

## Personnel Committee

Date: **Monday 4 December 2017**  
Time: **10.00am**  
Venue: **Conference Room, Ground Floor, South Wing  
County Hall, Norwich**

**Persons attending the meeting are requested to turn off mobile phones.**

### **Membership**

Mr C Jordan  
Mr G Nobbs  
Mr A Proctor  
Dr M Strong  
Mrs A Thomas

**For further details and general enquiries about this Agenda  
please contact:**

Karen Haywood on 01603 228913  
or email [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

**Under the Council's protocol on the use of media equipment at meetings held in public, this meeting may be filmed, recorded or photographed. Anyone who wishes to do so must inform the Chairman and ensure that it is done in a manner clearly visible to anyone present. The wishes of any individual not to be recorded or filmed must be appropriately respected.**



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# **A g e n d a**

## **1 Apologies**

To receive any apologies.

## **2 Election of Chairman**

## **3. Election of Vice Chairman**

## **4. Minutes**

To confirm the minutes of the meeting held on 27 February 2017.

**(Page 5)**

## **5. Members to Declare any Interests**

If you have a Disclosable Pecuniary Interest in a matter to be considered at the meeting and that interest is on your Register of Interests you must not speak or vote on the matter.

If you have a Disclosable Pecuniary Interest in a matter to be considered at the meeting and that interest is not on your Register of Interests you must declare that interest at the meeting and not speak or vote on the matter.

In either case you may remain in the room where the meeting is taking place. If you consider that it would be inappropriate in the circumstances to remain in the room, you may leave the room while the matter is dealt with.

If you do not have a Disclosable Pecuniary Interest you may nevertheless have an Other Interest in a matter to be discussed if it affects

- your well being or financial position
- that of your family or close friends
- that of a club or society in which you have a management role
- that of another public body of which you are a member to a greater extent than others in your ward.

If that is the case then you must declare such an interest but can speak and vote on the matter.

## **6. Pay Policy Statement 2018-19**

Report by the Head of Human Resources

**(Page 7)**

## **7 Gender pay gap reporting**

Report by the Head of Human Resources

**(Page 15)**

## **8 Grade of Locality Library and Information Assistant**

Report by the Head of Human Resources

**(Page 20)**

- 9. Enhanced employment offer for “hard to recruit” posts** **(Page 34)**  
Report by the Head of Human Resources

**10 Exclusion of Public**

The committee is asked to consider excluding the public from the meeting under section 100A of the Local Government Act 1972 for consideration of the items below on the grounds that they involve the likely disclosure of exempt information as defined by paragraph 4 of Part 1 of Schedule 12A to the Act, and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

The committee will be presented with the conclusions of the public interest tests carried out by the report author and is recommended to confirm the exclusion.

- 11. Employment Costs 2018-19** **(Page 45)**  
Report by the Strategy Director

**Chris Walton**  
**Head of Democratic Services**  
County Hall  
Martineau Lane  
Norwich  
NR1 2DH

Date Agenda Published: 23 November 2017



## **Personnel Committee**

### **Minutes of the Meeting held on 27<sup>th</sup> February 2017 at 10.00am in the Conference Room, Ground Floor at County Hall**

#### **Present:**

Mr C Jordan (Chairman)  
Mr G Nobbs  
Mr A Proctor  
Mrs A Thomas

#### **Substitute members present:**

Mr J Childs (for Mr T Coke)

#### **Also Present:**

Mr R Graham-Leigh	Reward Manager/ Acting Human Resources Manager
Ms K Haywood	Democratic Support and Scrutiny Manager
Mrs A Sharp	Acting Head of Human Resources
Dr W Thomson	Managing Director

#### **1. Apologies**

- 1.1 Apologies for absence were received from Mr T Coke (Mr J Childs substituted).

#### **2. Minutes of the Meeting Held on 5<sup>th</sup> December 2016**

- 2.1 The minutes of the meeting held on 5<sup>th</sup> December 2016 were agreed as a correct record and signed by the Chairman.

#### **3. Declarations of Interests**

- 3.1 There were no interests to declare.

#### **4. Pay Policy Statement 2017-18**

- 4.1 The annexed report (4), and the addendum to the report, by the Acting Head of Human Resources was received.
- 4.2 The Committee noted the addendum to the report which outlined, by way of context, some proposed changes to legislation, which would affect public sector employment. It described changes to the way intermediaries legislation (IR35) would be applied to off-payroll working in the public sector from 6 April 2017.
- 4.3 In response to an issue raised regarding the impact on agency social workers, the Committee noted that there would be little financial benefit for many to retain their self-employed status. The County Council were actively in dialogue with a number of agency social workers to encourage them to convert to direct

employment with the Council.

- 4.4 The Committee noted the issues raised in the addendum to the report and discussed the likely impact on the County Council.

4.5 **RESOLVED:**

The Committee reviewed the draft Statement at Appendix 1 of the report and recommends the final version to full Council ready for publication.

The meeting concluded at 10.15am

**CHAIRMAN**

# Personnel Committee

Item no 6

<b>Report title:</b>	<b>Pay Policy Statement 2018-19</b>
<b>Date of meeting:</b>	<b>04 December 2017</b>
<b>Responsible Chief Officer:</b>	<b>Head of HR</b>
<b>Strategic impact</b> Every Local Authority is required to approve and publish a Pay Policy Statement at the beginning of each financial year, under the Localism Act 2011.	

## Executive summary

The Council is required to publish a Pay Policy Statement every year. This report provides a draft Statement for 2018/19, for comment and recommendation to full Council for approval.

The Statement is substantively unchanged from the 2017/18 version.

The report notes possible future regulations which may require in-year amendment to the Statement.

### Recommendations

**The Personnel Committee is recommended to review and comment on the draft Pay Policy Statement, and to recommend the Statement to full Council for approval.**

## 1 Background

- 1.1 Every Local Authority is required to approve a Pay Policy Statement at the beginning of each financial year, under the Localism Act 2011. Members have previously been provided with the full guidance on the required content of the Statement, and a copy is available in the Members Room or at the web link on page 2. The present Statement was approved by Full Council in April 2017.
- 1.2 A draft Statement for 2018-2019 is attached at Appendix 1. Members are invited to comment and to recommend the Statement to full Council for approval.

## 2 Proposal – the draft Statement for 2018-2019

- 2.1 No substantive change is proposed, however where factual updates have been made they are indicated in **Bold Italics Underlined** in Appendix 1.
- 2.2 Members should be aware of the following statutory developments:  
Off-payroll working through an intermediary IR35 Regulations
- 2.3 Legislative changes clarifying the status of “off payroll” workers (Off-payroll working through an intermediary IR35 Regulations) took effect from 1 April 2017. The Council has fully implemented necessary changes but the Pay Policy Statement does not refer to the Regulations, as these are about

determining the contractual relationship of certain categories of worker, and do not affect the Council's pay policy.

#### Public sector exit payment reforms

- 2.4 Last year's report mentioned Government proposals to introduce new regulations on public sector pay, which were expected to take effect in 2016. To date they have not been implemented and the final form of the regulations, and their effective dates, are still unknown. These relate to:
- a) repayment of severance payments made to public sector employees leaving jobs on salaries of £80,000 pa or more, and who return to work in the same part of the public sector within 12 months (for example, leaving a local authority and then joining another local authority)
  - b) capping public sector severance payments to an individual to a total of £95,000.
- 2.5 When the final form and implementation date of the regulations are known, a revised Pay Policy Statement can be put to the Personnel Committee if necessary, to enable referral to full Council for an in-year amendment to the Statement.

### **3 Financial implications**

- 3.1 The Statement is part of the improved transparency arrangements which all local authorities have been required to adopt under the Localism Act 2011. The revised Statement will replace the 2017-2018 version already published, and there are no financial or other implications.

### **4 Background papers**

- 4.1 Guidance from the Department for Communities and Local Government is available in the Members Room. It is also available on the DCLG website at <https://www.gov.uk/government/collections/openness-and-accountability-in-local-pay>

### **Officer Contact**

If you have any questions about matters contained in this paper please get in touch with Sarah Shirtcliff 01603 222796 sarah.shirtcliff@norfolk.gov.uk



If you need this report in large print, audio, Braille, alternative format or in a different language please contact 0344 800 8020 or 18001 0344 800 8020 (textphone) and we will do our best to help.



