

Meeting:	Grampian NHS Board Meeting
Meeting date:	7 October 2021
Item Number:	5
Title:	Workforce Planning
Responsible Executive/Non-Executive:	Tom Power – Director of People & Culture
Report Author:	Gerry Lawrie - Head of Workforce & Development

1 Purpose

This is presented to the Board for:

- Assurance and Endorsement

This report relates to an:

Integrated NHS Grampian Workforce Plan and associated Health and Social Care Partnerships (HSCPs) Workforce Plans for 2022.

This aligns to the following NHS Scotland quality ambition(s):

- Safe
- Effective
- Person Centred

2 Report summary

2.1 Situation

Workforce planning has been identified by Audit Scotland as a weakness of the Scottish health and social care system in recent years, hampering local and national efforts to plan for and deliver the workforce necessary for reconfigured, sustainable services. Accordingly, since 2019, Scottish Government has signalled its intention that all local health and care systems should develop as a minimum three year integrated workforce plans, to align with short and medium term financial and operational planning. The pandemic has seen a 12 month delay to the deadline for completing the first of these workforce plans, which are now due by 31st March 2022.

This paper describes the work underway to progress the development of the Grampian integrated workforce plan that will support our strategic intent, and meet the requirements of Scottish Government. The Board is asked to endorse this approach, which will provide a draft of the NHS Grampian Integrated Workforce Plan for comment in January 2022, with a view to approval as part of a package of plans presented with the new NHS Grampian Strategy in February 2022.

2.2 Background

Prior to the pandemic, it was expected that Health Boards and HSCPs would develop and publish by April 2021, a three year integrated workforce plan¹. This was to build on the national Integrated Health and Social Care Workforce Plan published in December 2019². The ask reflected the Scottish Government's aim of moving to three year planning cycle, integrating workforce considerations with the planning cycles for finance and services and meeting the need identified by Audit Scotland for more rigorous, regular, strategic and operational workforce planning³.

In light of the pandemic, the Scottish Government agreed with workforce planning leads and HR Directors to defer the deadline for development of three year integrated workforce plans to March 2022. This was with the proviso that in April 2021, Health Boards and HSCPs would submit draft interim workforce plans. The draft plan for Grampian was endorsed by Staff Governance Committee in April, and submitted in early May. There has been no requirement to publish, or move beyond a draft.

The draft interim Plan sat alongside Remobilisation Plan 3, with the intention of informing aligned financial and service planning activity through remobilisation. With formal feedback now having been received on the draft interim workforce plan from Scottish Government (Appendix 1), the process is now underway for development and publication of an integrated three year plan for NHS Grampian by March 2022.

From May, workforce planning leads across our system have been meeting to ensure an approach that is consistent across NHS Grampian and the three HSCPs. This collaborative working group is undertaking the necessary planning required to deliver Integrated Plans by March 2022. Representatives from Aberdeen City, Aberdeenshire and Moray HSCPs alongside NHS Grampian Health Intelligence, Workforce Information and Aberdeenshire HSCPs data experts are involved.

NHS Grampian is well represented at both national and regional level in workforce planning, which provides insight in to and some influence over what is sought by Scottish Government. Nonetheless, a lack of clarity remains at the time of writing around the Scottish Government's specific requirements for these plans, and the intent to develop a Workforce Strategy for NHS Scotland by December signalled in the NHS Recovery Plan has created a degree of uncertainty around the process. This is under discussion with HR Directors nationally, but to date has not changed the expectations that three year workforce plans will be developed by March 2022.

2.3 Assessment

Workforce planning is as critical to ensuring sustainable services and organisational effectiveness as financial and service planning. Done well, it can add significant value to both strategic, tactical and operational decision making, helping teams, services and organisations to think not only about workforce configuration, but also future models of service delivery, and associated work, role, and organisational design.

