

**Civil Service Department
Management Studies 3**

**The Employment of Women
in the Civil Service**

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Preface

- 1 We were asked in April 1970 to
'consider the employment of women in the non-industrial Home Civil Service; and in particular to examine
 - a. how far women might be given more part time employment in positions of responsibility;
 - b. how it might be made easier for a married woman to combine looking after a family with a Civil Service career; and
 - c. what retraining might be given to make it easier for women to return to Civil Service employment after a lengthy period of absence.'
- 2 We sought the views of women working in the Service and of women who had left the Service. Establishment Officers in all departments were asked to invite their staff to write to us giving their views: and the Chairman had a letter published in several national and local newspapers and spoke on BBC Radio 'Woman's Hour' inviting the views of former women civil servants. In response we received over 830 helpful letters. We took no formal evidence about the conditions of women's employment in other organisations, and in the public services in other countries, but made our own informal enquiries.
- 3 Although we are all members of departments or organisations with wide experience of the problems facing working women, the views expressed in this report are the views of the members of the Committee and not of those organisations. Similarly, while we have been assisted by informal talks with members of the Civil Service Department, with representatives of the Staff Side of the National Whitley Council, and with Establishment Officers of the major departments, the recommendations made represent the views of the Committee only.
- 4 Many of our recommendations are directed to women whose domestic responsibilities conflict with full time working, in particular women with children. We recognise that today, when domestic help is scarce and nursing facilities are not always available, men may face similar problems, for example the man with a sick wife or who has sole care of his children. But the fact remains that domestic responsibilities normally fall on the woman in the family; and we have recommended accordingly. We do not consider it to be part of our terms of reference to say whether any of our recommendations might be extended to men in the Service.
- 5 We wish to express our appreciation of the great assistance given to us by our hard working and enthusiastic Secretary, Miss Eileen Conn.

14 June 1971

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1 Introduction

1 From the point of view of equality for women of opportunity on entry, of promotion when serving, and of pay, the Civil Service was a pioneer and is probably, in these important respects, still at least as good as any employer in this country. It provides one of the best careers open to women. We have found little discrimination against women in conditions of service, but equality in this sense is no longer the heart of the matter. The crucial point is that the conditions of employment and career patterns in the Civil Service, at any rate in the more responsible positions, are based upon a general expectation of unbroken service from entry until retirement. These conditions were designed primarily for and generally are suitable for men, and also for women who remain unmarried or childless throughout their working lives. Today the typical woman entrant to the Service is likely to marry (probably at a fairly early age) and to have children. The problems for such a woman in making a career in the Civil Service, as it now is, may be acute. She must either, perhaps at the cost of considerable overstrain, try to combine a full-time and responsible job with the care of her husband and children, often with little or no domestic help; or she must retire and forego (possibly for all time) the ability to make proper use of her training and experience. She is unhappily conscious that either of these choices is likely to involve some diminution of her own capacities, some damage to the reputation of women as reliable recruits and employees, and some loss to the Service as her employer.

2 Very early in our consideration of these questions we found that there were two distinct lines of argument for changing Civil Service conditions to make it easier for women to combine domestic responsibilities with those of a career. The first, which is supported by the evidence in Tables 3 to 11 at Appendix B, is that the Service undoubtedly loses many valuable trained people among women who resign to start and bring up their families, and in the future is likely to lose a greater proportion of its staff in this way. They represent from the point of view of the Service an investment which yields less than a full return and to the extent that they came back to the Service this loss would be reduced. The second line of argument is that since all members of the Service are treated on a basis of equality the conditions of service ought to reflect the different social patterns under which most men and women live their lives. For a woman this pattern is likely to include the main work of running a home for herself and her family, bearing and bringing up children and – whether she is married or single – a large share of responsibility for dependants or relatives who are old or ill. We consider that these responsibilities should be more fully recognised than they are in the conditions offered to women by the Civil Service.

3 Accordingly we have directed our attention to what special arrangements may be needed to enable women civil servants to combine family responsibilities and a career of a kind that makes real use of their abilities and experience. The recommendations which we make will not give women with family responsibilities any advantage in pursuing a career in the Civil Service; if all are adopted it will still remain the position that in general a woman with a family to care for will, compared with men, or with women without such responsibilities, be at a considerable disadvantage. Our recommendations will do no more than make it easier for a woman with a family to continue with or resume work in the Service. The Service itself depends to a material extent on women to carry out its functions. Over the last twenty years the number with established status, and in particular the number of women who are established in the career grades, has increased substantially and it is therefore important to the Service to make the best use of the training and experience of the women recruited. This will be achieved only if conditions of service take account of the traditional family responsibilities that fall upon women.

4 We have found that four important changes are needed in the conditions governing the employment of women in the Civil Service: first, a woman should not be debarred from any job solely on the ground of her sex; secondly, the provisions for leave, and in particular unpaid leave, should be improved to take account of a woman's family responsibilities; third, perhaps the most important and calling for a change in attitude on the part of the Service, opportunities for part time work for women with family responsibilities should be expanded; and, lastly, modifications should be made in the rules governing reinstatement to make it easier for women to return to suitable work when their children are older.

2 Equality of Opportunity

Recruitment

5 Since the 1930s women have been able to apply for entry to the general service and most of the departmental classes, though for various reasons (for example until 1946 women who were married could not apply) there has not always been, between men and women, complete equality of opportunity to enter the Service. This has been reflected to some extent in the proportions of women in the various groups – except for the clerical grades, women are still very much in a minority (Appendix B Tables 1 and 2). This is not necessarily, however, a reflection of their opportunity to enter the Service now. In the last few years, women have been an increasing proportion of entrants to the assistant principal grade and there has been little significant difference between the performances of men and of women in the competition for assistant principal (Appendix B Tables 6-8). Almost half of those now successful for entry to the executive officer grade are women – slightly higher than the proportion of women who are probably qualified for those levels (Appendix B Tables 11 and 12). In the specialist classes the number of women is small (Appendix B Table 13) but the number of women who are qualified for those professions is also small. On the whole, therefore, it appears that men and women with similar qualifications now generally compete equally for entry to the Service.

Jobs restricted to one sex

6 There are, however, several classes and posts still reserved exclusively for men, for example, cartographic surveyors in the Department of the Environment and special investigators for supplementary benefits in the Department of Health and Social Security; and there are one or two reserved for women, such as tracers and established drawing office assistants. Although posts reserved for one sex are fairly numerous they represent no more than a small proportion of the total number of jobs in the Civil Service. We asked departments why they thought that some of their jobs could not be done by any woman, and we were told that some jobs were unsuitable for women because of the physical working conditions or because of the kinds of people they would need to work with or contact; some were unsuitable because women did not have the required experience or qualifications; and some were unsuitable because there was no adequate accommodation for women. In some areas this last reason may apply; in others, we are clear that too much is made of it.

7 We are glad to note that, since we approached departments about posts restricted to men, the restriction has been removed from a number of important

posts. There are, however, still some posts open only to men. It is our view that the reasons usually given for restricting certain jobs to men so that no woman can apply to be considered are rarely valid in contemporary conditions. There are some jobs which may be physically too difficult for most women but they are probably also too difficult for many men. Neither men nor women are likely to apply for jobs which they are physically unsuited, but if they do they will not be accepted. Experience in other countries has shown that many jobs previously thought too strenuous for women are now successfully carried out by them and a similar widening of opportunities is taking place in Britain too: for example, policewomen now carry out patrolling and security jobs which were once thought to be beyond their capabilities.

8 Outside the Civil Service, women are not yet accepted in some occupations, and consequently there might be some resistance to women civil servants whose job it is to work, in some way, with people in those occupations. However, women are now doing many jobs which have at some time been thought unsuitable for them because of the kinds of people with whom they would come into contact, and we believe that given the opportunity a woman will be able to carry out such jobs as effectively as a man with similar abilities.

9 The Civil Service recruits staff on the grounds of merit and qualifications and needs no artificial restriction to prevent the appointment of people without the necessary capabilities. It is not, therefore, in our view reasonable to exclude women from consideration for certain jobs on the ground that most of them would not be suitable or have the necessary qualifications.

