

*Handbook for
the new civil servant*

Civil Service Department

1980

Preface

This handbook welcomes you to the Civil Service, explains a little about what the Civil Service is and how it works, and describes what will be expected of you as a civil servant. So far as conditions of service are concerned, it relates wholly to non-industrial civil servants.

People choose a job in the Civil Service for many different reasons. But whether you have joined straight from school, college or university, or from another job, you probably have only vague ideas about what the Civil Service is and how it works. That is why this handbook has been written.

It should be said straight away that you do not have to learn it by heart, or read it all at once. Some parts of it will be of particular interest to you when you are new and finding your way around; other parts may seem less interesting at first, but will be useful later.

It would be quite impossible to describe completely in a short booklet 'what civil servants do'. There are many totally different kinds of jobs in the Civil Service. Immigration officers, school inspectors, research scientists in Government laboratories; these and many more specialists or professional people are civil servants in addition to the clerical and executive staff in the Inland Revenue or Social Security office, who are the sort of civil servant that most members of the public come into contact with. This handbook deals with some of the features that are common to most Civil Service jobs. In some ways it stresses the obvious, in others, you may find, after you have had some experience of Civil Service work, that it rather over simplifies things. The handbook is only a general guide and will, of course, have to be supplemented by much more detailed information and instructions about your particular job. Your Department will arrange this in whatever way is most appropriate to the job. So far as conditions of service are concerned, this handbook relates wholly to non-industrial civil servants. It does not replace or overrule any more formal instructions which you may receive.

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Development of the Civil Service

The term 'Civil Service' is comparatively recent. Civil servants in this country used to be known as 'officers of Her Majesty's civil establishments'; this may serve as a reminder that members of the Civil Service work in a wide range of government bodies, departments and ministries. The oldest of these departments are older than the Civil Service itself; that is to say, they existed as separate departments before there were any general rules or traditions to unify the service.

But civil servants and the work of the Civil Service have existed for a very long time. Wherever there is an active government, civil servants are needed to help in carrying on the work of government. There were government officials in ancient Egypt and to some extent in Greece; and there was a highly-organised civil service in the Roman Empire under Augustus, divided into departments very much as our own Civil Service is today. In mediaeval England, civil servants were generally clergy, appointed direct by the King to assist in collecting the royal revenue and managing the royal property. In this and other ways, the profession of civil servant has a long history behind it.

Many famous men of whom you have heard have been civil servants. Chaucer was an official of the Customs department, Milton a civil servant working on correspondence with foreign countries, Pepys a Secretary of the Admiralty, Wordsworth a distributor of stamps for the county of Westmorland, Burns an Excise Officer, and Trollope a surveyor in the Post Office.

Nowadays, a civil servant in this country is, in the simplest definition, one of the staff appointed to assist one of Her Majesty's Ministers¹ to carry out his functions. As Ministers are individually responsible to Parliament for the efficient carrying out of their functions, it follows that, within certain limits, each Minister must have freedom to organise his department in the way he thinks best.

¹ Some departments have at their head not a Minister but a Board.

All appointments to a department are made on the authority of the head of the department and everybody employed therein is subject to his orders, in particular in matters of discipline. Departments have the final authority in making promotions, dismissals, etc.

Until about the middle of the nineteenth century, Ministers were entirely free to choose their own staffs and there were practically no common standards. About 1850, Sir Charles Trevelyan, the Permanent Secretary to the Treasury, and Sir Stafford Northcote undertook an inquiry into the general principles of Civil Service administration and particularly into methods of recruitment and promotion. They recommended the establishment of a system of examination, conducted by a central board of examiners, for entry to the Civil Service; frequent transfer from one part of a department to another, to let people acquire a wide range of experience; and promotion by merit. These recommendations, published in 1853, were the beginning of the central organisation of the Civil Service.

In 1855, the Civil Service Commission was established. Its function was to test the qualifications of candidates for junior posts, and it was laid down that no candidate should be appointed to such a post in future without the Commission's certificate of qualification. In 1870, competitive examination was made the normal method of entry to all the important departments, although the Commission could dispense with examinations, if they thought fit, in certain cases. At the same time, the Treasury was given the power to approve rules respecting the age, health, character, knowledge and ability of candidates, the times at which examinations were to be held, the fees payable by candidates and the number of vacancies to be filled. This was the beginning of the Treasury control over general personnel questions which continued until November, 1968, when they became the responsibility of the newly formed Civil Service Department.

The establishment of a system of recruitment by means of open competitions conducted by the Civil Service Commission brought two main advantages. In the first place, the Civil Service became freed from any taint of nepotism or favouritism, which had affected it during the time preceding the Trevelyan-Northcote reforms. Secondly, candidates could to a considerable extent be sorted out by the Civil Service Commission and allotted to the departments for which they seemed

likely to be most suitable: departments did not have to bid against each other for the best candidates. This system still continues in many fields of recruitment, but over the years written examinations as a means of selection have been largely superseded by the interviewing of candidates with prescribed academic, professional or technical qualifications. Candidates' fees, too, were abolished in 1961. Responsibility for recruitment to some posts, mainly in junior grades, has been delegated to departments, as has the engagement of staff for short-term appointments of under 5 years. However the Civil Service Commission has retained responsibility for ensuring that proper standards of recruitment are maintained, and that selection is impartial. With certain rare exceptions (eg appointments made directly by the Crown), no one can be appointed in the Civil Service unless the Commission's certificate of qualification has been granted in his favour.

When there is work of very much the same kind to be done in more than one department, the people who are going to do it are appointed to a common grade with a common scale of pay. The most obvious examples, perhaps, are typing and shorthand, but the principle has been carried much further and covers the whole of what are known as the Administration Group and the Science and Professional and Technology categories. Rules affecting the Civil Service as a whole have been laid down on various matters, eg hours of attendance, superannuation, and standard rates of pay for common grades. These are accepted by all departments.

In 1966, a committee, under the Chairmanship of Lord Fulton, was appointed "to examine the structure, recruitment and management, including training, of the Home Civil Service, and to make recommendations".

The committee published, in June 1968, a Report the main theme of which was the need for a fully professional Civil Service. The government accepted the main recommendations and embarked on the process of reform outlined by the Committee.

One of the government's first decisions led to the setting up of the Civil Service Department, which incorporated the Civil Service Commission and the former Pay and Management Divisions of the Treasury. The Commission's independence in the field of selection was fully pre-

served. The creation of this department, directly under the Prime Minister, established Civil Service management as a central function in its own right, with its own independent standing and outlook.

What is a civil servant?

The essential characteristics of a civil servant are that he is a servant of the Crown, acting in a civil – as distinctive from a military – capacity, and that he is a member of a Service with certain common terms and conditions. The word ‘civil’ is easy enough; ‘Her Majesty’s civil establishments’ are those of Her Majesty’s establishments which are not military, ie, not part of the armed forces. ‘Servant’ needs a little more thought.

Legally, you serve the Crown. That means, in practice, that you serve the responsible Minister in charge of your department, who exercises powers as a member of Her Majesty’s Government. The government is called upon to act in accordance with the will of Parliament and must give an account of the way it has discharged this responsibility before Parliament, which is elected to represent the community as a whole. When Parliament passes an Act saying that old age pensions should be paid to certain classes of people, the responsible Minister will probably have to make detailed regulations about the conditions on which the pensions are to be paid; civil servants will have to advise him on the points which the regulations should cover, and civil servants also will have to see, as a rule, that the regulations are properly and fairly applied when claims for pensions are received.

You must never forget that, however well qualified an expert you may become in your job, you have not been elected to it by any vote; and, in a democratic country, it is the elected representatives—Parliament—who must settle the lines on which the government of the community is to work. In other words, as a civil servant you are not entitled to do things according to your personal taste just because it is your personal taste. Your Minister has the job of explaining to Parliament what you are doing, and justifying it if Parliament chooses to ask questions about it. The responsibility for the actions of his department is his and he must shoulder it. So you must serve him loyally, to the best of your ability, and carry out his decisions, and the decisions of senior

officers acting on his behalf. Your loyalty is to the Minister of the day. When a new party comes into power, your new Minister may require radical changes in the policy of your department. Your duty is to carry out the new policy with the same loyalty that you gave to the old.

So wide is the scope of Civil Service work that it is difficult for Ministers and Parliament to keep an eye on every detail. It is all the more important therefore to remember that the civil servant acts under the authority of his Minister and as the servant of the public.

