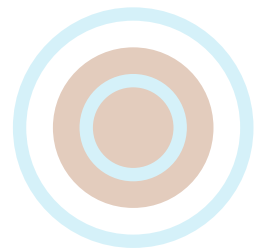
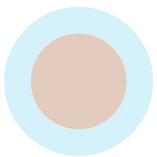
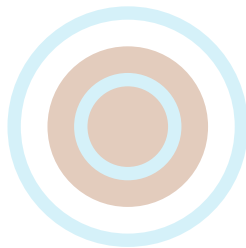


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voluntary sector social services workforce unit

What do we know about the Voluntary Social Services Workforce?

**A Guide for Voluntary Sector Social
Service Organisations**

(July 2009)



What do we know about the Voluntary Sector Social Services Workforce?

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Introduction

The voluntary sector social services workforce in Scotland has grown rapidly since the early 1990s with the voluntary sector becoming an increasingly important provider within the mixed economy of social care. As demand for care services is expected to increase over the next decade due to factors such as demographic change it is likely that the sector will continue to expand. However, there is little comprehensive information about the size and characteristics of the voluntary sector social services workforce. This report brings together current knowledge about the sector, and highlights implications for future workforce planning and development.

Defining the voluntary sector social services workforce

Scotland's voluntary sector provides a wide variety of social services to meet service user need. These fall into many categories of Care Commission registration, ranging from care homes for adults, residential child care services, day care, care at home and housing support services.

To be defined as part of the voluntary sector, organisations must be:

- non-profit driven
- non-statutory
- autonomous
- run by board members who do not get paid

More than 50% of voluntary sector organisations are 'regulated' as charities by OSCR (Office of the Scottish Charities Regulator), however having a charities number is not necessarily an indication of voluntary sector status (further education colleges and private schools, for example, may have a charities number, yet are not part of the voluntary sector).

Voluntary sector organisations may also be part run as social enterprises, that is, they may have a function that is 'run to generate profits that are used to provide social, community or environmental benefits'.¹

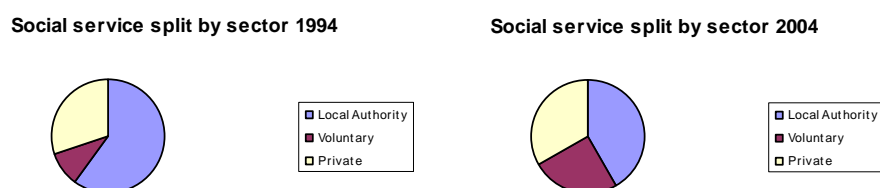
This report is concerned with the paid workforce in voluntary sector social services, most of whom need now or in the future to register with the SSSC and whose organisations are registered with the Care Commission.

¹ Scottish Executive (2007) Better Business: A Strategy & Action Plan for Social Enterprise in Scotland

The size and characteristics of the Voluntary Sector Social Services Workforce

The most up to date information about the size of the voluntary sector social services workforce comes from the 2nd Report of the National Workforce Group, which estimates that in 2004 there were 138 000 people working in social services as a whole in Scotland, of whom approximately $\frac{1}{4}$ (35 000) were employed in the voluntary sector. In the decade to 2004 the social services workforce grew by 44%, but within this, the voluntary sector was the fastest growing part of the sector, increasing by 106% in this time² (figure 1).

Figure 1: Social Services Split by Sector³



More recently the Scottish Social Services Council, using labour force survey data from 2007, have estimated the size of the sector as a whole to be 164 000.⁴ If we were to assume that the voluntary sector still accounts for approximately $\frac{1}{4}$ of the workforce, we could make a conservative estimate that the voluntary sector social services workforce has increased to around 41000 staff. Alternatively, if we were to assume that the sector continued to grow at an average rate of approximately 7.5% per annum between 2004 and 2007, we would get a figure of 43500.