DRAFT

NORFOLK COUNTY COUNCIL

Pay Policy Statement 2018-2019

Approved by County Council on [date to be inserted]

[Text is the same as for the 2017/18 Statement except where shown in **Bold Italics Underlined**]

## 1. Introduction and Scope

- 1.1. Norfolk County Council is committed to accountability, transparency, equity and fairness in pay, reward and remuneration. This Pay Policy Statement outlines the Council's pay and reward policies for 2018-2019. These ensure that pay and rewards policies are appropriate for the Council's aims, are competitive and affordable, and are consistently and equitably applied.
- 1.2. The policies referred to in this Statement are relevant to Council employees generally. However the scope of this Statement does not include all pay policies relating to certain categories of employees, including:
  - a) Fire-fighters (covered by the National Conditions for Local Authorities' Fire Brigades)
  - b) Teachers (covered by statutory School Teachers' Pay and Conditions)
  - c) Employees in schools
  - d) Employees paid on national pay rates determined by the Soulbury Committee covering Education Improvement Professionals and Educational Psychologists
  - e) Employees in Public Health on NHS conditions of employment.
- 1.3. The Pay Policy Statement fulfils the Council's statutory requirements under Chapter 8 of the Localism Act 2011.

## 2. Definitions

- 2.1. The Council defines the total employment package as consisting of both tangible and intangible elements. The pay policy statement focuses on the tangible pay and reward elements, including salary, allowances, benefits in kind, pension enhancement and payments relating to the ceasing of employment.
- 2.2. The Council defines "lowest paid employees" as staff paid on the first spinal column point of the County Council's pay grades for National Joint Council (NJC) for Local Government Services staff, as this is the lowest pay rate generally applied to NCC roles.
- 2.3. The Council employs some apprentices under the national Apprenticeship framework, who are paid at less than the Council's minimum salary point, in line with the National Minimum Wage for apprentices set by the Department for

Business, Innovation and Skills. The rates from October **2017** are from **£3.50** to **£7.05** per hour ***depending on age*** (equivalent to **£6,752 to 13,601** per annum for a 37 hour week).

### **3. The Council's Pay and Rewards Strategy**

- 3.1. The Council's overall approach to pay and reward is set out in its [Pay and Rewards Strategy](#). The objectives set out in that document are to:
- Attract and retain people with the skills and talent the County Council needs to deliver excellent services in Norfolk.
  - Encourage and reward high levels of contribution, new ways of working, and relevant skills acquisition through experience and development, by employees at all levels.
  - Provide a fair system of reward for employees.
- 3.2. The Council's pay policies are designed to achieve those objectives within the Principles and Core Standards set out in the strategy. Pay policies, and strategy, are kept under review and updated from time to time as necessary.

### **4. Governance Arrangements**

- 4.1. The Council's Personnel Committee determines the terms and conditions of employment for all staff within the scope of this statement, including the application of any discretions available under the Local government Pension Scheme. The full remit of the Personnel Committee is detailed in the [Council's Constitution](#).
- 4.2. The Officer Employment Procedure Rules of the [Council's Constitution](#) provide for designated Senior Officers to take certain delegated decisions in relation to employment matters, within the policy framework approved by the Personnel Committee.

### **5. Publication of and access to information relating to pay**

- 5.1. The Council publishes information about pay in accordance with statutory requirements, and the guidance of the Information Commissioner's Office and the Department of Communities and Local Government. Information is published on the [Council's website](#) and in the [Council's Statement of Accounts](#).

### **6. Basic Pay Determination**

Pay levels for all employees are determined by the following:

- 6.1. The Council uses the Hay Job Evaluation Scheme to establish the relative "sizes" of jobs within the organisation. An evaluation results in an overall job evaluation score, which is used to rank jobs within the organisation. The overall job evaluation score for a job is used to allocate that job to the appropriate pay grade of the Council's [grade structure](#). For senior officers as defined in Part 6.4 of the [Council's Constitution](#) external evaluation specialists will be

commissioned to independently review and validate the job evaluation rationale, and the outcome is subject to approval by the Personnel Committee.

- 6.2. Appointment - The incremental point ~~at which~~ an individual will be appointed to within the grade will normally be the minimum of the scale. However appointment may be at a higher point within the scale where necessary to appoint the best candidate. In the case of the senior officers, views of Members of the Appointments Panel will inform the decision.
- 6.3. As the existing arrangements for determining senior salaries are robust and transparent, the County Council has decided that a vote on salary packages above a ~~pre-determined~~ defined threshold prior to appointment would not add to democratic accountability, would cause delay in recruitment, and would not be an efficient process.
- 6.4. Progression – all employees are eligible to receive annual incremental increases within the grade structure until they reach the top increment of the grade. There is no further base pay progression once the employee reaches the maximum spinal column point, or maximum of the grade range, for the role. Incremental progression is subject to satisfactory performance as defined by the Council's [performance appraisal policy](#). An increment may be withheld from an individual where a satisfactory rating is not achieved. New starters must complete a 6-month period before becoming eligible for incremental increases.
- 6.5. The Council's pay scale values are subject to annual review. For Norfolk grades from Scale A to Scale O, the Council applies the annual pay award agreed by the National Joint Council for local government services. For grades Scale P and above, the County Council locally reviews pay levels annually having regard to national settlements covering local government and local affordability.
- 6.6. General Review - Pay levels are set with reference to a number of internal and external factors and market forces. Where a need is identified to review the levels of basic pay at all or some pay grades (for example in the light of sustained recruitment and retention difficulties), the Council will commission research into market levels. Any decision on changes as a result of this research would be considered by the Personnel Committee, taking account of affordability.

## **7. Additional Pay Determination**

In addition to basic pay the Council's reward package may include additional pay elements.

- 7.1. The Council will consider the payment of salary supplements in the event of external market pressures for recruitment and retention. Payments must be based on genuine objective grounds and driven by business requirements and not individual circumstances. Payments must be applied consistently based on sound, recognised and robust pay data in accordance with Equal Pay legislation and the [Equal Opportunities in Employment Policy](#). Market supplements are applied, reviewed and withdrawn in accordance with the

Council's [Market Supplements policy and procedure \(recruitment and retention\)](#).

- 7.2. There will be occasions where, due to the service needs, employees will temporarily be required to undertake work or perform beyond the normal remit of their substantive role (for example working to a higher level role, or undertaking additional responsibilities). Payment for these extra duties will be made in accordance with the [Acting Up and Honorarium Policy and Procedure](#). All payments are regularly monitored and reviewed as outlined in the policy.
- 7.3. The County Council does not operate a performance pay scheme outside the incremental grading structure that determines basic pay and therefore there are no performance or bonus payments paid to employees of the Council.
- 7.4. Employees that are redeployed, due to redundancy or disability, to a post at a lower grade may be eligible for a redeployment compensation payment. This will be paid in accordance with the [Redeployment Policy and Procedure](#).
- 7.5. The Council employs the use of a number of additional allowances and enhancements to reflect and recompense for additional responsibilities, duties and working patterns. The eligibility to these enhancements varies depending upon the nature of the allowance or enhancement. The applicable principles, scope, eligibility, process and rates are detailed in the respective policy documents. These are kept under review and changes or additional policies would be approved by the Personnel Committee.
- 7.6. The Council operates a Car Provision Scheme, which provides lease cars to employees on a contributory basis. This is restricted to employees that have to travel on a regular basis to fulfil the duties of their role.

## **8. Termination of Employment**

- 8.1. The Council's policy on redundancy is contained within the [Staffing Adjustment Policy](#), which details the conditions under which redundancy payments can be made. Where an employee is made redundant, severance benefits will be based on the number of weeks in the statutory Redundancy Pay Table based on actual weekly earnings. Where full time weekly earnings are less than the statutory cap, employees will receive a rate equivalent to the statutory cap per week, pro rata for part time staff.
- 8.2. Membership of a pension scheme is determined by the relevant conditions of service and is subject to the rules of the specific scheme. The Council operates the Local Government Pension Scheme (LGPS) for most employees within the scope of this statement. Some employees may be members of the Teachers' Pension Scheme (TPS), the Fire Fighters Pension Scheme (now closed to new entrants) (FPS) and the New Fire Fighters Pension Scheme (NFPS).
- 8.3. The Council's practice for early termination of employment arrangements (for reasons other than redundancy) are detailed in the [Retirement policy and procedure](#); and any additional discretions under the pensions regulations for the LGPS are detailed in [Employer's Statement of Exercise of Discretionary Powers](#).

- 8.4. Only in very exceptional circumstances and where the business case supports it might the Council agree to any arrangements in relation to termination of employment outside those referred to above, to avoid or settle a legal claim.
- 8.5. The Council's policy on the employment of people retired on redundancy grounds from Norfolk County Council, or on ill-health or efficiency grounds from any local authority employment, is that any such case must show clear organisational and financial benefits to the Authority. Each case must be considered by the Head of HR and Organisational Development. The remuneration on employment would be determined in the same way as for any other appointment.
- 8.6. Where severance payments over £100,000 are considered, the Managing Director will consult the members of the Personnel Committee and will refer the matter to full Council.