This is perhaps the most fundamental thing of all that you have to remember—that as a civil servant you are a public servant. You must be scrupulously fair in your dealings with the public, showing favour to no sectional interest whatever your own views may be; you must be quick, accurate, and efficient; you must be courteous to the members of the public with whom you have to deal, and, within the limits of your department's powers (as laid down by Parliament), you must be as understanding and helpful as possible. That is your job.

The structure of the Civil Service

The Civil Service requires staff of many different grades and qualifications to carry out the wide range of its functions. An idea of how wide this range is may be obtained by considering the main categories of government activity and the departments responsible for them. Some of the departments act for the United Kingdom as a whole, while others act for England and Wales or for Scotland.

FUNCTION	DEPARTMENTS MAINLY RESPONSIBLE
Central government	Treasury, Civil Service Department, Cabinet Office
Overseas and defence	Foreign and Commonwealth Office, Ministry of Defence
Law and order	Home Office and, in Scotland, Scottish Home and Health Department
Social	Department of Health and Social Security, Department of Education and Science; in Wales, the Welsh Office; in Scotland, Scottish Education Department and Scottish Home and Health Department
Physical	Department of the Environment; in Wales, the Welsh Office; in Scotland, the Scottish Development Department
Industrial, financial and economic	Department of Industry, Department of Trade, Department of Employment, Ministry of Agriculture, Fisheries and Food, Boards of Inland Revenue and of Customs and Excise; in Scotland, Department of Agriculture, Fisheries and Food, Scottish Economic Planning Department

Common Services

The Department of the Environment's Property Services Agency, Her Majesty's Stationery Office, the Central Office of Information, and the Civil Service Department's Central Computer Agency

All departments require the services of the Administration Group and of typists. Many also require officers of widely different professional and scientific qualifications. All are civil servants and it is vital that specialists and non-specialists should understand each other's place in the machine and work together as a team.

In this handbook, space will not allow a description to be given of the duties of all the categories but the new entrant may find it convenient to have a short account of the main groups and grades to be found in all departments.

The higher Civil Service

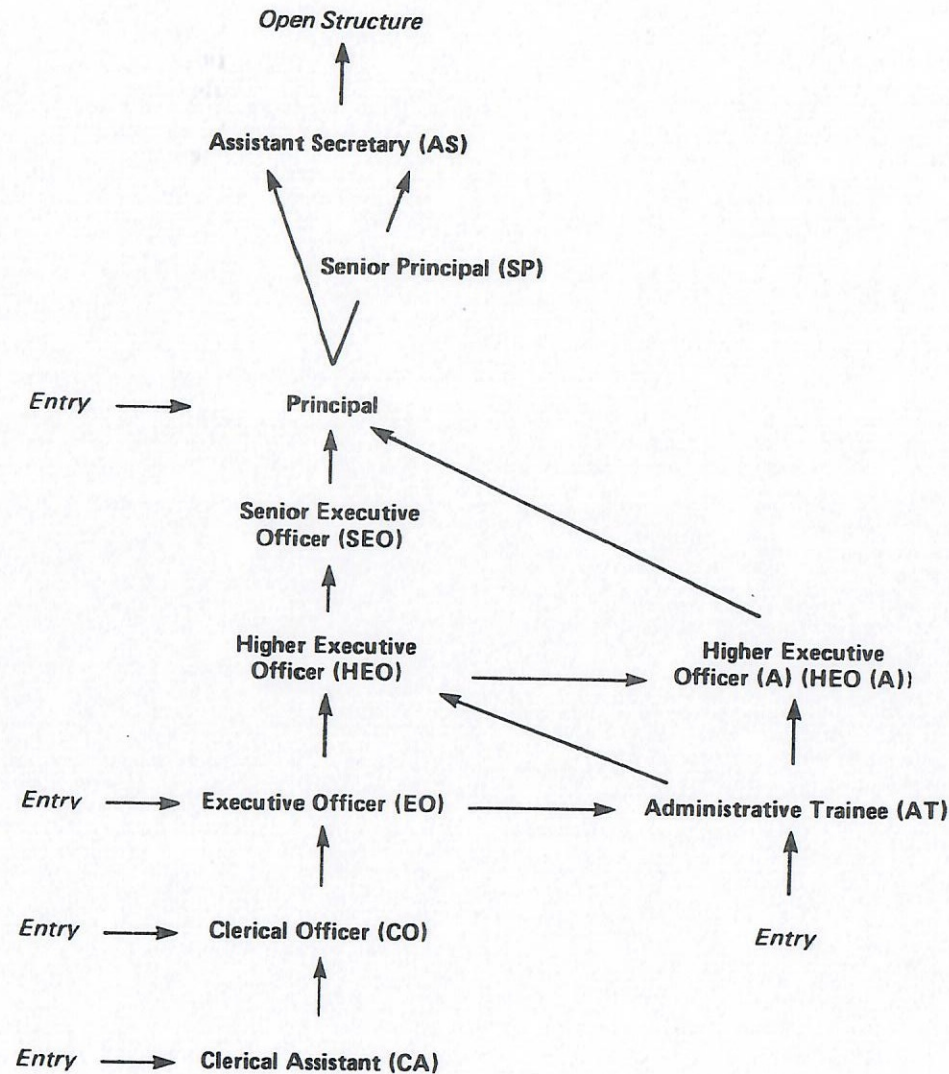
On 1 January 1972 a system of unified grading was introduced. At the top levels of the Civil Service there is an open structure in which each post is filled by the individual best fitted for it, irrespective of his profession, discipline and previous history. These top levels consist of Permanent Secretaries, Deputy Secretaries and Under Secretaries, all of whom are concerned with major questions of policy and take important decisions about the management of their departments' work and resources.

The Administration Group

The Administration Group with 239,000 members, is the largest occupational group within the non-industrial Civil Service. The Group is made up of ten grades, ranging from Clerical Assistant to Assistant Secretary, its structure is shown in the chart on page 9.

Many members of the Administration Group are employed at departmental headquarters where policy is usually formulated, but a considerable number spend part of the whole of their career in regional or

THE STRUCTURE OF THE ADMINISTRATION GROUP



Arrows indicate possible routes of career progression.

local offices. The Group is responsible for carrying out a wide range of administrative, managerial and clerical tasks and also deals with specialist areas of work such as computers.

Clerical staff form the largest part of the Administration Group. Typical duties for a Clerical Assistant include copying, keeping records, sorting and filing papers, and in some departments, dealing with inquiries from the public; at Clerical Officer level, duties may include dealing with the incoming correspondence of your department, processing forms, writing and drafting letters, or giving all kinds of advice and assistance to the public—over the 'phone and across the counter. There are opportunities for promotion to Clerical Officer from the Clerical Assistant grade, and the promotion outlet for Clerical Officers is to Executive Officer.

Executive Officer duties are those which in some measure call for a display of the qualities of judgment, initiative, self-reliance and clear logical thought, within the general framework of these duties there is an extremely broad range of choice in the type of work which can be taken up. The normal career for a young entrant to the executive grade follows a route to the Higher Executive Officer and Senior Executive Officer grades, the best going beyond.

The grade of Administration Trainee includes selected staff from within the Service as well as candidates from outside. Entry is by success at the Civil Service Selection Board and the subsequent Final Selection Board. All Administration Trainees attend special courses at the Civil Service College and are streamed on the basis of a careful and vigorous assessment based on performance. Those who appear to have the potential to rise to at least the Assistant Secretary level are promoted to the grade of Higher Executive Officer (A), and, after further training and evidence of satisfactory performance in specially selected posts, are normally promoted direct to Principal.

Specialists in the Civil Service

Historically, the government has always relied on the advice and help of individuals who possess expert knowledge and skills. With the growing complexity and extent of government activity this reliance has

grown so that there are few areas of concern that do not demand specialist participation; as a result, all the major professions or disciplines, from accountant to zoologist, are represented in the Civil Service. The work of some professional civil servants arises from a particular departmental responsibility, for example, the examination of patents in the Department of Trade, valuation work in the Inland Revenue, and the drafting of legislation in the office of Parliamentary Counsel. Others, for example, architects, engineers and statisticians, are engaged on tasks similar to those in industry or commerce, but directed towards the needs of government.

Two of the largest groups of specialists, in the Science and the Professional and Technology Categories, work in the fields of science (17,000), carrying out mainly research and development work, often of a quality which has gained world-wide acclaim; and in the field of technology (41,000), where much of the work is concerned with providing and maintaining the wide ranges of complicated equipment and facilities which the Civil Service and the Armed Forces require.

Up to Under-Secretary level, most of the specialist groups have their own pay and grading structure related to the work they do. However, in line with the Fulton recommendation that specialists should play a greater part in the role of government, some are engaged in administrative work, either permanently or for limited periods. Thus, many civil servants find themselves working with colleagues from quite different backgrounds who are contributing their different experiences and skills to the solution of common problems.

