The Implications for Workforce Planning: Report for Scottish Government and COSLA

18th November 2019

This report is based on independent research and analysis carried out by ekosgen.

Report completed/submitted by:	Pamela Reid
Date:	18th November 2019
Report reviewed by:	Jennifer Thomas
Date:	18th November 2019

Introduction

This paper supports the main report of the study to examine the implications of national and local labour markets on the social care sector in Scotland. Specifically it responds to the research objective:

What are the key data sources which support workforce planners at local and national levels in helping to predict and considering how best to respond to, recruitment and retention challenges and how can these be used most effectively?

The paper is an initial assessment of the sector's existing key datasets at a local, regional and national level. It is based on ekosgen's review of what exists and feedback from a selection of stakeholders and organisations involved in workforce planning. It considers data gaps and highlights the limitations of the data where relevant. Based on this analysis and the research, it identifies considerations and recommendations for workforce planners to make best use of available data, and recommends actions to be considered to improve the availability and timeliness of data.

Arguably, as important as data availability is the capacity and capability amongst organisations to undertake evidence-based workforce planning; however there is currently no detailed picture about this.

Social care in Scotland

The social care sector makes significant direct and indirect contributions to the Scottish economy, as a major employer, a driver for research and innovation and as a key purchaser of goods and services.[1] Covering a number of sub-sectors - including Early Learning and Childcare (ELC), adult day care, adult residential care, and care at home - there are a wide range of settings, roles and occupations within the sector overall. Social care sits within the broader social service sector, which also includes social work services (covering all local authority social work services).

Table 1 sets out the definition of 'Children's services' and 'Adult services' used in the main social care report, based on the social care sub-sectors described in Appendix A (which are drawn from Scottish Social Services Council (SSSC) definitions). This study does not include social work. The focus is on social care as there is a perception that there are significant and particular workforce challenges for this sector.

Table 1: Clarification of children's and adult services

Type of service	Categories
Children's services	Adoption service
	Fostering service
	Residential childcare
	Fieldwork services (children)
Adult services	Adult day care
	Adult placement services
	Care homes for adults
	Housing support/care at home
	Nurse agencies
	Offender accommodation services
	Fieldwork services (adults)
	Fieldwork services (offenders)

---

[1] https://data.sssc.uk.com/data-publications/196-the-economic-value-of-adult-social-care

The social care workforce includes all those in paid employment in the social care sector, including people working for public sector providers (for example local authorities), and independent and third sector care providers[2]. It also includes those employed as Personal Assistants (PAs) under Self Directed Support.

Existing datasets

To plan the workforce effectively, planners must use data from a range of sources and covering different aspects of ensuring a sustainable workforce. They must have robust information about the current profile of the workforce, existing gaps and shortages, the requirements of the sector and the sub-sectors, and the anticipated needs going forward to ensure a sustainable workforce. Planners also require data on the likely pipeline into the sector, and movements within it. Overarching this, an understanding of the labour market context is important as are the implications of different labour market conditions for recruitment and retention.

Workforce planning activities sit primarily with employers and organisations that commission services, such as local authorities and Integrated Authorities. However, to be effective it must include the wider range of organisations with a role to play in ensuring supply and understanding demand, for example the NHS, Integration Joint Boards (IJBs) - who are required to deliver workforce plans, employers (and their representative bodies), employees, the SSSC, training and education providers (including the SFC), Skills Development Scotland (SDS), Scottish Care, and the Coalition of Care and Support Providers in Scotland (CCPS).

Tables 2 to 5 provide lists of the existing datasets available to social care workforce planners in Scotland. Please note that these lists are not exhaustive or definitive, and do not capture all of the one-off pieces of research that may have been, or are being undertaken at, for example:

- at a local level;
- on specific issues; or
- in particular sub-sectors (for example research carried out by Scottish Care and the CCPS in Scotland).

Datasets and the co-ordination of data will take place at different levels and scales, for instance at national, regional, and local service level. The issues of data availability, robustness, co-ordination and governance will vary accordingly, as will the timings of when it is gathered, analysed and reported. Some of these data sources could fit within more than one category. For example, we have included the Care Inspectorate's ELC childcare profiles in table 2 because they include staffing data. They also include information on numbers of services, capacity and registered children. Finally, it is important to bear in mind that that there may be alternative ways of presenting the data. For example, the medium term financial framework in table presents one set of forecasts. The key point is that these tables aim to illustrate the range of data which is available to workforce planners.

At the time of writing we understand that there is ongoing work to gather and provide data. One such example is the research currently underway with SDS to refresh the Skills Evidence Base for Health and Social Care, and the latest edition of the SSSC report[3] that analyses registration data to examine movement of workers between registration categories. A subsequent report will example movements

---

[2] In research we use public, third and independent sectors. The SSSC uses public, voluntary and private sector in their workforce data reports.

