



Cabinet Office

Civil Service People Survey 2012

Summary of findings

February 2013

The 2012 survey is the fourth annual Civil Service People Survey

The 2012 survey ran from 1st to 31st October, and was completed by 297,318 people in 97 organisations. The response rate was 62%, up two percentage points on last year. Across participating organisations the median response rate was 77%, unchanged from last year.

Across the 97 organisations, 7,929 teams will receive a report of their results. Of these, 898 teams achieved a response rate of 100%, and a further 2,557 achieved a response rate between 80% and 99%. Only 962 teams did not manage to achieve a 50% response rate.

Running a single survey across the Civil Service allows us to obtain a dataset of comparable metrics on the performance and morale of our organisations because everyone answers the same questions at the same time. Before we set up the single survey not every department or agency ran a survey of their employees; those that did asked different questions and ran them at different times of the year.

Having comparable data allows us to integrate survey metrics more closely into the management of our organisations, so that senior leaders are accountable for not just what their organisation does but also how their organisation achieves results.

The single survey approach delivers strong economies of scale, the 2012 survey will cost 63% less than the 2008/9 baseline cost when Departments and Agencies commissioned their own surveys.

The 2012 People Survey results show key strengths and important improvements

High ratings have been seen over the last four years of the work our staff do, their line managers and the teams they work in. **89% are interested in their work, and 84% are clear about what is expected in their job.** Additionally, 79% say their manager is open to their ideas, and 79% say their team works together to improve the service they provide.

The Civil Service benchmark is the median score of all the 97 Departments and Agencies that take part in the survey. This year, despite a tough operating environment, the benchmark scores have broadly increased. **The benchmark employee engagement index is up two percentage points to 58%**, returning us to where we were in 2009.

Across the nine other survey themes all but one has seen an increase in the benchmark score. The largest increase has been for the leadership and managing change benchmark, one of our most challenging themes in the survey, which increased by three percentage points since 2011.

Encouraging improvements also appear on a number of questions where there have previously been drops in performance or which have been historically low-scoring. The benchmark score for feeling involved in “decisions that affect my work” is up four percentage points to 53%, after dropping seven percentage points between 2009 and 2010.

The three questions on taking action as a result of the survey have all seen steady increases this year, of between three and four percentage points.

We added five questions this year to provide further measurement of the culture of our organisations. These show some encouraging baselines, for example the benchmark for being “trusted to do my job effectively” is 86%. However there is also room for improvement, with only 63% saying they would be supported if they tried a new idea.

Across five sections, this report looks at key findings from the 2012 survey

Employee engagement in the UK Civil Service and its drivers

The Civil Service People Survey measures levels of employee engagement in the Civil Service to help us drive up organisational performance. This section outlines our analytical framework and key headlines from the engagement index and benchmark scores.

Differences in engagement levels

Engagement levels vary across organisations, but also by an employee's individual characteristics: their grade, how long they have been doing their job, the type of role they do, their gender, age and ethnicity etc. This section looks first at organisational differences in engagement levels and then at an analysis of the differences between demographic groups.

Priorities for reform

The Civil Service Reform Plan was published in June 2012. Alongside a set of specific actions, it also outlined the need to improve the quality of leadership and change management in the Civil Service, tackle poor performance, build a culture of continuous improvement, and learn from best practice, including that of other governments. This

section provides a brief summary of what the People Survey tells us about these four priorities.

Employee engagement and subjective wellbeing

The UK Government has embarked on a programme to measure national wellbeing, including the measurement of subjective wellbeing (looking at levels of life satisfaction, worthwhile activity, happiness and anxiety). External research demonstrates that those in work tend to have higher levels of wellbeing than those not in work. Our research complements this by showing that more engaged employees also have higher levels of subjective wellbeing.

Summaries of organisational performance

This summary of findings accompanies the publication of a summary dataset of organisations' scores on the Civil Service website and data.gov.uk. The final section of this summary shows how organisations have performed since 2009, for the engagement index and the nine engagement driver themes.

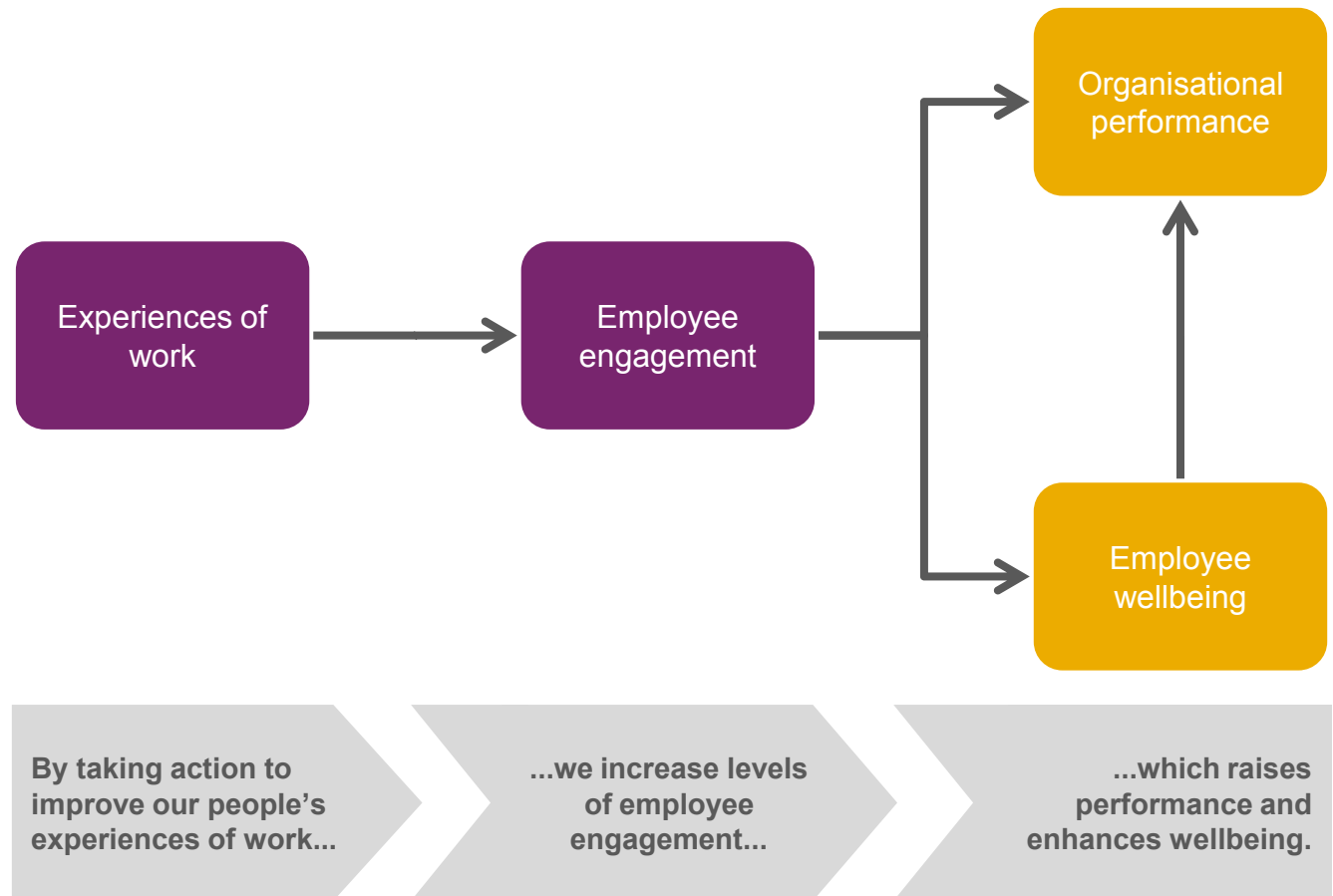
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Employee engagement in the UK Civil Service and its drivers

Our analytical framework is based on improving the performance of our organisations

Engagement is a measure of an employee's emotional response to working for their organisation, evidence shows that higher engagement is correlated with improved outcomes for the organisation as well as enhanced levels of wellbeing for the individual.¹



1. A review of the latest evidence on the relationship between employee engagement and organisational outcomes can be found at: <http://cdn1.engageforsuccess.org/wp-content/uploads/2012/09/The-Evidence.pdf> which follows the 2009 Government commissioned report MacLeod D and Clarke N (2009) *Engaging for Success: Enhancing Performance through Employee Engagement*, London: Department for Business, Innovation and Skills.

The engagement index measures the way our staff feel about working for their organisation

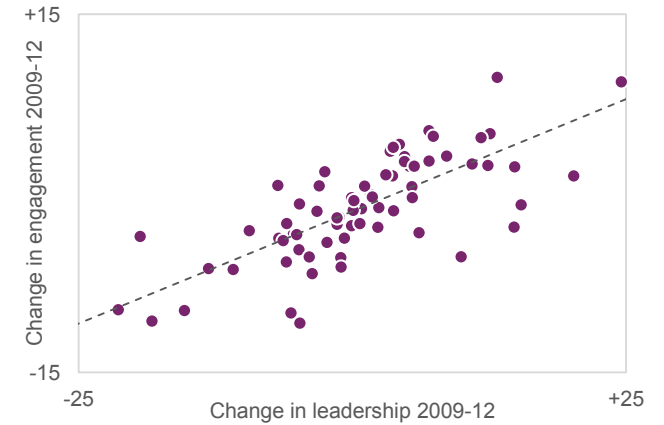
- The Civil Service’s five employee engagement questions were developed following reviews of the academic and management literature on employee engagement and other employee engagement surveys; analysis of pathfinder and pilot surveys run in the Civil Service; and, consultations with analysts, managers and HR practitioners across the Civil Service.
- The index measures five key aspects that an engaged employee should exhibit: pride, advocacy, attachment, inspiration and motivation.
- The index ranges from 0% to 100%, where 0% for a given group means all respondents in that group said strongly disagree to all five questions and 100% means that all respondents said strongly agree.

Aspect	Question	Rationale
Pride	B50. I am proud when I tell others I am part of [my organisation]	An engaged employee feels proud to be associated with their organisation, by feeling part of it rather than just “working for” it.
Advocacy	B51. I would recommend [my organisation] as a great place to work	An engaged employee will be an advocate of their organisation and the way it works.
Attachment	B52. I feel a strong personal attachment to [my organisation]	An engaged employee has a strong, and emotional, sense of belonging to their organisation.
Inspiration	B53. [My organisation] inspires me to do the best in my job	An engaged employee will contribute their best, and it is important that their organisation plays a role in inspiring this.
Motivation	B54. [My organisation] motivates me to help it achieve its objectives	An engaged employee is committed to ensuring their organisation is successful in what it sets out to do.

Further detail on the approach to calculating the engagement index is provided on page 45.

Engagement levels are driven by nine themes measuring experiences of work

- Over the past four surveys, analysis has shown consistently that the strongest influences on levels of engagement are perceptions of leadership and managing change, the work people do, and the quality of managers.
- Focusing action on these areas is likely to have the biggest impact in terms of improving engagement.



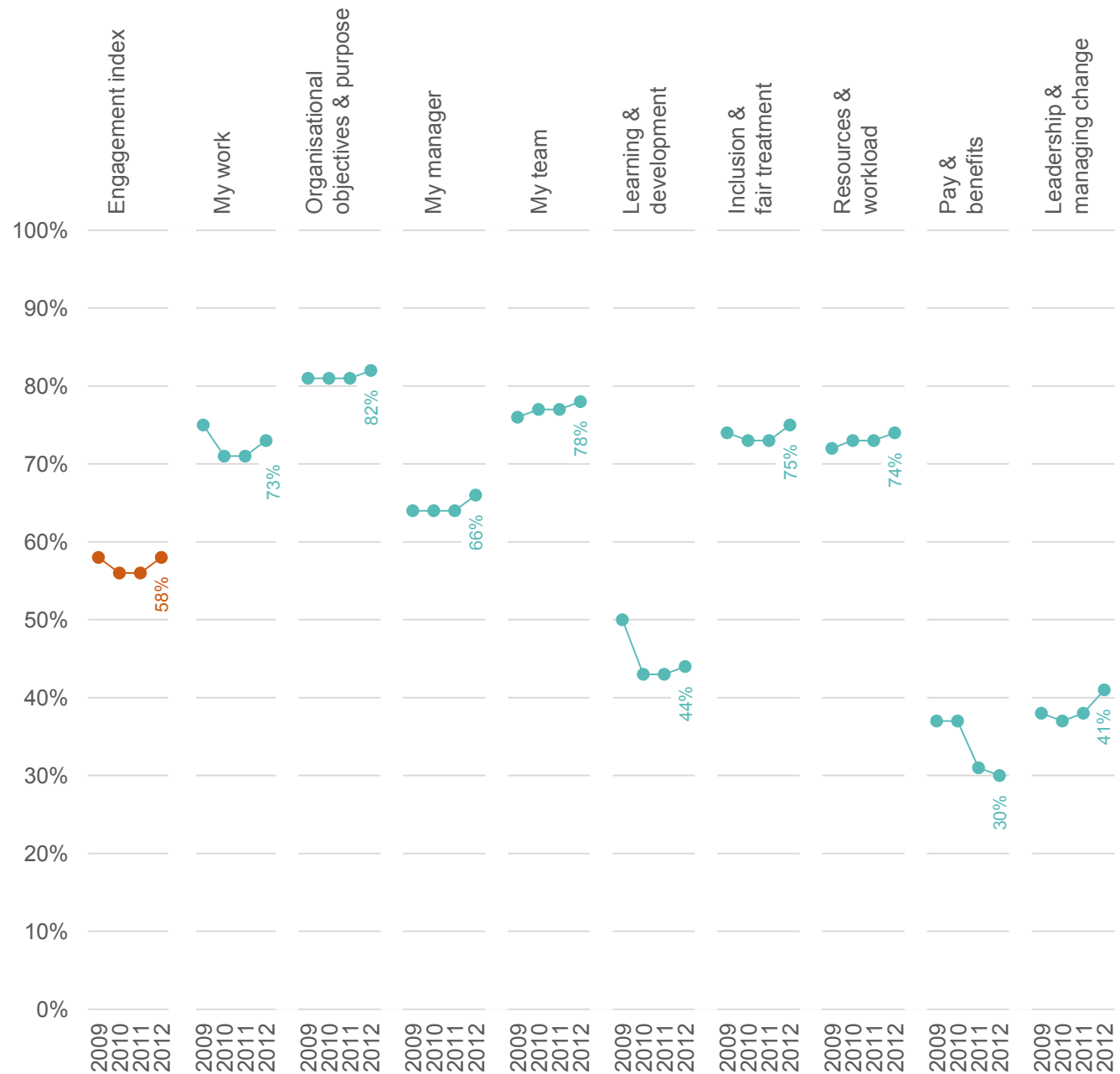
	2009 drivers	2010 drivers	2011 drivers	2012 drivers
1	Leadership and managing change	Leadership and managing change	Leadership and managing change	Leadership and managing change
2	My work	My work	My work	My work
3	My manager	My manager	My manager	My manager
4	Learning and development	Learning and development	Pay and benefits	Pay and benefits
5	Pay and benefits	Pay and benefits	Learning and development	Learning and development
6	Organisational objectives and purpose	Resources and workload	Resources and workload	Resources and workload
7	Resources and workload	Organisational objectives and purpose	Organisational objectives and purpose	Organisational objectives and purpose
8	My team	My team	My team	My team
9	Inclusion and fair treatment	Inclusion and fair treatment	Inclusion and fair treatment	Inclusion and fair treatment

The ordering of the driver themes is based on their correlation with engagement, further detail is provided on page 46.

The Civil Service engagement index has increased this year, as have most theme scores

- The benchmark scores are the median (midpoint) of all participating organisations' scores.
- The Civil Service benchmark engagement index has risen two percentage points to 58%, a return to the 2009 score.
- Scores for leadership and managing change have also seen a strong improvement, the benchmark rising three percentage points since 2011 to 41%.
- While still substantially below the 2009 benchmark, there has been a small rise in learning and development scores.
- The benchmark scores for all other themes, except pay and benefits, have also risen between 2011 and 2012.

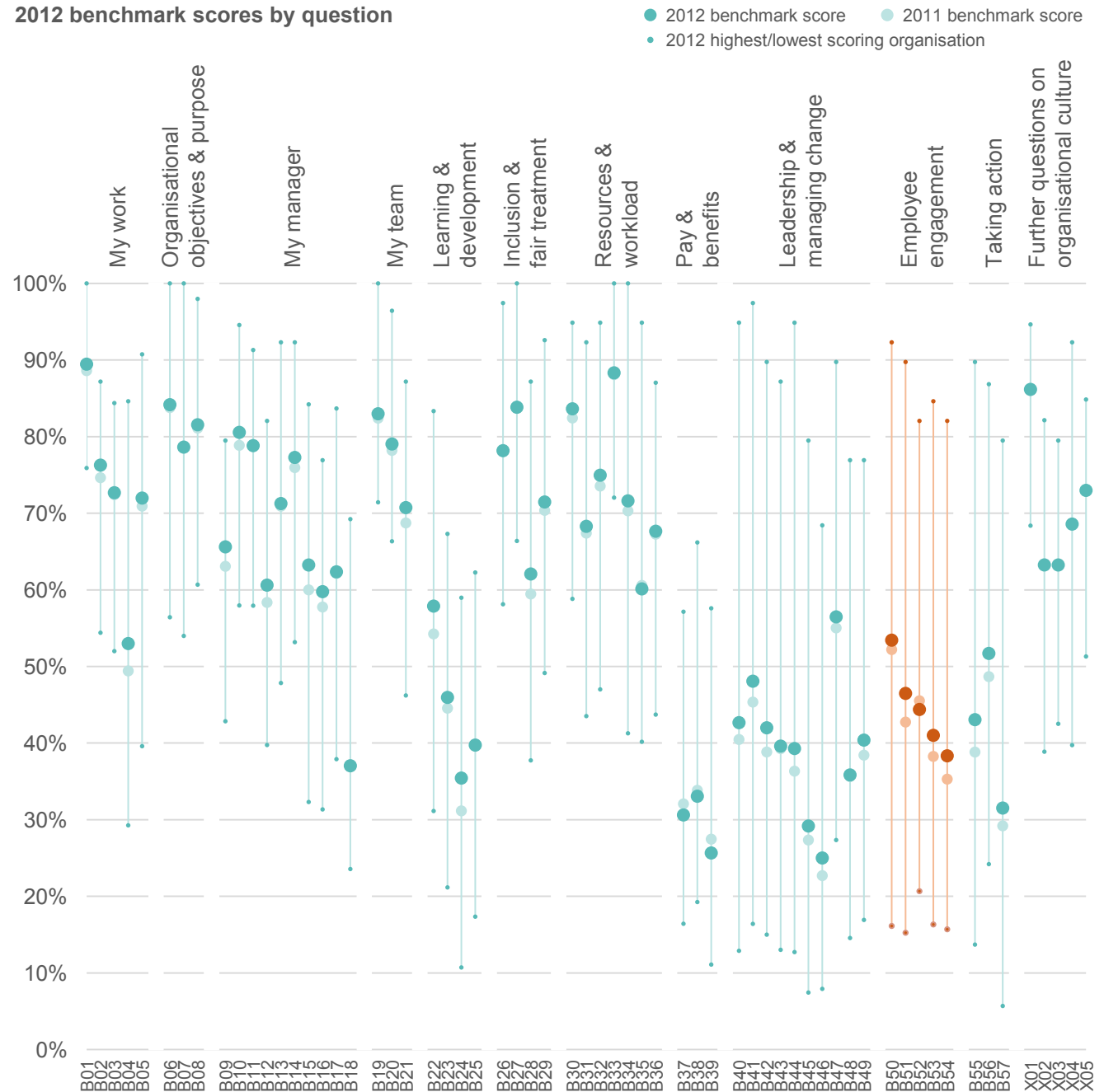
Civil Service People Survey – benchmark scores 2009-2012



Across all questions there is a wide range of organisational performance

- Looking at individual questions, the highest benchmark score is for being “interested in the work I do” at 89%, this question also has the smallest range of scores across participating organisations.
- On average there is a 30 to 40 percentage point range in the scores of participating organisations. Of the 62 core questions, for 47 the highest organisational score is 80% or greater, while there are only 20 questions where the lowest score is 20% or less.

