2018
Workforce Survey

Police Federation NI
WELFARE & EFFICIENCY

Pay & Allowances

Workload & Demand

Morale & Wellbeing

Work · Mind · Self · Body

Contents

Executive Summary

Sample
- Following data cleansing, 2,438 responses to this survey were analysed. This represents a response rate of 38% of all federated police officers in Northern Ireland.
- The submitted responses were deemed to be broadly representative of the PSNI workforce, both in terms of gender and rank.

Morale
- The majority of respondents reported low morale including 54% who reported low personal morale, 70% who reported low team morale and 92% who said that morale across the service is low. These proportions are slightly lower than in 2015 but remain similar to results in England and Wales.
- The three items most commonly identified as causing a reduction in morale were related to remuneration, including current pay and benefits, the delay in implementing the pay award and the review of CRTP.
- Low morale was most commonly reported amongst Constables, mid-career respondents and respondents from Operational Support and Training.

Workload & Responsibilities
- 65% of respondents said that their levels of responsibility have increased over the last 12 months and 72% said that their workload has increased. 56% of respondents reported that their workload has been too high during this time. All three of these measures have increased since 2015.
- Respondents in NI are as likely as respondents in England and Wales to report increasing workloads, but are less likely to report increasing responsibilities or a workload which is too high.
- Sergeants and respondents from Training and Custody were the most likely to say that their workload is too high and that their workload and level of responsibility has increased in the last 12 months.
- Respondents from the Inspecting ranks reported an average of 7.5 banked rest days; as expected this was more than was reported by either Constables or Sergeants. Respondents in the early years of their career were more likely to report having at least one cancelled or reallocated rest day, whilst never receiving a 'like for like' reallocation was most prevalent for respondents from Call Management / CTC / Criminal Justice, Operational Support and Training.
- 91% of respondents said that they had worked pre-detailed or casual overtime during the previous 12 months. This includes 96% of Sergeants and 94% of Constables.

- A lack of officers in another shift / team was reported as the most frequent and second most frequent reason for working overtime. Enjoyment was the least selected reason.

Demand
- More than half of all respondents disagree that they have enough time to do their job to a standard they can be proud of, a similar proportion to England and Wales.
- Almost six out of ten respondents disagreed that they are able to meet all the conflicting demands on their time, 8pps lower than in England and Wales.
- 82% of respondents disagree that they have enough officers to manage their demand, a similar percentage to England and Wales.
- Sergeants, those in the early stages of their career and respondents from Local Policing were the most likely to disagree with these statements.
- 34% of respondents reported that they are often or always pressured to work long hours and 32% said they often or always have unrealistic time pressures. Respondents in NI were more likely that their counterparts in England and Wales to report this.
- Almost three quarters of respondents from Neighbourhood Policing and Local Policing disagreed that they have time to engage in proactive policing, whilst 62% reported being abstracted from their role at least once per month. 52% of respondents in Neighbourhood Policing said that they are abstracted at least once per week.

Pay and Allowances
- Six out of ten respondents said that they were dissatisfied with their basic pay, their allowances and their overall remuneration. This increased to 65% of respondents who said that they are dissatisfied with their pension. The proportion of police officers who reported dissatisfaction has increased across each of these measures since 2015, including a 29pp increase in dissatisfaction with basic pay.
- 90% of respondents said that the delay in receiving the 2017/18 pay award had a negative impact upon morale within the service and 62% reported a negative financial impact.
- Three quarters of those in receipt of the On-Call allowance said they are dissatisfied with the value of the payment. 42% are dissatisfied with the value of mileage payments and 38% are dissatisfied with the value of Dog Handlers allowance. Respondents in NI were more likely to report dissatisfaction with these allowances than in England and Wales.
- At least 70% of all respondents disagreed with each of the three fairness of pay measurements, identifying a widespread view of unfairness regarding police pay. 70% of respondents disagreed that they are fairly paid considering their experience and training, 76% disagreed that they are fairly paid considering the hazards they face and 84% disagreed they are fairly paid considering the stresses and strains of their job.
- Less than one third of respondents said that they get enough money to live comfortably, whilst only 12% said that their pay increases have been enough to maintain their standard

of living. Just 16% agreed that they are financially better off now than they were five years ago.

- 94% of the respondents in receipt of CRTP said that, as a workplace motivator and with regards to the impact of the payment on morale, CRTP is a very or extremely important payment. 87% of respondents *not* currently in receipt of CRTP said that the payment is a very or extremely important part of the overall remuneration package.

Wellbeing

- Mental wellbeing was measured via the Short Warwick-Edinburgh Mental Wellbeing Scale (SWEMWBS). A mean wellbeing score for the entire sample population of 19.48 was found to be statistically significantly lower than the wellbeing score for the NI population as a whole, which was 24.6 in 2015/16.
- Average wellbeing scores were lower for men than women, for Constables relative to Sergeants and the Inspecting ranks, for those with 11-15 years' service and for respondents in Training and Operational Support.
- 83% of respondents reported at least one occurrence of presenteeism associated with their physical health in the last 12 months and 69% reported at least one occurrence associated with their mental health and wellbeing.
- 59% of respondents reported at least one episode of leaveism associated with their physical health in the previous 12 months and 48% reported at least one episode of leaveism associated with mental health and wellbeing.
- 55% of respondents disagreed that they are able to maintain a balance between their working life and their personal life, whilst 21% agreed. Eight out of ten respondents disagreed that the PSNI is very concerned with their wellbeing.

Procedural Justice

- Respondents were more likely to disagree than agree that they and the people they work with are treated fairly within the organisation. This included 47% of respondents who disagreed that they are treated fairly and 46% who disagreed that others are treated fairly. Respondents in NI were more likely to disagree with these statements than their counterparts in England and Wales.
- More than half of respondents disagreed that decisions which affect them are made in a fair way, whilst 67% disagreed that there is a general sense among people in the organisation that things are handled in a fair way.
- Respondents from the Inspecting ranks were the least likely to disagree with these statements, whilst a similar proportion of Constables and Sergeants disagreed.

Organisational Commitment

- A majority of respondents said that it is their intention to remain with the police service until pension age, with a further 11% reporting they intend to stay for at least the next two years. 11% of respondents said that they are intending to leave the service within the next two years, if not immediately upon finding alternative employment. These results were broadly comparable with 2015 as well as with results from England and Wales.

- The impact of morale was the largest major contributing factor on the intention to leave the police service, reported by 65% of respondents. This was followed by 64% who reported the impact of the job on personal / family life as a major influencer and 62% who said the impact of the job on health and wellbeing.

- 38% of respondents who reported that their intention is to remain in the police service disagreed that they feel a strong sense of belonging to the police, whilst 31% disagreed that they feel a strong personal attachment to the police.

- Of those who said they intend to stay in the police, 61% agreed that if they had not put so much of themselves into the police they might consider working elsewhere, whilst 74% agreed that right now staying in the police is a matter of necessity as much as desire.

1.   Introduction

1.1.   Policing in Northern Ireland (NI) has faced unprecedented budget cuts over the last eight years, declining by 25% from £920m in 2009/10 to £691m in 2017/18[i,ii]. Alongside this the number of serving police officers in the PSNI has declined from 7,195 (FTE) in March 2010[iii] to 6,577 (FTE) in October 2018[iv] - a fall of 9%. These startling details are compounded by the increasing level of demand placed on the police service and increasing concerns regarding officer wellbeing.

1.2.   The average number of working days lost due to sickness absence in the PSNI increased by 14% between 2016/17 and 2017/18, up from 11.79 days to 13.40 days, whilst the number of officers absent on long term sickness leave (29 days or more) increased by 12% to 1,280[v]. During 2017/18 there was an average of 402 police officers absent due to sickness *each day* at an annual cost of £21.6m (ibid). Mental ill-health accounted for 30% of all working days lost in 2017, a total of 25,889 working days. In the first ten months of 2018 this increased to 26,348 working days or 34% of all working days lost[vi].

1.3.   In 2015 the Police Federation for Northern Ireland (PFNI) conducted the first service wide survey of the PSNI workforce. The results from this survey identified low levels of personal (73%) and service wide morale (96%), high workload (54%) and increasing levels of responsibility (59%), low perceptions of fairness within the organisation (30%) and broad disagreement that the PSNI are concerned with the wellbeing of its officers (85%)[vii].

1.4.   This study provided robust and irrefutable evidence of significant strain across the workforce and highlighted the key areas of concern for serving PSNI officers. This evidence paved the way for greater recognition of the need to listen to the views of the workforce and also highlighted the urgent need for a greater focus on wellbeing. However, three years later and amidst ongoing severe budget cuts, the wellbeing of police officers remains a key workforce issue.

1.5.   It is within this context that the PFNI launched their second Workforce Survey in September 2018. The survey was designed using the Survey Monkey online platform and was distributed to all serving federated officers via the secure PSNI email system. The survey launched on the 4th September and remained open for four weeks; all responses were submitted by 2nd October.

Aims

1.6.   The survey had the following five key aims:

- To gather the views of serving federated police officers in NI regarding their pay, allowances and conditions of service as well as exploring attitudes towards their work, wellbeing and morale;

- To conduct a comparative analysis of changes in the views and attitudes of PSNI officers overtime based upon the results from the first PFNI Workforce Survey, which was conducted in 2015, as well as comparators from the PFNI Goodwill Survey conducted in 2016;

- To conduct a comparative analysis of the views and opinions of serving police officers in NI with those in England and Wales;

- To provide evidence to the Police Remuneration Review Body (PRRB) as part of the annual pay review process regarding elements of pay and reward and the impact of morale and motivation and;

- To provide updated feedback to the PSNI regarding key workforce issues with the aim of bringing about positive change within the organisation.

Research Design

1.7.   This research utilised a single data collection method to achieve the stated research aims. All of the primary data presented throughout this report has been collected via an online survey. Respondents were provided with detailed information regarding their participation before being asked to give their free and informed consent. Participation was dependent upon this consent which included confirmation that participants had read and understood the information provided, that they understood participation is on a voluntary basis, that their responses would be anonymous and that only anonymised data would be published. Respondents were informed that whilst they could end their participation at any point during completion of the survey, once they submitted a response it could not be withdrawn due to the anonymous nature of the data collection.

1.8.   The questionnaire was designed by the PFNI Research Manager. Paramount to the design of this survey was a need to reduce, as far as possible, respondent burden through the use of adaptive questioning which reduced the number of questions seen

by respondents depending upon the previous answers given. The only mandatory questions included in this survey were the demographic and workforce questions.

1.9. The questionnaire covered a wide range of topics which reflect the key issues within policing in NI at the time of design. However, as evident from the research aims, the design also aimed to ensure an over time comparison with the results from the first PFNI Workforce Survey in 2015 as well as a comparison with police forces in England and Wales. This is an important comparative base, providing evidence of how policing in NI compares within the broader policing context of the UK. This England and Wales comparator utilises results from two specific surveys, namely the 2016 PFEW Demand, Capacity and Welfare Survey[viii] as well as the 2017 PFEW Pay and Morale Survey[ix]. Where possible, comparative analysis is also provided against the Armed Forces Continuous Attitudes Survey[x] and the Civil Service People Survey[xi]. Further details regarding the questions asked, their origin and their comparability will be presented at the beginning of each section of this report.

1.10. All of the data analysis was conducted by the PFNI Research Department. The analysis was conducted in two phases with the first phase focussing on the quantitative data and utilising SPSS 24. This included the statistical analysis of the demographic results in order to assess the sample representativeness, as well as the analysis of each survey question as provided by the full sample and when split by three key workforce characteristics. All of the results presented in this report have been rounded to the nearest whole number, however please note that due to rounding not all of the results will add to 100%. The second phase of the data analysis involved the detailed examination and thematic coding of more than 1,000 qualitative responses. This was a largely manual process and the initial themes were chosen based upon the key topics included in the survey.

Sample

1.11. This survey utilised a total population sampling strategy, providing all Federated police officers in NI with the opportunity to share their views and opinions. This strategy and the large response rate are the two key strengths of this study. In total, 2,528 responses were submitted to the 2018 Workforce Survey, however following data cleansing[1] the final useable sample was reduced to 2,438 cases. As of 4th September there were 6,412 FTE federated officers serving in the PSNI[xii], 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.

1.12. Chi square analyses were conducted to assess the representativeness of the survey sample against the available characteristics of the overall PSNI population. This analysis identified no statistical difference in the gender split of the survey sample relative to the PSNI workforce (x^2 = .796, p > .05) (based upon published PSNI workforce data for July 2018[xiii]). This signifies that **the final, useable sample is representative of the PSNI workforce in terms of gender**.

1.13. However, analysis of the final sample indicated that the rank split *is* statistically different from that found across the total workforce (x^2 = 30.066, p <.001) (based upon published PSNI workforce data for September 2018). This difference involves a small under-representation of Constables (74% vs 78%) and an overrepresentation of Sergeants (18% vs 15%) and Inspectors (7% vs 5%). Despite this statistical difference, the absolute difference in percentage terms was deemed small, thus enabling the research team to conclude that, **in terms of rank, the sample *is* broadly representative of the PSNI police officer workforce**.

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[1] Data cleaning involved the removal of any respondents who provided demographic / workforce data only and sense checking based upon age & length of service.

Respondent Characteristics

1.14. Information was gathered on five socio-demographic characteristics, the results of which can be seen in the table below. To protect the identity of all respondents and to ensure no data disclosure, no cells with counts less than 10 will be reported. Furthermore, where calculation may lead to the identification of such cells, numeric values have been excluded.

SOCIO-DEMOGRAPHIC CHARACTERISTICS

	N (Valid %)
Gender	
Male	70%
Female	30%
Age	
18-25	27 (1%)
26-33	330 (13%)
34-41	783 (32%)
42-49	833 (34%)
50-57	432 (18%)
58+	33 (1%)
Marital Status	
Single	10%
Long term relationship	14%
Married / civil partnership	67%
Separated	4%
Divorced	5%
Highest Educational Qualification	
No qualifications	42 (2%)
Below degree level	1,261 (52%)
Degree or equivalent	908 (37%)
Higher degree or equivalent	221 (9%)
Caring Responsibilities	
No caring responsibilities	776 (32%)
Child under 16	1,347 (55%)
Child over 16	297 (12%)
Partner	154 (6%)
Elderly relations	373 (15%)
Other	29 (1%)

1.15. The results show that 70% of respondents to this survey were male and 30% were female. 14% of respondents were aged 33 or under, with 32% aged 34-41 and 34% aged 42-49. 1% of respondents were over 58 years old. 10% of respondents were single and

14% were in a long term relationship. The majority of respondents (67%) were married or in a civil partnership. A further 4% were separated from their partner and 5% were divorced.

1.16. Just 2% of respondents reported that they had no formal educational qualifications, with 98% reporting some formal qualifications. The largest proportion of respondents noted that they have below degree level qualifications, including GCSE's and A Levels (52%). 46% were educated to at least degree level, including 9% who had a higher degree or equivalent.

1.17. Respondents were able to select more than one option to the caring responsibilities question, meaning the results do not sum to 100%. However, as part of the data cleaning process the results for 'no caring responsibilities' were checked to ensure no additional options were selected. As such the evidence highlights that, in total, 32% of respondents reported no caring responsibilities, identifying that in total 68% of respondents do have some caring responsibilities. 55% of respondents reported caring for a child under the age of 16, 12% caring for a child over the age of 16, 6% reported caring for a partner and 15% for an elderly relation.

1.18. Information was also gathered on three workforce characteristics with the results shown below. 74% of respondents reported that their current rank is Constable, 18% stated they are at the rank of Sergeant, 7% are at the Inspecting rank and 2% at Chief Inspector. Respondents were asked how long they have been a police officer and the results were recoded into a categorical variable with 8 options. 4% of respondents reported that they were within the first two years of their policing career, followed by 23% who had served between 3 and 10 years. 31% reported they had between 11 and 15 years' service and 26% between 16 and 25 years' service. 12% had served for 26-30 years and 4% had more than 30 years' service.

	N (Valid %)
Rank	
Constable	1,810 (74%)
Sergeant	437 (18%)
Inspector	161 (7%)
Chief Inspector	39 (2%)
Service Length	
0-2 years	97 (4%)
3-5 years	164 (7%)
6-10 years	386 (16%)
11-15 years	748(31%)
16-20 years	322 (13%)
21-25 years	318 (13%)
26-30 years	298 (12%)
31+ years	105 (4%)
Role	
Neighbourhood Policing Team	160 (7%)
Local Policing Team	754 (31%)
Call management / CTC / Criminal Justice	197 (8%)
Custody	42 (2%)
Operational Support	366 (15%)
Crime Operations	829 (34%)
Training	84 (3%)
District (LPT / NPT ONLY)	
Antrim & Newtownabbey	59 (7%)
Ards & North Down	33 (4%)
Armagh City, Craigavon & Banbridge	79 (9%)
Belfast City	186 (21%)
Causeway Coast & Glens	70 (8%)
Derry City & Strabane	84 (10%)
Fermanagh & Omagh	112 (13%)
Lisburn & Castlereagh	37 (4%)
Mid & East Antrim	73 (8%)
Mid Ulster	57 (7%)
Newry, Mourne & Down	74 (8%)

1.19. All the respondents were asked to select, from 7 categories, which role best describes the duties they *typically* perform. An open text 'other' option was also provided and the results from this have been recoded back into the 7-point coding framework. At 34% Crime Operations accounted for the largest role category selected by respondents. A

further 31% reported they are in the Local Policing Team followed by 15% in Operational Support. 8% were in call management / CTC / Criminal Justice, 7% were in Neighbourhood Policing, 3% in Training and 2% in Custody.

1.20. All the respondents who reported they are assigned to the Neighbourhood Policing Team or the Local Policing Team were then asked to select which district they are based in. With 21% of respondents, Belfast City was identified as the largest district across our sample group, followed by Fermanagh and Omagh with 13% of respondents. The districts which were selected by the fewest number of respondents were Ards and North Down and Lisburn and Castlereagh, each with 4% of respondents.

Structure of the Report

1.21. The results from this study have been analysed under the following headings:

Morale	Results are presented identifying ratings of personal, team level and service level morale. An overtime analysis is provided against results from 2015, alongside a comparative analysis with results from police forces in England and Wales and the Armed Forces. An exploration of the key factors which influence change in morale is also provided.
Workload & Responsibility	This section provides the results from two questions relating to workload and responsibility and change in these measures over the previous 12 months. The results from questions relating to rest day working, including the cancellation and reallocation of rest days are also presented alongside a consideration of the reasons for overtime working.
Demand	The results from six items from the PFEW 2016 Demand, Capacity & Welfare Survey are included concerning demand and the response to demand. Demand management is also considered through four measures from the HSE Management Standards Indicator Tool. A brief exploration of frontline policing, the ability to undertake proactive policing and the use of abstraction from frontline roles is considered providing additional context within the issue of demand.
Pay & Allowances	An exploration of the views and attitudes of serving police officers regarding their pay and remuneration including; base pay, allowances and pension. To aid the understanding of these views and to provide additional context surrounding police pay, this section also addresses the impact of the delay in implementing police pay in NI as well as the review of CRTP. The results from three distributive justice items relating to fairness of pay are also included alongside four items assessing cost of living.
Wellbeing	A detailed statistical analysis of mental wellbeing scores provided by respondents through the Short Warwick-Edinburgh Mental Wellbeing Scale. The results from the analysis of mental wellbeing and physical health associated presenteeism and leaveism is also provided.
Procedural Justice	Findings from the investigation of five items relating to procedural justice and the feelings of fair treatment within the organisation.

Organisational commitment	An analysis of respondents' intention to stay or to leave the police service. Those who reported their intention to leave within the following two years were asked to identify the key factors affecting this decision, whilst those who said that they plan to stay were presented with three affective commitment statements and two continuance commitment statements. The results from each of these are outlined.

2. Morale

2.1. The concept of morale has become increasingly important within the workplace. Bowles and Cooper (2009) identify that morale can refer to an individual or a group of individuals and that within the workplace, the concept has increased in significance. Morale is '*about confidence and a sense of purpose at the individual level*' as well as '*the spirit*' and the desire to succeed within a group. Motivation is said to be a core component of workplace morale and improving levels of morale can create '*a willingness to perform assigned tasks*'[xiv]. As such, low levels of morale, or indeed an absence of morale, either at the individual or group level, can have a detrimental impact upon motivation, job performance, employee wellbeing and productivity. Indeed research has also identified a link between morale and staff turnover[xv]. Furthermore, research on police officers in England and Wales found a statistically significant association between low morale and high job stressors[xvi], increasing the need to further understand this concept and the impact it can have in the workplace and on individuals.

2.2. Morale was measured across three areas; personal morale, team morale and morale within the service as a whole. Participants were asked to indicate how they would rate the level of morale for each of these using the following 5-point Likert scale; *(i) very low, (ii) low, (iii) neither high nor low, (iv) high and (v) very high*. These three measures were also included within the first PFNI Workforce Survey in 2015, providing a benchmark against which future measurements of morale could be compared. However, these measures originate from the Armed Forces Continuous Attitudes Survey (AFCAS) and were mirrored in the PFEW Pay and Morale Surveys. This provided direct comparisons with morale across two alternative public sector organisations.

2.3. **More than half of all respondents in NI reported low levels of morale across all three measures**. 54% of respondents said that their personal morale was low or very low. The proportion of respondents who said that team morale is low was 70%, whilst **92% of respondents said that morale across the PSNI as a whole is low**. However, it is worth noting that respondents to survey questions such as these are typically more inclined to report low levels of morale of others than of themselves, a trend which is evident in this survey.

Respondents reporting low and high morale, %
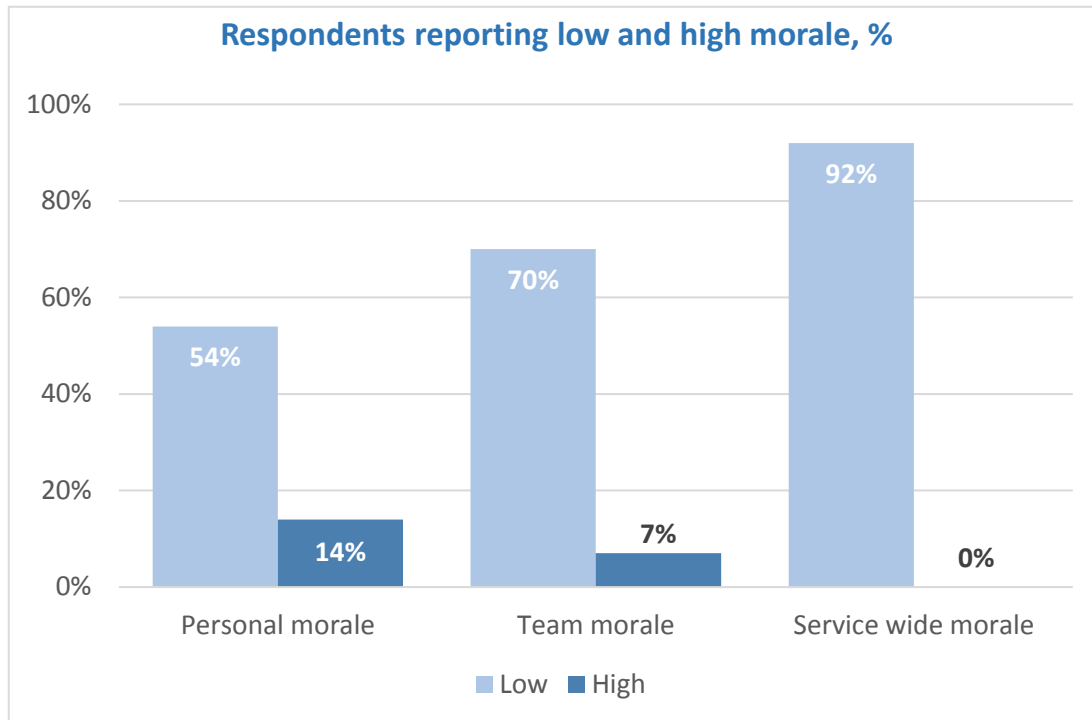
2.4. Respondents were presented with a list of 11 items and asked to identify the impact each had on their *personal* morale using a 5-point Likert scale of *(i) strongly reduced morale, (ii) some reduction in morale, (iii) no impact, (iv) some improvement in morale and (v) strongly improved morale*. **The three items most commonly identified by respondents as causing a *reduction* in their morale were all related to pay and allowances.** Two of these items are NI specific, relating to on-going issues with police pay in NI. The first is in response to the delay in the implementation of the police pay award in 2017/18 and 2018/19, owing to the lack of a devolved administration in NI, and the second relates to the review of the Competency Related Threshold Payment (CRTP). 88% of all respondents reported that these two issues had directly caused a reduction in their personal morale. In addition, 85% of respondents reported that their personal morale had reduced as a result of the pay and benefits they receive.

> *"Pay and pensions have been the largest cause of morale loss to myself. We have not been treated fairly"*
>
> *(Male, Constable, 16-20 years' service)*
>
> *"In general the way the Police are treated by government regarding pay conditions and expectations of service delivery is appalling…This in turn has a lasting impact on morale."*
>
> *(Male, Sergeant, 26-30 years' service)*
>
> *"Added to the effective significant pay cut we have had over the past number of years, this* [delay in implementing the pay award] *has a devastating effect on morale and puts extra pressures financially"*
>
> *(Male, Sergeant, 16-20 years' service)*
>
> *"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)*

2.5. 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.

	Reduced morale	Improved morale
How the police are treated as a whole	84%	4%
Pay & benefits	85%	5%
Delay in implementing pay award	88%	0%
Review of CRTP	88%	1%
Work-life balance	75%	6%
Workload & responsibility	74%	5%
Health & Wellbeing	64%	9%
Opportunities for promotion & development	57%	12%
Treatment by managers	55%	21%
Day to day job role	50%	17%
Relationship with colleagues	22%	42%

> *"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)*

2.6.   The way in which respondents are treated by their managers was reported as reducing morale for 55% of respondents. However, more than one fifth of respondents reported that the way they are treated by their manager had the opposite effect of improving their morale. This identifies the positive impact that a good working relationship with a manager can have on morale. A similar trend was found for the impact of the day-to-day job role. The relationship respondents have with their colleagues was identified as the greatest influencer of improved morale.

Change Over Time

2.7.   The proportion of respondents who reported low personal, team and service wide morale has declined since 2015. The greatest reduction was for low personal morale which declined by 19pps from 73% of respondents in 2015 to 54% of respondents in 2018. There was a reduction of 11pps in the proportion of respondents reporting low team morale, declining from 82% to 71% and a 4pp reduction in the percentage of respondents reporting low service wide morale from 96% to 92%.

Respondents reporting low morale 2015 & 2018, %
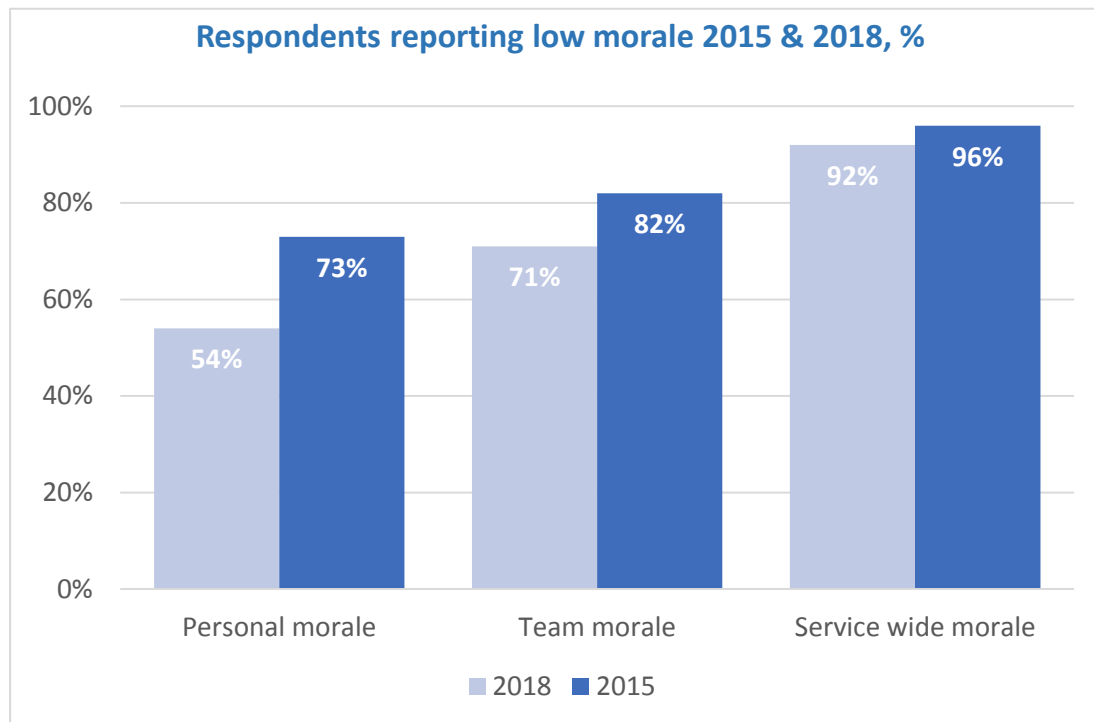
2.8. Changes in the reasons identified as causing a reduction in morale may go some way towards aiding an understanding of why there has been a decline in the percentage of respondents reporting low personal morale. In 2015 the items presented to respondents reflected a raft of changes which had recently 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%). These were controversial changes, in particular the changes made to police pensions, and the evidence from 2015 identifies that these changes had a particularly strong influence on the percentage of respondents who reported low levels of personal morale. Although the outcome of these changes remain in place today, it is likely that the effect of these on morale has reduced over time, whilst issues associated with pay have become a more significant influence on declining morale.

Comparisons
…With Police Forces in England and Wales

2.9. The annual PFEW Pay and Morale Survey asks respondents to rate their personal morale, force level morale and police service morale. The wording of this question is a reflection of the UK police structure which includes 43 Home Office police forces. In comparison, the PFNI survey relates specifically to a single police service and therefore

requires different wording. However, a comparison is possible both in the case of morale on a personal level and morale across the police service.

Proportion of respondents reporting low morale, %
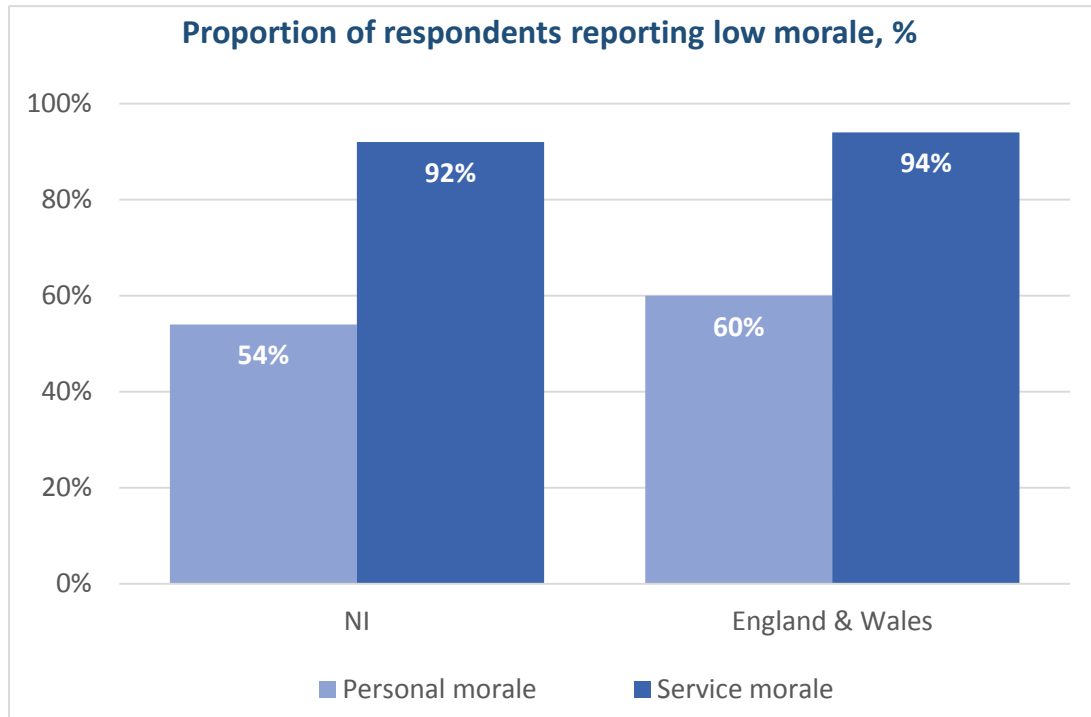
2.10. There is a broad similarity in the reporting of low levels of personal and service wide morale in the PSNI and across police forces in England and Wales. The proportion of respondents reporting low levels of personal morale was lower, by 6pps, in NI in 2018 than in England and Wales in 2017 at 54% and 60% respectively. The variance in the proportion of respondents who reported low levels of service wide morale was lower at just 2pps, with 92% of respondents in NI and 94% of respondents in England and Wales.

2.11. The second PFNI Workforce Survey had a number of additional items included in the question which identified factors which may improve or reduce personal morale owing to NI specific policing issues. Whilst issues associated with pay and benefits were the key factors for police officers in NI in reducing morale, the way in which the police are treated a whole was the key factor for respondents in England and Wales at 85%, followed by the management of change within the police at 80%. The issue of pay and benefits was the third most commonly selected factor by respondents in England and Wales with 73% of respondents reporting this as reducing their morale, compared to 85% in NI.

2.12. Concerns regarding work-life balance were more prevalent for respondents in NI with 75% of respondents reporting this as reducing their morale compared to 65% of respondents in England and Wales. Furthermore, the impact of workload and responsibilities were also a greater cause for concern in NI where 74% of respondents said this reduced their morale compared to 61% in England and Wales.

…With Other Public Sector Organisations

2.13. The Armed Forces Continuous Attitudes Survey (AFCAS) is the only other public sector survey which seeks to gather views from its staff regarding morale. In 2018 the AFCAS asked respondents to rate their overall levels of personal morale, unit morale and morale within the service. The percentage of respondents to the AFCAS who reported low levels of personal morale was lower than in the second PFNI Workforce Survey by 23pps, with 31% reporting low personal morale. 51% of respondents to the AFCAS reported low levels of morale within their unit, compared to 71% of respondents to this survey who reported low levels of team morale and at 67%, the percentage of respondents to the AFCAS who reported low levels of service morale is 25pps lower than found in this survey. Police officers in NI were therefore more likely to report low morale, across all three measures, relative to respondents from the Armed Forces.

Workforce Characteristics
…By Rank

2.14. Constables were the most likely to report low personal and team morale, with 58% of Constables reporting low personal morale and 75% reporting low team morale. This declined to 49% of Sergeants who said their personal morale was low and 65% who reported low team morale. The percentage of respondents in the Inspecting ranks who reported low levels of personal and team morale was lower again, at 28% and 37% respectively.

2.15. There was a greater likelihood of respondents reporting low levels of service wide morale across all three ranks, with 93% of both Constables and Sergeants saying that morale across the Service was low. Almost three quarters of respondents in the Inspecting ranks also reported low service wide morale.

Respondents reporting low morale...by rank, %
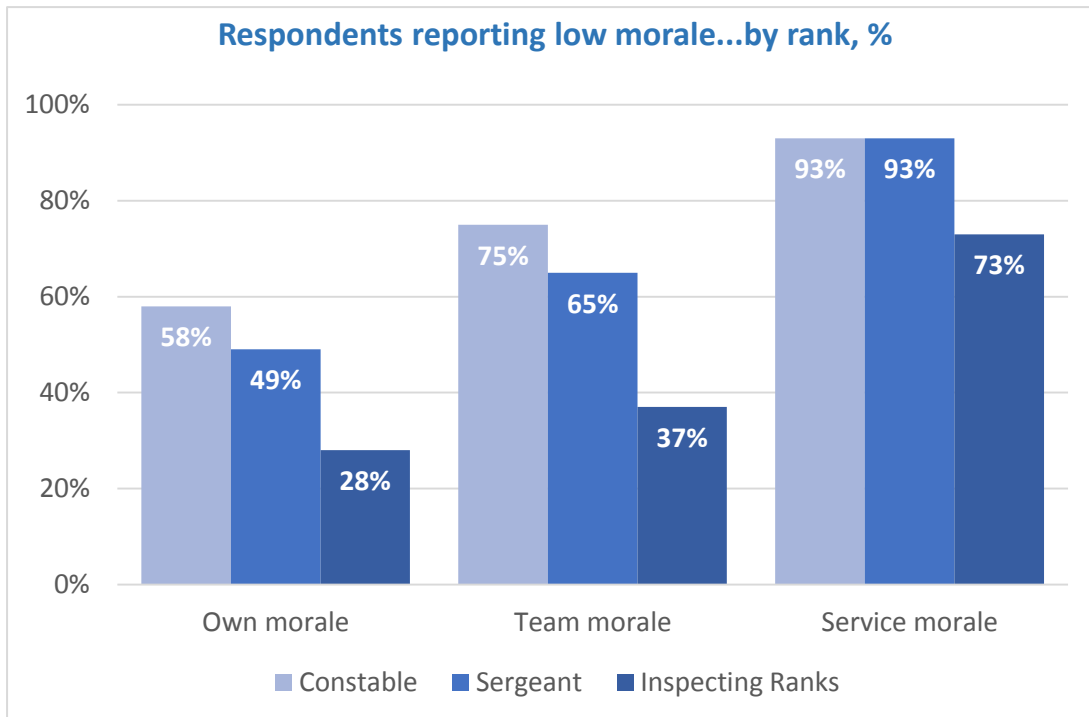
2.16. Constables were the most likely to report that their pay and benefits were a contributing factor to reducing their personal morale (87%) whilst respondents from the Inspecting ranks were the least likely (73%). However, the impact of the delay in implementing the pay award and the on-going review of CRTP was reported most commonly by Sergeants, at 89% and 92% respectively, and least commonly by respondents in the Inspecting ranks (81% and 83%).