[3] Link to 2018 report: https://www.sssc.uk.com/knowledgebase/article/KA-02680/en-us

between different employer types such as the public, private and voluntary sector[4]. Overarching all of this, the National Workforce Plan activities are ongoing. The Regulation of Care (Scotland) Act 2001 sets out a range of functions for Scottish Ministers such as ascertaining what numbers of social workers and social service workers are required within Scotland. In practice these functions are delegated to the SSSC. For example, the SSSC regularly publishes reports on the numbers of social workers and projections for future demand[5].

The SSSC is the regulator for the social service workforce in Scotland. It registers people working in social service roles and make sure they adhere to the SSSC Codes of Practice and is the national lead for workforce development and planning for social service delivery in Scotland.

The SSSC has a legal duty under the Regulation of Care Act to "ascertain" the numbers required of different types of workers. Employers may also be able to draw on their own sources, including information about their own workforce taken from the recruitment process or from exit interviews.

---

[4] As defined by SSSC

[5] Demand for Social Workers – SSSC (July 2019) : https://data.sssc.uk.com/data-news/15-announcements/211-demand-for-social-workers

Table 2 – Social Care and ELC Datasets: Workforce data

Data source	Author	Data year	Frequency
Report on Workforce Data[6] *(trends and characteristics of the workforce)*	SSSC	2017	Annually
Detailed Workforce Data[7] *(data that sits behind Workforce Reports, includes local authority breakdowns)*	SSSC	2017	Annually
Workforce Registration Data[8] *(number of registrations with SSSC, for social care and ELC)*	SSSC	June 2019	Quarterly
Staff Vacancies in Care Services[9]	Care Inspectorate and SSSC	2017	Annual
The Adults' Services Workforce[10] *(data focusing on Care Homes of Adults and Care at Home services)*	SSSC	2017	Annual
The Children's Services Workforce[11] *(data focusing on DCC, Residential Childcare and School Care Accommodation services)*	SSSC	2017	Annual
ELC Profiles, by Local Authority[12]	Care Inspectorate	2018	Annual
Business Register and Employment Survey[13] *(a survey based data source covering employment by all sectors/industries. This uses Standard Industrial Classification (SIC) codes. This allows comparisons with other sectors, but doesn't define social care accurately)*	NOMIS, ONS	2017	Annual

---

[6] Workforce data reports – SSSC https://data.sssc.uk.com/data-publications/22-workforce-data-report

[7] Detailed data – SSSC https://data.sssc.uk.com/local-level-data

[8] Registration data – SSSC https://data.sssc.uk.com/registration-data

[9] Staff vacancies in care services 2017 – SSSC (2018) http://www.careinspectorate.com/images/documents/4766/Joint%20CI%20&%20SSSC%20staff%20vacancies%20in%20care%20services%202017.pdf

[10] The Adults' Services Workforce 2017 – SSSC (December 2018) https://data.sssc.uk.com/images/WDR/ASW/ASW2017/AdultsServices_2017.pdf

[11] The Children's Services Workforce 2017 – SSSC (January 2019) https://data.sssc.uk.com/images/WDR/CSW/Childrens_Services_Workforce_2017.pdf

[12] Early learning and childcare profiles – Care Inspectorate http://www.careinspectorate.com/index.php/statistics-and-analysis/early-learning-and-childcare-profiles

[13] Office for National Statistics https://www.nomisweb.co.uk/

Table 3 – Social Care and ELC Datasets : Projections

Data source	Author	Data year	Frequency
Oxford Economic Forecasts *(available on request from SDS. Data covers job and GVA forecasts. Data is based on SIC codes)*	SDS	2000-2029	Annual
UK Labour Market Projections[14]	Improvement Service	2014-2024	Ad hoc
Health and Social Care: medium term financial framework[15] *(forecasts on expenditure and demand on Health and Social Care)*	Scottish Government	2016/17 as baseline	Ad hoc

---

[14] UK labour market projections: 2014 to 2024 – UK Government https://www.gov.uk/government/publications/uk-labour-market-projections-2014-to-2024

[15] Health and Social Care: medium term financial framework – Scottish Government (October 2018) https://www.gov.scot/publications/scottish-government-medium-term-health-social-care-financial-framework/

