



Police Service of Northern Ireland

The Workforce Plan

Equality Impact Assessment

February 2015

Table of Contents

Table of Contents.....	2
Preface.....	5
Executive Summary	6
Conclusion.....	7
Chapter 1: Context, Background and Purpose.....	8
Context.....	8
Background	9
Purpose	11
Chapter 2: Key Events that have shaped the Current PSNI Workforce	12
Chapter 3: Patten Severance and 50:50 Recruitment of Regular Officers	14
Figure 1 – Regular Police Officers (Gender & Community Background).....	14
Figure 2 - Regular Police Officers (Ranks by Gender over period).....	15
Figure 3 - Regular Police Officers (Ranks & Community Background over period)	16
Figure 4 - Regular Police Officers (Wastage and Recruitment by Gender over period)	17
Figure 5 – Regular Police Officers (Wastage and Recruitment by Community Background over period).....	18
Learning Points: Patten Severance and 50:50 Recruitment of Regular Officers	19
Chapter 4: Re-orientation of the Part-Time Reserve	20
Figure 6 - PTR composition at 1 January 2001 (Gender and Community Background).....	20
Figure 7 - PTR / POPT (Wastage and Recruitment by Gender over period)	22
Figure 8 - PTR / POPT (Wastage and Recruitment by Community Background over period)	22
Learning Points: Re-orientation of the Part-Time Reserve.....	25
Chapter 5: Phasing Out of Full Time Reserve.....	26
Figure 9 - FTR Officers as at 1 January 2001 (Gender and Community Background).....	26
Figure 10 – FTR officers November 2001 to November 2004 (Wastage Reasons by Gender)	27
Figure 11 – FTR officers November 2001 to November 2004 (Wastage Reason by Community Background)	28
Figure 12 – FTR officers November 2004 to December 2011 (Wastage Reason by Gender)	29
Figure 13 – FTR November 2004 to December 2011 (Wastage Reason by Community Background)	29
Learning Points: Phasing Out of Full Time Reserve.....	30
Chapter 6: Reduction in PSNI Funding (2006 onwards)	31
Figure 14 – Rank reductions as result of Rank Ratio (2009)	33

Figure 15 – Rank Establishment January 2001 and August 2014	34
Figure 16 – Rank Establishment January 2001 and August 2014 (Percentage change to Community Background)	35
Learning Points: Reduction in PSNI Funding (2006 onwards).....	37
Chapter 7: Break with the Northern Ireland Civil Service	38
Figure 17 – Police staff as at January 2001 (Gender).....	38
Figure 18 – Designation of Police Staff (Civil Service -v- Direct Recruit from January 2001 to August 2014)	40
Learning Points: Break with the Northern Ireland Civil Service.....	41
Chapter 8: Outsourcing of Support Functions	42
Cleaning Services	42
Maintenance and Development of IT Systems	42
Front Line Support	43
Figure 19 - Managed Service as at August 2014 (Number of staff and Roles)	44
Learning Points: Outsourcing of Support Functions	46
Chapter 9: Use of Temporary Workers	47
Figure 20 - Staff Profile – Extract from NIAO Report (2012).....	48
Figure 21 – Number of Temporary Workers December 2001 to August 2014.....	50
Learning Points: Use of Temporary Workers.....	51
Chapter 10: The Overall Impact on Workforce Composition	52
Figure 22 – Police Officers and Police Staff December 2001 to August 2014 (Community Background)	53
Fig 23 - Bench Marking with various sectors in Northern Ireland (Community Background)	54
Learning Points: All key events (The Overall Impact on Workforce Composition).....	55
Chapter 11: Current Workforce Section 75 Assessment.....	56
Figure 24 - PSNI and Northern Ireland Population (Community Background)	56
Figure 25 - PSNI and Northern Ireland Population (Gender)	56
Figure 26 – PSNI and Northern Ireland Population (Age)	57
Figure 27 – PSNI (Political Opinion)	58
Figure 28 – PSNI and Northern Ireland Population (Ethnic Group)	58
Figure 29 – PSNI and Northern Ireland Population (Domestic Status)	59
Figure 30 – PSNI and Northern Ireland Population (Disability)	60
Figure 31 – PSNI (Dependants)	61
Figure 32 – PSNI (Sexual Orientation).....	61

Chapter 12 The Future of the PSNI Workforce	63
Figure 33 – Medium Term Resource Plan (MTRP)	64
Consultation	67
APPENDIX A.....	70
Relevant Patten Recommendations	70

Preface

Further to the statutory duties contained within Section 75 of the Northern Ireland Act 1998, the Police Service of Northern Ireland (PSNI) committed to carrying out an Equality Impact Assessment (EQIA) on each policy where screening indicated that there may be significant implications in relation to one or more of the nine Section 75 characteristics.

This report has been made available to internal and external stakeholders as part of the formal consultation into the development of a PSNI Workforce Plan. However as many of the decisions being assessed are in the past, this document is not being issued to the full list of EQIA consultees.

We would welcome any comments that you may have in terms of this assessment, including our preliminary recommendations with regard to measures to mitigate adverse impact. Further copies of this report are available on PSNI's website at www.psni.police.uk (pathway: 'Updates' / 'Section 75 Consultation Zone').

If you have any queries about this document, and its availability in alternative formats (including Braille, disk, large print and audio cassette, and in minority languages to meet the needs of those whose first language is not English) then please contact:

Equality and Diversity Unit

PSNI Human Resources Department

Lisnasharragh

42 Montgomery Road

Belfast BT6 9LD

Telephone: 028 90922575

Email: equality@psni.pnn.police.uk

Deadline for comments will be: Friday 1st May 2015

Following consultation the Final Report will be made available.

Executive Summary

As one of the strategic aims of the PSNI is to have a workforce that is reflective of the society it serves, we have identified that there is a requirement to retrospectively assess the equality impact of key events and decisions that have had an effect on the PSNI workforce. This assessment is being undertaken as part of the work to identify and develop a workforce plan for PSNI and in accordance with a commitment given by the PSNI in November 2012 to the Northern Ireland Public Accounts Committee (PAC). The purpose of this assessment is therefore to articulate and understand the impact of key events and decisions in shaping the current PSNI workforce and to identify any specific action required in developing the 'Workforce Plan' moving forward.

The historical under-representation of Roman Catholics within the RUC reflects a traditionally low baseline of Roman Catholic representation within all employment streams of PSNI, including police officers and police staff. This historical legacy reaches back almost 100 years when reforms were introduced to improve representation of Roman Catholic officers.

There have, in the 15 years since publication of the Patten Report, been innumerable initiatives, events and changes that have impacted the PSNI workforce. However this report will reflect on those listed below which, PSNI considers to be the most significant in terms of both the achievement of the challenges set by the Patten Report and the realities of the current operating environment.

- Patten Severance Programme / 50:50 Recruitment (2000 to 2011)
- Re-orientation of the PTR (2003 to 2006)
- Removal of the FTR (2005 to 2010)
- Reduction in PSNI Funding (2006 onwards)
- Break from NICS (2008)
- Out-sourcing of support functions
- Use of temporary workers

The current PSNI workforce is comprised of directly recruited police officers and staff and of staff employed as part of a managed service and temporary workers employed by an external body.

The Managed Service staff fulfil a wide range of functions (e.g. maintenance, catering, cleaning, security, driving, transport), and there is no reason to indicate that staff working for the providers of these services will not reflect that sector of the

labour market.

The main learning points from the examination of the key events are:

- The Patten Report recommendations in relation to the composition of Police officers were restricted to altering the imbalance in terms of community background. The target 30% Roman Catholic officer representation was achieved. However the severance programme provided the capacity to do this, and as the staff position demonstrates positive discrimination by itself is not enough to engender the degree of change that was required.
- The implementation of a large scale and ongoing recruitment programme resulted in an increase in the number of female officers. This was an unintended benefit.
- The PSNI operational surge capacity remains below that recommended by the Patten Report as the numbers in relation to PTR officers were not achieved and other plans to increase visibility and build links with the community had to be shelved due to financial constraints.
- Ambiguity in the long term financial arrangements inhibited the ability to undertake workforce planning in a meaningful way.
- Uncertainty over the continuance of Security Funding also affects future workforce planning.
- Adherence to a fixed headcount establishment figures prevented action to alter the workforce mix and was ultimately unaffordable.

Conclusion

Ultimately the PSNI's ability to alter the representativeness of the workforce is significantly influenced by the availability of funding and appetite to change the workforce mix.

Chapter 1: Context, Background and Purpose

Context

Section 75 (1) of the Northern Ireland Act 1998 requires that PSNI shall, “in carrying out its functions relating to Northern Ireland, have due regard to the need to promote equality of opportunity” between the following nine Section 75 characteristics:

- Persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation;
- Men and women generally;
- Persons with a disability and persons without; and
- Persons with dependents and persons without.

In addition, and without prejudice to these obligations, in carrying out its functions relating to Northern Ireland, PSNI is also committed to having due regard to the desirability of promoting good relations between persons of different religious belief, political opinion or racial group.

PSNI's Revised Equality Scheme was approved by the Equality Commission for Northern Ireland (ECNI) on 26 September 2012. This scheme sets out arrangements as to how PSNI proposes to fulfil its obligatory duties determined through Section 75 legislation and its implementation.

The Equality, Diversity and Good Relations Strategy 2012 - 2017 also acknowledges the commitment to carrying out EQIAs and policy reviews on existing policies and to screen all new policies as required. PSNI is further committed within the strategy to a number of objectives aimed at having an engaged workforce reflective of the society it serves at all grades, ranks and in specialist posts/ locations.

In the spirit of Section 75, it was determined that the processes and procedures attached to developing and implementing the PSNI Workforce Plan would benefit from an equality assessment to understand the impact on achieving its aim of a representative workforce of specific requirements placed on the service.

While the Section 75 duty requires public authorities to promote equality of opportunity between persons of different religious belief, equality monitoring of employees under Fair Employment and Treatment (NI) Order 1998 (FETO) regulations considers which community background an individual belongs to or would be perceived as belonging to. As a result PSNI do not hold data on employee's religious belief and will substitute community background for the purposes of data analysis.

Please note that while 'Temporary Workers' have been included as part of the breakdown of the workforce composition, when they become relevant, they are not included in the subsequent analysis of Section 75 data. These employers are required to complete annual monitoring returns to the ECNI but are not legally required to make that monitoring data available to the companies to which they are contracted. Some benchmarking from the most recent Annual Monitoring Report Summary has been included in the analysis of the current workforce composition to provide an indication of the workforce composition of such companies.

Background

On the 9 September 1999 the Independent Commission on Policing for Northern Ireland (ICPNI) produced its report on the future policing structures and arrangements for Northern Ireland (also known as 'The Patten Report'). The report contained 175 recommendations, 21 of which directly related to the PSNI workforce and are attached at Appendix A.

The key workforce recommendations focused on reducing the overall officer headcount whilst at the same time addressing the historical community background imbalance among both officers and staff through exiting officers through a voluntary severance scheme and introducing positive discrimination into the recruitment process.

Implementation of these recommendations presented considerable challenges in balancing the requirement to build confidence in the organisation whilst at the same time reducing both capacity and capability.

The lack of a severance programme for Police Staff combined with the requirement to retain broadly similar terms and conditions as the Northern Ireland Civil Service, to avail of the Principle Civil Service Pension Scheme Northern Ireland (PCSPS (NI)), arrangements had an inhibiting influence in terms of changing the non-police personnel profile. The requirement to remain within the realms of the PCSPS (NI) was dictated by the cost of implementing alternative arrangements.

Despite these challenges, in the period 2000 to date the PSNI has reduced the police officer head count, the community background profile of police officers has been significantly altered, the Full Time Reserve (FTR) has been completely phased out and many of the support functions are now undertaken by staff or external contractors. In addition the number of officers undertaking operational support and organisational support roles has been significantly reduced with the focus of many staff roles being moved from organisational support to operational support and, in some cases operational ones.

The PSNI does however recognise that delivery of the above has come at a

significant financial cost, and the large numbers of officers exiting via the severance programmes in the period 2000 to 2011 has had a negative impact in terms of the availability of both technical and managerial skills. Added to this the extra-ordinary levels of recruitment and promotion over the period 2000 to 2011 has resulted in unprecedented levels of churn at all police ranks and had the effect of reducing the length of service profile of those within managerial ranks.

In addition to the outworking of two major severance schemes the PSNI has, since 2006, in common with the whole public sector, felt the impact of considerable reductions in funding brought about as a consequence of the global economic crisis. Cuts within the NI public sector block grant combined with the declared spending priorities of the Northern Ireland Executive have led to significant uncertainty in funding provision which has necessarily prompted a cautious approach to permanently increasing staff and officer headcount. This has consequently impacted on the ability to develop a longer term skills management strategy to deal with the accelerated level of skills deficit within PSNI that resulted from implementation of the 'Patten' recommendations.

In the face of this financial uncertainty and depleted skills base, the PSNI sought to utilise temporary workers as a method of supplementing the existing workforce and skills base. The use of temporary workers within the PSNI has been subject to a number of reports and reviews including the most recent, Northern Ireland Audit Office (NIAO) Report, The Police Service of Northern Ireland: Use of Agency Staff in October 2012¹. The criticism focused primarily on numbers used and the absence of any equality monitoring of them. In this latter regard, there were concerns expressed that there was an adverse impact on the PSNI's representativeness goals. Similarly there has also been criticism in regards to the representativeness of the overall workforce.

The purpose of this assessment is to understand the impact of actions taken to date and consider the requirement and scope to alter the workforce profile moving forward. Therefore this assessment will look back to the profile of the workforce from the last year of the Royal Ulster Constabulary (RUC), undertake an examination of key events through the formation of the PSNI up to the present day. The analysis will focus primarily on community background and gender. Where possible and appropriate the impact of events in relation to the wider Section 75 will also be considered.

Based on the analysis of the impact of the key events, the report will identify any learning points that will need to be considered in development and delivery of the Workforce Plan moving forward.

¹http://www.niauditoffice.gov.uk/index/publications/report_archive_home/2012/psni_final_report.pdf

Purpose

The intent of the Workforce Plan is to project and deliver the optimum workforce requirements in terms of people within the PSNI (permanent and temporary) as well as bought in services, to deliver the policing service to the people of Northern Ireland.

With a specific focus on:

- Identifying the number of posts – in the staffing mix – we can afford, over the specified period to meet anticipated demands and demographic considerations.
- Allocating posts to best effect to deliver the policing service.
- Ensuring pre-recruitment activity is focused on delivering a workforce that is representative of Northern Ireland's society.
- Prioritising and planning specific HR activity to meet skills gaps
- Understanding what people are deployed to do and when they are doing so.

In simple terms the strategic aim of the Workforce Plan will be to have officers and staff available in the right numbers, in the right places, and doing the right things at the right times to deliver efficient and effective policing in a manner that best meets the needs of local communities and the people of Northern Ireland.

This assessment will be used to understand the impact of actions taken to date and consider the requirement and scope to alter the workforce profile moving forward.

Chapter 2: Key Events that have shaped the Current PSNI Workforce

In order to understand the current workforce composition and to fully consider the options for future change and reflectiveness it is important to analyse the impact of the changes that the organisation has undergone in recent years.

As identified in Chapter 1 the Patten Report made a number of recommendations which focused on reducing the overall police officer headcount whilst at the same time addressing the historical community background imbalance.

In summary, the recommendations focused on:

- Creating the capacity to address the existing community background imbalance by introducing a voluntary severance scheme for police officers;
- Addressing the community background imbalance through the implementation of 50:50 recruitment (50% Roman Catholic, 50% non-Roman Catholic) for all police officer recruitment processes and larger police staff processes;
- Reducing the number of regular police officers to approximately 7500;
- Reducing the number of senior officer posts;
- Taking action to address the community background imbalance among staff;
- Civilianising functions performed by police officers that did not require the specific exercising of police powers;
- Outsourcing of PSNI support services and functions;
- Phasing out the FTR; and
- Increasing the number of Part Time Reserve (PTR) officers and utilising them in their local communities.

