

Executive Advisory Board

Agenda

Thursday, 9 March 2023 2.15 pm

Smith Square 1&2, Ground Floor, 18 Smith Square, London, SW1P 3HZ

There will be a meeting of the Executive Advisory Board at **2.15 pm on Thursday, 9 March 2023** Smith Square 1&2, Ground Floor, 18 Smith Square, London, SW1P 3HZ.

LGA Hybrid Meetings

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Please contact your political group as outlined below for further details.

Apologies:

<u>Please notify your political group office (see contact telephone numbers below) if you are unable to attend this meeting.</u>

Conservative: Group Office: 020 7664 3223 email: lgaconservatives@local.gov.uk

Labour: Group Office: 020 7664 3263 email: labqp@lga.gov.uk

Independent: Group Office: 020 7664 3224 email: independent.grouplga@local.gov.uk

Liberal Democrat: Group Office: 020 7664 3235 email: libdem@local.gov.uk

Attendance:

Your attendance, whether it be in person or virtual, will be noted by the clerk at the meeting.

LGA Contact:

Amv Haldane

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Carers' Allowance

As part of the LGA Members' Allowances Scheme a Carer's Allowance of £9.00 per hour or £10.55 if receiving London living wage is available to cover the cost of dependants (i.e. children, elderly people or people with disabilities) incurred as a result of attending this meeting.



Executive Advisory Board – Membership Click here for accessible information on membership

Councillor	Authority
Conservative (16)	
Cllr James Jamieson OBE	Central Bedfordshire Council
(Chairman)	
Cllr Izzi Seccombe OBE (Vice	Warwickshire County Council
Chairman)	
Cllr John Fuller OBE (Deputy	South Norfolk District Council
Chairman)	D
Cllr Robert Alden (Deputy	Birmingham City Council
Chairman)	
Baroness Teresa O'Neill OBE	Bexley Council
(Deputy Chairman)	
Cllr David Fothergill (Board	Somerset County Council
Chair)	
Cllr David Renard (Board Chair)	Swindon Borough Council
Cllr Kevin Bentley (Board Chair)	Essex County Council
Cllr Abi Brown (Board Chair)	Stoke-on-Trent City Council
Cllr Marc Bayliss (Regional	West Midlands
Representative)	
Cllr Matthew Hicks (Regional	East of England LGA
Representative)	
Cllr John Hart (Regional	South West Councils
Representative)	
Cllr Nicolas Heslop (Regional	South East Councils
Representative)	
Cllr Christopher Poulter	East Midlands Councils
(Regional Representative)	
Cllr Sam Chapman-Allen	District Councils Network
Cllr Tim Oliver	County Councils Network
Labour (14)	
Cllr Shaun Davies (Senior Vice-	Telford and Wrekin Council
Chair)	TOTOTA ATIA WICKIII OOUIIOII
Cllr Tudor Evans OBE (Deputy	Plymouth City Council
Chair)	1 Tymodii Oity Oodiioii
Cllr Michael Payne (Deputy	Gedling Borough Council
Chair)	Coaming Dorough Coanon
Cllr Georgia Gould (Deputy	Camden Council
Chair)	Camach Council
Cllr Anntoinette Bramble (Deputy	Hackney London Borough Council
Chair)	Tracking Editabil Boloagii Oddiloli
Cllr Peter Marland (Board Chair)	Milton Keynes Council
Cllr Nesil Caliskan (Board Chair)	Enfield Council
Cllr Louise Gittins (Board Chair)	Cheshire West and Chester Council
Mayor Marvin Rees (Board	Bristol City
Chair)	2
Cllr Robert Stewart (Regional	WLGA
Representative)	,
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Association	
Cllr Graeme Miller (Regional	North East of England
Representative)	
Cllr David Baines (Regional	North West Regional Leaders' Board
Representative)	
Cllr Shabir Pandor (Regional	Yorkshire and Humber Region
Representative)	· ·
Sir Stephen Houghton CBE	SIGOMA
Substitutes	
Liberal Democrat (3)	
Cllr Joe Harris (Vice-Chair)	Cotswold District Council
Cllr Bridget Smith (Deputy Chair)	South Cambridgeshire District Council
Cllr Gerald Vernon-Jackson CBE	Portsmouth City Council
(Board Chair)	
Substitutes	
Independent (3)	
Cllr Marianne Overton MBE	North Kesteven District Council
(Vice-Chair)	
Cllr Hannah Dalton (Deputy	Epsom and Ewell Borough Council
Chair)	
Cllr Paul Woodhead (Balancing	Cannock Chase District Council
Member)	
Substitutes	



Agenda

Executive Advisory Board

Thursday, 9 March 2023

2.15 pm

Smith Square 1&2, Ground Floor, 18 Smith Square, London, SW1P 3HZ

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Date of Next Meeting: Thursday, 8 June 2023, 2.15 pm, Smith Square 1&2, Ground Floor, 18 Smith Square, London, SW1P 3HZ

Document is Restricted



LGA Lobbying Headlines 03/03/2023

Critical issues

Growing financial and service pressures – Within the Final Local Government Finance Settlement on 6 February, the Government confirmed a £5.1 billion or 9.4 per cent increase in Core Spending Power for local authorities, £2.0 billion of which is based on the assumptions that the council tax base will grow in line with recent trends and councils will increase council tax by the maximum permitted according to new referendum limits. In a policy statement just before Christmas the Government ruled out a business rates reset or implementing the Fair Funding Review in this Spending Review period. The Government expects to set out plans for the New Homes Bonus before the 2024/25 settlement. We will continue to push the Government for sufficient, sustainable, multi-year settlements for local government and to provide clarity on the future of the New Homes Bonus and local government finance reforms.

We have called for urgent intervention and greater support for grassroots facilities, leisure centres and clubs amid the ongoing energy crisis. Ukactive's research into the sector highlighted that 31 per cent of public facilities in England remain at risk of closure or service reductions by April 2024. Since October 2022, 350 facilities nationally have seen service restrictions, temporary and permanent closures. We have raised our concerns over the future of public leisure provision by writing to the Chancellor and Secretary of State for DLUHC, and also joined 200 organisations and athletes in writing to the Prime Minister. We continue to lobby for the Energy and Trade Intensive Industries Scheme and Energy Bills Discount Scheme to be extended to leisure centres and swimming pools the Minister for Sport will be joining our next Culture, Tourism and Sport Board meeting on 27 February.

Cost of living pressures in communities — We are working with councils, Government and partners on current issues, including administration of the alternative Energy Bills Support Scheme, which is once again placing additional pressure on revenues and benefits teams. After successful LGA lobbying on the Household Support Fund revised guidance was published on 20 February and now allows councils to spend the grant on advice services (such as income maximisation and welfare benefit advice), as per the LGA's asks. This round of funding will last for one year, as opposed to sixth months, and councils will now be required to receive political sign-off for delivery plans in order to strengthen political oversight and accountability. We continue to call on the Government to make local welfare funding permanent.

Housing and housing standards – The Regulator of Social Housing has found that the vast majority of social housing tenants have homes that are largely free of damp and mould. It also found that whilst most social landlords understand the extent of this and take action to tackle it, their approaches could be strengthened further. We are working with professional and regional bodies, as well as with relevant government departments, to discuss issues and possible. We also continue to raise concerns about the current and future capacity of Housing Revenue Accounts (HRAs) to deliver on wide-ranging local and central government priorities e.g. building safety, fire safety, decarbonisation, housing quality, new supply. The need for additional expenditure, combined with the government's policies on rent setting and Right to Buy, are increasingly impacting on councils' ability to deliver their responsibilities as local housing authorities, as well as their housing delivery ambitions. Councils have separately provided DLUHC with information on their assessment of damp and mould hazards in privately rented properties in their areas, and the action they are taking to remediate them. The results are currently being analysed. We are continuing to press for joint work on solutions which will support councils to have greater oversight and improve quality in the private rented sector.

On 28 Feburary the Government announced that social housing managers will be required to hold a professional qualification in housing, in a bid to drive up standards in the sector. The change will be made through an amendment to the Social Housing (Regulation) Bill and is estimated to impact around 25,000 housing managers nationally.

<u>Workforce capacity</u> – Workforce capacity concerns continue to dominate councils' risk profiles as both senior leadership and front-line service delivery roles encounter challenges regarding recruitment and



retention. Maintenance of service delivery could be compromised in some areas resulting from a lack of sufficient suitable staff. According to our 2022 Workforce Survey more than 9 in 10 councils are experiencing staff recruitment and retention difficulties.

We have stated that staff shortages could have a serious impact on councils' capacity to deliver services, particularly those relied on by vulnerable people and those who urgently need support. The issues are also restricting councils' ability to support government to meet its own key pledges, such as building more homes, boosting and levelling up economic growth and reforming adult social care. Councils are pulling out all the stops to tackle recruitment and retention issues. However, the local government workforce has a diverse range of skills, professions and occupations and the workforce challenges each face are equally complex.

Executive Advisory Board will consider proposals for further activity by the LGA, working with others, to address the challenge at its meeting on 9th March.

Elections 2023 – Councils with elections this year are raising concerns about the implementation of Voter ID by May 2023. We are working with government and the Electoral Commission to amplify the public awareness campaign ahead of the May elections, and to publicise the Voter Authority Certificate for those without recognised photographic ID, including a webinar for LGA members on 9 February. We have ongoing concerns about pace at which the new voter ID requirement has been implemented and the risk of local election petitions due to voter ID issues in May 2023. Councils have also voiced concerns over the safety and wellbeing of polling staff, who will be required to turn people away that do not present an eligible form of ID.

