

Staffing Committee

Dorset County Council



Date of Meeting	26 November 2018
Officer	Service Director for Organisational Development
Subject of Report	Head-count, FTE and Non-Directly Employed Workforce – Quarter 2 2018/19
Executive Summary	<p>The Council has a flexible approach to ensuring its workforce can deliver services to Dorset communities.</p> <p>The Council uses a combination of directly employed staff, casual workers, agency workers and specialist workers to cover services or provide or to deliver service developments. Such temporary workers enable the council to cover short term workload peaks, provide cover for vacancies or provide short term or specific expertise, skills or capacity which are not required permanently, or which are not readily available within the directly employed workforce.</p> <p>This report covers these aspects of workforce resourcing in the period up to the end of Quarter 2 2018/19 (ending 30 September 2018).</p> <p>Overall spending on direct and non -direct workforce is currently within the overall available £120million budget with spending on agency workers representing 5.4% of available budget and 1.9% on consultancy. The Chief Accountant ensures that budget monitoring information is made available regularly to enable monitoring of overall spend against available budgets.</p> <p>Overall, directly employed positions continue to decrease despite some areas of recruitment (Local Government Reorganisation Programme, Children’s Services Care and Protection, Dorset</p>

	<p>Waste Partnership, Information Communication Technologies and Public Health). Appendix B shows a breakdown of changes in FTE and headcount in different areas of the Council between the end of Quarter 1 and the end of Quarter 2.</p> <p>Spending on agency workers in Quarter 2 was £1.7M, this has increased by 9% between Quarter 1 and Quarter 2. Increased spending has occurred in all areas of the Council except DWP and Public Health. This may reflect ongoing management of work in areas where it is difficult to recruit as well as decisions to cover work temporarily in the lead up to LGR.</p> <p>Spending on use of consultancy in Quarter 2 increased by 62% compared with Quarter 1. Increases took place across all service areas. This reflects the procurement of additional skills and capacity to support business as usual, transformation, service redesign and in preparation for LGR.</p> <p>An analysis of annual spend based on a rolling 12 month shows a decreasing trend in spend on both agency and consultancy staff compared to 15/16 and 16/17 (see Appendix A figures 6 and 7). However, an analysis of spend in Quarter 1 and 2 only over the past 4 years does indicate a trend towards increasing spend particularly on consultancy for this period compared to previous years (See Appendix A figures 1 and 2). Some of this shift into temporary resourcing may be expected as we enter a period prior to LGR where vacancies may be held or covered temporarily to enable maximum flexibility to support changes required in staffing, budgets and service delivery linked to LGR.</p> <p>Appendix A (figs 4 and 5 and 8 and 9) outline a summary of the spending on agency and consultancy workers in different parts of the Council. The commentary in the report highlights the key reasons for using this flexible approach in different areas of the Council's business.</p> <p>The highest use of agency workers is in Children's Services, where there is a long-standing recruitment problem with Children's Social Work (reflecting a national shortage in this field). Agency use is also significant in DWP where use of agency workers is part of a flexible operating model. The highest area of consultancy use is within Adult and Community Services Directorate where additional skills and capacity are providing support for transformation work and service development across commissioning and operations.</p>
Impact Assessment:	<p>Equalities Impact Assessment: Not applicable.</p> <p>Use of Evidence:</p> <p>Staffing and financial data extracted from DES Agency spend information provided by Comensura.</p>

	<p>Budget: Not applicable.</p>
	<p>Risk Assessment: Having considered the risks associated with this decision using the County Council's approved risk management methodology, the level of risk has been identified as:</p> <p>Current Risk: LOW Residual Risk LOW</p>
	<p>Other Implications: None</p>
Recommendation	<p>Staffing Committee is asked to note the report and the overall trend of reducing headcount and increasing spend on agency workers and consultants.</p> <p>Staffing Committee are asked to note that some further changes may arise over the rest of 2018/19 in the numbers of direct employees and spend on agency and consultancy staff as the Council prepares for LGR. Dorset Councils have agreed to adopt a cross Council vacancy management protocol which seeks to encourage the secondment of staff across Councils in the lead up to LGR. This is likely to reduce the direct recruitment of new permanent staff and will support the delivery of future workforce and budget adjustments.</p>
Reason for Recommendation	<p>To ensure the Committee is kept apprised of changes in the number of staff employed by the County Council in the context of budget reductions and preparing for LGR, and to ensure there is full transparency about the Council's use of direct and non-direct staffing resources.</p>
Appendices	<p>A. Graphs and tables showing trends in expenditure on consultants and agency staff and usage in different areas of the business.</p> <p>B. Headcount and FTE analysis</p>
Background Papers	<p>Not applicable.</p>
Report Originator and Contact	<p>Name: Sara Collinson, HR Business Partner Tel: 01305 221507 Email: s.collinson@dorsetcc.gov.uk</p>

