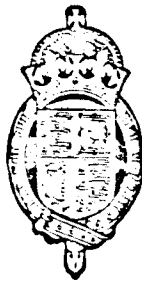


# WORKING CONDITIONS IN THE CIVIL SERVICE

REPORT BY  
A STUDY GROUP APPOINTED  
BY H.M. TREASURY



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WORKING CONDITIONS  
IN THE  
CIVIL SERVICE

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A STUDY GROUP APPOINTED  
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LONDON  
HIS MAJESTY'S STATIONERY OFFICE

1947

THE Study Group whose report is now published was set up by the Treasury in April, 1943. The main purpose of its inquiry was to consider how the efficiency of the Civil Service might be increased by bringing its standards of physical working conditions into conformity with the best practice in commerce and industry. Its members were drawn from various Departments (including the Treasury and the Ministry of Works), together with a member of the National Whitley Council Staff Side. The Report of the Group was completed on the 27th September, 1944: thus the investigations were carried out during the war years, and this should be borne in mind in reading the Report.

While it is obviously impossible at present to make changes of any radical nature, some improvements can be introduced even under existing conditions. In all future planning the recommendations of the Report should be taken into full account.

The Report, being the only survey of its kind made in this country, is published in the hope that, not only the Civil Service, but commercial organisations also may benefit from the Study Group's research and recommendations.

# WORKING CONDITIONS

We were appointed as a study-group in April, 1943, to study physical working conditions in the Civil Service, including the provision of canteens. We were asked to answer the questions :

- (i) How far has the Civil Service gone in providing staff with the right sort of accommodation and equipment ?
- (ii) Do standards differ between Departments and, if so, how ?
- (iii) Is the Civil Service behind outside industry in this matter ?

Our plan has been to break down the field of study into its elements ; to get some knowledge of theory and of expert opinion on the subjects thus thrown up ; to visit typical modern industrial and commercial office buildings and so find out how far they embody modern ideas and how those ideas work out in practice ; and to visit all types of Government offices.

We thought this method of observational survey more suited to our study than the gathering of information by means of questionnaires. It has the advantage that it provides a body of information obtained by actual inspection and by personal discussion, and the disadvantage that in some respects the information gathered represents a sample selection and so does not present a complete picture of the whole field.

We are grateful to Dr. May Smith, Dr. Bedford and Mr. H. C. Weston, all of the Industrial Health Research Board, and to other colleagues who either attended our meetings and spoke on a special subject, or helped in other ways ; to business men and colleagues for the invariable courtesy shown on our visits ; and to the Industrial Welfare Society, the National Institute of Industrial Psychology and the Royal Institute of British Architects for allowing us the use of their libraries. We are also indebted to the copyright owners for permission to use reproductions of various illustrations.

Besides reading text-books and reports we have examined issues of professional journals, and have visited the Home Office Industrial Museum.

Our recommendations are unanimous, except that two of our members dissented from the suggestion that all canteens in Government offices should be brought under unified control.

27 September, 1944.

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**APPENDIX I**  
**ARTIFICIAL LIGHTING**  
**COMMERCIAL, ETC., OFFICES**

| BUILDING | BUSINESS             | INDIVIDUAL OR GENERAL | TYPE (T.F. = TUNGSTEN FILAMENT)   | SHADES                                    | PLANNED TO GIVE    | PHOTOMETER READINGS (*WAR TIME REDUCED) | NOTES   |
|----------|----------------------|-----------------------|---|---|--------------------|---|---|
| A        | Commercial           | General               | (1) Fluorescent + T.F. in all rooms without direct sunlight<br>(2) T.F. elsewhere | Trough + enclosed opal<br>Ditto           | ?                  | *7.5 f.c. (fluorescent only)            | Using 80 watt in place of normal 150 watt lamps   |
| B        | Commercial           | General               | T.F.  | Enclosed opal                             | 7 f.c.             | 5 f.c.*                                 | Reduced by 30%  |
| C        | Insurance            | General               | T.F.  | Enclosed opal                             | 7 f.c.             | 6.5-9 f.c.                              | Not considered sufficient by company  |
| D        | Banking              | General               | T.F.  | Various                                   | 10 f.c.            | —*                                      | Indirect lighting (planned by expert and oculist) found unsatisfactory; propose fluorescent after war |
| E        | Local Government     | General               | T.F. (+ desk lamps where staff prefer)  | Ceiling lights                            | 8 f.c.             | 5.5                                     |   |
| F        | Insurance (Canadian) | General               | T.F. (Indirect)   | Opal bowls                                | ?                  | 4.5 f.c.                                | Poor—admitted; difficulties over improvements as an old system  |
| G        | Insurance (U.S.A.)   | General               | T.F.  | Decorative enclosed<br>Indirect in vaults | 20 f.c.<br>20 f.c. | 5 f.c.*<br>17 f.c.                      | Tendency to over-heat in normal times   |