¹ [National health and social care workforce plan: part one - gov.scot \(www.gov.scot\)](http://www.gov.scot)

² [Health and social care: integrated workforce plan - gov.scot \(www.gov.scot\)](http://www.gov.scot)

³ [NHS in Scotland 2019 \(audit-scotland.gov.uk\)](http://audit-scotland.gov.uk)

The process set out at Appendix 2, engagement and alignment with other plans and strategies are of equal value to the delivery of the actual Plans. This will involve finding new ways of both describing, thinking about and bridging the supply-demand gap with the development of new and the redesign of existing roles, some of which are less familiar to health and care but will be critical to reshaping our services, e.g. mental health officers.

With this in mind, notwithstanding the eventual parameters of the ask from Scottish Government, the development of our Integrated Health and Social Care Workforce Plan will be intrinsically linked to the NHS Grampian Strategic Plan refresh during 2021-22, focussing on a longer-term horizon and the steps required to move towards it. The Strategic Plan development is an opportunity to create synergy between all planning processes aligned to organisational priorities.

To meet the required timescales, made more challenging by ongoing Covid waves, plus winter pressures, the System Planning and Decision Making Group has been asked by the Chief Executive Team to commission a process to engage regularly with workforce planning colleagues across our System. This is a collective leadership responsibility for system leaders and will include HSCPs, Local Authorities, Primary Care and Third Sector partners participating in a programme of work to meet these timescales and to ensure all Committees, Board and Governance reviews are undertaken prior to submission of our finalised Plan.

A cross system working group has established a Terms of Reference and plan of how best to commence with the work ahead. All members of the working group have agreed that some actions could be explored under four broad headings:

- **Timelines** – The sequencing of engagement, review and approval sessions in each organisation to meet the 31 March 2022 publication deadline.
- **Dataset** – The key measures that help us to understand the system as it is, and identify and verify areas for attention moving forward
- **Engagement** – A proportionate approach that will enable cross system engagement and intelligence gathering without significant bureaucracy.
- **Branding** – How best to convey the role of workforce planning and the key outcomes from the work, in ways that support engagement

We will engage with these groups and progress with information gathering from Portfolios and services and their workforce priorities to build a system wide picture.

The traditional NHS Grampian workforce planning templates will no longer be required. A more focussed summary template (Appendix 4) has been developed for Portfolios to capture the key information needed from services to minimise the administrative burden and to better facilitate the 'workforce discussion' and highlight the risks and mitigations amongst services and their respective teams. This includes contributing to an agreed underpinning workforce data set across the system.

2.3.1 Quality/Patient Care

An integrated approach to workforce planning provides opportunity to look at how we can create a sustainable workforce, as will the articulation of the possible ways forward. By identifying workforce gaps across services and portfolios we can better understand and prioritise our actions to address attraction, redesign, retention, supply

and development to ensure safe and quality patient care. This is reflected by the important role Workforce Planning has to play in meeting the requirements of the Health and Care Staffing (Scotland) Act 2019, when enacted.

2.3.2 Workforce

The Plan will consider the affordability, availability and adaptability for the future workforce. Through delivery, system leaders can support the health and wellbeing of staff over the medium and long term, and better understand the risks within the workforce as a resource in terms of capacity and capability.

2.3.3 Financial

As with finance, the workforce is a finite resource and integrated workforce planning will support better utilisation and efficiencies.

2.3.4 Risk Assessment/Management

There are several risks to timely delivery of an integrated three year Workforce Plan by March 2022. This was already a significant undertaking alongside remobilisation, made more challenging by the ongoing demands of the pandemic, and the period for developing and finalising the plan being during winter.

A balance needs to be struck in relation to the risk of placing too much emphasis on the current workforce pressures, reflected in the short term focus and content requested in the Draft Interim Workforce Plan, and not enough on the longer term and often enduring workforce challenges we face. Although the Plans are only required to cover the next 3 years, we will look to identify the medium/longer term service design considerations for the refreshed NHS Grampian Strategy and the associated workforce requirements, and the actions required now to prepare, and to influence externally (i.e. Scottish Government, National Boards and Higher Education Institutes).