There have, in the 15 years since publication of the Patten Report, been innumerable initiatives, events and changes that have impacted the PSNI workforce. However this report will reflect on those listed below which, PSNI considers to be the most significant in terms of both the achievement of the challenges set by the Patten Report and the realities of the current operating environment.

- Patten Severance Programme / 50:50 Recruitment (2000 to 2011)
- Re-orientation of the PTR (2003 to 2006)
- Removal of the FTR (2005 to 2010)
- Reduction in PSNI Funding (2006 onwards)
- Break from NICS (2008)
- Out-sourcing of support functions
- Use of temporary workers

Each of the following chapters examines the impact of one of the above identified Key Events on the PSNI workforce in the period 2000 to 2014 and considers if there is any residual issue carried forward that will need to be considered in the development and delivery of the Workforce Plan.

The extent of the changes made over the period can make direct comparisons of the role distribution difficult but changes in the community background, gender and age profiles will still be apparent. To assess the impact of each of the above key events, 6 data points have been identified against which the composition of the workforce can be plotted. These are:-

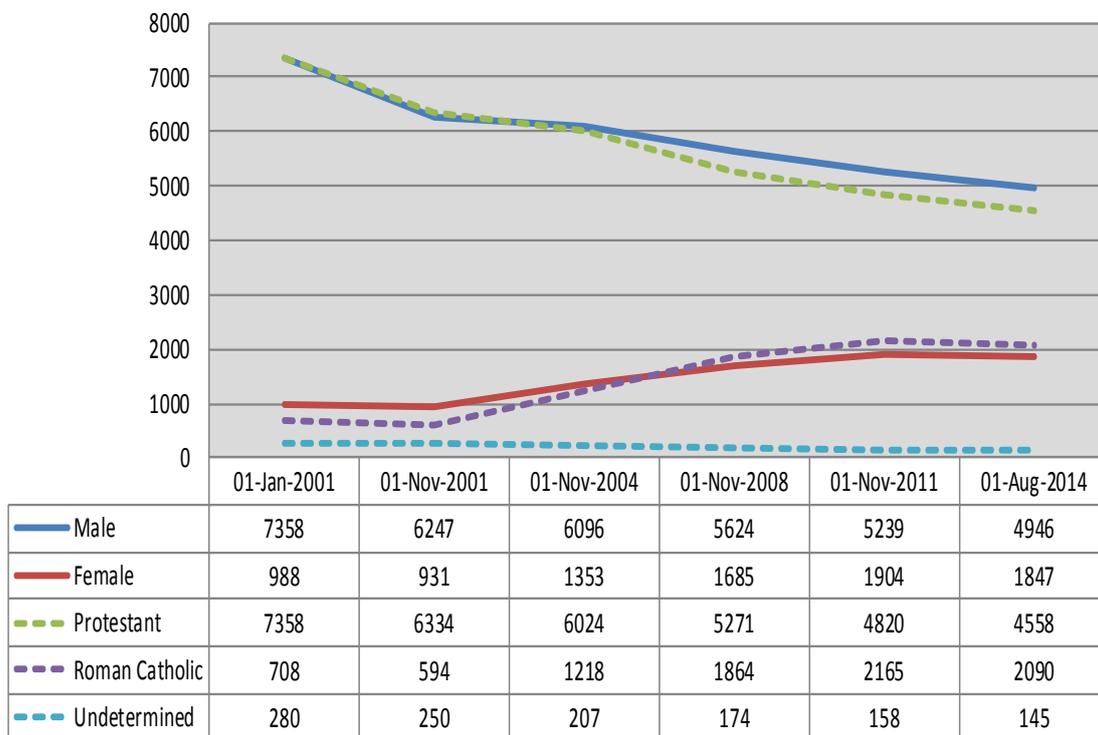
- Data Point 1: 1 January 2001
- Data Point 2: 1 November 2001
- Data Point 3: 1 November 2004
- Data Point 4: 1 November 2008
- Data Point 5: 1 November 2011
- Data Point 6: 1 August 2014

Chapter 3: Patten Severance and 50:50 Recruitment of Regular Officers

The Patten Report made recommendations that the size of the regular service should reduce to 7500 (Recommendation 105) subject to security considerations; that officers should be offered an enhanced severance package (Recommendation 106) to create capacity for compositional change and; that new appointments to the police regulars were made in equal numbers of Protestants to Roman Catholics (50:50) (Recommendation 121).

To effectively track the impact of the severance and accompanying 50:50 recruitment programme it is important to record that at the date of publication of the Patten Report the RUC had 8488 regular officers. The first phase of the Patten Severance Scheme commenced on 1 January 2001 and at that date the total number of regular officers had reduced through normal wastage by 142 to an overall headcount of 8346.

Regular Officers



**Figure 1 – Regular Police Officers
(Gender & Community Background)**

There was a 10 month time lag between commencement of the Patten Severance Scheme on the 1 January 2001 and appointment of the first post-Patten recruits in November 2001. This had the effect that before the transition of the RUC to PSNI in November 2001 the organisational Regular officer headcount had reduced by a further 1168 meaning that by the date of PSNI inception the number of officers was already below the 7500 recommended by the Patten Report. However achievement of this overall reduction meant that despite the vast majority of leavers being male Protestants (908) there was a negligible impact on the overall composition of the regular officer group.

It is interesting to note that whilst pre PSNI Roman Catholic officer representation was 8% overall, at the rank of Chief Superintendent and Superintendent this rose to 20% and 15% respectively. This is in contrast to female representation which was 12% overall but there were no female Chief Superintendents and only 3% female representation at Superintendent level. Over the period 1 November 2001 to 1 August 2014 Roman Catholic officer representation has increased to 31% and female to 27%. However as a consequence of the Patten Severance Scheme, Roman Catholic officer representation at the ranks of Chief Superintendent and Superintendent has been eroded whilst in the same period the female representation at all ranks (excluding ACPO) has increased.

Figures 2 and 3 illustrate the changes in rank by gender and community background throughout the period.

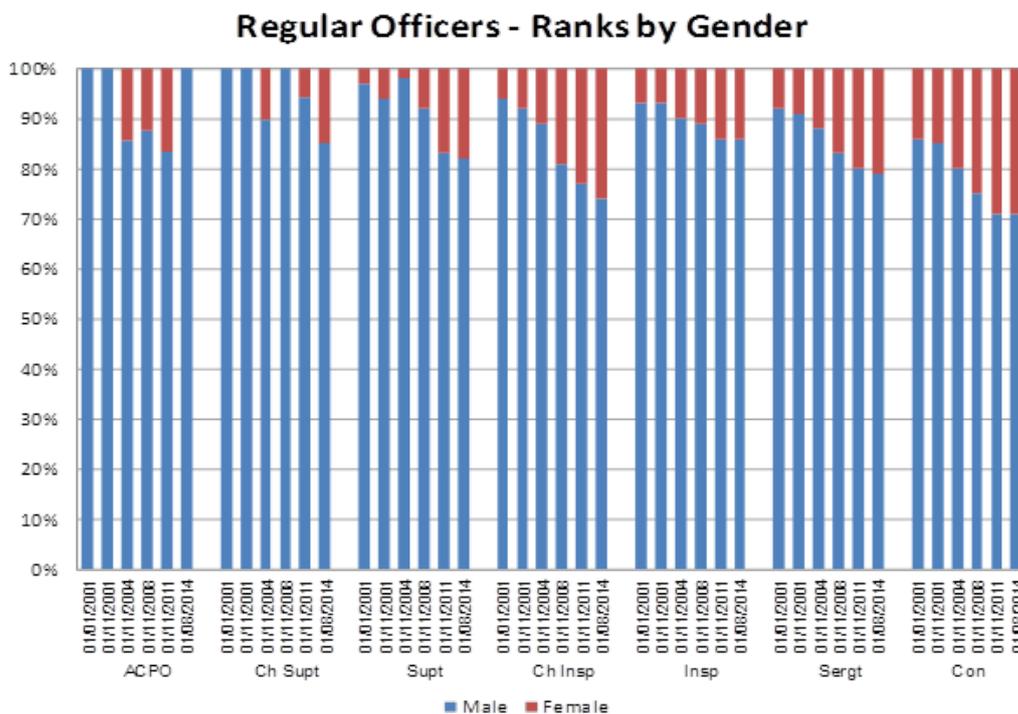


Figure 2 - Regular Police Officers (Ranks by Gender over period)

**Figure 3 - Regular Police Officers
(Ranks & Community Background over period)**

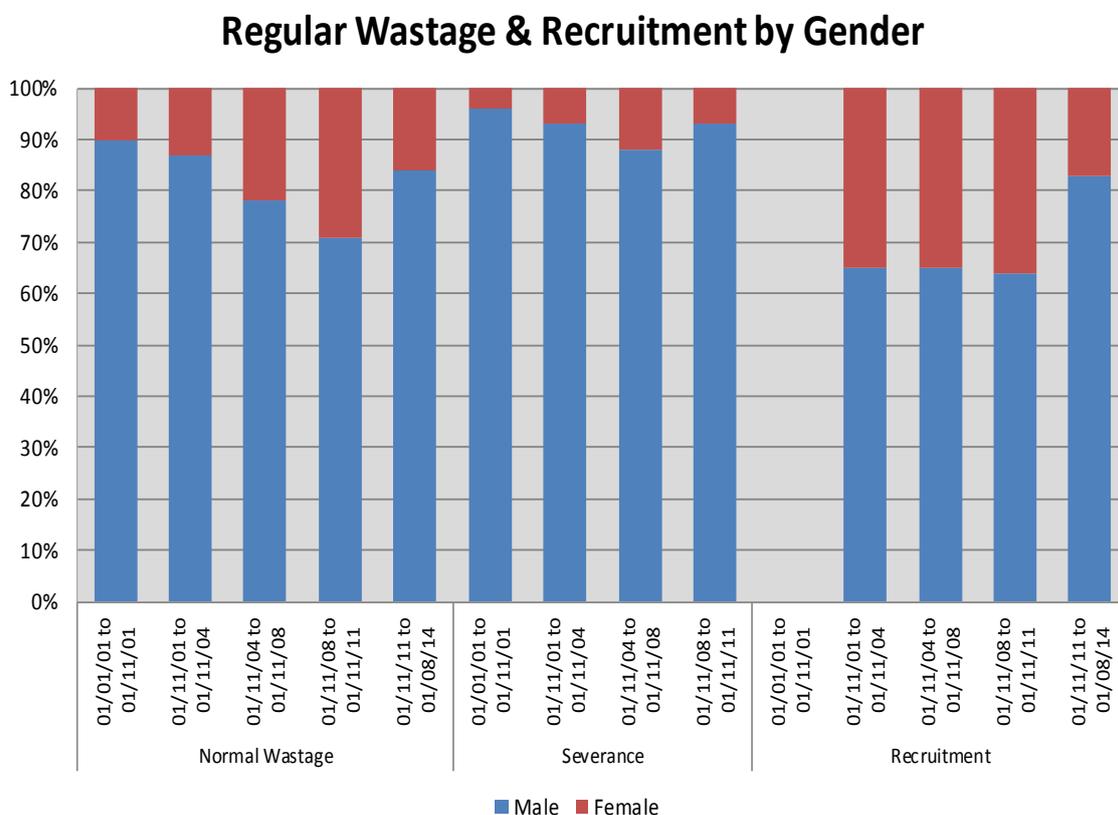
Overall the intended aims of the Patten Severance Scheme and the implementation of 50:50 recruitment was to increase Roman Catholic officer representation. The Patten Report concluded that low female representation was a phenomenon associated with policing as a whole and not unique to Northern Ireland. Therefore the main thrust of the report recommendations, in relation to regular officer composition, was to achieve 30% Roman Catholic representation over a 10 year period. However the Police (Northern Ireland) Act 2000 Section 48 made provision for the Northern Ireland Policing Board (NIPB) to require the police service to develop an action plan for increasing female representation if females were under-represented. PSNI implemented Gender Action Plans in 2004 and 2008, both of which achieved success across a number of actions resulting in a positive impact on the recruitment, progression and deployment of female officers and staff. These actions included a communication and familiarisation strategy to encourage application for promotion and specialist departments, the review of internal family friendly policies, the establishment of a Women's Police Association and empowerment training/ mentoring schemes for females.

Since the inception of PSNI in November 2001, 3033 officers have availed of the Patten Severance Scheme, a further 1891 officers left due to natural wastage and 4275 officers have been recruited under 50:50 arrangements.

It is worth commenting that in the first two years of the severance scheme being in

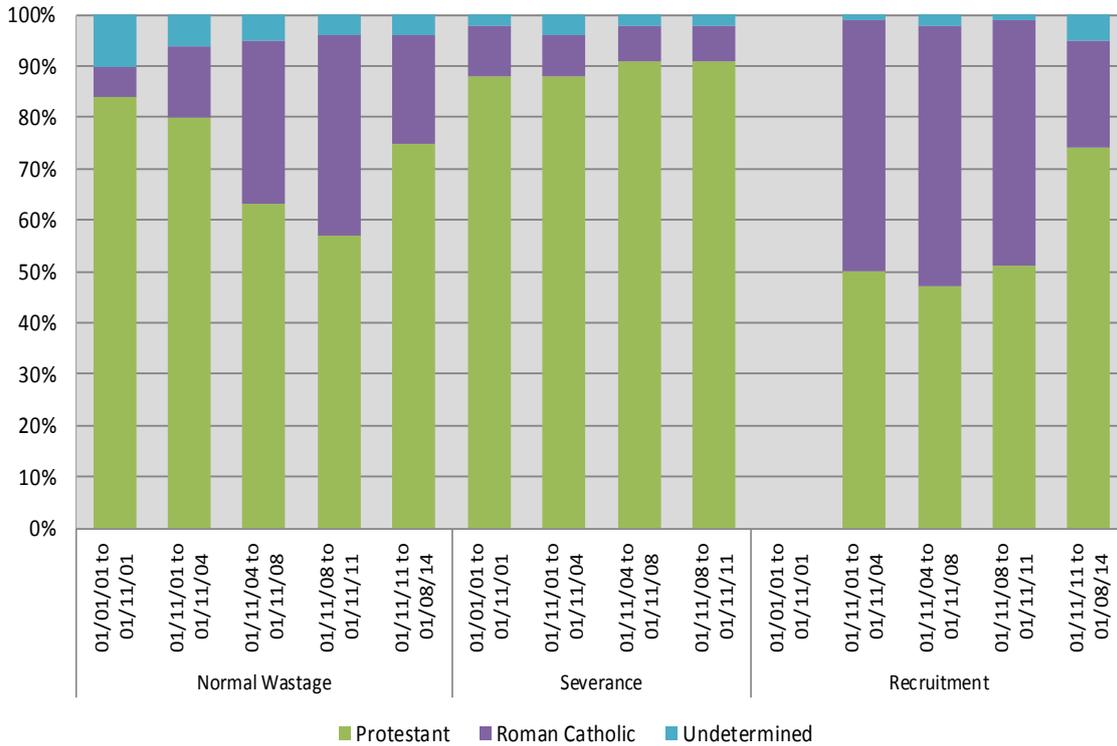
operation the capability of the organisation was severely impacted as officers were opting to leave as soon as they became eligible due to uncertainty regarding the availability of the scheme moving forward. As a consequence the PSNI sought assurances from the Northern Ireland Office (NIO) that the scheme would continue to the end of March 2011. Once this assurance was received the PSNI suspended the severance scheme from 1 March 2003 to 31 March 2004 and the only officers to leave under severance in that period were those who had previously been red-circled in earlier years. This created some capacity to rebuild the skills base and the scheme was re-started in April 2004.

The charts at Figure 4 and 5 illustrate the % changes in composition by leavers and new recruits by gender and community background over the entire period.



**Figure 4 - Regular Police Officers
(Wastage and Recruitment by Gender over period)**

Regular Wastage & Recruitment by CB



**Figure 5 – Regular Police Officers
(Wastage and Recruitment by Community Background over period)**

In the period since the inception of the PSNI the number of female officers has increased by 916 (98%), there has been an increase of 1496 (252%) in Roman Catholic officers, a reduction of 105 (42%) in undetermined and a reduction of 1776 (28%) in Protestant officer representation.