## **9. Remuneration of staff on a Contract for Services**

- 9.1. In common with any large organisation in the public or private sector, from time to time and on a temporary basis the Council needs to use interim staff who are not directly employed. In such cases the Council would not incur the costs of ~~national insurance~~, pension contributions, annual leave or sick pay.
- 9.2. This happens where we have a short term need for particular skills or where we are experiencing recruitment and retention difficulties. When we use interim staff they are usually sourced through specialist agencies.
- 9.3. In line with the Agency Workers Directive, the Council will aim to pay staff on a Contract for Services at a rate consistent with the pay and reward of the Council's directly employed staff performing a role of comparable responsibility. However, as with the employed workforce the Council retains the discretion to take into account market factors in determining the appropriate pay level, whilst demonstrating value for money for the remuneration offered.
- 9.4. The Council's guide to [Types of Temporary Resources](#) outlines the actions required when there is a requirement for interims or consultants. This confirms the financial threshold at which a business case will need to be submitted for Chief Officer approval and Member endorsement, prior to any contractual commitment.

## **10. Fairness in pay**

- 10.1. As already stated, the Council recognises the importance of fairness in pay and utilises the following approaches to maintain this:
  - a) the Council's pay and reward policies are applied equally to all employees, except where there are good reasons reflecting genuine factors which apply only to certain employee categories;
  - b) the Council's Personnel Committee is responsible for setting the pay and conditions policies of all employees within the scope of this statement;

- c) the Council involves the workforce and trades unions in any proposals to change pay and rewards policies and practices. Regular consultation and negotiation take place on all employment matters, including pay and reward;
- d) all categories of employees are covered by recognised trades unions;
- e) the Council's approach to publishing information on pay is set out in paragraph 5.1 to ensure that pay policies are open to scrutiny.

10.2. The current ratio of the Managing Director's pay to the median pay in the organisation is published as set out in paragraph 5.1.

## **11. Review**

11.1. The pay policy statement is reviewed by the Personnel Committee and is recommended to Full Council for annual approval. The statement for **2019-20** will be submitted to Full Council for approval by 31 March **2019**.

For queries contact [hrreward@norfolk.gov.uk](mailto:hrreward@norfolk.gov.uk)

# Personnel Committee

Item No 7

<b>Report title:</b>	<b>Gender Pay Gap Reporting</b>
<b>Date of meeting:</b>	<b>04 December 2017</b>
<b>Responsible Chief Officer:</b>	<b>Head of HR</b>
<b>Strategic impact</b> The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017 has introduced a new statutory gender pay gap reporting regime. NCC is required to publish our results online by the 31 March 2018.	
<b>Executive Summary</b>  By April 2018, all companies in the UK with more than 250 employees must publish: <ul style="list-style-type: none"><li>▪ their median gender pay gap figures, which compare the pay of the man and woman who are at the mid-point of the company payroll</li><li>▪ their mean gender pay gap figures - produced by dividing the total male and female payroll by the number of workers</li><li>▪ the proportion of men and women in each quarter of the pay structure.</li><li>▪ the gender pay gaps (mean and median) for bonuses</li></ul> The data is calculated for the public sector as at the 31 March each year, and must be published within 12 months	
<b>Recommendation</b>  <b>Personnel Committee are asked to consider the Gender Pay Gap Report, and authorise the Head of HR to publish the 2017/18 results before the statutory deadline.</b>	

## 1 Purpose of the report

- 1.1 New legislation requires all employers with 250+ employees to publish their Gender Pay Gap report at the end of each financial year.
- 1.2 This report outlines the reporting obligations on NCC and sets out the position in respect of the gender pay gap as at 31 March 2017 (the “snapshot” date for the public sector).

## 2 Scope of the legislation

- 2.1 The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017 apply to local authorities and other public bodies. Publicly-funded schools are required to submit their own reports, so employees in council-maintained schools are not in scope. A wide definition of employee is used for the purposes of this legislation and includes:
  - employees (those with a contract of employment)
  - workers and agency workers (those with a contract to do work or provide services)
  - some self-employed people (where they personally have to perform the work)

- 2.2 The calculations should be made from the March payroll as the public sector “snapshot” date of the 31 March falls into this period. Employers then have 1 year to publish the analysis
- 2.3 Where the employer does not have the necessary data, Section 2(3) of the Regulations states that the employer is not required to include any data it doesn’t hold and where it isn’t reasonably practicable for them to get it. We propose to exclude agency workers, self-employed people and retained firefighters from the 2017 report as we either do not hold any or insufficient data on the individuals.
- 2.4 The regulations define pay to include basic pay, all types of paid leave, shift or other allowances. It does not include overtime, expenses, salary sacrifice, benefits in kind, redundancy pay or tax credits. Employees on reduced pay due to sick or maternity leave are out of scope.

### 3 2017 Gender Pay Gap reporting outcomes

#### 3.1 Table 1 – NCC Gender pay gap outcome

	Mean average pay (per hour)	Median average pay(per hour)	Mean bonus pay (per month)	Median bonus pay
<b>All</b>	£14.55	£12.81	£618.05	£494.89
<b>Males</b>	£15.25	£14.19	£618.05 (5 employees)	£494.89
<b>Females</b>	£14.21	£12.81	N/A	N/A
<b>Pay gap</b>	<b>6.80%</b>	<b>9.69%</b>	<b>100%</b>	<b>100%</b>

Quartile data	Males	Females
<b>Quartile 1 (Sc A – E)</b>	28.1%	71.9%
<b>Quartile 2 (Sc E – G)</b>	25.8%	74.2%
<b>Quartile 3 (Sc G – J)</b>	37.4%	62.6%
<b>Quartile 4 (Sc J upwards)</b>	36.7%	63.3%

<b>Proportion of male employees paid a bonus (5 from 2132 employees)</b>	0.23%
<b>Proportion of female employees paid a bonus</b>	0%

- 3.2 The Equality and Human Rights Commission (EHRC) defines a significant pay gap as +/- 3%. NCC’s gender pay gap is primarily driven by the structure of our workforce, and to a lesser extent, by length of service in grade. An analysis of the mean gender pay gap by grade shows that for the majority of grades the difference between the pay of men and women is around 1% and therefore we fully meet our pay equality across most levels. See Appendix 1 for the detail.
- 3.3 Whilst women significantly outnumber men in each of the four quartiles, the difference is lower in the 3rd and 4th quartiles.



- 3.4 Of those grades where there is a significant pay gap, more detailed analysis shows that this is a result of length of service in post, with more men than women at the top of scale M and N, and more women at the top of Scale D.
- 3.5 Enabling female employees to progress through the ranges at M and N scales will reduce the gender pay gap. The number of women employed at this level has increased from 41% to 51% from 2014 to 2015, suggesting that we have improved our recruitment to this level and over time with progression, the gap should diminish. However our Workforce and Organisational Development Strategy for 2018-21, aligned to the Council's vision and strategy will focus on this issue and consider any potential futures actions.
- 3.6 The proportion of women employed in the most senior roles in NCC has increased. From 44% to 49% of the top 5% of employees. The top leadership team is a balanced gender team. The outsourcing of some social care services e.g. residential services to Norse Care and the changing shape of NCC means that the gender pay gap is lower than it might otherwise have been the case.

## **4 Bonus Pay Gap**

- 4.1 Bonus pay is defined in the Regulations as any remuneration relating to profit sharing, productivity, performance, incentive or commission.
- 4.2 The mean gender bonus gap of 21% results from payments made to 5 male employees, who transferred to CES from the private sector in 2014 and are protected under the Transfer of Undertakings (Protection of Employment) Regulations (TUPE).

## **5 Comparator data**

- 5.1 Gender pay gap reports must be published on the Gender Pay Gap Viewing Portal by the end of March 2018. As at mid-September, 73 employers (across all sectors) had uploaded their results. Of those, 12 were public sector employers of which 4 were local government. Locally, only Broadland District Council have published their results which show their mean pay gap is 26.8% and their median pay gap is 25.5%.

An analysis of all employers who have published their pay gap information shows that the average mean difference is 11% (varying from 35.9% to a 16% gap in favour of women) and the median difference is 10% (varying from 55% to a 23% gap in favour of women).

The Equality and Human Rights Commission reported in the 2016 Annual Survey of Hours and Earnings that the median gender pay gap in England was 18.9%.

## **6 Recommendation**

Personnel Committee are asked to consider the draft Gender Pay Gap Reporting outcomes, and authorise the Head of HR to publish the 2017/18 results before the statutory deadline.



If you need this report in large print, audio, Braille, alternative format or in a different language please contact 0344 800 8020 or 18001 0344 800 8020 (textphone) and we will do our best to help.