10 There could be difficulties at first for management in employing women, or men, in grades where they had previously been excluded, perhaps because of the attitudes of people already employed there; but experience has shown that such difficulties are soon overcome. Some jobs require mobility; if women are less mobile than men this is a reason not to exclude women from the job altogether but to recruit only those willing to be mobile. There are posts which it might be argued are unsuitable for any women to occupy, such as Director of Studies at Sandhurst, jobs in male prisons, and certain jobs in organisations supporting the Armed Forces in the field, but if any woman considers herself suitable she should be free to apply and should be judged on her merits.

11 Although it may be true that more men than women have the qualities that certain posts in the Civil Service require, and vice versa, it is not demonstrable that either sex has a monopoly of them, and it could be said that from an employment point of view there are as many, if not more, variations between individuals of the same sex as there are between women and men in general. It therefore seems to us more realistic, appropriate, and fair, to judge all applicants of either sex on their merits, and we recommend that:

it should be open to both men and women to be considered for any job, and appointments should be solely on the grounds of suitability and qualifications.

Equal pay

12 Since 1962, pay in the Civil Service has been the same for men and for women in all grades except for a few which will be brought into line by 1975.

Promotion

13 Promotion procedure in the Civil Service is the same for men and women and it is generally considered that men and women have equal opportunity in obtaining promotion. This may not always have been so. Of the members of the Administrative Class who had joined the Service before the Second World War, and were still serving in the mid 1960s, a higher proportion of men than of women had reached the higher grades (Appendix B Table 15). Nevertheless we were concerned more with present than past trends and we attempted to obtain some evidence about the recent working of promotion procedures. But it is difficult to form a firm judgment about the working of such procedures. It is possible to produce promotion rates for men and women comparing their promotions by age and by seniority, and some figures are set out in Appendix B Tables 16 to 18. The most interesting of these are the rates of promotion of direct entrant clerical officers and executive officers to the next one or two higher grades. These show that most women are older and have more seniority than men before they obtain promotion at these levels. In the higher grades of the former Executive Class, the former Administrative Class, and in the specialist classes, the number and proportion of women are so small that promotion rates are not reliable guides.

14 So far as the objective evidence is concerned, therefore, the only levels where women appear to do significantly worse than men in promotion are the junior executive grades. It is perhaps significant that the difference appears where there is a substantial number of women and therefore a greater probability that the figures are reliable. One possible interpretation of these figures is that there is some bias against women; and from the letters we have received it appears that there are some women who feel that on occasion they have not been given fair consideration, or an equal opportunity in testing posts. The statistics alone, however, do not prove that there is discrimination against women. Departments have some evidence that more women than men refuse promotions because of mobility problems or domestic commitments, and mobility problems in particular are more likely to be decisive factors in refusals of clerical officer to executive officer and executive officer to higher executive officer promotions, which may well involve a move.

15 Though the figures are inconclusive our impression, nevertheless, is that departments are, on the whole, fair in their treatment of women in relation to promotion and probably better than most outside employers. But some prejudice may remain in the Service, particularly in those areas where women have not traditionally worked. It is not easy to change long held attitudes but we consider that, since women now work in most areas of the Service, it would be desirable that, whatever the sex of the person being considered for promotion, promotion boards should include both men and women. Our point is not that this would give women a better chance of promotion but that because women are involved in the management of the Civil Service they should be seen to play their part in the selection of staff for promotion, which is a crucial part of the management process. We therefore recommend that:

wherever practicable, departments should arrange for promotion boards to consist of both men and women.

16 Attention is sometimes drawn to the small number of women in top posts in the Civil Service. It might be suggested that this is due to some discrimination against women at this level or to their lack of ability to carry top responsibility. A much more likely explanation is that in general only those women who do not marry compete in the Service on equal terms with men. The number of married women, and particularly married women with children, who have continued an uninterrupted career in the Civil Service in the senior grades is small; and a married woman with children who does so is usually considerably handicapped in comparison with a man by her responsibilities for her home and her children.

3 Working Wives

17 Before the second World War, women civil servants had to resign on marriage. During the war, women who married went on working and large numbers of married women returned to work of some kind. Since the removal of the marriage bar in the Civil Service in 1946, most women civil servants have stayed at work after marriage, at least until they have started their families. However, it is still the usual position that, even where the wife is in full time employment, it is she who carries the responsibility for running the home and her career will be secondary to her husband's. Although the attitudes and circumstances underlying these views are changing, the current view of the wife's responsibility does cause marriage to conflict with the wife's work, though to a much less extent than when there are children. In this chapter we discuss these problems.

Marriage gratuities

18 Marriage gratuities were first granted to women to compensate for the compulsory loss of a pensionable job when the Civil Service required women to resign established posts on marriage. When the marriage bar was abolished in 1946 it was thought that, as most women would still resign their posts on marriage, the marriage gratuity should be retained as compensation for loss of future pension benefits. The marriage gratuity has since then operated as an incentive to some women to resign their established posts on marriage although they may wish to, and often do, continue in the Service at least until they have a child.

19 We had several letters from women suggesting various changes in the present marriage gratuity scheme, for example, payment of the gratuity on resignation for reasons connected with marriage such as pregnancy, and an extension from three to six months of the period in which a woman can decide to refund her gratuity on reinstatement. We also received suggestions that the marriage gratuity should be discontinued. We considered these suggestions in detail, bearing in mind that today most women remain at work until at least their first child is born, and that changes in the superannuation scheme are contemplated which would probably provide deferred pension benefits for those who leave the Service after completing a qualifying period. We think that a gratuity payable on marriage to women who resign from established service has become something of an anachronism, and that in a superannuation scheme which provides for deferred pension benefits there will be no place for such a

gratuity. Nevertheless a substantial proportion of married women leave after short service and there may be some who would not complete the qualifying period in such a scheme for deferred pension benefits but who would now be entitled to a marriage gratuity. We should like to see the superannuation scheme arrangements take account of this and we therefore recommend that:

women who now qualify for a marriage gratuity should, under the new superannuation scheme, qualify for either deferred pension benefits or a short service gratuity.

Travelling problems

20 Many of the letters we received pointed out that where working women also have major domestic responsibilities, whether they have children or not, they find it more difficult than men to cope with long hours of daily travelling. This gives rise to a demand for transfers to more convenient locations and a resistance to moves within an area normally considered reasonable for daily travelling by men. Because of the inflexibility of school hours and holidays, the problems are more intractable where there are children than where there are not. In such cases one parent must be within reasonable travelling time of home, and in current social conditions it will normally be the mother who will be expected to find a job nearer home. Even where a married couple have no children this still tends to be the position because the wife is expected to bear most of the domestic burden. These problems can probably be more easily overcome by childless couples because they can rearrange their domestic responsibilities to be compatible with both jobs; this cannot easily be done where there are children. But, whichever is the cause of a request for a transfer, there is a limited number of transfers which can be arranged because of the problems involved in matching requests for transfers, in particular for inter-departmental transfers. Nevertheless it is desirable that departments should continue to treat sympathetically applications for transfer from women who find themselves with the major responsibility for the home and whose daily journeys make it difficult for them to continue working and we feel that consideration should be given to improving the procedures for matching such requests for transfer, including the possibility of inter-departmental transfer.

Allowances

21 Several of the women who wrote to us mentioned that for the purposes of allowances on transfer or detached duty married women were defined as 'single women' and that therefore the allowances which they received for their expenses for removal, etc., were considerably less than those for a married man who had similar expenses. As a result of our discussions with the Civil Service Department it has now been agreed that there will in future be no discrimination on grounds of sex between men and women for the purposes of allowances on transfer or detached duty. There are other areas in which there is similar discrimination, for example, the regulations for outfit allowances for short term visits overseas discriminate significantly against women. We therefore recommend that:

all rules governing Civil Service allowances should be examined with the intention of removing any discrimination on the grounds of sex.

Accompanying husbands to new areas

22 Middle management jobs increasingly require a degree of mobility which involves moving home. While only one partner in the marriage pursues a career this does not usually cause insuperable problems but an increasing number of married women now occupy managerial positions. Though this indicates that more husbands will eventually find themselves with mobility problems caused by a conflict of careers in one family, the husband's career is at present normally regarded as more important than that of the wife, and it is her job which has to be given up if this is the only way of meeting the problem. Quite often the move is for a short period at the end of which the family moves to an area where the wife can resume her Service career.

