



## **Sector Skills Agreement**

### **Stage 1 - Scotland**

## Contents Page

Chapter	Page
<b>Executive Summary</b>	<b>2</b>
Introduction	2
Methodology	2
Size and Shape of the Sector	2
Drivers of Growth	2
Current and Future Skills Needs	4
Conclusion	5
Bibliography for the Executive Summary	6
<b>Introduction</b>	<b>7</b>
Background	7
1.2 Methodology	8
<b>Sector definition and characteristics</b>	<b>9</b>
Definition of sector	9
Availability of Workforce Data	10
Size and structure of workforce	11
Size and shape of the sector	11
Full-time and part-time workers	12
Gender	12
Ethnicity	13
Age Profile	13
Possible explanations for growth	15
<b>Drivers of demand</b>	<b>17</b>
The social services sector and productivity	17
Globalisation	19
Technological change	20
Consumer demand	20
Government policy and legislation	21

<b>Current and future skills needs</b>	<b>24</b>
Occupational structure of sector	24
Labour Force Survey Data	24
Data from SSSC commissioned employers' survey	28
Data from SSSC commissioned service users' and carers' survey	32
Response to consultation	34
Other skills demands	35
Quantifying demand	35
Registration of the workforce	35
Other demands	37
What lies ahead	37
Conclusion	38
<b>Conclusions</b>	<b>39</b>
<b>Bibliography</b>	<b>42</b>
<b>Appendices</b>	<b>45</b>

# Executive Summary

## Introduction

This report has been undertaken by the Scottish Social Services Council as part of the Sector Skills Agreement process being carried out by Skills for Care and Development (SfC&D). It sets out a summary of the current and future skills needs of the social services workforce in Scotland. The assessment of current training provision to the sector is set out in the Stage 2 report.

## Methodology

The findings set out in the Scotland report are underpinned by a range of work including in-house analysis of UK national datasets and analysis of data produced by the Scottish Executive and Futureskills Scotland. Work was also commissioned with external consultants (GEN Consulting) to complete a survey of service providers in Scotland, a separate survey of service users and carers and a report of trends within Scotland, which may impact on the sector in the future. This chapter draws on all these sources of information as well as the findings from a series of consultation events in Scotland in February and March 2007.

## Size and Shape of the Sector

One of the most significant features of the sector is the growth that it has witnessed in the last 10-15 years. We know from Labour Force Survey (LFS) data that the number of people working in the sector rose from 97,000 to 139,000 between 1995 and 2004. This means that the workforce grew by 43% during that 10 year period and is much greater than the growth rate across the Scottish economy as a whole, which was 7% for the same period. One of the interesting things about the growth is where it occurred, and what we find from the LFS data is that it was private and voluntary sector providers who saw the highest levels of workforce growth. The Voluntary sector workforce more than doubled from 17,000 to 35,000, while the Private sector workforce increased by over 75% from 26,000 to 46,000. Local authorities also saw an increase in their workforce, but at 7% it was the same as the Scottish average. The impact of these changes is that where in 1995 local authorities employed 3 out of 5 people working in the sector it is now approximately 2 out of 5.

## Drivers of Growth

The key drivers of the growth in the sector seem to be a number of Government initiatives and the funding associated with them. These include the Supporting People policy, the Scottish Childcare strategy and Community Care policy. The growth in the sector's workforce and the influx of new staff to it clearly creates demand in terms of skills and staff training. In addition to this the new regulatory framework for the sector, which was created through the Regulation of Care (Scotland) Act 2001 (RoCA), has also brought new requirements for staff training and qualifications.

Consumer demand is also thought to be of some significance, although hard data on the extent of privately purchased care is not readily available. Two of the most important trends in terms of consumer demand for the sector are the increasing personalisation of care and demographic change in Scotland. The second of these in particular is expected to drive much future demand for care services. The extent to which this will be the case however is uncertain. Work undertaken by GEN Consulting indicates that demand for adult residential care could increase by 50% by 2020. Further work on future demands is required and will be a feature of the SSSC's Stage 3 work.

### **Current and Future Skills Needs**

There have been five key reports published or commissioned by the Scottish Executive in the last four years (van Zwanenberg, 2003; Scottish Executive 2005a, 2005b, 2006a, 2006b) that examine either parts, or the whole of the sector and identify a number of skills needs within the workforce. These provide a useful starting point for considering skills needs as there are four key skills issues that appear in two or more of them, which are:

- i) skills in partnership, cross-disciplinary and cross-professional working;
- ii) leadership and management skills (including empowerment of staff, planning, and commissioning);
- iii) service re-design and making the best use of the skills within the workforce;
- iv) critical decision-making skills.

In addition to the skills needs identified in these reports, there are also skills or learning needs that have been created by the new regulatory framework within the sector. The SSSC has a duty to register people working in the sector and registration is in part dependent on individuals holding a relevant qualification. It is known that most of the people working in the sector do not hold relevant qualifications nor have they been expected to previously. Therefore, the registration process is increasing the demand for staff training.

The Employers' Survey undertaken by GEN Consulting found that gaps in soft skills, especially communication, literacy, team working, and problem solving were identified by employers as being of importance, particularly for staff working at practitioner and support worker levels. Concerns about these skills needs were also linked to concerns regarding the ability of many staff to successfully complete qualifications required for registration.

GEN Consulting also undertook a survey of service users and carers. The skill areas where workers scored least well were in relation to their flexibility in dealing with unexpected problems and giving insufficient help with administrative type tasks.

Findings from these two surveys along with data from the Labour Force Survey were published as a headline report which was put out for consultation. The feedback received

from those who responded, either through the small group discussions at the events or from written comments confirmed the concerns regarding soft skills. Remarks about soft skills were often linked to worries about the ability of staff to complete the qualifications required for registration with the SSSC.

## **Conclusion**

The outcome from the work undertaken for Stage 1 of the Sector Skills Agreement process has been the identification of a number of areas of skills and learning needs. These are listed below:

- Registration requirements
- Soft skills
- Service design and effective use of workforce's skills
- Commissioning and contracting
- Partnership working
- Ability to operate autonomously
- Other obligatory training demands
- Developments in technology

These are discussed in more detail within the report itself. The Stage 2 report maps the current training resources available to the sector and the extent to which they overlap with the skills needs identified above.

April 2007

## **Bibliography for the Executive Summary**

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Scottish Executive (2006a) *Changing Lives: report of the 21st century social work review*, Edinburgh, Scottish Executive

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van Zwanenberg, Z. (2003) *Leadership and Management Development in Social Work Services*, Edinburgh, Scottish Executive

# 1. Introduction

## 1.1 Background

This report has been undertaken by the Scottish Social Services Council as part of the Sector Skills Agreement process and sets out the current and future skills needs of the social services workforce in Scotland. The assessment of current training provision to the sector is set out in the Stage 2 report. The report has been produced in this form primarily to meet the requirements of the Sector Skills Development Agency but will also be made more widely available.

The Scottish Social Services Council (SSSC) was established in 2001 as part of the UK-wide drive to raise standards in social services. Established under the Regulation of Care (Scotland) Act 2001 (RoCA), the SSSC is responsible for establishing a register of people who work in social work, social care and early education and child care in Scotland and for making sure that the education and training of the social service workforce meet the needs of the sector now and in the future.

In addition to its role in the registration and regulation of the social services workforce, the SSSC has workforce planning and development responsibilities as delegated by Scottish Ministers under section 58 of the Regulation of Care (Scotland) Act 2001. It also has responsibilities relating to the approval of courses for social workers and social services workers (S.54 RoCA).

The Regulation of Care (Scotland) Act 2001 also led to the establishment of the Scottish Commission for the Regulation of Care (the Care Commission) which regulates providers of care services as defined under Section 2 of that Act.

The SSSC is part of the Sector Skills Council (SSC) Skills for Care & Development (SfC&D) which was licensed in February 2005 and is a UK partnership of five bodies comprising the Scottish Social Services Council (SSSC), Care Council for Wales (CCW), Northern Ireland Social Care Council (NISCC), Skills for Care and the Children's Workforce Development Council (CWDC) both in England. The functions of the Sector Skills Council fit particularly well with the SSSC's delegated workforce development responsibilities.

In Scotland, the sector that Skills for Care & Development (SfC&D) represents is referred to as the social services sector. This is in line with the terminology used in RoCA which defines the sector in Scotland. The terminology used to refer to the sector in the rest of the UK varies as a result of legislative and governance differences.

The Scottish Parliament has devolved responsibilities for the sector and these are spread across several divisions within the Scottish Executive.

## **1.2 Methodology**

The findings set out in this chapter are underpinned by a range of work including in-house analysis of UK national datasets and analysis of data produced by the Scottish Executive and Futureskills Scotland. Work was also commissioned with external consultants (GEN Consulting) to complete a survey of service providers in Scotland, a separate survey of service users and carers and a report of trends within Scotland which may impact on the sector in the future. This chapter draws on all these sources of information and more.

