

The state of the children's social care workforce

**A statistical overview of the workforce providing
children's and families social care in England**

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FOREWORD

This *State of the Children's Social Care Workforce* is the first of its kind for CWDC. This report complements a similar publication from Skills for Care which focuses on the adult social care workforce (Skills for Care, 2008). Used together, these reports create a picture of the social care workforce in England.

The report draws together the main statistical information available for the children's social care workforce, including key data on the different occupational groups, the numbers employed and their characteristics. We hope that it will be a useful aid to workforce planning across England. The report brings together what workforce information is already known and available; it also identifies the gaps. We believe that this report will provide an important start to understanding the social care workforce, their skills and the strategies that can help them to become the best they can be.

Jane Haywood
Chief Executive

EXECUTIVE SUMMARY

1. Introduction

The Children's Workforce Development Council (CWDC) commissioned a study to review the existing knowledge of the children's social care workforce in England, including children and family social work, residential care, foster care, education welfare, family court advisors, support workers and volunteers. A combination of organisations work in partnership to provide these services including: local authorities, who are major employers and commissioners of services, as well as private and voluntary organisations. Therefore, the contexts and working environments covered by this report are wide ranging.

The report identifies key data on the numbers employed and their characteristics, including occupational breakdown, recruitment and retention issues, training and qualifications, pay and rewards.

A review of key workforce issues and policy initiatives underpins the analysis in this report and provides an understanding of the background to the changes in children's services. An underlying theme of the report is the need to improve the availability and use of workforce data to better support workforce planning in children's social care, nationally, regionally and locally.

2. Overview of key workforce issues and major policy initiatives

Since 2004, implementing *Every Child Matters* and developing integrated services have been key drivers for change in the way that services for children, young people and families are delivered. Changing work patterns and workforce expectations are also significant drivers for change. Key factors include:

- although progress has been made in improving service delivery in recent years, the latest annual OFSTED¹ report states that there is still considerable room for improvement (OFSTED, 2007).
- the sector relies on a diverse range of organisations to deliver its services which increases the complexity of people management and means that there may be significant variation in organisational culture and working environments;
- the workforce is varied and this impacts on the ability to recruit and retain a suitably skilled workforce in some occupational groups; recruitment and retention issues also vary by occupation and region;
- the workforce has a higher than average proportion of part-time workers, and is predominantly female, although, at management level, the proportion of men is higher;

¹ The Office for Standards in Education, Children's Services and Skills

- during the last three years there have been major workforce development initiatives focused on the children's social care workforce: the *Options for Excellence* review (DfES/DH, 2006); the *Children's Workforce Strategy* (DfES, 2005); *Care Matters: Time for Change* (DCSF, 2007a); the *Children's Plan* (DCSF, 2007b); *Building Brighter Futures: Next Steps for the Children's Workforce* (DCSF, 2008b); and related initiatives.

3. Workforce data sources

There are established data sources in the statutory sector but they now tend to undercount the children's workforce (due to allocation of generic workers and management staff to different categories) and no longer provide up to date occupational breakdowns (due to the emergence of new job categories in recent years).

Emerging data gaps in the statutory sector are mainly due to changes in service requirements in the sector.

There are very few data for the private and voluntary sectors although data is now emerging from the National Minimum Dataset for Social Care (NMDS-SC) concerning some, but not all, settings.

There are also gaps in the data for self employed workers such as foster carers and volunteers.

4. Employment in the statutory sector

In 2006, the local authority social care workforce working specifically with children totalled around 55,000 headcount and 46,700 full-time equivalent (FTE) staff, of which around 67% were in fieldwork employment, 12% were in day care and 21% in residential care/special needs establishments.

Total FTE employment in local authorities grew by 15% over the 1997-2006 period, mainly due to a 58% rise in 'area' employment, whilst day care and residential care fell by 29% and 19% respectively.

In addition, in 2006 FTE 5,500 agency staff were engaged in the local authority children's social care workforce, equating to around 13% of the total workforce.

68% of the workforce were full time, 80% were female, 11% of minority ethnic origin, and around 70% aged between 25 and 49 years, with a slowly ageing profile.

There were, approximately, a further 96,000 staff working in social care who may be involved in working with children, including home care workers (48,000), strategic and central staff (23,000), social workers in generic, health and specialist settings (22,000) and 2,800 senior managers in operational divisions.

There are over 5,000 education welfare officers employed by local authorities.

There are estimated to be around 2,950 staff working in children's social care elsewhere in the statutory sector, including 1,850 workers in the Children and Family Court Advisory and Support Service (CAFCASS) and 1,050 lead inspectors at OFSTED (for the whole of social care).

5. Employment in the private and voluntary sectors

Estimates based on NMDS-SC data are that (at December 2007) 25,340 staff work in private and voluntary children's residential homes, with the following characteristics:

- 18% were in managerial roles, 1% in professional roles, 75% in direct care/support roles and 5% in all other roles;
- 88% of the workforce were full-time, 63% were female, and 16% were of minority ethnic origin;
- the average age of all staff was 38.5 years, ranging between 42.7 years in the voluntary sector and 37.4 years in the private sector;
- recorded sickness absence per annum averaged 6.9 days (5.3 days in voluntary homes and 7.1 days in private homes);
- 47% of staff had started in their current role between 2005 and 2007, and 41% between 2000 and 2004 ;
- it is estimated that 7,180 staff work in fostering and adoption agencies (excluding agency staff);
- data on the remainder of the private and voluntary sectors, including the bulk of community settings, are not available;
- the number of foster families rose in England from an estimated 21,000 families in 1995 to 37,000 in 2006;
- national research on volunteering suggests that around 2 million people engage in formal volunteering across the children's and young people's sector each month (other than schools or education settings) but it is not known how much of this is in social care.

6. Overview of employment

On current information the total workforce in social care occupations covered by CWDC totals 168,340.

This is probably an underestimate, as information for the private and voluntary sector is not comprehensive, and there is undercounting of staff in local authorities.

Some occupational data are imprecise due to lack of fit between the CWDC descriptions and the data sources.

Current data sources in the social care children's sector (2008) are summarised as follows:

Sector	Headcount	Year	Source/Comment
Local authority	60,085	2006	Staffing return (IC, 2007) Education Welfare Officer estimate
Other statutory sector	2,955	2007	Employer data
Voluntary sector	32,300	2004	Estimate (Skills for Care, 2005)
Private sector	36,000	2004	Estimate (Skills for Care, 2005)
Other (foster care)	37,000	2006	Estimate (Fostering Network)
Other (volunteers)	n/a	-	Full data not available
Total	168,340	-	-

8. Recruitment and retention in local authorities

Vacancy and turnover rates in local authorities generally fell between 2005 and 2006 (for example for field social workers, vacancies fell from 11.8% to 9.5%; turnover fell from 11.0% to 9.6%).

The overall annual turnover rate in local authorities (of jobs covered by the survey) stood at 9.9% in 2006, and the average vacancy rate was 9.8%.

There was little change in the reporting of recruitment difficulties. Two thirds of councils report recruitment difficulties for social workers, the difficulties having previously increased between 2001 and 2003.

Retention difficulties varied between 47% of authorities for field social workers and 7% for residential managers, also showing little change over 2005 to 2006.

Authorities were adopting distinctive patterns of response to tackle the issues, including development of career pathways, workforce planning and succession planning.

Expenditure on recruitment advertising fell by 32%, probably reflecting lower levels of turnover and use of a greater diversity of recruitment methods, including internet recruitment.

9. Recruitment and retention in the private and voluntary sectors

Vacancy rates averaged 8.1% in voluntary homes and 5.6% in private homes, and were highest for care workers, for whom they were 16.1% and 7.9% respectively.

Average turnover rates for all workers averaged 22.6% in the private sector and 13.0% in the voluntary sector homes; turnover of care workers averaged 28.2% in the private sector and 18.7% in the voluntary sector.

The main reasons for leaving jobs in private and voluntary homes were personal or career development reasons, the main destinations of leavers and origins of recruits were other jobs in the children's sector.

10. Regional data

Research undertaken on the children's workforce in the South East highlighted recruitment and retention of staff as key issues. High priority occupations included social workers, foster carers and residential care workers. Similar data were not available for other regions.

11. Qualifications, training and skills issues in local authorities

Local authority children's services were supporting 2,990 people through professional social work training in 2006, of whom 80% were on secondments and 20% were receiving bursaries or sponsorships, equivalent to almost 14.8% of the social worker workforce (see Chapter 8 for changes in social work education).

A total of 1,000 people qualified in 2005/6, of whom 70% were secondments and 30% were receiving bursaries or sponsorships, equivalent to almost 5% of the workforce.

83% of registered managers in children's homes held qualifications, of which the main one was professional social work (43%), and 32% were studying for qualifications, including 13% the NVQ registered manager Level 4, and 13% for other NVQ Level 4.

Adjusting the figures for non response, the proportion of local authority employed staff holding qualifications rose from 90% to 98% between 2001 and 2006, whilst the proportion studying rose from 34% to 37% (having reached a maximum figure of 86% in 2005).

There were other indications of increased volumes of training in local authority children's services: increases in assessed social work practice learning days (from an average of 9.6 days to 14.4 days per year from 2003/4 to 2006/7), the percentage of social workers and residential managers achieving the child care post qualifying award (from 20% to 41% between 2001/2 – 2006/7), and the percentage of residential childcare workers achieving Level 3 in the NVQ Caring for Children and Young People (up from 29% to 56%).

Local authorities were using a wide range of training initiatives to tackle shortages of social workers and other staff groups, including improved training, developing career pathways, reviewing skills mix and undertaking workforce planning; which were having a beneficial effect on shortages.

In 2006, in 83% of authorities the whole of the children's social care workforce was covered by Investors in People (IiP), in a further 7% of authorities the whole workforce was

committed, and 9% of authorities were either not yet involved or had considered and rejected liP.

Between 2000/1 and 2006/7, there were 3,301 post qualifying awards in child care (CCA) and there were 3,301 new registrations; the number of awards achieved each year rose from 49 in 2000/1 to 691 in 2006/7 (note: these were not exclusively local authority staff).

12. Qualifications, training and skills issues in the private and voluntary sector

58% of staff in children's homes held one or more qualification, of which the main ones were Caring for Children and Young People NVQ Level 3 (24%) and Care/Health and Social Care NVQs (22%); 33% of all staff held qualifications at Level 3, 16% at Level 4, and 3% at Level 2.

33% of all staff in children's homes were working towards qualifications, of which the main ones were Care/Health and Social Care NVQs (15%), and Caring for Children and Young People NVQ Level 3 (11%). Almost a quarter of all staff (24%) were working towards a Level 3 qualification, and 8% at Level 4.

45% of all staff worked in homes where liP is recognised, 10% in homes which are committed, and 26% in homes which neither recognise nor are committed to liP (20% not recorded).

13. Pay and benefits in local authorities

In local authorities average national salaries were highest for social work team leaders and registered managers (£37,300 and £35,200 respectively), followed by social workers and occupational therapists (£31,000 and £30,800 respectively).

For social workers, salaries were highest in London (around 14% higher than the national average), and were lowest in Eastern and the North West regions (6% lower than the national average) and West Midlands (5% below the national average).

Just over a fifth of social work and occupational therapy posts had been regraded in the previous year, whilst 15 to 16% had market supplements attached.

Over the 2001 to 2006 period the pay of residential care staff rose by 34.4% whilst social worker and residential manager salaries rose by 26.1% and 26.6% respectively.

The availability of non pay benefits varied widely, the most common being essential care user allowances (availability ranging between 69% of occupational therapy posts and 0% of care staff posts), flexitime (40% and 19% of posts), career break opportunities (46% to 33%) and the payment of professional fees (34% and 7%).

14. Pay in the private and voluntary sectors

Mean annual salaries were £14,828 for direct care workers in all children's services in the voluntary sector, compared with £15,889 in the private sector, and £13,717 for care workers in all children's services in the voluntary sector, compared with £15,378 in the private sector. On this evidence, salaries in the private sector are therefore between 12% and 7% higher than in the voluntary sector.

15. Developing and remodelling the workforce

The *Care Matters: Time for Change* White Paper described workforce remodelling as: 'Building a modern workforce where education, social care, health and youth justice deliver integrated and multi-agency support to improve outcomes for children and young people. It will help shift the focus towards preventive work, achieve efficiency savings and build a workforce capable of adapting and innovating to meet future needs.'

Recent and current work to develop the children's social care workforce includes:

- developing the role of the Lead Professional, who coordinates provision and acts as a single point of contact for a child and their family when a range of services are involved;
- the establishment and extension of the Social Care Register for people who have been trained and assessed as fit to be in the workforce;
- enabling social workers to spend more time on core work with children and families by modernising their working tools including further investment in ICT to enable social workers to work flexibly and make more efficient use of their time;
- Remodelling pilots, based on social work teams, are building on the remodelling work already being carried out in local areas by developing practical tools to support dissemination of good practice as well as learning from remodelling that has taken place in schools and the health service;
- encouraging workforce development initiatives in social care that are firmly located in the integrated services agenda (CWDC's New Types of Worker programme);
- incorporating the Training, Support and Development Standards for foster care into the planned revision of the National Minimum Standards and further developing Multi-Dimensional Treatment Foster Care;
- learning from international examples of practice on social pedagogy and approaches to social care in children's services;
- establishing and evaluating pilots in residential care; and the development of independent social work practices for looked after children.

This report considers the implications of these and other initiatives for the children's social care workforce with particular reference to five key groups: children's social workers; residential child care staff; foster carers; family support workers; and domiciliary care workers working with children and young people.

16. Summary of conclusions

At all levels (national, regional and local) relevant and fit for purpose workforce data are needed to inform service developments, workforce developments and workforce planning.

There is no one set model of workforce planning, nor is it a mechanistic or static process. Essentially it is about analysing the current workforce, and extending the analysis to identify the future skills and competencies needed to deliver new and improved services. Such an analysis can highlight shortages, surpluses and competency gaps and the reasons for these.

This study has reviewed the availability of workforce data sources in children's social care. It confirms both the existence of useful data sources, and significant gaps in data coverage, and points to a future direction of travel.

The local authority sector is well served by data sources which provide 'baseline' data on workforce numbers, characteristics and current issues such as recruitment and retention.

However, due to reorganisation of services, the emergence of new ways of working, and continuing workforce and labour market demands such as recruitment and retention difficulties, the available information does not fully map and describe the children's social care workforce.

In the voluntary and private sectors, longstanding gaps in data on services and the workforce are now beginning to be filled by the NMDS-SC. This study has used data from this source for provisional workforce analysis of children's homes; however, significant data gaps remain to be filled, particularly for social work, support workers and volunteers.

Steps are now being taken to enable local authorities to participate fully in the NMDS-SC, and when this happens, this will be a way of tackling the workforce information gaps in the sector.

It is unlikely that the NMDS-SC will meet all information needs so there is scope for other tailored and coordinated data collection.

CHAPTER 1

INTRODUCTION

The Children's Workforce Development Council (CWDC) commissioned research to:

- review existing knowledge of the children's social care workforce in England, across local authorities, private and voluntary organisations and other relevant employers and to identify the main issues affecting the workforce, with a focus on workforce recruitment, retention and remodelling;
- map the main policy initiatives relating to the children's social care workforce in England in relation to recruitment, retention and remodelling;
- assess the availability of workforce data, and review existing workforce monitoring mechanisms.

This report also (where data sources allow) updates the Skills for Care *State of the Social Care Workforce* report produced in 2005 (Skills for Care, 2005). This report has a specific focus on the children's occupations covered by CWDC (see the next paragraph), and sets a baseline for future reviews of the children's social care workforce.

The scope of the review is the social care related occupations and functions covered by CWDC which are listed below:

- Managers, their deputies and assistants involved in the provision of social care for children and young people;
- Foster carers (including private foster carers);
- Children and families social workers;
- Registered Managers of children's homes, their deputies and assistants and all residential child care workers;
- Outreach/family support workers;
- Education Welfare Officers;
- Children and Family Court Advisory and Support Service (CAFCASS) family court advisers;
- Lead Inspectors of registered children's services within the occupations covered by CWDC;
- Support workers in the above settings;
- Volunteers not otherwise covered above.

Study of these occupations form the basis for this review. However this is not a precise specification due to the existence of new, emerging or smaller occupational groups carrying out social care work, and where social care may be carried out as a minority element of another occupation. For example (subject to the availability of information), the study also covers domiciliary care and occupational therapy, occupations which may be engaged in children's social care but only for a small part of their time. Data sources tend to differ in their occupational terminology and it is therefore sometimes not easy to be assured that the coverage of data matches the occupations covered by CWDC.

Other occupational groups covered by CWDC such as staff in early years settings (for example day nurseries, playgroups, childminders, out of schools clubs and holiday clubs); and occupations such as learning mentors and educational psychologists, are excluded from this report.

Annex C contains further information on the nature and number of the settings within which work in children's social care is carried out, to provide further context to the services provided by this workforce.

The study has been carried out using desk research to identify and analyse existing published data and documentary sources. A wide range of sources has been used which are reviewed in Chapter 3 and **Annex E**. During the course of the study, data from the National Minimum Data Set for Social Care (NMDS-SC), (Skills for Care, 2007) became available and are reported here.

The latest full estimate of the numbers employed in the children's social care workforce (broadly as defined in this review) in 2003/4, serves as a 'baseline' for the current review, and was as follows:

Private sector	36,000	22%
Voluntary sector	32,300	20%
Statutory sector	65,000	40%
Foster care	31,000	19%
Total (above)	164,300	100%

Note: figures may not add due to rounding

(Skills for Care, 2005)

The report contains an outline of the key issues facing the children's social care workforce, with a focus on recruitment, retention and remodelling, and an overview of recent major policy initiatives which relate to the children's social care workforce as a whole. There is a more detailed consideration of initiatives which relate to the following occupational groups within the children's social care workforce: children's social workers; residential care staff/managers; foster carers; family support workers and domiciliary care workers – five groups which have been specifically identified as key groups which children and young people are likely to meet when using social care services. Where appropriate, case studies are included to illustrate examples of recent initiatives.

The report is arranged as follows:

Chapter 2 reviews the key issues facing the children's social care workforce and major policy initiatives;

Chapter 3 provides a summary of workforce data availability and issues;

Chapters 4 – 6 review the available data on the workforce and its characteristics;

Chapters 7–10 address specific issues: the development of a high performance workforce, recruitment and retention, training and qualifications, rewards, developing and remodelling – for the whole workforce, and specific occupations (social workers, residential child care, foster care, family support workers and domiciliary care);

Chapter 11 presents general conclusions.

CHAPTER 2

OVERVIEW OF KEY WORKFORCE ISSUES AND RECENT MAJOR POLICY INITIATIVES THAT IMPACT ON THE CHILDREN'S SOCIAL CARE WORKFORCE

2.1 Every Child Matters and Workforce Reform

2.1.1 Introduction

In order to ensure that children and young people achieve the five *Every Child Matters* (ECM) outcomes, it is vital to have a children's workforce that is skilled, well-led and supported by effective shared systems and processes. People in different parts of the workforce need to be able to work together, focused around the needs of children and young people, across institutional and professional boundaries. Integrated working may take a variety of forms, depending on the needs of children, young people and families locally, from virtual teams brought together around the needs of particular children through to fully co-located multi-agency teams made up of professionals from different disciplines and organisations.

Reforming the children's workforce so that it supports the five ECM outcomes more effectively, with a stronger focus on early identification and prevention, requires action at both national and local levels. A clear, supportive national framework needs to be put in place to underpin this vision. To this end, the Government and its partners have developed a range of key initiatives.

This chapter outlines some of the key challenges facing the children's social care workforce and provides an overview of the following recent major policy initiatives which impact upon the children's social care workforce:

- *The Leitch Report* (HMT, 2006)
- *The Children's Workforce Strategy* (DfES, 2005)
- *Options for Excellence Review* (DfES/DH, 2006)
- *The Children's Workforce Network* (CWN)
- *The Common Core of Skills and Knowledge for the Children's Workforce* (DfES, 2005c)
- *The Integrated Qualifications Framework* (CWDC, 2007f)
- *Championing Children* (CWDC, 2006c)
- *CWDC Induction Standards* (CWDC, 2006c)
- *Statement of Inter-professional Values* ((GSCC et al, 2007)
- *Care Matters: Time for Change* (DCSF, 2007a)
- *The Children's Plan* (DCSF, 2007b)
- *Local Workforce Strategies* (CWDC, 2007d)
- *Building Brighter Futures: Next Steps for the Children's Workforce* (DCSF, 2008b)

Where appropriate, these policy initiatives are considered in more detail within relevant sections of the report.

2.2 Key findings

Since 2004, implementing *Every Child Matters* and developing integrated services have been key drivers for change in the way that services for children, young people and

families are delivered. Changing work patterns and workforce expectations are also significant drivers for change. Key factors include:

- although progress has been made in improving service delivery in recent years, the latest annual OFSTED² report states that there is still considerable room for improvement (OFSTED, 2007);
- the sector relies on a diverse range of organisations to deliver its services which increases the complexity of people management and means that there may be significant variation in organisational culture and working environments;
- the workforce is varied and this impacts on the ability to recruit and retain a suitably skilled workforce in some occupational groups; recruitment and retention issues also vary by occupation and region;
- the workforce has a higher than average proportion of part-time workers, and is predominantly female, although, at management level, the proportion of men is higher;
- during the last three years there have been major workforce development initiatives focused on the children's social care workforce: the *Options for Excellence* review (DfES/DH, 2006); the *Children's Workforce Strategy* (DfES, 2005); *Care Matters: Time for Change* (DCSF, 2007a); the *Children's Plan* (DCSF, 2007b); *Building Brighter Futures: Next Steps for the Children's Workforce* (DCSF, 2008b); and related initiatives; and
- international recruitment is an emerging issue and the government is taking steps to ensure that employers adhere to a code of practice in this area.

