

## **NORTHERN IRELAND POLICING BOARD**

### **WINSOR PART 2 – CALL FOR EVIDENCE**

#### **A. Introduction**

- A1 In responding to your “Call for Evidence” in respect of Winsor Part 2, the Northern Ireland Policing Board (NIPB) is conscious that the Home Office commissioned your study and recommendations in relation to England and Wales. For a range of reasons, the Board wish for the foreseeable future, in so far as practical, that the PSNI continues to retain parity with all other UK forces/services, in respect of the main terms and conditions of employment, including pensions.
- A2 On a daily basis, words such as “unique” and “special” are commonly used and on a number of occasions, used out of context. In referring to policing however, we have a Service which is unique in our society. When referring to policing as “unique”, the Board is in no way under-valuing other services such as the Fire and Rescue Service, the Ambulance Service and the Prison Service. These services have a vital role to play in society and the dedication, skill and commitment of the people who work in these services must be acknowledged and appreciated. Whilst these services entail undertaking work which is both challenging and on occasions dangerous, the Police Service is “unique” in that officers are required to place themselves in danger on a daily basis in order to protect the public they serve and their property.
- A3 In Northern Ireland, there are added dangers to police officers. In recent years 2 officers, Constable Stephen Carroll and Constable Ronan Kerr, have been murdered and many more have been specifically targeted. Many officers have also been under threat, having to leave their homes and relocate to a new area. A number of officers have recently had extended periods in rented accommodation due to being in a “negative equity” situation and being unable to sell their home. The impact of such a relocation on an officer and his/her family should not be under-estimated, but still they continue to serve the community.
- A4 As a result of “Patten” recommendations, the PSNI has gone through a restructure and culture change unprecedented in international policing. Yet even with the dangers and challenges some 4,500 new officers have been appointed over the past 10 years. The desire to serve in the PSNI is not based on the financial rewards, as other careers offer equally attractive terms and conditions and do not hold the same dangers and impact on personal and family life. People who join the police do so because they choose this as their career and not only display ability, dedication and courage, but they also enjoy the encouragement and support of family and friends across the community.

A5 The 2003 PNB pay settlement included a number of new payments and allowances as follows:-

- Competency Related Threshold Payments Scheme
- Special Priority Payment Scheme
- Chief Officer Bonus Scheme
- Superintendents Post Related Scheme
- Bonus Scheme.

These were not part of the PNB Staff Side's pay claim, but rather the initiatives suggested by the Home Secretary as a means of a range of incentives designed to enhance performance and the achievement of results. Whilst it is relatively easy to design and introduce a reward process, to accurately evaluate and measure the benefits of the financial investment is a more difficult challenge. Eight years on and it is likely that any form of measurement used and the statistics produced would have significantly less value than the time taken to produce the information.

A6 The public and private sectors have striven to design an accurate and fair measure of pay/reward in order to incentivise the top performers. With the exception of sales, this has proven to be extremely challenging and the most successful approach has proven to be to identify the poor or non-performers and deal with these as exceptions.

A7 No management guru or industrial scientist has ever claimed that money or reward is in itself a motivator. Lack of a fair reward can be a de-motivator, but more importantly as a motivator is increasing the emphasis on good leadership, management, development and support of these people employed. How do you reward someone for placing themselves between the attacker and the public in situations of demonstrations and civil unrest? How do you distinguish police officers working to prevent child abuse, prostitution, drugs, organised crime, people trafficking, and terrorism, both local and internationally. These and many more are the challenges facing police officers on a daily basis and to devise a reward system in recognition is a challenging task.

A8 There are 2 payments unique to the PSNI – the Inspectors and Chief Inspectors Temporary Non Pensionable Supplement and the NI Transitional Allowance. The Inspectors Supplement was introduced in 1994 to recognise the exceptional hours being worked by Inspecting ranks in PSNI in comparison to other GB forces due to the nature of NI policing. The numbers receiving the Supplement is steadily reducing as entry to the payment was closed to Inspectors promoted after 2006, and also as a result of Inspectors leaving under Severance, retiring and being promoted. PSNI anticipate that it will be 2036 before the last Inspector stops receiving the allowance. At present 218 Of the 428 Inspectors receive the allowance. By 2017/18 this will have reduced by approximately a further 100.

