



2005 Review of Fair Participation

In the Northern Ireland Civil Service

**under Article 55 of the Fair Employment
and Treatment (Northern Ireland) Order
1998**



*Department of Finance
and Personnel
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1 Executive Summary

- 1.1 This report sets out the results of the Northern Ireland Civil Service's latest statutory review of fair participation by Protestants and Roman Catholics in its own workforce.
- 1.2 The assessment involves a detailed comparison between the Service's workforce and comparable statistics on the overall Northern Ireland workforce; and a more general assessment of the Service's employment policies.
- 1.3 The review's main findings are that the Service's present selection and employment policies and systems are fair, objective and not discriminatory, and that there are no extremes of under-representation. However, Roman Catholics are marginally under-represented at senior levels and Protestants are under-represented at administrative and junior management levels.¹
- 1.4 The Service will continue to work within the law to address areas of under-representation, by encouraging under-represented groups to apply for job vacancies and through other appropriate measures.
- 1.5 New goals and timetables have been set to achieve fair participation by Roman Catholics at senior levels, and to increase Protestant application rates at administrative and junior management levels.

2 Introduction - the review and the organisation

- 2.1 At least every three years, employers in Northern Ireland are required by law² to review their workforce and their employment practices. This report sets out the results of the latest such review carried out by the Northern Ireland Civil Service ("the Service"), covering the period 1 January 2002 to 31 December 2005 and using data as at January 2005. The last such review was in 2002, and used data as at January 2001.
- 2.2 The review is concerned with the Service as an employer; in other words, it covers only staff employed as NI Civil Servants, and not staff in "Whitehall" civil service departments which operate in Northern Ireland, or staff in local government, or those who work with any other employers. Information on the wider position in Northern Ireland is published regularly by the Equality Commission for Northern Ireland, the most recent such reports being available online at: <http://www.equalityni.org/publications/downloadlist.cfm?id=2>

¹ The "test" used to make these assessments is described in paragraph 3.7; the assessments are set out in detail in Annex B

² Article 55 of the Fair Employment and Treatment (NI) Order 1998.

2.3 These statutory “Article 55 reviews” are required:

- ✚ to determine whether members of the Roman Catholic and Protestant communities are enjoying, and are likely to continue to enjoy, fair participation in employment;
- ✚ to determine what (if any) affirmative action is reasonable and appropriate, where it appears fair participation is not, or may not continue to be, enjoyed; and
- ✚ to consider whether and what goals and timetables it is practicable to set for such affirmative action.

2.4 The Northern Ireland Civil Service appreciates the business benefits of recruiting fairly from, and thereby being broadly representative of, the community it serves. Article 55 reviews play an important role in this. From the highest levels, the Service remains committed to equality of opportunity and diversity, such that “embracing diversity” is one of three key themes in the Northern Ireland Civil Service’s current programme of reform.³

2.5 The Service comprises those people who are employed by one of the eleven NI government departments or their agencies, including those seconded to other bodies such as the Northern Ireland Office, the Northern Ireland Assembly or the Police Service of Northern Ireland. A summary of the functional structure of the Service is at **Annex A**. Fair employment legislation treats all staff in the Northern Ireland Civil Service as employees of the head of the Department of Finance and Personnel.

2.6 While the Service’s component departments and agencies are largely autonomous business units covering a wide range of functions and responsibilities, its personnel policies are generally common and corporate. They are developed by the Department of Finance and Personnel’s Central Personnel Group, by consensus amongst departments and in consultation with trade unions. For the purposes of this report, the term “policies” is used as a generic term, covering also procedures and practices.

2.7 On a point of detail, workforce percentages in this report are given exclusive of those whose Community Background cannot be determined as either Protestant or Catholic. Overall, this “not determined” element amounts to about 2.7% of the Service’s workforce, and its effect on the assessments reached in the review is assumed to be broadly neutral.

³ “Fit for Purpose - the reform agenda in the Northern Ireland Civil Service”, 2004

3 Review method - what is “fair participation” and how is it assessed?

- 3.1 This review has been carried out by the Service’s Central Personnel Group, with the professional assistance and advice of colleagues in the NI Statistics & Research Agency (NISRA); and its findings have been shared with Trade Unions, the Equality Commission and the independent Civil Service Commissioners for Northern Ireland.⁴
- 3.2 While following the same broad approach as the Service’s previous review reports, presentation has been revised to improve general readability, to make clearer how the key assessments are arrived at, and the better to reflect the most recent guidance produced by the Equality Commission on the conduct and content of Article 55 reviews.
- 3.3 Statistics for the review were taken from the Service’s workforce monitoring systems, which have been in place, with updates, since 1985, and which monitor not only community background - relevant to this review - but also gender, disability, and ethnic origin.
- 3.4 In assessing fair participation, the key process, as with previous reviews, has been to compare these monitoring system statistics - and especially, figures on the composition of the Service’s workforce, and on flows (eg recruitment) into and through it - with the NI workforce as a whole, using comparable statistics available from the most recent Northern Ireland Census. In other words, “fair participation” is primarily assessed, not by reference to a fixed ratio, whether 50:50 or otherwise, but by comparison with the potential workforce, as recommended by the Equality Commission. Although the Service receives some job applications from Great Britain, the Republic of Ireland and further afield, it recruits overwhelmingly from people who live in Northern Ireland, so the NI Census remains the appropriate statistical baseline.
- 3.5 To make this comparison possible and as meaningful as it can be - again, in line with Equality Commission guidance - the Service’s monitoring figures have been broken down into occupational groups and/or grade levels; and then compared with the equivalent segment of the labour market. The workforce is not broken down or reviewed by department or other geographical or organisational units: for the purposes of the legislation the Service is a single employer, and it has corporate grade structures, employment policies and recruitment and promotion systems.

⁴ The Civil Service Commissioners are responsible for maintaining the long-standing principle, designed to underpin a politically neutral and professional civil service, that appointments to the Service are made on merit and in fair and open competition.

- 3.6 In comparing the Service's 2005 workforce with a Census taken nearly four years earlier, it is necessary to recognise that the pattern of Protestant/Roman Catholic representation in the overall Northern Ireland workforce will have changed somewhat in the interval. The regular Labour Force Surveys provide up-to-date data, but are relatively small samples. Simply aging the census data would tend to suggest that the Roman Catholic "share" of the NI workforce has increased by about 1-2% over the period, overall, with a more pronounced increase (3 - to 4%) in older age groups. This effect has been taken into account, in reaching assessments of fair participation.
- 3.7 As with previous reviews, the Service's test for fair participation is that there should be a variation of no more than 5% either way, between the composition of its workforce in a given occupation or grade(s) and the comparable segment of the overall NI workforce. No specific test for assessing fair participation is provided in either the legislation or in the supporting Equality Commission guidance, which talks of figures being "...broadly in line with what might reasonably be expected"⁵. The "5% either way" test is a relatively tight one, and is more rigorous than, for example, the test commonly used to assess indirect discrimination.
- 3.8 At this point, it is worth highlighting some of the other limitations inherent in comparing the Service's workforce with the wider one in Northern Ireland. These limitations are such that the assessment process, by any employer, will never be an "exact science".
- 3.9 The time gap between the Census data and the available monitoring information is one such limitation; as already mentioned⁶, the review assessments allow as far as possible for the general effect of workforce changes between 2001 and 2005. On top of this, there is not a precise match between the general job groups used in the census (the "Standard Occupational Classifications") and the Service's own job and grade structure. Moreover, there is no "right answer" as to which Census age ranges, and what levels of educational qualifications, provide the best match. Age and qualifications are relevant factors, because, as in many organisations, the Service's more senior posts tend to be occupied by somewhat older or better-qualified people, and junior grades, by people who are somewhat younger or have rather lower qualifications. Finally, and as the Equality Commission guidance already cited points out, employment patterns in the wider workforce, used to assess fair participation by an employer, could themselves reflect unfair participation, and must be used with caution.