The full report provides a detailed outline of the developments arising from these issues.

2.3 Key issues facing the children's social care workforce

In April 2007, OFSTED took over responsibility for the regulation and inspection of children's social care provision. In its annual report, OFSTED (2007a, p52) cites the Commission for Social Care Inspection (CSCI) review of 2004-7 which acknowledged that, historically, looked after children had often been subject to poor quality service. OFSTED states that these services are slowly getting better and are addressing the issues that children and young people prioritise as important. However, it comments that there is still "considerable room for improvement" (OFSTED, 2007a, p53).

In the review, OFSTED notes the following improvements:

- there is greater protection of children from harm and greater stability in placements;
- most looked after children are in foster care or adoptive placements rather than residential care; and

² The Office for Standards in Education, Children's Services and Skills

- foster placements tend to be more local to the child's home and reviews generally take place on time with appropriate involvement of the children concerned;
- in 2005/6 one in three children's homes met more than 90% of national minimum standards compared with one in ten in 2003;
- overall proportions of local authorities judged to be good or excellent increased;
- assessments and care planning are more systematic;
- safeguarding arrangements are generally more secure;
- significant improvements have been made to adoption services;
- children are commenting more positively on their experiences.

The annual report states that the issues which continue to give CSCI and OFSTED cause for concern are:

- the process of selecting residential and foster care placements for children and young people showed weaknesses particularly in analysing and predicting long term needs;
- a third of children's homes did not meet standards for health, safety and security or adequacy of staff;
- evaluation of the quality of children's services overall suggested that the majority did not meet all of the national minimum standards;
- the average of the national minimum standards met varied between 84% in residential special schools and 80% of children's homes (Table 2.1).

Table 2.1 Average percentage of National Minimum Standards met by children's services (2006)

Provision	Providers meeting standards %
Children's homes	80
Residential special schools	84
Fostering agencies	82

Source: CSCI website

The sector relies on a diverse range of organisations and occupational groups to deliver children's social care services. Although local authorities have a key role to play, they must also work closely with health services and other public sector bodies, as well as private and voluntary organisations. Working across these boundaries can increase the complexity of people management, workforce planning and training and development. It also means that there may be considerable variation in organisational cultures and working environments.

Children and families social care accounts for 15% of the workforce covered by CWDC (CWDC 2007a, p6). The occupational sub sectors are as follows:

- Children and Family Social Care 15%
- Early Years and Childcare 70%
- Advisory and Education Support 5%
- Other small occupational groups 10%

In assessing the current and future skills needs of the children's workforce as a whole, CWDC (2007a, p8) states that "compared to the total labour force in England, the children's workforce:

- is predominantly female, (although at management level the proportion of men is higher);
- has a higher proportion of part-time workers;
- works lower than average weekly hours – a reflection of its part-time nature; and
- is more likely to be made up of workers who have dependent children

The following observations on key issues in the workforce have been drawn from a range of sources³.

The workforce is varied and diverse with a wide range of occupational groups, resulting in a lack of clarity in job titles and role definitions, differing levels of qualifications, differing

³ CWDC (2006a, 2007b, 2007c), CWDC et al (2007), Local Authority Workforce Intelligence Group (LAWIG, 2007a), National Council of Voluntary Child Care Organisations (NCVCCO, 2007a), Office of Government Commerce (OGC et al, 2006)

levels of pay between professional and other groups with low pay in the latter groups. These factors impact on the ability to attract, recruit and retain a suitably skilled workforce in some occupational groups.

Recruitment and retention issues vary both by occupation and by region.

There are variable opportunities for staff development, progression and access to and achievement of qualifications.

There are also shortages of service suppliers in some areas (for example foster families) and staff shortages (for example social workers).

In 2006, 92% of respondent local authorities reported using agency staff (either long-term or short term) most commonly to cover absence (89%), cover vacancies (79%) or for short-term assignments (55%). Agency staff equate to around 13% of the total local authority children's social care workforce (markedly higher in London, at 21%).

Where there is no controlled use of agency staff, issues faced can include: lack of management information or visibility for this part of the workforce; high agency commission costs; legal risks; inequalities and a two tier workforce; lack of training and induction; and lack of service continuity.

The recent reorganisation of children and adult social care into separate departments means workforce data needs to be further disaggregated.

This evidence begins to reveal the complexity of workforce issues and the interplay between them.

2.4 The Leitch Report

The Leitch Report *Prosperity for all in the Global Economy: World Class Skills* (HM Treasury, 2006) examines the UK's long-term skills needs. It sets out ambitious goals for 2020 which, if achieved, will make the UK a world leader in skills. These include:

- 95% of adults to achieve the basic skills of functional literacy and numeracy by 2020;
- 90% of adults to be qualified to Level 2 by 2020;
- shifting the balance of intermediate skills from Level 2 to Level 3 by increasing the number of Level 3 attainments;
- increasing the number of Apprenticeships; and
- 40% of adults to be qualified to Level 4 by 2020.

In respect of the children's workforce, CWDC states: "Our ambitions are aligned with those expressed in the Leitch report and will help us move towards a world-class workforce.... It is not yet possible for CWDC to quantify by what proportion we will contribute to these targets, however, mechanisms are being put in place to increase the number of Level 3 attainments" (CWDC, 2007b).

2.5 The Children's Workforce Strategy

In February 2006, the Government published its response to the consultation on the *Children's Workforce Strategy* (DfES, 2005a) which set out its vision of a world-class workforce that:

- strives to achieve the best possible outcomes for all children and young people and reduce inequalities between the most disadvantaged and the rest;
- is competent, confident and safe to work with children and young people;
- people aspire to be part of and want to remain in – where they can develop their skills and build satisfying and rewarding careers; and
- parents, children and young people trust and respect.

The response to the consultation also set out the actions the government will take with partners to support the development of local workforce strategies, strengthen safeguarding and improve outcomes for children in care, tackle key strategic challenges and make early progress against immediate sectoral priorities. The *Children's Workforce Strategy Update - Spring 2007* (DCSF, 2007b) describes the progress made in delivering those actions in relation to:

- supporting the development of local workforce strategies;
- strengthening safeguarding and improving outcomes for children in care;
- improving recruitment, retention and the quality of practice;
- bringing services together around the needs of children, young people and their families;
- strengthening leadership, management and supervision;
- establishing a more professional workforce in early years; and
- tackling the problems facing the social care workforce through *Options for Excellence*.

2.6 The Children's Workforce Network

The Children's Workforce Network (CWN) is a strategic body, bringing together the relevant Sector Skills Councils and other partners, charged with coordination of implementation of the Children's Workforce Strategy. It is a voluntary grouping of independent partners, who recognise that collaboration will help them achieve the more effective implementation of their individual and joint roles in relation to workforce development.

2.7 Options for Excellence

The *Options for Excellence Review* (DfES/DH, 2006) examines present and future challenges for the social care workforce and set out a vision of the workforce in 2020 which would have the following characteristics:

- a positive perception of the social care workforce, ensuring social care workers receive recognition for the work they do;
- a workforce which promotes participation from users and carers;
- partnership working across the workforce and with other professionals and sectors; and
- a professional workforce, where all workers are trained, skilled, appropriately qualified, held accountable for their actions and committed to delivering an excellent standard of care.

The report sets out actions that the Government, with sector partners, will seek to take forward in the short term and options for the longer term to 2020, many of which would be dependent on available funding. These actions and options are grouped into five main areas.

- supporting learning organisations, including continuing professional development; improving support for newly qualified professionals and those new to management positions; further developing capacity for research in social care; and integrating the views and experiences of service users in workforce development;
- recruitment and retention, including publicity campaigns, measures to reduce reliance on temporary staff, supporting informal and formal carers, and developing a code of practice for international recruitment;
- new ways of working, covering the development of new roles and remodelling the workforce, the use of new technology and workforce development for personal assistants;
- improving leadership and management, with proposals focused on human resource management, workforce planning and workload management systems;
- commissioning, and in particular considering ways to ensure that those commissioning services have the necessary skills, and enhancing the role of commissioners in improving the quality of social care;

2.8 The common core of skills and knowledge for the children's workforce

The consultation on the Green Paper *Every Child Matters* strongly supported the proposition that everyone working with children, young people and families should have a common set of skills and knowledge. The Department for Education and Skills (DfES) subsequently worked with a partnership of service user, employer and employee interests to develop the *Common Core of Skills and Knowledge* for the children's workforce. This was published in 2005 as non-statutory guidance (DfES, 2005c) and sets out the required knowledge and skills to practice at a basic level in relation to:

- effective communication and engagement with children, young people, their families and carers;
- child and young person development;
- safeguarding and promoting the welfare of the child;

- supporting transitions;
- multi-agency working; and
- sharing information.

The Government and partners who endorsed the prospectus were looking to service managers to use the *Common Core of Skills and Knowledge* in three main areas. Firstly, the design of induction at Level 1/2 and in-service and inter-agency training for existing staff at Level 3/4, building on existing practice. This will not only support strategies for enhancing front-line practice but will also help establish a greater shared language and understanding across different parts of the workforce. Local areas may wish to include additional priorities as part of the Common Core of Skills and Knowledge priorities. Secondly, as a tool for training needs analyses that focus on individual development, and thirdly, as a tool for workforce planning.

The Government emphasised that as part of its strategy to build a world-class children's workforce, it is committed to the creation of a single qualifications framework for work with children, young people and families, and the occupational standards that underpin them will include an appropriately differentiated *Common Core of Skills and Knowledge*.

2.9 The Integrated Qualifications Framework

The Integrated Qualifications Framework (IQF)(CWDC 2007g, 2007h and 2007i) is a set of approved qualifications that is designed to support progression, continuing professional development and mobility across the children's workforce. It aims to ensure that all qualifications are accessible, fit for purpose and recognisable across the different occupational groups within the sector. The IQF will be available throughout England from 2010.

The IQF is being developed by the Children's Workforce Network (CWN) with CWDC leading on its project management.

Following consultation with a range of partners across the sector four inclusion principles have been developed. These are the principles that must be applied for a new qualification to be included on the IQF.

- **IQF Inclusion Principle 1** qualifications and their component parts will be fit for purpose for the sectors concerned;
- **IQF Inclusion Principle 2** qualifications and their component parts will meet regulatory requirements where appropriate;
- **IQF Inclusion Principle 3** CWN members will work together to identify and develop qualifications and components that can be jointly supported and shared across the workforce; and
- **IQF Inclusion Principle 4** The Common Core of Skills and Knowledge will be reflected in all qualifications or their pre-requisites.

Existing qualifications will remain valid although the IQF is not retrospective. Only new qualifications are eligible to be included but it is expected that continuing professional development will keep people up to date with developments in the children's workforce.

New qualifications and revised qualifications are currently being submitted by CWN partners to pilot the collaboration process and inclusion principles over the coming year (until October 2008). The IQF will become fully operational from 2010.

In summary, the IQF aims to integrate units and qualifications within the children's workforce and all the units and qualifications being developed within vocational education and training will fit with the new Qualification and Credit Framework (QCF) unitised structure. The QCF is the Qualification and Curriculum Authority's framework that allows separate units to be developed and undertaken. The IQF ensures that all units submitted onto the QCF within the children's sector have been developed through an integrated approach and delivered to promote greater transferability and mobility for employees within the sector. The IQF will be fully compatible with the QCF.

There will be one IQF for all children's qualifications across vocational and higher education, although full integration for Higher Education will take place over a longer timeframe than for vocational qualifications in order to allow for required collaboration and strategic partnership working with Higher Education Institutions and regulatory authorities.

2.10 Championing Children

Championing Children (CWDC, 2006e) outlined a shared set of skills, knowledge and behaviours for those leading and managing integrated children's services. The framework highlights seven aspects of management and/or leadership, listed below, which map directly against the Leadership and Management Standards or the Common Core.

- achieving outcomes;
- safeguarding and promoting the welfare of the child;
- providing direction;
- leading and managing change;
- working with people;
- managing information; and
- communicating and engaging with children, young people and families.

2.11 CWDC Induction Standards

CWDC Induction Standards (CWDC, 2006c) are for use in Children's Social Care from September 2006. They are currently being tested with early years workers, foster carers, Connexions personal advisers and education welfare officers.

2.12 Statement of Inter-professional Values Underpinning work with Children and Young People

The General Social Care Council (GSCC), the General Teaching Council and the Nursing and Midwifery Council have published a *Statement of Inter-professional Values Underpinning Work with Children and Young People* (GSCC et al, 2007).

2.13 Care Matters: Time for Change

The *Care Matters: Time for Change* White Paper acknowledges that 'despite high ambitions and a shared commitment for change, outcomes for children in care have not sufficiently improved' (DCSF 2007a, page 5). The White Paper includes detailed proposals in relation to:

- corporate parenting;
- family and parenting support;
- care placements
- delivering a first class education
- promoting health and well-being
- transition to adulthood and
- the role of the practitioner.

It also outlines the next steps the Government will be taking to bring these plans to fruition including:

- seeking an early opportunity to introduce the right legislative and regulatory framework;
- providing further resources to implement the necessary changes;
- introducing a new partnership model of delivery; and
- working with the private sector.

The White Paper includes a range of proposals which have implications for the children's social care workforce including:

- funding the development of Multi-Systemic Therapy (MST) as an effective specialist intervention for older children and young people on the edge of care;
- improving foster care by setting clear standards outlining the skills that all foster carers should have and increasing access to specialist training and support;
- revising the National Minimum Standards for foster and residential care and ensuring better enforcement of these standards;

- exploring, through pilots, the effectiveness of social pedagogy in residential child care;
- ensuring that those in day to day contact with children and young people in care are better able to provide sex and relationship education;
- piloting ways to enable young people to remain with foster carers up to the age of 21;
- working with CWDC and GSCC on remodelling the social care workforce to enable social workers to spend more time with children;
- improving the skills and training of social workers to ensure that they have sufficient understanding of child development and to set their role in the context of the children's services reforms initiated by *Every Child Matters*;
- developing, with partners, tailored recruitment campaigns;
- introducing a 'newly qualified social worker status' that would give a guarantee of support, training and induction to child and family social workers;
- piloting 'Social Work Practices' to test whether partnership with external agencies can improve the child's experience of care; and
- piloting budget holding lead professionals for children in care and looking at how effective the role could be in supporting children in care and linked to wider pilots looking at the effectiveness of this role.

2.14 The Children's Plan: Building Brighter Futures

In December 2007 the *Children's Plan* set out the Government's vision for 21st century children's services and its goals for 2020 with a report on progress due at the end of 2008. In relation to the children's workforce, one of the five key principles of the *Children's Plan* is that:

'services need to be shaped by and responsive to children, young people and families, not designed around professional boundaries' (DCSFb, 2007 p. 6).

The *Children's Plan* acknowledges that the quality of services for children and young people depends 'above all else' on the people who work with them and the need to continue to invest in the quality and capability of the children's workforce in all services and at all levels.

In relation to the children's workforce as a whole, the *Children's Plan* seeks to ensure that members of the children's workforce: 'are able easily to work together across professional boundaries to drive the full range of outcomes for every child'. It states that the Government's vision is for 'a professional children's workforce that is graduate-led and, where appropriate, is qualified at least to Level 3 and reflects the diversity of the population' (DCSF 2007b p152).

In relation to the children's social care workforce, the *Children's Plan* makes commitments:

- to address turnover, quality of supervision and burnout of new children's social workers and pilot a newly qualified status from 2008–9 offering a year of guaranteed induction support as well as introducing quality standards and assessment;
- to expand entry routes into children's social work by developing and piloting a fast-track work-based route into children's social work aimed at mature graduates;
- to embark on a major, national, targeted marketing and communications campaign to encourage more people, and people from a wider range of professional backgrounds, to consider entering children's social work.

It also confirms that the forthcoming *Children's Workforce Action Plan* will include proposals to tackle recruitment and retention and to accelerate the pace of workforce remodelling in social care.

The *Children's Plan* also states that, in order to ensure that the right structures are in place to support the development and professionalisation of the workforce, the Government will:

're-examine the remits and scope of the organisations undertaking sector skills council, workforce reform and, in the longer term, regulatory roles. We will explore the scope for bringing within the remit of the Children's Workforce Development Council some groups that are currently supported by other sector skills councils to reinforce the concept of a single workforce. The Training and Development Agency, the National College for School Leadership and the Children's Workforce Development Council will work closely together to generate a stronger focus on integrated working' (DCSF, 2007b, p152).

The *Children's Plan* also acknowledges the need to ensure that:

- the children's workforce unites around a common purpose, language and identity, while keeping the strong and distinctive professional ethos of different practitioners in the workforce;
- it has strong, effective and supportive leadership and management at all levels within the system; and
- it is able to work comfortably in inter-agency and multi-disciplinary teams.

It makes a number of suggestions for improved practice, summarised below.

Practitioners need to work together as an integrated workforce, characterised by professional respect and trust, cutting across service boundaries to fit services around the needs of children, young people and families. This will involve working in teams made up of a range of people from different professional backgrounds.

It will be supported by a Statement of Values for Integrated Working with Children and Young People to be published in early 2008. This has been endorsed by the CWN as a resource for anyone working with children and young people and is intended to capture the shared values that underpin the work of practitioners with distinct expertise and roles.

Managers at all levels must support and promote integrated working, for example by leading the development and implementation of integrated services and common processes, and seeking opportunities for networking between colleagues from different backgrounds to develop and promote integrated working practices. They must also ensure that their staff are clear about their responsibilities and reporting lines, and that they get the continuing professional development they need to carry out their role.

Senior managers must lead on workforce reform and drive culture change to embed integrated working and common processes, communicating to their staff and to external stakeholders a clear vision of integrated working and how to achieve it, and allocating resources on the basis of need and local priorities and ensuring that performance management frameworks are joined up across services and support integrated working.

The Government will publish a *National Professional Development Framework for Leaders and Managers of Children's Services* alongside the *Children's Workforce Action Plan*. This will provide a basis for the professional development of leaders across all Children's Trust partners.

2.15 The Sector Skills Agreement

CWDC, as part of the Sector Skills Council, Skills for Care and Development, has developed a Sector Skills Agreement (SSA) for a range of occupational groups within the children's workforce in England, including children's social care. This SSA maps out the skills needed in the children's workforce and how these needs will be met. It gives employers real influence over how the skills of the children's workforce are developed to ensure that people in the children's workforce receive high quality learning and career development opportunities.

The SSA was developed in five stages:

1. assessment of current and future skills needs;
2. assessment of current workforce development and training provision;
3. analysis of gaps and weaknesses;
4. assessment of scope for collaborative action; and
5. a costed action plan.

CWDC's final SSA report will be complete in the summer of 2008. The report incorporates the outcomes of Building Brighter Futures: Next Steps for the Children's Workforce (DCSF, 2008b) and the Children's Plan (DCSF, 2007b). It outlines the challenges facing CWDC and the sector and sets out action plans for addressing these. The report highlights issues within the following five priorities:

1. recruitment and retention;
2. workforce skills;
3. qualifications and training;
4. funding for training and development; and
5. workforce intelligence.

The report and action plan will be accompanied by nine regional plans, one for each Government Office region of England.

2.16 Local Workforce Strategies

CWDC has produced detailed web-based advice on developing and implementing integrated local children's workforce strategies (CWDC 2007d) including advice on: key issues to consider; links to Local Area Agreements; statistical neighbours; leadership and management; recruitment, retention and rewards; job design; project management; emerging practice examples; and links to other resources.

The *Building the Vision* report (CWDC 2007e) includes results from a survey of local workforce strategies. CWDC has produced a checklist (drawn from the web-based toolkit) to assist the development, implementation, and evaluation of a local integrated children's workforce strategy within local Children and Young People's Plans. CWDC is not planning to continue updating the toolkit. Given that workforce leads have now been established in all regions, there will be a focus on learning and sharing developments within regions with the opportunity to access specialist support as required. The *Children's Workforce Action Plan* provides further details of how CWDC will support local areas in reforming and modernising the children's workforce.

2.17 Building Brighter Futures: Next Steps for the Children's Workforce

Building Brighter Futures: Next Steps for the Children's Workforce (DCSF, 2008b) recognises the achievements of the 2005 *Children's Workforce Strategy* (DfES, 2005) and the 2003 *National Agreement on Raising Standards and Tackling Workload*⁴ for schools and describes the actions which the government is taking to further improve the skills and capacity of people who work with children to deliver the high quality, personalised and integrated services described in the *Children's Plan*. It marks the beginning of the work of an Expert Group on workforce which will contribute to the development of a long term strategy for the children's workforce to be published in the autumn.

⁴ The national agreement on *Raising standards and tackling workload* was signed by government, employers and school workforce unions on 15 January 2003. The agreement arose out of social partnership and the workforce agreement monitoring group (WAMG) which is made up of representatives of the signatories, has also overseen its implementation and provided guidance and support to schools and local authorities.

CHAPTER 3

THE AVAILABILITY OF WORKFORCE INFORMATION IN CHILDREN'S SOCIAL CARE

3.1 Introduction

This chapter provides an overview of the availability of workforce information children's social care, the issues involved and a consideration of possible ways forward.

