

## CHAPTER 3

### RECRUITMENT, TRAINING AND CAREER MANAGEMENT

59. We have so far discussed the tasks of the Service and the professional skills they call for in its members. We turn now to the problems of recruitment, training and career development.

60. We begin by considering where the main responsibility for recruitment to the Service should lie and how far it should be delegated to individual departments or establishments. In this context we make general recommendations designed to reduce the present length of the recruitment process. We go on to the principles and methods that should apply to the recruitment of the various types of men and women the Service needs. Finally, we turn to the question of post-entry training and career management.

#### THE RESPONSIBILITY FOR RECRUITMENT

61. The central responsibility for recruitment is at present divided. The Treasury is responsible for recruitment policy. The running of competitions, the selection of successful candidates and (in large part) their initial allocation to departments is in the hands of an independent body, the Civil Service Commission. In addition, some very large categories of staff are recruited initially by departments. But in all cases the Commissioners must issue a certificate for a civil servant to achieve permanent status\*. The Commissioners hold their appointments directly from the Crown and are appointed by Order in Council. The justification for this independence has been the need to ensure that all appointments to the Service are made strictly on merit and are clear of political or other patronage. We consider, however, that the present arrangement is in need of fundamental revision.

62. We regard recruitment, training and subsequent career development as parts of a single process to be as closely integrated as possible. We believe accordingly that recruitment should be in the hands of those who also share a direct responsibility for the individual's subsequent training, deployment and development. As a consequence, assessments of performance will be much more fully and directly fed back to those responsible for recruitment. These in turn will be better placed to adjust their criteria and methods as necessary; they will also have a much closer knowledge of the changing work and needs of departments. In our view the Service suffers now from the separateness and consequent remoteness of the Civil Service Commission, which under the existing arrangements cannot know enough of the needs of individual departments and is too little connected with the training and early management of those whom it appoints.

63. We recommend, therefore, that the Civil Service Commission should

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\*i.e. to be established. Where recruitment is central, establishment is a part of initial recruitment. Where it is departmental, establishment comes later.

cease to be a separate and independent organisation\*. It should become part of the new Civil Service Department, and its staff should be integrated with it. Some of its functions should be shared with the various employing departments in ways we discuss below.

64. The selection of recruits should be, and should be seen to be, independent of any form of patronage. But this is not incompatible with a much closer association between the selectors and both the central management of the Service and the employing departments. We believe that the tradition of making appointments solely on merit is now well enough established to survive without keeping the Civil Service Commission as a separate organisation; independence in selection can be assured by other means. We do not wish to make a detailed recommendation; one such means, however, might be to designate an individual senior officer in the Civil Service Department as First Civil Service Commissioner, and to give him the formal responsibility for final decisions on the selection of recruits. It should be accepted no less clearly than in the past that the First Commissioner would not be subjected to ministerial or parliamentary questioning over individual appointments.

65. We have expressed the view that some of the Civil Service Commission's present functions should be shared with the various employing departments. This is desirable because recruitment should be directly related to the needs of individual departments. They know the tasks they have to perform and are best placed to indicate the qualifications, training and experience needed. Therefore, we wish to see departments play a larger part in the recruitment process in two ways.

66. First, in drawing up the annual manpower budget for discussion with the Civil Service Department, each department should indicate as exactly as possible its needs at all levels, both for the various kinds of specialist staff and also for the different types and groups of administrative staff referred to in Chapter 2. These needs (allowing for the necessary interdepartmental movement) would determine the pattern of recruitment. Essentially this would be recruitment for specific ranges of jobs.

67. Secondly, we think departments should have a greater influence on the selection of individuals. We considered the case for handing all recruitment over to the departments; but we rejected this on the grounds that it would encourage wasteful competition, place the less glamorous departments at too great a disadvantage and break up a Service which, in our view, should remain unified. We think, however, that a higher proportion than at present should be recruited directly by departments, and that the employing departments should be better represented in the recruitment process where it continues to be central. We return to these proposals in more detail later in this chapter.

## RECRUITMENT PROCEDURES AND THE PROBLEMS OF DELAY

68. Another serious criticism of the present methods of recruitment is that they are too slow in operation. This criticism has arisen partly because the

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\*The Commission now also recruit staff for the Diplomatic Service, the House of Commons, the Government of Northern Ireland and a number of "fringe" bodies whose staff do not form part of the Civil Service. The Civil Service Department could, perhaps, continue to act for them on an agency basis.

Civil Service Commission has until recently interpreted the principle of competitive examination as obliging it to wait until the whole of a very large field has been examined and put in order of merit, no matter how outstanding a particular applicant may be. Various modifications made in recent years have led to considerable improvements. These have included "continuous competitions" for a number of important groups, e.g. Tax Inspectors and the relatively small number of Experimental Officers who are recruited centrally. But the process is still apt to take too long. It takes too long between application and the announcement of the result of the examination; and between the result of the examination and the time when successful candidates are able to start work\*. Lengthy periods of waiting and suspense are undesirable for those still attending school or university. For those who have left and who feel under pressure to start earning, they may be decisive in causing them to turn to other employment. For those already in jobs who are candidates for late entry (often scarce specialists), they cause serious embarrassment, because of obligations to existing employers.

