

# Workforce Planning

## A report of the Use of Resources Scrutiny Panel

### Contents

Foreword by Cllr Mrs. Pearson, Chair, Use of Resources Scrutiny Panel

- 1 Background and Terms of Reference
- 2 Working Arrangements and Work Programme
- 3 The Evidence We Received
- 4 Conclusions

## Foreword by the Working Group Chair



*Councillor Mrs Pearson*

I am very pleased to be able to present the report of the Use of Resources Scrutiny Panel workforce planning. This review developed from an initial wish of the Use of Resources Scrutiny Panel to examine officer training. By broadening out our discussions, I think that we will be able to make a significant contribution to the development of the Workforce Strategy.

Too often we blithely state that staff are our most valuable resource without thinking carefully about how we can best support them so that they can deliver effectively and gain most from working for Calderdale.

We divided our work into three different sessions. Diane Cheesebrough talked to us about the staff survey that was undertaken in autumn 2009 and I was very pleased that Cllr Stephen Baines, the Leader of the Council and Owen Williams, the Chief Executive, were able to contribute to this discussion.

We heard from Coll Bell in Adults Health and Social Care Directorate and Karen Muscat-Baron in Children and Young People Directorate. Both these Directorates have well resourced, specialist teams.

In contrast, Economy and Environment and Safer and Stronger Communities Directorates have very limited resources to co-ordinate workforce planning. Ian Gray and Sian Rogers came to talk to us about the issues for their Directorates. At the same meeting, Chris Walker explained the role of the corporate team based in Human Resources and Change.

We identified several issues which we elaborate on in the report. There is clearly an imbalance between the resources available within each Directorate. The resources of the HR and Change Team have also been reduced recently as a result of two members of staff retiring. The new Workforce Strategy must ensure that resources to support staff are distributed efficiently and equitably.

The Workforce Strategy needs to set out clearly those aspects of workforce development that should be undertaken on a corporate basis, those that require a specialist resource based in Directorates and those that should be the responsibility of every manager and supervisor. But, most of all, the Workforce Strategy should be what it says on the tin – a strategy. It should consist of clear straightforward statements about how we support staff so that they can deliver an excellent service. A long list of training courses, appraisal schemes and supervision regimes that just need to be “ticked-off” do not comprise a strategy.

We hope that the lessons we have learnt will be applied to the Workforce Strategy.

I would like to thank everyone who has assisted us in this work.

Jennifer Pearson  
Chair  
Use of Resources Scrutiny Panel  
April 2010

## 1. Background and Terms of Reference

- 1.1 Use of Resources Scrutiny Panel decided to include an item on officer training in its work programme when we met on 14 January 2010.
- 1.2 Following a meeting on 10 February 2010 between Cllr Mrs Pearson, the Chair of Use of Resources Scrutiny Panel and Chris Walker, the OD Projects Manager, the scope of the review was broadened to cover workforce planning.
- 1.3 The following objectives for the review were included in a report to Use of Resources Scrutiny Panel on 18 March 2010;
- *To enable Scrutiny Panel to understand what workforce development is and how it is delivered in different parts of the Council*
  - *In particular to understand how staff training is delivered in different parts of the Council.*
  - *To learn what our employees have told us through the staff survey*
  - *To identify any gaps, areas for development or duplication and propose solutions*
  - *To understand how we engage with partners on workforce development*
- 1.4 Grant Thornton, the Council's external auditors, published a review of the Council's workforce management arrangements in December 2009. Their report was considered by Audit Committee on 4 January 2010, alongside a Council response to their recommendations.
- 1.5 One of the recommendations of the Grant Thornton review was that *the various workforce initiatives in place at the Council should be incorporated into a workforce strategy which includes clear allocation and anticipated outcomes.*
- 1.6 The Council response to this recommendation was:
- Plans for the organisation's workforce need to be well developed and integrated with service planning in all areas, resulting in fewer recruitment and capacity problems and minimising the use of agency staff.*
- The Assistant Head of HR is currently putting together a workforce strategy and will be consulting with all stakeholders with a view to implementing the strategy from April 2010.*
- 1.7 The Deputy Chief Executive has overall responsibility for preparing the Workforce Strategy.

## 2. Working arrangements and work programme

- 2.1 We discussed workforce planning matters at two meetings, but three different sessions.
- 2.2 Diane Cheesebrough, the Deputy Chief Executive, gave us a presentation on 25 February about the staff survey, which was undertaken in the autumn of 2009.