2.17. The impact of policing on work-life balance and on health and wellbeing were reported as having a negative impact on morale by a greater proportion of respondents at the rank of Constable (76% and 65%) than by Sergeants (72% and 62%) or the Inspecting ranks (63% and 51%). Constables were also more likely to report that the day-to-day job role was associated with a reduction in personal morale with 52% of Constables reporting this, whilst 56% of both Constables and Sergeants reported a negative impact on their morale of treatment by managers. Respondents from the Inspecting ranks were the least likely to report a negative impact from both of these factors (40% and 36%).

…By Service Length

2.18. The percentage of respondents reporting low levels of personal, team and service wide morale increased from a low of respondents in their probationary years and reaching a high for those with 11-15 years' service, before a gradual decline to those with more

than 30 years' service. This represents a slump in morale for those in the middle years of their policing career.

2.19. 27% of respondents in their probationary years reported low levels of personal morale, 43% reported low levels of team morale and 72% reported low levels of service wide morale. The proportion of respondents reporting low personal morale increased to 58% of those with between 11-15 years' service; 76% of this group also reported low levels of team morale whilst 94% reported low levels of service wide morale. For those respondents with more than 30 years' service 40% reported low personal morale, 54% reported low team morale and 88% low service wide morale.

2.20. Issues of pay and benefits were selected by the largest percentage of respondents in their mid-career, with 90% of respondents with between 11-20 years' service identifying this as reducing their morale. These issues were lowest for those in the early years of their career with 60% of respondents with 3-5 years' service reporting that the on-going review of CRTP was negatively impacting their morale. In contrast, issues associated with work-life balance and workload and responsibility were more commonly selected by respondents in the early years of their career, with 79% of respondents with 3-5 years' service identifying that their work-life balance was reducing their morale and 81% reporting the impact of their workload and responsibility.

…By Role

2.21. At 64%, respondents in Operational Support were the most likely to report low levels of personal morale, followed by respondents from Call Management / CTC / Criminal Justice at 57% and Local Policing at 54%. Respondents from Custody and Neighbourhood Policing were the least likely to report low personal morale with 47% of respondents.

2.22. The largest proportion of respondents from Operational Support also reported having low levels of team morale, with 76% of respondents stating that morale is low. This was followed by respondents from Local Policing, at 71% and Call Management / CTC / Criminal Justice at 70%. Respondents from Custody were the least likely to report low team morale, at 57%.

2.23. At least 88% of respondents in each job role reported low levels of service wide morale. Respondents from Training were the most likely to say this, at 97%, followed by Operational Support at 96%. Neighbourhood Policing and Call Management / CTC / Criminal Justice were the least likely to report low service wide morale, albeit at 88% and 89% of respondents respectively.

Respondents Reporting Low Morale...By Role, %

Legend: Own morale | Team morale | Service morale

- NPT: 47% / 64% / 88%
- LPT: 54% / 71% / 90%
- Call management / CTC / Criminal Justice: 57% / 70% / 89%
- Custody: 47% / 57% / 95%
- Operational Support: 64% / 76% / 96%
- Crime Ops: 50% / 67% / 91%
- Training: 52% / 84% / 97%
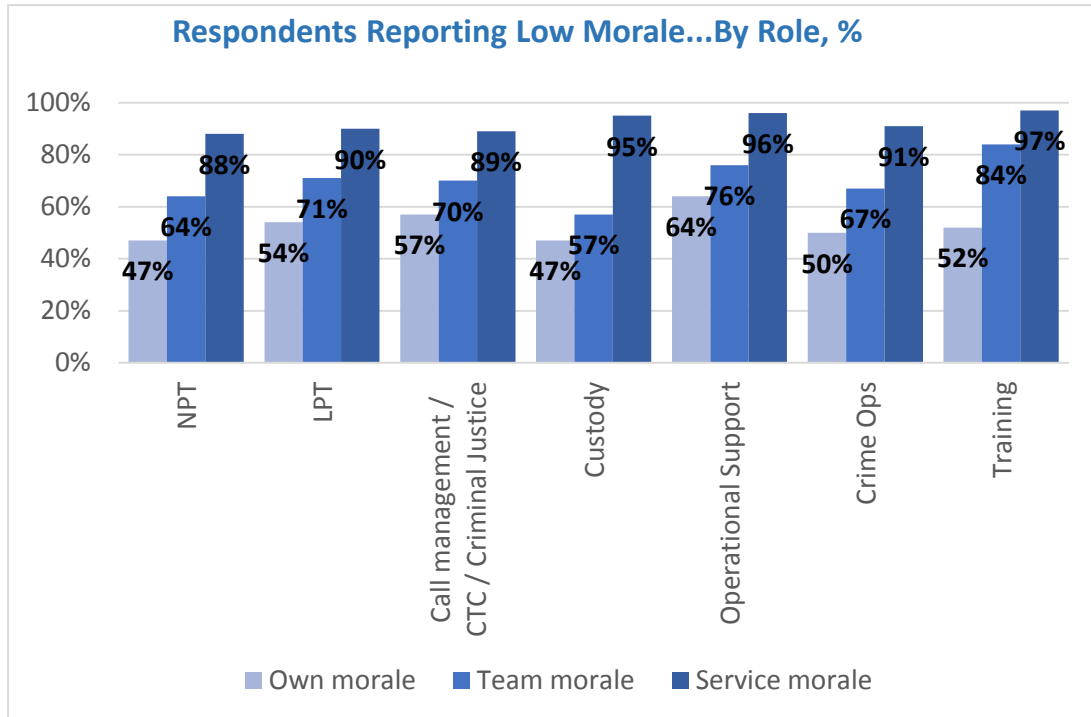
2.24. Respondents from Custody were the most likely to report that the way in which police are treated has a negative impact upon their personal morale, at 92%. This was 10pps higher than respondents in Local Policing who were the least likely to report this. Respondents from Training were the most likely to say that their pay and benefits were negatively impacting their morale, with a 93% selection rate, declining to 89% of those in Operational Support and Custody. Respondents in Neighbourhood Policing and Local Policing were the least likely to report this, with an 82% selection rate. The respondents from Neighbourhood Policing and Local Policing were also the least likely to say that the delay in implementing their pay award and the review of CRTP had negatively impacted their morale. Respondents from Custody, Training and Operational Support were the most likely to say that these issues had reduced their morale.

2.25. Work-life balance and workload and responsibility were most commonly selected by respondents in Local Policing as reducing their morale (80% and 79% respectively) whilst Call Management / CTC / Criminal Justice and Operational Support were the least likely to report this. At 72%, respondents from Custody were the most likely to report that their health and wellbeing was a factor in reducing their morale, whilst respondents in Local Policing were the least likely (61%). This trend was also evident for the impact of the day-to-day job role.

3. Workload & Responsibility

3.1. Issues regarding workload and level of responsibility have been key areas of concern within policing in NI following the publication of the first PFNI Workforce Survey in 2015. This concern has developed alongside continued budget cuts, falling police officer numbers and increasing sickness levels. Research into policing in England and Wales has identified that reports of high overall levels of workload is linked to fatigue which interferes with work duties as well as an increased likelihood of never or rarely feeling relaxed[xvii].

3.2. The second PFNI survey aims to provide an updated measurement workload level and responsibility as well as an understanding of how these two measures have changed for police officers in NI in the intervening years. Overall workload is measured using a single question, developed for the AFCAS, which asks officers to rate their workload over the previous 12 months on a 5-point scale of *(i) much too low, (ii) too low, (iii) about right, (iv) too high and, (v) much too high.* Respondents were also asked to rate how their workload level and level of responsibilities have changed over the previous 12 months. This was measured on a 5-point Likert scale of *(i) decreased significantly, (ii) decreased slightly, (iii) remained the same, (iv) increased slightly and, (v) increased significantly.* This question was used in the first PFNI Workforce Survey as well as in the Annual PFEW Pay and Morale Survey providing both an overtime comparison and a comparison with police forces in England and Wales.

3.3. **65% of all respondents reported that their level of responsibility had increased or increased significantly** over the previous 12 months, compared to 31% who reported that it had remained the same. However, increasing workload levels are more evident than increasing levels of responsibility, with **72% of all respondents reporting that their workload had increased or increased significantly** over the last 12 months, compared to 24% who reported that it had stayed the same.

Changes in workload and responsibilities in last 12 months, %

Change in workload in last 12 months: Decreased 5%, Remained the same 24%, Increased 72%

Change in responsibilities in last 12 months: Decreased 4%, Remained the same 31%, Increased 65%

Legend: ■ Decreased ■ Remained the same ■ Increased
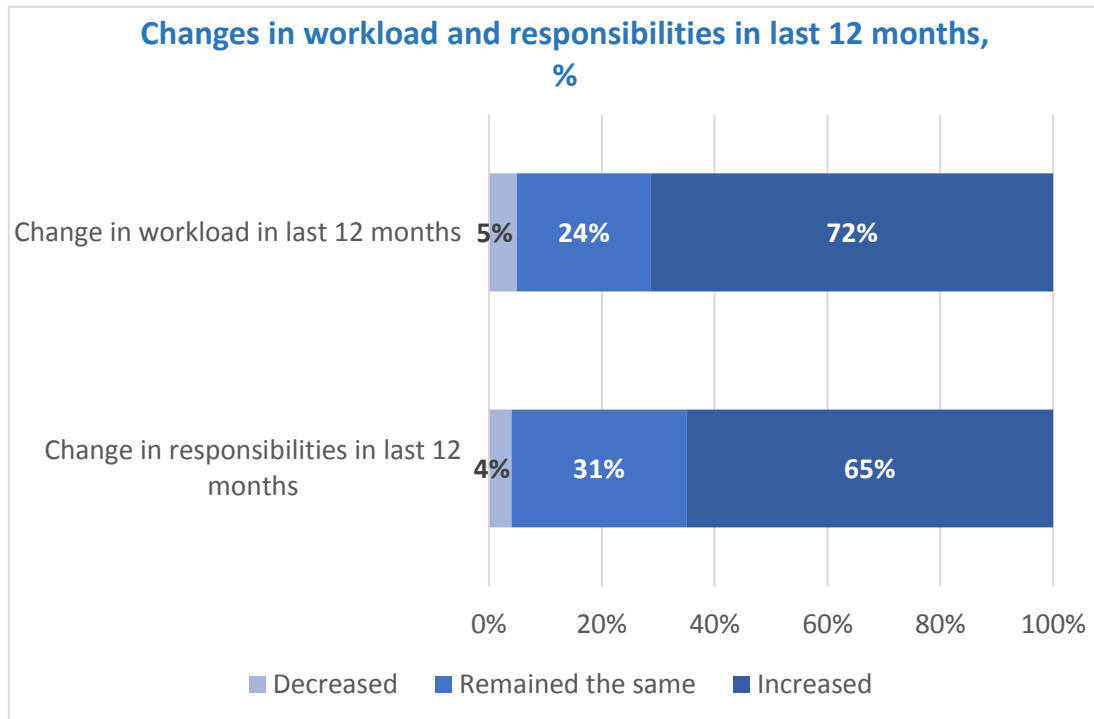
3.4. This increase in workload over the previous 12 months led **to 56% of respondents saying that their workload has been too high or much too high** during the last 12 months. This compares to 42% of respondents who state that their workload had been about right and just 1% who reported that their workload during the last 12 months had been too low.

Level of workload in last 12 months, %

Too low: 1%
About right: 42%
Too high: 56%
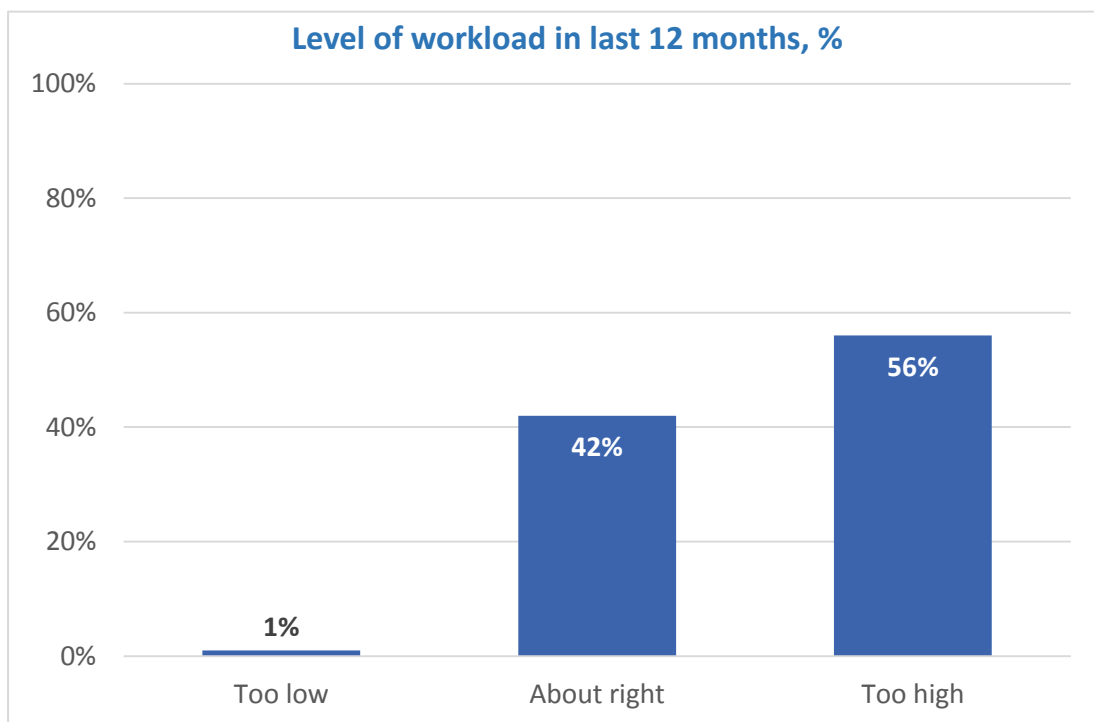
> *"Fear that there will be significant burn out at that* [the Inspecting ranks] *level as they now appear to have the responsibilities that were previously only at Superintendent level"*
>
> *(Male, Inspecting Ranks, more than 25 years' service)*
>
> *"The workloads are crippling and this creates stress and anxieties among staff. This has a knock on effect on the service we provide to the public"*
>
> *(Female, Constable, 16-20 years' service)*
>
> *"…the increased workloads and demands within work have a knock on effect to your home life, work life balance"*
>
> *(Male, Constable, 16-20 years' service)*

Change Over Time

3.5.   When compared against the results from the first PFNI Workforce Survey in 2015, the results show an increase in all three measures of workload and responsibility. In 2015 62% of respondents reported that their workload had increased in the 12 months previous, whilst in 2018 this has increased by 10pps to 72%. Furthermore, the percentage of respondents who say that their workload is too high has also increased from 54% to 56%.

	2015	2018	Change
Increase in **workload** in last 12 months	62%	72%	+10pps
Increase in **responsibilities** in last 12 months	59%	65%	+6pps
Workload **too high** in last 12 months	54%	56%	+2pps

3.6.   There has also been a subsequent increase in the percentage of respondents who say that there has been an increase in their level of responsibility, increasing by 6pps from 59% in the 2015 PFNI Workforce Survey to 65% in 2018.

Comparisons

…With Police Forces in England & Wales

3.7.   The results from the second PFNI Workforce Survey have been compared with the results from the 2017 PFEW Pay and Morale Survey. This comparison identifies that police officers serving in NI are as likely as police officers serving in England and Wales

to report an increase in their workload over the previous 12 months, at 72% of respondents in both NI and England and Wales.

	NI 2018	England & Wales 2017
Increase in **workload** in last 12 months	72%	72%
Increase in **responsibilities** in last 12 months	65%	72%
Workload **too high** in last 12 months	56%	62%

3.8. However, respondents in England and Wales were more likely to report that their level of responsibility had increased and that their workload has been too high over the previous 12 months. 72% of respondents in England and Wales reported that their level of responsibility had increased and 62% reported that their workload was too high compared to 65% and 56% respectively in NI.

…With Other Public Sector Organisations

3.9. At 56%, the percentage of respondents to the second PFNI Workforce Survey who reported that their workload was too high over the previous 12 months is greater than the 48% of respondents to the 2017 AFCAS who reported this. In the 2017 AFCAS 47% of respondents reported that their workload was about right and 5% reported that it was too low. In the 2018 AFCAS the percentage of respondents who stated that their workload was about right remained at 47% - however this was the only publically available data to this question in 2018.

3.10. Although a direct comparison with the Civil Service People Survey is not possible due to differences in the questions asked, an indirect comparison remains useful. The 2017 Civil Service People Survey asked respondents to what extent they agree or disagree that they have an acceptable workload; 61% of respondents in the Civil Service agreed with this statement, declining to 55% of Civil Servants working in the Northern Ireland Office.

3.11. The evidence provided identifies that respondents to the second PFNI Workforce Survey are more likely to report having a workload which is too high (and therefore arguably unacceptable) when compared with respondents from the Armed Forces and the Civil Service, including in the NIO.

Workforce Characteristics
...By Rank

3.12. 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 opinions. 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%).

Level of workload in last 12 months...by rank

	Too low	About right	Too high
Constable	2%	45%	53%
Sergeant	0%	32%	67%
Inspecting Ranks	1%	38%	60%
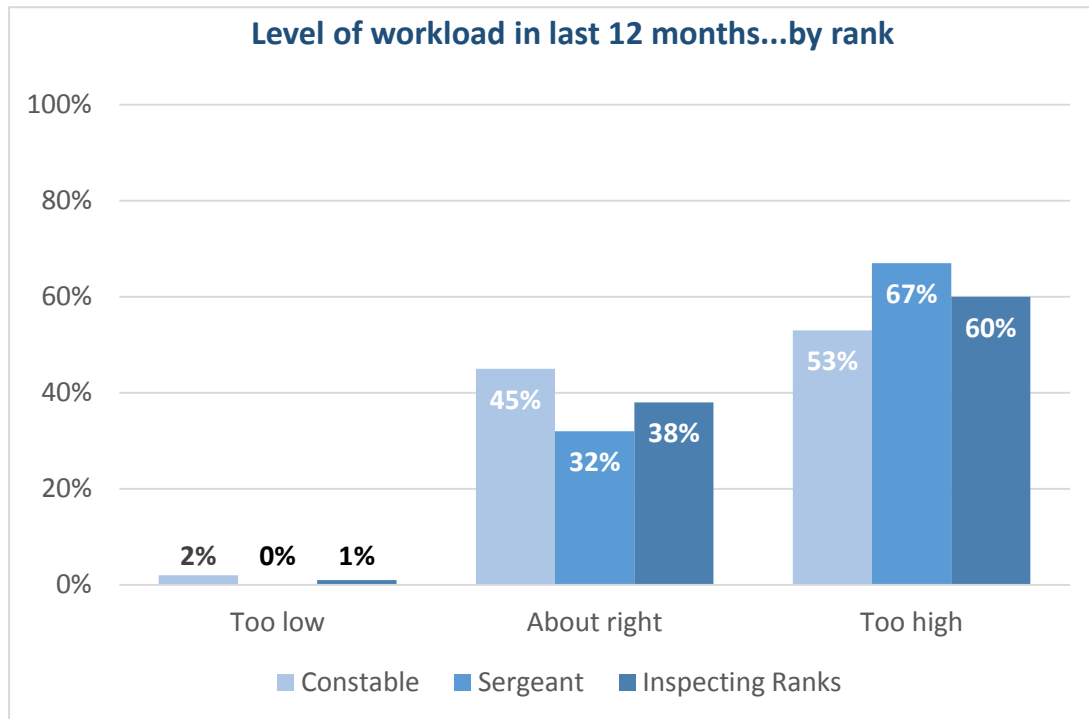
3.13. Although Constables were the least likely rank to express these opinions, more than half of all Constables reported that their workload was too high, six out of every ten reported that their level of responsibility had increased and more than two thirds reported an increase in their workload over 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 and not solely reserved for the supervisory ranks.

Increase in workload and responsibilities...by rank, %

Increase in workload: Constable 69%, Sergeant 83%, Inspecting Ranks 74%
Increase in responsibilities: Constable 60%, Sergeant 81%, Inspecting Ranks 76%

Legend: Constable, Sergeant, Inspecting Ranks
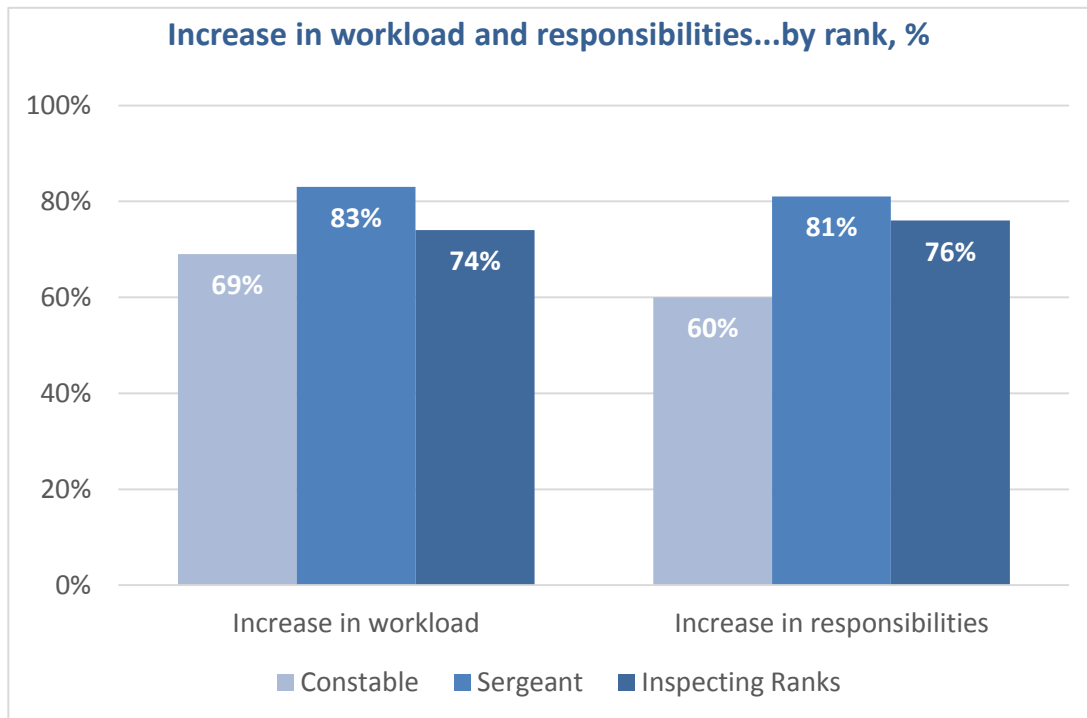
3.14. The trends evident in these results differ from the rank based results from the first PFNI Workforce Survey in 2015. In 2015 respondents from the Inspecting ranks were the most likely to report having a workload which was too high, at 69%, as well as an increase in level of responsibility in the previous 12 months, at 77%. However, by 2018 it is Sergeants who emerge as the most likely rank to report high and increasing workload and increasing levels of responsibility.

3.15. Furthermore, in 2017 the PFNI conducted a short evidence gathering activity specifically assessing the workload across the Inspecting ranks[xviii]. When compared with the results from the 2017 Inspecting Ranks Survey, these results also highlight a decline in the percentage of respondents from the Inspecting ranks reporting that their workload is too high, declining from 73% in 2017 to 60% in 2018, as well as a decline in the percentage of those reporting increased workloads (from 82% to 74%) and increased levels of responsibility (from 81% to 76%).

…By Service Length

3.16. The degree of variance evident for workload level when split by service length is much smaller than that identified for rank, as workload is unlikely to vary significantly based on service length, as it may do based upon rank. Fewer respondents in the first two years of service (i.e. probationers) have, as perhaps expected, reported that their workload over the previous 12 months has been too high (43%), relative to those who have passed their probationary period. The percentage of respondents who say that

their workload has been too high is largest for those in the early stages of their career (62% for those with 3-5 years' service), before declining for those in their mid-career (55% for those with 11-15 years' service) and increasing for those towards the end of their career (59% for those with 21-30 years' service). This a broadly similar trend to that found in the first PFNI Workforce Survey.

Workload too high during last 12 months...by service length, %
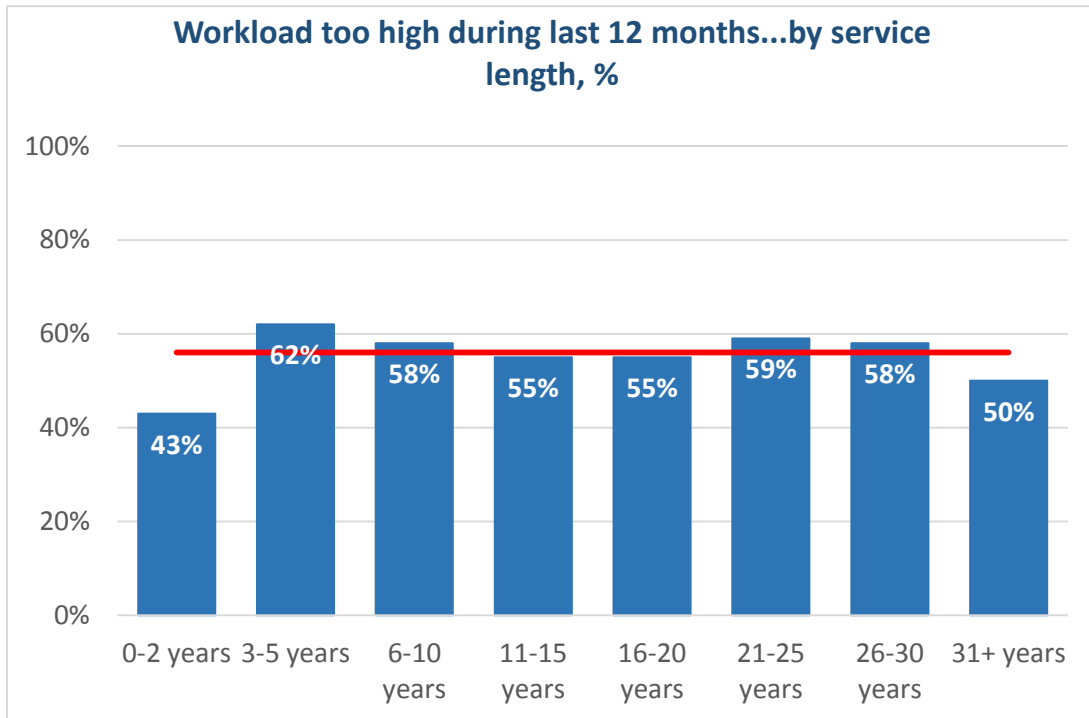
3.17. The percentage of respondents who say that their workload and level of responsibility has increased over the course of the previous 12 months increases with service length from probation (65% and 52% respectively) to 16-20 years for workload at 75% and to 21-25 years for responsibility at 68%. However, this then declines to 65% & 64% respectively of respondents who have served for more than 30 years.

Increase in workload in last 12 months...by service length, %

Service length	%
0-2 years	65%
3-5 years	68%
6-10 years	72%
11-15 years	72%
16-20 years	75%
21-25 years	74%
26-30 years	70%
31+ years	65%

Increase in responsibilities in last 12 months...by service length, %

Service length	%
0-2 years	52%
3-5 years	61%
6-10 years	65%
11-15 years	66%
16-20 years	67%
21-25 years	68%
26-30 years	64%
31+ years	64%
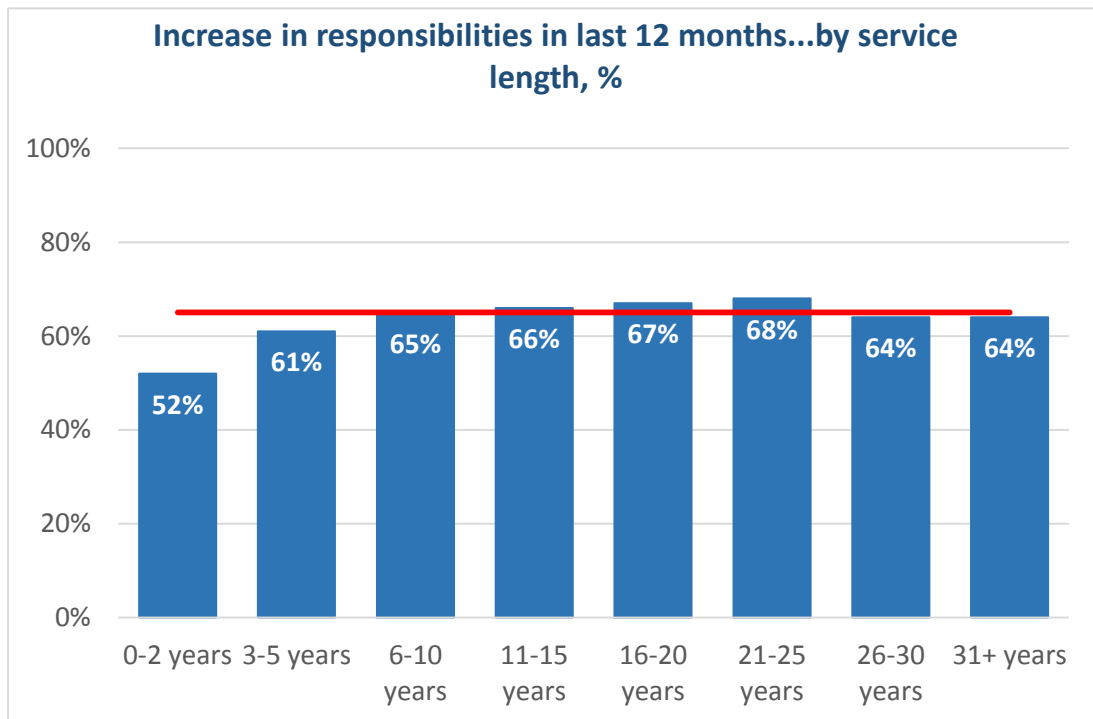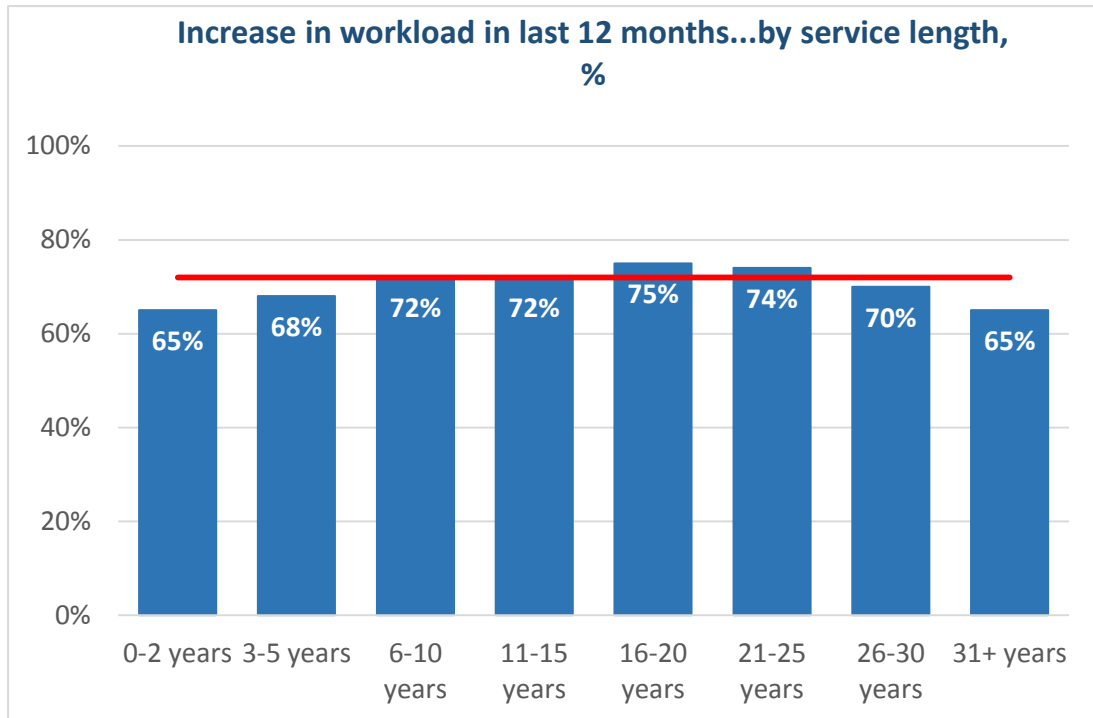
…By Role

3.18. There was a large degree of similarity amongst five of the seven roles regarding high workload levels over the previous 12 months. The percentage of respondents who reported that their workload was too high ranged between 57% to 62% for those in Local Policing Teams, Call Management / CTC / Criminal Justice, Custody, Crime Operations and in Training. In contrast, the percentage of respondents from both Operational Support and Neighbourhood Policing who reported that their workload was too high was lower at 47%.

Workload too high during last 12 months...by role, %
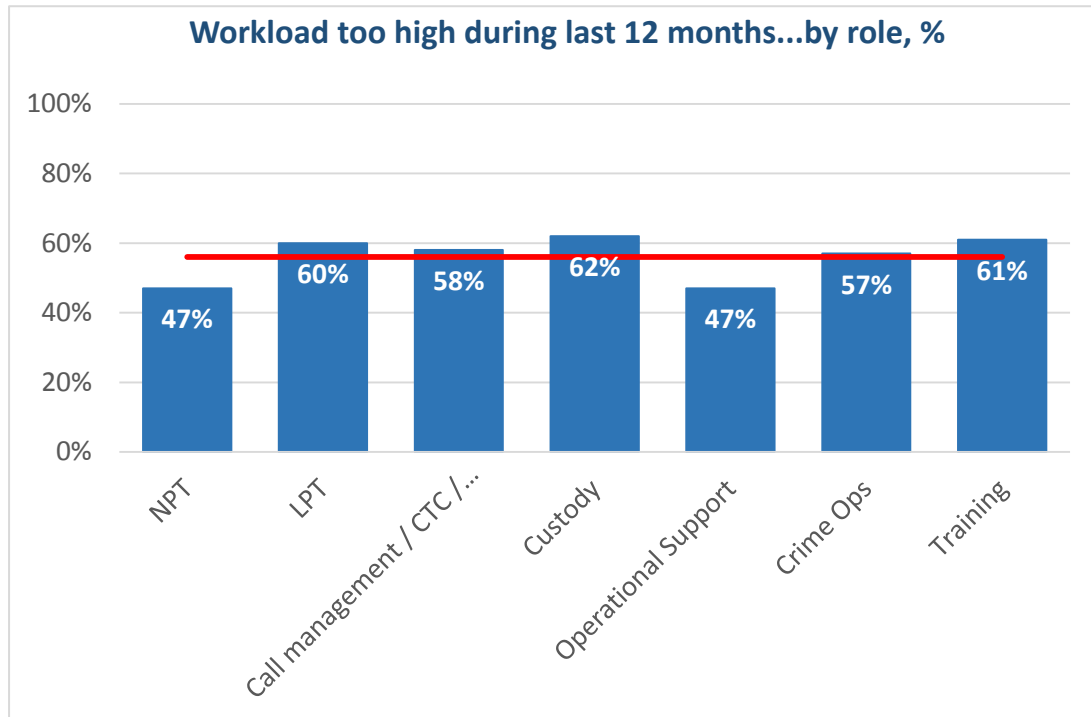
3.19. There was however evidence of increasing workloads and increasing levels of responsibility over the same time period across all role categories. The greatest proportion of respondents to report these increases were from Training (91% and 80% respectively) as well as from Custody (85% and 73% respectively). Increases in workload levels and levels of responsibility were also evident for significant proportions of Local Policing and Crime Operations.

3.20. Respondents in Call Management / CTC / Criminal Justice were more inclined to report increasing workloads (73%) yet had the lowest proportions of respondents citing increasing levels of responsibility (60%). Similarly, more than two thirds of respondents in Operational Support reported increasing workloads, declining to 61% who reported increasing levels of responsibility. At 68%, the proportion of respondents from Neighbourhood Policing Teams who said that their workload had increased during the

last 12 months, was similar to the proportion who said that their level of responsibility had increased.

