

**Efficiency Unit:  
Career Management and Succession Planning Study  
(Oughton report)  
1993**

**Attached are:**

The Contents Pages  
The Executive Summary,  
The List of Recommendations, and  
Annex D (Statistics).

*Please email Martin Stanley (68rtsw8@gmail.com) if you  
would like to any other content.*

# CONTENTS

## CHAPTER

<i>Executive Summary</i>	1
<i>List of Recommendations</i>	7
<b>1</b> <i>Introduction</i>	13
<b>2</b> <i>The Context</i>	15
<b>3</b> <i>The Requirements of the Job</i>	22
<b>4</b> <i>Current Systems</i>	30
<b>5</b> <i>Private Sector Practice</i>	38
<b>6</b> <i>Developments Required</i>	43
<b>7</b> <i>Terms of Employment</i>	69

## ANNEXES

<i>A Terms Of Reference</i>	85
<i>B Team Members and Panel of Advisers</i>	87
<i>C Interviews</i>	88
<i>D Statistics</i>	92
<i>E P-E International Questionnaire Survey</i>	105
<i>F Senior Open Structure Core Criteria</i>	109
<i>G Typical Career Management and Succession Planning Systems</i>	110
<i>H Personnel Management Procedures for the Senior Open Structure</i>	112
<i>I Other Countries</i>	119
<i>J Approaches to Delegation, Decentralisation and Geographical Dispersal</i>	126
<i>K The Use of Employment Contracts in Selected OECD Countries</i>	128
<i>L Exit Policies</i>	138

# EXECUTIVE SUMMARY

The report was commissioned to consider the policies and practices for ensuring the adequate supply of suitably qualified people to fill senior posts in departmental headquarters, Agencies and Executives, whether from internal sources or after open competition.

The study has examined current arrangements in Departments for identifying and developing those with potential, for appointing to top posts, and the tenure under which staff are currently employed. An extensive interview programme and survey was conducted seeking views from, and information on the background and experience of, all staff in Grades 1-4, a cross-section of postholders in Grades from 5 to Senior Executive Officer, and all Administration Trainees, Higher Executive Officers (Development), and fast-stream specialists. Over 4,000 people participated. Information was gathered on current private sector practice, and interviews conducted with private sector Chairmen/Chief Executives, and Heads of Personnel. Views were obtained from Ministers and other MPs. The study examined current practice in the public service in a range of OECD countries.

## THE CIVIL SERVICE CONTEXT

The report confirms the importance of the key Civil Service principles:

- fair and open recruitment;
- promotion through merit;
- integrity, objectivity and impartiality; and
- a non-politicised Civil Service.

The study found strong support for the enduring validity of these principles.

It describes the current context. Structural reform is occurring through privatisation, the “Competing for Quality” (contracting out/market testing) initiative, and the creation of Agencies. They are bringing changes in the way work is organised, with a particular emphasis on effective outputs, and in the qualities and skills required in the Civil Service. Work to determine core criteria for Senior Open Structure posts suggests that some skills—for example leadership, team building, contract management—are being given greater emphasis than before alongside “traditional”

Civil Service qualities. The report concludes that the Civil Service requires the range of skills needed in any large organisation; and in particular adaptability and long-term corporate knowledge are as important to effectiveness in the Civil Service as elsewhere.

## **CURRENT SYSTEMS AND THEIR DEVELOPMENT**

### ***Communicating with Staff***

Departments have systems, of varying degrees of sophistication, for identifying and developing talented staff. But the study has found that information on career management and succession planning policies and practices is not made sufficiently available. Staff naturally want to know how their performance is regarded by their employer and what their prospects are. Equally importantly, staff want to know how the personnel systems which affect them are intended to work and how Departments plan to tackle structural issues such as promotion blockages. Without regular communication it will be very difficult to maintain the motivation and loyalty of staff, and to retain them.

### ***Empowering the Individual***

Departments and Agencies have been given significant delegations and flexibilities over pay, grading, recruitment and personnel management. The report concludes that the balance between central control and the recent delegations is about right. But it says that Departments which have not already done so should develop and issue a statement of personnel policy to provide the framework needed so that those flexibilities can operate effectively and that all Departments should aim to sustain the level of communication which people have made clear they require. It is right to encourage individuals to take greater responsibility for developing their own careers, and to provide them with the mechanism to do so, within the framework of departmental needs. But this approach will be seen as credible only if Departments also tell individuals what they most value by way of skills, qualities and experience when they decide who to promote. Only in this way will individuals be able to fashion their careers in an informed way.

### ***Recruiting the Talent***

The study concludes that the Civil Service needs to have as many avenues available as possible for recruiting staff. In this context, the study recommends that arrangements for fast-stream selection should be reviewed again to take account of the skills and qualities now needed by the Civil Service and to ensure that they are effective in



encouraging enough of the right people to apply. Overall, selection arrangements, development and appraisal systems must ensure that the right people are identified for advancement irrespective of their entry route. They must then be given the opportunity to develop expertise in depth and acquire both policy and operational experience, including the management of contracts, budgets and staff. Also, the opportunity to give staff private sector experience through secondments and attachments should be pursued with vigour.

#### *Achievement*

In appraisal more emphasis must be placed on proven achievement, rather than on the range of posts held. Over 60 per cent of the Senior Open Structure have been in their current posts for 2 years or less. Staff should remain longer in post to provide them with the opportunity to demonstrate achievement. This may restrict the flexibility to post individuals to jobs when particular requirements arise. But the report concludes that there has been too much emphasis on breadth of experience and not enough on depth.

#### *Filling Senior Posts*

The report recommends more structured rules for filling senior posts. The clear evidence of the private sector is that developing staff from within is right in most cases; recruiting from outside necessarily involves higher risk as well as expense. But an organisation must ventilate its top structure, to bring in people with necessary new skills and expertise and to achieve cultural change when needed. Departments must ask themselves what skills and experience are needed in each post (the core criteria profile), what talent is available from within and, even if the supply pool is adequate, whether it would be even better to go outside. These questions should be addressed in the case of every appointment. In future it should be accepted that *any* senior post could be advertised internally or openly advertised and competed, not just Agency or specialist posts. A procedure will be needed to review how Departments put this into practice, and the results should be reported centrally and published. The Senior Appointments Selection Committee should fulfil this role, but its membership should be reinforced to include at least one private sector member and, as soon as possible, at least one woman member.