Table 4 – Social Care and ELC Datasets: Population data

Data source	Author	Data year	Frequency
Demographics			
Mid-Year Population Estimates[16] *(covers population data, by geography, age and sex)*	NOMIS, ONS	2018	Annual
Mid-Year Population Projections[17] *(covers population projection data, by geography, age and sex)*	NOMIS, ONS	2016-2116	Annual
Annual Population Survey[18] *(covers employment status, occupation, qualification level, and personal characteristics such as sex, age, disability, ethnicity, and by geography)*	NOMIS, ONS	March 2019	Quarterly
Scottish Index of Multiple Deprivation (SIMD)[19] *(data on deprivation by datazone in Scotland)*	Scottish Government	2016	Every 4 years
Access to and supply of care			
Insights into Social Care in Scotland[20] *(experimental data)*	NHS Information Services Division	2017/18	Annual (currently experimental)
Care Home Census for Adults in Scotland[21]	NHS Information Services Division	2007-2017	Annual
ELC Statistics[22]	Care Inspectorate	2017	Annual
The Economic Value of the Adult Social Care Sector - Scotland[23]	ICF	2016	Ad hoc
Datazone[24]. Online data tool about care services in Scotland	Care Inspectorate	2018/19	Annual

---

[16] Office for National Statistics https://www.nomisweb.co.uk/

[17] Ibid.

[18] Office for National Statistics https://www.nomisweb.co.uk/

[19] Scottish Index of Multiple Deprivation (2016) https://simd.scot/2016/#/simd2016/BTTTFTT/9/-4.0000/55.9000/

[20] Insights into Social Care in Scotland – ISD Scotland (June 2019) https://www.isdscotland.org/Health-Topics/Health-and-Social-Community-Care/Publications/2019-06-11/2019-06-11-Social-Care-Report.pdf

[21] Care Home Census for Adults in Scotland : Figures for 2007-2017 – ISD Scotland (September 2018) https://www.isdscotland.org/Health-Topics/Health-and-Social-Community-Care/Publications/2018-09-11/2018-09-11-CHCensus-Report.pdf

[22] Early learning and childcare statistics 2017 – Care Inspectorate (November 2018) http://www.careinspectorate.com/images/documents/4680/Early%20Learning%20and%20Childcare%20Stats%202017.pdf

[23] The Economic Value of the Adult Social Care sector – Scotland – ICF Consulting (June 2018) https://arcuk.org.uk/wp-content/uploads/2018/06/The-economic-value-of-the-adult-social-care-sector-Scotland.pdf

[24] https://www.careinspectorate.com/index.php/statistics-and-analysis/data-and-analysis

Table 5 – Social Care and ELC Datasets: other key sources

Data source	Author	Data year	Frequency
Using SSSC Registration Data to Examine Workforce Movements[25]	SSSC	2019	Ad hoc
MDSF Datastore[26] *(type and quality of care services in Scotland)*	Care Inspectorate	2018/19	Annual
Skills Investment Plan for Scotland's Early Learning and Childcare Sector[27] (contains demand and supply data)	SDS	Various	Ad hoc
The Contribution of Non-UK EU Workers in the Social Care Workforce in Scotland[28]	Scottish Government	based on 2017 workforce data and data collection in 2018	Ad hoc
Exploring Education and Training to Improve our Understanding of Social Service Career Pathways[29]	SSSC	2018	Ad hoc
SVQs in the Scottish Social Service Sector[30]	SSSC	2017/18	Annual
Annual Uptake Report[31] *(covers SVQ registration and certification by subject)*	SQA	2018/19	Annual and quarterly
Modern Apprenticeship statistics[32] *(this includes number of starts, in-training and achievements by framework, by gender)*	SDS	2018/19	Quarterly
College data from INFACT database[33]	Scottish Funding Council	2017/18	Annual

[25] Using SSSD registration data to examine workforce movements – SSSC (May 2019) https://www.sssc.uk.com/knowledgebase/article/KA-02680/en-us

[26] Datastore – Care Inspectorate http://www.careinspectorate.com/index.php/statistics-and-analysis/data-and-analysis

[27] Skills Investment Plan: For Scotland's early learning and childcare sector – Skills Development Scotland (January 2018) https://www.skillsdevelopmentscotland.co.uk/media/44206/early-learning-and-children-sip-digital.pdf

[28] EU workers in Scotland's social care workforce: contribution assessment – Scottish Government (July 2018) https://www.gov.scot/publications/contribution-non-uk-eu-workers-social-care-workforce-scotland/

[29] Exploring education and training to improve our understanding of social service career – SSSC (June 2019) https://data.sssc.uk.com/data-news/15-announcements/206-exploring-education-and-training-to-improve-our-understanding-of-social-service-career-pathways

[30] SVQs in the Scottish Social Service Sector 2017/18 – SSSC (March 2019) https://data.sssc.uk.com/images/SVQ/SVQ-report-2017_18.pdf

[31] Quarterly and Annual Statistics Reports – SQA Accreditation https://accreditation.sqa.org.uk/accreditation/Research_and_Statistics/Quarterly_and_Annual_Statistics_Reports

