

We need to talk about ... hours

**Job Advertising in the Civil Service:
An Analysis by Working Families**

By Laura Dewar (Trustee)



Working Families

Working Families is the UK's leading work-life balance campaigning charity.

Working Families:

- has a membership of employers to promote family-friendly workplaces and encourage the sharing of good practice;
- undertakes research including working in partnership with academic researchers; and
- provides a free legal helpline to employees seeking advice on their rights at work and additional support to a network for parents of disabled children.

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Laura Dewar
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Summary

Background

Part-time work “plays a significant part in women’s lifetime patterns of employment.”¹ In 2004, 42% of women in employment worked part-time.² However, research has identified that the lack of good quality part-time work is a barrier to women working to their potential and is a contributor to the gender pay gap.

Opportunities to seek new or more responsible jobs, or to build up experience across a range of organisations, are much more limited than full-time workers. The lack of good quality part-time roles is frustrating for the individual and a personal financial cost. It is also not using the full potential of the workforce and represents an under use of experience and skills for the economy.

Gender Equality Duty in the Civil Service

Since April 2007 the Government has given the Public Sector, including the Civil Service, a statutory duty to promote equality of opportunity between men and women, including in its recruitment policies.³ Working Families wanted to know whether this duty was translating into practical measures to encourage part-time work in the Civil Service.

Methodology and Key Findings

We decided to undertake a “secret shopper” exercise to see what it is was like for an individual wanting to apply for work on a part-time basis either three days a week or as a job-share in the Civil Service. In the middle of September 2008 Working Families looked at the 70 jobs advertised over a five day period on the Civil Service Gateway.

- 50 of the jobs were advertised as full-time only;
- 18 of the jobs were advertised as being available either to full-time workers or on a part-time or job-share basis; and
- 2 jobs were advertised as part-time only.

Working Families then undertook an analysis of the 50 jobs that were advertised full-time (without any mention of the possibility of being available for part-time workers) to see whether the employer would in fact consider employing someone looking for part-time hours.

¹ Jane Miller, Tess Ridge and Fran Bennett (May 2006). Part-time work and Social Security: Increasing the Options. Research Report Number 351 Carried out by the Centre for the Analysis of Social Policy University of Bath on behalf of the Department for Work and Pensions.

²Office for National Statistics (Spring 2005) Labour Force Survey.

³ See Appendices A.

We also contacted the smaller group of departments that had advertised their jobs as being available to full-time workers but also as being suitable for job-sharing. We wanted to see whether we could identify good practice in this area that would be useful to disseminate to other potential employers in the public and private sectors.

In response to our enquiries we discovered that of the 50 jobs advertised as full-time, 12 (24%) could also be available for a part-time applicant. In these cases the departments responding to our enquiries were able to tell us how a part-time application would work in practice and were prepared to accept responsibility for filling the remaining part of the vacancy. 33 posts (66%) were still only available to those willing to work full-time. Mostly this was stated explicitly, sometimes it was a clear consequence of the potential employer not being able to provide a basic assurance that they would be able to take forward a part-time or job-share for an individual application. For example, saying that an individual would need to apply as an established job-share before an application would be considered. For a further five posts no response to our enquiries was given before the application deadline.

Conclusions from Key Findings

- The first impression was that the Civil Service has a predominantly full-time hour's culture for new recruits (71% of the jobs were advertised on the Gateway as full-time). Of interest here is the range of jobs that fell into this category. While there may be reasons for some types of jobs being restricted to full-time hours, the jobs that we looked at ranged widely from administrative to managerial roles.
- There was little evidence that the departments had looked at the business needs for posts before advertising and seeking full-time employees for the role. This might suggest that the 'comfort zone' for most departments was to seek full-time applications for full-time posts without asking themselves whether it would be possible in practical terms for someone to do the job part-time.
- The fact that some of the 'full-time' jobs were on further enquiry available to part-time workers might be positive news. However, potential candidates with the right skills and experience may have been dissuaded from applying because of the way that the jobs were initially advertised. This will also have represented a disappointing outcome for the employer, who in effect was turning away part-time talent that when questioned they professed to be willing to employ.
- We did identify some good practice albeit in a minority of departments. 18 jobs were advertised as being open to full-time as well as either part-time

or a job-share (although 10 of these jobs were from a single department). Two jobs were advertised as for part-time applicants only.

- The second part of our analysis was to look at those departments that offered job-shares, our aim here was to see if we could identify good practice. However, even in this group where the job-share option was explicitly offered, we found a limited understanding of job-sharing or how it would work for an individual applicant.
- The statutory Gender Equality Duty has not translated into consistent recruitment practice for individuals applying for part-time or job-share roles in the Civil Service. Current practices do not always encourage employees who want to work part-time to apply and thus may reduce women's chances of employment, as well as failing to maximise the employers' chances of finding the best person for the job.
- The difficulty faced by perspective new employees to seek a part-time role when they have no right to request flexibility in hours until they have worked for an organisation for 26 weeks.

Recommendations

- Clear and consistent job advertising that reflects departmental equality aims.
- More external civil service jobs should be available part-time.
- A more imaginative approach to job design with clear business needs and outputs thought through before a post is advertised.
- A greater understanding and encouragement of job-sharing.
- Departments that advertise a range of posts on a part-time basis should be rewarded and their good practice should be shared.
- Greater scrutiny of the Gender Equality Duty in relation to promoting part-time work.
- The Civil Service considers extending the right to request flexible working to their new employees as well as those who are already established with twenty six weeks service.
- Protection of the Gender Equality Duty when the Public Sector Duties are combined in the new Equalities Bill.