Asylum and resettlement – We are pressing for a longer-term and more equitable approach to increasing accommodation supply across all programmes, based on a partnership approach, better data and sustainable funding. Whilst we welcome improvements in engagement at a national level, we continue to stress the need for tangible progress on agreed actions that have real impact on local areas. Councils continue to experience issues with cohesion, engagement, and safeguarding in emergency hotel use. There is a need to work through what impacts the delivery of the Prime Minister's priorities for asylum will have on councils, with an urgent need for a joint approach to manage the impacts of clearing the asylum decisions backlog, and moving Afghan families from hotels and local areas.

The LGA Chief Executive is co-chairing a cross government 'Oversight Group' with Simon Ridley, Second Permanent Secretary at the Home Office this week, also attended by Chief Executive representatives and DLUHC. This reports to the existing quarterly group of regional Chief Executives asylum leads, also co-chaired by the LGA. We are pressing for regular engagement at political level across programmes. We continue to press for joint work at the Whitehall UASC Task Force and the Homes for Ukraine Delivery Board on solutions for lone children (see below) and Ukrainian families. We are also raising issues to Ministers around the reduction in funding for councils to support Ukrainians.

<u>Unaccompanied asylum-seeking children (UASC)</u> – We continue to flag issues with the use of hotels for UASC and the wider national transfer scheme, noting that the expectations on councils to take more unaccompanied asylum-seeking children more quickly increases pressures on already overstretched children's services. We are pressing the need for a whole-system approach that tackles challenges and an insufficiency of placements, alongside the shortfall in funding to support UASC and former UASC care leavers. Additional one-off funding offered by the Government to enable councils to offer placements to children is having limited impact due to extremely challenging timescales and the scale of pressure on placements.

<u>Adult social care</u> – The Autumn Statement made up to £2.8bn and £4.7bn available for adult social care in 2023/24 and 2024/25 respectively. This extra funding is crucial given the significant pressures facing care and support, however it falls short of the £13 billion we previously called for adult social care. We continue to press for a longer-term settlement so that councils (and their partners) have certainty beyond a two-year horizon.



On wider system change, we understand that the Government will publish an implementation plan for adult social care reform in the Spring, which will focus on the vision for care and support, as set out in the December 2021 white paper, 'People at the heart of care'. When the white paper was published, we fully supported its positive framing of social care, which mirrored the scope and language we have used around this, however, councils cannot play their part in delivering the Government's ambitions without sustainable funding.

The 'go live' on adult social care assurance remains on track for 1 April 2023. A number of issues still need to be resolved (such as the selection criteria for determining which councils are assessed first) and we are continuing close engagement with DHSC and CQC on this. The LGA is running a national webinar on assurance in March to make councils aware of the latest developments. The Minister for Social Care, Helen Whately, and CQC's Chief Inspector for Adult Social Care, Kate Terroni, are both confirmed to speak at the event.

<u>Public Health Funding</u> - We continue to call on Government to urgently publish the Public Health Grant funding allocations, which councils will receive for the period April 2023 to March 2024. Time is running out for councils to set and plan their budgets and to make critical decisions on renewing contracts for vital public health services.

A lack of certainty around councils' public health funding is exacerbating the growing crisis on demand for local support services, such as health visitors, school nursing, and drug and addiction support. We are urging Government to invest in local public health services which can help to reduce challenges on other parts of the health and care system.

Devolution, Economic Growth and Levelling Up – We are pleased that Government re-confirmed its commitment to new devolution deals at the Convention of the North. On 19 January, the Government announced allocations for Round 2 of the Levelling Up Fund. The LGA's response – a case for wider devolution, an evidence-led approach to funding, and an end to competitive bidding – received widespread support from across the political spectrum. The Government has committed to 'streamline' growth funding, and we are pressing for a related announcement as part of the Spring Budget. We are supporting amendments in the Levelling Up and Regeneration Bill to provide better oversight of the national missions and for levelling up to better address social and demographic disadvantage.

Other issues of importance for the sector

Building Safety – We continue to pursue our updated strategy on Reinforced Autoclaved Aerated Concrete (RAAC), which includes closer collaboration with the Department for Education and the Office of Government Property. The Department of Education recently upgraded the risk of collapse of school buildings from "critical – likely" to "critical – very likely". We are pushing government to devise a coherent plan for dealing with potential RAAC in schools and other public buildings, many of which could be council owned or maintained.

Children's social care — The Government published it's children's social care implementation strategy on 2 February. This commits the investment of £200m over 2 years, which falls significantly short of the £1.6bn our analysis shows is needed every year for services to remain at current levels. We are also concerned that the pace of change will not be quick enough to tackle current challenges. In particular, placement capacity and costs remain significant pressures, causing councils to overspend on budgets. Forthcoming changes to regulations around supported accommodation for young people will exacerbate this pressure. We have called on Government to delay the implementation of these reforms or risk making outcomes for children worse. A children's social work workforce consultation has been published aiming to tackle issues around the agency workforce.

<u>Planning</u> – We continue to lobby on the Levelling Up and Regeneration Bill as it progresses through parliament. The bill is now in the House of Lords, and we continue to brief on our asks, as well as engaging peers on proposed amendments. To support this lobbying, we will be responding to the consultation on the National Planning Policy Framework. We will also be responding to the Law



Commission's <u>review</u> of compulsory purchase legislation, with a view to influencing a more modern, streamlined approach to land acquisition

<u>Data</u> – The Government is progressing plans to create a new Office for Local Government (Oflog). The Levelling Up White Paper made a commitment to the body being codesigned with the sector, given one of its key audiences will be councillors. Minister Lee Rowley attended the December Improvement and Innovation Board (IIB) and wrote to council leaders in January to highlight that 'greater transparency' was the key priority for this project and affirmed his commitment to work with the sector.

On 25 January, the Secretary of State appointed Lord Morse, former head of the National Audit Office (NAO), as the interim Chair for Oflog. IIB Chairman, Cllr Abi Brown met with Lord Morse, who confirmed plans to involve officers in the planning process for Oflog, starting with data on adult social care, waste, adult skills and financial reserves. The Minister addressed council leaders at a webinar on 9 February, where he reaffirmed the commitment to codesigning the body with the sector. Cllr Brown has subsequently written to all leaders setting out the LGA position.

The LGA continue to push DLUHC to establish an advisory board for councillors, despite recent pushback from Government on this. We are asking for clarity on the body's vision, as LG Inform (the LGA's benchmarking tool) already provides councils with comparable information on thousands of service and financial indicators. We continue to make the case that Oflog should capture data on wider public sector spend.

SEND (Special Educational Needs and Disabilities) – The Government have now published their SEND and Alternative Provision Improvement Plan and the LGA's briefing will be published very shortly. In our initial response we welcomed the proposed national standards, which will clarify the support available and who will be responsible for delivering it, as well as the focus on early identification of needs and support. The focus on improving levels of mainstream inclusion is also welcome and will be crucial to both improving outcomes for children with SEND and reducing pressures on high needs budgets. We are however concerned the proposals set out in the improvement plan do not go far enough; there are no plans to give councils additional powers to lead local SEND systems and hold partners to account for their work to support children and young people with special needs. While proposed powers to intervene in schools not supporting children with SEND are welcome, we are calling for these powers to sit with councils and not the Department for Education.

<u>Education</u> – With the abandonment of the Schools Bill, we are calling for the Department for Education to bring forward alternative legislative arrangements to introduce a register of children being electively home educated, accompanied by sufficient powers for councils to check that home educated children are receiving a suitable provision, where concerns have been raised that this is not the case. The Schools White Paper proposed that greater inclusion could be achieved by statutory regulation of the academy sector by the DfE, a proposal that was also included in the Schools Bill. In the Bill's absence we are calling for the Department to set out how similar outcomes can be achieved without the need for underpinning statutory powers.

<u>Climate change</u> – The critical role of local government was recognised in the Government's Net Zero Strategy and in the final declaration of COP27, and the UK's Nationally Determined Contribution. Further, the Chris Skidmore review into net zero once again backs the consensus view that councils are central to achieving net zero. We established with Government a Local Net Zero Forum, which held its first meeting on 9 February.

We are running projects on the complex challenge of heat and buildings, neighbourhood, and energy decarbonisation. We are in discussion with national grid and Ofgem about council's role in shaping energy planning into the future. We are due to refresh our renewable energy guide for councils wanting to develop wind, solar and hydro energy generation projects. We continue to press need for energy efficiency to support people in fuel poverty, including through new research and partnership with Energy UK and others.



Waste and recycling – There are several large-scale ongoing reforms to the waste system. We are lobbying the Department for Environment, Food and Rural Affairs (Defra) on the progress of the Extended Producer Responsibility reforms, the waste consistency in collection (including proposals for free garden waste collections), and the Deposit Return Scheme. The Government is due to publish intended next steps on consistency reforms shortly, having set out the direction on EPR and DRS. We are also in discussions with Defra on new burdens for the upcoming mandatory weekly food waste collections. The delays in bringing forward reforms are causing significant issues for councils' planning waste services. We continue to engage the Environment Agency and Defra on the challenge of processing sofas containing Persistent Organic Pollutants (POPs). We have written to Ministers and are meeting with them on 9 March. We also continue to push our position on proposals for free DIY waste collections at recycling centres.

Environment – Nutrient neutrality: housing planning permissions have been put on hold in 70 local authority areas by a moratorium imposed by Natural England due to excess levels of river pollution. We estimate this will ban around 20,000 new homes a year. The LGA has set up a policy inquiry to find a long-term solution that protects the environment by improving water quality and reducing pollution, while also delivering the homes and infrastructure that the country needs. Other priority environment matters focus on the wider strategy for the protection and growth of natural environment, including continued engagement with Defra on the progress on implementing Biodiversity Net Gain and the introduction of responsibilities on councils to prepare Local Nature Recovery Strategies, both due in 2023. Both BNG and LNRS are significant undertakings, and we are discussing concerns with timeframes, funding, and guidance with Defra on these issues.

