EDUCATION, LIFELONG LEARNING AND CULTURE COMMITTEE

AGENDA

4th Meeting, 2009 (Session 3)

Wednesday 4 February 2009

The Committee will meet at 10.00 am in Committee Room 1.

1. Social Work: The Committee will take evidence, in a roundtable discussion, from—

   Alan Baird, President, Association of Directors of Social Work;

   Stephen Smellie, Chair, Social Work Issues Group, UNISON Scotland;

   David Wiseman, Deputy Chief Executive, Scottish Commission for the Regulation of Care;

   Carole Wilkinson, Chief Executive, Scottish Social Services Council;

   Professor Joyce Lishman, Head of the School of Applied Social Studies, Robert Gordon University and Convener of Heads of Social Work in Scotland, Universities Scotland;

   Annie Gunner Logan, Director, Community Care Providers Scotland;

   Professor Bryan Williams, Chief Executive, Institute for Research and Innovation in Social Sciences.

2. Education (Additional Support for Learning) (Scotland) Bill (in private): The Committee will consider a revised draft Stage 1 report.

Eugene Windsor
Clerk to the Education, Lifelong Learning and Culture Committee
Room T3.40
The Scottish Parliament
Edinburgh
Tel: 0131 348 5204
Email: eugene.windsor@scottish.parliament.uk
The papers for this meeting are as follows—

**Agenda item 1**

Paper by the Clerk

**Agenda item 2**

Draft Stage 1 Report
Education, Lifelong Learning and Culture Committee

4th Meeting, 2009 (Session 3), Wednesday, 4 February 2009

Social work

Background

1. At its meeting on 18 June 2008, the Committee agreed to extend the information gathering evidence sessions it has conducted on areas of its remit to include social work.

2. The Committee agreed to undertake a broad overview of the current issues facing the social work sector in Scotland before deciding whether to examine any of the issues in more depth through a formal inquiry.


4. At that meeting the Committee also agreed to take further evidence from a wide range of other witnesses at future meetings of the Committee.

Evidence session on 17 September 2008

5. At its meeting on 17 September 2008, the Committee took evidence from—

   • Ian Davidson, Acting Deputy Director, Workforce and Capacity Issues Division, and Andy Bruce, Acting Team Leader, Improving Delivery Team, Children, Young People and Social Care Directorate, Scottish Government;


6. The Official Report from that session is available at this link:

   http://www.scottish.parliament.uk/s3/committees/ellc/or-08/ed08-2102.htm#Col1420

Roundtable session on 4 February 2009

7. The Committee will hold a roundtable evidence session exploring a wide range of social work issues at its meeting on 4 February 2009. Those organisations attending are the Association of Directors of Social Work;

UNISON; The Institute for Research and Innovation in Social Services; the Scottish Regulation for the Commission of Care; The Scottish Social Services Council; Universities Scotland; and Community Care Providers Scotland.

8. The Scottish Council for Voluntary Organisations (SCVO) was invited to attend but declined due to a prior commitment. SCVO noted that Community Care Providers Scotland was well placed to represent the voluntary sector.

9. Written submissions made by the witnesses attending on 4 February 2009 are attached at the Annex. Note that submissions were provided by the Scottish Regulation for the Commission of Care, Scottish Social Services Council and Community Care Providers Scotland only.

10. The roundtable evidence session will be broken down into discussion on four separate themes as follows:

**Workforce issues**

- Staff recruitment and retention levels
- How to best utilise staff skills
- Staff morale
- Effect of regulation and registration requirements

**Service development**

- The personalisation agenda and what it means for service delivery
- Embedding personalisation in service delivery
- Challenges of personalisation
- Tensions between preventative services and crisis management
- Input of service users and carers

**Integrated/partnership working**

- Progress in developing integrated working with other statutory bodies/other local authority departments
- Relationship between voluntary and private sector providers and local authorities
- Commissioning arrangements

**Leadership and management issues**

- Role of Chief Social Work Officer
- Leadership and management framework and mentoring
- Improving risk management.

**Future scrutiny**

11. Following the roundtable evidence session, the Committee will take evidence at its meeting on 11 March 2009 from the Minister for Children and Early Years, who has responsibility for social work issues.
Written submission from the Care Commission

Introduction

The Care Commission is the independent social care and private health care regulator set up under the Regulation of Care (Scotland) Act 2001. We are an NDPB, with a board of 12 members, who are appointed by Scottish Ministers.