### **Officer Contact**

If you have any questions about matters contained or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

If you have any questions about matters contained in this paper please get in touch with:

**Officer Name:**  
Sarah Shirtcliff

**Tel No:**  
01603 222796

**Email address:**  
[sarah.shirtcliff@norfolk.gov.uk](mailto:sarah.shirtcliff@norfolk.gov.uk)

Table 1 – Data to be published on the Gender Pay Gap viewing service

	Mean average pay	Median average pay	Mean bonus pay	Median bonus pay
All	£14.55	£12.81	£618.05	£494.89
Males	£15.25	£14.19	£618.05	£494.89
Females	£14.21	£12.81	N/A	N/A
Pay gap	6.80%	9.69%	100%	100%

Quartile data	Males	Females
Quartile 1 (Sc A – E)	28.1%	71.9%
Quartile 2 (Sc E – G)	25.8%	74.2%
Quartile 3 (Sc G – J)	37.4%	62.6%
Quartile 4 (Sc J upwards)	36.7%	63.3%

Proportion of male employees paid a bonus	0.23%
Proportion of female employees paid a bonus	0%

Table 2 – analysis of gender pay gap by grade (based on total pay)

(This data is not required to be published on the Gender Pay Gap Viewing Service)

Scale	Grade population		Mean hourly rate		Median hourly rate		Mean Gender Pay gap	Median Pay gap
	Male	Female	Male	Female	Male	Female		
A	40	73	£7.41	£7.52	£7.52	£7.52	-1.59%	0.00%
B	16	24	£7.71	£7.74	£7.76	£7.76	-0.33%	0.00%
C	41	119	£8.29	£8.30	£8.39	£8.39	-0.13%	0.00%
D*	138	403	£8.84	£8.92	£8.69	£9.10	-0.97%	-4.72%
E	175	411	£10.01	£10.02	£10.05	£10.33	-0.05%	-2.79%
F	153	466	£11.29	£11.35	£11.27	£11.46	-0.58%	-1.69%
G	255	694	£12.67	£12.66	£12.81	£12.81	0.05%	0.00%
H	261	257	£13.98	£14.01	£14.03	£14.20	-0.20%	-1.21%
I	256	396	£15.23	£15.14	£15.36	£15.21	0.54%	0.98%
J	191	395	£16.64	£16.48	£16.67	£16.67	0.98%	0.00%
K	169	341	£19.12	£19.01	£19.62	£19.38	0.61%	1.22%
L	160	226	£22.09	£21.78	£22.39	£22.10	1.41%	1.30%
M**	74	152	£25.68	£25.01	£25.97	£24.88	2.63%	4.20%
N***	60	66	£30.14	£29.07	£30.74	£29.09	3.55%	5.37%
O	19	20	£35.33	£35.84	£35.42	£35.32	-1.46%	0.28%
Scale P upwards	14	19	£52.29	£51.97	£47.81	£48.92	0.61%	-2.33%

A negative number indicates that the pay gap is in favour of women.

\* 63% of women are at the top of Scale D compared to 42% of men

\*\* 78% of men are at the top of Scale M compared to 67% of women

\*\*\* 83% of men are at the top of Scale N compared to 69% of women

# Personnel Committee

Item No 8

<b>Report title:</b>	<b>Grade of Locality Library and Information Assistant</b>
<b>Date of meeting:</b>	<b>04 December 2017</b>
<b>Responsible Chief Officer:</b>	<b>Head of HR</b>
<b>Strategic impact</b> The structure of the Norfolk Library and Information Service is changing to adapt to new ways of working and significant changes in demand, and to ensure that libraries can operate efficiently with a reduced budget. To help meet new challenges the Locality Library and Information Assistant role has been revised to include new responsibilities and requires a regrade.	

## Executive summary

This report sets out changes to the Locality Library and Information Assistant role, and a grading recommendation.

### **Recommendation:**

**Members are recommended to approve the regrading of the Locality Library and Information Assistant role from Scale C to D.**

## 1 Proposal

- 1.1 As a result of changes summarised in the section three, with more detail in appendix A, the number of Locality Library and Information Assistants (the front line staff in libraries) will increase by 9.30fte and the role has been revised to reflect that:
- It will operate with reduced onsite management support so will be expected to make more operational decisions autonomously.
  - It will be subject to lone working more frequently due to the reduced number of managers and introduction of self-service technology.
  - To recognise that the role has changed and is now key to providing information, guidance and signposting services across a range of County Council matters, and for responding to community and individual needs, including the needs of vulnerable customers.
  - Increasingly, they are delivering community support activities such as digital training, children's early year's sessions (e.g. Bounce and Rhyme or Mini Movers) and social inclusion initiatives, as well as being responsible for the day to day supervision of library volunteers.
- 1.2 The job description for the role has been revised to take into account these changes and the grade of the job is subject to review.

- 1.3 Most grading decisions are delegated to the Head of Human Resources under the Council's constitution, but gradings of jobs involving significant numbers of posts or where the changes give rise to significant cost implications are reserved to the Personnel Committee. The number of individuals in this case is approximately 180 employees (67fte), and the eventual cost implications by July 2020, when employees reach the top of the new grade, will be approximately £110,000 a year including on-costs.
- 1.4 The updated job description (appendix B) has been evaluated using the Hay Job Evaluation Scheme by a joint panel of a Senior Manager and Trade Union Representative (appendix C). The result was an increase from Scale C (£15,613 to £16,491pa) to Scale D (£16,781 to £17,772pa). The Committee is asked to ratify this regrading.
- 1.5 This change does not apply to the Library and Information Assistant roles based at the Norfolk and Norwich Millennium Library (NML), which will not change as there will continue to be dedicated managers based on site throughout the day.

## **2 Financial Implications**

- 2.1 67fte Library and Information Assistant roles will feature in the new structure. The eventual increase in annual staff costs is estimated at £110,000 at present pay rates, costed as the difference between the top points of the respective grades. The initial cost in 2018/19 will be substantially less (approximately £30,000 including on-costs), as existing staff will move to the bottom of the new grade.
- 2.2 This is in the context of delivering the agreed £622,000 budget saving for the Library and Information Service in 2018/19. Delivery of the full agreed saving amount is not at risk if the Committee signs off the regrade recommended in this report, as these proposed changes and costings have been built into the overall business case for change.

## **3 Background**

- 3.1 The structure of the Norfolk Library and Information Service (within the Community and Environmental Services Department) is changing to adapt to new ways of working and significant changes in demand, and to ensure that libraries can operate efficiently with a reduced budget.
- 3.2 The way branch libraries are managed is being remodelled, with the number of Library Managers reducing from 23.48 to 18.81fte and with most taking responsibility for a cluster of sites (a few will continue to manage one large site). This means a Library Manager's time will be spread across more than one location.
- 3.3 As a result of this, the number of Locality Library and Information Assistants (the front line staff in libraries) will increase and the role has been revised.
- 3.4 Staff consultation on the overall service redesign proposals ended on 24 November with a planned implementation date 1 April 2018.

## 4 Background Papers

None.

### Officer Contact

If you have any questions about matters contained or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

If you have any questions about matters contained in this paper please get in touch with:

**Officer Name:**

Sarah Shirtcliff

**Tel No:**

01603 222796

**Email address:**

sarah.shirtcliff@norfolk.gov.uk



If you need this report in large print, audio, Braille, alternative format or in a different language please contact 0344 800 8020 or 18001 0344 800 8020 (textphone) and we will do our best to help.

## Norfolk Library and Information Service – structure changes

### Budget context

As part of the budget setting process in previous years, Members have agreed the following saving:-

CMM022	Libraries self-service - introduce self-service technology to enable libraries to open with self-service machines - £0.622m saving in 2018/19
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In practice, this saving was intended to be delivered by putting technology in place that enables customers to access the library without the need for staff to open the building. The saving amount would then be made through reductions in the number of staff on site.

During 2016, the Communities Committee raised some concern about the planned reduction of staffing needed to deliver the agreed saving. The Committee subsequently requested and considered further information about the role and impact of the Service, and also considered a specific Equality Impact Assessment. This information highlighted the importance of the role of front-line library staff, and the Committee considered that reductions in this front line support would have a disproportionate impact on vulnerable individuals and communities. As a result, officers developed proposals that could deliver the agreed saving whilst also fully recognising the importance of the role of front-line staff.

### What the Library and Information Service does – in brief

Norfolk Library and Information Service provides a comprehensive, highly valued and efficient library service to the people of Norfolk by supporting reading, learning and information for all, as well as contributing to the wider Community and Environmental Services aim of 'working with people to achieve their potential and to build strong communities'.

Libraries help CES make a difference in communities in the following areas in line with the national Libraries Ambition document:

- cultural and creative enrichment
- increased reading and literacy
- improved digital access and literacy
- helping everyone achieve their full potential
- healthier and happier lives
- greater prosperity
- stronger, more resilient communities.