<u>Integrated Care Systems</u> – There remains a great deal of work to be done to implement new arrangements for Integrated Care Systems. We continue to press to ensure that councils can play their full role as equal partners in the new arrangements, recognising the crucial role of place and the strategic role of Integrated Care Partnerships, alongside the need to avoid over-prescribing local arrangements. We are engaging with the Hewitt review of how ICSs operate.

<u>Mental Health</u> – We are calling for sustainable funding for local government statutory and non-statutory mental health services, to put them on an equal footing with NHS clinical mental health services. The Mental Health Act 2022 is due to be introduced in 2024 and our focus is to ensure councils and our partners are adequately resourced to support effective implementation. We continue to call for a system-wide focus on early intervention and prevention to reduce the development of mental health crises. We are working to ensure the new Major Conditions Strategy reflects local governments' contribution to supporting mental health.

<u>Learning Disabilities and Autism</u> – The LGA continue to highlight the key role that councils play in supporting people with learning disabilities and autistic people in the community. We are a member of the national Autism Strategy and are supporting councils to implement actions arising from thee strategy. We are also inputting into the development of the Down Syndrome Act 2022 guidance and will aim to identify any new burdens arising. We continue are a key partner in the Building the Right Support programme.

<u>Dementia</u> – We continue to highlight the key role of councils in supporting people with dementia and their carers to live well in the community. We have highlighted the need for sustainable funding of complex care and improved partnership working. We will ensure that council's role in supporting dementia care needs is recognised in the new national Major Conditions Strategy.

<u>Unpaid carers</u> – An estimated 4.5 million additional people have become unpaid carers as a result of the COVID-19 pandemic. This is on top of the 9.1 million unpaid carers already caring previously. Carers, who are mostly women (57 per cent), are more likely to suffer depression, anxiety, and stress and two-thirds of carers have a long-standing health condition. The LGA continue to highlight unpaid carers' needs and contribution in all funding and social care reform work. We ensure that the pressures



facing young carers, such as mental health stress and boundaries to education, are addressed in our policy and improvement work.

<u>Loneliness and social isolation</u> – We continue to promote councils' leadership role in addressing and preventing loneliness and social isolation and the role of public health, social care, and wider council services such as libraries and open spaces.

<u>Supported housing</u> – We continue to make the case for sufficient and sustainable supported housing revenue funding, to give potential investors the certainty to invest in much-needed supply – with a particular focus on planning housing for an ageing population. We are pushing for an increase of funding for home adaptions so that councils can upgrade existing stock and push to simplify the Disabled Facilities Grant process.

<u>Homelessness</u> – Councils are becoming increasingly concerned that the rising cost of living may trigger an increase in homelessness as households struggle to pay bills. We are seeking an explicit, national-level focus on homelessness prevention work and an associated funding regime that enables and encourages councils to avoid residents reaching crisis and reduces demand for emergency responses.

<u>Transport</u> – Government must commit to bringing forward the new Transport Bill after shelving it in this session. We continue to lobby for powers within any new Transport Bill to help councils deal with obstructions that are a danger to pedestrians and vulnerable people on the carriageway and pavement. A recent meeting with the minister indicated that the Government is not looking to pursue these issues in this parliament. We are pushing for the Bill to regulate the sale and use of private e-scooters, and continue to push for wider funding and certainty.

Following pressure from the LGA and others, the Government have committed to a further 3 months of funding (end of June) for bus recovery and for the £2 fares cap as a cost of living measure. However, bus services cannot survive on such hand to mouth existence and the Government must work with councils and operators to develop a long-term, reformed bus funding model that allows ridership numbers to recover and services adapt to new demands. We continue to push government stick to commitments in the National Bus Strategy. We continue to lobby for more funding for roads maintenance, 20-25 per cent cost increases in the sector has resulted in increased repair backlogs and a deterioration of road quality.

<u>Culture, Tourism and Sport</u> – A number of significant tax reliefs for the cultural sector will come to an end in April, we are working with Government to clarify whether they will be extended. Recent wins for councils in court have secured financial exemptions on business rates for museums, but councils must apply before 31 March if they are appealing 2017 ratings. Chelmsford City Council have agreed with HMRC that supplies of leisure services can be treated as non-business for VAT. Councils that have not yet made a claim to recover VAT declared on leisure could now be encouraged to do so.

<u>Digital</u> – We are particularly concerned about the implications of the Public Switch Telephone Network (PSTN) switchover, which will see the 1.7 million people who access technology enabled care and support at risk of being left without a connection. While the PSTN upgrade is an industry-led process, the LGA is calling on the Department for for Science, Innovation and Technology (DSIT) to coordinate the multiple bodies involved with the switchover. Coordination and accountability will be vital to align communications messaging and ensure sectors and consumers, including the most vulnerable, are protected and prepared for the upgrade process.

<u>Civility in public life</u> – We continue to press for Government to amend the existing legislation on pecuniary interests, so that councillors may choose not to have their full home address on the public register, as they now can on the ballot paper when standing for election. The LGA launched its Debate Not Hate campaign toolkit at a parliamentary event (29 November) to help councils and councillors support the campaign and raise awareness. The LGA is calling on the Government to support efforts to improve provision for the safety and security of councillors, including a better response from police to reports of abuse, intimidation and harassment against councillors.



<u>Virtual council meetings</u> – Councils are still calling for virtual council meeting flexibilities and this is becoming a live issue in some areas where councillors are invoking the Equalities Act in relation to disability and virtual attendance as a reasonable adjustment. According to legal opinion sourced by the LGA, remote meeting attendance cannot be provided as a reasonable adjustment under the Equalities Act because of the specific stipulations in the Local Government Act and confirmed by High Court judgement in 2021, which require presence at a physical place. This means that some disabled councillors or candidates may not be able to legally fulfil their role, despite being elected by their local community. The Government Call for evidence on remote meetings closed in June 2021. Over 18 months later, the results and the Government's response is yet to be published.

Meeting: Executive Advisory Board

Date: 9 March 2023



Workforce capacity in local government

Purpose of report

For direction.

Summary

This report outlines a proposed approach for LGA policy and improvement activity to support councils to address workforce capacity challenges in local government and seeks the Board's feedback to inform prioritisation of resources.

Recommendation

That the Executive Advisory Board:

- 1. Review and comment on the approach, proposed in this report, for the LGA to support councils to address workforce capacity challenges.
- 2. Note that consideration needs to be given as to how this activity can be resourced, in light of other LGA Business Plan priorities.
- 3. Agree that the LGA communicate more widely concerns relating to the local government workforce capacity challenge.
- 4. Agree that while Resources and other policy boards will oversee detailed action as appropriate, the LGA's Chairman and Group Leaders will maintain an overview of progress in addressing workforce capacity challenges.

Contact details

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Chairman: Councillor James Jamieson OBE Chief Executive: Mark Lloyd CBE President: Baroness Grey-Thompson

Workforce capacity in local government



Background

- 1. The local government workforce is larger and more varied than is generally perceived. There are over 1.3 million people working directly in local government and many more working for outsourced service providers or related employers. With 800 different professions within the local government remit, the sector is arguably the most occupationally diverse in the country. Costing councils over £20 billion a year, the local government workforce is generally held to be the sector's greatest asset and most significant cost.
- 2. In the current cycle of meetings, all of the LGA policy boards have considered a report on the scale and complexity of the workforce capacity challenge in local government. The boards were asked to consider priority issues for future policy and improvement activity in the context of existing work in this area, to inform a report to Resources Board on 28 February, and to this Board. This could lead to refocusing or reprioritising of LGA activity.
- 3. All of the boards have identified significant workforce capacity challenges in relation to service areas within their terms of reference. A summary of the issues identified appears at Appendix 1. This paper reflects comments and recommendations made by Resources Board on 28 February 2023.

The LGA's role: a strategic approach

- 4. It is proposed that the LGA increase its focus and activity on work with councils to address the sector's workforce capacity challenges, ensuring that this planned approach includes an appropriate combination and balance of activities which:
 - i) support councils to address immediate workforce challenges;
 - ii) address factors which impact on councils' ability to address workforce issues;
 - iii) identify and implement medium to long term solutions.
- 5. LGA will identify those activities which councils are best placed to deliver with support as appropriate, where the LGA should work with others, and where it can be most effective in taking the lead.
- 6. Executive Advisory Board is asked to consider whether the proposed approach set out below achieves an appropriate balance between the aims set out at paragraph 4, above.

Medium term: identify solutions necessary to address the nature and scale of the challenge for each profession/ service area and develop a plan to support their implementation

7. Officers have mapped work already underway in relevant services and professions to address the challenge (relevant activity is being identified and added continually).

