Common Areas of Spend People

Standard Definition v1.1

Contents

Introduction

About this Document

This document is one of a set as outlined below, and provides a standard definition for workforce management information. It is not guidance for data surveys or a data survey in itself, but provides standard definitions that underpin individual information requests. It covers;

- The standard definitions that will be applied to operational data and management information to provide a common reference point.

It does not cover either

- Information assurance processes or
- Data collection processes

These will be addressed in documents supporting individual data collections.

Common Areas of Spend

Successive reports[1] into Government operations have highlighted concerns on the quality and comparability of management information on Government operations.

Feedback from departments has suggested that one cause of inconsistent data is the lack of agreed 'standards'. This has also led to a loss of collective focus and duplicated effort in the collection of operational data by the centre and by departments from arms length bodies (ALBs).

The Common Areas of Spend (CAS) work aims to establish agreed standard guidance and definitions by which departments and the centre can communicate on operational performance matters, streamlining data collection and improving data comparability over time.

The CAS are composed of the following areas:

Measure	Definition
People	Payroll and non-payroll workforce available to the department
Estate Costs	The cost, size and occupancy of the office estate
Procurement	Expenditure on goods and services with third party suppliers
Major Projects	Key projects delivering department agenda
ICT	The cost of ICT operations
Corporate Services	The delivery of 'back-office' functions
Fraud, Error and Debt	The value of fraud and error and the debt impact of these
SME and VCS	Spend and grants with SME and VCS organisations

For each CAS measure we will establish a standard definition which the centre will use as the basis for all relevant data collections. Over time, departments will embed these in processes and applications so that they can provide consistent and comparable information with minimal resource burden. Each CAS measure definition will be in a separate document defining a discrete dataset. However, the definitions are not designed to be additive as there will be cross-over between some measures.

This document builds on, and consolidates in one place, work across government where individual aspects of the standards applicable to this area have been addressed or are being developed. This document will be the source of standard definitions across government against which all information will be defined.

Value to Departments

The principle audience for operational data are Departments themselves – their management teams, boards, leaders and operational team members.

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[1] *Efficiency Review*, Sir Peter Gershon – July 2004; *Operational Efficiency Programme: final report* – April 2009; *Efficiency Review*, Sir Phillip Green – October 2010.

By using established standard definitions, it is expected that departments will derive a number of benefits, above and beyond those described above:

- Trend analysis – measuring changes over time
- Benchmarking across the public sector – comparing performance and sharing best practice
- Benchmarking where relevant, with external private or voluntary sector comparators – aiming for best in class performance

These standard definitions will also form the basis for the relevant sections of the Quarterly Data Summary to department business plans.

What is CAS for People?

The CAS for People defines common metrics for people employed or engaged by government departments, be they part of a Department's payroll staff; Civil Servants working in departments/agencies or other public sector workers working in non-departmental public bodies payroll: Or, non-payroll workforce; consultants and contingent labour.

Definitions are provided for the following:

- Payroll employees
- Non-payroll workers (consultancy and contingent labour)
- Regional classifications
- Grade/Responsibility levels
- Working patterns

- Diversity & Equality
- Sickness absence

Additionally, there are cross-cutting elements that impact some/all of the CAS areas

- Organisation

Further detail is provided in the Measure Detail section below. The Data Dictionary provides a technical specification for the data elements and is included as Appendix A.

Generic areas (applicable to more than one CAS)

Organisation scope

Organisational scope will be set out in the commissioning documents for a specific survey and does not form part of the standard definitions. This will include the level of granularity of reporting i.e. department total or by individual organisation.

Public Bodies

ERG proposes to undertake a project to create an agreed and managed taxonomy for government organisations as a common frame of reference for dialogue between the centre and departments around government and departmental structure.

Measure Detail - Definitions

Payroll employees

A payroll employee is anyone aged 16 years or over that your organisation pays directly from its payroll(s), in return for carrying out a full-time or part-time job or being on a training scheme. Each employee should have a contract of employment.

There is a difference between counting employees (which is a measure of people) compared with jobs or posts (where one person may have more than one job). The number of employees with an employment contract who are being paid should be counted, rather than the number of jobs/posts.

If an employee has more than one job within an organisation they should be categorised based on the characteristics of the post in which the employee works the most hours i.e. permanent/casual, full-time/part-time.