1. Introduction

- 1.1. The Council is maintaining a flexible approach to workforce resourcing and uses a combination of resourcing models to meet its changing business needs.
- To 'buy in' short-term technical or specialist skills rather than directly employing staff with these skills, where it makes sense to do this. This is often more cost-effective than paying direct employment and/or termination costs. Often, funding for specific work is available through grants from the Government or other National or European organisations. The Council has a role in securing and administering grants and in commissioning work to ensure that the community benefits from available funding.
 - From time to time, specific skills are bought in to deliver expertise and capacity to deliver transformation and associated longer-term savings on an invest-to-save basis.
 - To cover short-term vacancies or absences in front-line areas, either to manage peaks in workload or, in some cases, where service and personnel changes are planned, as part of a strategy to reduce staff redundancies and to limit the associated costs of redundancy (e.g. LGR).
- 1.2 Detailed analysis of numbers of direct employees and spend on agency workers and consultants is kept under review by Directorate Leadership Teams.
- 1.3 Funding for agency workers or consultants comes from delegated staffing budgets, income, fees, grants or through funding allocated on an invest-to-save basis. The Chief Accountant ensures that budget monitoring information is made available regularly to enable overall spend against available budgets. This enables all spend to be monitored and adjusted by the responsible budget-holders.

2. Summary overview of data and commentary relating to numbers of directly employed staff and spend on agency workers and consultants

- 2.1 Against a current budget of £120M the Council is forecasting a slight underspend overall. This forecast assumes a level of vacancies and allows for some compensating agency costs where there are essential capacity gaps.
- 2.2. 5.4% of available budget is used to fund agency workers and 1.9% to fund consultancy. Actual spend for this financial year is shown in Appendix A (figures 1, 2 and 3). Overall, the rolling 12-month trend on agency and consultancy spend is down (Appendix A Figures 6 and 7) but an increase is indicated, particularly for consultancy spend for 18/19 if we use Quarters 1 and 2 spend patterns in previous years as a comparator. This may reflect increasing use of temporary staff and consultants in the lead up to LGR in preparation for reductions in FTE as Councils merge (Appendix A Figures 1 and 2).
- 2.3 Spend on agency workers increased by 9% between Quarter 1 and Quarter 2. Increased spending has occurred in all areas of the Council except DWP and Public Health. This reflects ongoing management of work in areas where it is difficult to recruit as well as decisions to cover work temporarily in the lead up to LGR.
- 2.4 Spend on consultants increased by 62% compared with Quarter 1. Increases took place across all service areas. This reflects the procurement of additional skills and capacity to support business as usual, transformation, service redesign and in preparation for LGR.
- 2.5 There was a small decrease (of 1 FTE) overall in directly employed staff between 30 June 2018 and 30 September 2018. There have been increases in directly employed staff

in the LGR programme team, DWP, ICT, corporate development, care and protection in Children's Services, and in public health. Elsewhere, there have been reductions in directly employed staff due to restructuring and not filling vacancies i.e. HR Operations, Adult and Community Services and Children's Services (partnerships and prevention). Appendix B shows a breakdown of changes in FTE and headcount in different areas of the Council between the end of Quarter 1 and the end of Quarter 2. An analysis of Headcount and FTE numbers is attached at Appendix B.

3.0 Commentary from Directorates/Departments

3.1 Public Health

Agency staff are being used to cover vacancies and maternity leave in the Livewell Service. In Quarter 2 there has been some spend on consultancy for specific short-term pieces of work where there is a need for specific expertise. There has been a small increase in the directly employed workforce as part of normal adjustments/turnover.

3.2 Adult and Community Services

3.2.1 Adult and Community services saw a fall of 10 FTE in directly employed staff.

3.2.2 The majority of agency spend supports adult care operations. A workforce plan has been developed to continue to attract and develop talent in Dorset however in the short and medium term professional capacity is bolstered with agency resources to ensure we continue to provide safe and legal services. The use of agency resources alongside our Peripatetic team helps us to respond to emerging priorities, whilst also ensuring critical services are resourced in a planned and coordinated way (for example refocusing resources and priorities for the winter from quarter 3).

3.2.3 From October we will be launching a rolling recruitment campaign to attract new talent through existing and new channels such as social media clips, 'try before you buy' opportunities for professionally qualified workers, publicity in the Guardian and Community Care. We will continue to invest in our professional partnership with Bournemouth University, whilst looking to 'grow our own' and ultimately have an attractive offer to entice people to come to work for adult care in Dorset in the future.

3.2.4 The number of agency assignments marginally decreased from 36 to 35 during the second quarter of 2018-19. The agency worker assignments are funded using the staffing base budget held by the recruiting Manager. There were five interim executive placements in adult care operations and commissioning to provide expertise, leadership and capacity pending permanent appointments into a senior structure to support Dorset Council.

3.2.5 There are 26 Social and Health care qualified agency placements (in Locality and Hospital teams)

3.2.6 Upon closer analysis, the West Locality (Dorchester and Bridport) continue to face the greatest pressure with 5 assignments running) along with the North Dorset Locality and Peripatetic Team also running with 5 assignments each. The Safeguarding Service had 4 assignments running, the Purbeck Locality had 3 assignments and the East Dorset Locality running with 2 assignments during the period. The Weymouth Locality and Acute Hospital in the East (Royal Bournemouth Hospital) ran with one assignment each. No assignments were attached to the Christchurch Locality during this period.