Returning to figures from 2004, data from the Care Commission's pre-inspection returns show that 27.6% of all service units regulated by the Care Commission are in the voluntary sector. The voluntary sector is shown to be a major player in the mixed economy of care, employing just under 20% of staff in care homes for adults, over 35% of staff in care homes for children and young people and approximately 20% of staff in early education and child care services.⁵

Staffing patterns

Across the social services sector 89% of the workforce is female, although men are slightly more likely to be employed in the voluntary sector than in the private or statutory sectors. This may reflect the fact that more men work in

² Scottish Executive (2006). Scotland's Social Services Labour Market: 2nd Report on the National Workforce Group, p17

³ Ibid. p 9

⁴ SSSC (2009) Funding and Support for Training p 4

⁵ Scottish Executive (2006) Scotland's Social Services Labour Market: 2nd Report, p17-21

Care Homes for Children and Young People where the voluntary sector is a key provider. 40% of the workforce is employed on a part-time basis (less than 30 hours a week), significantly higher than the Scotland-wide average of 25% for part-time working. Ensuring that workers on very part time contracts, some of whom may be employed across more than one organisation, are supported to achieve qualifications for registration is likely to be a significant challenge for the sector.⁶ Similar issues apply to the issue of qualifications for sessional staff, with 60% of organisations reporting that they regularly rely on bank or sessional staff⁷.

Recent research from the SSSC concluded that migrant workers account for just 3% of the voluntary sector social services workforce, compared to 4% of the workers in the private sector, and 1% in the statutory sector, with the majority employed in support worker or equivalent roles. 38% of migrant workers currently employed in the sector hold non-UK care-related qualifications; however the majority of establishments (69%) have not taken steps to validate these awards.⁸

Recruitment & Turnover

Studies have shown that people are attracted to work in the voluntary sector for a variety of reasons, but many are attracted to join the sector because they strongly identify with the mission of a particular voluntary organisation and its client group.⁹

The Workforce Unit's research into Turnover in 2007 showed that 68% of new recruits into voluntary sector organisations had come from within the social services sector. The turnover rate for voluntary sector organisations of 17% was not seen as a huge issue by employers. However the main reason cited for turnover was low wages and salaries, with anti social hours, lack of career progression and lack of full time opportunities also seen as problematic. The majority of leavers were thought to be making a sideways move within the sector – with slight variations in pay being a significant factor in decisions to move on.¹⁰

Preparing for Registration: Qualification Rates and Workforce Planning

In its work on the Sector Skills Agreement, Skills for Care and Development estimated that between 2008 and 2012 a minimum of 25 000 staff (approx 5000 a year) across the social services sector would have to achieve qualifications necessary for them to remain registered and therefore able to stay within the workforce. A lack of SVQ assessors working within the sector

⁶ Scottish Executive (2006) Scotland's Social Services Labour Market: 2nd Report, p20-24

⁷ SSSC (2008) Migrant Workers Research, p24

⁸ Ibid. p26&42

⁹ Cunningham & Nickson (2009). A Gathering Storm? Procurement, re-tendering and the voluntary sector social services workforce. P 4

¹⁰ VSSSWU (2007) Voluntary Sector Social Service Organisation Staff Turnover, p12-13

was also identified, suggesting a requirement for capacity building within the qualifications infrastructure.¹¹ Cost, access to training and staff cover (replacement costs) have all been identified by voluntary sector providers as barriers to achieving qualifications for registration¹².

In 2006 the Workforce Unit conducted a sample survey, covering approximately 1/3rd of the voluntary sector social services workforce, to establish readiness for registration with the SSSC. The results showed that only 21% of the workforce at that time held qualifications with which they could register with the SSSC. Surveys by CCPS (2004) and the Supporting People Enabling Unit (2005) showed similar findings.

Further research from the Workforce Unit in 2007 provided a comparative study of the adult residential care workforce in urban and rural Scotland.¹³ Qualifications Gaps (ie the percentage of the workforce not holding and SSSC eligible qualification or not engaged in working towards one) were shown to be:

- no significant gap at care manager level
- a 2% gap at supervisor level
- a 25% gap at practitioner level
- a 41% gap at support worker level

Only 1/3rd of managers consulted had a full understanding of the SSSC registration requirements. However, more positively, 97% of establishments surveyed had a plan or strategy in place to comply with SSSC registration requirements.