Conclusion

Working Families undertook the analysis to better understand the experience of someone seeking to work part-time in the Civil Service and to look at the effectiveness of the Gender Equality Public Sector Duty. These issues are inextricably linked. The Gender Equality Duty is there to prevent discrimination from happening in the first place. Increasing the availability of good quality jobs on a part-time basis is a vital step towards encouraging more women, particularly those with parental or caring responsibilities to apply. For an individual seeking a part-time role the good will or good practice of some departments, whilst encouraging, will only be of real value if it can be adopted on a wholly different scale across the Civil Service.

Introduction

Limited Jobs for Part-Time Hours

In 2007 Working Families dealt with nearly five and a half thousand calls to our helpline. The second largest issue for callers was advice on flexible working. Our callers support the body of evidence that there is a particular problem about the availability of 'good quality' jobs part-time. A 2004 survey of part-time workers showed that just over half had had previous jobs in which they used higher qualifications or skills or had more management/supervisory responsibility⁴.

The Equal Opportunities Commission identified in 2005⁵ that the lack of senior roles available on a flexible basis was deterring women from taking higher level jobs. Not only is the lack of good quality part-time roles frustrating for the individual but it is also not using the full potential of the workforce and represents an under-use of experience and skills for the economy. This situation also comes as a personal cost; the difference in earnings between men in full-time employment compared to women part-timers has recently increased from 35.8% to 36.3%.⁶ Although there are also pay gaps for part-time workers in other European Union countries "...the UK has the highest part-time pay penalty and one of the worst problems in enabling women to move between full and part-time work without occupational demotions".⁷

Working part-time as a way of combining caring and employment responsibilities is more common for women than men and is a highly significant source of potential employment for women with children. Of the 662,000 carers who are employed part-time 89% are women⁸. While 85% of working women without children work full-time this falls to 34% of working mothers with pre-school children and 41% of mothers with a youngest child of school age⁹.

Once in employment carers and parents of young children (and disabled children up to 18 years old) may use their right to request flexible working. Working Families welcomes the Government's announcement to extend this right for parents of older children¹⁰. However, both the existing right to request and the proposed extension only apply to parents and carers who have been with an

⁴ Darton D & Hurrell K (2005) People working part-time below their potential, Manchester Equal Opportunities Commission

⁵ EOC (September 2005) Britain's Hidden Brain Drain: The Equal Opportunities Commission's investigation into flexible and part-time working.

⁶ Office for National Statistics (14th November 2008) Annual Survey of Hours and Earnings Gender Pay Gap.

⁷ Alan Manning and Barbara Petrongolo (February 2008) The Part-Time Pay Penalty London School of Economics - The Economic Journal

⁸ Figures from Carers UK Website 2008.

⁹ See footnote 5.

¹⁰ Department for Business Enterprise and Regulatory Reform (May 2008) Right to Request Flexible Working: A review of how to extend the right to request flexible working to parents of older children

employer for a period of 26 weeks. Therefore, parents and carers who are attempting to enter the job market, have just entered the job market or are changing jobs are not able to exercise this right in order to request less than full-time hours.

Part-Time Job Opportunities in the Civil Service

Working Families chose the Civil Service to test recruitment practices because it is a major employer, because we wanted to see the effectiveness of the statutory duty to promote equality of opportunity between men and women and because we had already identified pockets of good practice in relation to offering posts at senior levels on a part-time or job-share basis.

In September 2007 there were 532,000 Civil Servants with around 25,000 new people entering the Civil Service in that year¹¹. The Civil Service is under an obligation to comply with employment sex discrimination legislation as well the statutory duty to promote equality of opportunity between men and women (as is true for all Public Bodies). The statutory duty includes employment practice. This additional duty was introduced in April 2007 and puts the onus on departments to demonstrate a commitment to promoting equality between men and women in an action plan (often referred to as a Gender Equality Scheme)¹². Working Families wanted to examine how this legislation was translating into recruitment practice.

Working Families knows that the Civil Service is capable of being a progressive employer designing some good quality part-time roles. We know of good practice examples from both our Flexi Executive¹³ (2001) and Hours to Suit Research (2007)¹⁴. These pieces of research identified a number of successful part-time roles in senior positions in the Civil Service. In the 2001 research for example, a part-time Director General at the then DTI, an Assistant Director and a principle Tax Inspector working 25 hours and 30 hours respectively and job-sharing Joint Head of the Family Policy Division at the Lord Chancellor's Department. The (2007)¹⁵ research contained good practice case studies in the public sector including a part-time Director at the Department of Culture Media and Sport, a part-time Head of Strategy at the London Development Agency and job-share at Executive Director Level within the Ministry of Justice.

With our analysis we wanted to identify further good practice that could be shared more widely.

¹¹ Office for National Statistics (September 2007) Civil Service Statistics.

¹² See Appendices A for details of the Gender Equality Duty.

¹³ New Ways to Work. (2001) Flexi Exec Working Flexibly at senior and managerial levels.

¹⁴ Working Families (2007) Hours to Suit Part II Working Flexibly at Senior and Managerial Levels in the Public and Voluntary Sector.

¹⁵ See footnote 14.

Job Advertising on the Civil Service Gateway

The Civil Service Gateway advertises jobs at all levels of responsibility across Civil Service Departments.

Working Families looked on the Civil Service Gateway at jobs advertised between 13-18 September 2008.

Key Findings

70 jobs were advertised across 28 departments.

The posts were advertised on the Gateway with the following stated working hours:

- 50 posts to work exclusively full-time;
- 18 posts were advertised as choice of full-time and or a combination of part-time or job-share; and
- 2 to work exclusively part-time

“The Civil Service is a whole world you never dreamed existed. It’s a far cry from suits, dusty offices and in-trays piled with paper – it’s a world you’ll want to join.

...We're totally committed to the principles of equal opportunity and factors like...your gender don't come into our recruitment or promotion decisions - our opinion of you is always based on your skills, your potential and your achievements”.

