2010, including a substantial rating during 2016 and 2017 before a reduction to moderate in 2018^{ix}.
- 9.2. Since 2016 there have been ten security related deaths in NI, including two in 2017 and two in 2018^{xi}. The number of security related incidents declined in 2018, with the number of shooting incidents reducing from 58 in 2017 to 39 in 2018 and the number of bombing incidents reducing by almost 50%, down from 30 in 2017 to 17 in 2018. This marks the lowest number of security related shootings and bombing incidents in NI between 2007 and 2018.



- 9.3. The number of paramilitary style attacks also declined during 2018, with 17 paramilitary style shootings and 50 paramilitary style assaults – down from 27 and 74 respectively in 2017. 39 firearms were found, alongside 1.26kgs of explosives and 3,273 rounds of ammunition.

- 9.4. In many ways the security situation in 2018 was the same as previous years, with explosive devices left in an attempt to harm police officers^{lxii}, shots fired at police officers^{lxiii}, and the continued terrorisation of communities by those seeking to exert control and power^{lxiv}. However, the decline in the number of security related incidents is welcome news – although it is important to note that this has not occurred by accident, but rather this reflects the hard work and perseverance of PSNI officers to impede those individuals and groups who continue to pursue an agenda which threatens individuals and communities across NI. Furthermore, the reduction in such incidents in no way reflects the ongoing threat in NI, which as noted remains ‘severe’, nor the realities of policing in NI and the threat against police officers (both serving and retired) and the ongoing need for officers to continue to work to prevent a surge in incidents.
- 9.5. The PSNI have had a number of high profile successes during 2018, including a significant arms seizure in May^{lxv} and an increase in the number of persons charged under Section 41 of the Terrorism Act, up from 11 in 2017 to 15 in 2018. However, an unwillingness from communities and victims to come forward due to fear of paramilitary reprisal remains a significant barrier. The PSNI actively pursued the erosion of this barrier in 2018 with the launch of the ‘Ending the Harm’ campaign which aims to highlight the devastating impact of paramilitary attacks on victims, their families, local communities and wider society.

Northern Ireland Transitional Allowance

- 9.6. The Northern Ireland Transitional Allowance (NITA) is paid to all serving PSNI officers in recognition of the extremely difficult and challenging security environment within which policing continues to operate in NI, as evidenced in the previous section. This difficult policing environment has significant implications for the safety and security of police officers (both on and off duty) and their wider family circles, including the implications of living with a daily threat and under significant restriction. As a result of this threat, all police officers in NI routinely carry personal protection weapons.
- 9.7. The NITA is an important payment which offers additional financial assistance to police officers and their families, who are often unable to choose to live in certain areas and as a result can be faced with higher monthly household payments. Furthermore, NITA is an important symbolic recognition of the risk police officers in NI live with and the restrictions they face, simply for doing their job.
- 9.8. As we have stated in our previous submissions, the uplift to the transitional allowance has historically been linked to the annual pay award. It is our position that any move

away from this would undermine the symbolism of the payment and send a message to serving officers that the risk they carry, the restrictions placed on their personal lives and the level of disruption their professional lives bring is no longer considered important nor worthy of recognition. This, in our view, would have serious and long lasting implications for morale and motivation within the service.

RECOMMENDATION 7

THAT THE NORTHERN IRELAND TRANSITIONAL
ALLOWANCE (NITA) IS UPLIFTED IN LINE WITH
THE PAY INCREASE AWARDED TO PSNI OFFICERS

10. DOG HANDLERS ALLOWANCE

10.1. The dog handlers allowance is paid to police 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 officer's rest days, days off and holidays. The trend of uplifting this allowance in line with the pay award at least partly covers the additional annual costs of caring for a dog which stem from inflationary pressures. It is our position that this historical trend is retained, thus ensuring that caring for a police dog remains financially viable for those who carry out this important role.

PFNI Survey: Dog Handlers Allowance

10.2. Of the respondents to the second PFNI Workforce Survey who identified that they currently receive dog handler's allowance, an equal percentage of respondents reported their dissatisfaction with the value of the allowance as those who reported their satisfaction.

- 38% of respondents said they are dissatisfied with the value of the allowance and;
- 38% said that they are satisfied with the value of the allowance.