#### *Furthering Equal Opportunities*

Equal opportunities should be further encouraged by appointment of a high-level adviser or panel to report to the Head of the Home Civil Service on ways of improving

the recruitment and development of high quality people from less well represented groups. There should be greater use of university fellowships for ethnic minorities, and the progress made towards benchmarks which progressively monitor the progress of ethnic minorities and people with disabilities should be published in Departments' annual reports.

## **TERMS OF EMPLOYMENT**

### *What the Civil Service Needs*

The terms of employment in the Civil Service must satisfy a number of conditions. They must:

- ensure appropriate reward for those performing to the appropriate standard or better;
- provide for Departments to address poor performance and manage removal on acceptable terms; and
- allow Departments to exercise sufficient control over the staffing of their organisations and early retirement options so that issues such as structural blockages can be addressed;

while at the same time they must:

- avoid an unacceptable degree of instability; and
- protect the Civil Service from politicisation in decisions on appointments and releases.

### *What Happens Now*

The report describes current arrangements, as set out in the Civil Service Management Code. These amount to a contract of employment. Contrary to popular belief, they do not provide for guaranteed tenure to retirement age; there are existing regulations to cover early release from the Service, on inefficiency, redundancy or structural grounds. Between 1987 and 1992, out of 408 who retired from the Senior Open Structure, 211 people left early for a variety of reasons, both voluntarily and compulsorily; 197 people left at normal retirement age. But current exit provisions can be inflexible: they do not always allow Departments to tailor terms to provide the most appropriate incentives.

### *What Others Do*

The study examines types of contract and how they are used both by foreign Governments and by the private sector in the UK. Some foreign Governments, as in Scandinavia, use contracts to allow for higher salaries; some, such as New Zealand, also use them because they believe that they encourage good performance and facilitate early exits. Also in New Zealand contracts are linked to performance agreements between Permanent Secretaries and Ministers.

The study found that in the UK private sector, contracts are more often used at senior levels to increase rather than to decrease security of tenure and to protect the organisation from unethical or predatory behaviour. Fixed-term contracts are hardly used, except for specific short-term appointments, and are much disliked both by employers and those employed in this way. Contracts for an unlimited term but with a specific notice period are widely used; but the most common form—used by 90 per cent of companies surveyed—is a rolling-contract where the period of contract is renewed each year. The policy of fixed-term contracts for Agency Chief Executives should be re-examined against the background of this evidence.

### *Changes Needed*

The report concludes that performance and achievement are the key factors which should determine continued employment and progress within an organisation. Contract terms in the Civil Service must be sharpened to reflect this. The study concludes that the Treasury should work up proposals for modifying terms of employment for the Senior Open Structure, which would safeguard against politicisation and which would strike an appropriate balance between risks and rewards. The report considered whether it would be sufficient for everyone in the Senior Open Structure to sign an agreement that he/she acknowledged the right of the employer to require early release on the grounds set out in the Civil Service code: inefficiency, limited efficiency, redundancy or on structural grounds. But, the study team concluded that this would not be appropriate. A further change in employment terms is necessary. The costs and benefits of any changes must be assessed. Different contract models are considered in the report; the study team's own view is that there should be a contract of an indefinite term but with a clear specific period of notice. This work on contracts should be considered alongside recommendations from the Senior Salaries Review Body. In addition exit policies should be developed to provide more freedom and flexibility to Departments to target packages to individuals. Outplacement help should be considered as a matter of course. Together, these changes in terms of employment would represent a significant shift towards what is normal employment practice elsewhere.



## CONCLUSION

The report makes recommendations in three main areas:

- current management systems, where the proposals are designed to provide a better basis for identifying, training and developing individuals to ensure a pool of supply for senior posts;
- present selection and appointment procedures for staff filling Senior Open Structure posts, where, as in the private sector, developing staff from within is right in most cases but there is likely to be a greater use of open advertisement and competition; and
- existing terms of employment, where the recommendations will alter the risk/reward balance for senior posts, and make more explicit the notice period in employment.

In this last area the key judgment for the study was whether existing terms and conditions could achieve these objectives, perhaps with further exhortation from top management to use the tools available, or whether an explicit change to sharpen contract terms was necessary as a signal of management intent. The study concludes that there is case for change, that the costs and benefits and remuneration implications need to be further examined and that the results of that further work should be taken forward as a package.

Taken together, the proposals should protect the strengths of the Civil Service. They should improve current procedures and practices to ensure that the best people really do wish to join a Civil Service which provides attractive careers for those who seek them, with opportunities to gain experience and development to fill senior posts. Finally, they should provide for further development of terms of employment taking account of practice outside the Civil Service, and which provide for a more realistic balance between risks and rewards.

# LIST OF RECOMMENDATIONS

## 2 : THE CONTEXT

*The key principles of recruitment through fair and open competition, promotion through merit, the emphasis on integrity, objectivity and impartiality, and non-politicisation as the foundation for a permanent Civil Service continue to remain valid and should be preserved.*

## 3 : THE REQUIREMENTS OF THE JOB

*There should be more explicit criteria for the selection, appraisal, development and promotion of staff at Grade 3 and above, and the Cabinet Office should ensure that these are built effectively into the relevant processes over the next year.*

## 6 : DEVELOPMENTS REQUIRED

*Each Department which has not issued a personnel policy statement should do so within the next 12 months. In the same timescale all Departments should review the degree to which they currently communicate with staff about their prospects, the career management and succession planning processes and how these are affected by organisational issues, and ensure that in future information is given to staff on all of these points.*

*The Treasury and the First Civil Service Commissioner should jointly arrange for a further review of the recruitment arrangements for the fast-stream entry, to report with recommendations in 1994. This review should determine how far these arrangements need to be adapted to reflect the more explicit criteria for the Senior Open Structure, and whether they need to be revised to ensure that sufficient people with the right qualifications and aptitudes are attracted to the Civil Service.*

*Each Department should establish a process for identifying within the next two years a specific scheme to provide opportunities for staff with high potential on fast-stream and Management Development*