2012 benchmark scores by question



Differences in engagement levels

27 organisations have seen a rise in their engagement index from 2009 to 2012

- Only one policy organisation has exceeded its 2009 engagement score this year. Most organisations in this function also performed below the CS benchmark.
- Specialist organisations are the only function to have broadly improved their engagement index score since 2009.
- For operational organisations, the picture is more mixed, with just under half having

increased their engagement score since 2009.

- All but one larger operational organisation (with more than 2,500 staff) still perform below the CS benchmark, while half of the smaller operational organisations perform above the 2012 benchmark for engagement.

The dashed horizontal line indicates the 2012 Civil Service benchmark engagement index of 58%.

We categorise organisations by their main role:

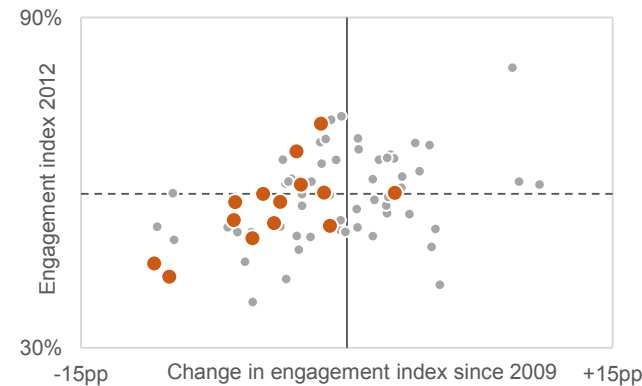
Policy organisations are those primarily involved in the development and delivery of government policy, most Whitehall Departments as well as the Scottish and Welsh Governments make up this category.

Operational organisations are those who typically deliver services direct to members of the public, businesses or other organisations, such as HM Revenue & Customs, the Driver and Vehicle Licensing Agency, or the Identity and Passport Service.

Regulatory organisations are those who are involved in regulatory activities such as the Food Standards Agency, the Office of Fair Trading, or the Health and Safety Executive.

Specialist organisations are those who provide a specific professional or technical function such as the Office for National Statistics, the Ordnance Survey, or the Met Office.

Policy organisations



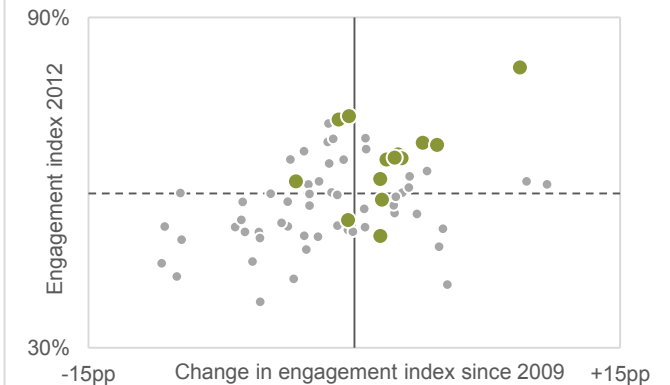
Operational organisations



Regulatory organisations



Specialist organisations



An individual's characteristics also influence their level of engagement

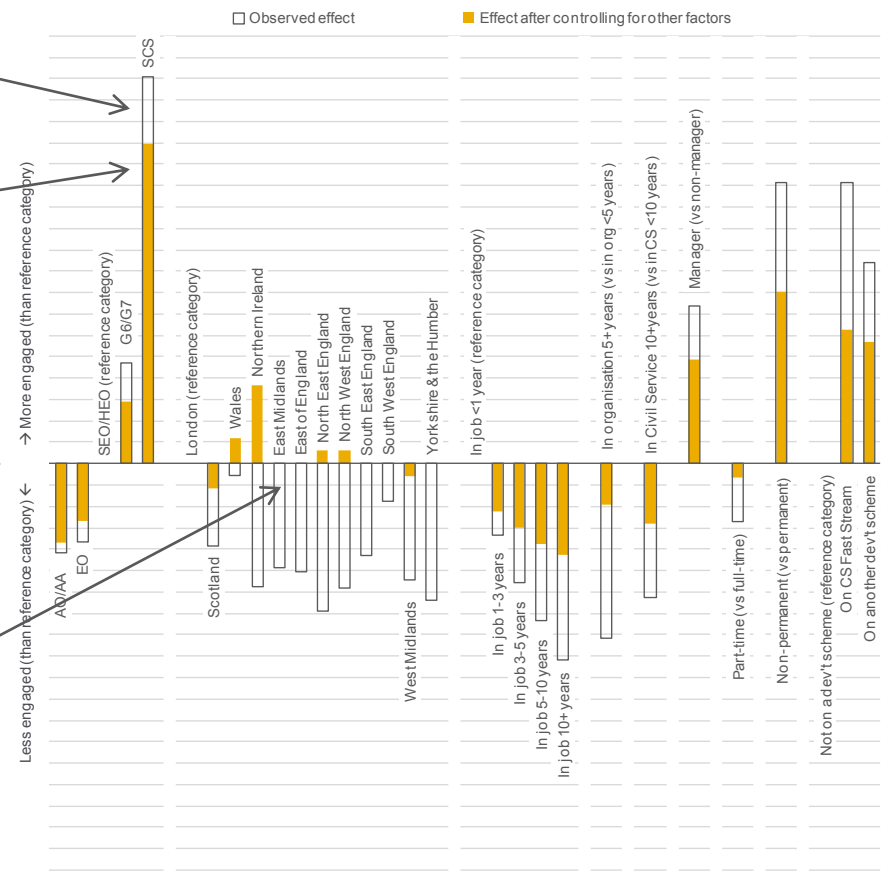
- Engagement levels vary not only by organisation but also by different groups of Civil Servants.
- Each individual has their own unique mix of characteristics, but sometimes there are clear overlaps – our female staff are more likely to be in more junior grades and to work part-time; Fast Streamers are more likely to be based in London.
- We can use statistical analysis to control for these overlaps and identify the “controlled” effect of a specific characteristic.
- The following pages summarise the results of this analysis.

The grey outline shows the difference between the given category and its reference category in the raw data – when we compare SCS engagement levels to those of SEO/HEO staff we see a difference of 18 percentage points.

The coloured bar shows the difference estimated by the statistical analysis once other characteristics have been controlled for – this analysis shows that compared to SEO/HEO staff SCS are only 15 percentage points more engaged once accounting for other characteristics.

The analysis looks at differences within characteristic groups (grade, working location, role, gender, age, etc); for each group a reference category is chosen from which differences can be calculated against. Effects above the horizontal axis mean that the group is more engaged than the reference category, effects below the axis mean that the group is less engaged than the reference category

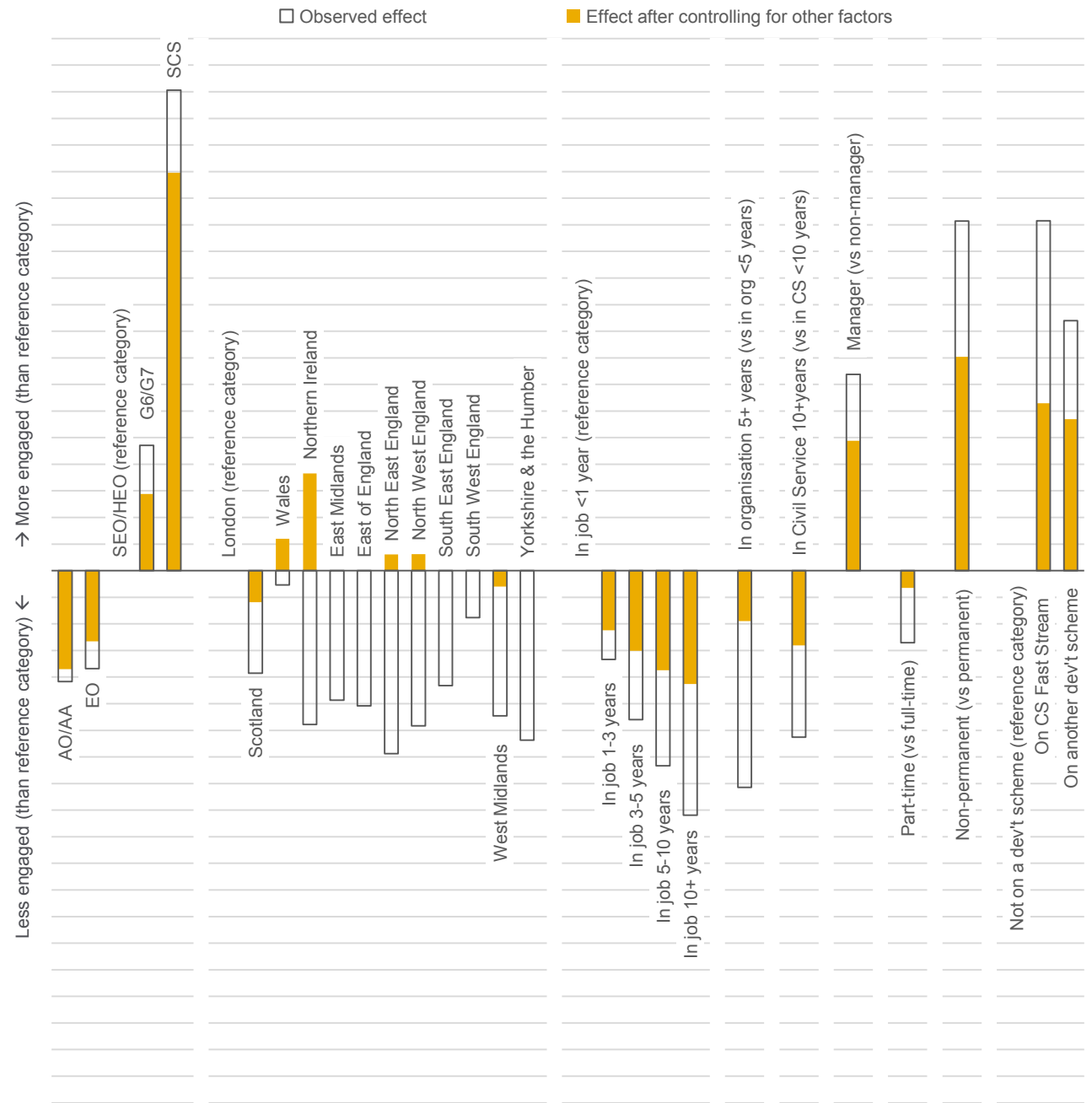
All observed effects (grey outlines) are shown. Only controlled effects (coloured bars) which are statistically significant are shown, so where no coloured bar is shown the effect is not statistically significant – after controlling for other characteristics there is no statistically significant differences between those working in London and those working in the East Midlands.



Further details on the methodology used in this analysis are available on page 47.

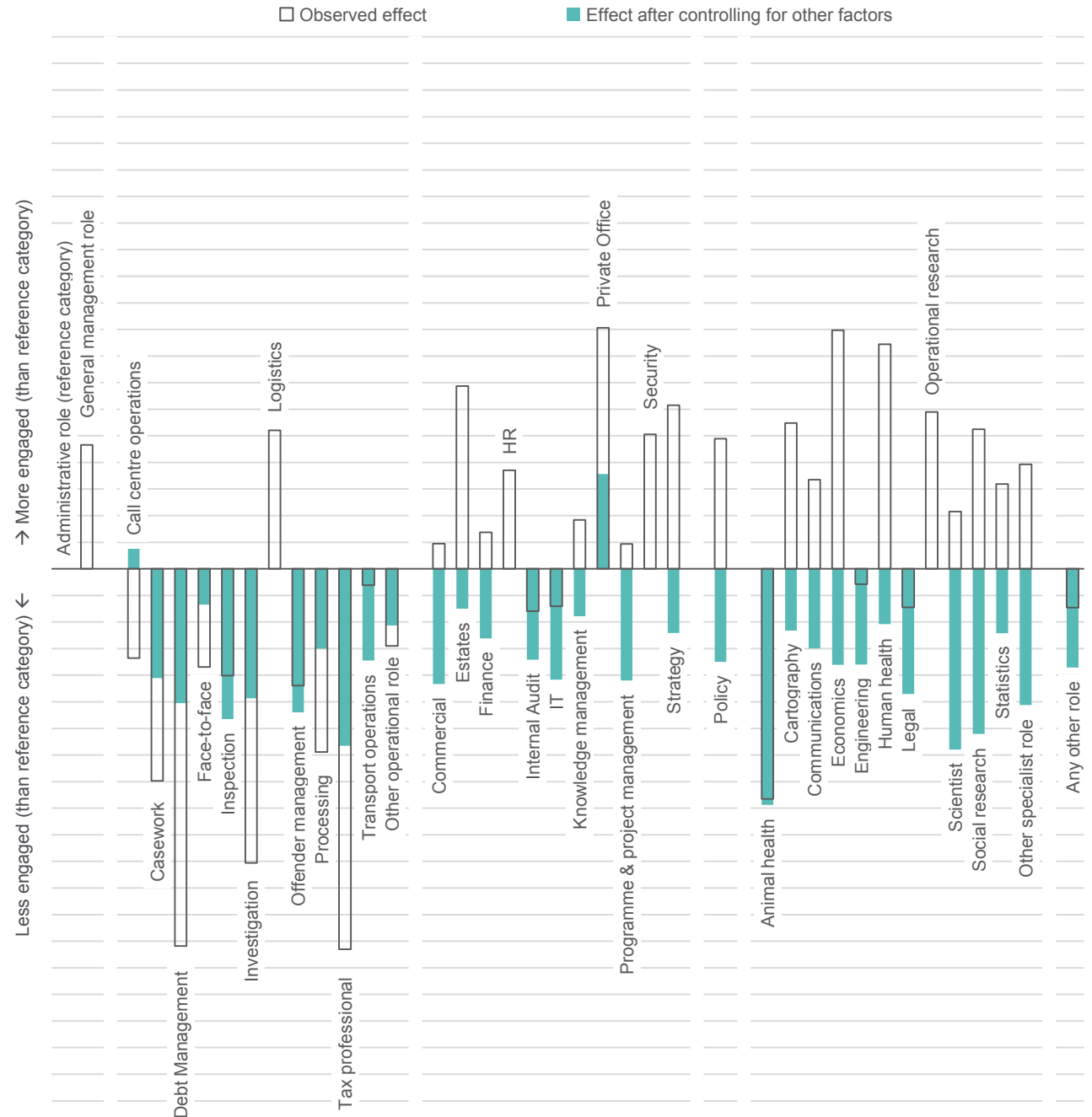
Job characteristics, including grade and location, have a significant impact on levels of engagement

- Grade has the strongest impact on engagement of all job characteristics. The positive observed effect of seniority on high engagement largely remains even after controlling for other factors.
- Those working outside London are likely to have lower engagement levels. However, after removing the effect of other factors, the negative impact of working outside London is removed or reversed for all regions except Scotland and the West Midlands.
- Generally, those working for longer in the same job or organisation, or in the Civil Service, have lower engagement even when other factors are controlled for.
- Managers and non-permanent staff have higher engagement, while part-timers and those not on a development scheme have lower engagement. These effects remain after controlling for other factors.



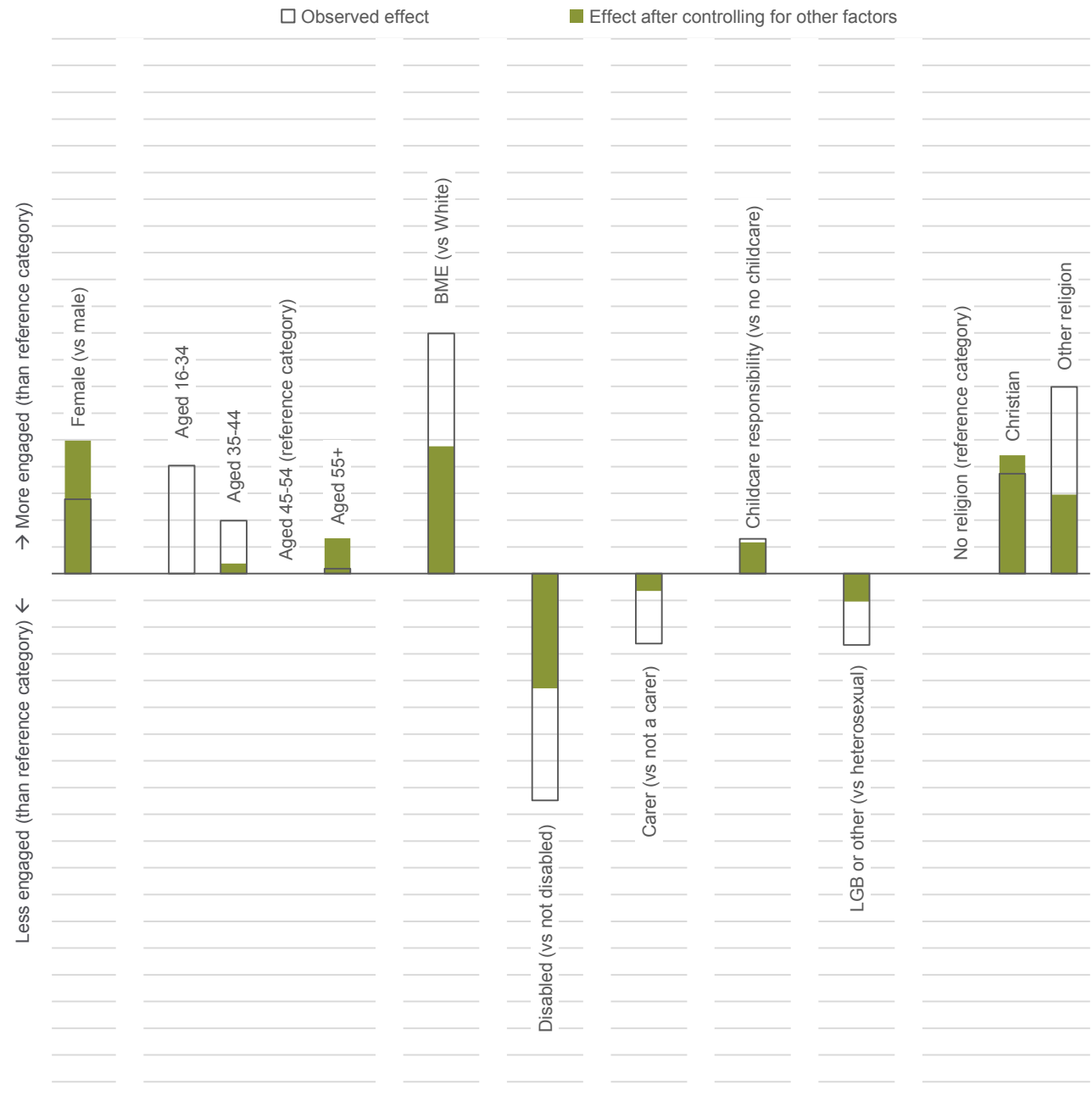
Engagement levels are also strongly influenced by the type of role you do

- For most job-related characteristics the conditional analysis typically shows a smaller effect than the observed difference. This is not the case when the analysis looks at the types of role people work in.
- While many occupational groups have a higher level of engagement than those working in an administrative role, after controlling for other characteristics these either have no statistically significant difference or have a lower level of engagement.
- Compared to those working in an administrative role, only those working in call centre operations or in Ministerial private offices have a higher level of engagement once the effect of other factors is discounted.