Include:

- Agency workers paid directly from the organisation's payroll(s)
- Those temporarily absent but still on the payroll(s), for example on maternity leave

- Overseas workers, for example, those employees working in the Diplomatic Service and the British Council serving abroad. However, exclude locally engaged staff as these are not considered UK residents
- Employees on secondment or loan only if your organisation is paying for the majority (more than 50 per cent) or all of their wages. If the costs are split equally, the sending rather than the receiving organisation should count the employee. Employees seconded in from the private sector should be included if your organisation is paying for the majority or all of their wages.
- Workers who only work part of the year (e.g. those on casual or annualised hours contracts) if they are being paid at the reference point
- All those on paid maternity or paternity leave
- All those on paid sick leave (being paid either in full or part)
- All those on paid special leave

Exclude:

- Holders of political or statutory appointments, e.g. Ministers or special advisers
- Agency and other workers not paid directly from the payroll
- Secondees in / out of an organisation where the organisation is paying less than 50% of the costs.
- The self-employed
- Voluntary workers
- Former employees only receiving a pension
- Directors who do not receive a salary
- Workers who only work part of the year (e.g. those on casual or annualised hours contracts) if they are not being paid at the reference point
- All those on career breaks
- All those on unpaid leave
- Judicial appointments.

Payroll Employee Status

Permanent Employees

Permanent employees are those who have a contract with no agreed expiry date or a fixed term contract of more than 12 months (regardless of the amount of time remaining on the contract).

Temporary/Casual Employees

Temporary/casual employees are those who have a fixed term contract of 12 months or less, or are employed on a casual basis. NB: temporary employees are not to be confused with 'Temps' or 'Temporary Agency Workers'. These are non-payroll staff.

Part Time Employees

Part-time employees are defined as those who work less than an organisation's standard contracted hours i.e. an organisation's normal weekly hours.

Non-payroll workforce

Non-payroll workforce is split into contingent labour and consultancy. Contingent labour covers those workers engaged to cover business-as-usual or service delivery activities within an organisation. Consultancy covers those providing management with objective advice relating to strategy, structure, management or operations of an organisation, in pursuit of its purposes and objectives.

Generally, workers are included within non-payroll workforce if they are not paid directly from an organisation's payroll. However, there are exceptions where noted in the definition of payroll employees above.

Contingent Labour

Contingent labour describes workers engaged to cover business-as-usual or service delivery activities within an organisation. The various categories of contingent labour are described below:

Agency Workers – Admin and Clerical	Admin & Clerical agency staff are normally lower grade individuals who are actually filling in for a role within the organisational structure and are ideally used on a short term basis. • Normally engaged on an ad hoc or temporary basis to fulfil requirements within established posts. • Involves providing cover (e.g. for a vacancy, holiday or sickness) or additional resource (e.g. for a seasonal peak in workload). • Usually engaged in a functional operational (not professional) role.
Interim Managers	Interims are normally middle- to senior-grade staff working in an organisation, concerned with the fulfilment of particular professional functional or senior management positions within the organisational structure (usually covering Business-as-Usual activities or providing cover for a role) and ideally engaged on a short term basis. • May involve providing cover (e.g. for a vacancy, holiday or sickness) or additional resource (e.g. for a new team until someone is recruited, or a seasonal peak in workload). • May include Professional Interim Staff (e.g. senior qualified professionals in areas such as legal, finance, audit) and Interim Managers (including up to the most senior levels of the organisation). • Likely to include a degree of organisational involvement (e.g. managing staff, representation at meetings) • typically engaged through an agency although in some cases may be engaged directly
Specialist Contractors	Specialists are normally middle to senior grades, used to provide expertise that is not available in-house, fulfilling functional or senior positions within the organisational structure and ideally engaged on a short term basis. • May include sub-categories of Finance, HR, IT, Legal, Logistics, Marketing, Medical, Procurement, Estates, Technical and Other. • Not staff substitution; specialists are used to provide additional resource, skills and expertise, not to cover vacancies etc. • Should not normally include management functions or similar organisational involvement. • Usually involved in a defined package of work or project rather than business as usual activities, but not in an advisory capacity • Not always provided through an agency.

Consultants/Consultancy

As described above, consultants/consultancy provide(s) management with objective advice relating to strategy, structure, management or operations of an organisation in pursuit of its purposes and objectives. Such advice will be provided outside the 'business-as-usual' environment when in-house knowledge and experience are not available and will be time-limited. It may include the identification of options with recommendations, or assistance with (but not the delivery of) the implementation of solutions i.e. consultants may be used to fill gaps in knowledge and experience within an organisation, but not to replace roles that would normally be undertaken by directly employed staff.