As figures 3&4 above highlight over the period since November 2001 the natural wastage rates for Roman Catholic and female officers have been higher than the severance rate. This increase in wastage is not surprising given that at the start of the process there was poor Roman Catholic and female representation, the 50:50 recruitment arrangements meant that there were increased numbers of Roman Catholics and females joining the service. This attrition rate is not considered to be disproportionate.

Learning Points: Patten Severance and 50:50 Recruitment of Regular Officers

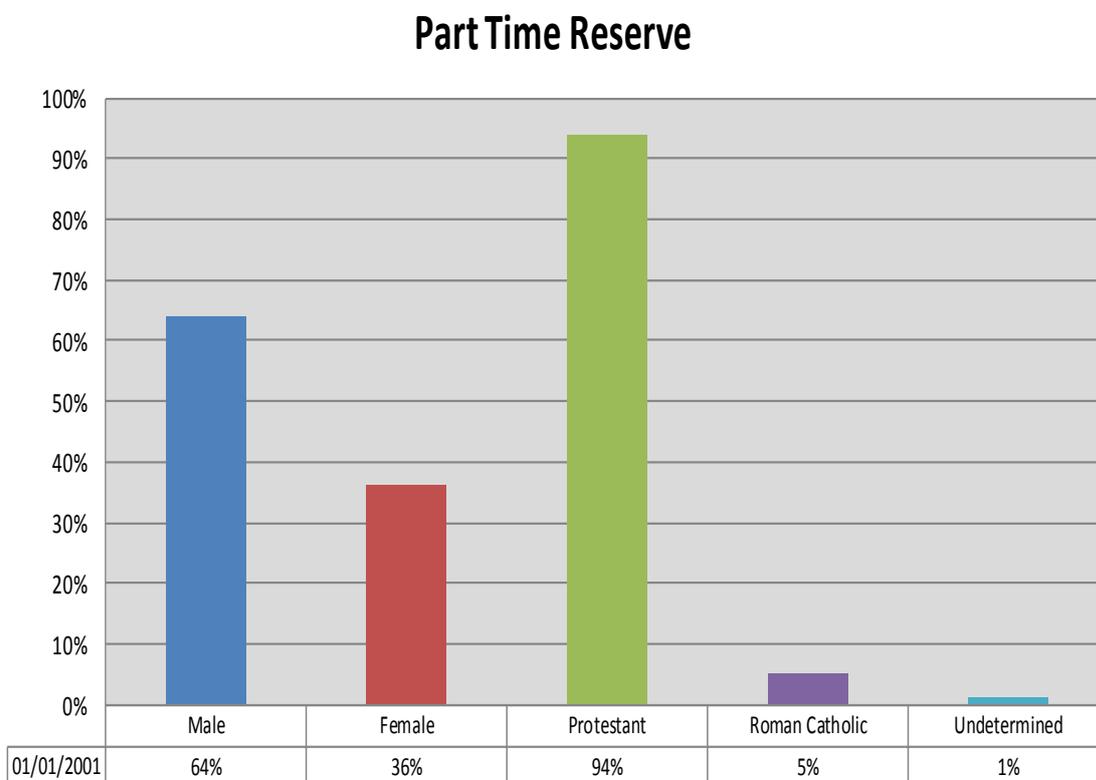
- The imbalance in Roman Catholic officer representation could not be addressed without specific action to create capacity (i.e. Patten Severance Scheme).
- A lack of clarity at the outset, as to the availability of the severance scheme over the entire Patten period resulted in officers opting for severance at the earliest opportunity. This had an impact on the overall capacity of the service.
- Female representation has increased from 12% to 27% as a result of the increased levels of recruitment in the period 2001 to 2011. There have also been increased levels of female representation at all ranks.
- In achieving this there has been a negative impact on the Protestant population in Northern Ireland who wished to join the PSNI as numbers were restricted. However for the most part male Protestants were the group that benefited most from the enhanced severance settlements.
- The low starting base of Roman Catholic officer representation has meant that the severance programme has had a negative impact on Roman Catholic officer representation at the rank of Chief Superintendent and Superintendent which will take a further period of time to work through.
- The age profile of Regular officers was not significantly altered during this period of major change.

Chapter 4: Re-orientation of the Part-Time Reserve

At the time the Patten Report was prepared there were approximately 1300 PTR officers. These officers were intended to supplement the regular and FTR officers at times of peak demand and officers were utilised in terms of their availability at the time of demand. PTR officers were remunerated on the Constable pay scale for any hours worked but had no entitlement to pensions, promotions, occupational sick pay or paid annual leave.

Not all police areas had PTR officers and at the time the Patten Report was published there had not been any recruitment to this role since November 1995. Female representation among the PTR was 36%, a significant improvement on that within the regular and FTR officer group, however in common with the regular officer group, this group also had very low levels of Roman Catholic officer representation.

Due to natural wastage the number of PTR officers reduced from 1300 at the time of the Patten Report to 1086 by 1 January 2001. This was made up as per Figure 6 below and the average age of the PTR was 43.



**Figure 6 - PTR composition at 1 January 2001
(Gender and Community Background)**

The Patten Report recommended that PSNI should increase the number of PTR officers to c.2400 (Recommendation 104). The vision was that the PTR would be recruited primarily from communities that were under-represented and in doing this the connections between the police and local communities would be strengthened. It was also considered that a reserve of up to 2500 PTR officers could if necessary be called on to substitute for officers who were undertaking public order or other duties at times of peak demands.

As a consequence of the recommendation, the Police Service of Northern Ireland (Part Time) Reserve Regulations came into effect in February 2004. These regulations which primarily set out the terms and conditions of employment of the PTR permitted the PSNI to require existing PTR officers to undergo 'conversion' training and be assessed as competent by way of an examination, as well as placing a requirement on PTR officers to perform a minimum number of hours per annum. On conversion PTR officers became known as Police Officers Part Time (POPT).

The PSNI undertook two separate recruitment campaigns for POPT officers between 2004 and 2006. The first one sought to make appointments to Banbridge, Coleraine, Lisburn and Newtownabbey. This resulted in 159 POPT officer appointments over the period February 2004 to February 2005. A second recruitment campaign resulted in a further 129 POPT appointees between December 2006 and October 2007, this time the appointments were to Ballymoney, Foyle, Moyle, Newry and Mourne and South Belfast.

Intakes were restricted due to the availability of training staff to train the new POPT officers, as there was also at this time substantial training taking place for recruits to the regular service. The recruitment of the POPT was not subject to the provisions of the 50:50 recruitment arrangements and the applicants and appointees were predominantly Protestant. The second intake did have a higher Roman Catholic representation than had previously been the case. Figures 7 and 8 below illustrate the gender and community background of the PTR / POPT through the 6 identified data points.

PTR & POPT Recruitment & Wastage by Gender

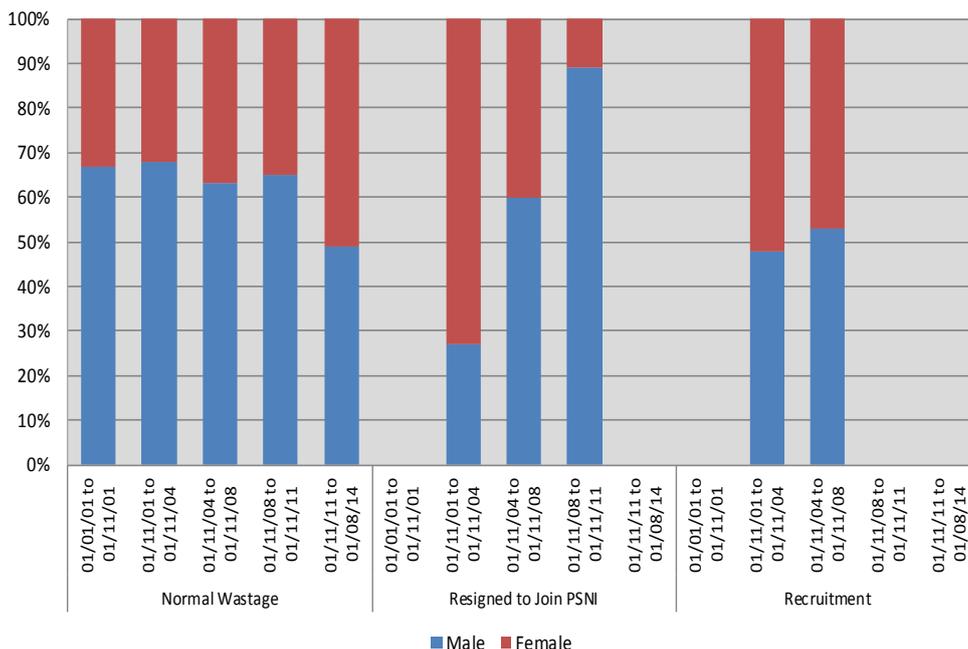


Figure 7 - PTR / POPT
(Wastage and Recruitment by Gender over period)

==

PTR & POPT Recruitment & Wastage by CB

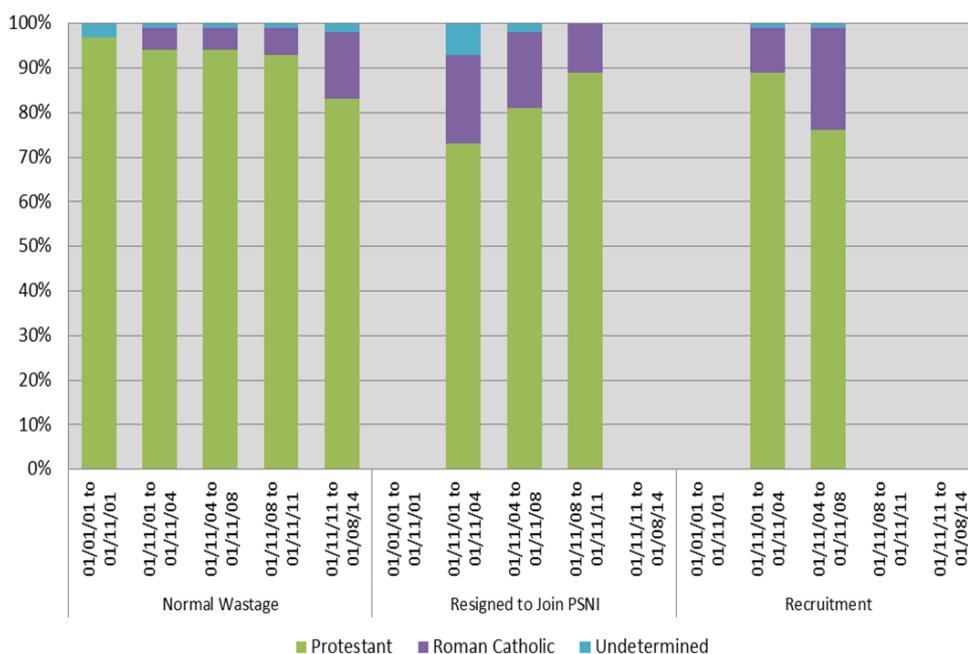


Figure 8 - PTR / POPT
(Wastage and Recruitment by Community Background over period)

The move to increase the PTR officer numbers did not have the support of all the political parties in Northern Ireland and the recruitment exercise did not significantly alter Roman Catholic officer representation. The revised arrangements changing the PSNI's expectations of existing PTR officers also had limited political support and there were accusations from some that in requiring existing PTR to undergo the conversion training the PSNI were accelerating the rate of leavers, which was a detriment to the Protestant community from which the majority of the pre-existing PTR came.

In the period November 2001 to August 2014 there were 884 leavers from the PTR and of these it is estimated 166 left rather than take up the new role. 9% of those who left during this time left to join the PSNI Regulars, within that 40% of the females and 16% of Roman Catholic PTR officers who left did so to join the PSNI Regulars.

At the time PSNI began appointing new PTR officers (2004) a legal challenge was being mounted by retained fire fighters in Great Britain, specifically that this group should be entitled to broadly similar terms and conditions of full time fire fighters as they were in essence part time workers. The case went to the House of Lord (2006) and after being remitted back to an Employment Tribunal retained fire fighters were deemed to be covered by the part-time workers legislation. Although police officers are not classed as employees this ruling did create some uncertainty and concern that a similar challenge by the PTR may result in a similar decision. The financial consequences of PTR officers acquiring pension rights, occupational sick pay and holiday pay were considered very significant.

The low application rate of Roman Catholics for the PTR combined with the concerns surrounding the employment status of this group and the practicalities associated with enhancing the role of the PTR but working to varying levels of PTR availability caused PSNI to question the value of progressing the recommended increase in PTR officer numbers.

In April 2003 Police Community Support Officers (PCSOs) were introduced as a new staff role within the England and Wales police services. The role had been created following the Police Reform Act 2002. By 2005 there were in excess of 6000 PCSOs in England and Wales and the Association of Chief Police Officers (ACPO) described the role as being

'To reinforce, not replace, our other methods of policing. PCSOs are able to increase our capacity to perform high level policing functions by increasing the ability of community constables to tackle quality of life and community safety issues'. (ACPO 2005)

This move in Great Britain to supplement police officers through the appointment of civilian PCSO's enhanced levels of visibility and facilitates stronger ties with the community – one of the drivers behind the original PTR recommendation by the

Patten Report. As a consequence the PSNI began to explore the option of implementing PCSOs in Northern Ireland. It was anticipated that the introduction of the PCSO role would have a positive impact in terms of addressing the community background imbalance among staff, an issue on which progress had been slow due to the lack of a severance / recruitment programme for staff (see Chapter 7). Following agreement, in February 2006, with the NIPB that the PSNI should seek to appoint PCSOs no further recruitment exercises for PTR were undertaken.

The PSNI was however subsequently unable to progress the appointment of PCSOs due to financial constraint placed upon the service.

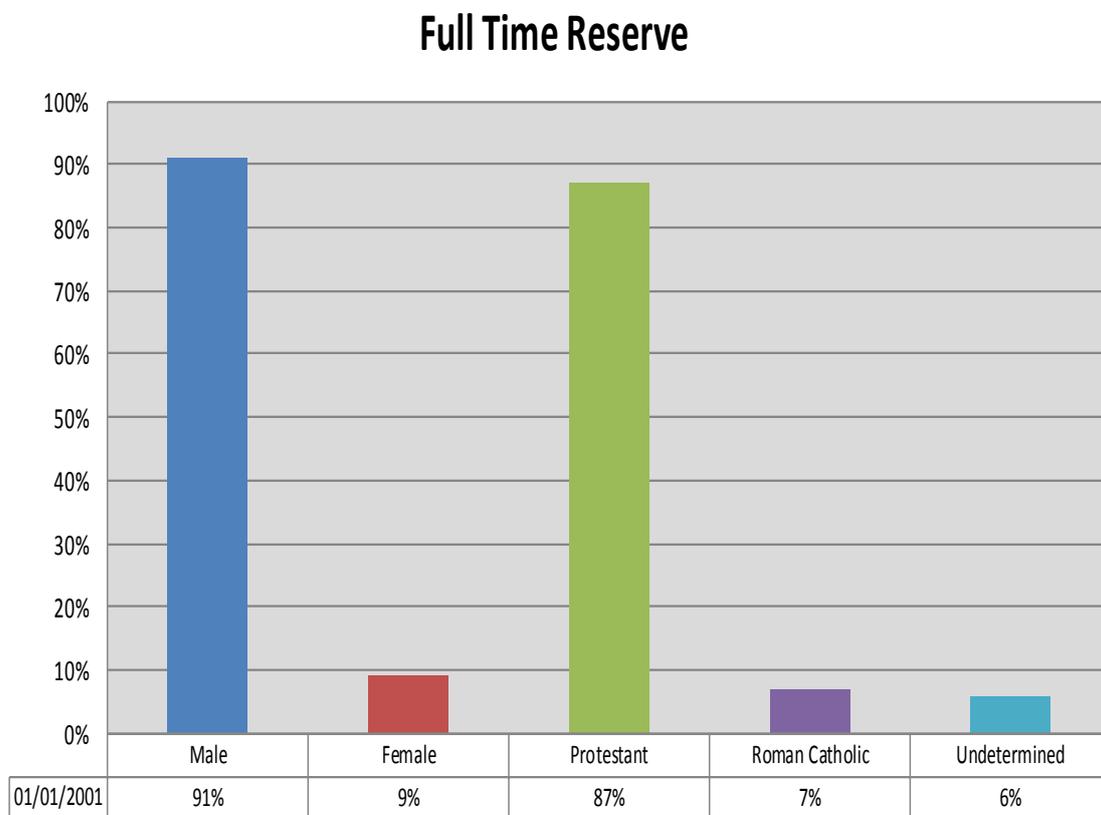
Learning Points: Re-orientation of the Part-Time Reserve

- The lack of specific processes to alter the composition of the PTR resulted in historic applicant pools being repeated.
- A lack of clarity on PTR terms and conditions arising from protective legislation afforded to part-time workers created financial uncertainty.
- Female representation among the PTR has traditionally been higher than in the regular service.
- The ability to progress the introduction of PCSOs to support community policing was curtailed by a lack of funding.