The Civil Service Gateway September 2008

Methodology

Working Families carried out a “secret shopper” exercise by e-mail and telephone. We concentrated our analysis on the 50 jobs that had been advertised as full-time to see whether there were opportunities to apply for these roles part-time or to job-share. The analysis was from the perspective of an individual applying for post without a job-share partner.

As a secondary part of the work we also wanted to find out more about job-sharing practicalities in the Civil Service. We therefore also contacted those departments that had advertised jobs as both full-time and job-share to find out how a job-share would work for an outside recruit. We also got some data about job-sharing from our enquiries about posts advertised as full-time.

Working Families e-mailed (from a personal and not a Working Families e-mail account) or telephoned and put the following question to advertisers that had listed a post as full-time on the Gateway:

“For someone with the right skills and experience would you accept an application on a part-time (3 days a week) or job-share basis?”

We adapted the question for those departments that were advertising a series of jobs on the Gateway as follows:

“For someone with the right skills and experience would you accept an application for any of these posts on a part-time (three days a week) or job-share basis?”

Working Families also e-mailed those organisations that advertised jobs as full-time or as a job-share to see how a job-share would work. They were asked the following question:

“How would a job-share work in practice? Do you have a job-share register or would you expect an applicant to apply with a job share partner?”

We did not contact the four advertisers that stated that a job was available full-time or part-time. We also did not contact those advertisers that stated in the job descriptions on their website or elsewhere that “This post is not suitable for part-time working or job-share.”

Key Results

Of the 50 jobs advertised as full-time:

- 33 were confirmed as full-time roles or were unable give any explanation of how an individual application for a part-time role would work in practice;
- 12 were in fact open to part-time or job-sharing; and for
- 5 posts we did not receive a response to the request before the closing date for the post.

Appendices B gives full details of the results by department, post and their telephone or e-mail response.

Analysis Highlights

A Lack of Clarity

There is a lack of clarity as to whether applicants who wish to work part-time or to job-share are able to apply for full-time posts in the Civil Service.

In terms of the advertisements on the Gateway there was confusion. For example, stating on the Civil Service Gateway, that the job was full-time, stating on the job advertisement that it was open to flexible working subject to business needs and then stating that the hours of job on the conditions of employment were full-time. Lack of clarity and consistency may discourage applicants who want to work part-time from applying for posts even where a department may be content to have a person with the right skills and experience to work part-time in the role.

“The posts are ideally full-time positions due to the nature of the work (*these are administrative officer posts*). However, if you feel that you would like to apply then please see the enclosed documents. Alternatively please continue to monitor the Civil Service website as there are part-time vacancies advertised on there at various intervals.”

Poor Knowledge of Job-Sharing

Knowledge about job-shares and how they would work in practice was limited even where a post is advertised as being available for someone to job-share. Only one department, which was advertising for one post, said that they had a job-share register but they could not explain how this would work for a candidate applying from outside the Civil Service. From the point of view of an individual applicant the responses about job-sharing were confusing and inconsistent.

“Accepting someone on a job-share basis would depend on the interview panel...it may be awkward if you do not get two job-sharers applying for the same post.”

There was a broad spectrum of responses from e-mail and telephone enquiries as to how departments would deal with a job-share applicant. At one end of the spectrum a department expected someone to apply with an established job-share partner while at the other end a department said they would employ someone who wanted to work as a job-share if they were the best candidate, and would then see it as their responsibility to re-advertise the post to find someone else to job-share. There was no indication from job advertisements as to the expectation for applicants who wanted to job-share.

“This post is full-time, however we would need to review if we had an exceptional candidate that wanted to ...job-share. We do not have any candidates wanting to job-share for either of these positions” *(the vacancies had not reached their closing date at this time).*

Difficulty in contacting and getting an answer from Departments

From the start we encountered difficulties contacting departments or finding the right person to ask about the possibility of part-time work, or with whom we could talk about any flexibility over working hours. Some departments had an agency dealing with applications and there is not a named person who could answer queries about a post including whether it is open to someone who wants to work part-time or to job-share.

Some departments had to be reminded for an answer and a number did not provide a response or did not answer until after the closing date for the application. From the perspective of an individual seeking a part-time role the results overall were disappointing.

Telephoned one department three times and each time was told that someone would call back with a response to the enquiry. Each time no return calls. Finally managed to get an answer from the department on 30/09 very near to the closing date for the post.

Poor explanation of Business Needs

Within job descriptions on the websites for departments there was often a positive statement about flexible working together with a statement that this was “subject to the business needs of the department”. An outsider applying to a department would have little idea what these business needs might be.

There was a lack of clarity in responses as to these business needs and how these might impact either positively or negatively on whether a job would be open to a part-time or job-share applicant. It seemed inconsistent that some administrative jobs in the Courts Service were capable of being open to part-time candidates for some courts and not for others. Similarly one department would accept a part-time applicant for a role that involved the management of 100 staff while other departments advertised all their roles as full-time whatever their level of responsibility.

“We would consider job-shares or reduced hours but this would depend on

business needs.” (No explanation was then forthcoming about the business needs of the Department)

Recommendations

Clear and consistent job advertising that reflects departmental equality aims

Job advertisements on the Civil Service Gateway need to be clearer and reflect the gender equality objectives of all departments. There should be a positive message about encouraging part-time and job-sharers to apply and the mechanisms in place to show how this will work in practice.

“...do not be put off do put in an application and we are happy to put you in touch with the recruiting manager...We could re-advertise for the other half of a job-share if someone was the best candidate at interview.”

There should be at one least contact for every job so that applicants can clarify points, including any about hours and any particular business needs for the post. Where an agency is employed on behalf of a department to advertise a post on the Gateway there should still be contact details available from within the department. The advertised hours of a post should be consistent on the Civil Service Gateway, on the job description and on the published working conditions for the post.