Appendix 2 summarises, for each service area in which significant workforce capacity challenges have been identified:

- i) **Data on the scale of the capacity gap**, where it exists, or any activity underway to identify it;
- ii) **Reasons** identified for the recruitment / retention challenge, including why people are leaving and where they are going to;
- iii) Relevant **tactics to bring more people into local government** for this service area;
- iv) Relevant tactics to address the retention challenge for this service area;
- v) **Stakeholders** with whom the LGA would need to collaborate in any work to address the challenge (in many cases this collaboration is already underway);
- vi) **The LGA's role** (work completed or underway shown in italics, other potential activity shown in normal text).
- 8. This analysis and other research conducted to date confirms that:
 - There is already work underway in some key service areas to develop a more detailed understanding of the capacity gaps and the best solutions to address them;
 - ii) The issues and solutions for each service area are varied and in some cases are impacted by issues in other sectors;
 - iii) In some service areas, it is appropriate that a holistic, multi-agency approach is taken (for example, adult social care and health, including both directly employed and independent sectors), rather than addressing local government separately;
 - iv) In many instances, the relevant professional body takes the lead in workforce planning for their profession rather than employers in discussion with the academic sector;
 - v) While vacancy data is available for some service areas, it is not a full or consistent picture. Not all councils hold vacancies, some use agency and/or interim arrangements and 'workarounds'. Others do not record as vacancies, posts that they cannot afford to fill. This limits the potential for a detailed 'gap analysis' of the scale and nature of vacancies;
 - vi) Workforce planning needs to start at regional or sub-regional level, based on local data and informed by impacts on local economies: it is already in place or in development in some local areas and regions. The LGA undertakes national surveys to identify key trend data on council workforce issues and provides direct support to councils for workforce planning at local level, which increases the skills and capacity of council HR teams. The LGA's Work Local approach to wider employment and skills planning is the policy context to this local use of data to determine local needs.

9. It is proposed to:

- increase work with relevant stakeholders (including professional bodies and Government departments) to further analyse existing data into the capacity gap for all sector service areas experiencing significant workforce challenges and to work with them to take any further action necessary to better understand and address the gap. This work might identify, for example, that the 'pool' of suitably qualified candidates is too small and action is needed to increase the 'supply'. For other roles, 'grow your own' activity by councils (or groups of councils) will be appropriate. In other cases, there will be sufficient people with the relevant qualifications overall, but further activity is required to attract them to work in the sector. For each service area, it is anticipated that there will be a combination of factors and short, medium and long term solutions, including continued use of good practice and improvement support;
- ii) continue to engage with HR leads in councils via regional networks, regional employer organisations etc, and continue to run the LGA's workforce planning network¹ to help councils with long term workplace planning, recruitment campaigns and practices, to identify where any further support is needed (to be provided by the LGA or others) and potential sources for funding this support;
- iv) conduct new research to map education and training providers relevant to career pathways for professions and service areas experiencing capacity challenges (where this information is not already identified, for example by professional bodies). This aim of this new research would be to inform national, regional and local workforce planning and possible solutions to address the gaps, in collaboration with relevant professional bodies, employer and sector bodies and the relevant Government departments and is subject to agreement over funding with the Department of Levelling Up Housing and Communities (DLUHC) as part of the LGA's Improvement Programme for 2023/24;
- v) review and update the LGA's support and representational activity in light of the above and take appropriate action on any gaps identified;
- vi) set out actions arising from i) iv) above in a sector-wide plan to ensure a coordinated approach to address the local government workforce capacity challenge.
- 10. Where appropriate, this activity may lead to discussions with professional bodies and Government departments to ensure an appropriate 'supply' by education and training providers of people with the relevant qualifications to meet the sector's needs.
- 11. Consideration needs to be given as to how this activity can be resourced, in light of other work to deliver the priorities in the LGA Business Plan.

Short term and ongoing: Continue to provide and enhance support to councils at local and regional levels

¹ There are over 100 councils on the workforce planning network

- 12. The LGA already provides support to councils to address capacity issues including the recruitment and retention challenge, through its Workforce team. This is funded through a mixture of DLUHC sector support grant funding, other Government departments' grant funding for bespoke projects, and payment by councils:
 - i) Guides and resources to help local government employers to address capacity challenges can be accessed via the <u>LGA website</u>. This includes best practice on <u>recruitment and retention</u>, including support to consider the total reward strategy, good practice in equalities diversity and inclusion, job design and alternative entry routes into work;
 - Round table events, national networks, direct support programmes and specialist webinars to help councils improve their approaches to addressing capacity challenges locally;
 - iii) Information and best practice sharing on new and flexible ways of working, support for health and wellbeing, strategies for promoting local government as an employer, workforce planning and regional cooperation to address social work agency costs, working with local authorities' HR professionals and recruiting managers;
 - iv) Supporting councils to reduce the use of agencies in children's social work, which is costly and works against providing stable professional relationships for children and families:
 - v) New promotional materials have been developed with Youth Employment UK to help councils promote employment in local government to 14-19 year olds. This supports councils to work with local sixth forms and FR colleges to attract young people via T level industry (work) placements. Working with the Department for Education and the Gatsby Foundation, the LGA has supported over 70 councils.
 - vi) Annual 'employee healthcheck' surveys for qualified social workers, occupational therapists and non-registered social care practitioners supporting the delivery of social care to help inform workforce planning and target support by better understanding their experience at work;
 - vii) A national <u>apprenticeship programme</u> to help councils maximise use of the apprenticeship levy, promoting best practice and supporting councils to develop their own development programmes;
 - viii) Tools and consultancy are available to councils to develop career pathways, undertake strategic workforce planning and improve employee insights to enable councils to plan their staffing resources more efficiently and effectively.
- 13. The LGA has also successfully bid for other resources to support councils on this theme, such as training to support new managers and aspiring leaders in arts, culture, libraries, sport and physical activity, funded on a rolling basis by Arts Council England and Sport England. Additionally, the LGA supports councils to increase efficiency and adopt new ways of working through its wider Improvement Support programmes.
- 14. The LGA has identified additional support offers that it could provide to councils, subject to the identification of funding (for which various bids have been submitted):

- i) a refocused apprenticeship support programme to enable development of pathways into skills shortage areas (with ongoing advice on how to make best use of the levy);
- ii) Returners programmes for core corporate functions (eg legal, IT and finance). Such programmes are designed to upskill and support professionals who have taken a career break and to promote local government as a career of choice;
- iii) repeat of Returners programmes for adult and children's social care. Past programmes have been effective in supporting experienced professionals to become 'work-ready' after a career break and regain their registration in order to practice, while promoting local government as a great place to work;
- iv) a targeted programme to build capacity and effective teams in council finance teams;
- v) further collation and promotion of case studies and best practice to the sector. Such case studies can also be used to demonstrate to Government and stakeholders the scale of innovation and good practice in the sector;
- vi) pay benchmarking research with relevant data gathering and processing to assist councils with recruitment and workforce planning.
- 15. Consideration needs to be given to how this range of activities could be funded.

Short term and ongoing: Work with Government and other stakeholders at national level to develop and implement strategies and solutions

- 16. Ongoing discussions with councils, professional bodies and the LGA's policy boards have already identified clear views on priorities for action: the LGA will continue to work with professional and regional bodies and to meet with relevant Government departments, to seek to address these where it is best placed to do so. The scale of the challenge is increased due to the number of Government departments with a role to play in relation to sections of the local government workforce.
- 17. In comparison with significant recent Government investment in **recruitment campaigns** for professions such as <u>teaching</u> and <u>defence</u>, there has been minimal investment in local government as a 'brand'. Given the wide variety of professions employed in local government, the potential to make a difference to local communities and places, and the pride experienced by many working in the sector, the LGA believes there is a case for government to fund the development of a recruitment campaign for the sector with materials for use by councils as well as content for use at national level. This could build on initiatives such as #OurDay, the National Graduate Development Programme and current early career promotions work, articulating and promoting the value, diversity and benefits of a career in local government sector. Such a campaign would focus on attracting talent into the sector, with the aim of demonstrating the career opportunities both for those entering specific professions and for those seeking a career change.
- 18. In addition to supporting councils to make the best use of the apprenticeship levy, the LGA is continuing to seek **increased flexibilities** in how the apprenticeship levy can be spent: currently the levy can only be used to pay for apprenticeship training.

- Councils report they would use the levy to fund extra capacity in their council to better manage the levy process to help create more apprenticeship opportunities and to backfill wages when staff on apprenticeships attend training.
- 19. Councils and council-maintained schools have been disproportionately affected by the introduction of the levy as they were unable to spend it effectively in the first few years since its introduction as many of the relevant standards did not exist. This led to a significant proportion of levy funds going unspent, an underspend which has grown in subsequent years due to COVID. The LGA estimates that approximately £143m of councils' and their maintained schools' levy funds have been returned to Government unspent as of December 2022.
- 20. The LGA has supported the development of apprenticeship standards in schools but much more needs to be done to use the levy to create new apprenticeship routes for higher level teaching assistants, teachers and SEND roles. There is not yet complete consensus among teaching trade unions relating to the best way to use apprenticeships to support some of these roles: discussions within DfE are continuing.
- 21. The LGA is calling for the extension of the proposed comprehensive workforce plan for the NHS to include the non-NHS health workforce commissioned or directly employed by councils, the adult social care workforce and those in the community and voluntary sector without whose support the NHS would not be able to operate. We are willing to work with the Government to achieve this, alongside ADASS and other representatives of care and support service users, employers, workers, inspectors and commissioners. This plan should include targeted investment in training, qualifications and support; career pathways and development; effective workforce planning across the whole social care workforce. This would enable a systemic approach to address the needs of the whole health and social care workforce.
- 22. The development of a stable, sustainable solution to the workforce capacity challenge in adult social care requires 'parity of esteem' of staff recognition, value and reward for social care staff with their NHS colleagues. To achieve those aims with a reasonable degree of consensus across the sector, we continue to urge Government to commission an **independent review of pay levels** in the sector and the mechanism for ensuring they support the recruitment and retention of the high-quality workforce the public requires.
- 23. The LGA is calling for implementation of the **knowledge and skills framework** for adult social care (a commitment in 'People at the Heart of Care', the adult social care reform white paper). This framework should be across health and care to enable people to maximise opportunities and build knowledge and understanding of different roles (subject to the current pay differential between health and care being addressed so that the current one-way flow of staff from social care to health is ceased).
- 24. Capacity gaps in adult social care (both directly employed staff and frontline care workers) are being exacerbated by lengthy Disclosure and Barring Service (DBS) processes. It is proposed to seek the support of DLUHC to convene relevant Government departments and professional bodies to consider revisions to existing processes to reduce lengthy recruitment periods and additional costs.