The risks are set out, with mitigations, in Appendix 4. The Board may wish to take a view on the extent to which at this point any Scottish Government requirements beyond those contained in the template required for our draft interim workforce plans should be accommodated, given the need to balance this work with the very significant pressures our system is facing.

There is a risk around nationally prescribed timescales and the governance requirements of all 4 organisations that will require early action to ensure the Grampian Health and Integrated Workforce Plans are successfully delivered and submitted to the Scottish Government by 31 March 2022. It is anticipated that this can be addressed in part through the Chief Executive Team and Board briefing sessions in August and October 2021, using these to inform planning.

2.3.5 Equality and Diversity, including health inequalities

The integrated workforce plans align to the other related Strategies and Plans of the 4 organisations and as such will consider the inequalities agenda. It will recognise the value of our role as an Anchor organisation and the opportunities that may be offered

around employability and education (e.g. through the continued use of the Foundation, Modern and Graduate Apprenticeships).

An Equality Impact Assessment will be completed for the Workforce Plan prior to it being submitted and published by 31st March 2022.

2.3.7 Communication, involvement, engagement and consultation

The Board will carry out its duties to involve and engage external stakeholders where appropriate. Initially through the Integrated Workforce Group and then through their partners, including primary care and the third sector as well as through the Portfolio Leads and Services.

A programme of meetings is being established, reflected in the high level process overview at Appendix 2.

2.3.8 Route to the Meeting

This approach has previously been considered in August by the Chief Executives Team (CET) as part of the design phase. The CET have supported the approach, including the use of Portfolios as the primary organisational frame of reference, and their feedback will inform the development of the content of the Workforce Plans.

The Commission for the Development of the Integrated Workforce Plans has also been to the Fortnightly Grampian Systems Planning and Decision-Making Group in September for their support and agreement on the content, methodology and process for engagement.

2.4 Recommendation

The Board is asked to:

- **Assurance** – review and scrutinise the information provided in this paper and confirm that it provides assurance that the processes are effective and any risks have been identified, assessed, and that mitigations are appropriate.
- **Endorsement** – endorse the proposals contained in this paper, the process and approach.
- **Future reporting** - will be provided through the Final Draft of the NHS Grampian Workforce Plan 2022 being brought back to the Board's January 2022 Board seminar and then to the February 2022 Board meeting for approval as part of the package of Strategic Intent.

3 List of appendices

The following appendices are included with this report:

- Appendix 1 – Summary of SG feedback on draft Interim Workforce Plan
- Appendix 2 – Overview of development and NHSG approval process
- Appendix 3 – Summary Workforce Planning Template for Services / Portfolios
- Appendix 4 – Risks and Mitigations: Developing the Plan during Winter 21-22

Appendix 1 – Summary feedback provided on 9th July 2021 by Scottish Government on draft interim Workforce Plan submitted May 2021

‘We intend to work with colleagues over the next period to clarify and refine the information provided in Interim Plans – both to inform short term developments in the early part of the new Parliament, and to allow NHS Boards and Integration Joint Boards to develop their 3 year Workforce Plans to fully reflect upcoming workforce planning challenges into the medium term. We anticipate that the content of the three year plans will:

- Align workforce considerations with the organisations strategic direction linking with service and financial planning commitments;
- Identify the key priority service areas across the medium term;
- Clearly identify the workforce risks and capacity requirements across these priority areas providing, in some detail, the anticipated whole time equivalent need that has been identified through your workforce modelling exercises’

‘Suggested Action Points

Background

- It would be useful to clarify if it is the intention to publish a single workforce plan covering NHS Grampian and the three associated HSCPs.

Stakeholder Engagement

- Going forward it would be useful if future plans could outline the groups, consultation mechanisms and overarching process followed by the Board (and associated HSCPs) to consider the planning needs of the Third and Independent Sectors, as well as Primary Care contractor groups.
- It would be useful for future workforce plans to continue with, and where possible, further refine any analysis of the absence and staff availability metrics. It will be important for continued monitoring of absence levels to establish whether the Board’s staff support mechanisms can mitigate the potential impact of longer term stress related illness and any Long Covid absence.
- It will also be important to continue to monitor the number of leavers as part of your normal workforce data trend analysis across the coming year. This will allow the Board to assess any changes arising and conduct further analysis in order to establish the specific factors that are influencing these changes e.g. implications of long Covid.