⁵ "Article 55 Review - a Guide for Employers", ECNI, 2003

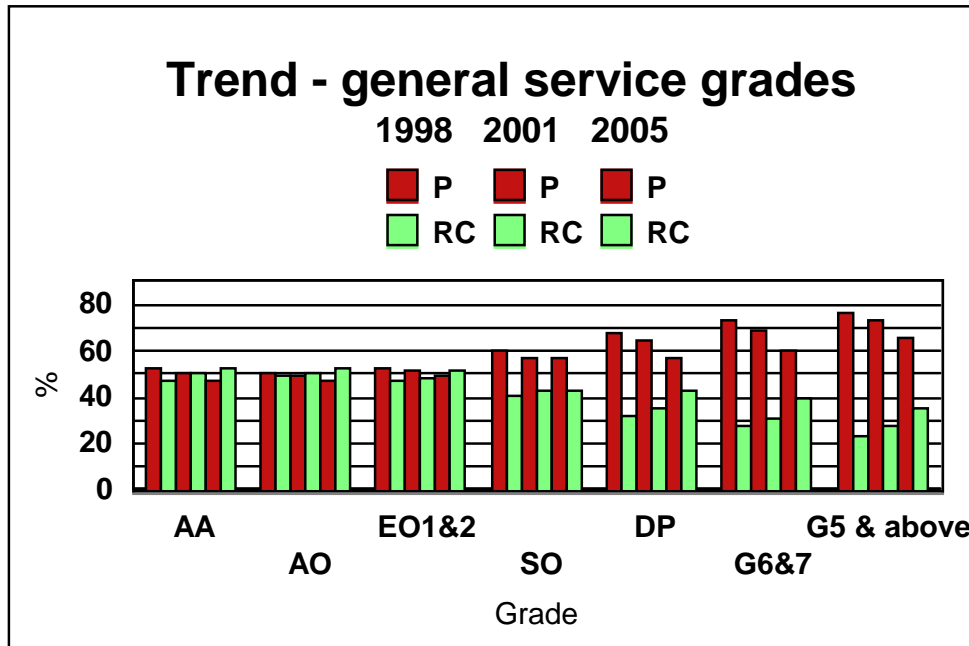
⁶ See paragraph 3.6

- 3.10 The net result of these factors is that there are no definitive assessments, no “right answers”. Within these significant limitations, and acting on expert advice, the Service has endeavoured to make the best and most objective comparisons possible with the data available.
- 3.11 In practice, as with previous reviews, this means that the Service’s relatively small numbers of specialist and professional posts are compared to the **closest comparable occupation** in the Census figures. This is the best yardstick because, for most such groups, only people with particular skills, aptitudes or specialist qualifications are employed in them - for example only those with civil engineering qualifications can reasonably be expected to obtain jobs as civil engineers. The Census occupational groups have changed in several respects since the last review carried out by the Service (in 2002) and the results of that review and the present one are thus not, as a rule, directly comparable.
- 3.12 For the Service’s mainstream “general service” grades (managers, supervisors and administrators - the substantial majority of staff), professional or specialist qualifications or skills are not required; so a comparison based on those who happened to be in comparable occupations at the time of the Census would be too narrow. Here, the comparison is made from the “economically active” population; this includes all persons in, or actively interested in obtaining employment - in other words, everyone who is in the NI labour market and who therefore could show up in an employer’s workforce. From the economically active, Census statistics are extracted to provide a separate yardstick for each Civil Service grade/job, using an age range which matches closely the profile of the Service’s staff in post, and the Census qualifications point which best matches the level of the job and/or the qualifications sought when recruiting to it.
- 3.13 When undertaking comparisons with labour availability statistics from the Census, it is important that account is taken of the manner in which the representation of Roman Catholics and Protestants varies with age. For example, in the 2001 Census, Roman Catholics constituted 49.8% of the economically active population aged 16 - 19, while Protestants constituted 69.6% of the comparative population aged 54 - 59. The effect of age is particularly important when looking at recruitment into the various levels of an organisation. The manner in which these age adjustments have been made is clearly set out in **Annex G**.
- 3.14 Full details of the actual comparator used, in terms of age and qualifications, is given in full in the notes which accompany each of the assessments illustrated in detail in **Annex B**.

- 3.15 Where the comparison shows that either community may not enjoy fair participation (or if recruitment figures show cause for concern that either community may not **continue** to enjoy fair participation) the Service has considered what lawful affirmative action may be appropriate and what goals and timetables can be set.
- 3.16 For any grade, the community background composition at a particular point in time has been arrived at through staff joining, moving through and leaving the Service. An assessment as to whether fair participation is enjoyed in a particular grade can be made at a particular point in time by using an appropriate comparison group (see paragraph 3.4). To assess whether fair participation will be enjoyed in the future, an estimate of the likely future composition of the grade needs to be derived. Human resource modelling techniques are used to simulate a likely career path for each member of staff over a fixed period of time. Recent historical information is also used to estimate the composition of staff recruited to the Service. In this way an estimate of the future composition of a particular grade can be derived. Fuller details of the model are presented in **Annex H**.
- 3.17 The review also re-assessed the extent to which fair participation is underscored and supported by relevant personnel policies and practices, including recruitment and promotion arrangements.

4 The workforce - the assessments, within occupational groups

- 4.1 Tables showing the assessment of fair participation for each grade or job type are at **Annex B**. **Annex C** provides an at-a-glance summary of the position for the Service's "general service" grades, which include the majority of staff. The general trend, from the data used for the last three reviews, is illustrated in the chart below. **It must be stressed that this graphic of itself does not show whether or not participation is fair: this is determined by the assessments, which compare these workforce figures with the labour market.** All percentages used here, and elsewhere in this report, do not include those whose community background is not determined as either Protestant or Roman Catholic.



- 4.2 The most significant groups, in terms of size and/or importance of role, are the senior grades (Grade 5 and above) and the other “general service” grades (managers, supervisors and administrators).
- 4.3 At under 300 in number, the senior grades - most of them are officially classified as the Senior Civil Service (SCS) - form a relatively small part of the Service; but they play a key leadership role in central government functions in Northern Ireland, including development of legislation and policies of all kinds, and in service delivery. At this level, the assessment, as with previous reviews, is that Roman Catholics still do not enjoy fair participation, although substantial progress towards that position has been made and a “fair participation” assessment is now clearly in sight. The progress already made towards fair participation, the measures intended to maintain that progress, and the goals and timetables for doing so, are set out in Section 6 of this report.
- 4.4 The Service’s administrative levels comprise the Administrative Assistant (AA) and Administrative Officer (AO) grades; together, these make up around 36% of the Service’s overall complement of just under 30,000 staff. Here, the figures show a workforce balance close to 50:50. Compared to the relevant section of the overall Northern Ireland workforce there is questionable fair participation by the Protestant community; and a clear concern about continued fair participation because of low Protestant application rates for recruitment exercises. The situation is similar for supervisory/junior management grades (Executive Officer 2 and 1). The position is most

acute in some parts of the Service which employ a particularly high proportion of younger or more junior grade staff, eg the Child Support Agency and the Social Security Agency. This is distinct from the phenomenon whereby offices in a particular area tend to have workforce balances more reflective of their “hinterland” than the NI workforce as a whole eg those sited in North Down or the North-West. The situation concerning the Staff Officer (SO) grade will be kept under review. There is an assessment of questionable fair participation by Protestants in the “feeder” grade of Executive Officer 1 however Protestant representation among staff appointed through open competition is higher than might be expected. As with all recruitment and promotion activities rigorous evaluations will continue to be carried out to ensure there is no bias in procedures.

- 4.5 As with senior grades, proposals for future affirmative action for administrative and supervisory/junior management grades are set out in Section 6, along with goals and timetables.

Gender issues

- 4.6 Although not directly relevant to assessing fair participation by Roman Catholics and Protestants, and though different social, economic and educational factors are at work, the position on gender is relevant in informing affirmative action. In that regard, the situation is that:

- ✚ men, as well as Protestants, are under-represented in administrative (AA & AO) grades, where 31% of staff are male;
- ✚ women, as well as Roman Catholics, are under-represented at senior levels (Grade 5 and above), where 21% of staff are female; and
- ✚ women are under-represented in some professional and specialist grades - typically, those which have been traditionally male occupations (for example, architects and civil engineers, where 7% and 5% of staff, respectively, are female).

5 Assessment of employment policies and practices

Equality of opportunity in action

- 5.1 Equality of opportunity in employment is reflected and embedded in the Northern Ireland Civil Service’s suite of corporate employment policies. Not only does the Service have a suite of policies aimed expressly at equal opportunities issues, but equality of opportunity is a cornerstone consideration in the development of all personnel policies by the Service’s Central Personnel Group. All such policies are developed in close liaison and consultation with Personnel

Directors and their staff in individual departments and agencies, with unions, and with other stakeholders.