- A9 The Northern Ireland Transitional Allowance (NITA) is a payment in recognition of the nature of policing in Northern Ireland. It should be viewed as a form of danger money rather than a measured financial reward. It is not part of salary and there are similar payments of different levels associated with policing.
- A10 When introduced, the Special Priority Payment Scheme (SPPS) was extremely unpopular as it was specified by PNB that only 40% of officers in a force could receive the payment. It is generally accepted that the allowance produced no tangible results and no form of measurement was introduced. The Scheme was used by a number of police forces/services close to London as a means of reducing the number of officers recruited by the MET who would receive the London allowance and travel incentive. A more appropriate use for such funds would be to provide a 'pot' of money to be made available for a Chief Constable to use to recruit, retain and thereby achieve clear objectives in the Policing Plan.
- A11 Even more emphasis should be placed on issues such as recruitment, leadership, mentoring, planning, management etc in order to ensure that only dedicated and motivated people are recruited into policing and they work with a highly professional environment where they feel valued and appreciated. In a service with reducing numbers these areas will require even more emphasis.
- A12 PSNI has achieved much in terms of work life balance as a result of an investment in Wellbeing. Not only has the achievement been acknowledged locally and nationally, audits and evaluation processes have identified a range of practical benefits. There needs to be a process to capitulate all forms of investment in police as pay and conditions alone cannot deliver the commitment and dedication of officers.
- A14 In the present economic environment in which the pressures on public spending are immense, it is essential that a reward system has payback in the form of measurable financial savings. Whilst police payments are of an acceptable and realistic level, it must also be governed by the overriding principle of the ability to pay and value for money.
- A15 In responding to the 'Call for Evidence' the NIPB approach is to comment on the wider implications as PSNI will provide in more detail the methodology in terms of approach and possible methods to be used and this supported by statistics. In relation to some sections we will address the individual questions you have identified whilst in others we will respond to groups of questions or sections.

## **B Questions – “Call for Evidence”**

### **(1) Basic pay**

- 1.1.1 The challenges facing policing will be dominated for many years by funding and reduction in the number of attested police officers. Police forces will be required to be even more innovative in terms of the use of new technology, reduction in bureaucracy and the use of non attested staff to undertake many of the roles previously undertaken by police officers.
- 1.1.2 All changes to reward structures have a cost and with reduced funding it will be difficult to be innovative in terms of reward structures. To introduce any form of performance related pay will in its self create a level of bureaucracy and reduce the time officers have to allocate to front line policing. Whilst a system of performance review is desirable it is recommended it must be simple, IT driven and the link to reward should at the minimum be to withholding increments for poor performance.
- 1.1.3 The Board would in principle support an approach to pay reform which would acknowledge the value of each post and an appropriate and affordable level of reward for the role and responsibilities. It is considered not to be appropriate that the basic pay is enhanced with additional payments whether termed bonus, allowance, payment or indeed any other form of description.

### ***Basic pay for Constables***

- 1.2.1 There is an increased pattern that people now joining the police do not view policing as a lifelong career. With the present recession growth in the economy will continue to be slow for many years and so the reduced number of alternative careers may result in people remaining in policing longer than they may have originally intended.
- 1.2.2 With the ever increasing standard of education more graduates have been entering policing than ever before. Whilst there will undoubtedly be individuals who wish to gain promotion and serve at the highest level others will be stimulated by new challenges and opportunities in policing at lower levels. This may be due to being able to work in a range of areas and with the increasing opportunity to utilise their individual skills. The increasing use of technology is also of particular interest to new recruits the vast majority of whom are familiar with a range of services which are IT driven.
- 1.2.2 As stated in the introduction an even greater focus must be placed on recruitment and selection processes. Whilst external recruitment may be limited for a number of years the focus in terms of internal promotion must be management related skills in addition to policing. Also investing in the identification of leaders, motivators, mentors and role models is essential.

Constables are the bed rock of policing and by developing Wellbeing initiatives those employed at all levels will feel valued and appreciated and enjoy an increased level of health and fitness. Further reference on Wellbeing is contained within this document.