Workforce Sustainability

- We are aware that the end of the NHS Pension Protection period is 2022 and membership of dual pension schemes may change previously observed retiral patterns. It will be important to monitor the workforce age profile going forward and assess any support required for those staff who may be considering working longer.

Short-term Workforce Drivers

- We welcome the consideration of the various factors driving workforce demand in these service areas. It would be useful to provide some detail on specific job families/professional groups and identification of the scale of recruitment undertaken (e.g. the work of the Priority Workforce Recruitment Cell for the Vaccination Workforce).

- We recognise that while some of the WTE detail may not yet be fully known, it would be beneficial in future workforce plans to provide further detail of the overall WTE needed in the areas noted. It would also be advantageous to provide an assessment of the success in recruiting to posts which have been advertised and further qualitative detail supporting measures taken to recruit to any new posts.
- While the full impacts of Long Covid may not yet be known, we welcome the proposed approach to consider the workforce implication and to include detail within the three year plan. We would welcome updates on the success of any actions in support of this work as part of the three year plan.

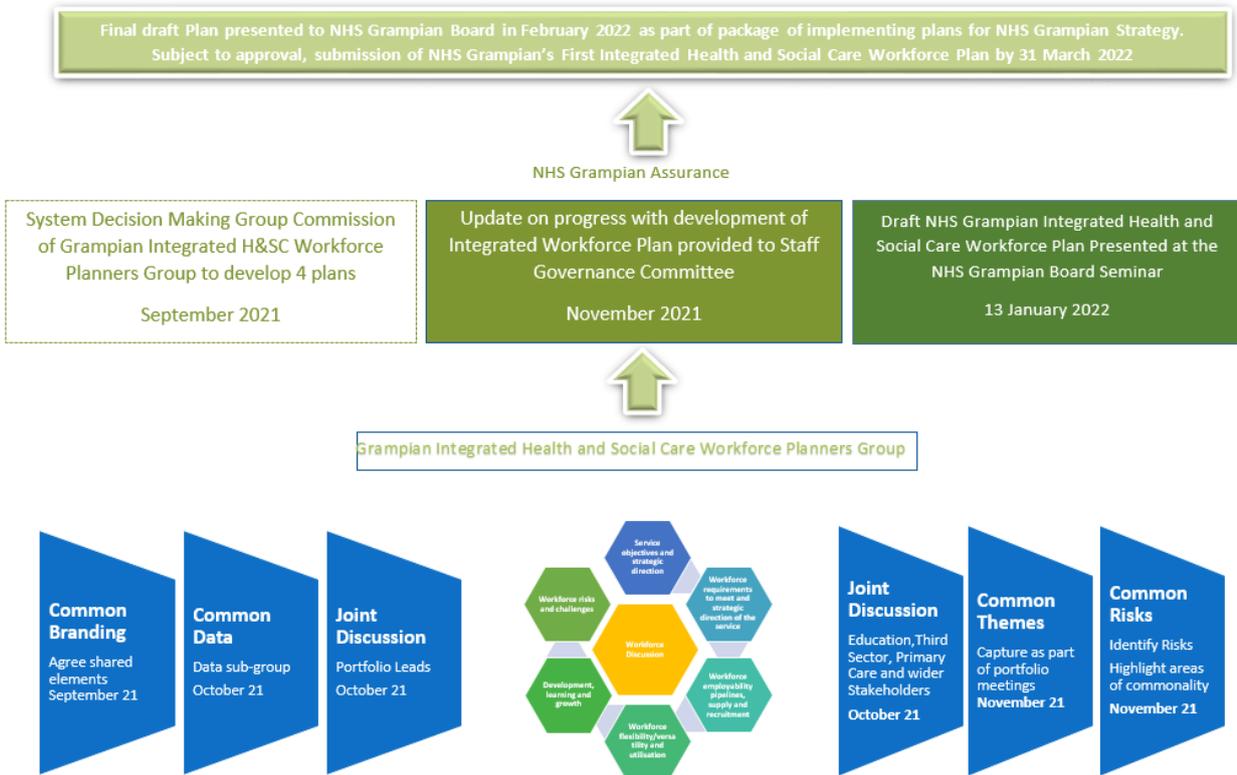
Medium-term Workforce Drivers

- Recognising that work on developing new models of care will only recently have been implemented, or is yet to start, we would appreciate details on any further analysis the Board (and HSCPs) may have on the longer term workforce consequences of these new models and any associated measurable workforce productivity benefits.
- We welcome the information on anticipated WTE need projections for the service drivers identified as part of the three year plan.
- It would be useful if future plans outline the specific actions being taken to address the identified challenges [of persistent vacancies].

Whole System Transformation

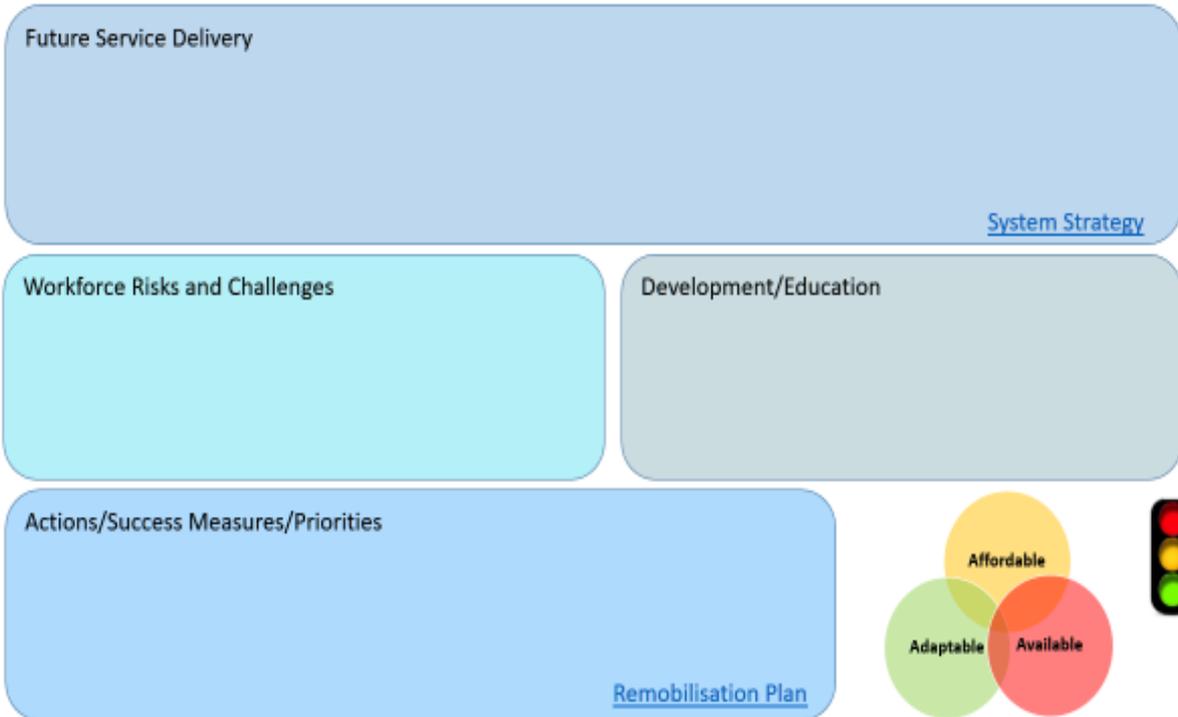
- We consider that, going forward, it will be increasingly important that the Board understands its local employment market and is able to assess and utilise the local approaches it is describing, to create additional sources of workforce supply where possible.
- Future plans may also look to build upon and provide indications of the work already underway as well as any further work around other approaches to develop a local labour supply pipeline.'