## APPENDIX II

### ARTIFICIAL LIGHTING

#### GOVERNMENT OFFICES

| GENERAL OFFICES | INDIVIDUAL, ETC., OR GENERAL | TYPE OF LIGHTING  | SHADES                    | PHOTO-METER READINGS F.C. | NOTES  |
|-----------------|------------------------------|---|---------------------------|---------------------------|--|
| H               | Individual and Group         | T.F.  | Opal bell                 | 2-10 average<br>4-5       | From 3' to 4' 6" over tables. Noticeable glare and shadow. Complaints                              |
| J               | General                      | Fluorescent in protected parts                              | Tubes                     | 5-11                      | Complaints by staff of bad effects on eyesight   |
|                 | Individual and Group         | Normally T.F.   | Direct opal               | Various                   | Combined artificial and daylight in typical room varied from 5-40 f.c.                             |
| L               | Individual and Group         | T.F.  | Direct opal various types | Generally 1½-4            | Pronounced glare and shadow from many lights. Suspended at varying heights. Many complaints        |
| M               | General                      | T.F.  | Enclosed opal             | 6-6.5                     | Large open offices   |
| N               | General                      | Direct T.F.   | Direct opal               | 6                         | Large open offices—light considered insufficient. Glare from unshaded portions of clear bulbs used |
| O               | General                      | Ground Floor & below (protected)—fluorescent elsewhere T.F. | Tubes                     | 7-15.5                    |  |
|                 | Individual and Group         | T.F.  | Direct opal               | 2.5-8 (average about 4.5) | Some glare from naked parts of lamps   |
| P               | Various                      | T.F.  | Various                   | 2-8 (average about 4.5)   | Modern building  |
| Q               | Various                      | T.F. Fluorescent in protected parts                         | Various                   | 3-5 up to 10              |  |
| R               | General                      | T.F.  | Enclosed spherical        | 5-10                      |  |
|                 | General                      | T.F.  |                           | 3-7                       | Upkeep by own engineers  |
| U               | General                      | T.F.  | Opal enclosed             | 4-7                       | Fair lighting generally  |

APPENDIX II—*contd.*

| GENERAL OFFICES | INDIVIDUAL, ETC., OR GENERAL | TYPE OF LIGHTING | SHADES        | PHOTO-METER READINGS F.C. | NOTES   |
|-----------------|------------------------------|------------------|---------------|---------------------------|---|
| V               | Individual and Group         | T.F.             | Direct opal   | 5-8                       | Noticeable glare  |
| W               | General                      | T.F.             | Opal enclosed | 3-5                       | Modern building   |
| X               | Mostly individual and Group  | T.F.             | Direct opal   | 1-8 (average 5)           | Intensity varies with height of mounting  |
|                 | Some general                 | T.F.             | Enclosed opal | Various                   | Owing to shadow some work being done in 1 f.c.  |
| Y               | Individual and Group         | T.F.             | Various       | Various                   | Seven different types of shades in one room. General standard of lighting poor—glare and shadow prominent |

## APPENDIX III

### HEATING AND VENTILATION

#### MODERN COMMERCIAL, ETC., BUILDINGS

| CON-<br>DITION   | WINDOWS  | NOTES  |
|--|--|--|
| out  | Casement.<br>Drop panes at top   | Engineer was a ship's engineer. Five independent plenum plants for various parts of the building, e.g. Dining-Rooms, Kitchen, etc. as alternative to natural ventilation when required. Beautiful boiler house   |
| system 5<br>ground<br>otherwise                        | Casement.<br>Vertical swivel<br>openings   | Complaints that N.E. corner of building is cold. Complaints generally of draughts from metal frame windows. The boiler house is a show piece   |
| natural<br>stem over<br>ground in-<br>gh fans ;        | Metal casement ;<br>glazed with 12" x 9"<br>vita glass panes.<br>Two opening panels<br>side hinged at bot-<br>tom and centre | Hygrometer readings taken as occasion requires. No complaints in normal times. Metal frame windows not regarded as proof against east or north winds. Extractor system said to work extremely well. In AA ozonised air is discharged into offices from corridor side ; in the kitchen there are 25 changes of air per hour |
| some fans  | Sash in older parts ;<br>casement in newer.<br>Sash or hopper or<br>swivel openings  | Draught screens round doorways. Tiled walls cold and not satisfactory. There is said to be sometimes a "smell of humanity" in some rooms. We thought ventilation (summer conditions) good, including basement. Lavatories particularly fresh   |
| out  | Windows perma-<br>nently shut  | Disadvantage is that temperatures cannot be quickly altered with changing outside conditions   |
| plenum<br>in build-<br>condition-<br>room and<br>rooms | Casement or sash   | Said to be no complaints   |
|  | Large plate glass ;<br>metal frames  | When windows are opened to give natural ventilation, air conditioning installation is thrown out of gear—whines and weird noises. No enthusiasm about air conditioning ; staff prefer fresh air  |
| on<br>d vaults ;<br>floor                              | Sash and casement  | Leased portion of large office block. No complaints  |

APPENDIX IV  
HEATING AND VENTILATION  
GOVERNMENT OFFICES

| VENTILATION                                      | WINDOWS  | NOTES   |
|--|--|---|
| cept in pro-<br>p, where there<br>r-conditioning | Sash   | Where rads. are not under windows there are metal sheets a few inches above their tops, pierced with holes. This breaks up the warm air and prevents walls from being marked with the usual dark lines caused by dust and dirt in convection currents   |
| ratings behind                                   | Sash   | Complaints of stuffiness and draughts. Installation capable of 30° rise in temperature, so that if outside temperature falls below freezing point inside temperature is below 62° One wing (east) very troublesome because of position and distance from boiler house; but "we can open the valves a bit" |
| cept in pro-<br>which are air-                   | Mostly sash; casement in newer portion                                 | Some complaints of stuffiness, and sometimes of "smell of humanity"<br>Large open offices   |
|  | Sash   | Temperature sometimes under 60°, staff like to keep windows closed; they are opened 5 minutes every hour. Large open offices; they sometimes feel "stagnant". Ventilation in summer good  |
|  | Sash   | There are three internal courts or light wells. Rooms facing on to these courts, particularly on the ground floor, are frequently badly ventilated  |
|  | Sash   | Central heating system being gradually extended. No direct ventilation in messengers' lobbies   |
| critical in com-<br>ms, lavatories               | Sash—double on two cold sides  | Temperatures given are not entirely maintained by central heating; if temperature in a room is proved to be persistently sub-normal, an additional radiator is installed  |
|  | Sash; casement   | Not enough screens provided for draughty spots. No hopper arrangements—in winter rooms said to become overheated and when windows opened to get full blast of cold air. We noticed stagnation in rooms. No direct ventilation to messengers' lobbies (and no special ventilation)                         |
|  | Casement — main windows swivel type, but top panes hinged (see sketch) | Complaints of cold in cold weather. Low temperatures recorded, particularly on the east side of the building which is exposed to the full force of east winds. A few electric fans in basement storerooms without natural ventilation. A few complaints of draughts also                                  |