Recent analysis of organisations applying for Voluntary Sector Development Fund monies suggest that qualifications rates within organisations are improving. Of the organisations who applied to the fund, staff requiring qualification for registration reduced from 81% in 2004 to 61% in 2007, before climbing slightly to 64% in 2008.¹⁴ This rise may be explained by the inclusion of Housing Support managers for the first time in this fund,

Comment [j1]: All adult care workers except managers are in phase 2

Research from Tayforth Learning Network looking at Workforce Planning in the Tayforth area (across voluntary, statutory and private organisations) shows that the vast majority of organisations (81%) have clear priorities for workforce planning. The majority of learning providers in the area (77%) believed their centre had re-designed its learning programmes to align them with the planning needs of the sector. The Tayforth study also showed a significant amount of current workforce planning activity going on within agencies¹⁵:

¹¹ SSSC Sector Skills agreement: Stage 5 Report, p14

¹² VSSSWU (2007) Voluntary Sector Adult Residential Care Workforce in Urban & Rural Scotland, p23

¹³ VSSSWU (2007) Voluntary Sector adult Residential Care Workforce in Urban & Rural Scotland, p26

¹⁴ VSSSWU (2009) Analysis of the VSDF

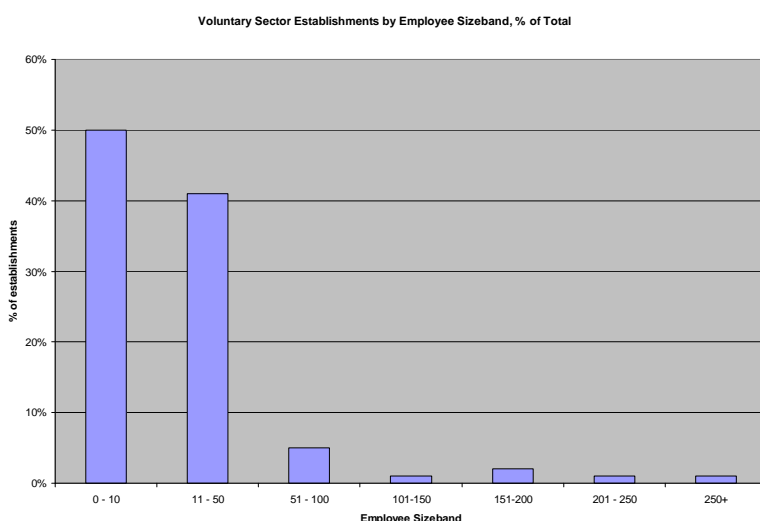
¹⁵ Tayforth (2009) Tayforth Workforce Planning Project 2008-9

- 45% of organisations had identified 'jobs for the future' for current workers to consider
- 71% of organisations had developed initiatives to 'grow their own' workforce
- 57% of organisations had developed initiatives to attract new workers to critical job groups

Small Voluntary Sector Organisations

The voluntary sector as a whole is made up of a small number of large organisations, and a large number of small organisations, with the large organisations accounting for a significant proportion of the sector's workforce and funding¹⁶. Recent research by the SSSC which used a sample of 200 voluntary sector social service organisations showed that 51% of voluntary sector establishments employed 1-10 members of staff, while just 1% employed over 250 staff (figure 2)¹⁷

Figure 2¹⁸



Smaller and medium sized organisations (defined as employing less than 250 staff) are less likely to have dedicated Human Resources or Training posts within their organisation, meaning that managers have to keep track of many specialist areas that in a larger organisation would be dealt with by different people. For smaller voluntary sector organisations, providing back-fill to keep the service running while staff are away on training can be a particular barrier. As well as the cost implications being proportionally larger than for bigger organisations, with fewer staff, balancing rotas and covering team members can be particularly challenging.