At Under-Secretary level and above, in the world of the "Open Structure", both specialist and administrative posts share the same pay and grading system. They are all filled on the basis of the best man for the job, and many specialists will be found at these levels.

The location of offices

Most departments acting for Great Britain or for England and Wales have their headquarters in London, though nowadays Whitehall (the traditional centre of the Civil Service, near the Houses of Parliament) cannot accommodate them all. Some headquarters offices have been

dispersed from London and the present policy is to disperse existing offices to, and to set up new offices in, the Regions whenever this is practicable.

Several of the bigger departments (for example, the Department of Employment, the Department of Health and Social Security, Customs and Excise, Inland revenue and the Ministry of Defence) need to have local offices all over the country. The headquarters of the Scottish departments are in Edinburgh and the Scottish Office in London is in the main a Parliamentary and liaison office for co-operation with other departments in matters of common interest. The headquarter offices of the Welsh Office are in Cardiff, but there is a small Ministerial and Parliamentary office in Whitehall.

Methods of work

The following remarks and advice will probably help you sooner or later, whatever your job. More detailed advice and instruction will be given during your training.

The first thing that strikes many people, when they come into a government office for the first time, is the importance attached to papers—files, memoranda, written records of all kinds. Much of the work is, of course, done by telephone or by personal conversation, but you will find that anything important or new has to be recorded on paper, sooner or later; and in all probability a large part of your work will consist of dealing with papers, reading them and writing them.

You may think this is a slow and cumbrous way of doing things, but there are two reasons for it. The first is the Parliamentary system of government. Parliament has the right to inquire into any action taken by a government department, and a Parliamentary Question may be asked at short notice, perhaps a long time after the event, and perhaps in the absence of the civil servant who actually took that particular action. So that Parliament may get the information it requires, it is desirable that there should be a written record of the action and, as far as possible, of the reason for it. Secondly, the written record helps to preserve the impartiality of the Civil Service to the public. The Civil Service cannot, as a private business sometimes may, give one customer a bargain and make up for it by charging another customer extra; it has to deal with all on the same terms. Therefore, there should be a written record of what has been done so that it may be done again when the same problem arises. That does not mean that the Civil Service is bound by precedent. Very often there is no precedent; in other cases, it is clearly right to modify earlier policy. But this should be done, not by intuition, but deliberately, after consideration of what the previous practice has been.

Another thing that may strike you is that very few problems seem to be settled by one person alone; the papers may sometimes pass through several hands before a letter is answered or a decision given. This is partly due to the need for looking at the records (a job which is done by the junior staff), partly because very often a subject will concern more than one branch of a department. The process need not cause much delay and is essential if there is to be a consistent policy.

From the very first, you must be precise and fair in your work. You must fully appreciate the problem to be solved; you must then collect and check all the relevant facts and set them out clearly. Don't take anything for granted; there is always more than one point of view, and it may be dangerous to accept somebody else's statement without verifying it. Don't be lazy and try to pass off a guess as an accurate figure or statement; it may not be questioned, but if it is you must be prepared to justify it. If you see a snag, or a difficulty, or a point which you don't understand, don't ignore it in the hope that nobody else will spot it; it is your job to deal with it, or if you can't, to point it out to your chief. Whatever shortcomings civil servants may have, they must never be found wanting in this kind of honesty.

Moreover, you must be accurate. You must learn the importance of using words in their exact meanings, so that they convey, to somebody you have never seen, exactly what you intend to convey, and not something roughly approximating to it. If there is any ambiguity in your phrasing, somebody is sure to misunderstand; so say what you mean, simply and clearly. Keep your sentences short and avoid official-ese. Read *The Complete Plain Words*, a very useful book written by Sir Ernest Gowers and published by HM Stationery Office.

Having considered your problems fully, make up your mind what you think ought to be done. Unless the matter is clearly one of high policy, which will have to be settled by somebody very much higher than you, you should decide it yourself if it is a matter which you feel competent to settle. If not, always suggest a definite course of action. Your chief may not agree, but (whether he admits this or not) it will almost always help him to clear his own thoughts and make up his mind. If you suggest a letter should be written, draft the letter as you would send it. Always think ahead, carry the action as far as you can, and leave your chief with as little as possible to add.

In dealing with a member of the public, or with another civil servant, try to put yourself in the place of the other person, and think whether your answer (whether it is by letter, minute, telephone or interview) is going to satisfy him. Always be polite; don't be vague; answer the question you are asked and not some other question; and don't be obscure, or use phrases or references which you know the other person won't understand. If you have to turn down a request, make it as clear as you can why you are turning it down. Don't try to mask the responsibility for a decision and do try to explain how you have arrived at the decision. Nothing is more irritating than to be refused and not to know why.

Though accuracy is important and is never to be disregarded, don't sacrifice speed too much for accuracy. Deal with your work promptly; especially, see that letters are answered promptly. Even if a complete answer is impossible, it is better to send an interim reply than to be completely silent. There is very rarely any good reason for silence, and nearly always something that is worth saying, if you think it out with sufficient frankness and understanding.

Keep your desk tidy. However high you may rise, you should never lose the habit of tidiness, and never grudge the time you spend in keeping your papers in order. An occasional spell of more or less mechanical work on tidying-up will often help to clear your brain; and it will be all the clearer and more methodical in the important things if you are methodical as a matter of habit in the little things.

Deal with the urgent first; after that, deal with the others in their turn, and deal with them thoroughly. This sounds simple, but you will find that it is very easy to seem busy to other people, and even to deceive yourself into thinking you are very busy, by taking always the easiest things first. Resist this temptation. Moving papers around is not an end in itself. Your usefulness is measured, not by the number of papers you get rid of, but by the amount of constructive thought you have contributed. So take things in their turn and think them out fully, whether they are straightforward or complicated, and don't dither.

Occasionally, among the papers in your in-tray, you will find something which doesn't seem to be your concern. Find out whose business it is and send the paper on to the right person at once. Don't let the

paper remain in your tray. If you make this your drill, much delay will be avoided.

Use discretion in the inquiries you make, in this as in other things. Don't make them at an unnecessarily high level. If you want to know whether a division deals with a particular subject, it isn't usually necessary to ask the head of division. Always, before you trouble a senior officer, think carefully whether you could get the information you want from someone who is junior.

See that you understand your job. It may seem unimportant and pointless to you at first; but even the most routine job has its own importance and can be done with some degree of pride, if it is approached in the proper way. If you don't see the purpose of what you are doing, ask your chief and go on asking until you fully understand it.

Don't be shy of suggesting ways and means of improving the organisation of your job, or of doing it more rapidly or with less effort. You come to it with a fresh mind, and you may have some useful suggestions to make. But think them over very carefully first, and make quite sure that they are improvements and that you haven't, through inexperience, overlooked some obvious snag. Don't begin to criticise until you have learned the reasons behind the existing methods of doing things, and don't assume that every existing method is just 'red tape'.

Finally, in case all this good advice should have made you feel that an ordinary human being like yourself can never hope to be a successful civil servant, remember that everyone makes blunders sometimes and that even the worst of blunders doesn't always have such disastrous results as you may think at the time. But try not to make the same mistake twice!

Staff rules and conditions of service

The following is an outline of the main rules and conditions applicable to civil servants in general. Personnel management in each department is the responsibility of the Establishment Officer, and his staff usually include a Welfare Officer and a Training Officer. Each department has its own detailed staff rules. You will be told about them separately, and if you are in doubt on any point you should consult your senior officer.

Probation and trial period

New entrants to established appointments must complete satisfactorily a period of probation, normally one to two years according to grade, before their appointments are confirmed, but the conditions of service outlined below apply from the start. New entrants to unestablished appointments have to complete satisfactorily a corresponding period of trial service, and new entrants to period appointments may also be subject to a period of trial service. Anyone whose attendance, work, or conduct during a period of probation or trial service is unsatisfactory, will not be retained.

Pay

In all grades of the non-industrial Civil Service, women receive the same pay as men. Most civil servants are paid on scales of pay, with regular annual increases known as 'increments', though some are paid at fixed rates. In some cases, particularly for young entrants, pay is fixed according to age and an increment is given on one's birthday, but, more usually, the date of the increment is the anniversary of one's appointment to one's grade. On some scales, there is an 'efficiency bar', and advancement beyond that point depends upon capability to perform the full range of duties of the grade. All increments depend upon satisfactory service, and may be withheld for serious inefficiency or

misconduct; an increment already granted may be taken away again if the inefficiency or misconduct is sufficiently serious.