- 3.2.7 4 business support agency placements provided support to brokerage, Hospitals East and commissioning, other temporary gaps were filled from the directly employed casual relief bank.
- 3.2.8 During the period 1 July to 30 September 2018, the Adult and Community Services Directorate spent £241k on consultancy and/or Freelancer services which reflects an increase of £45k from the previous quarter.
- 3.2.9 Consultants were used in the following areas:
- Programme Management Office (The expertise, skills and advice is funded by transformation monies to deliver the transformation programme priorities at pace, with individual consultant performance carefully monitored and tracked against key milestones before payment is released.
 - Libraries and Museums
 - Trading Standards
 - Miscellaneous spend (consultation & engagement, psychology services etc)
Freelancers were used to support areas such as:
 - Mental Capacity Act/Deprivation of Liberty casework
 - Library Services and Trading Standards
 - Practice Education
- 3.2.10 For particular service areas such as Trading Standards, the provision of specialists and consultants (ie industry experts) is sometimes needed to provide an independent assessment and assurance to DCC – leading to credible evidence for technical investigations and subsequent court cases.

3.3 Children's Services

- 3.3.1 The headcount for Quarter 2 2018-19 has reduced to 1043 as at 30 September 2018 from 1053 on 31 July 2018, a reduction of 8.75 FTE which is related to retaining vacancies from Quarter 1.
- 3.3.2 Agency staff continue to be used in all parts of Children's Services and a small number of agency spend is budgeted for each year. However, the majority of agency spend remains within Care & Protection. This is due to the on-going difficulty to recruit to some social worker posts. This continues to be a national issue and Dorset, along with other authorities, has been affected. Children's Services continues to employ several agency social care workers to meet safeguarding requirements.
- 3.3.3 In the last quarter there has been a slight increase in agency spend of £4.27K. This is up from £586.27K in quarter 1 2018-19 to £590.54K in quarter 2 2018-19. There continues to be a significant number of vulnerable families that Children's Services are working with, the need for social workers to work with these families, and a continuing difficult recruitment market. The on-going recruitment issues have meant that agency workers have remained part of the social work teams. As with other LAs, it remains difficult to recruit experienced (Level 2/3) social workers although our recent recruitment drive has focussed upon securing experienced staff and there has been some success in this area. There has been some good interest in recent posts that have been advertised and this will help in reducing the number of agency workers moving forward. Care & Protection have also restructured into two area teams; this should also help with recruitment to social work positions.
- 3.3.4 There have been 20 FTE agency workers within the Help & Protection, Care & Support and Children with a Disability Teams during September 2018. There have

been 2 workers covering Team Manager vacancies. There are currently 15 FTE agency social workers to cover vacancies and 3 agency social workers covering long term sickness and maternity leave.

- 3.3.5 A range of strategies continue to be used to combat the on-going challenges with recruiting social workers. Children's Services is continuing to use the dedicated recruitment site for Social Workers for Adults and Children's Services which was set up last financial year. In addition to this, Children's Services have developed a 'grow your own' strategy whereby existing staff interested in becoming social workers can be supported in achieving the relevant qualifications. Staff have now been identified through this process and are currently embarking on these routes.
- 3.3.6 Dorset is continuing to work with neighbouring colleagues in Bournemouth & Poole around training and development. Children's Services has also successfully secured a major bid from the Department for Education Innovation Fund called Reinvigorating Social Work. Some agency staff are being used to cover posts vacated because of staff becoming part of the Reinvigorating Social Work team. It is anticipated that this will help in improving retention of social workers and was launched in September 2017 with a number of cohorts having already gone or going through the programme. This is due to finish in August 2019.
- 3.3.7 Agency staff are only sourced on a critical needs basis. For Children's Services this includes ensuring adequate resources for safeguarding children and meeting statutory requirements. Budget is identified and monitored, and agency requests and orders are subject to approval by senior officers within Care & Protection.
- 3.3.8 The use of agency staff and agency spend is regularly monitored by the Children's Services Leadership Team with approval for such staff extending to requests for both new agency cover and the continuation and extension of existing assignments.
- 3.3.9 Children's Services consultancy costs have increased from £105.81K from Quarter 1 2018-19 to £135.73K for Quarter 2 of 2018-19. This is an increase of £29.92K

3.4 Chief Executive's Department including Corporate Resources

- 3.4.1 In Quarter 2 there were headcount decreases of around 6FTE in HR operations and Governance and Assurance.
- 3.4.2 During Quarter 2, the Department saw an increase in the costs of agency assignments and consultants compared to Quarter 1. Agency staff and consultancy have been used to support LGR, legal and procurement areas to cover workload peaks and vacancies.

3.5 Environment and the Economy

- 3.5.1 The Directorate saw an increase of 13FTE in directly employed staff mainly in ICT as staff transferred from service areas and in Corporate Development to support Transformation and LGR work.
- 3.5.2 The Directorate had a steady level of spend on agency assignments between Quarter 1 and Quarter 2. The Directorate use agency staff to cover project work in both Dorset Highways and Dorset Property and to cover peaks in workload within Dorset Travel, ICT and Dorset Direct.

3.5.3 Over the same period, consultancy spend increased with spend related to The Bike ability Freelance Trainers, the LEADER Programme providing small grants to local businesses who introduce innovative and new concepts to their business, Area of Outstanding Natural Beauty (AONB) surveys, Local Transport Planning, Mineral and Waste and Traffic Control planning.