3.2 Overview of data sources

3.2.1 The local authority sector

There are two key sources in the local authority sector⁵:

- the NHS and Social Care Information Centre's annual social services staffing return SSDS001 (IC 2006), which provides baseline data on employment and workforce demographics; and
- the Local Authority Workforce Intelligence Group (LAWIG 2007a) annual workforce survey which dovetails with the SSDS001.

Jointly they provide a bespoke dataset for local government adults' and children's services. Overall the local authority sector has been well served by these data sources, and few other areas of local government have had access to such comprehensive data, focused on the issues of the day and helpful in identifying trends and emerging issues. However, changes in social care mean that these sources are no longer sufficient to provide an accurate count of the children's social care workforce, and to provide up to date and detailed occupational breakdowns.

3.2.2 Private and voluntary sectors

Up to now the availability of information on the private and voluntary sectors of the children's social care sector, including foster carers and volunteers, has been extremely limited. Previous research indicates the total numbers employed in these areas. However the latest estimate was in 2004 and provides little detail on the composition of the workforce.

The National Minimum Dataset for Social Care (NMDS-SC) is a major initiative led by Skills for Care and supported by CWDC to set up a new and full workforce data collection exercise across the whole of the social care sector including both the adults' and children's workforce.

As at December 2007, over 13,000 establishments across all sectors had made returns, including 600 for children's services only, and a further 500 covering both adults and children's services; and over 117,000 returns for individual workers in all services had

⁵ Skills for Health have recently launched the Labour Market Information Resource which covers staff within the health sector. <http://www.skillsforhealth.org.uk/page/labour-market-intelligence/labour-market-information-resource>

been received. This report uses the children's workforce returns to provide up to date data on this section of the workforce.

So far progress has been greatest in the private and voluntary sectors and there is a target to have a 60% return rate from all registered adults' establishments by the end of March 2009, although a target for children's establishments has yet to be agreed. Ultimately Skills for Care and CWDC have a 90% –100% planned coverage for adults and children's establishments.

The NMDS-SC so far has not generated significant data from local authorities, but is intended to be the primary data source in future. A pilot exercise was carried out in over thirty local authorities in 2006/07 and a 'bulk upload facility' has recently been made available to all large employers to facilitate data collection.

3.3 Data issues

3.3.1 Labour market statistics

One of the key issues is that official workforce sources such as the Labour Force Survey (ONS 2008) and the National Employers Skills Survey (LSC 2006) do not provide detailed data for the children's workforce as they do not provide separate data for children's or adults' sectors (as the official industrial and occupational classifications do not distinguish between 'client' groups). Predominantly therefore both adults and children's sectors rely on 'bespoke' surveys such as the Information Centre's staffing return SSDS001 (IC, 2006), and the LAWIG survey (LAWIG, 2007a), which only cover local authorities, and the NMDS-SC.

3.3.2 The local authority staffing return - counting of employment

For a number of reasons the SSDS001 undercounts the children's social care workforce in local authorities.

There is a number of job groups which are not classified as specific to either the children's or adults' workforce, including:

- generic workers (those who may work for all or some client groups such as generic social workers and home care staff);
- other field work groups such as specialist social workers; and
- headquarters staff and area managers.

There are job groups in the list of 'social care' occupations covered by CWDC which are not covered by the official return, for example education welfare officers (who are traditionally based in education departments) and foster carers, who, although registered with the authority, are self employed.

After the formal separation of the social care workforce between adults' and children's departments as from 2005-6, there are no current plans to capture the impact of organisational change on children's departments.

3.3.3 The local authority staffing return - occupational issues

The current job classification (used by the SSDS001) has been unchanged since 1993 and whilst it still has a clear and relevant structure, it no longer captures the organisational and occupational changes which have since taken place, including the setting up children's and adults departments, and the development of new occupations.

There are significant differences between the job roles covered by CWDC and those recorded under the SSDS001 (as shown in the two lists in **Annex B**) and it is thereby problematic to fully report in terms of the occupations covered by CWDC.

The differences are not merely semantic – they include care managers, community workers, occupational therapists, nursery officers and teaching staff – groups which are specified in the SSDS001 but are not specified in the occupations covered by CWDC.

3.4 The future

In the immediate future, there is likely to be a dearth of up to date workforce data for the local authority sector until the NMDS-SC comes on stream. However, currently, the timescales for this depend upon the level and speed of local authority take up, which are not yet clear, and the rate of further take up by private and voluntary children's services providers.

The LAWIG survey (LAWIG 2007a) is not being carried out in 2007, in order to make way for the NMDS-SC, whilst the SSDS001 will continue in its current format until the NMDS-SC takes its place.

CHAPTER 4

EMPLOYMENT IN THE CHILDREN'S SOCIAL CARE WORKFORCE IN THE STATUTORY SECTOR

4.1 LOCAL AUTHORITIES

4.1.1 Introduction

This chapter sets out what is known about the children's social care workforce in local authorities and other parts of the statutory sector in England – the size of the workforce, its demographic characteristics and how it is changing.

The main data source for the local authority sector is the annual staffing return (SSDS001) carried out by NHS and Social Care Information Centre (IC, 2007), which collects and reports data for the whole of social care employment in the local authority, irrespective of the separation into adult's/children's departments. The return covers full-time and part-time numbers employed, full time equivalent (FTE), work setting, occupation, gender and ethnicity. The latest available data from this source are at September 2006⁶.

The Local Authority Workforce Intelligence Group (LAWIG) has, since 2000, carried out an annual survey of the local authority social care workforce. In 2006, for the first time, this exercise was split into separate adults' and children's surveys to reflect changing organisational structures in local authorities. The surveys gather data on recruitment and retention, training and qualifications, pay and benefits, partnership working and other priority topics such as agency working and the age distribution of the workforce. 59% of authorities responded to the children's social care survey, the *Children's, Young People's and Families' Social Care Workforce Survey 2006* (LAWIG 2007a).

These sources complement each other in respect of sharing data classifications and not duplicating data collection.

4.1.2 Data issues

As noted in Chapter 3, the SSDS001 job classification was devised in the early 1990s, and whilst it is a robust classification, it does not capture the organisational and occupational changes which have since taken place. In particular, it is unable either to record the number of social care staff who work in children's departments, including established occupations such as education welfare officers, and emerging occupations such as family support workers.

There are significant differences between the job roles covered by CWDC and those recorded under the SSDS001 (see **Annex B**) and it is thereby impractical to fully report in terms of the occupations covered by CWDC. Social care staff not identified in this group of occupations but captured by the SSDS001 and included in the data reported in this review include: care managers, community workers, occupational therapists, nursery officers and nurses, and teaching staff in social care settings.

⁶ Figures reported may not always total 100% due to missing data or rounding

4.1.3 Key findings

In 2006 the local authority social care workforce specifically working with children totalled around 55,000 headcount and 46,700 FTE staff, of whom 66% were in fieldwork employment, 12% were in day care and 21% in residential care/special needs establishments.

Total FTE employment grew by 17% over the 1997-2006 period, mainly due to a 58% rise in 'area' employment, whilst employment in day care and residential care fell by 29% and 19% respectively.

In addition, in 2006 FTE 5,500 agency staff were engaged in the children's social care workforce, equating to around 13% of the total workforce, at an estimated cost of £110 million.

68% of the workforce were full time, 80% were female, 11% were of minority ethnic origin, and around 70% were aged between 25 and 49 years.

There were a further 96,400 staff working in social care who may be involved in working with children, including home care workers (48,000), strategic and central staff (23,000), social workers in generic, health and specialist settings (23,000) and senior managers in operational divisions (2,800).

Over 5,000 education welfare officers were employed by local authorities.

4.1.4 Employment overview

Table 4.1 provides an overview of employment in local authority social care at 30 September 2006 as detailed by the LAWIG reports, based on the annual staffing return SSDS001.

A total of 55,055 people (headcount) worked specifically with children, young people and families, of whom 37,415 were full time and 17,640 were part time, with a total FTE of 46,705. Over three fifths of the headcount (62%) worked in fieldwork and social work services. See also **Annex G** which has a full breakdown of this workforce.

Table 4.1 Summary of local authority children's social care employment (2006)

	Headcount	%	FTE	%
Area office and fieldwork:				
- social work/fieldwork	34,230	62.2	30,195	64.6
- domiciliary care	0	0	0	0
- other	0	0	0	0
- Total (area)	34,230	62.2	30,195	64.6
Day care	6,870	12.5	5,420	11.6
Residential care	12,035	21.9	9,620	20.6
Special needs establishments	1,925	3.5	1,470	3.1
Total	55,055	100.0	46,705	100.0

Source: IC 2007 (As reported in LAWIG 2007a)

Note: figures may not add due to rounding

4.1.5 Employment in children's social care (local authorities)

Table 4.2 provides an overview of local authority employment by the main functions and the breakdown of employment by full time and part time, gender and ethnicity, whilst Table 4.3 shows employment changes over the 1997-2006 period.

Table 4.2 Employment, gender and ethnicity of local authority children's social care staff (2006)

	Employment			Full time %	Part time %	Male %	Female %	White* %	Minority ethnic * %
	Headcount	FTE	% of total						
Area office and fieldwork									
Social work	20,230	18,500	40	79	21	20	80	77	18
Occupational therapy	1,325	1,025	2	59	41	19	82	n/a	n/a
Other staff	12,665	10,665	23	69	31	18	83	n/a	n/a
Total (area)	34,225	30,195	65	75	25	20	80	78	16
Day care									
Family centres	4,840	3,830	8	56	44	10	90	86	8
Day nurseries	1,570	1,310	3	61	39	4	96	82	14
Play groups	250	115	0.2	11	89	0	100	n/a	n/a
Nursery centres	170	140	0.3	62	38	5	95	n/a	n/a
Community centres	40	25	0.1	25	75	0	100	n/a	n/a
Total (day care)	6,870	5,420	12	56	44	10	90	86	8
Residential care									
Homes for learning disability	2,935	2,110	5	40	60	18	82	85	10
Community homes	9,100	7,510	16	66	34	36	64	81	13
Total (residential)	12,035	9,620	21	59	41	18	82	85	10
Specialist needs establishments	1,925	1,470	3	50	50	17	83	86	9
Total	55,055	46,705	100	68	32	20	80	84	11

**White and minority ethnic percentages total less than 100% as 'not known' omitted from the table*

Source: IC 2007 (As reported in LAWIG 2007a)

Note: figures may not add due to rounding

The main features of the local authority social care children's workforce were as follows:

- over two thirds (68%) worked full time and 32% worked part time, with the highest full time proportion in social work (79%);
- a fifth (20%) were male and four fifths (80%) were female; with the highest proportion of male staff in community homes (36%); and
- 84% were white, 11% minority ethnic and 5% no ethnicity recorded; with the highest minority ethnic proportion in social work (18%).

4.1.6 All fieldwork staff working with children

The annual staffing return identified 34,230 staff (30,200 FTE) employed in 2006 in fieldwork services for children, an increase of 1,700 (+6%) over the year, and an increase of 11,100 (+58%) since 1997.

This group included 3,545 team leaders and managers, 4,180 assistant team leaders and senior social workers, 260 care managers, 12,240 field social workers, 5,240 child protection, family placement and juvenile/youth justice workers, 5,720 social work assistants, 1,705 community workers and 1,325 occupational therapy staff and technical officers (headcounts).

Of these staff, 80% were female and 20% were male, 78% were white, 16% were black and minority ethnic (of whom 2% were mixed, 4% were Asian, 9% were black and 1% were other), and 5% were of unknown ethnic background.

4.1.7 Social work staff working with children

A total of 20,230 staff (18,500 FTE) are recorded as social work staff working in fieldwork settings, comprising team leaders/managers, assistant team leaders and senior social workers, care managers and field social workers, but excluding child protection and youth justice workers, social services officers/social work assistants and community workers.

This was an increase of 800 FTE over the year and of 4,400 since 1997 (+5 and +31% respectively).

Of these staff, 80% were female and 20% were male, 77% were white, 18% were black and minority ethnic (of whom 2% were mixed, 4% were Asian, 10% were black and 1% were other), and 5% were of unknown ethnic background.

4.1.8 Occupational therapy staff working with children

The return identified 1,055 (780 FTE) occupational therapy staff employed in services for children, an increase of 220 FTE (+39%) over 2005-6, and an increase of 410 FTE (+39%) since 1997. Over the 1997-2006 period, FTE employment of occupational therapists rose from 70 to 140 (+100%) whilst occupational aides, equipment aids and other officers rose from 300 to 640 FTE (+113).

Of 180 (140 FTE) occupational therapists, 94% were female and 6% were male, 85% were white, 8% were black and minority ethnic (of whom 1% were mixed, 1% were Asian, 3% were black and 3% were other), and 6% were of unknown ethnic background.

Of 875 (640 FTE) occupational therapy assistants, equipment aids and other officers, 82% were female and 18% were male, 73% were white, 21% were black and minority ethnic (of whom 1% were mixed, 8% were asian, 10% were black and 2% were other), and 6% were of unknown ethnic background.

4.1.9 Day care staff working with children

In 2006 a total of 6,870 staff (5,430 FTE) were employed in children's day care (comprising 4,840 in family centres, 1,570 in day nurseries, 250 in play groups, 170 in nursery centres funded by social services, and 40 in community centres). FTE employment fell from 5,530 to 5,430 between 2005 and 2006 (-2%) and by 29% since 1997. (Note: day nursery and other early years are included in this report as this is part of predominantly local authority social care provision).

Of the 4,840 staff (3,830 FTE) in family centres, 90% were female and 10% were male, 86% were white, 8% were black and minority ethnic (of whom 1% were mixed, 3% were Asian, 3% were black and 1% were other), and 6% were of unknown ethnic background.

Of the 1,570 staff (1,310 FTE) in day nurseries, 96% were female and 4% were male, 82% were white, 14% were black and minority ethnic (of whom 1% were mixed, 4% were Asian, 8% were black and 1% were other) and 4% were of unknown ethnic background.

In all day care employment, 11% of staff were managers or deputies, 3% were social workers, 68% were other staff such as family centre workers, family aides, nursery officers, students and assistants, and 18% were other support staff.

4.1.10 Children's residential establishments

A total of 12,035 staff (9,620 FTE) were employed in 2006 in residential establishments, a decrease of 400 FTE (-4%) over the year, and a decrease of 2,300 (-19%) since 1997. There were 9,100 employed in community homes for looked after children (76%), and 2,935 staff in homes for children with learning disabilities (24% of the total).

Of the 9,100 total of staff in community homes, 64% were female and 36% were male, 81% were white, 13% were black and minority ethnic (of whom 1% were mixed, 2% were Asian, 9% were black and 1% were other), and 6% were of unknown ethnic background.

Of the 2,935 staff in homes for children with learning disabilities, 82% were female and 18% were male, 85% were white, 10% were black and minority ethnic (of whom 1% were mixed, 3% were Asian, 6% were black and 0% were other), and 5% were of unknown ethnic background origin.

In all homes, 12% of staff were managers or deputies, 18% were other supervisory staff, 55% were care staff, 1% were teachers and 15% were other support staff.

4.1.11 Specialist needs establishments mainly for children (local authorities)

Of the 1,925 staff (1,470 FTE) working in specialist needs establishments mainly for children, 83% were female and 17% were male, 86% were white, 9% were black and ethnic minority (of which 1% were mixed, 3% were Asian, 5% were black and 1% were other), and 5% were of unknown ethnic background.

8% of staff were managers or deputies, 15% were other supervisory staff, 53% were care staff, 3% were teachers and 20% were other support staff.

4.1.12 Employment changes 1997-2006

Table 4.3 looks at changes in the broad local authority employment categories over 1997-2006 in full-time equivalents. Over this period the whole children's social care workforce rose by 16.9%. It was a period of marked growth for social work staff (+31.2%) covering the main social worker group, and other fieldwork staff (+135.9%) including child protection, family placement and juvenile/youth justice workers, social work assistants and community workers.

Table 4.3 Employment of local authority children's social care staff (1997-2006, FTE)

	1997	2001	2005	2006	Change 1997- 2006 %	Change 2005- 2006 %
Social work staff	14,100	15,000	17,700	18,500	+31.2	+4.5
Occupational therapy	370	420	560	780	+110.8	+39.3
Other field work staff	4,630	5,980	10,240	10,920	+135.9%	+6.6%
<i>All fieldwork staff (above)</i>	<i>19,100</i>	<i>21,400</i>	<i>28,500</i>	<i>30,200</i>	<i>+58.1</i>	<i>+6.0</i>
Day care staff	7,690	6,050	5,530	5,430	-29.4	-1.8
Residential establishments ⁷	11,900	10,800	10,000	9,600	-19.3	-4.0
Total (above)	38,690	38,250	44,030	45,230	+16.9	+2.3

Source: IC, 2007

4.1.13 Age distribution

Table 4.4 looks at changes in the age distribution of selected local authority occupational categories in broad age ranges over the 2003 -2006 period.

Just over a quarter of residential staff and field social workers, and two fifths of occupational therapists were in their thirties.

The proportion aged 50 or over varied between 19% of occupational therapists and 27% of field social workers.

In all occupations, the proportions aged under 25 and over 60 were each less than 5%.

⁷ Residential establishments excludes special needs establishments

Table 4.4 Age distribution of local authority children's social care staff (2003-2006)

		Field social workers %	Occupational therapists %	Residential homes	
				Managers/ Supervisors %	Care staff %
16-24	2003	2	n/a	1	5
	2004	2	n/a	2	5
	2005	2	n/a	1	6
	2006	2	4	2	5
25-39	2003	37	n/a	35	43
	2004	37	n/a	37	42
	2005	37	n/a	31	39
	2006	38	46	33	42
40-49	2003	35	n/a	42	29
	2004	34	n/a	38	31
	2005	32	n/a	42	30
	2006	32	32	39	32
50-59	2003	24	n/a	20	21
	2004	25	n/a	22	19
	2005	25	n/a	24	21
	2006	24	16	23	18
60+	2003	3	n/a	2	3
	2004	3	n/a	2	3
	2005	3	n/a	2	4
	2006	3	3	3	3

Note: totals may not add to 100% due to missing data and rounding.

Base: 41 – 59 response (2006) *Source: (LAWIG 2007a)*

4.1.14 Agency staff

The *Children's, Young People's and Families' Social Care Workforce Survey 2006* (LAWIG 2007a) provided information on the numbers of agency staff in local authority children's social care services, the reasons for using them, the type of staff and expenditure. The data have been grossed to the equivalent of a 100% return although some caution concerning interpretation is advised as only 40 authorities returned data on these questions.

92% of respondent local authorities use agency staff (either long-term or short-term), most commonly to cover absence (89%), cover vacancies (79%) or for short-term assignments (55%).

The grossed total number of agency staff for England at September 2006 was 5,500 FTE, equating to around 13% of the total local authority children's social care workforce. This proportion was markedly higher in London, at 21%.

Local authorities spent an estimated £110 million in 2005/06 on agency staff, equivalent to 5% of total children's services payroll costs. The proportion in London was double this, at 10%.

The main jobs for which agency staff were used were residential managers/supervisors (36% of all agency staff), field social workers (34%), residential care staff (9%) and administrative staff (10%).

4.1.15 Other local authority social care staff

The figure of 55,055 headcount staff working in specific children's social care in local authorities in 2006 is without doubt an underestimate of the total number of staff engaged in this function in some way or other.

These include the following staff who are not recorded as working with a specific group:

- strategic and central staff (23,240 staff) including 620 senior directing staff, 2,230 planning staff, 1,845 training managers and officers, 5,930 senior directing staff and 12,560 support services staff;
- senior managers in operational divisions, including 1,860 assistant directors, managers and principal officers and 960 area managers; and
- generic provision (4,290 staff) including 1,535 social workers and care managers.

Currently there is no information on their deployment between client groups. (Note: the IC and LAWIG reports have allocated these staff to the adult's workforce.)

There are other staff groups who are allocated to specific client groups and who may be involved in working with children, although there is no information on the level of contact. These include a range of fieldwork settings:

- health settings (3,885 staff including 2,990 social workers and care managers);
- specialist teams for alcohol, HIV/AIDS, drug centres, mental health and learning disabilities (14,120 staff including 9,310 social workers and care managers); and
- domiciliary staff, who total 47,980 staff (including 4055 home care organisers and assistant/trainee home help organisers, 40,575 home care staff and 3,350 others).

A total of 96,335 staff is employed in these groups.

4.1.16 Education Welfare Officers

There are over 5,000 Education Welfare Officers employed by local authority children's services in England, of whom approximately 42% are full time and 58% are part time. No other details are currently available on the composition of this part of the workforce.

4.2 THE STATUTORY SECTOR (EXCLUDING LOCAL AUTHORITIES)

4.2.1 Introduction

This section sets out what is currently known about the employment and demographic aspects of the social care children's workforce in the statutory sector other than local authorities i.e. staff at Children and Family Court Advisory Service (CAFCASS) and lead inspectors based in OFSTED.

4.2.2 Key findings

There are estimated to be around 2,950 staff working in children's social care elsewhere in the statutory sector, including:

- 1,850 workers in CAFCASS; and
- 1,100 lead inspectors at OFSTED

Currently the information held on these groups varies.

4.2.3 Children and Family Court Advisory Service (CAFCASS)

CAFCASS has 1,850 workers including 130 front line managers, 1,235 front line Family Court Advisors (FCAs) and 470 self employed contractors.

76% of FCAs are female and 24% are male; 70% of service managers are female and 30% are male.

90% of front line staff are white, 5.5% are black, 1.8% Asian and 1.4% of mixed background.

