

## Departmental Agency Spend and Rationale for Agency Use

The figures in this appendix are from 2014/15 agency spend and usage, as using 2015/16 figures from quarter 1 to forecast for the full year would not provide a complete or accurate picture, given seasonal variations in usage.

### Adult Social Care & Health

- The nature of some services provided by Adult Social Care & Health (ASC&H) requires that staffing shortages must be covered to ensure that minimum staffing levels are met.
- The nature of ASC&H services also creates fluctuating staffing needs. Unplanned activity and changing conditions in client needs, additional numbers of clients, or clients with more complex needs can increase the staffing levels required for a period of time.
- The highest usage categories for agency workers within ASC&H 2014/15 were;
  - Social and Healthcare Unqualified (e.g. Care Worker) - £914,257
  - Social and Healthcare Qualified (e.g. Social Worker) - £580,803
  - Admin and Clerical - £256,151
- These categories were also the highest spend areas in 2013/14;
  - Social and Healthcare Unqualified (e.g. Care Worker) - £1,280,423
  - Social and Healthcare Qualified (e.g. Social Worker) - £712,540
  - Admin and Clerical - £365,003
- The spend for the categories has reduced since 2013/14 by 29%, 19% and 30% respectively. There were similar levels of reduction for each category in 2013/14 compared to 2012/13 spend.
- The total spend on agency staff in ASC&H has reduced. In 2012/13 the total ASC&H spend was £3.4 million, in 14/15 it was just over £2 million. The predicted spend (based on the first quarter year performance) for 15/16 is currently £2.7 million, however this forecast does not account for seasonal variations.

The table below summarises the number of assignments for each category (listed from highest to lowest category of spend for ASC&H) for each reason:

	Cover During Recruitment	Replace Leaver	Annual Leave	Long Term Sickness	Short Term Sickness	Work Peak	Project	Total No
<b>Social and Healthcare Unqualified</b>	367 (12%)	108 (4%)	608 (21%)	87 (3%)	689 (24%)	1024 (35%)	12 (1%)	2894
<b>Social and Healthcare Qualified</b>	16 (33%)	2 (4%)	2 (4%)	2 (4%)	0 (0%)	18 (37%)	9 (18%)	49
<b>Admin and Clerical</b>	35 (45%)	13 (17%)	7 (9%)	4 (5%)	3 (4%)	11 (14%)	5 (7%)	78
<b>All other categories</b>	41 (25%)	4 (2%)	86 (53%)	3 (2%)	19 (12%)	6 (4%)	3 (2%)	162
<b>Total All Categories</b>	456 (14%)	127 (4%)	703 (22%)	96 (3%)	711 (22%)	1061 (33%)	29 (1%)	3183 (100%)

## **Social and Healthcare Unqualified**

- The majority of Social and Healthcare Unqualified assignments were to cover a work load peak (35%), short term sickness (24%) and annual leave (21%). This is consistent with 2013/14 when these were the three main reasons for temporary cover.

## **Social and Healthcare Qualified**

- The majority of Social and Healthcare Qualified assignments were to cover a work load peak (37%), for cover during recruitment (33%) and project work (18%). Both workload peak and cover during recruitment were also the main reasons for temporary cover in 2013/14.
- These assignments were to cover Occupational Therapists, Physiotherapists, Senior Practitioners (Social Work) and experienced Social Workers which are all hard to recruit to roles. These roles also require DBS checks which can delay the start date of a new starter and agency workers are used in the interim period.

## **Admin and Clerical**

- The majority of Admin and Clerical assignments were to cover during recruitment (45%), replace a leaver (17%) and cover a work load peak (14%).

## **Analysis of Agency Spend and Usage in ASC&H**

- Whilst much of the Comensura comparison information is provided by assignment numbers this can be a misleading measure in ASC&H when considered in isolation. For example, an agency admin and clerical worker may be employed on one assignment for several months but in contrast an unqualified care worker in a Directly Provided Services (DPS) establishment can cover a large number of short-term, say one or two day, assignments over the same period but in fact works considerably less hours overall. The analysis of agency usage within ASC&H therefore needs to include actual spend as well as the number of assignments.
- In DPS, a major closure and re-provisioning exercise was underway in 2013/14 and continued into 2014/15. Some permanent vacancies across the service are covered for short periods by agency staff in order to subsequently provide redeployment opportunities for staff displaced by the closure programme. This increase in agency staff expenditure is offset by the savings in the permanent staff budget.
- The areas of highest agency spend in ASC are:
  - Care Assistants £783,002
  - Occupational Therapists £316,471
  - Executive Interim - £209,142
  - Social Worker – £143,216