*programmes to gain extended first-hand experience of front line service delivery and of managing more than a handful of staff or a small budget.*

*Departments should give continued priority to schemes which provide for interchange between the Civil Service and other sectors, and should ensure that clear objectives are set for such exchanges. The Cabinet Office should provide for more exchange of information between Departments on different programmes run across the Civil Service.*

*The Cabinet Office/Office of Public Service and Science and the Treasury should review their arrangements for giving their staff experience in other Departments, to ensure that at Grade 7 and above a majority of their staff have such experience or other relevant outside experience.*

*The Cabinet Office should specifically review each year in the annual succession planning bilaterals the need for movement between Departments for those with potential from Grade 7 upwards, and should advise and assist Departments in achieving the necessary degree of interchange.*

*Departments must demonstrate that selection for promotion is based on achievement. They should, therefore, set an objective over the next five years to increase the time which staff at Grade 5 and above spend in individual jobs, and make clear that achievement and depth of experience, as much as breadth, will count in assessment for promotion. They should collect information on the current position and review progress each year.*

*Departments should introduce career anchors under which staff by Grade 5 level at the latest would nominate one or two functions or areas of work to which they would expect to return in the course of their careers. Departments in consultation with the Cabinet Office should review how to introduce career anchors and develop pilot programmes for bringing them into operation, taking into account the preferences of the individual, the needs of the Department and the Civil Service as a whole.*

*Departments must ensure that for appointments to posts at Grade 3 and above, decisions are made taking into account the implications for the balance of skills, qualities and experience in the team in which each individual will be working.*

*The Cabinet Office should immediately revise the procedures for filling posts at Grade 3 level and above so that Departments must address for every appointment the case for internal departmental advertisement, advertisement across the Civil Service or full open competition. In doing so, the criteria identified in paragraph 6.32 of this report should be addressed. Departments should justify each case in seeking Cabinet Office agreement to individual appointments.*

*The Head of the Home Civil Service should arrange each year for the Senior Appointments Selection Committee (SASC) to review the overall Civil Service record in opening up vacancies to internal competition, across Departments and to full open competition, and should report on the results annually in the Cabinet Office departmental report. SASC should set a strategy which requires Departments to ensure the right blend of internal and external talent required by the Civil Service.*

*The Head of the Home Civil Service should broaden the membership of SASC to include at least one member from outside the Civil Service and at least one woman member.*

*Departments should encourage the greater use of existing schemes to offer regional career development opportunities between Departments. Departments should set up schemes where they do not currently exist.*

*The Head of the Home Civil Service should appoint a senior equal opportunities adviser or advisory panel to advise him on steps to be taken to improve the representation in senior management positions of people from an ethnic minority background and people with disabilities.*

*Departments should examine the potential for expanding the use of Windsor Fellowships and other means of encouraging more of the best of the ethnic minority community to consider the Civil Service as a career. The formal programme of links between Permanent Secretaries and all universities should be used to encourage potential recruits.*

*Permanent Secretaries and Agency Chief Executives should report on progress on equal opportunities in relation to senior posts in their annual reports.*

## **7 : TERMS OF EMPLOYMENT**

*The Treasury should work up proposals for alternative contract terms of employment for the Senior Open Structure, so that the costs and benefits can be assessed, which would safeguard against politicisation but which would strike an appropriate balance between risks and rewards. The range of contract models is described in the study. We recommend a contract of indefinite term but with a clear, specific, period of notice. Because of the potential implications for pay and pension terms, the results of this work should be considered alongside recommendations from the Senior Salaries Review Body.*

*The Next Steps project manager should review the extent to which fixed-term contracts will continue to meet the requirements for recruiting appropriate people as Next Steps Agency Chief Executives, and within 12 months should institute any changes necessary to ensure an adequate supply of candidates is attracted from outside.*

*The Cabinet Office should, as part of each year's succession planning bilateral discussions, review with Departments whether they have properly addressed in relation to all their senior staff the case for the use of the early retirement and early release provisions currently available.*

*The Treasury should give Departments more discretion within sensible cost controls to construct varied compensation packages likely to encourage some senior staff to leave early, to help solve structural problems and improve overall performance.*

*Departments should as a matter of course offer outplacement help to those they wish to encourage to leave early.*

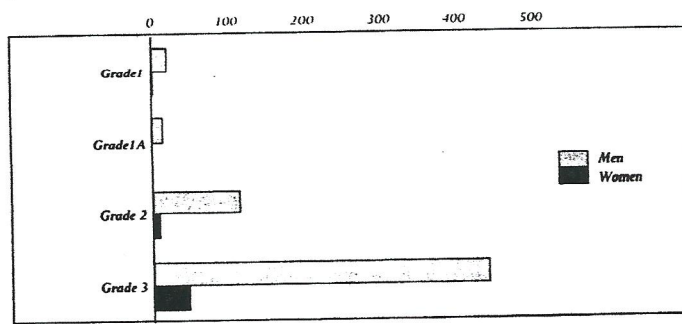
## Annex D

# STATISTICS

*NOTE: data for the following graphs was obtained from HM Treasury and OPSS databases, and from the Career Management and Succession Planning (CMSP) Survey carried out by PE International, October 1992.*

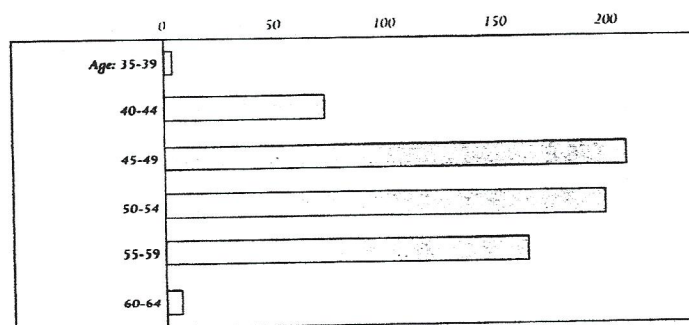
### GENERAL STATISTICAL INFORMATION

**Graph 1** *Size of Senior Open Structure (SOS), by grade and by gender, as at 1 April 1993. (Source: SOS Database, SSI Division OPSS, PMS Division, HM Treasury)*



The total number of people in the SOS at 1 April 1993 is 653 (this includes those on secondment to non-Civil Service organisations). Of that total, 60 (or 9.2%) are women. There are two Grade 1 women.