Increase in workload in last 12 months...by role, %

Role	%
NPT	68%
LPT	73%
Call management / CTC / ...	73%
Custody	85%
Operational Support	70%
Crime Ops	69%
Training	91%

Increase in responsibilities in last 12 months...by role, %

Role	%
NPT	67%
LPT	65%
Call management / CTC / ...	60%
Custody	73%
Operational Support	61%
Crime Ops	65%
Training	80%
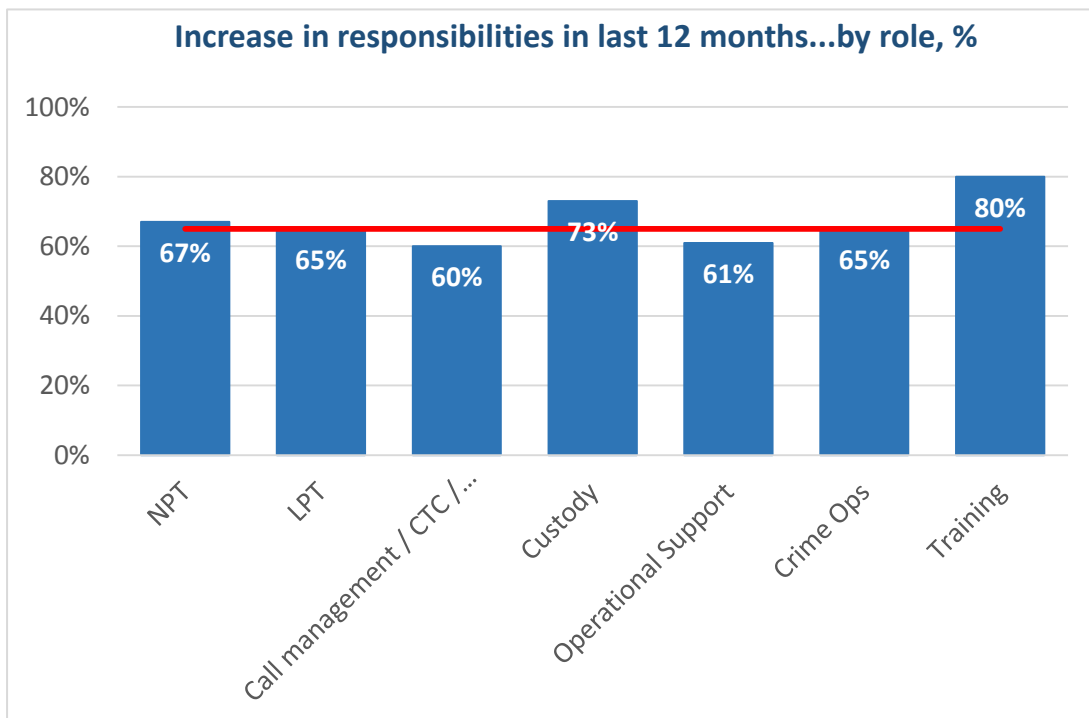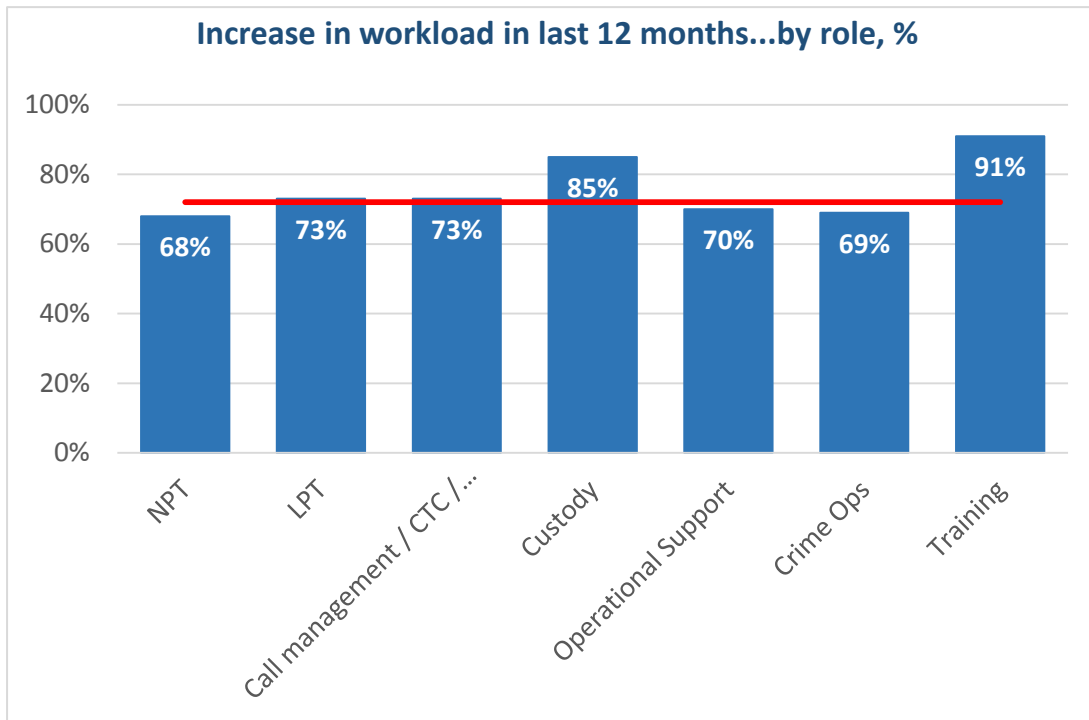
Rest Days

3.21. The questions asked about rest days were developed specifically for use in this survey, owing to the recent changes made to the banking of modified rest days within the PSNI. Respondents were asked to specify how many rest days they currently had banked. Consideration was also given to the frequency with which rest days have been cancelled or reallocated during the previous 12 months. Respondents were presented with the following 6-point scale; *(i) never, (ii) 1-6 occasions, (iii) 7-12 occasions, (iv) 13-19 occasions, (v) more than 20 occasions and, (vi) every week.* Finally, respondents were asked about the frequency they receive a 'like for like' rest day when they have a rest day reallocated. A 5-point Likert scale was provided alongside an option for respondents to note that they *have not had any rest days reallocated in the previous 12 months; (i) never, (ii) rarely – about 25 % of the time, (iii) occasionally – about 50% of the time, (iv) frequently – about 75% of the time and, (v) every time*.

Number of banked rest days, %
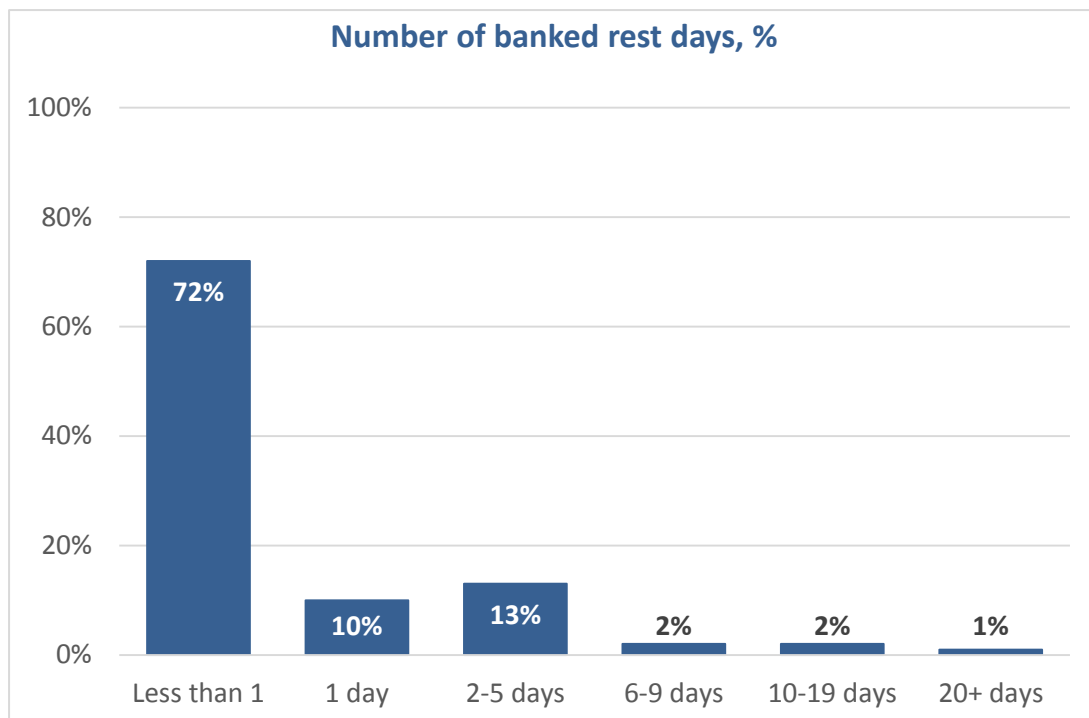
3.22. 72% of respondents reported that they currently have less than one (i.e. part of a day) or zero banked rest day. 10% reported having 1 banked rest day and 13% between 2-5 banked rest days. Across the sample the mean number of banked rest days was 1.1. **78% of respondents reported at least one 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 report this taking place on more than 12 occasions i.e. more than once per month.

Number of occassions rest days have been cancelled or reallocated in previous 12 months, %
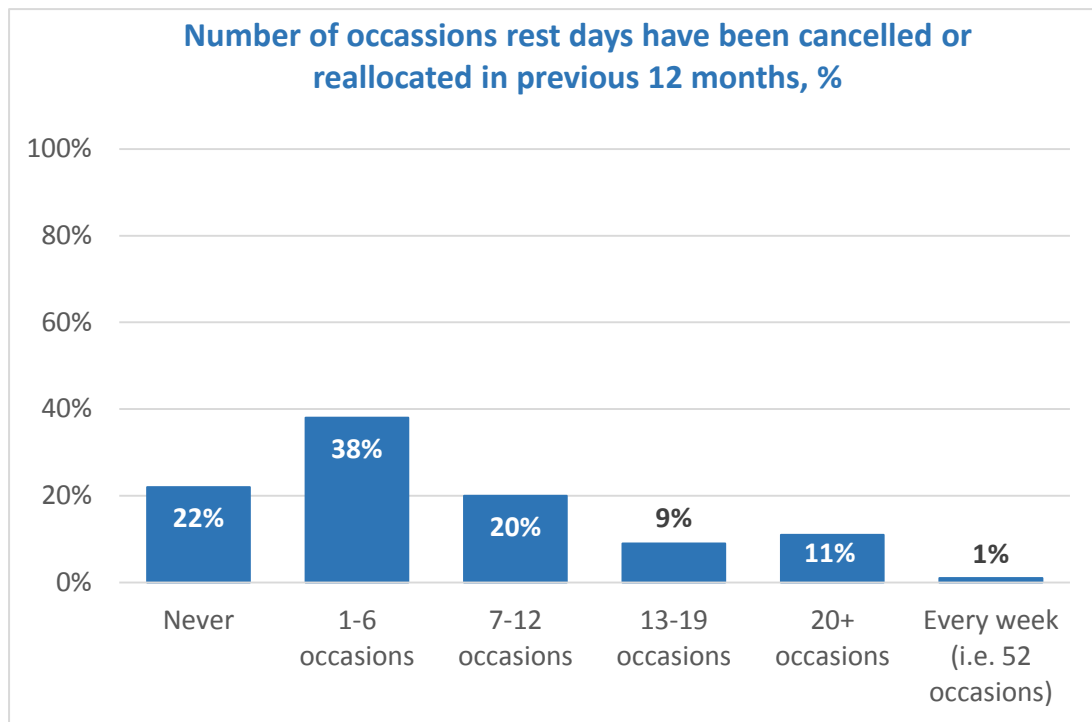
3.23. Receiving a 'like for like' reallocation of a rest day is regularly cited by officers as an area of concern, in particular in cases were scheduled *weekend* rest days are cancelled and reallocated to a *weekday*. **29% of respondents reported that during the previous 12 months they never received a 'like for like' reallocation of their rest day.** A further 34% reported this rarely occurred, whilst for 20% this occurred occasionally. Just 18% of respondents reported that they frequently or always received a 'like for like' reallocation of a cancelled rest day.

Receiving a 'like for like' rest day reallocation, %

Category	%
Never	29
Rarely - 25% of time	34
Occasionally - 50%	20
Frequently - 75%	11
Every time	7
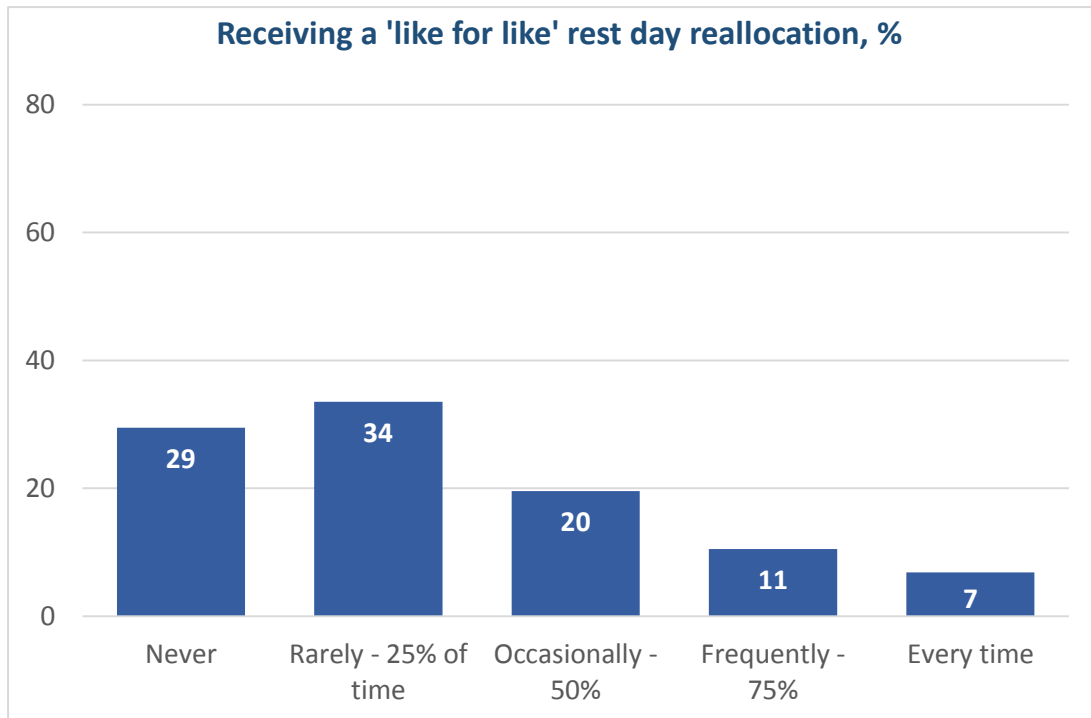
"…reallocated rest days are becoming a very regular occurrence…We are less than half way through the leave year and I have already had 17 rest days changed"

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

"RDs are cancelled and we are then just allocated MRDs all over the place"
(Male, Constable, More than 30 years' service)

"We are having our rest days cancelled and told when are rest day has been moved to. This is NEVER like for like. Weekend rest days are cancelled and reallocated to week days"
(Male, Constable, 11-15 years' service)

"It is very disheartening to having to work a Saturday off for the compensation of an MRD which you do not even get to use now at your own discretion"
(Male, Constable, 3-5 years' service)

"Having almost 22 modified rest days in just over 4 months is a disgrace. We are now facing 3 modified rest days in a 5 day period at the end of October. We have already had our xmas period modified"
(Male, Constable, 11-15 years' service)

Workforce Characteristics
…By Rank

3.24. As expected, the mean number of rest days currently banked increased with rank from an average of 0.5 days for Constables, to 0.7 days for Sergeants. The average number of banked rest days reported by respondents in the Inspecting ranks was 7.5 days. Just 16% of those in the Inspecting ranks reported having less than one banked rest day, whilst 77% reporting having more than 2 and 31% who currently have more than 10. 6% of respondents in the Inspecting ranks said that they currently have more than 20 banked rest days.

	Constable	Sergeant	Inspecting Ranks
Mean number of banked rest days	0.5	0.7	7.5

3.25. There was less variance by rank in the number of occasion's rest days have been cancelled or reallocated during the previous 12 months. Almost one fifth of respondents in each rank said that they had never had a rest day cancelled or reallocated in the previous 12 months, with approximately a further 40% stating this occurred on 1-6 occasions. Respondents in the Inspecting ranks were slightly less likely to report this occurring on more than 20 occasions.

Number of occasions rest days cancelled or reallocated in previous 12 months...by rank, %

Constable: Never 22%, 1-6 37%, 7-12 20%, 13-19 8%, 20+ 11%, Every week (i.e. 52) 1%
Sergeant: Never 21%, 1-6 40%, 7-12 19%, 13-19 7%, 20+ 11%, Every week (i.e. 52) 1%
Inspecting Ranks: Never 19%, 1-6 39%, 7-12 21%, 13-19 13%, 20+ 7%, Every week (i.e. 52) 0%

Legend: Never · 1-6 · 7-12 · 13-19 · 20+ · Every week (i.e. 52)

Frequency of receiving a 'like for like' rest day reallocation...by rank, %

3.26. Constables were the most likely to say that they never receive a like for like rest day reallocation, whilst respondents in the Inspecting ranks were the least likely to say this. Just 12% of Constables said that they frequently or always receive a like for like reallocation, compared to 22% of Sergeants and 48% of respondents in the Inspecting ranks.

…By Service Length

3.27. The mean number of banked rest days for officers in their probationary years was 1.1 days, declining to 0.7 days for those who have served between 3 and 5 years and 0.4 days for those with between 6 and 10 years' service. The average number of banked rest days then increases with service length to 0.8 days for those who have served between 11 and 15 years, 1.2 days for those between 16-20 years, 1.6 days for those between 21-25 years and 1.8 days for those between 26-30 years. Respondents with more than 30 years' service reported the highest number of banked rest days at 2.3 days.

3.28. 96% of officers in their probationary years report having at least one cancelled or reallocated rest day over the previous 12 months, this rises to 99% of those with between 3 and 5 years' service. The percentage of respondents reporting at least one cancelled or reallocated rest day then declines to 88% for those with 6-10 years' service and 75% of those with 11-15 years' service. With the exception of officers who have 21-25 years' service, the percentage of officers who report having at least one cancelled or

reallocated rest day in the previous 12 months remains steady at 71% for all respondents with more than 16 years' service.

	0-2 years	3-5 years	6-10 years	11-15 years	16-20 years	21-25 years	26-30 years	More than 30 years
Mean number of banked rest days	1.1	0.7	0.4	0.8	1.2	1.6	1.8	2.3
At least 1 cancelled / reallocated rest day over 12 months	96%	99%	88%	75%	71%	73%	71%	71%
Reporting **never** receiving a 'like for like' reallocation over 12 months	21%	32%	32%	29%	27%	30%	32%	27%

3.29. The percentage of officers reporting that they have never received a 'like for like' rest day reallocation over the previous 12 months ranges from 21% of officers in their probationary years to 32% of officers with between 3 and 10 years' service and for those with between 26 and 30 years' service.

…By Role

3.30. Respondents in Neighbourhood Policing reported the highest average number of banked rest days, at 1.9 days. Those in Call Management / CTC / Criminal Justice and Custody said that they had an average of 1.3 rest days banked, whilst Local Policing Teams, Operational Support and Crime Operations each reported an average of 1.0/1.1 banked rest day. Respondents in Training had the lowest average number of banked rest days at 0.5 days.

	NPT	LPT	Call Management / CTC / Criminal Justice	Custody	Operational Support	Crime Ops	Training
Mean number of banked rest days	1.9	1.0	1.3	1.3	1.0	1.1	0.5
At least 1 cancelled / reallocated rest day over 12 months	97%	96%	67%	93%	85%	58%	69%
Reporting **never** receiving a 'like for like' reallocation over 12 months	28%	29%	37%	21%	35%	25%	35%

3.31. The frontline policing roles (i.e. Neighbourhood Policing Teams and Local Policing Teams) had the highest percentage of respondents who reported at least one cancelled or reallocated rest day in the previous 12 months at 97% and 96% respectively. The roles with the lowest percentage of respondents with cancelled / reallocated rest days were Training (69%) and Crime Operations (58%). Never receiving a 'like for like'

reallocation was reported by 37% of respondents from Call Management / CTC / Criminal Justice, followed by 35% of those in Operational Support and Training. Respondents in Custody had the lowest reported proportion of respondents who had never received a 'like for like' reallocation, at 21%.

Overtime

3.32. Investigating overtime and reasons for working overtime provides an additional dimension from which to consider issues associated with workload. In 2016 the HMIC Police Efficiency report highlighted that the PSNI's operating model relies heavily on overtime as a result of long-term sickness absence and in order to meet demand[xix]. Indeed, in the financial year 2016/17 more than 1.9million overtime hours (both pre-detailed and casual overtime) were worked by PSNI officers[xx]; an indicator of high workload levels.

3.33. The second PFNI Workforce Survey sought to understand the main reasons behind this overtime working whilst also providing a comparative base with policing in England and Wales. As such, this survey included a question from the PFEW 2016 Demand, Capacity and Welfare Survey which was initially developed by Becker et al (2007). Respondents were asked to identify the most frequent and second most frequent reason for working overtime during the previous 12 months. Six items were presented, two of which represented 'voluntary overtime working' and four 'involuntary overtime working'. In this survey respondents were only presented with this question if they reported that they had worked *any* pre-detailed or casual overtime during the previous 12 months.

3.34. 91% of respondents said that they had worked either pre-detailed or casual overtime during the previous 12 months, whilst 9% reported that they had not. **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.

Reasons for working overtime over last 12 months
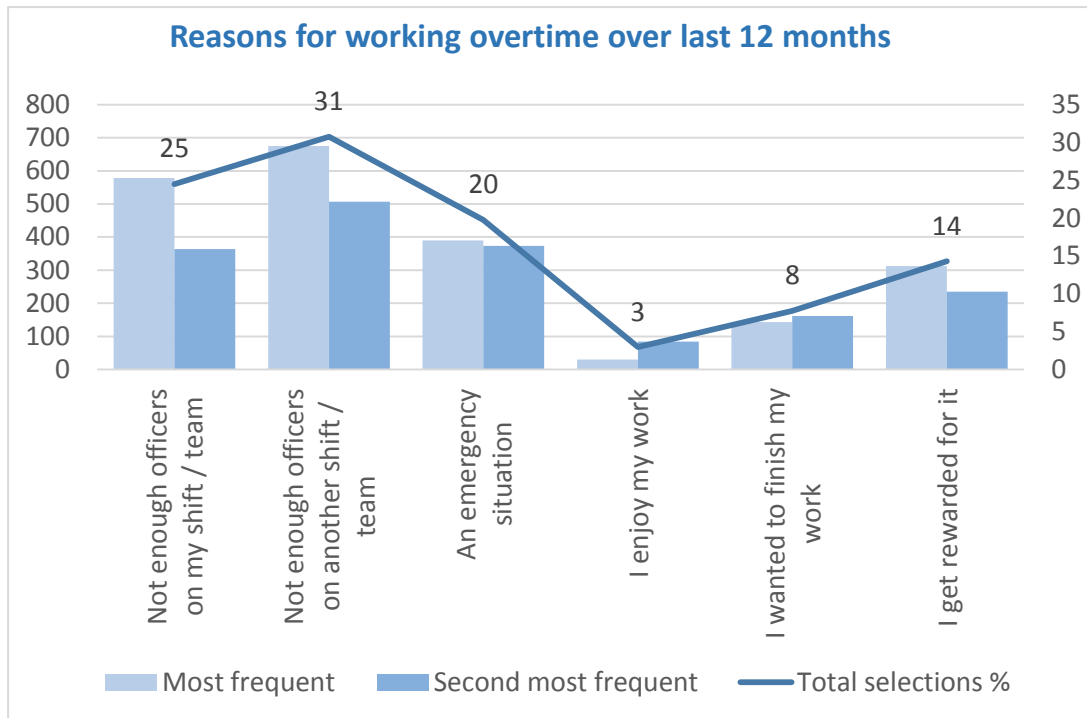
3.35. 20% of respondents reported that an emergency situation was the main reason for working overtime during the previous 12 months, whilst 8% of respondents said that they tended to work overtime because they wanted to get their work finished. In total, **17% of respondents selected the two voluntary reasons for working overtime**, with 14% reporting that they worked overtime because they get rewarded for it and just 3% saying that they worked overtime because they enjoy their work.

> *"Too much overtime allocated by ops planning…serious private life issues and child care issues"*
>
> *(Male, Constable, 0-2 years' service)*
>
> *"The number of days I have to work beyond a normal eight hour day are ever increasing"*
>
> *(Male, Constable, 11-15 years' service)*
>
> *"I am happy to work overtime, given adequate notice. In the last three months and many time over the last year, I have come in to start a shift to find that I am working a number of extra hours on the end of the shift with no notice.*
>
> *(Male, Constable, 16-20 years' service)*

Change Over Time

3.36. The first PFNI Workforce Survey in 2015 did *not* explore the issue of overtime, however questions were asked in the 2016 PFNI Goodwill survey. Whilst a comparison between the Goodwill Survey and the second PFNI Workforce Survey is possible, care must be applied in the analysis of this due to differences in question wording as well as in the time frame under investigation. The second PFNI Workforce Survey asked respondents about *'any pre-detailed or casual overtime during the last 12 months';* however the 2016 Goodwill Survey asked respondents if they had worked *'any paid or unpaid overtime during the previous 3 months'*. Furthermore, the 2016 survey was designed specifically to consider overtime during the summer months (July – September), months which are traditionally the busiest time for policing in NI, whilst the second PFNI Workforce Survey considers overtime within a broader timeframe. Despite these differences a general comparison of overtime and the reasons for working overtime remains of interest.

3.37. In 2016, 94% of respondents reported working either paid or unpaid overtime between July and September, compared to 91% of respondents in the second PFNI Workforce Survey who reported working either pre-detailed or casual overtime during the previous 12 months. Considering the 2016 survey captured unpaid overtime as well as official paid overtime and that this occurred during the busy summer season, the difference of just 3pps is an interesting finding.

Reasons for working overtime 2016, %

Reason	%
Not enough officers on my shift / team	24
Not enough officers on another shift / team	25
An emergency situation	19
I enjoy my work	4
I wanted to finish my work	16
I get rewarded for it	13
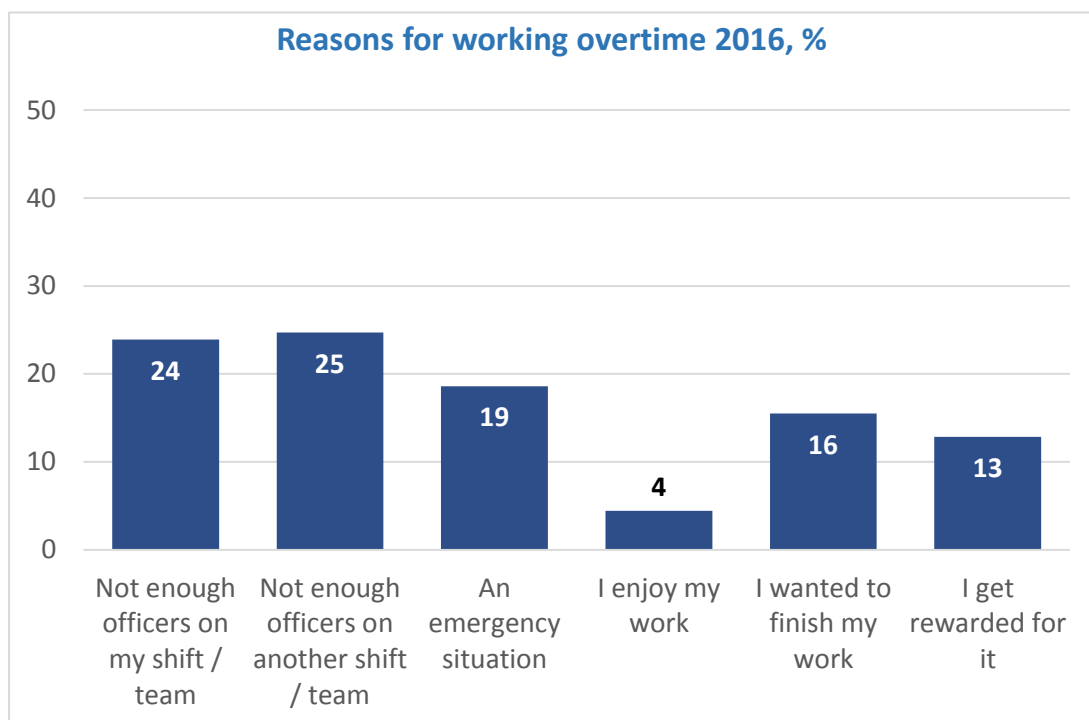
3.38. The key reasons for working overtime have altered only slightly between 2016 and 2018. A lack of operational capacity was the most selected option in 2016 as well as in 2018, albeit the impact of staffing in other teams / shifts has become increasing prevalent in 2018 with 31% of respondents selecting this as either the most or second most frequent reason for working overtime compared to 25% in 2016. An emergency situation was the third most selected option in both 2016 and 2018, with 20% of respondents selecting this in 2018 and 19% in 2016.

3.39. The impact of reward on working overtime has increased by just 1pp, up from 13% in 2016 to 14% in 2018. Conversely, working overtime due to a desire to finish work decreased from 16% in 2016 to 8% in 2018. Furthermore, there was also a decline of 1pp in the percentage of respondents reporting that their main reason for working overtime was because they enjoyed their job, declining from 4% of respondents in 2016 to 3% in 2016.

Comparisons
...With Police Forces in England and Wales

3.40. The 2016 PFEW Demand, Capacity and Welfare Survey asked respondents to identify, from the same six options, their key reasons for working overtime during the previous 12 months. These results again highlight issues associated with operational capacity and police officer numbers on the need to work overtime. However, whilst the key issue in NI was a lack of officers in another shift / team, the most selected option in England and Wales was a lack of officers in the respondents' current shift / team, at 31%.

	Total selections %
Not enough officers on **my shift / team**	31%
Not enough officers on **another shift / team**	20%
An **emergency** situation	19%
I **enjoy** my work	3%
I **wanted to finish** my work	20%
I get **rewarded** for it	7%

3.41. Contrary to the results in NI, the third most selected option was the desire to finish work, selected by 20% of respondents in England and Wales in 2016, relative to 8% of respondents in NI in 2018. The impact of an emergency situation was selected by 19%, just 1% lower than in NI in 2018. There was a 7pp difference in the percentage of respondents in England and Wales who identified that being rewarded was a key reason for working overtime, with 7% of respondents in England and Wales compared to 14%

in NI. However, the percentage of respondents who selected that they worked overtime because they enjoy their job was the same at 3%.

Workforce Characteristics
…By Rank

3.42. At 96%, Sergeants had the highest proportion of respondents reporting that they had worked overtime during the previous 12 months, followed by 94% of Constables. In contrast, 50% of respondents from the Inspecting ranks reported that they had worked overtime during the previous 12 months. However, as officers in the Inspecting ranks do not receive overtime payments, it is possible that this result has been skewed downwards by respondents who did not consider the role of unofficial overtime as part of this question.
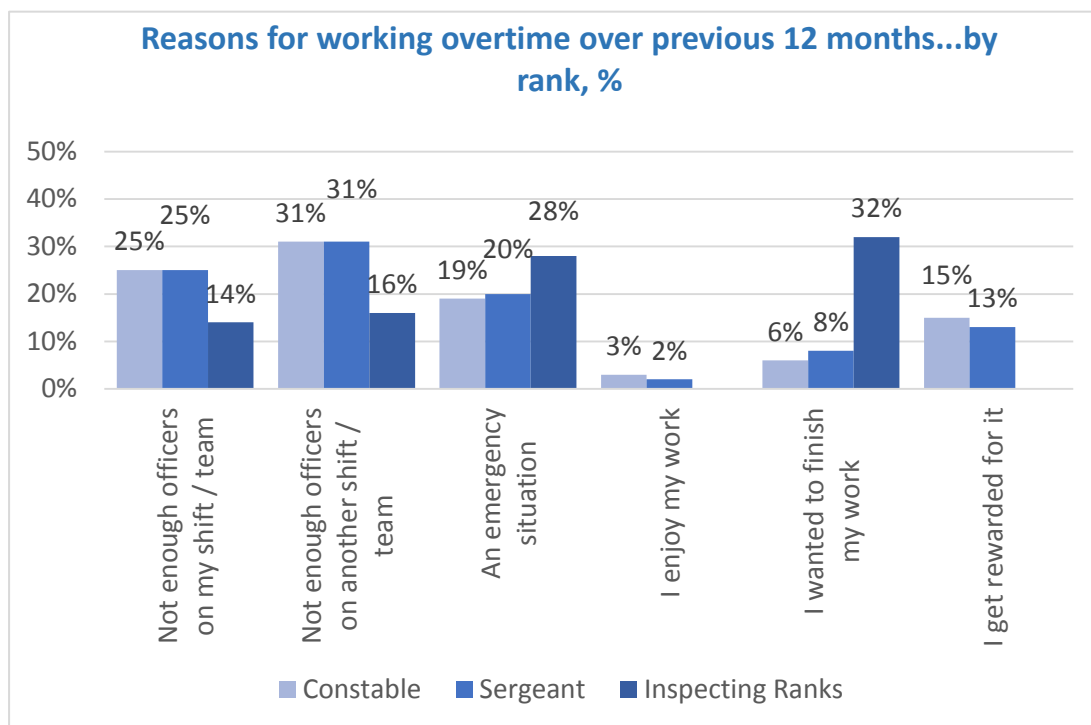
3.43. Constables and Sergeants are both more likely than respondents from the Inspecting ranks to report issues of officer numbers in contributing to overtime working during the previous 12 months. Both Constables and Sergeants report issues involving a lack of officers in *other* shifts / teams as the key reason for working overtime, with 31% of respondents in each rank selecting this option, followed by 25% of each reporting a lack of officers in their *own* shift / team. At 3% and 2% respectively, Constables and Sergeants both reported enjoyment as the least likely reason for undertaking overtime working.

3.44. In contrast respondents from the Inspecting ranks indicated that the main reason they have worked overtime during the previous 12 months was the need to complete their work. Those in the Inspecting ranks identified emergency situations as the next most likely reason for working overtime, at 28% of respondents. Issues of operational capacity were the third and fourth most commonly selected options reported by the Inspecting ranks, with 14% of respondents and 16% of respondents selecting these respectively.

3.45. 10% of respondents in the Inspecting ranks selected the two 'voluntary' reasons for working overtime as the most or second most frequent cause of overtime working during the last 12 months. This is 4pps lower than that reported by Sergeants and 7pps lower than that reported by Constables.

…By service length

3.46. The percentage of officers reporting that they have worked overtime during the last 12 months decreased with service length, from 98% of those within the first 10 years of their career to 82% of those with over 26 years' service. The impact of officer numbers in another shift / team on overtime working was the highest rated option across all service length categories, however with an average of 33% this was highest for those in the earlier years of their career (0-15 years) than the latter years at 27%. The percentage of officers reporting that the main reason for working overtime was based upon the reward available declined with service length from 21% of those in their probationary years to 9% of those with more than 30 years' service.

3.47. In contrast, the percentage of officers who said that the main reason they worked overtime during the last 12 months was based on finishing their work increased with service length, from an average of 6% of respondents with less than 10 years' service to 21% of those with more than 30 years' service. There was a broad consensus across the service length categories regarding working overtime based upon enjoyment with an average of 4% of respondents in all categories reporting this.

…By Role

3.48. The percentage of respondents who said that they have worked overtime during the previous 12 months was highest for respondents from Local Policing, at 96%, followed by respondents in Training at 94% and Neighbourhood Policing, Custody and Operational Support at 90%. 88% of respondents from Crime Ops reported working overtime and, at 83%, respondents from Call Management / CTC / Criminal Justice reported the lowest levels of overtime working.

3.49. Operational capacity and a lack of available police officers again emerged as the key reason for working overtime during the last 12 months. This was evident across all role categories with the exception of Operational Support were the impact of emergency situation was the key issue, as reported by 27% of respondents. The impact of reward on working overtime was highest for respondents in Training and Custody at 21%, followed by Operational Support, at 20%, and Neighbourhood Policing at 18%. At 8%, respondents from Local Policing were the least likely to report reward as a key reason for working overtime. Enjoyment was the lowest rated options across all role categories with the exception of Neighbourhood Policing were enjoyment was the second lowest rated option at 6%, followed by wanting to finish work which was selected by just 4% of respondents.

4. Demand

4.1. Following the exploration of workload, rest days and overtime working within the police service, issues of demand including responding to demand and managing demand, provide an additional and complementary overview of the work based stressors facing serving police officers in NI. The questions included in this section were developed by the PFEW for inclusion in the 2016 Demand, Capacity and Welfare Survey. These questions form an assessment of job demand with respect to the amount and pace of work, as well as consideration of the impact of police officer numbers. In assessing the implication of these on ability to respond to demand, respondents were asked to what extent they agree or disagree with six statements using a 5-point Likert scale; *(i) strongly disagree, (ii) disagree, (iii) neither agree nor disagree, (iv) agree and, (v) strongly agree.*

4.2. Working time and the management of it are important issues when considering how police officers approach their workload on a daily basis, whilst also feeding into the way in which officers feel about the work they do. The survey results indicate that **more than half of all respondents disagree or strongly disagree 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. These results and the evidence that respondents report that they do *not* have adequate time to do their job in order to meet their personal standards are reiterated in the management of workloads during times of high demand when additional workload pressures are applied.