Personal characteristics also have important influences on engagement levels

- Female and BME respondents, as well as those who are Christian or practice another religion, are likely to be more engaged, even after controlling for other factors.
- Conversely, those with a disability are likely to be much less engaged, as are LGB or other respondents though to a lesser degree. These effects remain after other factors have been controlled for.
- The impact of caring responsibilities on engagement is variable. While carers are likely to have lower levels of engagement, those with childcare responsibilities are likely to be slightly more engaged.

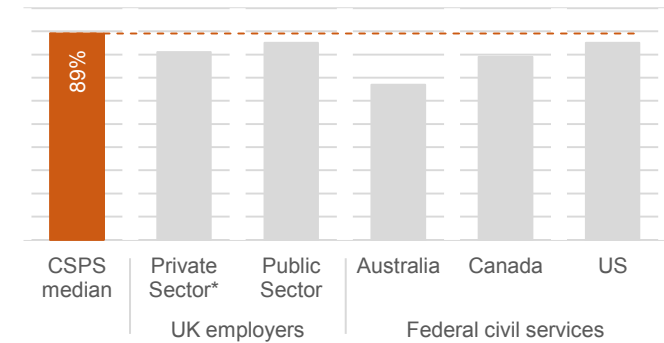


Priorities for reform

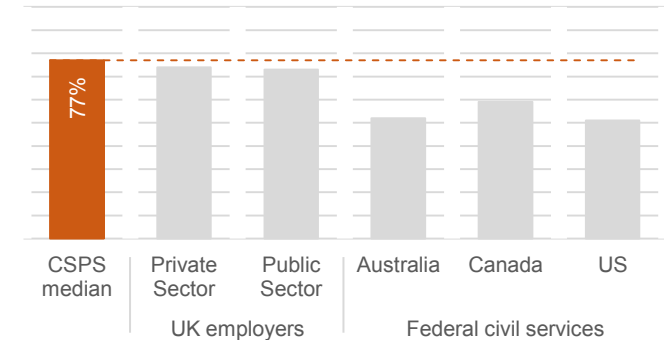
External comparisons highlight some strengths...

- Across a number of measures we are able to compare our results to both benchmarks of UK private and public sector employers, and to the federal civil services of Australia, Canada and the United States of America.
- When looking at “local” issues such as staff’s interest in their work, the quality of line managers and innovation the UK Civil Service performs well.
- Page 25 looks at our scores on continuous improvement and innovation in more detail.

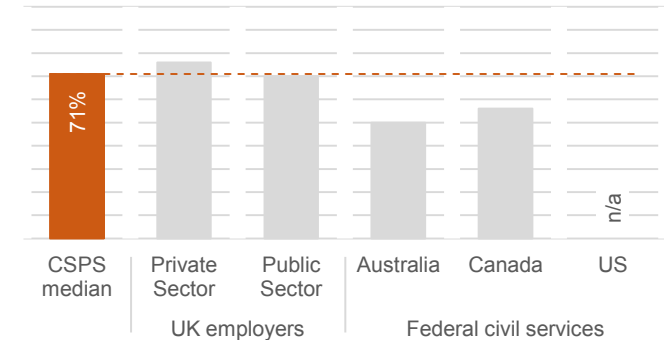
B01. I am interested in my work



B14. My manager recognises when I have done my job well



B21. The people in my team are encouraged to come up with new and better ways of doing things



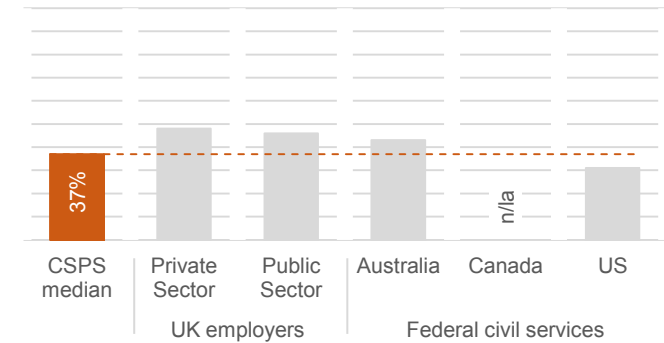
Sources: UK private and public sector benchmarks from ORC international, for B01 the UK private sector benchmark is the 2011 figure; Australia State of the Service Employee Census 2012; Canada Public Service Employee Survey 2011; US FedView Survey 2012.

Comparisons to UK employers use very similar question wording, variations in question wording may be the cause of some of the difference between the CSPS results and those of international comparisons see page 49 for further details.

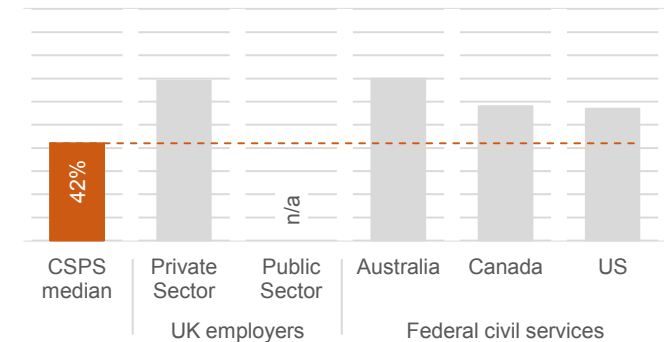
...but also reveal some key challenges

- While our benchmark result for managing poor performance is generally below external comparisons it is not substantially so.
- The Civil Service benchmark results for questions on leadership and managing change are noticeably below both UK and international comparisons.
- Compared to the UK private sector the Civil Service benchmark is more than 30 percentage points behind when staff are asked to consider if they are inspired by their organisation to do the best in their job.
- Pages 21-23 explore our leadership and managing change scores in more detail, while page 24 looks at performance management scores.

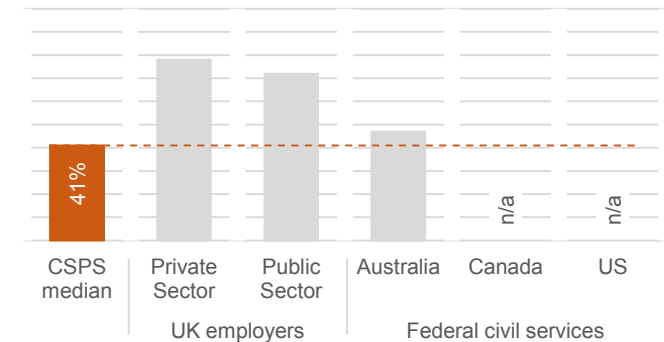
B18. Poor performance is dealt with effectively in my team



B42. I believe the actions of [senior managers] are consistent with [my organisation's] values



B53. [My organisation] inspires me to do the best in my job

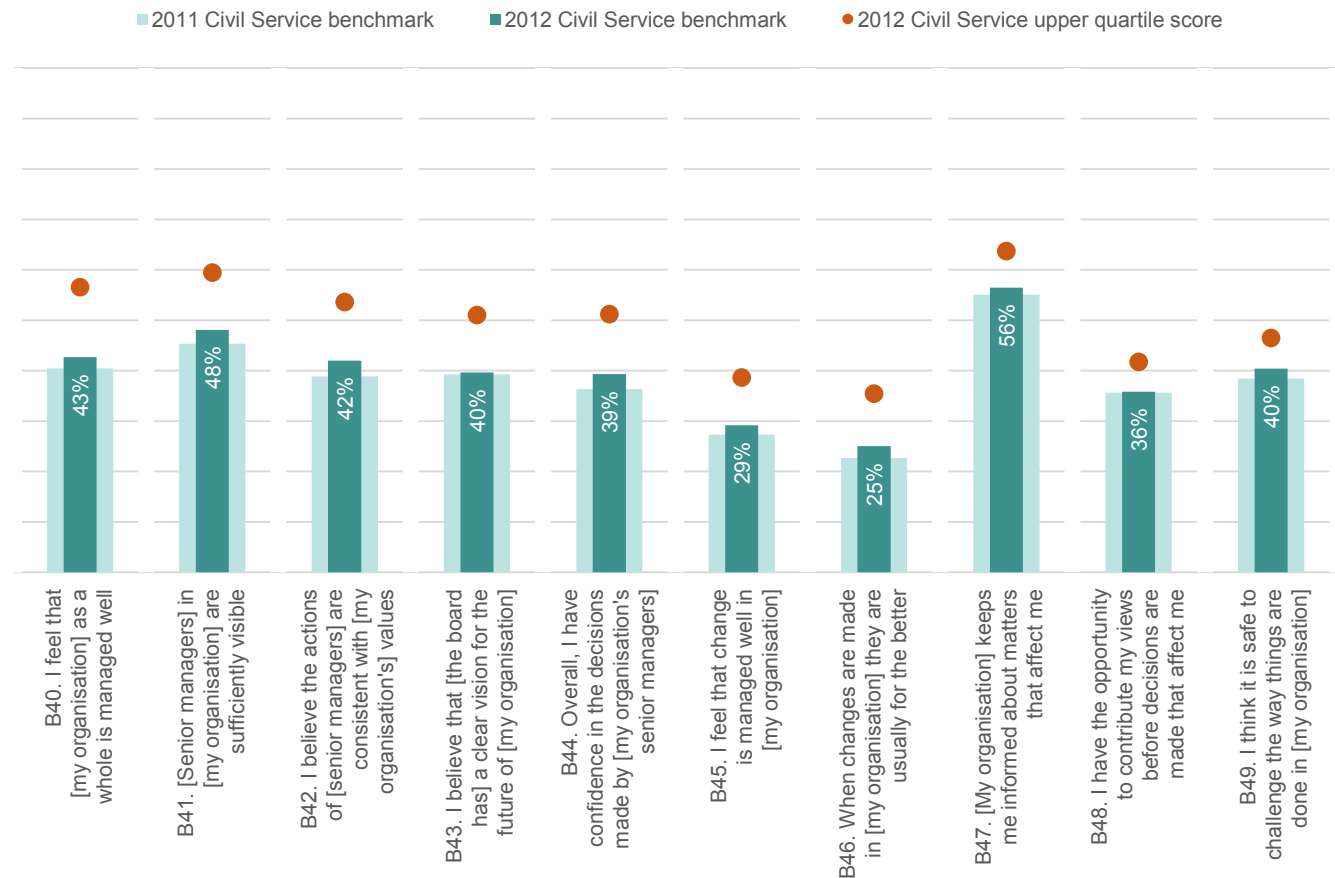


Sources: UK private and public sector benchmarks from ORC international; Australia State of the Service Employee Census 2012; Canada Public Service Employee Survey 2011; US FedView Survey 2012.

Comparisons to UK employers use very similar question wording, variations in question wording may be the cause of some of the difference between the CSPS results and those of international comparisons see page 49 for further details.

Leadership and managing change is the strongest driver of employee engagement

- As well as being the strongest driver of engagement, leadership and managing change is also one of the lowest scoring of all themes – for all but one question the Civil Service benchmark is below 50%.
- While absolute scores are low, the leadership and managing change theme saw the largest improvement in its benchmark score between 2011 and 2012, up three percentage points.
- The benchmarks hide a wide range of organisational performance – for six questions the upper quartile score (the score separating the top 24 organisations from the rest) is above 50%.
- The most challenging scores are for questions about change management – in only 5 organisations do 50% or more agree or strongly agree that change is managed well in their organisation.



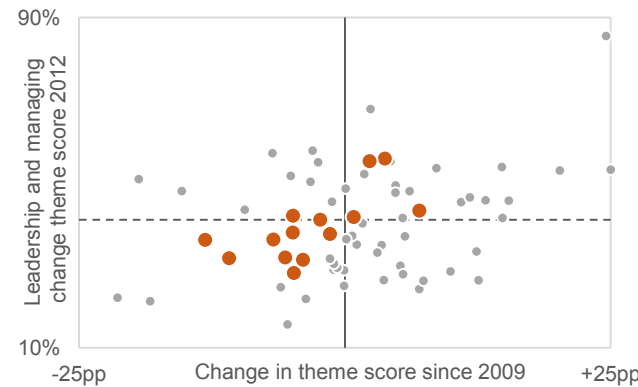
Square brackets indicate wording that varies by organisation to ensure the most relevant terminology is used.

Scores for leadership vary significantly by function

- Policy organisations perform poorly on leadership and managing change, with most scoring below their 2009 position and sitting beneath the CS benchmark in 2012.
- The performance of operational organisations is mixed. Smaller operational organisations (with fewer than 2,500 staff) perform noticeably better than larger ones.

- Specialist organisations are the highest performers in this theme, with most scoring above the Civil Service benchmark. Furthermore, all but two organisations in this group are above their 2009 position, with several demonstrating consistent year on year improvement.

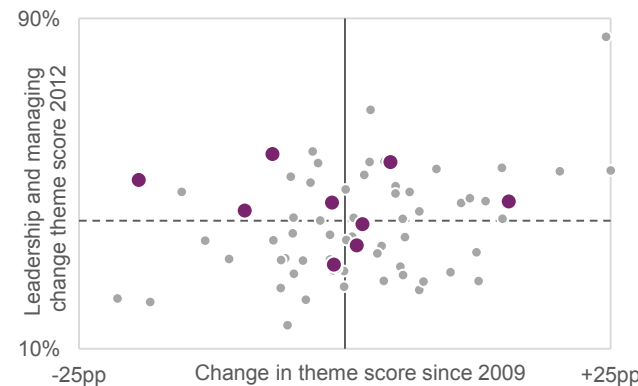
Policy organisations



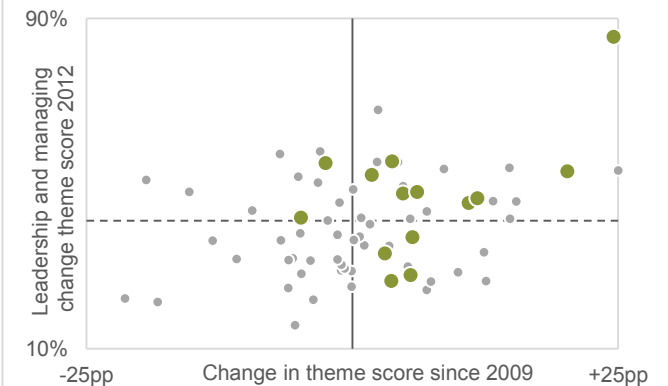
Operational organisations



Regulatory organisations



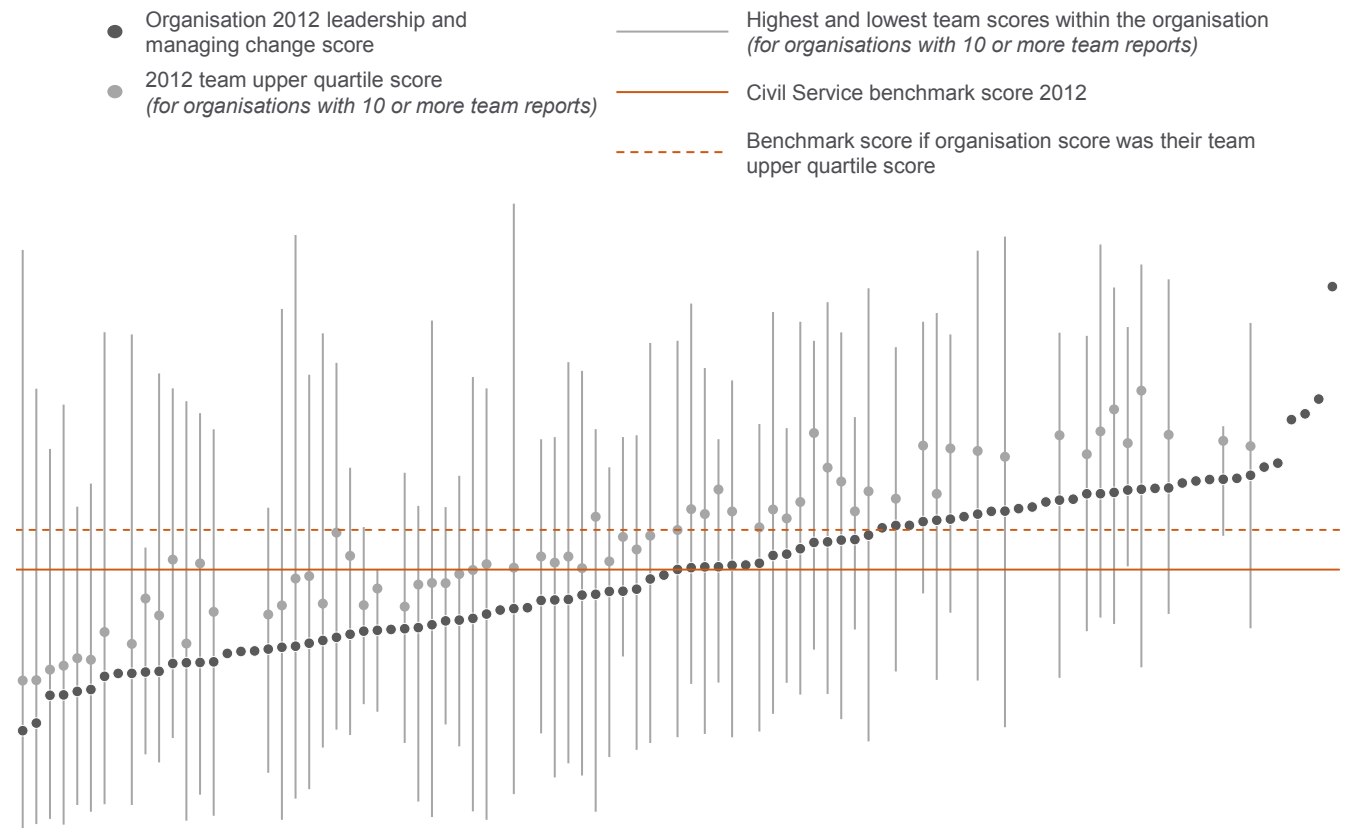
Specialist organisations



The dashed horizontal line indicates the 2012 Civil Service benchmark leadership and managing change score of 41%.

Organisations should look to their high performing teams to help raise overall scores

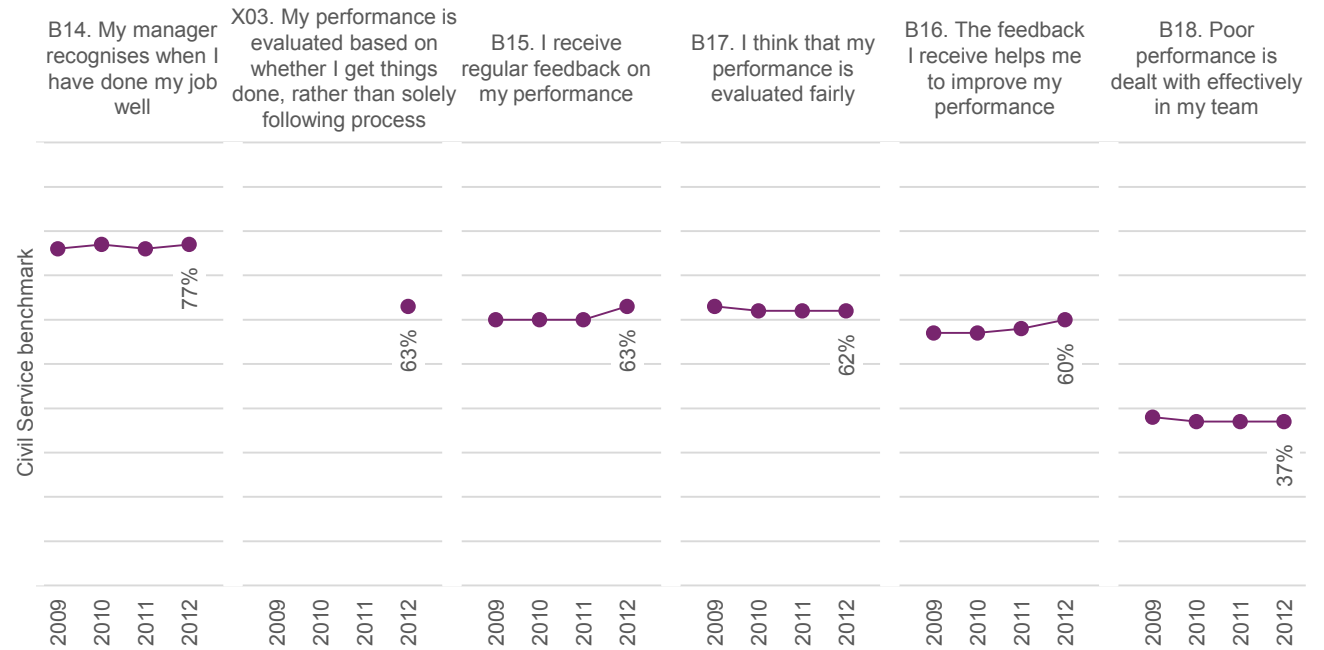
- Between 2011 and 2012 there was a three percentage point increase in the Civil Service benchmark for the leadership and managing change theme.
- Within every organisation there is a wide range of team-level performance. If every organisation had achieved their team upper quartile score, then the benchmark score would be six percentage points higher at 47%.
- The team upper quartile score is the score that separates the top 25% of teams from all other teams in that organisation. Learning from just the high performing teams within an organisation and spreading this knowledge and practice could lead to substantial improvements in the Civil Service benchmark score for leadership and managing change.