To help libraries in Norfolk make sense of this, we deliver this through the nationally recognised Universal Library Offers:

- Health
- Reading
- Digital
- Information
- Learning
- Cultural

All overlaid by the Children's Promise, which sets out our commitment to meet the needs of children and young people.

### **Structure change context**

Norfolk Library and Information Service needs to deliver a high quality service with a significantly reduced budget across 47 service points. Public libraries are changing and we have seen a significant change in demand and the role and use of the service in recent years. In order to ensure we meet the needs of local people, we have been trialling some new ways of working and reviewing best practice in the sector. We need to continue to consolidate and streamline our service to deliver the budget savings and enable us to develop a more commercial model with increased income streams, and to better deliver the Universal Library Offers consistently across the county. To deliver this we need a new streamlined structure.

To reduce spending over the past year the service has continued to manage vacancies, filling posts only if business critical.

### **Summary of changes**

- Remodelling how we manage libraries, changing how we deliver community-based services and reviewing at our staffing levels based in the back office. The key elements of this proposed change are:-

#### **1. Library Managers**

- Consolidating activity to create a more empowered branch Library Manager role, responsible for local service delivery and connecting with their communities.
- The number of manager roles will reduce by 4.67ftes.
- Primary front line duties will be carried out by Library and Information Assistants, allowing Library Managers to focus on responsibility for overseeing the quality of service delivery, community development, and the management of libraries in their area of responsibility.
- Building on existing cluster arrangements, the majority of Library Managers will be responsible for a cluster of sites (with some exceptions for a small number of large sites) and so will not be able to spend all of their time in one location.

#### **2. Locality Library and Information Assistants**

- It is recognised that the role of Library Assistants in Norfolk's branch libraries has changed. Library Assistants play a fundamental front-line role in responding to community needs and in providing information, advice and guidance to library customers.



- To reflect this a new job description has been drawn up and the role renamed Library and Information Assistant.
  - Operating in the context of reducing on-site management support and will not have and therefore will be expected to make more operational decisions on their own. In addition, the reducing number of managers and the introduction of self-service technology in libraries means that postholders will be subject to lone working more frequently.
  - The number of posts will increase by 9.30ftes.
  - There will be no change the Library Assistant roles based at NML.
- 3. Community Librarians**
- Community Librarian roles will be refocussed to provide a targeted focus on policy and development of the national Universal Offers for libraries, county wide programming, the evaluation of the impact of activity and the delivery of the Children's Promise.
  - The number of posts will decrease by 9.06ftes.
- 4. Senior management team**
- Realigning team to reflect some changed areas of responsibility.
- 5. Back office support roles**
- Reducing the overall number of roles, some of which are already vacant, and introducing new processes and ways of working so that we can be as efficient as possible.
- 6. Open Libraries**
- Two new Open Library Posts will be introduced. These posts will ensure the efficient delivery and supervision of Open Libraries (i.e. those libraries with self-service technology).
  - We aim to have 32 libraries 'live' with Open Libraries by March 2018.
- 7. Education library service**
- The Education Library Service (ELS) is dependent upon sales of services into schools and other educational establishments. This is a declining market and over the years the service has shrunk to respond to these challenges.
  - The (vacant) Schools and Young People Library Service Manager post will be replaced by an Education Library Service Manager post.

A staff consultation on these proposals started Monday 30 October and concludes on Friday 24 November.

### Job Description template Form number F218

For guidance on completing this form, please see Job description guidance for completion FG218 on PeopleNet

<b>Job title</b>	Library and Information Assistant		
<b>Department</b>	Norfolk Library and Information Service (Localities)		
<b>Section/Service</b>	CIL		
<b>Location</b>			
<b>JE Number</b>	JE5671	<b>GR Number</b>	
<b>Grade</b>	D		
<b>Responsible to</b>	Library Manager		
<b>Responsible for</b>			
<b>Effective date</b>	September 2017		

#### Role and Context

**Job Purpose** - Please make sure that this statement includes **what** is done, to **what** or **whom** and with **what** result.

Deliver high quality frontline library services by being the first point of contact for customers' literacy, reading, information and learning needs. Make a positive impact on people's lives by understanding and interpreting their needs and ensuring that they are signposted to trusted sources of information and appropriate support in the community. Deliver the Government's vision for digitally enabled citizens by assisting customers with online transactions and building their digital skills and confidence. Provide excellent customer service to all members of the local community.

Lone working is a key factor in this job role. Primary front line duties will be carried out by Library and Information Assistants, including promoting stock, supporting a range of activities, and making day-to-day decisions to provide an attractive and efficient service.

#### Context

This post is responsible for working in frontline library services, contributing to the Council's priorities.

Norfolk County Council has a clear set of priorities based around "Caring for our County":

- Caring for your money
- Caring for your family
- Caring for your community
- Caring for your health and well being
- Caring for your roads and environment
- Caring for your economy.

This role will work within national guidelines for public libraries, and local initiatives for meeting the needs of communities, and bringing in new audiences.

#### Other Job Information (e.g. any special factors or constraints)

Some lone working may be required.

Some lifting of materials involved. Appropriate physical strength to lift and move materials to a limit of 10 kg.

Flexible working pattern when necessary

Evenings and weekend work

<b>Principal Accountabilities</b>	
<b>Accountability</b> - Each statement should give an idea of <b>what</b> is done, to <b>what</b> or <b>whom</b> and with <b>what</b> result.	<b>Order of importance</b>
<p>1. Be the first point of contact for customers and make sure all users are welcomed and enabled to access appropriate resources, information and support.</p> <p>2. Organise and deliver library activities to support reading, literacy, learning, health and well-being, for children, young people and adults.</p> <p>3. Ensure requests for help are resolved accurately first time, by interpreting customer needs, providing information, advice and guidance and signposting them appropriately to Council and other partner organisations.</p> <p>4. Raise digital literacy locally by encouraging customers to make the most of online Council services, and use self-service and Open Library options with confidence,</p> <p>5. Ensure that the library environment is safe and welcoming and that the range and choice of material on offer is appealing, to increase library use and meet the needs of customers.</p> <p>6. Organise, coach and supervise volunteers and ensure rotas are in place to ensure that a range of library activities are delivered in a friendly and professional way.</p> <p>7. Promote the service on library social media platforms to promote the engagement of customers and the responsiveness of your library.</p> <p>8. Contribute to your library performance targets for issues, visits, activities and income generation and suggest and implement service improvements.</p> <p>9. In the absence of a manager and when lone working, ensure that you make decisions and take action to ensure the health, safety and security of customers, staff and the building.</p> <p><b>HEALTH &amp; SAFETY</b>  Ensure the safety, security and maintenance of the buildings, information systems, fittings and equipment as required by Health &amp; Safety legislation.  Ensure the logging and reporting of defects.  To be responsible for own safety, that of other staff, and any member of the public who may be affected by your acts and omissions at work.  Understand what is meant by safeguarding vulnerable groups and how to raise concerns.  Work with library manager to develop and review relevant risk assessments</p>	

Person specification	
Qualifications	
Essential	Desirable
<ul style="list-style-type: none"> <li>• General education to Level 2 (GCSE A-C) or equivalent</li> <li>• Level 2 qualification in English or equivalent</li> <li>• Commitment to personal development and development of customers and volunteers</li> </ul>	<ul style="list-style-type: none"> <li>• Level 2 Customer Service</li> </ul>
Experience	
Essential	Desirable
<ul style="list-style-type: none"> <li>• Experience of front-line face to face customer service delivery</li> <li>• Experience of engaging people from different backgrounds in using your product or service</li> </ul>	<ul style="list-style-type: none"> <li>• Experience of working in a library</li> <li>• Experience of working with families and children</li> <li>• Evidence of supervising a building and its users in a safe and secure way</li> <li>• Experience of applying Health and safety risk assessments would be an advantage</li> </ul>
Skills/knowledge	
Essential	Desirable
<ul style="list-style-type: none"> <li>• Positive approach to all ages and sections of the community</li> <li>• Understanding of lone working principles</li> <li>• The ability to engage others to make the most of services provided by libraries</li> <li>• Confident communication skills and personal presentation, resulting in excellent customer service</li> <li>• Listening skills and ability to understand specific needs</li> <li>• An interest in literacy, reading and learning</li> <li>• Confidence in using IT</li> <li>• Ability to help customers find information</li> </ul>	<ul style="list-style-type: none"> <li>• Coaching skills</li> </ul>

<ul style="list-style-type: none"> <li>• The ability to take personal responsibility, take on a variety of complex tasks and use initiative to organise your work and be accurate</li> <li>• Flexible and positive attitude with excellent customer care skills</li> </ul>	
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### Ways of Working- Behaviours