More posts should be available part-time

If departments are serious about gender equality and reducing the gender pay gap they should advertise jobs as available part-time unless a clear business case can be made that prevents this. Guidelines are needed to help departments understand what a suitable business case would or would not be and these need to be available and used by those advertising posts. This could include greater encouragement of job-shares for posts which require full-time hours. Statistics should be kept by departments as to those jobs that they have not been able to offer part-time or as a job-share and this should be included in their gender equality scheme findings, as a limitation to promoting equality of opportunity.

However, demonstrating business needs should not be seen as complex or burdensome. One example from the analysis showed a good outline of what was expected of a part-time applicant.

“...I think as a rough estimate, we would expect anyone working on a part-time basis to work around 3-4 days a week just based on the nature of the work entailed in each of the roles, how other part-time individuals work in the office, and because of the pace of the work here. The alternative is that if they did not have a partner, or were only able to work 2 days per week for example, we could re-advertise the remainder of the role for another part-time or job-sharer to take advantage of.”

A more imaginative approach to job design and job advertising

A more imaginative approach needs to be developed towards job design with business needs and outputs thought through before a post is advertised. We believe that this is essential to encouraging a culture that values skills and experience rather than the hours that someone can work.

The Civil Service could learn from good practice such as the recruitment work of the social enterprise organisation Women Like Us (WLU). They run a specialist recruitment service dedicated to finding women with children flexible roles, and helping employers source experienced part-time staff.

WLU work with employers before the recruitment process begins, to think through the outputs as well as the key skills and experience that are required for a post. Employers are helped to understand and articulate the flexibility that they can offer whilst still meeting their business requirements. Often jobs are advertised for a range of hours, such as between 21 to 28 hours, to give the employer access to the best candidates for the role. Advertisements also set out the business needs which impact on the hours or days of the week that an applicant would need to work. This approach works for part-time posts and for those that require full-time hours with flexibility around working patterns.

WLU has found this approach successful in recruiting into a complete range of roles from administrative through to director level positions across the public, voluntary and private sectors. In the current economic climate in particular, all businesses are now looking at the part-time job market as a way of recruiting the same calibre of staff but for reduced cost, because of the reduced hours worked. Indeed, WLU is receiving above average enquiries from employers (with 14 per cent more enquiries than usual in November 2008).

A greater understanding and encouragement of job-sharing should be developed

The Cabinet Office is supporting the development of a job-share area of the Civil Service Website and we recommend that consideration be given to how this will operate for new candidates together with clear job-share guidelines. In order for

the Register to be effective the Cabinet Office will need to encourage all departments to use it.

Until the proposed Civil Service Register has been developed we recommend that the requirements for job-sharers are made far clearer for outside applicants. For instance, if a department will only consider an established job-share partnership then this should be stated (“Job sharing partners welcome” rather than “open to job-share”). We also recommend that departments should have a clear understanding and explicitly state in their recruitment materials how they will treat a job share applicant if there is no existing match for them.

Job-sharing is a positive way of allowing people to work part-time hours but cover a full-time position. It may be a shared responsibility for a single full-time post involving the full range of duties and responsibilities. Alternatively, a full-time job may be split into defined functions, each of which is carried out by one partner but who keeps the other closely informed. Job-sharing can allow employees greater opportunities for career progression than existing part-time roles.

The teaching profession are leading the way in job-share opportunities; an area where traditionally people (particularly parents) were reticent about job sharers. We recommend that the Cabinet Office look at the good practice of the teaching profession and their guidance material that encourages a well informed job-share process. They could also draft job share contracts and draw together examples of where civil service job-shares work successfully. Working Families would be happy to contribute good practice job-share examples from our research work.

Educate and Reward Good Practice

There was a lack of confidence from departments in knowing how to deal with job-share and part-time working requests from new applicants. We recommend that training be offered to departments so that they can understand and deal more effectively with these applicants.

As part of the House of Commons Committee Inquiry¹⁶, they carried out a short survey with departments about their Gender Equality Schemes. The Report highlighted that “Fewer (*departments*) mentioned specific attempts to encourage flexible working and only the Foreign and Commonwealth Office and the Department for Communities and Local Government seemed actively to be seeking out further opportunities for job-sharing, part-time posts and other forms of flexibility.” The Foreign and Commonwealth Office require that all posts are open to flexible working unless there is a business case to the contrary. They also require hiring managers to consider how jobs might be done flexibly “...and try to identify posts at senior level in UK missions that could be job-shares or

¹⁶ Business, Enterprise and Regulatory Reform Second Committee Report, House of Commons (January 2008) Jobs for the Girls: Two Years on.

part-time.” The Department for Communities and Local Government is managing a job-share register to help increase the availability of part-time posts.

It is commendable that a small number of departments are making real efforts to increase the availability of part-time jobs at all levels of responsibility. Those departments should be rewarded for their efforts and their practice should be shared. What they show are the possibilities for other departments to follow.

Greater Scrutiny of the Gender Equality Duty in relation to promoting part time work

The Gender Equality Duty was the last public sector duty to be introduced in April 2007 and as such has had the least amount of time to bed in. This analysis of job advertisements on the Civil Service Gateway is an indication that the current duty to promote equality of opportunity between men and women is not filtering through to practical policy in external recruitment. The analysis also showed the frustrations of dealing with different departments and their different gender equality schemes. It highlighted the importance of the Civil Service being assessed so comparisons of good and bad practice can be identified.

Working Families suggests that the Equality and Human Rights Commission, who oversee the statutory duty, take a proactive role in looking at the performance of departments in relation to the Gender Equality Duty. In particular we would like them to look at how these duties are translated in practice including recruitment opportunities for people who want to work part-time. We would like them to publish these results and put pressure on departments to use the duty as it is intended; to promote equality of opportunity between men and women.