69. The Service will continue to face severe competition for talent. It cannot allow the survival of traditional procedures to place it at a disadvantage with industry and commerce, the nationalised industries and local government. We recognise that when there are many well-qualified applicants for a small number of posts, competitions must continue. But we think that the procedures of formal competition should be restricted to posts for which they are indispensable; even then it should be made possible to offer outstanding candidates rapid appointment. Wherever qualified applicants are relatively scarce, and it is in practice certain that there will be posts for all suitable candidates, these should be brought in without delay, once it is clear that they are up to the required standard; this is especially important in regard to the recruitment of those with scarce specialist skills.

70. We hope that the absorption of the Civil Service Commission within the Civil Service Department will assist in bringing about these improvements. The need to reduce to the minimum the interval between the results of competitions and the time when those who have been declared successful actually start work will partly be met by the proposals about establishment that we make in the next chapter. In addition, we recommend that a review of the processes of recruitment should be put in hand; besides seeking ways of reducing the time they take, it should examine the problems of methods of selection to which we refer in paragraph 82 below and Appendix E.

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\*The following examples have been provided by the Civil Service Commission:—

- (a) Candidates for the Method II competition for the Administrative Class, applying by the end of November, get their results between early March and May, depending on when they go to the Civil Service Selection Board. (Most must then wait for their degree results in June or July before the offer of an appointment becomes certain.)
- (b) Candidates for the competition for direct entrant Principals (age limits 30-35) know their results between 9 and 19 weeks after the closing date for applications. The average period between the notification of results and being able to start work is 5½ weeks, ranging from 2½ to 9 weeks.
- (c) For recruits to the Executive Class the average total period (on the basis of a sample taken in 1966) between application and being able to start work is 69 days, ranging from 30 to 88 days. Within this the average period between the notification of results and being able to start work is 23 days, ranging from 11 to 43 days.

## THE PRINCIPLES AND METHODS OF RECRUITMENT

### THE RECRUITMENT OF GRADUATES, POST-GRADUATES AND THEIR EQUIVALENTS

71. Our proposals in Chapter 2 mean that graduates, post-graduates and their equivalents should be employed, in their early years at any rate, either as specialists (architects, scientists, engineers, etc.) or in one of the new groups of administrators. In either case, men and women should be recruited for a specified range of jobs.

72. This does not involve any basic change in the recruitment policy for specialists. They are at present recruited for a clearly defined range of jobs, and clearly defined, relevant qualifications are therefore demanded. It would be an advantage if more of them were already grounded in management and administration and could be equipped with the confidence and prestige of the French *polytechniciens*. Some university courses are now beginning to recognise this need. In this connection we have noted the development of courses that combine engineering with economics, and science with economics; and we welcome the sandwich courses at some universities that give scientists and engineers experience in industry and a grounding in economics and business administration as well as a purely scientific or specialist qualification. This however is only a start; and for the time being it must be the task of the Service to equip its specialists with the additional administrative, managerial and other skills they need; we discuss this in our later paragraphs on training.

73. Many specialist staff are now recruited direct by the department or establishment that is to employ them. We think that this should become the normal rule. Recruitment should be by interview before a board. The board should normally include a kindred specialist from outside the Service and a representative of the Civil Service Department. But the majority should be from the "user" department or establishment. For certain specialists, recruitment may conveniently be done by departments acting together in groups or by the Civil Service Department on their behalf. This is matter for decision from time to time between the Civil Service Department and the other departments. But the essential need where scarce specialist skills are concerned is for speed; grouping and co-ordination should not be allowed to lead to time-consuming formality.

74. Our proposals in Chapter 2 for grouping administrators have important implications for the direct recruitment of graduates, post-graduates and their equivalents for administrative work. They mean that in future men and women should not be recruited for employment as "generalist" administrators and intelligent all-rounders—to do any of, and a succession of, the widely differing jobs covered by the "generalist" concept. Instead, they should be recruited to do a specified range of jobs in a particular area of work, at any rate during their early years. In Chapter 2 we distinguish two broad categories of administration—the economic and financial, and the social. It follows that the Service should aim to recruit those with the best qualifications, aptitudes and qualities for the jobs falling within one of these broad groups; for the later entrants relevant experience will also be an important consideration.

75. Clearly, most recruits who come straight from their university will not on entry have the full range of knowledge and skills required for work in one or other of the administrative groups. They will require in-service train-

ing and experience. But a majority of us\* consider that the relevance to their future work of the subject-matter of their university or other pre-Service studies should be an important qualification for appointment.

76. To give preference for relevance is to adapt to the needs of today the old principle that the Service should seek to recruit those it believes best equipped for work in government. When the aim was to recruit men and women to be intelligent all-rounders, the Service naturally drew heavily on courses like classics and history at Oxford and Cambridge, which by their prestige have always attracted young people of the highest abilities. These courses give an insight into the conditions of historical change and because for the most part the material they use is remote from the here and now they provide a "disinterested" intellectual training. Today, when the tasks of government have changed, the Service should seek to recruit those equipped for the new tasks. First-degree courses based on the study of modern subjects especially attract many young people with a positive and practical interest in contemporary problems, political, social, economic, scientific and technological. These problems will yield their solutions only to the most concentrated assaults of minds equipped through rigorous and sustained intellectual discipline with the necessary apparatus of relevant ideas, knowledge, methods and techniques. We therefore wish the Civil Service to attract its full share of young people motivated in this way, with minds disciplined by undergraduate (and post-graduate) work in the social studies, the mathematical and physical sciences, the biological sciences or in the applied and engineering sciences.