- 5.2 The Service has a general equal opportunities policy, set out in a booklet made known and available to all its employees (“Equal Opportunities - a guide for all staff”). This emphasises that the Service *“...is committed to providing equality of opportunity. It is our policy that all eligible persons shall have equal opportunity for employment and advancement...everyone has a right to equality of opportunity and to a good and harmonious working environment and atmosphere in which all workers are encouraged to apply their diverse talents and in which no worker feels under threat or intimidated.”*
- 5.3 Other policies which directly support this commitment to equality of opportunity in employment include:
- ✚ an anti-harassment and anti-bullying policy, which provides for the proper airing and investigation of complaints (departments and agencies operate local developments of this “umbrella” policy; an updated common version is under development under the new working title “dignity at work”);
 - ✚ a range of “family-friendly” policies covering such issues as flexible working patterns and time off work, brought together and re-launched to staff, with the endorsement of the Head of the Civil Service in 2001, under the heading “Work-Life Balance”;
 - ✚ a corporate policy for the employment of people with disabilities, addressing both selection and employment issues, recently supplemented by new guidance for line managers in dealing with disability issues;
 - ✚ a robust and long-standing approach to equal opportunities monitoring, underpinning the system described earlier and now covering community background, ethnicity, disability and gender, across both workforce and job applicants. This system will be reviewed and updated as necessary in the light of new guidance currently under development by the Equality Commission on monitoring vis-à-vis the public equality duties set by Section 75 of the Northern Ireland Act.
- 5.4 Equality is a central consideration in the development and operation of these and all other Northern Ireland Civil Service personnel policies. Recruitment and promotion policies in particular are designed to ensure compliance with best practice, and to observe extant employment equality legislation and relevant codes of practice. Where appropriate, the Service carries out rigorous equality impact assessments of personnel issues, in line with the requirement

in S.75 of the Northern Ireland Act to have due regard to the need to promote equality of opportunity. Assessments so made include the location of Civil Service jobs; recruitment and promotion policy; and on the Service's new project for a suite of new personnel-related systems and services (the e-HR programme). The Service is presently undertaking a wide-ranging equal pay audit, in agreement with unions and in line with Equality Commission guidance.

- 5.5 Personnel policies are regularly updated to reflect developments in legislation, case law, or improved practice. The Service is presently considering, with input from the Equality Commission, a new process of identifying, prioritising and addressing employment and equality issues, as well as a new outreach strategy and a new programme of diversity awareness training.

Recruitment and promotion

- 5.6 Objective and fair selection procedures rightly receive special attention in equality codes of practice, including that issued under Fair Employment law. The Service's selection processes and outcomes here are particularly important in both delivering on the Service's equality commitments and in enabling the Service to harness the full pool of available talent, to the benefit of the public it serves. Statistics are collected at the close of recruitment competitions when the successful candidates have been appointed. Evaluation is also carried out at key stages during the recruitment process for those competitions which are considered to be significant in terms of number of applicants or seniority of the post.
- 5.7 The civil services in the UK and Ireland share a common and long-standing tradition of selection and advancement on merit in fair and open competition, upheld by Civil Service Commissioners and the guidance or codes they produce. This tradition has evolved over time to reflect developments in good practice and employment equality legislation and continues to do so, including the new emphasis on promoting and benefiting from diversity. The Civil Service Commissioners for Northern Ireland launched a new Recruitment Code in 2005 with a fresh emphasis on diversity. In parallel, the Northern Ireland Civil Service's internal Recruitment Service has updated its own recruitment procedures to ensure that diversity is harnessed through open recruitment systems while selecting still on merit.
- 5.8 As with recruitment, so also with internal promotion: for the Service, the key design criterion in promotion processes is selecting the best person for the job, based on objective and job-related selection criteria, defined in advance. Criteria-based assessment remains the cornerstone of internal promotion systems. This is now generally supplemented by properly-structured line manager assessments and an increasing use of work sample tests for some posts e.g. "first-line" management (EO2 grade) and "upper-middle" management (Grade

7). As with recruitment, where testing is already used fairly widely, tests being considered for use are reviewed for equal opportunities impact.

- 5.9 Recent statistics on both recruitment and promotion activity are set out in **Annex D** and **Annex E** respectively. A fuller equal opportunities analysis of this area, including more detailed statistics, can be found in the equality impact assessment of the Service's recruitment and promotion policies, the final report of which was published in October 2005, and is available online at www.dfpni.gov.uk/eqia-sep05.pdf

Training

- 5.10 A Northern Ireland Civil Service Training and Development Strategy covering a 3 year period has been developed and sets out key business issues facing the Service, identifying corporate training and development priorities.

- 5.11 In developing and delivering this strategy, the NI Civil Service remains committed to providing equality of opportunity in training and development to all staff. This is underpinned by the commitment of Departments and Agencies to achieve and retain Investor In People status. The policy aims to "...foster a culture which encourages every member of staff to develop his or her potential and which rewards achievement". This is achieved by:

- ✚ assessing the ability and potential of each individual;
- ✚ encouraging individuals to develop their full potential by offering appropriate training and development opportunities to all;
- ✚ applying the annual Performance Management (staff report) process, of which an integral part is a Personal Development Plan, drawn up and agreed jointly by the individual and their line manager, taking into account the requirements of the job.

- 5.12 In developing Personal Development Plans, the needs of the individual jobholder, together with corporate development as identified in Departmental Training and Development Strategies, are taken into account. Not only is the process of identifying development needs a routine part of the annual staff reporting cycle, individuals have a crucial say in ensuring that their development needs are met.

Redundancy

- 5.13 The Service has a general policy on redundancy, which is set out in the Staff Handbook accessible to all staff. Redundancies, and especially compulsory redundancies, are avoided as far as possible.

Selection is by objective criteria, which generally exclude length of service, thus protecting gains in affording equality of opportunity. Although as Crown employees, civil servants are not technically entitled to statutory redundancy pay, the Service as a matter of principle operates within this and other relevant statutory provisions.

6 Affirmative action, goals and timetables

- 6.1 This section of the report sets out the affirmative action which the Service considers to be reasonable and appropriate in an effort to address the areas of questionable fair participation identified by the review; and the consideration given to determining goals and timetables for progress towards fair participation.

Affirmative action

- 6.2 The Service's established approach on affirmative action has been to take "positive action advertising" in respect of under-represented groups. This will continue, for all of the grades/jobs for which fair participation is assessed as being in question. Full details of the assessments for each grade or job type and whether or not positive action advertising will be carried out are set out in **Annex B**.
- 6.3 Encouraging applications does not mean that any advantage will be conferred upon the group in question; selection is on merit.
- 6.4 Further affirmative action measures will be considered as part of the outreach strategy now being developed by Central Personnel Group on behalf of the Service. The additional measures adopted are likely to include visits to schools or other educational establishments and/or the use of role models or voluntary or community groups or agencies, targeted especially at potential sources of applications from the under-represented community. This will be informed by the results of an external attitude survey into the Service as an employer, conducted in 2002, or such further research as may be appropriate.
- 6.5 The Service also encourages and invites politicians and other representatives and leaders from all communities - particularly from those which may be under-represented - to play a positive role in encouraging members of all communities to consider the Northern Ireland Civil Service as a career. As will be evident from the lists of grades in the annexes to this review, the Service can offer a very wide range of rewarding careers in the public service, including many kinds of professional jobs, as well as the sort of work in administration, management, policy- and law-making traditionally associated with the Civil Service. The Service is committed to maintaining equality of opportunity in employment; it aims to operate progressive and enlightened employment policies, and offers

relative job security, a good pension, and the prospect of promotion on merit, to all who join its ranks. Its component departments and agencies are, collectively, probably the largest single employer of both Roman Catholics and Protestants in Northern Ireland.

Progress towards past goals



- 6.6 In the last review in 2002, goals for the composition of the workforce were set as listed below. It is noteworthy that the goals for RC representation in the “general service” grades - at Grades 5 and above, Grades 6&7, and Deputy Principal - have all been exceeded or nearly met ahead of schedule, to the extent that Roman Catholic participation at the latter two levels is now assessed as fair.

	Goal & timetable	Position at Jan 2001	Progress at Jan 2004	Position at Jan 2005
Grade 5+ (roughly equates to SCS)	34.0% RC by end 2005	28.7%	32.8%	34.9%
Grades 6&7	40.0% RC by end 2005	33.2%	37.3%	39.9%
Deputy Principal	43.0% RC by end 2005	37.8%	42.2%	42.6%
Architects (Grade 6&7)	10.0% RC by end 2009	5.0%	25.0%	35.3%
Civil Engineer (Grade 6&7)	25.6% RC by end 2009	15.1%	23.7%	24.5%
Civil Engineer (Deputy Principal)	31.3% RC by end 2009	28.3%	31.8%	32.3%
Civil Engineer (Staff Officer)	33.5% RC by end 2009	32.5%	38.6%	39.4%
M&E Engineer (Grade 6&7)	12.5% RC by end 2009	6.3%	15.4%	8.3%
M&E Engineer (Deputy Principal)	18.4% RC by end 2009	15.8%	21.6%	20.0%
M&E Engineer (Staff Officer)	25.0% RC by end 2009	21.9%	22.7%	27.9%

Future goals

- 6.7 For senior grades, i.e. at Grade 5 level and above, the goal for the future will be to complete the progress made towards fair participation. The Service is currently undergoing unprecedented reform, which limits the effect of recruitment on the overall compositions. A dynamic workforce model has been developed which takes account of the likely flows into, through and out of the Service over the next 5 years. Full details of the underlying assumptions of the model are provided in Annex H. On the basis of the findings from this model, a goal of Fair Participation by Roman Catholics and Protestants at Grade 5 and above by the time of the next review has been set.
- 6.8 For AA/AO, E01/2 grades the challenge is particularly acute, given the scale of the disparity, and the apparent downward trend in the Protestant proportion of the Northern Ireland workforce. Less

recruitment, because of reductions in the size of the Service due to restructuring and reform, will also inhibit progress. The difficulties are illustrated by the fact that affirmative action to encourage Protestant job applications for AA and AO grades has been in use for several years.