4.3. 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.

4.4. 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, %

Statement	Disagree	Neither agree nor disagree	Agree
I have enough time to do my job to a standard I can be proud of	55%	27%	18%
Whenever the pressure builds, we are expected to work faster, even if it means taking shortcuts	17%	24%	59%
We often work in 'crisis mode' trying to do too much, too quickly	15%	18%	68%
I am able to meet all the conflicting demands on my time	59%	23%	18%
There are enough officers in my team / unit for me to do my job properly	73%	13%	14%
We generally have enough officers to manage all the demands being made on us as a team / unit	82%	8%	9%

> *"'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"*
>
> *(Female, Sergeant, 6-10 years' service)*

Comparison
…With Police Forces in England and Wales

4.5. The items included in the second PFNI Workforce Survey were developed by the PFEW as part of the Demand, Capacity and Welfare Survey which launched in 2016. These results therefore provide a direct comparison against which these measures of demand response can be assessed.

4.6. The percentage of respondents in NI who reported that they have enough time to do their job to a standard they can be proud of was marginally lower, by 3pps, than that recorded in England and Wales in 2016. This broad alignment in views regarding responding to demand was also evident in the percentage of respondents who disagreed that they have enough officers to manage all the demands made on them, with 82% in disagreement with this in NI compared to 84% in England and Wales. A 5pp difference was found for those who disagreed that they have enough officers to do their jobs properly, with respondents in England and Wales slightly more likely to disagree with this relative to NI, at 78% and 73% respectively.

4.7. A similar percentage of respondents in NI and England and Wales agreed that they often have to work in crisis mode trying to do too much, too quickly, with 68% of respondents in NI compared to 67% in England and Wales. However, respondents in NI were more likely to agree that whenever pressure builds they are expected to work faster, even if

it means taking shortcuts with 59% of respondents agreeing with this compared to 54% of respondents in England and Wales.

	NI 2018	England & Wales 2016
	Disagree	
I have **enough time** to do my job to a standard I can be proud of	55%	58%
I am able to meet all the **conflicting demands** on my time	59%	67%
There are **enough officers** in my team / unit for me to do my job properly	73%	78%
We generally have **enough officers** to manage all the demands being made on us as a team / unit	82%	84%
	Agree	
Whenever the **pressure builds**, we are expected to work faster, even if it means taking shortcuts	59%	54%
We often work in **'crisis mode'** trying to do too much, too quickly	68%	67%

4.8. The largest difference in opinion was evident in the percentage of respondents who disagreed that they are able to meet all the conflicting demands on their time, with 67% of respondents in England and Wales disagreeing with this compared to 59% in NI.

Workforce Characteristics
…By Rank

4.9. A clear pattern emerged in the analysis of the demand measurements by rank with Sergeants reporting the highest level of (dis)agreement across each of the response to demand measures:

- 84% of Sergeants disagree that they generally have enough officers to manage all their demand;
- 79% of Sergeants disagree that they have enough officers in their team for them to do their job properly;
- 68% of Sergeants disagree that they are able to meet all the conflicting demands on their time;
- 60% of Sergeants disagree that they have enough time to do their job to a standard they can be proud of;
- 74% of Sergeants agree that they often work in crisis mode trying to do too much, too quickly;
- 65% of Sergeants agree that when pressure builds they are expected to work faster, even if it means taking shortcuts.

4.10. The results from the measures associated with officer numbers resulted in the lowest level of variance between the ranks. There was a 7pp difference between Constables / Inspecting ranks and Sergeants in relation to having enough officers to do their job properly and a 4pp difference between the Inspecting ranks and Sergeants in relation to having enough officers to meet all their demands.

4.11. Constables were the least likely to disagree that they are able to meet all the conflicting demands on their time, whilst respondents from the Inspecting ranks were the least likely to disagree that they have enough time to do their job to a standard they can be proud of and the least likely to agree that when pressure builds they are expected to work faster, even if it means taking shortcuts. However, it is important to note that at least half of all respondents in each rank reported their (dis)agreement with each of these statements.

Responding to demand...by rank, % disagreement

Statement	Inspecting Ranks	Sergeant	Constable
We generally have enough officers to manage all the demands being made on us as a team / unit	80%	84%	82%
There are enough officers in my team / unit for me to do my job properly	72%	79%	72%
I am able to meet all the conflicting demands on my time	60%	68%	56%
I have enough time to do my job to a standard I can be proud of	49%	60%	54%

Responding to demand...by rank, % agreement

We often work in 'crisis mode' trying to do too much, too quickly
- Inspecting Ranks: 67%
- Sergeant: 74%
- Constable: 66%

Whenever the pressure builds, we are expected to work faster, even if it means taking shortcuts
- Inspecting Ranks: 53%
- Sergeant: 65%
- Constable: 58%

■ Inspecting Ranks ■ Sergeant ■ Constable

...By Service Length

4.12. The percentage of respondents who (dis)agreed with each of the six responding to demand measures declined with service length from a high for those with between 3-5 years' service to a low for those with over 30 years' service. This broad trend included the following:

- 86% of respondents with 3-5 years' service disagreed that they generally have enough officers to manage all their demands. This declined to 74% of respondents with more than 30 years' service;
- 77% of respondents with 3-5 years' service disagreed that they have enough officers for them to do their job properly, declining to 60% of those with over 30 years' service;
- 68% of respondents with 3-5 years' service disagreed that they are able to meet all the conflicting demands on their time, declining to 41% of those with more than 30 years' service;
- 69% of respondents with 3-5 years' service disagreed that they have enough time to do their job to a standard they can be proud of. This declined to 39% of those with more than 30 years' service;
- 72% of respondents with 3-5 years' service agreed that they often work in crisis mode trying to do too much, too quickly. 55% of those with more than 30 years' service agreed with this;

- 69% of respondents with 3-5 years' service agreed that when the pressure builds they are expected to work faster, even if it means taking shortcuts. This declined to 49% of respondents with more than 30 years' service.

…By Role

4.13. The percentage of respondents who (dis)agreed with each of the responding to demand measures varied across the seven role profiles. The two measures associated with police officer numbers had the lowest levels of variance by role, with 87% of respondents from Local Policing and Operational Support and 85% of respondents from Custody disagreeing that they have enough officers to manage their demand, declining to 76% of respondents in Crime Operations. Respondents in Neighbourhood Policing and Local Policing were the most likely to disagree that they have enough officers to do their job properly at 76% and 77% respectively, falling to 65% of respondents in Custody.

4.14. Respondents in Local Policing were the most likely to disagree that they have enough time to do their job to a standard they can be proud of, at 63%, and most likely to disagree that they are able to meet all the conflicting demands on their time, at 66%. Conversely, respondents from Operational Support were the least likely to disagree with both of these statements, with 46% and 52% of respondents respectively.

4.15. Working in crisis mode and doing too much, too quickly was selected most frequently by respondents from Custody (75%) and Local Policing (72%) and least frequently by respondents from Call Management / CTC / Criminal Justice and Crime Operations (65%) and Operational Support (64%). However, working under pressure and having to take short cuts was reported most frequently by respondents from Training (70%), followed by Custody (67%) and least frequently by respondents from Operational Support and Call Management / CTC / Criminal Justice (55%).

Demand management

4.16. Understanding how police officers manage demand becomes increasingly important when considered within the context of growing workloads and greater levels of responsibility, as evidenced in the previous section of this report. The Health and Safety Executive (HSE) Management Standards Indicator Tool is increasingly used 'by organisations to monitor working conditions that can lead to stress'[xxi]. Much research evidence has been produced to corroborate the validity of the Management Standards Tool based upon associations with job satisfaction, job-related anxiety, stress-related work outcomes, life satisfaction, job satisfaction and job motivation[xxii].

4.17. The full Management Standards Indicator Tool enables the analysis of seven areas of work including; control, manager's support, peer support, relationships, role, change and demand. With evidence that almost 50% of the variability in self-reported stress at work can be predicted by the impact of relationships and levels of demand management [xxii], the second PFNI Workforce Survey included four items from the tool which are used to analyse the impact of job demand. These items were presented as statements and respondents were asked to select from a 5-point Likert scale how frequently each has applied over the previous 12 months. The Likert scale includes; *(i) never, (ii) seldom, (iii) sometimes, (iv) often and, (v) always.*

4.18. Almost half of all respondents reported that they *always* or *often* have achievable deadlines compared to 13% who selected seldom or never. **38% of respondents said that they *often* or *always* have to neglect some tasks because they have too much work to do**, whilst 22% report that this seldom or never occurs. **34% of respondents reported that they *often* or *always* are pressured to work long hours**, with 30% reporting that this seldom or never takes place. **32% of respondents said that they *often* or *always* have unrealistic time pressures** compared to the 28% who reported that this seldom or never is the case. Across all four of these measures there was a large group of respondents who reported that their workload management was in the middle of the road, with more than one third of all respondents selecting 'sometimes' across each measurement.

Workload Management Indicators, %
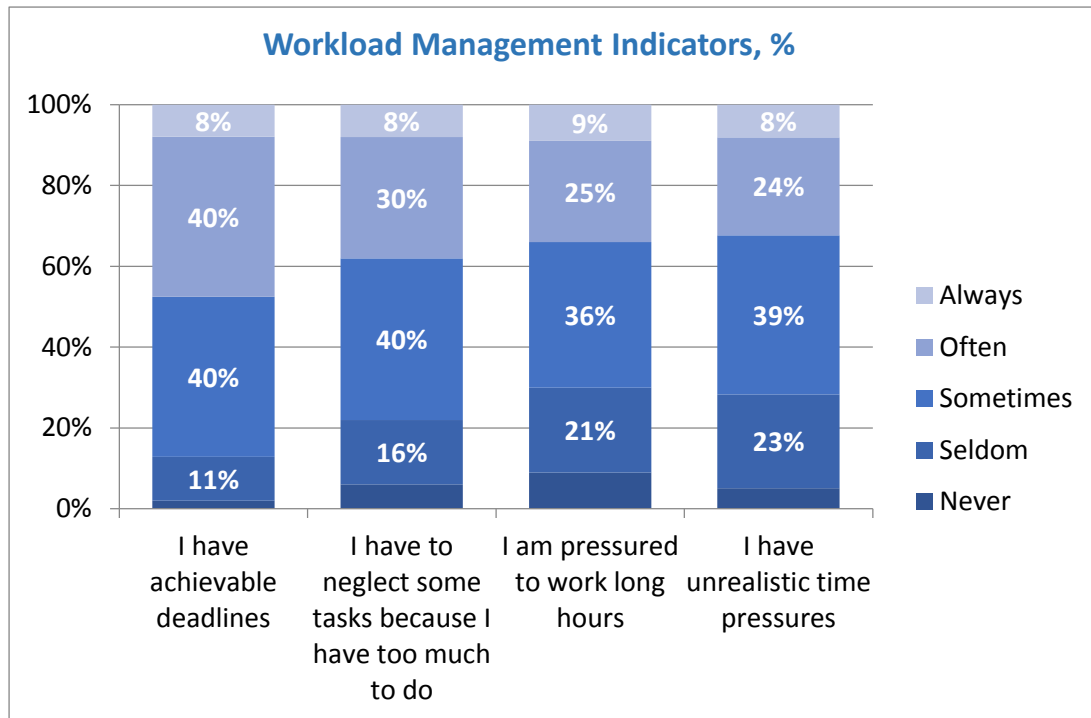
Change Over Time

4.19. This is the first occasion the HSE Management Standard Indicator Tool has been used to measure workload management across the entire federated ranks of the PSNI. As such there is no comparable data to provide an overtime analysis. This data will form the benchmark against which future data will be measured in NI.

Comparison
…With Police Forces in England and Wales

4.20. To place the results from NI within a broader policing context they have been compared to the results from the PFEW 2016 Demand, Capacity and Welfare Survey. Respondents from NI in 2018 were less likely to report *often* or *always* having to neglect some tasks because they have too much to do, relative to their counterparts in England and Wales where 43% selected *often* or *always*.

	I have to neglect some tasks because I have too much to do	I am pressured to work long hours	I have unrealistic time pressures
Never	6%	11%	8%
Seldom	14%	28%	27%
Sometimes	36%	35%	37%
Often	33%	20%	21%
Always	10%	6%	7%

4.21. In contrast however, respondents in NI were *more* likely than those in England and Wales to report *often* or *always* feeling pressured to work long hours and having unrealistic time pressures.

Workforce Characteristics
…By Rank

4.22. Respondents from the Inspecting ranks were the most likely to report *often* or *always* having achievable deadlines, whilst Constables were the least likely. 13% of Constables reported never or seldom having achievable deadlines, compared to 9% of respondents in the Inspecting ranks.

4.23. Sergeants were the most likely to report *often* or *always* having to neglect some tasks because they had too much to do (43%), *often* or *always* feeling pressured to work long hours (35%) and *often* or *always* having unrealistic time pressures (33%). These results identify a specific level of concern amongst Sergeants in managing their workload. Respondents from the Inspecting ranks were the least likely to report *often* or *always* feeling pressured to work long hours (27%) and the least likely to say that they *often* or *always* have unrealistic time pressures (25%).

I have achievable deadlines...by rank, %

	Never/seldom	Sometimes	Often/always
Constable	13%	40%	47%
Sergeant	10%	41%	48%
Inspecting Ranks	9%	34%	56%
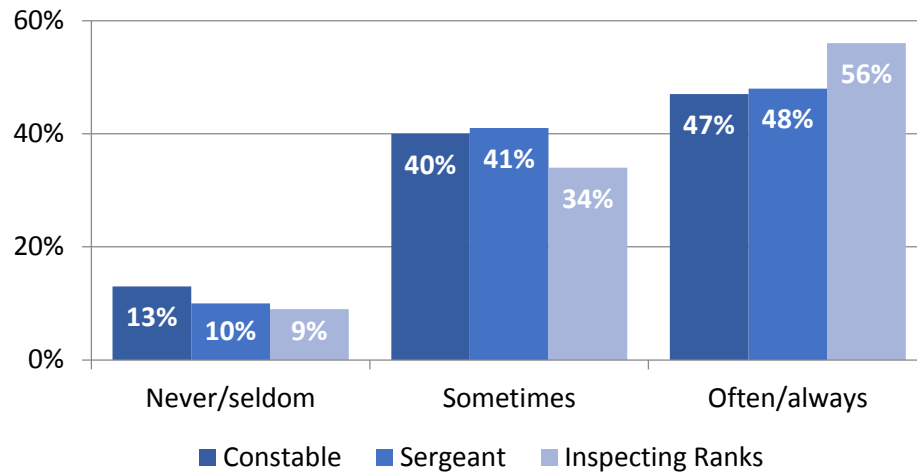
I have to neglect some tasks because I have too much to do...by rank, %

	Never/seldom	Sometimes	Often/always
Constable	25%	39%	37%
Sergeant	16%	41%	43%
Inspecting Ranks	10%	49%	40%
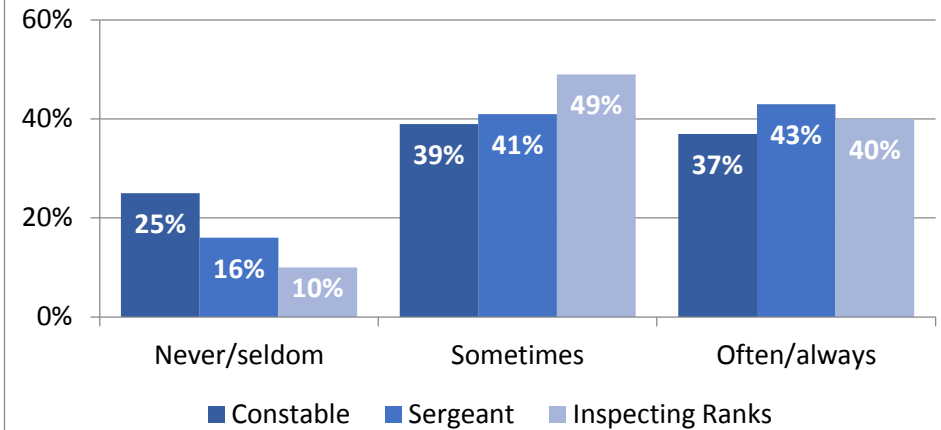
I am pressured to work long hours...by rank, %

	Never/seldom	Sometimes	Often/always
Constable	31%	34%	34%
Sergeant	26%	40%	35%
Inspecting Ranks	28%	44%	27%

I have unrealistic time pressures...by rank, %

	Never/seldom	Sometimes	Often/always
Constable	30%	38%	32%
Sergeant	24%	42%	33%
Inspecting Ranks	25%	44%	30%
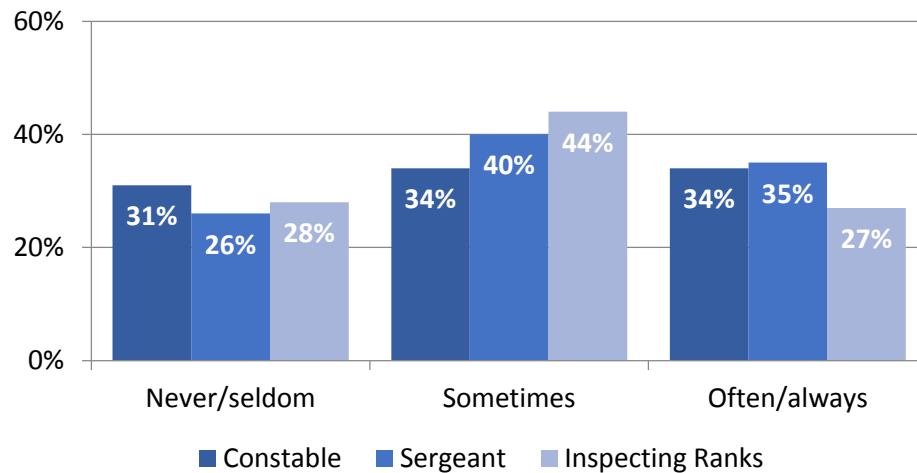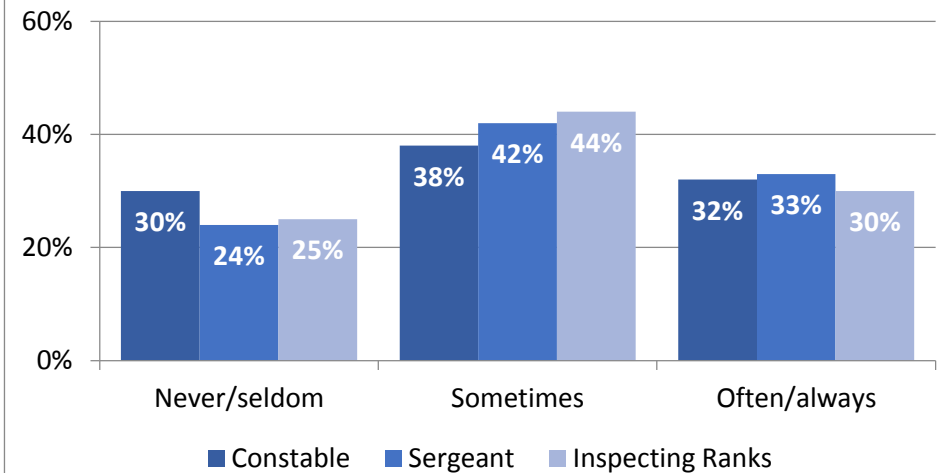
…By Service Length

4.24. Respondents who said that they *often* or *always* have achievable deadlines were highest for those in the latter stages of their career, with 54% of those with between 26 and 30 years' experience and 63% of those with more than 30 years' service. Half of respondents in their probationary years also reported this. Levels were lower for those in their mid-career and were the lowest for those with between 6 and 15 years' service (44%), coinciding with the highest level of respondents reporting never or seldom having achievable deadlines at 14%.

4.25. The percentage of respondents who said that they *often* or *always* have to neglect some tasks because they have too much to do, who feel they are *often* or *always* pressured into working long hours and who said they *often* or *always* have unrealistic time pressures declined with service length from:

- 48% of those with 3-5 years' service to 23% of those with more than 30 years' service who reported often or always having to neglect some tasks;
- 51% of those with 3-5 years' service to 21% of those with more than 30 years' service who reported often or always feeling pressured to work long hours and;
- 38% of those with 6-10 years' service to 19% of those with more than 30 years' service who often or always have unrealistic time pressures.

…By Role

4.26. Respondents from Call Management / CTC / Criminal Justice and Operational Support were the most likely to report *often or always* having achievable deadlines, at 57% followed by respondents from Neighbourhood Policing at 55%. Respondents from Crime Operations and Local Policing were the least likely to say that they *often or always* have achievable deadlines at 45% and 42% respectively.

4.27. These results are also evident in the remaining workload management questions, with respondents from Local Policing the most likely to report *often* or *always* having to neglect some tasks because they have too much to do (44%), *often* or *always* feeling pressured to work long hours (43%) and *often* or *always* having unrealistic time pressures (40%).

4.28. Respondents from Operational Support were the least likely to say that they *often* or *always* have to neglect some tasks because they have too much to do (25%) and that they *often* or *always* have unrealistic time pressures (23%). However it was respondents from Training who were the least like to report *often* or *always* feeling pressured to work long hours (25%).

Frontline Policing

4.29. A specific focus was placed on the two key frontline policing roles with the aim of outlining how reports of increasing levels of demand are impacting the day-to-day job of the officers serving in these roles as well as changes to the policing model from proactive engagement to a more reactive model. In 2016 the HMIC raised concerns regarding the erosion of neighbourhood policing in England and Wales[xxiii] and in the PFNI submission to the PRRB in 2018, we provided evidence of a similar erosion in NI[xxiv]. The questions asked in this survey mark the first time evidence has been gathered from officers in these frontline roles regarding their ability to engage in proactive policing and the frequency from which they are abstracted from their roles.

4.30. These questions were presented to respondents in the two key frontline roles only. Respondents were asked to what level they agree that they have time to engage in proactive policing in their current role. A 5-point Likert scale was presented; *(i) strongly disagree, (ii) disagree, (iii) neither agree nor disagree, (iv) agree and, (v) strongly agree*. Respondents were also asked to outline, using a 6-point scale, how frequently they are abstracted from their role; *(i) never, (ii) once per month, (iii) 2-3 times per month, (iv) once per week, (v) 2-3 times per week and, (vi) daily*.

4.31. **Almost three quarters of all respondents in neighbourhood policing and local policing disagreed or strongly disagreed that they have time to engage in proactive policing** in their current role. 13% agreed or strongly agreed with this statement whilst 12% neither agreed nor disagreed.

Time to engage in proactive policing, %
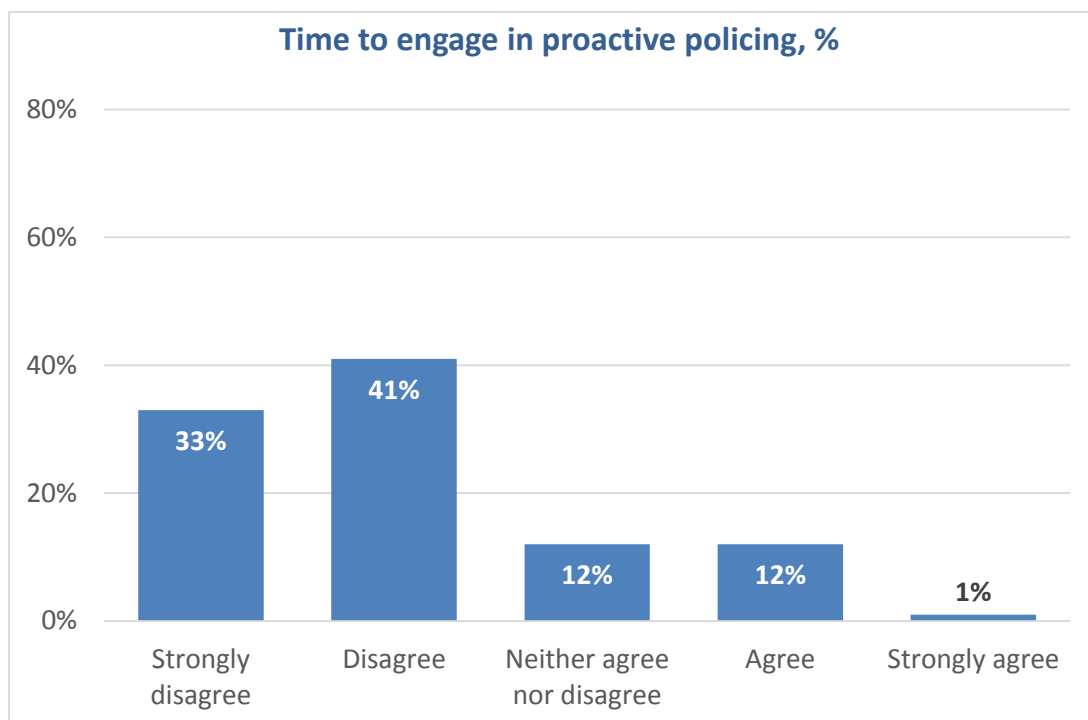
4.32. Less than one fifth of respondents reported that they are never abstracted from their current role, whilst 82% reported some degree of abstraction. 62% reported being abstracted from their role between one and three times per month, whilst **11% of respondents said that they are abstracted on a weekly basis**. Abstraction levels were more frequent for the remaining 9% of respondents, with 7% reporting being abstracted between two and three times per week and 2% reporting this occurred on a daily basis.

Frequency of abstraction from current role, %

Never	1 per month	2-3 times per month	1 per week	2-3 times per week	Daily
18%	26%	36%	11%	7%	2%
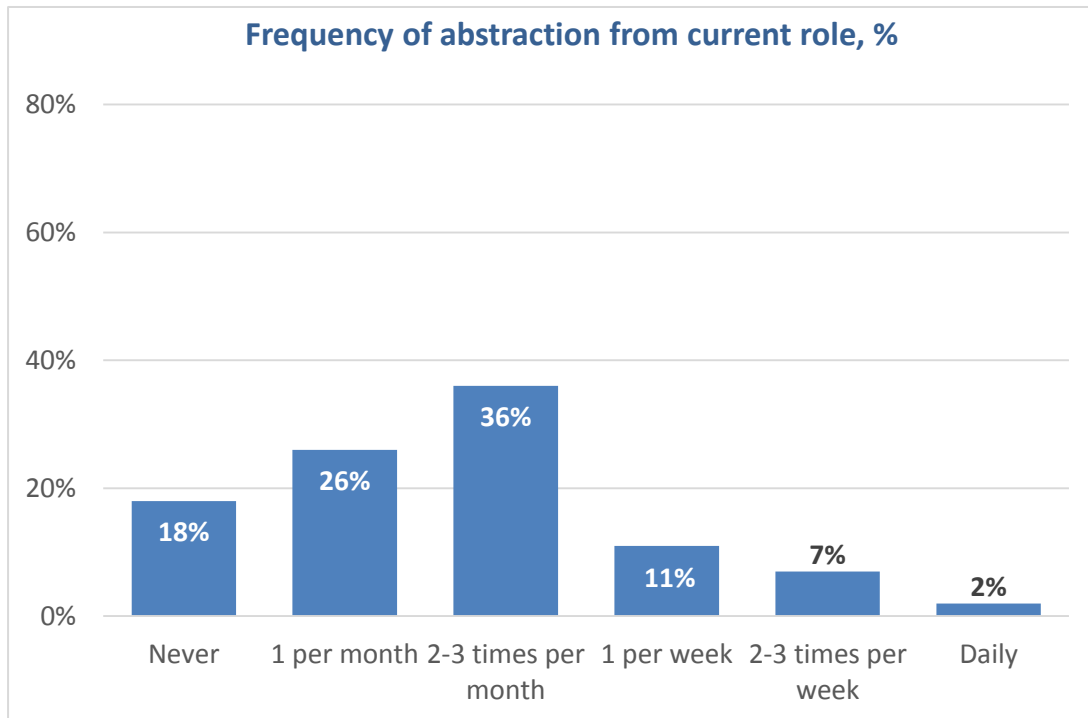
"The police are becoming reactionary as opposed to proactive. We have virtually done away with proactive units such as Crime Teams/ Neighbourhood teams"

(Male, Constable, 26-30 years' service)

"More is asked of response officers…Whatever investigations or plans we have made to progress are ignored and we are abstracted to fill roles that any other department could also fulfil"

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

"Lately abstractions in our LPT section have been up to 50 % per shift to do station security, gaoler, other stations. Difficult for work to be progressed when this happens which is regularly"

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

Workforce Characteristics
…By District

4.33. Respondents based in Ards & Newtownabbey and Mid Ulster were the most likely to disagree that they have time to engage in proactive policing, with 94% and 83% of respondents selecting these options. At 25% and 20%, respondents from Derry & Strabane and Mid & East Antrim were the most likely to agree with this statement. With 95% of respondents reporting some degree of abstraction, respondents from the Causeway Coast & Glens were the most likely to report being abstracted from their role. 32% of respondents from this district reported being abstracted at least once a week. Rates of abstraction were high for respondents in Mid & East Antrim, where 93% reported some abstraction and where 25% reported being abstracted at least once per week. Rates of abstraction were also high for respondents from Belfast city (26% more than once per week) and Mid Ulster (24% more than once per week).

…By Rank

4.34. At 77%, Sergeants were the most likely to disagree that they have time to engage in proactive policing, followed by 74% of Constables. The percentage of respondents in the Inspecting ranks who shared this view was lower at 60%. This trend was also evident for the level of abstraction reported by respondents, with 85% of Sergeants reporting some degree of abstraction, followed by 81% of Constables and 77% of those in the Inspecting ranks. However, Constables had the highest percentage of respondents who reported being abstracted from their role more than once per week, at 10%.

…By Service Length

4.35. The percentage of respondents who disagreed that they have time to engage in proactive policing declines from 84% of those with between 3 and 5 years' service to 54% of those with more than 30 years' service. Whilst the level of disagreement was highest for those in the early years of their career, officers in their probationary years were less likely to disagree. However, at 65%, the proportion of respondents in the first two years' of their policing career who disagreed that they have time to engage in proactive policing, remained high. Probationary police officers were the least likely to report abstraction from their role, with 30% reporting that this *never* occurred. The percentage of respondents who said they are *never* abstracted from their role ranged between 16% and 19% for those with 3 to 25 years' service. The highest frequency of abstractions were reported for those with 21 to 25 years' service with 18% of respondents reporting being abstracted from their role *at least* twice per week.

…By Role

4.36. There was a large degree of difference in the ability to engage in proactive policing between the two frontline policing roles. As perhaps expected, a majority of respondents from Local Policing disagreed that they have time to engage in proactive

policing, with just 8% in agreement with this. The percentage of respondents in Neighbourhood Policing who disagreed that they have time to engage in proactive policing was 43pps lower than respondents in Local Policing. Indeed just 38% of respondents in Neighbourhood Policing agree that they have time to engage in proactive policing; less than one in four respondents from a role which is based upon proactively engaging with local communities.

Time to engage in proactive policing...by role, %

NPT: Disagree 39%, Neither agree nor disagree 23%, Agree 38%
LPT: Disagree 82%, Neither agree nor disagree 10%, Agree 8%
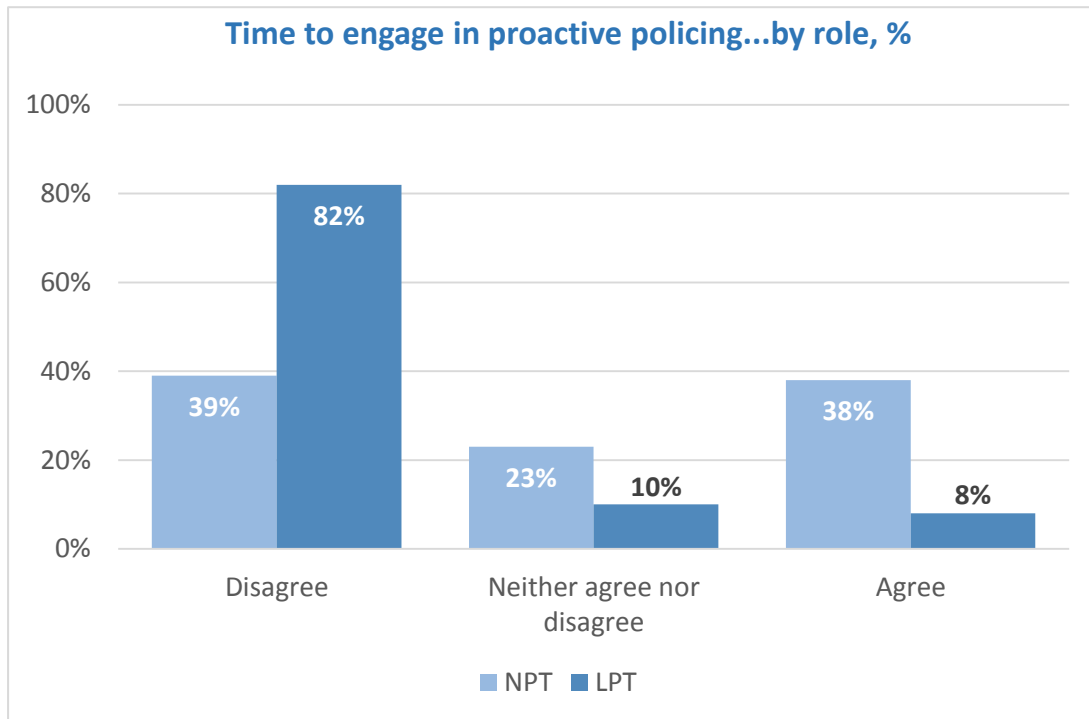
4.37. The frequency of abstraction was also higher for respondents from Neighbourhood Policing with just 2% reporting they are never abstracted from their role compared to 22% of those from Local Policing. More than half of respondents in Neighbourhood Policing said that they were abstracted from their role *more* than once per week.

Frequency of abstraction from current role...by role, %

	Never	1 per month	2-3 times per month	1 per week	2-3 times per week	Daily
NPT	2%	9%	37%	24%	25%	3%
LPT	22%	30%	35%	8%	3%	2%
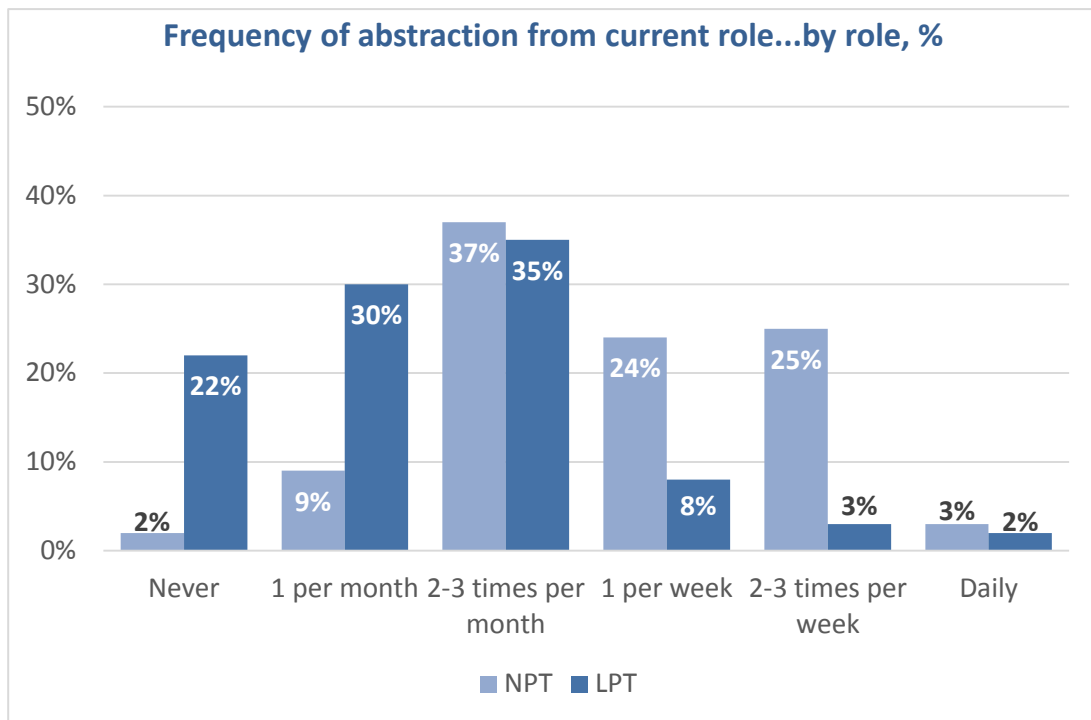
5. Pay & Allowances

5.1. Remuneration is important for both the employee and the employer. For the employer, the size of the pay bill forms the most significant cost facing an organisation and is a significant factor in attracting and retaining talent. For employees remuneration is a key measure in determining standards of living, influencing morale and motivation and acts as a key influencer of job satisfaction[xxv,xxvi].