3.6 Dorset Waste Partnership

3.6.1 In the DWP spend on agency staff slightly decreased between Quarter 1 and Quarter 2 and there was an increase of 6 FTE in directly employed staff.

3.6.2 Using agency workers is part of a funded resourcing model and this enables flexible capacity and provision of capacity for short-term or urgent cover for operational gaps including cover for leave, vacant positions and sickness.

3.6.3 Spend on consultancy remained minimal in Quarter 2 to provide specialist skills.

4.0 Vacancy Management

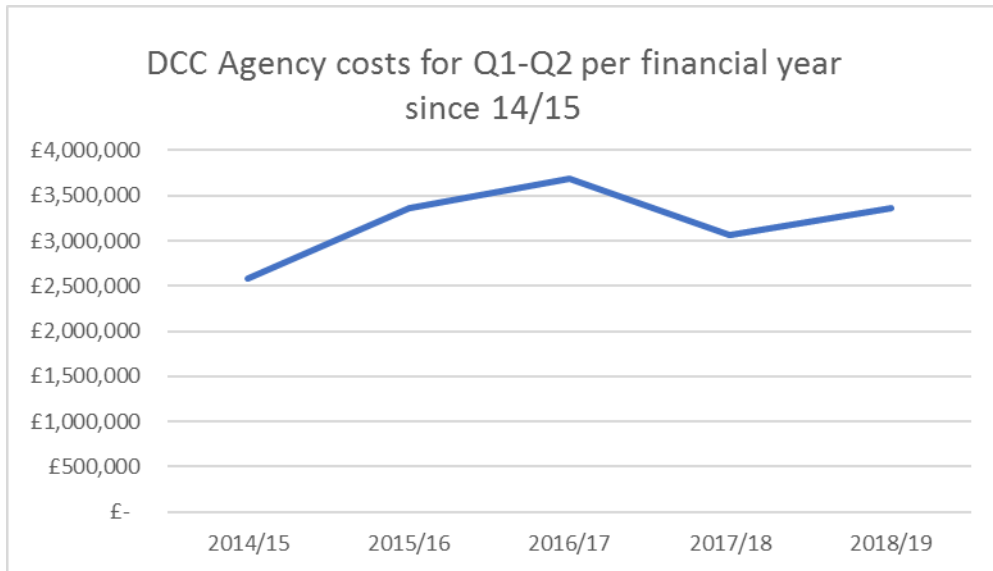
4.1 Dorset Councils have agreed to adopt an agreed cross Council vacancy management protocol which seeks to encourage the secondment of staff across Councils in the lead up to LGR. This is likely to reduce the direct recruitment of new permanent staff and will support the delivery of future workforce and budget adjustments.

Jonathan Mair

Service Director for Organisational Development

November 2018

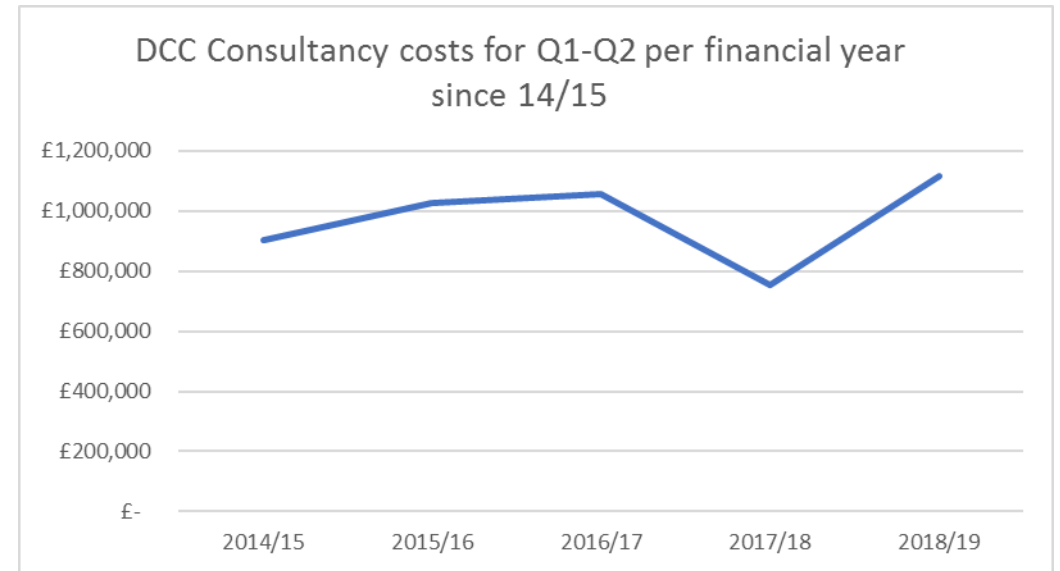
Fig 1.