RECOMMENDATION 8

THAT THE DOG HANDLERS ALLOWANCE IS
UPLIFTED IN LINE WITH THE PAY INCREASE
AWARDED TO PSNI OFFICERS

11. COMPETENCY RELATED THRESHOLD PAYMENT

- 11.1. The review of the Competency Related Threshold Payment (CRTP) in Northern Ireland originates from the 2010 Winsor Review and the subsequent withdrawal of the payment from police officers serving in England and Wales from 2013. As the Winsor Review was not applicable to policing in NI, agreement was reached at the Police Negotiating Board (PNB) for the retention of CRTP in NI, pending a comprehensive review in 2018, with any agreed recommendations to be implemented in 2019.
- 11.2. As part of this review, the Police Federation for Northern Ireland engaged in extensive discussions with the PSNI during the course of 2018. These discussions were exploratory in nature, with a number of scenarios put forward in an attempt to come to an agreed position, as requested by the PRRB. We are therefore pleased that, at this juncture, a broad agreement between the PSNI and the PFNI has indeed been reached.
- 11.3. This agreement involves the retention of CRTP, including for new applicants, albeit with the amended application of the payment, and an evaluation of this from April 2021/22. The intention of this is to ensure that CRTP is applied as it was initially intended by PNB 2002/09. The PFNI are continuing to work with the PSNI to solidify this joint position, in particular with regards to the criteria for removal and reinstatement of the payment. It is anticipated that this will include unsatisfactory attendance, in line with review mechanisms in the revised Attendance Management Policy, where an IPR is incomplete or performance is rated as unsatisfactory and for unsatisfactory conduct. It is anticipated that the review of this agreement in 2021/22 will enable a more considered understanding of the impact of workforce reform in England and Wales.
- 11.4. Our approach to this review was the same as the approach we take in each of our submissions to the PRRB, i.e. an evidence based process which based upon robust evidence to support our position. This approach ultimately disregarded any pre-conceived recommendation for the removal of CRTP based solely upon financial savings. Whilst the PFNI are not oblivious to the financial circumstances facing policing in NI, we took the view that a more imaginable solution was possible.
- 11.5. Our fundamental position was based upon the protection of pensionable pay, however we also put forward key arguments and evidence which highlighted the wider importance of CRTP within the policing environment in NI. This included the impact of:
 - The decline in the value of police officer pay;
 - The decimation of police officer allowances;
 - Serious and imminent retention issues;
 - Declining police officer number;

- Low levels of morale;
- Heightened levels of, and increasingly complex, demand;
- The growing issues of police officer wellbeing;
- The continued need to motivate officers at the top of their pay scale;
- The drive towards competence related pay mechanisms within current CoP workforce reforms and;
- The absence of a functioning NI Executive.

11.6. Throughout this review process we have provided evidence of the importance of this payment to police officers in NI, including those currently in receipt of the payment and those not in receipt of it. Despite the value placed on this payment by police officers in NI, it has remained at its current rate since 2013 – identifying that in real terms the value of this payment has declined over time. As such it is our recommendation that CRTP is increased in line with the pay award provided to police officers in NI.

RECOMMENDATION 9

THAT THE COMPETENCE RELATED THRESHOLD
PAYMENT (CRTP) IS UPLIFTED IN LINE WITH THE
PAY INCREASE AWARDED TO PSNI OFFICERS

12. POLICE ADVISORY GROUP NORTHERN IRELAND

- 12.1. As enabled through the remit letter from the Permanent Secretary and the inclusion of ‘consideration of any specific challenges for the PSNI highlighted in written evidence from NI parties’ the PFNI wish to raise concerns regarding the operation of the Police Advisory Group for Northern Ireland (PAGNI). Following discussions with the PRRB at the 2018 oral evidence session and discussions with the Superintendents Association for Northern Ireland (SANI), we feel it is an appropriate time to consider the current operational status of this group and how this could be improved upon.
- 1.2. As per the terms of reference for PAGNI, the group is an ‘advisory body’ which ‘allows discussion of general matters affecting officers....and to advise the Minister on those matters’. The terms of reference explicitly state that PAGNI is not a forum for negotiation. Whilst the PFNI feel this is an important and valuable group which enables the relevant parties to engage directly on some of the smaller issues facing policing in NI, the current set up and terms of reference inevitably remove any impartiality from the group and thus results in it developing into little more than a tokenistic briefing mechanism for the Minister. No decisions are taken at or by this group as a collective and we feel this is a missed opportunity for policing in NI.
- 12.2. The PFNI believe that a review of PAGNI and the terms of reference could improve the operation of the group by enhancing the consultative element of it. We feel that this would improve overall stakeholder engagement on policing in NI. This review should include the ability for all stakeholders to formally table and agree upon areas of interest and should have a renewed focus upon independence.
- 12.3. Failing this, the PFNI believe that it would be beneficial for the Police Consultative Forum (PCF) in England and Wales to include a specific Northern Ireland section where relevant stakeholders from NI could meet, discuss and agree upon actions relating to specific NI issues. This option would benefit from the governance, oversight and experience already in place in England and Wales.