77. There is also evidence that most undergraduates want jobs in which they can make direct use of their university studies†. In recent years the Service has not properly recognised this, giving the general impression that it is more concerned with the quality of a man's degree than its relevance to the work of government. This, in our view, has discouraged applications from graduates whose interest and studies are focused on modern problems. Thus post-war recruitment to the Administrative Class has run counter to the increased trend in the universities towards the study of the problems of the modern world. Therefore, to be attractive to this growing number of graduates, the Service should declare its special interest in the relevance of their studies. In this way, too, the Service would be attracting its recruits from a wider range of degree subjects than those from which administrators have traditionally been drawn.

78. Though the ancient universities of Oxford and Cambridge have played their part in this growth in the academic study of the problems of contemporary society, it has been most characteristic of the universities founded in this century. The date and circumstances of their foundation have ensured that their courses have been mainly designed to prepare their undergraduates for work in a modern industrial society. To draw more fully on this source of manpower, trained in these subjects, would have many advantages for the Civil Service. Our suggestions about possible ways in which this principle of preference might work are set out in paragraphs 24-25 of Appendix E.

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\*Lord Fulton, Mr. W. C. Anderson, Sir Edward Boyle, Sir William Cook, Dr. Norman Hunt, Mr. Robert Neild, Mr. Robert Sheldon and Sir John Wall.

†See Section 1.2 of the survey of undergraduate attitudes by the Psychological Research Centre, entitled "The Recruitment of Graduates to the Civil Service", which we publish in Volume 3.

79. We do not intend that our emphasis on "preference for relevance" should be read as a sign that we wish to discourage applications from those men and women of outstanding ability who have studied "irrelevant" disciplines. The Service needs to recruit outstandingly able men and women whatever the subject of their university degree. Our fundamental aim is to secure for the Service the best man or woman for the job, with the education, training and attitudes appropriate to it. It follows that those appointed to the Service without a "relevant" qualification should be required either to:—

(a) take a special training course at the new Civil Service College\* in addition to that provided for all graduate direct-entrants to one of the two main groups of administrators;

or (b) take a relevant post-graduate degree or course of study at the Service's expense at some university or other appropriate institution.

The choice between (a) and (b) should be determined by what is most suitable for the individual concerned in the light of the various courses available.

80. A minority of us† take a rather different view. We fully agree that all administrators at the graduate level need a thorough grounding in the subject-matter of their work—whether they enter direct from university or are promoted within the Service. But we do not place the same emphasis on the relevance of studies taken before entry. On practical grounds, three of us support the proposals made in paragraph 82 below for a revised Method I competition based on examination in relevant university studies. All four think however that the alternative selection procedure (Method II) should be impartial as between different academic backgrounds. It is essential that the Service should attract to administrative work a large number of young men and women of outstanding ability and character. Such people are naturally in short supply. We believe that if both methods of entry give preference to those with relevant studies, the field of selection will in practice be unnecessarily narrowed, and that this will involve a serious risk of defeating the essential aim. Our reasons for this are:—

(a) We believe that many able young men and women start their university course without having decided upon their future career, or change their minds in the course of it; and that many select their subject not for career reasons but because they like it and are good at it‡. We do not think that the attractions of the Civil Service as a career are so outstanding by comparison with the other employments open to graduates that the Service can afford to discourage any source of supply.

(b) At the moment, it is often necessary, in practice, for a grammar-school boy or girl to decide as early as 13 years of age which subjects he or she wishes to specialise in at the university. A decision to give a preference to graduates with "relevant" university subjects could therefore tend to narrow still further the range of educational courses at a time when efforts are being made to postpone final and irrevocable choices between them.

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\*See paragraph 99 below.

†Sir Philip Allen, Sir James Dunnett, Sir Norman Kipping and Lord Simey.

‡Evidence for this may be found in Section 2 of "The recruitment of graduates to the Civil Service", published in Volume 3.

- (c) Many of the Service's main competitors for graduate talent in this country recruit graduates on grounds of general ability and reckon to give them the necessary training after entry. Apart from not wishing to improve their competitive position at the expense of the Service, we find it hard to believe that they are mistaken or that different considerations should apply to the Civil Service.
- (d) We do not at all decry the advantage of a previous grounding in a relevant subject. But we think that it can be overrated. A rigorous and disciplined habit of mind, which can be imparted by "irrelevant" as well as by "relevant" studies, is no less important. At the same time, we are impressed by the evidence that the best of the Assistant Principals who have not read economics at the university show up very well by the end of the course at the Centre for Administrative Studies as compared with those who have. We believe that administrators can achieve professionalism in their chosen field of work (the need for which we wholly accept) by means of the grouping we have recommended in Chapter 2 and the thorough post-entry training courses recommended later in this chapter.
- (e) We are doubtful both about the proposals for the special training of those with "irrelevant" studies made in paragraph 79 and about the method of giving preference for relevance set out in Appendix E. Both, in our view, will puzzle and may well discourage potential recruits.

81. We are all agreed, however, that there is an increasing need for administrators handling the problems of modern government and the techniques associated with their solution to be numerate. Senior managers in departments will have to be able to handle problems with variables that can be expressed only in numerical terms. This need is general in all kinds of management throughout the country. We recommend that over the years an increasing importance should be attached to the requirement that graduates seeking appointments to administrative posts should understand the use of numerical techniques and be able to apply quantitative methods to the solution of their problems. We hope that curricula in schools and universities will gradually be modified to make this possible. We also wish to emphasise the value of familiarity with major modern languages. An increasing number of civil servants are employed in work in which their effectiveness and understanding are hampered if they are confined in practice to English.