- 1.3.1 Over the past 4 years PSNI has ran 12 recruitment competitions for constables attracting some 8,000 applicants. As a result up to 440 people from each competition have joined PSNI with the same number of experienced officers leaving. This is the legacy of the Patten reform with an attractive severance package enabling the culture and structure changes to take place. One of the many challenges which still exist for PSNI is the recruitment of experienced officers such as detectives. The real challenge is to maintain the balance of officers in terms of age, experience and skills and still reflect the community profile.
- 1.3.2 The present level of pay and the overall employment package for police officers in NI is not considered to be detrimental based on the statistics available in respect of the number of applications received for each recruitment campaign. The statistics compare favourably with the rest of the UK and the present employment package and career opportunities continue to attract significant numbers and a high quality in terms of applicants. All the payments made to police officers across the ranks are a total perceived rate for the job based negotiations at national level.
- 1.3.3 Policing offers challenging work for people and the overall employment package compares favourably to the overall package available for other areas of public sector employment. Not all young officers consider that a pension scheme is beneficial but those who apply for a mortgage have experienced the benefit of a police career being accepted as a secure occupation.
- 1.3.4 It is only within the past 10 years in policing that the number and range of allowances and incentive schemes has increased. Such schemes are relatively easy to introduce but more difficult to monitor and evaluate the benefits. They may also prove even more difficult to remove without an appropriate replacement/s.
- 1.3.5 It would appear to be appropriate to maintain an affordable rate of pay for each policing job. This to be supported by a review system to ensure everyone is assessed on an annual basis against a range of performance measurements and priorities/development needs are also agreed for the next 12 month period.
- 1.4.1 As part of the introduction at section A it examines the unique characteristics of a career in policing and highlighting, in a broad sense the similarities with other public services such as prisons, ambulance and fire services. Particularly from a NI perspective policing has real challenges and impacts on every aspect of an officer's life including his wider family circle and friends. Yet still many thousands of well educated and committed people apply to join the PSNI.

- 1.4.2 So why do so many people apply to join PSN?. There is no doubt that it offers a career with an attractive employment package and even with the proposals contained in Winsor Part 1, if adopted in NI, the employment package would still be attractive. It also offers such a wide range of roles and responsibilities which stimulate and appeal to the new profile of applicants.
- 1.4.3 Policing has been transformed particularly over the past 10 years. For example the increased use of IT and crime now organised on a global scale means that the role of the constable has become more sophisticated and demanding. The important role of Sergeant has, in many instances, been undermined and has become an underutilised resource.
- 1.4.4 Over 80% plus of the police budget is consumed with pay the future structure of pay and reward must fundamentally be based on an ability to pay if forces/service are expected to manage their budgets...
- 1.4.5 Given the diverse nature of the various roles within policing comparisons and measurement of areas and skills of relative importance is extremely challenging. If police officers in NI were to have a pay and reward system to reflect all aspects of local policing a substantially increased budget would not be adequate. The system must be governed by the ability to pay with 'performance' being an important aspect.
- 1.5.1 The present system up to and including Superintendent posts does not have an element to reward individual performance. Officers progress one point on their scale on the anniversary date of their commencement. It is clear that the length of service in the existing system is considered to be more important than individual performance.
- 1.5.2 Many in policing consider that the present system needs to be replaced with one in which progression on the pay scale can be withheld if an officer's performance is not up to the required standard. This requires a 100% annual assessment of all officers prior to the anniversary date of commencement.
- 1.5.3 In a different economic climate it could not be considered timely to reduce the number of points on the Constable pay scale. The top of the present pay scale is considered to be the rate for the job and that a level of competence has been achieved. Constables are required to be competent within a considerably less period of time than is provided by the present 11 point scale. It may be considered as a future objective to reduce such a lengthy constable pay scale.
- 1.6.1 If we were starting with a new organisation the Constable pay scale should be no more than 7 scale points. There could then be a second level of pay scale which is only available to Constables who have gained a specified range for skills/qualifications and whose performance is of an exceptional level. This process would assist to ensure that there is an increased reward for the high achievers in a force/service which in the future will not offer the same promotion opportunities.

