

Finance and Resources Committee

Thursday 10th November 2022

Workforce Dashboard with Living Our Behaviours deep dive

Item number	
Executive/routine	Routine
Wards	All
Council Commitments	

1. Recommendations

- 1.1 To review and note the information contained in the Workforce Dashboard for the period July to September 2022.
- 1.2 To note the deep dive provided to update on the 'Living our behaviours' workstream committed to in the Councils' People Strategy (Our Future Council 2021-2024).

Richard Carr

Interim Executive Director of Corporate Services

Contact: Katy Miller, Service Director, Human Resources

Human Resources Division, Corporate Services Directorate

E-mail: katy.miller@edinburgh.gov.uk | Tel: 0131 469 5522

Finance and Resources Committee

Workforce Dashboard with Living Our Behaviours deep dive

2. Executive Summary

- 2.1 This report provides the Council's Workforce Data (July to September 2022) and a deep dive on the work which was committed to in the Councils' People Strategy (Our Future Council 2021-2024) on 'Living our behaviours'.
- 2.2 Key trends in the workforce data for this period are a significant increase in the engagement of agency workers and a slight decrease in overall absence rates (although still above those experienced in 2019/20). As reported to this Committee on 8 September 2022, a number of service areas are continuing to experience service capacity issues generally and these are further compounded by employee absence, turnover and an inability to recruit to an increasing number of 'hard to fill' roles due to the challenging employment market. In turn this has increased the utilisation of agency workers.
- 2.3 As part of our People Strategy, a programme of work commenced to ensure we describe and embed clear expectations for how we'll behave in everything we do, developing a culture of inclusion, respect and belonging. The deep dive provided updates on the work which has been delivered to date as well as highlighting additional support and tools needed to ensure we successful deliver on our cultural transformation.

3. Background

3.1 Workforce dashboard data

The Workforce Dashboard provides data and insight for the period July to September 2022 including:

- the number of Full Time Equivalent (FTE) staff employed and breakdown of role grading by directorate
- the cost of the quarters' pay bill, including our flexible workforce (agency, overtime and casual)
- recruitment information
- trends on absence rates
- organisational leaver information
- insight from Directorates on the last quarter and workforce context for the next quarter.