[32] Modern Apprenticeships – Skills Development Scotland https://www.skillsdevelopmentscotland.co.uk/publications-statistics/statistics/modern-apprenticeships/?page=1&statisticCategoryId=4&order=date-desc

[33] Infact – Scottish Funding Council https://stats.sfc.ac.uk/infact/

(this includes college enrolment data by subject superclass, geography, institution, type of course, mode of study, level of study and student characteristics, such as gender, age, disability, ethnicity)			
University data *(available on request to the Scottish Funding Council. This includes university enrolment data by subject, geography, institution, level of study, domicile and student characteristics, such as gender, age, disability, ethnicity)*	Scottish Funding Council	2017/18	Annual

Data gaps and limitations

Whilst there are some very good and regular sources of data that can be used by workforce planners, the qualitative research with stakeholders during the research identified some gaps and limitations to it and how it is currently used. The main gaps and limitations are summarised here.

Overarching limitations:

- There are a number of datasets gathered and published by different organisations, including for example the SSSC and the Care Inspectorate (CI), and the organisations themselves tend to have a clear understanding of what is available across the sector. There is also ongoing work to develop the data and enhance co-ordination but there remains a perception that co-ordination and coherence could be improved. There is a sense arising from qualitative consultations with the stakeholders and workforce planners contributing to this research that workforce planners at the range of levels, from national, to regional, local and service level, are not always clear about the detail of what is available and how the datasets complement each other and can be used together. This can limit their strategic value.
- The definitions, language, datasets and descriptors are not always consistent between organisations and sources although again, SSSC and CI data use similar definitions in most instances and where there are differences, they can be addressed through different aggregation of the data. Where other data sources and datasets use different language and definitions, it can make it difficult for workforce planners to aggregate and align data and can limit the extent to which datasets can be articulated. This was a key message from stakeholders participating in the research.
- CI data uses service registration numbers as a data item which allows SSSC to articulate across different datasets. This linking of data across CI and SSSC is a strength although evidence gathered in the qualitative consultations suggest that how they link and how they can be used together may not be widely understood. Some stakeholders providing qualitative input to the research reported that a lack of a consistently used common data item as an issue for workforce planners.
- Analysing data at small area level could be disclosive, depending on the area and the particular data. For example the description of a particular service may serve to identify the service if there are only a small number in the area.

- Information governance, access and dissemination is not co-ordinated and is dispersed across a number of organisations. This can make accessing and using it difficult for workforce planners, as well as understanding what data is available, when and the source.

Social care workforce data gaps:

- The time lag between data being gathered by SSSC and it being analysed and published is understandable but means that it is not as up to date as it might be. In the qualitative consultations with stakeholders and workforce planners, there was a sense that this does not present a major issue for planning and that it is as up to date as it needs to be. However, there is scope to better understand the role of the data and the extent to which it is actually meeting need. As an example, the NHS publishes quarterly NHS Workforce Trends Reports and this may be a model that is worth considering for the social service sector, although there are resource implications. At the time of writing, the most recent SSSC snapshot is based on data gathered in December 2017.
- The social care sector is not always perceived as one that consistently adopts 'fair work' practices. The Fair Work in Scotland's Social Care Sector report makes recommendations on how fair work can be realised for social care workers by setting out what policymakers, commissioners and leaders in Scotland's social care sector can and should do.[34]
- Linked to fair work, there is a lack of data on the quality of social care jobs (including ELC). Understanding the quality of jobs would help workforce planners in terms of staff recruitment and retention by communicating and building on the positives and taking steps towards addressing any issues. Gathering information about quality was out with the scope of the study and the SSSC data doesn't consider quality of employment in its research. The CI quality assessment grading allows planners and others to monitor the quality of services and within that, covers quality of staffing. This is helpful but is not an indicator of quality of the job from an employee's perspective.
- Data on the profile of the workforce in terms of some protected characteristics (such as disability or ethnicity) is limited. There is also a lack of data on other groups that are not defined in legislation as having a protected characteristics, notably care experienced people. If we don't collect adequate data on people with protected characteristics and people who face other challenges, then the extent to which workforce planning in the sector can contribute to the Scottish Government's ambition for inclusive growth[35] may be limited. Alongside this, there will be no data to demonstrate how the sector is contributing to this agenda.
- Added to the point above, the research to prepare the SSSC Social Service Workforce Data report[36] recorded a high proportion of unknown responses (including not disclosed) on disability and ethnicity. This is not unique to social care and is an issue across many types of service provision and sectors. There are challenges around accessing this data, not least because it is often self-reported by the individual who may or may not choose to disclose, although sometimes it is provided by services, but again means that, for example, an employee with a disability will have to have disclosed it to their employers. The lack of data may make it difficult for national workforce planners and others to identify to what extent the sector is making progress on some of the wider objectives around equalities and achieving a diverse workforce.
- There has been limited data on movement of people within and out of the social care sector, including:
  - the movement of people within different social care sub-sectors;