## 2. Sector definition and characteristics

### 2.1 Definition of sector

In Scotland the main sub-sectors within the social services sector can be defined as:

- adult day care
- adult residential care
- day care for children
- domiciliary care
- housing support
- local authority fieldwork<sup>1</sup>
- residential child care

This footprint is very similar, but not identical, to the footprint of the sector in other parts of the UK. The main difference lies in the positioning of criminal justice social work services. In Scotland, staff within local authority social work services have responsibility for probation and parole services which in England, Wales and Northern Ireland sit with local authority services in the Probation Service; there is no separate Probation Service in Scotland. In Scotland, the staff who supervise such work are required to be qualified social workers; this is also the case in Northern Ireland, but not in England and Wales.

The sector can also be defined using the Office for National Statistics Standard Industrial Classification (SIC) codes. Using this system the Sector Skills Development Agency define the core of the sector as covered by SIC code 85.3<sup>2</sup>, as set out in table 1 below. It should be noted that the language used in the SIC code system to describe the sector is not the language used within the sector itself.

Table 1: SIC Code definition of sector

SIC CODE	DESCRIPTION
85.3	Social Work Activities
85.31	Social Work Activities with accommodation
85.31/1	Charitable social work activities with accommodation
85.31/2	Non-Charitable social work activities with accommodation
85.32	Social work activities without accommodation
85.32/1	Charitable social work activities without accommodation
85.32/2	Non-charitable social work activities without accommodation

In addition to the core SIC code there are peripheral SIC codes where it is recognised that Skills for Care and Development have an interest but where staff involved in provision of

<sup>1</sup> This sub-sector covers all local authority social work services not registered with the Care Commission.

<sup>2</sup> NB, 85.3 includes work with those on probation or parole.

social services are employed within another sector. These peripheral codes are set out in table 2.

Table 2: Peripheral SIC Codes

SIC CODE	DESCRIPTION
70.12	Development and Selling of Real Estate <sup>3</sup>
74.5	Labour Recruitment and the provision of personnel (Nurse Agencies)
75.12	Regulation of the activities of agencies that provide health care, education, cultural services and other social services excluding social security
80.10	Primary Education (Nursery Schools)
85.11/3	Medical Nursing Home activities

The seven sub-sectors set out above do not all therefore sit wholly within SIC code 85.3 and table 3 below sets out which codes are relevant for which sub-sector.

Table 3: SIC codes relevant to each of the main sub-sectors

Sub sector	SIC Code
adult day care	85.32
adult residential care	85.31, 85.11/3
day care for children	85.32, 80.10
domiciliary care	85.32
housing support	85.3, 70.12
local authority fieldwork	85.32/2, 75.12
residential child care	85.31

N.B Criminal Justice Social Work services provided by local authorities or voluntary sector agencies all sit within SfC&D's core at 85.32.

## 2.2 Availability of Workforce Data

Data on the size and structure of the sector in Scotland is available from four key sources. There are the national data sets such as the Labour Force Survey, which hold data of relevance to all SSCs classified using SIC codes. The Scottish Executive is another valuable source of data as it has undertaken an annual census of local authority social work services (LASWS) staff for many years. In addition, the Executive has more recently started an annual survey of all staff working in pre-school and childcare services. This census and survey together provide excellent data on all social services staff in Scotland working for a local authority. The third source of data is the Care Commission which requires all social service providers to complete an annual report that must contain information on each provider's workforce. The fourth source of information is the SSSC and its register of social workers

<sup>3</sup> This may seem surprising from the title of the SIC code but occupations that are included within it are; residential and day care managers and care assistants and home carers.

and social services staff. The process of registration of staff is still at a relatively early stage so the data held currently is limited. However, over time it is expected that this will grow, although the extent to which it can be used for workforce intelligence purposes is expected to be more limited than the data available from the Executive as it is not gathered for that purpose.

While the data from the Executive and Care Commission is not classified using SIC codes there is a common dataset underpinning the workforce data gathered by both organisations. The Scottish Core Minimum Data Set (CMDS) has been in development for the past three years and been the subject of wide consultation in the sector and was recently launched by the Scottish Executive. The purpose of the CMDS is to improve the quality, comparability and consistency of the data available on the sector in Scotland. The Census and the Commission's annual reports between them cover all services in the sector's seven sub-sectors. This means that as the CMDS becomes fully embedded in these two data gathering processes, data will become available on an annual basis on the whole of the sector's workforce in Scotland. There are few, if any, sectors in Scotland that will have a comparable breadth of workforce data available to it.

Data from the Labour Force Survey (LFS) the Executive's LA census of social work services staff, their survey of pre-school services and Care Commission data are drawn on to varying degrees within this report.

## 2.3 Size and structure of workforce

### 2.3.1 Size and shape of the sector

We know from the LFS and its use in the recent Scottish Executive labour market reports<sup>4</sup> on the social services sector that the number of people working within the sector (as defined by SIC code 85.3 – Social Work Activities – see discussion in 2.1 above) has risen very considerably in the last 10-15 years. Data from the Labour Force Survey (LFS) for SIC code 85.3, shows that the sector grew from 97,000 employees in 1995 to 138,000 in 2004. This is a growth of 42% for that period compared with 7% for the Scottish economy as a whole.

The LFS data when broken down by type of employer shows the following:

Table 4 – Numbers of employees by type of employer

Year	Local Government	Voluntary Organisations	Private	Total
1995	54,000 (55.7%)	17,000 (17.5%)	26,000 (26.8%)	97,000 (100%)

<sup>4</sup> Scotland's Social Care Labour Market (Scottish Executive, 2004) and Scotland's Social Services Labour Market Report (Scottish Executive, 2006c).

2004	58,000 (41.7%)	35,000 (25.2%)	46,000 (33.1%)	139,000 (100%)
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Source: Labour Force Survey (4 quarter average figures 1995-2004), Office for National Statistics

From the table, it is clear that the greatest percentage growth has been in the numbers employed by voluntary organisations, where the growth rate has been 106%. The growth in the private sector's workforce has been less at 77%, whilst growth in Local Government staffing at just above 7% is similar to the Scottish average across all industries. One of the consequences of this unequal growth has been that Local authorities have seen their position as the majority employers of social services staff in Scotland become that of a minority employer (albeit still currently the largest). In 1995 they employed 56% of the workforce but by 2004 this had reduced to 42%. This is despite having seen their own workforces expand during that period. As a result of the sector's overall growth, social services in Scotland in 2004 accounted for almost 6% of all those working in Scotland compared with just 4% of the total Scottish workforce 10 years earlier.

### 2.3.2 Full-time and part-time workers

We also know from the LFS that there has been a significant change in the proportion of people working part or full-time in the sector. In 1995 the number of people working part-time was 55,000 or 53% of the sector's workforce. However, by 2004 the number of part-time staff had decreased to 54,000 which equates with just 36% of the total workforce. It is therefore clear from this that the growth in the sector during the period 1995-2004 was due to an increase in full-time workers. The most up to date data comes from the LFS from July/September 2006 and is set out in table 5 below and as can be seen the proportion of part-time workers in the sector has increased slightly to 38% since 2004 but is still considerably higher than within the economy as a whole.

Table 5 Percentage of Part-time and Full-time workers in Scotland and SIC 85.3

Sector of Economy	Part-time workers (%)	Full-time workers (%)
All Scotland	26%	74%
Scotland SIC 85.3	38%	62%

Source: Labour Force Survey July/September 2006

### 2.3.3 Gender

The social services sector is traditionally seen as one with a high proportion of female workers relative to the economy as a whole. We know from the first social care labour market report (Scottish Executive, 2004a) that the proportion of male workers in the sector in 1994 was just 12% (LFS). Table 6 below shows the current proportion of men within the sector (as defined by SIC code 85.3) in comparison to the proportion within the economy as a whole.

Table 6 Percentage of male and female workers in Scotland and SIC 85.3

Sector of Economy	Male workers	Female Workers
All Scotland	52%	48%
Scotland 85.3	17%	83%

Source: Labour Force Survey July/September 2006

There is considerable variation across the sector, with, for example, the early years sub-sector having a workforce that is 98% female (Scottish Executive 2006d).

### 2.3.4 Ethnicity

There is no data currently available that provides information on the ethnicity of all staff working within the sector, although data is available for parts of it. The Scottish Executive's report *Pre-school and Childcare Workforce Statistics 2005* (Scottish Executive 2006d) states that 2% of the 30,640 staff working within early years came from an ethnic minority. This figure is in line with the proportion within the Scottish population as a whole (see Scottish Executive, 2004c). However, the most recent data available from the annual census of local authority social work services staff (Scottish Executive, 2006e) indicates that just 0.8% of workers were from an ethnic minority (this is based on an 80.9% response rate to this question on a total staff group of 54,008).

