

## **National Health and Social Care Workforce Planning**

### **Purpose**

1. To seek Executive Group members' views and direction on the *National Health and Social Care Workforce Planning: Discussion Document*<sup>1</sup>.

### **Recommendations**

2. Executive Group members are invited to:
  - i. Note the publication of the discussion document and the call for responses by the 28<sup>th</sup> March;
  - ii. Note that the plan currently intends to include the workforce engaged in providing all health and social care services in Scotland, including children's social care services and criminal justice social work which may not be delegated to IAs
  - iii. Consider and advise on the issues facing current workforce planning, such as those listed in paragraph 13; and
  - iv. Agree that COSLA discuss the timescales for publication of the Plan with the Cabinet Secretary and seek political agreement that the national workforce plan should be co-produced and jointly published with COSLA.

### **Background**

3. Health and social care is the largest public service in Scotland, employing upwards of 360,000 people. It encompasses people working in a wide range of settings - from people's homes to hospital theatres. There are a number of challenges facing the service, such as, demographic change (including an ageing population with complex health and care needs and an ageing workforce), rising demand and expectation and financial constraints.
4. Councils have the responsibility for commissioning social care services. The social services sector comprises a wide range of areas, including social work, care assistants, residential workers and looked after children. Over 200,000 social services staff are employed across approximately 2,600 third, independent and public sector employers. Differing governance structures and responsibilities are in place across these different sectors. These service providers run just over 8,000 separate registered care services. The NHS is a single organisation with 22 employers working with numerous independent contractors in primary care.
5. Councils undertake workforce planning. IAs produce workforce produce organisational development plans, and strategic commissioning plans. NHS Boards submit annual workforce plans to the Scottish Government. Third and independent sector employees undertake local workforce planning to enable adequate staffing resources.
6. These differing governance structures, responsibilities and sectors present workforce planning challenges. There are a number of sound workforce planning methodologies, but these vary across job description, responsibilities and education frameworks. More

---

<sup>1</sup><http://www.gov.scot/Resource/0051/00513640.pdf>

collaboration between health and social care providers will contribute to better service outcomes and person-centred care. It is timely that we consider workforce planning methodologies that are flexible, intelligent, predictive and sustainable.

7. The integration of health and social care has highlighted the need for a more co-ordinated and collaborative approach to workforce planning. A more integrated, more highly skilled, supported and engaged workforce will help support the transformational change agenda and future service provision.

### **National Workforce Plan Timeline**

#### *Programme for Government 2016 - 2017*

8. A commitment in the Scottish Government's *Programme for Government 2016 - 2017* states –

'To ensure we have the right staff for our health and care services now and in the future we will shortly publish a new draft National Workforce Plan. This will outline a range of workforce planning improvement required to deliver enhanced primary and secondary care in Scotland, including work on bringing together a range of professionals into GP surgeries.'

#### *Health and Social Care Delivery Plan and National Workforce Planning*

9. Following the commitment in the *Programme for Government 2016-2017*, in December 2016, the Scottish Government published the [Health and Social Care Delivery Plan](#) (the Plan). The Plan, which is heavily NHS focussed, included an *Outline Discussion Paper* on workforce planning in health and social care, and stated an intention to publish a national workforce plan in Spring 2017. Prior to the publication of the Plan COSLA Spokesperson for Health and Wellbeing, Cllr Peter Johnston, COSLA officers alongside professional officers in the Society of Personnel Directors (SPDS), Social Work Scotland, IJB Chief Officers and Trade Unions raised concerns about the *Outline Discussion Paper's* focus on the NHS and the lack of cognisance of the social care landscape. These concerns were raised also at the MSG and the Cabinet Secretary for Health and Sport directed officials to work with partners including COSLA to develop the discussion document so that we would be content for it to be published.
10. COSLA officers therefore had a number of discussions with Scottish Government officials to improve the focus, tone and purpose of the Discussion Document. Issues that were discussed included acknowledging the interdependence and status of the key workforces – the NHS, local government, Integration Authorities (IAs), the independent and third sectors. It was reiterated that councils are autonomous and democratically accountable, unlike the NHS, to their communities and as employers of a large portion of the social care workforce with direct workforce planning responsibilities for those services not delegated to IJBs. Subject to these representations, the discussion document was published on February 1<sup>st</sup> with comments requested by March 28<sup>th</sup>. This date is important as the first Minister has committed to publish the final workforce plan in the Spring.
11. Executive Group members are asked to agree that the COSLA Spokesperson explores these timelines with the Cabinet Secretary on the basis that given the current intended scope this document should be co-produced and jointly published with COSLA. Purdah may create some difficulty with the intended publication date. In this regard, COSLA would take the view that a National Workforce Plan that seeks to cover all of social care should not be published without the agreement of COSLA. It should be noted that despite the difficulties presented by Purdah, the workforce plan will be an iterative

process, and will be drafted as guidance for employers. As such it is expected there may well be annual iterations of the plan.