23 Many of the women who wrote to us about these problems suggested that unpaid leave, for a short period of up to about three years, should be given to women who wished to accompany their husbands to areas where they themselves could not find a Civil Service job. This is at present possible only for the wives of certain civil servants posted overseas, if the Department employing the wife wishes to retain her services. In any other case a wife accompanying her husband on what is or may prove to be a temporary assignment to a place where she cannot continue her employment in the Civil Service has no alternative but to resign from the Service. We think that the present rule should be liberalised because the husband's employment normally governs the choice of the place of the matrimonial home. Where this makes a break in the woman's service unavoidable we consider that, provided the Department wishes to retain her services, it would be reasonable to allow her a limited period of unpaid leave whether or not her husband is also a civil servant. We therefore recommend that:

unpaid leave of up to three years should be available to a woman whose services her Department wish to retain if she accompanies her husband on a move required by his employment to a place where she cannot continue her own employment in the Civil Service.

Annual leave

24 There is a variety of circumstances which make it very difficult for women to arrange annual leave to coincide with that of their husbands. An example mentioned in the letters we received was that all established staff are given precedence over unestablished staff of whatever length of service. This can cause hardship to a long service unestablished married woman who finds that all the periods when she could have arranged a holiday with her husband have been pre-empted by established staff who may be unmarried and have short service. Such matters are normally subject to local Whitley agreement or left to the discretion of local managers but we consider that annual leave arrangements should be reviewed with these problems in mind. We therefore recommend that:

departments should review their annual leave arrangements to ensure that so far as possible married women are able to take annual leave at the same time as their husbands.

Urgent domestic affairs

25 Departments have discretion to grant periods of special paid, and unpaid, leave for domestic affairs – the well known examples are bereavement and

marriage – but it appears that they rarely exercise their discretion to allow unpaid leave retrospectively in circumstances such as children's illnesses, the breakdown of arrangements for the care of young children, or when urgent repairs or alterations in the home are being carried out. Where someone has to stay at home it is more likely to be the wife than the husband; and it was pointed out by many women who wrote to us that to meet these emergencies they eventually use up most of their annual leave and have either none or very little leave left for a holiday. For a woman with only three weeks' annual leave this can result in hardship, and it would seem reasonable to grant unpaid leave for the time involved; the leave will be taken anyway but granting unpaid leave would enable her to be certain of a reasonable period of annual leave.

26 Most of those who wrote to us about this problem suggested that there should be a 'domestic affliction' unpaid leave allowance, of about one to three weeks, to be used for urgent domestic affairs. We considered, however, that the problem could be solved within the present provisions without creating an entitlement to unpaid leave, and we recommend that:

departments should use more widely their discretion in granting both paid and unpaid special leave for urgent domestic affairs; and it should be unnecessary first to exhaust annual leave.

Service facilities

27 Many of the letters we received drew our attention to the minor problems there are when there are few convenient service facilities near the office. These included food shops, refrigerators to store frozen and fresh food bought at midday, hairdressers, dentists, and doctors, which if available on or near the premises would ease the problems of working women in particular, though they would of course be of benefit to all the staff. It was pointed out that some Government premises already do have some of these facilities particularly men's hairdressers. We think that these ideas are worth considering where large new public offices are being designed or large offices are being taken over for use by civil servants.

4 Maternity Leave

28 Both established and temporary women civil servants are eligible for a certain amount of leave for confinement¹ which generally amounts to two or three months' leave, the length of paid leave depending on the status of the woman, and the total length of leave on the discretion of the employing department.

29 Most of the comments we received from women on this point were that the leave generally available was not adequate, though opinion was divided on whether or not additional leave should be paid. We gained the impression that many women during pregnancy and after confinement would have welcomed a more flexible attitude so that they were not faced with the choice of returning to work soon after childbirth, being on sick leave, or of resigning. It was pointed out to us by some departments that an entitlement to longer maternity leave would make it easier for management to plan substitutes at work for the period of leave.

30 We consulted the Civil Service Medical Adviser about the length of time off work which, on average, was needed for a confinement; and we were advised that the consensus of medical opinion is that most women need at least three months' leave. He recognised, however, that for reasons not connected with the mother's health some women might wish to take and might indeed need more leave at this time.

31 Paid maternity leave at present counts against sick leave and we consider that it should continue to do so. As we were advised that the average woman needs three months on medical grounds for a confinement, we consider that for women who are established civil servants and who resume work full time after the confinement three months' paid maternity leave should be available. There can, of course, be no certainty that a woman who intends to return to work will in the event do so and we have been informed that, in practice, by no means all women who take paid maternity leave do return. We therefore considered whether pay for all maternity leave could be withheld until work had been resumed for a reasonable period. But this would clearly be unfair to women who

¹For established staff – two months' paid leave, with unpaid leave in addition at the discretion of the Department; for unestablished staff over five years' service – four weeks' paid leave with up to six months' unpaid leave at the discretion of the Department; for unestablished staff with under five years' service – three months' unpaid leave which can be extended to six months at the Department's discretion.

intend to and do return; most will be relying on their earnings and some may well depend upon them to pay for the domestic arrangements which they must make before they return. On balance the best course appears to us to be to leave undisturbed the present arrangements for two months' paid maternity leave but to make entitlement to pay for the third month depend upon effective service being given for three months after return to work. We therefore recommend that:

for established staff, paid maternity leave should be increased to three months, but entitlement to the third month's pay should depend on three months' effective service having been given after return to work.

32 The conditions of employment for unestablished staff are at present different in many respects from those of established staff. Although we consider that any woman civil servant should have medically adequate leave allowances for pregnancy, we recognise that there are differences in the conditions of employment of established and unestablished staff and in the circumstances we consider that the entitlement to paid maternity leave for unestablished staff should be improved proportionately on the same basis as for established staff. We therefore recommend that:

for unestablished staff with more than five years' service, paid maternity leave should be increased to six weeks, but entitlement to the final two weeks' pay should depend on three months' effective service having been given after return to work.

33 Although departments can now allow women to have unpaid leave in addition to paid maternity leave, we had sufficient letters from women asking for the wider availability of unpaid leave to suggest that it is by no means normal for extra unpaid leave to be allowed and that departmental practice varied considerably. It can ease the task of management if the periods of leave for pregnancy are longer and of more certain duration, and we consider that women would be more able to continue with their careers and would be more effective while working if they were confident that they could have a reasonable period of leave if they needed it before and after childbirth. We consider that a reasonable period would be six months in all, including paid and unpaid. We therefore recommend that:

established staff should, in addition to the three months' paid leave, be entitled to up to three months' unpaid leave; departments should continue to have discretion to grant further unpaid leave and should consider applications for such leave sympathetically; unestablished staff with more than five years' service should, in addition to six weeks' paid leave, be entitled to four and a half months' unpaid leave; unestablished staff with less than five years' service should be entitled to six months' unpaid leave; departments should have discretion to grant additional unpaid leave to unestablished staff.

34 It is the opinion of the Civil Service Medical Advisory Service that in current conditions women often obtain sick leave after their paid maternity leave has expired because they are not prepared, for various reasons, to return to work immediately though they are not strictly medically unfit. It is our view that entitlement to three months' paid leave, and up to three months' unpaid

leave with the possibility of extension, will reduce the pressure on women in a post confinement situation to obtain sick leave so that they need not return to work immediately. Some women will not wish to take all or any of the entitlement to three months' unpaid leave but may find that they are medically unfit when the time comes to return to work. We do not intend that in such circumstances the entitlement to unpaid leave which we recommend should replace the present entitlement to sick leave; but to avoid any possible misuse of the proposed provisions we consider that the Civil Service Medical Advisory Service should monitor applications for sick leave after confinement falling within the period for which there would have been entitlement to unpaid leave if this had been claimed. We would not expect that in practice this would be likely to involve medical examination except where the cause of incapacity gave rise to doubt.