RECOMMENDATION 10

A REVIEW OF THE OPERATION AND TERMS OF REFERENCE OF THE POLICE ADVISORY GROUP FOR NORTHERN IRELAND (PAGNI) OR THE INTRODUCTION OF A NORTHERN IRELAND SECTION WITHIN THE POLICE CONSULTATIVE FORUM (PCF) IN ENGLAND AND WALES

13. APPENDICIES

Appendix 1: Remit Letter from Department of Justice

FROM THE PERMANENT SECRETARY

Peter May



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Tel: 028 9052 2992
email: peter.may@justice-ni.x.gsi.gov.uk

Via E-mail: gabrielle.kann@beis.gov.uk

Chair
Police Remuneration Review Body
Office of Manpower Economics
8th Floor Fleetbank House
2 – 6 Salisbury Square
LONDON
EC4Y 8JX

9 January 2019

Dear Chair

POLICE REMUNERATION REVIEW FOR 2019/20

Firstly, I would like to take this opportunity to congratulate you on your recent appointment to the role of Chair of the Police Remuneration Review Body (PRRB).

While I am acutely aware that the pay round for 2018/19 has not yet been concluded for PSNI officers, I am keen to ensure that the process for next year is not unduly delayed. I am therefore writing to ask that the PRRB commences its annual review of pay and conditions for officers of the PSNI for 2019/20, simultaneously with that for officers in England and Wales.

Having taken the views of stakeholders in preparation for the review, we would welcome the PRRB's recommendations on the following matters:

- the application of any pay award for 2019/20 for police officers of all ranks, including chief officers;
- whether any increase should be applied to the Northern Ireland Transitional Allowance (NITA) and other allowances, including those for on-call and dog handlers;
- any changes which should be applied to the existing Competence Related Threshold Payment (CRTP) in light of the review currently being concluded by the PSNI;

- whether the superintending ranks should have access to targeted payments or bonuses;
- consideration of any specific challenges for the PSNI highlighted in written evidence from NI parties, particularly in terms of targeting pay awards to address recruitment and retention pressures.

I can confirm that the Department was also asked to consider including the introduction of payment for rest days untaken as a result of exigencies of duty, as well as access by the superintending ranks to payment for on-call duties. Mindful that these areas are important to ensuring officer wellbeing and work/life balance, we will ask the PSNI to engage directly with the relevant stakeholders on these matters as soon as possible. Any views the PRRB might wish to offer would, of course, be most welcome.

The Public Sector Pay Policy for Northern Ireland for the next financial year has not yet been published and officials are engaging with the Department of Finance in this regard. It is suggested that, in the interim, the PRRB continues to take account of the importance of affordability in reaching its recommendations, as has been the case in previous years.

For some years, the stakeholders in Northern Ireland have been keen that the PRRB recommendations for PSNI officers are broadly consistent with their counterparts in England and Wales. This remains the case and has been reflected in inputs I have received to date. I am also aware of the reforms being led in England and Wales by the National Police Chiefs' Council (NPCC). The PSNI has established a working group which will engage closely with the NPCC and the College of Policing with a view to considering the implications of these reforms for officers in Northern Ireland. I understand that the PRRB expects written evidence submissions to address these points in detail.

Consistent with last year, this letter is issued subject to the views of an incoming Minister of Justice. Departmental officials will continue to liaise closely with your secretariat in respect of local political developments.

I am grateful to the PRRB for the work undertaken in support of the 2018/19 pay round and look forward to working with you and your members in support of the process for the year ahead.

Yours sincerely



PETER MAY

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