- 6.9 Even when encouraging more applications from an under-represented community is successful, changes in recruitment rates inevitably take many years to make significant changes in the composition of the workforce. So-called “positive discrimination” is generally illegal; employers must select fairly from those who apply. Nevertheless, and despite the many real difficulties, the crucial and most pressing task for the Service here is clearly to increase Protestant application rates for these grades.
- 6.10 Consequently, and challenging though it will be to achieve, the Service’s goal will be to **increase the Protestant proportion of applications for recruitment competitions at AA, AO and EO2 by 10% by the time of the next review (see Annex D)**. As a first step, research will be undertaken to identify the possible reasons for low Protestant application rates. Depending on progress, further goals in terms of workforce composition changes - which are not considered to be realistic at present - can then be considered.
- 6.11 For specialist and professional grades, the scope for realistic goals is constrained by the small size of these groups, and the fact that for most - quite unlike the much more numerous “general service” grades - the pool of applicants is limited to those with specialist qualifications, from whom an employer must select fairly. The Service’s conclusion is that realistic goals and timetables are not practicable for these grades. Affirmative action will, however, continue, in a renewed endeavour to address under-representation. Other measures will be considered as part of the outreach strategy referred to earlier.
- 6.12 To sum up, the Service’s goals and timetables are as follows:
-  to achieve Fair Participation by Roman Catholics and Protestants at Grade 5 level and above by the time of the next review; and
 -  to increase the Protestant proportion of applications for recruitment competitions at AA, AO and EO2 by 10% by the time of the next review.

7 Conclusion

- 7.1 The Northern Ireland Civil Service is committed to offering and maintaining equality of opportunity as an employer, and to promoting a culture that seeks, respects, values and harnesses differences. Article 55 reviews of fair participation play an important part in all of this.
- 7.2 The latest review has shown that the Service's employment policies are fair and not discriminatory. The review has been objective and rigorous, and will be followed up by lawful measures to encourage members of under-represented community backgrounds to participate. The Service operates fair and objective selection processes, designed to provide a level playing field for all who do so.
- 7.3 The Service is committed to addressing the areas of under-representation identified in the review by all appropriate and lawful means; and has considered, and where appropriate, set goals and timetables for doing so. Appropriate measures are and will continue to be taken, including new research into application rate issues; progress will be assessed and published annually and in future reviews. The Service invites and welcomes the support of community leaders in encouraging under-represented groups to see the Service as a worthwhile career. Only if all sections of the community appreciate that message, can employment equality and diversity be truly achieved; that achievement remains the Service's ultimate goal.
- 7.4 This is important because the NI Civil Service plays a unique and important role in the life of people here, developing policy and legislation, and supporting or running all kinds of key public services. A civil service which broadly reflects the diversity of the society it serves will be more "fit for purpose", than one which does not. Reviews, affirmative action and goals, backed up by progressive employment policies, can go some way towards encouraging people to feel they can participate. However, the Service also needs and welcomes the support of the wider community in helping realise and maintain the diversity which it seeks to embrace, and which is in everyone's best interests.

Annex A

The NI Civil Service Departments & what they do

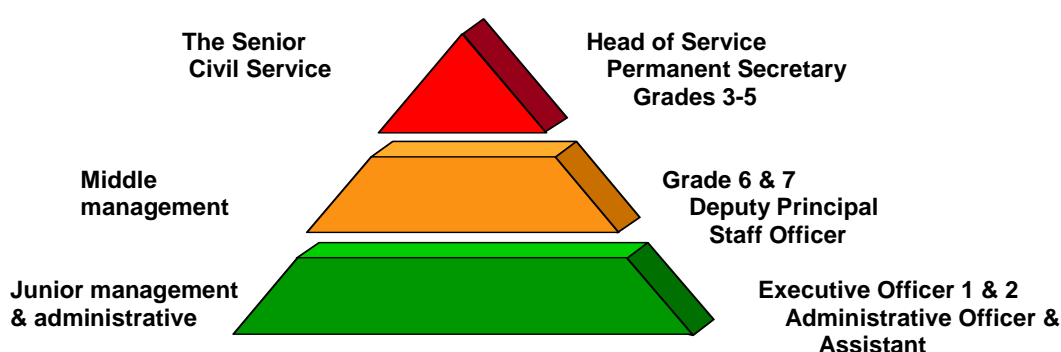
Source: “Fit for Purpose - the reform agenda in the NI Civil Service”, October 2004. Budgets include “Annually-Managed Expenditure” such as social security benefits. A further 3,728 staff were on secondment to NIO, PSNI & the NI Assembly. Functions listed here are indicative, see www.nics.gov.uk for fuller details.

<p>Office of the First Minister & Deputy First Minister Staff: 399 Budget: £49m</p>	<p>Programme for Government; legislative programme; social issues including economic policy, social exclusion/poverty, community relations, human rights & equality; North-South issues & bodies; public appointments; promoting NI in EU and US; NI public service reform; e-Government.</p>
<p>Department of Agriculture & Rural Development Staff: 4,168 Budget: £487m</p>	<p>Developing the NI agricultural, forestry and fishing industries; rural development; advising farmers; agricultural research and education; veterinary service and animal health and welfare policies; applying EU agricultural policy to NI.</p>
<p>Department of Culture, Arts & Leisure Staff: 443 Budget: £104m</p>	<p>Policy, service delivery, administration and monitoring of arts, museums, libraries, sport & leisure, visitor amenities, inland waterways and fisheries; Ordnance Survey; Public Record Office; language diversity; NI Events Company; advice on National Lottery distribution.</p>
<p>Department of Education Staff: 644 Budget: £1887m</p>	<p>Education provision including: finance, planning & resource allocation; school improvement & teacher development; inspection; curriculum; infrastructure.</p>
<p>Department for Employment & Learning Staff: 1,793 Budget: £651m</p>	<p>Third level education; training; employment-related schemes such as Modern Apprenticeships, New Deal & Employment Support; Careers Service; Disability Advisory Service.</p>
<p>Department of Enterprise, Trade & Investment Staff: 734 Budget: £238m</p>	<p>Developing policy on the economy, energy, tourism, & mineral development; health and safety at work; Companies Registry; Insolvency Service; consumer affairs; labour market and economic statistics services.</p>
<p>Department of the Environment Staff: 2,475 Budget: £138m</p>	<p>Protecting & conserving the environment & built heritage; planning & managing development; supporting local government; licensing & testing drivers and vehicles; promoting road safety and road safety education.</p>
<p>Department of Finance & Personnel Staff: 2,988 Budget: £471m</p>	<p>Budgets and finances; civil service personnel & recruitment; law reform; rate collection; valuation & lands; statistics & research; land registers; corporate services including accommodation, legal & business development.</p>
<p>Department of Health, Social Services & Public Safety Staff: 1,051 Budget: £3367m</p>	<p>Policy/legislation on hospitals, family practitioners, community health, personal social services, health promotion & public safety (including food safety & emergency planning).</p>
<p>Department for Regional Development Staff: 4,996 Budget: £1593m</p>	<p>Transport strategy, policy & support; policy on roads, water, ports & airports; maintaining roads, water and sewerage services.</p>
<p>Department for Social Development Staff: 8,466 Budget: £4058m</p>	<p>Urban regeneration; community & voluntary sector development; social legislation; housing; social security benefits, pensions and child support.</p>

The workforce - assessments of occupational groups

Most NI Civil Service posts are in what is known as the “general service” grades, whose basic structure is illustrated below. The review’s assessments of fair participation for these grades is given first, working from junior grades upwards. This is followed by the assessments for the Service’s other, professional or specialized, grades. Annex C summarises the current profile of general service grades and shows the trends from 1998.

The “general service” grade structure



General Service Grades. Given the comparatively large numbers of people employed in them, in reaching assessments of fair participation for these grades, consideration is given, not only to the composition of the workforce, but also to flows into the grades by recruitment and promotion. The effect of flows out of the grades, by resignation, retirement and promotion, is estimated to be broadly neutral in effect. Each of the assessments for the “general service” grades follows the same pattern. First, statistics are presented comparing the staff in post to the NI labour force, taking into account estimated changes in the labour market between 2001 and 2005. This is accompanied by notes explaining the data used. Next, information on flows into the grades is provided. Finally, there is a summary analysis of the position, based on both the composition and the flows; and the resulting assessment is stated.