**Graph 2** *Age structure of SOS, as at 1 April 1993. (Source: SOS Database, SSI Division, OPSS)*



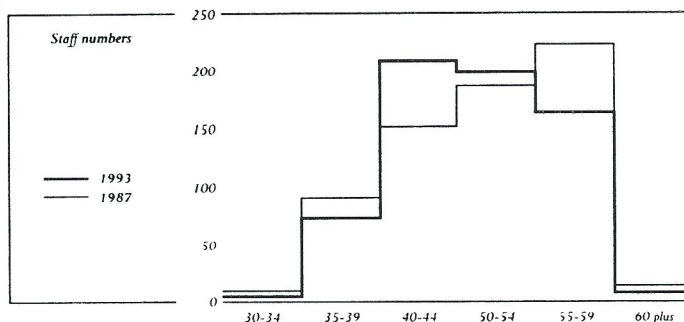
While the age structure of members of the SOS follows the expected bell shape, there is an imbalance in the structure in favour of the older age bands. 57% of SOS members are in the 50+ age bands. However, the age structure of the SOS has become younger over the last five years. Graph 3 below compares the age structure of the SOS in 1993 with that in 1987 (the figures do



not include period appointees). The change is most obvious in the 55-59 age band. Looking at the age structure of the SOS fast-stream generalists, main stream generalists and specialists over the period 1987 to 1993, it is apparent that there were marked falls in the numbers of 55-59 years old for the last two categories.

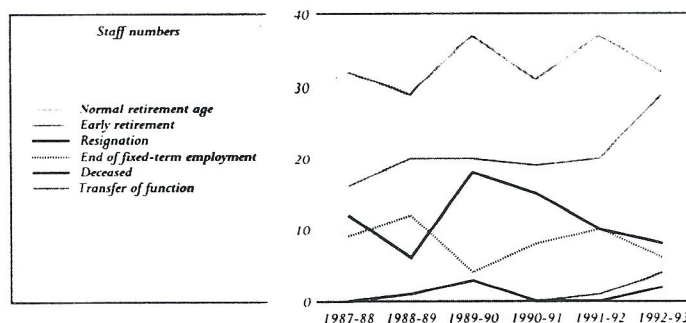
**Graph 3** Age structure of the SOS: comparison of 1987 with 1993.

(Source: SOS Database, PMS Division, HM Treasury)



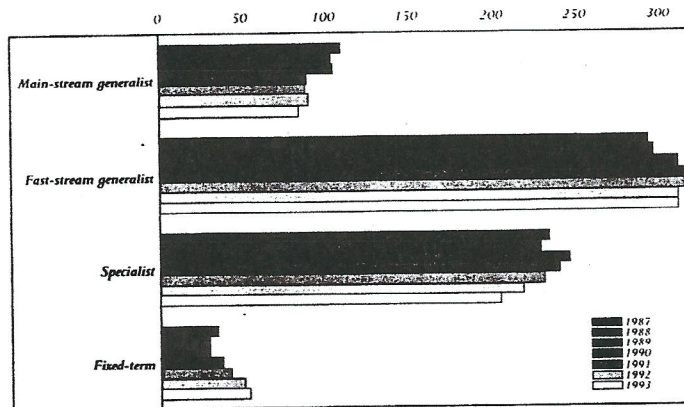
**Graph 4** Method of leaving the SOS, 1987 to 1993 (part), as at 1 April 1993.

(Source: PMS Division, HM Treasury, SOS Database, SSI Division, OPSS)



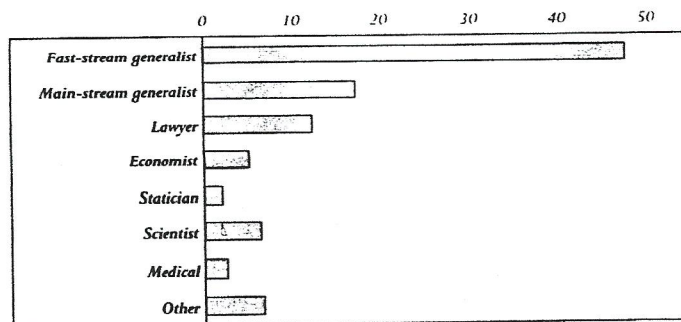
The number of SOS members leaving due to reaching the normal age of retirement has shown a steady trend. Early retirement (as defined) has increased since 1987, most markedly in the last year. Resignations have steadily decreased since 1990. Over the period 1987/88 to 1992/93, 52% of those SOS members who left the SOS, left due to reaching the normal age of retirement (as defined), and the 48% left in the other ways described above.

**Graph 5** Area SOS members recruited from 1987 to 1993.  
 (Source: SOS Database, PMS Division, HM Treasury)



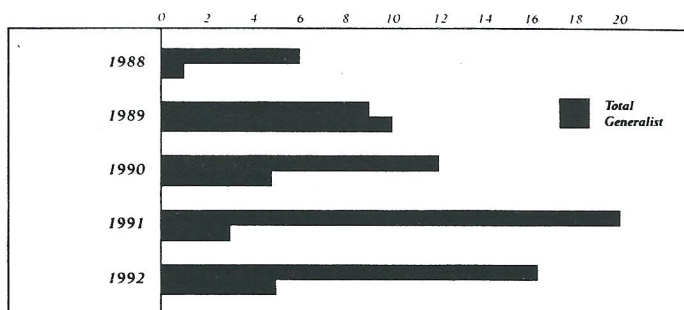
Trends observable in this graph are the decline in the numbers of people recruited to the SOS with a mainstream generalist background from 1987 to 1993, and an increase in the number recruited with a fast-stream generalist background; and the decline in the number of specialists in the SOS over that period, and a rise in the number of period appointments.