64% of FCAs are over 50 years old, and 16.1% are over aged over 60 years.

94% report no disability.

Source: CAFCASS

4.2.4 OFSTED Lead Inspectors

At 31 October 2007 OFSTED employed around 1,105 social care inspectors across the whole of its social care remit, and information concerning the numbers of these working in children's settings is not available. Available information indicates that 85.1% of all social care inspectors are white, 9.7% are black and minority ethnic, and 3.1% are of unknown ethnic background. A total of 7% of social care inspectors have reported a disability.

(Sources: OFSTED Race Equality Scheme (OFSTED, 2008b) and Disability Scheme (OFSTED, 2008c))

CHAPTER 5

EMPLOYMENT IN THE CHILDREN'S SOCIAL CARE WORKFORCE IN THE VOLUNTARY AND PRIVATE SECTORS, FOSTER CARE AND VOLUNTEERS

5.1 Introduction

This chapter sets out what is currently known about the employment and demographic aspects of the social care children's workforce in the voluntary and the private sectors of children's social care, the use of foster carers and volunteers.

5.2 National Minimum Data Set – Social Care (NMDS – SC)

Skills for Care's 2005 estimate of this workforce (based on 2004 data), excluding foster care and volunteers (Skills for Care, 2005), was as follows:

Private sector	36,000
Voluntary sector	32,300
Private and voluntary sector total	68,300

Up to now there has been relatively little up to date information on either the numbers employed in these sectors, or their demographic composition. However since 2006 the National Minimum Data set for Social Care (NMDS-SC) has collected data which have been analysed specially for this review and are presented in this report. The NMDS-SC is an ongoing and developing data collection and its coverage of the children's social care sector should improve over time.

The children's social care workforce is primarily employed in residential, community and domiciliary settings. It is already clear from the first wave of data from the NMDS-SC that these are not necessarily discrete settings, and many service providers provide a range of services. Within many providers there is also an overlap with adults' services.

As at December 2007, the response by employers to the NMDS-SC was sufficient to enable broad estimates to be made of the numbers employed in two main settings, namely children's homes, and staff employed by fostering and adoption agencies. In these two settings, analysis is facilitated by the existence of official Commission for Social Care Inspection (CSCI) data on the total numbers of service providers, which enables us to 'scope' these areas, and by the ability to analyse these two settings as relatively discrete from other settings and services.

Currently, response to the NMDS-SC is not sufficient to report on other settings such as child protection, family centres, social work/care management, family support, information and advice services, mental health, other children's community care services and children's domiciliary care. The report does not cover all aspects of residential care such as residential family centres, residential schools and other residential provision where either the data are insufficient or there is lack of clarity about the service provision being covered.

The NMDS-SC does not, as yet, separately identify foster carers. However it does classify volunteers although the response is not yet sufficient to enable general estimates of their numbers to be made.

5.2 Key findings

Estimates based on NMDS-SC data show that 25,340 staff work in children's residential homes, with the following characteristics⁸:

- 18% were in managerial roles, 1% in professional roles, 75% in direct care/support roles and 5% in all other roles;
- 88% of the workforce were full-time, 63% were female, and 16% were of ethnic minority origin;
- recorded sickness absence per annum averaged 6.9 days across all homes, 5.3 days in voluntary homes and 7.1 days in private homes;
- the average age of all staff was 38.5 years across all homes, 42.7 years in the voluntary sector and 37.4 years in the private sector;
- 47% of staff had started in their current role between 2005 and 2007, and 41% between 2000 and 2004; and
- it is estimated that 7,180 staff work in fostering and adoption agencies (excluding agency staff).

Data on the remainder of the private and voluntary sectors, including the bulk of community settings, are not available

The number of foster families in England rose from an estimated 21,000 families in England in 1995 to 37,000 in 2006; however, little is known about this major element of the workforce.

National research on volunteering suggests that around 2 million people engage in formal volunteering across the children's and young people's sector each month (other than schools or education settings). It is not known how much of this is in social care.

⁸ Figures reported may not always total 100% due to missing data or rounding

5.3 Employment estimates for children's homes, fostering and adoption agencies

The methodologies used to calculate national estimates are summarised and the results are presented below. The data used are from the NMDS-SC 'organisational questionnaire'.

5.3.1 Children's homes

A total of 365 providers of children's homes had responded to the NMDS-SC at December 2007, out of the total of 1,316 homes registered with the CSCI at 31 March 2007, a response rate of 28%. 288 of these were identified as solely providing children's residential services, and these homes had a total of 1,307 registered places out of the national total of 7,233 places. A national estimate was arrived at by calculating the average staff per place in the respondent homes (separately for voluntary and private homes) and multiplying this by the national total of places.

5.3.2 Fostering and adoption agencies

A total of 53 agencies had responded to the NMDS-SC at December 2007, 17% of the 315 such agencies registered with the CSCI at 31 March 2007. The employment in the respondents was extrapolated to a national estimate by multiplying the average employment in the respondents (separately for voluntary and private agencies) by the national total of agencies.

The resulting estimates may not be precise as they are based on responses of around one fifth of all providers of these services. However there are grounds for considering that the estimate for children's homes is reasonably accurate as the homes are on average relatively small units which are unlikely to vary widely in staffing levels. Fostering and adoption agencies are larger units on average and the estimates may therefore be more speculative. Both sets of estimates will need to be verified and updated when data from greater numbers of providers are available.

Table 5.1 shows the employment estimates. A total of 25,340 staff are estimated to be employed in children's homes of whom 78% are in private sector and 22% in the voluntary sector.

Table 5.1 Estimate of staff employed in private and voluntary sector children's homes and fostering and adoption agencies

	Voluntary sector	Private sector	Total
Children's homes			
Homes registered (31 March 2007)	118	1,198	1'316
Places	1,228	6,005	7,233
Estimate of staff employed (headcount)	5,700	19,640	25,340
Fostering and adoption agencies			
Agencies registered	100	215	315
Estimate of staff employed (headcount)	1,850	5,330	7,180

Source: NMDS-SC (December 2007)

An estimated total of 7,180 staff are employed in fostering and adoption agencies, of whom 26% are in the voluntary sector and 74% in the private sector.

5.4 The workforce in voluntary and private residential homes

Set out in the tables and summarised below are the main findings primarily based on the 'individual worker questionnaires' returned by providers. The analysis is based on information covering 926 individual staff members. The data are presented ungrossed and have not been weighted to compensate for differential response for example by region, and voluntary/private sector.

5.4.1 Working hours (Table 5.2)

93% of all staff were permanent, 2% were temporary, 1% were bank staff, 4% were not recorded, and no agency staff were recorded in this sample of homes.

88% of all staff were full-time and 12% were part time.

Contracted hours per week averaged 37.0 hours in all homes, 33.3 hours in voluntary homes and 37.5 hours in private homes; altogether 75% of staff worked between 31 and 40 contracted hours per week.

Additional hours worked per week (in addition to contracted hours) averaged 2.1 hours in all homes, 1.7 hours in voluntary homes and 2.2 hours in private homes; only 12% of staff were recorded as working additional hours, 46% worked no additional hours, and for 42% this information was not recorded.

63% of staff were reported as working annualised working hours and 21% worked flexitime.

Recorded sickness absence per annum averaged 6.9 days in all homes, 5.3 days in voluntary homes and 7.1 days in private homes; in total, 34% of staff had no sickness absence days, 32% had 0-10 days, and 11% had 11 or more days (23% not recorded).

5.4.2 Employee characteristics (Table 5.3)

18% of all staff were in managerial roles, 1% in professional roles, 75% in direct care/support roles and 5% in all other roles (1% not recorded).

63% of staff were female and 36% were male (1% not recorded).

83% were white, 1% were mixed, 1% were Asian or British Asian, 7% were black or black British, 7% were of other ethnic origin (1% not recorded).

The average age of all staff was 42.7 years in the voluntary sector and 37.4 years in the private sector; altogether the biggest age groups were 25-34 (27% of all staff) and 35-44 (23%) (22% not recorded).

1% of staff had a disability, 87% did not (13% not recorded).

5.4.3 Experience of staff (Table 5.4)

47% of staff had started in their current role between 2005 and 2007, and 41% between 2000 and 2004 (5% not recorded).

20% had started working in social care in 2005-2007, 34% between 2000-2004, 19% before that (36% not recorded).

57% had had no breaks exceeding 12 months whilst working in social care, 6% had had such breaks (37% not recorded).

Table 5.2 Working hours of staff in voluntary and private residential homes (2007)

	Voluntary	Private	Total vol/priv
	%	%	%
Status			
Permanent	96	93	93
Temporary	4	2	2
Bank	0	1	1
Agency	0	0	0
Unrecorded	0	4	4
Working hours			
Full time	72	88	86
Part time	28	12	14
Contracted hours per week			
0-15	5	1	2
16-30	43	9	13
31 -40	51	79	75
over 40	0	2	2
Unrecorded	0	9	8
Median (hours)	37	40	40
Mean (hours)	33.3	37.5	37.0
Additional hours per week			
Zero	61	44	46
1 to 10	6	9	9
11 or more	4	3	3
Unrecorded	29	44	42
Median	0	0	0
Mean	1.7	2.2	2.1
Working arrangements			
Flexitime	30	20	21
Annualised working hours	48	65	63
Term time working	0	5	5
Zero hours working	0	0	0
Job sharing	1	0	0
Not known	0	2	2
None of above	3	25	22
Unrecorded	18	8	10
Sickness absence days (p.a)			
Zero	37	34	34
0 – 10	48	30	32
11 to 20	4	5	5
21 to 40	6	3	3
more than 40	2	3	3
Not recorded	3	26	23
Median	2	7	6
Mean	5.3	7.1	6.9
Base (sample records)	115	811	926

Source: NMDS-SC (December 2007)

Table 5.3 Employee characteristics in voluntary and private residential homes (2007)

	Voluntary	Private	Total
	%	%	%
Main job role			
Managerial and supervisory	16	18	18
Professional	2	1	1
Direct care/support	66	76	75
All other roles	13	4	5
No information	4	0	1
Main roles			
Registered Manager	5	9	8
Senior Care Worker	10	18	17
Care Worker	37	49	48
Other roles	48	24	27
Gender			
Female	72	62	63
Male	27	38	36
Not known	1	1	1
Unrecorded	0	0	0
Ethnicity			
White	94	81	83
Mixed	1	1	1
Asian or Black British	0	2	1
Black or Black British	3	7	7
Other	0	8	7
Unrecorded	3	1	1
Age			
18-24	4	7	6
25-34	19	29	27
35-44	22	23	23
45-54	13	15	15
55-59	6	3	4
60 and over	10	2	3
Unrecorded	27	22	22
Average (mean)	42.7	37.4	38.5
Disability			
Yes	0	1	1
No	97	85	87
Unrecorded	4	14	13
Base (sample records)	115	811	926

Source: NMDS-SC (December 2007)

Note: figures may not add to 100% due to rounding

Table 5.4 Experience of staff in voluntary and private residential homes

	Voluntary	Private	Total
Year started in current job	%	%	%
2005-2007	29	50	47
2000-2004	48	40	41
1995-1999	7	5	5
1990-1994	6	1	2
before 1990	4	0	1
Unrecorded	6	5	5
Year started working in social care			
2005-2007	29	18	20
2000-2004	48	32	34
1995-1999	4	11	10
1990-1994	2	5	4
before 1990	0	6	5
Unrecorded	17	28	26
Continuity in social care			
No breaks exceeding 12 months	57	57	57
With breaks exceeding 12 months	3	6	6
Not known/ not applicable	39	37	37
Base (sample records)	115	811	926

Source: NMDS-SC (December 2007)

Note: figures may not add to 100% due to rounding

5.5 Foster carers

Several sources have been accessed concerning total numbers of foster carers. There are two main issues concerning information on this group.

Information on the number of foster families is available. However this does not specify how many people are 'foster carers'.

Currently there is no published information on the demographic characteristics of foster carers (despite there being shortages of foster carers related to age, ethnicity and other characteristics).

5.5.1 Information on foster carers

In 2006 there were 37,000 foster families in England (The Fostering Network, 2006).

The number of foster families in England has risen from an estimate of 21,000 families in 1995 (LGMB, 1997).

In 2006 there were 60,300 looked after children in England, of whom 42,000 (70%) were living with foster families (DCSF, 2007c).

5.6 Volunteers

A range of general data sources have been accessed (summarised below). Some of these sources (including the NMDS-SC) may provide future leads for the development of data on volunteers. However, there is no current source of information on the number of volunteers working in children's social care.

5.6.1 Historical sources

In 2000 there were estimated to be 71,500 volunteers supporting all National Council of Voluntary Childcare Organisations (NCVCCO, 1999/2000) member organisations in 2000. Around 150 organisations are members of NCVCCO, so these figures do not include volunteers working with non-member voluntary and other organisations, and as such is a 'vast underestimate of the real size of the whole voluntary childcare workforce' (CWDC 2007c).

However, it is not clear what proportion of these are involved in children's social care, and there is no information on the demographic make up of volunteers.

5.6.2 Current sources

According to a more recent study of national patterns of volunteering, the 2007 *National Survey of Volunteering and Charitable Giving*, 39% of respondents had conducted formal volunteering in the past month, of whom 31% had volunteered for schools or other education settings, and 18% for organisations working with Children and Young People (NCSR/IVR 2007).

These findings suggest that each month around 2 million people engage in formal volunteering across the children's and young people's sector (other than in schools or education settings). However, this finding would need to be explored in much greater detail to investigate the number of these involved in children's social care.

There are reliable data on the numbers of volunteers/unpaid workers from the 2006 *Childcare and Early Years Providers Survey* (DfES, 2006) which surveyed samples of providers in eight early years childcare settings, including nursery schools and primary schools with reception or nursery provision, full day care providers, sessional day care, after school clubs, holiday clubs. This survey found a total workforce of 335,000 of whom 85,250 were volunteers/unpaid workers, equivalent to 25% of the total workforce. Again this is not 'social care' as defined in this review.

Figures on Home-Start (an informal support service for young people, operating 345 schemes nationally) show that there were 20,400 volunteers involved in their activities in 2005/6, of whom 15,000 were working directly with families and children (Home-Start 2006).

Informal volunteering is also common. The 2005 *Citizenship Survey* shows that 37% of all people stated they had been involved in regular informal volunteering at least once a month. Activities that involved children or young people make up a significant proportion of all regular informal volunteering activity, with babysitting or looking after children accounting for over a third (34 %) of all this kind of volunteering activity (DCLG, 2006).

CHAPTER 6

OVERVIEW OF EMPLOYMENT IN THE CHILDREN'S SOCIAL CARE WORKFORCE

6.1 Introduction

This chapter is a summary of the latest information and estimates concerning the total number of people working in children's social care across all sectors. It summarises the information cited in previous chapters.

6.2 Key findings

On current information the total workforce in social care occupations covered by CWDC totals 168,340.

This is probably an underestimate, as information for the private and voluntary sector is not comprehensive, and there is undercounting of staff in local authorities.

Some occupational data are imprecise due to lack of fit between CWDC descriptions and the data sources.

6.3 Methodology

Table 6.1 summarises the key findings on the total workforce. It includes:

- all groups covered by CWDC; and
- other dedicated local authority staff groups, including some which are covered by CWDC, and others which are counted as social care in local authorities but which are not part of this review.

The underlying details are set out in Table 6.2.

It is not a comprehensive picture as the data are a mix of recent census data for the local authority sector, and a variety of estimates for the voluntary and private sectors and for the foster carers, some of which are based on data from 2004 or before.

Currently the estimate of the total employed stands at 168,340 (headcount). The only recent data concern the local authority sector, where employment totalled 60,085 in 2006. Estimates of total employment in the voluntary and private sectors originate in information provided by local authorities in 2003 as requested by the Commission for Social Care Inspection (CSCI).

It is not possible to include in the estimate of the total employed, estimates made for this report based on the National Minimum Data Set – Social Care (NMDS-SC) (2007) for the workforce in voluntary and private residential homes and in private and voluntary fostering and adoption agencies, as these were not separately identified in 2003.

The estimates do not include those local authority staff who are not (in the SSDS001 staffing return) allocated to dedicated children's roles, such as headquarters staff, area managers, generic social workers, specialist social workers, and home care staff, groups

which will all be involved with children to some degree. As noted in Chapter 5, this is a big pool of workers (over 96,000) which needs to be taken into account by children's services in some way.

There is no current information on the number of volunteers.

Table 6.1 Summary of employment in the social care children's sector

Sector	Headcount	Year	Source/Comment
Local authority	60,085	2006	Staffing return (SSDS001) Education Welfare Officer estimate
Other statutory sector	2,955	2007	Employer data
Voluntary sector	32,300	2004	Estimate (Skills for Care 2005)
Private sector	36,000	2004	Estimate (Skills for Care 2005)
Other (foster care)	37,000	2006	Estimate (Fostering Network)
Other (volunteers)	n/a	-	Full data not available
Total	168,340	-	-

6.4 The analysis of employment

Table 6.2 provides the data upon which the sector estimates are based. The table has been populated as far as data sources allow, but many cells remain empty due to lack of data, and most row totals are blank. In time it should be possible to complete this table and therefore the full workforce map of the occupations covered by CWDC, as data sources are developed and new data is produced.

6.4.1 Occupations covered by the Children's Workforce Development Council

The eleven social care occupations covered by CWDC have been populated using the SSDS001 job categories. This is a straightforward process although it should be noted that:

- numbers of 'Outreach Family Support Workers' (who are not separately identified in the SSDS001) are estimated by combining staff classified as community workers, and staff working in family centres (who are one group of family centre workers, family aides and other care staff), a group which is likely to include staff with a variety of 'field' and 'day centre' roles;
- the 'Children and Families Social Work' category comprises three (SSDS001) groups described as 'field social workers', 'care managers' and 'Child Protection, Family Placement, Juvenile/Youth Justice workers'; and
- the 'registered managers and deputies' category comprises SSDS001 groups 'managers and Officers in Charge' and 'Deputy Officers in Charge' in three settings – homes and hostels mainly for children with learning disabilities, community homes for children looked after, and specialist needs establishments mainly for children.

These occupations comprise a variety of job categories, and the detailed data are shown in **Annex G**.

6.4.2 Other dedicated roles

Other dedicated local authority staff roles include some which are covered by CWDC (i.e. occupational therapist, occupational therapy support, technical officer); and others which are counted as social care in local authorities but are not part of this review (i.e. day nursery, other day care, teaching staff and support workers for these groups).

Staff in fostering and adoption agencies in the private and voluntary sectors are included under other dedicated roles although arguably they could be included under children and families social work.

Table 6.2 Breakdown of employment in the social care children's sector

	Local authority	Other statutory	Voluntary	Private	Other	Total
Occupations covered by CWDC						
Managers, deputies and assistants	8,270	-				
Foster carers (inc. private)	-	-	-	-	37,000	37,000
Children and families social work	17,740	-				
Registered managers and deputies	1,580	-	5,700	19,640		
Residential childcare workers	10,075	-				
Outreach family support workers	5,170	-				
Education welfare workers	5,000	-	-	-	-	5,000
CAFCASS	-	1,850	-	-	-	1,850
Lead Inspectors (Ofsted)	-	1,105	-	-	-	1,105
Support workers (in above settings)	8,690					
<i>Total occupations covered by the CWDC</i>	56,520					
Other dedicated roles						
Occupational therapists	180	-				
Occupational therapy support	875	-				
Technical officers	280	-				
Day nursery –all (local authority social services)	1230	-				
Other day care –all (local authority social services)	370	-				
Teaching staff	190	-				
Staff in fostering and adoption agencies			1,850	5,330		7,180
Other support workers supporting above	435	-				
<i>Total dedicated roles</i>	3,560					
Total (above)	60,085	2,955	32,300	36,000	37,000	168,340

Note: figures may not add due to rounding

Sources: see earlier chapters

CHAPTER 7

RECRUITMENT AND RETENTION

7.1 Introduction

Ensuring that the right people are in the right place at the right time is critical to ensuring that organisations perform well and are able deliver high quality services. Recruitment and retention of staff are therefore high priority activities for both HR teams and service managers.

Recruitment and retention of staff continue to be significant problems in some parts of the Children's Social Care workforce. The overall picture in the sector is not uniform with issues varying both by occupation and by region. This is due to the lack of homogeneity in the workforce which affects the recruitment and retention of suitably skilled employees in some occupational groups.

Chapter 7 examines 2006 data on recruitment, retention, vacancies and turnover in local authorities, and the private and voluntary sectors. It includes information on the following occupational groups: field social workers, foster carers, occupational therapists, residential home managers, residential home care staff, education welfare officers and lead inspectors.

7.2 Key findings

Organisations need to have the right people in the right place at the right time to deliver high quality services. Recruitment and retention of staff are therefore key activities for both HR teams and for service managers.

7.2.1 Local authorities

Vacancy and turnover rates generally fell between 2005 and 2006 (for example field social workers, vacancies from 11.8% to 9.5%; turnover from 11.0% to 9.6%).

The overall annual turnover rate of jobs covered by the survey stood at 9.9% in 2006, and the average vacancy rate was 9.8%.

Reports of recruitment difficulties showed little change, with two thirds of councils reporting recruitment difficulties for social workers, the difficulties having previously increased between 2001 and 2003.

Retention difficulties varied between 47% of authorities for field social workers and 7% for residential managers, also showing little change over 2005 to 2006.

Authorities were adopting distinctive patterns of response to tackle the issues, including career pathways, workforce planning and succession planning.