5 Working Mothers

Part time work

35 The most important and far reaching issue which we have had to consider is that of part time work in the Service for women with family responsibilities. Not only do our terms of reference direct our attention particularly to this question; it was notable that in the letters which we received the most frequent request was for part time work to enable women with family responsibilities to overcome two major problems – how to fit into their out of office hours the work they must do at home and how to give adequate attention to their children. It is evident that there are many mothers not now in employment who would very much like to work outside the home if they could find part time work with hours compatible with their family responsibilities. The extra income is no doubt an important reason but it is by no means the only one. Now that women are increasingly being educated equally with men and the endeavour is to give them an equal place in gainful employment, many mothers feel a need to have some interest outside the home and to use their abilities and experience in outside employment. There are, on the other hand, some who now work full time and who feel that they would be better able to discharge their family responsibilities if they could work part time. Various patterns of part time work were suggested, such as mornings only or afternoons only, alternate days or weeks, and 10.00 a.m.-3.00 p.m. each day, the pattern depending on the woman and the job concerned. Some letters indicated that part time work would be acceptable even if it conflicted to some extent with, for example, school hours because the problems would not be so difficult as those caused by full time working.

36 At present there are very few part time posts in the higher grades, and even though most part time jobs are in the typing and clerical assistant grades they form only a small proportion of the total number of posts in these grades.¹ Several major departments, at our request, carried out a preliminary survey of the kinds of work at all levels which, if management difficulties could be overcome, could be done on a part time basis. The survey indicated that there was a wide variety of such work throughout the classes and grades, though there were problems associated with its organisation and management. In the administration grades some departments thought that only research type work, where little contact with others was needed, was possible; others that the work of some principals, for example, could be reduced or divided to provide, with some

¹There were in all 6,913 people working part time on 1 January, 1971. This figure does not include cleaners.

reorganisation, part time posts. The difficulty in providing part time work in higher administration posts is that in many the work must be under the control of one officer because it calls for consistency in the exercise of judgment on the questions arising and the officer concerned must be able to be available throughout the working day. Nor can management work at any level, or supervisory work, easily be done on a part time basis. But there are many areas of work where these difficulties do not arise. Departments suggested that in the specialist and professional areas there is scope for more part time posts for (among others) doctors, lawyers, scientists, economists, statisticians, librarians, and inspectors of various kinds. In the former executive grades, departments thought that work which could be done part time included ADP work, casework, inspectorate work, accounting, training and so on. At both clerical and personal secretary levels it was thought that many jobs could be done part time – though there are at present relatively few part time posts at these levels.

37 In addition to the benefits of retaining and re-engaging experienced civil servants, there are advantages for management in offering part time posts. At present it is, generally, only in the last resort where not enough full time staff or only full time staff of very poor ability can be obtained that departments now consider recruiting part time workers. It is sometimes suggested that part time workers are inefficient or debase the standard of the grade: but where part time workers have been engaged some departments have found that the standard of their work is higher than that of the full timers. Where the work can be organised to provide part time jobs, the general level of efficiency of the staff can therefore be raised. A similar raising of standards can be achieved by creating part time posts for routine work, for example, at clerical assistant levels where, as some departments have already found, routine work tends to be done better for a shorter working day. There may well be scope also for more part time secretarial work. Former civil servants, particularly married women who wish to take part time jobs as a preparation for eventual return to full time work, should also be useful to departments who have fluctuating overloads of work, or who have staff working excessive overtime. In the first case departments could keep a register of their former employees who would welcome regular but seasonal part time work, and in the latter case former civil servants could work part time regularly to ease the load on the full time staff. It is possible, therefore, that a reorganisation of the work to provide more part time posts could raise the level of efficiency and this in itself should be some incentive to departments to embark on such reorganisation.

38 But it is not easy to reorganise Civil Service work to provide part time posts. It has generally been organised on the assumption that staff, mainly men, work full time, and any major change from this pattern to account for the different career patterns of working mothers will create problems, not only of management and accommodation, which need time to be resolved. Nevertheless we consider that there are good reasons why the Civil Service should now endeavour to provide more part time posts for the substantial number of women who are recruited to the Service at all levels, have been trained and acquired valuable experience, but who cannot work full time in the Service because of family responsibilities. In brief these reasons are: to ensure that the training and abilities of these women are not lost to the Service; to give such women the

opportunity of making the best use of the skills which they have acquired; that experienced and able part time workers can be of great value to departments in certain types of work at times of temporary pressure or shortage of staff; and that certain jobs are done more efficiently by people working part time. We therefore recommend that:

departments should examine the organisation of their work and consider where appropriate part time work can be provided for serving or former women civil servants who are giving or have given satisfactory service, who are unable to work full time because they have children to care for, but who wish to continue or resume work in the Service. Departments which have a substantial amount of case work or a high turnover of staff or a large amount of overtime or blocks of routine work should introduce part time posts on an experimental basis.

39 While priority for part time posts should be accorded to women who have or have had the care of children, this should not exclude the provision of part time work, where this is possible, for other married women or others with family responsibilities.

Care of pre-school children

40 *Unpaid leave.* Some women may not find the period of leave available under the maternity leave provisions sufficient for the period during which they wish to remain at home to care for their very young children. We have considered whether it would be possible to provide for this purpose longer periods of unpaid leave of up to about five years as is done in some other countries, for example West Germany. Such long periods of unpaid leave could create management and staffing difficulties, particularly as there could be no certainty that the woman would in fact return to the Service. We therefore consider it preferable to give women who give up work for a substantial period to care for young children a reasonable chance of returning to work at a level suitable to their abilities without loss of the benefits of their previous service. We discuss this question in paragraphs 54 to 66.

41 *Nurseries.* It has been represented to us that wider provision of nurseries and nursery schools for the care of pre-school children would enable more mothers to continue in or resume employment in the Service and would help many now working. Most working mothers who cannot obtain nursery places are forced to rely on relatives, friends, neighbours, and amateur child minding arrangements. While some of these arrangements work admirably for mother and child, this is not always so and they are inherently unreliable. Even where working mothers are able to obtain places for their children they often have exhausting journeys before and after work travelling with their children. Satisfactory arrangements for the care of pre-school children are needed if their mothers are to be reliable and efficient at work. The problems of working mothers with small children would certainly be considerably eased by an active Government policy on the provision of nurseries and nursery schools, particularly as there would then be a choice of the most convenient location in relation to the needs of the child and the mother's work.

42 There are some advantages in locating nurseries near the place of work, for example, less travelling for the mother, and the possibility of contact during the day. There can also be considerable advantages for employers in providing facilities for the care of pre-school children by a reduction in staff turnover, an easing of recruitment problems, a reduction in training costs, and retention of experienced staff. Most employers who have provided nurseries for use by their staff have done so for one or more of these reasons. The Post Office last year provided a nursery for telephonists' children at Reading because of the acute shortage of staff and high turnover problem, and several private firms have done so because of recruitment problems. The Post Office nursery at Reading had been running for only a short time and there was no evidence available to us as to the success of that or other nurseries in improving the staffing position. A survey in early 1970 of company day nurseries by the Institute of Personnel Management showed that those companies which initiated nursery schemes tended to keep them.

43 The Civil Service, like other employers, has areas where there are staffing problems and it is possible that the provision of nurseries could help to solve those problems by enabling women to continue with their work while their children were small. The benefits to be gained would obviously vary according to the area, but it is possible that they would be sufficient to outweigh any subsidy which would be necessary to make the charges for the nursery a practicable proposition for many of the users.

44 On the evidence produced in November 1970 by a commercial firm who, on our behalf, were commissioned to carry out a feasibility study of locating a nursery in Cardiff for use by the children of women civil servants, economic charges could be in the region of £4 to £6.50 per week - which might be too high for many women civil servants. We considered, therefore, that, if a nursery were to be provided, some subsidy would be necessary and we thought it would be realistic and fair to set the charges, for example, at either one-third of gross salary or at the level of economic cost, whichever is the lower. The nursery might then be within the means of most civil servants.

45 It can be argued that, even if the benefits of nurseries prove insufficient in the short term to cover the subsidy needed, adequate provision of nursery facilities would be socially beneficial in that it would enable women with children to continue their careers without too disruptive a break. We recognise however that at the present time the provision of nurseries by employers is considered justified primarily if it is beneficial to the individual employer. It could be that the subsidy per head would prove to be so high as to make any such provision doubtfully worthwhile to the Service as an employer. On balance, however, we think that those doubts can best be resolved by an experiment which, to give it the best chance of success, should preferably be in a fairly low cost area. We therefore recommend that:

at least one nursery should be set up for an experimental period of four years for the children of civil servants in an area other than London; fees should be fixed in relation to salary but with a maximum equivalent to economic cost; if the experiment proves to be of value to the Civil Service it should continue and other nurseries should be set up on a similar basis.