---

[34] Fair Work in Scotland's Social Care Sector 2019 – Fair Work Convention (2019) https://www.fairworkconvention.scot/wp-content/uploads/2018/11/Fair-Work-in-Scotland's-Social-Care-Sector-2019.pdf

[35] Growing the economy – Scottish Government https://www.gov.scot/policies/economic-growth/inclusive-growth/

[36] Scottish Social Services Report on 2017 Workforce Data - SSSC (August 2018) https://data.sssc.uk.com/data-publications/22-workforce-data-report/178-scottish-social-service-sector-report-on-2017-workforce-data

- o mobility of workers in terms of progress (such as a practitioner being promoted to manager); and
  - o the sector destination of people who leave the social care sector.
- However, this should be more comprehensive going forward as the SSSC Register is extended to cover 80% of the social care workforce. SSSC is considering addressing these gaps, for example staff mobility as part of the workforce movement analysis and reporting and of course the research for the current study has provided detailed evidence about workforce movement.
- There are a number of groups working in the social service sector that current statistics do not capture, including childminding assistants, unpaid volunteers and PAs. For example there are no reliable estimates for the number of PAs employed in the sector or other data relating to this part of the workforce[37]. There is also a lack of data on the workforce in other non-registered local authority commissioned services, such as private and voluntary organisations that deliver some elements of criminal justice social work services. However there are plans in place to partially address this gap, specifically the Self-direct Support Implementation Plan 2019-2021 which states that the Scottish Government will explore methods of reflecting PAs within national workforce planning and data to ensure full understanding of the PA workforce, resources, skills and career pathways.[38]
- Information about workforce projections. The Oxford Economics forecasts held by SDS cover 'Health and Social Care', 'Social Care', and 'Day Care of Children', at the Scotland level and local authority level. However, data is not available for social care sub-sectors, and the definitions used are from Standard Industrial Classification (SIC) codes[39]. Whilst using SIC codes allows for comparison with other sectors, they are of limited use in terms of helping to examine the detail of the workforce. There are also some questions around the robustness of this data at the local level and the extent of projected demand in some sub-sectors. The data is available by submitting a request to SDS.

Education and training data gaps:

- Apprenticeships that are not funded by SDS (for example those that are privately funded) are not captured by SDS's statistics. However the SSSC has a comprehensive dataset covering all privately and publicly funded Modern Apprenticeship (MA) registrants. The SSSC registers and certificates **all** MAs and publishes this data.
- This data is available from the SSSC who have a comprehensive dataset of all MA registrants whether privately funded or publicly funded. As a sector skills council, the SSSC registers and certificates **all** MAs in the social care sector. They also publish this data.
- Higher Education data on social care related courses is available, but requires a specific data request to the Scottish Funding Council (SFC). Whilst the numbers are relatively small, arguably with the exception of ELC-related courses, the information can be helpful for workforce planning. Courses, such as the BA in Childhood Practice, are approved and quality-assured by SSSC. SSSC receives data annually relating to applications, admissions and completions.

---

[37] Ibid

[38] Self-directed support strategy 2010-2020: implementation plan 2019-2021 – Scottish Government (June 2019) https://www.gov.scot/publications/self-directed-support-strategy-2010-2020-implementation-plan-2019-21/

[39] Standard Industrial Classification (SIC) codes are four-digit numerical representations of major businesses and industries. SIC codes are assigned based on common characteristics shared in the products, services, production and delivery system of a business. https://www.ons.gov.uk/methodology/classificationsandstandards/ukstandardindustrialclassificationofeconomicactivities/uksic2007

- There is no data on whether people who leave college or university with a social care (including ELC) related degree[40] take up employment in the social care sector.
- Leaver surveys give an employment status (such as whether a person is in employment or unemployed) and a broad industry group (such as 'Human Health', or 'Social Work Activities') which is a very broad grouping that is much wider than social care. Whilst this study does not cover social workers, an example of an approach that would provide more leaver status detail relates to social work students. They must all register with the SSSC and the SSSC then monitors how many then move into social work roles. This is referred to in SSSC's new Social Workers Demand report[41].

A Strategic Approach

Workforce planning in social care is critical to ensure that there is a sufficient supply of staff with the right skills to provide services across every part of the sector. Key challenges include an ageing population and a drive to provide high-quality care at home. There are also significant challenges around recruiting and retaining workers. These challenges are likely to lead to continued pressure in relation to replacement and expansion demand.