| VENTILATION                               | WINDOWS  | NOTES  |
|---|--|--|
| <p>cept in canteen<br/>d in protected</p> | <p>Metal casement ;<br/>fanlight openings</p>  | <p>No direct ventilation in 3 messengers' lobbies</p>  |
|   | <p>Casement</p>  |  |
|   | <p>Sash</p>  | <p>Three buildings served by installation in one building adapted for that purpose over twenty years ago. Thermometer readings have shown temperatures below comfortable working conditions. Complaints of draughts. Smell and stagnation in some rooms. No direct ventilation in messengers' lobbies. Rooms facing internal courts badly ventilated</p> |
|   | <p>Metal casements ;<br/>fanlight openings</p>   | <p>No ventilation in a few small filing rooms. We were told that rooms are always well warmed and no suggestion of inadequate heating or unsuitable or inadequate ventilation</p>  |
|   | <p>Casement ; half<br/>window space opens</p>  | <p>Complaints of low temperatures on upper floors in very cold weather confirmed by thermometer readings</p>   |
|   | <p>Sash</p>  | <p>Complaints of draughts and general inadequacy of heating. Ventilation seemed quite good</p>   |
|   | <p>7' sashes replaced by<br/>single casements<br/>23' x 23'</p>  | <p>Peculiar nature of building and numerous corridors etc., makes impossible an even over-all temperature of 60°. Complaints of cold feet, draughts and inadequate temperature. Complaints of draughts from ill-fitting fibre boards replacing original windows</p>  |
|   | <p>Metal casement ;<br/>swivel openings</p>  | <p>Quite a lot of screens in use. Complaints of draughts. No direct ventilation in messengers' rooms, storerooms and workshops on lower ground floor; they have fans and air vents</p>   |
| <p>Sash, casement or<br/>French</p>       | <p>14 houses, each with its own heating system. 150 coal fires and 24 slow combustion stoves in use, plus 30 supplementary electric heaters. Hoppers to sash windows would be an advantage. Many complaints about difficulties of ventilation with French and large casement windows. Complaints of fumes from slow combustion stoves, and of "stagnation" when windows closed in cold weather</p> |  |

**APPENDIX V**  
**CONTROL OF EXTERNAL NOISE**  
**COMMERCIAL OFFICES**

| BUILDING | TYPE               | PRECAUTION AGAINST EXTERNAL NOISE  | NOTES  |
|----------|--------------------|--|--|
| A        | Commercial         | None   | Building is in a quiet spot and suffers very little from external noise, though trams can be heard from one side |
| B        | Commercial         | Plenum ventilation on 5 floors on noisy side and ground floor elsewhere. (No double windows) | Triangular building, noisy on one side   |
| C        | Insurance          | Double windows on noisy side—no special ventilation  | Rectangular building noisy on one side. No special ventilation, so double windows usually open                   |
| D        | Banking            | Plenum ventilation throughout. (No double windows)   | Noisy City site  |
| E        | Local Government   | Plenum ventilation on first floor where Council Chamber and Committee Rooms are situated     | Windows always kept shut<br>A fairly quiet site  |
| F        | Insurance          | Air-conditioning throughout. Windows plate glass   | Noisy on one side  |
| G        | Banking (American) | Double windows in noisy part. Air-conditioning on ground floor                               | Noisy City site  |
| AA       | Commercial         | Some double windows on noisy side  | Usually open   |
| BB       | Commercial         | Some double windows on noisy side  | Usually open   |

APPENDIX VI  
LAVATORIES AND CLOAKROOMS  
COMMERCIAL OFFICES

| D<br>BANK                                   | E<br>LOCAL GOVT.                | F<br>INSURANCE<br>(CANADIAN) | G<br>BANKING<br>(AMERICAN)              |
|---|---------------------------------|------------------------------|---|
| No; mostly base-<br>ment and top floor      | Yes                             | Yes                          | No; all in base-<br>ment for staff      |
|   | Yes                             | Yes                          |   |
| Considerable, but<br>good lift service      | Conveniently<br>placed          | Conveniently<br>placed       | Considerable                            |
| Yes   | No                              | Yes                          | Yes                                     |
| Tiled                                       | Tiled                           | Tiled                        | Tiles and light<br>paint                |
| Yes   | Yes                             | Yes                          | —                                       |
| Daily.<br>Woman attendant<br>always on duty | Daily                           | Daily                        | Daily                                   |
| Artificial                                  | Natural                         | Artificial                   | Artificial                              |
| 0   | 17                              | 15                           | 28                                      |
| 0   | 17                              | 15                           | ?                                       |
| 5   | None                            | 15                           | 42                                      |
| 2   | 12                              | 17                           | 28                                      |
| Yes   | Yes                             | Yes                          | Yes                                     |
| Yes   | Yes                             | Yes                          | Yes                                     |
| Individual<br>(weekly)                      | Individual                      | Individual                   | Individual                              |
| Individual<br>Lockers                       | Individual<br>In working rooms  | Individual<br>In lockers     | Individual<br>Lockers in locker<br>room |
| In lavs.                                    | Bottles and glasses<br>in rooms | Bubble fountain in<br>lavs.  | Bubble fountain in<br>lavs.             |
| Yes   | No                              | —                            | No                                      |
| No  | No                              | —                            | No                                      |
| No  | No                              | —                            | Yes                                     |