(See Ways of Working Framework – G324 and FG218 Job Descriptions Guidance on PeopleNet)

Managers should include the Ways of Working which are most relevant to the role and which are most significant for measuring success in the role

There are three levels to choose from- Everyone, Manager/Operational or Strategic

Behaviour		Level	
Innovative	Find new and different ways of doing things and look for new opportunities	1	
Evidence-Based	Use all available data to inform actions and get the best results	1	
Business-Like	Be responsible, professional, business aware, driving down costs and delivering results	1	
Accountable	Know what we are here to do, set direction, go for it, take ownership of actions, and take decisions	1	
Collaborative	Work together successfully work in partnership, share knowledge and success	1	
Building Trust	Have good quality, honest conversations to build trust	1	
Agile	Respond rapidly to changing circumstances with agility and pace to ensure desired outcomes are achieved through effective processes and demand management	1	
Politically Aware	Be aware of the local and national context and of working with elected members	1	

### General Information

- The job description details the main outcomes of the job and will be updated if these outcomes change.
- All work performed/duties undertaken must be carried out in accordance with relevant County Council and Departmental policies and procedures, within legislation, and with regard to the needs of our customers and the diverse community we serve.
- Job holders will be expected to understand what is meant by safeguarding

vulnerable groups (children, young people and adults) and how to raise concerns.

- Job holders will be expected to be flexible in their duties and carry out any other duties commensurate with the grade and falling within the general scope of the job, as requested by management.

The information in this job description is accurate and reflects the requirement of the role:

Line Manager:

Position:

Date:

JOB EVALUATION ADVISORY RATIONALE			
<b>Job Title:</b>	Library and Information Assistant (Localities)	<b>Job Ref No:</b>	JE5671
<b>GR Title:</b>		<b>GR Ref No:</b>	
<b>Department</b>	C&ES	<b>Panel:</b>	John Baldwin (Chair) Jonathan Dunning (TU)
<b>Service/ function</b>	Library and Information	<b>Date:</b>	19 <sup>th</sup> October 2017
<b>Facilitated by (where relevant)</b>		<b>Prepared by:</b>	Dave Nugent
<b>Also attending (where relevant)</b>		<b>Case Reference:</b>	GC5354

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### NOTES ON JOB PURPOSE AND CONTENT

In accordance with County Council policies on posts with high volume numbers this rationale is subject to sign off by the Personnel Committee.

The rewritten job description recognises a changes in requirements. The service has reduced the numbers of Library Managers and Community Librarians, which has necessitated more lone working from the roles in the localities. Equally the focus of the service has shifted to supporting the community in areas such as developing the digital skills of the citizens, enabling them to carry out on line transactions. The role also assumes a greater front line aspect with organising and supporting learning and activity programmes, often without direct support or routes of escalation.

Previous role:

JE0038 CuSD Norfolk Library and Information Service Library Assistant B+ I- 1 76 B 2 (16) 12 B 0 B 19 0 0 A 3 107 Scale C

Line Manager (regraded as part of 2017 C&ES Restructure):

JE5669 C&ES Norfolk Library Service Multi-site Library Manager C+ I 2 132 C+ 2+ (22) 29 C+ 0 C 43 0 0 A 3 204 Scale G

Comparator roles:

JE3671 CuSD Norfolk Library and Information Service General Assistant B O+ 1 66 B 2 (16) 10 B 0 B 19 6 6 A 4 107 Scale C

Awarded 12 pts AWE taking grade to same level as existing Library Assistant role – less customer focus, and more about supporting services through topping up bookshelves and cleaning the facility

JE3698 CHEX Communications Customer Services Assistant C O+ 1 87 B 2+ (19) 16 B 0 B+ 22 0 0 A 2 125 Scale D

The three principal responsibilities for this role are around building a rapport with the caller, questioning skills to understand the issue and either resolving in lines with scripting or signposting. So similarities between the two roles, albeit that a wider range of issues may be experienced in the Call Centre environment

JE5163 COM Norfolk Museums and Archaeology Service Museum Trainee C- I- 1 87 B+ 2 (19) 16 B 0 B+ 22 0 0 A 2 125 Scale D

31

JE4914 COM Norfolk Museums and Archaeology Service Museum Assistant B+ I- 2 87  
B 2 (16) 14 B 0 B+ 22 0 0 A 3 123 Scale D

Train front of house staff in systems and procedures, supporting manager in ensuring stock levels and range are appropriate. Meet and greet visitors

JE3699 CHEX Communications Customer Services Assistant C O+ 2 100 B+ 2+ (19)  
19 B 0 C 25 0 0 A 2 144 Scale E

Stronger requirement to influence behaviours, and conversations need to be tailored to the individual caller as dealing with complex services e.g. social care

JE3954 CuSD Norfolk Museums and Archaeology Service Assistant Visitor Services  
Officer C I- 2 100 C 2 (19) 19 B+ 0 C- 25 0 0 A 2 144 Scale E

JE9036 SCHS Generic School Librarian T28 C I 1 100 C 2 (19) 19 B+ 0 C- 25 0 0 A 2  
144 Scale E

NVQ3 Level role, responsible for purchasing stock

Suggested line:

C I- 1 87 B+ 2 (19) 16 B+ 0 C- 25 0 0 A 3 128 Scale D

Units	Slot	Features Key to Choice of Slot
<b>K-H</b>          87	C	Needs to have a thorough knowledge of library systems, and strong computer skills to support service users in improving their digital literacy. Develop learning activities for community groups with minimum supervision. Additionally lone working frequent expectation of role, so greater expectation to manage situations to an outcome.
	I-	Plans activities for users, but minus recognising reactive nature of role.
	1	Needs to demonstrate patience and understanding of user needs to improve their on-line skills, but normal tact and courtesy sufficient.
<b>PS</b>          (19) 16	B+	Although most actions are defined plus recognises that in some occasions the approach has to be adjusted dependant on user needs or issues.
	2	Similar situations encountered, so problems and therefore solutions tend to follow set pattern
<b>ACC</b>          25	B+	Fairly established work routines are present and no significant scope to work outside these practices. Plus recognising often working without direct supervision, and developing learning activities.
	0	Indeterminate
	C-	Provides a facilitative support service of an informational nature with elements of tuition and service development – minus acknowledges step down from manager.
<b>Phys Effort</b>	0	



<b>Work Envirmt</b>	0	
<b>Total</b>	128	
<b>Grade</b>	Scale D	
<b>Profile</b>	A3	<b>Notes</b> Highly visible role supporting service users, and signposting to other public services

Signed	John Baldwin (by email)	(Chair)	Date	25/10/17
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# Personnel Committee

Item No 9

<b>Report title:</b>	<b>Enhanced employment offer for 'hard to recruit' posts</b>
<b>Date of meeting:</b>	<b>04 December 2017</b>
<b>Responsible Chief Officer:</b>	<b>Head of HR</b>
<b>Strategic impact:</b> <p>Currently there are recognised difficulties in recruiting particular professional posts due to national skills shortages. One consequence of this is that we rely on agency workers and potential candidates often choose to work for an agency rather than direct with an employer. This is challenging for Norfolk County Council (NCC) as it increases our costs and reduces resilience as a service provider. We need to improve our recruitment offer to attract employees to NCC in these hard to recruit posts.</p>	
<b>Executive summary</b> <p>This report sets out the issues associated with attracting employees to "hard to recruit" posts, which lead to additional costs and a less stable workforce through the reliance on Agency workers. The proposals will give NCC a more flexible approach to attracting employees to permanent roles. They will also support the need to rely less on agency workers by offering them better incentives to join us on a permanent basis.</p>	

## 1 Recommendations

**The Personnel Committee is recommended to:**

- 1.1 Approve the extension of continuous service, for the purposes of rights to sickness, leave and notice periods, to Agency Workers moving to permanent employment with the Council in hard to recruit posts.**
- 1.2 Note the other proposed actions to support the "Agency to permanent employment" initiative in Table 1.**
- 1.3 Approve amendments to the Relocation policy:**
  - 1.3.1 to clarify that the policy applies to those moving from and to rental accommodation; as well as to home owners**
  - 1.3.2 to amend the interest-free loan maximum amount from £5,000 to £10,000 in line with new HMRC tax limits**
  - 1.3.3 to widen the scope of costs for which interest free loans can be used within the scheme.**
- 1.4 Approve a new 'refer a friend' provision as part of the Market Supplements policy, whereby existing employees will be paid a £500 incentive if they refer someone who is then permanently appointed to a hard to fill post, each case to be approved by the Head of HR.**
- 1.5 Delegate authority to the Head of HR to apply the enhanced employment offer as appropriate for hard to recruit posts.**