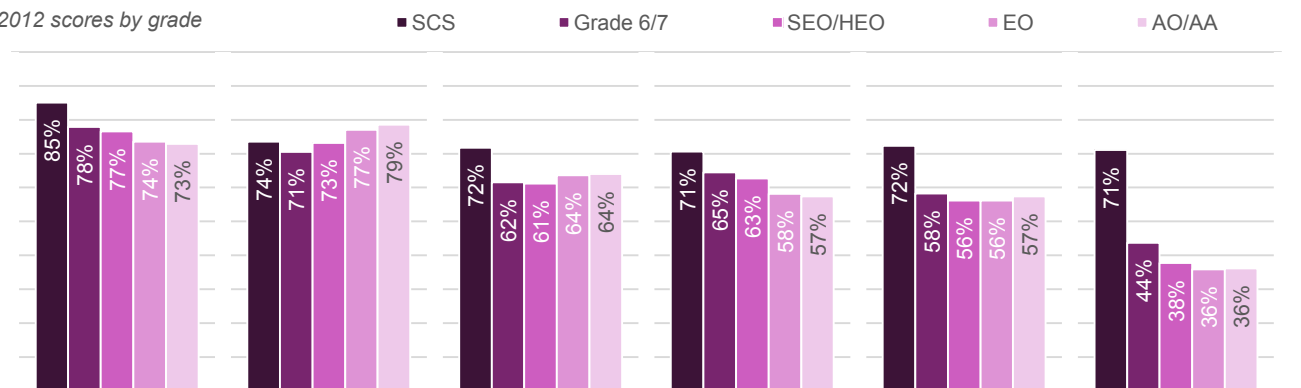
This chart only shows the highest and lowest scores and the team upper quartile scores for organisations with 10 or more team reports.

Performance management scores are lowest for the management of poor performance

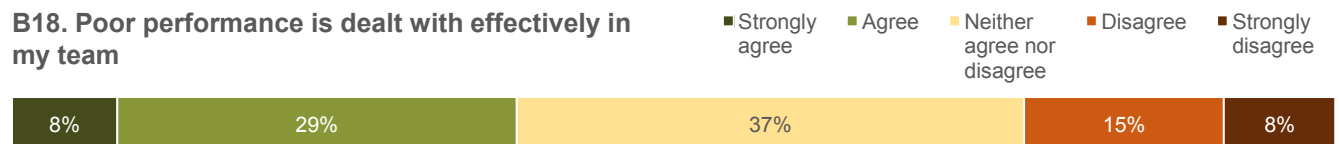
- Ratings of performance management have remained stable over the past four years.
- While Civil Servants generally have positive experiences of their own performance management, ratings of how poor performance is handled are low.
- However, these are driven by high levels of staff neither agreeing nor disagreeing that poor performance is dealt with effectively rather than high levels of disagreement.
- Senior Civil Servants tend to have higher scores than others. This is also seen in the performance management questions except when asked if performance is based on getting things done rather than following process, where our most junior staff have the highest score.



2012 scores by grade



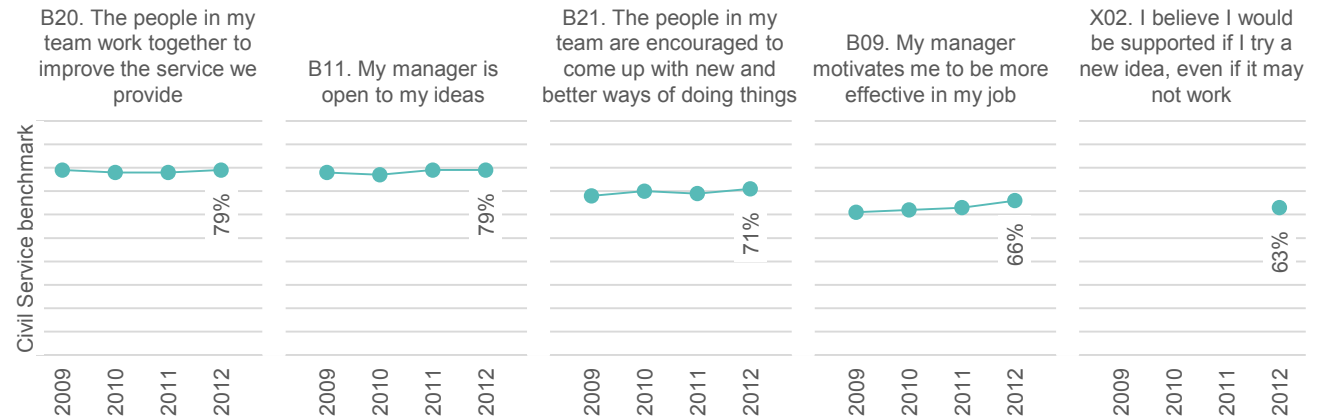
B18. Poor performance is dealt with effectively in my team



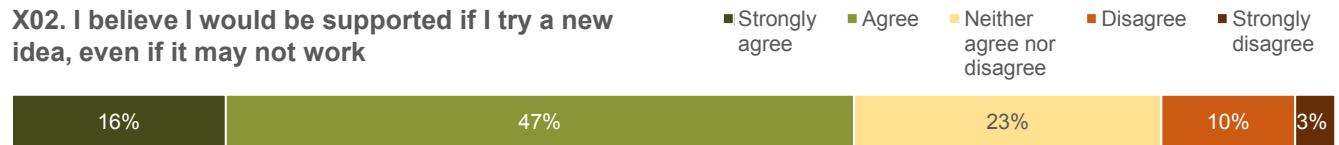
Figures are the median score of participating organisations for each of the five response options and therefore may not sum to 100%.

Civil Servants are broadly positive about continuous improvement and innovation

- Scores for questions relating to continuous improvement are generally good and have changed little since 2009.
- Respondents feel particularly positive about team working to improve performance and their managers being open to their ideas.
- Although individuals feel less confident that they would be supported to try out a new idea, only a small proportion of people disagree with this, with almost a quarter neither agreeing nor disagreeing.
- On this measure, policy and specialist organisations have relatively high scores, with most in these functions performing above the CS benchmark of 63%.
- Those in the operational function, by contrast, make up the lowest scoring organisations for this question, with only a few exceeding the benchmark score.

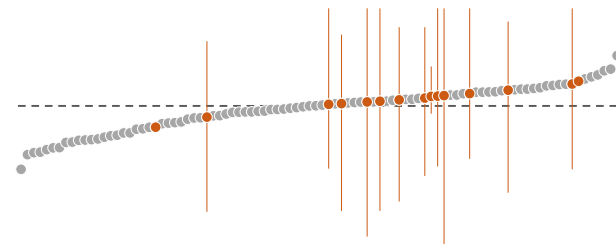


X02. I believe I would be supported if I try a new idea, even if it may not work

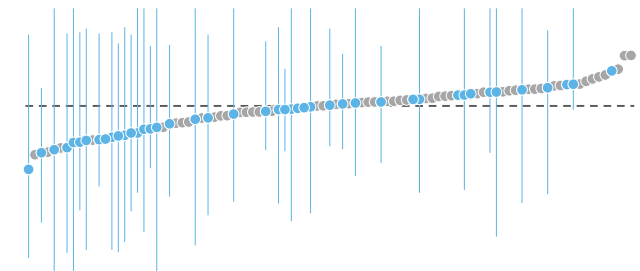


Figures are the median score of participating organisations for each of the five response options and therefore may not sum to 100%.

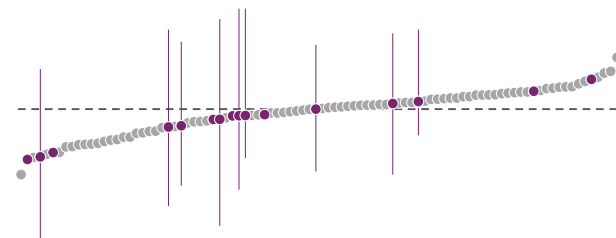
Policy organisations



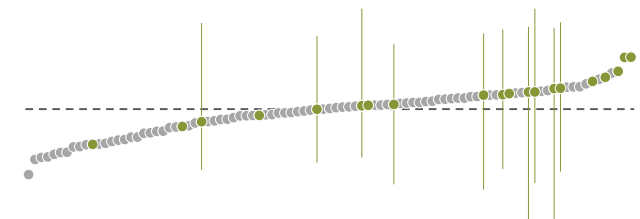
Operational organisations



Regulatory organisations



Specialist organisations



The dashed horizontal line indicates the 2012 Civil Service benchmark for question X02, of 63%.

Employee engagement and subjective wellbeing

Improving levels of engagement impacts on wellbeing as well as organisational performance

The four subjective wellbeing questions are those used by the Office for National Statistics as part of their Measuring National Wellbeing programme.

Following a successful pilot in 2011 the questions were included in the core questionnaire for all organisations in the 2012 survey.

Each of the four questions is measured on a 0-10 scale where 0 means not at all and 10 means completely (e.g. Not at all satisfied, or Completely anxious).

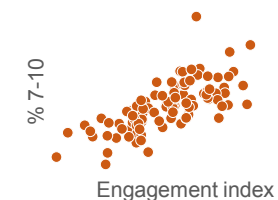
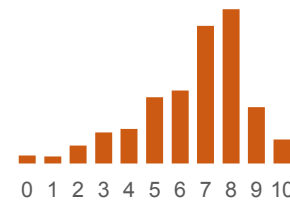
Following best practice from the ONS the headline approach to reporting these questions will be to report the percent responding 7 to 10 for the three positively worded questions (life satisfaction, worthwhile activity and happiness yesterday) and the percent responding 0 to 3 for the anxiety question.

Further details about the National Wellbeing programme can be found on the ONS website: <http://www.ons.gov.uk/ons/guide-method/user-guidance/well-being/index.html>.

- Three of the four wellbeing measures correlate strongly with engagement, with anxiety showing a weaker correlation.
- The Civil Service benchmark score is highest when asking whether staff feel the things they do in their life are worthwhile, suggesting our people are highly motivated by the work they do.

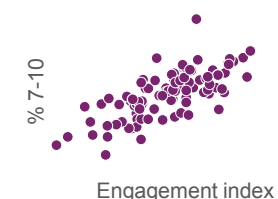
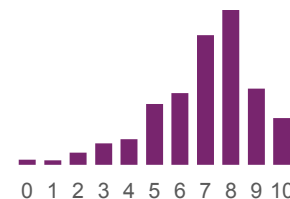
- The benchmark score is lowest when asking about levels of anxiety yesterday, indicating that just under half our staff feel moderately or highly anxious.
- Organisational scores demonstrate quite large ranges for life satisfaction and happiness, with slightly smaller ranges for worthwhile activity and anxiety.

W01. Overall, how satisfied are you with your life nowadays?



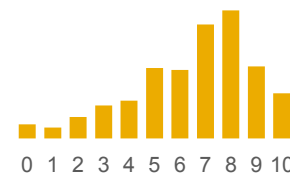
% 7-10 score	
Civil Service benchmark	62%
Highest score	83%
Lowest score	48%

W02. Overall, to what extent do you feel that the things you do in your life are worthwhile?



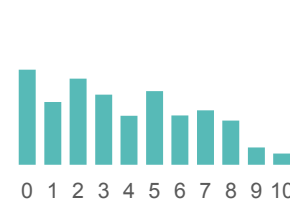
% 7-10 score	
Civil Service benchmark	68%
Highest score	83%
Lowest score	54%

W03. Overall, how happy did you feel yesterday?



% 7-10 score	
Civil Service benchmark	59%
Highest score	77%
Lowest score	42%

W04. Overall, how anxious did you feel yesterday?



% 0-3 score	
Civil Service benchmark	51%
Highest score	65%
Lowest score	36%

External comparisons suggest wellbeing in the Civil Service is broadly in line with other employees

Direct comparisons of the wellbeing results from the Civil Service People Survey (CSPS) to data from the ONS' Annual Population Survey (APS) data show the CSPS results being substantially lower than APS estimates of the level of wellbeing for adults employed in similar occupations.

Our analysis, summarised below, shows that this difference is principally due to differences in the mode of data collection for the two surveys. The CSPS is an anonymous self-completion questionnaire completed at work, the APS is conducted via a face-to-face interview usually in the respondent's home.

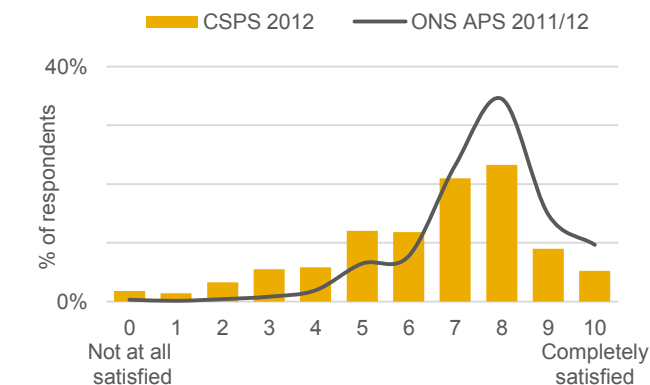
In the 2011/12 Annual Population Survey data we have split those working in central government from other employees and those who are not in employment. The data shows that central government employees have a statistically significant mean level of wellbeing lower than other employees – but this difference is much smaller than difference when comparing CSPS results directly to those from the APS.

There are currently no official surveys of the general population that use online self-completion methods to collect data.

The CIPD's quarterly *Employee Outlook* survey included the ONS' subjective wellbeing questions in their Summer 2012 survey. The survey was conducted using online survey methods, and therefore uses a methodology more similar to the CSPS in respect of both the mode of data collection and the topics covered in the questionnaire.

The results of the CIPD survey are broadly similar to those found in the Civil Service People Survey. However, due to the sampling approach it cannot be considered a true random sample of the population and therefore caution should be taken when generalising these results to talk about the population as a whole.

Overall, how satisfied are you with your life nowadays?



2011/12 Annual Population Survey by economic sector

	Satisfaction (mean)
Central government	7.4
Other public sector	7.6
Business/financial services	7.6
Other service industry	7.6
All other employees	7.6
Unemployed	6.4
Economically inactive	7.4
All adults 16+	7.4

CSPS 2012 compared to CIPD Summer 2012 Employee Outlook survey

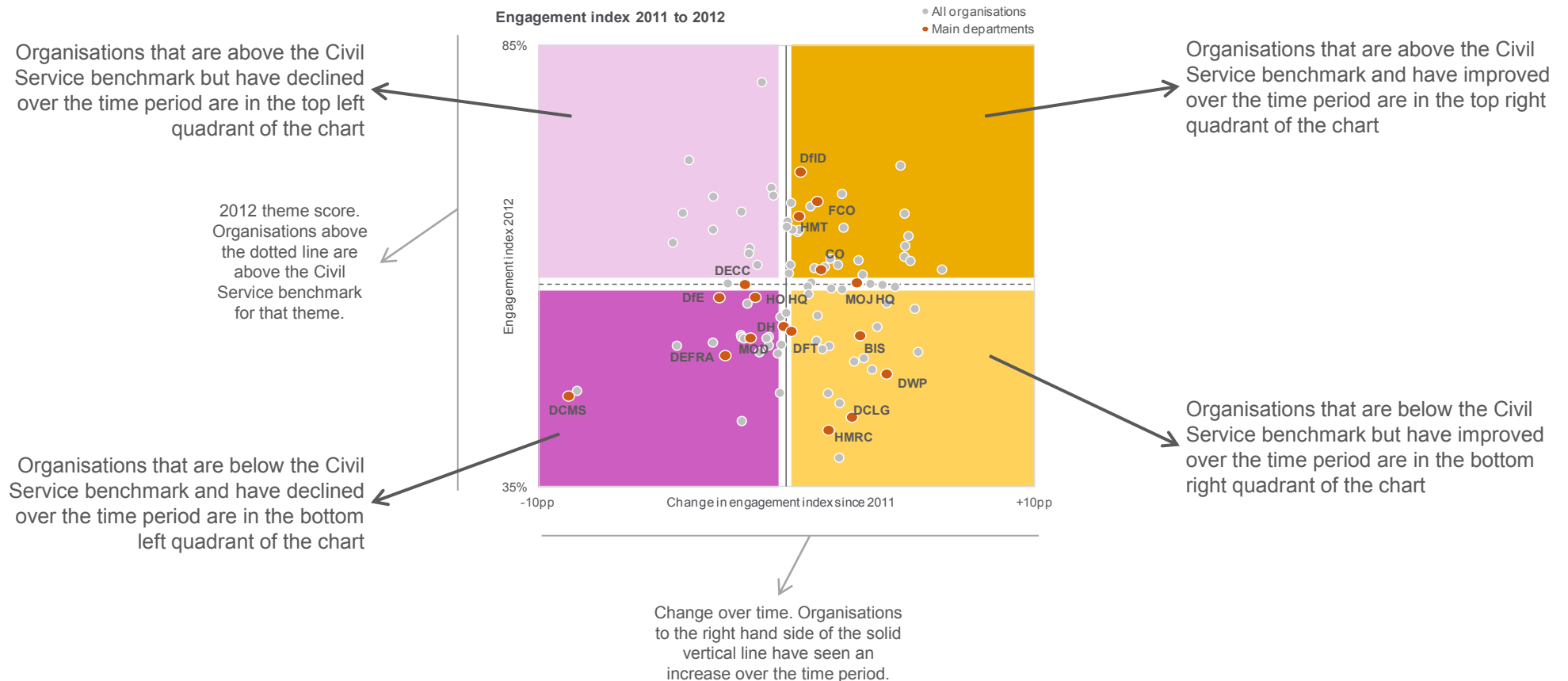
	Satisfaction (mean)
CSPS 2012 (mean)	6.4
CIPD Summer 2012 Employee Outlook survey	
All employees	6.3
Private sector	6.3
Public sector	6.1
Voluntary sector	6.4

Summaries of organisational performance

Organisational summaries show 2012 scores against change over time

- The following pages summarise organisational performance on the engagement index and the nine themes which drive employee engagement levels. Each page has two charts. The right hand chart shows change between 2011 and 2012, and the left hand chart shows change between 2009 and 2012.
- The vertical axis on each chart shows the 2012 score, with the dashed horizontal line representing the 2012 Civil Service benchmark score for the theme. The horizontal axis represents change over time, with the solid vertical line marking no change.