5.2. Research has shown that job satisfaction is associated with absenteeism, burnout, and job performance[xxvii,xxviii]. Indeed, evidence has identified that job satisfaction within the police service is a significant predictor of intention to leave the service[xxix], thus highlighting the importance of measuring various aspects of job satisfaction within the police service – the key to this analysis being remuneration.

5.3. Satisfaction with remuneration was measured via four items adapted from the PFEW Pay and Morale Survey, with respondents asked to rate their level of satisfaction with their basic pay, allowances, overall remuneration and pension. A 5-point Likert scale was used including *(i) very dissatisfied, (ii) dissatisfied, (iii) neither dissatisfied nor satisfied, (iv) satisfied and, (v) very dissatisfied*. A '*not applicable*' option was also provided. Further detail was requested regarding satisfaction with the value of the following four allowances; CRTP, on-call allowance, mileage and dog-handlers' allowance. The same 5-point scale was used.

5.4. A third and fourth strand of questioning was developed by the PFNI for this survey, reflecting local issues relating to pay and allowances. Respondents were asked to rate the impact (financially and on morale) of the delay in receiving the 2017/18 pay award in NI as well as the potential impact of a second delay in 2018/19. A 5-point Likert scale included *(i) extremely negative, (ii) negative, (iii) neutral, (iv) positive and, (v) extremely positive.* In light of the on-going review of CRTP *r*espondents were also asked their views on this payment, including how important it is as a workplace motivator and on morale, as well as the overall impact on the reward package given to officers. The following 5-point Likert scale was included; *(i) not at all important, (ii) not so important, (iii) somewhat important, (iv) very important and, (v) extremely important*.

5.5. **There was a high level of dissatisfaction across all four measures for pay and allowances**. Six out of ten respondents reported feeling dissatisfied with each, including 60% of respondents who reported feeling dissatisfied with their allowances and 61% who reported being dissatisfied with the basic pay as well as with their overall remuneration. **The highest level of dissatisfaction was registered for pension, at 65% of respondents**. This corresponded with the lowest level of satisfaction, with just one fifth of respondents reporting that they are satisfied with their pension.

Satisfaction with elements of pay & allowances, %

	Basic Pay	Allowances	Overall remuneration (pay & allowances)	Pension
Dissatisfied	61%	60%	61%	65%
Satisfied	25%	22%	22%	20%
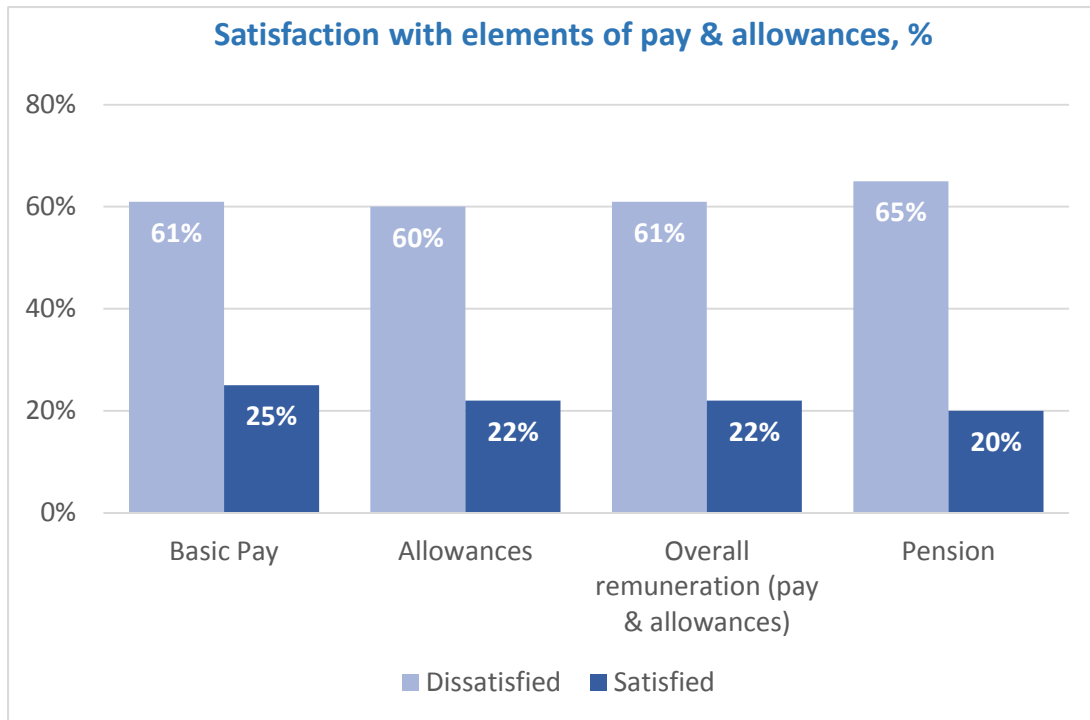
5.6. The qualitative evidence provided by respondents identified that the high level of dissatisfaction with the pension is a reflection of the discontent many police officers continue to feel following the changes made to police pensions in 2015.

> *"I only joined just prior to the recent change with the 2015 pension which affected most of the service - Though the legacy of the demoralization that has caused to the rest of the individuals in the organization is living on"*
>
> *(Male, Constable, 3-5 years' service)*
>
> *"'The change in pension is and continues to be a major factor amongst officers who signed up to a job and suddenly have had their length of service dramatically increased. In my case it means working an extra 8 years to get full pension which is not as good as was expected"*
>
> *(Male, Sergeant, 26-30 years' service)*
>
> *"The recent change in my pension had a MASSIVE impact on my approach to my commitment to this job. That added to all I have just outlined have changed my perspective on my employment with the PSNI. Before, this was my career.... now this is just my job"*
>
> *(Female, Sergeant, 16-20 years' service)*

Impact of the delay in receiving pay award, %
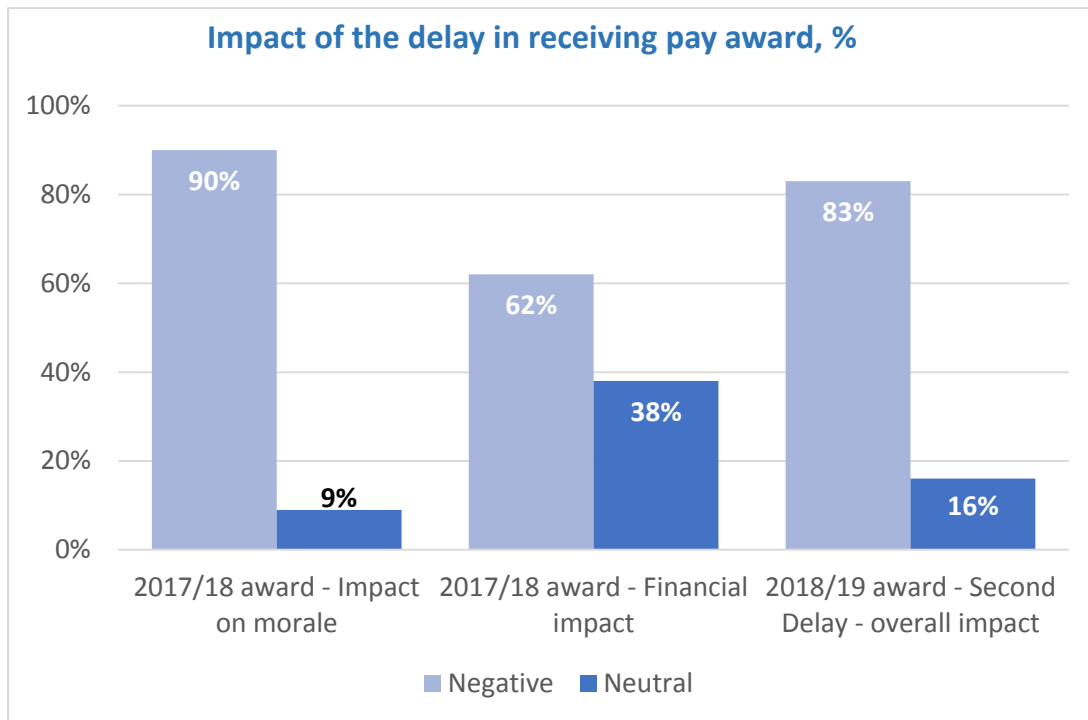
5.7. Police pay has been a controversial issue across the UK for the last number of years following the prolonged period of pay restraint which saw pay rises capped at 1% for four years alongside the failure of the UK Government to implement the recommendations made by the Police Remuneration Review Body. These issues have been compounded in NI where, in the absence of a functioning Executive, the implementation of the 2017/18 pay award was delayed by seven months, whilst the 2018/19 award remains unresolved. This survey sought to gather the opinions of police officers about this delay.

5.8. **90% of respondents reported that the delay in receiving the 2017/18 pay award had a negative impact upon morale within the service**, just 9% reported that this impact was neutral. In addition, **62% of respondents reported that this delay resulted in a negative financial impact** for them, however 38% reported no significant impact. Interestingly, when respondents were asked about the potential impact of a second delay for the 2018/19 pay award, the overall negative impact increased to 83% of respondents with just 16% reporting that this would have a neutral impact.

> *"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)*

5.9. 34% of respondents who receive CRTP reported that they were dissatisfied with the value of this allowance, however there was a broadly similar proportion of recipients who were satisfied with it, at 31%. Similarly, in respects of the value of the Dog Handlers allowance 38% of those in receipt were dissatisfied with the amount received compared to 38% who reported their satisfaction. There was a greater degree of variance for the levels of satisfaction with the value of mileage allowance, with 42% of respondents reporting that they are dissatisfied with the value compared to 28% who were satisfied.

5.10. Over three quarters of all the respondents who are in receipt of the On-Call allowance said that they are dissatisfied with the value of this allowance. This is 34pps greater than the proportion of respondents who reported dissatisfaction with any of the other three allowances. Just 12% of respondents who work on-call said that they are satisfied with the payment they receive.

Satisfaction with value of allowances, %

	CRTP	On-call	Mileage	Dog Handlers
Dissatisfied	34%	76%	42%	38%
Satisfied	31%	12%	28%	38%
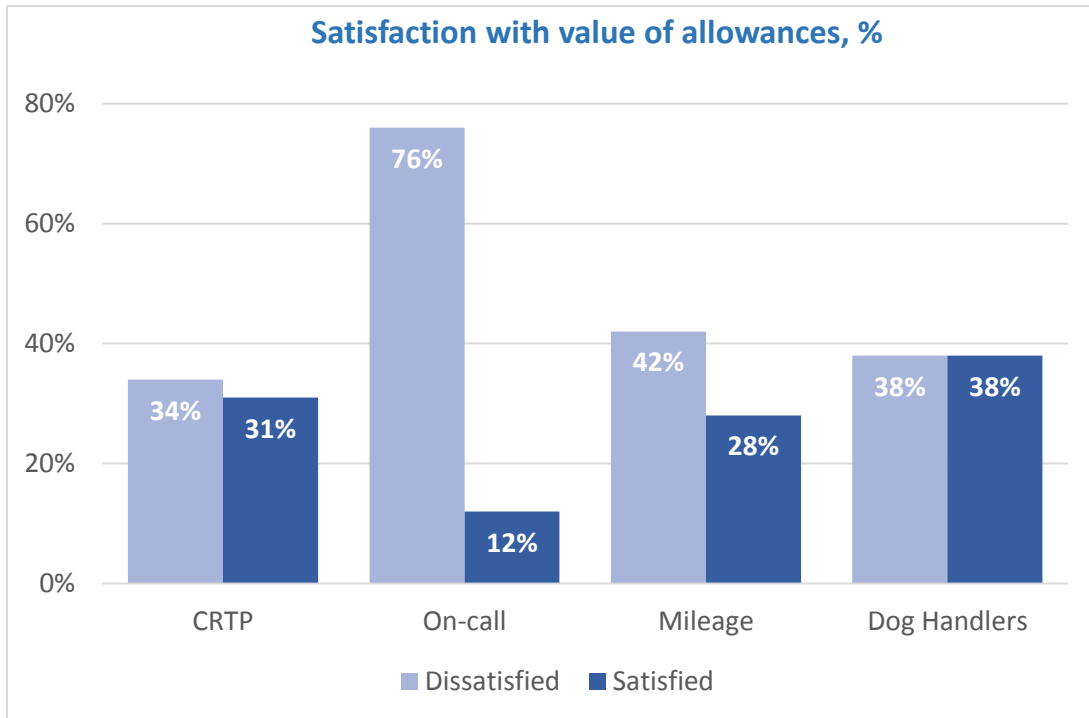
"The on call allowance continues to not be reflective of the impact on officer's life. As someone who does an average of over 60 nights on call for the last 8 years it simply does not take into account the massive impact it has on your life"

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

"Being stationed far from my home address was not ideal but I respect the operational requirement. However…the mileage claim system is time consuming and prohibitive…I pay for additional accommodation closer to work for use between shifts. If I want to claim for travel I must travel from that address, rather than taking the opportunity to improve work life balance by returning to my original and approved home address and travelling from there. I find this system frustrating and it creates a negative impact on both my finances and my work life balance"

(Male, Constable, 0-2 years' service)

"I believe that the allocated allowances need to be looked at, they have not risen for some considerable years now, whereas the cost of living has increased year on year"

(Male, Constable, 26-30 years' service)

Change Over Time

5.11. The proportion of respondents reporting dissatisfaction with their pay and allowances have increased across all comparable measures since 2015. There has been a 29pp increase in the percentage of respondents reporting dissatisfaction with their basic pay, increasing from 32% in 2015 to 61% in 2018. The percentage of respondents who said that they are dissatisfied with their allowances increased by 16pps, increasing from 44% in 2015 to 60% in 2018.

5.12. The proportion of respondents who have said that they are dissatisfied with their overall remuneration (including the combination of their basic pay and their allowances) increased from 40% in 2015 to 61% in 2018, an increase of 21pps. The change in the level of dissatisfaction with police pensions has been less acute, increasing by 4pps to 65%. The scale of this increase is a reflection of the already high level of dissatisfaction which was registered in 2015 (61%) following the changes made to police pensions at the time.

Respondents reporting dissatisfaction with pay and allowances, 2018 & 2015, %
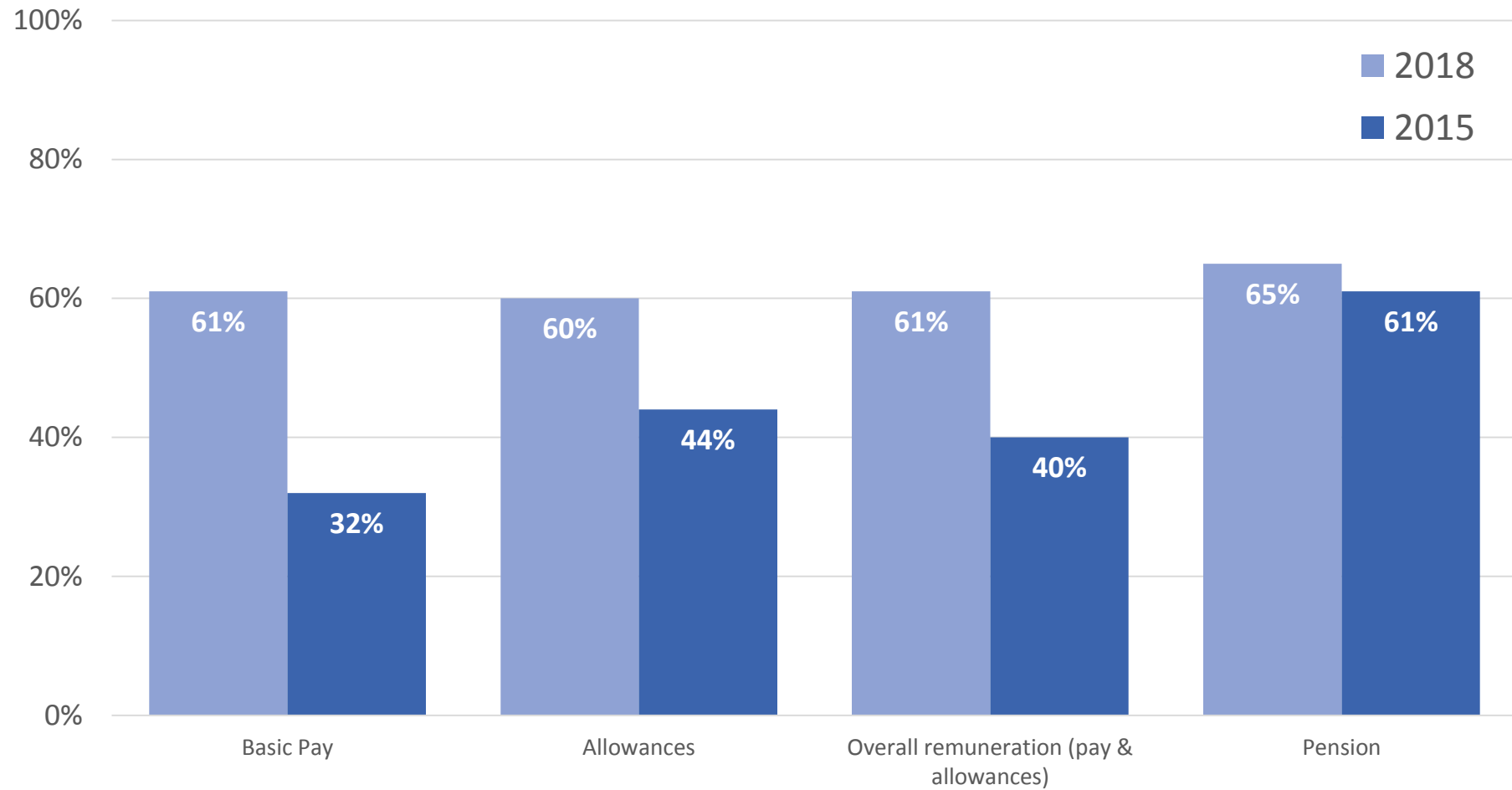
Comparisons
…With Police Forces in England and Wales

5.13. Respondents in England and Wales in 2017 were more likely than respondents in NI in 2018 to report dissatisfaction with their basic pay, their allowances and their overall remuneration. 66% of respondents in England and Wales in 2017 said that they were dissatisfied with their basic pay, 5pps higher than in NI, and 70% reported that they were dissatisfied with their allowances, 10pps higher than in NI. There was also an 11pps difference in the proportion of respondents in England and Wales and NI who reported dissatisfaction with their overall remuneration, with 72% of respondents in England and Wales compared to 61% of respondents in NI.

	NI 2018	England & Wales 2017
Basic Pay	61%	66%
Allowances	60%	70%
Overall remuneration (pay & allowances)	61%	72%
Pension	65%	63%
Value of On-call	76%	46%
Value of Dog Handlers	39%	16%

5.14. In contrast, respondents in NI in 2018 were more likely to report dissatisfaction with their pension and with the On-Call and Dog Handlers allowances compared to respondents in England and Wales in 2017. 65% of respondents in NI in 2018 reported being dissatisfied with their pension, 2pps higher than in England and Wales in 2017 where 63% reported being dissatisfied. Dissatisfaction with the value of On-Call was higher by 30pps in NI, at 76% compared to 46% in England and Wales, whilst dissatisfaction with Dog Handlers allowance was reported by 39% of respondents in NI relative to 16% in England and Wales.

…With Other Public Sector Organisations

5.15. Both the Armed Forces Continuous Attitudes Survey (AFCAS) and the Civil Service People Survey (CSPS) question respondents about their satisfaction with various elements of their reward package. However, both recent versions of these surveys report only limited data, as such a limited comparison is provided.

5.16. Respondents from the second PFNI Workforce Survey were less likely to report that they are satisfied with their basic pay and pension compared to respondents from the AFCAS 2018. 25% of respondents to this survey reported feeling satisfied with their basic pay, compared to 31% of respondents to the AFCAS, whilst satisfaction with

pension was reported by 20% of respondents in the PSNI relative to 29% of respondents in the AFCAS.

5.17. Respondents to the CSPS were asked to rate their level of satisfaction with their overall benefits package. 34% of respondents in 2017 said that they were satisfied with their overall benefits package, this compares to 22% of respondents to this survey who reported feeling satisfied with their overall remuneration.

Workforce Characteristics
…By Rank

5.18. The percentage of respondents reporting dissatisfaction with their basic pay declined with rank from a high of 62% of Constables, to 53% of respondents in the Inspecting ranks. This trend was also evident for the levels of reported dissatisfaction with overall remuneration. However, dissatisfaction with allowances was marginally higher for respondents in the Inspecting ranks (62%), compared to Constables (60%) and Sergeants (59%). Both Constables and Sergeants were equally likely to report dissatisfaction with their pension, at 66%, relative to the Inspecting ranks where half of respondents said they were dissatisfied.

5.19. Dissatisfaction with the value of CRTP declined by rank, with Inspectors and Chief Inspectors the least likely to report feeling dissatisfied with it (24%), whilst dissatisfaction with mileage payments did not vary significantly by rank. 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.

5.20. There was broad alignment in the percentage of Constables and Sergeants who reported a negative impact from the delay of the 2017/18 pay award and the 2018/19 pay award. Both Constables and Sergeants were more inclined to report this negative impact than respondents from the Inspecting ranks. The percentage of respondents in the Inspecting ranks who said that the delay in 2017/18 pay award had a negative impact on morale was 83%, 9pps lower than Sergeants and 8pps lower than Constables. Less than half of Inspectors and Chief Inspectors said the delay in implementing the 2017/18 pay award had a negative financial impact (46%), 17pps lower than Constables and 15pps lower than Sergeants. The impact of the second delay in the implementation of the pay award was more aligned across the ranks, with 84% of both Constables and Sergeants reporting an overall negative impact, declining by 8pps to 76% of respondents in the Inspecting ranks.

Respondents reporting dissatisfaction...by rank, %

	Basic Pay	Allowances	Overall remuneration (pay & allowances)	Pension
Constable	62%	60%	63%	66%
Sergeant	57%	59%	56%	66%
Inspecting ranks	53%	62%	55%	50%

Respondents reporting dissatisfaction...by rank, %

	CRTP	On-call	Milage
Constable	36%	74%	42%
Sergeant	31%	78%	44%
Inspecting Ranks	24%	80%	44%
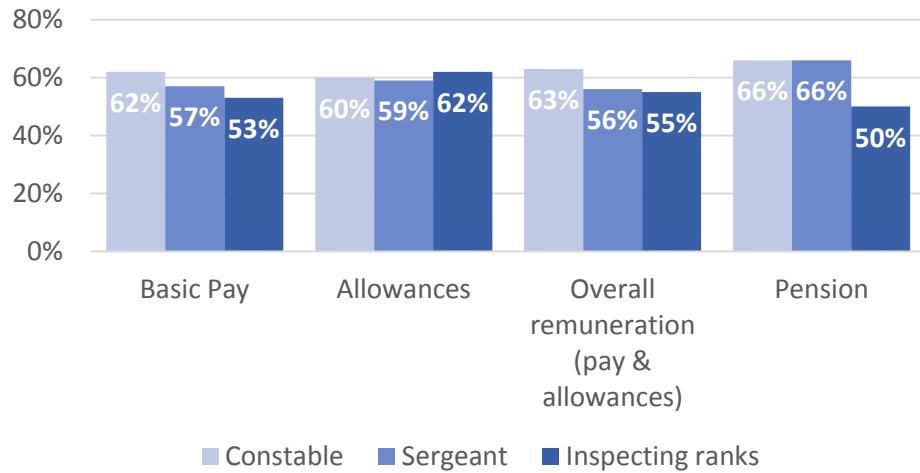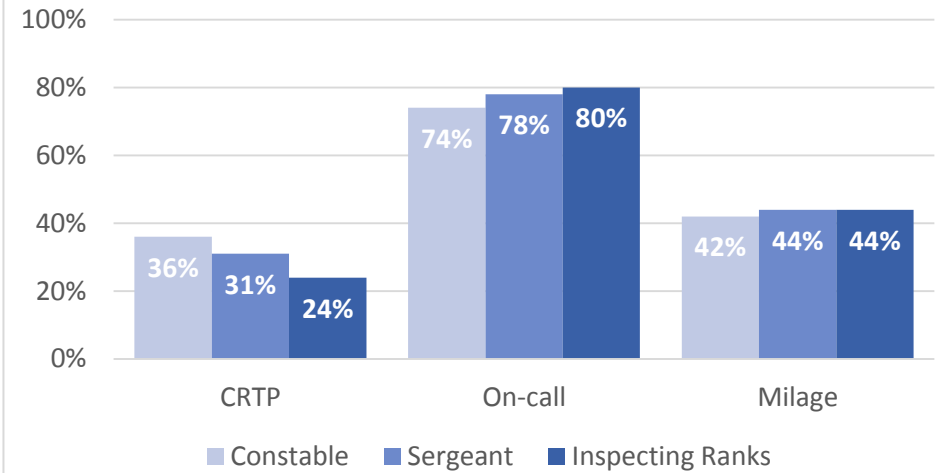
Respondents reporting a negative impact...by rank, %

	2017/18 award - Morale impact	2017/18 award - Financial impact	2018/19 award - Second Delay
Constable	91%	63%	84%
Sergeant	92%	61%	84%
Inspecting Ranks	83%	46%	76%
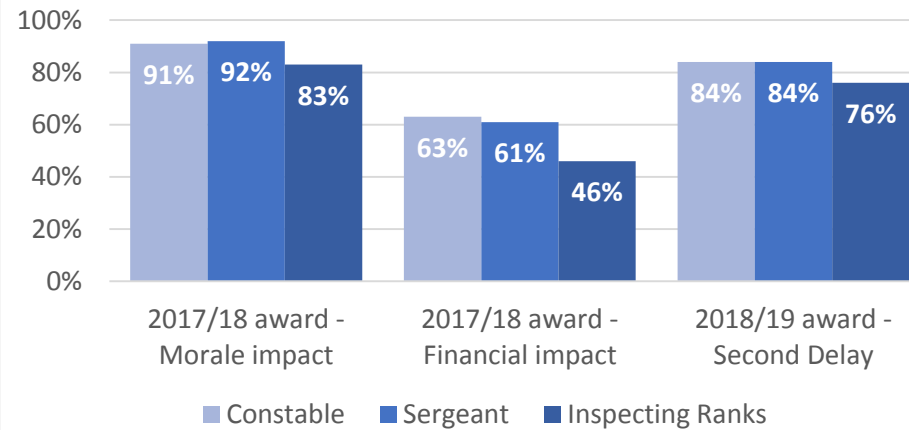
…By Service Length

5.21. The level of dissatisfaction with basic pay was highest for those in their probationary years, at 75%, and was lowest for those with 6-10 years' service and for those with more than 30 years' service, at 50% dissatisfaction. In contrast, dissatisfaction with allowances was lowest for those in their probationary years, at 49%, and highest for those with between 16-20 years' service, at 72%. Dissatisfaction with overall remuneration was high for those in the first two years' service (64%), as well as for those with between 11 and 25 years' service, with an average of 66% of respondents.

5.22. The percentage of respondents reporting dissatisfaction with pension shows an interesting pattern. Comparatively speaking, respondents in their probationary years and those with 3-5 years' service report low levels of dissatisfaction with their pension, at 21% and 46% respectively. The proportion of respondents reporting dissatisfaction increases to 75% for those with between 6-10 years' service and remains above 70% for officers with between 11 and 25 years' service. There is a significant decline to 27% of respondents with 26-30 years' service and 32% of those over 30 years' service. Owing to the recent changes to pension arrangements in 2015, the lower levels of dissatisfaction for respondents towards the end of their career is in line with the tapered protections provided, whilst those in their mid-career, with no protections applied, are the most dissatisfied.

5.23. The percentage of respondents reporting dissatisfaction with the value of On-Call allowance is high across the service length profiles. Dissatisfaction with the value of mileage payments increases with service length to a high of 67% of respondents with more than 30 years' service and is lowest for those with between 3-5 years' service, at 21%.

5.24. The impact of the delay in implementing the 2017/18 pay award on service morale was reported most commonly by mid-career respondents, including 93% of respondents with between 11-15 years' service and 95% of those with between 16-20 years' service. This was lowest for respondents in their probationary years, at 70%. Similarly, the financial impact of this delay in 2017/18 was highest for mid-career respondents, reaching a high of 67% of respondents with between 16-20 years' service, and a low of 48% of respondents in their probationary years. The negative impact of a second delay in the implementation of the pay award was highly reproted by respondents across the service length profile, at almost three quarters of all categories.

Dissatisfaction with basic pay...by service length, %

Service length	%
0-2 years	75%
3-5 years	61%
6-10 years	50%
11-15 years	63%
16-20 years	63%
21-25 years	66%
26-30 years	60%
Over 30 years	50%
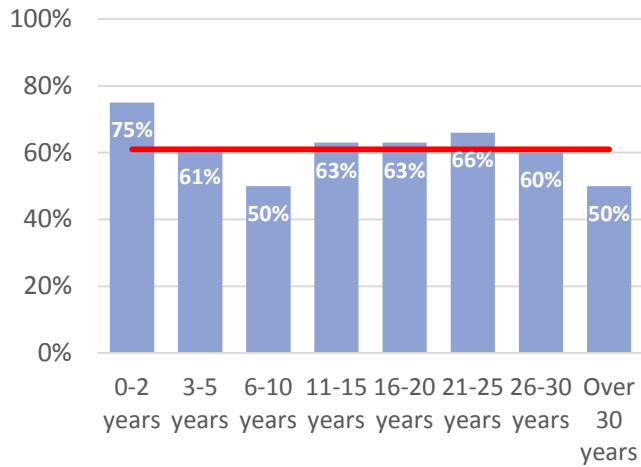
Dissatisfaction with value of mileage payments...by service length, %

Service length	%
0-2 years	30%
3-5 years	21%
6-10 years	31%
11-15 years	42%
16-20 years	53%
21-25 years	50%
26-30 years	46%
Over 30 years	67%
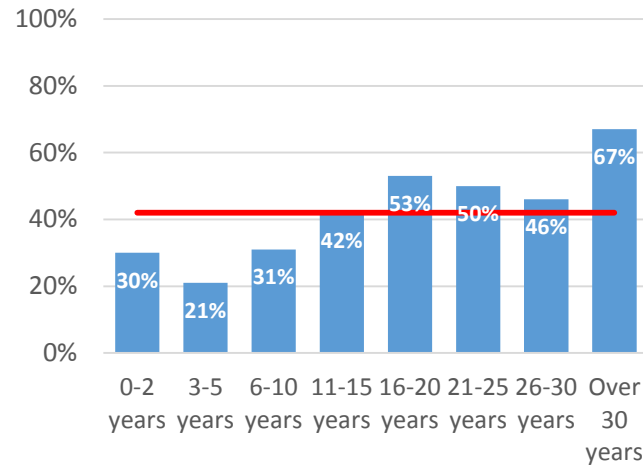
Dissatisfaction with allowances...by service length, %

Service length	%
0-2 years	49%
3-5 years	59%
6-10 years	52%
11-15 years	61%
16-20 years	72%
21-25 years	64%
26-30 years	56%
Over 30 years	52%
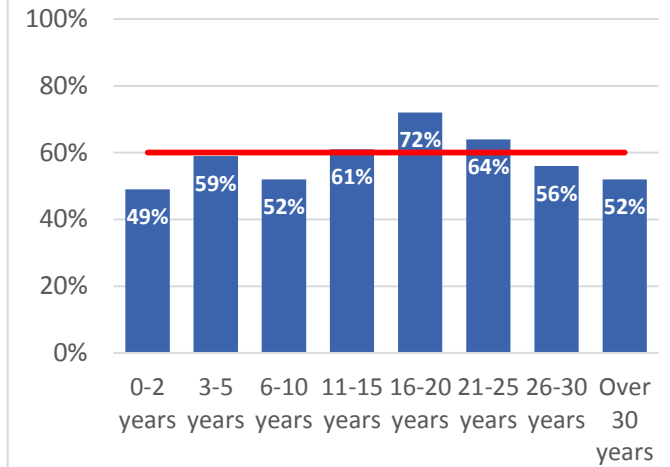
Dissatisfaction with overall remuneration....by service length, %

Service length	%
0-2 years	64%
3-5 years	58%
6-10 years	53%
11-15 years	62%
16-20 years	69%
21-25 years	68%
26-30 years	59%
Over 30 years	52%
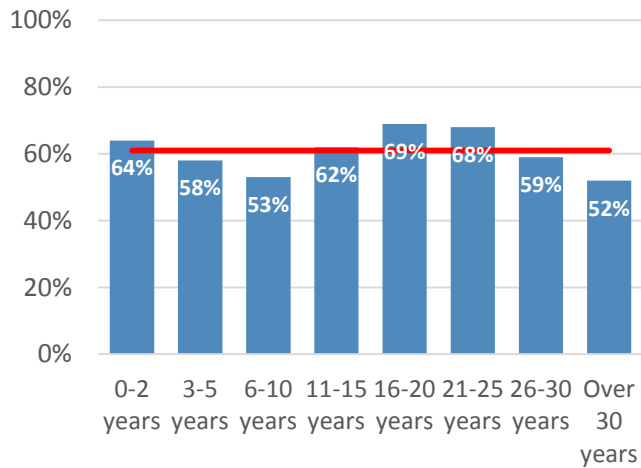
Dissatisfaction with on-call allowance...by service length, %

Service length	%
0-2 years	
3-5 years	64%
6-10 years	70%
11-15 years	80%
16-20 years	77%
21-25 years	80%
26-30 years	70%
Over 30 years	72%
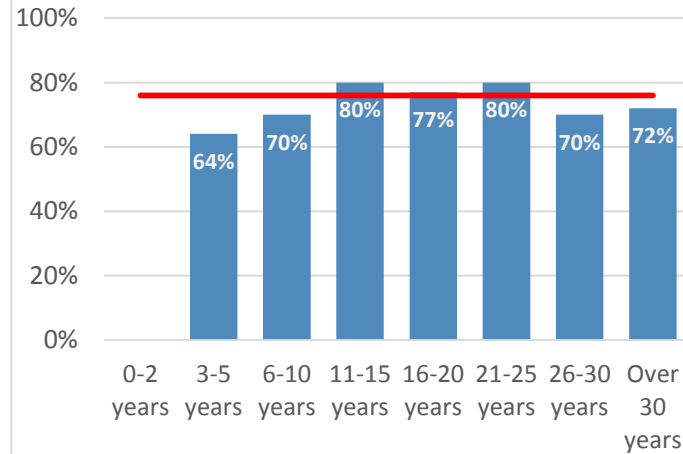
Dissatisfaction with pension...by service length, %

Service length	%
0-2 years	21%
3-5 years	46%
6-10 years	75%
11-15 years	79%
16-20 years	79%
21-25 years	73%
26-30 years	27%
Over 30 years	32%

79
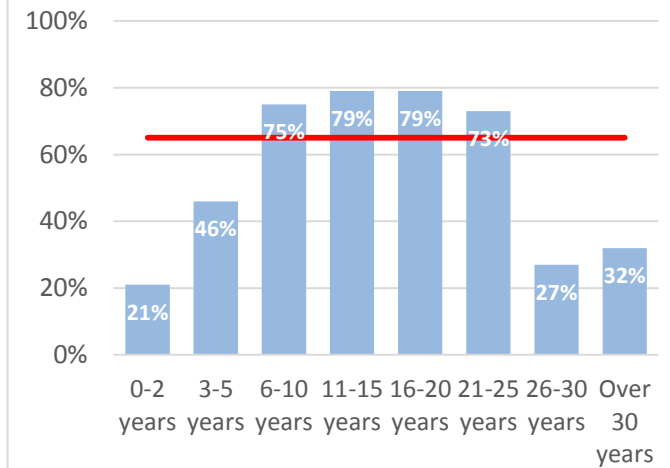
…By Role

5.25. Respondents from Operational Support, Training, Crime Ops and Neighbourhood Policing reported the highest levels of dissatisfaction in basic pay, allowances and overall remuneration. Respondents from Call Management / CTC / Criminal Justice and Custody were the least likely to report feeling dissatisfied across each of these areas. The proportion of respondents who reported dissatisfaction with their pension was high across all roles, including 70% of respondents in Operational Support and 68% of respondents in Training and Crime Ops.

5.26. The percentage of respondents in each role profile who expressed a dissatisfaction with the value of CRTP was roughly similar, with the highest percentage reported by Operational Support, at 37%, whilst respondents from Custody reported the lowest percentage at 30%. 100% of respondents from Custody and 100% of respondents from training noted their dissatisfaction with the value of the On-Call allowance, followed by 88% of respondents in Neighbourhood Policing and 82% of those in Operational Support. At 58%, the percentage of respondents in Local Policing who said they were dissatisfied with this allowance was the lowest. Dissatisfaction with the value of mileage payments was highest for respondents in Training (57%) and custody (52%). Local Policing officers were the least likely to report dissatisfaction with this payment, at 30%.

5.27. The negative impact of the delay in receiving the 2017/18 pay award was most commonly reported by respondents from Operational Support and Training, with 95% of those in Operational Support reporting a negative impact upon morale and 72% a negative financial impact. Respondents from these two roles were also the most likely to report an overall negative impact from the delay in receiving the 2018/19 pay award.