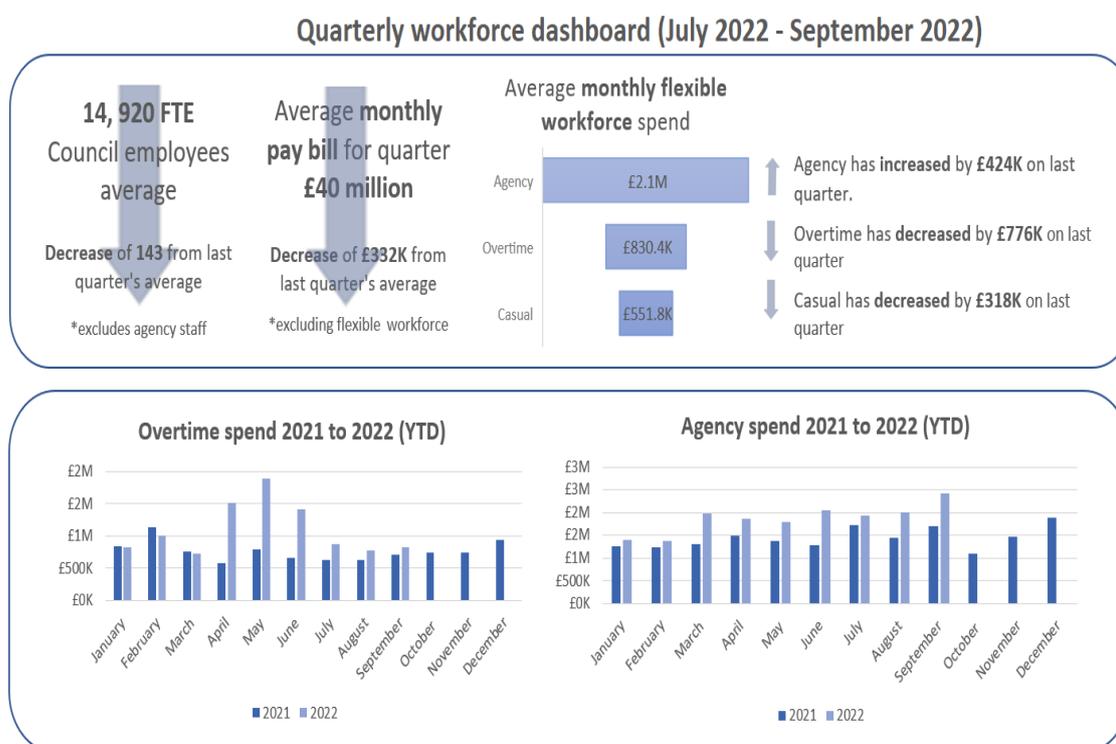
3.2 Living our behaviours deep dive

The workstreams underpinning this important work seek to establish the behavioural-related building blocks of this culture change through:

- agreeing and embedding the **behaviours** we expect every colleague to demonstrate at work
- supporting our **leaders** to be confident, self-aware and to deliver using our expected behaviours