**Graph 6** Major specialisms of SOS members, expressed in percentages, compared to members with a fast or main stream generalist background, as at 1 April 1993. (Source: SOS list, SSI Division, OPSS and SOS Database, PMS Division, HM Treasury)



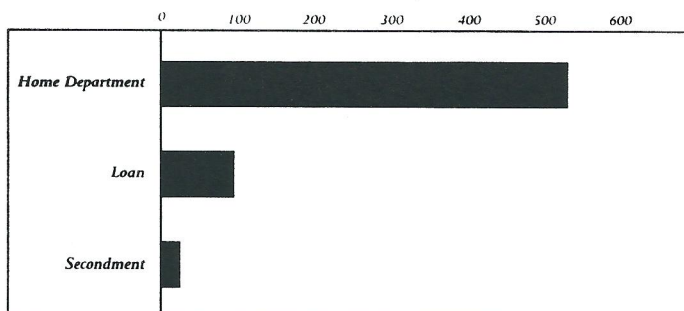
Nearly two thirds of the SOS members have a fast or main-stream generalist background. The largest specialist group in the SOS are the lawyers, followed by the scientists and economists.

**Graph 7** SOS vacancies filled through open competition, expressed in percentages, 1988 to 1992. (Source: Annual Reports of the Civil Service Commission, and SOS Database, SSI Division, OPSS)



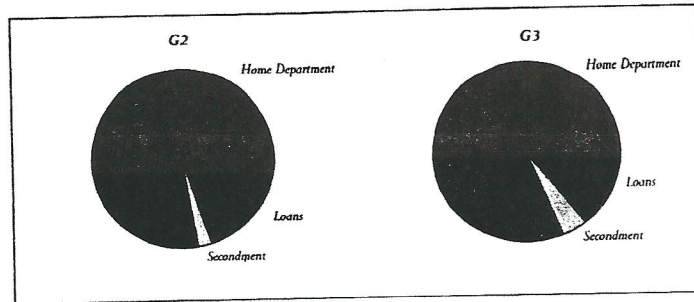
Over the last five years, on average 10% or more of all SOS vacancies have been filled through open competition.

**Graph 8** Number of SOS members on loan and secondment, as at 1 April 1993. (Source: SOS List, SSI Division, OPSS, and SOS Database, PS Division, HM Treasury)



At 1 April 1993, 121 out of the 653 SOS members (or 19%) were either on loan to another Department, or on secondment to a public sector or a non-Government organisation. According to Graph 9 below, 22% of Grade 2s and 20% of Grade 3s are either on loan or secondment. While the proportion of Grade 2s on loan or secondment seems high, one explanation for this is that for career management and experience reasons, Grade 2s often transfer among Departments.

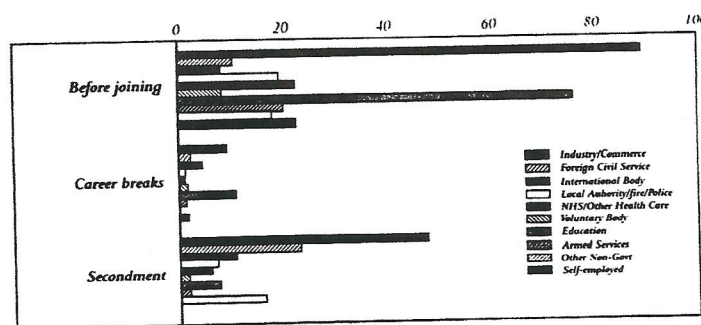
**Graph 9** Grade 2 and 3 postholders on loan and secondment, as at 1 April 1993. (Source: SOS List, SSI Division, OPSS, and SSO Database, PMS Division, HM Treasury).



**Graph 10** SOS members: number of years in current post. (Source: PE International, CMSP Survey, 1992)

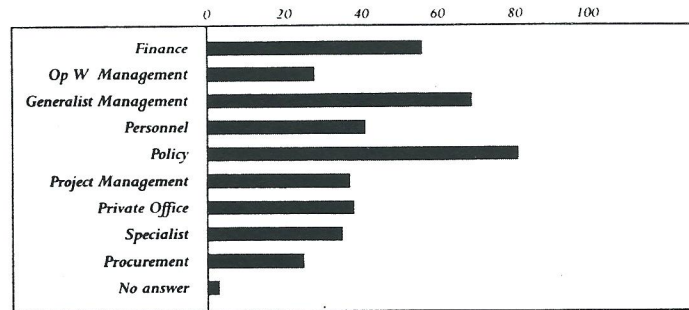
Years	Total	Grade 1	Grade 1A	Grade 2	Grade 3
SOS					
1 year or less	188 (34%)	8 (35%)	5 (33%)	40 (35%)	135 (34%)
2 years	147 (27%)	4 (17%)	4 (27%)	24 (21%)	115 (29%)
3 years	95 (18%)	5 (22%)	2 (13%)	22 (19%)	66 (17%)
4 years	42 (8%)	2 (9%)	3 (20%)	11 (10%)	26 (7%)
4+ years	67 (12%)	4 (17%)	1 (7%)	16 (14%)	46 (12%)
No answer	7 (1%)	-	-	2 (1%)	2 (1%)

**Graph 11** Outside experience possessed by SOS members. (Source: PE International, CMSP Survey, 1992)



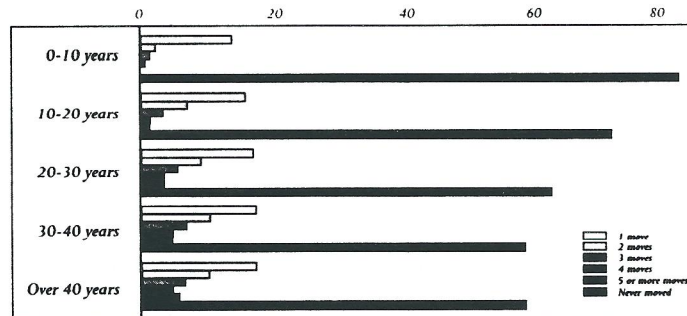
Of the total number of people in the SOS, 546 (or 81%) returned their survey forms. Out of that 546, 449 (or 82%) stated that they had gained experience in the areas described in Graph 11, either before joining the Civil Service (292), during career breaks (33), or as secondees (124). The average length of time spent working before joining the Civil Service was 6.2 years, career breaks were on average 2.5 years long, and secondments 2.2 years long.