Chapter 5: Phasing Out of Full Time Reserve

The Patten Report recommended that, the future PSNI should not include a FTR (Recommendation 103).

In 1999, there were approximately 2,900 FTR officers. By January 2001 this had reduced to 2550. Figure 9 below illustrates the composition of the FTR as at 1 January 2001. The average age of the FTR officer at that date was 41.



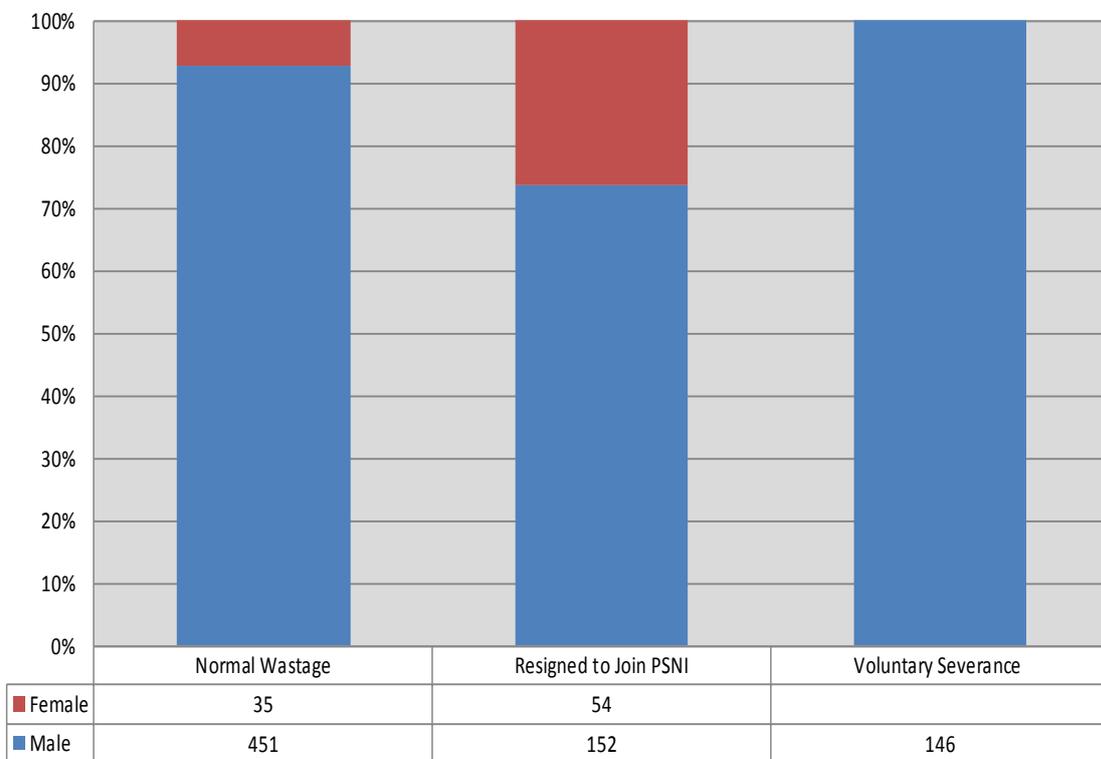
**Figure 9 - FTR Officers as at 1 January 2001
(Gender and Community Background)**

In accordance with the Patten recommendations a voluntary severance programme was introduced for the FTR in January 2001, this voluntary scheme mirrored that offered to Regular officers and therefore was targeted at FTR officers who had longer service. As a consequence 121 FTR officers availed of the severance scheme in the period January to November 2001. A further 142 left the service due to natural wastage. Therefore at the commencement of the PSNI the FTR had

reduced to 2287, and was comprised of 91% males, 9% female, 87% Protestant, 7% Roman Catholic and 6% undetermined. Therefore the initial voluntary severance programme had no impact on the composition of the FTR, due to the overall contracting of the group.

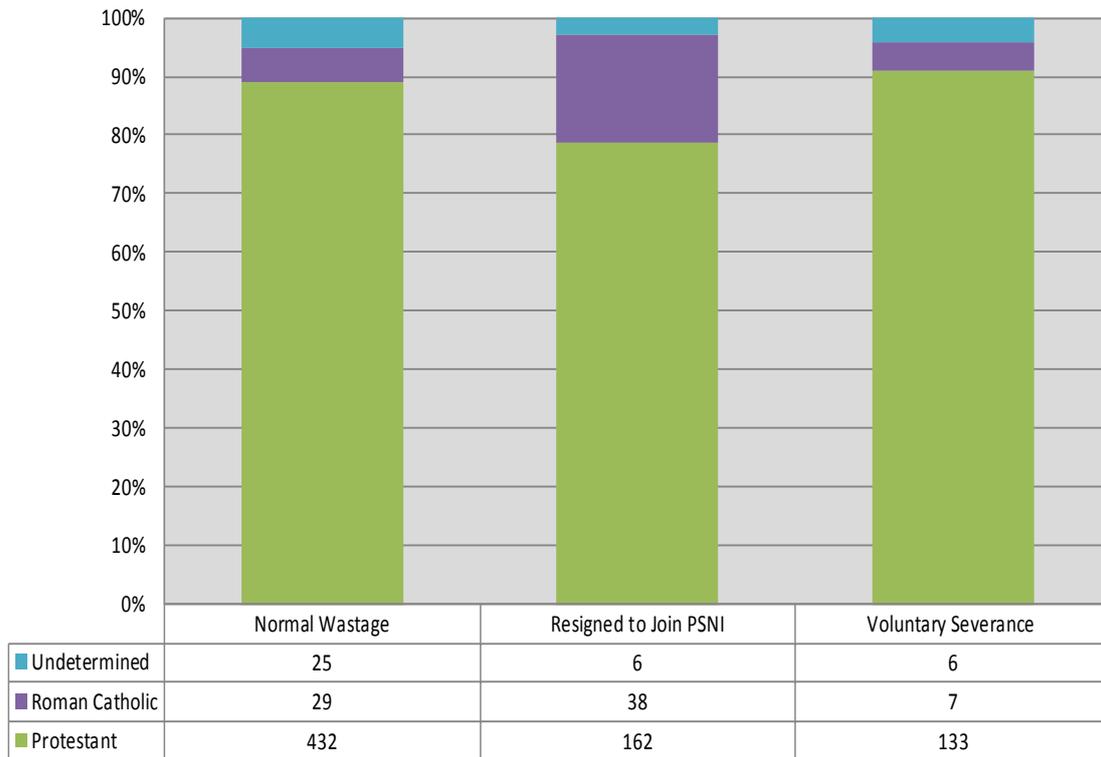
As Figures 10 and 11 illustrate the FTR continued to reduce through voluntary severance and natural wastage over the 3 years, November 2001 to November 2004, and by November 2004 there were 1449 FTR remaining. During this time the FTR reduced by 838, of that over half left due to natural wastage, 25% left to join the PSNI Regulars and 17% availed of the voluntary severance scheme. Of the 25 % who joined the PSNI regulars 26% were female and 18% were Roman Catholic.

FTR Wastage - November 2001 to November 2004 by Gender



**Figure 10 – FTR officers November 2001 to November 2004
(Wastage Reasons by Gender)**

FTR Wastage - November 2001 to November 2004 by CB



**Figure 11 – FTR officers November 2001 to November 2004
(Wastage Reason by Community Background)**

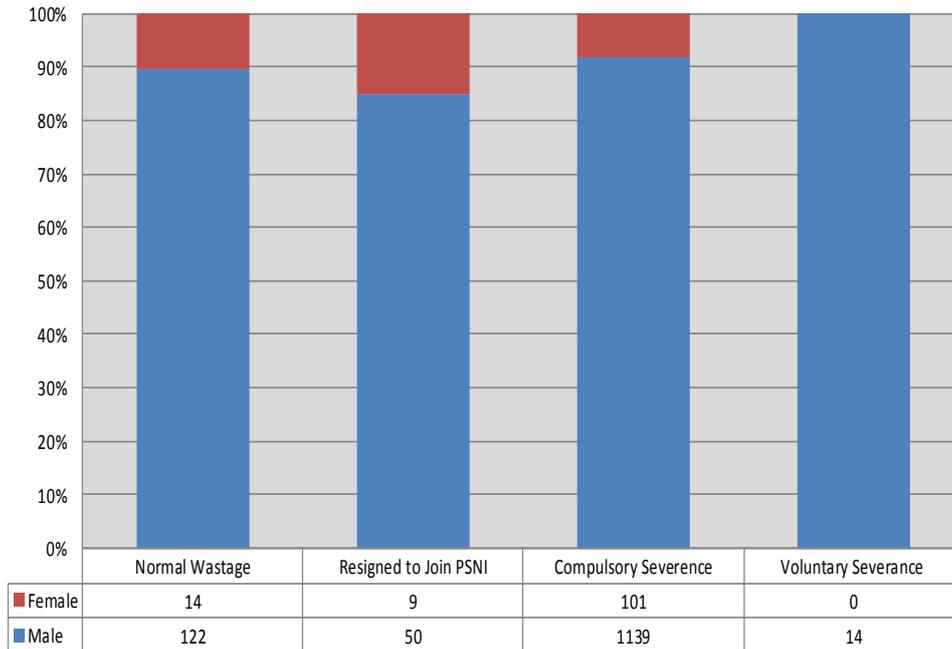
In 2004 the PSNI decided to reduce the FTR to 680 by October 2006 and therefore implemented compulsory severance arrangements. The ownership of the compulsory severance scheme rested with the NIO.

The rationale to retain 680 was as a result of concerns that the security landscape was not as envisaged in the Patten Report and upon which the recommendation to phase out all of the FTR was made. The remaining 680 were to be utilised exclusively on security duties.

In September 2007 a decision was made to further reduce to 381 by April 2008 and that all remaining FTR would leave the service by 31 December 2011. Between November 2004 and December 2011 a further 59 FTR left to join the PSNI Regulars. Of these 18% were Roman Catholic and 16% were female (see Figures 12 and 13).

As at 1 January 2012 there were no FTR officers remaining in PSNI.

FTR Wastage - November 2004 to December 2011 by Gender



**Figure 12 – FTR officers November 2004 to December 2011
(Wastage Reason by Gender)**

===

FTR Wastage - November 2004 to December 2011 by CB



**Figure 13 – FTR November 2004 to December 2011
(Wastage Reason by Community Background)**

Learning Points: Phasing Out of Full Time Reserve

- The majority of FTR officers (1240) were exited under the compulsory scheme.
- Over 1000 FTR officers did not receive either voluntary or compulsory severance packages.
- At the outset 91% of the FTR were of Protestant background, this group therefore was most impacted by the removal of the FTR.
- At 1 January 2001 the FTR made up just over 21% of the police resource, the removal of this group did not however automatically result in a better balance between Protestant and Roman Catholic police officers as the Regular and PTR officer numbers were also reducing.
- A higher proportion of Roman Catholic (26%) and female (27%) FTR were successful in securing places in the Regular service. The higher Roman Catholic representation is likely to be as a consequence of the 50:50 recruitment arrangements.

Chapter 6: Reduction in PSNI Funding (2006 onwards)

At the time of the Patten Report the workforce comprised regular officers, FTR, PTR and police staff that were either seconded to the RUC from the NICS or employed directly to the service. The total number of officers was circa 13,000 and there was circa 3000 police staff. The report indicated that the resourcing levels of a similar UK force with the same geographical span and comparable population was in the region of 4300 officers and 1700 staff.

To achieve the desired reduction in the size of the PSNI the report recommended a combination of severance for police, changing the workforce mix, by utilising non police personnel to perform operational and operational support roles where no police powers were required through civilianisation and contracting out police support activities where it was more cost effective and efficient to do so.

The structural and compositional changes recommended by the Patten Report were recognised as likely to be costly to implement. A business case for additional funding was made to the Department of Finance and Personnel to facilitate the implementation of a Police Analyst function and the civilianisation of posts as recommended in the Patten Report. This bid was successful and additional funding, known as Patten- non severance, for c.350 staff was made available.

This additional funding allowed a smooth transition in roles that had been identified for civilianisation as the civilians were brought in as an additional resource thus making this an attractive option to those with responsibility for managing the relevant business areas.

During the period November 2001 to November 2004, 1001 officers were recruited to the regulars and 1152 regular officers left. This was having the anticipated outcome in terms of representativeness but it was also creating a significant gap in capacity through the loss of skills and knowledge both in terms of technical ability and managerial ability.

In the financial year 2005/2006 the PSNI reduced the annual intake of officers from 540 to 440. The rationale for this was based on an understanding that the 30% Roman Catholic representation could still be achieved by March 2011. It was also considered that a smaller number of officers per intake would relieve pressures associated with individuals deferring appointment or withdrawing from the process at appointment stage.

This reduction in appointments was not matched by any decrease in the numbers leaving and as a result the PSNI regular Full Time Equivalent (FTE) was significantly below the recommended 7500. To address the substantial skills loss and in some

areas large shortfalls in numbers the HR function sought to implement short term solutions through the use of temporary workers. The process for appointing temporary workers was devolved to local district and departments in February 2005.

The PSNI were continuing to progress the workforce related Patten recommendations through to 2007. However the Comprehensive Spending Review (CSR) 2007 resulted in significant cuts to the funding allocated by the sponsor department the NIO. This included removal of the additional Patten non severance funding, which had been utilised to make permanent staff appointments. This had the consequence that 275 staff posts were cut from the PSNI establishment between 2007 and 31 March 2010.

The cuts arising from CSR (2007) also meant that plans, referred to in Chapter 4, to address the staff community background imbalance through the appointment of PCSOs also had to be shelved. During the CSR (2007) the organisation also attempted to take ownership of the staff pay and grading structure by de-coupling staff from the NICS. In late 2006 a specific project called LINKS was established. The main tasks of the project were:

- To re-orientate the police staff from their historic deployment and working practices to a much greater emphasis on service delivery roles, all against the overarching need to reduce costs.
- To put in place a unitary Employment Framework covering all the staff over which PSNI have control of terms and conditions (in the context of the wider public policy framework) to deliver the new deployment model.

However the ability to do this in a meaningful way was impeded by the constraints placed on the PSNI by the sponsor department NIO. Specifically the Assistant Director for Policing Division within the NIO wrote to PSNI in November 2007 stating:

“whilst the NIO recognises that a PSNI objective of the Workforce Strategy is to ensure that the Police Staff’s composition is representative of the communities the PSNI serves, the NIO considers that compositional change will be a consequence of the change programme rather than a primary objective in itself, i.e. there will not be a severance programme to effect compositional change in the police staff.”

This letter also went on to state that as admission to retention within the PSCPS (NI) is conditional on certain criteria:

“terms and conditions of staff must be broadly in line with those of the NICS. We assume that, subject to ongoing consideration and advice from DFP, PSNI will be obliged to use the grading structure, job evaluation system and the pay systems currently in place for NICS staff.”

In response to the budgetary constraints arising from CSR (2007) the PSNI Human

Resources Department undertook a review of the rank ratios from Sergeant to Chief Superintendent. This review was undertaken to allow the PSNI to maximise the number of Constables, given the requirement to continue with the security functions previously undertaken by the FTR, within the affordable budget and reduce management costs and resulted in 240 posts being cut at the ranks Sergeant to Chief Superintendent.