Salaries expressed as so many pounds per annum are usually paid monthly, in equal twelfths. Wages expressed as so many pounds and pence per week are paid weekly. Income tax and national insurance contributions are deducted before payment is made. You may also arrange to have deduction made from your pay to meet other contributions or subscriptions, for example to national savings schemes, or to benevolent funds, sports associations and certain insurance societies. The main funds and associations for which deductions may be made free of charge include the Staff Associations, the Civil Service Benevolent Fund, the Civil Service Insurance Society, the Civil Service Sports Council, the British Hospitals' Contributory Schemes Association (an 'umbrella' association allocating subscriptions as desired to individual hospital schemes in various parts of the country), the Hospitals Savings Association and the Hospital Saturday Fund, but there are many departmental arrangements as well. For certain other subscriptions, deductions from pay are allowed but a charge of 2½ per cent on the organisation concerned is made to cover the expenses of collecting the subscriptions.

Salaries for most grades in the non-industrial Civil Service are normally expressed in national terms, which are applicable to all areas except London, as defined below:

INNER LONDON: within a 5-mile radius of Charing Cross (King Charles I's statue)

OUTER LONDON: outside a radius of 5 miles but generally within a radius of 18 miles from Charing Cross.

Salaried officers employed in the London area receive their national salary and an addition (called London weighting). Weekly paid staff receive corresponding payments.

Hours of attendance

The hours you will work will depend on your office, your grade and whether your office has flexible working hours. You are expected to live within a reasonable distance of your office and to attend work regu-

larly. You will be told that you are 'conditioned' to a given number of hours of attendance a week. The number of hours will vary with your grade and office, but is most likely to be 41 in London or 42 hours elsewhere, inclusive of lunch intervals. 'Conditioned' hours are normally the minimum hours for which you are required to attend. The necessity for overtime working must always be approved in advance by a senior officer. If you are in a grade eligible for overtime payment, your overtime does not begin until you have worked at least your conditioned hours. (Unless you enjoy flexible working hours, when different conditions apply).

Overtime is not paid to members of the higher grades of the Service. Their hours of work cannot be exactly regulated by the clock but must depend on the amount of business to be done, so their rates of pay are fixed on the assumption that they will work any long hours that may be necessary, without extra payment.

Grades whose salary scale minima are not above the maximum of the Higher Executive Officer scale are eligible for overtime. The usual system of payment is by the hour at a rate based on the annual or weekly pay of the person concerned. Staff in grades with salary scale minima above the maximum of the Higher Executive scale, but not above the maximum of the Senior Executive Officer scale, may be eligible for a long hours gratuity for working regular excess hours. The conditions of payment attaching to your grade will be explained to you more fully if you have to work overtime.

Whatever your hours of attendance, don't waste time while you are on the job. See that you spend your time as fully as possible on useful work; if you are not kept fully occupied, tell your chief and go on telling him until you have had enough work to do. You must, of course, go slowly at first while you are being trained and learning your way around; but after that you will enjoy your job much more if you are kept busy and feel that you are pulling your weight.

Training and further education

Considerable resources are devoted to training which is given not only to increase the efficiency of the public service but also to assist an

individual officer with the development of his career. New entrants are given a period of induction training, which is normally followed by job-related training. There are courses designed to develop talents and to fit staff for service in a higher grade. Junior managers attend courses in their own departments; middle and senior management courses are held departmentally and at the Civil Service College. Each year, thousands of civil servants take external training courses, many of which are lengthy and may lead to a nationally recognised educational or professional qualification. Opportunities also exist for staff with an interest in economics, statistics, science or accountancy to obtain through bursary schemes the necessary qualifications for entry into the Specialist Groups. Bursaries are also available for studies in computing science. There are also opportunities for suitable staff to take up a variety of fellowships, many of which provide for overseas visits to study the administrative processes and problems of other countries.

The Civil Service encourages staff to take an interest in their further education. Young civil servants under the age of eighteen can attend day release courses which are designed either to build on the basic education they have received at school or they can be in subjects relevant to the young person's Civil Service career. Departments may provide some financial help for staff aged over 18 who, in their own time, wish to pursue courses in a wide range of subjects, generally leading to recognised qualifications.

Special paid leave may be given for example, to take examinations, or for course revision. Advice on aspects of further education provision is given by the Department Training Officer or Departmental Further Education Liaison Officer.

Staff Welfare

Civil servants, like everybody else, have to cope with the stresses and strains of living in a complex society, and they cannot easily leave their personal or domestic problems behind them at the office or workshop door. They may also meet personal problems at work; the kinds of problems that can arise whenever people are brought together. Should you have any difficulties or personal problems with which you would like to have some help, or which you would like to talk over in private with a specially trained and experienced person, full-time Welfare

Officers are available in all the larger departments; and in smaller departments there will be someone with a similar responsibility for staff welfare.

Many departments have funds from which they can give help in emergencies, and the services of the Civil Service Benevolent Fund are available to all civil servants through their local departmental representatives or the Welfare Officers.

Annual and special leave

Subject to the requirements of your department, you will be allowed leave each year, the amount varying according to your grade and length of service. The 'leave year' is not usually the same as the calendar year, and it may depend on your date of birth or the first letter of your surname. You will normally be required to take your annual leave within the 'leave year' to which it belongs, but up to 5 days annual leave from the next 'leave year' may be anticipated during the last month of a 'leave year' and up to 5 days may be carried over and taken at any time during the next 'leave year'. Within limits, you can take your leave whenever you choose, provided that you receive approval in advance; but, of course, everyone must not be away at once, the senior officers have first choice, and you may find that your plans have to be altered to fit in with theirs. And, at all times, the needs of the work must come first. If your office is too busy for you to have your leave at any particular time, or even for you to have it at all, you have no claim for compensation. But you may feel assured that you will not unreasonably be prevented from having your full amount of leave.

You may not take annual leave in lieu of sick leave, and you may not take annual leave immediately following a period of sick leave unless your doctor gives you a certificate that you are fit to return to duty. If you fall sick during your annual leave and immediately send a medical certificate to your department, the period of sickness will be treated as sick leave and not annual leave, and you will be allowed, if possible, to take that amount of annual leave later.

The whole Civil Service has the usual public holidays such as Christmas, Easter and Good Friday, and certain privilege holidays, up to a

maximum of 10½ public and privilege holidays in the year. In some departments it is necessary to have skeleton staffs on duty on these days. If you are required to be on duty on a public holiday, you will usually be allowed time off in lieu and/or a payment. For privilege holidays worked you may have time off in lieu.

You are expected to use your annual leave as far as possible for attending to your private affairs, but in addition to annual leave and public and privilege holidays, special leave with pay may be allowed in certain exceptional circumstances (for example, on marriage, on the death of a near relation, for urgent domestic affairs, for jury service, and for attendance at a Civil Service examination). Special leave is also granted within certain limits for absences connected with Whitley Council and trade union business. (Whitley Councils are described later in this handbook.)

Special leave without pay may be granted in exceptional circumstances at the discretion of your department. As a rule, it does not reckon as service for the purpose of increments on your scale of pay (your next increment will be delayed by a period equal to the period of the special leave) or for pension.

Sick leave

Staff may be granted sick leave on full pay, less any National Insurance benefit received, for up to six months in any period of twelve months. Thereafter, they may have a further period on reduced pay, subject to the deduction of National Insurance benefit in certain cases and to a maximum of twelve months' sick leave in any period of four years or less. After sick leave on full pay or half pay has been exhausted, pay may be allowed during any further sick leave at a rate not exceeding the amount of pension for which the civil servant would then be qualified if he were to retire, or at half pay if that is less.

If you are too ill to attend the office, you must make every effort to let your supervisor know as soon as possible why you are absent (preferably by getting someone to telephone him). You need not normally send a medical certificate for an absence of five days or less, but if you have more than one such absence during any period of twelve months,

not more than ten days in all during the period of twelve months may be taken as sick leave without a medical certificate. If your illness lasts for more than five days, you must send to your supervisor on the sixth day a medical certificate by a duly qualified doctor stating the cause of your absence (this information will be kept confidential), and further medical certificates must be supplied when your department asks for them, if your illness continues. In most cases the department will require a medical certificate weekly or fortnightly. The Civil Service Benevolent Fund, the Civil Service Medical Aid Association and the Post Office and Civil Service Sanatorium Society may be able to help you if you fall ill. You should obtain particulars about membership from your Welfare Officer.