12. As it stands, the workforce plan will focus on workforce planning in a strategic context and how to achieve workable solutions across different sectors, via co-ordination and collaboration. It is intended that the 2017 publication will set out a vision for health and social care services, the priorities to be taken forward, an assessment of current resources, proposed actions to close the gap and clarity on the role each employer plays to build a coherent whole system approach. The workforce plan will be at a national level giving consideration to the appropriateness of workforce planning at regional and local levels.

### **Local Government Considerations**

13. Different employers face complex and distinct challenges and opportunities. Local workforce planning takes place within council areas and IA boundaries, and at NHS Board level. IAs, though not employers, are accountable for planning staffing needs for the services delegated to them by councils and NHS Boards. As there is a shift from hospital care to community care the methods for workforce planning need to change. Executive Group members are invited to comment on the following issues in particular. Individual councils are encouraged to respond to the discussion paper, and to share these with COSLA. Questions that councils may wish to draw out from the discussion paper include:
  - Whether the scope of the plan to include all social care is helpful.
  - How we address the impact of an ageing population and an ageing workforce?
  - How we support the workforce to meet rising standards and expectations of care?
  - How we improve recruitment and retention – and address the potential competition for staff between employers and whether myjobScotland could have a role in this regard?
  - What the financial and legal constraints are in respect of these issues?
  - How we recognise the value in and support greater collaboration between organisations, and opportunities for systematic approaches to workforce planning?
  - How workforce planning could be more responsive to integration. Collating workforce planning data and using it in an integrated context based on current approaches of a nationally-led NHS system and a locally-led care system?
  - How can we best share good practice across the whole system rather than within sectors or within employer groups?
  - Could/should a regional approach to workforce planning evolve in light of IAs roles and responsibilities?
  - How can we plan for and support the role and prevalence of carers and unpaid staff and volunteers in social care?
14. Clearly, any response from COSLA will seek to explore the proposed scope of this plan. It may be both inappropriate and difficult to plan for all social care regardless of the local configuration of services; what this would mean in areas where education and children's services are joined; and what is and isn't both helpful and appropriate at a national level when significant aspects of workforce planning rest locally with IJBs and LAs. COSLA would also highlight the legal and practical sensitivities that exist on the ground in managing multiple workforces, and the appropriateness of national direction in that space. Finally, COSLA would draw out opportunities which do exist to address nation-wide recruitment issues. This includes through training, educational, qualification

opportunities, promotion of careers but also other practical solutions such as a better use of myjobscotland across health and social care. Similarly the issues that exist in terms of data need to be collectively explored even if the potential answers are complex. COSLA has several meetings planned with professional groups from across local government and will develop a full position to submit in March and to raise politically as we co-produce any final iteration of the plan. A draft of this submission will be shared with local authorities.

### **COSLA's Policy Development**

15. COSLA officers will be working closely with Scottish Government officials to ensure that local government's perspective is captured and reflected within the final workforce plan. COSLA will be seeking policy advice from professional organisations such as SPDS and Chief Social Work Officers as well as IJB Chief Officers and wider third and independent sector partners. COSLA also welcomes hearing the views from individual councils. Individual council responses are due in by 28<sup>th</sup> March 2017. On 11<sup>th</sup> March 2017, COSLA's Strategic Human Resource Management Executive Group will consider the Discussion Document from the employer's perspective. If the plan is to go ahead before Leaders meet in May, it may not be possible to progress it at this stage as a jointly agreed document.

### **Conclusion**

16. The integration of health and social care has highlighted the need for a more co-ordinated and collaborative approach to workforce planning. Following a commitment within the *Programme for Government 2016 – 2017* the Scottish Government is currently consulting on a national workforce plan. COSLA officers will be working closely with Scottish Government officials to ensure that local government's perspective is captured and reflected within the final workforce plan. Subject to Executive Group members' endorsement it is intended that the Scottish Government and COSLA will co-produce a national health and social care workforce plan. It is expected that COSLA Leaders will consider the national workforce plan in Spring 2017. Executive Group members are asked to share any views they have on the discussion paper, to endorse the COSLA approach being taken but to jointly produce and publish a plan. The COSLA Spokesperson will explore this with the Cabinet Secretary when they meet in March.

**Caroline Johnston**  
**Policy Manager**  
**0131 474 9267**  
**caroline@cosla.gov.uk**

**March 2017**