The various categories of consultancy are described below:

Finance Consultancy	The provision of objective finance advice including advice relating to corporate financing structures, accountancy, control mechanisms and systems. This includes both strategic and operational finance.
IT/IS Consultancy	The provision of objective IT/IS advice including that relating to IT/ IS systems and concepts, strategic IT/IS studies and development of specific IT/IS projects. Advice related to defining information needs, computer feasibility studies, making computer hardware evaluations and to e-business should also be included.
Strategy Consultancy	The provision of strategic objective advice including advice relating to corporate strategies, appraising business structures, Value for Money reviews, business performance measurement, management services, product or service design, and process and production management.
Legal Consultancy	The provision of external legal advice and opinion including advice in connection with the policy formulation and strategy development particularly on commercial and contractual matters.

Property & Construction Consultancy	Provision of specialist advice relating to property services and estates including portfolio management, design, planning and construction, tenure, holding and disposal strategies.
Human Resource, Training & Education Consultancy	The provision of objective HR advice including advice on the formulation of recruitment, retention, manpower planning and HR strategies, and advice and assistance relating to the development of training and education strategies.
Technical Consultancy	The provision of technical advice including the provision of technical studies, prototyping and technical demonstrators, concept development, project and task based technical advice.
Marketing & Communications Consultancy	The provision of objective marketing and communications advice including advice on the development of publicising and the promotion of the Department's Business Support programmes, including advice on design, programme branding, media handling, and advertising.
Organisation & Change Management Consultancy	Provision of objective advice relating to the strategy, structure management and operations of an organisation in pursuit of it purposes and objectives. Advice related to long range planning, re-organisation of structure, rationalisation of services, general business appraisal of organisation should also be included.
Procurement Consultancy	The provision of objective procurement advice including advice in establishing procurement strategies.
PPM Consultancy	The provision of advice relating to ongoing programmes and one-off projects. Advisory support in assessing, managing and or mitigating the potential risks involved in a specific initiative; work to ensure expected benefits of a project are realised.

Counting Workers

Full-Time Equivalents (FTE)

Full-time employees are counted as 1 full-time equivalent. Part-time employees' hours should be converted into those worked by full-time employees. For example, if a part-time employee worked 10 hours per week and the full-time working week in your organisation was 37 hours then the part-time employee would equate to 0.27 full-time equivalents (10 divided by 37).

The number of hours worked should be those that the employee is contracted to work for each week, so exclude breaks, paid and unpaid overtime from full-time equivalent calculations. Contracted hours of those people on leave (e.g. maternity leave) should be those that they were working before they left.

Headcount

Headcount is the number of workers being paid by / for by the organisation, rather than the number of jobs/posts. It excludes all volunteers who work unpaid.

Regional classifications

The number of workers whose principle work location in each of the following regions:

England – subdivided into
- North East
- North West
- Yorkshire and the Humber

- East Midlands
- West Midlands
- East of England
- South East
- South West
- London

Northern Ireland
Scotland
Wales
Overseas

Staffing information at a regional level should be supplied against this classification.

Grade

Since 1 April 1996 Civil Service organisations have had delegated responsibility for the pay and grading of their staff, except for those in the Senior Civil Service (SCS). Organisations have therefore developed their own pay and grading systems. However, it is important that the centre can understand and monitor how the overall grade composition changes over time.

At present, the vast majority of Civil Service organisations map to broad 'responsibility levels' when reporting to ONS's Annual Civil Service Employment Survey (ACSES). Departmental grades are assigned to levels broadly equivalent (in terms of pay and job weight) to the former Service-wide grades described below.

Where organisations are asked to report information by standard Civil Service grades, they should follow the same process as that currently employed for reporting to ACSES. Non-Civil Service organisations should look to their parent department for advice as to how to map across in a similar way.

- Administrative Assistant (AA)
- Administrative Officer (AO)
- Executive Officer (EO)
- Higher Executive Officer (HEO)
- Senior Executive Officer (SEO)
- Grade 7 (G7)
- Grade 6 (G6)
- Senior Civil Servant (SCS)
- Other / unknown

For the SCS, the following grades apply:
SCS 1 and 1A / Payband 1 / 1A (Deputy Directors)
SCS 2 / Payband 2 (Directors)
SCS 3 / Payband 3 (Directors General)
Permanent Secretary (PS)

Where reference is made to Top Management Posts (TMP), this includes only those SCS at Paybands 2, 3 and PS).

Staffing information at a grade level should be supplied against this classification.

For further details of ACSES please see the Office for National Statistic website:
http://www.statistics.gov.uk/pdfdir/cs1110.pdf

Workforce Diversity

Women

The number of payroll employees who are female.