- 1.6.2 Whilst there is still a case in policing for regional allowances this would not be appropriate in terms of the basic pay. Economic factors in different areas would be one form of measurement but the range of factors fluctuate and vary and therefore there would be a process of constant change. There also needs to be stability in basic pay in order to encourage the movement of officers between forces/services at all ranks. To have a range of regional basic pay scales would create a 'premier league' of police forces/services. All areas have their own unique challenges but regional issues could be addressed by allowances and the ability of each Chief Constable to use his 'pot' of funds to address these. There would still need to be national guidance on the allowances to ensure credibility and accountability including a meaningful and effective form of measurement/evaluation.
- 1.7.1 The comments at section 1.6 above also are relevant to this question in respect of constables. It is important however in endeavouring to reflect on performance we do not introduce an additional level of bureaucracy at a time when the objective is to reduce the time officers are involved in anything other than front line duties. There is also a need to ensure that comradeship and team spirit are maintained as these areas an important and necessary aspect of policing. It is important that perceptions regarding performance related payments do no create potential for unnecessary division.
- 1.7.2 Some officers who may not be academically strong may possess equally valuable qualities. Many may possess natural skills, drive and commitment which results in such officers playing an essential role in specific aspects of policing. Also it is important to maintain the balance between officers who wish to remain at the constable level and the 'high fliers' whose career aspirations may be difficult to satisfy. In PSNI due to the level of rank ratios opportunities for promotion will be somewhat limited for the foreseeable future.
- 1.7.3 Payments such as the Post Related Allowance are linked not only to the level of responsibility and perceived difficulty associated with the post but also the performance of the individual within the post. Any form of additional allowance must have these two important elements as core factors in order to ensure the payment is appropriate and justified.
- 1.7.4 Whilst the army offers allowances mainly when soldiers are serving abroad these are only paid for fixed term period of say 6 months and are paid to all soldiers rather than on personal assessment. To have an annual consistent, professional annual performance review system across all ranks and forces will in its self be a significant challenge. To introduce a form of performance related pay may be an ambition which may well not deliver the results anticipated. It has rarely been totally achieved in the private sector across a range of companies and organisations.
- 1.8.1 Over the past 2-3 years with the down turn in the economy in NI there has seen no notable change in the number and quality of the applicants applying for posts as constables. PSNI has taken steps to recruit a significant number of detectives (officers with investigation skills) as a large number have left the service due to the attractive severance packages on offer as a result of Patten.

This is an anticipated consequence from 'Patten' and the restructuring of policing in NI to be more representative of the community.

- 1.8.2 The remainder of posts within Federated and Superintendent ranks have been filled as the result of promotions/internal competition. In all Chief Officer recruitment competitions there has also been a sufficient number of quality applicants to enable an appointment to be made in all competition.
- 1.9.1 There is always a strong argument that there should be an incremental differential between the last point on one scale and the first part of the next. If it is accepted that the top point on any pay scale is the rate for the top they any one moving to a more demanding role should immediately have this recognised by a higher first point on the new scale.
- 1.10.1 It must be acknowledged that pay and the overall employment package does have an influence on attracting applicants. In the past job security, opportunities for promotion, interesting and challenging work have also been factors. No research has been conducted in order to determine whether any one factor has been more important. In some instances it is simply that some people are influenced by the wearing of a police uniform with also the perceived authority which comes with the role.
- 1.10.2 Lets not however under estimate the number of people in the community who view policing as a rewarding and challenging role. In many cases the factors relate to a wide variety of reasons rather than any one over powering factor. Whilst pay is a factor in the decision process applicants consider when applying for promotion. There are more simple reasons such as an officer wants a new challenge, he/she wants the recognition they feel they deserve.
- 1.11.1 With the existing pay structure for police officers it would not seem possible that new pay levels could be introduced which would be at a lower level than existing pay even for new entrances to the service/force. Regional issues could be catered for by a 'pot' of money available to Chief Constables in order to meet local needs and priorities.
- 1.11.2 Pay scales have the advantage of ensuring that for the important early years in a post progression in terms of skills, ability and qualifications are reflected in the pay received. The lowest point in a pay scale should at least be one increment above the scale the officer has been promoted from.
- 1.11.3 If we consider the wider issue of public sector pay there are numerous examples of regional variations yet there has been no suggestion to reform any of these as radically as that of the police. There are also a lot of easier examples to explore than the police and therefore it may not be appropriate to consider to take such a radical approach and commence with policing.
- 1.12.1 There is no pattern or consistency in the payments made in the private sector for a broadly similar job even within the same sector or area. In industry pay structures are based on many factors not least of which is the ability to pay. In establishing the appropriate pay for a constable it is then an assessment of the differential between the higher ranks.

- 1.13.1 Federated ranks are the policing ranges which could be viewed as having a more hands on role in dealing with the public in terms of daily policing. The roles of Superintendents and Chief Officers would tend to be more of strategic based issues. That is a very simplistic interpretation of the diversities in the job profiles.
- 1.14.1 There are issues which are unique to London which are different to those unique to PSNI and indeed other forces. Allowances are a means to reflect these issues and recognise them in a practical manner. We will leave this matter for the MET to explain and comment upon further.