Maternity leave

Except for those employed on a stated period appointment of less than 2 years, a woman who has completed 1 year's effective service and who is expected to return to the Civil Service after the birth, may be granted 3 month's paid maternity leave, to reckon against her normal sick leave allowance. Pay for the first 2 months will be issued on the normal pay days, but pay for the 3rd month will be withheld until the woman has returned to work and has rendered 3 months' effective service. In addition, staff may be allowed to take unpaid leave to the extent that this, together with any paid maternity leave, does not exceed a total of 6 months.

A woman who is absent from work because of pregnancy or confinement and does not qualify for paid maternity leave should be paid maternity pay for a period of absence of up to 6 weeks, even if she has resigned and does not intend to return to work in the Civil Service after her confinement, provided that she has at the beginning of the eleventh week before the expected week of confinement, given continuous service (including any unpaid leave) for at least 2 years and fulfils certain other conditions including having worked at least 16 hours per week or (after 5 years service) at least 8 hours a week.

A woman who is absent from work because of pregnancy or confinement has the right to return to work in the same grade and working the same hours at any time before the end of a period of 29 weeks beginning

with the weeks in which the date of confinement falls, subject to giving one week's notice of the day on which she proposes to return. She may also postpone her return for up to 4 weeks from the proposed date or from the end of the twenty ninth week period by sending the department before the due date a medical certificate of incapacity. A woman will not be entitled to this right unless she has at the beginning of the eleventh week been continuously employed for a period of not less than 2 years and also fulfils certain other conditions.

National Insurance

When you have paid sufficient insurance contributions, you will be entitled to draw sickness benefit; but to avoid unnecessary trouble for yourself and for your department, you will be invited to sign a voluntary undertaking not to draw sickness benefit but to draw full sick pay instead. If you prefer to claim benefit you may do so, but the amount of the benefit will be deducted from your full sick pay.

Contact with infectious disease

You need not stay away from the office if you have been in contact with a case of scarlet fever, measles, German measles (rubella), whooping-cough, chicken-pox or mumps, but you should report the facts to your supervisor as soon as possible. If you have been in contact with any other notifiable disease, you should ask your local doctor whether you should stay away from the office or not. If you have to stay away on his orders, or those of the local medical officer of environmental health during his investigation of an outbreak of infectious disease, you will be allowed leave with pay.

Health and safety at work

In accordance with the Health and Safety at Work Act, 1974, your department, like other employers, is responsible for ensuring so far as is reasonably practicable the health, safety and welfare at work of its employees and of other people who may be affected by its activities. You, like other employees, will also have a duty under the Act to take

reasonable care for your own health and safety and that of others who may be affected by your acts or omissions at work, and to co-operate with your employer in the discharge of his responsibilities. These matters will be more fully explained to you by your department.

Accidents

Any accident or injury on duty, however trifling it may appear at the time, must be reported to your Supervisor. You should give the names and addresses of any witnesses. Delay in reporting an accident may prejudice any claim which you may later decide to make. An accident or injury off duty must also be reported if it means that you will have to be absent from duty, or if it was due to negligence on somebody else's part.

First aid

If you are injured or taken ill during office hours, you will find facilities are available to help you. The position of the first aid room and details of first aid staff are shown on the notice boards.

Liability to transfer (mobility)

All civil servants at or above Executive Officer or equivalent level (even on initial appointment) to serve in any part of the United Kingdom or overseas and they may be called upon at any time to transfer from one post to another. In practice, however, extensive service overseas is usually required only in departments with major overseas responsibilities; for example, for diplomatic relations, defence (including building and construction work) and trade. Civil servants are not normally posted abroad before the age of 21.

In general, staff in grades below Executive Officer and equivalent level may not be compulsorily transferred to posts outside reasonable daily travelling distance of their homes. Exceptions to this may be found in certain grades, normally departmental, where the nature of the work requires staff to be moved from one location to another.

Travelling, subsistence, and removal and transfer expenses

If you have to travel on official business, you can claim repayment of your travelling expenses—first-class or second-class railway fare, according to your grade, bus fare, or a mileage allowance if you use your own car, motor-cycle or pedal cycle. This does not, however, apply to travel between your home and your office; you are expected to live within reasonable distance of your office and to pay your own expenses in getting there.

If you are sent on a journey on official business and have to be away from home overnight or more than five miles away from your office for more than five hours during the day, you are entitled to claim a subsistence allowance. The amount of the allowance varies according to your rate of pay and the length of your absence from home. Full details will be explained to you if you have to make a claim. The purpose of the allowance is to help you to meet the extra expense of being away from home; but it would be impracticable to measure the exact amount of the extra expenses in every case, so there are standard rates of allowance which you may claim.

If you are permanently transferred from one town to another in the interests of the Service and not purely at your own request or as a disciplinary measure, you will be paid reasonable expenses of removal if you have to move home. If you are on a differentiated scale of pay (ie a scale which attracts London Weighting—see page 18) a 'transfer grant' may be paid to compensate you for other expenses associated with the general upheaval of transfer. The grant varies in amount according to salary and according to whether you are single, married, or married with children at school.

The hostel needs of young civil servants coming to London are catered for by the London Hostels Association, 54 Eccleston Square, London SW1V 1PG. Hostel bookings are made through the Departmental Welfare Officer, who is always ready to try to help with living accommodation problems. The Bureau of Accommodation for Civil Servants (BACIS), which is situated in Standard House, London WC2N 5AL, helps civil servants to find rented accommodation in the Greater London area. There are also arrangements for cheaper midday meals for

staff under the age of 19, details of which will be provided by the Departmental Welfare Officer.

Annual reports, job appraisal reviews and career development interviews

A formal staff report of the performance of each civil servant, except those at the most senior levels, is made annually. Your supervisor will assess how you have performed each of your main duties and will give a marking for your overall performance. You will also be given markings for various aspects of performance, such as foresight, penetration, judgement, acceptance of responsibility, reliability under pressure, management of staff (where appropriate), etc. and the report will contain a judgement of your fitness for promotion. The report will be countersigned by a more senior officer, who will say whether he agrees or disagrees with a supervisor's judgement.

Any overall performance marking of 'Not quite adequate' or 'Unsatisfactory' (the lowest of a six-rated scale) will be communicated to you.

Although you will not normally see your annual staff report, you will probably have an annual interview (called a 'job appraisal review'), with the person who countersigns your annual report, in which you and the interviewer will discuss your progress during the past year and look to the future. The interviewer will be concerned primarily with your performance and how it can be improved. A job appraisal review is not an event in isolation; it is an extension of day-to-day management and supervision.

Many departments also arrange career development interviews, perhaps every four years or on request. At these interviews, you will be able to discuss your progress in your career and to influence its development.

Promotion

Promotions in the Civil Service, generally speaking, are made according to merit and not purely by seniority. The aim is to secure the

greatest possible efficiency in the public service, rather than to reward individuals for long and faithful service; to pick the very best person for the job, even though he or she may not be the most senior candidate. No promise of promotion is made to any one on entry to the Service, and no civil servant has the right to claim promotion at any specified time, but, of course, when other things are equal, seniority is naturally taken into account, and particularly so in promotions to posts where the work is of a routine character.

The final responsibility for making promotions rests with the head of the department; but in large departments where the head of the department cannot know personally the qualities of every member of the staff, promotions at all but the highest levels (eg, Assistant Secretary and above) are usually made on the advice of a promotion board consisting of three or four senior officers. The promotion board takes into account the annual reports mentioned above and may interview a number of the most likely candidates for promotion. (Candidates interviewed may claim travelling expenses and subsistence where necessary).

If you should ever see one of your colleagues promoted and feel that you yourself were better qualified for the job or that you have not been adequately considered, you will have the right to appeal. There is usually a time-limit for appealing. The procedure for considering appeals varies from department to department. If you are called to attend a fresh interview and wish to have a representative of your staff association or Whitley Council Staff Side with you, you will be allowed to do so. Indeed, you would be well advised to consult your staff association before you appeal, since the staff associations have long experience and know pretty well whether an appeal is likely to be successful. The majority are unsuccessful, because promotion boards do try to make their selection fairly in the first place, but this need never prevent you from appealing if you feel that a real injustice has been done.

Substitution

If someone in a higher grade is away for a while (eg on sick leave) and you have to do all his work, you may, if you do so initially for at least a

week, receive the pay of the higher grade in recognition of the fact that you are carrying the full responsibilities of the post. (In certain grades, substitution pay may be granted if you subsequently do higher grade work for two days or more). Although this does not rank as promotion—since substitution is performed by the person who happens to be on the spot and knows the job, without regard to the merits of others in the same grade elsewhere—you are paid as though promoted and this pay may be taken into account if you are actually promoted to that grade later on. When the officer for whom you have been substituting returns to duty, your pay at the higher rate ceases and you go back to your own job. Normally, for absences of less than a week, or if you have to take a share of the officer's work, you are expected to help without extra pay; similarly, if you yourself are away, someone else in your branch or section will be expected to help with your job so that you do not find all the work piled up and waiting for you when you return.

