

# Annex

This annex contains the endnotes from each chapter, as well as some more detailed information about some of our calculations and the abbreviations we use.

Further details on all the subjects we cover, as well as the data we use published in an open format, can be found on the *Whitehall Monitor* website.

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# Endnotes

## Executive summary, pages 7 to 23

1. See Institute for Government, 'Annex A: Improving data on Whitehall', *Whitehall Monitor 2013*, August 2013, <http://www.instituteforgovernment.org.uk/publications/whitehall-monitor-2013>, and Institute for Government, written evidence to the Public Administration Select Committee on statistics and open data, October 2013, <http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/public-administration-committee/statistics-and-open-data/written/2175.html>.
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## The leadership of departments, pages 26 to 31

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5. We described this process in more detail in *Whitehall Monitor 2013*, pp. 23-4.
6. Note 25 across Whole of Government Accounts, 2009-10, 2010-11, 2011-12 and 2012-13. For example, pp.109-111, WGA 2012-13.
7. For further definitions, see HM Treasury, 'How to understand public sector spending', May 2013, <https://www.gov.uk/government/publications/how-to-understand-public-sector-spending/how-to-understand-public-sector-spending>.
8. HM Treasury, *Funding the Scottish Parliament, National Assembly for Wales and Northern Ireland Assembly: Statement of Funding Policy*, October 2010, [http://webarchive.nationalarchives.gov.uk/http://www.hm-treasury.gov.uk/d/sr2010\\_fundingpolicy.pdf](http://webarchive.nationalarchives.gov.uk/http://www.hm-treasury.gov.uk/d/sr2010_fundingpolicy.pdf).
9. To compile this chart, we calculated the proportion of programme expenditure ('comparable programme objects') that relate to each part of the UK based on the 'comparability percentages' listed in Annex B of the 2010 Statement of Funding Policy, the basis for the calculation of the devolved administrations' block grants. This data excludes territorially non-identifiable spending and also excludes AME spending, which accounts for the bulk of the DWP and HMRC budgets. Also note that where the spending provision for a programme is listed as a negative number (indicating that it is revenue-raising) we have removed the data from our calculations. As such this data is only indicative of the respective territorial profiles of the departments shown. We have added FCO, DfID and MoD.
10. This includes the Maritime and Coastguard Agency, the Air Accident Investigation Branch, the Marine Accident Investigation Branch and civil aviation services.
11. In Budget 2013 the Government published a table documenting all the departmental underspend for FY 2013-14. This helpful explanation of departmental spending plans was not included in Budget 2014.

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3. Where published, Workforce Management Information can be found, published separately for each department, on GOV.UK.
4. HM Treasury, Spending Round 2013, p. 28, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/209036/spending-round-2013-complete.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/209036/spending-round-2013-complete.pdf)
5. See Government Property Unit, *State of the Estate 2013*, p. 8 for an explanation of what is included in the mandated civil estate: <https://www.gov.uk/government/collections/state-of-the-estate>.
6. ERG Savings Report for 2013-14 is available at <https://www.gov.uk/government/publications/government-savings-in-2013-to-2014>; full data and previous Institute analysis is available from the link at the beginning of this chapter.
7. For further *Whitehall Monitor* analysis of ERG figures, see <http://www.instituteforgovernment.org.uk/our-work/whitehall-monitor/inputs/money-revenue-expenditure/savings-reported-efficiency-and-reform-0>.

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1. Civil Service, *Civil Service People Survey*, <http://www.civilservice.gov.uk/about/improving/employee-engagement-in-the-civil-service/people-survey-2013>. For further *Whitehall Monitor* analysis of the 2013 survey, see <http://www.instituteforgovernment.org.uk/our-work/whitehall-monitor/inputs/people-civil-service/civil-service-people-survey-2013> and <http://www.instituteforgovernment.org.uk/our-work/whitehall-monitor/inputs/people-civil-service/civil-service-people-survey-2013-benchmark>.
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5. More detail on Structural Reform Plans can be found in *Whitehall Monitor 2013*, pp. 61 and 63.

### How government measures its impact, pages 124 to 126

1. Data on impact indicators for each department can be accessed via the Number 10 Transparency site, <http://transparency.number10.gov.uk/>. Full details on our methodology can be found in the *Methodology* section below. For further information, see *Whitehall Monitor 2013*, pp. 67-76.