- 25. We are calling on the Department for Education, in consultation with the sector, to develop a shared, holistic 10-year workforce strategy for children and family services with clear actions at national, system, place and provider level. This includes helping the sector plan for and attract the right people we need to meet demand, create new entry routes into social work, focus on prevention rather than crisis, enable social workers to spend more time with families, streamline IT systems to reduce bureaucracy and set out explicit skills and competency frameworks.
- 26. Uncertain funding and the emerging policy environment can make it difficult for councils to invest in the technical, financial and managerial experience to lead local long-term effort for climate change mitigation. We are calling for **clarity of climate change policy and funding**, so that councils can better invest in their capacity, and a strategy to pool technical assistance locally, sub-nationally and nationally which councils can draw on.
- 27. The government, industry and councils should work together to grow the number of ecologists across all partners and ensure that local government is an attractive employer to new ecologists in order to meet new duties in relation to Bio-Diversity Net Gain, the development of Local Nature Recovery Strategies, wider nature recovery, and wider waste and recycling policy reforms.
- 28. We propose to call on the Department for Transport to **remove certificate of professional competence (CPC) renewal costs** to aid recruitment and retention of HGV drivers in the sector.
- 29. We will also develop further our approach to **communicating the nature of the capacity challenge** and our proposed solutions to it.

Ongoing: Working to achieve a sustainable financial future for the sector, stronger local economies and thriving local democracy

- 30. There is potential to further develop the LGA's messaging under the business plan theme 'A sustainable financial future' to highlight the financial implications of addressing the workforce capacity challenge, and the risks to delivery of key priorities such as Levelling Up and economic growth if the challenge is not addressed.
- 31. Such messaging could focus on the need for:
 - medium-term financial settlements so that effective workforce planning can take place over the medium term, and a degree of certainty is provided for jobseekers considering a role in the sector;
 - ii) sufficient funding for councils to enable:
 - HR capacity to undertake workforce planning, in collaboration with local skills providers as part of local planning for economic development;
 - Organisational development, health and wellbeing support, training and development (including digital skills) and 'grow your own' activities;
 - Adequate levels of management supervision;

- The recruitment and retention of sufficient numbers of skilled and motivated staff;
- The accommodation of government policy on the National Living Wage.
- iii) fully-funded professional bursary schemes at national level to boost capacity in skill shortage areas, attract and retain professional talent (similar to schemes in the NHS and those for schools (Teach First). We have developed a proposal for a new graduate programme for planning officers, including bursaries, which is also currently subject to agreement over funding with DLUHC;
- resources to upskill officers to implement reforms to the planning system to ensure they are equipped to create great communities through community engagement and proactive place-making;
- 32. The devolution of national funding and responsibilities as set out in our <u>Work Local</u> vision for devolved and integrated employment and skills provision would also enable councils to plan and take coordinated action in relation to the workforce at regional, sub-regional and local levels.

Implications for Wales

33. Wales faces very similar issues with workforce capacity as are evident in England. Through the LGA Workforce team's regular engagement the WLGA feeds into discussions and the sharing of good practice and experience. The working assumption used is that any steps to improve capacity in England would also be applicable in Wales, taking note of relevant responsibility devolution.

Financial implications

34. Not all of the potential activities listed within this report can be achieved within existing resources. A number are subject to the outcome of negotiations around our improvement grant from DLUHC for 2023/24. Where this is the case this is made clear in the report. This paper is designed to draw together research, activities and plans from around the organisation and to set out where activity is already in place, or where there are plans to develop work further. Where additional resources are required, officers will prepare detailed plans, informed by the Board's steer on priorities, including consideration of chargeable services and business cases for additional funding where required.

Equalities implications

35. Capacity gaps in councils' workforce have the potential to have negative impacts on people with protected characteristics: for example, an inability to meet demand for adult social care can impact older people and people with disabilities.

- 36. Job seekers are looking for diverse workplaces: 76 per cent of job seekers in a 2020 Glassdoor survey² reported that a diverse workforce is an important factor when evaluating employers and job offers. Addressing equalities considerations is a crucial part of work to maximise the potential pool of local government workers and aid retention: support to councils to consider equalities good practice is an important part of the workforce provided by the LGA. This is important in terms of culture and career aspirations, but also means consideration of flexible working and doing more to support the health and wellbeing of staff.
- 37. By working with councils and with relevant professional bodies, the LGA will target its policy and improvement work to address workforce capacity challenges towards those service areas where it is most needed, being mindful of equality, diversity and the impact on local communities.

Next steps

38. Further updates on delivery of actions to address the workforce capacity challenge will be brought to the Board.

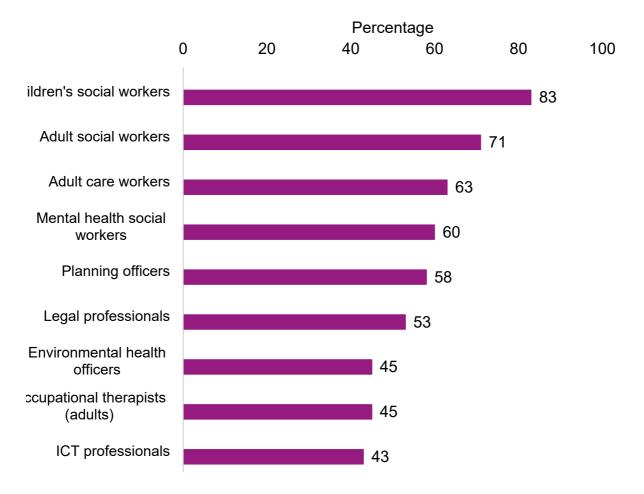
² www.glassdoor.com/research/app/uploads/sites/2/2020/11/Workplace Trends 2021 Glassdoor Final.pdf

Appendix 1: a summary of local government workforce capacity issues

- 1. Details contained within the reports to the policy boards are not repeated here, but headline issues affecting the whole sector are summarised below:
 - i) Core government funding for councils and local authority expenditure has reduced significantly between 2010/11 and 2019/20;
 - ii) Against these reductions in spending, there have been increases in demand for most services;
 - iii) The size of the local government workforce has decreased significantly during the period 2009 and 2022;
 - iv) The picture of reducing staff numbers is worsened by problems with recruitment and retention for those posts which remain;
 - v) Low pay and the cost of living is a factor in all service areas. In some parts of corporate services and in planning, people are moving to better-paid jobs in the private sector. In some areas of the country, the affordability of housing and availability of public transport impacts on the ability of councils to recruit, and options for hybrid working have led people to seek roles further away from their home area;
 - vi) Reductions in staffing and other budgets have led to reductions in supervision, support, training posts, learning and development as well as increased workloads for staff in key roles such as social work. These can all impact on staff retention, the ability for professionals to develop additional expertise and the ability to support the development of less experienced staff stepping into new roles;
 - vii) Councils continued to deliver key services during the COVID-19 pandemic and continue to respond to issues such as the resettlement of refugees and asylum seekers, taking on new responsibilities and adapting to new ways of working. Many officers have been exhausted by this experience, and national trends such as increased numbers of people taking early retirement also apply in the local government sector;
 - viii) Work in some local government services is not always seen as an attractive career. Other sectors are perceived as providing more attractive career options by offering some better terms and conditions and the above factors. A perceived lack of appreciation and recognition, low public profile, negative perceptions arising from public criticism of individuals, financial challenges and service failures in the sector generally all add to the challenge of being able to recruit new entrants. This is despite the sector offering over 800 different career opportunities, offering interesting challenges, good flexible working and favourable terms and conditions. The National Graduate Development Programme demonstrates what can be achieved through an

- approach providing development opportunities, attracting around 4,500 applicants per year.
- 2. The cost of living crisis and widespread industrial unrest placed further pressure on the National Employers as they considered their approach to negotiations for the annual pay awards for local government workers. These pressures compound a pre-existing issue for the sector that arises from the rapidly escalating National Living Wage (NLW), itself driven by Government's policy for it to reach 66 per cent of median earnings by 2024. This year the NLW will increase by 9.7 per cent to £10.42 on 1 April 2023: the latest forecast from the Low Pay Commission (which recommends the NLW level to Government) suggest that in April 2024 the NLW could increase by a further 8.9 per cent to £11.35. The high proportion of local government staff who are at or near this pay level means that a significant proportion of any pay award has and will continue to be consumed in order to ensure workable legal compliance with the NLW. Without additional funding from Government to meet this cost there is little or no capacity to meet the pay-related challenges of those further up the pay scale. In fact, their pay position is likely to continue to worsen in comparison with the wider public and private sectors.
- 3. The local government pay spine was redesigned in 2017 when the NLW underwent reform. This has become necessary again in light of the current government policy to increase the NLW to 66 per cent of average earnings in 2024. This has required greater increases at the bottom end of the pay spine compressing differentials between pay points. Combined with a three fold increase in staff on pay levels above the top green book pay point but below the Chief Officer grades; the need for reform is pressing. There is not a quick solution to this as it requires research and time and ultimately has to be collectively agreed with the relevant trade unions however, we are seeking the necessary resource through the DLUHC grant to commence this work.
- 4. The LGA's most recent research shows that 92 per cent of councils are experiencing recruitment difficulties in at least one occupation and 83 per cent are experiencing retention difficulties in at least one¹. Recruitment problems are affecting all types of authority and all types of service. Figure 1 shows, as a proportion of all councils, the most difficult to recruit occupations/ roles:

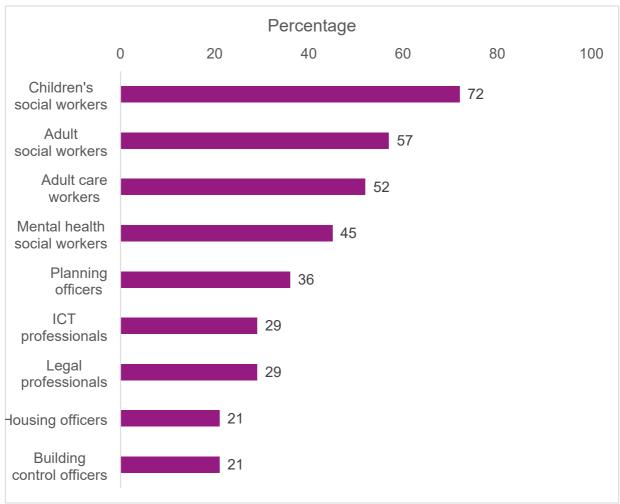
¹ www.local.gov.uk/publications/2022-local-government-workforce-survey



Base: all councils (119 overall, but number varies by occupation/role as the results are calculated for the type of council that holds responsibility for them).

Source: LGA Workforce Survey 2022

5. Figure 2 shows that, as a proportion of all councils which run the service, the most difficult to retain occupations / roles are often those which are challenging to recruit:



Base: all councils (119 overall, but number varies by occupation/role as the results are calculated for the type of council that holds responsibility for them).

Source: LGA Workforce Survey 2022

- 6. A major part of the capacity challenge arises from recruitment and retention challenges at local, regional and national level. These are leading to the following further impacts and consequences:
 - Because councils are competing with each other and with other public agencies to recruit from an increasingly limited pool of experienced officers, councils are having to use **market supplement payments** (which were not necessarily accounted for when in-year budgets were set) to attract and retain people into certain key skill shortage roles;
 - ii) Councils are increasingly having to **rely on agency staff** to fill gaps, which leads to increased costs and impacts on service quality;
 - iii) It can be **difficult to recruit managers** with the required skills and experience; and pay restraint is acting as a disincentive for people to seek promotion to supervisory roles. This impacts further on retention for more junior roles as this lack of suitable opportunities for progression and succession means staff will choose to leave or stay and may become disengaged. Vacancies at supervisory and management levels can also lead to a reduction in service quality.

- iv) Some councils are reporting **disruption to their services** as a result of not having the right staff (in numbers or skills to meet demand) to run normal services, and some services have been stopped or reduced to the statutory minimum;
- v) Some staff experienced **negative impacts on their health and wellbeing and morale** due to unsustainable workloads and negative media coverage;
- vi) There is a loss of expertise as councils are **unable to carry specialist posts** (for example, specialisms within regulatory services) within their headcounts;
- vii) As events lead to increased focus on specific service areas, **further pressure is placed on already-strained capacity** (for example, work currently underway to review housing conditions (particularly in the private rented sector);
- viii) As new policies and duties emerge, there can be a lag in the provision of **new burdens funding** to support recruitment of posts to deliver new responsibilities, as well as a **need to develop associated expertise and capacity**;
- ix) Anecdotally, the Workforce team is aware that councils have **reduced corporate support services** due to financial pressures and this has resulted in a lack of capacity to support recruitment, development and other human resource related activity, exacerbating the challenge to address the issues at hand.
- 7. The National Employers for local government services took the unprecedented step in 2022 of writing to the Secretary of State for DLUHC when they made their final pay offer to the trade unions, highlighting the need for additional funding to meet the NLW cost. Government declined to recognise the issue and the pressure it places on local government, which is much more significant than in other parts of the public sector where the impact of the NLW affects the pay levels of far fewer employees. The additional funding made available from 2023/24 may assist in a small way with the challenge of meeting the NLW cost in 2023/4 but leaves the cumulative cost highlighted in 2022 unmet: it is therefore unlikely that this will provide much support for councils in meeting their workforce capacity challenges. While the 9.2 per cent increase in local government core spending power announced in the 2023/24 Provisional Local Government Finance Settlement will help councils deal with inflationary and other cost pressures, the LGA will continue to make the case for the underlying and existing pressures that remain. Many councils will also see much lower increases in Core Spending Power in the next financial year.
- 8. The LGA and partners have had some success in highlighting the scale and nature of workforce capacity issues in the sector. For example:
 - i) The Government has announced:

- £500 million for measures to support the adult social care workforce (December 2021 white paper on adult social care);
- its intention to publish a comprehensive workforce plan for the NHS (November 2022 Autumn Statement). In response, the LGA has stressed the need to expand the scope of the plan to include the adult social care workforce:
- it would delay the rollout of adult social care charging reform in light of concerns from the sector that underfunded reforms would have exacerbated significant ongoing financial and workforce pressures (November 2022 Autumn Statement;
- funding to support overseas recruitment for the adult social care sector (the LGA has also produced <u>guidance to support social care providers to maximise opportunities from overseas recruitment</u>).
- ii) The Government has also announced:
 - its consultation on increases to planning fees to improve capacity in the local planning system for core services and planning reforms, referencing the LGA's calls for an increase in resources (the LGA will respond to the consultation in due course);
 - its commitment to developing a comprehensive resources and skills strategy for the sector (August 2020 'Planning for the Future white paper);
- iii) The Government has now launched consultation on the introduction of a set of national rules on the engagement of agency social workers in children's social care, following concerns raised by the LGA about the agency market and malpractice. The growing prevalence of managed teams in the market has led to concerns about a lack of vetting assurance associated with these teams, and a reduction in the availability of agency social workers for 'standard' appointments.
- iv) New Government strategies on libraries and sport are being developed. The Government has committed that these will include actions on workforce issues, while the LGA has been commissioned to deliver a workforce mapping survey on the library, archives, records, information and knowledge sector to inform these.
- 9. The experience of the regulatory services task and finish group, in 2021, however, offers some indication of the possible challenges. The LGA was successful during COVID-19 in highlighting the demands on regulatory services and implications for the future pipeline of officers, leading to the creation of the task and finish group and cross-Whitehall engagement with a proposal for a £15 million regulatory services apprenticeship fund, which achieved some support. The proposal was not subsequently approved and the Department for Levelling Up, Housing and Communities (DLUHC) has stepped back from the role it was playing on regulatory services. While the Food Standards Agency is continuing

to look at this issue, there are challenges linked to the split interest in environmental health and trading standards across different Government departments and no single department having ownership of these professions.

Adult social care

Capacity gap data

- 165,000 vacancies across all providers (Skills for Care breaks down the rates for posts at different levels/ employer types and provides other detailed analysis)
- Social worker vacancy rate: 9.4%ii; 89% recruited from within the adult social care sectoriii
- By 2035, sector may need 480,000 extra filled postsiv
- Competition for staff from other sectors appears to be cancelling out any gains made by the increased supply of available workers^v

Reasons for recruitment/ retention challenge

- Top drivers impacting social workers' desire to stayvi:
 - Feeling positive/able to cope with work most of the time
 - Satisfactory one to one supervision/ access to professional development and training
 - 58 per cent of social workers say caseloads unmanageable and experiencing deteriorating mental health because of their rolesvii
- Top reasons for staff leaving domiciliary care providers: better pay outside the care sector, better hours/ conditions, feeling burnt out/ stressedviii
- 90 per cent of directors agree there has been an increase in the number of people leaving the social care workforce due to the cost of livingix

Tactics to bring more people into local government

- Ensure the comprehensive 10-year NHS workforce plan includes adult social care
- Financial support to costs of overseas recruitment (confirmation of funding for 2023/4 awaited)
- Promote a positive image of social care as a rewarding and fulfilling career
- Workforce modelling and capacity planning

Tactics to address retention challenge

- Knowledge and skills framework for adult social care
- Meaningful/impactful wellbeing support, influenced through National Wellbeing Steering Group
- Targeted and/or values-based recruitment
- Better pastoral care of overseas recruits
- More flexible working that aids wellbeing and retention
- Retention payment schemes
- Independent review of care worker pay (ie non-LG directly employed workforce)
- improve pay and conditions for frontline care workforce (non-LG directly employed), improve career development opportunities^x

Stakeholders

- **ADASS**
- Skills for Care
- DHSC
- CQC
- Provider representatives / alliances inc. NCF, CPA etc
- Trade unions
- Think Local Act Personal / Social Care Future
- SCIE

What is the LGA's role? (actions completed/in train)

- Lobby to ensure the NHS workforce plan includes adult social care (and limits scope for 'poaching' staff); ensure adult social care workforce funding is appropriately targeted
- Conduct Employer's Health Check survey to support councils to understand where to focus efforts
- Guidance published to support integrated workforce planning
- Production of resources, top tips, tools to support retention and flexible working
- Chair / input to the National Wellbeing Steering Group
- Support the development and evaluation of Care/Career Academies
- Work through the (informal) National ASC Leaders Group to produce joint/shared position statements and papers on workforce priorities
- Discuss with professional bodies the potential to increase the proportion of tasks which can be completed by non-qualified social workers

Children's social care

Capacity gap data

- 6,522 children and family social worker vacancies^{xi}
- Staffing levels in children's social care have increased^{xii} but have not kept pace with increased demand and complexity.
- No modelling exists of the number of posts required on the number of posts required to ensure appropriate caseloads in light of current and projected demand
- McAlister review highlights impact of 'bureaucracy' on social worker capacityxiii