Agency	Q1	Q2	Total
2014/15	£1,039,500	£1,548,900	£2,588,400
2015/16	£1,506,200	£1,861,400	£3,367,600
2016/17	£1,602,600	£2,090,800	£3,693,400
2017/18	£1,509,120	£1,557,920	£3,067,040
2018/19	£1,612,410	£1,753,820	£3,366,230

Fig. 2

Appendix A



Consultancy	Q1	Q2	Total
2014/15	£240,200	£664,200	£904,400
2015/16	£377,900	£648,000	£1,025,900
2016/17	£485,400	£569,200	£1,054,600
2017/18	£286,090	£467,770	£753,860
2018/19	£426,380	£689,870	£1,116,250

Fig. 3

Q1 - 2018/19	Agency	Consultancy
Adults & Community Services	£ 358,310	£ 195,560
Chief Executives & Cabinet	£ 115,900	£ 99,610
Children's Services (non-schools)	£ 586,270	£ 105,810
Environment & the Economy	£ 56,520	£ 24,420
Dorset Waste Partnership	£ 477,590	£ 3,720
Public Health	£ 17,820	-£ 2,750
Total	£ 1,612,410	£ 426,370

Q2 - 2018/19	Agency	Consultancy
Adults & Community Services	£ 380,340	£ 240,950
Chief Executives & Cabinet	£ 253,590	£ 194,820
Children's Services (non-schools)	£ 590,540	£ 135,730
Environment & the Economy	£ 59,120	£ 67,390
Dorset Waste Partnership	£ 455,340	£ 6,340
Public Health	£ 14,900	£ 44,630
Total	£ 1,753,830	£ 689,860