## **Qualified Social Workers and Occupational Therapy staff.**

- ASC continued to use a high numbers of qualified Social Workers and Occupational Therapy agency staff through Comensura in 2014/2015. This was partly due to the difficulty in recruiting to these roles permanently.
- Occupational Therapists were a high area of spend out of the ASC total in 2014/15 at £316,471. This is a significant increase on the spend in 2013/14, which was £198,524, but is significantly less than in 2012/13, which was £610,617. OTs are very difficult to recruit both locally and nationally for all local authorities.

## **Other**

- A spend of £325,681 was spent within ASC on other job categories such as Procurement, Manual jobs and Catering. Many of these were to fill gaps in DPS staff for example £41,084 was spent on cooks. The high level of spend on Executive Interim roles, £209,142, included a team of nurses who are supporting the intermediate care programme.

## Children's Services

- As with ASC, the nature of some services provided by Children's Service's (CS) requires staffing shortages to be covered by permanent staff or temporary workers to ensure that minimum staffing levels are met.

- The highest usage categories for agency workers within Children's Services were;

Social and Healthcare Unqualified (e.g. Support Worker) - £238,171

Social and Healthcare Qualified (e.g. Social Workers) - £127,490

Admin and Clerical - £296,267

- Two of these categories were also the highest spend areas in 2013/14;

Social and Healthcare Qualified (e.g. Social Workers) - £339,427

Admin and Clerical - £195,082

- The spend for the Admin and Clerical has increased since 2013/14 by 52%. The spend on Social and Healthcare Qualified has decreased by 62%. There were a number of service reviews within CSD in 2014/15. Covering some permanent vacancies across CSD by agency workers during such reviews enables the council to avoid the potential for compulsory redundancies and provides redeployment opportunities for staff who may be displaced as a result of such service reviews. This has inevitably led to an increase in agency workers expenditure, but it is offset by the savings in the permanent staff budget.

The table below summarises the number of assignments for each category (listed from highest to lowest category of spend for Children's Services) for each reason:

	Cover During Recruitment	Replace Leaver	Annual Leave	Long Term Sickness	Short Term Sickness	Work Peak	Project	Total No
<b>Social and Healthcare Unqualified</b>	40 (8%)	64 (12%)	76 (15%)	17 (3%)	200 (39%)	110 (21%)	7 (1%)	514
<b>Social and Healthcare Qualified</b>	7 (54%)	2 (15%)	1 (8%)	0 (0%)	0 (0%)	3 (23%)	0 (0%)	13
<b>Admin and Clerical</b>	20 (27%)	16 (22%)	6 (8%)	9 (12%)	0 (0%)	19 (26%)	3 (4%)	73
<b>All other categories</b>	4 (9%)	1 (2%)	17 (36%)	9 (19%)	6 (12%)	7 (15%)	3 (6%)	47
<b>Total All Categories</b>	71 (11%)	83 (13%)	100 (15%)	35 (5%)	206 (32%)	139 (21%)	13 (2%)	647 (100%)

### **Social and Healthcare Unqualified**

- The majority of Social and Healthcare Unqualified assignments were to cover short term sickness (39%) and work load peaks (21%).

### **Social and Healthcare Qualified**

- The majority of Social and Healthcare Qualified assignments were to cover during recruitment (54%) and to cover a work load peak (23%).

### **Admin and Clerical**

- The majority of Admin and Clerical assignments were to cover during recruitment (27%), to cover a work load peak (26%) and to replace a leaver (22%). As the majority of administrators are required to give 1 months' notice, it may not be possible to recruit to the position before the worker leaves. In these instances an agency worker may be sourced to ensure adequate administrative support to the services.

## Other spend

- A total of £134,055 was spent within Children's Services on other job categories such as Executive Interim, Facilities and Catering. The majority of the other spend was in the Executive Interim category, £104,678, for Independent Reviewing Officers.

## Comparison with ASC

- Both ASC and CS use agency workers for broadly similar reasons with similar levels of agency workers used to cover during recruitment, long term sickness and project work. The main difference is ASC use a higher proportion of assignments to cover work peaks; 33% of all assignments in ASC compared to 21% in CS. This was also the position in 2013/14. ASC have a greater demand than CS for short term, short duration work for unplanned support work which may be due to the need to have one to one support with a client or due to staffing to client ratio requirements. This is one of the reasons ASC have chosen to increase the availability of relief staff so that they do not need to use agency workers to cover these types of assignments.
- CS use a higher proportion of assignments to cover short term sickness compared to ASC.