Financial implications

£100m/ year spent on agency staffxiv

Reasons for recruitment/ retention challenge

- Top drivers impacting social workers' desire to stay^{xv}:
 - Feeling positive/ able to cope with work most of the time
 - Satisfactory one to one supervision
 - Access to professional development and training
- 58% of social workers say caseloads unmanageable and experiencing deteriorating mental health because of their roles^{xvi}
- Agency contracts offer competitive incentives^{xvii} as well as providing flexibility, which is valued
- 11.2% of local government children's social workers left their roles in 2020/21: 77% of these left the sector; 23% went to agency roles^{xviii}

Tactics to bring more people into local government

- Holistic 10-year workforce strategy for children and families
- Government <u>consultation</u> on national rules on agency usage
- Government-funded training programmes and bursaries

Tactics to address retention challenge

- Good practice in health and wellbeing support
- Reduction in demand through early intervention/ prevention
- Funding for administrative support, capacity for supervision and training
- Use of flexible working options
- Adherence to Employer Standards for social workers
- Government proposals to establish Early Career Framework

Stakeholders

- DfE
- ADCS
- Ofsted
- Social Work England
- Trade unions

What is the LGA's role? (actions completed/ in train)

- Lobby for a holistic workforce strategy
- Lobby for funding for admin support, supervision capacity and training
- Support regions to reduce agency usage
- Conduct the Employer's Health Check survey to support councils to understand where to focus efforts
- Provision of advice and support to HR professionals on health and wellbeing support, flexible working options, workforce planning and advice
- Discuss with professional bodies the potential to increase the proportion of tasks which can be completed by non-qualified social workers

Climate change

Capacity gap data

- 92 per cent of council respondents stated that lack of workforce capacity is a barrier to their authority tackling climate change to a great or moderate extent^{xix} and more detailed research has been conducted on additional capacity required to deliver Biodiversity Net Gain duties^{xx}
- More clarity is needed on the policy landscape (and messy/ uncertain funding) before workforce planning can be undertaken – this could include models whereby technical expertise is shared between councils

Tactics to bring more people into local government

- Government, industry and local government to work together to grow the number of ecologists
- Long-term funding certainty to invest in new capacity and pool technical expertise
- National Graduate Development Programme type scheme for green jobs (subject to greater policy clarity)
- Greater use of apprenticeships to train people for green jobs
- Decrease the amount of competitive funding; grant councils money to pay for long term projects, enabling councils to employ permanently
- Fund the mission to reach net zero, enabling funding of officers with relevant skills

Reasons for recruitment/ retention challenge

- New burdens arising from Environment Act
- Reaching net zero is not a statutory duty. Councils have therefore not corporately allocated funding for jobs to address the challenge
- Short-term funding necessitates 12-month contracts (49 per cent^{xxi})
- There is uncertainty as to which areas need further development and which should be prioritised (38 per cent)
- There is difficulty finding candidates with the required skills (37 per cent) including specialist roles such as ecologists
- Inability to compete with other employers in terms of salaries (28 per cent)

Tactics to address retention challenge

 Funding and capacity to enable time for staff to learn and develop new skills on the job e.g train people to be qualified fitters for green energy solutions such as air source heat pumps

Stakeholders

- ADEPT
- DESNZ, DSIT, DLUHC, DfT
- The Climate Change Committee
- The Retrofit Academy
- Business Services Association
- Trade unions

What is the LGA's role? (actions completed/in train)

- Lobby for long-term funding certainty
- Lobby for new burdens funding for Biodiversity Net Gain
- Work with Government and industry to raise awareness of the recruitment/ retention challenge, including through the Local Net Zero Forum (a partnership group between local and central government across Departments)

Corporate services	
Capacity gap data	Reasons for recruitment/ retention challenge
 No data exists on the number of vacancies in corporate roles or modelling of the number of posts required (although the Local Government Workforce Survey 2022**ii* and Local Partnerships research confirm capacity issues) Research to be conducted on capacity and priorities for the future of revenues and benefits services 	 Large cohort of experienced senior finance professionals retiring or moving into more flexible interim roles^{xxiii}. Anecdotally, also the case for legal, HR, IT and Comms Specialist knowledge of complex and regulated areas have specific operating models/ financial reporting requirements which can represent a barrier to entry for finance professionals outside the sector^{xxiv}. Anecdotally, also the case for legal, HR, IT and Comms Welfare reform continues to present challenges for Revenues and Benefits service planning: delays/ policy changes to the roll-out of Universal Credit impact on Housing Benefit administration; regular, short notice and complex changes to local discretionary support.
Tactics to bring more people into local government	Tactics to address retention challenge
 Returners programme for finance, IT, legal (subject to DLUHC funding) Finance profession to produce a national workforce strategy Profession to review syllabus for future needs 	 Targeted interventions to help build capacity and effective finance teams to improve and support financial decision making (subject to DLUHC funding) Conduct research and press government for greater clarity and certainty on the role of councils in administering benefits and providing local welfare support Mentoring scheme for CFOs
Stakeholders	What is the LGA's role? (actions completed/ in train)
 CIPFA/ ICAEW DLUHC LLG FRC DWP WLGA/ COSLA Trade unions 	 Conduct research into capacity, priorities and recommendations for the future of revenues and benefits services Lobby/ collaborate with DWP on the future of revenues and benefits services, partner with WLGA and COSLA as appropriate Commissioned Local Partnerships research on local government finance capacity/ capability for DLUHC Mentoring scheme for CFOs Deliver returners programme(s) Contact FRC to seek to support their workforce strategy

Economic development	
 Capacity gap data No data exists on the number of vacancies in economic development roles or modelling of the number of posts required Note that: The structure, role and functions of economic development teams vary by type of authority and for other historical reasons CEDOS^{xxv} have identified a likely need for change in operation and range of services offered Requirements to bid for/ report against multiple sources of Government funds adds to capacity challenge. The absorption of the LEP role into councils in their new 'lead authority' role for economic growth may lead to further capacity 	 Reasons for recruitment/ retention challenge Loss of staff to the private sector for increases in salary of 50 – 100 per cent^{xxvi} Many economic development roles are on fixed term contracts to manage time limited funds – recruitment into short term roles increasingly difficult to recruit to^{xxvii} Short deadlines for funding lead to poaching from other authorities^{xxviii}
 Challenges. Tactics to bring more people into local government Making better use of the Apprenticeship Levy and increased flexibility in its use Work with local universities to promote recruitment to roles in the sector 	Tactics to address retention challenge • Longer lead-in times for UKSPF projects
 Stakeholders CEDOS DLUHC DBT The What Works Centre for Economic Growth (managed by the Centre for Cities) 	 What is the LGA's role? (actions completed/ in train) Commissioned Shared Intelligence to review future skills needs of economic development teams building on the CEDOS work. Support councils to make better use of the Apprenticeship Levy and lobby for more flexibility

• No 10 Delivery Unit (planning own work to explore capacity/ capability

of councils to deliver economic growth funds)

• Trade unions

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Librarios and loisuro sorvicos	
 Capacity gap data A workforce survey is underway. No data currently exists on the number of vacancies in library/ leisure roles or modelling of the number of posts required. Note that workforce is generally low paid and part-time (this means good entry points for young people entering the workforce, carers, and those with family responsibilities). For sport, 45% of the paid workforce are 16-24. 21% are 25-34). Tactics to bring more people into local government Government commitment that new strategies on libraries and sport will include actions on workforce issues (by Sept 23) Professional bodies are developing workforce and skills strategies Modern/ good practice recruitment processes Use of apprenticeships and other Kickstarter programmes Focus on value and impact of roles not just competencies and pay in recruitment 	Reasons for recruitment/ retention challenge Anecdotal feedback from Heads of service suggests reasons include: Payscales – more attractive salaries available outside the sector even at more senior levels Limited career progression opportunities within services due to static workforces. Even when senior managers are retiring post pandemic (library services have an ageing workforce), management levels are being stripped out so there are still few opportunities Lower graded staff unwilling to take on extra shifts etc due to petrol costs etc Tactics to address retention challenge Flexible working Offer Training and career development opportunities and apprenticeships to upskill staff Promote membership of professional networks and vocational networks –this brings opportunities for sometimes free skills development and also provides a support network for individuals. Developing leadership and management to be more proactive around building a more inclusive workforce Promote and support cross sector working and learning and opportunities – building more flow within the wider sector – sharing experiences and skills.
 Stakeholders DCMS CLOA CILIP and CILIP networks CIMSPA Libraries Connected Trade Unions Arts Council England DLUHC DfE Trade unions 	 What is the LGA's role? (actions completed/ in train) Workforce mapping survey to inform Government strategies Training for new managers and aspiring leaders (ACE and Sports England funding) Compile/ publish recruitment/ retention/ apprenticeship case studies Disseminate recruitment good practice