APPENDIX VII  
LAVATORIES AND CLOAKROOMS  
(A) CROWN BUILDINGS

|      | T  | Y  | Z  |
|------|--|--|--|
|      | Yes  | Yes  | Yes  |
|      | Yes  | Yes; except for women on 1st floor               | Yes  |
| ble  | Convenient   | Not very convenient apart from 1st floor         | Reasonably convenient                                      |
|      | Only 3   | Limited  | No   |
|      | Painted plaster in modernised units: glazed brick in older | Paint and tiles                                  | ?  |
|      | No   | No   | Yes  |
|      | Daily  | Daily  | Daily  |
|      | Natural  | Natural  | Extractor unit   |
|      | Adequate   | 13   | 14   |
|      | More than adequate   | 22   | 24   |
|      | Adequate accommodation                                     | 13   | 17   |
|      | Staff adequately catered for                               | 9  | 18   |
| ally | In peace time  | Seasonal   | Yes  |
|      | In peace time  | Yes  | Yes  |
|      | Individual   | Both   | Individual   |
| oms  | Individual   | Individual                                       | Common   |
|      | In working rooms —a few lockers                            | In working rooms                                 | In working rooms. Lockers in large rooms not always locked |
| v.   | Taps in lavs. Glasses common                               | Bottles in rooms. Glasses both common and indiv. | Fountains in lavs. Glasses common                          |
|      | No   | Yes  | Yes  |
|      | No   | No   | No   |
|      | Yes  | No   | No   |



(C) BUILDINGS IN WAR-TIME OCCUPATION

| K                             | K   | U  | H  |
|-------------------------------|---|--|--|
| ed centrally;<br>quite a long | Yes<br>Yes<br>Convenient  | Yes<br>Yes<br>Convenient                                   | No<br>No<br>Poor in parts  |
| —                             | —<br>To taste of previous tenants   | Yes<br>Terrazzo to 7', then light green hard gloss paint   | No<br>—  |
|                               | —   | No; pickup from building                                   | No   |
| al                            | Daily<br>Natural  | Daily<br>Natural   | Daily<br>Natural   |
|                               | More lavatories than needed (bldg. was designed for flats)<br>None<br>More basins than necessary                    | 12<br>12   | —<br>—<br>—  |
|                               | No (except A.R.P.)  | No   | Constant for A.R.P. and Ministers; otherwise seasonal                  |
| their own                     | Yes   | Yes  | Yes  |
| dual                          | Individual  | Individual   | Individual   |
| rking rooms                   | Individual  | Individual   | Individual   |
| s in rooms.<br>s common       | In working rooms, but typists have cloakroom. No lockers<br>Bottles in rooms. Taps in all bathrooms. Glasses common | In working rooms<br>Fountains in corridors. Glasses common | In working rooms<br>Bottles filled by Staff themselves. Glasses common |
|                               | —   | Yes  | —  |
| s sinks                       | —   | No<br>No   | —  |

APPENDIX IXA  
 FILING AND STORAGE  
 GOVERNMENT OFFICES

| FILING ROOM  |   |                                      |   |                                |
|--|---|--------------------------------------|---|--------------------------------|
| FILING   | VENTILATION                               | PROVISION FOR WRITING, SORTING, ETC. | REQUISITIONING AND CONVEYANCE OF FILES  | CLEANING OF FILES              |
| Forms  | Natural                                   | Table, etc.                          | Requisitioned by telephone: conveyed by trolley (pneumatic tube delivery in preparation)                    | As necessary by vacuum cleaner |
|  | Intake fans in bricked-up window spaces   | Table, etc.                          | Requisitioned by slip: conveyed by hand and trolley   | As necessary by vacuum cleaner |
| <p>ridor. Layout is obviously a compromise, due, in main, to fact that lighting is used continuously. Open pendant fittings 9' from floor on at the working plane.</p> |   |                                      |   |                                |
|  | Sub-ground, natural: basement, mechanical | Tables, etc.                         | Usually requisitioned by slip: conveyed by electric papers lifts to various floors, then by hand or trolley | As necessary by vacuum cleaner |
|  | Natural                                   | Tables, etc.                         | Requisitioned by slip or telephone, according to urgency: conveyed by paper lifts and by hand               | —                              |
| Forms windows  | Natural                                   | Tables, etc.                         | Requisitioned by slip or telephone according to urgency: conveyed by trolley                                | With brushes, by paper keepers |

| DIVISION<br>WRITING,<br>ING, ETC.   | REQUISITIONING<br>AND CONVEYANCE<br>OF FILES  | CLEANING<br>OF FILES                    |
|---|---|---|
| les, etc.   | Requisitioned by slip : conveyed in trollies in lift to various floors, then by hand                        | By vacuum cleaner, at monthly intervals |
| les, etc.   | Conveyed by trolley   | —                                       |
| le, etc.  | Requisitioned by telephone : conveyed by hand   | As necessary by vacuum cleaner          |
| ly lit<br>stry is<br>ly fur-<br>ed with<br>stools<br>flat high<br>s. Bad<br>re<br>d | Requisitioned by slip or telephone : conveyed by trolley  | Fortnightly, by vacuum cleaner          |
| e   | Written requisition necessary: files conveyed in hand truck or passenger lift                               | As necessary by vacuum cleaner          |
| is done<br>registry<br>round  | By telephone to registry, thence by messenger : files conveyed to ground floor by hand lift, thence by hand |   |
| e, etc.   | By telephone or written requests conveyed by hand   | As necessary by vacuum cleaner          |