Dissatisfaction with value of CRTP...by role, %

NPT	35%
LPT	32%
Call Management / ...	34%
Custody	30%
Operational Support	37%
Crime Ops	34%
Training	33%

Dissatisfaction with value of mileage...by role, %

NPT	44%
LPT	30%
Call Management / ...	38%
Custody	52%
Operational Support	48%
Crime Ops	48%
Training	57%

Dissatisfaction with value of On-Call...by role, %

NPT	88%
LPT	58%
Call Management / ...	67%
Custody	100%
Operational Support	82%
Crime Ops	76%
Training	100%

Fair Pay & the Cost of Living

5.28. The previous section outlined the views expressed by serving PSNI officers in 2018 regarding pay & allowances, a key determinant of job satisfaction. However, an exploration of these views should also be considered alongside an understanding of the perception of fairness and of the cost of living, providing much needed context to an understanding of satisfaction with pay. This section explores this perception of fairness through the lens of distributive justice, or the fairness with which distributions or allocations are made in the workplace[xxx]. Three items developed by Price and Mueller (1986) and utilised by the PFEW in their Pay and Morale surveys have been used here. The three items include the consideration of distributive justice with regards to the hazards faced at work, the stresses and strains of the job and the level of experience and training. A 5-point Likert s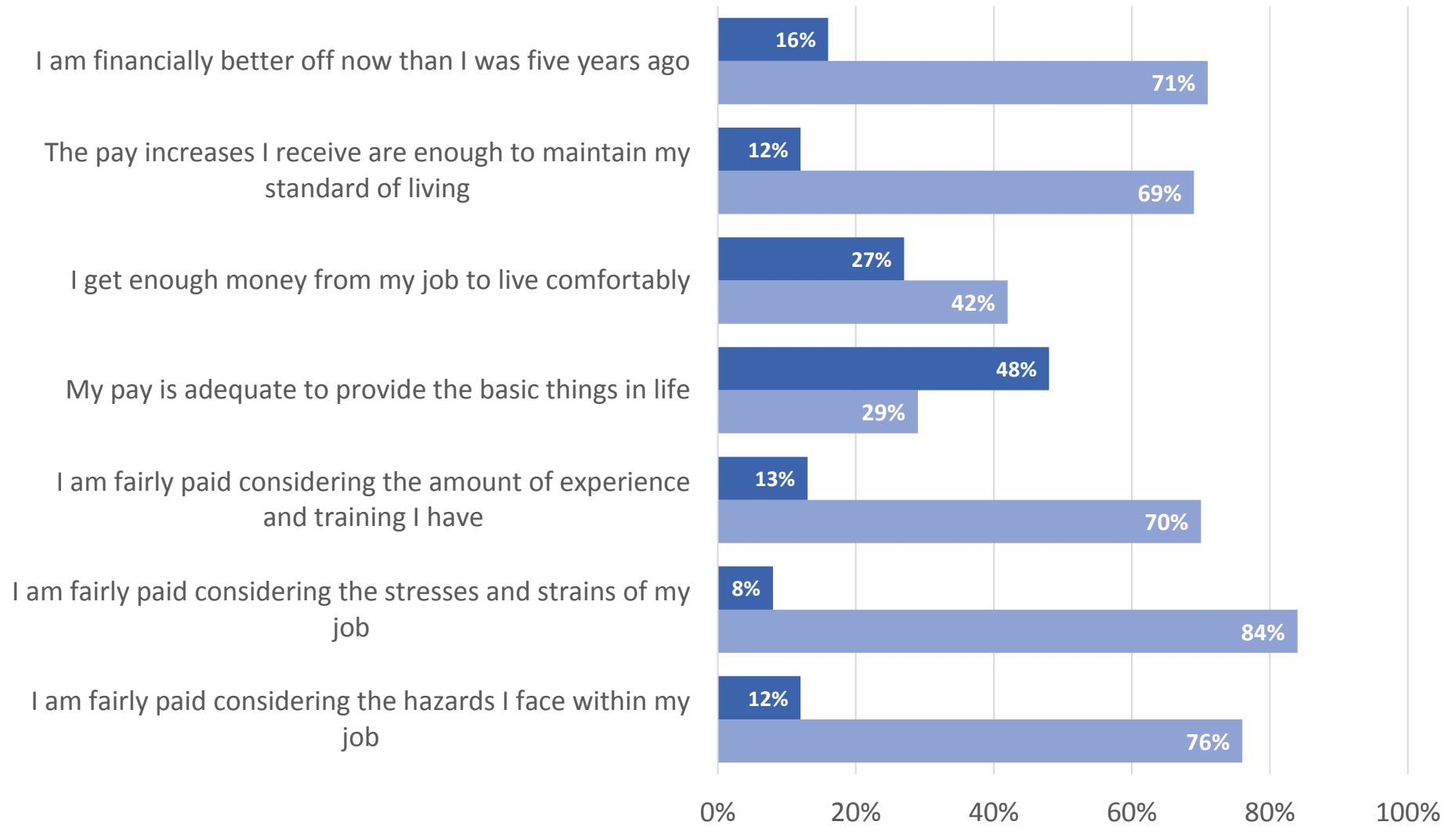cale was provided including, *(i) strongly disagree, (ii) disagree, (iii) neither agree nor disagree, (iv) agree and, (v) strongly agree*.

5.29. Four additional items from the PFEW Pay and Morale Surveys have been included to further probe the issue of fairness of and satisfaction with pay. The inclusion of these items provide a broader consideration of pay, identifying how police officers view their financial circumstances by asking respondents if they feel their pay is '*adequate to provide the basic things in life*' or if they think they '*get enough money to live comfortably*'. Agreement or disagreement regarding perception of financial improvements overtime highlights the impact of changing cost of living circumstances, whilst a perception that pay increases have enabled the maintenance of standards of living is an indication of a fulfilment of the psychological contract between the employer and employee. Each of these items was measured on the same 5-point Likert scale identified above.

5.30. **At least 70% of all respondents disagreed with the each of three fairness of pay measurements, identifying a widespread view of unfairness regarding police pay**. 70% of respondents disagreed that they are fairly paid considering their experience and training, whilst 13% agreed. 76% disagreed that they are fairly paid considering the hazards they face in their job and 12% agreed with this statement. Respondents were most likely to disagree that they are fairly paid considering the stresses and strains of their job, at 84%, whilst just 8% agreed.

5.31. **29% of respondents disagreed that their pay is adequate to provide the basic things in life** whilst 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, whilst **71% said that they are not financially better off now compared to their financial circumstances of five years ago.**

Proportion of respondents who agree and disagree, %

I am financially better off now than I was five years ago — 16% / 71%

The pay increases I receive are enough to maintain my standard of living — 12% / 69%

I get enough money from my job to live comfortably — 27% / 42%

My pay is adequate to provide the basic things in life — 48% / 29%

I am fairly paid considering the amount of experience and training I have — 13% / 70%

I am fairly paid considering the stresses and strains of my job — 8% / 84%

I am fairly paid considering the hazards I face within my job — 12% / 76%

"…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)

Change Over Time

5.32. Four of the seven items used to measure fairness of pay and the cost of living were previously analysed as part of the first PFNI Workforce Survey in 2015. The percentage of respondents who disagreed that they are fairly paid considering the hazards they face has remained the same since 2015, at 76%. There has been a 4pps increase in the percentage who disagreed that they are fairly paid considering the stresses and strains of their job, up from 80% in 2015 to 84% in 2018.

	2018		2015	
	Disagree	**Agree**	**Disagree**	**Agree**
I am fairly paid considering the hazards I face within my job	76%	12%	76%	12%
I am fairly paid considering the stresses and strains of my job	84%	8%	80%	10%
I am fairly paid considering the amount of experience and training I have	70%	13%	50%	24%
The pay increases I receive are enough to maintain my standard of living	69%	12%	73%	10%

5.33. The percentage of respondents who disagreed that they are fairly paid considering the amount of experience and training they have has increased by 20pps, from 50% to 70%. There has also been a decline in the percentage who agreed with this, from 24% to 13%. The impact of pay increases and the maintenance of living standards has declined since 2015 when 73% of people disagreed to 2018 where 69% of respondents disagreed.

Comparisons
…With other Police Forces in England and Wales

5.34. Questions regarding the cost of living were not included in the PFEW 2017 Pay and Morale Survey, as such this comparison focusses solely on the fairness of pay questions. The impact of work related hazards and stress / strain on the perception of fairness in pay provided similar results from NI and England and Wales. 77% of respondents in England and Wales in 2017 disagreed that they are fairly paid considering the hazards they faced, compared to 76% in NI. Furthermore, 87% of respondents in England and Wales disagreed that they are fairly paid considering the stresses and strains of their job, compared to 84% in NI. It is worth noting that police officers in NI receive an annual payment of £3,225 (known as the Northern Ireland Transitional Allowance) which acknowledges the unique and dangerous policing environment in NI associated with working under a 'SEVERE' terrorist threat. Such a payment is not available in England and Wales.

	NI 2018		England & Wales 2017	
	Disagree	Agree	Disagree	Agree
I am fairly paid considering the hazards I face within my job	76%	12%	77%	13%
I am fairly paid considering the stresses and strains of my job	84%	8%	87%	8%
I am fairly paid considering the amount of experience and training I have	70%	13%	66%	21%

5.35. In contrast to these results, respondents in NI were more likely to disagree that they are fairly paid considering their experience and training, at 70% relative to 66% in England and Wales in 2017. All police officers in NI are routinely armed, meaning an additional level of training from that undertaken by police officers in England and Wales.

Workforce Characteristics
…By Rank

5.36. Constables were the most likely to disagree that they are fairly paid considering the hazards they face (79%) and the stresses and strains of their job (85%), followed by Sergeants, 72% and 82% respectively and respondents in the Inspecting ranks, at 60% and 73% respectively. A similar proportion of Constables and Sergeants disagreed that they are fairly paid considering their experience and training (71% and 70% respectively), whilst the Inspecting ranks had the lowest level of disagreement, at 63%.

Proportion of respondents who disagree...by rank, %

	Constable	Sergeant	Inspecting Ranks
I am fairly paid considering the hazards I face within my job	79%	72%	60%
I am fairly paid considering the stresses and strains of my job	85%	82%	73%
I am fairly paid considering the amount of experience and training I have	71%	70%	63%
My pay is adequate to provide the basic things in life	32%	24%	14%
I get enough money from my job to live comfortably	46%	36%	26%
The pay increases I receive are enough to maintain my standard of living	69%	69%	64%
I am financially better off now than I was five years ago	70%	71%	75%

5.37. Constables were 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.

5.38. The impact of pay increases on 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 than 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.

…By Service Length

5.39. The percentage of respondents who disagreed that they are fairly paid considering the hazards and the stresses / strains of their jobs decline with service length, from highs of 87% and 92% respectively of respondents in their probationary years to 68% and 77% respectively of respondents with more than 30 years' service. In contrast, the level of disagreement regarding fair pay and experience and training increases with service length, a recognition of the increased level of experience and training required by police officers as their careers advance.

5.40. The percentage of respondents who disagreed that they are financially better off now than five years ago and that their pay rises are enough to maintain their standard of living shows a general increase with service length, from lows of 44% and 50% respectively for probationers, to highs of 84% and 78% respectively for respondents with 16-20 years' service. The proportion of respondents who disagreed that they have enough money to live comfortably was the highest for probationers (55%), before declining for early career officers. The level of disagreement from respondents that their pay is adequate to provide the basic things in life was comparatively low across the service length profile, ranging from 33% of respondents in their probationary years, to 24% of those with between 3-10 years' service and 28% of those with more than 26 years' service.

Proportion of respondents who disagree...by service length, %

My pay is adequate to provide the basic things in life

I get enough money from my job to live comfortably

The pay increases I receive are enough to maintain my standard of living

I am financially better off now than I was five years ago

Proportion of respondents who disagree...by service length, %

I am fairly paid considering the hazards I face within my job

I am fairly paid considering the stresses and strains of my job

I am fairly paid considering the amount of experience and training I have

…By Role

5.41. Respondents from Call Management / CTC / Criminal Justice were the least likely to disagree with six of the seven measures on fairness of pay and the cost of living. The single item they were not the least like to disagree with was '*I am financially better off now than I was five years ago*', rather respondents in Local Policing (56%) and Custody (58%) were the least likely to disagree with this.

5.42. 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.

5.43. The inadequacy of pay to provide the basic things 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).

Proportion of respondents who disagree...by role, %

- I am financially better off now than I was five years ago — 83%, 56%
- The pay increases I receive are enough to maintain my standard of living — 77%, 61%
- I get enough money from my job to live comfortably — 47%, 32%
- My pay is adequate to provide the basic things in life — 36%, 22%
- I am fairly paid considering the amount of experience and training I have — 77%, 60%
- I am fairly paid considering the stresses and strains of my job — 90%, 72%
- I am fairly paid considering the hazards I face within my job — 81%, 59%

Legend: Training ■ Crime Ops ■ Operational Support ■ Custody ■ Call Management / CTC / Criminal Justice ■ LPT ■ NPT

CRTP Review

5.44. The Competency Related Threshold Payment (CRTP) is a payment awarded to Federated Police Officers who have served at least one year at the top of their pay scale and who perform to acceptable standards across 4 National Standards. Following a recommendation made by the Winsor Review in 2010[xxxi] CRTP was withdrawn from the police pay and benefits package in England and Wales in 2013. Officers serving in NI retained this payment for a further five years, pending a comprehensive review in 2018 with implementation in 2019.

5.45. As part of this review process, respondents were asked a number of questions relating to CRTP, as such these questions have been developed specifically by the PFNI. Respondents were asked to identify if they were aware that CRTP was under review, this was a binary '*yes, no*' question. Respondents in receipt of CRTP were asked to identify how important the payment is to them (as a workplace motivator and on morale) using a 5-point Likert scale including; *(i) not at all important, (ii) not so important, (iii) somewhat important, (iv)very important and, (v) extremely important*. All respondents, including those not in receipt of CRTP were also asked to highlight how important CRTP is as part of the overall reward package given to police officers. The same 5-point Likert scale was presented.

5.46. 60% of respondents said that they were receiving CRTP, 39% said that they were not receiving the payment and 1% said that they were unsure. 70% of recipients were male and 30% were female. 30% of recipients were aged under 41, 43% were aged 42-49 years old and 27% were aged 50 or over. 39% of recipients had less than 16 years' service, 37% had between 16 and 25 years' service and 24% had more than 26 years' service. Constables accounted for 78% of those in receipt of CRTP, Sergeants accounted for 16% and the remaining 6% were in the Inspecting ranks. 58% of respondents were aware that CRTP is under review, increasing to 61% of those who are in receipt of the payment.

5.47. **94% of respondents who reported being <u>in receipt</u> of CRTP reported that, as a workplace motivator and with regards to the impact of the payment on morale, CRTP is a very or extremely important payment**. This includes 63% of respondents who said that the payment is extremely important.

Importance of CRTP to those who receive it, %
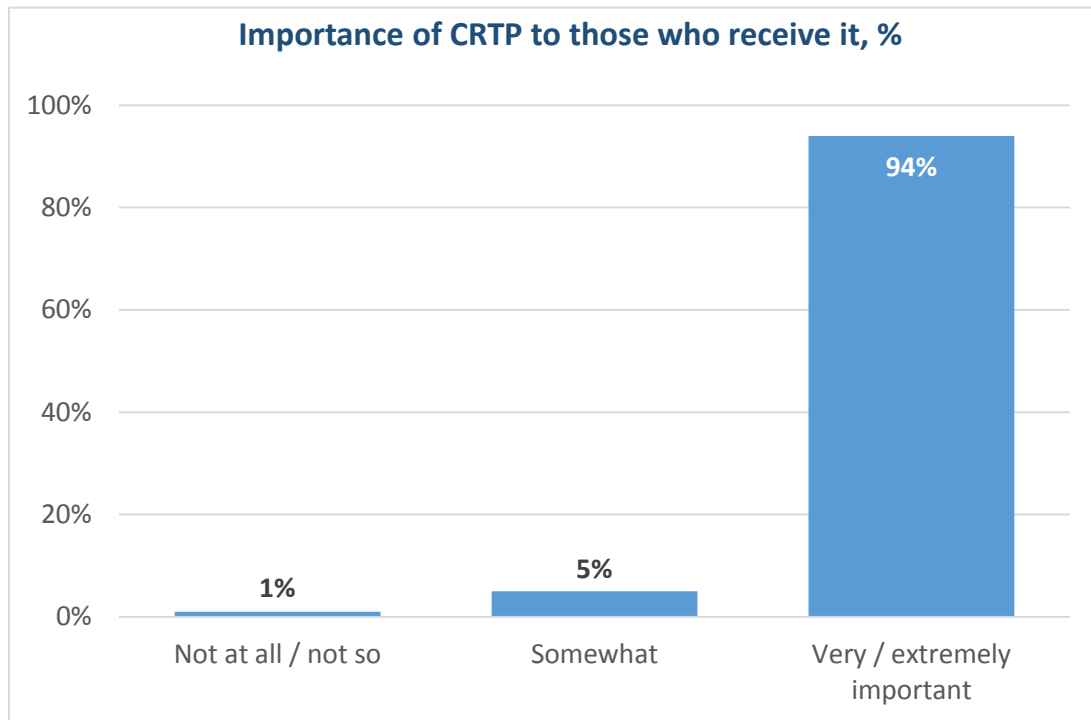
5.48. 94% of the Constables and Sergeants who are in receipt of CRTP noted the importance of CRTP in these key areas (i.e. as a workplace motivator and on morale), whilst 86% of respondents in the Inspecting ranks who are in receipt of CRTP said the payment is very or extremely important. The importance of the payment in these areas declined with service length, from 97% of respondents with between 11-15 years' service and who are in receipt of CRTP to 85% of respondents with more than 30 years' service and receiving CRTP. Respondents from Local Policing and Operational Support were the most likely to report CRTP as very or extremely important, at 96%. Respondents in Custody were the least likely, with 85% of those in receipt selecting very or extremely important.

5.49. Respondents not in receipt of CRTP were also asked their views regarding the importance of CRTP as part of the overall reward package available to police officers. **87% of these respondents said that CRTP is a very or an extremely important part of the overall reward package**. 10% reported that it is somewhat important and 3% said that it is not so important or not at all important.

Importance of CRTP to those not in receipt, %

- Not at all / not so: 3%
- Somewhat: 10%
- Very / extremely important: 87%
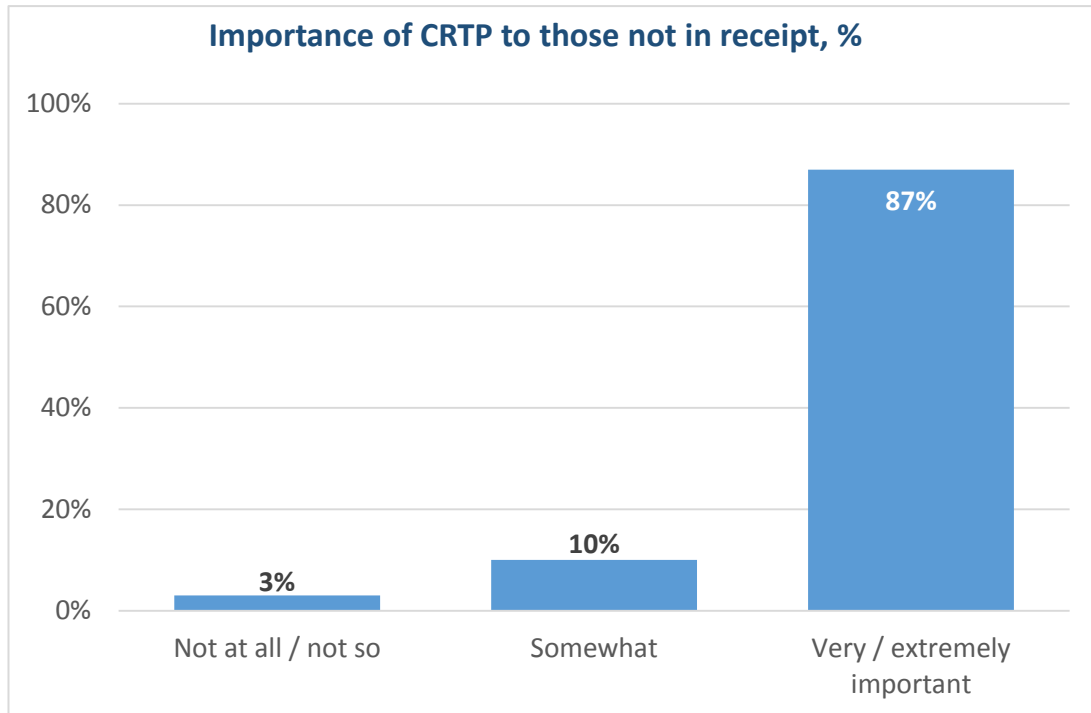
> *"I think the loss of CRTP will have a massive negative effect on the police and the morale within the organisation"*
>
> *(Male, Constable, 11-15 years' service)*

> *"…losing CRTP would be like a pay cut at a time when I feel less well off than I did 5 years ago"*
>
> *(Male, Inspector, 11-15 years' service)*

> *"Review of CRTP may have a significant effect on my decision when to retire because if it is taken away or becomes non-pensionable it would have a detrimental effect on my lump sum / pension so it may be better to retire before this happens"*
>
> *(Male, Constable, 21-25 years' service)*

> *"Removal of CRTP and a lack of pay increase would make it not financially viable for me to stay in the police due to rising living costs"*
>
> *(Male, Constable, 11-15 years' service)*

6. Wellbeing

6.1. The issue of wellbeing was reported upon on only briefly in the first PFNI Workforce Survey in 2015, with reference made to the impact of health and wellbeing on respondents' intention to leave the service, with 67% of respondents identifying this as a major influencer. This was second only to the impact of low morale. However, one of the key outcomes to stem from the publication of the 2015 report was the requirement for a greater focus on officer wellbeing. In the intervening years both the PFNI and the PSNI have developed projects aimed at educating and training officers about elements of their mental health and wellbeing, as well as the development of preventative measures and improved early intervention schemes. It is therefore unsurprising that in 2018 the issue of Wellbeing emerges as a key concept within the second PFNI Workforce Survey. The results from this survey will act as a benchmark for the on-going measurement of wellbeing across the PSNI.

6.2. Wellbeing refers to a state of mind as well as a state of physical being which together give rise to '*how people feel and how they function, both on a personal and social level*'[xxxii]*. However, w*ellbeing has also become an increasingly important concept within the *workplace*, with growing recognition that happy and healthy employees are linked to improved productivity, decreased absenteeism[xxxiii] and to improvement in workplace morale. This survey included a measure of mental wellbeing as well as a measurement of presenteeism and leaveism; two key indicators of welfare within the workplace. A more detailed outline of these two measures will be provided in their respective sections which follow.

6.3. The Short Warwick-Edinburgh Mental Wellbeing Scale (SWEMWBS) was included within this survey in order to provide a measure of mental wellbeing across the sample whilst also enabling between group comparisons. 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[xxxiv].

6.4. 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*[xxxv]'. The 7 items are positively worded items including; *I've been feeling optimistic about the future, I've been feeling useful, I've been feeling relaxed, I've been dealing with problems well, I've been thinking clearly, I've been feeling close to other people* and *I've been able to make my own mind up about things*. 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.*

6.5. 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.

6.6. A list-wise deletion technique was utilised in the analysis of this data, meaning only those cases which were *fully* completed were included in the analysis. The final number of cases included in this analysis is 2,256. **The final transformed SWEMWBS score for the total sample population was 19.48** (with a 95% confidence interval of 19.34 and 19.62, standard deviation = 3.4). A one-sample t-test was run to determine if the wellbeing score for the sample group is statistically different from the wellbeing score for the Northern Ireland population in 2015/16. The sample group score (19.48) was determined to be normally distributed, as assessed graphically via Q-Q plot analysis. The mean wellbeing score (19.48 ± .28) for the sample group is lower than the NI average, which when measured on the same 7-point scale provided a population mental wellbeing score of 25.6 in 2015/16[xxxvi]. This produces a statistically significant difference of -6.12 ((95% CI, -6.26 to -5.98) (t (2255) = -85.49, p=.000)) and identifies that the difference in **the mental wellbeing scores between the two population groups (i.e. the NI population and PSNI officers) is statistically different**.

6.7. The results provided in responses to the 7 items from the SWEMWBS are provided below. 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.

	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**

> *"Serious impact on health and wellbeing due to increased pressures, shifts, work/life balance…as a Supervisor I am constantly concerned about the mental wellbeing of my team"*
>
> *(Female, Sergeant, 11-15 years' service)*
>
> *"Overall this role had effected my self-confidence and mental health inside and outside of work. The expectation of officers are unmanageable and unrealistic"*
>
> *(Female, Constable. 3-5 years' service)*
>
> *"The current ethos of the PSNI supports promotion of wellbeing and mental health services because it has to. I suffer from diagnosed mental health issues and can absolutely confirm that while this support is promoted on glossy advertisements and everyone is made aware, the reality is somewhat different. The services are inaccessible and when finally accessed, are somewhat threatening in my experience. I was told if I didn't get better, my job would be unsustainable. Not very supportive"*
>
> *(Male, Constable, 11-15 years' service)*

Workforce Characteristics

6.8. Analysis has been conducted on the mean wellbeing scores provided, assessing differences in the key workforce characteristics considered throughout this report. In addition, consideration has been given to any differences in wellbeing which might exist based upon the gender of respondents. A comparison of the mean wellbeing scores provided by each of the three ranks identifies that:

- Males recorded a lower wellbeing score than females;
- Average wellbeing scores were lowest for Constables and increased with rank;
- Average wellbeing scores were highest for those in their probationary years, and declined to their lowest point for respondents with 11-15 years' service, before a generalised increase with service length, and;
- Respondents in Training recorded the lowest wellbeing score followed by respondents in Operational Support. The highest scores were recorded by respondents in Crime Operations followed by respondents in Local Policing and Neighbourhood Policing.

6.9. An independent-samples t-test was conducted to compare the mean wellbeing scores for males and females in the sample group. The results provide evidence of a statistically

significant difference in the wellbeing score recorded by males (M=19.27, S.D. 3.38) and females (M=20.00, S.D. 3.37) conditions; t (2248) =-4.69, p=.000. This identifies that **the mental wellbeing scores for males and females serving in the PSNI are statistically different**.

6.10. The results for the analysis of rank, service length and role were analysed by one-way ANOVA. For the analysis of rank, the results provide evidence that there is a statistically significant difference between ranks (F (2, 2253) = 15.8, p = .000). A Tukey post hoc test revealed that the wellbeing scores recorded by Sergeants (M=19.84 ± .62, p=.006) and respondents in the Inspecting ranks (M=20.58 ± .96, p=.000) were statistically higher than that recorded by Constables (M=19.26 ± .33). There is also a statistically significant difference between the wellbeing scores for the Inspecting ranks and Sergeants (p=.033). This highlights that **the mental wellbeing scores recorded by each of the three ranks are statistically different.**

	Mean
Gender	
Male	19.27
Female	20.00
Rank	
Constable	19.26
Sergeant	19.84
Inspecting ranks	20.58
Service length	
0-2 years	21.21
3-5 years	20.19
6-10 years	19.40
11-15 years	19.14
16-20 years	19.47
21-25 years	19.23
26-30 years	19.41
More than 30 years	20.52
Role	
Neighbourhood Policing Team	19.50
Local Policing Team	19.60
CTC / Call Management / Criminal Justice	19.38
Custody	19.47
Operational Support	19.15
Crime Ops	19.61
Training	18.87

6.11. In relation to service length, the results identify that there is **a statistically significant difference in the wellbeing scores reported across the service length profiles** (F (7, 2248) = 6.81, p=.000). However, **no statistical difference was found in the scores recorded by role** (F (6, 2243) =1.31, p.248).

Presenteeism

6.12. 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[xxxvii]. It is reported that presenteeism can be more costly than absenteeism, which can be accounted for in 'time off' whilst presenteeism, which can be more difficult to quantify, can lead to longer term losses in productivity and reduced output. Research has identified important links between presenteeism health decline and burnout[xxxviii] with a subsequent impact upon levels of absenteeism[xxxix]. Understanding levels of presenteeism within the PSNI is therefore a key outcome from this study and is a key element of an exploration of issues associated with wellbeing and welfare within the workplace.

6.13. The items used in this survey to measure presenteeism are taken from the PFEW 2016 Demand, Capacity & Welfare Survey, which utilised an adapted version of items relating to presenteeism from Aronsson, Gustafsson and Dallner[xl]. Respondents were asked the following two questions; *In the last 12 months have you gone to work despite feeling that you really should have taken sick leave?* and; *In the last 12 months have you used annual leave or rest days to take time off?* Respondents were asked to consider both of these questions within regards to *(i) your state of physical health* and; *(ii) stress, low mood, anxiety or other problems with your mental health and wellbeing*. To aid comparison with England and Wales, the same 4-point scale was provided, including; *(i) no, never, (ii) yes, once, (iii) yes, 2-5 times and; (iv) yes, more than 5 times*.

6.14. 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. **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%.

Presenteeism, %

	Never	Yes, once	Yes, 2-5 times	Yes, more than 5 times
Physical health	16%	23%	42%	18%
Metal health & wellbeing	31%	13%	29%	27%
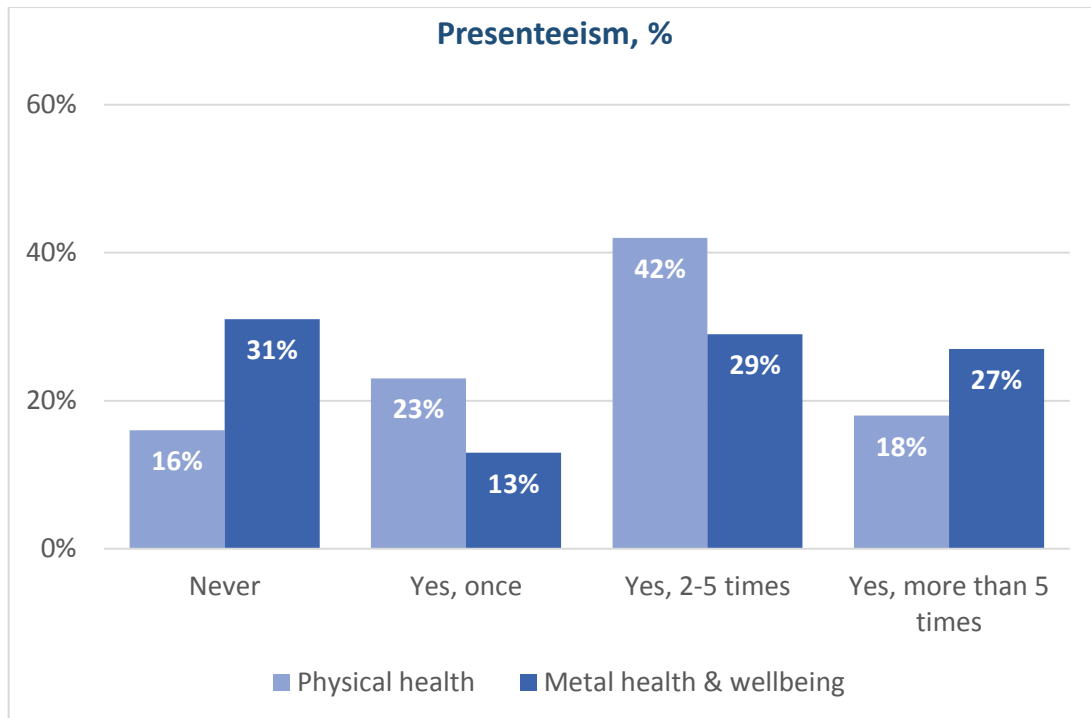
"There is pressure on some people to come off the sick when they are not ready"

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

"…concerns grow over…penalizing genuine sickness and therefore 'forcing ' early returns (not allowing full recoveries) which could then lead to a revolving door of fit/unfit for duty"

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

"…I am someone who suffers from severe depression but I continue to come into work every day, work hard and try to let no one know that I am feeling terrible on occasions"

(Female, Sergeant, 26-30 years' service)

"Officers are, on occasions, pressurised to return to work from a period of sick leave due to the current policies on absent management; which on many occasions is contrary to GP/consultants recommendations"

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

Change Over Time

6.15. This is the first time presenteeism in the PSNI has been measured by the PFNI, as such there is no comparable data to provide a through time analysis. This data will form the benchmark against which future data will be measured in NI.

Comparisons
…With Other Police Forces in England and Wales

6.16. Presenteeism within police forces across England and Wales was measured in 2016 by the PFEW in their Demand, Capacity & Welfare Survey. The results indicate that the level of presenteeism associated with physical health is higher in England and Wales than in NI, with 90% of respondents in England and Wales reporting at least one episode over the previous 12 months. Presenteeism associated with mental health and wellbeing is broadly similar, with 65% of respondents in England and Wales and 69% of respondents in NI reporting at least one episode. However, the results identify that this type of presenteeism occurs more frequently in NI, with 27% reporting at least 5 occurrences, compared to 19% of respondents in England and Wales.

Workforce Characteristics
…By Rank

6.17. The proportion of respondents who reported at least one episode of presenteeism did not alter significantly by rank. Presenteeism associated with physical health was reported by 84% of Constables, 82% of Sergeants and 81% of Inspectors / Chief Inspectors. Presenteeism associated with mental health and wellbeing was also most prevalent for Constables and Sergeants, at 70% and 69% respectively, declining to 62% of respondents in the Inspecting ranks.

At least one episode of presenteeism...by rank, %
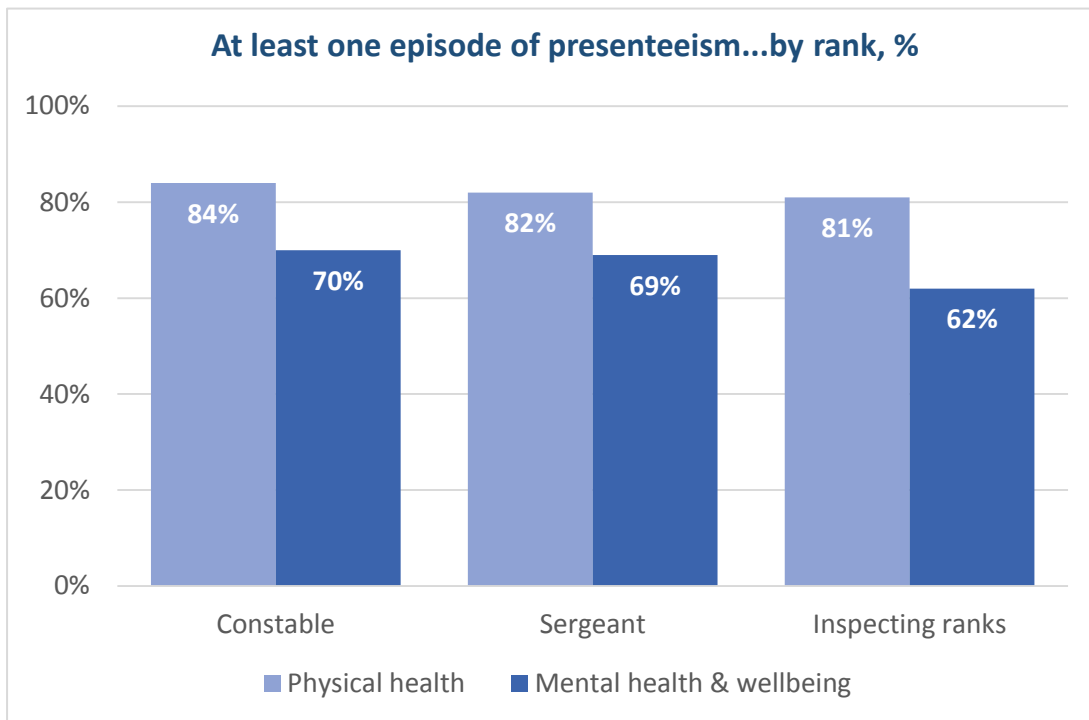
...By Service Length

6.18. Respondents in the early years of their careers were the least likely to report any episodes of presenteeism during the previous 12 months, with 61% of respondents in their probationary years reporting presenteeism due to physical health and 33% due to their mental health and wellbeing. Rates of presenteeism increase with service length to a high of 87% for physical health and 80% for mental health and wellbeing as reported by respondents with 21-25 years' service. The rate of presenteeism associated with physical health remains high for those in the latter stages of their career, but declines for presenteeism associated with mental health and wellbeing.