- 2.3 At the same meeting, Karen Muscat-Baron, the Children's Workforce Strategy Manager and Coll Bell, the Training and Workforce Development Manager, gave us presentations about workforce management arrangements in the Directorate of Children and Young People's Services and the Directorate of Adults, Health and Social Care Services respectively.
- 2.4 At our next meeting on 18 March, Ian Gray, the Director of Economy and Environment and Sian Rogers, Performance Manager, talked to us about workforce management in the Directorate's of Economy and Environment and Safer and Stronger Communities. Chris Walker, the OD Projects Manager told us about the Council- wide service provided by Human Resources.
- 2.5 At the meeting on 18 March members agreed that the Senior Scrutiny Support Officer be requested to submit a report setting out a summary of the Scrutiny Panel's discussions and evidence and invite the Deputy Chief Executive to the next meeting of the Panel.

### 3. The Evidence We Received

#### 3.1 Organisational Feedback

- 3.1.1 The Council commissioned ORC International to undertake a survey of staff, covering such topics as job roles, leadership, line management, perceptions of councillors, recent Council led initiatives, communication strategies, customers of the Council and the emotional relationship employees have with the Council.
- 3.1.2 Survey fieldwork was completed in October 2009. Over 4460 employees were given the opportunity to participate in the survey and a total of 1769 employees took the time to complete the survey.
- 3.1.3 ORC International identified the headline results as follows:

*What are employees most positive about?*

- *I believe that I treat customers with respect and consideration*
- *I believe I have the necessary skills and knowledge to do my job effectively*
- *I provide my line manager with support when he/she needs it*
- *I have the opportunities to use my initiative within my job*
- *My job makes good use of my skills and abilities*
- *My line manager treats me with respect*
- *The people I work with co-operate to get the work done*

*What are employees most neutral about?*

- *During the work towards Better Working: Better Services, I feel I have been treated with dignity and respect*
- *I believe Councillors provide proficient leadership*
- *I have confidence in the decisions made by Councillors*
- *I believe the following communication method is effective; Trades Unions*

- *I was communicated with in a timely manner about Better Working: Better Services*
- *I have confidence in the decisions made by Group Directors and Heads of Service*
- *I believe Group Directors and Heads of Service Provide proficient leadership*

*What are employees most negative about?*

- *I have confidence in the decisions made by Councillors*
- *I have the opportunity to contribute my views before changes are made which affect my job*
- *Overall, the council manages change effectively*
- *Considering my duties and responsibilities, I feel my pay is fair*
- *I believe Councillors provide proficient leadership*
- *I feel I have job security*
- *I believe that change is implemented well in my service*
- *The reasons behind changes are communicated effectively.*

3.1.4 Diane Cheesebrough identified the next steps as:

- Develop an action plan:-
  - Incorporates and shares guidance from Scrutiny Members
  - Run Workshops
- Director and Portfolio Holder to run cross Council workshops around areas of focus
- Collate, communicate and take action
- Regular 'You said, We did' communication
- Target increased participation for Oct 2010

3.1.5 We agreed that the Deputy Chief Executive should be asked to take the following action:

- the response rate to the staff survey, strategic awareness and overall engagement to be adopted as key measures to be monitored as a result of the staff survey,
- to discuss with staff in workshops the following issues: communications, change management, appraisals including quality, Council services, confidence in Councillors and the difference between 'I' and 'we' responses - the workshops to define the actions for both Officers and Councillors, particularly positive actions which can improve confidence in Councillors.

3.1.6 We also agreed that:

- (a) Cabinet should be recommended to appoint a Member Champion for Engagement with staff". Officers should prepare a proposed job role for the Member Champion; and
- (b) the Deputy Chief Executive be requested to review actions and report back to a future meeting of this Panel.

3.1.7 The March meeting of the Scrutiny Panel was held in the Human Resources offices, which gave councillors a chance to talk with some staff about their work.

## 3.2 Children and Young People's Services

3.2.1 Children and Young People Directorate has its own dedicated workforce development team.

3.2.2 The Workforce Development Team is a centrally integrated team of 18 staff led by Children's Workforce Strategy Manager.

3.2.3 They provide services for the children & young people's workforce including; Directorate staff; schools, private, voluntary and independent sectors; voluntary and community partners; Children's Trust partners such as: PCT, Police, Calderdale and Kirklees careers, FE Providers; and the Safeguarding Board.

3.2.4 They have a budget of £1.7m, which is supported from a variety of grant streams. Around 13% of their budget is from the Council's base budget and 87% is supported by grant. There is a central directorate training budget of £93000.