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# Methodology

## Managing government finances: Financial transparency, pages 32 to 47

We have ranked each government department according to how transparently they account for movements in spending plans.

For each financial year we compared the original spending plan, as published in Spending Review 2010, with every time the plan for that financial year was re-published (in annual Budget documents and the department's Annual Report and Accounts), and noted down whether the spending plan had changed and whether this change was explained. We looked for explanations in the annual Budget documentation, in the Government's Public Expenditure Statistical Analyses (Pesa), in Departmental Annual Reports and Accounts, and in Explanatory Memoranda to Main and Supplementary Estimates.

### We graded each department according to:

- Whether an explanation was given for a change
- Whether each movement was fully or partially explained
- Where the explanation appeared and how easy it was to access the documentation.

We then ranked the departments based on their average ranking across the four financial years.

## The civil service workforce: Staff numbers, pages 54 to 69

We draw on table 9 in the ONS Public Sector Employment reference tables, which contain staff numbers in all public organisations that employ civil servants.

We report staff as Full-time Equivalent (FTE). This counts part-time staff according to the time they work (e.g. a person working two days a week as 0.4). It is a more accurate measure of the size of the civil service labour force than headcount, which does not distinguish between full-time and part-time employees.

### We have sought to distinguish organisations that are part of the management structures of Whitehall departments from the rest. This is for two reasons.

- First, in many departments it is not possible to distinguish what we originally called the 'Whitehall' element – for instance, DWP has not reported its Whitehall HQ separately since 2011, while MoD and HMRC never did and reported one figure combining HQ and frontline delivery elements.
- Second, even where the core Whitehall organisation is reported – typically as 'Department for X, excluding agencies' – this does not necessarily capture the distinction between staff managed by senior officials in Whitehall and those in arm's-length bodies, and so it does not indicate the extent of resource that the department has at its disposal.

### We have therefore grouped organisations included in the Public Sector Employment data into two kinds in each departmental group:

- Managed department – the core department and bodies within the department that are line managed within a structure that flows from the departmental leadership (for example, the National Offender Management Service within MoJ, Education Funding Agency within DfE).
- Other organisations – other civil service bodies for which ministers in the department have responsibility, for example, Ofsted in DfE or the DVLA in DfT, but which are not part of the department's line management structure.

This is an update of our previous methodology, which aimed to distinguish between Whitehall and non-Whitehall bodies. We have first presented our analysis for 'managed departments' and 'other bodies' in September 2014, based on data for Q2 2014 (March to June 2014).

We have grouped bodies according to where ministerial responsibility lies, even when these are reported under a separate 'departmental' heading in the ONS data. For instance, we group Ofsted with DfE and not as a separate department. The objective is to include in the departmental group all civil service bodies for which the relevant secretary of state has responsibility.

The Welsh Assembly and Scottish Government have been excluded from the core Whitehall figures. Wales Office and Scotland Office are grouped in MoJ and classified as managed bodies.

Our methodology for calculating percentage changes to staff numbers in departments allows us better to account for reclassifications of staff between bodies. It calculates rates of change in each period for each department, adjusted for reclassifications of staff between bodies. Reclassifications are usually noted by the ONS in footnotes to the data tables. The figures shown for each department in our 'change from baseline' charts are derived by taking a geometric average of per-period change rates over all periods from 2010 Q3 (our Spending Review baseline) and the latest period.

As a result, figures in this publication showing percentage changes from the 2010 Spending Review to 2012 Q2 (the previous period) may differ from those we reported in earlier *Whitehall Monitor* bulletins.

Table 1 below shows the categorisation of each body. The data we publish alongside our analysis includes all figures going back to 2010 Q3 on this basis.

**Figure 15.1: Civil service bodies grouped by Whitehall departments**

Department	Managed	Dept detail / Agency
AGO	Y	Attorney General's Office
	N	Crown Prosecution Service
		Crown Prosecution Service Inspectorate
		Serious Fraud Office
		Treasury Solicitor
BIS	Y	Department for Business, Innovation and Skills
	N	Advisory, Conciliation and Arbitration Service
		Companies House
		Export Credits Guarantee Department
		HM Land Registry
		Insolvency Service
		Met Office
		National Measurement Office
		Ordnance Survey
		Skills Funding Agency
		Intellectual Property Office
		UK Space Agency
CO	Y	Cabinet Office excl agencies
		Office of the Parliamentary Counsel
	N	Charity Commission
		UK Statistics Authority
		Crown Commercial Service
DCLG	Y	Department for Communities and Local Government
	N	Planning Inspectorate
		Queen Elizabeth II Conference Centre
DCMS	Y	Department for Culture, Media and Sport
	N	Royal Parks