The workforce requirements and issues need to be understood and planned for at national, regional and local levels, and appropriate and timely responses must be planned and implemented within an overall strategic approach. The development of a first Integrated National Workforce Plan for Health and Social Care (in draft at summer 2019) aims to provide a strategic national approach and context to support workforce planning in these sectors. It also provides initial guidance for workforce planning in local integrated settings. These responses must be evidence based in terms of the likely demand for skills, driving the skills pipeline, and the education and training that will be required. They must also be mindful of wider political drivers. For example, the Race Equality Framework for 2016-2030 sets out the Scottish Government's approach to promoting race equality and tackling racism and inequality. The Framework identifies the need to ensure that Scotland's health and social care workforce better reflects the diversity of its communities.[42] The Scottish Government's Programme for Government 2019-20 also identifies other priorities such as actions within the Gender Pay Gap action plan and the Disability Employment Action Plan.[43]

The sector requires a strategic approach to planning the workforce that takes account of current and emerging policy such as the ongoing integration of health and social care services. As we have highlighted, IJBs are required to deliver workforce plans but they cannot do this in isolation so there is an opportunity for joint planning between Integration Authorities, NHS Boards and local authorities.

The approach also needs to take account of other key drivers such as changing demographics, the development of roles in the sector, the need for qualifications, the debate around 'fair work' in social care, and competition from other sectors. To be useful, data and intelligence should be available at national level, but could also inform work at local authority, integration authority and locality levels.

Ideally there should be a good level of granularity of workforce planning data so that it can be analysed to show the demand and supply of skills within the various social care sub-sectors, for example ELC,

---

[40] Fr example the B.A. in Childhood Practice and B.A. (Hons) Integrated Health and Social Care, and BA (Hons) Childhood and Youth Studies which is delivered by the Open University

[41] Demand for Social Workers – SSSC (June 2019) https://www.sssc.uk.com/knowledgebase/article/KA-02714/en-us

[42] Race equality framework for Scotland 2016-2030 – Scottish Government (March 2016) https://www.gov.scot/publications/race-equality-framework-scotland-2016-2030/

[43] Protecting Scotland's Future: the Government's Programme for Scotland 2019-2020 – Scottish Government (September 2019) https://www.gov.scot/publications/protecting-scotlands-future-governments-programme-scotland-2019-20/

adult residential care, and adult care at home. SSSC has some quantitative data already available by analysis of registration qualification requirements[44]. However, this level of detail also requires qualitative data which the SSSC gathers every two years as part of its Workforce Skills reports[45]. Other sources of this data are pieces of commissioned work that take place on an as needs basis such as the recent research into the role of EU nationals in the Scottish social care sector.[46]

The strategic approach must work with workforce planners as well as data providers to identify what data is needed by workforce planners and where the gaps and limitations are. This approach needs to look at a range of areas including:

- demand: by sub-sector in terms of numbers, roles and, skills and capabilities required;
- supply: numbers, skills, capabilities and what registrations/qualifications required;
- workforce demographics to baseline, monitor and drive diversity;
- career pathways and progression;
- movement within the sector, and inflow and outflow; and
- wider local labour market intelligence.

There may be overlaps with existing work here such as the work NHS Education for Scotland (NES) are leading on around the development of an integrated data platform for health and social care as set out in the third recommendation in the first part of the National Health and Social Care Workforce Plan.[47]

Understanding Demand

The demand for a skilled social care workforce has arguably never been greater and this upwards trend is set to continue, with particular peaks at key times and in certain sub-sectors, notably ELC towards expansion in 2020. There is also the impact of policy relating to newer models of providing care and support, in particular the integration of health and social care, and a wider programme of adult social care reform from summer 2019 onwards. These policy changes are driving the demand for skills in response to new ways of working and delivering services for an ageing population with increasingly complex care needs.

Technological changes and digital transformation are also key drivers impacting on the skills that workers require and will require in the future in order to fulfil their roles. All of these contextual factors must form part of the workforce planning evidence base.

Planning the Supply

The social care sector comprise a range of diverse partners including local authorities and privately-run care homes. The ability of providers to influence and undertake workforce planning will vary depending on their circumstances. By understanding demand, workforce planners can put in place actions designed to ensure the supply of skills for social care, including ELC. This sounds straightforward but there are, as the main report demonstrates, a number of factors that can constrain supply, not least perception of the sector and competition from other sectors. It is therefore important that there is a

---

[44] Using SSSC registration data to examine workforce movements – SSSC (May 2019)
https://www.sssc.uk.com/knowledgebase/article/KA-02680/en-us

[45] Workforce Skills Report 2016-2017 – SSSC (October 2017) https://www.sssc.uk.com/knowledgebase/article/KA-02340/en-us

[46] EU Workers in Scotland's social care workforce: Contribution assessment – Scottish Government (July 2018)
https://www.gov.scot/publications/contribution-non-uk-eu-workers-social-care-workforce-scotland/

[47] National Health and Social Care Workforce Plan Part 1: A Framework for improving workforce planning across NHS Scotland – Scottish Government (June 2017) https://www.gov.scot/publications/national-health-social-care-workforce-plan-part-1-framework-improving/

sustainable supply so that social care services have the workforce they need to deliver safe and sustainable high-quality services.