Expenditure on recruitment advertising fell by 32%, probably reflecting lower levels of turnover and use of a greater diversity of recruitment methods, including internet recruitment.

7.2.2 Private and voluntary sectors (residential)

Vacancy rates averaged 8.1% in voluntary homes and 5.6% in private homes, and were highest for care workers, for whom they were 16.1% and 7.9% respectively.

Turnover rates for all workers averaged 22.6% in private sector and 13.0% in voluntary sector homes; turnover of care workers averaged 28.2% in the private sector and 18.7% in the voluntary sector.

The main reasons for leaving were personal or career development reasons, the main destinations of leavers and origins of recruits were other jobs in the children's sector.

7.2.3 Regional data

Research undertaken on the children's workforce in the South East highlighted recruitment and retention of staff as key issues. High priority occupations included social workers, foster carers and residential care workers.

7.3 Recruitment and retention in local authorities

The data in this section are primarily sourced from the *Children's, Young People's and Families' Social Care Workforce Survey 2006* (LAWIG 2007a) which collected vacancy and turnover data for field social workers, occupational therapists, residential home managers and care staff.

Table 7.1 shows comparative vacancy, turnover and retirement data for 2002-2006.

Table 7.2 shows regional variations in these indicators in 2006. It should be noted that regional data may be affected by variable levels of response in regions.

Vacancies are defined as any vacant post that the employer is seeking to fill or will seek to fill (at 30th September). Annual turnover is the number of leavers from the employer during the year to 30th September each year and the annual turnover rate is the number of leavers shown as a percentage of employment at the end of the twelve month period.

7.3.1 Field social workers

For field social workers, the vacancy rate fell from 11.8% to 9.5% between 2005 and 2006, compared with 12.6% in 2002. Annual turnover also fell in 2006, from 11.0% to 9.6%, compared with 12.4% in 2002. The annual retirement rate rose from 0.9% to 1.2%. Vacancies were highest in Eastern, West Midlands, London and the South East regions, whilst turnover was highest in the latter two of these regions.

7.3.2 Occupational therapists

Occupational therapists had a high vacancy rate of 23.3% in 2006; this is a relatively small group and the vacancy rate equates to around 50 posts. Annual turnover stood at 9.6% (data for previous years were not collected), and the retirement rate was 0.0%. The highest vacancies were in East Midlands, London and the South West, and the highest turnover was in the East Midlands (54.5%).

7.3.3 Residential managers

For residential home managers, the vacancy rate fell from 10.7% to 9.3% between 2005 and 2006, compared with 11.0% in 2002. Annual turnover rose slightly in 2006, from 7.2% to 7.4%, compared with 10.5% in 2002. The annual retirement rate rose from 0.8% to 1.2%. The highest vacancies were in London, the West Midlands and the South East, whilst turnover was highest in the South West and London.

7.3.4 Residential care staff

For residential care staff, the vacancy rate fell from 15.1% to 11.0% between 2005 and 2006, compared with 10.7% in 2002. Annual turnover rose in 2006, from 11.9% to 12.5%, compared with 18.9% in 2002. The annual retirement rate fell from 1.2% to 0.9%. The highest vacancy rates were in London, the South East and South West, whilst the highest turnover was in the South West (50.7%), the East Midlands and London.

7.3.5 Vacancy and turnover in all posts covered by the survey

The overall vacancy rate of the four jobs covered by the survey stood at 9.8% at September 2006, falling in all three of the jobs covered in both 2005 and 2006; and the overall annual turnover rate stood at 9.9%, falling in one job but rising in two.

Table 7.1 Local authority vacancy, turnover and retirement rates (2002-2006)

Vacancy rate (%)	2002	2003	2004	2005	2006
Field social workers	12.6	11.8	11.4	11.8	9.5
Occupational therapists	n/a	n/a	n/a	n/a	23.3
Residential homes:					
- managers and supervisors	11.0	10.3	11.3	10.7	9.3
- care staff	10.7	12.5	14.7	15.1	11.0
Total (above job categories)	n/a	n/a	n/a	n/a	9.8
Turnover rate (%)					
Field social workers	12.4	12.0	10.6	11.0	9.6
Occupational therapists	n/a	n/a	n/a	n/a	9.6
Residential homes:					
- managers and supervisors	10.5	9.1	10.2	7.2	7.4
- care staff	18.9	13.5	13.7	11.9	12.5
Total (above job categories)	n/a	n/a	n/a	n/a	9.9
Retirement rate (%)					
Field social workers	n/a	0.9	0.6	0.9	1.2
Occupational therapists	n/a	n/a	n/a	n/a	0.0
Residential homes:					
- managers and supervisors	n/a	0.9	2.5	0.8	1.2
- care staff	n/a	1.2	2.1	1.2	0.9

Base (response): 66 – 86 (2006) Source: LAWIG 2007a

Table 7.2 Regional variations in local authority vacancy, turnover and retirement rates (2006)

	Field social workers	Occupational therapists	Residential managers/supervisors	Residential care staff
Vacancy rate (%)				
Eastern	11.7	21.7	9.2	14.5
East Midlands	4.9	38.9	7.3	11.4
London	11.4	35.5	20.7	22.0
North East	4.8	-	4.9	5.0
North West	7.2	0.0	6.2	2.9
South East	11.6	7.9	11.9	16.2
South West	4.8	28.4	4.2	16.8
West Midlands	12.8	16.7	18.7	15.4
Yorkshire & Humberside	10.4	20.0	2.5	10.0
England	9.5	23.3	9.3	11.0
Turnover rate (%)				
Eastern	9.1	5.6	7.0	7.3
East Midlands	7.6	54.5	1.2	25.4
London	12.4	20.0	17.0	17.6
North East	6.2	-	2.7	9.0
North West	7.6	0.0	4.3	10.6
South East	12.4	8.6	10.5	9.9
South West	8.9	4.8	21.5	50.7
West Midlands	9.2	0.0	7.5	9.2
Yorkshire & Humberside	9.0	0.0	4.9	8.2
England	9.6	9.6	7.4	12.5
Retirement rate (%)				
East Midlands	0.9	0.0	0.0	0.6
Eastern	0.2	0.0	0.4	0.0
London	0.6	0.0	0.0	0.0
North East	0.2	0.0	0.3	0.2
North West	0.5	0.0	1.5	0.8
South East	1.4	0.0	0.9	0.6
South West	1.1	0.0	7.5	7.4
West Midlands	0.5	0.0	0.4	0.5
Yorkshire and Humberside	0.8	0.0	0.0	1.0
England	0.7	0.0	1.2	0.9

Source: LAWIG 2007a

7.3.6 Ofsted Annual Performance Assessment (APA) Indicators

Each year, the Office for Standards in Education (Ofsted) collects two workforce indicators that inform recruitment and retention (see Table 7.3). The data are for all posts in children's social care services in local authorities, hence are not directly comparable with the Local Authority Workforce Intelligence Group (LAWIG) data. However they show falling vacancy and turnover rates over the three year period for which data are available, trends which are compatible with the LAWIG data.

Table 7.3 Annual Performance Assessment Indicators for vacancies and turnover

	2004-5	2005-6	2006-7
Vacant posts Percentage of SSD directly employed posts for children and families vacant on 30 September 2007	12.1%	12.5%	11.0%
Annual turnover Percentage of SSD directly employed staff for children that left during the year (12 months to 30 September 2007)	12.4%	11.5%	10.9%

Source: Ofsted 2008

7.3.7 Destinations of field social worker leavers and origins of recruits

The LAWIG survey also collected data on the destinations of field social worker leavers, the overall recruitment rate and the origins of recruits.

Table 7.4 Local authority field social worker destinations of leavers and origins of starters (2005/06)

Percentages of employment	Leavers	Starters
First appointment	-	2.3
Other social care job in local government	1.8	2.1
Other social care job in NHS	0.1	0.1
Other social care job outside local government	0.4	0.7
Retirement	0.7	-
Any other destination/origin	1.3	3.0
Not known	5.4	1.5
Total leavers/starters	9.6	11.6

Base: 33 – 56 responses.

Source: LAWIG 2007c

Information on destinations was not available for over half of leavers. Of those social work leavers whose destination was known, over half (2.3% annual turnover) moved to other social care jobs in local government, the NHS or elsewhere, and slightly fewer (2%) left work, either to retire or to move to another destination.

The annual recruitment rate for field social workers in 2005/6 (as measured by the number of leavers as a percentage of employment at the end of the year) was 11.6% (2.0% higher than the turnover rate). Around a fifth of starters were first appointments (2.3%), a similar proportion were moving between other social care jobs (2.9%), and over a quarter (3.0%) were returning to employment.

7.3.8 Local authorities' reports of recruitment and retention difficulties

The LAWIG survey (LAWIG 2007a) collected information from local authorities on whether they were experiencing current recruitment difficulties or retention difficulties in 2006 concerning specific staff groups, and the reasons for those difficulties. The results are shown in Tables 7.5, 7.6 and 7.7.

7.3.8.1 Field social workers

For field social workers, in 2006 two thirds of local authorities reported recruitment difficulties (66%), slightly down from 69% in 2005, and an increase from just under half of local authorities in 2001 (48%). Almost half reported retention difficulties in 2006 (47%), slightly down from 49% in 2005 but higher than the 30% reported in 2001.

The main reasons for difficulties were a lack of suitably qualified applicants, applicants lacking relevant experience, and the nature of the work. Other factors were competition from the statutory sector and the attractiveness of social care, including pay.

7.3.8.2 Occupational therapists

For occupational therapists, 43% of authorities reported current recruitment difficulties and 19% current retention difficulties, with reasons given spread between the different categories.

7.3.8.3 Residential managers/supervisors

For residential managers/supervisors, over a third of local authorities reported recruitment difficulties (36%), up from 30% in 2005, and only 7% reported retention difficulties, down from 11%. Recruitment difficulties had increased from 28% in 2001 and retention difficulties were down from 14% in 2001.

The main reasons for difficulties were a lack of suitably qualified applicants and the attractiveness of pay in social care, and a range of other reasons were also mentioned.

7.3.8.4 Residential care staff

For residential care staff, a fifth of local authorities (20%) reported recruitment difficulties, slightly down from 25% in 2005, but up from 14% in 2001. 12% reported retention difficulties, down from 17% in 2005 and slightly down from 12% in 2001 and 14% in 2002.

The main reasons for difficulties were the attractiveness of pay in social care and the nature of the work.

Table 7.5 Current recruitment and retention difficulties in local authorities (2001-2006)

Recruitment difficulties (percentage of authorities)	Field social workers	Occupational therapists	Residential managers/supervisors	Residential care staff
2001	48	n/a	28	14
2002	49	n/a	24	19
2003	75	n/a	43	33
2004	68	n/a	25	18
2005	69	n/a	30	25
2006	66	43	36	20
Retention difficulties (% of authorities)				
2001	30	n/a	14	12
2002	31	n/a	10	14
2003	54	n/a	15	22
2004	44	n/a	7	11
2005	49	n/a	11	17
2006	47	19	7	12

Note: the table shows the percentages of respondent local authorities scoring their recruitment difficulties as '4' or '5' on a scale from 1=very easy to 5=very difficult. Base: 44 – 67 responses; refers to 2006 data only.
Source: LAWIG 2007a

Table 7.6 Regional variations in current recruitment and retention difficulties in local authorities (2006)

Percentages of local authorities	Field social workers		Occupational therapists		Residential managers/supervisors		Residential care staff	
	Rec	Ret	Rec	Ret	Rec	Ret	Rec	Ret
Eastern	67	40	25	0	40	0	17	50
East Midlands	33	17	0	0	20	0	20	0
London	63	67	86	33	38	0	11	0
North East	67	50	-	-	20	20	20	0
North West	100	43	50	50	50	0	0	0
South East	71	43	0	0	20	20	25	0
South West	20	25	0	0	40	0	20	0
West Midlands	100	63	100	50	50	0	60	75
Yorkshire and Humberside	50	33	0	0	50	25	25	0
England	66	47	43	19	36	7	20	12

Note: the table shows the percentages of respondent local authorities scoring their recruitment difficulties as '4' or '5' on a scale from 1=very easy to 5=very difficult.

. Source: LAWIG 2007c

Table 7.7 Reasons for recruitment and retention difficulties in local authorities (2006)

Percentages of local authorities	Field social workers	Occupational therapists	Residential managers/ Supervisors	Residential care staff
Lack of suitably qualified applicants	52	9	20	11
Applicants lack relevant experience	49	6	14	11
The nature of the work	41	5	13	17
Competition from other employers:				
statutory sector	34	6	13	9
PVI sector	20	3	11	10
whole economy	18	5	6	9
Attractiveness of social care:				
pay	44	7	16	20
other	23	2	6	8

Base: 88 responses. *Source: LAWIG 2007c*

7.3.9 Measures taken by local authorities to tackle recruitment and retention difficulties

Local authorities were engaged in a wide variety of activities to tackle recruitment and retention difficulties, which were more likely to be used for field social workers than other jobs, reflecting the higher level of problems faced in recruiting this group (Table 7.8).

For field social workers, the most commonly used were:

- internet recruitment (78% of authorities);
- use of local press (62%);
- exit interviews (62%);
- job fairs (61%);
- workforce planning (61%); and
- flexible working (56%).

The same measures tended to be prioritised for other jobs although at a lower level (for example internet recruitment, which was used by 37% of authorities for occupational therapists, 52% for residential managers/supervisors and 36% for residential care staff).

However, some measures appeared to be targeted on specific occupations for example the use of specialist journals (32% for occupational therapists, 38% for residential managers/supervisors), the development of career pathways (30% residential managers/supervisors) and the development of a general HR strategy (between 37% - 28% of authorities).

Table 7.8 Measures taken to tackle recruitment and retention difficulties (2006)

Percentages of local authorities who have taken, or continue to take, the measures below	Field social workers	Occupational therapists	Residential managers/supervisors	Residential care staff
Use recruitment advertising methods:				
internet	78	37	52	36
specialist journals	32	32	38	13
national press	52	22	31	13
local press	62	29	45	31
minorities press	22	11	15	7
radio	7	3	5	3
job fairs	61	25	29	24
other adverts	2	0	1	1
Liaise with local courses and events	44	20	24	18
Hold open days	23	14	16	10
Develop career pathways	46	20	30	21
Conduct exit interviews	62	26	39	29
Undertake workforce planning	61	26	39	28
Undertake succession planning	29	13	20	13
Develop general HR strategy	53	28	37	28
Improve pay	36	11	15	10
Improve benefits	37	18	22	16
Review skills-mix	30	11	17	11
Improve training measures	48	17	30	24
Promote flexible working	56	25	34	23
Recruit from other countries	15	6	8	6

Base: 87 responses. *Source: LAWIG 2007a*

Case Study: Gateshead Council

Gateshead has developed a dedicated social care micro site aimed at recruiting to all social care posts across Children & Families and Adult Services. The micro site has been designed and branded specifically towards careers in Children & Families and Adult Services, with the aim of increasing the impact of the posts and profile of the Council and selling Gateshead as an employer of choice.

The micro site has its own unique address and adverts are placed monthly in the local press directing potential employees to the micro site. There is a link from the Council's website direct to the micro site.

(Note: site launched on Thursday 27 March 2008)

Web address www.socialcarevision.co.uk

7.3.10 Measures adopted by local authorities to tackle social worker shortages

The most commonly adopted measures specifically to tackle shortages of field social workers specifically were training-up social work assistants to become qualified social workers (78%), improved IT to aid efficiency (70%), introducing policies to manage workloads (55%) and providing more training for support staff (54%) (Table 7.9).

The measures considered least successful were the increased availability of home working (adopted by 45% of authorities), and the provision of key worker housing (28%).

Table 7.9 Measures adopted by local authorities to tackle shortages of field social workers (2006)

	Local authorities adopted or continuing to adopt (%)	Average success
Trained up social work assistants to become qualified social workers	78	1.6
Provided more training for support staff	54	1.8
Policy to manage workloads	55	2.1
Recruited support staff of higher levels of competence	34	1.9
Policy to 'free up' qualified social worker time to concentrate on complex tasks	46	1.9
Enhanced roles of support staff	45	2.0
Increased employment of social work assistants	36	2.2
Increased employment of clerical/administrative staff	23	2.1
Improved IT to aid efficiency	70	2.2
Increased availability of home working	45	2.3
Key worker housing	28	2.5

Note: average success based on a score from 1=very successful to 5=completely unsuccessful. Base: 88 responses. Source: LAWIG 2007a

7.3.11 Local initiatives to tackle recruitment and retention difficulties of social workers

Case Study: Norfolk County Council

In November 2007 the Council ran a national recruitment campaign for social workers in Children's Services called *Spread Your Wings*. The aim was to fill a number of vacancies across the county with quality candidates and to show Norfolk as a great place to live and work. It advertised in national and local publications and in specialist magazines and on websites. It used a generic social worker job description and person specification and asked candidates to complete a preferences form to indicate the area they would like to work in. Short-listed candidates were invited to a corporate assessment day where three types of interview were held: a competency-based interview, a safe care interview and a young people's panel interview.

The competency-based interview assesses the experience and skills that are required for the job, based on the person specification. The safe care interview is used to gain an understanding of candidates' values, attitudes and motivation for working with children, young people or vulnerable adults. The young people's interview assesses how well candidates relate to and communicate with children, young people and families.

The Council used a variety of interviews to gain a more comprehensive view of the candidates and to provide candidates with the best opportunity to demonstrate the skills and qualities they could bring to the role. The recruitment campaign attracted high quality applicants and resulted in a number of successful appointments for teams across the county.

Case Study: Leeds City Council

The Trainee Social Work Scheme was established in 2004 and is viewed as a key part of the Service's recruitment and retention strategy to address the national shortage of qualified social workers. It was developed in partnership between the Leeds Metropolitan University and Leeds Social Care Services. This provides recruits with a unique opportunity to obtain a professional social work qualification whilst in salaried employment within the local authority social work services. The scheme enables trainees to gain valuable work experience within the Council before entering full time education to undertake the social work degree. The trainees then return to the Childrens & Young Peoples Social Care Service to work as qualified social workers for a minimum of three year tie- in.

7.3.12 Recruitment advertising in local authorities

Local authorities in England spent an estimated £5.2 million on children's social care recruitment advertising over the period 1 April – 30 September 2006, a fall of 32% from the 2005 figure of £7.7m. Expenditure fell in every region except the West Midlands where it increased by 27%.

7.3.13 Local government pay and workforce strategy survey 2006 (LGAR, 2007)

The latest pay and workforce strategy survey conducted by Local Government Analysis and Research (LGAR) on behalf of the Local Government Association (LGA), Local Government Employers (LGE) and the Improvement and Development Agency (IDEA) contains data on recruitment and retention difficulties in local authorities in England, for the whole workforce including the social care and children's workforces. It attracted a total response rate of between 61% and 69% in social care authorities, varying between type of authority, and updates comparable information from previous years. However the response rate is lower than the LAWIG surveys (which focus on the social care workforce) and the latter are probably likely to be a more accurate source. This survey was not conducted in 2007.

7.3.14 Recruitment difficulties in local authorities (LGAR, 2007)

The most serious recruitment difficulties across the whole local government workforce concerned social workers working with children and families (78% of employing authorities), followed by social workers working in community care (61%), approved social workers (50%), residential social workers (50%) and occupational therapists (42%).

In these occupations the survey showed that reports of recruitment difficulties had fallen between 2005 and 2006, most markedly for occupational therapists (from 62% to 42% of authorities).

Of the 78% of authorities reporting recruitment difficulties for children and families social workers, 67% reported that the difficulty related to basic professionals, 81% to experienced professionals, 55% to principal professionals, and 38% at division head level.

In these authorities, 22% said the difficulty was 'extremely difficult', 32% 'very difficult', 35% 'difficult' and 11% reported 'some difficulty'.

In 2006, 31% of authorities reported recruitment difficulties for care assistants, 33% for home care staff (this survey did not differentiate between adults and children) and 6% for nursery officers/nursery nurses.

7.3.15 Retention difficulties in local authorities (LGAR, 2007)

Just under half of authorities (49%) reported a retention difficulty for children and families social workers, a marked fall from the previous year (77%).

Generally retention difficulties were at a lower level than recruitment difficulties.

Of all authorities with a retention difficulty, difficulties concerned 72% of those authorities at the basic professional level, 89% at experienced level, 65% at principal level and 48% at division head level.

And in these authorities, 18% said the difficulty was 'extremely difficult', 24% 'very difficult', 39% 'difficult' and 20% reported 'some difficulty'.

7.4 Recruitment and retention in the private and voluntary sectors

Vacancy and turnover data are now available from the National Minimum Data Set for Social Care (NMDS-SC), although currently just for private and voluntary sector residential services. Other sources may not specifically cover children's social care.

7.4.1 The UK Voluntary Sector Skills Survey 2007 (NCVO, 2007b)

This survey was conducted between November 2006 and January 2007. 2,564 interviews were carried out with registered charities, including 1,922 in England, sampled from Guidestar UK, a database of information extracted from the accounts of all 168,000 registered charities. The questions used in the National Employers Skills Survey (NESS) were used as the base for this survey to ensure comparability. The survey was carried out because 'the NESS does not go into the necessary detail of the skills issues within the voluntary sector'. The responses are broken down by the four main Sector Skills Councils (SSCs): Skills for Health, Skills for Care and Development, Lifelong Learning UK and Creative and Cultural Skills. However the methodology did not allow for separate investigation of children's workforce issues.