### ***Basic pay for Superintendents, Chief Superintends and Assistant Chief Constables***

- 1.15.1 The first question should be are spot pay points appropriate and what are the benefits to policing? To a limited extent the present Post Related Allowance provides a form of recognition for the most demanding Superintendent roles. This in some ways reduces the flexibility a Chief Constable has to move Superintendents from one post to another. Superintendents in the more demanding roles are reluctant to move as it would result in the loss of the PRA and an annual pay deduction of £5,000. Rather than being an incentive the payment becomes a disincentive.
- 1.15.2 Would spot pay point be measured on a force/service, regional or national basis and what factors both internal and external would be taken into account? An external consideration may be the cost of housing. In NI between 2002 and 2007 house prices more than doubled and in some areas increased almost 3 fold. Since 2007 there has been a rapid decline in house prices of 40-60%. This factor was not taken into account in the negotiations on pay and realistically, although it has a significant impact on individual spending, due to the speed of change it would be unrealistic to consider this factor.
- 1.15.3 In the case of ACC's it is also important for a Chief Constable to have the flexibility to move ACCs periodically in order to gain experience of all areas. In such a small teams as ACCs there is an even greater need for team work, trust and respect. Spot pay points may also restrict the movement between forces with the talent being concentrated in the larger forces. It is a range of policing experiences which result in a more complete and competent police officer.
- 1.16.1 *It is essential that any reform to pay and conditions is not only fair, transparent and affordable but does not introduce a level of beaurucy and confusion. The exercise of considering the introduction of spot pay points at chief officer ranks may be a more long term objective and research into the most appropriate system may not be considered as an acceptable investment at the present time.*
- 1.17.1 When the spot pay points for Chief Constables and Deputy Chief Constables was reviewed in 2003 by PNB consultants were engaged to research other rates of pay for senior posts and make recommendations. The report was subsequently considered at PNB and following amendments to the

recommendations the present scale points (plus annual % increases) was introduced. This was a significant piece of work and its success is reflected in the fact that there were virtually no objections to the final salary points.

- 1.17.2 To consider possible spot pay points for Superintendent and ACC posts one must start from the question 'why' and what is to be achieved. On occasions officers are temporarily promoted to Superintendent or ACC posts and at least with a pay scale they can be placed on the bottom scale point and there is a clear differential between those temporarily promoted and those who have served and are perceived as competent in the post.
- 1.17.3 In PSNI there are some 50 Superintendent, 17 Chief Superintendents and 5 ACC posts. In all these three levels of chief officer posts there are some officers acting up/temporarily promoted. The present Post Related Allowance enables the Chief Constable to make an additional payment to the most demanding Chief Superintendent posts. The Chief Officers Bonus Scheme also enables all Chief Officers (in the case of ACCs on the maximum scale point) to receive an additional percentage bonus based on performance. This enable all basic scale salaries to be the same and factors such as performance and the level of responsibility be recognised. Any next additional payment should recognise and embrace these important factors.
- 1.17.4 To place Superintendent and Acc posts on pay points would be a challenging task and to scale that up on a national basis would be an even more challenging task. There would have to be a built in system of appeal and review as areas of responsibility are constantly changing. If there were then local and regional variations this would become a task without any tangible benefits.
- 1.17.5 To introduce spot salaries would remove a lot of flexibility Chief Constables have currently by matching Superintendents and ACCs in roles, locations and with the appropriate level of skill to manage the role effectively. In theory to be at the top scale point means that an officer should be able to effectively undertake any task. In reality one officer may have particular natural ability, interest, enthusiasm and experience which would enable the officer to be more effective in a specific role.
- 1.18.1 As would indicate from comments under 1.17 there is no real perceived enthusiasm demonstrated within policing for the concept of spot pay points below the level of Deputy Chief Constable. Recognition for complexities of a post may be achieved by a common reduced number of scale points. Recognition of the complexities of specific posts and the level of performance by each individual officer may be rewarded by additional percentage payments. In that way it can decided whether any additional payments, over and above basic pay point, are appropriate and whether or not they will incur additional pension costs.
- 1.19.1 The regular performance of each individual should be conducted on an annual basis and the move forward on a pay scale would depend on the individuals performance being to an acceptable level. The actual review of individual posts would only take place if there were significant changes to a position.