¹⁶ SCVO Sector Factfile 2008

¹⁷ SSSC (2008) Migrant Workers Research, p24

¹⁸ Ibid. p24

The Impact of Re-tendering on the Voluntary Sector Workforce

In 2008, a report on care service re-tendering by Community Care Providers Scotland (CCPS) highlighted the disruption caused by re-tendering exercises¹⁹. The report presents the findings of a survey conducted among Scotland's most substantial voluntary sector care providers, and focuses on 14 separate re-tenders across 10 local authority areas. It identifies 24 separate transactions in which over 360 individuals and 500 staff were transferred to a new provider following tendering exercises.

Following the publication of this report, the Workforce Unit carried out research with the University of Strathclyde to gain insights into the impact of re-tendering on the voluntary sector workforce.²⁰ The findings raise a number of concerns regarding employment conditions and service quality within voluntary organisations, and provide early insights for policy-makers, employers and trade unions within the Scottish voluntary sector as the implications of the phenomenon of re-tendering emerge.

The report's key findings highlight how re-tendering has significant implications for those organizations and employees involved, both winners and losers. These include:

- An intensification of competitive pressures in the sector;
- Increased resources being put into re-tendering exercises to the detriment of the development of services;
- Evidence of a break down in previously co-operative relationships between voluntary sector providers;
- Concerns for service quality;
- Tensions emerging over the interpretation of TUPE regulations;
- The loss of experienced and highly motivated staff; and
- Evidence of continued undermining of terms and conditions of employment for the voluntary sector workforce.

Interviews with employees revealed that there is a highly committed and motivated workforce within the sector, willing to undertake a range of additional responsibilities above their contracted obligations, such as working without a break, working additional hours without pay, and/or taking on additional shifts. At the same time, the re-tendering process has had implications for this high level of commitment and morale, with the majority of the workers revealing a profound sense of shock, disappointment and dismay at news that their services were being put out for tender. Employees expressed concerns about their own job security and the future of service users. These concerns led to a minority considering leaving even before the result of the re-tender was heard.

¹⁹ CCPS (2008) Re-tendering of Social Care Services: Service Provider Perspectives

²⁰ Cunningham & Nickson (2009) A Gathering Storm? Procurement, re-tendering and the voluntary sector social care workforce

The evidence from the case studies reveals obvious dangers for employee morale from reduction in terms and conditions to secure competitiveness. Individuals reported a large degree of discomfort about their future working conditions and services to clients if their employers had to continue to make cost savings to secure contracts during re-tenders.

Overall, if re-tendering is the future, the report raises concerns that such exercises could contribute to the erosion of employee morale within the sector that ultimately would have detrimental consequences for service quality.

The Funding Landscape

Funding is always a cause for concern for voluntary sector services since a great deal of it is of a short term nature and dependent upon a changing policy landscape. This is particularly so at the present time with the demise of ring-fenced supporting people funding, the recent Local Government Concordat which gives more decision-making power to local authorities to achieve outcomes, and changes in commissioning making it more likely that local authorities will re-tender for services they require. There is certainly a shake-up taking place and it is not clear what the long-term consequences will be for voluntary sector services. However there are positive statements about the value of the voluntary sector and government money (£93 million of it in 2008/09) set aside to support the sector. There is also a will not to change support too quickly so that in the immediate future there will continue to be VSDF (Voluntary Sector Development Fund) to support learning and development in voluntary sector social services.

In July 2008, all 32 local authorities in Scotland published their Single Outcome Agreements, documents setting out how each area will contribute to meeting the national outcomes set out by the Scottish Government, and describing local outcomes and areas on which particular attention will be focused. After publication of the Scottish Government's national outcomes and indicators, and a further menu of local indicators by the Improvement Service, providers of social care services expressed reservations about the performance framework, amid concerns that aspirations for social care, as detailed in 'Changing Lives', were not adequately reflected in the outcomes or indicators as presented. CCPS carried out an analysis of the SOAs to assess whether or not CCPS' concerns about the coverage of issues set out in 'Changing Lives' were well founded, and whether or not Ministers' aspirations for the role of social care in the Single Outcome Agreements have been met.²¹

The CCPS analysis concludes that the SOAs say little about the role of the voluntary sector in social care, the importance of the social care workforce, the role of technology in assisting independent living or the importance of personalisation in service design and delivery; they therefore do not reflect the aspirations of 'Changing Lives'.