Specialist and professional grades. For these grades, the assessments are based on the breakdown of the staff in post, generally looking separately at junior, middle and senior grades within each occupational area.

In all the assessments, the “tolerance” applied in deciding whether fair participation exists, is that the workforce should be within 5% either way of the comparable segment of the NI labour force, as indicated by the 2001 Census.

The “General Service” grades

General Service grade: **Administrative Assistant (AA)**

COMPOSITION - the current profile of the NI Civil Service workforce

No. of staff	Staff		NI labour force		Variation	
	P [%]	RC [%]	P [%]	RC [%]	P	RC
2,504	47.0	53.0	55.3	44.7	- 8.3	8.3

- Notes: (i) Staff figures as at 1 January 2005
(ii) Figures for NI labour force taken from 2001 Census, economically active population aged 16 to 64 with at least 1 GCSE, adjusted for age as outlined in Annex F.
(iii) Over period from 2001 to 2005, it is likely that Protestant representation in NI workforce has decreased by 1-2% while Roman Catholic representation has increased by 1-2% (see paragraph 3.6).

FLOWS INTO THE GRADE

(1) Recruitment data

Applications				Appointments			
Competition Ref:	P [%]	RC [%]	Total	Competition Ref:	P [%]	RC [%]	Total
14/02	43	57	2,802	66/00	40	60	62
110/03	42	58	3,159	68/01	43	57	871
				116/01	44	56	428
				14/02	44	56	559
				110/03	47	53	401
Total	42.2	57.7	5,961	Total	44.1	55.9	2,321

(2) Promotion - none to this grade

ANALYSIS

Composition Compared to the NI labour force, there is currently questionable fair participation by Protestants, even after taking into consideration the likely changes in the NI workforce since the 2001 Census.

Flows into grade Recruitment - Application rates from Protestants are below the level that would be expected based on the composition of the NI labour force

ASSESSMENT:

- Questionable fair participation by Protestants
- Affirmative action measures will be taken

General Service grade: **Administrative Officer (AO)**

COMPOSITION - the current profile of the NI Civil Service workforce

No. of staff	Staff		NI labour force		Variation	
	P [%]	RC [%]	P [%]	RC [%]	P	RC
7,905	46.9	53.1	56.6	43.4	-9.7	9.7

- Notes: (i) Staff figures as at 1 January 2005
(ii) Figures for NI labour force taken from 2001 Census, economically active population aged 16 to 64 with at least 1 GCSE, adjusted for age as outlined in Annex F.
(iii) Over period from 2001 to 2005, it is likely that Protestant representation in NI workforce has decreased by 1-2% while Roman Catholic representation has increased by 1-2% (see paragraph 3.6).

FLOWS INTO THE GRADE

(1) Recruitment

Applications				Appointments			
Competition Ref:	P [%]	RC [%]	Total	Competition Ref:	P [%]	RC [%]	Total
1/03	42	58	6,541	166/00	40	60	493
112/03	39	61	992	108/01	48	52	817
2/03	40	60	806	1/03	47	53	1,077
				112/03	36	64	130
				2/03	40	60	127
Total	41.7	58.3	8,339	Total	45.3	54.7	2,644

(2) Promotion

Promotion into this grade is from the AA grade. The assessment of the current composition of AA grade is that there is questionable fair participation by Protestants.

ANALYSIS

Composition Compared to the NI labour force, at present there is questionable fair participation by Protestants, which continues after taking into consideration the likely changes in the NI workforce since the 2001 Census.

Flows into grade Recruitment - application rates from Protestants are lower than would be expected based on the composition of the NI labour force.
Promotion - likely that in the short term the questionable fair participation in the grade below and the lower than expected Protestants promotion rates to the grade will do little to improve the “questionable fair” participation assessment for this grade.

ASSESSMENT:

- Questionable fair participation by Protestants
- Affirmative action measures will be taken

General Service grade: **Executive Officer 1 and 2 (E01, E02)**

COMPOSITION - the current profile of the NI Civil Service workforce

No of staff	Staff		NI labour force		Variation	
	P [%]	RC [%]	P [%]	RC [%]	P	RC
5,544	48.8	51.2	58.7	41.3	-9.9	9.9

- Notes: (i) Staff figures as at 1 January 2005
(ii) Figures for NI labour force taken from 2001 Census, economically active population aged 16 to 64 with at least 1 GCSE, adjusted for age as outlined in Annex F.
(iii) Over period from 2001 to 2005, it is likely that Protestant representation in NI workforce has decreased by 1-2% while Roman Catholic representation has increased by 1-2% (see paragraph 3.6).

FLOWS INTO THE GRADE

(1) Recruitment

Applications				Appointments			
Competition Ref:	P [%]	RC [%]	Total	Competition Ref:	P [%]	RC [%]	Total
95/03	46.3	53.7	4,366	81/01	53	47	223
				95/03	50	50	217
Total	46.3	53.7	4,366	Total	51.5	48.5	440

(2) Promotion

Promotion into this grade is from the AO grade. The assessment of the current composition of the AO grade is that there is questionable fair participation by Protestants.

ANALYSIS

Composition

Compared to the NI labour force, at present there is questionable fair participation by Protestants, which continues after taking into consideration the likely changes in the NI workforce since the 2001 Census.

Flows into grade

Recruitment - application rates from Protestants are lower than would be expected based on the composition of the NI labour force, appointees however are broadly in line with what would be expected.

Promotion - The proportion of promotees are broadly in line with the feeder grade. However the AO grade has an assessment of “questionable fair participation” and therefore the assessment of the composition of this grade as “questionable fair participation” is likely to continue.

ASSESSMENT:

- Questionable fair participation by Protestants
- Affirmative action measures will be taken

General Service grade: **Staff Officer (SO)**

COMPOSITION - the current profile of the NI Civil Service workforce

No of staff	Staff		NI labour force		Variation	
	P [%]	RC [%]	P [%]	RC [%]	P	RC
1,613	56.7	43.3	59.7	40.3	-3.0	3.0

- Notes: (i) Staff figures as at 1 January 2005
(ii) Figures for NI labour force taken from 2001 Census, economically active population aged 16 to 64 with at least 1 GCSE, adjusted for age as outlined in Annex F. Although recruitment is usually at graduate level, no qualifications are stipulated for internal promotion, through which most SO vacancies are filled.
(iii) Over period from 2001 to 2005, it is likely that Protestant representation in NI workforce has decreased by 1-2% while Roman Catholic representation has increased by 1-2% (see paragraph 3.6).

FLOWS INTO THE GRADE

(1) Recruitment

Applications				Appointments			
Year	P [%]	RC [%]	Total	Year	P [%]	RC [%]	Total
2002	49.5	50.5	2,953	2002	78.0	22.0	44
2003	45.3	54.7	3,622	2003	61.3	38.7	96
2004	44.6	55.4	3,025	2004	63.2	36.8	62

(2) Promotion

Promotion into the grade(s) is from the E01 grade. The assessment of the current composition of the E01/2 grades is that there is questionable fair participation by Protestants.

ANALYSIS

Composition

Compared to the NI labour force, at present there is fair participation by both Protestants and Roman Catholics, which continues after taking into consideration the likely changes in the NI workforce since the 2001 census.

Flows into grade

Recruitment - application rates from Protestants are lower than would be expected compared to the NI labour force. However, appointment rates for Protestants are higher than expected; analysis suggests that the differential success rate reflects genuine differences in relative skills and abilities in the applicant pool. Rigorous evaluations will continue to be carried out to ensure there is no bias in assessment procedures.

Promotion - while promotees to the SO grade are generally in line with the grade below, the "questionable fair participation" assessment for the grade below will adversely affect Protestant promotion to this grade. Future movements will be monitored closely.

ASSESSMENT:

Fair participation exists and likely to continue, subject to future monitoring

General Service grade: **Deputy Principal (DP)**

COMPOSITION - the current profile of the NI Civil Service workforce

No. of staff	Staff		NI labour force		Variation	
	P [%]	RC [%]	P [%]	RC [%]	P	RC
1,249	57.4	42.6	61.5	38.5	-4.1	4.1

- Notes: (i) Staff figures as at 1 January 2005
(ii) Figures for NI labour force taken from 2001 Census, economically active population aged 16 to 64 with at least 1 GCSE, adjusted for age as outlined in Annex F.
(iii) Over period from 2001 to 2005, it is likely that Protestant representation in NI workforce has decreased by 1-2% while Roman Catholic representation has increased by 1-2% (see paragraph 3.6)

FLOWS INTO THE GRADE

(1) Recruitment

There is normally no direct recruitment to the grade.