Black, Asian and Minority Ethnic staff (BAME)

The number of payroll employees who have declared that they are from a BAME background.

All employees who do not declare an ethnicity or where their ethnicity is unknown should be excluded from the denominator when calculating the proportion of BAME staff in an organisation.

Disabled

The number of payroll employees who have declared that they consider themselves as disabled.

All employees who do not declare a disability status or where their disabled status is unknown, should be excluded from the denominator when calculating the proportion of disabled staff in an organisation.

Age

The number of payroll employees who fall into the following age groups:

- 16-19
- 20-29
- 30-39
- 40-49
- 50-59
- 60-64
- 65+

Age is as at last birthday in whole at reference point (e.g if you a member of staff 26.7 years old then they are considered to be 26 years old).

Sickness absence

Working days lost (short term)

Short term absences are all absences which are less than 21 working days (29 calendar days).

Number of Working Days absent from work (inclusive)	Number of Calendar Days absence from work (inclusive)	Length classification	Length group
1	1	1 Day	
2	2	2 Days	
3	3	3 Days	
4	4	4 Days	
5	5-7	1 Week	Short (all absences < 21 working days)
6-10	8-14	More than 1 week and <= a Fortnight	
11-15	15-21	More than a Fortnight and <= 3 weeks	
16-20	22-28	More than 3 weeks and <= 1 month	

Working days lost (long term)

Long term absences are all absences which are 21 or more working days (29 calendar days).

Number of Working Days absent from work (inclusive)	Number of Calendar Days absence from work (inclusive)	Length classification	Length group
21-41	29-61	More than 1 month and <= 2 months	Long (all absence => 21 working days)
42-62	62-91	More than 2 months and <= 3 months	
63-83	92-122	More than 3 months and <= 4 months	
84-104	123-152	More than 4 months and <= 5 months	
105-125	153-183	More than 5 months and <= 6 months	
126-175	184-274	More than 6 months and <= 9 months	
176-225	275-365	More than 9 months and <= 1 year	
226+	366+	More than 1 year	

Total potential staff years

A full-time employee working all year works 1 staff year. The analysis will also assume that the employee works Monday to Friday, during normal office hours (9.00 – 17.30, with an hour for lunch), and totalling the standard hours for the Department in a calendar week (37 is used as a default), up to a total of 225 days.

For part-time workers, the ratio of their contracted hours to those of a full-time employee are used to scale the total potential staff year. This is done in the following way:

$$\text{Staff Year Proportion (1)} = 1\,\text{Staff Year} \times \left(\frac{\text{Contracted Hours}}{\text{Standard Hours}} \right)$$

If an employee starts or leaves employment within a Department, this is also used to 'scale' the staff year. The location of the date worked within a 365-day calendar (366 for a leap year) is used:

$$\text{Staff Year Proportion (2)} = \text{Staff Year Proportion (1)} \times \left(\frac{\text{End Day - Start Day - 1}}{365} \right)$$

In the above equation the End Day and Start Day are the numerical days within the year – i.e. 1st January is 1 and 31st of December is 365. The "-1" adjusts the figure so that it is inclusive; i.e. for an employee working all year we would have 365 – (1 – 1) = 365.

Where employees change their working patterns during the year (e.g. moving from full-time to part-time working) they will have multiple records in the personnel data collection. The analysis will utilise these records as separate personnel.

Once the proportion of a staff year worked by each employee has been determined, a total figure will be derived for each Department.

Average Working Days Lost

The basic equation used to determine AWDL this figure is:

$$\text{AWDL} = \frac{\text{Total number of working days lost to absence}}{\text{Total potential number of staff years}}$$

Staff Costs

Paybill

Should include all payroll employee-related costs (excluding non-payroll resource costs):

- direct wages and salaries;

- allowances;
- non-consolidated performance pot (e.g. bonuses);
- overtime;
- staff paid from programme budgets;
- employer National Insurance contributions;
- employer pension contributions.

Non-Payroll Resource Costs

Consultants/interim/agency staff costs not included in the paybill. Cost should include the total payments for all staff (pay, National Insurance, Working Time Regulations, agency / consultancy margin, travel and subsistence) who are not on the departmental / organisation payroll, including for example, consultants, interim and agency staff.

[Note: This figure should be consistent with the department's / organisation's procurement spend for professional services.]

Frequently Asked Questions

Do I count workers or jobs?

You should report the number of workers who are being paid by the organisation, rather than the number of jobs/posts.

There is a difference between counting workers (which is a measure of people) compared with jobs or posts (where one person may have more than one job). For example, where an individual works for a local authority run leisure centre they may work as a lifeguard and a fitness instructor.