DECC	Y	Department of Energy and Climate Change
	N	Office of Gas and Electricity Markets
Defra	Y	Department for Environment, Food and Rural Affairs
	N	Animal Health and Veterinary Laboratories Agency
		Centre for Environment, Fisheries and Aquaculture Science
		Food and Environment Research Agency
		Ofwat
		Rural Payments Agency
		Veterinary Medicines Directorate
DfE	Y	Department for Education
		Standards and Testing Agency
		Education Funding Agency
		National College for Teaching and Leadership
	N	Office of Qualifications and Examinations Regulation
		Ofsted
DfID	Y	Department for International Development
DfT	Y	Department for Transport
	N	Driver and Vehicle Licensing Agency
		Highways Agency
		Maritime and Coastguard Agency
		Office of Rail Regulation
		Vehicle and Operator Services Agency
		Vehicle Certification Agency
		Driver and Vehicle Standards Agency
DH	Y	Department of Health (excl agencies)
	N	Food Standards Agency
		Medicines and Healthcare Products Regulatory Agency
		Public Health England
DWP	Y	Department for Work and Pensions
	N	The Health and Safety Executive
FCO	Y	Foreign and Commonwealth Office (excl agencies)
	N	Security and Intelligence Services
		Wilton Park Executive Agency
		Foreign and Commonwealth Office Services
HMRC	Y	HM Revenue and Customs
	N	Valuation Office
HMT	Y	HM Treasury
	N	Debt Management Office
		Government Actuary's Department
		National Savings and Investments
		Office for Budget Responsibility
HO	Y	Home Office (excl agencies)
	N	National Fraud Authority
		National Crime Agency
		Her Majesty's Passport Office
MoD	Y	Ministry of Defence
	N	Defence Science and Technology Laboratory
		Defence Support Group
		UK Hydrographic Office

MoJ	Y	HM Courts and Tribunals Service
		Ministry of Justice (excl agencies)
		National Offender Management Service
		The Office of the Public Guardian
		Wales Office
		Scotland Office (incl. Office of the Advocate General for Scotland)
		Legal Aid Agency
	N	National Archives
		UK Supreme Court
		Criminal Injuries Compensation Authority
NIO	Y	Northern Ireland Office
Scot Gov	N	Disclosure Scotland
		Education Scotland
		Historic Scotland
		National Records of Scotland
		Office of the Scottish Charity Regulator
		Registers of Scotland
		Scottish Court Service
		Scottish Government (excl agencies)
		Scottish Housing Regulator
		Scottish Prison Service Headquarters
		Scottish Public Pensions Agency
		Student Awards Agency
		Transport Scotland
		Crown Office and Procurator Fiscal
		Accountant in Bankruptcy
Welsh Gov	N	Estyn
		Welsh Government

### The functions civil servants perform: professions, pages 70 to 72

We took the professions data from the ONS Annual Civil Service Employment Survey, which divides civil servants into 24 different professions, and grouped them into six categories as outlined below.

**Figure 15.2: Civil Service professions grouped into categories**

Profession	Category
Communications and Marketing	Communications & marketing
Economics	Insight & analysis
Engineering	Specialist
Finance	Corporate
Human Resources	Corporate
Information Technology	Corporate
Inspector of Education and Training	Specialist
Internal Audit	Corporate
Knowledge and Information Management	Insight & analysis
Law	Specialist
Medicine	Specialist
Operational Delivery	Operational delivery
Operational Research	Operational delivery

Planning	Specialist
Policy Delivery	Policy
Procurement and Contract Management	Corporate
Programme and Project Management	Operational delivery
Property Asset Management	Corporate
Psychology	Specialist
Science	Specialist
Social and Market Research	Insight & analysis
Statistics	Insight & analysis
Tax Professionals	Operational delivery
Veterinarian	Specialist
Other	Unknown/other
Not Reported	Unknown/other

## How government measures its impact: Impact indicators, pages 124 to 126

We drew on the Institute for Government's 2008 report, *Performance Art*, which recommended that performance measures should be:

- published in a format that is easy for citizens to understand
- published on a single website in an accessible manner
- contained in an annual report such that government can update Parliament on progress.