APPENDIX X  
CHAIRS AND TABLES  
COMMERCIAL OFFICES

|   |                      | CLERICAL STAFF   | TYPISTS    |
|---|----------------------|--|------------|
| A | Commercial           | Ordinary wood-frame, upholstered leather seats, armless<br>Stand-up desks for staff working on heavy ledgers | Adjustable |
| B | Commercial           | Steel swivel chairs, adjustable for height only<br>Adjustable chairs for machine operators                   | Adjustable |
| C | Insurance            | Wooden swivel chairs adjustable for height. Some have arms   | Adjustable |
| D | Banking              | Chairs adjustable for height and back<br>High-backed tubular steel stools for draughtsmen                    | Adjustable |
| E | Local Government     | Mixed  | Mixed      |
| F | Insurance (Canadian) | Steel chairs (not tubular)   | Adjustable |
| G | Banking (American)   | Ordinary wood-frame chairs, upholstered seats.<br>A few sloping desks  | Adjustable |

# APPENDIX XI

## FURNITURE

### EXTRACTS FROM NOTES BY STUDY GROUP MEMBERS

- Building*
- L (Old Crown Building) Mostly plain wooden chairs for clerical staffs . . .
- M ( do. ) (Large Open Office) Steel repetition tables, tubular steel chairs and special table furniture in X Branch
- O ( do. ) (Clerical Room) Tables 5' x 3' writing, also collapsible . . . 1 steel filing cabinet, 3 wooden cupboards, 9 pieces of open racking, wooden trays
- T ( do. ) Chairs of all standard types in use, also some non-standard but comfortable . . . standard repetition tables in most general rooms . . . filing cabinets and presses mostly of steel . . .
- N (New Crown Building) A very mixed lot of chairs including emergency furniture . . . standard repetition flat and sloping tables with some emergency trestles . . . no special purpose desks . . . mainly steel filing cabinets . . . cushions put on seats for comfort not for height
- Z ( do. ) (Clerical Room) 7 ordinary steel chairs—one arm steel—5 wooden—8-5' x 3', 1 Admiralty, 3 collapsible . . . 2 steel and 1 wooden filing cabinet . . . 4 steel and 7 wooden presses . . . 5 sections of open racking
- R (Leased) (Clerical Room) Steel chairs for staff, wooden for visitors . . . tables 5' x 3'
- S ( do. ) (Clerical Room) Assorted chairs and tables . . .
- V ( do. ) (Clerical Room) Furniture a very mixed lot; largely emergency tables and chairs; steel and different kinds of wooden presses alongside one another; 5 draught screens
- V ( do. ) (Clerical Room) All types of chairs . . . tables 5' x 3' . . . 1 steel cabinet, 3 wooden presses, one stained mahogany, one oak, one plain three-ply . . . an extraordinary collection of presses . . . a general untidy look . . . lino on some tables badly torn . . . general state of maintenance very bad and whole room has a dilapidated and uncared for appearance
- (Registry Room)—30 staff—no special furniture provided . . . ordinary or double 5' x 3' tables . . . some chairs arm, some plain . . . some tables have racks balanced on tin trays for papers . . . some old wooden sets of open pigeon holes, and some steel. A very poor effort and general effect real Heath Robinson
- W (Leased) A varied collection of furniture that has grown up with the Department . . . most types of Ministry of Works' furniture distributed without regard to uniformity . . . some very old . . . some emergency . . . higher officers have carpets . . . other floors have wood block . . . no sections with specially designed furniture
- H (War-time occupation) On removal the Department lost the bulk of its furniture and was issued with temporary furniture—temporary tables and square-backed chairs . . . most of the typists have temporary wooden chairs which with high seats and low backs are not very popular . . . some typists say they cause a pain in the back. Senior staff have either 5' x 3' writing tables, Admiralty pedestal tables and arm chairs of various kinds . . . Assistant Secretaries and upwards have carpets . . . Principals lino . . . everyone else bare unstained boards
- K ( do. ) Such furniture of pre-war type as Ministry of Works were able to provide supplemented by war types . . . several complaints regarding lack of comfort of folding slatted seat chairs . . . tables standard according to rank where possible varying from plain deal folding tables to pedestal tables . . . complaints of absence of drawers from trestle tables

APPENDIX XII  
INTERNAL NOISE  
COMMERCIAL OFFICES

| WHETHER SPRINGS FITTED TO MAIN DOORS | WHETHER SILENCERS TO CHAIRS          | WHETHER TELEPHONE ETC. BELLS TONED DOWN | TYPE-WRITERS                              | OTHER MACHINES   | NOTES  |
|--------------------------------------|--------------------------------------|---|---|------------------|--|
| Yes (and missing nuts)               | No                                   | Yes (and special hoods for some)        | —   | —                |  |
| Yes                                  | No                                   | Yes                                     | Noiseless                                 | In special rooms | Part height partitions. There is a continuous hum of sound in the building   |
| Yes                                  | No                                   | Yes                                     | Noiseless (on replacement) felts and pads | Special rooms    | Very large rooms, very quiet. Lofty rooms.   |
| Yes                                  | No (tan-sad or tubular steel chairs) | No                                      | Some noiseless felt and rubber pads used  | Not seen         | Interview rooms almost invariably used for callers. Special dictation room, but little use made of it. Four call-boxes for staff private telephone calls |
| Some                                 | No                                   | Yes                                     | —   | —                |  |
| No                                   | Casters                              | Yes                                     | —   | —                | Ample space and height   |
| No                                   | No                                   | No                                      | —   | —                | Ample space and height lessens disturbance   |
| Yes                                  | No                                   | No                                      | Felt pads                                 | —                |  |
| Yes                                  | No                                   | No                                      | Felt pads                                 | —                |  |