The routes into social care (including ELC) vary, from new entrants from school, college and university, to MA and Graduate Level Apprenticeships, career changers, and older entrants. The vast majority of staff (around 80%) achieve their qualifications once they are in post through work-based learning. Data is therefore required relating to the pipeline of potential and new entrants regarding their routes into social care, and the learning that they undertake (including work-based learning). It is also important to understand the requirements that may need to be filled by older entrants or re-entrants to the sector, in particular through work-based learning.

Information and data sources relating to supply are provided in Table 5.

Towards workforce planning

As discussed, whilst workforce planning sits primarily with employers and organisations that commission services, co-ordinated workforce planning should include the wider range of organisations involved in the supply of a skilled workforce and understanding demand. There must therefore be a clear understanding of the organisations who will use the information and how they will use it to plan workforce supply, recruitment, development and retention.

Some of the organisations who will use the information for planning will also be data providers such as the SSSC, SDS and SFC. This includes organisations that produce and use data at service level and at different spatial levels, for example local authorities.

The Fair Work Convention report[48] may highlight some implications for workforce planning: for example, the recommendation that there should be a sector-level body responsible for ensuring that social care workers have effective voice in the design, development and delivery of social care services which will include workforce planning.

SSSC and CI social service workforce data is co-ordinated and provides meaningful comparisons and information to understand and plan the workforce. However, strategic planning and commissioning of services requires an understanding not just of workforce data, but also of financial information from local authorities around spend on different types of social service delivery, and data about integrated services and the workforce needs. Added to this, integrated health and social care requires there to be an understanding across the NHS and social service workforces to plan the integrated workforce, and services. NES has the responsibility[49] of bringing together existing health and social service workforce datasets into a new supply-side platform with common data standards. The aim is to integrate statistical, demographic and labour market information on the social service and NHS Scotland workforce to help local, regional and national workforce planners, local authorities and others. To build the platform, NES will develop and identify key datasets and common data standards in conjunction with the people who use and need the data.

Added to this, Information Services Division (ISD) Scotland has developed a dataset called Source Social Care (SourceSC)[50], separately from NES. SourceSC collects and analyses data from local authorities on social care clients and the services they receive. However, some definitions used by SourceSC are different from the definitions used in the legislation around social services. Discussion

---

[48] Fair Work in Scotland's Social Care Sector 2019 – Fair Work Convention (2019) https://www.fairworkconvention.scot/wp-content/uploads/2018/11/Fair-Work-in-Scotland's-Social-Care-Sector-2019.pdf

[49] Under Parts 1 and 2 of the National Health and Social Care Workforce Plan

[50] https://www.isdscotland.org/Health-Topics/Health-and-Social-Community-Care/Health-and-Social-Care-Integration/Introduction/

has started on how this could be addressed, for example by using common definitions and a common data item.

A more strategic and co-ordinated approach to data and intelligence across the workforce, services and financial information as described above will require clear information governance, and a structure and resource to manage it.

As well as limitations, there are gaps in the data that would help workforce planners to better understand and respond to the labour market conditions and the social care workforce demand and supply. These are discussed earlier in this report. As part of developing the strategic approach, these gaps should be prioritised in order to plan how available resources are best used. Addressing them may require adjusting existing research methods and tools or undertaking additional primary research, for example with employers, staff and potentially people who have left the register. A number of these activities could be considered as part of the ongoing work under the development of the National Workforce Plan for Health and Social Care. The purpose of the National Workforce Plan for Health and Social Care is to enable better local and national workforce planning to support improvements in service delivery and redesign.

Alongside this, it would be good practice to have in place an agreed set of outcomes and performance indicators to monitor, manage and drive performance. It will require co-production and partnership working, and organisations must be willing to make adjustments to how they might do things currently. It will require budget as well as time commitment to plan, implement and manage a refreshed approach to workforce planning.

Appendix A: Clarifications of Social Care Services in Scotland

As defined in the Public Sector Reform (Scotland) Act 2010[51], the 'social service' sector is a combination of two sub-groups:

- **Care services** - which covers all registered care services; and
- **Social work services** - which is all local authority social work services.

The wider social service workforce includes all those in paid employment in the social service sector, including people working for the public sector providers (for example local authorities), independent sector care providers and third sector care providers. It also includes those employed as PAs under SDS. Table A.1 provides more detail on each of these service types. Please note that social work has been excluded from this research study.