82. In general we think that all non-specialist graduates and their equivalents should be recruited centrally by the appropriate section of the new Civil Service Department. A majority of us\* consider that there should be two main methods of entry:—

- (a) Method I should, as at present, be primarily a written examination. The papers candidates can offer, however, should be restricted entirely to those with a direct relevance to the problems of modern government. In any event, as we show in Appendix E, it is not practicable to maintain Method I in its present form. We think it important to maintain a method of entry by written examination

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\*Lord Fulton, Sir Philip Allen, Mr. W. C. Anderson, Sir Edward Boyle, Sir James Dunnett, Dr. Norman Hunt, Lord Simey.

because we think it likely that some good candidates will come forward to compete by such a method who would not choose to enter if the only method open to them were the extended interview procedure (Method II) which we discuss below; and that the former will offer some of them a way of showing their real merit more effectively. We recommend however that Method I should be retained, in the modified form we propose, on a trial basis only. If it fails to attract a sufficient number of good candidates, we would expect the Civil Service Department to abandon it.

- (b) Method II should involve a procedure based on that of the present Civil Service Selection Board. We make recommendations in Appendix E however for changes in the procedure and staffing of the selection process. Briefly, those of us who recommend preference for relevance offer suggestions about how this might be done. We all propose in addition that there should be a larger representation of employing departments among the selectors; and that their age-distribution should be changed to increase the proportion of younger people. We also recommend an inquiry into the methods of selection, to include such matters as the part played by the Final Selection Board and possible ways of making the process of selection more objective in character.

83. These proposals should not be taken to imply that separate entry competitions should not in future be held for appointments to such groups as Tax Inspectors and Ministry of Labour Cadets. These should continue wherever they are found to be most appropriate, selection being made either by the department concerned or by the Civil Service Department on its behalf.

84. A minority\* of us consider that Method I should cease to exist altogether, for the following reasons:—

- (a) A written examination in the subjects studied by the candidate will be a repetition of the testing by his university.
- (b) Many candidates will be reluctant to sit two examinations of the same kind.
- (c) It is hard to see how the Civil Service Department would be able to examine better than the university the wide range of subjects we consider relevant.
- (d) Advances in recruitment procedures are likely to bring steady improvements in Method II. It is here that techniques of selection should improve fastest.
- (e) To retain Method I would be to keep a separate system of entry which in 1967 produced 18 successful applicants from 54 candidates. These numbers are likely to decline still further.
- (f) If a certain number of entrants with very high academic attainments are required, Method II can provide for this by weighting the university record of the candidate. Method I provides no adequate test of other qualities.
- (g) The new Method I, because it is designed to cover in a few papers

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\*Sir William Cook, Sir Norman Kipping, Mr. Robert Neild, Mr. Robert Sheldon, Sir John Wall.



a very heterogeneous field, cannot hope to examine candidates in depth and is bound to come close to the broad test of knowledge of the modern world which the written papers of Method II, proposed in Appendix E, are intended to provide. We can see no purpose in keeping both.

- (h) The argument for Method I is that Method II will deter applicants who lack confidence in their ability to compete in the social atmosphere of Method II. If this argument is sound, Method II should be revised.

85. We have said that each department should assess in detail the numbers and types of staff it needs. This poses a special problem in the recruitment of graduates, both specialist and non-specialist. We think it likely, for reasons we discuss in Chapter 8 and Appendix F, that the Service will employ more graduates than at present, although the number of top posts in the Service may not show a proportionate increase. It would be wrong for a large employer like the Civil Service to seek to recruit more of the best graduate talent than it can make proper use of now or in the future. Matching graduates to jobs and prospects requires that departments should decide, in consultation with the Civil Service Department, on the level and kind of ability they require for particular types of appointment; the intake should be adjusted accordingly. All however should enter the same training grade (see paragraph 95 below), so that their fitness for different kinds of work can be fully tested after they have entered the Service. We attach great importance to ensuring that the early decisions which may shape a man's career in the Service (e.g. about different kinds of post-entry training or allocation to differently graded jobs at the end of the training period) should be based on post-entry performance rather than pre-entry promise. We discuss this in more detail in Appendix F.

86. To underline the concern of the Service to recruit men and women of the highest calibre, we consider that those judged outstandingly able and well-qualified on entry should be given a starting salary two or three increments above the basic for the entry grade. This should apply to specialists as well as to the different groups of administrators. This should not, however, carry the implication that senior posts should be reserved for those who start their careers with additional increments. The careers of all entrants to the Service should be determined by performance on the job.

#### RECRUITMENT OF NON-GRADUATES

87. For most specialist posts, relevant educational and technical qualifications will also be needed by those who are not graduates. Men and women with such qualifications as the H.N.C. (which may have been gained after entry to the Service) or with "A levels" in scientific or technical subjects should normally be posted to jobs for which their qualifications are relevant, whether those jobs are purely specialist or in a related area of management. For administrative staff recruited at this level, specific qualifications and the relevance of the subjects they have studied are clearly less important. Their "A level" qualifications may be pointers to the direction in which they should specialise. More important, however, for all those recruited at this age (specialist and non-specialist) is that they should be given jobs that match

and stretch their abilities; they should also be given the opportunity of developing the skills and specialisms the Service needs, including the ability to use quantitative methods. Departments have a special responsibility for ensuring that the best of this age-group are picked out for early advancement and for appropriate further training. We make proposals for this in later paragraphs of this chapter.