Fig. 4

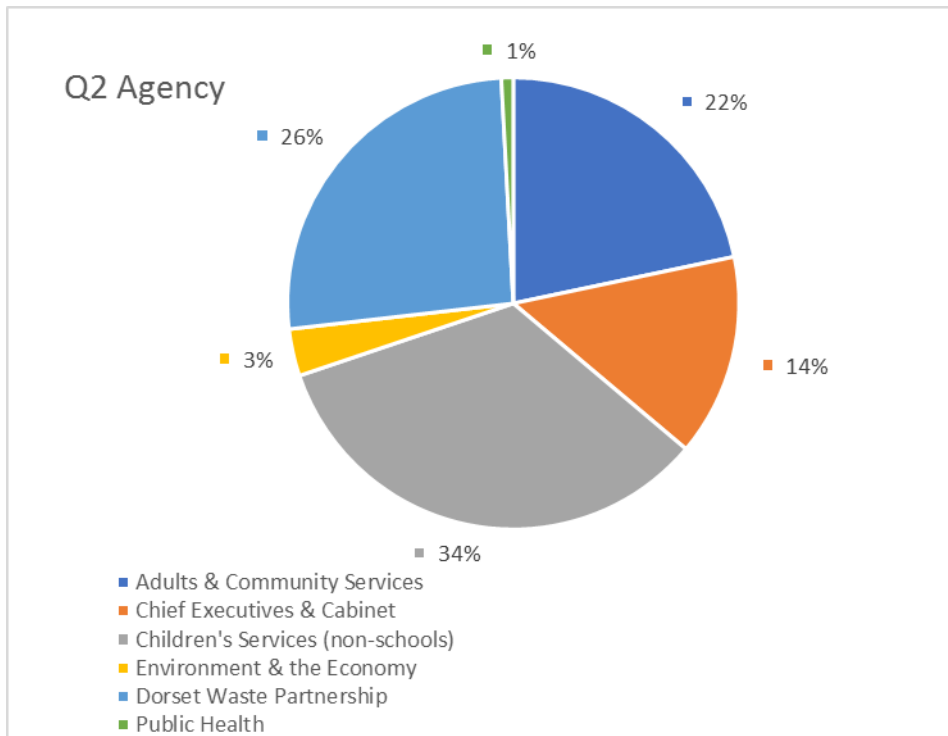


Fig. 5

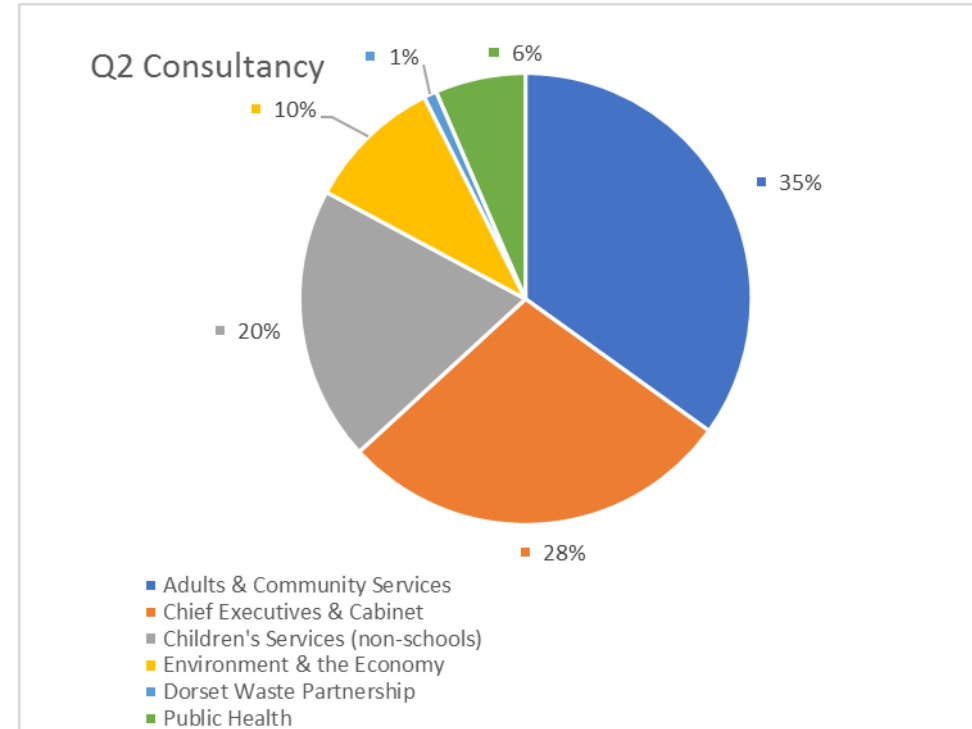


Fig. 6

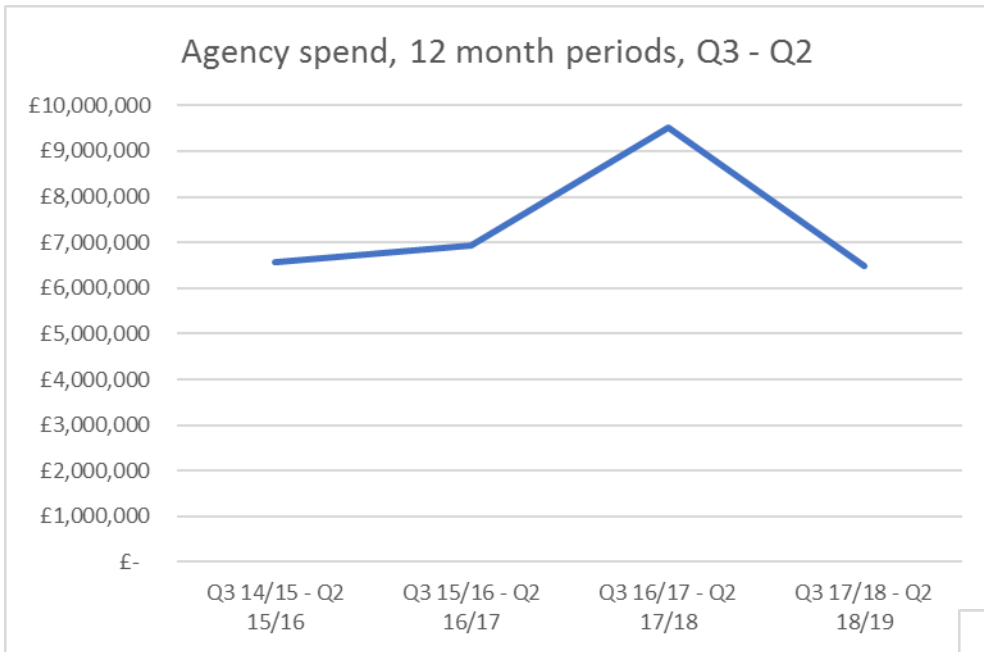


Fig. 7

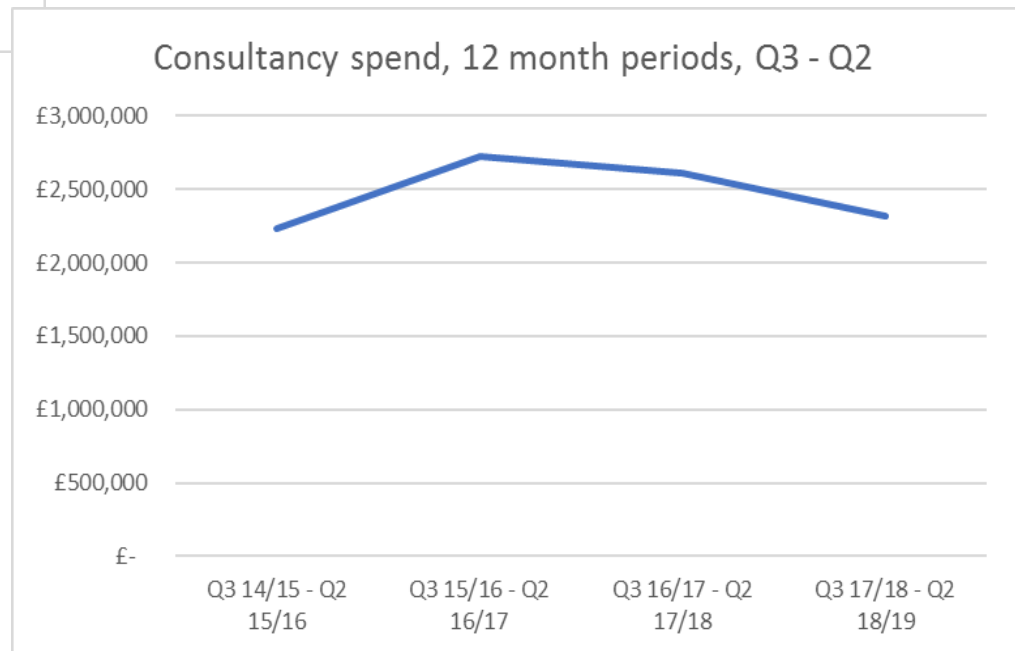


Fig. 8

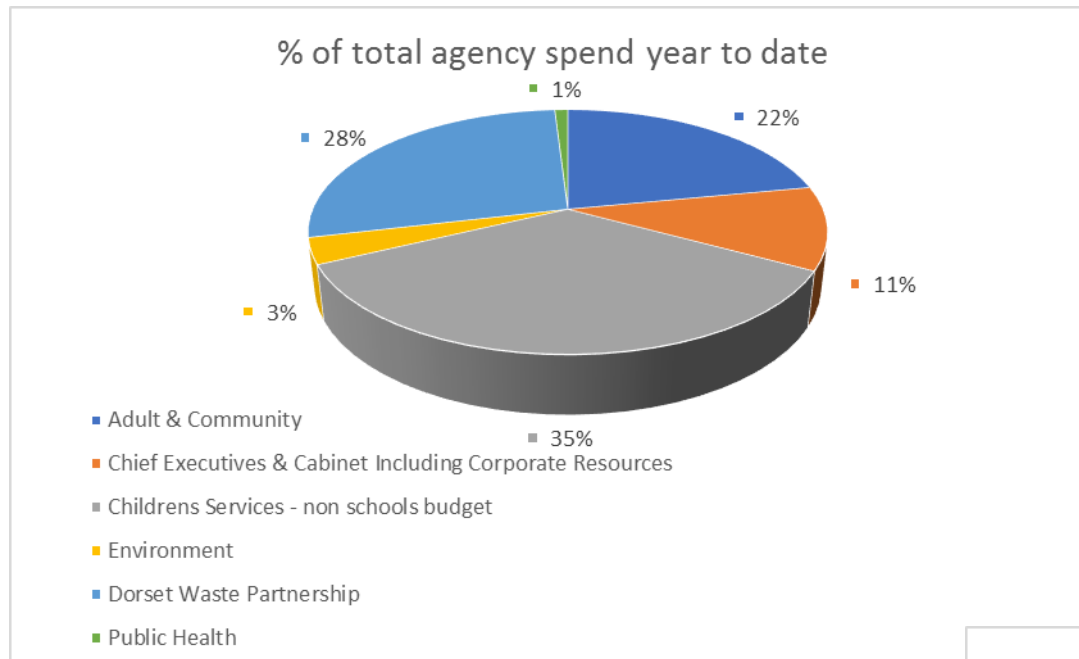