Retirement and pensions

Most civil servants belong to the Civil Service pension scheme, which is non-contributory, apart from a small contribution paid by men for widows' pensions (see below). The main categories that are excluded are part-time staff working fewer than 18 hours a week, casual staff, and staff with special pension arrangements.

A civil servant who retires on age grounds at age 60 or over, will receive a pension of 1/80th of his 'pensionable pay' multiplied by the length (expressed in years and fractions of a year) of his 'reckonable service'. 'Pensionable pay' is normally the amount of pay received in the last year of service, excluding overtime and certain allowances; 'reckonable service' is the length of service which counts for pension. Full-time service in the Civil Service normally reckons at its full length, and part-time service reckons pro-rata, for example, 5 years' service at half-time will count as 2½ years' reckonable service for pension purposes. Reckonable service can also include service 'transferred in' from a previous employment under a transfer arrangement, and 'added years' of pension credit bought by the civil servant by lump sum payment or periodical deduction from salary.

Civil servants may retire on reaching the age of 60, but (subject to an annual review of their efficiency) may continue in service if posts are

available. If they choose to retire to draw their superannuation benefits, they may, subject to the same proviso, be re-employed, possibly in a lower grade. Retirement at the wish of the department may take place at any age from 60 onwards.

Reckonable service is limited to 40 years for those retiring at 60, though up to 5 further years may be reckoned by those who stay in service after this age. Thus, the maximum annual pension for those who retire at 60 is one-half of pensionable pay, while for those who stay on until 65 it is 45/80ths of pensionable pay.

On retirement, a civil servant receives a pension calculated as explained above, together with a tax-free lump sum of 3/80ths of pensionable pay per year of reckonable service. For those retiring at 60, the maximum lump sum is 1½ years' pensionable pay, and 135/80ths of pensionable pay for those who stay on till 65.

A small deduction is made from Civil Service pensions to take account of the national insurance pension. This deduction applies from age 65 for men and 60 for women.

If a civil servant leaves the Civil Service before he retires, he may be able to transfer the pension rights he has earned to his new pension scheme. If he is unable to do this, or does not want to, he is awarded a preserved pension and lump sum—provided that he has completed at least 5 years' full-time or part-time service. The preserved pension and lump sum are calculated in the same way as an ordinary pension and lump sum, but are 'frozen' for him and brought into payment when he reaches the age of 60. When they are paid they are increased to compensate for the rise in the cost of living since the date he left the Civil Service.

If a civil servant has to be retired early for medical reasons, the pension and lump sum he has earned are brought into payment immediately, whatever his age. Moreover, a special addition (usually between 5 and 10 years) is made to his reckonable service, so that both pension and lump sum are bigger than if he retired in the ordinary way on age grounds. A civil servant may also be retired early for other reasons (for example, because of redundancy). When this happens, special compensation is paid in addition to the normal pension benefits. There is

also special compensation if the civil servant dies or has to retire because of an injury incurred in the course of duty.

For those who leave with less than 5 years' service, no pension or preserved pension is awarded. Instead there is a tax-free short service payment of 3/80ths of pensionable pay per year of service, provided they have at least 2 years' service. For those who are retired because of ill-health or redundancy, with between 2 and 5 years' service, special compensation is paid in addition to the short service payment.

As well as providing income for civil servants in retirement, the pension scheme gives protection for the civil servant's family if he dies in service. Whatever the length of service, a lump sum death benefit of at least one year's pensionable pay is paid. A husband or wife may be nominated to receive the death benefit; otherwise it goes to the beneficiaries of the civil servant's estate.

If a civil servant who has left with a preserved pension dies before it comes into payment, a death benefit equal to the preserved lump sum is paid.

All men civil servants are required to contribute for widows' pensions by a contribution of 1½% of salary. This is deducted automatically from pay and qualifies for tax relief. Bachelor civil servants who are still unmarried at retirement may be able to get these contributions refunded with interest. In return for these contributions a widow's pension is earned at half the rate of the civil servant's pension. If he dies after retirement, leaving a widow, she gets a pension of half his own pension; if he dies in service, her pension is half of what would have been his pension if he had retired on medical grounds. For the first three months after his death, the widow's pension is at the full rate of his pay (if he died in service) or pension (if he dies after retirement).

Pensions are also paid for dependent children of both men and women civil servants, and there are separate voluntary schemes for nominating handicapped children for life pensions and for allocating a part of the personal pension in favour of a spouse or other dependent.

Under the current provision of the Pensions Increase Act 1971, all pensions under the Civil Service pension scheme—retirement pensions, widows' pensions and dependants' pensions—are increased every year after they are brought into payment to compensate for the rise in the cost of living. Thus Civil Service pensioners are guaranteed that in times of inflation the real value of their pension will be maintained.

A booklet will be given to all new recruits, explaining the pension scheme in detail.

Rules of official conduct

Official secrets

The Official Secrets Acts of 1911 and 1920 provide that, if a civil servant communicates any document, information, etc., which he has obtained or to which he has had access in his official position to any person to whom he is not authorised to communicate it, he is guilty of a misdemeanour. You should specially note that this provision applies to a civil servant, even after he has retired or left the Service. You will be asked to read the relevant sections of the Acts and to sign a statement saying that you have read and understood them.

The chief purpose of the Official Secrets Act is, of course, to prevent spying by possible enemies of the country; and nobody is going to prosecute you for a breach of the Acts if you happen to mention to someone outside the Service some quite harmless and trivial domestic incident that takes place in your office, even though it is strictly speaking information to which you have access in your 'official capacity'. But you must be sure it is harmless and trivial. A piece of information may be confidential, even though it does not endanger the safety of the country, and in that event both the Official Secrets Acts and the tradition of the Service forbid you to talk about it. For instance, it would be one of the worst possible breaches of confidence for a civil servant in the Department of Health and Social Security to gossip outside about the assistance an individual is receiving. When in doubt—don't say it.

This applies to the unauthorised passing on of information to anyone—even to another civil servant. You must, of course, be especially careful about any disclosure which might lead to publication in the press or any other widespread publicity.

Later in your career, you yourself may wish to write an article for a magazine, or a book or play, or you may be asked to broadcast or appear on television using material which you may have acquired in

the course of doing your official job. There are special rules about the disclosure of official information in these circumstances.

Security

It is government policy that no-one in the Civil Service may be employed on exceptionally secret work if he is a Communist or Fascist, or has been sympathetic to or associated with Communism or Fascism, or is susceptible to Communist or Fascist pressure in such a way as might raise legitimate doubts about his reliability. Certain departments will not normally employ anyone who is thought to fall within this definition. In order to ensure the reliability of persons to be employed on exceptionally secret work, departments make special enquiries known as positive vetting. These enquiries are concerned not only with the sort of political sympathies or associations mentioned above but are also aimed at revealing any character defects which might be a potential risk to security.

Papers with a security classification (for example, those 'Secret' or 'Confidential') must never be left lying about in unoccupied rooms; lock them up, and be careful to keep safely any keys of safes or cupboards that may be entrusted to you. It is very easy to get into the habit of thinking that these precautions are a nuisance and don't matter much; that is what a careless motorist often thinks before a fatal accident. Safety first is the only rule.

Don't take secret or confidential material out of the office unless it is absolutely essential; and if you do, take very special care of it. If it is necessary for you to work on it at home you must first obtain permission to do so. Any loss of secret or confidential material must be reported at once to the head of your branch or section as well as to the police. The loss of an official pass is also a serious matter and might jeopardise measures both for the safety of staff and for the security of classified material by enabling an unauthorised person to gain access to a government building. Any loss, should, therefore be reported at once to your department. Loss of material or a pass may be treated as a disciplinary offence whether or not the missing item is found. Confidential official material found by the police is returned to the department officially and not to the individual who lost it.

Gifts, bribes and corrupt practices

You are not allowed to ask for or accept any gift or reward of any kind for any help or information given to the public on official matters, either inside or outside the office. This applies to hospitality as well as to actual gifts. Members of the public do not always realise how strict the Civil Service rule is on this matter; don't think, if someone older and more experienced than yourself offers you a present, or perhaps an invitation to lunch, for something you have done or could do in the course of your official work that it is probably quite all right to accept, but report the matter to the head of your branch or section. A civil servant who corruptly accepts any kind of gift or bribe, for himself or anyone else, as an inducement or reward for doing or omitting to do anything in his official capacity, is guilty of an offence under the Prevention of Corruption Act, 1906.