One quarter of all employers reported hard to fill vacancies.

These were most frequently identified in specialist activity functions within youth work, social care and health care.

Hard to fill vacancies were particularly linked to skills shortages.

The report comments that 'the sector workforce is well qualified with only 13% of employers reporting a lack of qualifications as a problem'.

There are 17,300 voluntary organisations in England employing two or more paid staff, of which a quarter are based in London and a further 17% in the South East.

These organisations employ 559,700 employees with an average paid staff of 32.

7.4.2 The National Employers' Skills Survey 2006 (LSC, 2006)

This survey provides information on skills and workforce development issues in England. It covers employers in all sectors and is designed to allow detailed and reliable analysis by SSC. Interviews were undertaken with over 74,500 employers and there was a separate follow-up survey of 7,059 interviews conducted to estimate expenditure on training.

The Sector Skills Council breakdowns in the report are for the whole of Skills for Care and Development and a breakdown of findings between the adults' and children's sectors is not technically feasible.

Skills for Care and Development has above average vacancies. While the SSC accounts for 3.4% of total employment, it has 6.1% of all vacancies and 6.8% of hard to fill vacancies.

Skills for Care and Development has above average skills shortages – while the SCC accounts for 3.4% of total employment, it has 5.4% of all 'skills shortage' vacancies (which however only relate to 1% of all employees in the sector)

20% of establishments are affected by skills gaps compared with an all industry average of 16%. 6% of staff are reported as having skills gaps, which is the same as the national average.

Reported training days averaged 10 days per annum (compared with a national average of 8). Training spend averaged £2,325 per capita (£1,550 nationally) and total training spend across the whole of the SSC is estimated to be £1,856 million per annum.

7.4.3 Vacancies and turnover in children's social care voluntary and private residential care

Data from the NMDS-SC are currently available for residential services.

Table 7.10 indicates that in 2007 vacancy rates averaged 8.1% in voluntary sector children's homes and 5.6% in private children's homes, and they were highest for care workers, for whom they were 16.1% and 7.9% respectively.

Turnover rates averaged 22.6% in the private sector, although they were lower in voluntary sector homes where they averaged 13.0%. The highest rates were for care workers for whom they averaged 28.2% in the private sector and 18.7% in the voluntary sector.

Table 7.10 Vacancies and turnover in children's private and voluntary residential homes (2007)

	Vacancy rate (%)			Turnover rate (%)		
	Voluntary	Private	Total	Voluntary	Private	Total
Registered managers	3.7	1.7	1.9	13.8	18.0	17.6
Senior care workers	5.2	4.6	4.7	7.2	18.9	17.7
Care workers	16.1	7.9	8.7	18.7	28.2	27.2
All managerial and supervisory	0.7	1.9	1.7	4.5	14.7	13.7
All professional	0.0	4.8	4.3	10.1	19.0	18.1
All direct care/support providing	12.9	6.8	7.5	16.9	25.7	26.8
All other roles	0	1.7	1.5	10.3	9.2	9.3
Total	8.1	5.6	6.0	13.0	22.6	21.6

Source: NMDS-SC (December 2007)

The NMDS-SC also collects information on the reasons why staff leave their jobs (as reported by their employers), and the destinations they go to. The data for voluntary and private children's homes are summarised below, although they are affected by non response.

The main reasons for leaving were personal reasons (for 23% of leavers reported) and career development (21%) whilst 'labour market' reasons such as pay and conditions of employment (2% and 2% respectively) were generally given much less prominence.

The main destinations of leavers were other local authority, private or voluntary posts in the children's sector (36% of leavers) or within the organisation (14%); whilst moves to other sectors such as adult's services (7%), health (4%) or the retail sector (4%) were less numerous.

The main sources of recruitment were from within the private and voluntary sector (40% of recruits), from other sectors (27%), including retail (7%), and internal transfers (8%).

7.4.4 Vacancies and turnover across adults' and children's social care (private and voluntary)

Across the whole of the social care private and voluntary sector, for both adults' and children's services, in all settings, data from the NMDS-SC at April 2007 (Skills for Care, 2007b) show:

- vacancy rates averaged 3.8%, ranging between 4.9% for care workers, 2.5% for senior care workers and 2.0% for registered managers;

- annual turnover averaged 19.3%, ranging between 24.5% for care workers, 12.1% for registered managers and 11.6% for senior care workers; and
- annual turnover averaged 21.4% in the private sector and 17.1% in the voluntary sector.

Currently there are no data available on recruitment and retention initiatives in the private and voluntary sectors.

7.4.5 Recruitment of foster carers

The Fostering Network's latest national survey on the number of foster carers needed in September 2004 showed an estimated shortfall of 8,200 foster carers. For this survey, local authorities were asked how many foster carers they would have to recruit in order to offer placement choice to the children in their care. Placement choice means having a sufficiently wide pool of foster carers so that each child can live with a family who meets their individual needs. No further details are given in this survey of specific reasons for the shortage or solutions (The Fostering Network, 2007).

Research in Practice (2003) states that the majority of local authorities are more concerned about the lack of choice than necessarily an absolute shortage of foster carers, which may mean that children end up in placements that do not meet their needs. Shortages of placements are particularly likely for the following groups of children:

- children with placements far from home which increase the chances of breakdown and of further moves likely to disrupt children's education and health and health care;
- looked after children aged over 10 (58% are over 10);
- sibling groups (the majority of all placements have at least one brother or sister);
- the high proportion of foster children with challenging or difficult behaviour (reported to be over half, and rising);
- disabled children;
- children needing culturally appropriate placements with carers from black and other minority ethnic groups; and
- children of mixed heritage and whose ethnicity, language and religion are hard to match.

7.4.6 Retention of foster carers

The annual wastage of foster carers is around 10% (Research in Practice 2003). The reasons for leaving may be “ageing out”, moving to other employment, negative experiences in fostering, or lack of support in carrying out the role.

Research has also identified a range of assistance likely to improve the chances of carers being happy to continue, including: having supportive placement workers; direct service support from social workers and other professionals; carer-to-carer support; a continuous programme of coherent training; flexible respite arrangements; efficient and user friendly administrative systems; generous allowances and fees; access to 24 hour emergency advice; and support from trusted sources (Research in Practice, 2003).

National initiatives to improve the recruitment and retention of foster carers include:

- new standards developed by CWDC to support the training and development of foster carers, which set out the key areas of training that foster carers will need before they are approved and what they need after approval; and
- advice from the Fostering Network including a bi-monthly newsletter and other resources.

7.4.7 Local initiatives to tackle recruitment of foster carers

Local authorities have introduced a number of initiatives to improve the recruitment and retention of foster carers, as illustrated by the following case studies.

Case Study: Norfolk County Council

The aim of the *Fostering Norfolk's Future* campaign was to use media and marketing to raise the profile of fostering, recruit new carers and to free up the fostering teams, allowing them more time to develop relationships with carers. The campaign cost just £1,700 but generated £78,000 of media coverage and contributed to the recruitment of 40 new carers.

The Norfolk County Council communications unit developed a PR campaign, with all the design work produced in-house by NPS Graphics. The logo 'Make a difference... fostering Norfolk's future', was used because it is a positive message and describes exactly what the Council wants the people of Norfolk to do.

To maximise the effectiveness of the campaign, it was concentrated in four phases over six months and launched by a 20 year old foster carer who had been in care herself and fitted the exact profile of new carers needed. Radio and press releases were also used to publish positive stories by young people who had been fostered and from foster carers and social workers. Norfolk has received excellent comments from other local authorities and the Fostering Network. The campaign was awarded top prize in the PR on a shoestring category at the Chartered Institute of Public Relations annual local government conference.

Case Study: London Borough of Barnet

Towards the end of 2006, a new Recruitment and Training team was formed to increase the recruitment rate of new foster carers. The team took over responsibility for recruitment of foster carers from the former Assessment and Training Team, and with the change of name came a shift to greater customer focus together with the creation of new posts and roles within the team. The new team consists of a manager, campaign and communications officer, a social worker, two social work assistants and a recruitment and training coordinator.

As well as responsibility for all stages of recruitment right up to approval, the team coordinates and commissions the ongoing training of foster carers. Competence based career progression for carers has also been introduced to make fostering more appealing for new carers, and aid retention of existing carers.

Focus groups were held with existing foster carers and potential foster carers (who had considered fostering but not taken their interest further) to gain insight into the common barriers and motivators for foster carers. These findings have been used to improve all stages of the recruitment process and help improve the way the team interacts with customers. The combination of the new structure and strategic approach has resulted in a 50% increase in approval rates in the financial year 2007/8 over the previous year. This is expected to increase with a large number of carers in or approaching assessment.

Case Study: Kent County Council

Kent County Council has raised the skills and status of foster carers within its overall approach to developing the children's workforce. They also provide opportunities for flexible career progression. For further details see CWDC – Integrated Workforce Strategies emerging practice http://www.cwdcouncil.org.uk/advice/empracex/EP_Kent.pdf Case Study and others

7.4.8 Recruitment and retention of family support workers and domiciliary care workers

No data were found relating to these occupational groups.

7.5 Recruitment and retention in other occupational groups

Currently, no shortages of education welfare officers are reported (LGAR, 2007); and currently there is no information on the recruitment and retention of Ofsted social care inspection staff, and the recruitment and retention of volunteers in children's social care.

7.6 Regional recruitment and retention issues

The following information was drawn from a specific project undertaken to identify the needs and priorities of the children's workforce in the South East. The aim of the research was to help build an evidence base to support the Regional Skills for Productivity Alliance and other regional partners in planning for the future of the children's workforce sector. There is no similar research available for other regions.

According to CWDC et al, (2007), "Recruitment into the workforce is problematic, and the current economic climate of the South East does not lend support to recruitment into what many see as low status and poorly paid occupations. Parity in pay and status with occupations both within and outside of the children's workforce was seen as key to elevating recruitment issues and to attracting more applicants and more skilled applicants applying for positions within the workforce".

Other key findings were as follows:

- there remains much more work to be done in implementing the Every Child Matters agenda in the region;
- there is still a lack of detailed workforce data;
- raising the status of the workforce is a key priority for respondents particularly for under represented occupations;
- foster carers were highlighted as a priority for raising recognition and status of their occupation;
- addressing recruitment and retention is a key issue, with high priority occupations including: experienced children and families social workers, childcare workers at NVQ Level 3 and above; experienced qualified trainers; foster carers; and residential care workers;
- the qualifications identified as being most in need were the high level qualifications at Level 4 and above;
- some respondents raised concerns that skills development will result in the so called 'maintain drain' in which qualified childcare staff move from the private and voluntary sectors into the maintained sector for better pay and conditions;
- respondents talked of the need to empower staff, notably middle managers to help staff achieve greater job satisfaction; and
- human resource strategies for joint employment across occupational groups need to be developed as respondents reported difficulties in developing contracts for staff.

7.7 Developing integrated workforce development strategies with the voluntary sector

In 2007 (CWDC, 2007d) four regional seminars were held in Bristol, Leeds, Birmingham and London. These included representatives from 57 different organisations from the voluntary and community sectors (VCS), statutory sector and training providers. The purpose was to encourage effective strategic engagement of statutory sector organisations with the voluntary and community sectors.

These seminars were aimed at: those with children's workforce development responsibilities in local authorities, those with responsibilities for developing integrated team working, representatives on Local Safeguarding Children's Boards, parenting coordinators, children's services 'change managers' and voluntary sector workforce development staff. The main issues raised at the seminars are summarised below.

Workforce development has been uneven and patchy. “Many areas can best be characterised as ‘lots of talk, not much action’.” The same is also true of the way VCS works with statutory agencies developing local workforce strategies and shared training. This has worked best when VCS are involved from the outset.

Most progress has been made in Early Years, helped in many areas by the Transformation Fund.

Recruitment and retention is the area where least progress had been made.

There was variable progress in Common Assessment Framework (CAF) and the Lead Professional role with some good practice involving the VCS.

Elsewhere CAF and Lead Professional training was not being made available to the VCS.

Many local areas and individual organisations still have some way to go to identify training needs.

There were some good examples of the dissemination of training provision being made available across sectors. This should be developed further with VCS being regarded as a potential provider of training as well as a consumer.

CHAPTER 8

QUALIFICATIONS, TRAINING AND SKILLS ISSUES

8.1 Introduction

Chapter 8 covers the training and development measures taken by local authorities to tackle workforce supply and deployment issues, the volume of professional, registered manager and NVQ qualification training and other indicators. Initial data covering qualifications and training in the private and voluntary sector from the National Minimum Data Set for Social Care (NMDS-SC) are also presented.⁹

8.2 Key findings

8.2.1 Local authority

Local authority children's services were supporting 2,986 people through professional social work training in 2006, of whom 80% were secondments and 20% were receiving bursaries or sponsorships, equivalent to almost 7% of the social worker workforce.

A total of 1,000 people qualified in 2005/6, of whom 70% were secondments and 30% were receiving bursaries or sponsorships, equivalent to almost 5% of the workforce.

83% of registered managers in children's homes held qualifications of which the main one was professional social work (43%), and 32% were studying for qualifications (including 13% the NVQ Registered Manager Level 4, and 13% for other NVQ Level 4).

Adjusting the figures for non response, the proportion of local authority registered managers holding qualifications rose from 90% to 98% between 2001 and 2006, whilst the proportion studying rose from 34% to 37% (having reached a maximum figure of 86% in 2005).

There were other indications of increased volumes of training in local authority children's services: increases in assessed social work practice learning days (from an average of 9.6 days to 14.4 days p.a. from 2003/4 to 2006/7), the percentage of social workers and residential managers achieving the child care post qualified (from 20% to 41% between 2001/2 – 2006/7), and the percentage of residential childcare workers achieving Level 3 in the NVQ Caring for Children and Young People (up from 29% to 56%).

Local authorities were using a wide range of training initiatives to tackle shortages of social workers and other staff groups, including improved training, developing career pathways, reviewing skills mix and undertaking workforce planning; which were having a beneficial effect on shortages.

⁹ Figures reported may not always total 100% due to missing data or rounding

In 2006, in 83% of authorities the whole of the children's social care workforce was covered by Investors in People (IiP), in a further 7% of authorities the whole workforce was committed, and 9% were either not yet involved or had considered and rejected IiP.

Between 2000/1 and 2006/7, there were 3,301 post qualifying awards in child care (CCA) and there were 3,301 new registrations; the number of awards achieved each year rose from 49 in 2000/1 to 691 in 2006/7 (note: these are not exclusively local authority sponsored).

8.2.2 Private and voluntary sector (residential)

Of all staff in children's homes, 58% held one or more qualification, of which the main ones were Caring for Children and Young People NVQ Level 3 (24%) and Care/Health and Social Care NVQs (22%); 33% of all staff held qualifications at Level 3, 16% at Level 4, and 3% at Level 2.

33% of all staff in children's homes were working towards qualifications, of which the main ones were Care/Health and Social Care NVQs (15%), and Caring for Children and Young People NVQ Level 3 (11%). Almost a quarter of all staff (24%) were working towards a Level 3 qualification, and 8% at Level 4.

45% of all staff worked in homes where IiP is recognised, 10% in homes which are committed, and 26% in homes which neither recognise nor are committed to IiP (20% not recorded).

8.3 National approaches

Government departments and agencies have been active in developing strategic approaches to workforce issues in social care. Some of those with a bearing on the role of qualification to improve workforce supply are summarised in this section.

In 2005 the Government's *Children's Workforce Strategy* set out an agenda for workforce change within the *Every Child Matters* framework. This was updated in Spring 2007 (DfES, 2007b), including action to improve recruitment, retention and quality of practice e.g. to develop an Integrated Qualifications Framework which '*will help provide career pathways and enable members of the workforce to develop their individual roles and have their skills and knowledge recognised*'. In *Building Brighter Futures: Next Steps for the Children's Workforce* (2008b), the Government committed to develop specific parts of the workforce, including investing nearly £73m over next three years in a package of proposals to improve training, recruitment and professional development of social workers working with children and families. There is also a commitment to improve support for foster carers.

In both 2006/7 and 2007/8 the Department of Health allocated National Training Strategy Grant of £107.9m, including a sub programme of £12m per annum allocated to Trainee Social Work Schemes to cover adults and

children's services, with guidance for 50% of the total to be spent in each of these. The objective of this grant was to ensure that all council areas have a Trainee Social Work Scheme (DH, 2007).

The *Local Government Workforce Strategy 2007* stated that the percentage of authorities reporting key occupational shortages should be a measure of performance, with a target that key occupational shortages should continue to reduce year on year and that by March 2012, no occupational shortages should be reported by more than 50% of authorities (LGA/IDEA/LGE, 2007).

8.4 Local employment strategies

Employers have a central role in improving workforce supply in social care. Local authority children's services now have responsibilities to develop cross sector workforce planning mechanisms in the statutory, private and voluntary sectors (particularly via Children's and Young People's Plans). This section contains a snapshot view of how local authorities are using training measures to tackle staff shortages.

The *Children's, Young People's and Families' Social Care Workforce Survey 2006* (LAWIG 2007a) included two sets of questions on local authorities' initiatives to tackle recruitment and retention difficulties.

The first set of questions (Table 7.8 – Chapter 7) covered a wide range of recruitment, training and HR measures, across a number of job groups. In children's services, for field social workers, the main emphasis was undertaking workforce planning (61%), improving training measures (48%), developing career pathways (46%) and reviewing skills mix (30%). In general, smaller proportions of authorities were using these measures for other job groups.

The second set of questions (Table 7.9 – Chapter 7) focused on measures adopted to tackle shortages of field social workers. In children's services the main focus was on training up social work assistants to become qualified social workers (78%), improving IT to aid efficiency (70%), policy to manage workloads (55%) and providing more training for support staff (54%). These initiatives tended to be given relatively high success ratings whilst the initiatives that were rated as markedly least effective were key worker housing (adopted by 28%) and increased availability of home working (45%).

8.5 Social workers

8.5.1 Professional training of social workers – an overview

In September 2003, universities began to offer a new Social Work degree to replace the previous professional training course, the Diploma in Social Work (DipSW), for all seeking to qualify as a social worker in England. The DipSW, had its last intake in 2004/05 but continues to be recognised as a qualification leading to registration as a social worker. Table 8.1 charts the steady growth in the numbers of students registering each year for the degree, from 2,411 in

2003/4 to 5,470 in 2006/7, as recorded by the General Social Care Council (GSCC) database. Whilst, in time, this increase in the number of students will lead to a higher output of graduates available to practice as social workers, in practice the total number of newly social workers qualified (DipSW and Degree from 2006/6) fell from a peak of 4,005 in 2004/5 to 2,915 in 2006/7, reflecting the shift from a two year to three year qualification.

Table 8.1 DipSW and social work degree registrations and awards (England 2002/3-2006/7)

	England				
Year from 1 April – 31 March →	2002-3	2003-4	2004-5	2005-06	2006-07
Students registered on DipSW programmes	4,771	2,971	0	0	0
Students registered on Social Work degree programmes	-	2,411	4770	5,553	5,470
Total registrations	4,771	5,382	4770	5,553	5,470
Awards (DipSW)	3,426	3,547	4050	3,448	862
Awards (social work degree)	-	-	-	58	2,083
Total Awards	3,426	3,547	4050	3,506	2,915
Awards as % of registrations (indicative only*)	72	66	85	63	53

Source: GSCC data packs for years shown

* = this is not a measure of completion rate, which necessitates tracking individual students through their courses, as course length varies depending on whether full-time or part-time, and the degree course is longer than DipSW

8.5.2 Routes to study and student demographics

The introduction of the degree removed non-graduate programmes, and there has also been a change in the balance of routes that students take to enter social work training. Between 2001/2 and 2006/7 the share of the undergraduate college based route rose from 17% to 68%, whilst the employment based route fell from 25% to 10%, and the post graduate route rose slightly from 20% to 22% (Skills for Care, 2005 and GSCC, 2007a).

Between 2003/4 and 2006/7, Table 8.2 shows that there were marked changes in the age profile of new students, with the proportion aged 24 or under rising from 20% to 32%, whilst those aged over 35 fell from 47% to 34%. This is a trend initially linked to the removal of the lower age limit to qualify as a social worker, (previously 22 years of age) and reinforced by changes to the balance of routes, promotional publicity and the growth of a younger university student intake.

Table 8.2 Social work degree registrations (2003/4-2005/6), DipSW registrations (2003/4) and awards (2003/4-2005/6)

	2003/04		2004/05		2005/06		2006/07	
	Registrations (Dip SW Only)	Dip SW Awards	Registrations (SW Degree)	Dip SW Awards	Registrations (SW Degree)	Dip SW Awards	Registrations (SW Degree)	SW Degree Awards
All	2,971	3,547	4,770	4,050	5,553	3,448	5,470	2,083
Gender								
Male (%)	19	18	17	17	17	17	16	16
Female (%)	81	82	83	83	83	83	84	84
Age								
Less than 20 years (%)	1	0	10	0	12	0	14	0
20 – 24 (%)	19	10	21	9	20	8	19	11
25 – 34(%)	33	38	32	35	32	36	34	44
35 – 44 (%)	32	36	26	37	25	35	23	31
45 or more (%)	15	16	11	18	9	21	10	14

Note: Figures may not add due to rounding

Capture of ethnicity data changed in 2004/05 therefore comparable data across time series not available

Source: GSCC data packs for years shown

Over the same period the proportion of males registering for the DipSW/degree fell from 19% to 17%, whilst that of females rose from 81% to 83% (GSCC 2007a). Further research to test whether there was a link between the two trends would be needed.