However on-going financial pressures meant that the additional capacity of 240 Constable posts also had to be cut in 2009.

The review of rank ratios also resulted in decreased opportunities for promotion and the PSNI did not undertake any promotion examinations for the ranks of Sergeant and Inspector during the period 1 January 2009 and 1 August 2014. This has the effect that officers who have joined the PSNI since 2004 onward are unlikely to have had the opportunity for promotion. Figure 14 illustrates the reductions in ranks following the rank ratio review.

Chief Superintendent	Superintendent	Chief Inspector	Inspector	Sergeant
2	14	25	75	124

Figure 14 – Rank reductions as result of Rank Ratio (2009)

The change in rank establishment of the police service over the period 1 January 2001 to 01 August 2014 is set out in Figure 15.

Regular Establishment - Jan 2001 to August 2014

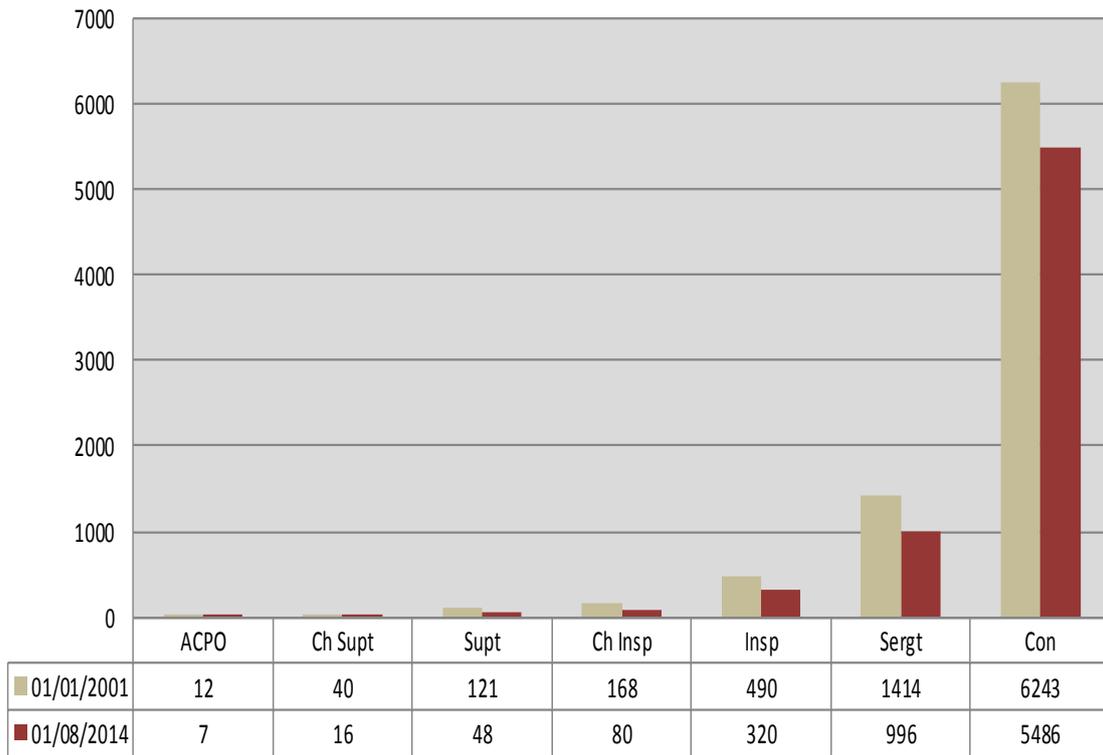


Figure 15 – Rank Establishment January 2001 and August 2014

The reduction in the o

pportunities as a consequence of this work combined with the overall contracting of the service appears to have had a long lasting impact on Roman Catholic representation at Chief Superintendent and Superintendent ranks as the table at Figure 16 illustrates:

Percentage Change - 2001 to 2014



**Figure 16 – Rank Establishment January 2001 and August 2014
(Percentage change to Community Background)**

Following the internal Strategic Review in 2009 the PSNI moved from developing a workforce plan based on historic and target establishment levels to one based on affordability from current budget provision. This resulted in further cuts to the PSNI numbers. This led to two further actions:

- the implementation of a Resource to Risk (R2R) programme that sought to remove officers from back office functions and identify priority resourcing areas; and
- a bid to the UK government for additional funding based on the increased threat level from Dissident Republicans and the lack of capacity to address this arising from the reductions in the FTR.

The R2R programme allowed PSNI to remove 600 officers from back office functions to the frontline. The bid for additional funding specifically to ensure the correct level of security is maintained resulted in 260 officer and 101 staff posts being funded separately.

As PSNI moved into the CSR 2010 cycle there was a requirement to save a further £135m. As a consequence PSNI stopped recruitment of police officers at the end of

the Patten period (31 March 2011). This decision was predicated on two factors; a) lack of clarity over the financial settlement for the whole CSR period, and b) the inability of the PSNI to exit police officers, should alternative more cost effective ways of delivering the service be identified. This uncertainty hampered not only the ability to significantly alter the workforce mix but required a cautious approach to permanent recruitment of staff as well which was limited to priority posts.

The halting of recruitment led to a sharp decline in numbers. The decline was faster than had been anticipated as there were more officers leaving the service than had been projected, and data for making leaving projections had been skewed due to the severance arrangements.

A further review undertaken by the PSNI in 2012/2013, entitled the 'Resilience Review', identified that the demands on the PSNI, during the remainder of CSR 2010 and following CSR periods, require significant surge capacity and that the numbers should not be allowed to drop below 6963 officers (including 260 security funded posts) and 2601 staff (including 101 security funded posts). The requirement for surge capacity was evidenced in the summer of 2013 when the PSNI required Mutual Aid from England and Wales police services to police public disorder.

The findings of the Resilience Review provided an evidence base for re-starting police recruitment and this commenced in November 2013. Police promotions also re-commenced during the 2013/2014 financial year.

No police officer or police staff promotion processes were undertaken in the first two years within the cycle 2010/2011, 2011/2012.

The caution borne of on-going financial uncertainty meant that PSNI relied on Temporary Workers to close the capacity gap. The use of Temporary Workers and the impact of this is covered separately within this document (see Chapter 9).

Learning Points: Reduction in PSNI Funding (2006 onwards)

- Overall the changes in the financial landscape and the requirement to work towards a fixed police officer establishment negatively impacted on the PSNI's ability to alter its workforce mix.
- The inability to significantly alter the workforce mix removes any opportunity to address representativeness issues within the staff group.
- The funding cuts in 2007 accelerated the phase out of the FTR and resulted in reductions at all ranks in the Regular officer establishment.
- The reduced promotion opportunities have impacted on all groups of officers, however when combined with the historical position of only 8% Roman Catholic officer representation, this appears to have had a more lasting impact on that group.
- Financial uncertainty resulted in a halt on officer and limited staff recruitment and promotions. This has resulted in an increased reliance on temporary workers.

Chapter 7: Break with the Northern Ireland Civil Service

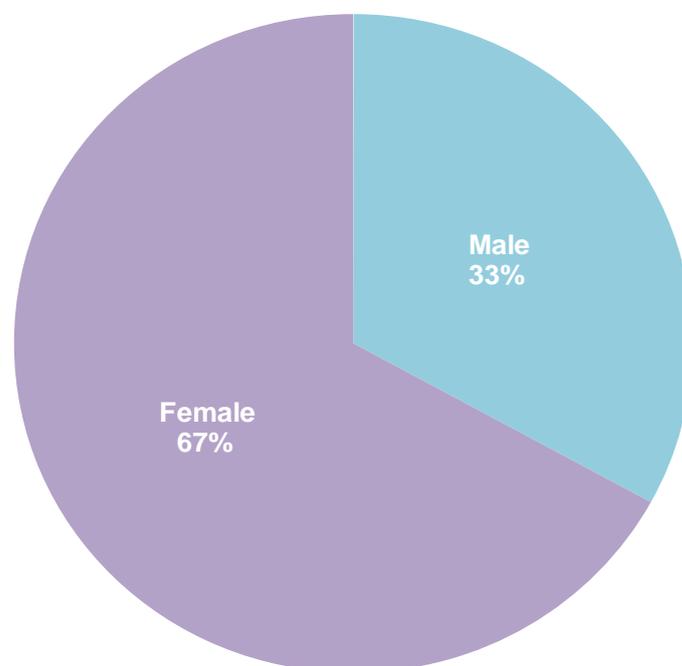
At the time of the Patten Report there were 2914 full time and 426 part time non warranted staff (civilian) working in support of delivery of the police service. Recommendation 111 of that report identified the need for a balanced and representative civilian workforce.

Historically staff had been recruited by the NICS and seconded to the Police Authority for Northern Ireland (PANI), however in the mid 1990's PANI began to recruit staff directly. This recruitment was largely to roles that were not utilised within the wider civil service (e.g. Traffic Wardens) or were not routinely recruited for. These staff became known as 'Direct Recruits'.

The PSNI is unable to provide with any certainty data on the community background of staff prior to 2001, as in many the cases this information was not held by the NICS.

At the 1 November 2001 the staff workforce comprised 59% NICS and 41% Direct Recruits. The gender breakdown is illustrated at Figure 17

Police Staff by Gender as at January 2001



**Figure 17 – Police staff as at January 2001
(Gender)**

In April 1999, PANI transferred responsibility for 'direct recruits' to the Chief Constable. This move which, was a consequence of the Police Act 1998, was comparable to actions being taken within policing in England and Wales that was designed to give police services more control of the staff group. As the Patten Report was pending at that time, NICS staff seconded to PANI remained employees of the NICS.

Following the 1999 transfer of direct recruits to the then RUC, the organisation ended the arrangements to bring new staff into the organisation through the NICS. The organisation did however facilitate the exit of NICS employees back to NICS through transfers and internal NICS trawls.

Following the publication of the Patten Report all external staff appointments were undertaken by a recruitment contractor and any individual process that was likely to result in 6 or more appointments or where 6 or more appointments were to be made at or about the same time were subject to the 50:50 appointment process.

During the period 1 November 2001 to 1 November 2004 the PSNI mirrored the generic promotion board programmes run by the NICS and civil servants within the organisation could opt in to PSNI promotion boards and relinquish NICS status if successful. Otherwise those who were successful returned to the NICS.

As a result 175 individuals returned to the NICS. A further 743 left the organisation through normal wastage. Over that time a further 551 staff were directly recruited into the organisation, 29% of those recruited over this period were Roman Catholic and 34% were male. As a consequence, by November 2004, the number of NICS staff in the PSNI had reduced, from 2065 to 1557.

It had been anticipated that the PSNI would be able to further redress the community background and gender imbalance through the appointment of PCSOs however the unavailability of the required additional funding prevented any PCSO appointments. The decision to shelve this initiative was taken in conjunction with the NIPB.

In autumn 2006 the PSNI launched the LINKS project, the purpose of which was to speed up the transfer of the entire staff group to the direct control of the Chief Constable. As part of this programme a severance scheme to address the community background imbalance for staff was explored with NIO but as per the letter from the Assistant Director for Policing within NIO dated November 2007, referred to in Chapter 6, this was not approved. Nor was the attempt to reduce the overall management costs by PSNI taking ownership of the staff grading structure.

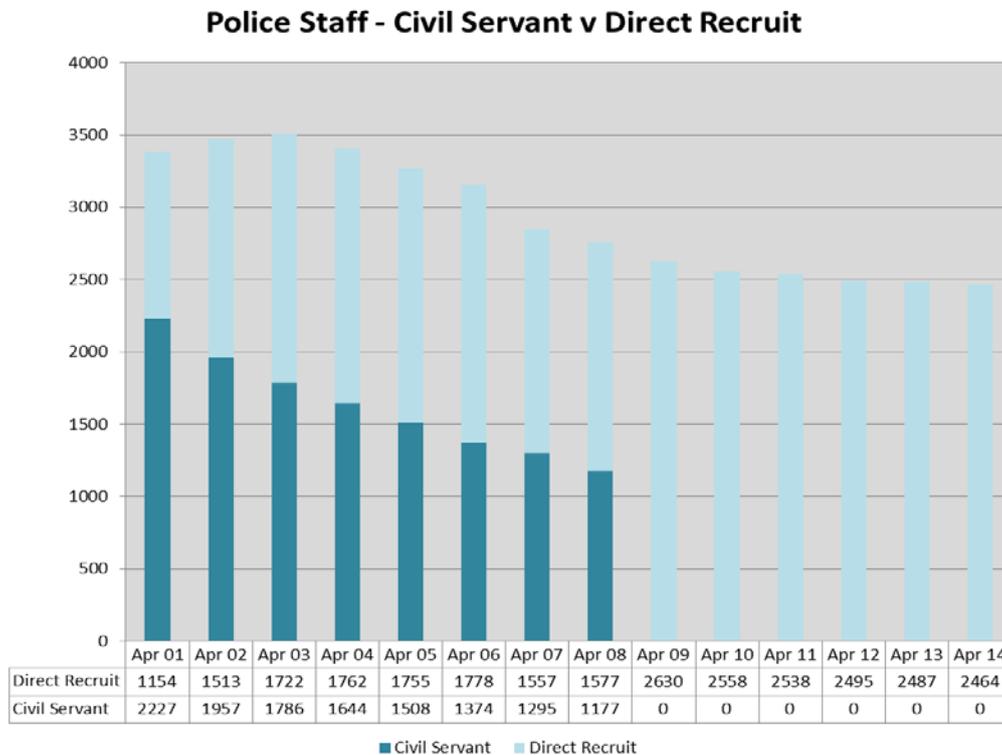
Over the period November 2004 to November 2008, 1168 staff exited the PSNI:

- 22% were transferred under the Transfer of Undertakings (Protection of Employment) (TUPE) legislation to another employer
- 10% transferred to NICS under the normal transfer arrangements

- 6% requested to return to the NICS and were declared as surplus to PSNI
- 62% left through normal wastage. As with the FTR & PTR wastage some staff resigned from their positions to be appointed as a regular Constable.

Of the leavers between November 2004 and November 2008, 16% were Roman Catholic and 34% were male. Over the same period the organisation appointed 478 staff, 37% of these new appointments were from the Roman Catholic community background and 54% of the new appointees were male.

All NICS staff remaining at 1 November 2008 were transferred to the direct employ of the PSNI and relinquished their NICS status. Figure 18 charts the designation of police staff over the period January 2001 to August 2014.



**Figure 18 – Designation of Police Staff
(Civil Service -v- Direct Recruit from January 2001 to August 2014)**

Learning Points: Break with the Northern Ireland Civil Service

- The absence of a specific severance scheme to create capacity to alter the workforce mix has meant that the PSNI has not been able to deliver any large scale changes in terms of workforce composition.
- A lack of additional funding to introduce PCSO roles has prevented the PSNI from delivering a significant change to the workforce mix.
- The lack of scope to review and develop a fit for purpose staff grading structure has inhibited the ability to reduce management costs.

Chapter 8: Outsourcing of Support Functions

The Patten Report (Recommendation 91) required that the new police service examine working practices with a view to outsourcing some activities where it was more effective and efficient to do so.

There are a number of services that are currently supplied under contract to the PSNI, and which would previously have been supplied to the RUC, which if they were not in place would require PSNI to allocate resources to undertake these functions. Examples of this include estate maintenance such as grass cutting, catering and the supply and service of reprographic equipment. However, this section of the report will focus on the impact of 3 principle contracts for the provision of services to the PSNI that were undertaken in-house at the time of the Patten review. These are:

- Cleaning Services;
- Maintenance & Development of IT systems, and
- Front Line Support

This analysis does not cover Traffic Wardens who were transferred under TUPE arrangements following a legislative change in relation to regulations regarding parking enforcement.

Cleaning Services

The first outsourced cleaning contract for PSNI came into effect on 01 September 2006. At that date 192 staff were transferred to the new employer in accordance with the TUPE legislation. There was approximately a 12 month lead in period from the decision to outsource the cleaning to the go live of the contract during which time PSNI did not recruit any permanent cleaning staff and relied on temporary workers to fill any gaps that needed to be addressed in that intervening period.