(2) Promotion

Promotion into this grade is from the SO grade. The assessment of the current composition of the SO grade is that there is fair participation by both Protestants and Roman Catholics.

ANALYSIS

Composition	Compared to the NI Labour force, at present there is fair participation by both Protestants and Roman Catholics, which continues after taking into consideration the likely changes in the NI workforce since the 2001 census.
Flows into grade	Promotion - the community background of promotees is broadly in line with the composition of the grade below. As there is an assessment of "fair participation" in the grade below, fair participation is likely to continue in the DP grade.

ASSESSMENT:

Fair participation exists and likely to continue

General Service grade: **Grade 6/7**

COMPOSITION - the current profile of the NI Civil Service workforce

No. of staff	Staff		NI labour force		Variation	
	P [%]	RC [%]	P [%]	RC [%]	P	RC
619	60.1	39.9	61.9	38.1	-1.8	1.8

- Notes: (i) Staff figures as at 1 January 2005
(ii) Figures for NI labour force taken from 2001 Census, economically active population aged 16 to 64 with at least 5 GCSEs, adjusted for age as outlined in Annex F.
(iii) Over period from 2001 to 2005, it is likely that Protestant representation in NI workforce has decreased by 1-2% while Roman Catholic representation has increased by 1-2% (see paragraph 3.6)

FLOWS INTO THE GRADE

(1) Recruitment

There is generally no direct recruitment to the grade(s).

(2) Promotion

Promotion into the grade(s) is from the DP grade. The assessment of the current composition of the DP grade is that there is fair participation by both Protestants and Roman Catholics.

ANALYSIS

Composition	Compared to the NI labour force, at present there is fair participation by both Protestants and Roman Catholics, which continues after taking into consideration the likely changes in the NI workforce since the 2001 census.
Flows into grade	Promotion - While there is fair participation in the grade below, the promotion rate of Roman Catholics to the grade in recent years is higher than that of Protestants. Future movements will be monitored closely to ensure fair participation continues in this grade.

ASSESSMENT:

Fair participation exists and likely to continue

General Service grade: **Grade 5+** (roughly equivalent to Senior Civil Service (SCS))

COMPOSITION - the current profile of the NI Civil Service workforce

No. of staff	Staff		NI labour force		Variation	
	P [%]	RC [%]	P [%]	RC [%]	P	RC
189	65.1	34.9	62.4	37.6	2.7	-2.7

- Note: (i) Staff figures as at 1 January 2005
(ii) Figures for NI labour force taken from 2001 Census, economically active population aged 16 to 64 with at least 2 A Levels, adjusted for age as outlined in Annex F.
(iii) Over period from 2001 to 2005, it is likely that Protestant representation in NI workforce has decreased by 3-4% while Roman Catholic representation has increased by 3-4% (see paragraph 3.6)

FLOWS INTO THE GRADE(S)

(1) Recruitment

Applications				Appointments			
Year	P [%]	RC [%]	Total	Year	P [%]	RC [%]	Total
2002 to 2005	55.8%	44.2%	1,363	2002 to 2005	62.5%	37.5%	57

In both singleton competitions and a generic Grade 5 competition (held in 2004) the proportion of Roman Catholic applicants was higher than in the feeder grades and the appropriate labour market comparison.

(2) Promotion

Promotion into the grade(s) is from Grade 6/7. The assessment of the current composition of Grade 6/7 is that there is fair participation by both Protestants and Roman Catholics. Since 2004, promotion to the grade has been extremely limited

ASSESSMENT

Composition When account is taken of the likely changes in the NI labour force since the 2001 Census, this results in a likely assessment of questionable fair participation by Roman Catholics.

Flows into grade Recruitment - appointments from competitions were in line with the NI labour force.

Promotion - there is fair participation in the grade(s) below.

ASSESSMENT:

- Questionable fair participation by Roman Catholics
- Affirmative action measures will be taken

The professional and specialist grades

Occupational Group	Profile of staff in group			Grade	Assessment			Action
					Fair	Questionable Fair Participation		
	P	RC	T			Protestant	Roman Catholic	
Agricultural Economists	*	*	13	Higher Grades (Gr 6&7)			●	2
				Middle Grades (SO & DP)			●	2
Agricultural Inspector (Grade)	234	112	346	Higher Grades (Gr 6&7)			●	2
				Middle Grades (SO & DP)	●			1
				Exec Grades (EOII & EOI)	●			1
Agricultural Inspector (Group)	227	164	391	Middle Grades (SO & DP)	●			1
				Exec Grades (EOII & EOI)	●			1
Architects (Professional)	22	14	36	Higher Grades (Gr 6&7)	●			1
				Middle Grades (SO & DP)	●			1
Architects (Technical)	69	16	85	Middle Grades (SO & DP)			●	2
				Exec Grades (EOII & EOI)			●	2
Careers Officers	39	70	109	Middle Grades (SO & DP)		●		3
				Exec Grades (EOII & EOI)		●		3
Civil Engineers (Professional)	204	103	307	Senior Grades(Gr5+)			●	2
				Higher Grades (Gr 6&7)			●	2
				Middle Grades (SO & DP)			●	2
				Exec Grades (EOII & EOI)		●		5
Civil Engineers (Technical)	584	388	972	Middle Grades (SO & DP)	●			1
				Exec Grades (EOII & EOI)		●		3
				Junior Grades (AA & AO)		●		3

Occupational Group	Profile of staff in group			Grade	Assessment			Action
					Fair	Questionable Fair Participation		
	P	RC	T			Protestant	Roman Catholic	
Clerk of Works	20	15	35	Middle Grades (SO & DP)			●	4
				Exec Grades (EOII & EOI)		●		4
Computing	343	271	614	Middle Grades (SO & DP)	●			1
				Exec Grades (EOII & EOI)	●			1
Curatorial Grades	15	12	27	Higher Grades (Gr 6&7)		●		4
				Middle Grades (SO & DP)		●		4
				Exec Grades (EOII & EOI)		●		4
Drawing Office Staff	184	121	305	Exec Grades (EOII & EOI)			●	4
				Junior Grades (AA & AO)		●		3
Economists	34	31	65	Higher Grades (Gr 6&7)	●			1
				Middle Grades (SO & DP)	●			1
DE Inspectorate	39	25	64	Higher Grades (Gr 6&7)			●	2
Fisheries	*	*	32	Middle Grades (SO & DP)			●	4
				Exec Grades (EOII & EOI)			●	4
Foremen	10	14	24	Exec Grades (EOII & EOI)	●			1
				Junior Grades (AA & AO)		●		3
Forestry	24	18	42	Middle Grades (SO & DP)		●		4
				Exec Grades (EOII & EOI)		●		4

Occupational Group	Profile of staff in group			Grade	Assessment			Action
					Fair	Questionable Fair Participation		
	P	RC	T			Protestant	Roman Catholic	
Health and Safety Inspectors	30	11	41	Higher Grades (Gr 6&7)			●	4
				Middle Grades (SO & DP)		●		4
				Exec Grades (EOII & EOI)	●			1
Industrial Grades - Craft	234	75	309	Junior Grades (AA & AO)			●	2
Industrial Grades - Non-craft	1067	765	1832	Junior Grades (AA & AO)	●			1
Industrial grades - Supervisory	179	94	273	Exec Grades (EOII & EOI)			●	2
Information Officers	28	23	51	Higher Grades (Gr 6&7)			●	4
				Middle Grades (SO & DP)		●		4
Law Clerks	37	17	54	Senior Grades (Gr5+)			●	2
				Middle Grades (SO & DP)			●	2
				Exec Grades (EOII & EOI)			●	2
Legal Grades (Solicitors)	101	120	221	Senior Grades (Gr5+)			●	2
				Higher Grades (Gr 6&7)	●			1
				Middle Grades (SO & DP)		●		3

Occupational Group	Profile of staff in group			Grade	Assessment			Action
					Fair	Questionable Fair Participation		
	P	RC	T			Protestant	Roman Catholic	
Librarians	*	*	14	Middle Grades (SO & DP)			●	2
				Exec Grades (EOII & EOI)			●	2
Mapping and Charting	90	34	124	Higher Grades (Gr 6&7)	●			1
				Middle Grades (SO & DP)	●			1
				Exec Grades (EOII & EOI)			●	2
				Junior Grades (AA & AO)			●	2
M & E Engineers - Professional	*	*	30	Higher Grades (Gr 6&7)			●	4
				Middle Grades (SO & DP)			●	4
M & E Engineers - Technical	137	57	194	Middle Grades (SO & DP)	●			1
				Exec Grades (EOII & EOI)	●			1
Meat Inspectors	64	81	145	Middle Grades (SO & DP)			●	4
				Exec Grades (EOII & EOI)		●		3
Medical Officers	*	*	23	Senior Grades (Gr5+)			●	2
				Higher Grades (Gr 6&7)			●	2
Planning	189	221	410	Higher Grades (Gr 6&7)			●	2
				Middle Grades (SO & DP)	●			1
				Exec Grades (EOII & EOI)		●		3
				Junior Grades (AA & AO)	●			1
Prison Education	*	*	13	Middle Grades (SO & DP)		●		4
Quantity Surveyors - Professional	*	*	32	Higher Grades (Gr 6&7)			●	2
				Middle Grades (SO & DP)			●	2