We have a general duty of furthering improvement in the quality of care services in Scotland. We also have a duty to provide information to the public and specified organisations (including local authorities and health boards) about the availability and quality of regulated care services in Scotland and a duty to advise Scottish Ministers.

Our general aims are:

- to provide public protection, assurance and minimisation of risk
- regulate for improvements in care
- provide information about the quality of care services
- advise Scottish Ministers and influence social and healthcare policy by providing evidence and expert advice

As at 31 December 2008, 14,786 care services were registered with the Care Commission. These include services provided by the public, private and voluntary sector. Services regulated include:

- Childminders
- Day care of children
- Care home services (for children, young people and adults)
- Support services (including day care for adults and care at home)
- Housing support
- School care accommodation
- Nurse agencies
- Fostering and adoption services
- Child care agencies
- Independent health care services
- Adult placement services
- Offender accommodation
- Secure accommodation

We regulate services by:

- Assessing how they perform against what they must do by law
- Taking account of:
  - the Scottish Government’s National Care Standards, which describe what the people who use care services can expect of them
  - the Scottish Social Service Council’s codes of conduct for employers and employees
Our work involves registering services, inspecting them, investigating complaints and, if required, taking enforcement action.

We do this in ways that will ensure that children, young people and adults who use care services, and their carers, are involved in the development, delivery, evaluation and regulation of care services in Scotland.

By assessing outcomes for people against the National Care Standards we are able to support the drive for more person-centred care...people have services fitted to them, not people fitting to services.

**Current priorities**

**Scrutiny improvement**

- In 2008-09 we introduced a new proportionate and targeted inspection system based on risk assessment, self-evaluation, strong consumer feedback and a grading system
- Integrated work with HMIE has already reduced frequency and intensity of inspections
- We are working with the Scottish Government and other scrutiny bodies to help ensure a smooth transition to the new scrutiny arrangements proposed for 2011
- We have been working with all other scrutiny bodies to co-ordinate local authority wide inspections under the auspices of the Accounts Commission
- We have cash-releasing efficiency savings and targets over next two years

**Shifting the balance of care**

The Care Commission:

- influenced the Shifting the Balance of Care Action Plan by highlighting care home residents’ rights to access primary and specialist healthcare services
- is working with COSLA to drive up improvements in the quality of care homes for older people
- is promoting improvements in care homes through nurse consultant posts and contributing to workforce development strategies
- is promoting improvements in non-institutional based care services and encouraging personalised care

**Early years and early intervention strategy**

- The Care Commission is contributing actively to the development of this strategy with the aim of
  1. improving early years day care
  2. promoting parenting capacity through early years services
We liaise very closely and regularly with colleagues in the Department of Education and Lifelong Learning to highlight improvements made and concerns raised in care services for looked after children.

**Outcome based approach and single outcome agreements**

- As a regulator and NDPB we are aligning our activity explicitly to the Scottish Government’s overarching purpose
- We now wish to increase our strategic engagement with local government and community planning partners through the single outcome agreements to achieve shared outcomes for Scottish people
- We have a database of detailed information on all registered care services by local authority area which is available for reference

**Social care workforce development**

- The Care Commission is working with the Scottish Government and Scottish Social Services Council to support workforce development through the provision of workforce intelligence

David Wiseman  
Director of Strategic Development  
Care Commission  
28 January 2009
Written submission from the Scottish Social Services Council

The Scottish Social Services Council (SSSC) is responsible for registering key groups of social service workers and regulating the education and training of the social service workforce. Our aims are to protect people who use services, raise standards of practice and strengthen and support the professionalism of the workforce.

Quality assuring the education of social workers

- The SSSC approves social work honours degree and postgraduate courses at universities across Scotland. The Framework for Social Work Education in Scotland (2006) sets out the entry requirements, teaching, learning and assessment requirements and standards students have to achieve to successfully complete their studies. The framework sets out the learning objectives under four broad headings:
  - working in partnership
  - assessing and managing risk
  - improving communication
  - enhancing professionalism.

- The SSSC also approves and quality assures specialist training for social service workers and the awards developed from the Standard of Childhood Practice.

- In 2007/08, there were eight higher education institutions (HEIs), offering in total 16 degree and postgraduate programmes. The programmes are delivered in a range of modes including distance learning. Two programmes are specifically aimed at residential child care workers.

- Social work students must spend at least 200 days in practice before qualifying. Employers have a key role here in ensuring there are suitable opportunities for students to learn and develop their knowledge and skills.