- 1.20.1 The response to this question is similar to that at 1.4 above. Each has their own unique features and as such each requires to be individually evaluated.
- 1.21.1 Again this question has been previously raised and no significant change can be made to the present pay system without significant cost. Sometimes in an endeavour to gain more control it is possible to lose what you already have. In terms of pay to introduce a more performance related system you can cause confusion and the result is no practical and measurable benefits but rather more confusion and uncertainty..

### ***Basic pay for Chief Constables and Deputy Chief Constables***

- 1.24.1 It is appropriate to respond to questions 1.22, 1.23 and 1.24 collectively. In 2003 the PNB engaged consultants to consider and report on the pay of Chief Constables and Deputy Chief Constables. The PNB then considered the consultants' report and from that devised the present pay point and differentials for Chief Constables and Deputy Chief Constables. Whilst this work could now be revised and measured against any changes which have occurred over the intervening years overall the process was sound and addressed the important issues of each post and its position in the reward structure.
- 1.25 Whilst the 80% pay for a Deputy Chief Constable has no scientific formula it is considered to be a fair comparison in relation to the level of responsibilities with each post. PNB conducted an assessment of the level of each chief constable post and the use of an 80% formula for the Deputy posts means there is a form of local comparison in place.
- 1.25.1 In the immediate past there were no restrictions on the pay point an ACC could be offered but the CC and DCC appointments were governed by the nationally agreed pay points. Subsequently there was an identified need to introduce some national guidance for the appointment of ACCs. This central control is still necessary to ensure a consistent structure and guidance is in place,

### ***Basic pay for police staff***

- 1.28 There are different arrangements for the payment of police staff which exist in NI and as a result the NIPB would not consider it appropriate to comment on questions 1.26 – 1.28

### ***Basic pay equality***

- 1.29.1 In responding to the questions 1.26 – 1.29 the pay and conditions for police staff in NI will be considered at a local level and NIPB would not wish to comment on issues that relate only to England and Wales.

### ***An "x-factor"***

1.35.1 In commenting on questions 1.30 – 1.35 in Northern Ireland the PSNI receive an allowance known as the Northern Ireland Transitional Allowance which was agreed at PNB and subject to periodic review. This allowance was referred to in Part 1 of your report. The allowance was an attempt to recognise the nature of policing in Northern Ireland. Staff employed by PSNI and indeed other government staff who work in or have to visit PSNI premises as part of their work also receive an allowance and the level of such allowances vary. It is essential that such allowances are measured and assessed on a local basis.

### ***Regional pay***

1.45.1 In commenting on the issue of Regional Pay as raised in questions 1.36 – 1.45 the question must be how realistic is it to come up with a formula that is not only fair but is seen to be fair across all the regions. If some regions had higher pay levels and allowances than others it may well restrict the movement from one force/service to another. The other difficulties in regional pay are that a mechanism must be put in place to ensure there is a review on a regular basis not only of the regional pay but also the elements of the formula.

## **(2) Contribution-related pay and role-based pay**

2.17.1 In addressing questions 2.1 – 2.17 we would refer you to comments made earlier in this response in relation to the reward of annual increments. At present increments are service based and should be changed to performance based. It will be a significant step for all police officers to have an effective annual review. It should only be the officers who don't achieve an 'acceptable' level of performance and fitness whose increment are withheld.

2.17.2 Also as stated in this response to progress beyond the 7<sup>th</sup> point on the constable pay scale should require an agreed set of qualifications and standards determined and agreed on a national basis.

### ***Chief Constables and Police and Crime Commissioners***

2.23.1 In relation to questions 2.18 – 2.23 we would comment on Chief Constables pay and appointment. It is acceptable to withhold annual pay progression due to poor performance but little wisdom, from a motivational view point, to reduce the pay of a Chief Constable. The performance of Chief Constables is assessed against agreed targets. Even with the present system assessment methods any proposed changes it would be difficult to have an effective measurement of 'poor performance'. It may however be possible to withhold any agreed annual percentage pay award due to poor performance.

- 2.23.2 The present Chief Officers Bonus Scheme has the potential to reward exceptional performance but there are more effective measures than pay to deal with consistent poor performance. The total package enjoyed by Chief Constables varies significantly between forces and this is similar to the appointment of Chief Executives in the private sector. It would be beneficial if more national guidance is agreed on this subject.
- 2.23.3 Forces should have the discretion to appoint a Chief Constable who may not have acted as an ACC in another force. The selection criteria should be based on the best candidate. There is the possibility that the present policy may well, in the future, be the subject of a legal challenge.