**Graph 12** SOS members' Civil Service careers: experience gained in different areas, expressed in percentages. (Source: PE International, CMSP Survey, 1992)



Of the 81% of SOS members who returned their survey forms, a significant majority (81%) have had experience in the policy field, and over a third have had private office experience. However, there is evidence that the SOS as a whole is building up the degree of its experience in 'non-traditional' areas. 56% of those who replied stated that had experience in finance, and 48% stated they had operated management experience.

**Graph 13** Geographical moves made by SOS members to further their careers, in relation to years of service, expressed as percentages. (Source: PE International, CMSP Survey, 1992)

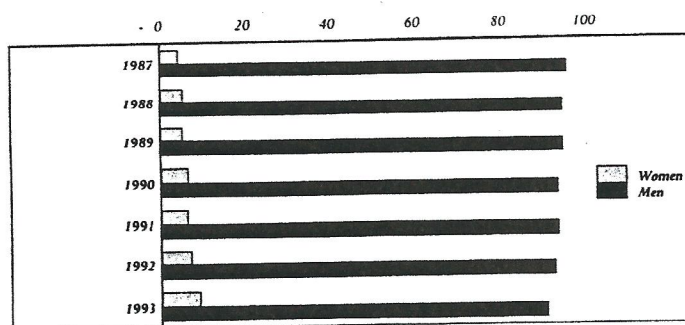


Overall, most SOS members have not had to move to further their career. Even those with over 30 years of service have moved about as much (or as less) as those with under 30 years service. Of those SOS members who have moved, most have moved only once or twice.



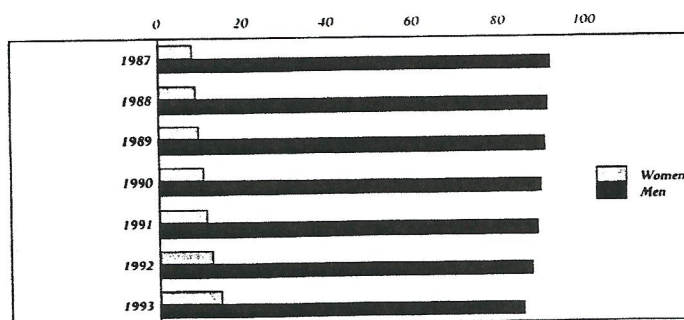
## EQUAL OPPORTUNITIES STATISTICAL INFORMATION

**Graph 14** *Percentage of women and men in the SOS, 1987 to 1993, as at 1 April 1993. (Source: PMS Division, HM Treasury, and SOS Database)*



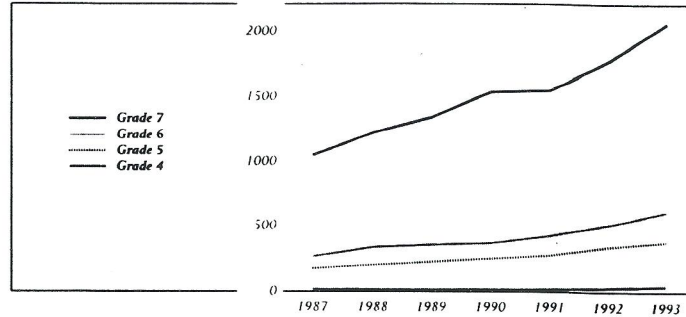
The total percentage of women in Grades 1 to 3 has more than doubled from 3.9% in 1987 to 9.2% in 1993.

**Graph 15** *Percentage of women and men in Grades 4 to 7, 1987 to 1993, as at 1 April 1993. (Source: MANDATE, HM Treasury, and Departmental Returns)*



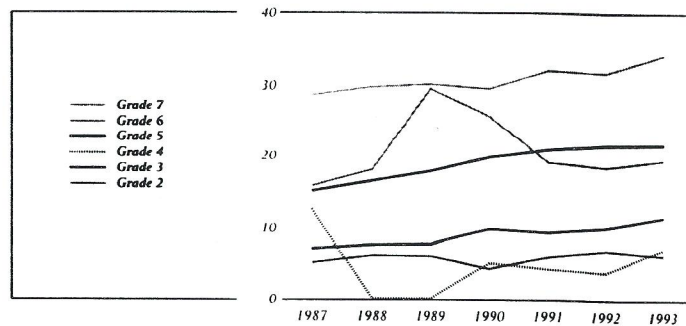
The total percentage of women in Grades 4 to 7 is increasing over time, but not as rapidly as the increases in Grades 1 to 3.

**Graph 16** Number of women in Grades 4 to 7, 1986 to 1993, as at 1 April 1993. (Source: MANDATE, HM Treasury, and Departmental Returns)



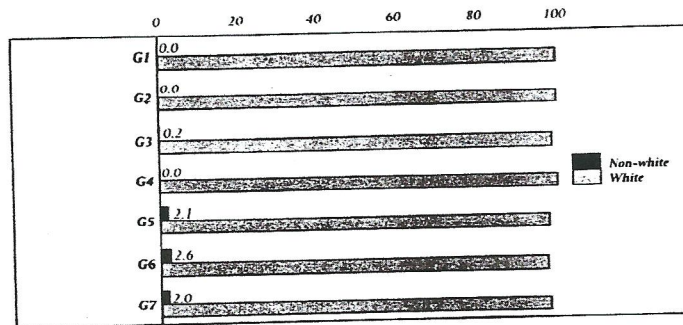
The number of women Grade 7s has increased by 97% since 1987, while women Grade 5s and 6s have increased by 132% and 135% respectively. The Grade 7 increase appears more significant because of the larger numbers involved.

**Graph 17** Percentage of women with a fast-stream generalist background in Grades 2 to 7, 1987 to 1993, as at 1 April 1993. (Source: Fast-stream Database, PMS Division, HM Treasury)



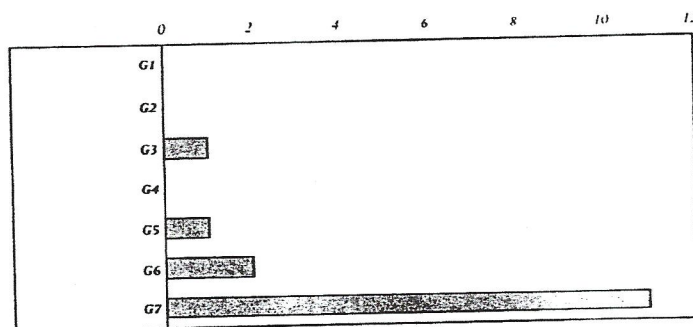
A recent (since 1990) trend upwards in the percentage of women with fast-stream background in Grades 2 and 3 can be observed. Since 1987 the percentage of women with a fast-stream background in Grade 5 (the 'jump-off' grade to the SOS has steadily increased).