46 While women civil servants with children, and men civil servants who have sole care of their children, should have priority for places, empty places in nurseries could be taken by the children of other suitable applicants on payment of the unsubsidised cost. We consider that it will be essential for management reasons that the normal basis for reserving a nursery place should be regular use but places should be provided if possible in emergencies, for example, if a civil servant's wife is ill or other child care arrangements fail.

Care of school children

47 Once children are at school the problems of working mothers do not cease. The school day is shorter than the working day and long school holidays mean that children need attention when their parents are at work. Since the mother is regarded as primarily responsible for children, whether or not she is also working, it is not surprising that many of those who wrote to us stressed the need for some unpaid leave during school holidays and for flexible starting and finishing office hours. It was also urged that more holiday activities for children should be provided, similar to the camps already provided on a wide scale in countries such as the USA and France. The provision of holiday activities would, of course, considerably ease the problems of working mothers, and where employers or employees' associations, including those of the Civil Service, have the facilities there are obvious advantages if they use them to provide activities for children during school holidays. We consider, however, that the provision of holiday activities for children goes beyond our terms of reference.

48 Some suggestions for unpaid leave during school holidays were of the kind that in effect resulted in term time employment, or that gave a few weeks extra leave a year so that the family could take proper holidays and the children have their mother with them at home for part of the school holidays. We thought that term time work would be the most difficult of all types of part time work to provide since there is already some shortage of staff during the school holiday periods because of annual leave being taken then. Although we consider that departments should be free to make arrangements for term time work where this is possible, we do not think that it will be practicable to make it available to any significant extent.

49 Unpaid leave for part of the school holidays would, of course, be more practicable than for the whole period because the timing of shorter periods would be more flexible. There can however be considerable difficulties in granting extra leave at busy working periods and we therefore consider that the granting of such unpaid leave should remain at the discretion of the Department. However, because extra leave is more justified for those mothers who have only the basic leave allowance of three weeks, we recommend that:

where work and staff holiday arrangements permit, departments should consider sympathetically applications from women who have children at school for some unpaid leave during school holidays, particularly where the applicant has only the basic leave allowance.

50 We had many letters suggesting that full time working could be arranged more flexibly in the interests of the staff and without loss to the work. Many

women said they could manage to cope with both their domestic responsibilities and their job if they could, while working the required hours, have changed their starting and finishing times and lunch times in agreement with their manager. Civil Service policy is already to encourage flexible hours where this can help to spread the load of rush hour traffic; and there would appear to be more scope for management to be able to arrange hours of duty to suit the needs both of the staff and the work. We therefore recommend that:

departments should encourage the use of discretion in arranging the hours of attendance of women with family responsibilities.

Unpaid leave after long service

51 We have referred to the heavy burden carried by most working mothers who continue their careers in the Service. We consider that after a long period of service some might need and wish to take a substantial period of unpaid leave to enable them to give effective service for the remaining part of their career. In such circumstances we believe that a period of unpaid leave would be to the benefit of the department because after such a break the woman would be more ready and able to tackle the remaining years of her service. We therefore recommend that:

women who have children and who have had at least twenty years' service should be able to take at least six months' and not more than twelve months' unpaid leave, at a time to be agreed with the Department.

6 Responsibility for the Elderly or Infirm

52 We received many letters describing the problems which women have in coping with their jobs because they are the sole support of old or infirm dependants or relatives. Although there are men with similar responsibilities, most of the burden of caring for elderly relatives falls on the women in the family, and very often the unmarried women. Their plight is acute because they depend on their own income and cannot give up work for a time until the problems have been resolved, either because of the cessation of income or because of the risk to their careers. Many of the difficulties they have in combining their domestic responsibilities with their jobs are similar to those which women have who are responsible for children. It is not easy, for example, to obtain nursing help if there is a sudden illness. To meet such a situation it may be sufficient to have a few days' unpaid leave, or a change in the hours of attendance.

53 Often, however, the elderly eventually need more care than someone working full time can give and this situation may last for just a few months or may continue for many years. At present Civil Service policy is to give unpaid leave only when all other means of care have been found impossible. The letters we received indicated that this can cause great hardship particularly if the only other means of care is a residential home. We consider that unpaid leave in such a situation should be granted more easily, for example where a doctor certifies that day care is necessary, though even this may not be a solution if the woman has no other income. As an alternative therefore to unpaid leave we consider that departments should make every effort to reorganise the work so that a woman in such a position can work part time until she is no longer required at home during the day. We recommend that:

where a woman has elderly or infirm dependants or relatives, departments should ensure that every effort is made to help her to cope with her domestic responsibilities while continuing her employment and, where appropriate, to provide a part time post for her; unpaid leave should be available if the dependant or relative requires considerable attention.

7 Returning to Work

54 If present trends continue, it is probable that in the future many women will return to work when their children are old enough and they will usually have about twenty to thirty years of working life ahead of them. The arrangements for a return to the Civil Service after a break still reflect the attitude that such a thing is exceptional and that nothing in particular should be done to encourage it – rather the reverse. We consider that fundamental changes are needed both in these arrangements and in the attitude that underlies them. To enable women to resume their careers when they wish to do so and to ensure that their abilities, training, and experience are not wasted, employers must be prepared to plan for them a career pattern which includes a break in service. We recognise that there is often an unavoidable penalty for an interrupted career if only because skills and experience may become attenuated. We recognise too that a woman cannot be given an entitlement to resume her career at the same point and with the same expectations as she had when she left. But there is no good reason why the penalty for the break should be greater than may arise from its effect upon her abilities as a civil servant.

Reinstatement

55 Several departments have agreements with the Staff Sides of their departmental Whitley Council restricting the grade in which former members of the executive and clerical classes can be reinstated. In practice it is rare in the Civil Service for someone to be reinstated in the grades of the former executive class even where the grade of original entry was executive officer. It has been argued that by allowing reinstatement at the higher grades – grades where vacancies are normally filled by promotion only – the promotion opportunities of those still serving will be unfairly reduced. Against this however is the consideration that because of the high wastage rate of young women on marriage or on motherhood the promotion opportunities of those who remain are significantly increased; and to allow reinstatement to take place on merit is only partly to redress the balance. We consider that women who wish to return to the Service should have a reasonable opportunity of being judged on their merits. At present, unless they wish to return to the lowest levels, they must, save in exceptional circumstances, wait until there is an absolute vacancy which is, in view of the continuous process of recruitment and promotion, unlikely to occur.

56 In addition to providing some former employees with an opportunity to resume their careers, there are several advantages to the Civil Service in accepting that a married woman's service may include a medium length break

to have children. The wastage rate of such mature re-entrants will almost certainly be much lower than that of young entrants. Working mothers are unlikely, for several reasons, to wish to change their employer, particularly if they have resumed their former work. Some Departments do, however, require applicants for reinstatement to state an intention to remain permanently in the Service, even though this is not required of new entrants. Departments must of course satisfy themselves that an applicant for reinstatement is a serious applicant; but we consider that this can be achieved by other means. We recommend that:

applicants for reinstatement should not be required to state their intention to remain permanently in the Service.

57 Many of the letters we received from women confirm the view that given the opportunity to plan their return to work they would wish to prepare themselves for it. Departments, therefore, can if they wish to do so develop a source of reliable, experienced recruits which may be appropriate to their staffing needs. The pattern of Civil Service recruitment has hitherto been based largely on the assumption that the majority of recruits to the main classes entered on leaving full time education with the intention of staying for a life time career. In such circumstances steady recruitment at basic levels was a reasonable way to ensure a reasonable age structure throughout the hierarchy. Now that many of those entering employment for the first time are by no means sure of staying in their first job (and the wastage rate of young executive officers is high: Appendix B Table 2) it is reasonable and useful to recruit some older people at higher levels, particularly if they are former civil servants and likely to give good service. We therefore recommend that:

women who resigned because of domestic responsibilities should not be debarred from reinstatement in grades up to and including the substantive grade held on resignation.