88. We recommend that non-graduate specialists should be recruited by similar procedures to those recommended for graduate specialists in paragraph 73. For the non-specialist entry, we recommend different procedures depending on their age and educational level:—

(a) The 18-year-old entry (school-leavers with “A levels”), corresponding to the present entry to the Executive Officer grade, should continue for the most part to be recruited centrally by the new Civil Service Department on the basis of “A level” results and interviews—though there is scope for decentralisation on a regional basis. We do not think that direct recruitment by departments is at present desirable at this level because:—

(i) The non-specialist 18-year-old can have only a vague idea of the work that different departments do and of the various career opportunities open to him in the various administrative groups. He will need general guidance and advice on a wider basis than could be available to him at departmental level.

(ii) To ensure a fair distribution of talent over all departments, the Civil Service Department must play a major role in the allocation of these new recruits.

Individual departments should, however, be as closely associated as possible with the recruitment process.

(b) The 16-year-old entry (school-leavers with “O levels”) should continue as at present to be recruited by individual departments, though *ad hoc* grouping arrangements, particularly on a regional basis, have obvious advantages.

#### LATE ENTRANTS AND RECRUITMENT FOR SHORT-TERM APPOINTMENTS

89. So far in this chapter we have been outlining a recruitment policy for young people entering a career service; as we recommend in Chapter 4, most of its members should enter the Service when young with the expectation, though not the guarantee, of making the Service their life-time career. But the Service should look for and encourage a considerably larger number of late entrants and temporary appointments for fixed periods than in the past. For late entrants of all kinds the prime factor in their appointments must clearly be the relevance of the skills, qualifications and experience they already possess for the job or range of jobs in which it is proposed to employ them. We envisage that some would be appointed by one or other of the processes recommended in paragraphs 73 and 82 above; but it will be for the Civil Service Department to authorise special procedures where these are needed to attract recruits of high standing or with scarce skills.

#### THE MANAGEMENT OF NEW ENTRANTS

90. Those who enter the Service at young ages should be properly looked

after and their development carefully planned. In our view, the present arrangements are unsatisfactory, especially at Executive Officer and Clerical Officer levels.

91. Our Management Consultancy Group found that young Executive Officers were sometimes confined to routine, undemanding work of a lower quality than their educational qualifications justified. A Treasury study has found that 46 per cent of Executive Officers under the age of 40 believe that their work does not fully use their capabilities or enable them to develop their potential (Volume 3, No. 8). Not surprisingly, therefore, there is a comparatively high wastage rate among newly-recruited Executive Officers. A similar situation is to be found among young Clerical Officers. The Management Consultancy Group drew attention to the fact that many young Clerical Officers and Clerical Assistants are grossly under-utilised at present in jobs scarcely demanding the minimum educational qualifications for their grades. The same Treasury study has shown that 53 per cent of Clerical Officers under the age of 40 consider that their work does not fully employ their capabilities or enable them to develop their potential. We have seen no evidence on the extent to which similar problems may afflict young people in comparable employments outside the Service. But the evidence that the Service is seriously mis-using and stultifying potential talent at these levels is disturbing, and urgent steps should be taken to find remedies.

92. At both these levels, the Service faces the problem of a wide age-spread. The young Clerical Assistant or Clerical Officer entering at about 16 finds himself a member of a grade that contains many older men and women, many of whom have entered the Service in middle age. Similarly the young Executive Officer entering at 18 enters a grade that consists as to 60 per cent of promoted Clerical Officers. The numbers involved in a large department are very considerable, and it is a major problem of management to make sure that the very different types of Clerical and Executive Officer are posted to the right kinds of job, and that young entrants are kept interested and their potential developed. The Service has in our view failed to solve this problem.

93. A necessary step seems to us to be a complete review of grading at these levels designed to separate the jobs that are appropriate to the older civil servant whose aptitudes and experience fit him for the supervision of clerical and similar work, from those appropriate to the young entrant who with training and experience should be capable of rising in the Service. We believe that there are at present too few grades for this purpose, and that an increase in their number (which need not be great) should also help to reduce the length of the Clerical Officer and Executive Officer pay-scales—at present a deterrent to the recruitment and retention of capable young men and women. The proposal we make in Chapter 6 for a common grading system based on more rigorous methods of job evaluation should be a major factor in bringing about this necessary change.

94. In addition, however, we think that departments will need to put much greater effort into personnel management at these levels. New entrants should be regarded as being under training for their first three or four years. They should receive more substantial induction training. It should be the duty of the personnel management of the department to watch them all, assess

their progress, encourage the good ones and admonish the indifferent. They should be guided to take additional qualifications appropriate to their field. More specialised training should be provided as aptitudes and potential begin to emerge; the best of them should join the training grade we propose in the next paragraph by the time they reach their mid-twenties.

95. For the graduate entry, and for those who have shown the highest ability among non-graduate entrants, we propose the introduction of a training grade. Its object should be to create a fast promotion route for the most promising young men and women; to test these young civil servants in jobs at different levels of responsibility; and to provide a sufficiently extended period for their training. The time spent in the training grade would be variable; it might well differ as between a non-graduate entrant promoted from below, a direct entrant to one of the groups of administrators referred to in Chapter 2, and a directly recruited specialist; depending on individual circumstances, it could be anything from two to five years. We give further details in paragraphs 106 to 108 below.