## 2 Background

- 2.1 In the main, NCC successfully attracts and recruits skilled and experience employees from the local job market and nationally. Our average time to fill rate is 54 days which measures the time from approval to offer. For the majority of roles, this represents a successful outcome for recruitment.
- 2.2 We do have recognised difficulties in filling certain professional posts where we know there are national skills shortages. Such "hard-to-recruit" roles are indicated by evidence such as by time to fill, number of times advertised, and number of vacancies.
- 2.3 Social worker posts in particular are "hard-to-recruit" posts. In 2017, 105 social workers were recruited into NCC of which 36 were for experienced roles, so we rely heavily on newly qualified staff to fill vacancies and grow talent.
- 2.4 Increasingly, where a market faces skills shortages individuals will choose to work independently via an agency as it is a buyer's market. From an employee's perspective, this provides more flexibility and historically has provided good overall reward on a self-employed basis.
- 2.5 The challenge for NCC is attracting the right calibre of people with skills and experience to move their life and career to Norfolk, and for NCC to be regarded as an employer of choice nationally.
- 2.6 Anecdotal evidence supported by recent research carried out by the Norwich Society (in conjunction with BID (Business Improvement District), UEA and Santander) on why people do not want to work in Norfolk identified the issue as our location, with perceptions about transport links with the rest of the England. Norfolk is the 5th largest county by area in England with extensive rural areas and is at the "end" of the region making it difficult to commute into Norfolk. This makes encouraging people to apply a challenge as it often requires relocating into Norfolk so we need greater creativity to entice people to want to work in Norfolk and for NCC. Once people come to Norfolk, they often choose to stay; but the challenge is in getting them here in the first place.
- 2.7 A current, pressing issue in Children Services is the national shortage of experienced Social Workers. Currently 450 roles require a Social Work qualification in Children Services Department and we currently contract around 80 agency staff. They cover vacancies, absence and newly qualified reduced caseloads. This is costly and impacts on the stability of the workforce, so needs to be addressed. We are successful at recruiting newly qualified staff - a recent intake of 30 newly qualified staff started work in October. We also have partnerships in place to support the training of future social workers and we are working actively on the national task force developing the Social Work Apprenticeship framework. Whilst this will reap benefits in the future, our challenge today is in recruiting experienced staff, given that these individuals are able to choose where they work in the country.
- 2.8 We work with our neighbouring authorities with a memorandum of cooperation which includes agreements not to make offers which would encourage social workers to leave one authority within the region to take up a similar one with NCC. We have analysed our rates of pay with neighbouring authorities for similar levels of experience and are confident that we are broadly competitive so it is important that we are able to attract candidates from outside the Eastern region to move into Norfolk.

- 2.9 The enhanced offer could help NCC attract and recruit more successfully and encourage people to join NCC on a permanent basis as a key tool.
- 2.10 Recognised Trade Union representatives will be consulted on the proposals. It is anticipated that they will support the measures put in place as they should help reduce the burden on existing employees.

### 3 Proposal in more detail

- 3.1 Table 1 details the enhanced offer for the "Agency to Employee" initiative. This is subject to a permanent contract being offered and accepted in principle, after a period of six months' agency employment. This offers a 'try before you buy' approach to relocating to Norfolk.
- 3.2 Table 2 details the enhanced offer for recruitment to hard-to-recruit posts more generally.

**Table 1 - Offer for "Agency to Permanent Employment" initiative**

Enhanced benefit	Member approval required?
<b>Continuous service</b> – include up to 6 months of continuous agency working as service with NCC, in respect of eligibility to contractual benefits of sickness, annual leave and notice, in accordance with the Modification Order (see below). Any period of agency working would not count towards service for employment rights (eg redundancy)	Yes
<b>Probationary Period</b> – include up to 6 months continuous agency working as service within the probationary period if subsequently employed by NCC.	No
<b>Pension</b> – provide a direct contact for agency workers to discuss how to transfer previous/existing pensions to the Local Government Pension Scheme (NB not to offer pensions advice).	No
<b>Training</b> - allow access to all training and CPD opportunities through our Academy and Teaching Partnership during the period working for NCC as an Agency worker on the same basis as our permanent workforce.	No
<b>Relocation</b> <ul style="list-style-type: none"> <li>allow access to the second homes allowance up to a total value of £1500 whilst an Agency worker subject to the rules of the policy</li> <li>allow reimbursement for accommodation search and exploring the local area (towards the cost of travelling, subsistence and overnight accommodation) of up to £500 while working for the agency.</li> </ul>	No No
<b>Norfolk Rewards Scheme</b> - immediate access to the scheme (NCC's employee discount scheme, operated by an external provider) for agency workers within scope of the enhanced package.	No

**Table 2 - Improved offer for "hard-to-recruit" posts more generally**

Enhanced benefit	Member approval required?
<b>Relocation</b> <ul style="list-style-type: none"> <li>widening the scope of the Policy to include rental situations.</li> <li>increasing the value of the interest free loan amount from £5,000 to £10,000 in line with HMRC tax limits.</li> <li>widening the scope of costs for which interest free loans can be used within the scheme</li> </ul>	<p>Yes</p> <p>Yes</p> <p>Yes</p>
<b>Refer a Friend Incentive</b> – amend the Market Supplements policy to provide for a payment of £500 to an existing employee who refers a friend who becomes a permanent employee in a hard-to-recruit post, subject to approval of Head of HR.	<p>Yes</p>

### **Continuous service**

- 3.3 Rules for employees with continuous service for the purposes of sickness, leave and notice periods are covered by the “The Redundancy Payments (Continuity of Employment in Local Government, etc.) (Modification) Order 1999”. Agency workers are not covered by this. However, Local Authority employers have the discretion to make decisions on whether continuous service can be recognised outside the scope of the Modification Order. This has been granted previously for NORSE employees and could be applied to agency workers in hard to recruit posts. (This discretion does not extend to redundancy entitlement as that is a statutory provision).
- 3.4 The advantages of extending this to agency workers means that they can benefit from accrued continuous service from the day they start as an agency worker.
- 3.5 From NCC’s perspective, this will help reduce overall costs and increase stability, for a minimal cost that arises as individuals reach additional entitlement thresholds for sickness pay and annual leave six months earlier.
- 3.6 There is no scope to alter qualifying criteria for other conditions that relate to statutory payments such as redundancy pay, maternity pay and paternity pay.
- 3.7 Whilst the probationary period is not part of the Modification Order, the proposal has a link to continuous service in that the time spent with the agency would count towards the six-month probationary period. This requires a relatively minor policy change, for which Member approval is not required.

### **‘Refer a friend’ incentive for existing employees**

- 3.8 The Market Supplements policy already provides for recruitment incentives paid where necessary to attract new employees. Some councils also provide for a one-off payment to an existing employee who refers a candidate, who is then recruited permanently to a hard-to-fill post.
- 3.9 It is proposed that the Market Supplements policy be amended to provide for a payment of £500 to the existing employee in such circumstances, subject to the Head of HR approving the payment. A detailed scheme would be drawn up to ensure applications are properly made and approved.

### **Relocation policy updates**

- 3.10 In addition to the above package of proposals some changes to the Relocation policy are required to bring it up to date and further support recruitment to senior and hard to fill posts. Appendix A is an amended policy.

### **Moving from or to rental accommodation**

- 3.11 More frequently new recruits are moving from and/or to rented accommodation. The policy contains a degree of flexibility and does not exclude those renting from being eligible for reimbursement of expenses but the emphasis is on buying and selling a home or maintaining two homes.
- 3.12 HMRC rules permit the scheme being offered to those renting but there are exclusions on what can be reimbursed tax free (eg rental deposits and payments), but these are not included in the types of expenses that can be reimbursed, set out in Appendix 1 of the policy.
- 3.13 The scope has therefore been widened to include rental situations and reimbursement of the type of expenses permitted under the HMRC rules.

### **Interest free loans – maximum permitted loan**

- 3.14 In addition to reimbursed expenses, the policy provides for an interest free loan of up to £5,000. This was approved by the Personnel Committee in September 2004. At that time £5,000 was the maximum an employer could lend an employee tax free before HMRC deemed the loan a taxable benefit. HMRC have since increased this threshold to £10,000.
- 3.15 The cost of relocation has increased since the £5,000 limit was set and employees often rely on loans once they have exceeded the maximum that can be reimbursed, or for items that fall outside reimbursable expenses.

### **Interest free loan – what the loan can be used for**

- 3.16 Traditionally loans have been granted for reasons set out in the Types of Expenses, Appendix 1 of the relocation policy (which stem from HMRC rules for relocation). However recent recruits have requested loans for other reasons associated with their relocation, such as rental deposits, visa or work permit application costs, or to purchase a vehicle.
- 3.17 HMRC rules do not preclude the County Council from offering loans for these types of reasons and the loan amount is fully recovered.