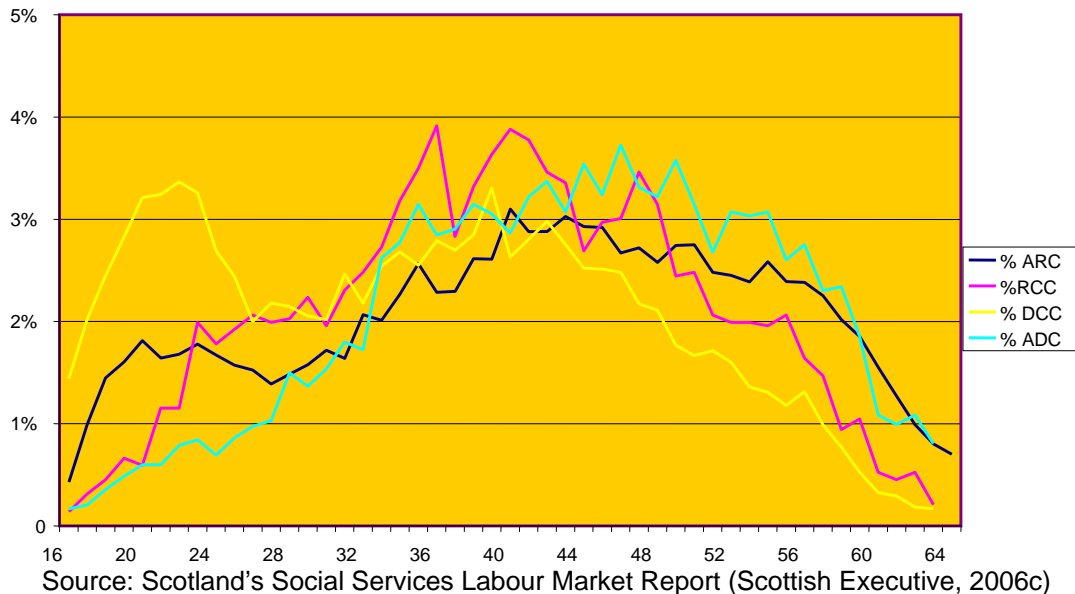
### 2.3.5 Age Profile

In addition to the above profiles of the sector's workforce drawn from the Labour Force Survey etc, we are also able to provide age profile data based on returns to the Care Commission from social service providers. In 2005 an audit was undertaken by the Scottish Executive of Care Commission annual returns. These returns held details of 79,888 people working in just four of the sub-sectors mentioned above (viz, adult day care, adult residential care, day care for children and residential child care). Data on the ages of staff were provided in relation to 66,544 of those staff members and this was set out in graphical form in the Executive's labour market report on the sector (pg.22, Scottish Executive, 2006c) a version of which can be seen in figure 1 below. It looks at the age profiles of staff within adult residential care (ARC), residential child care (RCC), day care for children (DCC) and adult day care (ADC).

Figure 1

Age profile by service

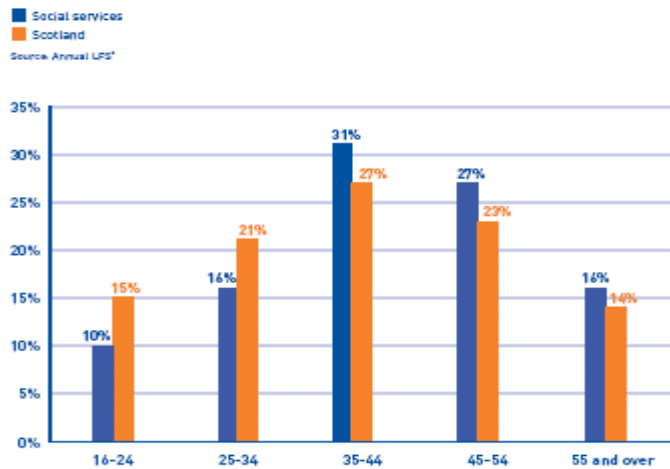
Base 66,544



One of the interesting points arising from the graph is the difference between the age profiles of the four sub-sectors. The profile of staff working in the day care for children sub-sector shows a much higher proportion of staff under the age of 25 than in the other sub-sectors, although there are also differences between these. From what is known of the three sub-sectors not shown in figure 1 (viz, domiciliary care, housing support and local authority fieldwork) it is thought that their age profiles are less likely to resemble the day care for children profile than those of adult day care etc.

In addition to this age profile information, we also know from Futureskills Scotland's analysis of Labour Force Survey data on the age of workers in all sectors of the economy, that the age profile of the social services sector's workforce is on the whole older than the age profile for all people working in Scotland (see figure 2 below).

Figure 2 – Age profile of people in employment



Source: Futureskills Scotland (2005a)

### 2.3.6 Possible explanations for growth

It seems clear that one of the most significant findings in the data presented above is the extraordinary level of expansion which the social services sector in Scotland has witnessed in the last 10-12 years. The growth in the sector's workforce is such that it far outstrips growth in most other sectors or industries in Scotland and may in fact make it the fastest growing of all Scottish sectors (pg.33, Futureskills Scotland, 2006) over the last decade.

In this time period it has also seen a significant shift in who provides social services with local authorities employing two fifths of the workforce in 2004 as opposed to three fifths a decade earlier. If that trend continues, in less than 10 years the private sector will become the largest employer, as has happened in other parts of the UK already.

A number of potential explanations could be offered for this growth, and these include;

- a move from full-time to part-time employment
- revision of how the sector is defined and therefore counted
- growth in the workforce prompted by specific government initiatives (e.g. in community care services , the Scottish childcare strategy, and the Supporting People policy)
- Public/market demand for services.

We know from the data that the move has been towards full-time employment. We also know that the definition of the sector or how its size is calculated under the Labour Force Survey did not alter significantly during the 1995-2004 period, therefore neither explanation suggested above would account for the growth.

The third explanation for the sector's growth is the impact of UK or Scottish government policies such as Community Care, Supporting People and the Scottish Childcare Strategy. We could look at the parts of the social services sector where we would expect to see activity as a result of such initiatives, e.g. older people's services and pre-school services. Unfortunately, access to sufficiently detailed, reliable and consistent data for these sub-sectors is currently more limited than for the sector as a whole. We do know however, from Scottish Executive data that in 2003 there were 26,700 staff working in pre-school and childcare centres in Scotland and that by 2005 this figure had risen to 30,640 an increase of almost 15% in a two year period (see Scottish Executive 2004b and 2006d).

The final suggested explanation is that public or market demand has encouraged the growth. The social services sector like other public service sectors has areas of privately purchased provision. Data on this is limited but we know that there is early years and childcare provision that is paid for privately by parents, and that in adult residential care and domiciliary care there is also privately purchased care. The extent of this and whether it has grown significantly in recent years is currently unclear. However, the Children's Nurseries UK market report published by Laing & Buisson (Blackburn, 2006) makes the point that the children's day care sub-sector has been growing across the UK even though there has been a slight decrease in the under-5's population over the last 30 years. Blackburn cites the following as the key drivers of this growth:

“...delayed family formation, increased female work participation, general attitudes towards childcare and early years education, public subsidies for children aged three and four years, and employers' childcare demand.” (pg i, *ibid*)

It is the SSSC's intention to examine the issue of privately purchased provision in more detail in financial year 2007/08. This work will be undertaken in conjunction with employers and other key stakeholders and is expected to be completed by March 2008.

### **3. Drivers of demand**

This section of the report is concerned with examining in more detail the drivers of change within the sector in Scotland, and in particular demand for skills. It begins with a discussion on the nature of the sector and how productivity is measured within it. There then follows a consideration of the impact of external drivers including globalisation, technological change, consumer demand, and Government policy.

#### **3.1 The social services sector and productivity**

The social services sector is often referred to as being part of the public sector, however, the proportion of staff employed by local authorities has in fact shrunk in the last decade and now accounts for just over 40% of those employed in the sector. This may seem to suggest that social services provision should be regarded as being primarily non-public sector, but the picture is more complicated than that as a result of local authorities contracting out services. It is understood that the majority of people employed by voluntary or private social service providers are in posts funded by public expenditure, although the extent of privately purchased provision is not currently well understood. Given this, social services provision is best viewed as lying within the public sector with a currently unknown proportion being funded by private provision. One implication is that public expenditure is a key driver of change within the sector whereas change driven by the demands of the market is thought to be much less significant.

The public sector nature of social services provision creates difficulties for the measurement of the sector's productivity. The economic contribution of a sector can be viewed as being equivalent to the financial value of the goods or services the sector produces. However, there is currently no satisfactory way to estimate the financial value of the services produced by the social services sector. The convention for measuring UK public sector productivity is that the value of outputs is assumed to be equal to the value of the inputs. An example would be to equate the expenditure of Local authorities with the value of the services they produce, for example in 2003/04 local authority gross social service expenditure in Scotland was £2.65 billion. The "output=input" approach simply assumes that the value of services provided with this money must also equal £2.65 billion.

In 2003, the Government initiated the Atkinson Review to revise the methodology used for measuring the actual value of public sector outputs and provide an accurate measure of public sector productivity. The recommendations of the Atkinson review (which reported in 2005) are currently being taken forward by the Office for National Statistics (ONS) in conjunction with the Scottish Executive and other devolved administrations. The review identifies two key problems with the current measurement of public sector productivity:

“(a) in the case of collective services such as Defence or Public Administration, it is hard to identify the exact nature of the output,

and,

(b) in the case of services supplied to individuals, such as Health or Education, it is hard to place a value on these services, as there is no market transaction.”