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Planning	
Capacity gap data	Reasons for recruitment/ retention challenge
 No data exists on the number of vacancies in local government planning roles or modelling of the number of posts required (Local Government Workforce Survey 2023 confirms nearly three-fifths of councils have recruitment difficulties^{xxix}) Note that: 	 Public sector planning not valued/ seen as an attractive career*xxxi Competing with private sector in a small pool including cannibalisation (eg Homes England/ PINS)*xxxii More people retiring than entering profession*xxxiii Lack of funding to employ staff numbers required*xxxiv Anecdotally, planners are increasingly moving to consultancy/ agency
 Skills and experience are as big an issue as resources^{xxx} Additional capacity will be needed to address forthcoming planning reforms 	roles where they feel less visible in the context of politically-charged decisions
Tactics to bring more people into local government	Tactics to address retention challenge
 Government commitment to a comprehensive resources and skills strategy for the sector Town planning apprenticeship pilot Pathways into planning programme (awaiting DLUHC response) Councils' own graduate/ apprentice schemes Career grades 	 Resources to upskill officers to implement planning reforms Fast-tracking experience on a risk-based approach Survey of planners' wellbeing (RTPI) Develop new digital tools to help make planning processes more efficient
Stakeholders	What is the LGA's role? (actions completed/ in train)
 DLUHC RTPI Trade unions 	 Deliver town planning apprenticeship pilot and consider potential for scaling up Work with Government to better understand scale and nature of workforce capacity gaps in local government planning services Deliver Pathways into planning programme Lobby for resources to deliver planning reforms

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Public health				
Capacity gap data A shortfall of 5,000 health visitors xxxx: there has been a loss of almost 40% of health visitors in England since 2015 xxxvi	Reasons for recruitment/ retention challenge Staff are still being redeployed from the health visiting profession to support other parts of the healthcare system support other parts of the healthcare system sys			
 40% of health visitors in England since 2015***xxvi Falling numbers in the specialist and core public health workforce, including public health analysts and intelligence professionals. No other data exists on the number of vacancies in public health teams or modelling of the number of posts required (79 per cent of English health visitors think there are insufficient filled student health visitor places to maintain workforce supply needs)*** Note that:	 support other parts of the healthcare system xxxviii During the pandemic, supply was partly met with public health specialists returning or delaying retirement, re-deploying staff and capitalising on a broader skills mix. Public health staff experienced a 'once in a lifetime' career episode, which led to burnout and stretched specialist capacity across the system and increasing the risk of people leaving the workforce prematurely or reducing their input. Anecdotally, some health visitors have taken roles with private providers/ 			
 OHID are conducting stocktake of capacity and capability needs of the sector Multiple types of roles in public health makes mapping more complex 	NHS due to better terms and conditions			
Tactics to bring more people into local government	Tactics to address retention challenge			
 Ensure that the comprehensive 10-year NHS workforce plan includes allied health professions Think more broadly beyond academic qualifications to create career pathways into senior public health roles to plug unfilled vacancies. 	Promote and support cross sector working and learning and opportunities			
Stakeholders	What is the LGA's role? (actions completed/ in train)			
 DHSC ADPH OHID Institute of health visitors Health Education England (responsibility for LA-commissioned services 	 Lobby to ensure the NHS workforce plan includes public health nursing such as health visitors, school nurses; Lobby for additional resources through the public health grant. Input into the OHID stocktake of capacity and capability 			
but more focused on NHS)Trade unions				

Regulatory services

Capacity gap data

- No data exists on the number of vacancies in regulatory services roles, although anecdotal evidence indicates there are widespread challenges with recruiting.
- Local Government Workforce Survey 2022 showed two-fifths of councils have difficulty recruiting environmental health officers and building control officers; and a fifth have problems retaining them^{xxxix}.
- There is no modelling of the number of posts required in these services. Essentially, the more officers there are, more of the wide range of statutory duties can be proactively supported.
- Workforce surveys have previously indicated that the number of trading standards professionals has reduced by around half since 2022, with a smaller reduction in environmental health.

Reasons for recruitment/ retention challenge

- Cross-government task group identified:
 - o Ageing workforce
 - o Loss of officers to other sectors and agencies, exacerbated by COVID-19
 - Limited pool of professional capacity available
 - Lack of funding for training posts, an impact of the reduction to services' budgets following cuts to council funding
 - o Lack of management time to mentor new officers
 - o Increasing generalist roles, decreasing specialist expertise
- Reduction in EH university courses offered/numbers accessing them.
- SSC wrote to ministers to highlight uncoordinated creation of new enforcement duties, creating additional capacity issues for already stretched services.

Tactics to bring more people into local government

- Awareness raising of regulatory services/ careers (CTIS/ CIEH/BSR)
- CIEH <u>Apprenticeship toolkit</u>. CTSI have recently developed a trading standards specific apprenticeship, while plans are also being developed for a licensing apprenticeship.

Tactics to address retention challenge

- Funded apprenticeship schemes covering salaries of regulatory apprentices.
- More cost recovery mechanisms to bring additional resources into the service
- Promote leadership development scheme within existing workforce (by CTSI/ CIEH)
- Review of resourcing in local EH/TS services (FSA)

Stakeholders

- DEFRA/ DB&T/ Home Office/ DLUHC/ DfT
- Food Standards Agency
- Health and Safety Executive / Building Safety Regulator
- Animal and Plant Health Agency
- Office for Product Safety and Standards
- Chartered Institute of Environmental Health
- Chartered Trading Standards Institute
- Institute of Licensing
- Trade unions

What is the LGA's role? (actions completed/ in train)

- Lobby for more cost recovery mechanisms.
- Lobby for funding for EH and TS apprenticeships and sustained investment in building control
- Facilitate regional/joint approaches to apprenticeship schemes (as in current North East approach to Trading Standards) subject to identification of funding

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Waste	T
Capacity gap data	Reasons for recruitment/ retention challenge
 There is limited data on capacity gaps or modelling of the number of posts required There have been snapshot surveys at points where council contractors have had challenges in recruiting and retaining HGV drivers The Local Government Workforce Survey 2022 reported a fifth of councils with recruitment difficulties^{xl}. 	 Inadequate skills in the workforce generally, and periods where this is acute Competition with the private sector for those professional waste management skills and experience that do exist, for instance with waste contractors or consultancies.
Tactics to bring more people into local government	Tactics to address retention challenge
 Awareness of local government as a sector, and the role in helping promote waste minimisation and a circular economy as 	Remove costs of renewal for certificate of professional competence for HGV drivers
important to carbon reductions	Greater secondments with private sector
Stakeholders	What is the LGA's role?
• DEFRA	Lobby for removal of CPC costs
• DfT	Representations on the proposed reforms to the waste sector, which are
• NAWDO	putting a range of pressures on local authorities
• ADEPT	
• ESA	
Packaging producers	
Trade unions	

- vii Social workers case loads putting vulnerable at risk Campaign Collective
- viii Adult social care workforce survey: December 2021 report GOV.UK (www.gov.uk)
- ix ADASS Autumn survey, November 2022
- x Written evidence submitted by Skills for Care to LUHC select committee, 2021
- xi Children's social work workforce, Reporting Year 2021 Explore education statistics GOV.UK (explore-education-statistics.service.gov.uk)
- xii Children's social work workforce, Reporting Year 2021 Explore education statistics GOV.UK (explore-education-statistics.service.gov.uk)
- xiii Final Report The Independent Review of Children's Social Care (childrenssocialcare.independent-review.uk)
- xiv Final Report The Independent Review of Children's Social Care (childrenssocialcare.independent-review.uk)
- xv The Standards for Employers of Social Workers: National report summary 2021 | Local Government Association
- xvi Social workers case loads putting vulnerable at risk Campaign Collective
- xvii Children's social care 2022; recovering from the COVID-19 pandemic GOV.UK (www.gov.uk)
- xviii Children's social work workforce: attrition, caseload, and agency workforce, Reporting Year 2021 Explore education statistics GOV.UK (explore-education-statistics.service.gov.uk)
- xix Climate Change Survey 2021 | Local Government Association
- ** ALGE-ADEPT-Report-on-LPAs-and-BNG-2022.pdf
- xxi Climate Change Survey 2021 | Local Government Association
- xxii Local Government Workforce Survey 2022, Local Government Association
- xxiii Local government finance capacity and capability study (localpartnerships.org.uk)
- xxiv Local government finance capacity and capability study (localpartnerships.org.uk)
- xxv Future of Economic Development Research CEDOS Chief Economic Development Officers Society
- xxvi Future of Economic Development Research CEDOS Chief Economic Development Officers Society
- xxvii Future of Economic Development Research CEDOS Chief Economic Development Officers Society
- xxviii Future of Economic Development Research CEDOS Chief Economic Development Officers Society

ⁱ The state of the adult social care sector and workforce 2022 (skillsforcare.org.uk)

ii The state of the adult social care sector and workforce 2022 (skillsforcare.org.uk)

iii The state of the adult social care sector and workforce 2022 (skillsforcare.org.uk)

iv The state of the adult social care sector and workforce 2022 (skillsforcare.org.uk)

^v The state of the adult social care sector and workforce 2022 (skillsforcare.org.uk)

vi The Standards for Employers of Social Workers: National report summary 2021 | Local Government Association

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xxix Local Government Workforce Survey 2022, Local Government Association

xxx Survey of planning departments 2019 | Local Government Association

xxxi Survey of planning departments 2019 | Local Government Association

xxxii Survey of planning departments 2019 | Local Government Association

xxxiii Survey of planning departments 2019 | Local Government Association

^{****} www.london.gov.uk/what-we-do/regeneration/advice-and-guidance/helping-london-authorities-deliver-placeshaping-capacity-survey

xxxv State-of-Health-Visiting-Survey-2021-FINAL-VERSION-25.11.21.pdf (ihv.org.uk)

xxxvi State-of-Health-Visiting-Report-2022-FINAL-VERSION-13.01.23.pdf (ihv.org.uk)

xxxvii State-of-Health-Visiting-Report-2022-FINAL-VERSION-13.01.23.pdf (ihv.org.uk)

xxxviii State-of-Health-Visiting-Survey-2021-FINAL-VERSION-25.11.21.pdf (ihv.org.uk)

xxxix Local Government Workforce Survey 2022, Local Government Association

xl Local Government Workforce Survey 2022, Local Government Association