APPENDIX XIV  
FURNITURE  
COMMERCIAL OFFICES

| BUILDING | DESKS (GENERAL CLERICAL)                   |                            |                              |                  |  | CHAIRS | PRESSES | NOTES   |
|----------|--|----------------------------|------------------------------|------------------|--|--------|---------|---|
|          | SIZE                                       | TYPE                       | MATERIAL                     | FINISH           | NOTES                                      |        |         |   |
| A        | 5' x 2' 9"                                 | Half-pedestal              | Wood                         | Stained mahogany | Standard 3 drawers on one side             | Wood   | Steel   | Lockers in rooms for personal clothing, etc.                                |
| B        | 4' 6" x 2' 8"                              | Half-pedestal              | Steel                        | —                | Standard                                   | Steel  | Steel   |   |
| C        | 4' 10" x 2' 6"                             | Double pedestal            | Wood                         | Oak              | Special drawers and partitions to suit job | Wood   | Wood    |   |
| D        | Mixed                                      | Mixed                      | Steel (including repetition) | Lino top         | —  | Steel  | Steel   |   |
| E        | Very mixed selection — no particular types |                            |                              |                  |  |        |         |   |
| F        | —  | Non-pedestal               | Steel                        | —                | —  | Steel  | Steel   | Principals have double pedestal tables—mahogany, rounded corners, glass top |
| G        | —  | Pedestal and half-pedestal | Wood                         | —                | —  | Wood   | Wood    |   |
| AA       | } Now in Government Occupation             |                            |                              |                  |  |        |         |   |
| BA       |  |                            |                              |                  |  |        |         |   |

APPENDIX XV  
CLEANING AND DECORATION

| DECORATING                  |   |   |   |
|-----------------------------|---|---|---|
| CON-<br>TROLLING<br>OFFICER | BY WHOM<br>WORK DONE  | CYCLE   | NOTES   |
| Estate Officer              | Contractor  | As necessary  | House Supt. has a painter and 3 cabinet makers on his house staff                           |
| Architect                   | Usually by contract but company also have a small staff of painters and arrange for work to be carried out for tenants  |   |   |
| Estate Supt.                | Contractors are on the premises all the time  | 3 to 5 years  | —   |
| Building Dept.              | Painting staff continuously at work, mostly on night shift  | 3 years   | —   |
| Clerk of Works              | Company's own staff of carpenters and painters are at work all the time   | As necessary ; tiled walls once a year, ceilings every five years | —   |
| Premises Officer            | Building and maintenance staff continuously at work   | As necessary  | After war hope to have painted walls and wash down whenever needed, say 2 or 3 times a year |
| Architect Mtce. Sect.       | Own staff   | 4 years washed and painted alternately                            |   |
| Secretary                   | Own staff of painters constantly at work under Building Superintendent. Main rooms redecorated every 3 years. General offices washed down or painted as necessary |   |   |
| Ministry of Works           | Ministry of Works staff or contractors  | At 10 year intervals  | Washing down walls and whitening ceilings is done every 4th and 7th year of a 10 year cycle |
| Ministry of Works           | Ministry of Works staff or contractors  | do.   | do.   |



## APPENDIX XVI

### 1938 AGREEMENT ON EQUIPMENT OF SICK ROOMS

In March, 1937, the following extract from a statement made on behalf of the Official Side of the Joint General Purposes Committee of the National Whitley Council was circulated, in E.O.C. paper 179 (35) dated 11th March, 1937, for the guidance of Departments:—

“As regards rest room accommodation, they were satisfied that departments, in conjunction with the Office of Works, did all that was practicable and necessary to provide facilities. As regards sick bay accommodation the Official Side did not consider that there was any case in general for endeavouring to provide facilities for men. For women they considered that there were some grounds for providing some sick bay facilities, if at all possible, but this must, of course, be subject to accommodation being available in the particular offices concerned. Subject to this proviso, they understood that when new accommodation was being erected or acquired the Office of Works would endeavour to provide some form of sick bay accommodation where the female staff numbered 40 or more. He emphasised that difficulties of accommodation were very acute at the present time, but the Official Side were disposed to the view that where accommodation was available the provision of sick bay facilities for women should constitute a first charge on that accommodation. He had no doubt that departments would exercise a reasonable latitude in the matter and would not be unfavourably disposed to requests for the provision of such accommodation. As regards men, however, the experience of the Post Office, which of course related to large numbers of staff, indicated no need for such provision. There would, however, be nothing to prevent the sick bay accommodation for women staff, when not in use, being utilised by a department in an emergency for a male member of the staff should this be found to be desirable.”

The question of the standard of equipment to be provided for the Sick Bays has been under joint consideration by the Committee, and it has been agreed that the standard provision should be as indicated in the attached lists.

It is not intended that Departments should replace existing articles of equipment merely because these do not conform precisely to the new standards. So long as such articles meet requirements and afford a reasonable standard of comfort they may be kept in use and the standard items introduced only when replacements become necessary; but so far as the existing equipment is deficient it may be brought up to standard, subject to accommodation being available.

It will be observed that the items in List I are appropriate in cases where the female staff numbers 40 or more and a separate Sick Room is provided. Those in List II are appropriate in cases where the female staff numbers 40 or more but the only means of providing Sick Bay accommodation is by screening off a space in a working room.

It has also been agreed that, subject to sufficient accommodation being available, Departments, if satisfied as to the need, would be prepared to screen off a portion of a working room as a Sick Bay in cases where a female staff of somewhat less than 40 in number is employed. List II equipment would also be appropriate in such a case.

All items in Lists I and II will be obtainable from the Office of Works.

The question of the contents of the First Aid Boxes provided for female staff Sick Bays has also been under consideration, and it has been agreed that the normal provision in this respect should be as indicated in the enclosed schedules. The contents of the First Aid Boxes should be provided and replenished by local purchase out of petty cash, except in Departments where there is a Medical Branch and economical arrangements exist or can be made for the issue of the necessary supplies.

### EQUIPMENT OF FEMALE STAFF SICK BAYS

#### LIST I. EQUIPMENT WHERE A SEPARATE SICK ROOM IS PROVIDED FOR A FEMALE STAFF OF 40 OR MORE

1. Camp bedstead with adjustable head, mattress with loose washable holland cover and dust cover.
2. Pillow (covered Jaconet) with 3 pillow slips.