(p.12, Atkinson Review, 2005)

In a similar vein, Alford (pg.5, in Johnson and Scholes, 2001), in a discussion on the differences between private and public sector management argues that,

“...the public sector manager is responsible for ensuring the production of not only private but also *public* value...”

It follows from this that a strict economic account is insufficient to quantify the contribution that the social services sector (or the public sector more generally) actually makes to Scotland as it only considers the economic value of the services provided. Values other than the economic are of particular importance in all areas of the public sector. Assisting individuals to reach their full potential has a bearing on the level of economically active people. Protection of the vulnerable is crucial in building social capacity. To measure the real value of child protection work, the supervision of people on probation, or the assessment work of a mental health officer one must consider factors beyond simply the economic.

Given the difficulties outlined it is perhaps not surprising that the language of productivity is not in common use within the social services sector. Recent debate has usually been framed in terms of “efficiency”, as in the Gershon review into efficiency in the public sector (Gershon, 2004), although it seems clear from Gershon’s definition of efficiency (pg.6-7, *ibid*) that it includes what could also be described as productivity. One difference between the productivity and efficiency discourses (as exemplified by Sector Skills literature on the one hand and the Gershon review on the other) seems to be that the former places greater emphasis on the development of the skills of individual workers as a means of promoting productivity while the latter looks more at the better use of resources and what might be termed organisational development (in Gershon’s case the reform of “back-office” functions). This is not to say that the Sector Skills literature or the Gershon report ignore organisational development and workforce development respectively, but simply where they place the greater emphasis.

Notwithstanding the above caveats regarding the measurement of productivity in the sector, it is understood that work will take place between ONS and the Scottish Executive to devise more meaningful ways of measuring productivity and this will include ways of taking into

account issues of quality. Work has already taken place to develop similar indicators in the health and education fields in Scotland. SfC&D will continue to monitor the development of this work and the light it will hopefully shed on the sector's contribution.

### **3.1.1 Globalisation**

While globalisation has become of increasing importance for developments in some sectors of the economy its relevance for driving change within the social services sector currently appears quite limited. As pointed out by Fernandez (pg. 89, Fernandez, 2006), the provision of care services is not an international industry in the same way that medical products (e.g. medicines and medical equipment) are. She argues that,

“...the development of similar cross national operations in care services is hindered by the major differences in traditions of care delivery, regulations and funding. There is no single model of care that meets requirements in the majority of European countries.” (ibid)

This should not be taken to mean that no service providers in Scotland (or indeed the rest of the UK) are part of larger multi-national businesses. As is clear from the information provided by Fernandez, and other market reports published by Laing & Buisson (Fernandez 2006, Mickelborough 2005 and 2006), there are a small number of British providers who have interests in the provision of care out with the UK and similarly there are a few companies from continental Europe or North America who now have interests within the UK (including Scotland). However, the variable nature of social services provision referred to by Fernandez and the problems associated with measuring productivity do make international benchmarking both difficult and of questionable value and this is therefore not discussed within this report.

One area where globalisation may be having an impact on the sector in Scotland is in the employment of migrant workers. Anecdotally it is understood that a number of providers have sought to recruit workers from as far afield as China and India, although there is currently no reliable data available on this. The recent Scottish Labour Market report by Futureskills Scotland (2006a), does present information on the number of migrants from A8 countries<sup>5</sup> in the EU who have come to work in Scotland. During the period May 2004 to March 2006, 26,700 registered for work – although it is not known how many still remain in Scotland. The report also provides data on the areas of the economy that A8 migrants work in, with around two-thirds in Scotland being in one of the following five sectors; hospitality & catering; agriculture; administration; business & management services; or food processing sectors. 5%

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<sup>5</sup> 8 of the 10 countries that joined the EU in May 2004, namely; Poland; Czech Republic; Hungary; Latvia; Lithuania; Estonia; Slovakia; and Slovenia.

are said to work in health & medical services with none recorded as working in the care sector.

### **3.1.2 Technological change**

Developments in technology have not been a major driver of change in the social services sector in recent times although it is clear that some providers have begun to explore the potential of new technologies. Advances in information technology and the rise of personal computers, laptops, and mobile phones have tended so far to lead to changes in back office functions rather than in the direct delivery of care itself. The labour-intensive and intimate nature of much care provision perhaps does not lend itself easily to replication by technology, or at least current levels of technology. Having said this, some developments in assistive technologies (e.g. speech synthesisers) and home environmental control systems along with systems for alerting staff to falls, or tagging in the criminal justice field are beginning to have an impact on service delivery as are forms of e-self-assessment for service users.

Assistive technologies may increasingly enable more frail, elderly people to continue living in their own homes in the coming years. The potential implications for staff skills are not wholly clear. There would seem to be issues for the assessment of service users and the ability of workers to determine, in partnership with the service user, which technologies best suit their needs. Skills are also likely to be required in helping service users personalise and make best use of these technologies.

### **3.1.3 Consumer demand**

Probably the two most significant trends in terms of consumer demand for social services are the increasing personalisation of care and demographic change in Scotland.

The move towards the greater personalisation of services (see for example Leadbetter and Lownsborough, 2005) can be seen as part of a broader trend within society away from the one-size-fits-all/mass production approach that characterised most industries for much of the last century<sup>6</sup> (see for example, Harris 2003, or Parton 1996). This has led to an increasing emphasis on choice and the need for services to be individually tailored and is reflected in political statements like this from, *A Partnership for a Better Scotland* (pg.19, Scottish Executive, 2003a), where there is a commitment to ensure that,

“...our public services are designed and delivered around the needs of individuals and the communities within which they live.”

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<sup>6</sup> Sometimes referred to as a move from Fordist to Post-Fordist systems of production with the latter being characterised by flexible consumption and diversified production.

Some may see tensions between the productivity agenda on the one hand and that of the personalisation of services on the other, as the latter is concerned with improving the quality of services and could lead to a decrease in the quantity of service. However, as discussed by Atkinson (Chapter 4, Atkinson Review, 2005) measures of productivity need to take account of quality of services as well as quantity.

The second trend is demographic and while this is often portrayed as being of most significance for the future, its impact can also be seen in some of the developments the sector has witnessed since the 1990's. Government policies such as Community Care and the changes this brought to the provision of care can be seen as driven both by a concern to provide a more effective gate-keeping mechanism for the increasing numbers of people that were moving into residential care in the 1980s (demography) as well as tailor services more effectively to individual need (personalisation).

Current demographic projections for Scotland indicate that people over the age of 65 will make up an increasing proportion of the population over the coming decades. Prediction of the likely workforce implications of these changes is problematic but work has begun to try and build future scenarios that take into account the demographic projections discussed above. Stage 3 of the SSA work will take this scenario planning further forward. However, assuming that the population predictions are accurate, that there are no sudden policy shifts, and that there will be no changes in the current ratios of service users per head of population or the ratio of service users to workers then some initial estimates of the implications have been developed. These suggest that by 2020 there will be 50% more people requiring adult residential care, 30% more people requiring domiciliary care, and 15% more requiring adult day care.

Currently, the number working in adult residential care has been put at just above 41,000 in the Executive's recent social services labour market report (pg.16, Scottish Executive, 2006c), while the numbers working in domiciliary care were estimated at approximately 26,000 in a separate piece of work commissioned by the SSSC in 2004 (McClimont et al, 2004). Presuming staff client ratios remain the same then an increase in demand as indicated above would suggest an additional 28,000 staff required just for these two sub-sectors by 2020.

#### **3.1.4 Government policy and legislation**

As would be expected within a public sector dominated part of the economy, Government policy and legislation are of great significance in driving change. One can identify different but interconnected strands of policy/legislation that are relevant to the sector in Scotland, which could be classified as being concerned primarily with:

- a) service delivery, or

- b) regulation, or
- c) workforce and organisational development.

As has already been suggested above, it is thought that much of the growth witnessed in the sector's workforce in recent times has been as a result of Government policies such as Community Care, which are concerned with service delivery. These policies along with their associated public expenditure and an emphasis on the contracting out of services have driven the development and expansion of services especially amongst voluntary and private sector providers since the mid-1990s.

In Scotland, an emphasis on the need for better regulation of the sector began to emerge in the late 1990's and can be seen in the Scottish white paper, *Aiming for Excellence: Modernising Social Work Services* (Scottish Executive, 1999) and the subsequent policy position paper, *The Way Forward for Care* (Scottish Executive, 2000a), which set out the need to establish new regulatory frameworks for social services provision and heralded RoCA. That Act established the Scottish Social Services Council to regulate individual members of the workforce and their education and training, and the Care Commission, which regulates service providers. The establishment of both of these organisations and the registration requirements they have set out has had implications on the demand for skills and training within the sector.

The Care Commission developed national standards in relation to the delivery of care across the various parts of the social services sector. These included statements regarding the proportion of staff working for service delivery organisations that should hold particular qualifications. The SSSC is expected on a phased basis spread over the next 5 to 10 years, to register individuals working within the sector. Registration or maintaining one's registration is linked to holding an appropriate relevant qualification and undertaking continuous professional development. These regulatory developments have therefore also increased demands for training in the sector. There are now 15 categories of staff for which registration requirements have been set (details of these groups can be found in Appendix 2). For all registrants within these categories (except social workers) it is possible to register without holding the relevant qualification(s) but it (or they) must be achieved within a specified period of time, normally the first three years of the registration period.