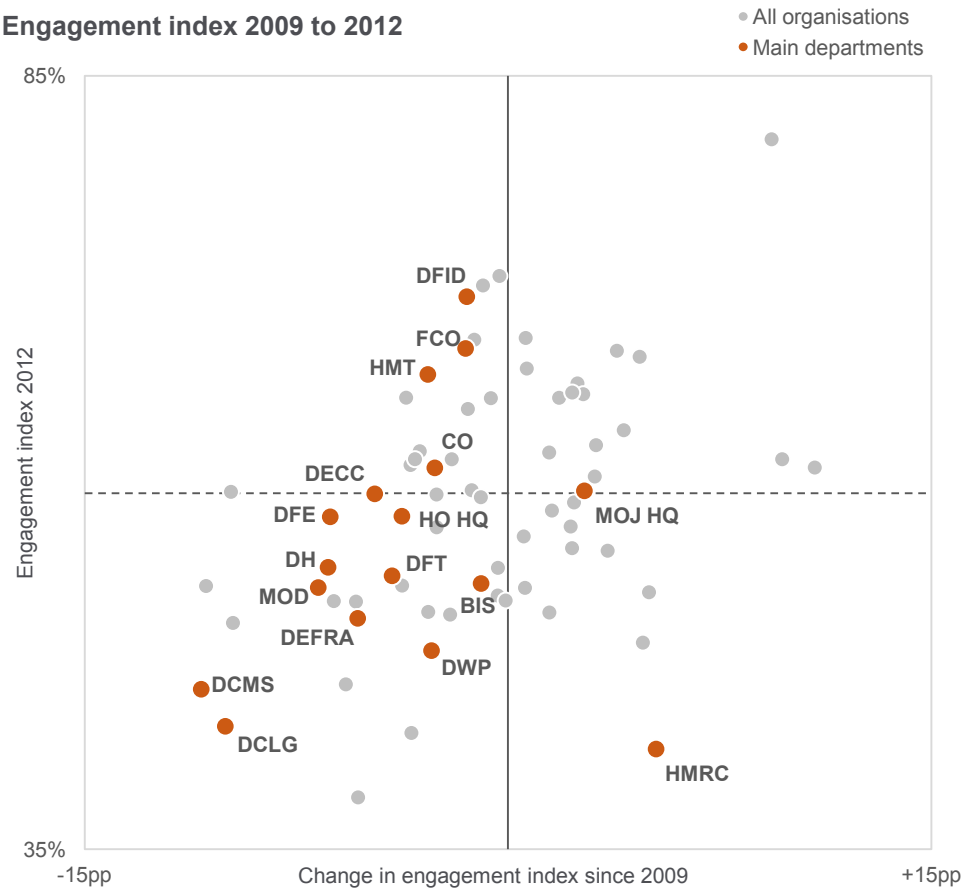
- Each dot represents an organisation; changes in structure mean we can only provide trend matches for 93 organisations between 2011 and 2012, and for 70 organisations between 2009 and 2012.
- The 17 main departments have been highlighted on each chart – note that these scores are for the department only and exclude the results of their agencies. The other dots on the page represent other government departments, executive agencies and crown NDPBs.



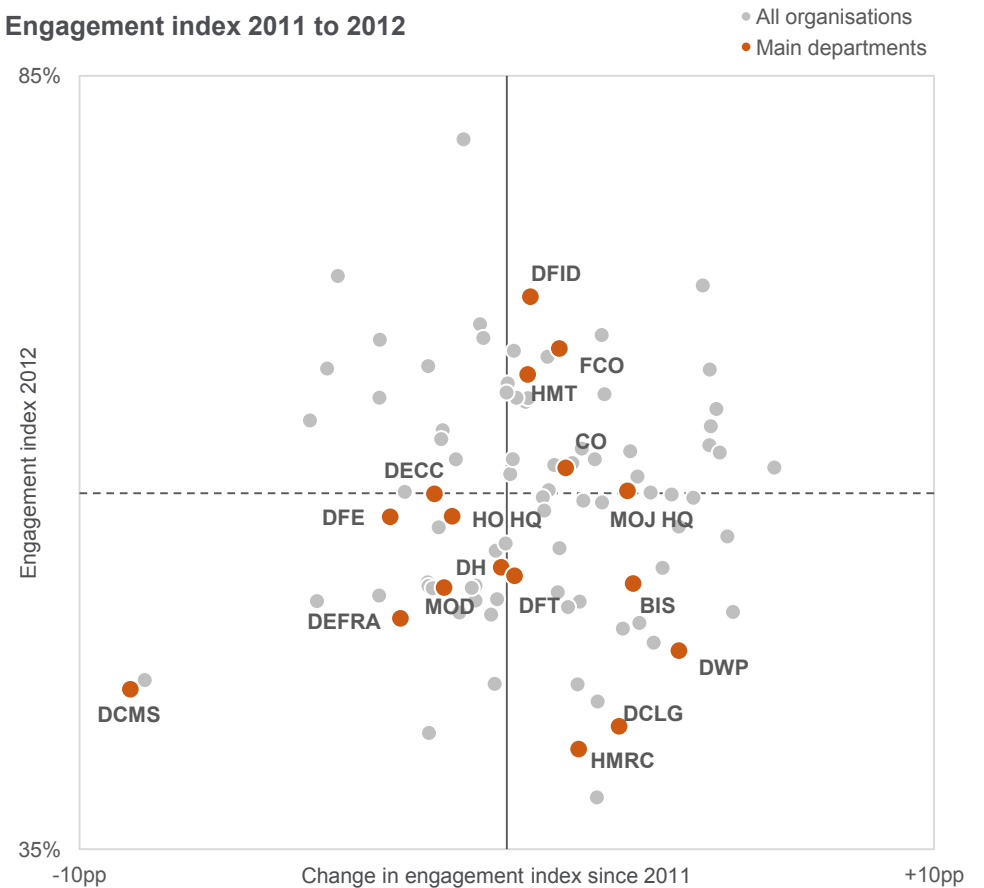
Engagement index

- Engagement has improved in over half our organisations since 2011, resulting in an increase in the Civil Service benchmark this year, to 58%.
- Over half of the main Whitehall departments have seen a rise in engagement this year, however most continue to perform below the benchmark engagement score in 2012.
- Since 2009, there has been no change in engagement overall, with decreases in some organisations being offset by increases in others.
- All but two of the main Whitehall departments saw a drop in engagement between 2009 and 2012.

Engagement index 2009 to 2012



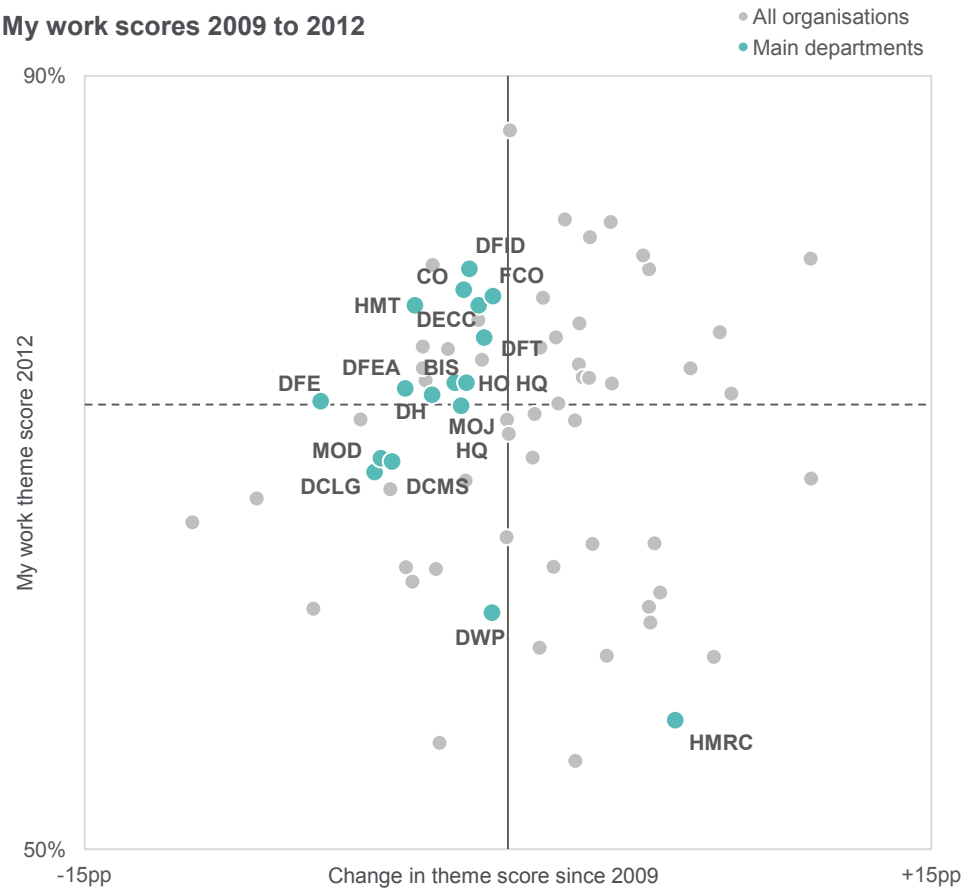
Engagement index 2011 to 2012



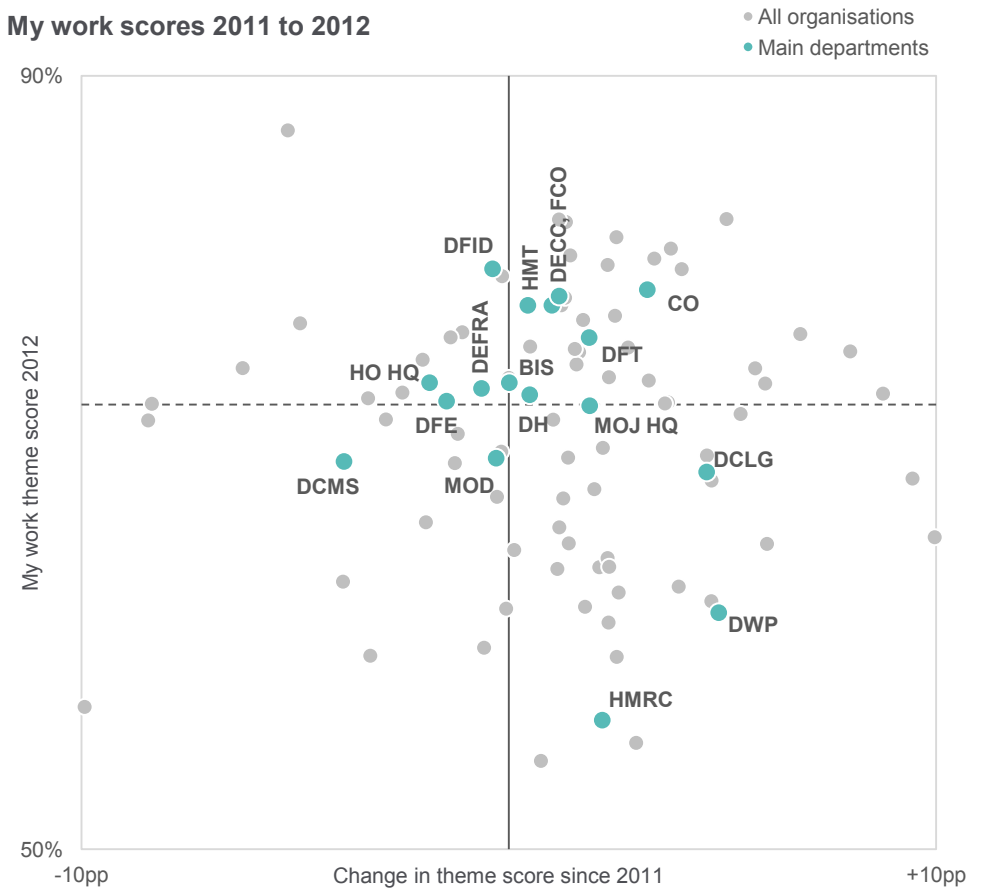
My work

- Since 2009, my work has consistently been among the top three drivers of engagement across the Civil Service. This year, the theme score increased by two percentage points to 73%.
- This improvement was partly driven by the main Whitehall departments, over half of which have seen a rise in their score for this theme since 2011.
- The overall Civil Service score for my work has decreased slightly since 2009. All of the main Whitehall departments, with the notable exception of HMRC, have seen drops in scores for my work over this period.
- Whitehall departments continue to perform strongly in this theme compared to other organisations, with most performing above the Civil Service benchmark in 2012.

My work scores 2009 to 2012

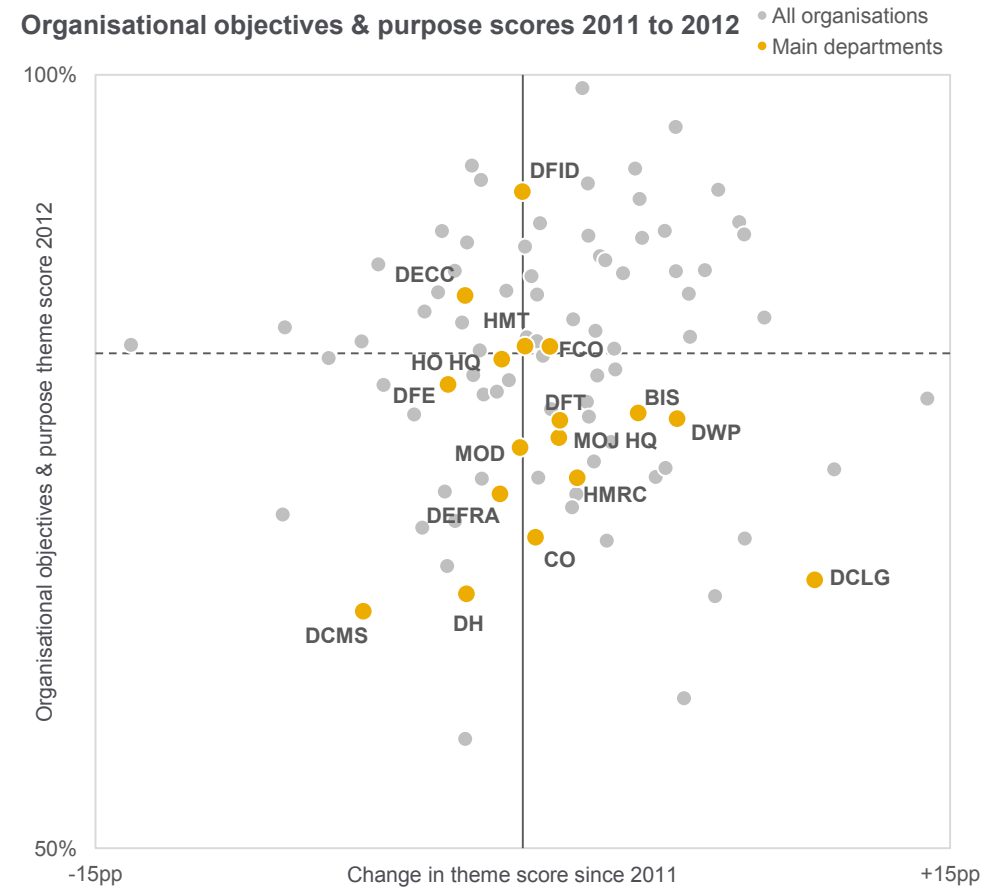
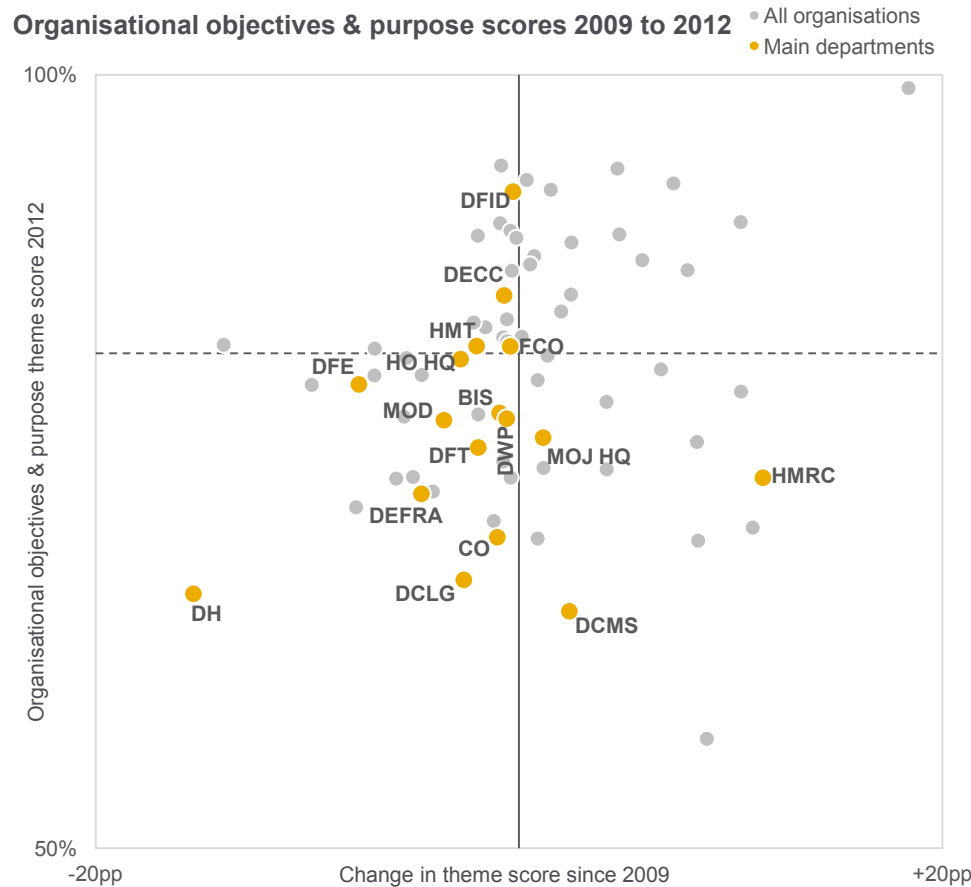


My work scores 2011 to 2012



Organisational objectives and purpose

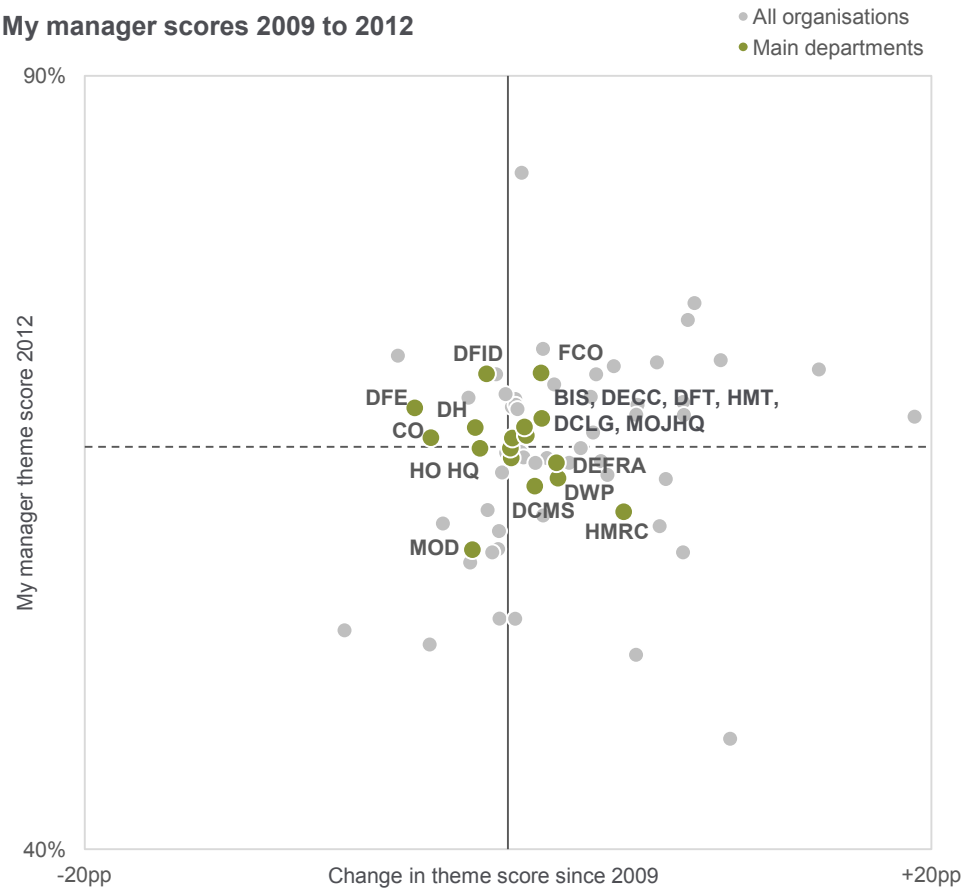
- The theme score for organisational objectives and purpose has risen since 2011 to 82%, resulting in an overall increase since 2009.
- Whitehall departments performed better in this theme over the past year than in the period from 2009 to 2012. While over half saw improvements since 2011, all but three scored lower in 2012 than in 2009.
- Again, HMRC has bucked the trend, with a large increase in their score for objectives and purpose since 2009.
- Most Whitehall departments scored below the Civil Service benchmark for this theme in 2012. DFID and DECC were the only main departments to exceed the benchmark.