96. In each case the destination of the trainee when he leaves the training grade should be determined by his ability and performance without regard to the claims of seniority; it is essential to the concept of a training grade distinct from the general grading structure that trainees should go straight from it to the level justified by their performance. Our proposal for a training grade does not however imply that a recruit should not have a fully responsible job while he remains in the grade. On the contrary, it is partly intended as a device to enable him to be given the maximum responsibility he can shoulder, to try him out in different jobs, and at the same time to see that he gets the training and opportunities appropriate to his case. We see it and the proposals we have made in paragraphs 93 and 94 as an explicit affirmation of the Service's intention to give special care and early training to those young men and women who are capable of rapid advancement.

## TRAINING

97. Great efforts have been made in recent years to increase the amount of training that civil servants receive. The total training effort is now, therefore, impressive—particularly vocational training. There are very thorough courses, for example, for those who have to be schooled in the intricacies of the social security regulations or for those who have to be taught particular skills such as contract procedures or computer programming. But, these apart, there is little certainty that the subjects and techniques people are taught on training courses will actually be relevant or applicable to their work. This is hardly surprising when, as we have pointed out, the practice of the Service hitherto has been to move staff at frequent intervals from one field of activity to another. Moreover as our Management Consultancy Group makes clear, many administrators and specialists have received inadequate training (or none at all) in techniques of modern management.

98. We have said that in the more professional Civil Service of the future it will not be enough for civil servants to be skilled in the techniques of administration: they must also have a thorough knowledge of the subject-matter of their field of administration and keep up to date in it. Thus training should be designed to equip administrators to operate in one or other of

the broad groups we have referred to in Chapter 2. Similarly, specialists need to be equipped to an appropriate degree for administration and management in addition to their normal skills in their specialism.

99. In order to achieve this objective, we propose the creation of a Civil Service College. We see the College as fulfilling three main functions.

100. First, the College should provide major training courses in administration and management. These should include:—

- (a) courses for specialists (e.g. scientists, engineers, architects) who need training in administration and management both early in their careers and later;
- (b) post-entry training for graduates directly recruited for administrative work in the economic and financial or social areas of government;
- (c) additional courses in management for those in their 30's and 40's moving into top management;
- (d) refresher courses in the latest management techniques;
- (e) courses for the best of the younger entry to help them to compete with the graduates.

Some of the courses should be wholly or partly residential.

101. Secondly, the College should provide a wide range of shorter training courses for a much larger body of staff. These shorter courses should be in both general management and vocational subjects; they should be designed for all levels of staff and particularly for the more junior. We think it likely that such central courses could train civil servants more economically and to a higher standard in some fields than can be achieved by separate departmental training; we recommend, therefore, a review of the balance between central and departmental training to assess the possible extent of such a change.

102. Thirdly, we think that the College should also have two important research functions. It will be uniquely placed to conduct research into problems of administration and those of machinery of government. In addition, however, we hope that the Planning Units in departments, which we recommend in Chapter 5, will commission the College to undertake specific research into problems of present or future policy on which they need assistance. Publication and open discussion are important to research; the College should encourage this to the greatest possible extent.

103. This combination of major teaching and research functions should enable the College to fulfil a role that we believe is greatly needed. It should become a focus for the discussion of many of the most important problems facing the Civil Service as a whole—discussion in which we hope that many outside the Service will share.

104. We do not attempt to prescribe exactly where the two kinds of training courses should be provided. We think it important however that the major courses, including those that are residential, should be concentrated in a single establishment large enough to be the natural centre of training and research within the Service. It need not necessarily, as we see it, be in London—indeed, there would be some advantage in its being outside. But it should be close enough to London to be accessible without difficulty for

leaders in many walks of life. The shorter courses for the larger student body on the other hand will need to be provided in London within easy reach of Whitehall and the main range of government offices. A large, non-residential centre will be needed. It may well be that this will have to be physically separate from the main establishment, because of the difficulty of providing teaching accommodation for a very large total student-body in one place; unless the residential establishment is quite near the centre of London, the other should in any case be separate.

105. It would not be appropriate for us to try to lay down the exact scope and content of the courses to be provided by the Civil Service College. In the next three paragraphs, however, we give a broad outline of the way training in the future should in our view assist, both in providing the new professionalism we have sought to prescribe and in giving ample opportunity for every civil servant fully to develop his talent.

106. Young graduates recruited into the training grade for one of the administrative groups referred to in Chapter 2 should, after an appropriate induction course, spend an initial period of up to two years in their departments, either at headquarters or, wherever possible, for some of the time in local or regional offices. During this period they should be placed in one or two different jobs selected to test their ability and aptitudes and develop their capacity to take responsibility. We attach importance to giving as many as possible the experience—more than can be gained from sight-seeing visits—of working in the places and at the levels at which the Civil Service meets and deals with individual members of the public. Once they have passed probation (see Chapter 4, paragraph 143), they should embark upon their main formal training. This should last for up to one year, but it may well be appropriate to divide it into two or three approximately equal parts. We think that the course should contain four main elements:—

- (a) Further training in the subject-matter of the various administrative groups, designed to relate the concepts of the fields concerned (economic and financial or social) to the practical problems of government. The course for Assistant Principals at the Centre for Administrative Studies now gives such training in economics; there should also be courses to cover the social field. As far as possible, both should be adapted to the needs of the individual, by taking into account the qualifications he already possesses in his chosen field and by providing in whatever way is most appropriate for special study of subjects handled by his particular department.
- (b) The techniques of modern management, including staff organisation and management and the uses of numerate analysis as a tool for dealing with management problems.
- (c) More advanced and specialised training in the application of an individual's specialism to his particular field of activity.
- (d) The machinery and practice of government and administration including relations with Parliament, public corporations, and local authorities.