## WORKING CONDITIONS IN THE CIVIL SERVICE

3. Two coloured blankets (beige or similar tone).
4. First Aid Box.
5. Table, occasional, 2' x 2' covered with linoleum and fitted with lower shelf.
6. Chair, woven, easy.
7. " W 8.
8. Washstand, metal, folding, with pail and water can—if lavatory accommodation not immediately available. (Small enamelled jug for hot water to be supplied if washstand not provided.)
9. Dwarf screen for washstand.
10. Screen 6', four fold.
11. Mirror, 13" x 10".
12. Linoleum.
13. Rug, hair (blue and grey).
14. Fireplace furniture (if fireplace is provided):—
  - Curb
  - Poker
  - Shovel, office
  - Scuttle
  - Fireguard
  - Firescreen
  - Brush, hearth.
15. Curtains, holland coloured casement.  
(In due course, dark blinds, in addition to curtains, will be provided for Air Raid Precaution purposes.)
16. Water bottle, and tumbler.
17. Hot water bottle, rubber, with cover.
18. Bowl, enamelled, 12".
19. Dressing pail with cover.

### LIST II. EQUIPMENT WHERE PORTION OF WORKING ROOM IS RESERVED FOR SICK BAY

1. Camp bedstead with adjustable head, mattress with loose washable holland cover and dust cover.
2. Pillow (covered Jaconet) with 3 pillow slips.
3. Two coloured blankets (beige or similar tone).
4. First Aid Box.
5. Occasional Table 2' x 2' covered with linoleum and fitted with lower shelf.
6. Screen 6', four fold.
7. Water bottle and tumbler.
8. Hot water bottle, with cover.
9. Small enamelled jug for hot water.
10. Two bowls, enamelled, 12".

NOTE.—Where female staff exceeds 40, but no separate Sick Room is provided, any item from List I for which there is space may be provided, as necessary, to supplement List II.

### STANDARD CONTENTS OF FIRST AID BOXES

*Size A.* (For staff of less than 20)

- Copy of First Aid Notes (Home Office Form 923, or Notes issued by Departmental Medical Officer).
- 6 Sterilized Finger Dressings.
- 2 " Head and Foot Dressings.
- 1 " Large Wound Dressing.
- 1 bottle 2% Alcoholic Solution of Iodine.
- 1 tube Tannin Burn Application.
- 1 bottle Smelling Salts.
- 1 " Sal Volatile.
- 1 " Mistura Lavendulae Compositae.

APPENDIX NO. XVI

Size B. (For staff of 20 or more)

- Copy of First Aid Notes (Home Office Form 923, or Notes issued by Departmental Medical Officer).
- 16 Sterilized Finger Dressings.
  - 6 " Hand and Foot Dressings.
  - 5 " Large Wound Dressings.
  - 1 " Cotton Wool Dressing.
  - 1 bottle 2% Alcoholic Solution of Iodine.
  - 1 tube Tannin Burn Application.
  - 1 Splinter Forceps.
  - 1 Triangular Bandage.
  - 1 bottle Smelling salts.
  - 1 " Sal Volatile.
  - 1 " Mistura Lavendulae Compositae.\*
  - 1 " Eye Drops prepared as described in Home Office Form 923, or as prescribed by Departmental Medical Officer.
- \* *Formula*.—Spirit of Chloroform 20 minims. Compound tincture of Lavender to 1 drachm.  
Send 3 ozs.  
Label "For periodic pains—a teaspoonful in water."

## APPENDIX XVII

### LOCAL OFFICES: TUNBRIDGE WELLS

#### NOTES OF VISIT

In Tunbridge Wells, there are, excluding the Post Office, some 1,500 Civil Servants of 16 Departments employed in 40 offices (24 being war-time offices) in 32 buildings.

We visited 10 offices of 7 Departments. The first office has a staff of 37, is on 2 floors in a modern building and is held on short tenancy. It has a large open clerical room. Rooms on the top floor are inadequately heated and gas radiators have been installed. Counter accommodation is poor and inadequate; filing and store rooms are inadequate.

The second office—with staff of the same size—is in an old dwelling house on 3 floors in 10 small rooms. It suffers from all the inconveniences of the adapted house. The officer in charge complained of the difficulty of supervision.

The third office has a staff of 15. It is housed on 2 floors in an old church hall with stone entrance hall. The main room on the ground floor is divided in two by a counter. The floor space in front of the counter is of bare boards with two rows of kitchen chairs for callers. Painted in red on the wall facing the callers is a notice:

PREVENTION OF CONSUMPTION  
Please do not spit

The upper room is lofty, with a pitched roof. Presses and draught screens give a certain seclusion and protection from draught, but conditions were described as "hellish at times". There is one very poor outside lavatory for 13 men. The 2 women have to go across the road to the other office a good hundred yards away, approached by 48 steps in an open staircase. Two typists are housed in a room 7' 10" x 10' 6". Another officer has a room 8' x 7' 10". The officer at present in charge has been in this place for 15 years and cannot say how long it was in use before that. An exceedingly bad office from the point of view of both public and staff.

The fourth office has a staff of 10 spread over 4 rooms in what were intended to be small working class flats.

The fifth and sixth offices are in the same building, a requisitioned dwelling house. One has a staff of 49, the other 18. These 67 are spread over 13 rooms. There is some serious overcrowding, e.g. 8 in a room of 280 sq. ft. No adequate accommodation for interviews, part of a registry being screened off for the purpose. The lavatory accommodation for men is poor and inadequate; one of the W.C.'s is outside and accessible only through the kitchen.

The seventh office has a staff of 26, belonging to four branches, housed in 9 rooms in two adjoining houses. Accommodation ample, and seems suitable for an organisation of this kind. Lavatory accommodation not good—one W.C. for 16 men, and bowl in men's lavatory in a poor state.