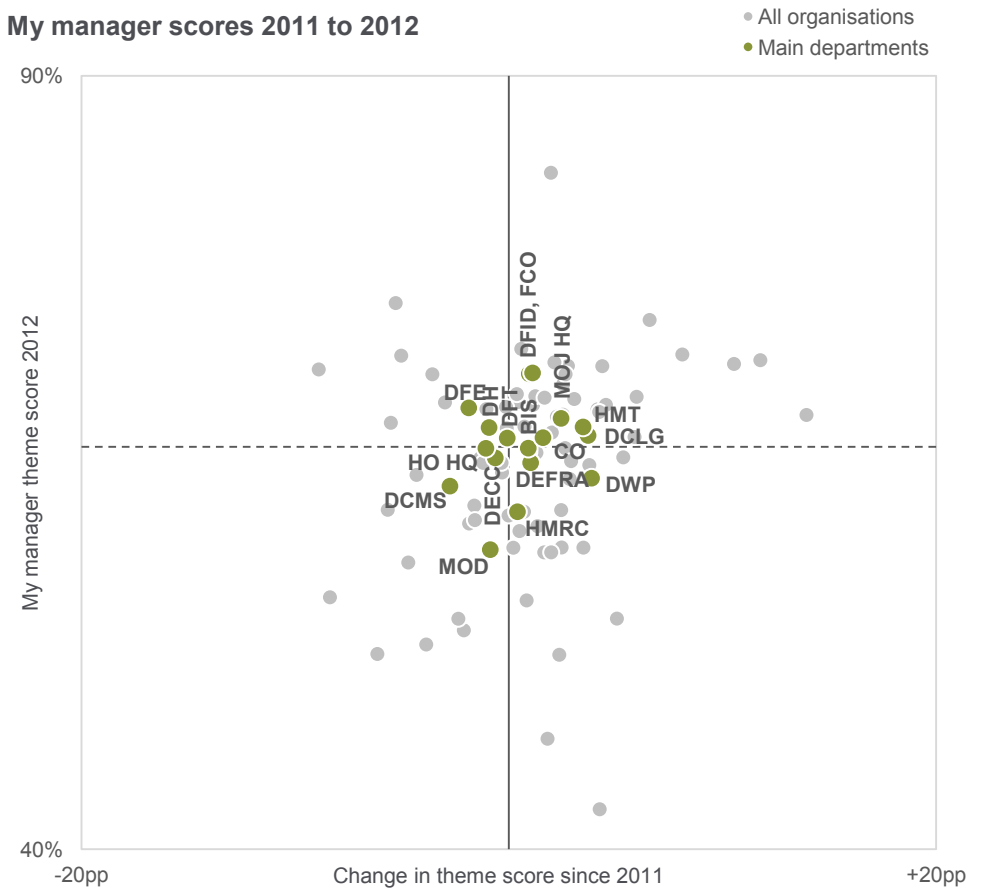
My manager

- My manager is a keydriver of engagement at the Civil Service level. The benchmark for this theme increased by two percentage points this year to 66%. An overall improvement has also been seen since 2009.
- Movements for Whitehall departments in this theme have been comparatively small. Most have seen an improvement on their 2011 manager score, with half also bettering their 2009 performance this year.
- Just over half of Whitehall departments scored above the benchmark for my manager in 2012. Compared to other organisations, the main departments sit relatively close to the median this year.

My manager scores 2009 to 2012



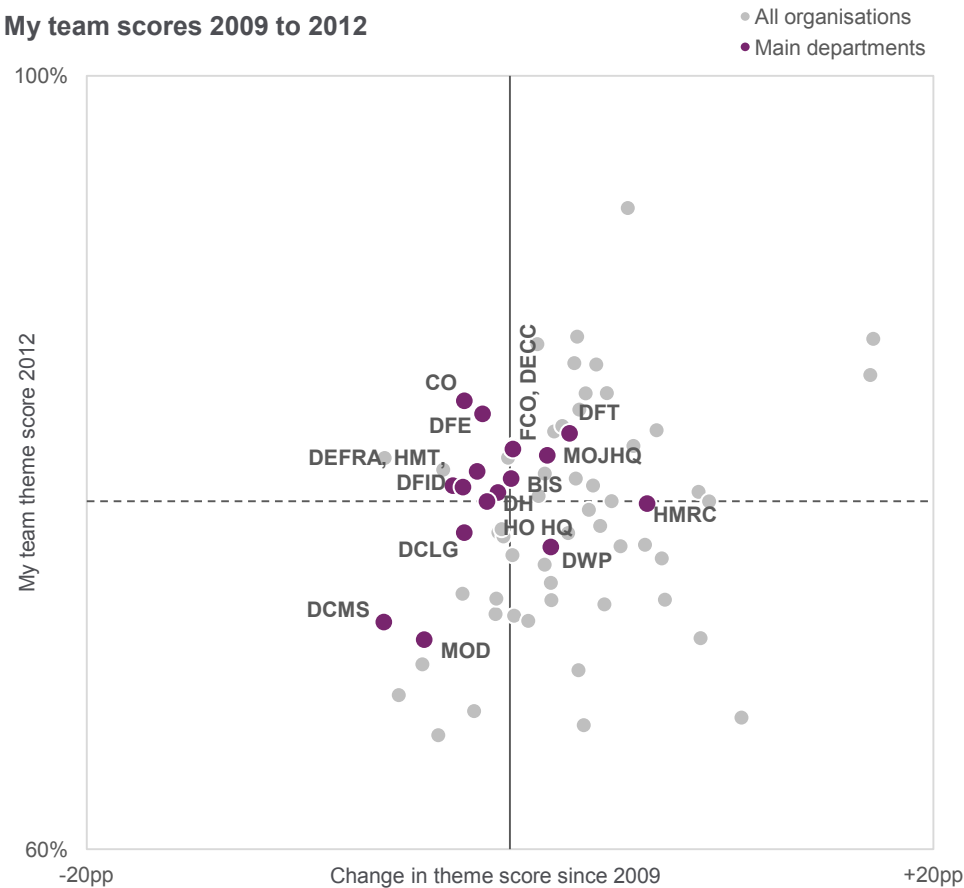
My manager scores 2011 to 2012



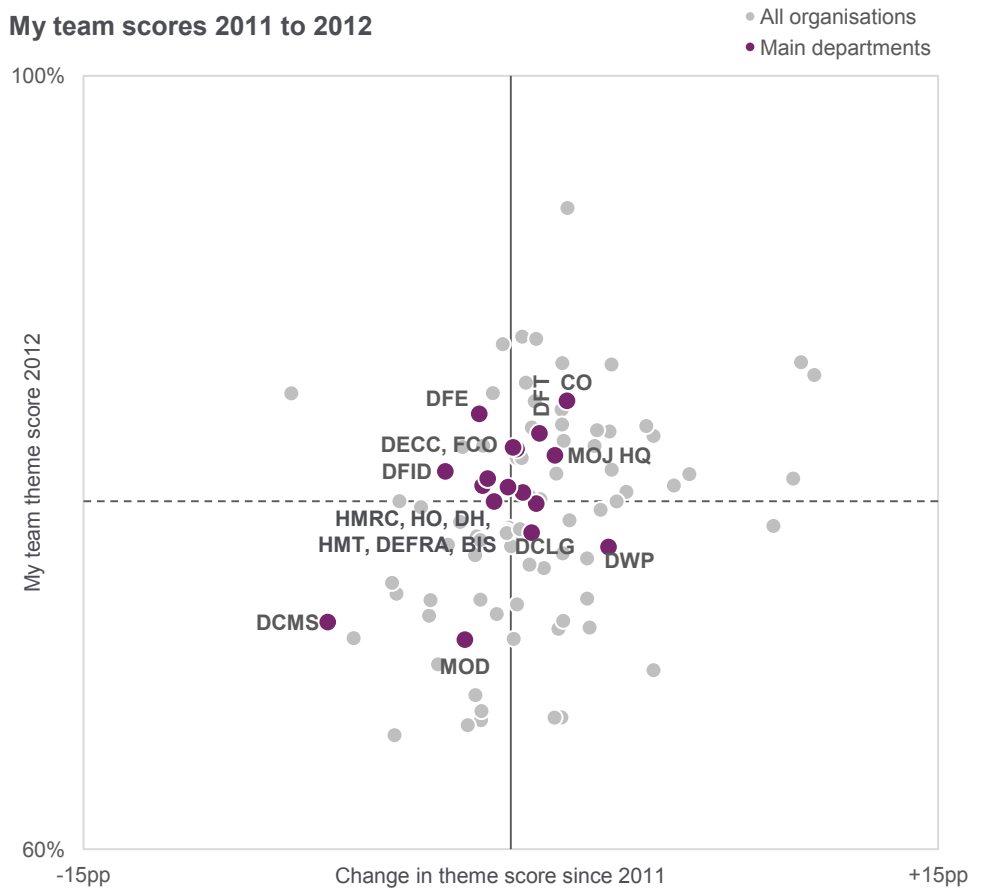
My team

- The benchmark score for my team improved this year, rising to 78%. Since 2009, the Civil Service benchmark for this theme has increased by two percentage points.
- This year's rise can be partly attributed to Whitehall departments, the majority of which improved their performance in this theme since 2011.
- The picture since 2009 is more mixed however, with the score for my team declining in over half of the main departments in this time.
- Compared to other organisations, Whitehall departments score well in this theme, with most performing above the 2012 benchmark.

My team scores 2009 to 2012



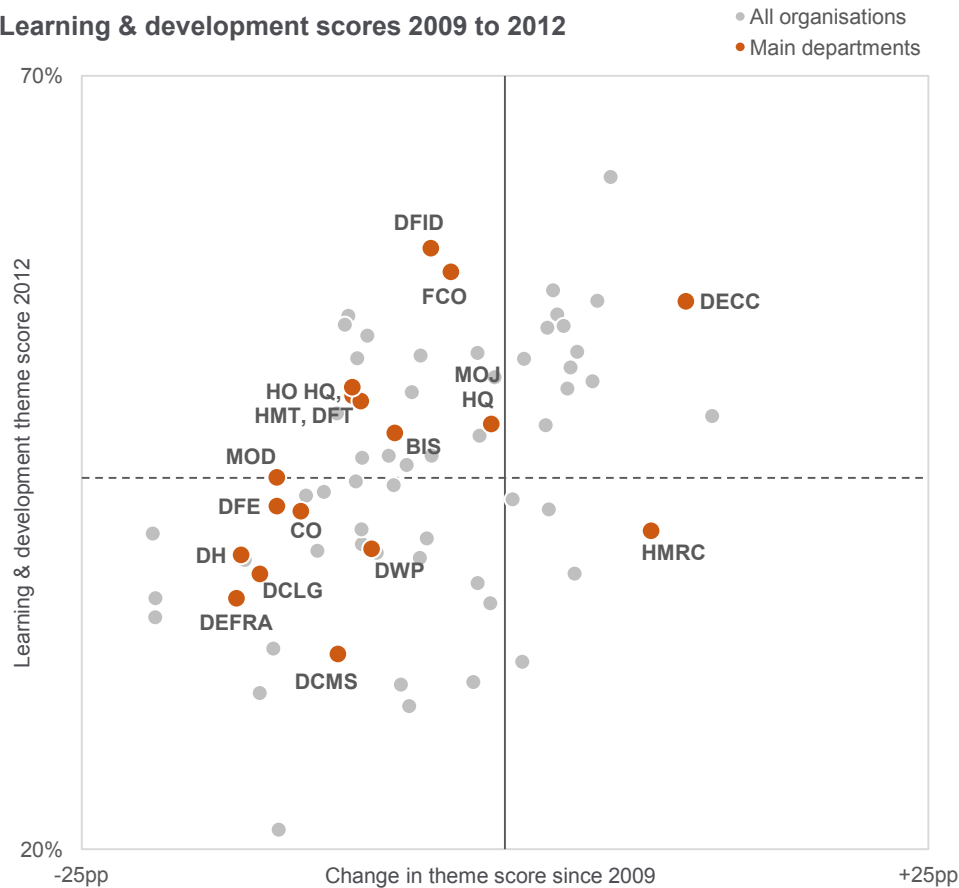
My team scores 2011 to 2012



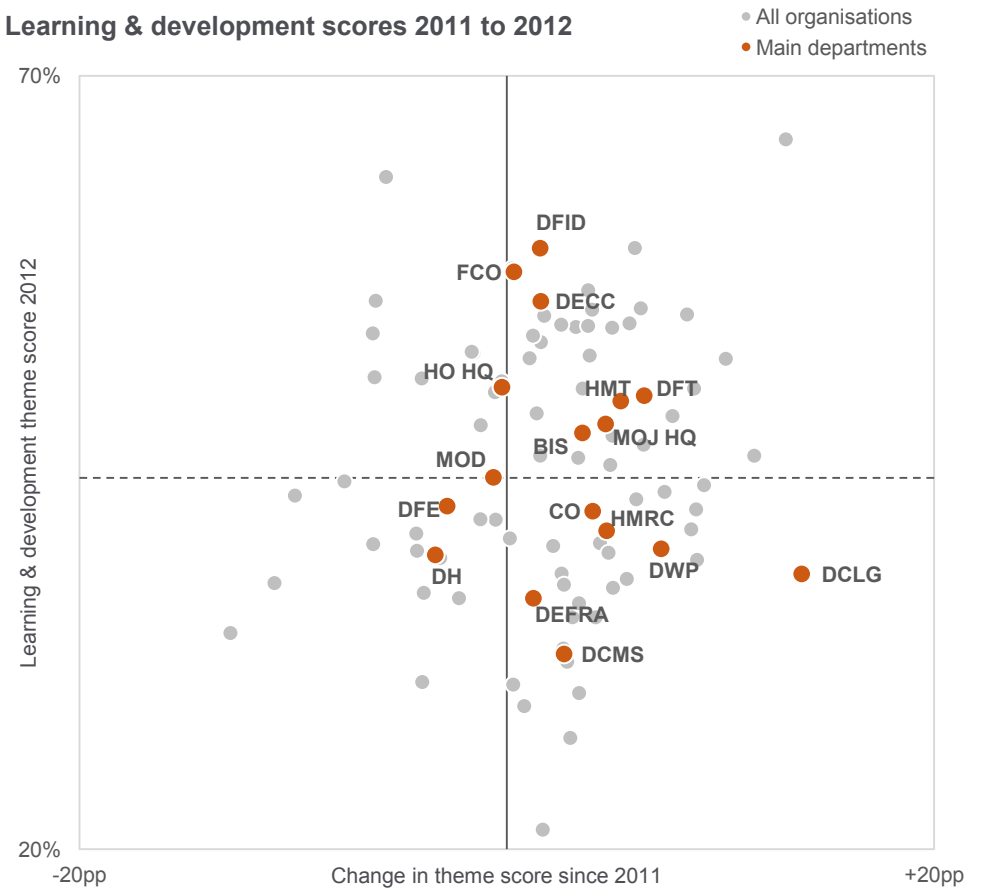
Learning and development

- Overall, learning and development scores have increased since 2011, resulting in an improved benchmark this year of 44%. However, this represents a drop since 2009 of six percentage points.
- All but four of the main Whitehall departments saw a rise in their learning and development scores in the past year. DCLG stands out as achieving the greatest improvement.
- These rises contrast with performance compared to 2009, with only two Whitehall departments improving on their 2009 score this year. DECC is the only main department to see both a positive change since 2009 and to score above the CS benchmark in 2012.

Learning & development scores 2009 to 2012



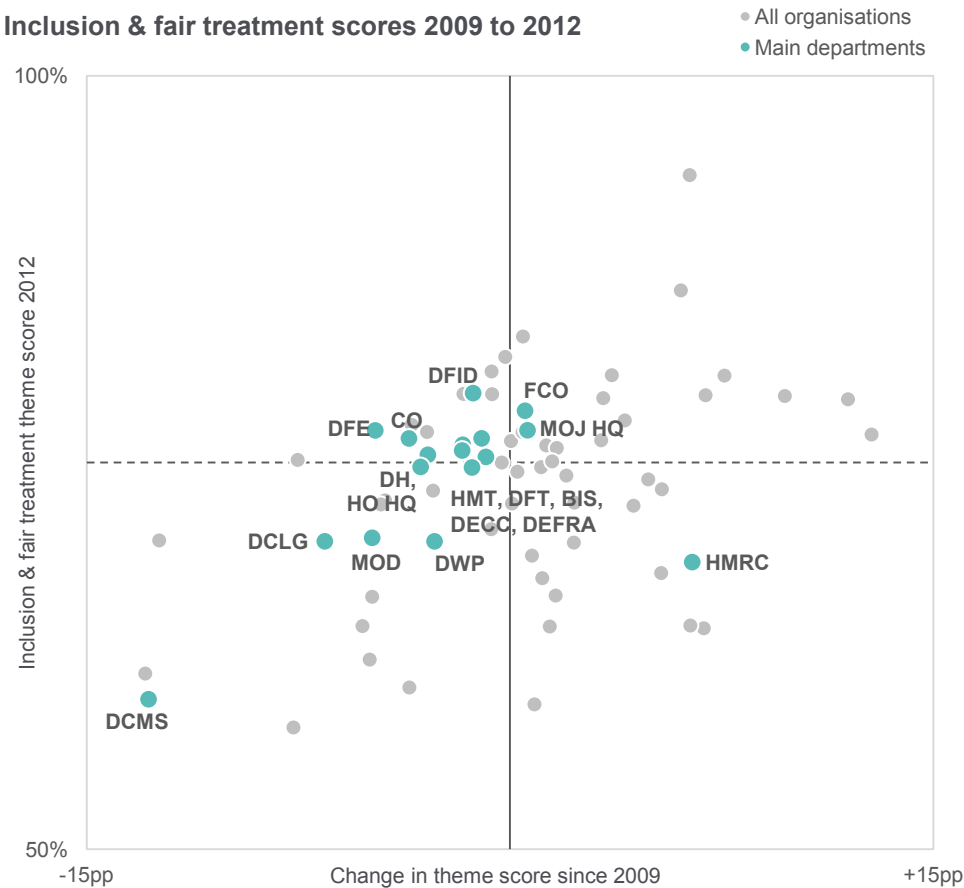
Learning & development scores 2011 to 2012



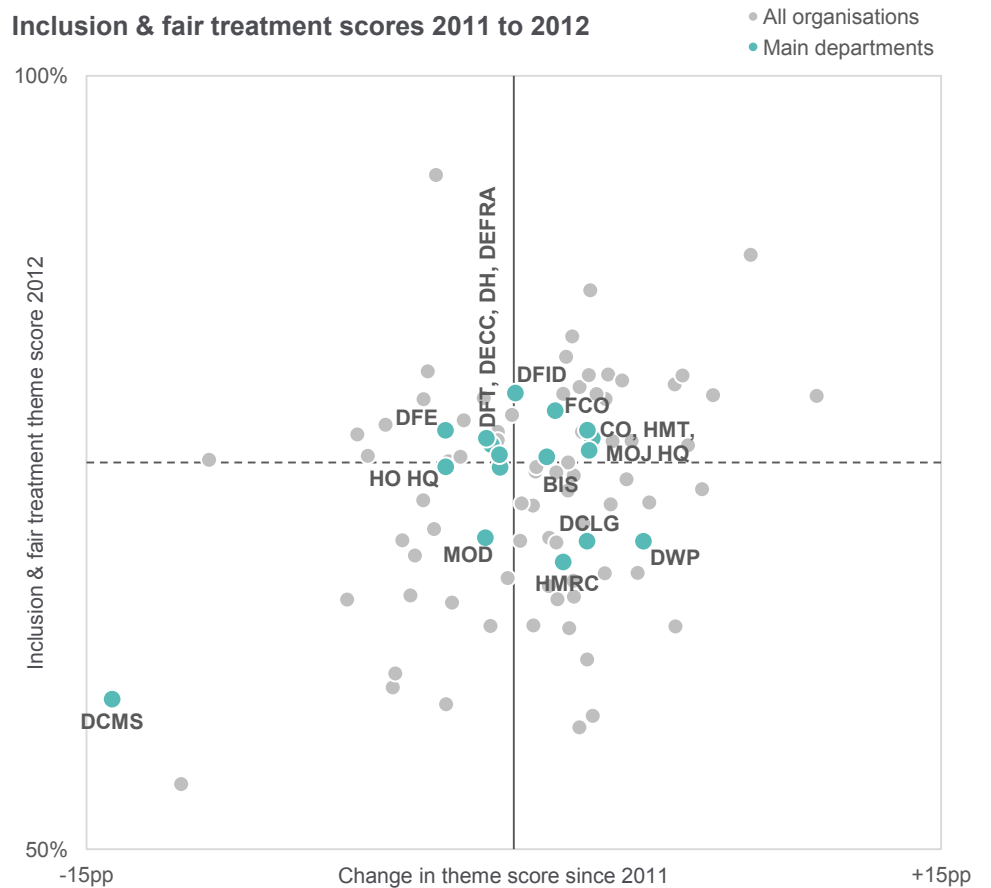
Inclusion and fair treatment

- This year, the CS benchmark for inclusion and fair treatment increased by two percentage points to 75%. This reversed a slight drop in 2010, resulting in an overall improvement since 2009.
- Over half of Whitehall departments exceeded their 2011 score for inclusion this year. The only main department that suffered a large drop was DCMS.
- The performance of Whitehall departments is weaker in comparison to 2009, with only three improving on their 2009 score this year.
- In the context of the Civil Service overall, Whitehall departments perform well in this theme, with over half scoring above the 2012 benchmark.