Protection of the Public Sector Gender Duty in the new Equalities Bill

In the development of the new single equality duty in the Equalities Bill Working Families wants reassurance that the main provisions of the existing gender duty are protected and not sidelined by the amalgamation of duties. We appreciate that the new public sector duty will require public authorities to publish their overall gender pay gap. However, in view of the pay gap being so persistently wide between part-time and full-time workers we would like this requirement to include statistics from departments of the jobs and grade of posts that they make available part-time. The limited opportunities for good quality part-time work have a continuing impact on the pay gap between men and women. In the development of the new duty we want to see meaningful enforcement powers against departments that do not comply with their statutory duty.

Working Families would like to see a commitment to part-time and job-share improvements as a key output on which departments’ success in the new Single Equality Duty will be measured. Not only because it would benefit working parents (including single parents) and carers but opening up the job market to

more part-time and job-sharing roles may help other disadvantaged groups to access employment, such as those on long term sickness and people with certain disabilities (carers and parents might also fall into these groups as experiencing multiple disadvantage). Dame Carol Black's report "Working for a Healthier Tomorrow"¹⁷ highlights that refining work practices including flexible working "would enable many more people, currently workless through ill health, to return to work."

¹⁷ Dame Carol Black (17th March 2008) Working for a Healthier Tomorrow: Review of the Health of Britain's Working Age Population.

Conclusion

A lack of opportunity to work part-time or job-share has the potential to disadvantage women with parental or caring responsibilities. In Working Families' analysis of external Civil Service job advertisements there appears to be a bias towards full-time hours. Our work did identify some good practice. Four departments advertised all their vacancies as open to full-time or part-time or job-share applicants. This demonstrates that jobs at all levels of responsibility can be successfully considered as being available for part-time workers. Making more jobs available part-time is a vital step towards encouraging more women, particularly those with parental or caring responsibilities to apply.

Where full-time hours are seen as necessary for a post then job-sharing should be considered as a realistic way of widening the pool of talent available to the employer. Our analysis showed that merely advertising a post as a job-share is not enough. There needs to be a clear understanding of how a job-share would work in practice for an applicant and any business needs for the post including days that someone would need to work. There needs to be access to registers of potential job-share partners (preferably across all departments) and examples of successful job shares.

Job design that focuses on full-time hours remains a barrier to change. Working Families believes that there is room for a more imaginative approach to job design with clear business needs and outputs thought through before a post is advertised. We believe that this is essential to encouraging a culture that values skills and experience rather than the hours that someone can work.

The statutory Gender Equality Duty has not translated into consistent recruitment practice for individuals applying for part-time or job-share roles in the Civil Service. Working Families recommends that departments work to establish guidance and undertake audit to improve their recruitment practices in order to meet the Gender Equality Duty. More specifically, improvement is required to ensure clear and consistent job advertising that reflects these gender equality objectives.

Working Families would like the Equality and Human Rights Commission to give greater priority to the enforcement of the Gender Equality Duty, making sure that it is translated into recruitment practices in the public sector. In addition the provisions of the Gender Equality duty should be protected and meaningful measures of success developed for the broader public sector duty in the new Equality Bill.

This analysis has also highlighted the difficulty of the 26 week rule in relation to a right to request flexible working for parents and carers who are seeking flexibility in relation to working hours. To further the Public Sector Gender Equality Duty to promote equality of opportunity between men and women, the Civil Service as an

exemplar employer might consider extending the right to request to new employees as well as those who are already established with 26 weeks service.

The Government is committed to promoting equality and combating discrimination. There has been a whole raft of equality legislation to promote this change and a new Equality Bill that aims to consolidate and simplify. A common theme through the different measures is that the public sector, as recipients of public funds, must be an exemplar employer including an expectation that these bodies will promote equality of opportunity between men and women. The Gender Equality duty is there to prevent discrimination from happening in the first place. However, the duty must not be seen as separate from the day-to-day practice of departments including how they approach job design.

The Civil Service is a major employer with the capacity to take the lead to change the way jobs are designed and advertised. Making the changes recommended here will help address the gender pay gap. It also makes good business sense to use the widest range of skills and talents available for the benefit of the UK economy as a whole.

The Government supports the principles of part-time working. In 2007 they launched the Quality Part-time work fund that has gone some way to promote good practice. There are also a few departments that are making an effort to advertise more jobs as open to either full-time or part-time applicants (18 posts in our analysis although 10 of these posts were from one department). For an individual looking for a part-time role (at all levels of responsibility) the good will or good practice of a few departments, whilst encouraging, will only be of real value if it can be adopted on a wholly different scale across the Civil Service.

Appendices A: The Public Sector Gender Equality Duty and provision in the new Equality Bill

The following extract is from the Statutory Code of Practice from the Gender Equality Duty.

“The Duty requires public authorities to identify and tackle discrimination, to prevent harassment, and to ensure that their work promotes equality of opportunity between men and women. It is a form of legally enforceable ‘gender mainstreaming’ – building gender equality into the core business thinking and processes of an organisation. It is different from previous sex equality legislation in two crucial respects:

- *Public authorities have to be proactive in eliminating discrimination and harassment, rather than waiting for individuals to take cases against them.*
- *Public authorities have to be proactive in promoting equality of opportunity, and not just avoiding discrimination.”*

From April 2007 public authorities (PAs) are required to:

- draw up and publish a gender equality scheme which should identify gender equality objectives and show the steps that PAs will take to implement them.
- PAs will also be required to consider whether one of their objectives should address the causes of any gender pay gap (which can include equal pay issues);
- ensure that they assess the impact of new legislation, policies, employment and service delivery changes. These assessments must also be published.

In complying with the specific duties, public authorities must:

- consult with employees and stakeholders when drawing up gender equality schemes & impact assessments and if tackling the causes of any gender pay gap;
- publish and be accountable in what they do; and
- through their actions, demonstrate their commitment to gender equality.