- developing best practice inclusive **employment policies**, guidance and learning that reflects the culture we want to create and
- ensuring **diversity and inclusion** are at the heart of everything we do to influence positive change for our workforce and city.

4. Main Report - Dashboard

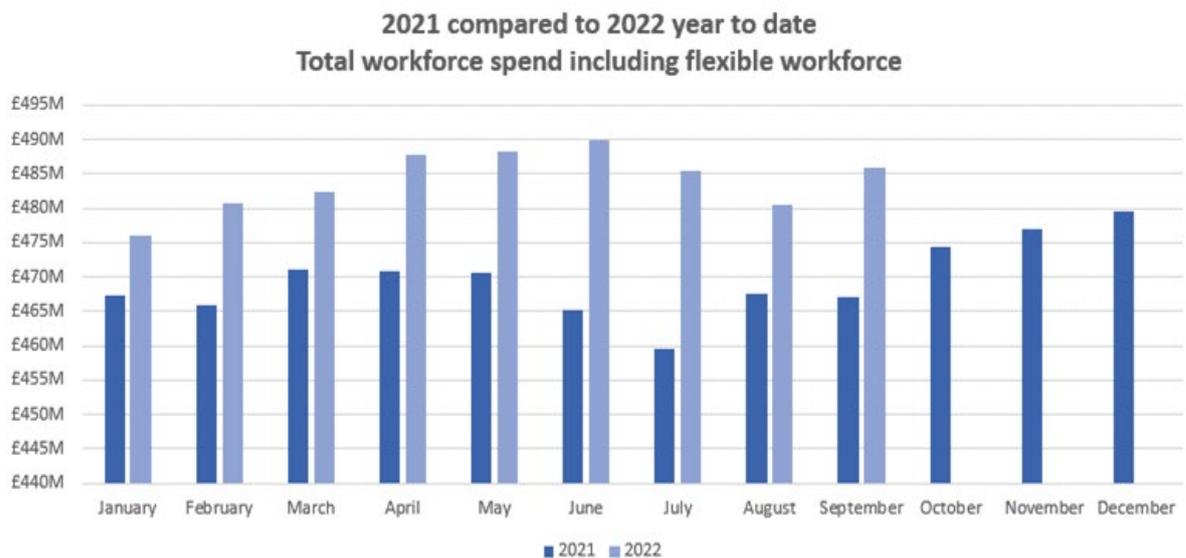
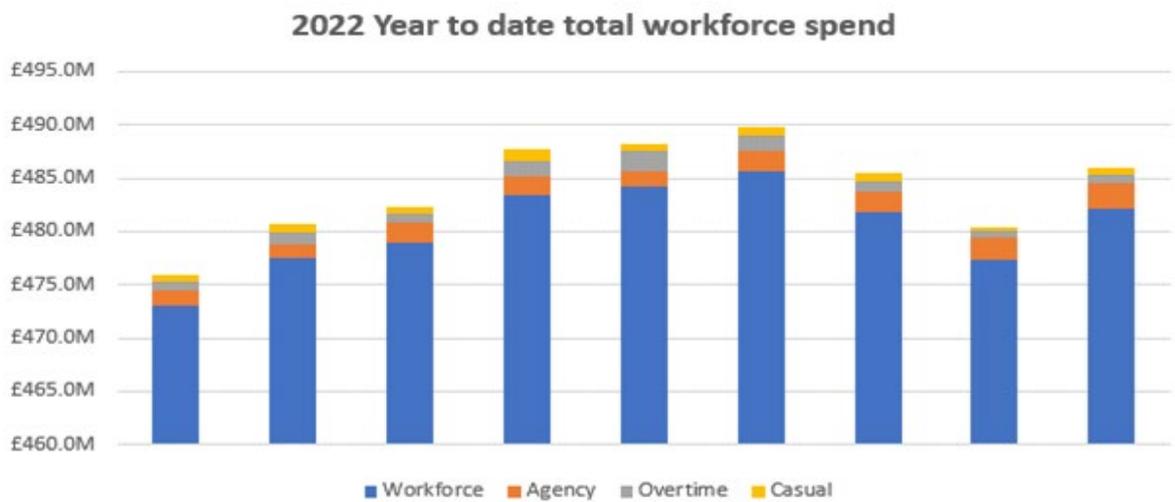
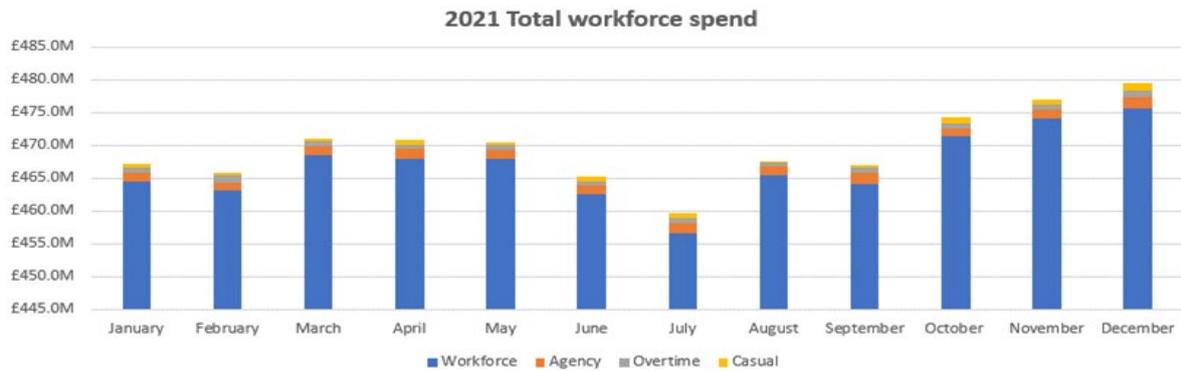
4.1 Workforce Dashboard - Key workforce data