At least one episode of presenteeism...by service length, %

— Physical health ━ Mental health & wellbeing
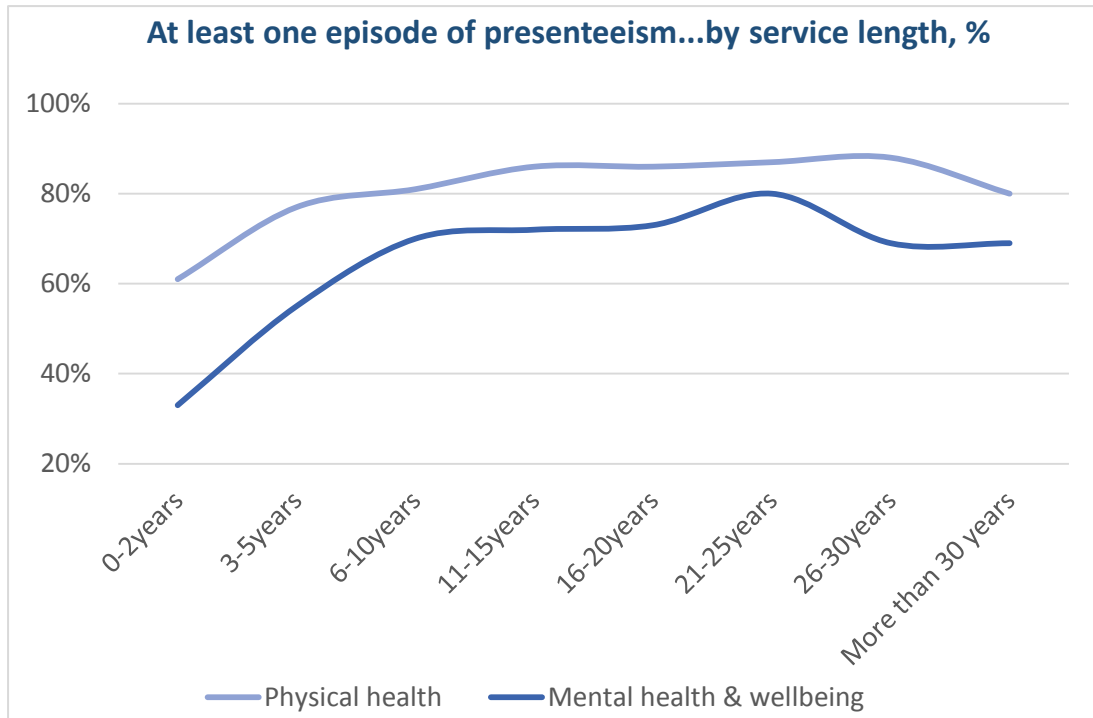
…By Role

6.19. At least 80% of respondents in each role reported at least one occasion of presenteeism associated with their physical health during the previous 12 months. At 89%, the percentage of respondents in Operational Support and Training were the most likely to report this, while respondents in Crime Ops were the least likely, at 83%, followed by Custody at 84%. Respondents in Training and Custody were the most likely to report presenteeism associated with mental health and wellbeing, with 81% and 80% of respondents reporting this. In contrast, respondents in Local Policing were the least likely to report presenteeism owing to the mental health and wellbeing (63%).

Leaveism

6.20. 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[xli]. This concept and the items used to measure it provide an additional measure of sickness in the workplace which extend beyond absence from work and presenteeism. This expands current understandings of the impact of sickness on the workplace and conversely can further explain the impact of workplace stress and demand on sickness levels.

6.21. Leaveism was measured using the three definitions highlighted above. These measures were developed by Hesketh and Cooper (2014) and were used by the PFEW in their 2016 Demand, Capacity and Welfare study providing a comparative base for these results. Respondents were asked '*In the last 12 months have you gone to work despite feeling that you really should have taken sick leave due to (a) your state of physical health and, (b) stress, low mood, anxiety or other problems with your mental health and wellbeing'.* A second question sought to understand if annual leave or rest days have ever been used to take time off for either of these two conditions. Respondents had four options to choose from *(i) no, never, (ii) yes, once, (iii) yes 2-5 times and, (iv) yes, more than 5 times*.

6.22. 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**.

6.23. 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.
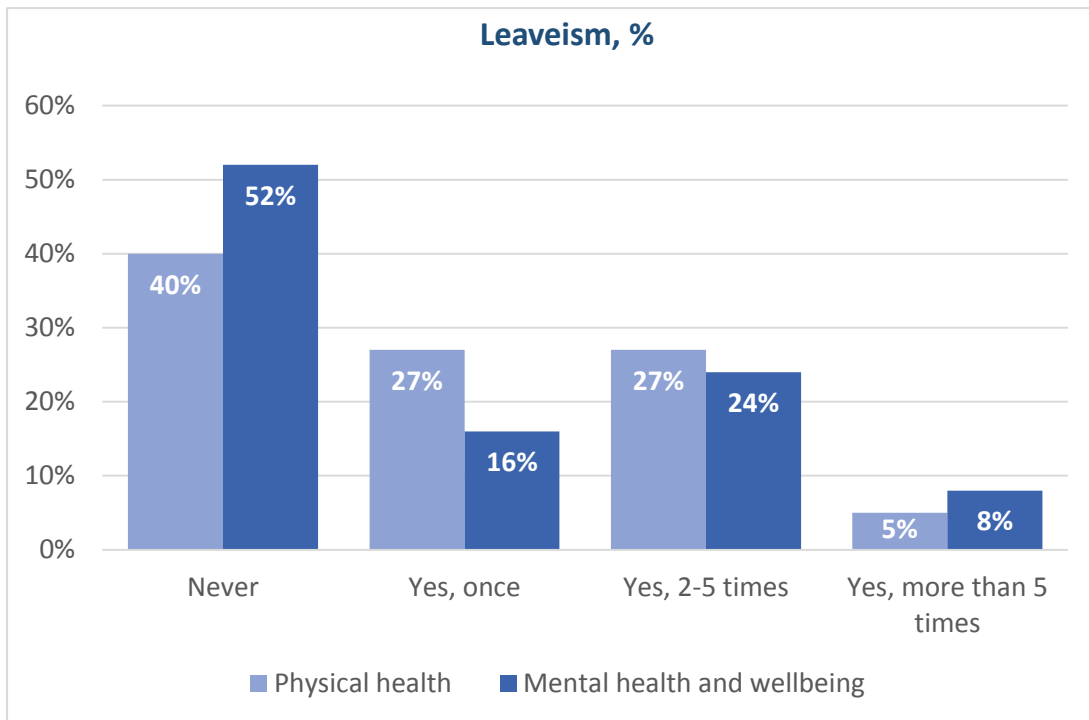
Leaveism, %

Change Over Time

6.24. This is the first time leaveism in the PSNI has been measured by the PFNI, as such there is no comparable data to provide a through time analysis. This data will form the benchmark against which future data will be measured in NI.

Comparisons

…With Other Police Forces in England and Wales

6.25. Leaveism across police forces in England and Wales was measured in 2016 by the PFEW in their Demand, Capacity & Welfare Survey. A comparison of the results indicate that a similar proportion of respondents in England and Wales reported at least one occurrence of leaveism associated with physical health (58%) as in NI (59%). The number of occurrences of leaveism was also broadly the same in the two surveys. However, respondents in NI were more likely to report leaveism associated with their mental health and wellbeing compared to police officers in England and Wales, with 48% of respondents in NI and 41% in England and Wales.

6.26. Respondents in NI were more likely to report that they have taken work home which could not be completed in their normal working hours (56%) and that they have worked whilst on annual leave in order to catch up (48%) than respondents in England and Wales (50% and 41% respectively). There was a broad level of similarity in the

proportion of respondents who reported that this happened often or always, with 15% and 10% in NI compared to 13% and 8% in England and Wales.

Workforce Characteristics
…By Rank

6.27. There was little difference in the proportion of respondents in each rank who reported leaveism associated with their physical health, with 61% of Constables, 59% of Sergeants and 61% of those in the Inspecting ranks reporting that they have had at least one period of leaveism during the previous 12 months. Sergeants were the most likely to report leaveism associated with their mental health and wellbeing, at 51%, compared to 48% of Constables and 38% of respondents from the Inspecting ranks.

6.28. Respondents in the Inspecting ranks were the most likely to report taking work home which could not be completed within their normal working hours, with 33% of Inspectors / Chief Inspectors reporting this as occurring *often* or *always*. This compares to 17% of Sergeants and 12% of Constables who selected *often* or *always*. A similar trend was evident for those who reported working during annual leave in order to catch up, with 23% of respondents in the Inspecting ranks selecting *often* or *always*, declining to 12% of Sergeants and 9% of Constables.

…By Service Length

6.29. The percentage of respondents who reported at least one episode of leaveism associated with either their physical health or their mental health and wellbeing increased from a low of 33% and 17% respectively for respondents in their probationary years to a high of 67% and 52% for those with 16-20 years' service. The percentage of respondents declined slightly to 54% and 42% respectively of respondents with more than 30 years' service.

6.30. There was little variance in the percentage of respondents who reported that they have taken work home which could not be finished in their normal working hours, ranging from 52% of those in probation to 59% of those with between 3 and 10 years' service. The percentage of respondents who reported that they worked on their annual leave in order to catch up was also high for those in their early career, at 54% of probationers and 57% of those with 3-5 years' service. This then declined to 44% of those with 26-30 years' service.

At least one episode of leaveism...by service length, %
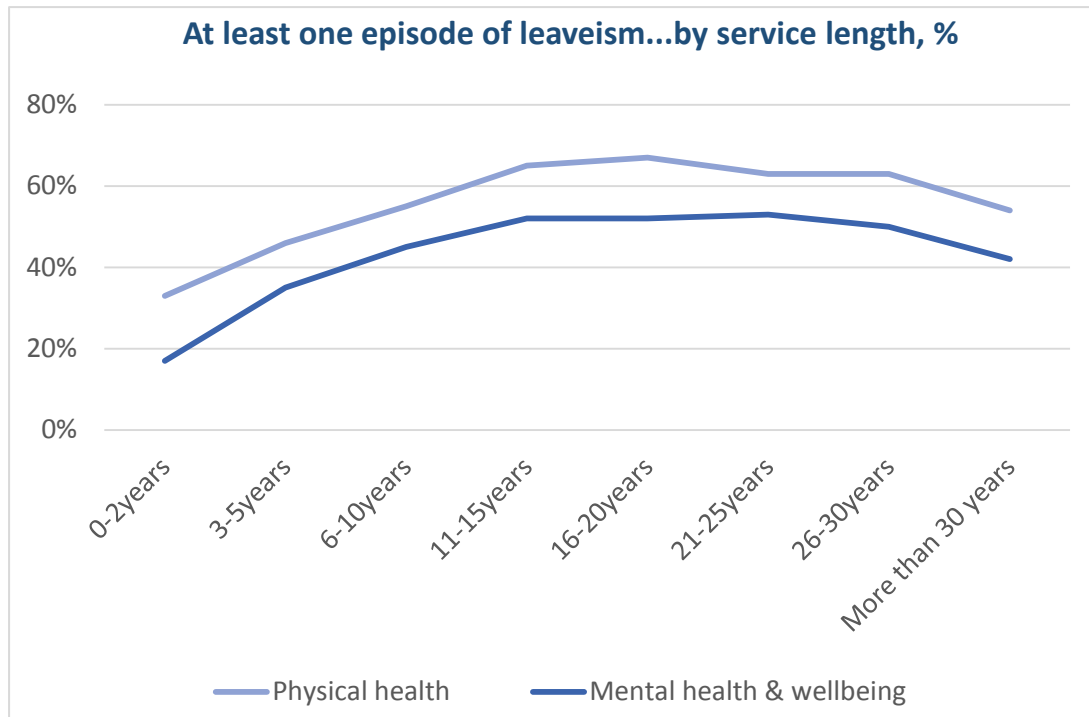
...By Role

6.31. Respondents from Operational Support (68%) and Training (65%) were the most likely to report leaveism based upon their physical health, whilst respondents from Local Policing (54%) and Custody (53%) were the least likely. In contrast, respondents from Custody were the most likely to report leaveism associated with their mental health and wellbeing (65%), whilst Local Policing were the least likely (39%). At 80%, the proportion of respondents from Training were the most likely to take work home which could not be completed in their normal working hours and also the most likely to report that they worked whilst on annual leave (62%). At the lower end of the scale, respondents from Custody were the least likely to report taking work home (32%), whilst those from CTC / Call Management / Criminal Justice were the least likely to report working whilst on annual leave (33%).

At least one episode of leaveism…by role, %

Worked on annual leave in order to catch up — 62%, 33%

Taken work home that cannot be completed in my normal working hours — 80%, 32%

Leaveism - Mental health & wellbeing — 65%, 39%

Leaveism - Physical health — 68%, 53%

Legend: Training, Crime Ops, Operational Support, Custody, CTC / Call Management / Criminal Justice, LPT, NPT

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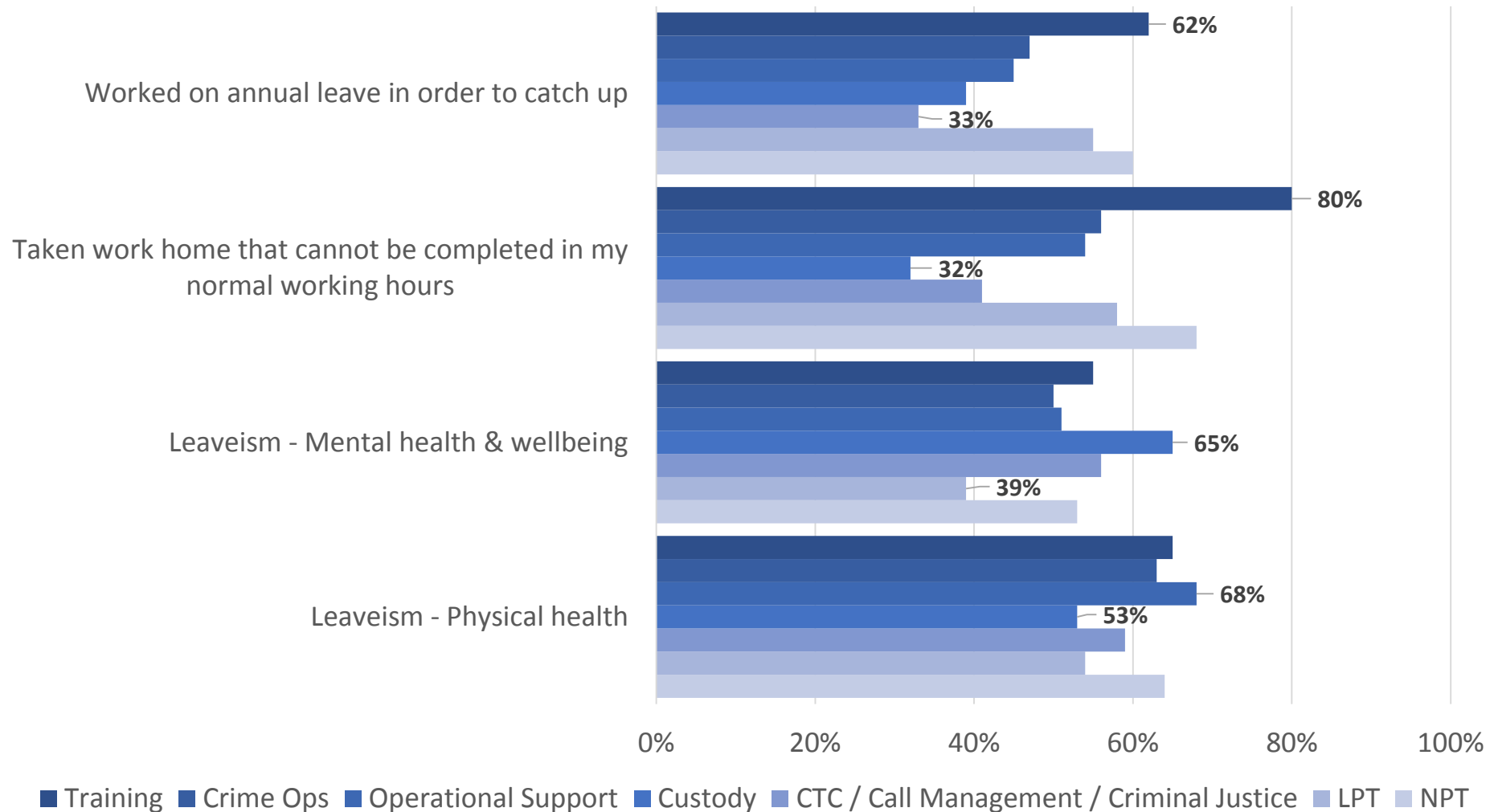
Work-life balance and wellbeing

6.32. **More than half of all respondents disagreed that they are able to maintain a balance between their working life and their personal life**, whilst 21% of respondents said that they are able to do so. However, **80% of respondents disagreed that the PSNI is very concerned with their wellbeing**, with just 4% agreeing that they are.

Level of agreement regarding welfare statements, %
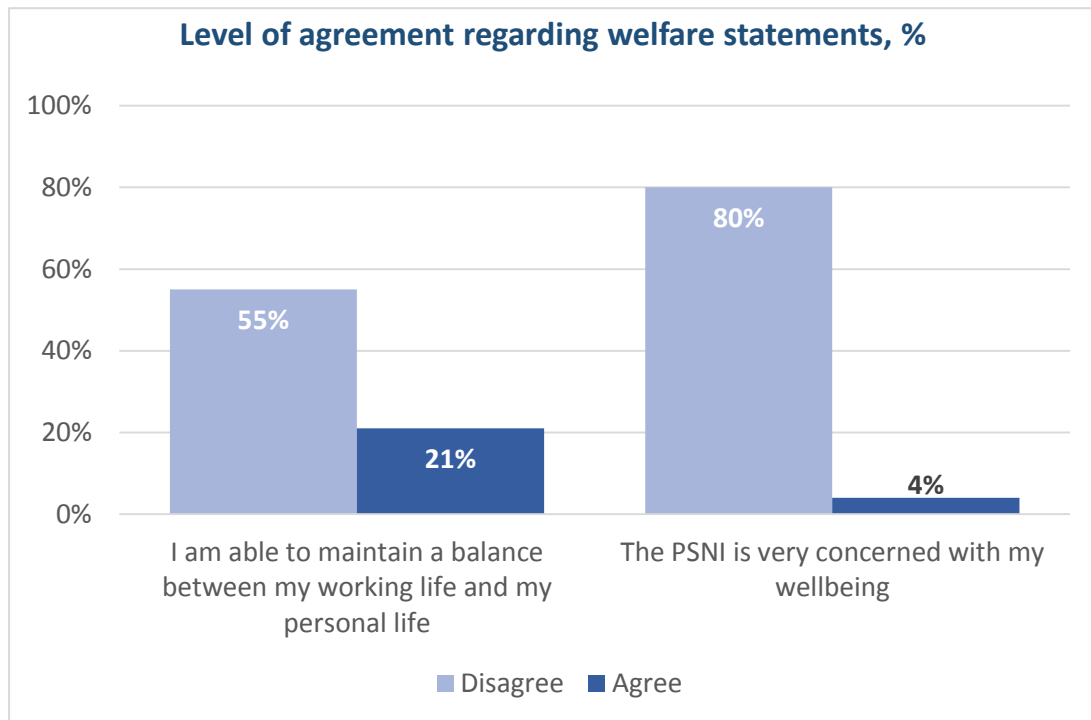
6.33. Respondents were also asked if they are aware of any services that the PSNI offer in order to support the mental health and wellbeing of its police officers. Over three quarter of respondents reported that they are aware of these services, whilst 24% said that they are not aware of these services. Less than one third of respondents reported that they are aware of the services provided by the PFNI in this regard, with 69% reporting that they are not aware.

> *"A mental health strategy is critical for the organization - ALL managers need to be aware of how to manage staff who suffer from mental illness and mental health disorder"*
>
> *(Female, Inspecting Ranks, 16-20 years' service)*
>
> *"I think the organisation portray that they are interested in our wellbeing but it isn't actually the case. I strongly believe that they make out that they care about our wellbeing as a tick box exercise only"*
>
> *(Male, Inspecting Ranks, 11-15 years' service)*
>
> *"You have to fight, stress and struggle in order to attempt to gain a work life balance"*
>
> *(Female, Constable, 11-15 years' service)*
>
> *"There is most definitely not a fair work/life balance at the minute within the job. There appears to be little concern about people's families or general well-being"*
>
> *(Female, Constable, 11-15)*

Workforce Characteristics

…By Rank

6.34. Sergeants were the most likely to say that they are unable to maintain a balance between their working life and their personal life, with 57% disagreeing with this statement. However, the level of disagreement from Constables was also high with 55% of respondents saying they are unable to maintain balance between their personal life and their working life. At 47%, the percentage of respondents in the Inspecting ranks who disagreed with this statement was the lowest across the three ranks, indicating that Inspectors and Chief Inspectors are most able to maintain an appropriate work-life balance. Constables were most likely to disagree that the PSNI is very concerned with their welfare, with 82% of all Constables in disagreement with this. This declines by 2pps to 80% of Sergeants and by 13pps to 67% of those in the Inspecting ranks.

…By Service Length

6.35. The ability to maintain a work-life balance increased with service length, with 69% of respondents with 3-5 years' service disagreeing that they are able to do so, declining to 40% of respondents with more than 30 years' service. In contrast, respondents in their mid-career are most likely to disagree that the PSNI is very concerned with their welfare,

reaching a high of 84% of respondents with 11-15 years' service disagreeing, this declines to 69% of those with more than 30 years' service.

…By Role

6.36. Respondents in frontline policing roles were the most likely to report that they are unable to maintain a balance between their working lives and their professional lives, with 68% of Neighbourhood Policing respondents and 67% of respondents from Local Policing disagreeing with this. Respondents from Custody (45%), CTC / Call Management / Criminal Justice (46%) and Crime Ops (47%) were the least likely roles to report that they are unable to maintain a work-life balance.

6.37. The percentage of respondents who disagreed that the PSNI is very concerned with their welfare was high across all the role profiles, from 79% of respondents in Crime Operations, to 80% of respondents in Neighbourhood Policing and CTC / Call Management / Criminal Justice and 85% of respondents from Training. Respondents from Custody were the most likely to disagree with this, at 87%.

7. Procedural Justice

7.1.   Procedural justice is a key element of organisational justice. It refers to the process by which decisions are made and workplace policies are established. At the core of this concept is fairness and the perception that decision making is carried out in a fair and equitable way. This is an important concept in the workplace where fair treatment, or the perception of fair treatment, has been linked to improved job satisfaction and organisational commitment[xlii].

7.2.   Five items were included in this survey to measure the perception of procedural justice within the PSNI. These items were taken from the PFEW 2017 Pay and Morale Survey, four of which are adapted versions procedural justice questions developed by Tyler and Blader (2003). These five items include; *I am treated fairly within the organisation, the people I work with are treated fairly, decisions that affect me are made in a fair way, things are handled in a fair way and the ability for management to take account of views and opinions*. Respondents were presented with a 5-point Likert scale which included; *(i) strongly disagree, (ii) disagree, (iii) neither agree nor disagree, (iv) agree and, (v) strongly agree*.

7.3.   **Respondents were more likely to disagree than agree that they and the people they work with are treated fairly within the organisation**. This includes 47% of respondents who disagreed that they are treated fairly and 46% who disagree that others are treated fairly, compared to 20% and 23% who agreed with these statements.

7.4.   More than half of all respondents disagreed that the decisions which affect them are generally made in a fair way, whilst just 16% agreed with this. 67% of respondents disagreed that there is a general sense among people that things within the organisation are handled in a fair way with just 11% agreeing with this. Furthermore, almost seven out of ten respondents disagreed that management takes account of their views and opinions.

	Disagree	Neither agree nor disagree	Agree
I am treated fairly within the organisation	47%	33%	20%
Overall, the people I work with are treated fairly	46%	31%	23%
Decisions that affect me are usually made in a fair way	56%	28%	16%
There is a general sense amongst people I work with that things are handled in a fair way	67%	23%	11%
Management takes account of my views and opinions	68%	20%	12%

> *"General morale in the PSNI is hindered by senior management decisions that have been made without taking into consideration the views and opinions of Officers and staff at the lower ranks of service"*
>
> *(Female, Constable, 6-10 years' service)*
>
> *"The role I perform within the Police has been under review in some way or other for a long period of time, we get little or no information about this. It is difficult when you are working under a cloud of this nature, feeling that at any time you could be told that your role is being discontinued. It makes it difficult to feel valued. We really should be better informed"*
>
> *(Female, Constable, 26-30 years' service)*

Change Over Time

7.5. Four of the five items were replicated from the first PFNI Workforce Survey in 2015, as such a baseline comparator is available. The proportion of respondents who disagreed that they are treated fairly increased by 10pps between 2015 and 2018, from 37% to 47%. The perception that other people are treated fairly remained fairly constant, declining by 2pps from 48% in 2015 to 46% in 2018.

7.6. The proportion of respondents who disagreed that they decisions which affect them are made in a fair way increased by 3pps, from 53% to 56% whilst the proportion who disagreed that there is a sense among people that things are handled in a fair way remained high at 66% in 2015 and 67% in 2018.

Proportion of respondents who disagree, 2018 & 2015, %
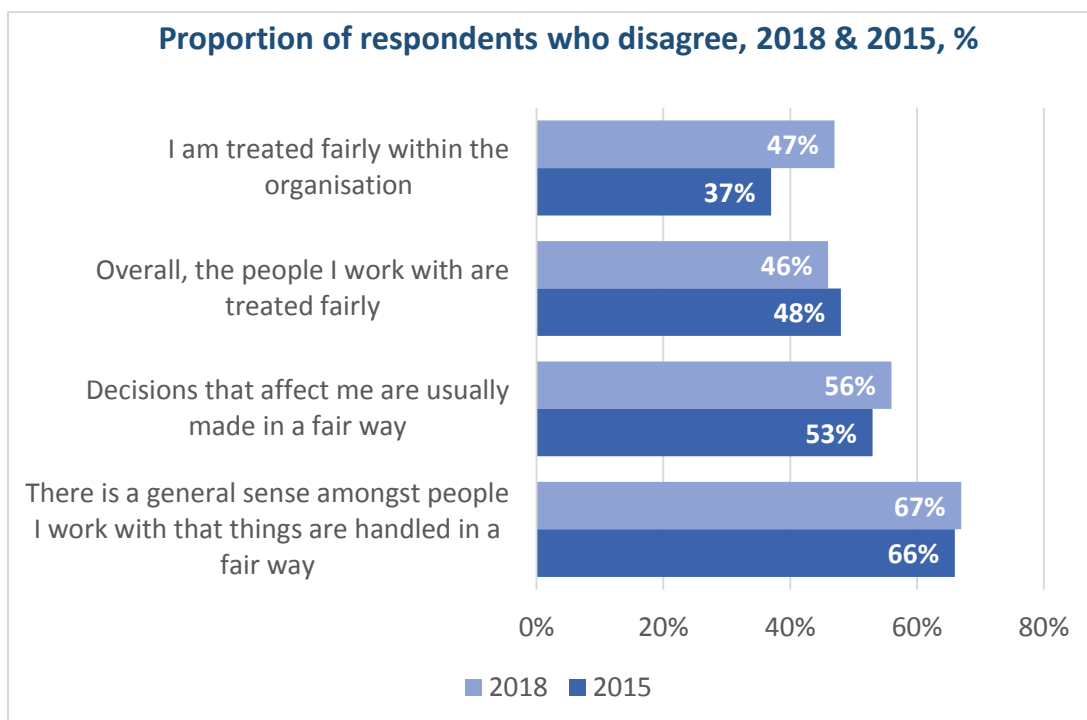
Comparisons
…With Other Police Forces in England and Wales

7.7. Respondents from NI were more likely to disagree with the three comparable procedural justice items relative to their counterparts in England and Wales. At 47%, the proportion of respondents in NI who disagreed that they are treated fairly within the organisation was 15pps higher than in England and Wales. The proportion of respondents in NI who disagreed that other people are treated fairly was 10pps higher than in England and Wales, at 46% compared to 36%. In addition, 56% of respondents in NI disagreed that that decisions which affect them are typically made in a fair way, compared to 45% of respondents in England and Wales.

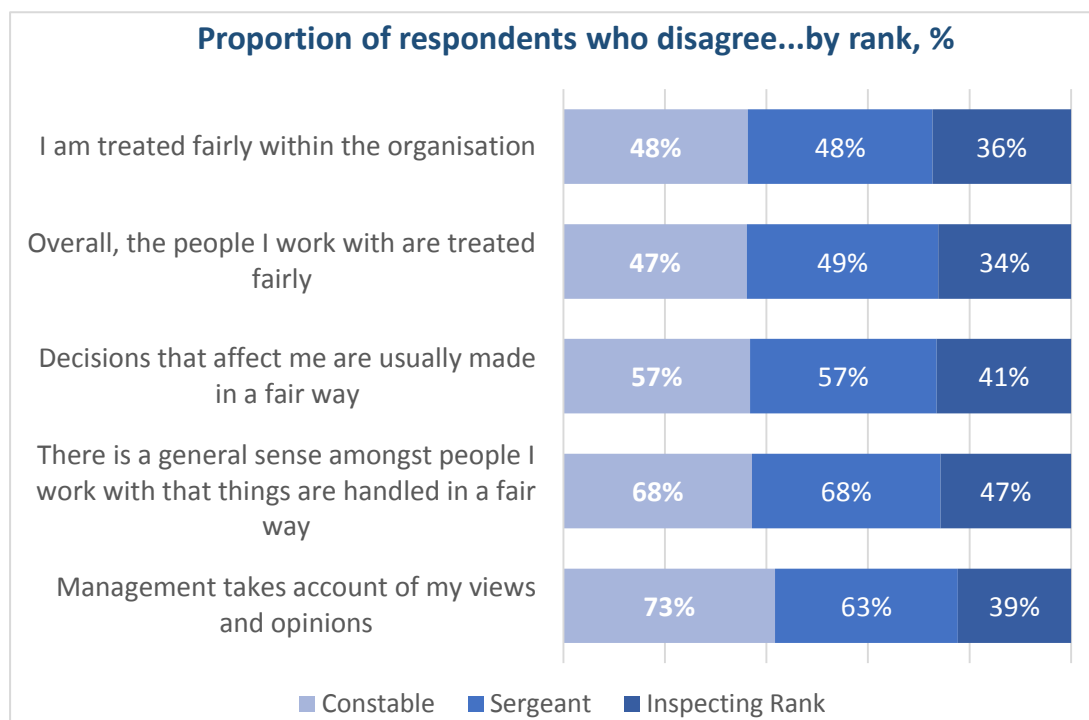|	NI 2018	England & Wales 2017
I am treated fairly within the organisation	47%	32%
Overall, the people I work with are treated fairly	46%	36%
Decisions that affect me are usually made in a fair way	56%	45%

…With Other Public Sector Organisations

7.8. Respondents from the 2018 Armed Forces Continuous Attitudes Survey (AFCAS) were more likely to agree that they are treated fairly at their work, with 71% of respondents in agreement with this compared to 20% of respondents in the PSNI. This trend is also evident for respondents to the 2017 Civil Service People Survey where 80% of agreed they are treated fairly. In short, police officers in NI are much less likely to report fair treatment at work relative to other public sector organisations.

Workforce Characteristics
…By Rank

7.9. The proportion of respondents who disagreed with the first four procedural justice items were the same for both Constables and Sergeants, with just a 2pp difference between the two for disagreement regarding fair treatment of others. A larger variation was found for the final item, with Constables more likely to disagree that management takes account of their views and opinions, with 73% of Constables relative to 63% of Sergeants.

Proportion of respondents who disagree...by rank, %

	Constable	Sergeant	Inspecting Rank
I am treated fairly within the organisation	48%	48%	36%
Overall, the people I work with are treated fairly	47%	49%	34%
Decisions that affect me are usually made in a fair way	57%	57%	41%
There is a general sense amongst people I work with that things are handled in a fair way	68%	68%	47%
Management takes account of my views and opinions	73%	63%	39%

7.10. Respondents from the Inspecting ranks were the least likely to disagree across all five of the procedural justice items. The Inspecting ranks were most likely to disagree that there is a general sense among those they work with that things are handled in a fair way.

…By Service Length

7.11. The proportion of respondents who disagreed with the five procedural justice items was lowest for those in their probationary years, increasing to a high for those in their mid-career before declining for those in the latter stages of their career. This trend was evident for each of the five items.

…By Role

7.12. Respondents from Training were the most likely to disagree with the first four procedural justice items, including 56% of respondents in Training to disagreed that they are treated fairly, 61% who disagreed that others are treated fairly, 73% who disagreed that decisions which affect them are made in a fair way and 75% who disagreed that things are generally handled in a fair way. Respondents in Crime Ops and Call Management / CTC / Criminal Justice were the least likely to disagree with these statements.

7.13. The proportion of respondents who disagreed that management takes account of their views and opinions was highest for those in Operational Support, at 76%, and Custody at 75%. At 62% and 63% respectively, respondents from Crime Ops and Neighbourhood were the least likely to disagree with this statement. However, more than 60% of respondents from each role profile disagreed.

8. Organisational Commitment

8.1. Within this report the concept of organisational commitment has been examined alongside the intention to leave indicators which were utilised within the first PFNI Workforce Survey in 2015. Respondents were asked about their intentions regarding the remainder of their career in policing, with five options presented; *(i) I intend to stay until pension age, (ii) I will stay for at least the next two years, (iii) I am planning to leave within the next two years, (iv) I am seeking alternative employment at the minute and will resign as soon as I can and, (v) I am unsure*. The analysis of the factors which influence this decision was carried out separately for those who identified an intention to remain in the police service for at least the next two years if not until pension age, and for those who reported an intention to leave either immediately upon finding alternative employment or within the following two years.

8.2. Those who reported an intention to leave the service were presented with 12 factors and were asked to identify which had *some effect*, *a major effect* or *no effect* on their decision-making. The reporting of these results is based upon the percentage of respondents who selected each option as having a major effect on their intention to leave. Assessing the reasoning behind an intention to stay is equally as important, as such this survey presented all those who reported an intention to stay with five organisational commitment statements. These statements were developed by Meyer et al. (1993) and adapted for the PFEW 2017 Pay and Morale Survey. Three of these items measured affective commitment i.e. statements which are based upon a *desire* to remain, whilst two measured continuance commitment i.e. statements which are reflective of a *need* to remain[xliii].

8.3. **A majority of respondents said that their intention is to remain with the police service until pension age, a further 11% of respondents said that they will stay for at least the next two years**. In comparison, however, **11% said that they are intending to leave the service** within the next two years (6%), if not immediately upon successfully finding alternative employment (5%).

Organisational Commitment, %

Category	%
I intend to stay until pension age	59%
I will stay for at least the next two years	11%
I am planning to leave within the next two years	6%
I am seeking alternative employment at the minute and will resign as soon as I can	5%
I am unsure	19%
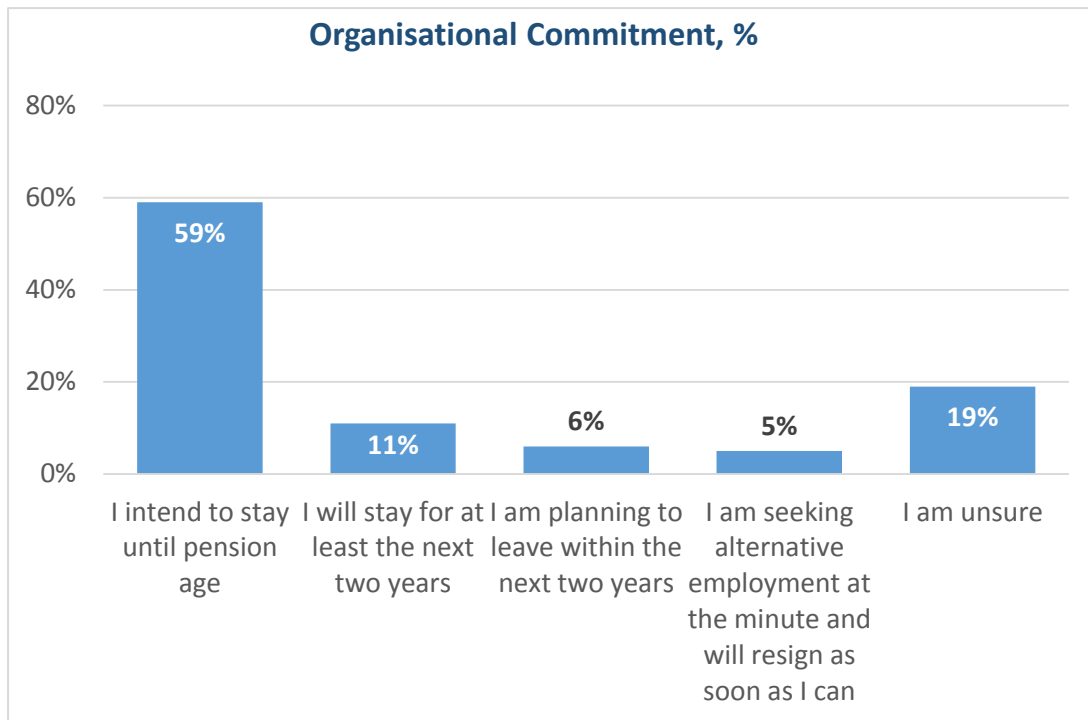
8.4. All the respondents who reported that their intention is to leave the police service, either within the next two years or immediately upon finding alternative employment, were asked to indicate their reasons for doing so. With 92% of respondents reporting low levels of service wide morale (as reported in the first section of this report), it is perhaps unsurprising that **the factor most likely to have a major effect on intention to leave was morale**. 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%.**

8.5. 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. The factor least likely to have affected respondents' intention to leave is their relationship with their colleagues, with just 8% of respondents reporting this.