The final policy category identified – workforce and organisational development - has some overlaps with the regulatory category. There have been five key reports published or commissioned by the Scottish Executive in the last four years (van Zwanenberg, 2003; Scottish Executive 2005a, 2005b, 2006a, 2006b) that examine either parts, or the whole of the sector and identify a number of skills needs within the workforce.

Looking across all of these reports there are four key skills issues that appear in two or more of them, these are:

- i) skills in partnership, cross-disciplinary and cross-professional working;
- ii) leadership and management skills (including empowerment of staff, planning, and commissioning);
- iii) service re-design and making the best use of the skills within the workforce;
- iv) critical decision-making skills.

The first of these is common to staff throughout the sector and at all levels within it. The second is concerned about the development of leadership skills amongst all levels of staff as well as the development of those in management. The third is also concerned with managers. The fourth was identified in the National Workforce Strategy and Changing Lives documents and relates primarily to professional staff such as social workers and their ability to deal with risk situations. In addition to the above, the Early Years Workforce Review identifies team working (which is not necessarily the same as partnership working), record keeping and report writing skills.

The views of social service users and carers were also sought as part of the Changing Lives work and the three key messages which came through were that,

“...the most important qualities for social service workers are anti- discriminatory values, respectful attitudes and very good personal communication skills.”  
(pg.59, Scottish Executive, 2006a).

All three policy strands within the sector in Scotland have been driving aspects of change and the demand for skills within the sector.

## 4. Current and future skills needs

In order to further examine the skills needs<sup>7</sup> within the sector this section of the report will consider:

- the sector's occupational structure using LFS and SSSC employers' survey data;
- findings from the SSSC survey of users and carers;
- responses to the SfC&D consultation early in February and March 2007;
- other skills demands within the sector;
- quantifying the levels of demand.

The final section will look at what lies ahead for the sector.

### 4.1 Occupational structure of sector

#### 4.1.1 Labour Force Survey Data

Section 2 looked at some of the key characteristics of the sector making use of the Standard Industrial Classification (SIC) system. In addition to the SIC code system which categorises different industries within the UK economy, there is also a system for classifying different occupations, which is referred to as the Standard Occupational Classification (SOC). Much of what follows will make use of this system. It will also make use of the 9 major occupational groupings (see appendix 1 for definitions) into which the UK Office of National Statistics (ONS) classifies each SOC code. It should be noted that as with the SIC code system the language used for SOC codes and occupational groupings is not necessarily the language used within the sector.

#### ***Core, secondary, tertiary and peripheral occupations***

Using data from the Labour Force Survey, the following approach has been adopted in line with that used by Skills for Health in the Stage 1 report of their SSA (pg.8, Skills for Health, 2005).

Core occupations in the social services sector have been identified as SOCs to which SIC 85.3 contributed at least 50% of that particular SOC code's workforce.

Secondary occupations – were SOCs to which SIC 85.3 contributed at least 25% of the SOC workforce and for which Skills for Care & Development was the predominant SSC.

Tertiary occupations – were SOCs to which SIC 85.3 contributed less than 25% of the SOC workforce, and for which Skills for Care & Development was the predominant SSC or there was no identifiable predominant SSC.

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<sup>7</sup> In the context of this report, the term skills needs covers current and future skills gaps and shortages.

(Details of the methodology for calculating core, secondary and tertiary occupations can be found in appendix 3).

Table 7 Key occupations (SOC codes) in SIC 85.3 by Major occupational grouping

<b>SOC Code</b>	<b>Occupation</b>	<b>Major Occupational Grouping</b>	<b>Significance to 85.3</b>
1184	Social services managers	Managers and Senior Officials	Core
1185	Residential and day care managers	Managers and Senior Officials	Core
2442	Social workers	Professional	Core
2443	Probation officers	Professional	Core
3231	Youth & Community workers	Associate Professional and Technical	Core
4114	Officers for non-governmental organisations	Administrative and Secretarial	Core
6114	House parents and residential wardens	Personal Service	Core
6115	Care Assistants and Home Carers	Personal Service	Core
6121	Nursery Nurses	Personal Service	Core
6122	Childminders and related professions	Personal Service	Core
6123	Playgroup Leaders and Assistants	Personal Service	Core
3232	Housing and Welfare Officers	Associate Professional and Technical	Secondary
1239	Managers and Proprietors in other services NEC	Managers and Senior Officials	Tertiary

In addition to the above occupations there are also a number of occupations that could be described as peripheral to the sector as SIC code 85.3 accounts for less than 25% of all people working in that particular occupation and there is a dominant SSC that is not SfC&D. These include; *Local Government Clerical Officers and Assistants* (SOC code 4113); *Kitchen & Catering assistants* (SOC code 9223); and *Cleaners & Domestic* (SOC code 9233).

### **Major occupational groupings**

Table 8 (below) uses the 9 major occupational groupings to compare the structure of the sector in Scotland with the sector's structure across the whole of the UK and also with the whole of the Scottish economy.

Table 8 – Percentage of employees in the major occupational groups; for SIC 85.3 (Social Work Activities) in Scotland and UK; for all Scotland

<b>Major Occupational Group</b>	<b>85.3 Scotland</b>	<b>All Scotland</b>	<b>85.3 UK</b>
1 Managers and Senior Officials	10.3	13.1	12.9
2 Professional occupations	7.3	12.7	8.7
3 Associate Professional and Technical	14.6	14.5	13.9
4 Administrative and Secretarial	9.4	12.2	8.3
5 Skilled Trades Occupations	1.8	10.8	1.9
6 Personal Service Occupations	50.2	9	47.5
7 Sales and Customer Service Occupations	0	8.3	0.5
8 Process, Plant and Machine Operatives	0.9	7.4	0.7
9 Elementary Occupations	5.5	11.9	5.4

The most striking difference between the sector in Scotland and the Scottish economy as a whole is the very high proportion of Personal Service occupations - 1 in 2 people in the sector, compared to almost 1 in 10 in Scotland. There is also a slightly lower level of managers and senior officials in the Scottish sector relative to the rest of the Scottish economy and to the UK sector as a whole. As to be expected given the nature of the sector there are also very few staff who come under the Sales & Customer Service or Process, Plant and Machine Operative occupations.

The regulation of the sector by the Care Commission and the SSSC has begun to shape skills demands within it. In order to provide some insight into what this can mean in practice

for the major occupational groups, table 9 below provides indicative information on some of the most common qualifications required by staff for registration with the SSSC. These are by no means exhaustive and full details of the relevant qualifications can be obtained from the SSSC's web-site ([www.sssc.uk.com](http://www.sssc.uk.com)).

Table 9 Occupational roles and common qualifications

<b>Occupational Group</b>	<b>Typical Roles or Settings</b>	<b>Examples of Current Common Qualifications</b>
Managers and Senior Officers	Adult Residential or Day Care Managers	Relevant professional award (or SVQ in Health & Social Care level 4) + SCQF Level 8 award in management
	Day Care for Children	Relevant professional award (or SVQ level 4)
	Other Managers	Relevant Professional Award (e.g. in Social Work) or in field specific to job (e.g. HR).
Professionals	Social Worker	Degree in Social Work or Postgraduate Award in Social Work
	Probation Officers	
Associate Professional & Technical	Adult Residential Care	SVQ in Health & Social Care at Level 4
	Housing Support	SVQ in Health & Social Care at Level 4
	Residential Child Care	SVQ in Health & Social Care at Level 4
Personal Service Occupations	Adult Residential Care	SVQ in Health & Social Care at Level 2 or 3
	Children's Day Care	SVQ in CCLD at Level 2 or 3
	Residential Child Care	SVQ in Health & Social Care Level 3 + HNC in Social Care

#### **4.1.2 Data from SSSC commissioned employers' survey**

This section considers the findings of the research that was commissioned specifically for the purposes of the SSA in Scotland. Starting first with the employers' survey the approach used was that of a telephone survey and the questionnaire was based on that used in the national employers' surveys in order that a degree of comparability with them was possible.

#### ***Respondents***

The telephone survey was of 339 workplaces in Scotland and was undertaken with a broad spread being sought in terms of location<sup>8</sup>, service type and size of workplace. Table 10 (below) gives details of the main activity of the workplaces surveyed. The consultants experienced particular difficulties with obtaining information about staff working in local authority fieldwork services and undertook additional work via two focus groups to supplement that part of the survey.

Table 10: Respondents by sub-sector

<b>Sub-sector</b>	<b>Number</b>	<b>%</b>
Adult residential	110	32%
Residential child care	35	10%
Housing support services	50	15%
Adult day care	44	13%
Day care for children	67	20%
Domiciliary care	29	9%
Fieldwork	4	1%
<b>Total</b>	<b>339</b>	<b>100%</b>

Source: SSSC Employers' Survey 2006

Table 11 (below) shows the profile of the workplaces in terms of whether they were public, private or voluntary organisations. As can be seen the spread of employers captured by the survey is fairly similar to what we know of the profile of the sector (see 2.3.1) although the proportions of private and voluntary providers is reversed.