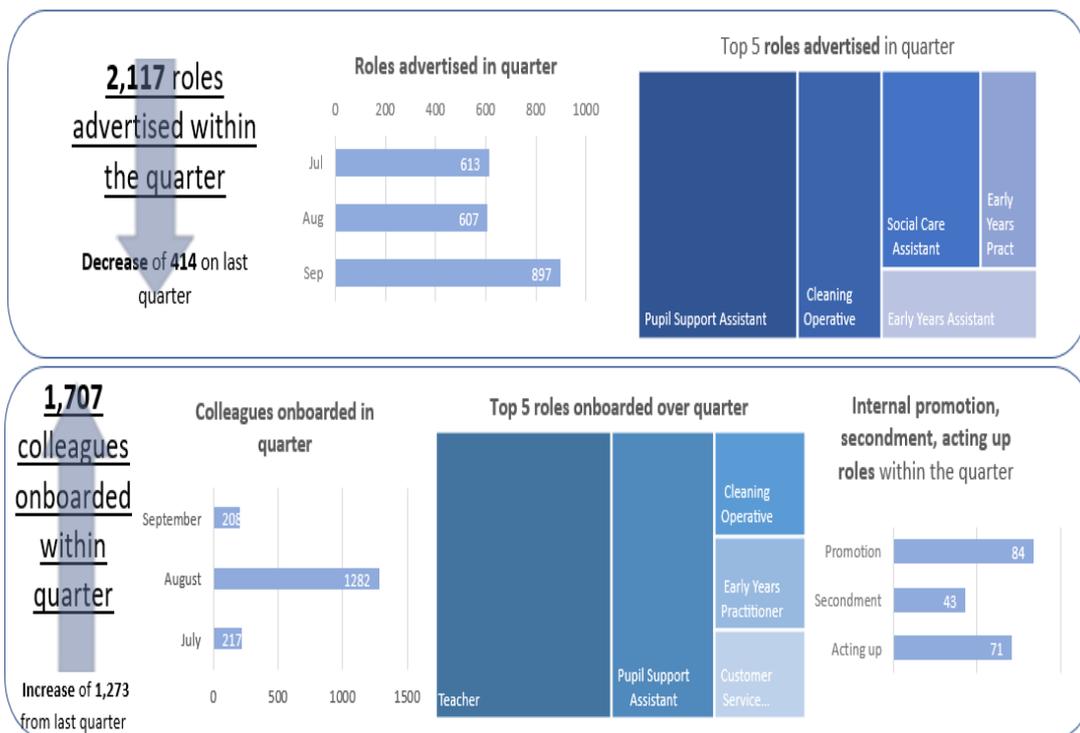
4.1.1 Average agency spend for July to September 2022 is £2.1 million. This is an increase of £424K on the average agency spend from the last quarter (April to June 2022) which was £ 1.7 million. Over the first six months of this financial year, agency spend has increased by £3 million compared to the same reporting period in the 2021/2022 financial year.