Inclusion & fair treatment scores 2009 to 2012

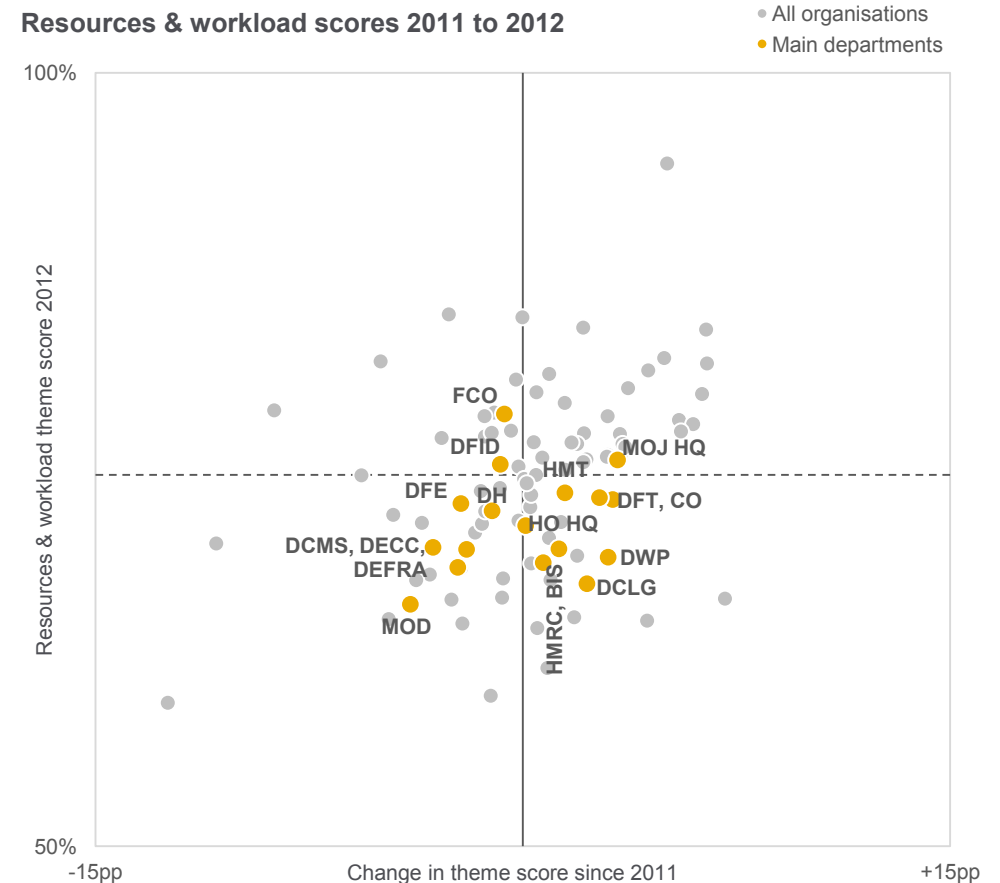
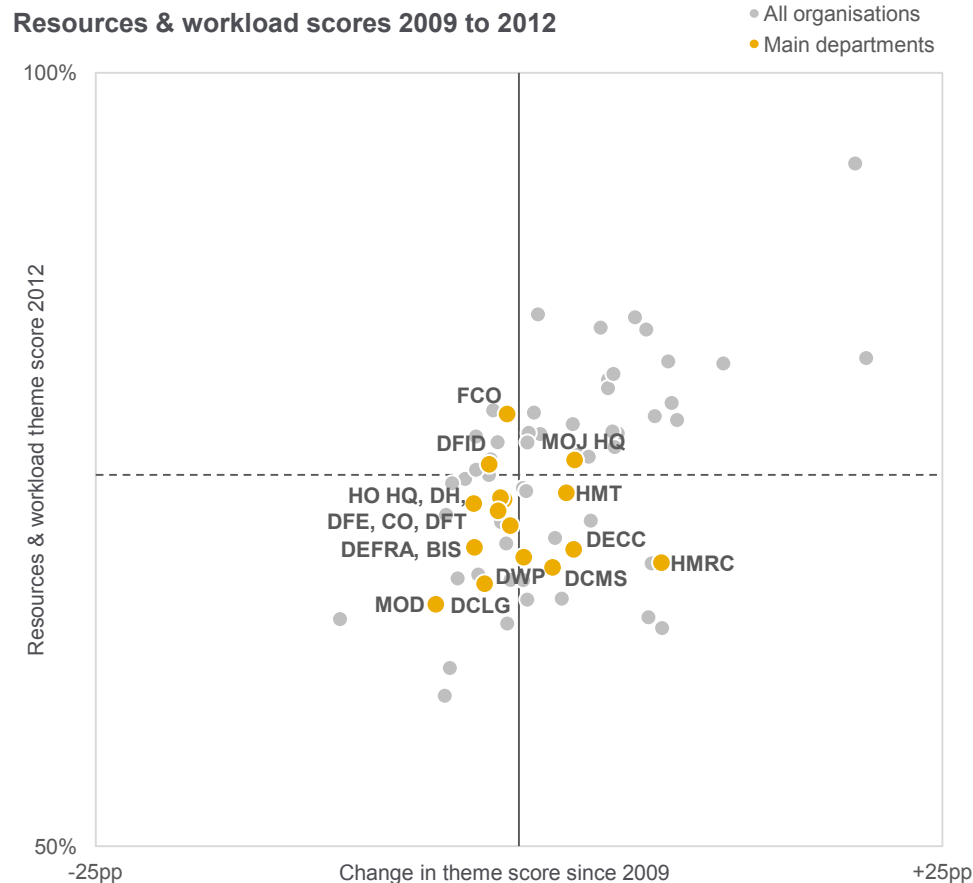


Inclusion & fair treatment scores 2011 to 2012



Resources and workload

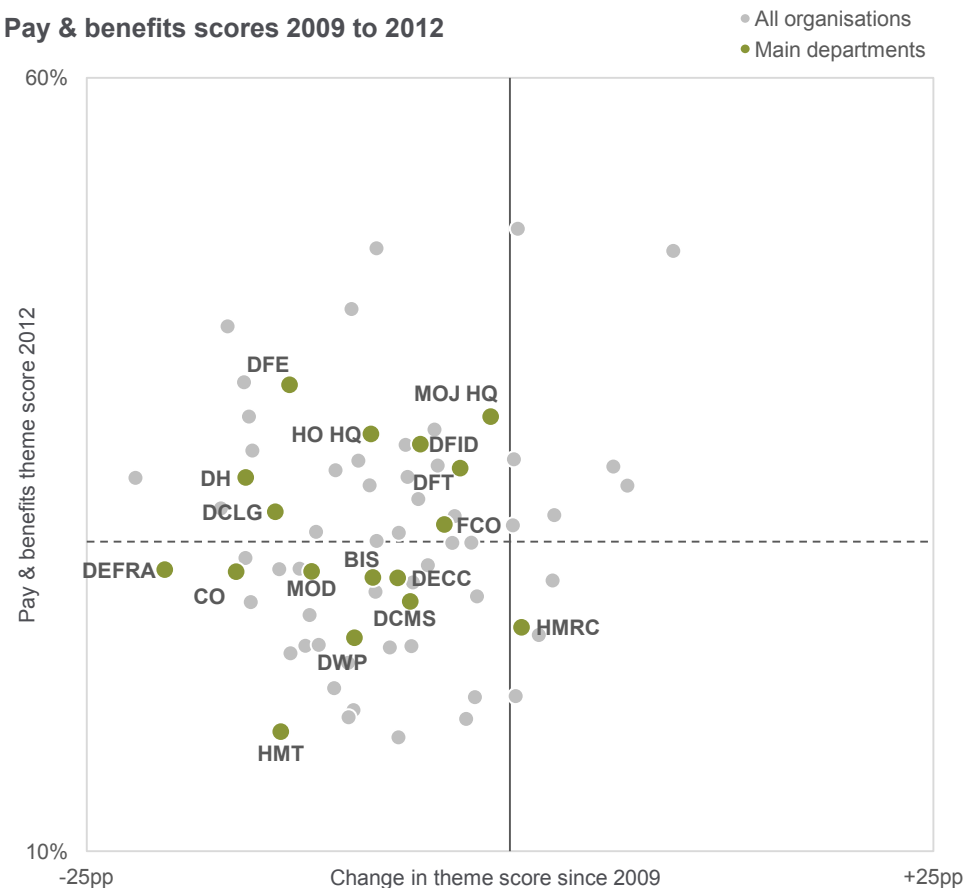
- The Civil Service benchmark for resources and workload has risen this year to 74%. This represents an overall improvement in this theme since 2009.
- The performance of the main Whitehall departments was mixed, with under half improving on their 2011 score.
- Whitehall departments showed stronger improvements over the past year than over the past four years, however, with just five bettering their 2009 score in 2012.
- The main departments score poorly in this theme compared to other organisations. Only three exceeded the CS benchmark score for resources and workload in 2012.



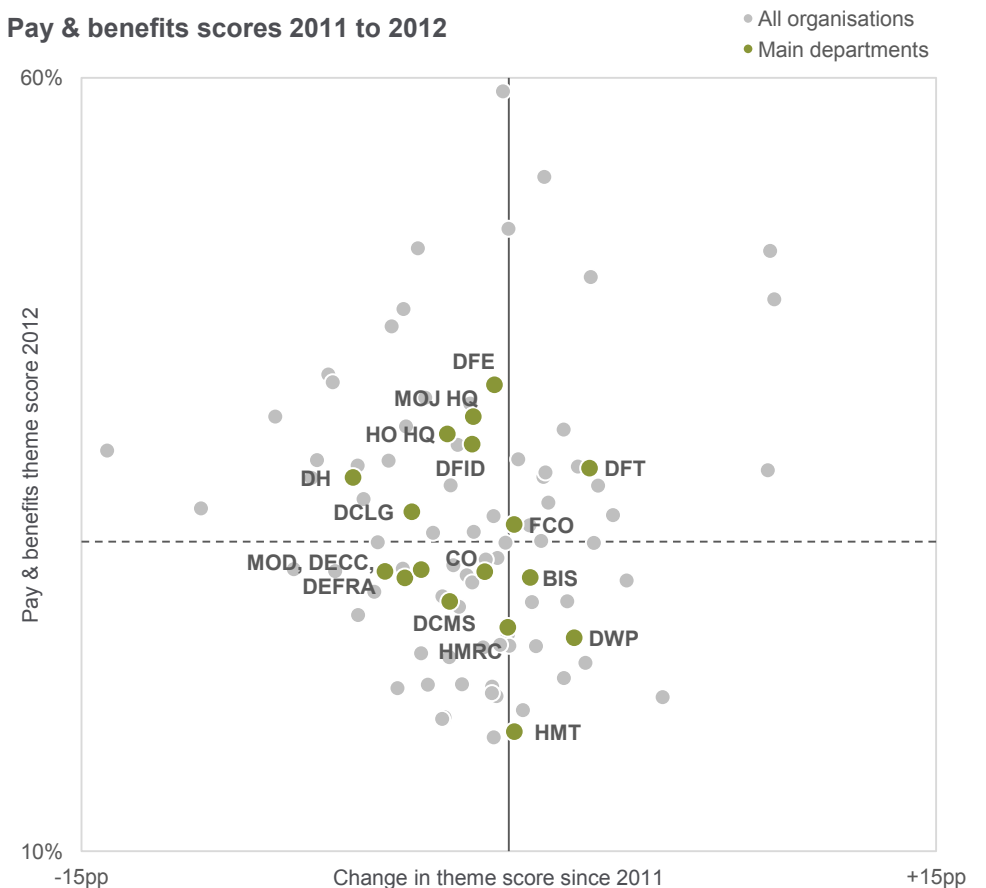
Pay and benefits

- Pay and benefits has historically been a low scoring theme, and is the only theme in which the Civil Service did not show an overall improvement this year.
- However, the CS benchmark only fell by one percentage point since 2011, a much smaller drop than that suffered between 2010 and 2011.
- Whitehall departments do not perform well in this theme. In 2012, just under half performed above the CS benchmark.
- Only five of the main departments have seen a rise in their theme score since 2011. The picture since 2009 is even starker, with only one main department, HMRC, bettering their 2009 pay and benefits score in 2012.

Pay & benefits scores 2009 to 2012



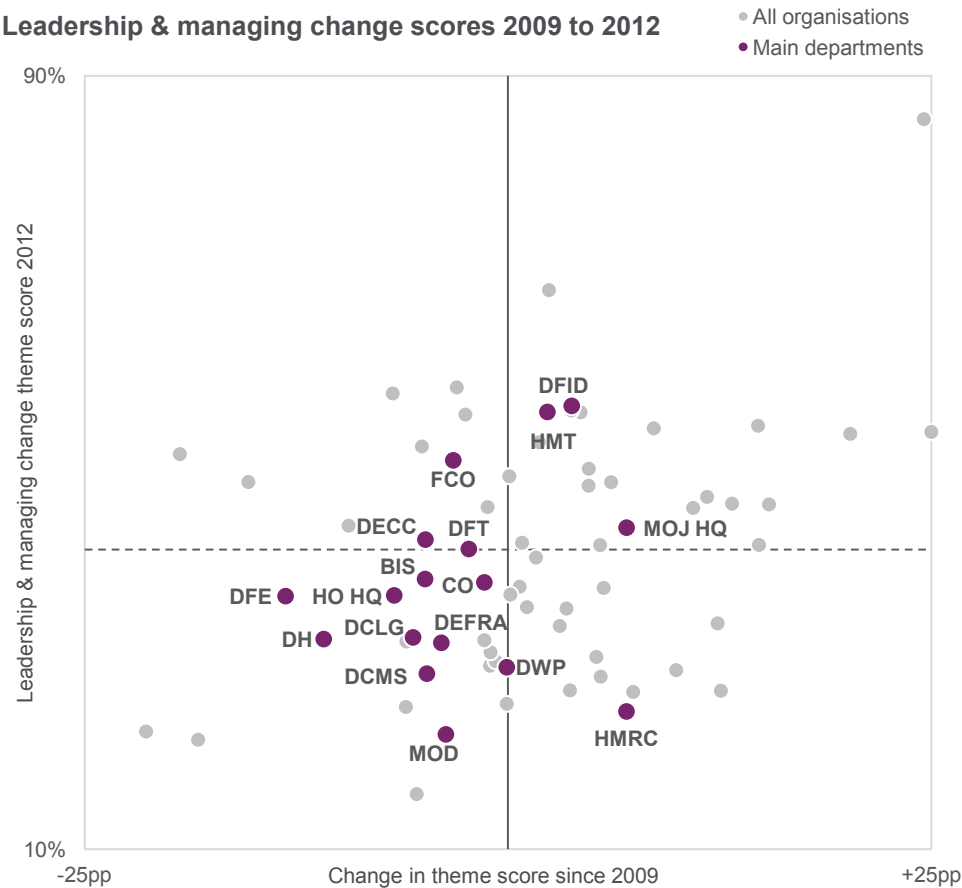
Pay & benefits scores 2011 to 2012



Leadership and managing change

- Leadership and managing change has been the strongest driver of engagement for the Civil Service in each of the four years of the People Survey.
- This year saw an increase of three percentage points in the benchmark score to 41%, representing an overall improvement in this theme since 2009.
- Just under half of Whitehall departments improved on their 2011 score this year, while only four have bettered their 2009 performance in this theme.
- Compared to other organisations, the main departments scored poorly on leadership in 2012, with most performing below the CS benchmark.

Leadership & managing change scores 2009 to 2012



Leadership & managing change scores 2011 to 2012



Technical annex

Civil Service People Survey

Coverage

The Civil Service People Survey covers 99.9% of Civil Servants. In 2012, 97 Ministerial and Non-Ministerial Departments, Executive Agencies and Crown Non-Departmental Public Bodies took part in the survey. Page 44 lists all the organisations that participated in the survey.

The survey operates a census approach with all staff working in participating organisations invited to take part. While small random samples could provide accurate organisation-level summaries we take a census approach to demonstrate that the opinion of everyone who works in the Civil Service has equal value.

The census approach also allows us to produce almost 8,000 reports for managers and teams so that action can be taken at all of the most appropriate levels across the Civil Service.

A total of 480,718 people were invited to take part in the 2012 survey, and 297,318 participated – a response rate of 62%. These figures do not reconcile with ONS published headcounts as organisations such as the MOD and FCO include their overseas local staff who are not counted in ONS statistics. The MOD also include military staff undertaking civilian/Civil Service roles. Page 45 shows an overview of response rates by organisation.

Questionnaire

The questionnaire used in the Civil Service People Survey is standardised across all participating organisations, although it has aspects that allow for local variation to ensure that relevant terms are used in each organisation (for example the name of the organisation or the term for senior managers). Page 43 shows the core attitudinal measures asked in the survey.

Data collection methodology

The questionnaire is a self-completion process, with 96% completing online and 4% on paper. Completion of all questions in the survey are voluntary. Fieldwork for the 2012 survey began on 1st October and was completed on 31st October.