Occupational Group	Profile of staff in group			Grade	Assessment			Action
					Fair	Questionable Fair Participation		
	P	RC	T			Protestant	Roman Catholic	
Quantity Surveyors - Technical	*	*	21	Middle Grades (SO & DP)	●			1
				Exec Grades (EOII & EOI)		●		4
Science Grades	585	282	867	Higher Grades (Gr 6&7)			●	2
				Middle Grades (SO & DP)	●			1
				Exec Grades (EOII & EOI)	●			1
				Junior Grades (AA & AO)	●			1
Social Services Inspectors	*	*	11	Higher Grades (Gr 6&7)			●	4
Statisticians	125	104	229	Higher Grades (Gr 6&7)			●	2
				Middle Grades (SO & DP)	●			1
Structural Engineers	*	*	24	Higher Grades (Gr 6&7)			●	2
				Middle Grades (SO & DP)			●	2
				Exec Grades (EOII & EOI)			●	2
Supplies Officers	*	*	19	Middle Grades (SO & DP)			●	2
				Exec Grades (EOII & EOI)	●			1
Support Grades - Cleaners	*	*	24	Junior Grades (AA & AO)			●	2
Support Grades - Communications Assistants	*	*	103	Exec Grades (EOII & EOI)			●	2
				Junior Grades (AA & AO)			●	2
Support Grades - Laboratory Attendants	30	18	48	Junior Grades (AA & AO)	●			1
Support Grades - Messengers	172	88	260	Junior Grades (AA & AO)			●	2

Occupational Group	Profile of staff in group			Grade	Assessment			Action
	P	RC	T		Fair	Questionable Fair Participation		
						Protestant	Roman Catholic	
Support Grades - Paperkeepers	*	*	20	Junior Grades (AA & AO)		●		3
Support Grades - Reprographic Operators	*	*	36	Junior Grades (AA & AO)			●	2
Support Grades - Security Guards	92	12	104	Exec Grades (EOII & EOI)			●	2
				Junior Grades (AA & AO)			●	2
Support Grades - Telephonists	48	15	63	Exec Grades (EOII & EOI)			●	2
				Junior Grades (AA & AO)			●	2
Telecommunications	*	*	60	Middle Grades (SO & DP)			●	2
				Exec Grades (EOII & EOI)			●	2
Trading Standards	18	14	32	Middle Grades (SO & DP)		●		4
				Exec Grades (EOII & EOI)			●	4
				Junior Grades (AA & AO)		●		4
Training Centre Staff	*	*	26	Middle Grades (SO & DP)	●			1
Typing	755	325	1080	Middle Grades (SO & DP)			●	2
				Exec Grades (EOII & EOI)			●	2
				Junior Grades (AA & AO)			●	2
Valuation	97	61	168	Senior Grades (Gr5+)			●	4
				Higher Grades (Gr 6&7)	●			1
				Middle Grades (SO & DP)	●			1
				Exec Grades (EOII & EOI)		●		4

Occupational Group	Profile of staff in group			Grade	Assessment			Action
	P	RC	T		Fair	Questionable Fair Participation		
						Protestant	Roman Catholic	
Vehicle & Driving Examiners	172	114	286	Middle Grades (SO & DP)			●	2
				Exec Grades (EOII & EOI)			●	2
				Junior Grades (AA & AO)	●			1
Veterinary Officers	64	43	107	Higher Grades (Gr 6&7)	●			1
Veterinary Research	25	17	42	Higher Grades (Gr 6&7)	●			1

Note * denotes that numbers cannot be shown as at least one value is less than 10.

Key - Actions column

1. No PAA necessary - fair participation
2. When recruiting PAA should be used to welcome applications from the Roman Catholic section of the community
3. When recruiting PAA should be used to welcome applications from the Protestant section of the community
4. No PAA necessary - numbers in the grade are small and a change of +/- 1-3 people would bring about fair participation
5. No PAA - although there is a questionable fair participation by Protestants or Catholics in this grade, in view of the in-balances in higher grades and the need to address these, it would not be appropriate at this time to use positive action to welcome Protestants or Catholics to this grade.

Summary and trends - the “general service” grades

NI Civil Service workforce by community background 1998-2005
“general service” grades
 excluding background "not determined"

Table 1

	Jan 1998		Jan 2001		Jan 2005	
	P	RC	P	RC	P	RC
AA	52.9	47.1	50.1	49.9	47.0	53.0
AO	50.6	49.4	49.4	50.6	46.9	53.1
E01&2	52.5	47.5	51.3	48.7	48.8	51.2
SO	59.7	40.3	57.1	42.9	56.7	43.3
DP	67.7	32.3	64.5	35.5	57.4	42.6
G6&7	72.7	27.3	68.6	31.4	60.1	39.9
G5+	76.9	23.1	72.8	27.2	65.1	34.9

NI Civil Service at January 2005 compared to labour force, 2001
Census

Table 2

General Service Grades

excluding background "not determined"

	P (Staff)	P (Census)	RC (Staff)	RC (Census)	Assessment (tolerance 5%)
AA	47.0%	55.3%	53.0%	44.7%	Questionable fair participation, P
AO	46.9%	56.6%	53.1%	43.4%	Questionable fair participation, P
E01&2	48.8%	58.7%	51.2%	41.3%	Questionable fair participation, P
SO	56.7%	59.7%	43.3%	40.3%	Fair participation both communities
DP	57.4%	61.5%	42.6%	38.5%	Fair participation both communities
G6&7	60.1%	61.9%	39.9%	38.1%	Fair participation both communities
G5+	65.1%	62.4%	34.9%	37.6%	Questionable fair participation, RC

Recruitment statistics

General Service Grades




January 2002 to December 2004

Grade	Census		Applications			Appointed		
	P[%]	RC[%]	P[%]	RC[%]	Total	P[%]	RC[%]	Total
5+	62.4%	37.6%	55.8%	44.2%	1,363	62.5%	37.5%	57
SO	59.7%	40.3%	46.4%	53.6%	9,600	65.4%	34.6%	207
EOII	58.7%	41.3%	46.3%	53.7%	4,366	51.5%	48.5%	440
AO	56.6%	43.4%	41.7%	58.3%	8,339	45.3%	54.7%	2,644
AA	55.3%	44.7%	42.2%	57.7%	5,961	44.1%	55.9%	2,321

Note: percentage figures given do not include those whose community background is not determined.

Future Goals and Timetables

As set out in paragraph 6.10, the Service's goal will be to increase the Protestant proportion of applications for recruitment competitions at AA, AO and EO2 by 10% by the time of the next review. Based on the observed rate of Protestant applications as set out in the table above, this will mean the Protestant proportion of applications increasing as follows:-

-  EO2 - 50.9%
-  AO - 45.9%
-  AA - 46.4%

Promotion statistics

General Service Grades

January 2002 to December 2004

Grade and year of competition	Feeder Grade at 1 Jan		Applicants who self-nominated			Promoted (2002-2004)		
	P[%]	RC[%]	P[%]	RC[%]	Total	P[%]	RC[%]	Total
Grade 7/A (2004)	57.8	42.2	53.7	46.3	554	51.2	48.8	212
DP (2003)	55.1	44.9	52.2	47.8	1103	52.5	47.5	537
SO (2003)	52.6	47.4	50.6	49.4	1312	50.7	49.3	529
EOI (2004)	47.5	52.5	46.3	53.7	2111	47.7	52.3	753

Note: percentage figures given in “Applications” & “Appointed” do not include those whose community background is not determined.

Feeder Grade compositions are based on General Service staff in the grade below. (For SO, the feeder grade is Grade C in the NIO and EOI elsewhere.)

Staff outside the General Service grades were able to apply for these promotion boards, and these candidates are included in the pool of applicants who self-nominated.

The Promoted (2002-2004) figure is based on staff in General Service grades with a 'promoted' marking on their personnel record, which may relate to success on a trawl board or an earlier promotion board.

EOI Figures exclude NIO Staff.