4.1.2 Whilst overtime has decreased by £776k during this quarter, in part attributable to industrial action which took place, overtime has increased by £3 million over the first six months of this financial year, compared to the same reporting period in the 2021/2022 financial year.

4.1.3 Whilst the average pay bill has decreased by £332k during this quarter, workforce costs (excluding our flexible workforce costs), have increased by £110 million over the first six months of this financial year, compared to the same period in the 2021/2022 financial year. During this period the 2021/2022 Pay Award was applied to Local Government, Craft, Chief Officer and Learning and Teaching.

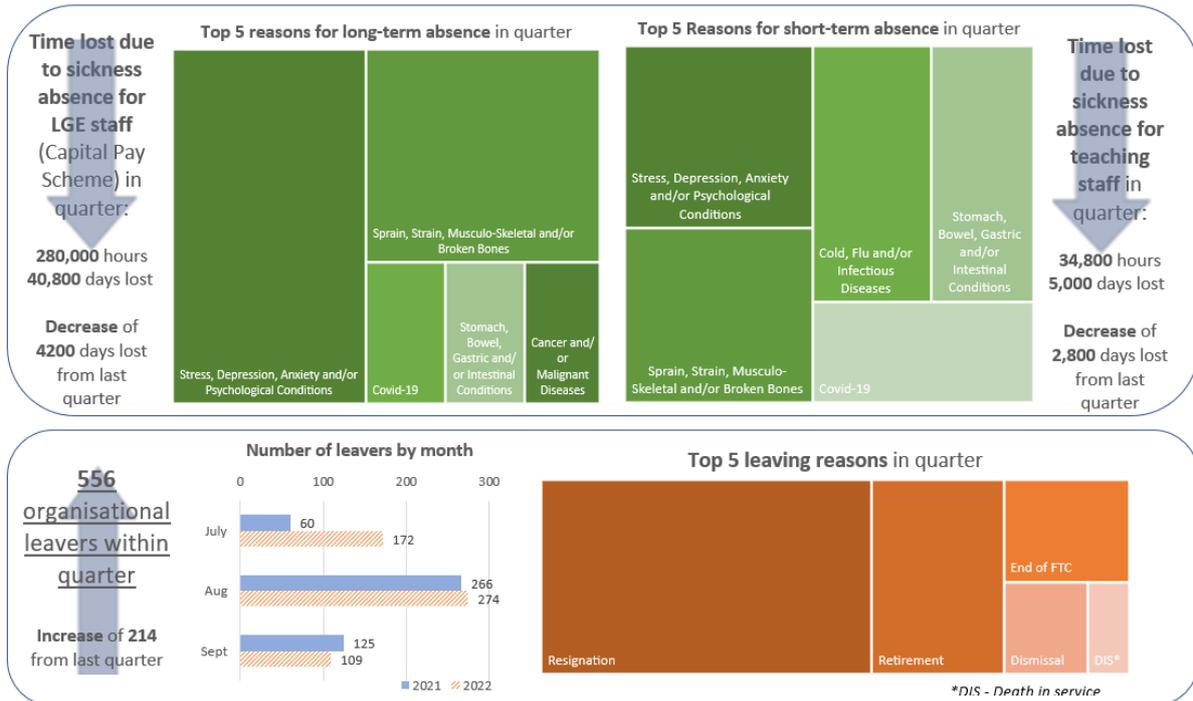


- 4.1.4 Additional spend on agency workers and overtime generally can be attributed to absence levels and challenging recruitment market conditions i.e. an inability to recruit to vacancies.
- 4.1.5 As at July 2022 the Council had a salary overpayments balance of £1.04m (893 employees affected). The majority of the balance is in Education and Children’s Services, £0.40 m with 531 colleagues affected (both existing and leavers). The majority of overpayments were caused by ‘late information to HR’ and ‘manager error’.
- 4.1.6 The level of vacancies advertised over the period has reduced from last quarter, which is an expected trend as recruitment to Education roles reduced post summer. That said, the majority of vacancies advertised continue to be within Education with 632 adverts (for 1,152 positions) advertised since the school term started on 16th August. These are predominately for Pupil Support and Early Years roles.
- 4.1.7 HR continue to work with Education colleagues to review and redesign our approach to recruitment to create an improved candidate experience and maximise efficiencies in our approach.
- 4.1.8 Over the period April 2022 to June 2022, we supported a total of 120 apprentices.



- 4.1.9 For the period July to September 2022, the Council lost 45,800 days to sickness absence which represents a decrease of 7,000 days lost compared with the last quarter (April to June 2022 52,800 days of sickness absence). Whilst this represents a slight reduction, it is important to note that the absence rates for last year were considerably higher than those for the previous year –we lost 197,656 days lost to sickness absence (2021/22)

compared with 166,725 (2019/20). Stress, depression, anxiety and/or psychological conditions remains the top reason attributed to absence.



4.1.10 July and August saw a considerable increase in employees resigning. One of the recommendations from the Independent Inquiry and Review into the Councils' whistleblowing culture, a dedicated resource has been recruited which has enabled a newly revised approach exit conversation to be developed and launched. Whilst in its infancy, this has provided more in-depth insight in why employees leave our employment:

- Pay related reasons including; the pay does not reflect the responsibilities of the role; the pay doesn't cover the cost of living and; there is a feeling that other local authorities pay better.
- A lack of development or promotion opportunities within the Council:

Positively, leavers have in the main responded 'strongly agree' or 'agree' that in their experience they feel people are treated fairly, with respect and in a way that promotes equality and inclusion.

4.2 Narrative from Directorates for the last quarter (July-September 2022)

4.2.1 Corporate Services

- There has been little significant movement within the Directorate's workforce within the last quarter, however, we have progressed the implementation of actions resulting from the Independent Inquiry with the establishment of our Investigations Team and with additional colleagues within our Governance Team.
- Our Directorate sickness absence trend is showing improvement over the Quarter, and when in comparison to the same Quarter in 2021/2022,

although we are conscious that within individual Divisions and Services some are experiencing higher rates than others.

- Increasing turnover and difficulties recruiting to vacancies due to market conditions remain a critical challenge.

4.2.2 Edinburgh Health and Social Care Partnership

- Comparison between July/August 2021 and July/August 2022 continues to demonstrate high sickness levels predominantly within Homecare and Care Homes. This reflects those services under most pressure, where there are higher levels of vacancy and use of overtime. Additional support has been brought in to support Homecare Managers to actively manage sickness absence and it is having a positive impact. Three out of the 12 registered home care services are now achieving the absence target with a further three due to achieve the target by the end of October.
- For Occupational Therapist/Senior, Senior Practitioner, Social Worker/Senior 51% of leavers (over the last 3 years have been at top of their salary band) and this would reflect exit conversation feedback that pay is key driver for turnover.
- There are several vacancies currently live and further interviews in train. Care homes have targeted adverts at individual care homes as this results in more successful recruitment.

4.2.3 Education and Children's Services

- The Directorate still remains under significant pressure due to high levels of demand but also vacancies in key posts. Across the Directorate we have been unsuccessful in recruiting into numerous posts in particular residential care staff, and there has been a need to re-advertise vacancies which we have been unable to fill. Work will be prioritised to build broader recruitment campaigns (similar to foster care recruitment drive).
- Education Colleagues have been working closely with HR to refine recent recruitment process changes. This will include designing a centralised approach to Pupil Support Assistant recruitment, more employees across the Service being trained in Recruitment processes and a review of our Supply Booking System with a view to consolidation (as the system currently has nearly 3,500 individuals on it).
- Based on feedback from Colleagues who engaged the Council's Play Pedagogy Team, an integrated support offer for leaders and practitioners has been designed running from August 2022– June 2023. This is the second year of engagement with Education Scotland.