## Business Services

- The highest usage categories for agency workers within BSD were;

Information Technology - £1,716,334  
 Executive Interim - £673,788  
 Financial - £259,015

- These categories were also the highest spend areas in 2013/14;

Executive Interim - £1,311,300  
 Information Technology - £708,977  
 Financial - £183,555

**The table below summarises the number of assignments for each category (listed from highest to lowest category of spend for BSD) for each reason:**

	Cover During Recruitment	Replace Leaver	Annual Leave	Long Term Sickness	Short Term Sickness	Work Peak	Project	Total No
<b>Executive Interim</b>	0 (0%)	1 (8%)	0 (0%)	1 (8%)	0 (0%)	1 (8%)	9 (76%)	12
<b>Information Technology</b>	7 (10%)	3 (4%)	0 (0%)	0 (0%)	1 (1%)	2 (3%)	58 (83%)	70
<b>Financial</b>	10 (30%)	6 (18%)	0 (0%)	1 (3%)	0 (0%)	10 (30%)	7 (21%)	33
<b>All other categories</b>	7 (5%)	3 (2%)	1 (1%)	1 (1%)	102 (72%)	13 (9%)	15 (10%)	139
<b>Total All Categories</b>	24 (9%)	15 (6%)	1 (1%)	3 (1%)	103 (40%)	26 (10%)	89 (34%)	259 (100%)

## Work Programmes

- BSD leads on a number of significant corporate programmes for the benefit of the organisation. For example, the Agile Programme, the Desktop Anywhere project and replacement of the current Social Care Information System. These transformational change programmes require a significant amount of additional capacity to implement and often specialist skills that would otherwise be expensive to retain permanently. Using agency resource, funded from the specific investment programmes, to augment establishment staff is an efficient way of flexing resource for a time limited period in order to deliver transformational change. The need for this specialist capability and additional capacity will decrease

as the programmes finish. This is reflected in the Q1 figures for 2015/16 which forecasts the spend in BSD to be £1m less than the spend in 2014/15.

## **Management**

- Many of the services delivered by BSD are of a specialist nature, for example, ICT roles and Interim Managers are therefore engaged for their specialist knowledge and expertise. The majority of the interim assignments were for specialist or senior ICT assignments.

## **ICT**

- Agency workers are predominantly used tactically in ICT for time limited periods to augment the staff base temporarily in order to deliver transformational change. Core establishment staffing levels are predominantly designed to support business as usual and routine growth activity. Increasing capacity to deliver major change projects ensures that day to day business is not impacted during project implementation. These assignments are funded by the specific investment projects, the cost of implementation factored into the business case and the gross establishment of the ICT staff base flexed only for the minimal delivery time required by the project. This tactical deployment of resource accounts for 83% of assignments in 2014/15 (66% in 2013/14), predominantly involved in delivering contemporary technology to the desktop to allow users to access business applications from any council building, implementing a replacement Social Care Information System (SCIS) and delivering the Agile Programme. Currently, the ICT gross establishment operates at 24% above base staffing levels in order to provide adequate short term capacity to meet the demand of transformational change. As soon as these projects complete (predominantly Agile and SCIS), agency workers on these time limited contracts will be released.
- Using agency workers in this way allows for flexibility in resourcing, ensuring there are adequate staffing levels to deliver projects efficiently whilst maintaining business as usual. To ensure consistency and credibility, agency workers are carefully integrated with the team to either provide additional project capacity direct, often bringing specialist skills to the team and imparting knowledge or by providing backfill to the establishment staff in order that existing skills can be monopolised and knowledge can be retained within the establishment support staff. An example of this is the additional training resource, over and above the existing 8 ICT Trainers, that has been brought in to deliver specialist training which requires specific knowledge of social care and associated processes and systems. This is a short term need during the roll out phase of the SCIS programme.
- It is worth noting that nationally, the ICT market is a highly competitive area, especially when the roles are of a more technical or specialist nature. The close proximity to London and Brighton makes the local market competitive as skilled ICT professionals have a range of job opportunities available to them. The pay rates for specialist agency workers therefore reflects the local market and the fixed term nature of these positions.
- Both projects represent a significant area of spend, approximately £20M combined. As such, ensuring that they are delivered to time and on budget is critical in ensuring the success of the project.