8.5.3 Post qualifying awards in social work

Under the Post Qualifying (PQ) Awards Framework introduced in 2006 students can study for a university or college award which has been approved by the GSCC. The new framework will allow social workers to continue their education and training in a flexible and modular way. There are three levels of awards in the new framework, each corresponding to a stage of professional career development. The three awards are:

- the Post-Qualifying Award in Specialist Social Work;
- the Post-Qualifying Award in Higher Specialist Social Work; and
- the Post-Qualifying Award in Advance Social Work

There are five specialisms focusing on: mental health; social work with adults; practice education; leadership and management; and children and young people, their families and carers.

The outgoing post qualifying framework, introduced by Central Council for Education and Training in Social Work (CCETSW) in 1991, ultimately leads

either to the Post-Qualifying Award in Social Work (PQSW) or the Advanced Award in Social Work (AASW).

Four specialist PQ GSCC approved awards which contribute to the PQSW continue to be delivered across the country through partnerships between employers and training providers as follows: 28 Mental Health Social Work Award (MHSWA) programmes; 36 Practice Teaching Award (PTA) Programmes; 18 Child Care Award (CCA) programmes; The Regulation of Care Services.

The numbers of registrations and qualifications for these awards since 2000-2001 are shown in Table 8.3.

Table 8.3 Registrations and awards for post-qualifying awards in social work in 2000-2007

Award	Period from 1 April to 31 March →	2000-1	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	Total 2000-1 to 2006-7	Change between 2003-4 & 2006-7
Post Qualifying Award in Social Work (PQSW) including Advanced Award in Social Work (AASW)	Registrations	2,096	2,927	4,002	3,888	4,214	4,178	5,984	27,289	53%
	Awards	1,134	1,920	3,116	3,606	3,774	3,969	4,834	22,353	34%
Practice Teacher Award	Registrations	1,136*	931	768	725	642	845	740	5,787	2%
	Awards	562	581	566	535	498	580	613	3,935	15%
Post qualifying Award in Child Care (CCA)	Registrations	271	618	512	642	581	420	523	3567	-19%
	Awards	49	356	572	633	558	442	691	3301	9%
Mental Health Social Work Award (MHSWA / ASW)	Registrations	479	424	264	369	332	407	575	2,850	56%
	Awards	246	281	286	319	285	346	349	2,112	9%
Regulation of Care Services Award (RCSA)	Registrations				155	0			155	-
	Awards				31	0			31	-

* in 1999/2000 candidates were registered at the same time as they received their award; registrations procedures were changed in 2000/1 and so data represent two years' registrations in one year

* GSCC reported 'no activity' on RCSA during 2004/05

Source: GSCC Data Packs for years shown

Data on the gender, age and ethnicity of the students registering for PQ awards in Child Care and receiving awards are shown in Table 8.4.

Table 8.4 Gender, age and ethnicity of candidates for the Post Qualifying Award in Child Care (2004/5 – 2006/7)

	Registrations (%)			Awards (%)		
	2004-5	2005-6	2006-7	2004-5	2005-6	2006-7
Gender						
Male	19	15	15	15	15	16
Female	81	85	85	85	85	84
Age						
20-25	0	0	0	0	0	0
25-34	29	30	28	23	24	22
35-44	32	36	36	34	37	34
45+	39	34	37	43	39	44
Ethnic origin						
African	6	3	5	2	3	6
Any Other Asian background	0	1	0	0	0	0
Any Other Black background	0	0	0	0	0	0
Any Other Ethnic category	0	0	0	0	0	0
Any Other mixed background	0	0	0	0	0	0
Any Other White background	4	3	5	2	2	4
Bangladeshi	0	1	1	1	1	0
Caribbean	5	5	3	6	3	4
Chinese	0	0	0	0	0	0
English	14	21	33	11	13	16
European (other)	2	1	1	2	1	1
European (UK)	58	52	41	62	65	55
Indian	2	2	2	2	1	2
Irish	0	1	1	0	1	1
No information required	0	2	2	0	0	4
Not stated	4	2	1	7	6	1
Other	2	1	1	1	1	2
Pakistani	1	2	1	1	1	1
Scottish	1	0	1	0	1	1
Welsh	0	0	0	0	0	0
White and Black African	0					0
White and Black Caribbean	0	0	0	0	0	0
White and Irish	0					
White and Welsh	0					
Base (No. of students)	581	420	523	558	442	691

Note: due to rounding percentages may not total 100%. Source: GSCC Data Packs

8.5.4 The role of local authorities in professional social work training

The Children's, Young People and Families' Social Care Workforce Survey 2006 (LAWIG 2007b) found that local authority children's services were supporting 2,986 people on their initial social work training at 31 October 2006 (i.e. the Social Work degree and the DipSW), of whom 2,381 were staff on secondment, and 605 other people were supported on bursaries or sponsorships (Table 8.5).

Table 8.5 Local authority professional social work training 2005-06

	Number	%
Numbers in training (31 Oct 2006)		
Secondments	2,381	79.7
Bursaries and sponsorships	605	20.3
Total	2,986	100.0
Numbers qualifying (2005/6 fin yr)		
Secondments	695	69.5
Bursaries and sponsorships	305	30.5
Total	1,000	100.0
Expenditure (£m, 2006/7 financial year)		
Secondments	23.1	89.9
Bursaries and sponsorships	2.6	10.1
Total	25.7	100.0

Sources: LAWIG 2007a

A total of 1,000 people in children's services qualified during 2005/6 of whom 695 were via secondments and 305 were via bursaries and sponsorships.

Local authorities spent an estimated £25.7m on professional social work training in children's services in 2006/7 financial year, up from £36.4m in 2005/6 (+10.2%), of which £23.1m was spent on secondments and £2.6m on bursaries and secondments.

A total of 20,230 field social workers in children's services were employed in local authorities at September 2006. The total in training represents 14.8% of total social worker employment, and the total qualifying in 2005/6 is equivalent to 4.9% of employment.

8.6 Professional training for occupational therapists

Authorities reported a total of 14 staff in local authority children's services seconded to professional occupational therapy training (i.e. courses recognised by the Health Professionals Council) at 31 October 2006.

8.7 Registered managers

8.7.1 Registered manager qualifications and training in local authorities in 2006

The Care Standards Act 2000 set out how inspection of social care services would be carried out against Regulations and National Minimum Standards (NMS), which set targets that by December 2005 Registered Managers in residential care homes should obtain NVQ Level 4 or equivalent in both Management and Care by the end of December 2005 (DH 2003a).

Table 8.6 shows the percentages of local authority registered managers in local authority children's homes holding and studying for relevant qualifications in 2006. The percentage holding at least one qualification was 83%, with only 1% not holding a qualification and 16% for whom information was not available. The main qualifications held were professional social work (43%), management (28%) S/NVQ registered manager (21%) and other S/NVQ (22%).

Table 8.6 Qualifications held and being studied for by registered managers in local authority children's homes (2006)

Percent of managers	Qualifications held	Qualifications being studied for
Professional social work	43	3
Management	28	5
Nursing	1	0
NVQ Assessor	18	1
S/NVQ Level 2	0	0
S/NVQ Level 3	13	1
S/NVQ Level 4 – registered manager	21	13
S/NVQ Level 4 – other	22	13
Teaching	3	1
Other relevant	13	3
None held/studied	1	52
No information	16	16
Total holding/studying	83	32
Base employment (numbers)	640	

Source: LAWIG 2007a

Base (numbers of authorities responding): 48-62 responses

Note: percentages holding qualifications add to more than 100% due to some holding more than one qualification

The information on registered managers studying in 2006 is also affected by non-response covering 16% of children's home managers. However the data show that a total of 32% of children's residential managers were studying, including 5% studying management qualifications, 13% studying the S/NVQ Level 4 registered manager qualification, and 13% studying other S/NVQ registered manager qualifications.

8.7.2 Trends in registered manager qualifications and training in local authorities

Over the period 2001-2006, Table 8.7 shows that the proportions of registered managers in children's homes with one or more relevant qualification increased from 90% in 2001 to 98% in 2006. Table 8.7 is based on recalculated data to exclude staff for whom information was unavailable, to provide a continuous data series.

The proportion of registered managers in children's homes studying for qualifications rose from 34% to 86% over the 2001-2005 period but fell to 37% in 2006. There is no obvious explanation for the fall in 2006 particularly in the light of the qualification shortfall outlined above in relation to the NMS. Nevertheless the overall level of qualification training of residential managers remains at a strikingly high level.

Table 8.7 Qualifications held and being studied for by registered managers in local authority children's homes (2001- 2006)

Per cent of managers	2001	2002	2003	2004	2005	2006
Qualification held						
Children's homes	90%	89%	92	94	98	98
Qualification studied for						
Children's homes	34%	24%	53	76	86	37

Note: Data have been recalculated to exclude staff for whom information was unavailable

Source: LAWIG 2007a

8.7.3 Registered manager training in voluntary and private sector children's homes

At December 2007 the NMDS-SC had attracted returns for 69 registered managers in private children's homes, of whom 38% held the Registered Manager NVQ Level 4 and 30% were working towards it. In voluntary homes, there were only six returns from registered managers of whom two (33%) held and one (17%) was studying for the Registered Manager NVQ Level 4.

8.8 Care workers

8.8.1 Qualifications and current training of all staff and private sector children's homes

The Care Standards Act 2000 also sets out how inspection of social care services would be carried out against regulations and NMS, which set the following targets for care workers: at least half of staff in each care home should have the NVQ Level 2 in Care, by December 2005 (DH 2003a).

Table 8.8 is based on NMDS-SC sample data as at December 2007. It shows the percentages of all staff in private and voluntary sector residential homes holding and studying qualifications by broad category and level. The percentages of staff holding qualifications add to more than 100% as staff holding more than one qualification are recorded. Figures in the table on staff not holding or not studying for qualifications, and the figures are estimates as this source does not formally record this information.

Of all staff and managers in voluntary and private sector children's homes, 58% held one or more relevant qualification and 33% were studying for qualifications. The proportions holding qualifications showed little difference between voluntary and private sectors. However, there was a higher level of studying in the private sector than the public sector (35% and 17% respectively).

The main qualifications held were Caring for Children and Young People NVQ Level 3, held by 24% of staff, and 11% were studying for this qualification. Care or Health and Social Care NVQs at Level 2/3/4 were held by 22% of all staff, and studied by 15%. Of a range of other qualifications held, 'any other professional qualifications' was the most common.

Viewed by qualification level, one third of all staff (33%) held qualifications at level 3, 16% at Level 4, and 3% at Level 2. Of all staff, almost a quarter (24%) were working towards a level 3 qualification, and 8% at Level 4.

Table 8.8 Qualifications held and being studied for by staff of voluntary and private sector children's homes

Per cent of staff	Voluntary		Private		Total P&V	
	Held	Studying	Held	Studying	Held	Studying
Any Care/Health and Social Care Level 2/3/4	19	8	23	16	22	15
Caring for Children and Young People NVQ Level 3	18	4	25	12	24	11
Other NVQ	2	0	2	1	2	1
Registered Manager's (Children's or Adults) NVQ Level 4	4	1	4	3	4	2
Any management award(s)	6	2	5	4	5	4
Any NVQ Assessor or Mentoring award	11	0	6	2	6	2
Any Social Work qualification	6	0	2	1	2	1
Any Post-Qualifying Social Work Award	1	0	0	0	0	0
Any other relevant professional qualification	15	2	11	0	11	1
Any Basic Skills qualification	0		2	0	2	0
Any other qualification relevant to social care	10	1	4	0	5	0
Any other qualification relevant to the job role	10	1	6	1	6	1
No relevant qualification or not recorded	44	83	42	65	42	67
Highest qualification held/worked towards						
Level 4	23	4	16	9	16	8
Level 3	27	11	34	26	33	24
Level 2	1	0	4	0	3	0
Entry or Level 1		0	0	0	0	0
Other qualifications relevant to social care or job role	19	2	12	2	12	2
Total holding/working towards relevant qualification	56	17	58	35	58	33
Base (no. of respondents)	115		811		926	

Note: percentages holding and working towards qualifications add to more than 100% due to holding/working towards more than one qualification

Source: NMDS-SC (December 2007)

There is no current information on the qualifications and training of care workers in local authorities. The local authority survey has been seeking this information for a number of years but insufficient authorities have been able to provide data. The NMDS-SC will provide better data when local authorities participate fully.

8.8.2 NVQ registrations and certificates

Up to late 2006, LAWIG carried out quarterly monitoring of all NVQ registrations and certifications in the care sector in England and the other countries of the UK. This source did not collect the data by employment sector but it shows the total number of managers and staff registered for each NVQ and the rate at which they qualified up to the third quarter of 2006.

Table 8.9 NVQ registrations and certificates awarded in the care sector (third quarter 2006)

	Registrations	Certificates awarded	Certification rate
Managers in Residential Childcare – level 4 (from 2005)	846	180	21.3%
Health and Social Care (Children and Young People) - Level 3	13,197	2,050	15.5%
Health and Social Care (Children and Young People) - Level 4	981	149	15.2%
Total (above)	15,024	2,379	15.8%

Note: Health and Social Care – started in 2005

Source: LAWIG 2007c

Table 8.9 shows the NVQs for registered managers in social care which commenced in children's settings in 2005; and the Health and Social Care NVQs which replaced predecessor qualifications in 2005; which as their name suggests are available to staff in both social care and the health sectors.

8.9 Ofsted Annual Performance Assessment (APA) indicators

In addition to indicators on vacancies and turnover, Ofsted annually collects from local authorities three APA workforce indicators that inform training and development in children's social care, which are reported in Table 8.10. All three show marked advances with the practice learning indicator improving from 9.6 to 13.4 days per whole time equivalent social worker over the three year period, whilst the post qualifying (PQ) and NVQ indicators show a doubling of achievements over the last five years (Ofsted, 2008).

Table 8.10 Annual Performance Assessment (APA) Indicators for training and development (local authority children's departments, 2001/2 – 2006/7)

Annual Performance Assessment (APA) Indicator	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7
Practice learning: the number of assessed social work practice learning days per whole time equivalent social worker for employees working in children's services (6050SC)	-	-	9.6 days	10.7 days	12.9 days	14.4 days
The percentage of social workers and residential managers working with children who need to obtain the child care PQ who have achieved the PQ1 award in child care (6017SC)	20%	26%	33%	36%	37%	41%
The percentage of residential childcare workers who have achieved level 3 in the NVQ Caring Children and Young People' (6016SC)	29%	33%	39%	46%	50%	56%

Source: Ofsted (Ofsted 2008)

8.10 Foster carers

No information on the qualifications and training of foster carers was available for inclusion.

8.11 Family support workers

CWDC's Family Support Review (CWDC, 2008) cites Kessler (Kessler 2006) as the most useful source of information on the qualifications and training of family support workers in the social care sector who are not qualified social workers. Kessler details a survey of a total of 376 social work assistants (SWAs), teaching assistants (TAs) and health care assistants (HCAs), along with 130 interviews with sub samples of these workers. The SWAs were much likely to have a degree (42% of SWAs, 15% of TAs and 17% of HCAs); and 59% of SWAs, 32% of TAs and 59% of the HCAs had been educated to A Level standard.

8.12 Domiciliary care workers

At December 2007 the NMDS-SC had gathered records for a sample of over 9,400 care workers (excluding registered managers and senior care workers) working in domiciliary care. This group of workers primarily works for adults/older people, and some may work with children, although further analysis of a complex dataset will be needed to establish the extent to which domiciliary care workers work with children.

In this sample, 32% held one or more qualification of which 19% were at NVQ Level 2, 4% at Level 3 and 10% held other (non-NVQ) qualifications. 19% were studying for qualifications, of whom 14% were at Level 2, 3% were at Level 3 and 2% were 'other' qualifications.

Table 8.11 Qualifications held and being studied for by all care workers in domiciliary care (2007)

Percent of all care workers	Highest qualification held %	Highest qualification being studied %
Level 4 or above	1.0	0.4
Level 3	4.2	2.8
NVQ Level 2	19.2	14.1
Sub total – Level 2 or above	24.4	17.3
Entry Level or 1	0.2	0.1
Other relevant qualification	10.4	2.0
No qualification or none recorded	67.9	81.0
Base (number of records)	9,422	

Source: NMDS-SC (Dec 2007)

Note: column totals may sum to over 100% where 'other' qualifications cannot be assigned to a NVQ level

8.13 Investors in People

8.13.1 The use of Investors in People in local authorities in 2006

In 2005, 76% of authorities in children's services had the whole of their workforces recognised by liP, 12% of authorities had the whole of the workforce committed, and 13% either were not yet involved or had rejected.

In 2006, the use of liP had increased, as in children's services, in 83% of respondents the whole of the children's social care workforce was covered by an liP award, in a further 7% of authorities the whole workforce was committed, and 9% were either not yet involved or had considered and rejected liP (LAWIG, 2007a).

8.13.2 The use of Investors in People in voluntary and private sector children's homes in 2007

In voluntary and children's homes (based on data from the NMDS-SC) Table 8.12 shows that 45% of all staff worked in homes where Investors in People (liP) is recognised, 10% where the homes are committed, and 26% where homes neither recognise nor are committed to liP (20% of staff not recorded).

Table 8.12 The use of Investors in People in voluntary and private sector children's homes (2007)

	Voluntary %	Private %	Total %
Recognised	49	44	45
Committed	7	10	10
Neither	19	27	26
Unrecorded	26	19	20
Total	100	100	100

Source:NMDS-SC (December 2007)

Note: due to rounding percentages may not total 100%

8.14 Induction Standards

8.14.1 The use of Induction Standards in local authorities in 2006

In 2006 CWDC introduced new induction standards for employers to use in the induction of new staff in children's services. The standards comprise seven units covering understanding the principles of care, understanding the organisation and the role of the worker, maintaining health and safety at work, communication, recognising and responding to abuse and neglect, development as a worker and the safeguarding of children.

In 2006, between 75% and 80% of respondent authorities had incorporated each of CWDC's seven units into their induction programme (LAWIG 2007a).

8.14.2 The use of Induction Standards in voluntary and private sector children's homes in 2007

Returns to the NMDS-SC of staff in voluntary and private sector children's homes at December 2007 indicated that (based on 926 individual records) 46% of respondents had completed the induction training prescribed by the CWDC, 8% were in progress, 27% reported that it was 'not applicable' and 20% did not record this information.

Of those recording the year in which they completed the training, 35% had done so in 2006-2007, 42% in 2002-2005, and 23% before 2002.

CHAPTER 9

REWARDS

9.1 Introduction

Chapter 9 brings together the latest information on pay and the availability of benefits in local authorities (2006) and private and voluntary sectors (2007). For the private and voluntary sectors, the data are provisional findings from the National Minimum Data Set for Social Care (NMDS-SC) covering only the occupations and settings where sample sizes are sufficient. Information on pay and non pay benefits, and trends, is available for local authorities but not the private and voluntary sectors.

9.2 Key findings

9.2.1 Local authorities

In local authorities, average national salaries were highest for social work team leaders and registered managers (£37,300 and £35,200 respectively), followed by social workers and occupational therapists (£31,000 and £30,800 respectively).

Salaries were around 13–14 % higher than the national average in London, and were around 6% below the national average in regions with the lowest averages (which varied by post).

Just over a fifth of social work and occupational therapy posts had been regraded in the previous year, whilst 15-16% had market supplements attached.

Pay scales for residential care staff averaged £8.99 per hour for the lowest of pay scales, and £11.17 for the highest of pay scales.

Over the 2001 to 2006 period the pay of residential care staff rose by 34.4% whilst social worker and residential manager salaries rose by 26.1% and 26.6% respectively.

The availability of non pay benefits varied widely, the most common being essential car user allowances (availability ranging between 69% of occupational therapy posts and 0% of care staff posts), flexitime (40% and 19% of posts), career break opportunities (46%-33%) and the payment of professional fees (34%-7%).

9.2.2 Private and voluntary sectors

Mean annual salaries were £14,828 for direct care workers in all children's services in the voluntary sector, compared with £15,889 in the private sector, and £13,717 for care workers in all children's services in the voluntary sector, compared with £15,378 in the private sector. On this evidence, salaries in the private sector are therefore between 7% and 12% higher than in the voluntary sector.

9.3 Pay in local authorities

Pay in local government is determined within a national bargaining structure which covers mainstream local government staff, from social care through environmental services to support staff in schools. Crucially, this group combines former 'professional' and 'manual' jobs in a single pay line under the 'single status' agreement. The national framework includes a pay spine of 45 points from £11,493 to £39,132 (at April 2007), and also covers some core conditions including weekly hours, minimum holiday entitlement, sick pay and calculations for overtime etc. The structure is highly devolved, with local authorities responsible for negotiating grade structures, job evaluation, pay progression rules and agreed local variations to national terms. The extent of local variation is mixed. The employers aim to increase local discretion over terms and conditions, underpinned by clear national guidelines.

The principal current source of information on the pay and benefits of the local authority children's social care workforce in England is the *Children's, Young People's and Families' Social Care Workforce Survey 2006* (LAWIG 2007a) which reports data for September 2006. Authorities are asked to provide full time salary ranges that they pay for each job, including London allowances, for a number of common jobs, based on job profiles.

Table 9.1 shows that average (mean) annual maximum salaries for posts ranged from £37,347 for social work team leaders and £35,183 for registered managers (in homes up to 15 places), £30,983 for field social workers and £30,758 for occupational therapists and respectively, £28,879 for deputy registered managers, to £21,722 for family support workers and £21,616 for social work assistants.