- In 2007/08 of 2186 practice learning opportunities (PLO) for social work students, 60% were provided by local authorities, 38.5% by the voluntary sector and 1.5% by the private sector. This provided PLO to 1848 students. In the financial year 2007/08, there were 98,826 practice learning days.

- Statistics about fourth year social work degree students and postgraduate students give a picture of those about to enter the workforce. In 2008/2009, there are 387 undergraduates plus approximately 180 postgraduates in all Scottish universities including the Open University. Each year there are approximately 560 graduations.

- In 2008, the first students graduated from the four-year social work honours degree. Providers of the degree programmes must ensure that students’ continuing learning requirements are recorded in an individual
learning plan that they take with them into their employment in social work. To aid this process, the SSSC has planned and delivered workshop presentations on post registration training and learning requirements to HEIs and to employers.

- 2008 was also the first reporting period on the HEIs embedding of the Key Capabilities in Child Care and Protection (Key Capabilities). These were included in the training of social workers to ensure sufficient attention was given to child protection in training.

- Demand for the social work awards has remained high with a consistent number of applications. In 2006/07 there were 4284 applications and in 2007/08, 4176 applications (a number of applicants may apply to more than one programme). There is also a continuing trend in the increase of students within the younger age. The students continue to be predominately white and female. The SSSC is working with employers and HEIs to increase diversity in terms of age, gender and ethnic background.

Registration and regulation of the social service workforce

- The registration of the social service workforce has the potential to transform the sector. When the SSSC was established in October 2001, it was estimated that only 20% of the social service workforce held qualifications relevant to their role. Figures from the 2006 Labour Force Survey indicate that there are approximately 164,000 social service workers in Scotland.

- The phasing in of registration of the social service workforce started in April 2003 (please see Appendix 1 for the registration timetable).

- The Scottish Government has recently completed a consultation on the dates for required registration. The proposed dates that groups of social service workers must register by are in Appendix 1.

- To register with the SSSC, all social service workers must satisfy a number of criteria. These include providing evidence of good character, agreeing to abide by the Code of Practice for Social Service Workers and holding or obtaining a qualification that has been approved as appropriate for the job.

- Through the SSSC Code of Practice for Employers of Social Service Workers, employers will need to work with staff to support them to gain the necessary qualifications.

- The SSSC can register a worker who does not hold an appropriate qualification, subject to the condition that they gain the qualification within a specified period. This would normally be the first three years of their initial registration.
• At 27 January 2009, 24,053 social service workers were registered, made up of:
  o 10,503 social workers
  o 2011 social work students
  o 11,539 other social service workers
  o of the 11,539 social service workers registered, 29% still have to gain a qualification.

• The percentage of workers required to gain a qualification will increase significantly over the next few years. Social workers all have a relevant qualification, as this is a requirement of their registration.

• The Scottish Government has announced that all residential child care workers must be registered by 30 September 2009.

• We estimate that 90 managers, 305 workers with supervisory responsibilities and 2041 workers still have to register. The Scottish Institute for Residential Childcare (SIRCC) estimate that around 48% of the residential child care workforce still has to gain qualifications.

Developing the social service workforce

Post Registration Training and Learning (PRTL)

• All registered social service workers must complete PRTL.

• Newly qualified social workers, within the first 12 months of registration, must complete 24 days of learning activities, which advance their professional development. At least five days must focus on working effectively with colleagues and other professionals to identify, assess and manage risk to vulnerable groups. This is to ensure that newly qualified social workers are assisted to meet their primary responsibility of protecting children and vulnerable adults from harm.

• Social workers must complete 15 days of PRTL. Five of these days must also focus on identifying, assessing and managing risk to vulnerable groups.

• PRTL for other groups of social service workers varies from 15 days to 10 days.


• Findings from the Changing Lives report indicated a gap in a career framework and career pathways. In response to this the SSSC developed the Continuous Learning Framework (CLF).

• The overall aim of the CLF is to continuously improve the quality of outcomes for people who use social services by supporting the people
who are delivering these services to the best they can be. It sets out what people in the social services workforce need to do their job well now and in the future and describes how employers can support them.

- It is intended that the CLF be used to help individuals and organisations to target learning and development to support career planning through both horizontal and vertical career progression. It will also provide the opportunity to monitor progress and achievement over time and ensure quality outcomes for people who use services, their families and carers.

- The SSSC has produced a range of other workforce development tools to assist employers develop the workforce and social service workers to develop their careers and further their learning. These include:
  - Career development toolkit
  - Recognition of Prior Learning (RPL) – this allows social service workers to have previous informal and formal learning count towards a recognised qualification
  - Preparing for Practice – induction guidance for employers
  - Induction guidance for integrated services
  - Sector Learning Strategy for Scotland.