Of the 192 cleaning staff who were transferred to the new employer 150 were female; 174 were Protestant; 10 Roman Catholic and 8 undetermined.

Maintenance and Development of IT Systems

The Patten Report recommended an;

'in-depth strategic review of the use of IT in policing. It should benchmark

the Northern Ireland police against police services in the rest of the world and devise a properly resourced strategy that places them at the forefront of law enforcement technology within 3 to 5 years’.

As a consequence of this there was a significant investment in both the IT infrastructure within PSNI and in recruiting staff with the appropriate skills to manage the implementation of the recommendation above. However it was clear from the report that PSNI should seek to buy off the shelf products rather than focus on devising systems in house.

To this end IT staff within the PSNI were utilised to identify user requirements and manage projects to deliver systems that met those requirements. The organisation initially bought in support from consultants to assist in delivery of the major IT products. Post implementation there was a requirement for routine maintenance and development and as this required skills specific to the IT sector it was decided that the most cost effective way of delivering this was to introduce a managed service contract.

The introduction of this contract did not directly impact on serving PSNI personnel although it could be argued that by contracting this out PSNI staff were being precluded from future development within the IT specialism and possibly promotion opportunities.

There are approximately 130 individuals employed in relation to the PSNI managed IT service contract, however as PSNI does not employ these individuals we do not hold any monitoring information. IT is still a relatively new industry and very fast paced; it may therefore be reasonable to assume that the bulk of those attracted to these roles are under 40. The historical poor take up within NI of females in Science, Technology, Economics and Maths (STEM) subjects at university may also be a contributing factor to the 80% male 20% female breakdown of this group within the PSNI Managed Service. No assumptions can be made about the community background of these individuals.

Front Line Support

The Patten Report recommended that in a normalised peaceful society the police service could reduce from c.8500 regular officers to 7500 and phase out of 3000 FTR and increase to 2500 PTR. The implementation of recommendation regarding this are detailed in Chapters 4 and 5 respectively

In the financial year 2005/2006 the number of new recruits was slowed from 540 to 440 per year, this had the effect that the number of full time equivalent officers fell to around 7000 and at the same time the numbers of FTR continued to drop as required. This meant that there were a number of gaps that needed to be filled, and

as the security scenario was not as envisaged the PSNI sought to reduce the numbers of officers undertaking station security duties and introduced a security guarding managed service. This contract was later expanded to cover some other areas associated with security such as CCTV monitoring. This additional resource has assisted the PSNI in maintaining service delivery at a time of reducing headcount.

As identified in Chapter 4 it was anticipated by Patten that the regular officers would be supplemented by an enhanced PTR, however as stated earlier this did not come to fruition. The outworking of this was that the PSNI operational capacity was at risk of being significantly reduced. The PSNI Service Executive Team (SET) therefore decided to extend the range of Front Line Support duties that could be undertaken within a managed service contract. The current enhanced Front Line Support managed service contract came into effect in September 2012 (see Figure 19).

Managed Service	
Function	Headcount
Security Guard	412
CCTV Operator	36
Detention Officer	146
CPU Driver	40
Call Handler	105
Station Enquiry Assistant	72
Transport Co-ordinator	29
Fixed Penalty Processing Centre	26
Safety Camera Operator	18
Property Manager/Officer	41
Dispatcher/Controller	10

**Figure 19 - Managed Service as at August 2014
(Number of staff and Roles)**

This enhanced service provision encompassed roles that had previously been undertaken by both police officers and police staff. The police staff roles covered by this contract have been included due to difficulties in sourcing staff internally to perform these roles. Therefore there are a number of roles that are being undertaken by existing PSNI police staff and employees of the managed service contractor.

There has been criticism from the staff trade union side that police staff has been disadvantaged by the decision to extend the managed service contract and, that in implementing this arrangement the PSNI has missed opportunities to address representativeness in the overall staff workforce.

Under FETO, employers are required to make annual monitoring returns to ECNI – this includes agencies who supply staff on temporary contracts. Companies contracted to PSNI to supply managed services and associate staff are subject to the order. They are not required to share this data with the contracting organisation. The ECNI's most recent annual monitoring report², highlights that public service security personnel are predominantly Protestant and male therefore it could be inferred that staff provided to undertake PSNI security-related duties, whether through managed services or through a recruitment agency, would be reflective of these characteristics.

The majority of these roles are at the lower end of the pay scale and have limited career progression associated with them. The PSNI has a duty to provide best value to the public in the delivery of policing and it is considered that the outsourcing of these roles is the most cost effective way of providing this support.

The majority of PSNI staff continues to perform professional or administrative functions and attempts to re-orientate personnel from support to operational roles has for the most part failed due to a lack of take-up by staff.

²http://www.equalityni.org/archive/mr23/pdf/Annual_Fair_Employment_Monitoring%20Report_23.pdf

Learning Points: Outsourcing of Support Functions

- Decision taken for sound business reasons may have unintended consequences in terms of workforce representativeness.
- The societal 'norm' within NI that public service security personnel are predominantly Protestant may have negatively impacted on the PSNI progress to increase Roman Catholic representation in the wider workforce.
- The assumed high number of males involved in security duties and IT may have increased the representativeness of males in non- police officer roles within the PSNI as a workplace.

Chapter 9: Use of Temporary Workers

At the commencement of the Patten reforms, the PSNI, in common with the wider civil service used temporary workers as a means of meeting short term resourcing shortfalls. Temporary, or 'casual' staff as they were then known, were advertised for by way of the usual recruitment process either by the NICS or PANI. Generally adverts for 'casual' staff were to fill low level roles such as cleaners, administration assistants and administration officers.

The use of temporary workers increased slightly during the period between the transfer of all Direct Recruits to the control of the Chief Constable in April 1999 and the commencement of the external recruitment arrangements, as per Patten (Recommendation 117), in 2002.

Between February 2001 and July 2004, PSNI no longer directly advertised for temporary workers but secured temporary workers from three recruitment agencies in accordance with Patten (Recommendation 117) that all recruitment be undertaken externally. In July 2004 the PSNI moved to a single supplier in terms of staff recruitment as it was considered this was a more cost effective approach.

The engagement of temporary workers was initially managed centrally by the PSNI Human Resources Department, however, as budgets had been devolved to local business units, the responsibility for determining if a temporary worker should be appointed and the process of securing same was devolved to districts and departments in February 2005.

Figure 20 illustrates the use of temporary workers within PSNI in the period 2002 to 2012 taken from NIAO report³.

³ The Police Service of Northern Ireland: use of Agency Staff; Northern Ireland Audit Office [October 2012]

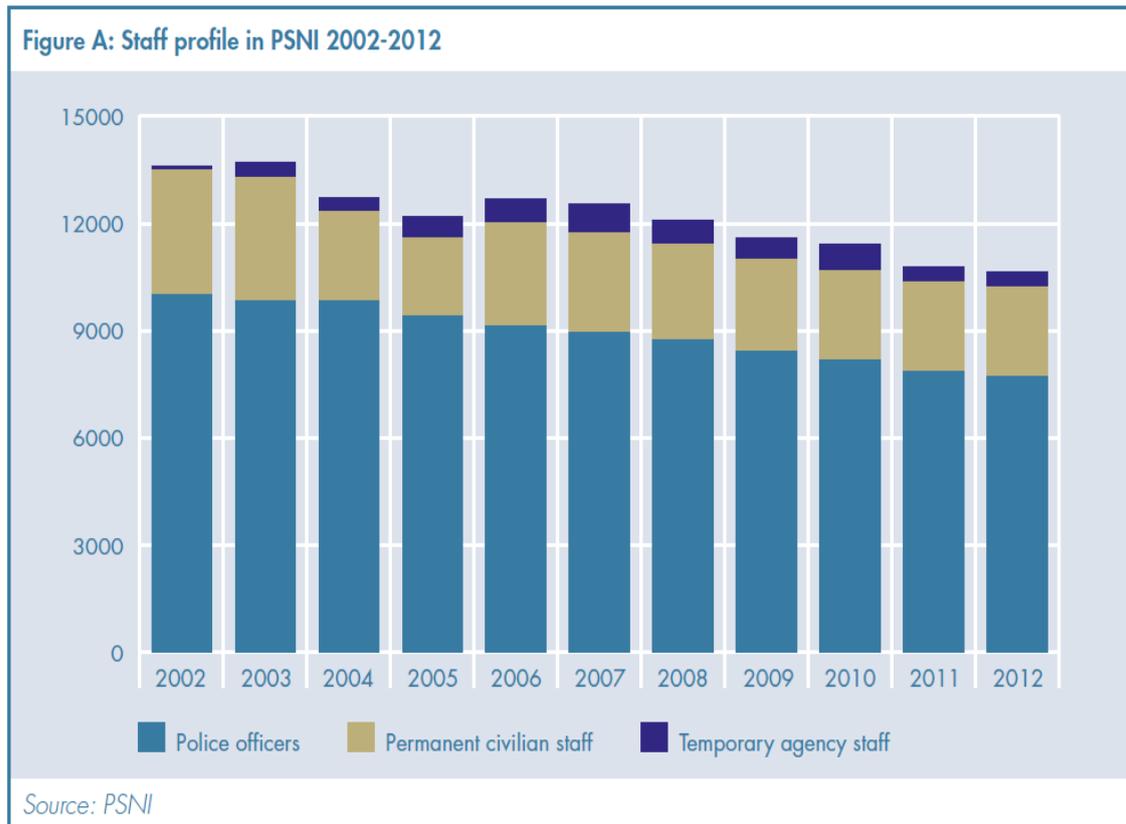


Figure 20 - Staff Profile – Extract from NIAO Report (2012)

As highlighted in Chapter 3, initial uncertainty as to the long term availability of the enhanced severance arrangements resulted in higher than anticipated numbers leaving in the first two years. As a consequence the scheme was temporarily suspended during the period 1 April 2004 to 31 March 2005. Severance recommenced in the financial year 2005/2006, but as highlighted in Chapter 6 the number of recruits was reduced from 540 to 440 in this year. The net effect of this was that there continued to be significant losses of police skills and expertise that could not instantly be replaced by the appointment of new recruits.

At this time there was also increasing financial uncertainty which resulted in PSNI adopting a cautious approach to increasing the staff headcount. As highlighted earlier the PSNI was keen to alter the workforce mix through the introduction of PCSO staff and a programme of civilianisation but during the same period were looking at outsourcing functions in the interests of efficiency. As a consequence there was uncertainty as to what staff roles within the organisation would exist in the future. In these circumstances the organisation increasingly viewed the use of temporary workers to address acute skills gaps as a legitimate business response. Indeed in the report into the use of temporary workers within PSNI by the NIAO the legitimacy of this approach was recognised and their report commented:

“Temporary workers are an important element in managing the staffing

needs of many organisations. For example, non-permanent workers account for around 7 per cent of the workforce in the public sector in Northern Ireland PSNI is no exception and the use of temporary workers forms a key part of its resourcing strategy. Temporary workers currently account for just under 4 per cent of PSNI's total workforce. At the height of their use in 2007, they accounted for around 7 per cent".

As a result of the time lapse between officers exiting and officers being appointed to districts and vacancies on the staff side many areas had some surplus in their pay budgets during part or all of the year. This spare budgetary capacity at a local level, combined with the devolved arrangements for securing temporary workers and the belief that this was a legitimate business response may have fuelled the increase in temporary workers over the period 2005 to 2010.

The use of temporary workers within PSNI has been the subject of both a NIAO report and enquiry by the PAC as well as criticism from the Criminal Justice Inspectorate for Northern Ireland and the Police Staff Trade Union: Northern Ireland Public Service Alliance (NIPSA).

Much of the criticism has centred on the issue that substantial numbers of those hired as temporary workers were previously RUC / PSNI officers. The PSNI now accepts that the governance arrangements around the appointment of temporary workers was for a time inadequate and that the impact of this was that a disproportionately high number of former RUC / PSNI officers were engaged on a temporary basis and that the composition of this group was majority male, Protestant and over 45. This had a negative impact on females, Roman Catholics and those under 45.

The decision to appoint a temporary worker was removed from the devolved management structure in 2011 and each request is now subject to scrutiny by an internal governance structure known as the Resourcing Delivery Group (RDG).

Figure 21 illustrates the impact of the reversal of the devolved decision making in relation to temporary workers.

As a consequence of in year budget cuts within the DOJ, in September 2014 the PSNI took the decision to cease all temporary workers with effect from 31.12.14, which is the date that the contract with the supplier terminates. At the date of this report no new procurement exercise had commenced.

Temporary Workers

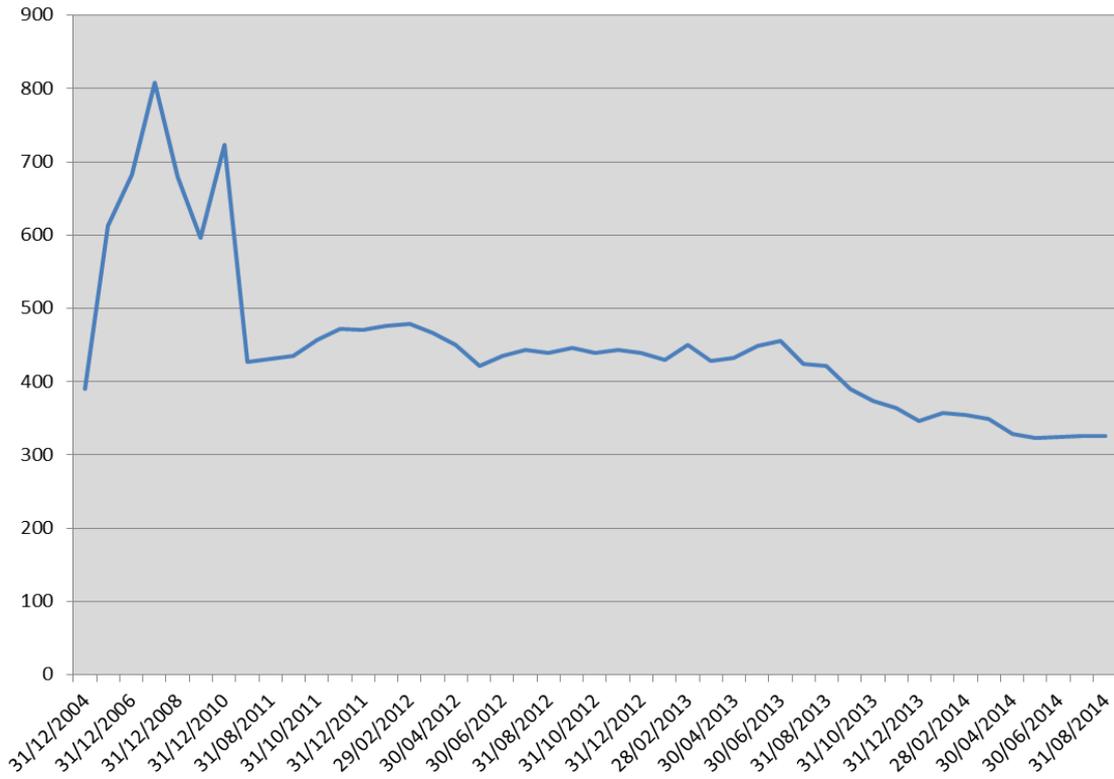


Figure 21 – Number of Temporary Workers December 2001 to August 2014

Learning Points: Use of Temporary Workers

- Temporary workers are an important component of the overall resourcing model.
- Devolved decision making for the appointment of temporary workers facilitated an over reliance on this group.
- The number of former RUC / PSNI officers re-hired as temporary workers, although justified, did have a potentially negative impact in ensuring that the PSNI workforce as a whole was representative of the Northern Ireland community.
- Introduction of robust governance arrangements and a challenge function has led to a sustained reduction in the number of temporary workers.

Chapter 10: The Overall Impact on Workforce Composition

The preceding chapters have evidenced how the identified key events have shaped the current PSNI workforce composition in terms of community background and Gender. Due to the limited historical data for all of the Section 75 grounds, it has not been possible to assess these events in terms of the wider Section 75 elements.