The new Equality Bill will contain a single equality duty for the public sector covering all grounds: race, disability, gender, sexual orientation, gender assignment, religion or belief and age. The new single duty will be more outcomes focused and will be designed so that it can be used by all public bodies ‘in proportion to their size, their resources and the challenges they face.’

Appendices B: Key results from E-mail and Telephone Analysis

Table 1: The 50 posts advertised as Full-Time on the Civil Service Gateway

Key – red x = full-time; green tick = open to job-share or part-time; blue wave = no response before deadline or unclear from response whether part-time working a possibility.

Job Title	Summary of Job	Department	Working Arrangement On Gateway	Contact about Vacancy	Working Arrangement available after contact with employer or website details
1. Station Manager Reference VOSA0836	To lead an inspection team.	Vehicle and Operator Services Agency	Full-time	E-mail confirmed full-time only “I am sorry but the job is a full-time position and VOSA would not be able to accept this on a part-time or job-share basis.”	X
2. Administrative Officer Reference 523n/09/08	Admin duties.	Tribunals Service	Fixed Term Contract	Job details “Not suitable for job-share or reduced hours.”	X
3. Tax Chamber Registrar Reference 5170/09/08	Tax Registrar	Tribunals Service	Full-time	Job description on website “This post is not suitable for part-time working or job- share.”	X

4. Business Analyst Reference OFG/324	Capture and analyse business and operational software.	Office of Gas and Electricity Markets	Full-time	Telephone confirmation full-time only for all three advertised posts 23/09	X
5. Communication Officer Reference OFG/323	Media relations.	Office of Gas and Electricity Markets	Full-time	See response at job 4.	X
6. Senior Programme Manager Reference OFG/322	Project Manager	Office of Gas and Electricity Markets	Full-time	See response at job 4	X
7. Intranet Content Editor Reference B2/CS/AH/2201	Editor post	Office for Standards in Education	Full-time	HR confirmed by telephone all posts from the Office of Standards in Education on the Gateway are full-time only 25/09. No job-share register	X
8. PA to Head of Communications Reference B3/CS/AH/219	PA duties	Office for Standards in Education	Full-time	See response at job 7	X

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9. Press Officer Reference B2/CS/AH/218 8	Press Officer Duties.	Office for Standards in Education	Full-time	See response at job 7	X
10. Senior Press Officer Reference B1/CS/AH/218 7	Senior Press Officer duties.	Office for Standards in Education	Full-time	See response at job 7	X
11. Internal Communicatio ns Assistant Reference B3/CS/AH/219 0	Comms Assistant	Office for Standards in Education	Full-time	See response at job 7	X
12. Internal Communicatio ns Officer Reference B1/CS?ah/218 6		Office for Standards in Education	Full-time	See response at job 7	X
13. External Communicatio ns Assistant		Office for Standards in Education	Full-time	See response at job 7	X




Reference B3/CS/AH/219 1					
14. Editor for Ofsted News Reference B2/CS/AH/218 5		Office for Standards in Education	Full-time	See response at job 7	X
15. Editor for Talisman Reference B2/CS/AH/218 4		Office for Standards in Education	Full-time	See response at job 7	X
16. External Communicatio ns & Events Manager- Reference B1/CS/AH/218 9		Office for Standards in Education	Full-time	See response at job 7	X
17. Principal Officer Reference ADM/CS/AH/2 182		Office for Standards in Education	Full-time	See response at job 7	X





18. Call Centre Assistant Reference Mol-CCA		Museum of London Group	Full-time	No response to e-mail 22/09. Telephone response 30/09 HR confirmed that both posts were full-time.	X
19. Team Leader Reference Mol-TL		Museum of London Group	Full-time	See response at job 18	X
20. Marine Technology Manager Reference 38/08	Lead a team of policy managers	Maritime and Coastguard Agency	Full-time	T/M 23/09 Recruitment Hotline. Both posts not suitable for reduced hours. Job-share responses make it difficult to apply as an individual. "This is a full-time role". Told to put in an application but it would depend on someone else applying who wanted to work as a job-share. No job-share register,	X
21. Marine Surveyors Reference 94/08	Assist in meeting the Govt's maritime strategy	Maritime and Coastguard Agency	Full-time	See response at job 20	X
22. Director Compliance and Enforcement Reference HMRC 55/08	Director level role.	HM Revenue and Customs	Fixed term contract Full-time	T/M with the recruitment consultants who went back to the recruiting department. Confirmed by telephone message 30/09 full-time only.	X




23. Admin Officer Reference 520n/09/08	Admin duties	HM Courts Service (Surrey)	Full-time	Job description makes clear. This is a full-time role not suitable for job-share or reduced hours.	X
24. Lawyer Reference 51115	Lawyer	Government Legal Services	Full-time	No comment as to whether the lawyer or senior lawyer posts could be done part time. In terms of job-share. "We have no job-share register. Any applicants who wished to job-share would need to apply with a job-share partner, preferably as established job-sharers." E-mail 23/09	X
25. Senior Lawyer Reference 51115	Senior Lawyer	Government Legal Services	Full-time	See response at job 24	X
26. Senior Auditor Reference BCFOD	Senior Auditor	Export Credits Guarantee Department	Fixed term contract full-time	"These posts are full-time, however we would need to review if we had an exceptional candidate that wanted to work on part-time basis. Similarly with job-share. We do not have any candidates wanting to job-share in either of these positions". (NB the vacancies had not reached their closing date at this time) e-mail 23/09	X
27. Finance Manager	Finance Manager	Export Credits Guarantee	Fixed term contract full-time	See response at job 26	X