4.2.4 Place

- The period of industrial action in August 2022 had a significant impact on service delivery, particularly in Waste and Cleansing. Colleagues' response to addressing the significant accumulation of waste ensured that the city returned quickly to normal.
- Implementing operational plans to ensure that the arrangements following the death of HM The Queen were executed effectively. The Council has received many messages of thanks and praise for the efforts of our staff.

- As shown in the dashboard information, Place have been prioritising recruitment of Cleaning Operatives in time for the new school session commencing. Recruitment and retention continue to be challenging, due to the competitive market.

4.3 Looking forward over the next 12 months – Directorate’s narrative

4.3.1 Corporate Services

- Coming into the Autumn and Winter months we are conscious that we will need to carefully manage our sickness absence and colleague wellbeing offering to ensure that we are providing all colleagues with the support necessary. This includes work from our colleagues in Human Resources to provide guidance and support around the cost-of-living crisis.
- We are currently recruiting for a number of some senior posts, including the substantive post of Executive Director of Corporate Services, which are due to be completed within the next Quarter.

4.3.2 Edinburgh Health and Social Care Partnership (EHSCP)

- There continues to be significant challenges including a lack of capacity within the system and a significant gap between levels of need and capacity to meet increased levels of complex care. Additionally, staff continue to leave the social care sector (a 14% vacancy rate for Social Workers) which puts increased pressure on the remaining workforce.
- Staff continue to support services by undertaking overtime and/or working increased hours, however this is having an impact on employees’ wellbeing – mentally and physically. Managers continue to promote wellbeing initiatives within the Partnership and across the Council and NHS Lothian.
- The Partnership continue to look at ways to recruit more people to the care sector, through engagement with the Capital City Partnership, colleagues, universities and maintaining a presence at job fairs. We have looked at our shift pattern within Homecare and made it more flexible to attract a wider range of candidates. A further recruitment drive will be undertaken week commencing 24 October with a refresh of our recruitment and advertising material featuring some of our employee stories.
- Due to the number of vacancies within care homes, we continue to utilise agency staff to supplement our permanent staffing establishments to ensure safe staffing levels.

4.3.3 Education and Children’s services

- A tighter management of overtime has provided greater insight into areas of future focus and tighter oversight has been put in place. Work is now taking place to also look at agency spend in residential and Edinburgh Secure Services (ESS) to see where savings can be made. Overtime costs have fluctuated in the last couple of months in Children’s Services (majority for Residential/ESS) but compared to the same period last year it is still lower, and this includes an extra two public holidays for the Queen’s Jubilee and funeral which was a significant cost to 24/7 services.

- Work continues across Education on ‘Edinburgh’s Promise 2021-2023’ plan. Over the summer several areas of this work have been taken forward, especially connected to Whole Family Support, school’s-based Love, Safe and Respected focus, and continuation of work to update our corporate parenting offer.
- Mental Health and Wellbeing is a core component of Getting It Right for Every Child and Curriculum for Excellence across the Authority. Mental Health Matters is a staff training programme offered to colleagues which aims to support the promotion of positive mental health and emotional wellbeing in children, young people, and families.
- We have significant gaps in schools for additional support Pupil Support Assistants and have had to start closing classes again which poses significant risk on several fronts. We have established a project to review processes and will present a report to CLT shortly.

4.3.4 Place

- A reduction in overtime and agency spend continues to be a priority for the directorate and additional recruitment approaches continue to be considered to target particularly hard to fill vacancies.
- Organisational reviews continue to be progressed.
- A recruitment exercise is currently underway to appoint a permanent Service Director for Housing and Homelessness.
- A focus on health and wellbeing will prioritise supporting colleagues to stay well this winter. Line managers will be encouraged to work closely with their teams and to ensure any necessary support is provided to colleagues to help them stay well this winter. The Council is also developing an approach to help people access support and advice, if required, in response to the cost of living crisis.