### ***Fitness Test***

- 2.31.1 In responding to questions 2.24 to 2.31 we would advise that PSNI Occupational Health and Wellbeing Unit has a proposed programme which, if introduced, would deliver the fitness testing of all serving officers on a three yearly cycle basis. This time period is acceptable to ensure that it is practical to test over 7,000 officers in a meaningful way and provide a programme to officers whose fitness does not meet an acceptable standard.
- 2.13.2 PSNI Wellbeing programme and initiatives have received recognition with the achievement of a number of national awards and indeed has been shortlisted for the CIPD Wellbeing Award. This investment in a Wellbeing Programme has real practical benefits and the hits on the PSNI HOB demonstrate that the investment in their wellbeing is appreciated by officers. Such forward thinking initiatives have more rewards at less cost than using pay as a lone motivator

### ***Skills***

- 2.36.1 In responding to questions 2.32 – 2.36 we would comment that an annual review system should also incorporate a 'personal development plan' for each officer and indeed may be more realistic in the form of a 5 year rolling development plan. It is the duty of every employee to take ownership of their personal development so the need for financial reward should be limited except on promotion.
- 2.36.2 As stated earlier in this response progression above point 7 on the constable scale should only be possible on the achievement of specific qualifications/standards. Consideration/promotion to Sergeant would only be available to constables who have achieved the agreed standards

## **Role-based pay**

- 2.47.1 We do not propose to respond in detail to questions 2.37 – 2.47 as in the PSNI submission there is significant detail in respect of a process to measure one post against another when determining pay. In any such system it must be fully transparent and consistency not only across each force but across all forces. A process to review and reassess would also be required.
- 2.47.2 There would require to be agreed national guidance if such a system was to be introduced and extensive training and retraining for everyone involved.
- 2.47.3 A more urgency priority is the introduction nationally of an annual review and development process which will in itself take a number of years to achieve.

## **Overtime**

- 2.53.1 Questions 2.48 to 2.53 refer to the payment of overtime. With the accountability of budgets at local level senior officers, more than ever, are required to manage their own budgets and overtime is an important element of any budget. Workforce planning is an important skill which all senior officers must master in order to more effectively reduce the need for overtime. It is however possible with the ever increasing reduction in police numbers no matter how creative a senior officer is the choice may come down to overtime or the reduction in response times, targets and service to the public.
- 2.53.2 In NI there are specific periods and events during the year which could not be managed without the need for overtime. It would not appear to be practical to nationally agree a process to buy out over time as the need for overtime varies between forces. In your Part 1 report you recommended a standby allowance of £15. If there is a need to have an agreed level of standby allowance it would be difficult not to have a system of overtime for constable and sergeant ranks. In the private sector it is similar that roles up to supervisor attract overtime but when someone moves into a management role there is no overtime payable.

## **Unsocial Hours and Mutual Aid**

- 2.57.1 The very nature of policing requires unsocial hours working and it could be argued that this is reflected in the employment package overall. The same could be said for the health service, fire service and prison service. In the private sector many companies have a range of shift working some are permanent and some rotate. In the vast majority of cases there is no unsocial hour's payment.
- 2.57.2 We would question the need for such an allowance. Each additional payment also causes more complexities in the payment system and can be extremely time consuming and unpopular.

### **(3) Entry routes for officers**

- 3.5.1 In addressing questions 3.1 – 3.5 we consider that in policing, like all recruitment, there should be a minimum standard of entry which should also incorporate fitness. The ever increasing cost of tuition fees may well have an impact in the long term on the number of people who will be able to pursue further education. To increase the academic qualification level for entry may disadvantage specific groups who may otherwise be capable of making a real contribution to policing.
- 3.5.2 Every organisation requires people with a range of abilities and skills and also be able to provide education and training for the late developer who, in the long term, may prove to be a major asset. Not only does PSNI provide a range of courses and training the service also works closely with colleges and universities in order to provide a range of accredited qualifications. The establishment of the new police college in NI can only further enhance the range and quality of training and development which is already at an extremely high standard. The college can also be used to market a police career throughout the community and also to be made available to provide training and development opportunities on an international basis.