The rules about gifts do not, of course, apply to presentations by civil servants to their colleagues on marriage, retirement, etc.

Your Establishment Division will always be willing to advise you on how they would be applied in particular circumstances.

Use of official stationery and telephones

Official paper and envelopes must not be used for private correspondence. The use of franked official envelopes for private purposes is a serious offence. Most departments allow official telephones to be used for private calls if it is really necessary (all private trunk calls must be paid for), but you should avoid this, whenever possible; and you should also, as far as you can, avoid receiving private letters or telephone calls at your office address.

Outside influence

If you have a personal grievance of any sort in connection with your job, take it up with your trade union or direct with your chief or with the Establishment Officer of your department. These are the only proper methods of raising a personal grievance or claim. You should not write

direct to the Civil Service Department as the department responsible for settling the rules governing civil servants in general—the Civil Service Department will normally not answer any communication from an individual civil servant unless it is submitted through the department in which he or she is serving. And you must not write to any outside person and ask him to put in a good work on your behalf.

A civil servant, like anyone else, may write to his Member of Parliament about a matter of general interest—even about a matter which affects the Civil Service, so long as it is a general problem affecting others beside the writer himself. What you should not do is to attempt, by writing to a Member of Parliament or anyone else, to pull strings so that you may get a personal advantage over other members of the Civil Service—for example, so that you may be promoted in preference to someone else.

Discipline

Every civil servant holds his or her appointment at the pleasure of the Crown, which means that the Crown may dismiss him or her at any moment, without notice and without compensation. But in practice the Crown is bound to follow the Industrial Relations legislation which relates to unfair dismissal. A settled procedure has been laid down to ensure that neither dismissal nor any other serious punishment is given unfairly, hastily, or without due consideration of the civil servant's point of view.

The procedure is as follows:

- a. When a serious disciplinary charge (other than one which may give rise to criminal proceedings) is made against an officer, he is given, in advance, a written statement defining the charge and setting out particulars of the facts relied upon to support it.
- b. The officer is required to submit a written reply to the charge made against him, but in cases where there is conflict of evidence between the charge and the officer's written reply the officer may, if he so desires, represent his case orally.
- c. The officer, in such circumstances, has the right to represent his case orally before a suitable officer of his department other than

his immediate superior. In the case of departments with large provincial staffs, this officer will necessarily often be a local officer and not an officer from headquarters.

- d. In representing his case orally, the officer is allowed, if he so desires, to have the assistance of a friend or colleague (who may be a staff association representative).

If a department decides that a civil servant should be dismissed for an offence he has committed, he has the right to appeal to the independent Civil Service Appeal Board before the decision to dismiss him is implemented. In other cases involving penalties short of dismissal, such as reduction of salary or reversion to a lower grade, he has the right to appeal to the head of his department.

A civil servant may, at any time, be suspended from duty if the head of the department thinks that desirable in the public interest; he may be suspended, for instance, if he is arrested for any offence committed outside the office if he has civil or criminal proceedings taken against him, or while any charge of serious misconduct is being investigated. During suspension, pay may be withheld either wholly or partly, according to the circumstances, and provision is made for restoring pay as appropriate if a person returns to work at the end of the period of suspension.

Outside the job

Many employers ask no more of their employees than that they should do their jobs conscientiously and intelligently, and you may feel at first that the Crown as your employer cannot reasonably ask any more of you. But the Crown can, and must. Nobody wants to control your private life for control's sake, or to place unnecessary restrictions on what you do outside office hours. But in order that the public may have confidence in the loyalty, efficiency, and devotion to duty of the public's servants, there are some limitations and rules of behaviour which civil servants must accept, not only during the working day but outside it.

No-one has ever attempted to draw up a precise code of conduct applicable to all civil servants. One reason for this is that civil servants themselves jealously maintain their own professional standards. Another reason is that the Civil Service carries out many different jobs, each calling for standards of its own. Therefore, there are special rules for particular departments and particular staffs. But there are certain general principles which apply to all members of the Service. They are:

- a. the first duty of a civil servant is to give his undivided allegiance to the Crown at all times and on all occasions when the State has a claim on his services.
- b. though the Crown is, in general, not concerned with its servants' private activities, they must not be such as might bring discredit on the Service. For example, heavy gambling and speculation are to be avoided, particularly in departments which have access to information which could be turned into private gain.
- c. the high standard which the Service sets itself goes beyond the normal standards of personal honesty and integrity. The civil servant must not only be honest, but he must also be beyond the reach of the suspicion of dishonesty.
- d. civil servants who advise Ministers and carry out Ministers' policies are bound to retain a proper reticence in matters of

public and political controversy so that their public impartiality is beyond suspicion.

Outside occupations

The general rule is that you must give your full energy and attention to your official job, for which you are paid, during official hours. Civil Servants are forbidden to accept any part in the management of any society, firm or company which requires their attendance at any time during their normal working hours of normal working days; but this is only a minimum provision. A civil servant should not undertake any outside occupation which would in any way tend to impair his usefulness as a public servant, or which might in any way conflict with the interests of his department or be inconsistent with his position as a public servant. It is difficult to define more closely the sort of thing which is not permissible, but remember that, even though you yourself may know there is no real conflict of interest between your job and outside occupation, this may not be so obvious to the outsider. The only safe rule is to consult the Establishment Officer of your department if you can imagine anyone having any doubt at all about the propriety of the particular activity you are thinking of undertaking.

There are various special rules about different kinds of outside activity—for example, writing, lecturing, broadcasting, inventing—which are connected with the subject-matter of your job without actually being part of the job. The general principle here is that if you have made any use of official time, official papers, or official experience—and it is probably impossible to write or otherwise create anything that relates to your job without using at least the last of these, consciously or sub-consciously—you should tell your department about it and ask permission before going ahead with it; but, in general, you will find that, so long as you have not used confidential information or transgressed the rules about political controversy (see below), there is no intention of depriving you either of a fair money reward for your labours or of your fair share of credit for them.

You must, in every case, ask the permission of your own department before undertaking any work, whether paid or unpaid, for another government department, even if you are proposing to do it entirely in

your spare time. If it is paid work, you will have to tell your own department how much you are being paid for it. Similarly, you must ask permission before undertaking any form of service in any of the armed forces of the Crown.

Contracts, purchases and sales

No government contract may be given to a civil servant in the contracting department, or to any partnership of which he is a member, or any company of which he is a director (except as a nominee of the government); and no civil servant may accept a directorship (except as a nominee of the government) in any company holding a contract with his department, unless he has first disclosed fully to the head of his department the extent to which he is interested in the matter and the head of the department gives his approval.

You should in no circumstances deal in your official capacity with any matter affecting a contract, purchase or sale in which you are interested in your private capacity, for example, as a shareholder in the company concerned. If you should come into contact with any such matter, you should explain the facts to your chief and ask him to arrange for someone else to handle the case.

No private purchase may be made by the government from, and normally no private sale made by the government to, a civil servant, unless with the express sanction of the Civil Service Department. This does not, of course, apply to things which are normally on sale to the general public.

Private financial affairs

Civil servants are expected to conduct their private financial affairs in a satisfactory manner. Borrowing money from a junior officer could be regarded as a serious offence. Serious financial embarrassment, however it arises, is looked on as something which impairs the efficiency of a public servant and renders him less valuable than he would otherwise be; and, if it has arisen through imprudence or any other fault on the civil servant's part, he may find himself in trouble with his employing department.

A civil servant who holds or wishes to acquire a private investment which may conflict with the interests of his department should consult his Establishment Officer about the desirability of retaining or acquiring the investment.

A civil servant who becomes bankrupt, or otherwise seriously embarrassed financially, even though he is not involved in any legal proceedings, is expected to report the fact at once to the head of his department. If he has not acted discredibly, his bankruptcy will not, of course, be treated as a disciplinary matter, and indeed, the department may possibly be able to help by means of a benevolent fund whose purpose is to assist members of the staff in genuine misfortune. If, however, he has acted dishonestly or in any other discreditable way, disciplinary measures may be taken; and if there is any evidence that he has misused public money, he may be prosecuted by the department. A civil servant who is in serious financial embarrassment may not in any circumstances be employed on duties which involve the handling of public money.

In each department, there is a representative of the Civil Service Benevolent Fund. The Fund's aim is to relieve financial distress among civil servants and their dependants if they are in need because of long illness or some other unforeseen misfortune.

Arrest

A civil servant is required to report immediately to his department if he is arrested and refused bail. Conviction on any charge considered by the department to be of a serious nature may lead to dismissal from the Service.