Table 11: Respondents by type of employer

<b>Type of Employer</b>	<b>Number</b>	<b>%</b>
Public (i.e. Local Authority)	134	40%
Private	89	26%
Voluntary	116	34%
<b>Total</b>	<b>339</b>	<b>100%</b>

Source: SSSC Employers' Survey 2006

### ***Employers' Responses***

The survey asked questions on a range of issues, including;

- expectations regarding growth of workforce
- the workforce's current and future skills needs
- skills gaps
- vacancies

<sup>8</sup> 60 (17.7%) were in the area covered by HIE and the remaining 289 were in the area covered by Scottish Enterprise.

The key findings on these issues are set out below. Table 12 indicates the responses of employers when asked whether or not they expect their workforce to grow in the next three years.

Table 12: Expectations of workforce growth over next three years.

<b>Expectations concerning workforce growth in the next 3 years</b>		
	<b>Number of respondents</b>	<b>%</b>
Increase	127	37%
Decrease	13	4%
Stay the same	167	49%
Don't Know	32	9%

Source: SSSC Employers' Survey 2006

There were differences between the various sub-sectors regarding their expectations of future growth. Employers in domiciliary care (76%) and housing support services (52%) were particularly positive about the prospects for the growth of their workforces. On the other hand 83% of residential childcare workplaces thought their workforce would remain the same.

Workplaces were asked if their skills needs were likely to change over the next three years. Overall, some 62% believed that their skills needs would change with around one third of those surveyed believing that they would not. There were two key sub sectoral differences of note. The vast majority of domiciliary care workplaces (83%) expected their skills needs to change, whilst almost three fifths of residential child care workplaces expected no change in skills needs over the coming three years. When asked about where these changes would occur, soft skills<sup>9</sup> and health and safety skills were the main areas identified.

Employers were also asked about skills gaps<sup>10</sup> within their existing workforces. Of the 339 workplaces surveyed, 39% of them identified one or more existing staff members to be not fully proficient (i.e. to have a skills gap). This finding is higher than for the most recent data available for the Scottish economy as a whole (pg.26, Futureskills Scotland, 2007), where the proportion of establishments reporting one or more skills gaps was 22%. In our survey the staff groups most likely to be reported as having a skills gap were those coming under the definitions of "associate professional or technical staff" (APT) and "personal service staff". Interestingly, in the FSS report the former were identified as an occupational group with one of the lowest levels of skills gaps, while the latter had one of the highest. The reasons for this disparity may be related to the particular staff groups within the social services sector who would be classified as APT. The staff groups classified under the APT category are likely to be staff with supervisory (not managerial) functions in residential child care, adult residential

<sup>9</sup> This included; literacy; team working; problem solving and communication skills.

<sup>10</sup> A skills gap exists when someone who is in a job is judged by his or her Employer to be not fully proficient.

care, adult day care and early years services. With the exception of day care for children's services the majority of staff in these groups do not hold qualifications relevant to the job as defined by registration requirements.

Vacancies were identified in 36% of the workplaces surveyed compared with 19% in the Scottish economy as a whole (pg.13, *ibid*) and hard-to-fill vacancies were found in 19% of workplaces. Interestingly however, the number of workplaces identifying a skills shortage<sup>11</sup> was just 4% as opposed to 8% in the Scottish economy (pg.7, *ibid*). This suggests that hard-to-fill vacancies are primarily to do with a shortage of applicants as opposed to a lack of people with the right skills. This may say something about the perception of the sector's attractiveness, whether in terms of pay, career prospects, or other factors. Despite the findings on vacancies we know from Futureskills Scotland's work that levels of staff turnover in the social services sector do not appear to be a major issue when compared to other sectors. Indeed, Futureskills Scotland (2005a) found that labour turnover was slightly lower in comparison to the rest of the economy at 18% and 23% respectively.

Table 13: Vacancies, Hard to fill vacancies and skills shortages by major occupational groups.

<b>Occupational Group</b>	<b>% of workplaces with current vacancies</b>	<b>% of workplaces with hard to fill vacancies</b>	<b>% of workplaces with skill shortage vacancies</b>
Managers	8.0%	3.2%	1.0%
Professional	18.0%	11.5%	1.3%
Associate professional and technical	22.0%	8.8%	1.1%
Administrative and secretarial	5.0%	3.0%	1.5%
Personal services	27.0%	13.0%	5.1%
Sales and customer services	0.0%	0.0%	0.0%
Elementary	13.0%	5.6%	0.0%

Source: SSSC Employers' Survey 2006

Table 13 indicates how vacancies were spread across the occupational groups within the sector. The Personal Services and APT occupational groups, were the groups most likely to be reported as having a vacancy, which is similar to Futureskills Scotland's findings (pg.14, *ibid*). Skills shortages were greatest in the personal service occupations, which as noted above account for 1 in 2 people working in the sector.

<sup>11</sup> A skills shortage vacancy is a specific type of hard-to-fill vacancy that occurs when applicants lack the required skills, qualifications or experience for the job.

#### **4.1.3 Data from SSSC commissioned service users' and carers' survey**

In addition to the survey of employers, GEN Consulting were also commissioned to undertake a survey of service users and carers. The survey asked for carers and service users views on a variety of matters including;

- workers' skills
- their involvement in decision-making
- possible improvements, and the value of qualifications and training to staff.

This was primarily based on a postal survey but was supplemented with six telephone interviews of carers and a focus group for service users. The response rate to the postal survey was low but not untypical of such surveys. Of the 1880 questionnaires sent out, 189 responses were received (10% response rate). Table 14 (below) indicates which types of services those who responded received.

Table 14: Respondents by type of service received.

Type of Service Received	Number of Respondents	% of Respondents
Domiciliary care	89	47%
Day care service for adults (out with the home)	79	42%
Care through a residential adult care home	18	10%
Day care services for children (out with the home)	13	7%
Care through a residential care home for Children and young people	4	2%
Other	15	8%
No reply	9	10%
<b>TOTAL</b>	<b>189</b>	<b>100%</b>

Source: Service Users and Carers survey.

In terms of workers' skills, the two areas that scored least well were in relation to the flexibility of workers to deal with unexpected problems and to give help with administrative type tasks. It could of course be that these two issues do not so much reflect gaps in the skills of individual workers, but are related to the nature of their role and the duties they are expected to undertake by their organisations. For example, if their roles are tightly defined with little room for autonomy or discretion then they will be restricted in their ability to act. The issue therefore may not be with the individual worker's skills but related to issues of service design and the effective use of the workforce's skills. This is an issue that was identified within the Changing Lives (Scottish Executive, 2006a) report discussed in 3.1.4. If this issue is about workers roles not being sufficiently flexible to respond to service users day to day needs, then it does seem to raise a question about whether personalisation and the diversity of provision it implies is possible in a context where workers' roles are narrowly defined and workers themselves have little choice in terms of what they can do.

There were differences between service users and carers when they were asked if they were involved in decisions that affected them. Of 51 users of services, 67% said they always were, while 10% said they never were. Of 124 carers, less than half (49%) said that they were always involved in decisions that affected them or the person they care for and 9% said that they never were. One of the skills needs identified in the National Strategy document, referred to previously, was the need for staff to learn to work in equal partnership with service users and their families (pg. 12, Scottish Executive 2005a)

The telephone interviews and the focus group session included a discussion on the value of qualifications in the sector. The content of these discussions revealed that while there was an emphasis on the value of qualifications for teaching basic skills, ensuring a minimum standard and raising status, there was also a view that what was most important was "attitude". In summary, qualifications were seen as important but well developed interpersonal skills were

considered more important and there were mixed views on the extent to which these could be taught. These comments clearly chime with those identified in Section 3 of this report on the views of service users and carers during the work on the review of social work (Scottish Executive, 2006a).

#### **4.1.4 Response to consultation**

In February 2007 the initial findings from the employers' survey and service users and carer's survey were published along with LFS data and put out for consultation to the sector. Four events were held across Scotland for employers, training providers and other interested parties to attend and give feedback on the report. Just over 120 people attended the four events and written responses were received from just over 40 people (most of whom had attended one of the events). The events started with a presentation of findings and this was followed by small group discussions of around an hour. There were three issues which received particularly high levels of comment and these were; soft skills; leadership and management; and the registration agenda.

Considerable discussion took place at the consultation events on the issue of soft skills. There was a strong consensus that the development of soft skills required attention. Personal service staff (and to a lesser extent associate professional or technical staff) were particularly the focus of concerns and literacy, communication, team working and problem solving skills were all referred to. These discussions were linked on occasion to the broader registration agenda as it was felt that a prerequisite to being able to undertake a Level 3 SVQ or an HNC successfully was that candidates should have confidence in the soft or core skills that should underpin practice at those levels. Help with literacy and assistance to prepare for undertaking the qualifications required for registration was seen as being important for many staff. There was a view expressed in a number of the small group discussions that staff at these levels often lack confidence both in terms of their academic ability (which can impact on them working towards qualifications) but also their ability to problem solve without reference to managers. There were a number of reasons suggested for these issues, including poor previous educational experiences but also the extent to which job roles can be restricted and so narrowly defined that staff can feel they have no scope for responding flexibly with service users or carers. Low levels of confidence amongst personal service staff were also suggested and seen as being potentially connected with roles that are too circumscribed. The need to build the capacity of the workforce was a key theme in the Changing Lives report (Scottish Executive 2006a).