We therefore assessed each department against the following criteria:

- Following the link from the central [transparency.number10.gov.uk](http://transparency.number10.gov.uk) website, can you:
  - find the current score for each indicator, as listed on the Number 10 Transparency site ('Current Score')?
  - find the data in an open format for each indicator ('Open Data')?
  - see the data for each indicator explained in an understandable way ('Presentation')?
- From the department's annual report, can you:
  - find the current score for an indicator ('Annual Report')?

For each indicator, we gave a mark of either 0 or 1 for each category (meaning a maximum of four points was available for each). Once we had scored each indicator, we took an overall percentage score for each category.

Where the indicators could not be accessed from the Number 10 Transparency site, or where the most recent update was more than a year old, we awarded a 0 across the Current Score, Open Data and Presentation categories.

For Presentation, a mark was given if there was any explanation or any visualisation of the data beyond a simple table. For open format, we gave a mark if it was published in anything other than PDF or HTML.

Departments were ranked in each category, and then given an overall rank taken from the overall average scores. We conducted our original research in late August 2014, with a final check in late October 2014.

# Acronyms and Abbreviations

**Figure 15.3: Acronyms of government organisations**

Acronym	Organisation Name
AGO	Attorney General's Office
APA	Asset Protection Agency
BIS	Department for Business, Innovation and Skills
CO	Cabinet Office
CxD	Chancellor's Departments (APA, DMO, GAD, HMRC, HMT, NS&I, OBR)
DCLG	Department for Communities and Local Government
DCMS	Department for Culture, Media and Sport
DECC	Department of Energy and Climate Change
Defra	Department for Environment, Food and Rural Affairs
DE&S	Defence Equipment and Support (part of MoD)
DfE	Department for Education
DfID	Department for International Development
DfT	Department for Transport
DH	Department of Health
DMO	Debt Management Office
DPM	Deputy Prime Minister
DVLA	Driver and Vehicle Licensing Agency (part of DfT)
DWP	Department for Work and Pensions
ERG	Efficiency and Reform Group (part of CO)
FCO	Foreign and Commonwealth Office
GAD	Government Actuary's Department
HCS	Home Civil Service (all civil servants in UK, Scottish and Welsh governments)
HMRC	Her Majesty's Revenue and Customs
HMT	Her Majesty's Treasury
HO	Home Office
Law	Law officers (AGO, Office of the Advocate General for Scotland)
MoD	Ministry of Defence
MoJ	Ministry of Justice
MPA	Major Projects Authority (part of CO)
NAO	National Audit Office
NHS	National Health Service
NICS	Northern Ireland Civil Service
NIO	Northern Ireland Office
NS&I	National Savings and Investments
OBR	Office for Budget Responsibility
ONS	Office for National Statistics
PM	Prime Minister
Scot	Scotland Office
SG	Scottish Government
Wal	Wales Office
WG	Welsh Government

**Figure 15.4: Other abbreviations**

Acronym	Definition
AME	Annually Managed Expenditure
AO/AA	Administrative Officer/Administrative Assistant (civil service grade)
API	Application Programming Interface
AR	Annual Report
BUD	Budget
CAME	Capital Annually Managed Expenditure
CDEL	Capital Departmental Expenditure Limit
DEL	Departmental Expenditure Limit
EO	Executive Officer (civil service grade)
FTE	Full-time Equivalent
G6, G7	Grade 6 and Grade 7 (civil service grade)
IfG	Institute for Government
IFRS	International Financial Reporting Standards
IT	Information Technology
NGO	Non-governmental organisation
Oscar	Online System for Central Accounting Reporting
PAC	Public Accounts Committee
PASC	Public Administration Select Committee
Pesa	Public Expenditure Statistical Analysis
Pisa	Programme for International Student Assessment
Q (Q1 etc.)	Quarter
QDS	Quarterly Data Summary
RAG	Red – Amber – Green (rating scheme)
RAME	Resource Annually Managed Expenditure
RDEL	Resource Departmental Expenditure Limit
SCS	Senior Civil Service
SEO/HEO	Senior Executive Officer/Higher Executive Officer (civil service grade)
SR	Spending Review/Spending Round
SRP	Structural Reform Plan
TME	Total Managed Expenditure
WGA	Whole of Government Accounts
WMI	Workforce Management Information