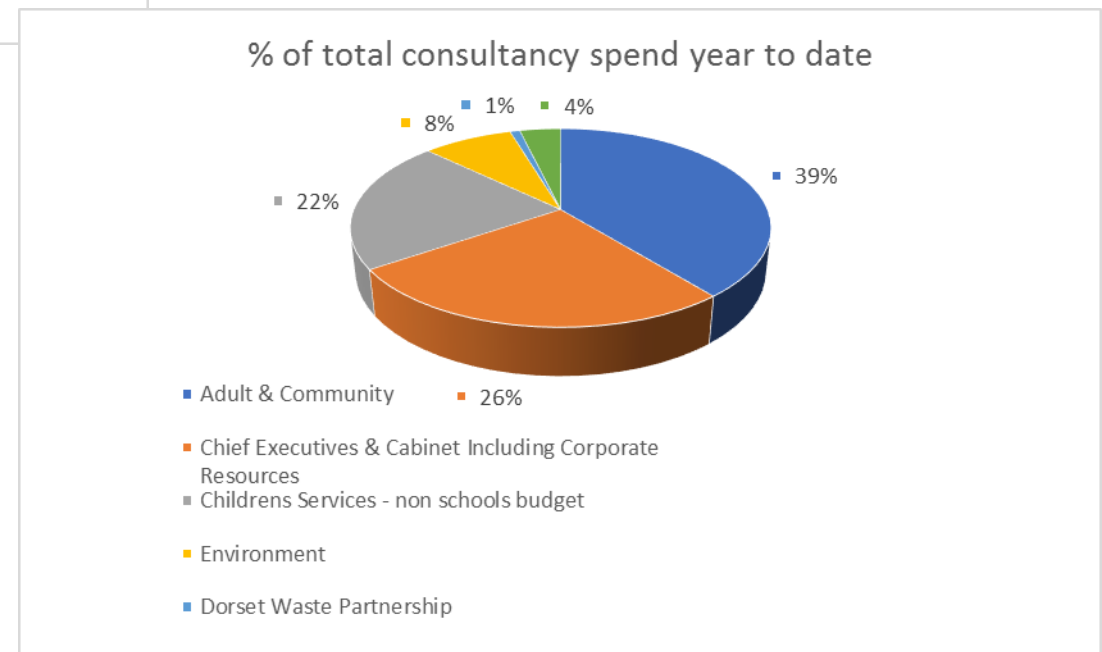


Fig. 9



Appendix B - Headcount and FTE analysis

DCC - Monthly Figures Headcount & FTE - Q2 2018/19

Figures exclude elected members, casual workers, contractors, agency and freelance workers.