## **4 Financial and other implications**

- 4.1 The additional costs will be funded by the relevant service budgets and are in respect of:
- Agency workers reaching the thresholds for entitlements six months earlier in relation to sickness and annual leave. This is likely to be minimal.
  - Paying the second homes allowance to agency workers is likely to cost a maximum of £30,000 (based on 20 individuals at £1500 each).
  - Reimbursement towards the accommodation search and exploring the local area is likely to cost a maximum of £10,000 (based on 20 candidates).

- Introduction of the 'refer a friend' incentive scheme. This is likely to cost a maximum of £5,000 (offset by savings in agency costs) based on 10 recruits.
  - Other changes described in the proposal have minimal financial impact.
- 4.2 Impact on other groups (agency workers element) - potentially, agency workers in roles that are not hard to fill may feel they should benefit from the incentive. It would be made clear that the enhanced package is only open to specific group(s) in recognised hard to recruit roles as approved by the Head of HR. A hard to recruit role will be defined against principles and evidenced, such as by time to fill, number of times advertised, and number of vacancies.
- 4.3 Legal considerations (agency workers element) - there are legal considerations in terms of rules associated with the transition from agency to permanent employee status. A legal challenge could arise from an agency worker claiming they are in effect an employee from the first day of their engagement and therefore entitled to the same conditions. However, in this proposal, once an agency worker accepts a role under the temporary to permanent scheme, they would receive most of the benefits/conditions that they would get as employees anyway. Therefore, the risk is significantly reduced. The only exception relates to conditions of employment that have a statutory element to them that NCC cannot offer. For example, redundancy pay requires two years' service before payments are made and this two years cannot include time spent with an agency.

## Background Papers

None.

## Officer Contact

If you have any questions about matters contained in this paper please contact:

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### Relocation Policy P317 DRAFT [amendments shown in ***Underlined***]

#### 1. Introduction

The purpose of this relocation scheme is to assist with the recruitment to 'hard to fill' posts. For example, in areas of skill shortages or where the field of candidates is drawn from the whole country or overseas.

#### 2. Scope

This scheme applies to jobs and employees whose employment contracts are governed by the National Joint Council for Local Government Services - the "Green Book". If this does not apply to you, or you are not sure, you should contact HR Direct.

***The scheme applies to those renting accommodation as well as home owners.***

The application of this scheme will have regard to the NCC's Joint Agreement.

#### 3. Appointments to which the scheme applies

Chief Officers will decide on whether the relocation scheme can be used as part of the recruitment package before the post is advertised. If it is approved then this should be stated in the advert and details of the scheme should be provided.

Very exceptionally, a decision to apply the scheme may not have been made prior to advertising, but it becomes clear during the appointment process that the most suitable candidate would not be secured without it. In such circumstances, an indication that the scheme may be available can be given, but it is important that no firm commitment is offered until the Chief Officer's authority has been obtained.

Once an appointment has been made which involves the use of the scheme, this should be confirmed to the candidate in the letter formally offering appointment.

#### 4. Financial considerations

The full cost of the scheme will be met from departmental budgets. The types of expenses covered is outlined in appendix 1.

#### 5. Taxation

All expenses reimbursable under this scheme are exempt from income tax as long as:



- The total does not exceed £8,000 (including VAT and the cash equivalent of the benefits in kind), and they are incurred before the end of the tax year following the tax year employment is taken up
- the home that the applicant moves to becomes their main residence.

The scheme has been drawn up so as to avoid liability to pay tax in most cases. However, it is possible in some cases that the £8,000 limit may be exceeded, or that expenses are incurred after the time limit. The applicant will be responsible for meeting any such tax liabilities. The applicant should keep their own records and seek guidance from Her Majesties Revenue and Customs (HMRC).

- Records should be kept of the amounts and dates of all payments made and this information reported to the ~~Employee Services Centre~~ **HR Transactions Team** to ensure that the HMRC are notified of all taxable payments on form P11D. There is no national insurance liability on qualifying relocation payments.

Loans provided to an employee interest free will attract both an income tax and national insurance liability if when added to any beneficial loans from NCC the total exceeds £~~5~~**10**,000 at any time in a tax year.

NCC will not pay the employee's tax liability as it would be too expensive to do so.

## **6. Maximum amounts payable**

The maximum amount payable under the relocation scheme is normally £8,000.

Chief Officers have discretion to increase the amount payable for individual expenses, such as maintaining two homes or commuting, beyond the maximum limits identified below, where this remains within the £8,000 maximum.

Chief Officers also have discretion to increase the overall maximum amount payable in exceptional circumstances up to £10,000.

The Head of HR ~~and OD~~, in consultation with all party leaders, can further enhance the maximum amount payable if it is considered necessary in order to make an effective appointment at Head of Service level or above.

## **7. Temporary Appointments**

Chief Officers may use their discretion to offer the standard relocation expenses package to employees on fixed term contracts in order to make a suitable appointment if continued funding for the post is expected to be secured. If the employee's contract is not extended they will be required to repay on the same basis as permanent employees.

## 8. Repayment

Chief Officers are authorised to waive in whole or in part the repayment of relocation expenses in those cases where the Chief Officer considers that exceptional circumstances apply. If the amount waived exceeds £8,000 the excess will be taxable.

## 9. Interest Free Loans

~~Chief Officers may use their discretion to offer interest free loans for relocation expenses up to a maximum of £5~~**10**~~,000 to secure the right candidate.~~

~~Care must be taken to ensure that an individual's total loans from NCC do not exceed £5~~**10**~~,000, at which point the whole sum becomes a taxable benefit.~~

~~The period of the loan will not exceed 24 months.~~

**Chief Officers may use their discretion to offer interest free loans for relocation expenses up to a maximum of £10,000 to secure the right candidate. This could be where expenditure on relocation expenses listed in Appendix 1 exceeds the approved reimbursement limit, or to assist with other costs resulting from the relocation. Guidance on qualifying costs can be obtained from HR Direct.**

**Care must be taken to ensure that an individual's total loans from NCC do not exceed £10,000, at which point the whole sum becomes a taxable benefit. The period of the loan will not exceed 24 months.**

## Appendix 1 -Types of Expenses

Type	Description	Maximum Amount
<b>Maintaining Two Homes</b>	<p>If you are having difficulty selling your previous home and you have bought your new home or are temporarily renting you can claim reimbursement of certain additional costs. For example rent or interest payments on a bridging loan (providing the loan does not exceed the market value of the old home at the time the new one was purchased) until either the sale is completed or the total maximum limit has been claimed.</p> <p>In situations where you do not intend to sell your previous home, but will purchase a new home locally, any costs connected with the purchase would not attract tax relief under the Relocation scheme. NCC will pay an honorarium equivalent to the maintaining two homes allowance (£3,000) exclusive of tax, to cover such costs as stamp duty or legal fees.</p>	The total amount will not normally exceed £3,000.
<b>Commuting</b> (If not maintaining two homes)	You may prefer to stay in your previous home and commute to work, rather than stay in temporary rented accommodation. You can ask your Head of Department for a contribution to be made to your commuting costs.	The total amount will not normally exceed £3,000.
<b>Travelling Expenses</b>	Travel costs involved with the removal to your new home or between your previous home and your new home/temporary accommodation, once every three weeks until the sale is completed.	You may claim for either the cheapest available rail fare if travelling by train, the current business mileage rate or the appropriate lease car rate if you are a lease car user travelling by car.

<b>Legal and Estate Agents Fees</b>	Including solicitors' fees, survey fees, stamp duty, house agent's mortgage redemption fees, advertising or auctioneers' costs if you don't use an estate agent, negative equity fees, mortgage indemnity costs, arrangement fees.	
<b>Accommodation Search</b>	If you live over 50 miles from your new place of work, you can claim reimbursement for the costs of travelling, subsistence and overnight accommodation to search for your new home. You can claim on behalf of yourself and your spouse or partner	See PeopleNet for current rates
<b>Storage of Furniture and Effects</b>	If you need to store your furniture and effects	
<b>Installation Costs</b>	For example disconnection and reconnection of telephone, electricity or cooker	
<b>Removals</b>	<p>If you use a removal firm you must obtain two quotes, and the cost of the lower quote should be claimed. If you carry out the move yourself you may reclaim the cost of hiring a van</p> <p>If you have to move into temporary accommodation prior to moving into your new home the cost of both removals may be reimbursed.</p>	
<b>Please note</b> <ul style="list-style-type: none"> <li>• Reimbursement on these items are discretionary and you should seek advice from HR Direct before incurring expenditure.</li> <li>• NCC will not reimburse expenditure incurred on alteration or replacement of carpets, curtains, fixtures and fittings.</li> </ul>		