Developing practice learning

- In 2007, the SSSC launched the Practice Learning Qualification (Social Services). The PLQ (SS) recognises the contribution made by social service workers to the learning of others in the workplace.

- They can be undertaken at four different levels within the Scottish Credit and Qualifications Framework (SCQF) at SCQF levels 7, 9, 10 and 11. There are currently 112 social service workers undertaking the practice learning qualification.

- The PLQ (SS) has replaced the Practice Teaching Award (PTA). The PTA was available to a much smaller number of social service workers – normally those carrying out a social worker’s role – whereas this new qualification is available to all social service workers.

- The new award will encourage all social service workers to support the learning of students, staff and colleagues. The Code of Practice for Social Service Workers makes clear that this is the responsibility of all social service workers – ‘Undertaking relevant training to maintain and improve your knowledge and skills and contributing to the learning and development of others.’

- Guidance has been developed to assist candidates who wish to have previous relevant experience or qualifications recognised when undertaking the PLQ (SS) through making a claim for recognition of prior learning or credit transfer.
<table>
<thead>
<tr>
<th>Groups to register</th>
<th>Date commenced registration</th>
<th>Proposed final date for registration</th>
<th>Best available workforce re numbers</th>
<th>Registrants to date</th>
<th>Applications in progress</th>
<th>Total</th>
<th>Shortfall</th>
<th>Registrants still to gain a qualification</th>
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<tbody>
<tr>
<td>Social workers</td>
<td>April 03</td>
<td>NA</td>
<td>10594</td>
<td>10503</td>
<td>91</td>
<td>10594</td>
<td>0</td>
<td>0</td>
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<tr>
<td>Students</td>
<td>May 04</td>
<td>NA</td>
<td>2079</td>
<td>2011</td>
<td>68</td>
<td>2079</td>
<td>0</td>
<td>0</td>
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<tr>
<td>Care Commission Officers</td>
<td>December 04</td>
<td>31 March 2010</td>
<td>325</td>
<td>142</td>
<td>14</td>
<td>156</td>
<td>169 (52%)</td>
<td>66 (46%)</td>
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<tr>
<td>Managers of residential child care services</td>
<td>June 05</td>
<td>30 September 2009</td>
<td>240</td>
<td>138</td>
<td>11</td>
<td>149</td>
<td>91 (38%)</td>
<td>101 (73%)</td>
</tr>
<tr>
<td>Residential child care workers with supervisory responsibilities</td>
<td>October 05</td>
<td>30 September 2009</td>
<td>700</td>
<td>366</td>
<td>23</td>
<td>389</td>
<td>311 (44%)</td>
<td>259 (71%)</td>
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<tr>
<td>All other residential child care workers</td>
<td>July 06</td>
<td>30 September 2009</td>
<td>3400</td>
<td>1223</td>
<td>169</td>
<td>1392</td>
<td>2008 (59%)</td>
<td>697 (57%)</td>
</tr>
<tr>
<td>Managers of adult day care services</td>
<td>January 06</td>
<td>30 November 2009</td>
<td>588</td>
<td>154</td>
<td>12</td>
<td>166</td>
<td>422 (72%)</td>
<td>87 (56%)</td>
</tr>
<tr>
<td>Managers of care home services for adult</td>
<td>January 06</td>
<td>30 November 2009</td>
<td>1375</td>
<td>364</td>
<td>51</td>
<td>415</td>
<td>960 (70%)</td>
<td>214 (59%)</td>
</tr>
<tr>
<td>Supervisors of care home services for adults</td>
<td>October 07</td>
<td>30 March 2012</td>
<td>7500</td>
<td>661</td>
<td>745</td>
<td>1406</td>
<td>6094 (81%)</td>
<td>546 (83%)</td>
</tr>
<tr>
<td>Practitioners of care home services for adults</td>
<td>January 09</td>
<td>29 March 2013</td>
<td>3000</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>3000 (100%)</td>
<td>0</td>
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<td>Support workers of care home services for adults</td>
<td>April 09</td>
<td>30 September 2015</td>
<td>15664</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>15664 (100%)</td>
<td>0</td>
</tr>
<tr>
<td>Managers of day care of children services</td>
<td>October 06</td>
<td>30 November 2010</td>
<td>4500</td>
<td>1526</td>
<td>102</td>
<td>1628</td>
<td>2872 (64%)</td>
<td>860 (56%)</td>
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<tr>
<td>Practitioners of day care of children services</td>
<td>March 07</td>
<td>30 September 2011</td>
<td>20400</td>
<td>6932</td>
<td>594</td>
<td>7526</td>
<td>12874 (63%)</td>
<td>524 (8%)</td>
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<tr>
<td>Support workers of day care of children services</td>
<td>October 08</td>
<td>30 June 2014</td>
<td>7350</td>
<td>33</td>
<td>168</td>
<td>201</td>
<td>7149 (97%)</td>
<td>7 (21%)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
<td><strong>77715</strong></td>
<td><strong>24053</strong></td>
<td><strong>2048</strong></td>
<td><strong>26101</strong></td>
<td><strong>51614</strong></td>
<td><strong>3361 (14%)</strong></td>
</tr>
</tbody>
</table>
Community Care Providers Scotland