Appendix 2 – Overview of Workforce Plan development and approval process



Appendix 3 – Template for service and Portfolio based discussions and data gathering

Workforce Plan Summary



Workforce Planning, Redesign and Sustainability

Appendix 4 - Risks and Mitigations

Developing a 3 Year Integrated Workforce Plan during Autumn - Winter 2021-22

	CAUSE	EVENT	CONSEQUENCE	MITIGATION
1	Scottish Government's finalised 3 year Workforce Plan requirements not communicated in a timely way	A lack of clarity for those facilitating the process locally around what needs to be provided by services	Late notice requests for additional information / changes, impacting our ability to meet requirements	<p>Use of SG interim Workforce Plan template and July feedback as a guide</p> <p>Involvement of NHSG workforce planning leads in national workforce planning groups informs local process</p> <p>Agreement of a date / dates beyond which further parameters cannot be accommodated.</p>
2	There is an added intention in the NHS Recovery Plan to publish a national Workforce Strategy by December 2021	A lack of clarity for those facilitating the process locally around what needs to be provided by the organisation.	Local integrated Workforce Plan is not fully aligned to the national Workforce Strategy for NHS Scotland	<p>Use NHS Recovery Plan as a guide to likely priorities of Workforce Strategy.</p> <p>Involvement of NHSG staff in Workforce Strategy scoping discussions with HRDs.</p> <p>Development of local plan agreed as part of an iterative annual process, with scope for updates by Mar 2023.</p>

	CAUSE	EVENT	CONSEQUENCE	MITIGATION
3	There is a lack of capacity amongst workforce planning and key service leads across Portfolios to engage fully with workforce planning process	Services are unable to complete required tasks and / or participate in support workshops.	It is not possible to present and / or approve a detailed plan by the required deadlines.	<p>Plan endorsed Aug at CE Team, with commission via Planning & Decision Making Group Sept.</p> <p>Timetable developed with planning leads from across organisations includes as much time as possible for service level planning.</p> <p>Use of NHS Grampian Strategy development process and work on interim Workforce Plans available to use.</p> <p>Seek deferral of requirements via all national networks to March 2023.</p>
4	There are delays to development and / or approval of the NHS Grampian Strategy 2022-26	It is not possible to confirm the validity of our three year Workforce Plan as an enabler of the strategy	It is not possible to present and / or approve a detailed plan by the required deadlines.	<p>Initial Workforce Plan agreed as part of an iterative annual process, with scope for updates by Mar 2023.</p> <p>NHS Recovery Plan and Workforce Strategy, plus Scottish Government guidance used to assess validity in Feb 2022.</p>

	CAUSE	EVENT	CONSEQUENCE	MITIGATION
5	There is a lack of detail on future Portfolio workforce supply and demand due to these structures still being in development	Services are unable to provide the level of specific detail required by the workforce planning process.	It is not possible to present and / or approve a Portfolio based plan by the required deadlines.	<p>Cross cutting parameters for the Workforce Plan allow for identification and agreement of system level priorities.</p> <p>NHS Grampian Strategy development process and work on interim Workforce Plans available to use.</p> <p>Initial Workforce Plan agreed as part of an iterative annual process, with scope for Portfolio updates by Mar 2023.</p>
6	There is the potential that the governance requirements of all 4 organisations contributing to the Plan do not support the national timelines.	Contributing organisations are unable to provide the detail required by the integrated workforce planning process.	It is not possible to present and / or approve an integrated health and care workforce plan by the required national deadline.	<p>Engagement since May with sector workforce planning leads to understand and agree timelines, reflected in high level plan for agreed development work</p> <p>Unless directed otherwise, NHS Grampian Plan to act as the over-arching integrated plan, drawing on / informed by those approved by IJBs for respective HSCPs but not replacing them.</p>