Reference FCD001		Department			
28. Customer Service Agent Reference IRC53007	Customer services officer	Department for Work and Pensions (Exeter)	Full-time six months contract	Part-time work may be available but “this will depend on the business needs of the Department”. Respondent could not state what the business needs of the section of that department might be or whether this would mean or not mean that the job would be open to part-time applicants. Recruitment hotline 25/09 No job-share register.	X
29. Administrative Officer Reference RCRE 1092	Admin duties	Department for Environment Food and Rural Affairs	Fixed term contract full-time	E-mail 24/09 contact from job description “These posts are ideally full time positions due to the nature of the work. However, if feel that you would like to apply then please see the enclosed documents. Alternatively please continue to monitor the civil service website as there are part-time vacancies advertised on there at various intervals.”	X
30. Senior Crown Prosecutor Reference WMER1020	To provide an effective prosecution service.	Crown Prosecution Service (West Midlands)	Full-time	In job details on departmental website “requests for flexible, part-time work and job-share will be considered, taking into account at all times the operational needs of the dept”. However, in working arrangements these are stated as full time. Where part-time work is applicable has been left blank. There were no contact	X

				details to clarify.	
31. Account Manager Reference 000054	Account Manager	Central Office of Information	Full-time	T/M 01/10 "This is a permanent full-time role."	X
32. Research Officer Reference EIS00079	Provide a link between the British Library and the bioscience community	British Library	Full-time	"I have checked with the line manager and for this post there is a full-time requirement" E-mail 22/10.	X
33. Administrative Assistant Reference 15/09/08		MI5	Full-time	HR contact on job advert on website confirmed by telephone 23/09 that this is a full-time role only.	X
34. Recruitment Assistant Reference YJB037	To provide admin support	Youth Justice Board	Full-time	Telephoned twice 22/09 & 25/09. Telephone response from 30/09 HR department "A job-share may be possible. Ideally best to apply with a job-share partner." Department do not have a job-share register. If successful at interview then the post could be re-advertised to find a partner.	✓

35. Learning and Development Reference ON90/2008	Manager role	OGC Buying Solutions	Full-time	Telephone response 25/09 "Part-time applicants will be considered for these vacancies. Your application will be sifted in the same way as any full-time applicant. If you were successful at interview stage it would be up to us to recruit another candidate for the remainder of the hours".	
36. Service Desk Executive Reference ON56/2008	First line contact with customers and suppliers	OGC Buying Solutions	Full-time	See response at job 35	
37. Head of Public Services Reference 1302	Manage team of 100 staff	National Archives	Full-time	Telephone response from "We would consider job-shares or reduced hours but this would depend on business needs. However, do not be put off do put in an application and we are happy to put you in touch with the recruiting manager." Department have no job-share register. Ideally they would like two job-sharers to apply at the same time but could re-advertise for other half if someone was best candidate at interview. Need to make clear on your application that you want to work part-time.	




38. Hosts Reference Mol-TL		Museum of London Group	Full-time	This is a full-time job but the job is also advertised on the Gateway as a part-time role.	
39. Fines Enforcement Officer Reference 422o/09/08	To recover outstandin g penalties and use the court powers.	HM Courts Service (Lincoln)	Full-time	Details on website suitable for job-share but not reduced hours. Contact given for the post T/M 30/09 Not suitable for reduced hours but job-share. Person should apply and then it will be up to the organisation to find a partner or re-advertise. There is no job- share register.	
40. Director of Regulation and Strategy No Reference	Director level	Department of Health	Full-time	Confirmed that the post could be carried out as a job-share. "...We can advise we would not let this prevent you from putting in an application. There is no job-share register as yet because it is a new organisation, however, there are likely to be other candidates applying in a job- share capacity. I would suggest you make it clear on your application that you are applying as a job-share. As you suggest if somebody has the right skills and experience then they will consider this option." E-mail 25/09 Recruitment Consultant	
41. Customer Services Agent Reference	First point of contact for customers	Department for Work and Pensions (West	Full-time	In job description on website these posts applicants can work part-time. No details of job share register.	



IRC52885	and employees	Midlands)			
42. Customer Services Agent Reference IRC52729	First point of contact for customers and employees	Department for Work and Pensions (West Midlands)	Full-time	See response at job 40	
43. HR Advisor Reference RCRE 1123	EO Grade duties	Department for Environment Food and Rural Affairs	Full-time	Within job details sent by e-mail 23/09 "possibilities for part-time working exist." On follow up telephone enquiry told that this would depend on two suitable people applying. "Ideally this would be a full-time post". There is no job-share register. As a bottom line they would be prepared to advertise for the other part of the post is someone who wanted to work half time was successful at interview. Asked whether this had happened in practice with other posts and was told that they did not know.	
44. Senior Crown Prosecutor Reference GMAN1020	Review and provide advice in cases in magistrate's court.	Crown Prosecution Service (Nationwide)	Full-time	In job details on departmental website "requests for flexible, part-time working and job-share will be considered taking into account at all times the operational needs of the Department. We will consider applicants who will work a minimum of 3 days per week for job-	

				share opportunities.” However in job details it is stated that this is a full-time post and under working arrangements these are stated as full-time. No contact details to clarify.	
45. Spatial Analysis Co-Coordinator Reference 000867	Analyst	Communities and Local Government	Full-time	“The post is full-time but the department welcomes applications from people wishing to work flexibly, including those willing to job-share” The only department that says it has a job-share register. E-mailed 23/09 Sent details of job-share register by e-mail but could not respond when asked how this would work in practice for an outside candidate.	
46. Admin Officer Reference 521n/09/08	Admin duties	HM Courts Service (West Midlands)	Full-time	In job description (Not Gateway) suitable for job-share. Ministry of Justice does not have a job-share register. E-mailed 23/09 but no details provided about how a job-share would work in practice before closing date of 26/09.	~
47. Project Officer Reference GW-RPHG-SE-PO-GM	Project relating to cutting alcohol related admissions	Department of Health	Fixed term contract	E-mailed 23/09. Reminder sent 30/09. No response before closing date.	~
48. HR Business Partner	Customer focused people	Crown Prosecution Service	Full-time	No response before closing date.	~