3.2.5 The strategic priorities for the team are:

- Effective recruitment into the wide children's workforce
- Retention of a highly skilled workforce via Learning and Development Programmes
- Developing career pathways – progression routes – succession planning
- Supporting Integrated Working
- Leadership development for existing and aspiring leaders

3.2.6 Current areas being pursued by the team include:

- Strategic influence across Children's Trust, Safeguarding Board CSCB and other strategic groups;
- Build on already established systematic building blocks within strategy ;
- Shaping the CYP Workforce Development Team to respond most effectively to local needs and issues;
- Need to enhance/develop management information systems and collate data to inform direction including Workforce Profile;
- Supporting the Children's Social Care Change programme
- Look at creative models of leadership working with colleagues from different professional groups to enhance leadership capacity;
- Develop and implement a new Integrated Working Learning & Development Programme for all partners;
- Implementation is as much about leading cultural change - build effective frameworks to support;
- Continue to develop effective approaches to recruitment challenges

3.2.7 Recommendation 2 of the Grant Thornton review of workforce management arrangements was that *" a children and young people workforce plan should be produced to consolidate CYP initiatives, facilitate monitoring and achievement of outcomes, including a response to the Task Force findings"*

### 3.3 Adults Health and Social Care

3.3.1 Adults Health and Social Care Directorate has its own dedicated workforce development team.

3.3.2 The team has 16 members of staff, including; Workforce Development Officers; Qualification Development Officer; Professional Lead – Mental Health; Administration; and Independent Sectors Lead.

3.3.3 They support the whole of the Adults, Health and Social Care service and have a residual responsibility for environmental health.

3.3.4 They have a total budget of £591000, of which £379000 is from grants and £212000 from base budget.

3.3.5 The strategic priorities for workforce development in adults health and social care are:

- to implement Putting People First
- improved quality and performance
- transforming community services, partnership and integration
- identifying efficiencies
- develop and implement District's Adult Social Care Workforce Strategy
- address the Directorate's organisational learning and development needs
- promote, foster and support a positive learning culture
- ensure that the workforce development enables the social care workforce to deliver a high quality of social care provision to the residents of Calderdale

3.3.6 The range of activities undertaken includes;

- providing learning opportunities
- NVQ Centre
- induction
- regulation and inspection
- workforce planning
- performance management
- supporting the voluntary, independent and private sectors
- arranging and supporting practice placements

3.3.7 Current priorities for the team are:

- delivering transformation
- integrated working with other providers
- Sustaining the voluntary, independent and private sectors
- supporting place shaping in the new market
- improving the quality of care
- workforce planning
- recruitment and retention

### **3.4 Economy and Environment**

- 3.4.1 Ian Gray, the Director of Economy and Environment, discussed workforce management with us when we met on 18 March 2010.
- 3.4.2 There is currently no workforce strategy at this time in the Economy and Environment Directorate. There is no staff team to support workforce development.
- 3.4.3 He commented that in other places that he had worked workforce development had always been a central function.
- 3.4.4 Much workforce development and planning should be part of the normal business of staff supervision and management.
- 3.4.5 Workforce planning needs to be aligned with the performance appraisal system. In his view, the performance appraisal system is not effective at holding staff to account and does not have any performance based reward or cost.
- 3.4.6 As part of the Council's Senior Management Team, he considers that he is responsible for contributing to the Council's overall workforce strategy. Heads of Service and their managers should be responsible for implementation within Directorates.
- 3.4.7 Appraisal and hence the identification of developmental needs, should take place through regular one to one meetings, and not just a formal appraisal once a year.
- 3.4.8 The Council Workforce Strategy needs to be a brief, high level strategic document stating the key objectives and outcomes that the Council wishes to achieve. His concern is that there is a risk of having a strategy that becomes little more than a tick list of training courses to be undertaken.

### **3.5 Safer and Stronger Communities**

- 3.5.1 Safer and Stronger Communities directorate includes a wide range professionals and front line staff with very different skills, competencies and development needs.
- 3.5.2 The Directorate employs 1903 actual members of staff, (including casual staff and short term contracts etc.. (707 "full time equivalent staff")
- 3.5.3 In 2009/10 training budgets held in services totalled approximately £104000. There is also a £20k directorate training budget. This is equal to £175 per fte or £65 per actual member of staff per year on training and development
- 3.5.4 In July 2008 Community Services training team was deleted and Performance Team took on responsibility for some aspects of the 'old' Training & Development Unit, i.e. to ensure that the Directorate meets corporate IIP requirements and maintain training records, which are kept centrally by the team for the whole directorate.



- 3.5.6 To enable the new 'Performance and Organisation Development' team to deliver these requirements the Performance Manager receives an honorarium and management responsibilities for the 2 new posts that were created: Service Development Officer (PO4-7 vacant) and Administrative Officer – Training and Development (Scale 4)
- 3.5.7 Sian Rogers, the Performance Manager, spends about 10% of her time on workforce management issues.
- 3.5.8 Responsibility for staff development is divided between; service managers; the Directorate Organisational Development function; and training and development provided corporately, in particular through Calderdale One.
- 3.5.9 Services take on some of the planning role – i.e. making sure that appraisals are completed and done effectively, identifying service specific training and development needs and complete a training plan, and identifying delivery options and sourcing solutions where possible.
- 3.5.10 The Directorate Organisational Development function take on administration (maintain records, arrange bookings, monitor and feedback attendance, performance appraisal etc) and planning (commissioning, developing plans, directorate issues, liaison with Corporate HR & Change)
- 3.5.11 Calderdale One contributes by arranging the delivery of Institute of Customer Service training, Institute of Leadership and Management courses, and training in health and safety, ICT and financial systems.