We expect that the weighting and timing of these four broad elements will vary between individuals. Not all will be of the type to get most benefit from advanced theoretical training. Equally, not all will need to make the

same detailed study of the machinery and practice of government. Some will need training at relatively greater depth in management techniques. We do not wish to lay down any rigid pattern in what should essentially be a flexible process designed to meet the needs of the individual, the administrative group in which he is working, and the requirements of his department. Between the parts of his training course, and after it is over, the graduate should spend some further time in his department, still under training but undertaking more responsible work. During this period also, as many as possible should gain experience of work outside the Service—in local government or private or nationalised industry, as is most appropriate. We discuss this further in Chapter 4 and Appendix G. At some stage, too, all should have practical experience in the supervision and control of staff. For some there may also be a spell in a Private Office. The whole process should take up to 5 years, after which the graduate should be posted to the grade and level of job commensurate with the ability he has demonstrated since joining the Service. The outstandingly able graduate who has entered without a relevant qualification for his administrative group should start the process after one of the additional courses of academic training outlined in paragraph 79 above.

107. We are proposing for the graduate entrant to administrative work a crowded programme of training—on the job, in formal courses, and on attachments designed to broaden his outlook. We recognise that this involves the risk of trying to do too much in too short a time and of preventing young entrants from settling down to a sustained job of work. To counter this, the programme should be flexible. We do not wish to insist that every entrant should go through the whole of the process we have outlined before he leaves the training grade; in some cases it may be appropriate that attachments and loans should take place at a rather later stage. But such variations should not be allowed to upset the general objective of giving the graduate entrant his professional training as soon as possible after he enters the Service, so that he can make a fully effective contribution in the field of his specialisation during the early years of his career.

108. The arrangements for young graduates recruited to the training grade as specialists should not follow any single pattern. Much will depend on their particular field of expertise—whether, for example, they are scientists, engineers, architects or economists. Much will also depend on the requirements of the job they have been recruited to do. In any event, after an initial introduction to the work of the department or establishment, most will be put on the particular job for which they have been recruited. We think that in most cases they will wish to concentrate on their particular line of specialist activity for some time. It may, however, become clear after a period that an individual is more suited to a different type or level of job; the fact that he is in a training grade will facilitate his transfer to this. It may well be, too, that the requirements of a particular profession involved obtaining further qualifications or experience; some may be obtainable in the Service, some not. In any event we envisage that many specialist graduates should, after a few years in the Service, go to appropriate management courses at the Civil Service College. For some the emphasis will be on the organisation and control of staff, for others on the techniques of management

and financial control. After the completion of such courses, and in any case within three or four years, the specialist should be posted to the grade and level of job commensurate with the ability he has demonstrated since joining the Service. Thereafter we think that many should be selected to return to the Civil Service College at the appropriate stage for longer and more general courses in administration and management, to qualify them for the wider role we have proposed they should play.

109. The 18-year-old entry, both administrative and specialist, should be encouraged to take additional qualifications appropriate to their work (diplomas, H.N.C., etc.). Many of the training and further educational facilities needed for this are available in the general educational system of the country. We recommend that bursaries and paid leave should be made available for those attending such courses. These should be supplemented as necessary within the Service through the shorter non-residential courses we have proposed. In addition to this, however, those of them who are engaged on, or are expected to go on to, management work will need training, and we recommend that the best of these should be picked out to join the graduates on the courses proposed in paragraph 100 above. Short central courses could be a useful aid to selection for this purpose.

110. The proposals we have made so far relate to the new entrants of the future. The Civil Service College will also need to provide immediately for the present generation of civil servants, many of whom have had little training since they first entered the Service. This constitutes a major transitional problem which must be energetically tackled if the professionalism the Service needs is to be achieved, and to prevent the older and younger members of the Service from being separated by a damaging gap. Besides building up its courses for new entrants, therefore, the College will need to put in hand a rapid and large-scale programme for the further training of the present generation, and especially of those who entered the Service before recent improvements in the training programme began.

111. The course provided by the Civil Service College should not be restricted to civil servants. Indeed, we hope that on many of its courses a proportion of the places will be set aside for men and women from private industrial and commercial firms, local government and the public corporations. In our view, the College has an important part to play in laying the foundations for a greater understanding between civil servants and the outside world.

112. At the same time, the Civil Service College should not attempt to provide the total amount of training required by civil servants. First, departments should continue to run their own courses, though the College will have a part to play in giving advice and guidance. Secondly, we think it most important that more civil servants should attend courses at universities and business schools, not only because of the intrinsic value of their curricula but also again to help ensure that civil servants are not isolated from their counterparts in other employments. Many courses, especially those designed for the particular needs of the Service, must always be mounted internally. But wherever appropriate courses are to be found outside the Service, we hope that full advantage will be taken of them.