Reference HRD11038	managem nt	(Nationwide)			
49.HR Operations Managers Reference NBCS1046	Leading a team of HR advisors	Crown Prosecution Service (Nationwide)	Full-time	No response before closing date.	~
50. Team Manager Reference H008/511	To provide proactive administrat ive support	Medical Research Council	Full time fixed term contract	No response before closing date.	~





Table 2: Jobs advertised as open to full-time and/or part-time or job-share



Job Title	Summary of Job	Department	Working Arrangement as advertised on the Gateway	Contact if any about vacancy	Confirmed as advertised or comment
51. Route Manager Reference W1355/902 699	Manage a portfolio of routes.	Highways Agency	Full-time, part-time	No contact as job advertised as available part-time.	
52. Regional Environmental Advisor Reference VV1388	Provide environmental advice and support.	Highways Agency	Fixed term contract, full-time, part-time	No contact as job advertised as available part-time.	
53. Admin Officer Reference 516n/098/08	Admin duties	HM Courts Service (Poole)	Full-time, job-share	Asked by telephone how a job-share would work in practice. Told that the Courts Service do not have a job-share register. Asked whether an applicant would have to apply with a partner. They "had not been asked this before." You can apply on your own	

				and hopefully someone else will apply who also wants a job- share. However, if you are the best candidate it will make no difference and they will re-advertise for a job share partner for you. T/M 25/09	
54.Admin Officer Reference 518n/09/08	Admin duties	HM Courts Service (Bolton)	Full-time, job-share	Telephoned organisation on the 23/09 and 30/09 told to telephone again 1/10. Contact was on annual leave so no response given about how a job share would work in practice before closing date of applications.	Although the post was advertised as open to a job-share despite telephoning three times no one could answer how a job-share would work in practice for an individual applying for the role.
55. HEO Reference DVLA/174/08	Local Office Manager	Department for Transport	Full-time, job-share, part-time	No contact as job advertised as available part-time.	
56. Comms and Briefing Team Leader No reference	Work with team manager on strategic comms	Department for Innovation, Universities and Skills	Full-time, part-time, job-share	E-mail 23/09 contact given on Gateway for all the posts advertised by the department. "I think with job-share proposals we would probably need to have a	 Although overall this department have given a positive response to

				<p>job-share partner. We've not really had anyone else apply on a job-share basis and so therefore don't have a register of possible partners who fit the bill. The alternative is that they apply with the expectation they'd work part-time. If they were the best candidate for a job then we would work with them to agree a working pattern that suited us all. I think as a rough estimate, we would expect anyone working on a part-time basis to work around 3-4 days per week just based on the nature of the work entailed in each of the roles, how other part-time individuals work in the office, and because of the pace of the work here. The alternative is that if they didn't have a partner, or were only</p>	<p>part time working it should be noted that despite advertising the post as a job-share they have no job-share register and if someone wanted to apply on this basis they would need to do so with a job-share partner.</p>
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				able to work 2 days per week for example, we could re-advertise the remainder of the role for another part- time or job-sharer to take advantage of.”	
57.PA to Head of Teams No reference	PA role	Department for Innovation, Universities and Skills	Full-time, part-time, job-share	See response at job 56	 See comments at job 56
58. PA to Head of Policy and Projects No reference	PA role	Department for Innovation, Universities and Skills	Full-time, part-time, job- share	See response at job 56	 See comments at job 56
59. PA to Chief Executive No reference	PA role	Department for Innovation, Universities and Skills	Full-time, part-time, job- share	See response at job 56	 See comments at job 56
60. Workforce Planning Manager	Manager role.	Department for Innovation, Universities and Skills	Full time, part-time, job-share	See response at job 56	 See comments at job 56

No reference					
61. Learning and Development Commissioning Manager No reference	Manager role.	Department for Innovation, Universities and Skills	Full time, part-time, job share	See response at job 56	 See comments at job 56
62.Labour Management Intelligence Manager No reference	Manager role.	Department for Innovation, Universities and Skills	Full time, part-time, job-share	See response at job 56	 See comments at job 56
63. Standards and Qualifications Manager No reference	Manager role.	Department for Innovation, Universities and Skills	Full-time, part-time, job-share	See response at job 56	 See comments at job 56
64. Delivery Manager No	Manager role.	Department for Innovation, Universities and Skills	Full-time, part-time, job-share	See response at job 56	 See comments at job 56

reference					
65. Account Manager No reference	Manager role.	Department for Innovation, Universities and Skills	Full-time, part-time, job- share	See response at job 56	 See comments at job 56
66. Coastguard Watch Officers Reference 84/08	To respond to search and rescue	Maritime and Coastguard agency	Full-time, part-time	No contact as job advertised as available part-time.	
67. Finance Manager Reference JAC 22-08	Finance Manager	Judicial Appointments Commission	Full-time, job-share	Contacted HR department by telephone. Passed to three different people as they are unclear how to handle a job-share request from an individual. There is no job-share register. Accepting someone on a job-share basis would depend on the interview panel "It may be awkward if you do not get two job- sharers applying for the same post."	Although this post is advertised as open to job-sharers according to the criteria of an individual applying without a share it is difficult to see how this would work in practice.


68. PA	Support to Policy teams	HM Treasury	Full time, job share, part time	No contact as job advertised as available part-time.	
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Table 3: Jobs Advertised as available Part-Time only

Job Title	Summary of Job	Department	Working Arrangement as advertised on the Gateway
69. Hosts Reference Mol-TL		Museum of London Group	Part-time
70. Court Usher Reference 519n/09/08	Usher duties	HM Courts Service (Redhill)	Part-time