Linked to these discussions about front line staff were comments regarding the need for leaders and managers to recognize the existing skills of their staff and to encourage their use as well as the development of other necessary skills. The importance of a learning culture within organisations featured in such discussions and the emphasis for this was placed very much with operational managers and senior managers. This topic of learning culture is

addressed in some of the key documents discussed in 3.1.4, including Changing Lives (ibid) and the National Workforce Strategy (Scottish Executive, 2005a). In addition, the SSSC, through the mainstreaming of the Scottish Practice Learning Project, has a responsibility to promote a learning culture within organisations. This is a key objective of the 4 regional Learning Networks and has also been promoted in a number of ways including the distribution of support materials produced by the Social Care Institute for Excellence (SCIE).

#### **4.1.5 Other skills demands**

In addition to the skills needs identified above and the drivers outlined in section 3, there are a mix of other demands on employers which give rise to a range of learning and skills needs and are thought to account for much of the training that employers currently provide for their staff. Some of these are common to sectors other than social services and have a statutory element to them, e.g. health and safety obligations. Other statutory requirements, peculiar to this sector, would include Mental Health Officer training for social workers. Other training needs arise from requirements insisted upon by insurers, e.g. moving and handling training which is so important in the adult residential and domiciliary care sub-sectors. Other forms of training are driven by changes in service delivery arrangements. For example, the move towards closer working between local authority social services and the NHS, has led to the development of a single shared assessment process for health and social services staff and this in turn has led to the need to train staff in the health and social services sector to use this process.

## **4.2 Quantifying demand**

### **4.2.1 Registration of the workforce**

As already discussed, one of the key drivers of skills needs within the social services sector in Scotland is the Scottish Ministerial commitment to the registration of all members of the social services workforce. Table 9 set out some of the indicative qualifications required by different occupational groups and Appendix 2 provides information on the registration timescales for different staff groups and indicates which phase of the registration process each of the groups is in. The groups listed in table 9 and appendix 2 are those staff groups for whom there has been a consultation process regarding their registration and a subsequent Ministerial decision made regarding the appropriate qualification(s). A number of staff groups still remain out with this process including; non-managerial adult day care staff; all domiciliary care staff; and fieldwork staff who are not social workers.

The Scottish Social Services Council, which has responsibility to register the individual members of the workforce, published a report in 2004 which examined the likely impact of implementing phase one of registration including an estimation of the likely costs<sup>12</sup> (SSSC,

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<sup>12</sup> A number of factors were taken into account in calculating costs in undertaking a qualification including; fees; travel; assessment; verification; and staff replacement.

2004). Phase one of registration included the following staff groups; social workers; managers in adult residential care; managers of adult day care services; all staff in residential child care. Of the two registration phases so far announced, phase one is by far the smallest in terms of numbers of employees affected.

A key element in the registration of staff with the SSSC is that they should gain a relevant qualification identified for the purposes of registration. However, as the majority of staff within phase one (with the exception of social workers) do not hold a relevant qualification for registration, the SSSC can register a worker who meets the remaining criteria subject to the condition that they gain a qualification within a specified period of time, normally the first three years of registration.

The work underpinning the implementation of phase one report (ibid), involved the creation of a model of the relevant parts of the social services workforce. Using the data then available on staff turnover, qualification levels, timescales for undertaking qualifications and costs for the most common qualifications, estimates were made on the likely resources required. The estimates on costs did not include people working as social workers as they already had to hold a relevant qualification, nor did it include managers of adult day care services as accurate figures on their numbers were not then available. The costings therefore just covered managers of adult residential care services and all residential child care staff – approximately 7,000 people. The cost was estimated at £45 million from 2004/05 to 2008/09.

Registration of phase one staff groups is ongoing and as appendix 2 indicates the registration of phase two staff groups has also begun, with the register now opened to managers and practitioners in day care services for children. While no similar exercise has been undertaken to estimate the overall costs of implementing phase two, it should be noted that phase two covers a much larger group of staff than phase one. All staff working in day care for children are included, and we know from the Scottish Executive (2006d) that there are in excess of 30,000 staff working within that service area. Phase two also includes supervisors, practitioners and support workers working in adult residential care and managers and workers in Housing Support Services. The Social Services Labour Market report published by the Scottish Executive in 2006 estimates that the numbers of staff working in adult residential care in Scotland is in excess of 41,000 employees (pg.16, Scottish Executive, 2006c). When managers of such services (who are part of phase one) are removed and also ancillary staff (cooks, cleaners, etc.), there remain approximately 32,000 staff. Not all of the 32,000 staff will need to register with the SSSC as almost 7,000 of them are qualified nurses. This therefore leaves approximately 24,000 adult residential care staff that will need to register with the SSSC and to have achieved the relevant qualifications.

Therefore, there are thought to be in excess of 54,000 employees who should register with the SSSC as a part of phase two. The costs of phase two are therefore expected to be

considerably greater than the costs for phase one. Subsequent phases are yet to be decided for those groups not covered under phases one and two. The SSSC is due to complete a scoping exercise in relation to some of these staff groups by September 2007.

#### **4.2.1 Other demands**

We know that in addition to the learning and skills demands generated by the requirements for registration that there are other demands created by changes in service delivery. These are currently more difficult to quantify but it would seem sensible to try and ensure that synergies are sought in the solutions that are developed both for these needs and those that arise as a result of registration.

### **4.3 What lies ahead**

Issues regarding longer term demands for skills have already been touched on within this report. No formal econometric analysis was undertaken as part of this research as the advice received from economists at the Scottish Executive was that the sector's high dependence on public expenditure made such an approach of little value. While no formal econometric analysis was commissioned, work has already been discussed in section 3.1.3 which has sought to predict likely levels of demand based on current demographic projections. This is work which will be refined in Stage 3 of the SSA process.

It is clear that the predictions for Scotland's population in the coming years are for the country to see a gradual increase in the numbers of people aged over-65 and an increase in the proportion of the population they make up. These increases are predicted as continuing from now till well into the middle of this century. The reason for the increase in the numbers over 65 is the ageing of the "baby boomer" generation (those born in the 20 year period after the end of the Second World War). The lower birth rate in the 40 or so years since then combined with the lower birth rate before 1945 explain why people over-65 will increasingly make up a larger proportion of the population than previously.

There are therefore two separate but connected issues. One is that the overall numbers of people over 65 are increasing the other is that their share of the population is also increasing. In terms of the social services sector the first of these issues has a potential implication for the demand for care, while the second has implications for the supply of care as current predictions are for the numbers of people of working age in Scotland to gradually decrease.

Increases in the birth rate and increasing numbers of migrant workers coming to Scotland could impact on the projections for the numbers of those who will be of working age in Scotland in 10, 20 years etc. However, such changes will affect primarily the supply side, although they may also have some impact over time on the projected growth on the demand side.

The discussion in 3.1.3 pointed out the assumptions underpinning the assessment of demand in 2020. These included the assumption that levels of need amongst over-65's will be the same in 2020 as they are now. This is an issue over which there has been some debate in recent years. There is a view that the advances in medical practices (including technological) seen in recent decades mean that morbidity is "compressed" into a smaller and smaller period towards the end of one's life (pg.20ff, Fernandez, 2006). If true, this would mean that the demand for care from people over-65 in the future would be likely to be significantly less than is currently the case. However, more recent data published by the ONS has called this optimistic hypothesis into question. It is worth noting that the Wanless review (Wanless, 2002), which looked at the implications of demographic change on the demand for health services across the UK, examined three differing scenarios for the future (including an improving population health scenario). All three scenarios provided projections showing significant increases in the demand for care.

While the levels of demand arising from future older generations may be somewhat unclear, it does seem reasonably certain that there will be increasing numbers of people over 65 in Scotland's population and that these numbers are set to rise for the next couple of decades at least. Assuming that the Wanless review's conclusions are correct, then just as there will be a rise in demand for health services one can also expect a rise in demand for social services. The extent to which this will mean an increase in the workforce (at a time when the proportion of those of working age may be shrinking) will depend on the level of increase in demand and whether the same staff-service user ratios are maintained. Technological developments and service design are also factors that could impact on this.

#### **4.4 Conclusion**

This section of this report has sought to identify some of the key skills and learning needs that exist within the sector both now and over the coming decade and beyond. The requirements arising from registration with the SSSC are clearly considerable and will continue over the next 10 years or so with post registration requirements being ongoing. It also seems clear that there is much current concern regarding soft skills within the workforce; particularly at the personal services occupation level and that this is connected to the wider registration agenda. These skills needs must also be set in the context of what appear to be likely increases in demand over the coming years for social services, which will in turn create skills needs as new staff join the sector as well as for those already within the sector. Further work on the future scenarios will take place in Stage 3 of the SSA and will look at the implications both in terms of demand and also supply.