Gender

The percentage of regular female officers (27.23%) still falls below that for male officers but is broadly in line with equivalent police forces across the UK, and has risen considerably over recent years. Among POPTs the figure is higher (40.91%) while among police staff the percentage mirrors that across the Northern Ireland public sector as a whole.

Community Background

The historical under-representation of Roman Catholics within the RUC reflects a traditionally low baseline of Roman Catholic representation within all employment streams of PSNI, including police officers and police staff. This historical legacy reaches back almost 100 years when reforms were introduced to improve representation of Roman Catholic officers within the Belfast Special Police. The Collins-Craig pact, as the 1922 agreement became known, included a requirement for 50:50 recruitment in certain areas and a special committee to oversee the recruitment of Roman Catholic officers.⁴

That said the Patten Report recommendations have had a significant and positive impact on Roman Catholic recruitment of regular police officers, however this impact has not been realised for staff due to the fact that 50:50 appointment only applied to police staff processes for six or more posts and there has been limited recruitment, or POPT due to limited community based recruitment in 2003 and 2006 (see Figure 22).

⁴ <http://www.ucc.ie/celt/published/E900026.html>

Police and Staff - Percentage Roman Catholic

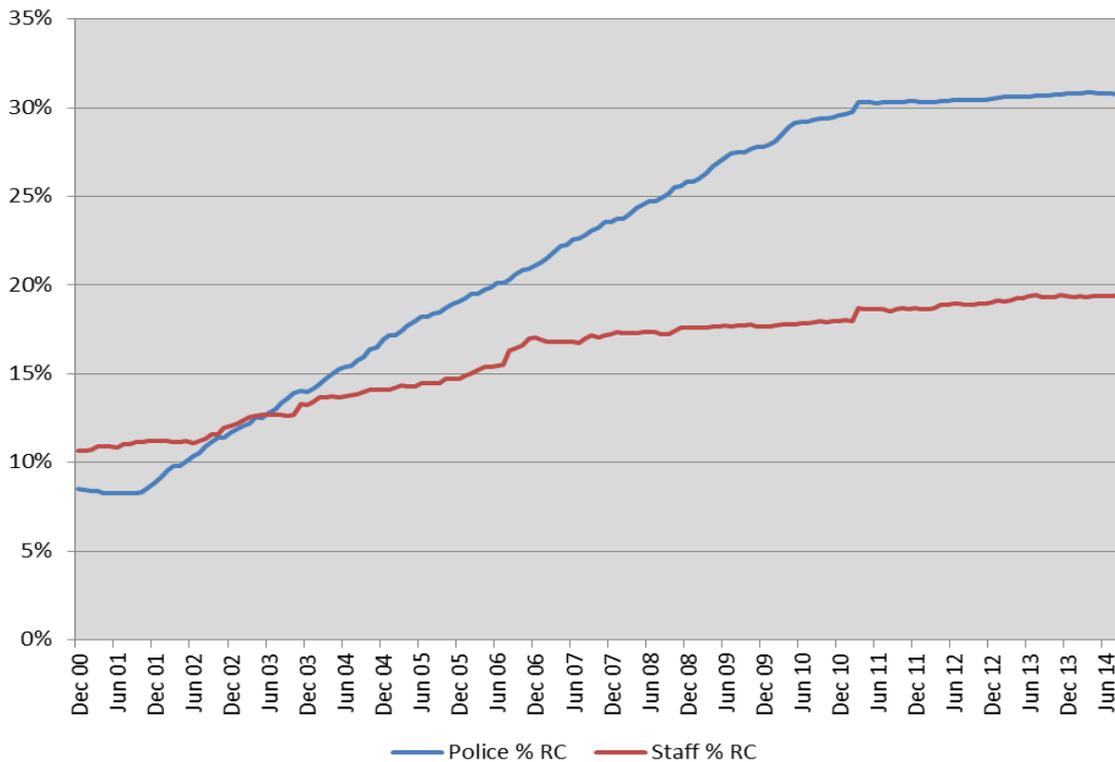


Figure 22 – Police Officers and Police Staff December 2001 to August 2014 (Community Background)

The current PSNI workforce is comprised of directly recruited police officers and staff and of staff employed as part of a managed service and temporary workers employed by an external body.

The Managed Service staff fulfil a wide range of functions (e.g. maintenance, catering, cleaning, security, driving, transport), and there is no reason to indicate that staff working for the providers of these services will not reflect that sector of the labour market.

The number of temporary workers engaged each year is relatively small, even at the peak in 2007/2008, in comparison with the PSNI staffing complement as a whole. However this does not negate the obligation to address a perceived adverse effect arising from concerns about the governance of securing temporary workers and the numbers of retired RUC / PSNI officers that were re-hired.

Bench-marking PSNI against other employment sectors illustrates that PSNI and other public sector security-related employers in Northern Ireland are less reflective than other employers, who are broadly reflective of the composition of the monitored

workforce (see Figure 23).

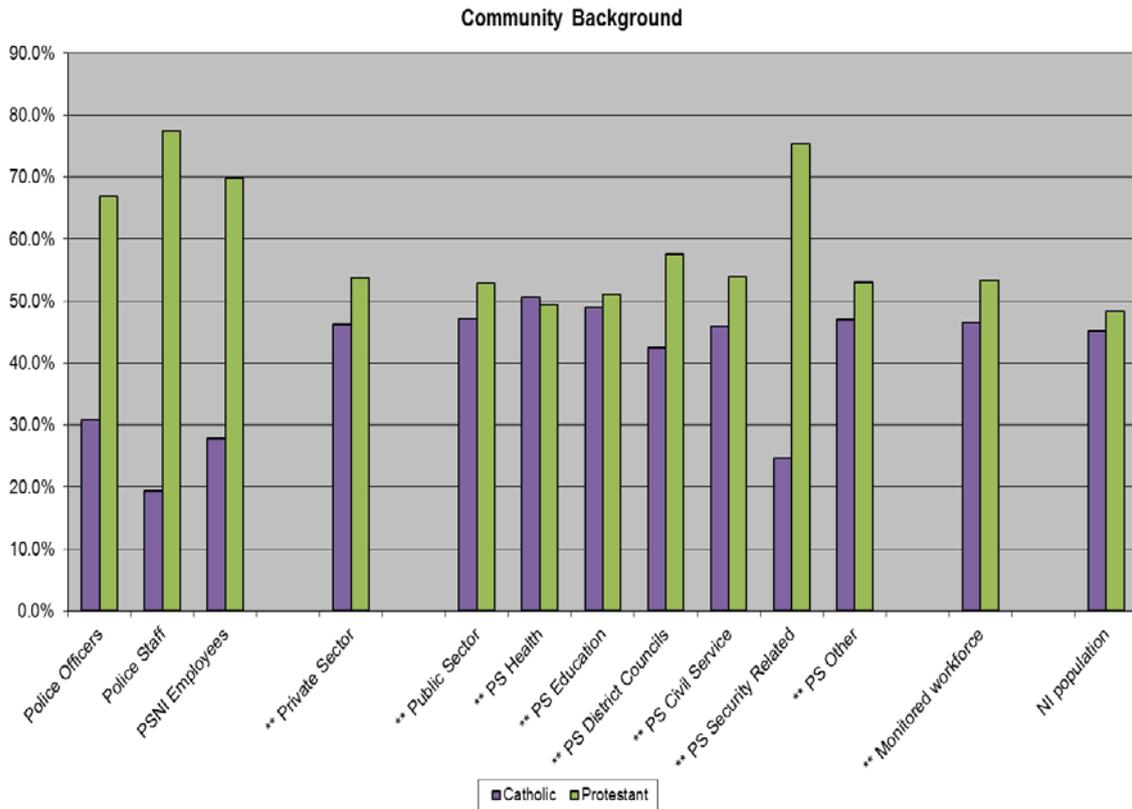


Fig 23 - Bench Marking with various sectors in Northern Ireland (Community Background) ⁵

⁵** Data sourced from:
http://www.equalityni.org/archive/mr23/pdf/Annual_Fair_Employment_Monitoring%20Report_23.pdf

Learning Points: All key events (The Overall Impact on Workforce Composition)

- The Patten Report recommendations in relation to the composition of Police officers were restricted to altering the imbalance in terms of community background. The target 30% Roman Catholic officer representation was achieved. However the severance programme provided the capacity to do this, and as the staff position demonstrates positive discrimination by itself is not enough to engender the degree of change that was required.
- The implementation of a large scale and ongoing recruitment programme resulted in an increase in the number of female officers. This was an unintended benefit.
- The PSNI operational surge capacity remains below that recommended by the Patten Report as the numbers in relation to PTR officers were not achieved and other plans to increase visibility and build links with the community had to be shelved due to financial constraints.
- Ambiguity in the long term financial arrangements inhibited the ability to undertake workforce planning in a meaningful way.
- Uncertainty over the continuance of Security Funding also affects future workforce planning.
- Adherence to a fixed headcount establishment figures prevented action to alter the workforce mix and was ultimately unaffordable.
- Devolved financial management and a lack of governance led to increased levels of temporary workers.

Chapter 11: Current Workforce Section 75 Assessment

The data held on the current PSNI workforce, as of (Data point 6) 01.08.2014 is more comprehensive and the following is the baseline information that will be used in determining what, if any, action is required as part of the development of the new workforce plan.

	Protestant		Roman Catholic		Undetermined		Total
	No.	%	No.	%	No.	%	
Police Officers	4562	67.12	2090	30.75	145	2.13	6797
POPT	446	91.02	39	7.96	5	1.02	490
Police Staff	1902	77.41	477	19.41	78	3.17	2457
Total PSNI	6910	70.92	2606	26.74	228	2.34	9744
NI Population	875717	48.36	817385	45.14	117761	6.5	1810863

**Figure 24 - PSNI and Northern Ireland Population
(Community Background)**

Latest figures indicate that in comparison to the general Northern Ireland population the PSNI as an organisation continues to show an under-representation of Roman Catholic employees. Whilst representation within the officer group has improved as a result of the 50:50 recruitment programme, there has been a less dramatic change on the staff side, with only an 8% increase in the 14 years since publication of the Patten Report.

	Male		Female		Total
	No.	%	No.	%	
Police Officers	4949	72.81	1848	27.19	6797
POPT	290	59.18	200	40.82	490
Police Staff	890	36.22	1567	63.78	2457
Total PSNI	6129	62.90	3615	37.10	9744
NI Population (working)	647369	49.29	666051	50.71	1313420

Figure 25 - PSNI and Northern Ireland Population

(Gender)

The gender profile of police officers continues to show an under-representation of females at (27.19%), however as referenced earlier in this report a number of positive actions have been progressed through the Gender Action Plans 2004 and 2008. This trend is reversed among police staff, where females comprise a significant majority (63.78%). The female representation for officers in Northern Ireland is in line with the national representation figure of 27.9%.

Among POPTs the figure is higher (40.82%) while among police staff the percentage mirrors that across the Northern Ireland public sector as a whole.

	Age Bands (as percentage %)				
	18-25	26-35	36-45	46-55	56+.
Police Officers	1.66	27.56	38.13	30.91	1.74
POPT	0.00	3.06	24.69	43.27	28.98
Police Staff	1.10	18.83	27.55	40.58	14.94
PSNI Total	1.44	23.37	34.79	33.97	6.43
NI Population (16-74)	13.97	13.36	14.23	13.42	17.56

**Figure 26 – PSNI and Northern Ireland Population
(Age)**

The age profile of total PSNI personnel shows that 75.19% are over the age of 35, with 40.40% over 45 years of age. POPT (96.94%) and police staff (83.07%) in particular characterise this trend, with over half of police staff (55.52%) and 72.25% of POPT aged over 45 years. This is primarily due to the absence of any significant recruitment to these groups within the last 5 years.

The age profiles for regular officers and POPT, together with police staff, reveals a workforce that is growing older. Among regular officers, there is a broader spectrum of ages, with nearly one third (29.22%) aged 35 years or younger. This more youthful profile reflects the changes brought about following the Patten review. At the same time, given restrictions placed on new recruitment in recent years, and the impact of the recession more generally on job opportunities, it is likely that the organisation will continue to grow older.

	Unionist		Nationalist		Other		None		Prefer Not to Say		Blank		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Police Officers	966	14.21	242	3.56	250	3.68	2382	35.04	1095	16.11	1862	27.39	6797
POPT	110	22.45	2	0.41	7	1.43	80	16.33	63	12.86	228	46.53	490
Police Staff	510	20.76	42	1.71	123	5.01	784	31.91	523	21.29	475	19.33	2457
PSNI Total	1586	16.28	286	2.94	380	3.90	3246	33.31	1681	17.25	2565	26.32	9744

Figure 27 – PSNI (Political Opinion)

Of those respondents who gave an indication of their political opinion, 2.94% of employees described their political allegiance as Nationalist while 16.28% classified themselves as Unionist. Almost half of all personnel do not declare a political opinion, 43.57%. This could indicate that PSNI employees generally do not have a political opinion or are not comfortable declaring it.

The imbalances attaching to community background are likely to be mirrored in political opinion.

	White		Ethnic Minority		Blank		Total
	No.	%	No.	%	No.	%	
Police Officers	6670	98.13	35	0.51	92	1.35	6797
POPT	461	94.08	0	0.00	29	5.92	490
Police Staff	2353	95.77	13	0.53	91	3.70	2457
PSNI Total	9484	97.33	48	0.49	212	2.18	9744
NI Population	1778449	98.21	32414	1.79			1810863

Figure 28 – PSNI and Northern Ireland Population (Ethnic Group)

The number of PSNI employees from a minority ethnic community is small (0.49% overall) and includes only 48 people, with the majority (35; 72.92%) employed as regular officers. PSNI employees from minority ethnic communities include a diverse range of ethnicities, including Chinese, Indian, mixed race and ‘other’. PSNI has implemented a number of actions aimed at increasing ethnic minority representation,

including advertising police officer vacancies in Poland, Lithuania and Latvia, facilitating a linguistic training programme for applicants whose first language was not English, the establishment of an Ethnic Minority Police Association, anti-racism training and awareness programmes and liaising with other external partners to fund and support a Polish and Chinese Advocacy Scheme.

Within Northern Ireland, the overall percentage of those from a minority ethnic background across the population (1.8%) is smaller than the equivalent figure for England and Wales. The current representation within PSNI remains extremely low (0.5% overall) but is nevertheless broadly in line with that which would be predicted based on equivalent police forces elsewhere in the UK, where representation is roughly one quarter of that which would be expected based on population estimates.

	Single		Married/ Civil Partnership/ Co-Habiting		Separated/ Divorced/ Dissolved Civil Partnership		Widowed		Withheld/ Blank		Total No.
	No.	%	No.	%	No.	%	No.	%	No.	%	
Police Officers	1465	21.55	4636	68.21	670	9.86	22	0.32	4	0.06	6797
POPT	63	12.86	353	72.04	69	14.08	5	1.02	0	0.00	490
Police Staff	527	21.45	1628	66.26	269	10.95	25	1.02	8	0.33	2457
PSNI Total	2055	21.09	6617	67.91	1008	10.34	52	0.53	12	0.12	9744
NI Population	517393	21.6	682074	64.97	134985	10.68	97088	1.05			1431540

**Figure 29 – PSNI and Northern Ireland Population
(Domestic Status)**

The domestic status profile of PSNI employees closely parallels that for Northern Ireland as whole.

	Yes		No		Blank		Total
	No.	%	No.	%	No.	%	
Police Officers	401	5.90	4954	72.89	1442	21.22	6797
POPT	18	3.67	269	54.90	203	41.43	490
Police Staff	194	7.90	2175	88.52	88	3.58	2457
PSNI Total	613	6.29	7398	75.92	1733	17.79	9744
NI Population	569078	31.43	1241785	68.57			1810863

Figure 30 – PSNI and Northern Ireland Population (Disability)

Policing is an active occupation and permanent appointment requires a fitness test that includes an ability to run and a strength test. This means that those with disabilities may be reluctant to declare them or that the organisation is unable to implement reasonable adjustments that facilitate employing greater numbers of officers with disabilities. PSNI has offered a range of disability training courses to raise internal awareness including autism, mental health and deaf awareness and continues to facilitate a corporate DDA Panel to ensure consistency and fairness in how officers and staff with disabilities are managed.