Political activities

Until the end of the seventeenth century, it was not uncommon for a person who had begun by serving the Sovereign in a humble capacity, as a civil servant, to rise to be the Minister in charge of a department; there was no firm barrier between civil servants and Ministers. But, after the Glorious Revolution in 1688, it was considered advisable that

the Sovereign's influence over Parliament should be diminished, and the Act of Settlement, 1700, contained a provision disabling any person who held an 'office of profit' (ie paid appointment) under the Crown from sitting in the House of Commons. This prohibition was later modified, and Ministers and holders of certain other 'offices of profit' under the Crown are now allowed to sit in the House; but, as a general rule, civil servants are still excluded, and if a Member of Parliament should become a civil servant his seat in Parliament would automatically become vacant.

There are rather different rules governing the position of a civil servant who wants to become a Member of Parliament. By Order-in-Council, no civil servant, except members of industrial and minor and manipulative grades, may issue an address to electors or in any other manner publicly announce himself or allow himself to be announced as a candidate or a prospective candidate for Parliament until he has resigned or retired from his Civil Service employment. The reasons are plain. You cannot be a member of Parliament and at the same time remain a disinterested and impartial servant of Parliament. The Member of Parliament must be free to speak his mind about the government of the day and to criticise its actions as and when he thinks fit; the civil servant cannot have such unrestricted freedom.

On the same grounds, there have to be restrictions on the other political activities in which a civil servant may take part even if he is not thinking of standing for Parliament. The rules which have been laid down have been designed to achieve as fair a balance as possible between two important, conflicting, principles. The first is that it is desirable in a democratic society for all citizens to have a voice in the affairs of the State and for as many as possible to play an active part in public life. The second is that the public interest demands the maintenance of political impartiality in the Civil Service and confidence in that impartiality as an essential part of the structure of government in this country.

The national political activities which are subject to rule are: adoption as a Parliamentary candidate; holding in party political organisations offices impinging wholly or mainly on party politics in the national field; speaking in public on matters of national political controversy; expressing views on such matters in letters to the press, books, articles or leaflets; and canvassing on behalf of a Parliamentary candidate.

In the local political field, the activities which are subject to rule are: candidature for, or co-option to, local authorities; holding in party political organisations offices impinging wholly or mainly on party politics in the local field; speaking in public on matters of local political controversy; expressing views on such matters in letters to the press, books, articles, or leaflets; and canvassing on behalf of candidates for election to local authorities.

Clearly, not all civil servants need be subject to the same rules. It is more important that there should be no breath of suspicion of political bias in some officers (for example, officers who deal with policy matters or who could have contact with Ministers or the public, in Social Security offices, for instance) than in others. Therefore, for the purpose of laying down the political activities in which a civil servant may take part, the Civil Servant is divided into three groups.

The first group—'the politically free'—is composed, broadly, of the industrial, minor, and manipulative grades. Civil servants in this group are completely free to engage in all political activities, both national and local, provided that they observe the Official Secrets Acts and confine their activities to times when they are not on duty, or in uniform or on official premises. They may stand for Parliament but to avoid legal complications, they are advised to resign before nomination day. Any who resign in these circumstances and are not elected will, on application within a week of declaration day, be reinstated in their previous capacity. A civil servant in this group successfully elected to Parliament would, of course, be required to resign from the Civil Service if he had not already done so before nomination day.

The second group—'the intermediate group'—includes, among others, the typing and clerical grades. Civil servants in this group are eligible for permission to take part in all activities except Parliamentary candidature, subject to their acceptance of a code of discretion putting certain limitations on the extent to which and the manner in which they can express views on governmental policy and national political issues generally.

Finally, the smallest group of the three—'the politically restricted'—covering all those civil servants who are not in the other two groups. They are debarred from taking part in all activities defined

as national political activities. But they are eligible, again subject to the acceptance of a code of discretion, to seek permission to take part in local government and political activities in the local field.

It should be added that certain departments (for example, the Department of the Environment and the Department of Health and Social Security) in close contact with local authorities, have for obvious reasons, special rules with regard to local political activities.

None of the rules, of course, means that you may not have your own private political opinions, that you may not vote at an election or even that you may not belong to a political party. But the very nature of a Civil Service job does require that civil servants should have certain restrictions placed upon their political activities which other citizens do not have. It makes no difference, of course, which political party you adhere to; the party which forms the government to-day may be in opposition next year or next week.

If you have any doubts as to the political activities in which you may or may not take part, the safest plan is to consult the Establishment Officer of your department.

Membership of trade unions

Since about the beginning of this century, the right of trade unions to present claims on behalf of their members has been generally recognised in the Civil Service. When a claim affects members of one department only, it is presented to that department; where it affects a whole grade throughout the Service, or indeed the whole Service, it is presented to the Civil Service Department, the co-ordinating department. Moreover, when a trade union can show it has in its membership a substantial proportion of the total strength of any grade, it may be officially 'recognised' as representing that grade, either nationally or in a particular department. This means that the Civil Service Department, or the particular department concerned, will normally consult the trade union before introducing any appreciable change in the conditions of service of the grade, so that the trade union can say what the staff are likely to think about the change; as far as possible, changes will be made by agreement with the trade union; and in the event of disagreement on any proposal or claim affecting pay or certain similar matters, the trade union will have the right (subject to the terms of the Civil Service Arbitration Agreement) to seek a binding ruling from the Civil Service Arbitration Tribunal, an independent body established to settle such disagreements.

It is the responsibility of departments to give all new entrants to the Civil Service, soon after appointment, information regarding their terms and conditions of employment. Civil servants are free, and they are encouraged, to belong to any trade union which will admit them under its membership rules. Information about the trades unions with representatives in your department can be obtained from your Establishment Division.

Besides being a good thing for the individual civil servant to belong to a trade union, which can support him in his reasonable claims and put his point of view before the authorities on all kinds of questions affecting his conditions of service, it is also a good thing for departments and for

the Civil Service as a whole that civil servants should be strongly organised in representative bodies. It is only common sense to meet the wishes of the civil servant about his conditions of service as far as possible, for contented staff will work much more efficiently than staff who feel that their interests are being completely ignored by the management. It would be hopeless to try to find out the wishes of a scattered, unorganised body of individual civil servants, each of whom might express a different view. When they get together in representative trade union, their collective wish can be democratically determined and passed on to the management with real force and agreement behind it; the management know where they stand and can act accordingly.

So join a trade union and do your bit to see that it is a 'live' and representative one.

Besides the method of negotiation through separate trades unions for different grades, there is in the Civil Service another method known as the Whitley system. This was introduced as the result of recommendations made in 1917 and 1918 by a committee under the chairmanship of the Rt. Hon. J. H. Whitley, MP. A Whitley Council in the Civil Service is a joint body, consisting of representatives of the Official Side, (the heads of departments and other senior civil servants who are part of the management), and the Staff Side, (the principal trade unions representing the rank and file of the staff). There is a National Whitley Council covering the whole of the non-industrial service, and there are Departmental Councils in nearly every department. For industrial civil servants there are separate councils on the same principle.

The general object of these councils is "to secure the greatest measure of co-operation between the State as employer and the general body of civil servants, with a view to increased efficiency in the public service combined with the well-being of those employed; to provide machinery for dealing with grievances; and generally to bring together the experience and different points of view of representatives of the different Civil Service classes".

Their functions include:

providing the best means for utilising the ideas and experience of the staff;

providing means for securing to the staff a greater share in, and responsibility for, the determination and observance of the conditions under which their duties are carried out;

determination of the general principles governing conditions of service;

encouragement of the further education of civil servants and their training in higher administration and organisation;

improvement of office machinery and organisation and provision of opportunities for the full consideration of suggestions by the staff on this subject;

proposed legislation, so far as it has a bearing upon the position of civil servants in relation to their employment.

In many departments, committees have been set up to receive suggestions from the staff. So, if you have an idea that might lead to more efficient working, or to staff or financial savings, you can send it to the Staff Suggestions Committee.

The Whitley Councils have worked well and their effect on the Service is generally agreed to have been good. They have made possible frank and responsible joint discussion on the widest issues affecting all members of the Service, and they have developed a healthy spirit of co-operation and understanding by each side of the other's difficulties. Whitleyism is "a spirit, as much as a piece of machinery". It is up to you, by taking an interest in it and keeping it alive in your own office, to carry on its successful working.

As a civil servant, you belong to an interesting and a useful profession. What has been said in this handbook only scratches the surface of it; the rest you will find out gradually, by training, by experience, and sometimes, no doubt, by your mistakes. Good luck to you in your career in the service of the public.