4.4 Deep Dive: Living our behaviours

4.4.1 Our People Strategy (Our Future Council 2021-2024) sets out our commitments to our workforce and is underpinned by three strategic themes:

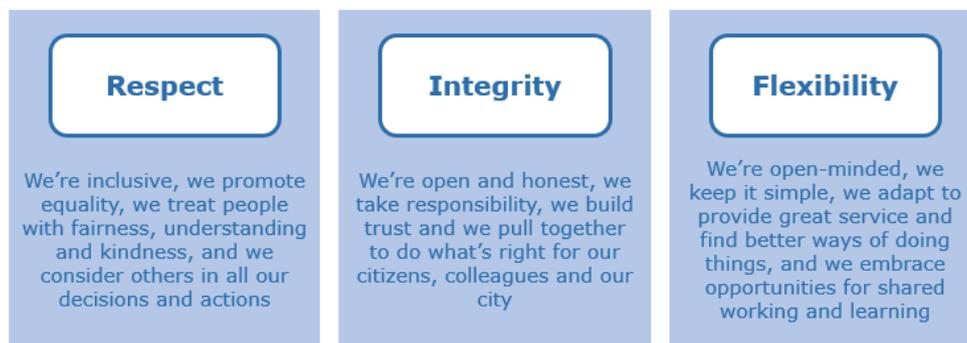
- Living our behaviours
- Maximising our Capability and Performance
- Enhancing our Colleague Experience.

The changes we want to make to shape our employee experience are ambitious and will only succeed by looking at all aspects of our culture.

This report considers ‘Living Our Behaviours’ which has four key workstreams seeking to establish the behavioural-related building blocks of the required culture change:

- i. identifying and embedding the behaviours we expect every colleague to demonstrate at work
- ii. supporting our leaders to be confident, self-aware and to deliver using our expected behaviours
- iii. developing best practice, inclusive employment policies, guidance and learning that reflects the culture we want to create and

- iv. ensuring diversity and inclusion are at the heart of everything we do to influence positive change for our workforce and city.
- 4.4.2 We are introducing a set of organisational behaviours as a key enabler of cultural change and will be threaded through everything we do, so that:
- ✓ we bring in the right people when we recruit
 - ✓ we can be clear about behavioural expectations at work
 - ✓ we can consistently provide the level of service that our citizens, stakeholders, and colleagues deserve
 - ✓ everyone is treated with the dignity and respect they deserve
 - ✓ the decisions we make and the actions we take are in line with our agreed behaviours
 - ✓ our people are recognised for demonstrating the right behaviours through their performance conversations
 - ✓ we do not lose valued colleagues because of problems with our culture and those who are not the right fit are addressed.
- 4.4.2 Our behaviours support our organisational purpose of '*working together for the people of Edinburgh*' and will help create a working environment that's positive and free from behaviours that impact negatively on wellbeing, psychological safety and motivation/engagement levels.



We've got to this point with significant engagement with our colleagues including;

- virtual engagement sessions - 142 colleagues in total were asked what it feels like to work in the Council and what behaviours they would like to see in the organisation to improve our culture, deliver for the people of Edinburgh and help us be successful with our strategic ambitions.
 - A culture capture undertaken by an independent external organisation which included a survey open to all colleagues which received over 1,400 responses and was followed by further engagement with frontline colleagues
 - Analysis of further insight e.g. Inquiry and Review findings, internal processes e.g whistleblowing, grievances, exit conversations etc.
- 4.4.3 The changes we want to make to shape Our Future Council are ambitious. We don't just need to change what we do and deliver – we need to change how we do it. Everything we do in the Council involves people, so it is essential that we look at all aspects of our culture, which includes the behaviours of our leaders, colleagues and key stakeholders. This work includes:

Progressing reviewing/revising our employment policies including going beyond our statutory duties where we can, ensuring policies are accessible, inclusive and adaptable and provide clear guidance and support and are clear on how we expect all of our colleagues to behave and operate within the Council.

Reviewing Job Descriptions and job adverts to ensure that our organisational behaviours are prevalent and designing supporting approaches to interviews – so we are seeking behavioural evidence as well as technical skills. Additionally, we will strengthen people leader job descriptions to include a stronger focus on leadership

Working with senior leaders to help them demonstrate the right leadership to support culture change in their teams. This will include supporting them to embed the behaviours and address the many challenges people leaders have reported they are facing. This work aligns with and is supported by the commitments we've agreed in our Diversity and Inclusion Action Plan.