Table A.1: Sub-sectors of the social service workforce in Scotland

Sub-sector[52]	Description
Adoption service	A service that makes arrangements in connection with the adoption of children. This does not include services in which the proposed adopter is a relative of the child.
Adult day care	Day care services for adults can be provided from registered premises in a variety of settings.
Adult placement service	Adult placement services provide or arrange accommodation for vulnerable adults, aged 18 or over, in the homes of families or individuals. This can be together with personal care, personal support, counselling or other help provided other than as part of a planned programme of care.
Care at home	A service which delivers assessed and planned personal care and support which enables the person to stay in their own home.
Care homes for adults	Care homes for adults provide care for a range of people and people with particular types of problems; alcohol and drug misuse; learning disabilities; mental health problems; older people; physical and sensory impairment; or respite care and short breaks.
Central and strategic staff	Staff within local authority social work services with a strategic and/or central role including senior management, administrators and support staff.
Childcare agency	Childcare agencies supply or introduce to parents a child carer who looks after a child or young person, up to the age of 16, wholly or mainly in the home of that child's parent or parents. They could include for example: nanny agencies, home-based childcare services or sitter services.
Childminders	A childminder is a person that looks after at least one child, up to the age of 16 years, for more than a total of two hours per day. The childminder looks after the child on domestic premises for reward but not in the home of the child's parent or parents. A parent, relative or foster carer of a child cannot be regarded as that child's childminder.
Day care of children	A service which provides care for children on non-domestic premises for a total of more than two hours per day and on at least six days per year. It includes nursery classes, crèches, after school clubs and play groups. The definition does not include services which are part of school activities or activities where care is not provided such as sports clubs or uniformed activities such as the Scouts or Guides.

---

[51] Public Services Reform (Scotland) Act 2010 – Scottish Government (2010)
https://www.legislation.gov.uk/asp/2010/8/contents

[52] This term is used interchangeably with the term "service type". The sub-sector categories are based on; a) the definitions of registered care services (set out in the Regulation of Care (Scotland) Act 2001); and b) the types of services provided by non-registered local authority social work services.

Sub-sector[52]	Description
LA fieldwork service (adults)	Local authority fieldwork staff usually based in local offices providing services to adults. Staff will include qualified social workers.
LA fieldwork service (children)	Local authority fieldwork staff usually based in local offices providing services to children and families. Staff will include qualified social workers.
LA fieldwork service (generic)	Local authority fieldwork staff in divisional and area offices. Local authority fieldwork staff usually based in local offices providing services to a range of people. Staff will include qualified social workers.
LA fieldwork service (offenders)	Local authority fieldwork staff in divisional and area offices. Local authority fieldwork staff usually based in local offices providing services to the courts and prisons in relation to people who have been convicted of criminal offences. Staff will include qualified social workers.
Fostering service	Fostering agencies may provide substitute care where a child's family is unable to provide care. They may provide complementary care to provide additional opportunities for a child or to give parents a break. These carers are sometimes called respite or family placement carers. The term foster care is used to describe all these situations.
Housing support	A service which provides support, assistance, advice or counselling to enable an individual to maintain their tenancy. Housing support may be provided to people living in ordinary homes, sheltered housing, hostels for the homeless, accommodation for the learning disabled, women's refuges or shared dwellings.
Nurse agency	Nurse agencies introduce and supply registered nurses to independent and voluntary sector healthcare providers and to the NHS in Scotland.
Offender accommodation service	A service which provides advice, guidance or assistance to people such as ex-offenders, people on probation or those released from prison that have been provided accommodation by a local authority.
Residential childcare	These services are care homes, special school accommodation services and secure accommodation services for children who are looked after away from home.
School care accommodation	This includes boarding schools and school hostels but does not include services for children looked after away from home.

Clarification between Daycare of Children Services and Early Learning and Childcare

The SSSC usually differentiate between social work (as defined by the Public Sector Reform (Scotland) Act 2010), social care and ELC (covering daycare of children (DCC) and childminders).

Social care services therefore can include:

- Adult social care;
- Children's social care; and
- ELC.

Children's and adult social care services

Table A.2 sets out the definition of 'Children's social care services' and 'Adult social care services' used in our report, based on the social care sub-sectors described above. Table A.3 defines ELC.

Table A.2: Clarification of children's and adult social care services

Type of service	Categories
Children's services	Adoption service
	Fieldwork services (children)
	Fostering service
	Residential childcare
Adult services	Adult day care
	Adult placement services
	Care homes for adults
	Fieldwork services (adults)
	Fieldwork services (offenders)
	Housing support/care at home
	Nurse agencies
	Offender accommodation services

Table A.3: Clarification of ELC

Type of service	Categories
ELC	Childminding
	Daycare of children (DCC)