Directorate	Service	30 Jun 2018		31 Jul 2018		31 Aug 2018		30 Sep 2018	
		Headcount	FTE	Headcount	FTE	Headcount	FTE	Headcount	FTE
Adult & Community Services	Adult & Community Services Director and PA	3	3.00	3	3.00	3	3.00	3	3.00
	Adult Care	435	370.89	433	368.33	434	369.22	431	365.01
	Early Help & Community Services	395	199.51	393	197.53	394	197.73	384	196.41
	Safeguarding and Quality	55	46.77	55	46.93	52	44.93	55	46.54
Adult & Community Services Total		888	620.17	884	615.79	883	614.88	873	610.96
Children's Services	Children's Services Director and PA	4	4.00	5	5.00	4	4.00	4	4.00
	Care and Protection	476	356.66	479	359.36	480	361.20	478	359.72
	Design & Development	285	223.17	286	223.97	288	225.24	295	229.09
	Partnerships & Prevention	292	226.28	282	217.98	275	211.77	266	205.36
Children's Services Total		1,057	810.11	1,053	806.92	1,047	802.21	1,043	798.17
Chief Executive	Chief Executive, Assistant Chief Executive and PAs	3	2.76	3	2.76	3	2.76	3	2.76
Chief Executive Total		3	2.76	3	2.76	3	2.76	3	2.76
Finance & Procurement	Financial Services	129	115.36	128	114.36	127	114.36	128	115.86
	Estate & Assets	35	32.63	34	31.95	34	31.95	35	32.34
	Treasury and Investments	4	4.00	4	4.00	4	4.00	4	4.00
	Pensions Benefits	38	33.57	37	32.57	39	34.00	39	34.57
	LGR Finance Team	2	2.00	2	2.00	2	2.00	2	2.00
	Finance & Procurement	2	1.64	2	1.64	2	1.64	2	1.64
Finance & Procurement Total		210	189.20	207	186.52	208	187.95	210	190.41
Organisational Development	Democratic Services	13	10.46	13	10.67	13	10.67	13	10.67
	Governance & Assurance Services	9	8.95	6	5.95	6	5.95	6	5.95
	HR Operations	77	64.51	76	63.43	73	62.22	72	60.87
	HR Specialist Services	33	29.20	34	29.20	33	29.20	33	29.20
	Legal Services	39	34.69	39	34.69	39	34.69	38	34.58
	HR Specialist Services - LGR	0	0.00	0	0.00	0	0.00	0	0.00
Organisational Development	3	1.96	3	1.96	3	1.96	3	1.96	
Organisational Development Total		174	149.77	171	145.90	167	144.69	165	143.23
Environment & the Economy	Environment & the Economy Director and PA	7	6.81	7	6.81	7	6.81	7	6.81
	Corporate Development	58	50.95	63	56.11	64	56.42	62	54.42
	Business Improvement Team	0	0.00	0	0.00	0	0.00	0	0.00
	Economy	0	0.00	0	0.00	0	0.00	0	0.00
	Economy & Environment	627	435.82	618	430.02	620	431.55	623	435.91
	Environment	0	0.00	0	0.00	0	0.00	0	0.00
	Dorset Highways	280	268.53	275	263.53	276	265.91	275	264.91
	ICT and Customer Services	223	202.91	230	208.18	234	212.92	237	216.18
Environment & the Economy Total		1,195	965.02	1,193	964.65	1,201	973.61	1,204	978.23
Shaping Dorset Councils	Shaping Dorset Councils 2	0	0.00	6	5.60	5	5.00	5	5.00
	Shaping Dorset Councils	0	0.00	0	0.00	1	1.00	1	1.00
	Communications - Shaping Dorset Councils	0	0.00	1	1.00	1	1.00	1	1.00
Shaping Dorset Councils Total		0	0.00	7	6.60	7	7.00	7	7.00
LGR Programme	LGR Programme 2	4	4.00	0	0.00	0	0.00	0	0.00
LGR Programme Total		4	4.00	0	0.00	0	0.00	0	0.00
DCC TOTAL (Excluding Dorset Waste Partnership & Public Health)		3,532	2,741.43	3,518	2,729.14	3,516	2,733.10	3,505	2,730.76
Dorset Waste Partnership*		409	401.83	411	403.83	409	401.83	415	407.26
Public Health*		62	53.76	63	54.41	63	54.68	68	58.89
DCC TOTAL (Including Dorset Waste Partnership & Public Health)		4,003	3,197.02	3,992	3,187.38	3,988	3,189.61	3,988	3,196.91

*Support capacity for the Dorset Waste Partnership & Public Health in areas such as HR/Payroll appears on the main service establishments.
**Due to the number of restructurings and reorganisations since 2010, figures for June 2010 are shown at a Directorate-level only
Further information regarding changes to headcount and FTE figures can be found in the 'Commentary' worksheet.

Schools - Teaching	2,002	1,703.74	1,966	1,675.54	1,951	1,661.75	1,910	1,645.71
Schools - Support	3,791	1,673.48	3,671	1,627.39	3,622	1,610.07	3,640	1,616.16
SCHOOLS TOTAL	5,793	3,377.22	5,637	3,302.93	5,573	3,271.82	5,550	3,261.87
DCC & SCHOOLS TOTAL	9,796	6,574.24	9,629	6,490.00	9,561	6,461.43	9,538	6,458.78

Academies - Teaching Staff	1,316	1,132.73	1,315	1,132.28	1,313	1,130.71	1,319	1,144.95
Academies - Support Staff	2,079	1,012.82	2,043	1,000.74	2,036	999.91	1,973	985.11
ACADEMIES TOTAL	3,395	2,145.55	3,358	2,133.02	3,349	2,130.62	3,292	2,130.06