The eighth office has staff of 9 in 6 rooms on 3 floors of an old house. Fairly convenient—4 rooms would be the ideal.

The ninth office has a staff of 85, well housed in a "Temporary Office Building" erected in 1942 on a requisitioned site. The open office principle is well exemplified here. Fifteen people are housed in one unit (Registry, over 100 sq. ft. per head); 40 clericals in another (54 sq. ft. per head); 5 typists in another (80 sq. ft. per head). We were favourably impressed by this type of office—as being bright, spacious, and readily adaptable.

The last is a small office—staff 4—in 2 rooms in an office building. It is satisfactory for its purpose. There is a separate interview room.

#### General

Of the 8 buildings visited, 3, including the T.O.B., were built as office premises. Apart from those the accommodation is makeshift, including an old Parish Hall and old houses. *Prima facie* there seems a strong case for concentration in a central building.

As regards furniture, the impression throughout was much the same—an assortment of all ages. On the whole the senior staff were reasonably well equipped but trestle tables and emergency chairs were much in evidence for juniors. Obviously there is scope for refurnishing as soon as it becomes practicable.

## APPENDIX XVIII

### DISTRIBUTION OF STAFFS OF GOVERNMENT DEPARTMENTS IN THE CENTRAL AREA OF MANCHESTER ACCORDING TO TYPE OF ACCOMMODATION (IN 1944)

#### NUMBER OF STAFF IN

| DEPARTMENT    | MODERN OFFICE BUILDING |             | OLD OFFICE BUILDING |             | ADAPTED COMMERCIAL BUILDING |             | ADAPTED DOMESTIC BUILDING |             | TOTAL NUMBER OF STAFF |
|---------------|------------------------|-------------|---------------------|-------------|-----------------------------|-------------|---------------------------|-------------|-----------------------|
|               | No. of Staff           | Per-centage | No. of Staff        | Per-centage | No. of Staff                | Per-centage | No. of Staff              | Per-centage |                       |
| 1             | 205                    | 100         | —                   | —           | —                           | —           | —                         | —           | 205                   |
| 2             | 162                    | 100         | —                   | —           | —                           | —           | —                         | —           | 162                   |
| 3             | 185                    | 56.23       | 103                 | 31.31       | 36                          | 10.94       | 5                         | 1.52        | 329                   |
| 4             | 562                    | 39.2        | 135                 | 9.4         | 736                         | 51.4        | —                         | —           | 1,433                 |
| 5             | 228                    | 38.8        | 299                 | 50.8        | 61                          | 10.4        | —                         | —           | 588                   |
| 6             | 179                    | 66.3        | 91                  | 33.7        | —                           | —           | —                         | —           | 270                   |
| 7             | 458                    | 45.5        | 80                  | 7.9         | 453                         | 44.9        | 17                        | 1.7         | 1,008                 |
| 8             | —                      | —           | 3                   | .2          | 1,545                       | 99.8        | —                         | —           | 1,548                 |
| 9             | 484                    | 60.8        | 125                 | 15.7        | 187                         | 23.5        | —                         | —           | 796                   |
| 10            | 23                     | 4.3         | 30                  | 5.5         | 488                         | 90.2        | —                         | —           | 541                   |
| 11            | 200                    | 68.0        | 24                  | 8.2         | 70                          | 23.8        | —                         | —           | 294                   |
| 12            | 362                    | 100         | —                   | —           | —                           | —           | —                         | —           | 362                   |
| 13            | —                      | —           | 45                  | 65.3        | 24                          | 34.7        | —                         | —           | 69                    |
| (Remainder)   | 75                     | 21.4        | 93                  | 26.6        | 176                         | 50.3        | 6                         | 1.7         | 350                   |
| <b>TOTALS</b> | <b>3,123</b>           | <b>39.3</b> | <b>1,028</b>        | <b>12.9</b> | <b>3,776</b>                | <b>47.5</b> | <b>28</b>                 | <b>.3</b>   | <b>7,955</b>          |

N.B.—The staff of department 8 is an unusually large war-time aggregation. If this be omitted the percentages are:—

|                      |     |     |     |              |                 |
|----------------------|-----|-----|-----|--------------|-----------------|
| Modern Offices       | ... | ... | ... | 3,123        | staff = 50%     |
| Old Offices          | ... | ... | ... | 1,025        | " = 16%         |
| Commercial Buildings | ... | ... | ... | 2,231        | " = 34.5%       |
| Domestic Buildings   | ... | ... | ... | 28           | " = .5%         |
| <b>Total</b>         | ... | ... | ... | <b>6,407</b> | <b>" = 100%</b> |

## APPENDIX XIX

### DISTRIBUTION OF STAFFS OF GOVERNMENT DEPARTMENTS IN THE CENTRAL AREA OF MANCHESTER ACCORDING TO GROUPING IN BUILDINGS (IN 1944)

| Size of Groups of Staffs ...  | 1-100 | 101-300 | 301-1,000 | Over 1,000 |       |
|-------------------------------|-------|---------|-----------|------------|-------|
| Number of Buildings occupied  | 52    | 14      | 3         | 2          | 71    |
| Number of Staff accommodated  | 1,343 | 2,682   | 1,358     | 2,572      | 7,955 |
| Proportion of total ... ..    | 16.9% | 33.7%   | 17.1%     | 32.3%      | 100%  |
| Average Staff per building... | 26    | 191     | 439       | 1,286      | 112   |

NOTES.—(i) The 52 buildings with less than 100 staff include 43 buildings in which only one Department has an office.

- (ii) The 2 buildings with over 1,000 staff include :
- (a) one building housing staff of one Department;
  - (b) one building housing staffs of a group of Departments.

GOVERNMENT



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