²¹ CCPS (2008) Single Outcome Agreements 2008-2009: An Analysis by CCPS

With regard to the voluntary sector social care workforce, sixteen SOAs refer to the social care workforce generally, with nine mentioning the need to ensure staff are registered with the SSSC and trained to the appropriate standard. Where indicators refer to numbers of staff in all sectors registered with the SSSC, it is not clear whether voluntary organisations are responsible for meeting this target or whether the local authority will assist (with funding or in kind) with workforce training and qualifications for registration.

In 2008 CCPS surveyed its members about the impact of the Spending Review and Concordat on social care providers. The survey found that 96% of CCPS members were in receipt of funding from a ring-fenced source in 2007-08 - the largest single source was Supporting People Grant, followed by Mental Health Specific Grant and the Changing Children's Services Fund. Seventy-four per cent of social care providers reported that since the ring-fence was removed in April this year, relevant service budgets are at a standstill; 42% reported inflationary uplifts being awarded; and 39% reported funding cuts (this adds up to more than 100% because many providers reported different circumstances in relation to different services and different authorities). Half of the providers surveyed said that according to the authorities with which they work, the full impact of ring-fence removal will not take effect until at least 2009.

Impact of the Voluntary Sector Development Fund

The Voluntary Sector Development Fund (VSDF) has been available since early 2004. Its purpose is to contribute to the costs to voluntary sector social care employers associated with meeting phase one, and latterly, phase two qualification criteria set by the Scottish Social Services Council for registration and to assist employers in achieving a qualified workforce.

In 2009 the Workforce Unit carried out an analysis on behalf of the Scottish Government of the impact the fund has had in supporting the training and development needs associated with meeting the qualifications requirements for registration with the Scottish Social Services Council.

: By December 2008:

- Approximately £6 million pounds had been distributed to voluntary sector social care employers through the fund.
- Over 2,000 qualifications had been supported through the fund.
- In the organisations that applied to the fund, staff requiring qualification for registration reduced from 81% in 2004 to 61% in 2007 before climbing slightly to 64% in 2008. Housing support managers were eligible for funding for the first time in 2008 which may explain this rise.
- A high percentage of applications in all years (58%-78%) had been from small and medium sized organisations (SMEs).
- A wide range of organisations made applications to the fund, reflecting the breadth of social service provision undertaken by the voluntary sector. Organisations working with people with disabilities accounted for over two thirds of applications, with those working with older people accounting for almost a quarter.

- A significant minority of applications (14%-34%) have been refused each year. Main reasons for refusal are applications for categories of staff that fall outside that particular year's eligible categories, organisations applying that are not voluntary organisations or applications requesting funding for things that the fund does not cover.

The Quality of Care Services in Scotland

In 2007 the Care Commission published 'The Quality of Care Services in Scotland'.²² This presents a picture of the Social Service sector that provides useful analysis of services, to supplement the workforce information of the other reports discussed in this article.

Although it appears that the majority of services are run by the private sector, this is somewhat skewed by the inclusion of child minders who make up 40% of all registered services. Once child minders are excluded the largest proportion of services are run by the voluntary sector (38%), followed by local authorities (33%) and then the private sector (29%). Voluntary services run most services for adults, except care homes for older adults, having a significant share of the market in:

- Housing support
- Care homes for adults (except care homes for older adults where the private sector has the largest percentage)
- Support services such as care at home and adult day care
- Offender accommodation
- School care accommodation

Geographically, Elean Siar, Inverclyde and Glasgow City have a higher than average level of services run by the voluntary sector (54, 56 and 50% respectively).