### 3.6 **Human Resources**

- 3.6.1 A team based in the Human Resources Service provides Council-wide organisation support.
- 3.6.2 Until recently, there were 4.6 FTE staff in the team, the Organisational Development Manager, two Organisational Development Projects Officers and 1.6 admin staff. However, the Organisational development Manager one of the admin team recently retired and have not been replaced, reducing the size of the team to 2.6fte.
- 3.6.3 The service has a budget of £274000. Of this, £122000 is spent on salaries, leadership and member development costs £40000 and the staff survey cost £22000.
- 3.6.4 Provision in 2009/10 included:
- Future Leaders Programme
  - Institute of Leadership Management
  - Corporate L&D Programme
  - Calderdale One Awards
  - Skills Pledge/Skills agenda
  - Investor in People
  - Staff Survey
  - E-learning liaison
  - Performance Appraisal monitoring

- Plain Language Campaign
- Equalities and Diversity
- “Prevent” strategy work
- Staff Induction
- Training delivery
  - Health & Safety
  - E&D – Disability Awareness
  - Team building
  - Management skills – Disciplinary
  - TOAST
  - Welcome to Calderdale
- Event Facilitation and support
- Learning at Work Day

## 4. Conclusions

- 4.1 We agreed that we should discuss our evidence and conclusions with Diane Cheesebrough, the Deputy Chief Executive and this discussion will take place at the Use of Resources Scrutiny Panel on 15 April 2010.
- 4.2 We share Ian Gray’s concern that there is a risk that the Workforce Strategy provides little more than a ticklist of training courses that different staff ought to attend. The strategy needs to be what it says - a strategic statement of what outcomes we want from a high performing workforce, not a long list of things to do. This probably means a shorter, punchier document, rather than a more lengthy one.

The London Borough of Camden has adopted a People Strategy that identifies their top six priorities, which are:

- Delivering the change implications of the Corporate Plan and service plans.
- Developing our organisation culture with Camden’s Ways of Working at the heart of how we do things.
- Implementing talent management practices
- Remodelling the size, shape and cost of the workforce
- Maintaining Camden as a great place to work
- Modernising and developing our people management practices

We may have a different set of priorities in Calderdale, but this is an example of how the overall priorities may be expressed concisely.

- 4.3 There is a clear imbalance in the staffing resource allocated to supporting workforce management in the Council’s Directorates. We recognise the need for specialist support in some areas and that “one size does not necessarily fit all”. We particularly see the importance of ensuring that staff providing care to vulnerable people in CYP Directorate and AHSC Directorate are well trained and supported.

However, there are specialist staff in the other parts of the Council that also need supporting. We think it unlikely that there is sufficient resource available in the

central Human Resource team to support staff in Economy and Environment and Safer and Stronger Communities Directorates adequately.

- 4.4 We wonder whether some of the support provided by the specialist teams in, for example, management skills, could be provide more efficiently by a central team.
- 4.5 We asked when we met on 18 March, why the Council does not have its own internal training school in-house and instead uses external trainers. We heard that AHSC has NVQ accreditation and we think the idea of providing more in-house training on a corporate basis is worth exploring.
- 4.6 Regardless of any changes in the balance of provision, we think that the recent reductions in staffing levels within the HR service through retirements must have a detrimental effect on the service that can be provided. Safer and Stronger Communities Directorate, in particular, reduced their in-house service because of the establishment of a central team and are entitled to ask whether the reduced service can continue to meet their needs.
- 4.7 We look forward to discussing our conclusions with the Deputy Chief Executive. We have deliberately – at this stage – not identified clear recommendations as we would wish to hear her views before doing so. We are pleased that she is taking a lead on developing a Workforce Strategy. Currently, we see a lack of co-ordination across the Council and individual services designing their own provision in ways that risks being inefficient and providing an inequitable service. We are sure that the Deputy Chief Executive’s involvement will help us move towards a more efficient and equitable service.
- 4.8 The Council’s Senior Management Team needs to take shared ownership of endorsing a new Workforce Strategy and then collectively implementing it. The Workforce Strategy is not an internal management mechanism, but a key mechanism for getting the best out of our most valuable and expensive resource and so should be considered by Cabinet.