113. A College operating on the large scale we propose will obviously



need its own full-time teaching and lecturing staff. But in our view the College should also use on a part-time or ad hoc basis civil servants and a substantial number of teachers and instructors drawn from a wide range of institutions of higher education (including the new schools of business administration). They should also come from industry and commerce, nationalised industry, and local government. We hope that the Service will associate with the work of the College the widest possible range of interests that can contribute something of value to the training of civil servants.

114. The Civil Service College should be under the general direction of the Civil Service Department which will be responsible for the training policy of the Service as a whole. We consider, however, that the College should have its own governing body, consisting not only of civil servants but also of men and women drawn from a wide range of interests outside the Service—from the universities, polytechnics and business schools, from private and nationalised industry, and from the trade unions and local government. This will help it to remain outward-looking and keep it in touch with the needs of the rest of the country.

### CAREER MANAGEMENT

115. During the early years of a man's career we expect him to remain within the specialism or group for which he is trained. This does not mean that he must stay in one job in one department; he should move between jobs and perhaps between departments but usually within the area of his specialism. As far as the administrator is concerned, he should move at much less frequent intervals than he does now. While there will be a great variety of individual career patterns, the basic principle of career management should be a progressive development within a specialism and between fields of activity that are related to each other. While the needs of the Service must come first in this, nevertheless the personal interests and wishes of the individual should be taken into account more positively than appears to be the usual practice at present. This increased attention to personnel management and individual career planning should apply to specialist no less than to administrative staff; in our view much too little of the limited effort that has been put into personnel management in the past has been devoted to the specialists. This will clearly place much greater demands on the personnel and organisation branches of departments, which will need to be expanded to meet them. And, as we explain in Chapter 7, it will also mean that the Civil Service Department must play a much bigger role in this respect than the management side of the Treasury does now.

116. The right promotion at the right time is an essential part of the process of developing to the full the talents of the men and women in the Service. In our view, the present promotion system has serious weaknesses.

117. First, at the middle and lower levels there is too much emphasis on seniority. Seniority is given much less importance at higher levels. But to the extent that this does occur there, it is correspondingly serious. It is in our view of the greatest importance that those who are really able should be appointed to Assistant Secretary and parallel ranks at an early age. There is evidence that there are civil servants, both administrators and specialists, below these ranks who are now frustrated by being given too little responsi-

bility; this is particularly true from the salary level of about £2,500 downwards. Seniority will doubtless always count for promotion in the Civil Service as it does elsewhere; this is right when it reflects experience that will be of value in posts at higher levels. But there should be more opportunity than at present for the exceptionally able to move rapidly up the system. We believe that the pressure to give undue weight to seniority within a given field of work should be relieved by the widening of career opportunities, and that there should be a change of emphasis in the assessment of staff so that more weight is given to performance on the job measured against set objectives. We think that the proposals we make in Chapter 6 for a new structure based on job evaluation will facilitate this change.

118. The second main criticism we make of the present system is that it does not allow promotion to be sufficiently closely linked to the individual's ability, aptitude and qualification to do a particular kind of job at a higher level. The main reason for this is that promotion is based on, and restricted by, the civil servant's membership of his class. We develop this point further in Chapter 6.

119. A system in which promotion is based on past performance and suitability for specific jobs should also help to ensure that undue importance is not attached to the candidate's performance before a promotion board. It should be evident to all that this is not the decisive factor. The primary job of a promotion board should be to produce a fair and uniform judgment of individuals' promise and performance based primarily on the assessment by their different superior officers of their performance in their present jobs.

120. We also recommend a change in promotion procedures. Promotion boards at present deal with promotions up to Chief Executive Officer and equivalent levels, but promotions above these levels are the result of informal consultations. We consider that for promotions to posts at the level of Assistant Secretary, Under Secretary, and their equivalents, the Permanent Secretary of the department should be assisted by a small committee (i.e. a "paper board"). We think that the Committee should always include one of the specialists in the department\*. We also recommend in Chapter 7 that a representative of the Civil Service Department should be a member of this committee when promotions to Under Secretary level are being considered, to help to ensure as far as possible that policy and practice are uniform across the Service. In Chapter 6 we distinguish a senior policy and management level for this purpose.

121. Two final points about the status and staffing of the branches responsible for personnel management and organisation. The first is a matter of terminology. These branches are generally called "establishment divisions" and their work is known as "establishment work". This word now carries implications of stuffiness and we believe it to have bad effects both on the status of the work and on the way it is done. We recommend

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\*One of us (Dr. Norman Hunt) also recommends that a Minister of State or Parliamentary Secretary should be a member of this committee. His presence is necessary for two reasons. Ministers should be more closely associated with these senior-level promotions which will do much to determine the tone and attitudes of the department. Secondly, it is particularly important that promotions at these levels should not become too much based on "in-bred" Civil Service values and attitudes; the Minister will be able to contribute the "outside" detachment which can do something to check this danger.

that it should be used no longer. In the rest of our report we refer to "personnel and organisation" divisions or branches; the Service may be able to find a better name.

122. Secondly, these branches and those who have served in them have suffered, both because the work has not generally been regarded as an avenue to promotion to the highest posts in the Service, and because the staff have not developed sufficient expertise. Our proposals, if accepted, will enlarge their future responsibilities and thus improve their status. This should help to attract those who are capable of rising to the highest posts. At the same time this work will call for high expertise and thus for greater specialisation. We welcome this prospect. We wish to add two riders. Those specialising in personnel work should from time to time get experience of work in this field outside the Service. They should also have experience of working in "operating" divisions and of the effect of personnel and organisation work upon them.