In terms of the quality of service, although this was discussed by inspection category (e.g. care at home, care home for older people etc.) rather than in terms of local authority, private and voluntary sector, areas where the voluntary sector was most represented were also those where there were fewest complaints. It is care homes for older people that give the Care Commission the most significant cause for concern. This is the area where the voluntary sector is least represented.

The report did not indicate training levels of the workforce but did indicate areas where the workforce needs further development. These include:

- person-centred planning
- holding safely (SIRCC's guidance)
- child protection
- including service users in planning support
- leadership and management

²² Care Commission (2007) The Quality of Care Services in Scotland

Care Commission (2009) Gradings So Far

The Care Commission began grading the services it regulates in April 2008. In January 2008 the Commission published a report summarising the gradings for the first 30% of registered services graded.²³ The findings demonstrate that voluntary sector organisations have performed excellently, with the voluntary and not for profit sector receiving significantly the highest proportion of very good grades (5/6) for care homes, housing support services and support services.

Given that two out of the four grading areas – Quality of Staffing and Quality of Management and Leadership – relate directly to the workforce, and another – Quality of Care and Support – is about how the workforce carry out their jobs, the gradings so far show the voluntary sector workforce to be the highest performing in all services in which it has a significant presence.

Future Workforce Trend

Part 5 of the Skills for Care and Development Sector Skills Agreement (Scotland, 2008) (SSA) used the Range and Capacity Review report (Scottish Executive, 2004) to examine the impact on adult residential care, adult day care and domiciliary care, drawing on various scenarios for future service delivery. These included a continuation of current practices; increased emphasis on residential care; and increased emphasis on maintaining people in the community. The report's baseline scenario assumed that prevalence rates will remain the same and that so will current policies on service delivery. On this basis they identified the following increases in staffing by 2017:

- residential care – 37%
- day care – 32%
- domiciliary care - 32%

This “expansion demand” is thought to be roughly equivalent to a further 27,000 full time jobs in these sub-sectors alone by 2017. Given the higher levels of part-time working (38%) within the social services sector this could mean more than 36,000 individuals, a significant number of which would be employed in the voluntary sector. There are no current projections for Housing Support in which the voluntary sector is a major player.

Summary and Conclusions

This article has used the information we have to describe the current workforce situation in voluntary sector social services in Scotland. Whilst making a very significant contribution to service provision there is still a huge shortfall in the level of skill in the workforce and a very uncertain funding

²³ Care Commission (2009) Gradings so far: A Summary of the first grading results for care services in Scotland. April 2008-5 November 2008

situation for the future. Areas that need particular attention include the learning and development of support workers and leaders, and the potential impact that re-tendering has on workforce development. There is also a need for a more certain and long-term funding situation for learning and development, with a focus upon directing funding where it is needed, which differs for different parts of the economy. Within the new Local Authority Concordat between the Scottish Government and COSLA, the voluntary sector needs to be recognised for its part in the mixed economy of care and funded and supported at a level that optimises provision to service users and carers. This includes the need to take into account the cost and provision of learning and development for the workforce.

Glossary

CCPS – Community Care Providers Scotland
COSLA – Convention of Scottish Local Authorities
OSCR – Office of the Scottish Charity Regulator
SCVO – Scottish Council Voluntary Organisations
SOA – Single Outcome Agreement
SSA – Sector Skills Agreement
SSSC – Scottish Social Services Council
VSDF – Voluntary Sector Development Fund
VSSSWU – Voluntary Sector Social Services Workforce Unit

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Article written by Judith Midgley, Janet Miller and Caroline Sturgeon

Appendix 1

The Voluntary Sector Social Services Workforce Unit

This article is written as part of the remit of Scotland's Voluntary Sector Social Services Workforce Unit. The Unit was established in 2005 with Scottish Government funding and hosted by CCPS. It aims to support and promote the development of the voluntary sector social services workforce by working with and for service provider employers in the sector. It provides a range of information products, an enquiry service, events, research, networks and seeks to influence the national workforce agenda.