**Graph 18** *Percentage of Civil Servants of non-white ethnic origins in Grades 1 to 7 as at 1 April 1993. (Source: MANDATE, HM Treasury, and Departmental Returns)*



There is one SOS member (a Grade 3) of non-white ethnic origin. There are 45 Grade 5s, 100 Grade 6s and 274 Grade 7s of non-white ethnic origin. While the number of civil servants of non-white ethnic origin increases from Grade 5 down, the percentage of grade holders of non-white ethnic origin remains relatively constant.

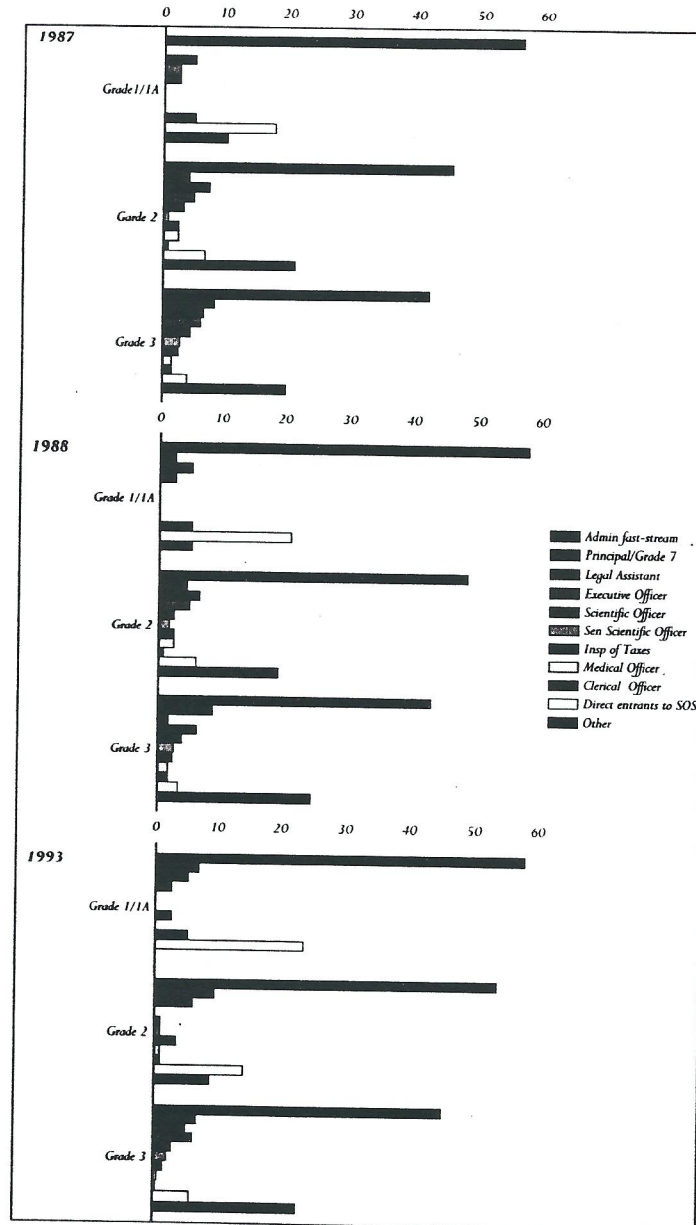
**Graph 19** *Registered disabled in Grades 1 to 7, as at 1 April 1993. (Source: MANDATE, HM Treasury)*



There is one SOS member who is registered as disabled. The registered disabled are present in smaller numbers in the feeder grades to the SOS (Grades 4 to 7) than people of non-white ethnic origin.

## CAREER MANAGEMENT STATISTICAL INFORMATION

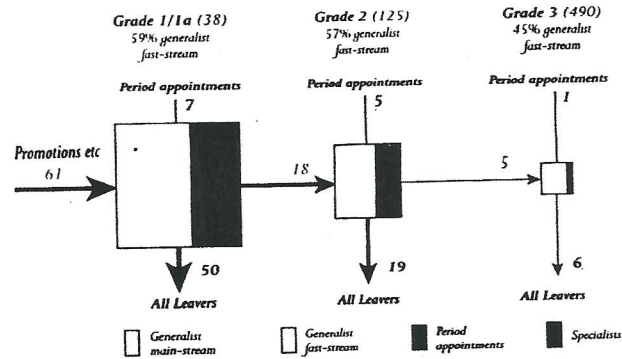
**Graph 20** Grades 1 to 3 in 1987, 1988 and 1993: grade on entry to the Civil Service, expressed as a percentage, as at 1 April 1993.  
(Source: MANDATE, HM Treasury)



Entry into the Civil Service through the junior generalist fast-stream (including the former Assistant Principal (AP)) is the single most common entry point for all grades in the SOS, in both 1987 and 1993. In 1988 and 1993 the percentage of Grade 1/1As in post who entered from the junior generalist fast-stream was 58%. At the same time, in 1987 the percentage of Grade 1/1As in post who entered at Principal level was 0%; in 1993 the figure had increased to 7.9%.