#### ***Direct or multi point of entry***

- 3.13.1 In addressing questions 3.6 – 3.13 there are specific difficulties with direct recruits. Due to Northern Ireland's quite unique Fair Employment legislation the concept of direct entry into policing would be much more difficult to achieve. Whilst it is possible to recruit and appoint people with specific skills such as experienced detectives into a force it would be more difficult to justify the appointment of someone with no police background into a role above the rank of constable.
- 3.13.2 In the majority of organisations the opportunity to 'grow your own' so that people are available and capable to move to a higher level in the organisation when vacancies occur is essential.

### **(4) Officer career length and pension age**

- 4.15.1 There are some very interesting issues contained in questions 4.1 – 4.15. The need for short term commissions may be attractive to some police authorities but due to the level and cost of recruitment, training and ongoing training this option could prove to be extremely expensive. The option may suit some forces but in the real world of ever depleting police numbers the establishment of a stable and effective force with a high level of professional, skill and flexibility is essential.

- 4.15.2 There will also be fewer opportunities to provide restricted duties on a long term basis rather than a mechanism to assist a return to work and full duties over an acceptable period. Restricted duties means more officers not in the front line and visible to the public
- 4.15.3 Ill health retirement is assessed on the capable of an officer to undertake full duties and past service is not a factor. Future service is a factor when considering the permanence of an officer's condition.
- 4.15.4 As a result of the Lord Hutton review of pensions, and a new Injury on Duty Scheme being introduced in 2012 there is significant work ongoing to address pension issues. In the consideration of short term contracts/commissions there would be difficulties from a pension view point to prevent negative financial impediments.

#### **4[5) Pay negotiating machinery**

##### ***Police Pay Reform***

- 5.21.1 The future role of PNB or an alternative to PNB should be considered not least due to devolution in Scotland and the devolution of policing and justice in Northern Ireland. There are advantages in maintaining overall national pay and conditions but with the ability to address local issues. For the foreseeable future the NIPB would wish to be part of a national framework to negotiate police officer pay and conditions with a built in mechanism to take account of local aspirations. This would not be possible with a pay review body so reform of the present process may well be the most appropriate option.
- 5.21.2 Any new representative body established to replace PNB could have a small negotiating team that works to an agreed brief and timetable to reach agreement. The present system were PNB was presented with the Winsor Part 1 recommendations with a target date of 4 months to have all these negotiated was unrealistic.
- 5.22.2 Any new body should have the flexibility to be negotiate police pay and conditions within budget guideline but give the body the ability to be innovative and come back with recommendations based on knowledge and experience of the future needs of policing.

## **6. SUMMARY**

- 6.1 The main recommendations contained in this 'call for evidence' are as follows:

6.1.1 For the foreseeable future NI negotiates within the parameters of the PNB national framework or any alternative body.

6.1.2 Only the first 7 points of the constable scale can be progressed based on a satisfactory performance the remainder must also require the attainment of specific standards/qualifications,

6.1.3 Points 8 and above on the constable scale may only be progressed on the achievement of agreed qualifications and a personal development plan,

6.1.4 Progression on pay scales should be based on performance not service

6.1.5 Effective system of annual performance reviews to include all officers and also to incorporate an effect completion of personal development plans.

6.1.6 The introduction of a form of performance related pay for each individual officer is ambitious and challenging to achieve, update and administer,

6.1.7 It is desirable to introduce a system of fitness testing possibly on a 3 year cycle,

6.1.8 Effective Wellbeing Programmes in all forces would have enormous practical benefits by improving health standards, attendance and also motivation,

6.1.9 Chief Constables have a 'Pot' of funding to use in order to address local policing priorities

6.1.10 Pre entry qualifications for policing would have a negative impact on minority and other groups,

6.1.11 Significant reform is needed to the PNB structure including possible replacement and that would have implications on how the pay of Chief Officers is determined. Any changes to PNB would also have implications for corresponding structures such as PAB.

### **Clarification on the Content of this Document**

In order to clarify the status of this document NIPB would state that the content has been prepared in order to assist in the consideration of the range of questions contained in the Winsor Part 2 Call for Evidence request. No part of the content should be taken as a NIPB position on any or all of the many questions raised. Winsor Part 1 and Part 2 Reports were commissioned by the Home Secretary in respect of England and Wales and the application of any recommendations subsequently approved would be subject to further negotiation and agreement in relation to Northern Ireland

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**08 September 2011**