- 4.4.4 The outcomes of the work within Living our Behaviours are transformational in nature and therefore require a sustained focus, so our gains will come gradually and over the mid to longer term. The nature of this can make measurement/evaluation more challenging to measure e.g. being able to show that people leaders have attended a learning workshop does not mean they have put the skills they have learned into practice.
- 4.4.5 However, we have baseline data (quantitative and qualitative) and from this we will build indicators to measure cultural transformation and behaviours-related insight. We are currently developing options that can be used to seek regular qualitative feedback from colleagues across the organisation which will tell us how well we're doing in behavioural/cultural focused areas such as psychological safety/feeling able to speak up, feeling respected, included and empowered, being creative and finding new solutions, and being able to get things done without facing unnecessary obstacles. This type of data will also allow us to drill down to identify which areas of the organisation are making more progress and which ones need extra support.
- 4.4.6 In essence, our intention is to develop a way of understanding how it feels to work with the Council and what more we can do to ensure people feel included, valued and respected.

5. Next Steps

- 5.1 Additional steps have been taken to address workforce controls including:
- A revised recruitment approval process
 - A working group with officers and Trade Unions to review agency spend
 - Monthly dashboard produced for each Directorate with detail on salary overpayments
- 5.2 Absence and wellbeing support will continue to be delivered for all colleagues and line managers including our next virtual wellbeing roadshow for all colleagues which will take place in November.

- 5.3 To deliver our plan to integrate our behaviours in all touch points of our employee experience:
- Developing a behavioural framework that clearly outlines our expectations of all people leaders and colleagues
 - Adapting our candidate attraction, assessment and offer to focus on the behaviours we expect as well as technical skills
 - Emphasising our behaviours and expectations through the onboarding process
 - Integrating our behaviours into leadership and leadership development
 - Incorporating our behaviours into all new learning materials and existing materials where relevant
 - Integrating our behaviours into our Colleague Performance Framework so they become part of our everyday conversations about how we behave and perform at work
-
- 5.4 Develop ways to measure how our culture change is progressing through qualitative data so we can build a behaviours-related dashboard to measure progress and shape our future thinking.
- 5.5 Recruitment/resourcing: Ensuring a stronger focus on people leadership in our recruitment approach/process (this is being done at the same time as we embed Our Behaviours into recruitment).
- 5.6 Leadership & management: Building on what we already offer to ensure absolute clarity on the behaviours we require of our people leaders (through our behavioural framework) and create additional leadership development as part of the Behaviours roll-out.
- 5.7 Performance – embedding our behaviours and continuing to focus making ‘conversation spotlight’ available for all our people leaders. We have already put a leadership performance goal in place in this performance year. We continue to deliver on our commitment to review and refresh our employment policies (as per our People Strategy 2021-24 and latterly the recommendations of the Independent Inquiry and Review into our Whistleblowing Culture which reinforced this).
- 5.8 This year the following policies have been reviewed and approved – Domestic abuse, Disciplinary (teachers), Disciplinary (Local Government Employees), Disciplinary (Chief Officers), Personnel Appeals Committee (Disciplinary). Additionally, the following are currently being reviewed with the intention of bringing them to Committee for review/approval in quarter one 2023 – Whistleblowing, Code of Conduct, Trade Union Facility Time, Grievance and Bullying & Harassment.
- 5.9 Implement the D&I 2023 Action Plan.

6. Financial impact

- To note the budgetary implications of workforce costs (both direct and indirect).
- To note the direct and indirect costs related to absence (salary, overtime and agency).

7. Stakeholder/Community Impact

- 7.1 Stakeholder consultation and engagement, including colleagues, Corporate Leadership Team, Senior Management Teams, Trade Unions and Elected Members is ongoing.

8. Background reading/external references

- 8.1 [COUNCILS PEOPLE STRATEGY 2021-2024](#)
- 8.2 [Workforce Dashboard with Wellbeing and Absence Deep dive 8 September 2022](#)
- 8.3 POLICY AND SUSTAINABILTY D&I STRATEGY AND PLAN UPDATE – November 2022

9. Appendices

Not applicable