**Graph 21 SOS members: average annual flows in the SOS, 1987 to 1993.**

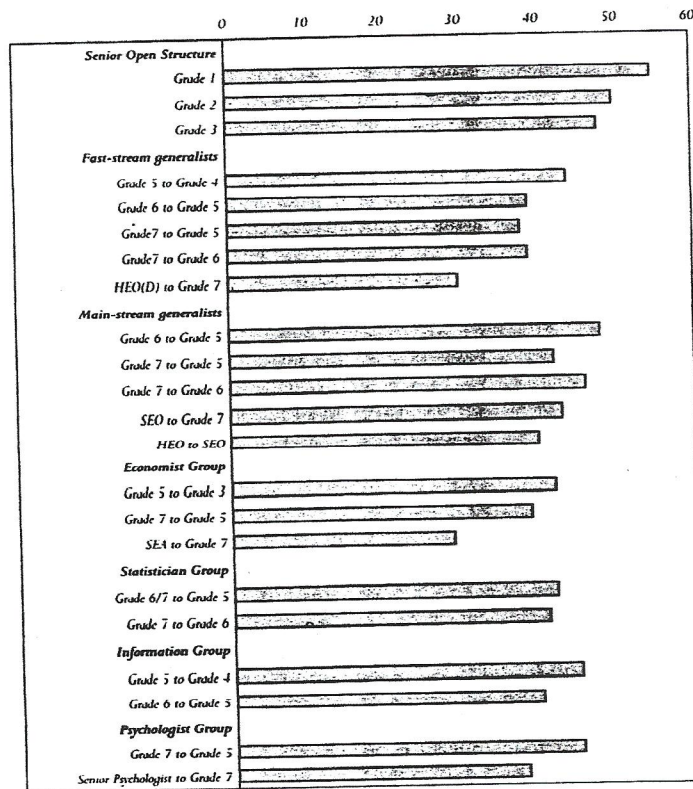
(Source: SOS Database, PS Division, HM Treasury, as at 1 April 1993)



This chart shows the structure of the SOS and the annual average flows between 1987 and 1993. It demonstrates that Grades 1 and 2 are predominantly filled by those with a fast-stream generalist background and period appointees. The proportion of those with a main-stream generalist background and specialists is highest at Grade 3 but the number of fast-stream generalists and period appointees still account for more than half the staff. The average flows in and out of the SOS balance since there was little difference in staffing levels between 1987 and 1993.

**Graph 22 Average ages on promotion into the SOS and through the 'Feeder Grades' including specialist groups, as at 1 April 1993.**

(Source: SOS, MANDATE and Management Unit Database, HM Treasury)





The average age on promotion to the SOS (Grade 3) is 47 (the average age on promotion to Grade 3 with a fast-stream generalist background is 45, with a main-stream generalist background is 49, and a specialist background is 47). The average age on promotion from Grade 7 to Grade 5 (the 'jump-off' grade to the SOS) of fast-stream generalists is 38, of main-stream generalists 42, of economists 40, and of statisticians 41.

**Graph 23 Promotion prospects, 1993.** (Source: SOS and Fast Stream Databases, PS Division, HM Treasury)

Grade	Fast Stream	Others <sup>1</sup>	Example specialisms <sup>2</sup>	
	Generalists		Statisticians	Economists
1-4	0.5	0.3	0.2	0.3
5	1.0	1.0	1.0	1.0
6	0.1	2.5	0.2	0.4
7	1.1	7.0	4.6	3.2

<sup>1</sup> Others comprise main-stream generalists and specialists

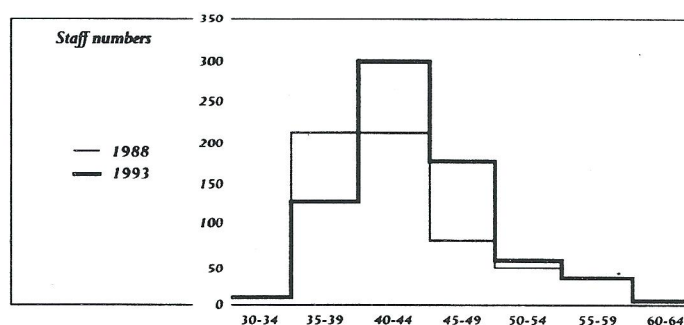
<sup>2</sup> Included in 'Others'

Promotion rates for those with a specialist or fast and main stream background have fallen since 1984. Differences in prospects do occur between the groups with fast-stream generalists faring better than their main stream and specialist counterparts. The grade structures of the groups are set out below in terms of number of staff per Grade 5. For any group, the closer the Grade 7 and Grade 1-4 figures are to 1.0, the better the promotion prospects in the long term.

**Graph 24 Promotion prospects for fast-stream generalist entrants.**

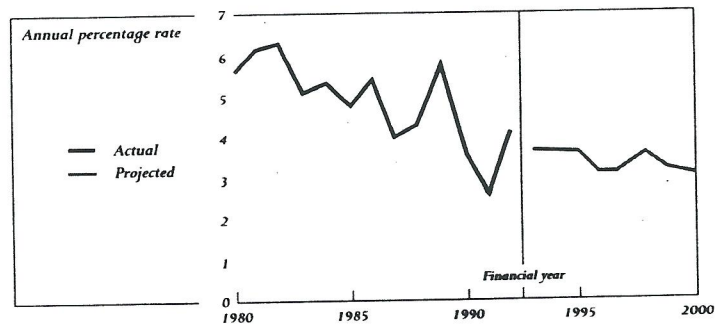
(Source: Fast Stream Database and PS Division Projections, HM Treasury)

Fast-stream generalists age structure at Grade 4/5



Between 1984 and 1993 there was a steady increase each year of about 25 in the number of those with a fast-stream generalist background at Grades 4 and 5, a rise of 47% over the period. This, combined with the decline in the number of SOS posts filled by fast-stream generalists has reduced promotion prospects. The change in age structure from 1987 to 1993 shows an increase in staff in their forties (the peak age for promotion).

Fast-stream generalists Grade 4/5 promotion results



This chart shows projected promotion prospects for those with a fast-stream generalist background in Grades 4-5. In the early 80s the promotion rate was about 5.5% per year. Recently rates have been about 4%. Projections suggest it is set to remain below 4% for the rest of the nineties. This corresponds to about 25 promotions for the group each year, which is lower than the average of 27 seen in the second half of the eighties. Any reduction in the number of posts occupied by fast-stream generalists or a net return of secondees would further reduce the number of promotions.

Graph 25 **Number of staff on various Management Development Programmes.**  
(Source: Development Division, OPSS)

Year	Senior Management Development Programme (discontinued in 1991)	Senior Professional Administrative Training Scheme (SPATS)
1987		32
1988	4,300 (1987-1988)	14
1989	4,500 (1988-1989)	22
1990	6000 (1989-1990)	21
1991	-	15
1992	-	17
1993	-	12