The voluntary sector and social work services

The voluntary sector’s role in developing social work services has been crucial. Voluntary organisations were instrumental in pioneering models (in community care) of supported living, supported accommodation, community based day activities, social firms and crisis services, and (in services for children and families) of family support and preventive services. These are gradually replacing more traditional services such as residential care, adult training centres, sheltered workshops and day centres.

In 2007, 38 per cent of care services registered with the Care Commission were provided by voluntary organisations. The Care Commission has recently published figures demonstrating that support services in the voluntary sector have received the highest proportion of very good grades compared with the public and private sectors.

Between a quarter and a third of all social services workers are employed in the voluntary sector. Very few of these employees are qualified social workers: significant numbers are eligible for registration with the Scottish Social Services Council (SSSC).

Voluntary organisations operate services within the ‘mixed economy’, in general by entering into contract-based purchasing arrangements with local authorities. This market-based system is well established in community care and is increasingly used as a model for funding children and families services.
CCPS and its members welcomed the *Changing Lives* report and what it had to say about the need for personalised services, focused on achieving outcomes for individuals and giving those individuals a greater degree of choice and control over the support they receive. CCPS particularly welcomed the report’s comments on the commissioning process, and the key role to be played by service providers in the planning and delivery of care.

**Current issues for voluntary sector care providers**

CCPS members’ contribution to publicly-funded social care in Scotland is facilitated primarily through working with colleagues in the public sector through the commissioning process. Most of our key concerns and current issues relate in one way or another to this process.

- **Service re-tendering**

  It is a matter of very significant concern that since the publication of *Changing Lives*, the relationship between voluntary sector providers and many local authorities has become characterised not by the partnership approach recommended in the report, but by commercial procurement processes and re-tendering exercises. In our view, such exercises are entirely unsuitable for care and support services, as they present considerable risks to the stability of the sector, to the social services workforce and to the principle of personalisation.

- **A two-tier system**

  The way in which the ‘mixed economy’ of care is set up to operate means that local authorities act as providers and as purchasers, controlling the resources for both. This can give rise to perceptions of a two-tier system:

  o services provided by local authorities are very rarely exposed to competitive challenge under procurement processes, whereas this is becoming routine for the voluntary sector;

  o voluntary sector employers struggle to offer staff terms and conditions packages (especially pension entitlements) equivalent to those on offer from local authority employers, leaving them at a structural disadvantage in the labour market;

  o as noted, a significant (and increasing) number of voluntary sector employees are eligible for registration with the SSSC: it is a major challenge for employers to secure sufficient resources for related training and qualification requirements within contract terms;

  o voluntary organisations frequently manage the shortfall between their contract income and the economic cost of running services either by using reserves or by running services at a deficit. In 2007, 80 per cent of CCPS members reported that they were running one or more services at a deficit: 35 per cent of members were projecting a whole-organisation deficit at the year end.

- **Outcomes**

  Three-quarters of CCPS members report that they are not being commissioned to achieve outcomes for individuals or communities: the focus is still on numbers of hours of support, and the corresponding ‘hourly
rate’ charged by providers. Interestingly, monitoring processes and service evaluations increasingly focus on outcomes, although these are not generally the basis for commissioning activity. CCPS has for some time advocated a fundamental shift to the commissioning process, whereby the commissioning process is itself ‘personalised’ and outcomes for individuals, families and communities are specified as the basis for service commissioning. We have yet to see this approach gain much ground.

This paper provides a very brief introduction to the sector’s role in social care and a flavour of the key issues it faces. CCPS welcomes the committee’s interest in this area, and looks forward to meeting committee members on 4th February to discuss these matters further.

CCPS January 2009