58 We considered whether all reinstatement applications should be handled by a central organisation but we concluded that in general the former department was best placed to deal with the application. (If it no longer existed the Civil Service Department could be responsible.) This would not prevent departments from forwarding a reinstatement application to another department of the applicant's choice. The appropriate grade in all cases should depend on general ability and potential as well as on former experience, the length of break in service, and any retraining completed. Applicants for reinstatement to grades normally filled only by promotion would be considered under the normal procedure for promotion to that grade, so that they would be considered alongside internal candidates for the vacancies in that grade. After a break of less than four to five years from active duty, and provided that the applicant was considered suitable, we consider that it should be normal to reinstate in the former grade for a trial period. With longer breaks, it might be appropriate to reinstate the applicant in a lower grade than that held on resignation and, after a successful period of trial, to consider the person within the normal procedure for promotion to the former grade. Special arrangements might be needed where the former grade was one of the training grades of Administration Trainee or HEO(A), but it is particularly important that women who had been

in these grades should have the opportunity to be considered for similar work on, or shortly after, reinstatement.

59 Successful applicants would be assigned to a post by the Department concerned, but not necessarily immediately. An application should not therefore be rejected on the grounds that there are no immediate vacancies at the level in question. If the department could not provide a job at a level above the recruitment grade although the applicant was suitable for it, the Civil Service Department should try to find a vacancy. We consider it essential that applications for reinstatement to a specific grade should not be rejected on inappropriate grounds and that they should be considered with the maximum possible degree of consistency. This can probably best be achieved if applications which might be rejected are considered at a fairly senior level. We therefore recommend that:

rejection of an application for reinstatement to a specific grade should be made only at the level at which promotion to the grade concerned is confirmed.

60 To ensure that reinstatement can be part of a typical career pattern for married women we think that there should be opportunities other than at the discretion of the department. We sought the advice of the Civil Service Commission, who agreed that it would be possible to institute a special competition for former civil servants for entry to the executive officer grade to be held by the Civil Service Commission on the lines of those held for former regular members of the forces and former members of Her Majesty's Overseas Civil Service. All that normally would need to be involved would be a departmental report and an interview. Departments should be able to assess how many vacancies they have for older candidates and candidates could then be assigned in the normal way. We therefore recommend that:

a special competition on the lines of those held for regular members of the forces and members of Her Majesty's Overseas Civil Service should be held by the Civil Service Commission for former civil servants for reinstatement to the executive officer grade.

61 It would not be practicable to institute such competitions for other senior recruitment grades, but applications for those grades could be considered alongside those of open competition candidates. We therefore recommend that:

where there are no vacancies in the former department in recruitment grades equivalent to, or higher than, executive officer, the applications should be considered by the Civil Service Commission alongside those of open competition candidates for those grades, without the age restrictions, if any, applicable to the latter.

62 There are circumstances when it is appropriate to consider applications for reinstatement sympathetically and to give preference to the applicant on compassionate grounds, and the present rules recognise this. They do, however, specify the particular circumstances, so that there may be cases which have as much claim to sympathy, but cannot be considered. It would be preferable if departments were given discretion to consider sympathetically any application for reinstatement where the circumstances merit it – for example, a woman who has been widowed, has lost her child, or has had to resign to care for elderly relatives.

63 Our proposals for reinstatement contemplate that it will be an accepted pattern of a married woman's career that she may resign from the Service to care for her children and re-enter later when her family responsibilities have lessened. There are recognised and accepted social reasons for the break in her service and we consider that previous service should be taken into account in determining her conditions of service on reinstatement.

64 Starting salary on reinstatement is related to previous service except where a woman resigned to take a marriage gratuity and then continued in an unestablished capacity. This period could be quite substantial and we consider that it should count for incremental credit, as does unestablished service in some other circumstances, in determining starting salary in that grade or a lower grade. In most departments seniority for promotion accumulates only from the time of reinstatement and previous service is discounted. But promotion seniority ensures only consideration for promotion and not promotion itself, and does not give advantages over former colleagues who will by that stage have considerably longer seniority. We therefore recommend that:

on reinstatement, previous service should be taken into account in all cases in determining conditions of service, in particular starting salary and promotion seniority.

65 Adequate provision for counting previous service for pension benefits is now made where a woman is reinstated after having resigned her established post for reasons connected with her marriage; subject to the repayment of any marriage gratuity which she received, her previous service is aggregated with later service in calculating the total period of pensionable service. Only in certain circumstances is previous service pensionable for a man who is reinstated or where a woman resigned for reasons unconnected with marriage.

66 Pension benefits are now calculated by reference to the period of pensionable service and the rate of salary over the last three years of service. Changes in the superannuation scheme are now being considered and it is possible that new rules will govern the pension position of those whose service is not continuous. We considered whether women who leave to raise a family are in such a different category from those who leave for other reasons that, whatever rule there may be for others, they should continue to aggregate periods of service and to have their pension accordingly related to the rate of salary over the last three years of service. But the practical difficulties in defining such a category are obvious; and we considered that the treatment of separate periods of pensionable service of married women should be on the same terms as for all others who leave the Service and subsequently return.

67 Women who returned to the Service before May 1966 after more than seven years' break in their service were not allowed to repay their marriage gratuities and have their service aggregated for pension purposes. Representations were made to us that provision should now be made enabling them to do so. We noted, however, that in the several changes already made in the marriage gratuity arrangements, and in the rules governing the refund of gratuities for unestablished service where similar considerations arise, there never has been retrospection because of the costs involved and the practical difficulties in

arriving at a point at which retrospective provision should cease: for example, there is no clear case for restricting any change to those who are still in the Service. We concluded that there was no justification for such retrospective action now in relation to the marriage gratuity.

Preparing to return to work

68 Women who had a considerable period of time away from the work environment may need encouragement and reassurance in preparing to return to work. It may be easier if a return to full time work is preceded by a period of part time work; and the recommendations about part time work which we make in Chapter 5, in relation to women being able to continue working when their children are very young, are relevant also to a return to work after a complete break. It is also important that special consideration should be given to women when they return after a lengthy period of absence – discussing their posting with them and allowing them a period to get settled in. Some of the letters we received indicated that the posting and reception of those who return after a long break are not always altogether satisfactory. This is, we recognise, often a question for local management; but we consider that departments should ensure that their local managers are given some guidance on this subject.

69 The return to work will be made with greater confidence if it is known that suitable preparation for the job will be given. The form and amount of retraining appropriate will vary according to the post to be occupied and the abilities and experience of the woman concerned. For some jobs, such as those in the scientific classes and tax inspectorate, it will probably be necessary for them to keep in touch with the work by having access to new material possibly through the Department or the Staff Associations, and the opportunity to attend relevant courses during their time away. For other jobs it may be sufficient to attend a course before resuming work, or to spend the first few days becoming reacquainted with procedures and so on. We consider it important, however, that women returning to work after a fairly long absence should not necessarily be plunged straight into direct day to day work but should usually be given at least a short induction period.

70. Because of the differing requirements of jobs we consider that we cannot make realistic specific recommendations on forms of retraining. We envisage however that these will range from those where it is simply a matter of having access to new material, or advice on which external courses are appropriate, to attendance at departmental courses just before or after resuming full time work. In other words we see retraining as very much part of career development for women who leave the Service for a time to have a family, and, so that they can plan their return to work in the most effective way, they should be able to seek advice on the most appropriate way to prepare to return. We, therefore, recommend that:

departments should, in consultation with the Civil Service Department, advise women who wish to prepare to return to work of the appropriate retraining.

71 A number of training courses are provided only on a residential basis and this obviously can cause great difficulties for women wishing to return to the

Service, as it can for many married women who are already serving. In many cases we think it should be possible for departments to arrange for any necessary formal training to be undertaken within reach of home, by attendance at a course run locally by the department or by a local educational or professional organisation, or possibly by means of home study (with guidance, reading lists, etc., supplied by the department). But we recognise that there may be cases – for example, where the woman practises a specialism taught only in a few centres, or where she is in a grade for which the management training provided by the Civil Service College on a residential basis is considered necessary – where appropriate training or retraining must involve residence away from home. We consider that departments should be able to arrange for such cases to be kept to the minimum, and we therefore recommend that:

as far as possible there should be flexible arrangements for the training of women who find it difficult to leave home to attend residential courses.