8.6. It is interesting to note that just over one quarter of respondents reported that reaching pension age is a key factor influencing their intention to leave the police service.

Major effect on intention to leave, %

Factor	%
Your morale	65%
The impact of the job on your personal/family life	64%
The impact of your job on your health and wellbeing	62%
How the police as a whole are treated	54%
Your pay and benefits	52%
Better opportunities outside of police	42%
Dissatisfaction with day-to-day role	39%
Your workload and responsibilities	38%
Your opportunities for development and promotion	32%
Your relationship with your managers	29%
You will have reached full pension age	28%
Your relationship with your colleagues	8%

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> *"I am looking for new employment…district is all about stats and the morale in the sections is lower compared to years ago when I loved coming to work. 80 - 90% of our work is mental health…I have always wanted to be a police officer and if I had known 10 years ago what I know now I wouldn't be writing this comment"*
>
> *(Male, Constable, 6-10 years' service)*
>
> *"'I despair regarding the state of the organization and the morale amongst colleagues…Our pay and conditions have deteriorated steadily over the last 10 years or more. I am due to retire in 6 months and I cannot wait. I never thought that I would ever feel that way about a job that I once loved and put before my own family life"*
>
> *(Female, Inspecting Ranks, 26-30 years' service)*
>
> *"Finding it extremely hard to recommend our job to young people now and have talked my own family members out of applying. This is primarily in relation to pay, allowances, pension…"*
>
> *(Male, Constable, 11-15 years' service)*
>
> *"Cannot wait to avail of retirement. Feeling burnt out and sick to death of constant changes within PSNI"*
>
> *(Male, Constable, 26-30 years' service)*

Change Over Time

8.7. The proportion of respondents who said that they were planning on leaving the police service within the following two years was similar in 2015 and 2018. 6% of respondents said they were planning on leaving within two years in both 2015 and 2018, whilst 7% of respondents in 2015 said they are planning on leaving immediately upon finding alternative employment, compared to 5% in 2018. There was also a 1pp difference in the proportion of respondents who said that they are planning on staying until pension age, at 58% in 2015 and 59% in 2018, alongside a 1pp difference in the proportion who say they are staying for at least two years, 12% in 2015 and 11% in 2018.

8.8. Morale was selected as the most common factor to have a major impact on intention to leave the police service by respondents in 2015 and 2018. Whilst the impact of the job on health and wellbeing was the second most commonly reported factor in 2015, this fell into third place in 2018 with the impact of the job on personal and family lives increasing from having a major effect on 55% of respondents in 2015 to 64% in 2018.

8.9. The impact of pay and benefits on the intention to leave had the largest increase, rising by 23pps from 29% of respondents in 2015 to 52% in 2018. In addition, there was also an 11pp increase in the percentage of respondents who reported that the impact of finding better opportunities outside of the police on their intention to leave. In 2015 31% of respondents reported this as a major influence on their intentions, rising to 42% of respondents in 2018.
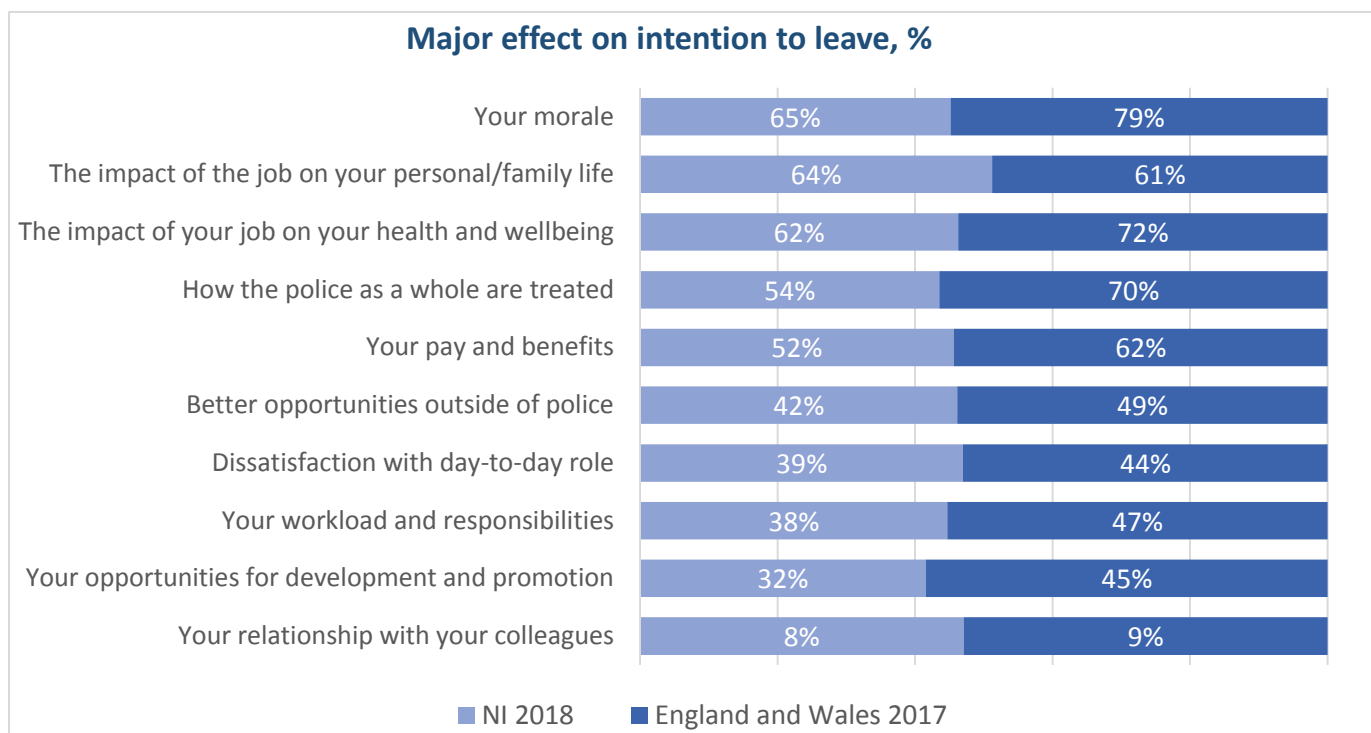
Comparisons
…With Other Police Forces in England and Wales

8.10. Police officers in NI were more likely to report that they intend to stay in the police service until pension age relative to police officers in England and Wales, at 59% and 52% respectively. However, the proportion of respondents who reported that they are planning on leaving within the next two years, was the same at 6% in both surveys. Respondents in England and Wales were more likely to report that they are currently seeking alternative employment, at 7% compared to 5%.

	NI 2018	England & Wales 2017
I intend to stay until pension age	59%	52%
I will stay for at least the next two years	11%	17%
I am planning to leave within the next two years	6%	6%
I am seeking alternative employment at the minute and will resign as soon as I can	5%	7%
I am unsure	19%	19%

8.11. Respondents in England and Wales were more likely to select almost all of the factors as having a major influencing factor on their decision to leave the police service, relative to respondents in NI. The only factor which received a greater proportional selection rate was the impact of the job on personal/family life, which was reported by 64% of respondents in NI as having a major influence on their intention to leave the police service, compared to 61% of respondents in England & Wales.

8.12. The factor which resulted in the greatest deviation between respondents in England and Wales and those in NI, was the impact of how the police as a whole are treated, which was reported by 70% of respondents in England and Wales and 54% of respondents in NI. The impact of morale was reported as having a major influence on intention to leave in England and Wales by 79% of respondents compared to 65% of respondents in NI. There was very little difference in the percentage of respondents who identified their relationship with their colleagues as affecting their intention to leave, at 9% of respondents in England and Wales and 8% of respondents in NI.

Major effect on intention to leave, %

	NI 2018	England and Wales 2017
Your morale	65%	79%
The impact of the job on your personal/family life	64%	61%
The impact of your job on your health and wellbeing	62%	72%
How the police as a whole are treated	54%	70%
Your pay and benefits	52%	62%
Better opportunities outside of police	42%	49%
Dissatisfaction with day-to-day role	39%	44%
Your workload and responsibilities	38%	47%
Your opportunities for development and promotion	32%	45%
Your relationship with your colleagues	8%	9%

Workforce Characteristics
…By Rank

8.13. Constables were the least likely to say that they would remain in the police service until pension age, with 56% of Constables reporting this compared to 62% of Sergeants and 61% of respondents from the Inspecting ranks. At 18%, the proportion of respondents from the Inspecting ranks who said that they are planning on leaving within the next two years or immediately upon finding alternative employment, was higher than the 12% of Sergeants and the 11% of Constables. Almost one quarter of Constables were unsure about their intention to stay or leave the police service.

8.14. The largest proportion of Constables (71%) and respondents in the Inspecting ranks (56%) identified that their morale is a major influencer on their intention to leave the service. In contrast, Sergeants were most likely to report the impact of the job on their health and wellbeing (60%) as having a major influence. The relationship with colleagues was the least likely factor to be selected by each rank, including 10% of Constables, 4% of Sergeants and 3% of respondents in the Inspecting ranks.

Organisational Commitment...by rank, %

8.15. The impact of the job on health and wellbeing was selected by a majority of Constables (65%) Sergeants (60%) and Inspectors / Chief Inspectors (50%) as a major influencing factor on the intention to leave the police service. A majority of Constables (67%) and Sergeants (63%) also noted the impact of the job on personal family lives. This was reported as a major influencer by 47% of Inspecting ranks.
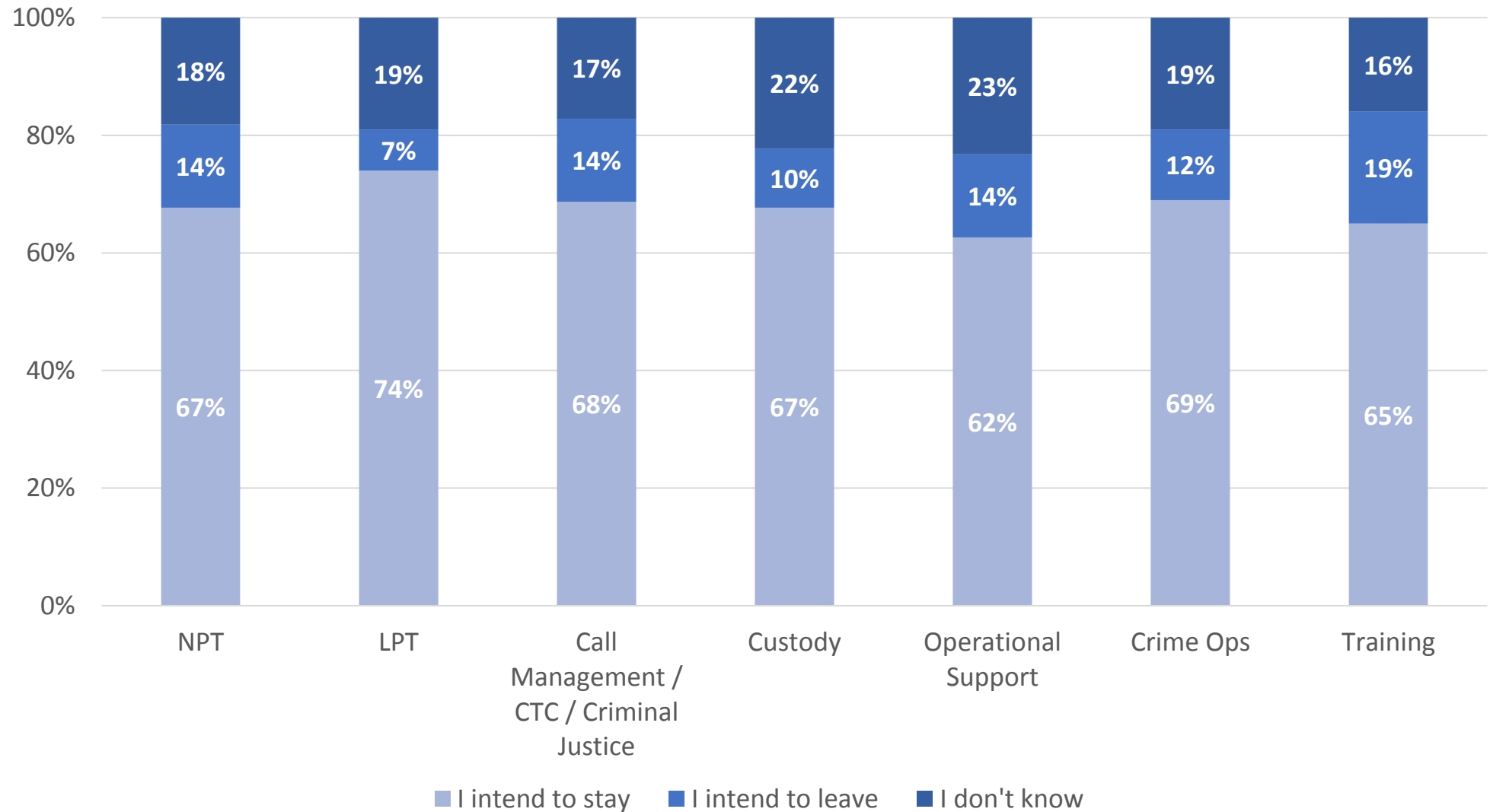
...By Service Length

8.16. The proportion of respondents who said that they are planning on leaving the police service within the next two years or immediately upon finding alternative employment increased with service length, from 3% of probationers, to 9% of those with 11-15 years' service and 52% of those with more than 30 years' service.

8.17. The percentage of respondents who said that they plan on staying in the police service until pension age included 67% of probationers, declining to 55% of those with 11-15 years' service and increasing to 69% of those with 21-25 years' service. These trends are largely as expected. Respondents in the early years of their career were more likely to identify the impact of their job on their personal/family life and their pay and benefits as being major influencers in their intention to leave the service. This compares to mid-career officers who were more inclined to say that their morale is a key influencer alongside the impact of their job on their health and wellbeing.

8.18. The majority of respondents in each job role said that their intention was to stay in the police service, either until pension age or for at least the following two years. This majority ranged from 62% of respondents in Operational Support to 74% of respondents in Local Policing. Intention to leave within the next two years or immediately upon successfully gaining alternative employment was highest for respondents from Training, at 19%. Respondents in Local Policing were the least likely to say that their intention was to leave the police service.

8.19. Of the respondents from Training who said that their intention is to leave the police service, the most frequently selected factor in influencing them to do so was their morale, at 67%. Morale was also cited as the main factor in influencing an intention to leave by respondents from Neighbourhood Policing (73%) Crime Ops (62%) and Call Management / CTC / Criminal Justice (56%). Respondents in Operational Support were most likely to say that how the police are treated as a whole is the major influencer in their intention to leave the service (70%), as well as the impact of the job on health and wellbeing (69%), whilst respondents from Local Policing were most likely to report the impact of the job on personal and family lives (79%).

8.20. Each of the seven job roles said that the relationship with colleagues was the least likely factor on intention to leave. However, the percentage of respondents in Training who selected this a major influencer was significantly higher than the other roles at 27% relative to an average of 6% of respondents in the other six roles.

Organisational Commitment...by role, %

Role	I intend to stay	I intend to leave	I don't know
NPT	67%	14%	18%
LPT	74%	7%	19%
Call Management / CTC / Criminal Justice	68%	14%	17%
Custody	67%	10%	22%
Operational Support	62%	14%	23%
Crime Ops	69%	12%	19%
Training	65%	19%	16%

## Intention to Stay

8.21. Following from the exploration of the key factors which influence the intention to leave the service was a need to understand the key factors underpinning continued organisational commitment for those who identified that their intention was to remain as part of the police service. As such, the results from this section relate only to those respondents who reported that they intend to stay in the police service until pension age or stay for at least the following two years.

8.22. **Respondents were more likely to agree than disagree with the affective commitment statements**, including 42% of respondents who agreed that they feel a strong personal attachment to the police, compared to 31% who disagreed and 44% who reported that they would be very happy to spend the rest of their career in the police relative to 24% who would not. However, the proportion of respondents who agreed and disagreed that they feel a strong sense of belonging to the police was more broadly matched, with 38% of respondents disagreeing and 37% agreeing.

Affective Commitment, %
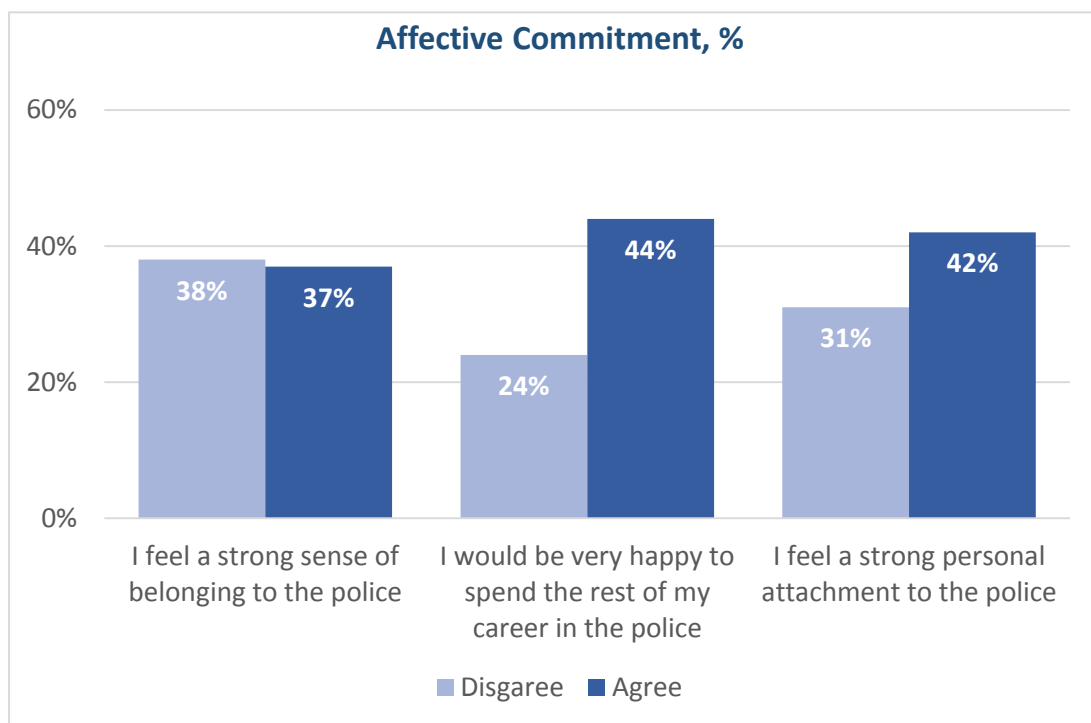
8.23. The proportion of respondents who agreed with the continuance commitment items was larger than the percentage who agreed with the affective commitment items. **61% of the respondents who said that they intended to stay in the police service agreed that if they had not put so much of themselves into the police already they might have considered working elsewhere.** One fifth of respondents disagreed with this.

8.24. Furthermore, **almost three quarters of respondents said that right now, staying in the police is a matter of necessity as much as it is a matter of desire** with just 14% of respondents disagreeing with this.

Continuance Commitment, %
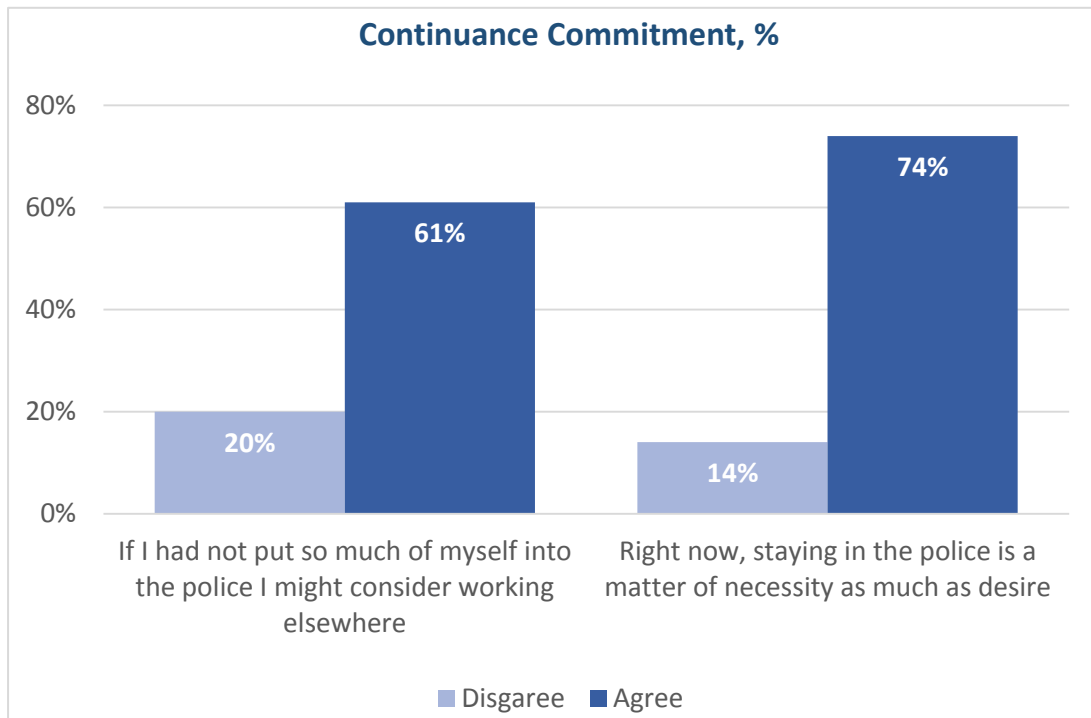
"'I love my career, and I am proud to call myself a police officer. The PSNI has some amazing people working within the organisation and I am proud to say most of my close friends are officers…I hope these surveys help improve morale, and improve the organisation. I care very much for what I do as a living and have an overwhelming sense of pride as a police officer and to be a part of this organisation"

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

"I would love to leave this job, however, it has effectively de-skilled me and I struggle to find another job that I could take/ get an interview for…The added pressure of having to lie to your potential new employer is concerning. I can't say I worked in Civil Service for 10+ years, but I can't give you those details for a reference. I'm effectively stuck…"
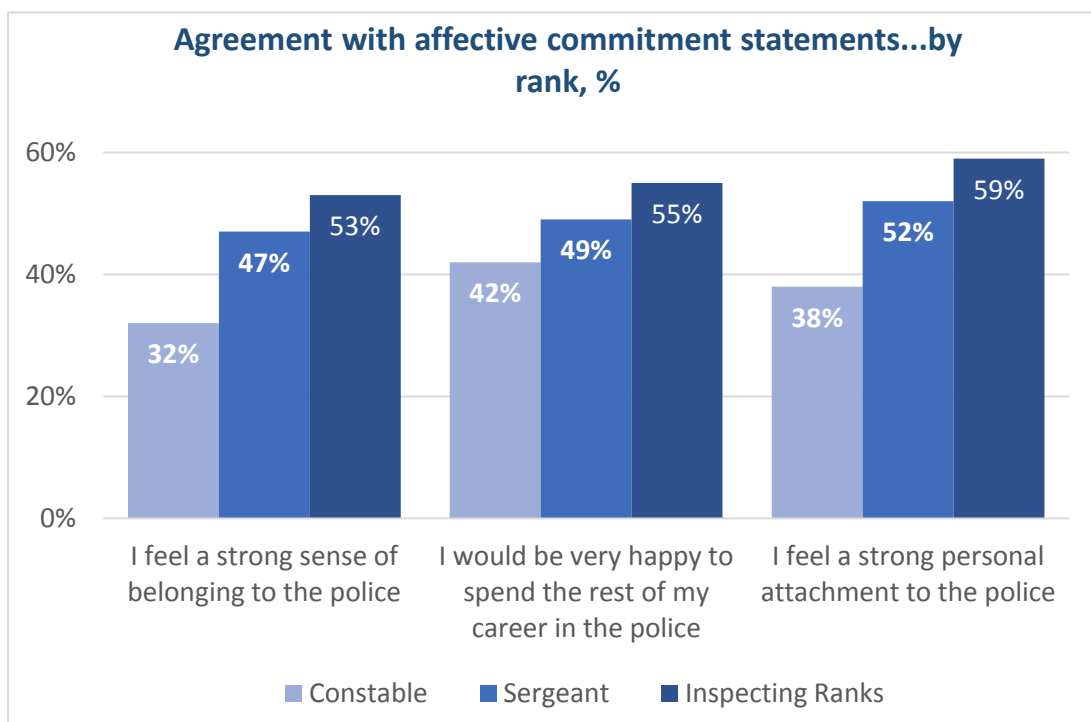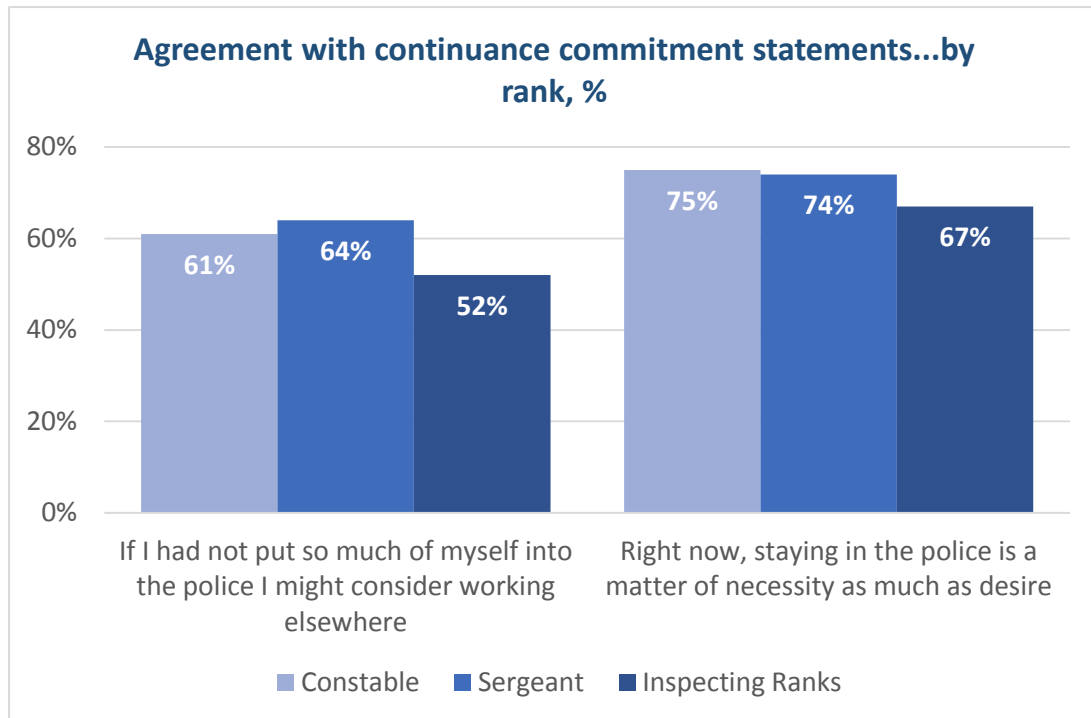
(Female, Constable, 11-15 years' service)

Workforce Characteristics
…By Rank

8.25. The percentage of respondents who agreed with the three affective commitment statements increased with rank, with Constables least likely to agree with each and respondents from the Inspecting ranks the most likely to agree. At 32%, Constables were the least likely to agree that they have a strong sense of belonging to the police, compared to 47% of Sergeants and 53% of respondents in the Inspecting ranks. The level of variance between the ranks was lower for the second statement, with Constables 13pps less likely than the Inspecting ranks to agree that they would be happy to spend the rest of their career in the police. At 38%, Constables were the least likely to agree that they feel a strong attachment to the police, increasing to 52% of Sergeants and 59% of those in the Inspecting ranks.

8.26. The level of agreement with the continuance commitment statements resulted in a less well defined association with rank. The first continuation commitment statement had the lowest percentage of respondents from the Inspecting ranks in agreement with it, albeit this still accounted for a majority of Inspectors / Chief Inspectors at 52%. Sergeants were the most likely to agree with this, at 64%, declining to 61% of Constables. There was just a 1pp difference in the percentage of Constables and Sergeants who agreed with the second continuation statement, 75% of Constables and 74% of Sergeants. At 67%, the Inspecting ranks were the least likely to agree with this.

Agreement with affective commitment statements...by rank, %

Legend: Constable, Sergeant, Inspecting Ranks

- I feel a strong sense of belonging to the police: Constable 32%, Sergeant 47%, Inspecting Ranks 53%
- I would be very happy to spend the rest of my career in the police: Constable 42%, Sergeant 49%, Inspecting Ranks 55%
- I feel a strong personal attachment to the police: Constable 38%, Sergeant 52%, Inspecting Ranks 59%

Agreement with continuance commitment statements...by rank, %
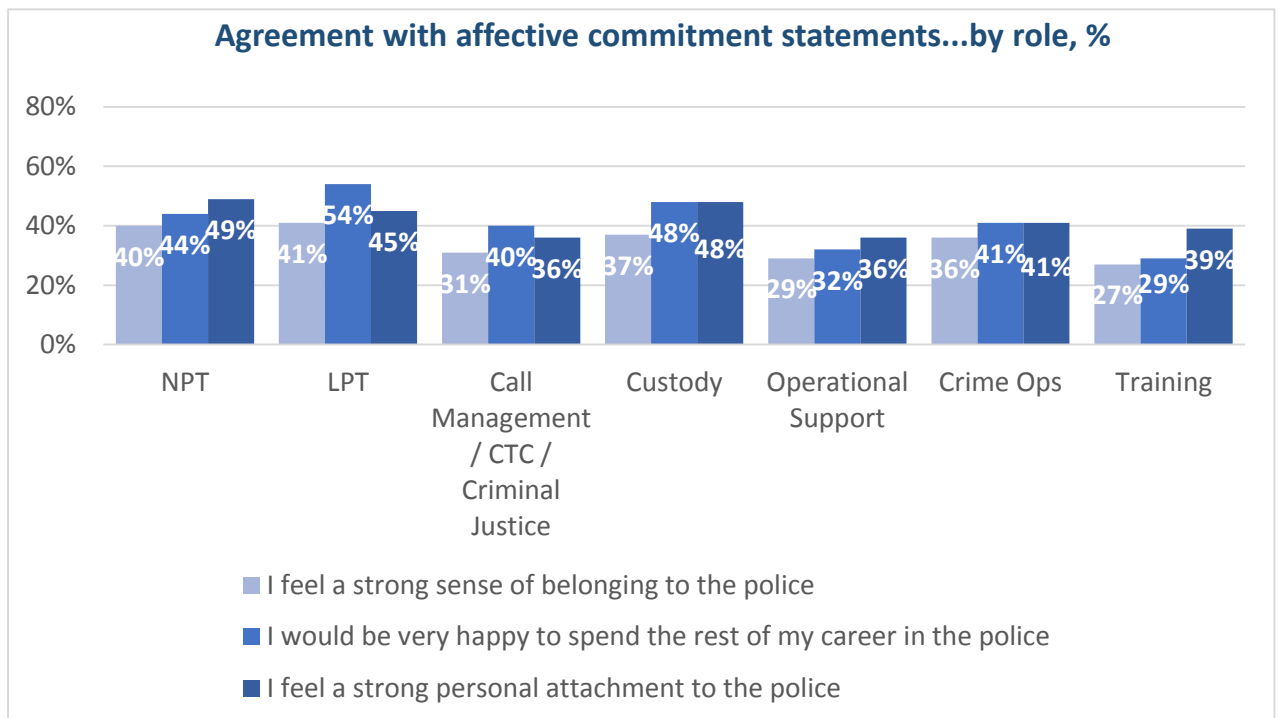

Legend: Constable, Sergeant, Inspecting Ranks

…By Service Length

8.27. The level of agreement with the three affective commitment statements decreased from a low for those in their probationary years to a high for those with 21-25 years' service. The proportion of respondents who agreed with these statements then increased for those in the latter stages of their career. For example, 55% of officers in the first two years of their police career agreed that they feel a strong sense of belonging to the police, decreasing to 30% of those with 21-25 years' service. The proportion of respondents with more than 30 years' service who agreed with this increased to 45%.

8.28. An opposite trend was found for the two continuance commitment statements, with the level of agreement increasing from those with 0-2 years' service, to those with 21-25 years' service and decreasing for those at the end of their career. This includes 31% of probationers who agreed that if they had not put so much of themselves into the police they might consider working elsewhere, to 72% of those with 21-25 years' service and decreasing to 28% of those with more than 30 years' service. In addition, 39% of probationers agreed that staying in the police is a matter of necessity as much as desire, increasing to 81% of those with 21-25 years' service and decreasing to 52% of respondents with more than 30 years' service.

...By Role

8.29. Respondents in Local Policing were the most likely to register their agreement with the first affective commitment statement, with 41% agreeing that they feel a strong sense of belonging to the police. This was closely followed by 40% of respondents in Neighbourhood Policing. Respondents in Training (27%) and Operational Support (29%) were the least likely to agree with this statement. Similarly, respondents in Local Policing were the most likely to agree that they would be happy to spend the rest of their career in the police, at 54% of respondents, compared to just 29% of respondents in Training.

8.30. Respondents in Neighbourhood Policing were the most likely to say that they feel a strong personal attachment to the police (49%), whilst respondents in Call Management / CTC / Criminal Justice and Operational Support were the least likely to agree with this, at 36% of respondents in each role profile.

Agreement with affective commitment statements...by role, %

- ■ I feel a strong sense of belonging to the police
- ■ I would be very happy to spend the rest of my career in the police
- ■ I feel a strong personal attachment to the police

8.31. At 80%, the proportion of respondents from Training who agreed with the first continuous commitment statement '*If I had not put so much of myself into the police I might consider working elsewhere',* was at least 15pps higher than the remaining six roles. This level of agreement was followed by respondents from Operational Support, where 65% agreed with this statement and Crime Ops / Call Management / CTC / Criminal Justice were 64% agreed. Respondents from Local Policing (52%) were the least likely to agree with this.

8.32. The second continuation commitment statement '*Right now, staying in the police is a matter of necessity as much as desire'* received the highest percentage of agreement from respondents in Custody, at 93%, and Training, at 86%. Respondents in Local Policing (65%) were the least likely to agree with this.

Agreement with continuous commitment statements...by role, %

Legend:
- If I had not put so much of myself into the police I might consider working elsewhere
- Right now, staying in the police is a matter of necessity as much as desire
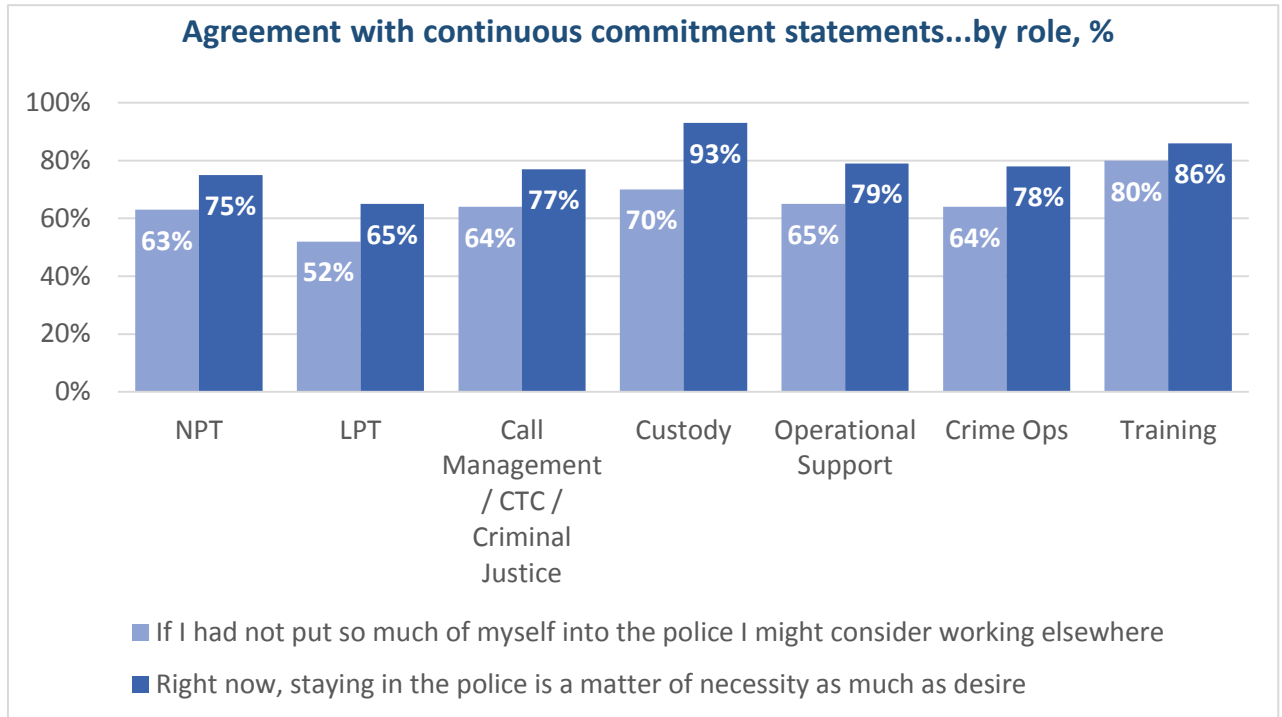
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