The number of PSNI employees who have declared they have a disability is low - regulars (5.90%), POPT (3.67%) and police staff (7.90%). Whilst it is accepted that not all officers who have a disability will require an adjustment to their role, this figure would appear to be validated by the number of officers who are on permanently adjusted duties which at 01.08.2014 was 413 officers (6%). This is broken down as 288 male and 125 female.

According to the 2011 census, just over one in five of the resident population of Northern Ireland (21%) had a long-term health problem or disability which limits their day-to-day activities⁶. Furthermore, according to the ECNI it is estimated that, 'the employment rate for those without disabilities (79%) is over twice that of people with disabilities (32%)'. While the physical nature of police officer work may limit opportunities for those with a disability to gain employment in this field, it is perhaps noteworthy that among police staff, the percentage of those declaring a disability is still low, at 7.9%.

⁶ <http://www.niassembly.gov.uk/Documents/RaISe/Publications/2013/general/3013.pdf>

	Child		Person with a Disability		Elderly Person		None		Blank		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	
Police Officers	2927	40.58	313	4.34	356	4.94	1829	25.36	1788	24.79	7213
POPT	122	23.87	22	4.31	28	5.48	112	21.92	227	44.42	511
Police Staff	938	35.94	148	5.67	239	9.16	890	34.10	395	15.13	2610
PSNI Total	3987	38.58	483	4.67	623	6.03	2831	27.40	2410	23.32	10334

Figure 31 – PSNI (Dependants)

A significant number of employees report that they have dependants (49.28%), the majority of whom are children (38.58%). 14.83% of police staff has either an elderly person or a person with a disability who is significantly dependent on them. The above figures take into account that some individuals may have responsibility for more than one dependent category. PSNI supports officers and staff with dependants through occupational maternity, adoption and paternity schemes, flexible working opportunities, a Childcare Voucher Scheme and paid special leave to care for dependants. PSNI won the Childcare Works Awards in 2012 in recognition of the support and range of initiatives offered to working parents and those with caring responsibilities.

	Heterosexual		Gay/Lesbian		Bi-Sexual		Prefer Not to Say		Blank		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	
Police Officers	4599	67.66	76	1.12	11	0.16	402	5.91	1709	25.14	6797
POPT	256	52.24	2	0.41	0	0.00	20	4.08	212	43.27	490
Police Staff	1830	74.48	15	0.61	2	0.08	148	6.02	462	18.80	2457
PSNI Total	6685	68.61	93	0.95	13	0.13	570	5.85	2383	24.46	9744

Figure 32 – PSNI (Sexual Orientation)

87 regular officers (1.28%) self-declared their orientation to be gay, lesbian or bisexual, with even smaller numbers among POPT (0.41%) and staff (0.69%). These figures are much lower than would be estimated among the population as a whole.

In common with many other surveys, the monitoring of PSNI employees gave an

indication of a low number who self-declared as non-heterosexual (1.08%), while LGB representative groups, including the Rainbow Project, would maintain that this figure is likely to be a significant under-representation. PSNI continues to support an internal Gay Police Association, participates in local Pride events, funds an Advocacy Scheme in liaison with other external partners and offers diversity training in relation to LGB&T Awareness. PSNI has also implemented a number of recommendations arising from external reports such as the 'Through Our Eyes' Report and the NIPB Thematic Review of 'Policing with and for LGB&T Individuals'.

Chapter 12 The Future of the PSNI Workforce

Comparing the workforce composition to the working age population shows that the PSNI is under-represented across a number of groupings, despite the changes of the past 14 years.

Figure 33 illustrates the current PSNI Medium Term Resource Plan (MTRP), however at the time of preparing this report there are on-going discussions about making further significant cuts to the PSNI budget. It is unlikely that cuts of this scale will be achievable without impacting on the overall numbers employed within the PSNI workforce; however there is no opportunity to exit officers should it transpire that the MTRP is no longer affordable. The Northern Ireland Executive has in November 2014 indicated that it intends to reduce the overall size of the public sector in Northern Ireland and the Head of the Northern Ireland Civil Service has communicated out that work is progressing on the development of exit schemes. The PSNI as a Non Departmental Public Body has been asked to consider if it wishes to utilise this scheme and is actively considering if an exit scheme for staff would be beneficial.

Integrated Planning 2013					
HR Assumptions 2014/15 - 2018/19					
	2014/15	2015/16	2016/17	2017/18	2018/19
POLICE POSTS ¹					
MAIN GRANT FUNDED POSTS					
Police Officers - (Full Time Equivalent - target figure)	6,693	6,693	6,693	6,693	6,693
Police Officers - (Full Time Equivalent - average figure)	6,548	6,684	6,693	6,693	6,693
Police Officers - (Full Time Equivalent - closing figure)	6,617	6,688	6,693	6,693	6,693
Police Recruits (includes transfers/appointments at all ranks) ²	378	299	241	242	247
Police Leavers	218	228	236	242	247
SECURITY FUNDED POSTS					
Police Officers - (Full Time Equivalent - end of financial year)	260	260	260	260	260
EXTERNALLY FUNDED POSTS					
Police Officers - (Full Time Equivalent - end of financial year)	10	10	10	10	10
Total Police Posts	6,887	6,958	6,963	6,963	6,963
Police Officers Part Time - POPT average strength ³	484	453	424	395	368
STAFF POSTS ⁴					
MAIN GRANT FUNDED POSTS					
Police Staff - (Full Time Equivalent - target figure)	2,445	2,445	2,445	2,445	2,445
Police Staff - (Full Time Equivalent - average figure)	2,338	2,445	2,445	2,445	2,445
Police Staff - (Full Time Equivalent - closing figure)	2,443	2,445	2,445	2,445	2,445
Police Staff Recruits ⁵	313	102	103	105	107
Police Staff Leavers	85	100	103	105	107
SECURITY FUNDED POSTS					
Police Staff (Full Time Equivalent - end of financial year)	101	101	101	101	101
EXTERNALLY FUNDED POSTS					
Police Staff - (Full Time Equivalent - end of financial year)	55	55	55	55	55
Total Police Staff Posts	2,599	2,601	2,601	2,601	2,601
PAY INFLATION					
Police Officers					
Incremental Progression	1.00%	0.80%	0.80%	0.80%	0.80%
Pay Award	1.00%	1.00%	1.00%	1.00%	1.00%
Total Uplift	2.00%	1.80%	1.80%	1.80%	1.80%
Police Staff					
Incremental Progression	1.39%	0.98%	0.66%	0.66%	0.66%
Pay Award	1.00%	1.00%	1.00%	1.00%	1.00%
Total Uplift	2.39%	1.98%	1.66%	1.66%	1.66%

NOTES:

1. Assumes target levels / establishments for all funding streams remain unchanged
2. Police recruitment - assumes no recruitment in 2013/14 and has been calculated to achieve target level / establishment by April 2016. For practical reasons recruitment in 2014/15 is limited to 378 officers
3. POPT average strength is the sum of the forecast strength at start and end of the financial year divided by 2
4. Assumes target levels / establishments for all funding streams remain unchanged & includes Legacy Support Unit posts transferred from non pay
5. Staff recruitment - 2014/15 assumes no further recruitment in 2013/14 and has been calculated to achieve target level / establishment by April 2015
6. The Resourcing Delivery group approval for all Associate positions expire by 31 March 2015

Figure 33 – Medium Term Resource Plan (MTRP)

Despite the current uncertainty in terms of funding the Chief Constable has indicated that his assessment is that in order to have the necessary resilience to Keep People Safe the police officer (FTE) headcount needs to be 6953. The PSNI is therefore continuing with recruitment of police officers, although the numbers to be appointed is continually being kept under review and plans for the 2015/16 year are that recruitment will be lower than the predicted wastage level.

However the statistics from the most recent recruitment campaigns indicate that those applying and being appointed to the role of constable are predominantly Male Protestants. This is despite the recruitment contractor undertaking specific actions to target applications using Social Media, information and familiarisation events. Given that the PSNI is currently losing more officers than it is appointing and the historical baseline of a predominantly Male Protestant officer workforce the effects of the current intakes on representativeness of the workforce are unlikely to become fully apparent until more Females and Roman Catholic officers attain 30 years' service. This long lead in period is therefore masking the impact on representativeness of the current Student Officer in-takes, which if not corrected could ultimately result in a reversal of the progress achieved through the Patten reforms.

In pursuing the officer headcount of 6953 the PSNI will therefore need to continue to undertake additional measures if it is to achieve its aim of being fully reflective of wider NI Society. This may include the requirement to consider the re-introduction of a specific Gender Action Plan or taking affirmative action to increase Roman Catholic representation. It could also mean revisiting entry criteria to identify any adverse impact or looking at working practices to identify if these present barriers to applicant flows.

This report has also highlighted that there remain specific areas where PSNI have identified the need for a different, re-energised or new approach. These are:-

- How to have more representation across all staff groups of those in the age bands 18-25 and 26-35
- How to create capacity to support delivery of changes among the staff group to have more males and greater Roman Catholic representation.
- The usage and representativeness of the Police Officer Part Time group as part of the flexible workforce.

There is some evidence from England and Wales that under-represented groups such as ethnic minorities will apply for non-warranted posts. A move by PSNI to introduce non warranted roles that could provide enhanced visibility and support for warranted officers may offer a means of impacting upon representativeness. However within the current budgetary constraints such a move would inevitably require a reduction in police officer numbers and as a consequence would not provide the resilience that the Chief Constable believes is necessary to deal with the demands of policing in Northern Ireland and to Keep People Safe.

In order to assist us in determining what specific actions we should consider to build reflectiveness, within the law consultees are asked to provide views, comments and suggestions as to the following:

- What further could we do to create a workforce that is reflective of our society and what specific actions could be undertaken to encourage applications from both disaffected and disengaged communities?
- What further can we do to encourage young people and Roman Catholics to consider applying to the PSNI in either a warranted or non-warranted role?
- How can we develop a workforce that is capable of delivering a normal 24/7 policing service with peaks and troughs in demand but retain the capacity and flexibility to meet surge requirements, for example, as a result of significant public dis-order, or natural disaster?
- What can the PSNI do better to promote Equality of Opportunity and Good relations?

Consultation

PSNI is committed to consultation which is timely, open and inclusive, and conducted in accordance with the Equality Commission's Guiding Principles. The consultation process in respect of this EQIA will last for a period of **12 weeks** from **6th February 2015 to 1st May 2015**.

All Equality Scheme consultees will be notified of the availability of this EQIA report and invited to comment. A public notice will be prepared and issued to various media outlets to make the public aware of the EQIA and information about the EQIA will be placed PSNI's website; comments will be welcomed from any individual with an interest in the proposals.

All consultation documents can be made available in hard copy and alternative formats on request and can be accessed on PSNI's website at: http://www.psni.police.uk/index/updates/consultation_zone.htm

If any consultee has difficulty accessing the background information PSNI will consider providing summaries in other formats or explaining issues on a face to face basis.

At the end of the consultation period, the EQIA report will be revised to take into account all comments received from consultees. PSNI's decisions will be incorporated into a final summary report which will set out the consideration given to the impact of alternative policies and mitigating actions. This will complete the EQIA process.

The final summary report will be made available on PSNI's website. In addition, Equality Scheme consultees and those who responded to the consultation will be notified of the availability of the report.

The results of on-going monitoring will be reviewed on an annual basis and included in the annual review on progress to the Equality Commission.

If the monitoring and analysis of results over a two year period show that there has been a greater adverse impact than predicted, or if opportunities arise which would allow for greater equality of opportunity to be promoted, PSNI will take steps to achieve better outcomes for the relevant equality groups.

All comments and queries regarding this report should be addressed to:

Equality and Diversity Unit

PSNI Human Resources Department

Lisnasharragh

42 Montgomery Road

Belfast BT6 9LD

Telephone: 028 90922575

Email: equality@psni.pnn.police.uk

Notes:

Relevant Patten Recommendations

- 76 District Commanders should have fully devolved authority over the deployment of personnel (officer and civilian) within their command, devolved budgets (including salaries), authority to purchase a range of goods and services, and to finance local policing initiatives. They should reach service level agreements with all headquarter support departments. [para. 10.7]
- 90 There should be a rigorous programme of civilianisation of jobs which do not require police powers, training or experience, exceptions being made only when it can be demonstrated that there is a good reason for a police officer to occupy the position. [para. 10.23]
- 91 The Policing Board and the police service should initiate a review of police support services with a view to contracting out those services where this will enhance the efficient management of resources. Consideration should be given to allowing "management buy-outs" of support services by police officers or civilian employees interested in continuing to provide those services as a private sector company, and in such cases management buy-out contractors should be offered a secure contract for at least three years to enable them to establish themselves before having to tender for renewal. [para. 10.25]
- 97 There should be a slimmer structure at police headquarters – one that reflects the shift of focus towards community policing and the delegation of responsibility to district commanders, and permits a more rigorous and strategic approach to management. There should be no more than one Deputy Chief Constable. The number of Assistant Chief Officers should be reduced to six from the present twelve. The position of "Deputy Assistant Chief Constable" should be deleted forthwith. The rank of Chief Superintendent should be phased out. [para. 12.9]
- 99 There should be a substantial reduction in the number of officers engaged in security work in the new, amalgamated command. [para. 12.13]
- 103 The future police service should not include a Full Time Reserve. [para. 12.17]
- 104 There should be an enlarged Part Time Reserve of up to 2,500 officers, the additional recruits to come from those areas in which there are currently very few reservists or none at all [para. 12.18]

- 105 Provided the peace process does not collapse and the security situation does not deteriorate significantly from the situation pertaining at present, the approximate size of the police service over the next ten years should be 7,500 full time officers. [para. 13.9]
- 106 The early retirement or severance package offered to regular officers and full time reservists aged 50 or above should include a generous lump sum payment according to length of service, pension enhancement of up to five years, early payment of pension commutation entitlement and payment in lieu of pension until pensionable age is reached. Full time reservists should be treated as far as possible in the same way as regular officers. [para. 13.12]
- 107 Regular officers with more than five years' service and all full time reservists, leaving the police service before the age of 50, should receive a substantial lump sum payment. [para. 13.13]
- 108 The Training and Employment Agency should develop measures for police officers (and civilians) seeking other employment, in consultation with police management and the staff associations. The Police Retraining and Rehabilitation Trust should have a role in this programme, and should have enhanced staffing and funding to enable it to deal with a substantially larger workload. [para. 13.17]
- 111 The Northern Ireland Civil Service management should facilitate transfers of civilian members of the police service to other Northern Ireland departments and should cooperate with the Policing Board and the Chief Constable in achieving a balanced and representative civilian workforce. [para. 14.16]
- 117 The police should contract out the recruitment of both police officers and civilians into the police service. There should be lay involvement, including community representatives, on recruitment panels. [para. 15.7]
- 118 The recruitment agency should advertise imaginatively and persistently, particularly in places likely to reach groups who are under-represented in the police. [para. 15.8]
- 119 The agency should advertise beyond Northern Ireland, in the rest of the United Kingdom and in the Republic of Ireland. [para. 15.8]
- 120 All candidates for the police service should continue to be required to reach a specified standard of merit in the selection procedure. Candidates reaching this standard should then enter a pool from which the required number of recruits can be drawn. [para. 15.9]
- 121 An equal number of Protestants and Roman Catholics should be drawn from the pool of qualified candidates. [para. 15.10]

- 122 Priority should be given to creating opportunities for part time working and job-sharing, both for police officers and police service civilians, and career breaks should be introduced. [para. 15.11]
- 127 The recruitment agency should seek to identify Northern Ireland Roman Catholic officers in other police services, including An Garda Siochana, contact them and encourage them – particularly those in more senior ranks – to apply for positions in the Northern Ireland police. [para. 15.17]
- 128 Lateral entry of experienced officers from other police services, and secondments or recruitments from non-police organizations should be actively encouraged. [para. 15.18]
- 143 All police managers should have management training, as appropriate, and every manager should at some stage of his/her career do a management course in a non-police environment, such as a business school or university. Use should be made of management workshops, so that managers can discuss and develop with each other how best to reshape the police organization. [para. 16.22]