## 5. Conclusion

This chapter forms part of Skills for Care & Development's Stage 1 submission for their Sector Skills Agreement. As such it aims to provide an account of the key characteristics of the sector in Scotland and the trends and other drivers which have shaped its development in recent years and are likely to shape it in the years to come. One of the key issues for the sector has been the major growth it has witnessed over the last 10-15 years and the restructuring of the employment pattern within it. Any sector experiencing such levels of growth is likely also to experience problems in terms of skills gaps and recruitment difficulties and the social services sector in Scotland is no different. It also seems clear that the demand for will continue in the coming years and decades but is set to rise although the exact extent to which this will be the case is uncertain.

In addition to the skills and learning needs created by sectoral growth other areas of skills and learning needs have been identified. The regulation of the sector means that staff working in it are beginning to register with the SSSC. A key requirement for registration is the holding of relevant qualifications and the current levels of relevant qualifications held by many of the staff groups that need to register means that thousands of staff working in the sector will need to work towards SVQs, HNCs, and other qualifications over the next 10 years.

Another issue is that of soft skills. Literacy, team working, problem solving and communication have all been highlighted as areas needing attention amongst front-line staff particularly at the personal services occupational level. This issue is connected with that of registration as a good grounding in such skills will be critical to the ability to successfully complete registration qualifications.

Leadership and management issues within the sector have also featured. The need for managers to build the confidence of their staff and make good use of the existing skills of their workforce as well as seek to encourage the further development of such skills and also develop new skills. The abilities to design services effectively and to commission and contract are also seen as being of importance.

Many, if not all, of these issues are not new or unknown to the sector but confirm the findings of other recent workforce and organisational development initiatives in Scotland. In section 3.1.4 consideration was given to five of the most recent initiatives and the key findings arising from them. These included skills in partnership working, managerial skills such as the empowerment of staff, and making the best use of the skills of the workforce. It also included the views of service users and carers regarding the importance of soft skills and attitudes, views borne out in the service users and carers' survey that was commissioned by SfC&D.

There are therefore a number of key themes which have emerged from this Stage 1 process. Some are particular to one occupational grouping while others apply across occupational levels. These key skills needs are set out below along with an indication of which groups they apply to.

1) Registration requirements – the SSSC and Care Commission requirements for individuals and providers respectively, have implications for all key occupational groups (see table 9 above) in the sector. Given the timescales for registering different parts of the sector, the skills and learning needs arising from this may be short (1-3 years), medium (4-6 years) or long-term (7 or more years).

2) Soft skills – particularly literacy, team working, problem solving, communication and attitudes or values. These appear to be of particular importance for the personal services occupational group. Given the partial link between soft skills needs and the registration requirements, these skills needs may also be short, medium and long term. The timescales for these

3) Service design and effective use of workforce's skills relevant to managers. This appears to be an area of particular current concern, and has been identified in work undertaken previously by the Scottish Executive (see 3.1.4).

4) Commissioning and contracting – relevant to managers. As with point 3 above, this appears to be an area of particular current concern, and has been identified in work undertaken previously by the Scottish Executive (see 3.1.4).

5) Partnership working – whether that be with service users, carers, other organisations or professionals. Relevant to all occupational groupings and a current issue (see 3.1.4).

6) Ability to operate autonomously – the importance of this skill will vary across the occupational groupings and is dependent to some extent on facilitative organisational cultures and sufficiently flexible job roles. It also requires workers to have a degree of confidence in their own abilities and the organisational structures around them. This is viewed as a current concern and was an important theme of the Changing Lives report (Scottish Executive, 2006a) and discussed in 3.1.4.

7) Other obligatory training demands – these include; MHO training within local authorities; Health & Safety training; Moving & Handling training. These affect various occupational groupings and are of current concern.

8) Developments in technology – as discussed in section 3.1.2, developments in IT are beginning to have an impact on direct service delivery. These are currently at a relatively

early stage in so far as they tend not to be part of mainstream services. However, it is expected that developments in information technology and broadband and wireless communications are increasingly likely to shape the types of services that are delivered and the ways they are delivered. These seem likely to have implications for professional and personal service occupations in the medium to long term.

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## Appendix 1 – Major Occupational Groupings

Major Group	General Nature of Qualifications, Training and Experience for Occupations in the Major Group
Managers and Senior Officials	A significant amount of knowledge and experience of the production processes and service requirements associated with the efficient functioning of organisations and businesses.
Professional Occupations	A degree or equivalent qualification, with some occupations requiring postgraduate qualifications and/or a formal period of experience-related training.
Associate Professional and Technical Occupations	An associated high-level vocational qualification, often involving a substantial period of full-time training or further study. Some additional task-related training is usually provided through a formal period of induction.
Administrative and Secretarial Occupations	A good standard of general education. Certain occupations will require further additional vocational training to a well defined standard (e.g. typing or shorthand).
Skilled Trades Occupations	A substantial period of training, often provided by means of a work-based training programme.
Personal Service Occupations	A good standard of general education. Certain occupations will require further additional vocational training, often provided by means of a work-based training programme.
Sales and Customer Service Occupations	A general education and a programme of work-based training related to sales procedures. Some occupations require additional specific technical knowledge but are included in this major group because the primary task involves selling.
Process, Plant and Machine Operatives	The knowledge and experience necessary to operate vehicles and other mobile and stationary machinery, to operate and monitor industrial plant and equipment, to assemble products from component parts according to strict rules and procedures and subject assembled parts to routine tests. Most occupations in this major group will specify a minimum standard of competence that must be attained for satisfactory performance of the associated tasks and will have an associated period of formal experience-related training.
Elementary Occupations	Occupations classified at this level will usually require a minimum general level of education (i.e. that which is provided by the end of the period of compulsory education). Some occupations at this level will also have short periods of work-related training in areas such as health and safety, food hygiene, and customer service requirements.

Extract from pg.12, Office of National Statistics 2000

## Appendix 2 - Staff Groups for whom Registration Requirements have been set

Staff Group	Date Register Opens	Phase
<u>Adult Day Care</u>		
- Managers of Adult Day Care Services	January 2006	1
<u>Adult Residential Care</u>		
- Managers of care home services for adults	January 2006	1
- Supervisors in adult residential care -	September 2007	2
- Practitioners in adult residential care	January 2009	2
- Support workers in adult residential care	April 2009	2
<u>Care Commission</u>		
Care Commission Officers	Opened 2004	1
<u>Day Care Services for Children</u>		
- Manager/lead practitioner in day care services for children	October 2006	2
- Practitioners in day care services for children	March 2007	2
- Support workers in day care services for children	October 2008	2
<u>Fieldwork</u>		
Social Worker	Opened 2003	1
<u>Housing Support Services</u>		
- Managers in housing support services	Autumn 2009	2
- Supervisors in housing support services	To be confirmed	2
- Workers in housing support services	To be confirmed	2
<u>Residential Child Care</u>		

- Managers of residential child care services	June 2005	1
- Residential child care workers with supervisory responsibilities for other residential child care workers	October 2005	1
- Residential child care workers	July 2006	1
<u>School Care Accommodation Service</u>		
- Managers of School Hostels	2009	2
- School Hostel Workers with supervisory responsibilities	2009	2
- School Hostel Workers	2009	2
- Independent Boarding Schools – Managers	2009	2
- Independent Boarding Schools – Workers	2009	2
- Previously exempted - Residential Special Schools - Managers	2009	2
- Previously exempted Residential Special Schools – Supervisors	2009	2
- Previously exempted Residential Special Schools - Workers	2009	2

Full details of the registration requirements in relation to the above staff groups can be obtained from the Registration section of the Scottish Social Services Council web-site at [www.sssc.uk.com/registration](http://www.sssc.uk.com/registration)

### **Appendix 3 - Procedure adopted by SSSC for determining primary, secondary and tertiary occupations in 85.3**

- 1 Using the Economic and Social Data Service (ESDS), identify and record all minor occupation groups (3-digit SOC codes) which contribute >1% to SIC code 85.3. (the assumption made here is that any group contributing less than 1% is unlikely to contain an occupation contributing more than 25% to the SIC code and certainly not above 50%)
- 2 For each (4-digit SOC code) occupation in the SOC code identified above, again using ESDS retrieve the percentage contribution of each 3-digit SIC code to that occupation.
- 3 In the column for SIC code 85.3, identify and record the occupations contributing more than 50% (core occupations)
- 4 In the column for SIC code 85.3, identify and record the occupation contributing less than 50% but over 25% (potential secondary occupations)
- 5 Eliminate any occupations for which another SIC code contributes more than SIC code 85.3
- 6 In the columns for SIC code 85.3, identify and record any other occupation which contribute more than 5% (this threshold is chosen in the assumption that any occupation contributing less than 5% to SIC 85.3, there must be another contributing more than 5%)
- 7 Eliminate any of the occupations from 6 above which make a greater contribution than it does to SIC 85.3

N.B. It is acknowledged that there may be occupations which qualify as tertiary not recorded in the occupation groups initially identified in 1 above which nevertheless are the main contributors to SIC code 85.3. However, there are none which are known to be in this category.