Why measure staff as FTEs?

Measuring staff as full time equivalents rather than headcount converts part-time staff time into its full time equivalent. This gives a better indication of the human resource dedicated to a function over headcount as the number of staff hours may vary.

How do I count Part-Time payroll employees?

Where part-time payroll employees are measured as headcount each member of part-time staff should be counted as one headcount. Where part-time payroll employees are measured as FTEs their working hours should be calculated as detailed above.

How do I count "casual staff"?

If casual staff are paid using the department / organisation payroll system then they should be counted as payroll employees, as detailed above. All resource not paid through the payroll system should be counted as non-payroll resource, as detailed above.

Should I count non-paid volunteers?

No. Only those defined as either payroll employees or non-payroll workers should be counted as appropriate to the specific data collection.

Some workers work at multiple locations, which region should they be counted against?

Where workers regularly work at more than one location, the location at which they spend the most time (more than 50%) and / or would consider their "home" office should be used to work out which region to count them against.

Appendix A: Data Dictionary

Data ID	Data Name	Description	Type	Key Indicator
HR1	Payroll FTE's	Number of employees with an employment contract who are being paid by the organisation. Employees can be permanent, on a fixed-term contract or employed on a casual basis. Self-employed, contract workers and agency workers, for example, are excluded. (FTEs)	Integer	N
HR2	Payroll Headcount	Number of employees with an employment contract who are being paid by the organisation. Employees can be permanent, on a fixed-term contract or employed on a casual basis. Self-employed, contract workers and agency workers are excluded. (Headcount)	Integer	N
HR3	Non-payroll FTEs	Workers not on the payroll (FTEs) - Agency Staff, Interim Managers, Contractors, and Consultants.	Integer	N
HR4	Non-payroll Headcount	Workers not on the payroll (Headcount) - Agency Staff, Interim Managers, Contractors, and Consultants.	Integer	N
HR5	FTEs by Region	FTEs by Region.	Integer	N
HR6	Headcount by Region	Headcount by Region.	Integer	N
HR7	People resource spend by Region (£)	Spend by Government office Region. Disaggregated payroll staff and non-payroll resource.	Integer	N
HR8	FTE's by Grade	The breakdown of FTEs by salary band. Payroll staff only. • Administrative Assistant (AA) / Administrative Officer (AO) [0-320] • Executive Officer (EO) [320-420] • Higher Executive Officer (HEO) / Senior Executive Officer (SEO) [420-620] • Grade 7 (G7) / Grade 6 (G6) [620-720] • Senior Civil Servant (SCS) [720+]	Integer	N
HR9	Headcount by Grade	The breakdown of no of employees by grade, see above.	Integer	N
HR10	People resource spend by Grade (£)	Spend by grade, see above.	Integer	N
HR11	Part-time staff	Part-time employees are defined as those who work less than standard contracted hours, that is, your organisation's normal weekly hours.	Integer	Y
HR12	Workforce diversity - BAME (Headcount)	The number of payroll employees who have indicated they are from a BME background (headcount).	Integer	N
HR13	Workforce diversity - Women (headcount)	The number of payroll employees (headcount) who are female.	Integer	N
HR14	Workforce diversity - Disabled (headcount)	The number of payroll employees (headcount) declared disabled.	Integer	N
HR15	SCS diversity - BAME (headcount)	The number of SCS staff (headcount) from a BAME background.	Integer	N
HR16	SCS diversity - Women (headcount)	The number of SCS staff (headcount) who are female.	Integer	N
HR17	SCS diversity - Women TMP (headcount)	The number of female staff (headcount) in Top Management Posts Group (SCS2, SCS3, PS).	Integer	N
HR18	SCS diversity - Disabled (headcount)	The number of SCS staff (headcount) declared disabled.	Integer	N
HR19	Attendance - Days lost (short term)	Short term absences are all absences which are less than 21 working days or 29 calendar days.	Integer	N
HR20	Attendance - Days lost (long term)	Long term absences are all absences which are 21 or more working days or 29 calendar days.	Integer	N
HR21	Attendance - Total potential staff years	A full-time employee working all year works 1 staff year. The total potential staff years are the total potential number of staff years that would have been worked had there been no illness.	Integer	N
HR22	Total Paybill (£)	The total cost off all core payroll staff-related costs. Excludes costs associated with non-payroll staff.	Integer	N
HR23	Total non-payroll resource costs (£)	The total cost off all resource who are not on the departmental / organisation payroll, including for example, consultants, interim and agency staff.	Integer	N