Analysis

The framework underpinning the analysis of the Civil Service People Survey is based on understanding the levels of employee engagement within the Civil Service and the experiences of work which influence engagement.

This pack has been based on the analytical framework, which is shown in a visual format on page 7. The five questions we use to measure engagement were outlined on page 8 alongside their rationale, while page 46 shows how we use those five questions to calculate the engagement index.

The main measures used to talk about the nine engagement driver themes are the “theme scores”, this is the average percentage positive response to the theme’s constituent questions. Page 9 introduced our engagement driver analysis which shows how these themes are related to engagement, page 47 explains this approach in more detail.

Core questionnaire

The core question comprises a series of attitudinal measures (outlined below) which are rated on a strongly agree to strongly disagree scale. The principal measure for these questions is the “percent positive” which is the proportion responding “strongly agree” or “agree” to a given measure.

The core questionnaire also includes questions on discrimination, bullying and harassment, wellbeing, future intentions, the Civil Service Code and demographic questions. The full questionnaire is available on the Civil Service website:
<http://www.civilservice.gov.uk/about/improving/employee-engagement/civil-service-people-survey-2012>

My work

- B01. I am interested in my work
- B02. I am sufficiently challenged by my work
- B03. My work gives me a sense of personal accomplishment
- B04. I feel involved in the decisions that affect my work
- B05. I have a choice in deciding how I do my work

Organisational objectives and purpose

- B06. I have a clear understanding of [my organisation's] purpose
- B07. I have a clear understanding of [my organisation's] objectives
- B08. I understand how my work contributes to [my organisation's] objectives

My manager

- B09. My manager motivates me to be more effective in my job
- B10. My manager is considerate of my life outside work
- B11. My manager is open to my ideas
- B12. My manager helps me to understand how I contribute to [my organisation's] objectives
- B13. Overall, I have confidence in the decisions made by my manager
- B14. My manager recognises when I have done my job well
- B15. I receive regular feedback on my performance
- B16. The feedback I receive helps me to improve my performance
- B17. I think that my performance is evaluated fairly
- B18. Poor performance is dealt with effectively in my team

My team

- B19. The people in my team can be relied upon to help when things get difficult in my job
- B20. The people in my team work together to find ways to improve the service we provide
- B21. The people in my team are encouraged to come up with new and better ways of doing things

Learning and development

- B22. I am able to access the right learning and development opportunities when I need to
- B23. Learning and development activities I have completed in the past 12 months have helped to improve my performance
- B24. There are opportunities for me to develop my career in [my organisation]
- B25. Learning and development activities I have completed while working for [my organisation] are helping me to develop my career

Inclusion and fair treatment

- B26. I am treated fairly at work
- B27. I am treated with respect by the people I work with
- B28. I feel valued for the work I do
- B29. I think that [my organisation] respects individual differences (e.g. cultures, working styles, backgrounds, ideas, etc)

Resources and workload

- B30. In my job, I am clear what is expected of me
- B31. I get the information I need to do my job well
- B32. I have clear work objectives
- B33. I have the skills I need to do my job effectively
- B34. I have the tools I need to do my job effectively
- B35. I have an acceptable workload
- B36. I achieve a good balance between my work life and my private life

Pay and benefits

- B37. I feel that my pay adequately reflects my performance
- B38. I am satisfied with the total benefits package
- B39. Compared to people doing a similar job in other organisations I feel my pay is reasonable

Leadership and managing change

- B40. I feel that [my organisation] as a whole is managed well
- B41. [Senior managers] in [my organisation] are sufficiently visible
- B42. I believe the actions of [senior managers] are consistent with [my organisation's] values
- B43. I believe that [the board has] a clear vision for the future of [my organisation]
- B44. Overall, I have confidence in the decisions made by [my organisation's] senior managers
- B45. I feel that change is managed well in [my organisation]
- B46. When changes are made in [my organisation] they are usually for the better
- B47. [My organisation] keeps me informed about matters that affect me
- B48. I have the opportunity to contribute my views before decisions are made that affect me
- B49. I think it is safe to challenge the way things are done in [my organisation]

Employee engagement

- B50. I am proud when I tell others I am part of [my organisation]
- B51. I would recommend [my organisation] as a great place to work
- B52. I feel a strong personal attachment to [my organisation]
- B53. [My organisation] inspires me to do the best in my job
- B54. [My organisation] motivates me to help it achieve its objectives

Taking action

- B55. I believe that [senior managers] in [my organisation] will take action on the results from this survey
- B56. I believe that managers where I work will take action on the results from this survey
- B57. Where I work, I think effective action has been taken on the results of the last survey

Further questions on organisational culture

- X01. I am trusted to carry out my job effectively
- X02. I believe I would be supported if I try a new idea, even if it may not work
- X03. My performance is evaluated based on whether I get things done, rather than solely follow process
- X04. When I talk about my organisation I say "we" rather than "they"
- X05. I have some really good friendships at work

Participating organisations

Policy organisations

Cabinet Office
Department for Business, Innovation and Skills
Department for Communities and Local Government
Department for Culture, Media and Sport
Department for Education
Department for Environment, Food and Rural Affairs
Department for International Development
Department for Transport
Department of Energy & Climate Change
Department of Health
HM Treasury
Home Office
Ministry of Justice
Scotland Office, Office of the Advocate General, Wales Office and Northern Ireland Office
Scottish Government
Welsh Government

Smaller operations (fewer than 2,500 employees)

Accountant in Bankruptcy
Companies House
Criminal Injuries Compensation Authority
Criminal Records Bureau
Crown Office and Procurator Fiscal Service
Disclosure Scotland
FCO Services
Historic Scotland
Intellectual Property Office
Legal Services Commission
Maritime and Coastguard Agency
MoJ Arms Length Bodies
National Savings & Investments
Office of the Public Guardian
Registers of Scotland
Scottish Court Service
Scottish Public Pensions Agency
Scottish Tribunals Service
Skills Funding Agency
Student Awards Agency for Scotland
Transport Scotland
UK Export Finance
Vehicle Certification Agency
Vehicle Operator Services Agency

Large operations (2,500 employees or more)

Border Force
Child Maintenance Group
Crown Prosecution Service
Defence Support Group
Department for Work and Pensions
Driver and Vehicle Licensing Agency
Driving Standards Agency
Foreign and Commonwealth Office
Highways Agency
HM Courts and Tribunals Service
HM Revenue & Customs
Identity & Passport Service
Land Registry
Ministry of Defence
National Offender Management Service
Rural Payments Agency
Scottish Prisons Service
The Insolvency Service
UK Border Agency
Valuation Office Agency

Regulatory organisations

Animal Health & Veterinary Laboratories Agency
Charity Commission
Education Scotland
Estyn
Food Standards Agency
Health and Safety Executive
HM CPS Inspectorate
Medicines and Healthcare products Regulatory Agency
Office of Fair Trading
Office of Gas and Electricity Markets
Office of Qualifications and Examinations Regulation
Office of Rail Regulation
Office of the Scottish Charity Regulator
Ofsted
Scottish Housing Regulator
The Planning Inspectorate
Veterinary Medicines Directorate

Specialist organisations

Acas
Attorney General's Office
Centre for Environment, Fisheries and Aquaculture Science
Dstl
Food and Environment Research Agency
Government Actuary's Department
Government Procurement Service
Met Office
National Measurement Office
National Records of Scotland
Office for National Statistics
Ordnance Survey
Serious Fraud Office
The National Archives
The Royal Parks
TSol
UK Debt Management Office
UK Hydrographic Office
UK Statistics Authority
Wilton Park

Response rates

- The response rates achieved by organisations participating in the People Survey give us confidence in the quality of the results. Half of participating organisations achieved a response rate of more than 77%. Only seven organisations had a response rate of less than 50%.
- Of the seven organisations with more than 10,000 employees all but two had a response rate of more than 50%.
- We do not rely solely on the response rate to assess the quality of the results. Using the Civil Service Statistics published by the ONS we are able to compare the composition of the CSPA respondents in terms of responsibility level, gender, ethnicity and disability. This analysis shows that the composition of CSPA respondents is broadly in line with the composition in the 2012 Civil Service Statistics, which is produced from administrative data from HR databases and records.



Organisational response rates

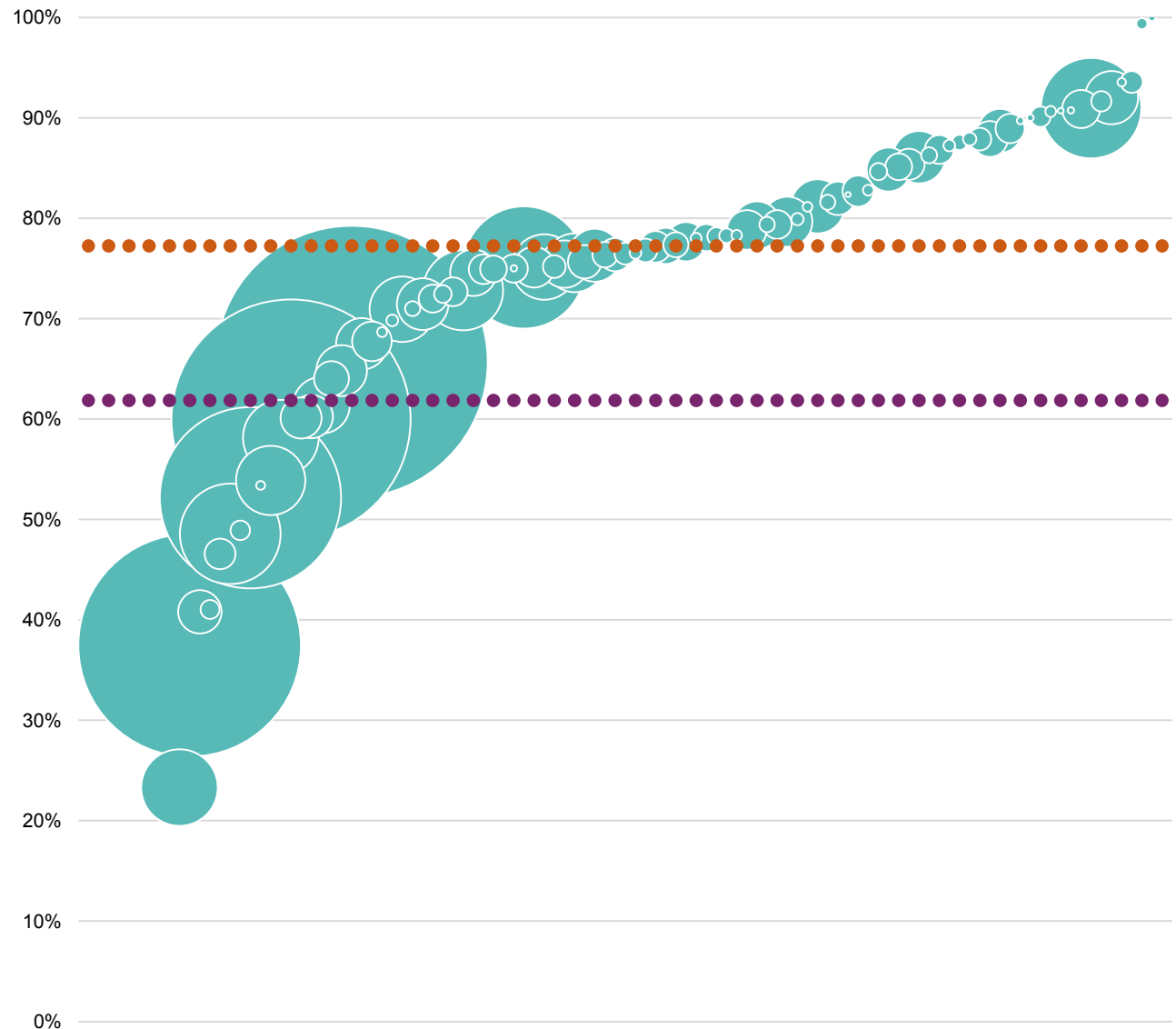
The total number of respondents in an organisation divided by the total headcount of the organisation. The area of the circle is proportional to headcount of the organisation.

Civil Service overall response rate

The total number of response to the CSPA divided by the total headcount of all participating organisations.

Civil Service median response rate

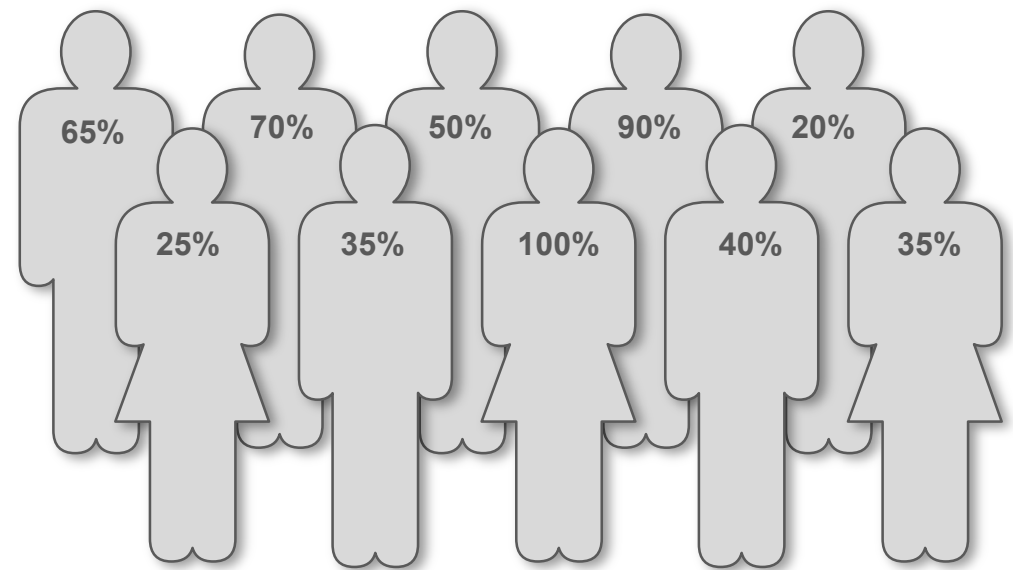
The median of the response rates of all participating organisations.



Engagement index calculation

- The engagement index is calculated as an equal-weighted average of responses to our five engagement questions
- To calculate the index for each respondent an individual engagement score is calculated (as with all survey results this cannot be linked back to named individuals)
- To calculate the Engagement Index for an organisation, team, or any other group of respondents, the average of the engagement scores of the group of selected respondents is calculated

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Score
<i>Weight:</i>	100	75	50	25	0	
I am proud when I tell others I am part of [my organisation]	✓					100
I would recommend [my organisation] as a great place to work		✓				75
I feel a strong personal attachment to [my organisation]		✓				75
[My organisation] inspires me to do the best in my job			✓			50
[My organisation] motivates me to help it achieve its objectives				✓		25
						Total: 325
						Respondent engagement score (total ÷ 5): 65



Sum of engagement scores (65+25+70+35+50+100+90+40+20+35): 530%

Engagement index for the group (530 ÷ 10): 53%

Driver analysis

The engagement questions measure emotional outcomes but do not give us the insight to know how to improve or maintain engagement – for example, the question on advocacy may tell us that you do not recommend the organisation you work for as a great place to work, but it doesn't tell us how to make it a great place to work.

Questions B01-B49 measure a range of different aspects of the experience of working in the Civil Service. We use a statistical technique called factor analysis to look at the relationships between these measures to identify statistical groups of questions.

Factor analysis of the 2009 People Survey, repeated with the 2010, 2011 and 2012 surveys, shows that these 49 questions can be grouped into nine distinct themes:

- My work – *experiences of the day-to-day work*
- Organisational objectives and purpose – *understanding of what the organisation is there to do*
- My manager – *employees' relationship with their immediate supervisor*
- My team – *employees' relationship with their immediate colleagues*
- Learning and development – *access to and quality of L&D opportunities*
- Inclusion and fair treatment – *feeling valued and respected for who they are*
- Resources and workload – *having the tools and time to do the job*
- Pay and benefits – *general perceptions and comparability of pay*
- Leadership and managing change – *relationship with senior managers and the ability of the organisation to manage change effectively*

Our analytical framework theorises that improving these experiences of work has a positive impact on engagement. Using a combination of factor analysis and multiple linear regression we are able to look at the partial effects of the nine experience themes against engagement – a technique called key driver analysis.

The factor analysis that groups the questions into the nine themes also produces a score for each respondent for that theme. These scores are used as the independent variables in a multiple regression model against each respondent's engagement score. This produces a coefficient of the relationship between engagement and the theme.

Demographic analysis

The charts on pages 14-17 summarise the results of our analysis into the effects of different characteristics on engagement.

The approach uses ordinary least squares regression to provide a simple estimate of the mean differences between different demographic categories and is based on the approach used by Ferrer-i-Carbonell and Frijters (2004)¹.

For each demographic question dummy variables are generated representing each of the various categories within that question.

A regression model is then run with the engagement score as the dependent variable and the dummy variables as the independent variables. The resulting coefficients from the model are then used to create the charts on pages 14-17. Only coefficients that are statistically significant at the five percent are displayed in the analysis (i.e. only those with a $p\text{-value} \leq 0.05$).

For binary questions (e.g. gender, disability, managerial responsibility) only one dummy variable was entered, for questions with more than two demographic categories (grade, working location, occupation, age) a reference category was chosen. To minimise the potential for colinearity the questions on length of service in the organisation and in the Civil Service were converted into binary variables. Similarly due to small relative group sizes categories for employment status, sexual identity and religion were also reduced.

The model used for this analysis had an eligible sample of 170,712 observations, and an adjusted R-square of 0.1478.

1. Ferrer-i-Carbonell A and Frijters P (2004) How important is methodology for the estimates of the determinants of happiness? *The Economic Journal* 114: 641-659, DOI: 10.1111/j.1468-0297.2004.00235.x

International comparisons

- Pages 19 and 20 show the Civil Service benchmark results against external comparisons.
- The UK private and public sector comparisons are provided by ORC International Ltd, the external third-party supplier for the Civil Service People Survey. The questions used by UK employers use very similar wordings to those of the CSPS questionnaire.
- We also include comparisons to the Australian, Canadian and US federal civil services who conduct similar surveys of their employees. The table below shows differences in question wording.
- The Australian comparisons relate to their 2012 employee census conducted as part of the 2011-12 *State of the Service Report*: <http://www.apsc.gov.au/about-the-apsc/parliamentary/state-of-the-service>
- The Canadian comparisons relate to their 2011 *Public Service Employee Survey* : <http://www.tbs-sct.gc.ca/pses-saff/index-eng.asp>
- The US comparisons relate to their 2012 *FedView* survey: <http://www.fedview.opm.gov/>

(UK) Civil Service People Survey question	Australian Employee Census question	Canadian Public Service Employee Survey question	US FedView survey question
B01. I am interested in my work	[Satisfaction with] interesting work provided	My job is a good fit with my interests	I like the kind of work I do
B14. My manager recognises when I have done my job well	I am satisfied with the recognition I receive for doing a good job	I receive meaningful recognition for work well done	How satisfied are you with the recognition you receive for doing a good job?
B18. Poor performance is dealt with effectively in my team	My supervisor appropriately deals with employees that perform poorly		In my work unit, steps are taken to deal with a poor performer who cannot or will not improve
B21. The people in my team are encouraged to come up with new and better ways of doing things	My workplace encourages innovation and the development of new ideas	I am encouraged to be innovative or to take initiative in my work	
B42. I believe the actions of [senior managers] are consistent with [my organisation's] values	[How frequently] Do senior leaders (i.e. the SES) in your agency act in accordance with the APS Values?	Senior managers in my organization lead by example in ethical behaviour	My organization's leaders maintain high standards of honesty and integrity
B53. [My organisation] inspires me to do the best in my job	My agency inspires me do the best in my job		

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<http://www.civilservice.gov.uk/about/improving/employee-engagement-in-the-civil-service/people-survey-2012>