8 Information about Conditions of Service

72 We gained the impression from the letters which we received that many women were by no means fully informed of the existing provisions dealing with such matters as unpaid leave and reinstatement, and we consider that departments should ensure that their staff are made aware of them. Moreover, the changes we have recommended, particularly in the reinstatement and retraining provisions, are likely to be most effective in helping women who wish to combine family responsibilities with a career in the Service if, before and during their initial employment, their attention is drawn to the ways in which they can be assisted to do so. We therefore recommend that:

recruitment literature should explain what provisions there are to assist women to combine a family with a career in the Service; and departments should ensure that full information is readily available to staff on the provisions for maternity leave, paid and unpaid leave for special reasons, reinstatement, and retraining.

9 Review of Progress

73 Several of our recommendations will, if accepted, give to departments discretionary powers or extend those they already have. Some of us were inclined to the view that machinery for the oversight of the use of these discretionary powers might be desirable. But we concluded that it would be difficult and perhaps inappropriate to exercise any central control over matters which have deliberately been left to the discretion of departments and that no attempt should be made to do so unless there was evidence that such central supervision was needed.

74 We consider that the better course would be to review within two years the operation of those of our recommendations which are accepted. To facilitate this review, arrangements should be made to monitor progress in this area during the period before the review. We therefore recommend that:

there should be within two years of this Report a review of progress on the operation of those of our recommendations which are accepted; the Civil Service Department should consider how progress can best be monitored in the meantime.

APPENDIX A LIST OF RECOMMENDATIONS

Recruitment

1 It should be open to both men and women to be considered for any job, and appointments should be solely on the grounds of suitability and qualifications (paragraph 11).

Promotion

2 Wherever practicable, departments should arrange for promotion boards to consist of both men and women (paragraph 15).

Marriage gratuity

3 Women who now qualify for a marriage gratuity should, under the new superannuation scheme, qualify for either deferred pension benefits or a short service gratuity (paragraph 19).

Allowances

4 All rules governing Civil Service allowances should be examined with the intention of removing any discrimination on the grounds of sex (paragraph 21).

Special leave to accompany husbands to new areas

5 Unpaid leave of up to three years should be available to a woman whose services her Department wishes to retain if she accompanies her husband on a move required by his employment to a place where she cannot continue her own employment in the Civil Service (paragraph 23).

Annual leave

6 Departments should review their annual leave arrangements to ensure that so far as possible married women are able to take annual leave at the same time as their husbands (paragraph 24).

Leave for urgent domestic affairs

7 Departments should use more widely their discretion in granting both paid and unpaid special leave for urgent domestic affairs; and it should be unnecessary first to exhaust annual leave (paragraph 26).

Maternity leave

8 For established staff, paid maternity leave should be increased to three months, but entitlement to the third month's pay should depend upon three months' effective service having been given after return to work. Established staff should, in addition to the three months' paid leave, be entitled to up to three months' unpaid leave; departments should continue to have discretion to grant further unpaid leave and should consider applications for such leave sympathetically (paragraphs 31, 33).

9 For unestablished staff with more than five years' service, paid maternity leave should be increased to six weeks, but entitlement to the final two weeks' pay should depend on three months' effective service having been given after return to work. Unestablished staff with more than five years' service should, in addition to six weeks' paid leave, be entitled to four and a half months' unpaid leave; unestablished staff with less than five years' service should be entitled to six months' unpaid leave; departments should have discretion to grant additional unpaid leave to unestablished staff (paragraphs 32, 33).

Part time work

10 Departments should examine the organisation of their work and consider where appropriate part time work can be provided for serving or former women civil servants who are giving or have given satisfactory service, who are unable to work full time because they have children to care for, but who wish to continue or resume work in the Service. Departments which have a substantial amount of case work or a high turnover of staff or a large amount of overtime or blocks of routine work should introduce part time posts on an experimental basis (paragraph 38).

Nurseries

11 At least one nursery should be set up for an experimental period of four years for the children of civil servants in an area other than London; fees should be fixed in relation to salary but with a maximum equivalent to economic cost; if the experiment proves to be of value to the Civil Service it should continue and other nurseries should be set up on a similar basis (paragraph 45).

Unpaid leave for school holidays

12 Where work and staff holiday arrangements permit, departments should consider sympathetically applications from women who have children at school for some unpaid leave during school holidays, particularly where the applicant has only the basic leave allowance (paragraph 49).

Flexibility of hours

13 Departments should encourage the use of discretion in arranging the hours of attendance of women with family responsibilities (paragraph 50).

Unpaid leave after long service

14 Women who have children and who have had at least twenty years' service should be able to take at least six months' and not more than twelve months' unpaid leave, at a time to be agreed with the Department (paragraph 51).

Elderly or infirm dependants or relatives

15 Where a woman has elderly or infirm dependants or relatives, departments should ensure that every effort is made to help her to cope with her domestic responsibilities while continuing her employment and, where appropriate, to provide a part time post for her; unpaid leave should be available if the dependant or relative requires considerable attention (paragraph 53).

Reinstatement

16 Applicants for reinstatement should not be required to state their intention to remain permanently in the Service (paragraph 56).

17 Women who resigned because of domestic responsibilities should not be debarred from reinstatement in grades up to and including the substantive grade held on resignation (paragraph 57).

18 Rejection of an application for reinstatement to a specific grade should be made only at the level at which promotion to the grade concerned is confirmed (paragraph 59).

19 A special competition on the lines of those held for regular members of the forces and members of Her Majesty's Overseas Civil Service should be held by the Civil Service Commission for former civil servants for reinstatement to the executive officer grade (paragraph 60).

20 Where there are no vacancies in the former department in recruitment grades equivalent to, or higher than, executive officer, the applications should be considered by the Civil Service Commission alongside those of open competition candidates for those grades, without the age restrictions, if any, applicable to the latter (paragraph 61).

21 On reinstatement, previous service should be taken into account in all cases in determining conditions of service, in particular starting salary and promotion seniority (paragraph 64).

Training

22 Departments should, in consultation with the Civil Service Department, advise women who wish to prepare to return to work of the appropriate retraining (paragraph 70).

23 As far as possible there should be flexible arrangements for the training of women who find it difficult to leave home to attend residential courses (paragraph 71).

Information about conditions of service

24 Recruitment literature should explain what provisions there are to assist women to combine a family with a career in the Service; and departments should ensure that full information is readily available to staff on the provisions for maternity leave, paid and unpaid leave for special reasons, reinstatement, and retraining (paragraph 72).

Review of progress

25 There should be within two years of this Report a review of progress on the operation of those of our recommendations which are accepted; the Civil Service Department should consider how progress can best be monitored in the meantime (paragraph 74).

APPENDIX B

1 Proportion of women permanent staff in major categories

Staff group	1950 (1 April) (figures include Post Office)				1970 (1 January) (figures do not include Post Office)			
	%	Men	%	Women	%	Men	%	Women
Administrative	93.4	(2,522)	6.6	(179)	91.2	(2,453)	8.8	(236)
Executive	80.2	(26,397)	19.8	(6,516)	79.1	(40,538)	20.9	(10,735)
Clerical	65.2	(47,876)	34.8	(25,599)	50.3	(34,937)	49.7	(34,458)
Professional Science and Technical I	97.0	(14,015)	3.0	(433)	94.3	(18,356)	5.7	(1,104)
Science and Technical II	92.5	(15,568)	7.5	(1,270)	94.9	(40,897)	5.1	(2,196)

NOTE: Actual numbers are in brackets.
SOURCE: Central Staff Record.

2 Proportion of women temporary staff in major categories

Staff group	1950 (1 April) (figures include Post Office)				1970 (1 January) (figures do not include Post Office)			
	%	Men	%	Women	%	Men	%	Women
Administrative	69.9	(328)	30.1	(141)	79.2	(80)	20.8	(21)
Executive	67.7	(5,321)	32.3	(2,538)	44.3	(106)	55.7	(132)
Clerical	52.0	(24,154)	48.0	(22,286)	35.3	(4,912)	64.7	(9,083)
Professional Science and Technical I	94.2	(8,150)	5.8	(504)	77.4	(4,877)	22.6	(1,428)
Science and Technical II	90.6	(21,718)	9.4	(2,257)	86.0	(14,014)	14.0	(2,275)

NOTE: Actual numbers are in brackets.
SOURCE: Central Staff Record.