Wastage statistics - January 2002 to December 2004

Age Retirement

Grade	Protestant		Roman Catholic		Total
	No	[%]	No	[%]	No
5+	12	70.6	5	29.4	17
6&7	35	81.4	8	18.6	45
DP	39	76.5	12	23.5	51
SO	20	80.0	5	20.0	25
EOII & EOI	42	77.8	12	22.2	59
AO	37	71.2	15	28.8	59
AA	11	68.8	5	31.3	19

Other Reasons for leaving

Grade	Protestant		Roman Catholic		Total
	No	[%]	No	[%]	No
5+	21	84.0	4	16.0	26
6&7	39	68.4	18	31.6	60
DP	43	67.2	21	32.8	67
SO	44	55.0	36	45.0	84
EOII & EOI	156	51.3	148	48.7	315
AO	579	49.0	603	51.0	1,207
AA	268	48.0	290	52.0	575

Adjusting for Age - Worked Example

In making an assessment of fair participation, the observed representation of the various groups is compared with the representation of the same groups from the wider population. As the representation of the various groups in the wider population is different for each age-band, each age-band is considered separately, before aggregating to obtain the overall representation. This table illustrates the methodology used to derive the representation of the groups in the wider population.

Age (years)	Total No.	Observed				Expected (Wider Population) ¹			
		%		No.		%		No.	
		Group A	Group B	Group A	Group B	Group A	Group B	Group A	Group B
16-19	200	60.0	40.0	120	80	50.0	50.0	100	100
20-24	500	55.0	45.0	275	225	51.0	49.0	255	245
25-29	500	56.0	44.0	280	220	53.0	47.0	265	235
30-34	600	50.0	50.0	300	300	56.0	44.0	336	264
35-39	700	52.0	48.0	364	336	54.0	46.0	378	322
40-44	600	48.0	52.0	288	312	51.0	49.0	306	294
45-49	400	47.0	53.0	188	212	49.0	51.0	196	204
50-54	200	45.0	55.0	90	110	47.0	53.0	94	106
55-59	200	44.0	56.0	88	112	45.0	55.0	90	110
60-64	100	43.0	57.0	43	57	44.0	56.0	44	56
Total	4,000	50.9	49.1	2,036	1,964	51.6*	48.4*	2,064	1,936

¹ Figures are for illustrative purposes only.

For each age-band, expected numbers were calculated for each group, based on the total number of staff observed in the age-band and the proportions of each group from the wider population. These are the numbers from each group that would be expected if the profile of staff in the age band was representative of the wider population.

In the example above, there was 200 staff aged 16-19. The wider population in this age group is 50.0% Group A and 50.0% Group B, so if the observed numbers were representative the expected profile would be 100 Group A and 100 Group B. This was repeated for each age-band.

The total expected number of staff for each group was then calculated by adding together the numbers expected for the group in each age-band. From these total expected numbers, the overall expected percentages were calculated, enabling comparison with the overall observed percentage. Applying this method to the example above, the total expected numbers in Group A (2,064) and Group B (1,936) yield overall expected percentages of 51.6% Group A, 48.4% Group B (marked with an asterisk in the table above).

The NI Civil Service Human Resource Model

Overview

In order to assess the potential future composition of the General Service Grades of the NI Civil Service, a complex Human Resource (HR) Model has been developed for the Central Personnel Group by HR Consultancy Services, NI Statistics and Research Agency.

Broadly speaking, the model examines flows into, through and out of the Service, using variations in these flows, which have been derived from historical information, to analyse the likely future composition.

The model is populated with information on the required staff group (in this instance, all permanent General Service staff who were not on a career break). This information is generated using the available specific personnel information, extracted from individuals' personnel records held on personnel systems, relating to:

- ✚ their current grade
- ✚ the date on which they were placed in their current grade
- ✚ the date on which they joined the Service
- ✚ their date of birth
- ✚ their gender
- ✚ their community background
- ✚ their work pattern and Full Time Equivalent, and
- ✚ their Department.

Each individual is then 'progressed' through the system by using stochastic techniques to simulate each individual's career path. Based on a range of parameters input into the model, the model predicts who is likely to leave each year. It then assesses the number in each grade against the overall staffing level set for the grade, and brings staff in through promotion or recruitment to fill any vacancies that exist.

Moves in a career path

In determining an individual's career path the following aspects were considered.

Movements out - age retirement - in October 2002, NI Civil Service staff, subject to certain conditions, were given the option of remaining in post until the age of 65, compared with the formerly compulsory retirement age of 60. A detailed analysis was undertaken to assess the impact of this policy change, examining in particular the age staff were choosing to take age retirement subsequent to the change in policy. Distinct differences in the uptake of the policy were noted by analogous grade level. Such differences were incorporated into the model, in order to try to more accurately predict the future retirement profile by grade for the purposes of the workforce model.

Movements out - wastage (excluding age retirement) - at any particular time, staff may leave the Service for reasons other than age retirement. These reasons might include voluntary resignations, movements to UK Civil Service, such dismissals as for misconduct or unsatisfactory attendance, ill-health retirements, deaths in service. A detailed analysis of personnel information was carried out to cover the three-year period from 2003-2005, looking at both staff in post and leavers. From this information, it was possible to calculate wastage rates, aggregated for the three-year period. Additional analysis was carried out to assess variations by age group and analogous grade. These figures were then input into the model to produce and estimate of the numbers of staff that would leave the Service for reasons other than age retirement over the five-year modelling period.

Movements in - vacancy filling - as vacancies are created in each grade through staff leaving, these vacancies can be filled in two ways - either by promoting staff into the grade from the grade below, or by bringing staff in through either recruitment or transfers in. A comprehensive analysis was carried out to assess the proportion of vacancies at each analogous grade level filled via promotion, recruitment and transfers in, using personnel information over the last three years. The findings of this analysis were input into the model to define how vacancies within the model would be filled over the five-year modelling period.

Movements in - promotion - in addition to the proportion of vacancies filled through promotion, further analysis was undertaken to assess the composition of staff who were promoted (promotees), looking at the proportion of promotees in each age band on a grade by grade basis. This analysis was undertaken on the personnel files covering the previous three years. The findings were input into the model to predict the likely age distribution of promotees over the course of the model.

Whilst there have been differences in success rates between Protestants and Catholics, such differences were not included in the model. Instead, it was assumed that Protestants, Roman Catholics and those staff whose community background was not determined would have an equal chance of promotion.

Movements in - recruitment/transfers in - vacancies arising in any of the grades can also be filled through recruitment or transfers in. Again using

data derived from personnel files over the last three years, the composition of staff coming into the General Service grades through either of these methods was assessed, by age band, community background and grade level. The differential recruitment rates by community background were also included to improve the precision of the model.

Operation of the Model

As a result of the various movements for individual members of staff derived from the age retirement and 'other wastage' parameters and distributions outlined above, vacancies are created in each grade. The model 'fills' these vacancies by using the relevant parameters and distributions, developed as outlined above using historical data from a number of years to mitigate any variation, to randomly select staff who would be likely to move into these posts (whether from inside or outside the organisation). The model uses 'live' stochastic simulation techniques, where each and every calculation has a potential knock on effect. To minimise any bias that may result from the randomness inherent in the model for choosing a particular career path, the process is repeated (typically 20 times) and the results aggregated and then averaged. It is estimated that, for the model that has been built to assist with setting compositional targets, in excess of 40 million calculations are carried out.




Anticipated changes in staff numbers

The NI Civil Service is currently in the midst of a period of radical and far-reaching structural and operational change. Whilst the specifics of much of the change are unknown, cognisance was taken of the following changes in staffing numbers whilst profiling the overall size of the General Service over the five year forecast period of the model.

- (i) The formation of a Government-owned company to replace the Water Service on 1 April 2007.
- (ii) The formation of a non-Departmental Public Body (the Agri-Food and Biosciences Institute) to carry out the functions of the Department of Agriculture & Regional Development's Science Service on 1 April 2006.
- (iii) The blueprint for change and modernisation within the Service "Fit for Purpose" indicated that the number of Service posts should be reduced by the end of March 2008. Under these arrangements, each of the eleven NI Departments became responsible for meeting agreed quarterly reductions. From the complex individual departmental grading structures, targets for reductions in each occupational grouping and grade were then used to evaluate the total numbers anticipated in each grade and occupational grouping in the Service for each quarter over the period to 31 December 2010. In light of any other information, for those areas outside the "Fit for Purpose" envelope, namely self-financing areas and those areas outside the 11 NI Departments, it has been assumed that they will operate under a steady state i.e. no increase or decrease in size.

- (iv) The implementation of the new e-HR personnel systems and the resultant redeployment of those staff surplus to requirements for the e-HR Programme currently working in Personnel functions.
- (v) The introduction of the Accounting Services Programme and the centralisation of common services in one Shared Service Centre and the resultant redeployment of excess staff.

In addition to those areas outlined above, it is known that there will changes as a result of other initiatives. However, no information is currently available on the areas or numbers affected. It has not been possible to factor this in to the model at this time - the model can be revised when further information is available on these. These programmes include:

-  Review of Public Administration
-  ICT
-  rationalisation of training functions.