## **Financial**

- The majority of Financial assignments were to cover a work load peak (29%) and to cover during recruitment (29%).

## **Other spend**

- A total of £956,931 was spent within BSD on other job categories such as Admin and Clerical, Facilities and Environmental Services, Procurement and Engineering.
- The majority of assignments in other categories were to cover for 'Short term sickness' (80%). A significant majority of these assignments were to cover catering roles in order to ensure adequate staffing of the front facing income generating role and to maintain customer service. There were similar levels of cover for short term sickness in 2013/14 for catering staff.

## **Communities, Economy and Transport**

- The highest usage categories for agency workers within CET in 2014/15 were;

Admin and Clerical - £222,026

Engineering and Surveying - £192,526

Facilities and Environmental Services - £52,184

- Two of these categories were also the highest spend areas in 2013/14;

Admin and Clerical - £254,666

Engineering and Surveying - £182,833

**The table below summarises the number of assignments for each category (listed from highest to lowest category of spend for CET) for each reason:**

	<b>Cover During Recruitment</b>	<b>Replace Leaver</b>	<b>Annual Leave</b>	<b>Long Term Sickness</b>	<b>Short Term Sickness</b>	<b>Work Peak</b>	<b>Project</b>	<b>Total No</b>
<b>Admin and Clerical</b>	7 (15%)	6 (13%)	6 (13%)	2 (4%)	1 (2%)	15 (32%)	10 (21%)	47
<b>Engineering and Surveying</b>	5 (39%)	2 (15%)	0 (0%)	0 (0%)	0 (0%)	5 (38%)	1 (8%)	13
<b>Facilities and Environment</b>	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	3 (100%)	3
<b>All other categories</b>	0 (0%)	11 (22%)	22 (43%)	0 (0%)	3 (6%)	14 (27%)	1 (2%)	51
<b>Total All Categories</b>	12 (11%)	19 (17%)	28 (25%)	2 (2%)	4 (3%)	34 (30%)	15 (13%)	114 (100%)

### **Admin and Clerical**

- The majority of Admin and Clerical assignments were to cover a work load peak (32%) and to cover project work (21%).

### **Engineering and Surveying**

- The majority of Engineering and Surveying assignments were to cover during recruitment (39%) and during a work load peak (38%).
- The Council has a statutory duty to inspect the roads and pathways across the County and keep regular reports which can be used in Court as evidence. If the Council is unable to provide these reports, it will not be possible to defend any cases brought against them. This in turn would result in the Council being unable to claim any awards payable from the insurance company. Seven agency workers were therefore used to cover the work of Highway Inspectors when low staffing levels presented a risk to the Council being able to meet this statutory duty.

### **Facilities and Environmental Services**

- There were 3 assignments for facilities and environment roles to cover project work (100%). These were for trading standards officers.

### **Other spend**

A total of £27,221 was spent within CET on other job categories such as Trades and Operatives.

## Governance and Community Services

- The highest usage categories for agency workers within GS in 2014/15 were;

Legal - £98,855  
 Management - £10,048  
 Marketing - £10,201

- Two of these categories were also the highest spend areas in 2013/14;

Legal - £57,323  
 Management - £7,116

The table below summarises the number of assignments for each category (listed from highest to lowest category of spend for GCS) for each reason:

	Cover During Recruitment	Replace Leaver	Annual Leave	Long Term Sickness	Short Term Sickness	Work Peak	Project	Total No
<b>Legal</b>	1 (8%)	3 (25%)	1 (8%)	0 (0%)	0 (0%)	7 (58%)	0 (0%)	12
<b>Management</b>	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (100%)	1
<b>Marketing</b>	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (100%)	1
<b>All other categories</b>	0 (0%)	0 (0%)	1 (17%)	1 (17%)	1 (17%)	1 (17%)	2 (33%)	6
<b>Total All Categories</b>	1 (5%)	3 (15%)	2 (10%)	1 (5%)	1 (5%)	8 (40%)	4 (20%)	20 (100%)

### Legal

- The majority of Legal assignments were to cover a work load peak (58%) and to cover work during recruitment (8%) and to replace a leaver (25%).

### Management

- The management assignment was to cover a project.

### Marketing

- The marketing assignment was to cover a project.

### Other spend

A total of £10,765 was spent within GS on other job categories such as Admin and Clerical.