3 Expected wastage of direct entrant executive officers

Proportion resigning by the age of:	Men	Women
25	48.9	65.3
30	61.5	88.6
31	62.4	89.0
35	62.8	89.2

NOTE: Based on 1968 experience.

SOURCE: Civil Service Department, Statistics Division.

4 Wastage rate in 1969 of all executive officers under 30

Age	Men %	Women %
19-21	12	17½
22-24	9	16½
25-27	5	17
28-29	2½	13

SOURCE: Civil Service Department, Statistics Division.

5 Wastage rate of assistant principals

Year	Numbers in post 1 July		Wastage during year		Overall wastage rate %	
	Men	Women	Men	Women	Men	Women
1967	183	38	8	3	4	8
1968	220	47	8	3	4	6
1969	230	60	10	6	4	10

SOURCE: Civil Service Department, Statistics Division, Senior Staff Record.

6 Successful application in open competitions for entry to assistant principal grade

APPLICATIONS	1968		1969		1970	
	No	%	No	%	No	%
Men	726	68.2	759	70.1	976	66.7
Women	338	31.8	323	29.9	488	33.3
SUCCESSIONS						
Men	89	76.1	66	73.3	89	69.5
Women	28	23.9	24	26.7	39	30.5

SOURCE: Civil Service Commission.

7 Successes and entries as a percentage of applications from each sex for the assistant principal grade

	1968		1969		1970	
	Successes	Entrants	Successes	Entrants	Successes	Entrants
Men	12.3	6.9	8.7	5.1	9.1	4.6
Women	8.3	5.0	7.4	3.7	8.0	6.6
Total	11.0	6.3	8.3	4.7	8.7	5.3

NOTE: Year relates to year of competition and not necessarily to year of actual entry.

SOURCE: Civil Service Commission.

8 Assistant principal entry through open and limited competitions

Year	Men	Women	Total	Percentage of total who are women
1959	47	4	51	8
1960	45	7	52	13
1961	57	2	59	3
1962	48	—	48	—
1963	52	9	61	15
1964	54	11	65	17
1965	77	15	92	16
1966	60	18	78	23
1967	79	20	99	20
1968	52	21	73	29
1969	49(55)	12(14)	61(69)	20(20)
1970	45(58)	32(36)	77(94)	41.5(38)

NOTE: 1. Year relates to year of competition and not necessarily to year of actual entry.
 2. The 1969 and 1970 figures are provisional since a number of those successful in those years have deferred their entry for post graduate or voluntary work. The numbers in brackets indicate what the position will be if they all eventually take up duty.

SOURCE: Civil Service Commission.

9 Number of people who obtained degrees in UK universities

(excluding some London University internal and external degrees)

Year	Men	Women	Total	Percentage of total who are women
1958-59	14,938	5,349	20,287	26.4
1959-60	16,679	5,544	22,223	24.9
1960-61	17,307	5,730	23,037	24.9
1961-62	17,772	5,912	23,684	25.0
1962-63	18,041	6,518	24,559	26.5
1963-64	19,299	7,511	26,810	28.0
1964-65	20,483	8,311	28,794	28.9
1965-66	23,717	8,972	32,689	27.4
1966-67	26,821	10,347	37,168	27.8
1967-68	30,307	12,429	42,736	29.1
1968-69	32,295	13,706	46,001	29.8
1969-70	Not available			

SOURCE: University Grants Committee.

10 Assistant statistician entry

Year	Men	Women	Total	Percentage of total who are women
1963	2	2	4	50
1964	5	2	7	29
1965	5	5	10	50
1966	11	10	21	48
1967	17	5	22*	23
1968	13	15	28*	54
1969	17	11	28	39
1970	16	11	27	41

*Excludes three officers who resigned and rejoined.

SOURCE: Civil Service Department, Statistics Division, Senior Staff Record.

11 Successful applications in open competitions for entry to executive officer grade and equivalent departmental grades

Year	Men	Women	Total	Percentage of total who are women
1963	944	634	1,578	40.2
1964	1,083	677	1,760	38.5
1965	1,506	1,071	2,577	41.6
1966	2,020	1,441	3,461	41.6
1967	2,378	1,579	3,957	39.9
1968	1,137	950	2,087	45.5
1969	1,834	1,526	3,360	45.4
1970	2,632	2,170	4,802	45.2

SOURCE: Civil Service Commission.

12 Men and women obtaining 2 or more GCE 'A' levels, or 3 or more Scottish education cert 'highers'

Year	Men	Women	Total	Percentage of total who are women
1963-64	43,328	26,519	69,847	38.0
1964-65	51,701	32,748	84,449	38.8
1965-66	53,208	33,923	87,131	38.9
1966-67	55,812	36,119	91,931	39.3
1967-68	57,634	39,006	96,640	40.4
1968-69	57,762	42,170	99,932	42.2

NOTE: The academic qualifications necessary for the open competition for entry as an executive officer are at least 2 'A' levels obtained at one examination, or an equivalent or higher qualification.

SOURCE: Department of Education and Science (England and Wales);
Northern Ireland Education Department;
Scottish Education Department.

13 Women as a percentage of those in specialist classes

Statistician Class	20
Economist Class	13½
Legal Class	11
Draughtsman Class	11
Medical Class	10
Experimental Officer Class	9
Scientific Assistant Class	9
Scientific Officer Class	3½
Works Group of Professional Classes (Architects, Surveyors, Engineers)	1
Technical Works Group	0.2

SOURCE: Central Staff Record, 1 January, 1971.

14 Distribution of staff within the administration group 1 January, 1971

	Men		Women	
	No	%	No	%
Under Secretary and above*	485	97.0	15	3.0
Assistant Secretary	924	94.0	59	6.0
Senior Principal	387	98.0	8	2.0
Principal	2,679	92.0	233	8.0
Senior Executive Officer	3,816	89.3	455	10.7
Higher Executive Officer	10,928	85.5	1,849	14.5
Administration Trainee	267	75.0	89	25.0
Executive Officer	25,287	73.1	9,286	26.9
Clerical Officer	37,875	45.2	45,843	54.8
Clerical Assistant	16,023	24.0	50,712	76.0

*Including posts at this level in the Economist and Statistician Groups.

NOTE: Comparable figures are not available for other groups of staff.

SOURCE: Central Staff Record.

15 Grade distribution of men and women in the administrative class in 1967 who were established before 1940

Present Grade	Men	Women	All
	%	%	%
Upper Grades	70	37	61
Lower Grades	30	63	39

SOURCE: Fulton Report Volume 3(1) p 36.

16 Promotion to higher executive officer of direct entrant executive officers

(a)

Seniority	1967		1968		1969	
	Men %	Women %	Men %	Women %	Men %	Women %
Under 5 years	negligible		negligible		negligible	
5-9 years	12	5	9	5	16	6
10-14 years	21	7	18	10	18	10
15-19 years	9	8	3	—	6	3

(b)

Age	1967		1968		1969	
	Men %	Women %	Men %	Women %	Men %	Women %
18-22	—	—	—	—	—	—
23-27	5	2	3	1	6	1
28-32	18	9	11	9	14	9

SOURCE: Civil Service Department, Statistics Division.

17 Promotion to higher executive officer of executive officers who were promoted clerical officers

Seniority	1967		1968		1969	
	Men %	Women %	Men %	Women %	Men %	Women %
Under 5 years	negligible		negligible		negligible	
5-9 years	10	6	7	4	8	5
10-14 years	17	8	10	5	9	7
15-19 years	11	6	5	—	6	3

SOURCE: Civil Service Department, Statistics Division.

18 Promotion to executive officer of direct entrant clerical officers

(a)

Seniority	1967		1968		1969	
	Men %	Women %	Men %	Women %	Men %	Women %
Under 5 years	4	2	5	2	4	1
5-9 years	17	5	10	4	13	4
10-14 years	20	13	8	7	12	16
15-19 years	9	5	5	2	6	3
20 years and over	9	6	5	3	5	4

(b)

Age	1967		1968		1969	
	Men %	Women %	Men %	Women %	Men %	Women %
18-22	4	1	6	2	5	2
23-27	16	4	14	4	13	3
28-32	21	10	9	5	11	5

SOURCE: Civil Service Department, Statistics Division.