For these posts, the inter quartile range is relatively narrow for example for social work team leaders and for social workers the upper quartile was £32,487 and the lower quartile was £28,221, suggesting relatively low variations once regional variations such as London allowance are taken into account. Note: the upper quartile is the point at which 25% of the individual salaries are lower and 75% are higher; the lower quartile is the point at which 75% of individual maximum salaries are lower and 25% are higher.

Regional differentials in average minimum and maximum salaries for key jobs (the top and bottom points of salary scales) are shown in Table 9.3. Taking the social worker scale maximum as an example, calculating each region as an index where England is 100.0, the highest region is London at 114.0 (i.e.

average salaries in London were 14% above national average) whilst in the remainder of the country regions varied between 99.9 in the South East and 93.4 in Eastern region.

Between 2001 and 2006 the average maximum (top of scale) salary rose by 26.1% for social workers and 26.6% for registered managers, with a lower increase recorded for deputy registered managers. The highest increase over the five-year period was 34.4% for hourly paid residential care staff.

Table 9.1 Maximum annual salaries and hourly rates (2006)

£ p.a	Lower quartile	Median	Upper quartile	Mean
Social work team leader	34,866	36,636	40,251	37,347
Social worker	28,221	29,859	32,487	30,983
Occupational therapist	28,221	30,351	33,239	30,758
Social work assistant	19,614	20,235	23,175	21,616
Family support worker	20,235	21,588	23,336	21,722
Registered manager (up to 15 places)	32,279	34,142	38,381	35,183
Deputy registered manager (up to 15 places)	26,358	28,179	30,843	28,879
£ per hour				
Residential care staff	10.48	10.86	12.01	11.17

Base: 32 – 79 responses. Source: LAWIG 2007a

Table 9.2 Changes in average (mean) maximum salaries in England (2001-2006)

£ p.a.	2001	2002	2003	2004	2005	2006	% change 2001-2006
Social work team leader	n/a	n/a	n/a	n/a	36,184	37,347	n/a
Social worker	24,565	25,876	27,834	28,139	29,892	30,983	26.1
Social work assistant	n/a	n/a	n/a	n/a	20,757	21,616	n/a
Registered manager (up to 15 places)	27,794	29,357	30,887	31,542	33,175	35,183	26.6
Deputy registered manager (up to 15 places)	23,860	24,899	26,115	26,241	27,562	28,879	21.0
£ per hour							
Residential care staff	8.31	8.98	9.77	9.21	10.26	11.17	34.4

Source: LAWIG 2006a

Table 9.3 Regional average (mean) annual salary scale minima and maxima (2006)

£ p.a.	Social work team leader			Social worker		
	Min	Max	Index	Min	Max	Index
Eastern	34,693	38,617	103.4	22,151	28,931	93.4
East Midlands	31,837	34,934	93.5	20,018	29,902	96.5
London	36,252	42,336	113.4	25,683	35,311	114.0
North East	33,005	35,696	95.6	21,288	30,557	98.6
North West	30,947	33,903	90.9	21,822	29,056	93.8
South East	34,338	39,614	106.1	21,972	30,939	99.9
South West	31,603	34,983	93.7	23,394	30,097	97.1
West Midlands	32,326	36,105	96.7	21,713	29,367	94.8
Yorkshire and Humberside	32,072	34,236	91.7	21,034	29,653	95.7
England	33,386	37,347	100.0	22,513	30,983	100.0

Table 9.3 continued

	Social work assistant		Family support worker		Residential homes registered manager (fewer than 15 places)		Residential homes deputy registered manager (fewer than 15 places)	
£ p.a.	Min	Max	Min	Max	Min	Max	Min	Max
Eastern	17,046	20,956	33,331	38,019	27,822	32,729	17,943	21,608
East Midlands	18,695	22,293	30,666	34,991	26,840	30,101	17,984	20,954
London	21,582	25,346	34,814	38,636	29,482	33,212	21,324	24,377
North East	18,015	20,460	28,782	31,266	23,805	26,148	17,332	18,993
North West	17,375	20,026	27,989	34,091	23,275	25,870	16,846	20,571
South East	17,200	21,666	31,950	37,834	24,136	27,450	17,513	23,644
South West	15,033	18,580	31,163	34,562	25,299	28,598	17,400	19,712
West Midlands	16,303	19,821	30,540	33,516	24,701	28,048	16,168	20,880
Yorkshire and Humberside	17,439	19,813	29,341	32,178	25,039	27,300	18,189	21,560
England	18,233	21,616	30,891	35,183	25,718	28,879	18,165	21,722

Base: 32 – 79 responses. Source: LAWIG 2007a

Table 9.4 Regional average (mean) hourly rate minima and maxima (2006)

£ per hour	Residential care staff	
	Min	Max
Eastern	8.03	10.18
East Midlands	8.57	11.97
London	10.11	13.63
North East	8.71	11.09
North West	9.23	10.98
South East	8.58	11.17
South West	8.36	10.83
West Midlands	7.32	8.19
Yorkshire and Humberside	9.03	10.73
England	8.89	11.17

Base: 42 responses. Source: LAWIG 2007a

For hourly paid residential care staff (Table 9.4) the average maximum rate (top of scale) was £11.17 per hour nationally, ranging from £13.63 in London to £8.19 in the West Midlands. The average minimum rate (top of scale) was £8.89 nationally, ranging from £10.11 in London to £7.32 in West Midlands.

9.4 Benefits for local authority staff

The Local Authority Workforce Intelligence Group (LAWIG) surveys record the availability of a range common pay and non-pay benefits available to staff, based on a fixed survey schedule. However, the coverage is not comprehensive (for example pensions are not covered) and the data are confined to the availability of benefits and do not cost or quantify the benefits.

9.4.1 Pay benefits in local authorities

Table 9.5 shows the percentages of local authorities with pay benefits available to staff. Only small proportions of local authorities reported the benefits specified, of which the most common were:

- payment of higher rates for shift/night/weekend work, available to 38% of care staff, 24% of deputy registered managers, 17% of registered managers and smaller percentages of non residential occupations;
- use of career grade progression schemes, highest for social workers (34% of authorities), occupational therapists (25%) and social work assistants (16%);
- lump sum retention payments, highest for social workers and occupational therapists (22% for each group) and 'golden hellos' (18% for social workers);

- market supplements, highest for social work team leaders (16%), social workers (15%) and occupational therapists (13%); and
- lump sum long-service payments (between 13% and 9% of authorities).

Over a fifth of authorities had regraded posts or increased basic salaries in the previous year for social work and occupational therapy posts, with less than a fifth doing so for the other posts in the survey, the lowest having been residential care staff (12%).

The main changes in pay benefits compared with the equivalent 2005 survey (LAWIG, 2006) were:

- increases in regradings, lump sum retention payments (most occupations) and market supplements (particularly social work team leaders); and
- decreases in lump sum long service payments and career grade progression schemes.

9.4.2 Non-pay benefits in local authorities

A wider range of non-pay benefits are available to local authority social care staff, of which the main ones were:

- car benefits, particularly essential car user allowance (most frequently available to occupational therapists in 69% of local authorities, 63% for social workers and 57% for social work team leaders) and casual car user allowance (highest availability for registered managers and deputy registered managers – 38% and 47% respectively);
- career break opportunities, generally available in around two fifths of local authorities;
- flexitime, available to social workers and occupational therapists in around two fifths of local authorities, less so for residential staff and managers;
- payment of professional fees to qualified post holders – highest for social workers and occupational therapists (a third of local authorities);
- mobile phone provision in around a quarter of local authorities for social workers and occupational therapists;
- subsidised sports and leisure, and season ticket subsidies or commuter allowances, available in almost a fifth of local authorities; and

- employer contribution to the cost of child care, available in under a fifth of local authorities, except for occupational therapists (25% of local authorities).

The main changes in other benefits compared with the equivalent 2005 survey (LAWIG 2006) were increases in the availability of:

- season ticket subsidies/commuter subsidies;
- the payment of professional fees to qualified post holders;
- the use of employer contributions for the cost of other childcare provision (other than childcare facilities subsidised by the employer);
- essential car user allowances, particularly for residential staff;

and falls in:

- the offer of subsidised sports and leisure;
- the use of career break opportunities for social work staff; and
- a slight fall in the use of casual car user allowances.

Table 9.5 Availability of pay benefits in local authorities (2006)

Percentage of local authorities	Social work team leader	Social worker	Occupational therapist	Social work assistant	Family support worker	Registered manager (up to 15 places)	Deputy reg. manager (up to 15 places)	Care staff
Basic salary increased/post regraded in last 12 months	23	22	22	21	17	17	16	12
Market supplement	16	15	13	3	0	0	0	0
PRP, profit or merit pay scheme	7	4	13	2	3	5	7	2
Payment of overtime to prof/mgr grades	3	5	6	5	6	7	7	5
Payment of higher rates for shift/night/weekend work	9	11	6	3	6	17	24	38
'Golden hello'	9	18	6	2	0	2	2	2
Lump sum long-service payment	13	13	9	11	11	12	13	12
Lump sum retention payment	13	22	22	2	2	7	7	2
Accelerated promotion	5	10	13	5	5	5	7	7
Career grade progression scheme	13	34	25	16	14	8	11	10
Other annual pay additions	5	4	6	5	3	5	4	5
Fixed term contract	3	3	0	5	0	0	0	0

Note: between 32 and 79 local authorities responded to each question therefore caution should be applied in interpreting the data. Source: LAWIG 2007a

Table 9.6 Availability of non-pay benefits in local authorities (2006)

Percentage of local authorities	Social work team leader	Social worker	Occupational therapist	Social work assistant	Family support worker	Registered manager (up to 15 places)	Deputy reg. manager (up to 15 places)	Care staff
Car lease – free	1	1	6	3	3	2	2	2
Car lease – subsidised	20	16	19	13	10	10	7	0
Car user allowance – essential	57	63	69	52	43	27	18	0
Car user allowance – casual	25	22	25	30	29	38	47	21
Free/subsidised medical insurance	8	8	16	10	8	8	11	7
Other free/ subsidised insurance	3	3	6	3	3	3	4	2
Free/subsidised life assurance	4	4	6	5	5	3	4	2
Season ticket subsidy/commuter allowance	15	15	13	16	11	13	16	12
Prof. fees paid to qualified post holders	31	30	34	16	14	17	20	7
Flexitime	40	39	38	39	33	27	24	19
Shorter basic weekly hours than national agreement	0	0	0	0	0	0	0	0
Free/subsidised meals/LVs	3	3	6	3	3	2	2	0
Subsidised sports/leisure	16	16	19	20	17	15	18	21
Basic holiday entitlement increased in last 12 months	5	5	6	3	6	3	2	5
'Long-service' holiday entitlement increased in last 12 months	7	6	13	8	6	7	7	5
Maternity pay increased (above statutory) in last 12 months	5	5	9	5	6	5	7	2
Maternity leave (above statutory) increased in last 12 months	0	0	0	0	0	0	0	0
Childcare facilities – subsidised by employer	7	6	13	8	6	7	9	10
Employer contribution to cost of other childcare provision	15	15	25	13	17	12	16	14

Career break opportunity	40	39	44	46	33	45	47	45
Telephone allowance	9	8	6	8	6	8	9	0
Lump sum expense/ Subsistence allowance	3	3	6	3	3	3	2	2
Mobile telephone provision	27	25	22	23	19	15	9	2
Annualised hours	9	8	9	7	3	7	4	0

Note: between 32 and 79 local authorities responded to each question therefore caution should be applied in interpreting the data. Source: LAWIG 2006a

9.5 Pay rates in the private and voluntary sectors

Median and mean annual salaries and hourly rates for full time workers in the private sector taken from the NMDS-SC at December 2007 are shown in Table 9.7 (children's homes) and Table 9.8 (all children's services, including both residential and community services). The NMDS-SC collects data for all job categories but only data based on 50 or more observations are reported, covering Senior Care Workers, Care Workers and 'All direct care roles' (which includes these roles, excluding managerial, supervisory, professional and all other roles). Pay is shown on an annual and weekly basis, as the NMDS-SC offers the option to provide data either on an annual, monthly (not shown due to small samples) or weekly basis. Part time salaries are excluded.

Mean annual salaries for senior care workers in the private sector ranged between £17,650 p.a. for all children's services and £17,347 in children's homes; whilst for care workers they ranged between £15,378 p.a. for all children's services and £15,185 in children's homes.

Table 9.7 Pay rates in private sector – all children's homes (2007)

	Private sector (£)		
	Sample	Median	Mean
All direct care roles			
Annual	272	15,400	15,653
Weekly	184	6.80	7.34
Senior Care Worker			
Annual	57	17,420	17,347
Weekly	61	6.83	8.45
Care Worker			
Annual	180	14,770	15,185
Weekly	116	6.80	6.74

Source: NMDS-SC (December 2007)

Table 9.8 Pay rates in private sector – all children’s services (2007)

	Private sector (£)		
	Sample	Median	Mean
All direct care roles			
Annual	311	15,531	15,889
Weekly	330	7.35	7.64
Senior Care Worker			
Annual	60	17,420	17,650
Weekly	85	8.64	8.83
Care Worker			
Annual	200	15,231	15,378
Weekly	186	6.80	7.05

Source: NMDS-SC (December 2007)

Equivalent data (subject to availability) for the voluntary sector are shown in Table 9.9. Mean annual salaries were £14,828 for direct care workers in all children’s services, compared with £15,889 in the private sector; and £13,717 for care workers in all children’s services, compared with £15,378 in the private sector. On this evidence, salaries in the private sector are therefore between 7% and 12% higher than in the voluntary sector.

Table 9.9 Pay rates in the voluntary sector (2007)

	Voluntary sector (£)		
	Sample	Median	Mean
All children’s services			
All direct care roles			
Annual	248	13,579	14,828
Care worker			
Annual	165	13,287	13,717

Source: NMDS-SC (December 2007)

Currently there are no data available on the pay and non pay benefits available in the private and voluntary sectors.

9.6 Rewards for foster carers

The national minimum allowance for foster carers (approved by a registered fostering service and who are caring for a looked after child) was launched in England in July 2006 and describes the basic core allowance that foster carers receive to cover the costs involved in looking after any fostered child. The actual allowance received depends on a number of factors, in particular the specific needs of an individual child.

In 2007/8 the rates range between £100 per week for a baby (£111 in the South East and £116 in London) to £151 per week for a secondary school child aged 16-17 (£169 in the South East and £176 in London). The rates are updated annually in line with inflation.

From April 2007 all fostering services are required to publicise their allowance ranges, clearly separated from fees (the 'reward' element of fostering payments), and progress towards meeting the minimum rate will be monitored through Ofsted inspection. In future the Government might consider enforcing the national minimum allowance payable to foster carers through regulation.

Currently information on the financial packages available from foster care agencies (council and Private, Voluntary and Independent), including allowances and fees, is not collated nationally. It is reported that 'much confusion and tension is spread by local authorities operating a variety of payment schemes' (*Research in Practice* 2003).

The current tax rules mean that many UK foster carers now pay no tax on the money they earn from fostering. Foster carers are exempt from tax on the first £10,000 per year of their fostering income, and receive relief for each week that a child is in their care (£250 per week for children aged eleven or older, £200 per week for younger children).

9.7 Rewards for volunteers

The National Centre for Volunteering (NCFV) suggest that volunteers should not be out of pocket as a result of their volunteering, and recommend that expenses policies should ensure that income is not a barrier to volunteer involvement, by reimbursing reasonable expenses such as travel, meals, special equipment, childcare, postage and telephone (where working from home). It advises that organisations should pay out-of-pocket expenses only and not flat rate expenses for example standard rates for lunch which could be seen as income by JobCentre Plus and the tax authorities (NCFV, 2002),

CHAPTER 10

DEVELOPING AND REMODELLING THE CHILDREN'S SOCIAL CARE WORKFORCE

10.1 Introduction

Chapter 10 is in two sections and includes:

- an outline of recent major initiatives which have been concerned with developing and remodelling the children's social care workforce; and
- consideration of developments which apply to the following occupational groups: children's social workers; children's residential care workers and managers; foster carers; family support workers; and domiciliary care workers working with children and young people.

The remodelling initiatives discussed in this chapter need to be seen in the context of the wider policy initiatives outlined in previous chapters which are also relevant to remodelling the workforce for example the Integrated Qualifications Framework (IQF), the Common Core of Skills and Knowledge and the new Social Work Degree.

10.2 Developing and Remodelling Initiatives

10.2.1 Overview

The *Care Matters: Time for Change* White Paper (DCSF, 2007a) defined workforce remodelling as:

'building a modern workforce where education, social care, health and youth justice deliver integrated and multi-agency support to improve outcomes for children and young people. It will help shift the focus towards preventive work, achieve efficiency savings and build a workforce capable of adapting and innovating to meet future needs. In considering future need we will look at new methods, roles, technology, changing demand and service user expectations' (p 126).

The White Paper highlighted several key steps being taken to remodel the workforce.

Developing the role of the Lead Professional (a designated professional who coordinates provision and acts as a single point of contact for a child and their family when a range of services are involved). A total of 15 local authority pilots have been established to trial the budget-holding lead-professional concept which will run until April 2008. As part of the proposals in *Care Matters: Time for Change* the Government is piloting budget-holding lead professionals who will have direct access to a budget on behalf of the children on their caseload.

Enabling social workers to spend more time on core work with children and families by modernising their working tools including further investment in ICT to enable social workers to work flexibly and make more efficient use of their time.

Work being undertaken by CWDC to set up 'remodelling pilots' based on social work teams in local areas, building on the remodelling work already being carried out in local areas by developing practical tools to support dissemination of good practice as well as learning from remodelling that has taken place in schools and the health service. For further information see www.cwdcouncil.org.uk.

Learning from international examples of practice on pedagogic approaches to social care in children's services plus establishing and evaluating pilots in residential care.

The development of independent social work practices for looked after children - the Government plans to develop a variety of two-year pilots across a diverse range of local authorities to test the social work practice model.

Care Matters: Time for Change, also set out the Government's commitment to:

- review the support offered to newly qualified social workers and to managers and supervisors;
- explore, with partners, options for greater child specialisation in the social work qualifying degrees at undergraduate and post-graduate levels and in post-qualifying awards;
- build on the common induction standards and adopt these across the children's social care workforce;
- commission CWDC, working with CWN, to research the skills and behaviours required by the children's workforce to support disabled children effectively;
- work with CWDC to establish management induction standards and continue to support the implementation of *Championing Children* for managers working in multi-agency settings within the framework of a children's workforce leadership strategy;
- examine with partners options for social work recruitment campaigns that are more closely embedded in the context of a children's workforce and the ways of working set out in *Every Child Matters*;
- look at ways to make the profession more attractive by developing a Newly Qualified Social Worker status that will give a guarantee of support, training and induction to child and family social workers;
- work with the General Social Care Council (GSCC), CWDC and other partners to explore new initial training routes for social workers; and

- clarify the current fit between career pathways for social workers and the post-qualifying awards available to support those pathways.

Further initiatives which contribute to the remodelling the workforce include the Social Care Register, a register of people who work in social care, and have been assessed as trained and fit to be in the workforce. Registration will ensure that those working in social care meet rigorous registration requirements and will hold them to account for their conduct through codes of practice. Qualifications, health and good character are checked as part of the registration process. At present, social workers and social work students are the only groups joining the register. Over time, social care workers of all levels will be registered - from care workers through to directors of social services.

The New Types of Worker (NToW) Programme (CWDC, Skills for Care 2006a), aims to encourage workforce development initiatives in social care that are firmly located within the integrated services agenda (see case studies below for two examples of the projects being supported).

Case Study: Ian Mikardo High School

The Ian Mikardo High School in Tower Hamlets is a day special school for boys aged 11-16 with severe and complex social emotional and behavioural difficulties which present significant barriers to their learning. The school received funding from CWDC to support the development of two new posts: a full-time Family Learning Mentor to engage with parents and carers of pupils to promote positive parenting including support out of school hours during evenings, weekends, and school holidays; and a part-time Business and Enterprise Manager whose task is to develop and promote employment and cultural opportunities for pupils and parents/carers. The staff team also includes a Deputy Head for Inclusion who is a qualified and experienced social worker and the school has developed particularly impressive arrangements for staff, individual and group supervision which are provided by the school's psychotherapist.

Case Study: Home-Start

Home-Start has been recruiting and supporting volunteers to provide intensive support for families for over 35 years. Volunteers are recruited, trained and matched to a family and supervised by staff employed in local Home-Start schemes. Home-Start received funding from CWDC to take forward the following strands of work: developing optional accreditation and qualifications for volunteers; exploring the appropriateness of existing qualifications for volunteers; reviewing staff training and development needs in relation to volunteer supervision; examining the appropriateness of existing qualifications for Home-Start staff; and piloting the use of CWDC Induction Standards for Home-Start staff. The project has considerable potential to increase the skills, knowledge and numbers of volunteers; to increase the capacity of the organisation to supervise these volunteers; and, indirectly, to create a potential route into the children's paid workforce. The learning from the project also has potential value for other organisations which recruit and support volunteers working with children, young people and families as well as those working within adult social care.

10. 3 Implications for specific occupational groups

10.3.1 Children's social workers

Many of the initiatives outlined above are directly relevant to children's social workers for example enabling social workers to spend more time on core work with children and families and the development of remodelling pilots; the development of independent social work practices; the introduction of Newly Qualified Social Worker status and a review of the support being offered; the commitment to explore how social pedagogy might be applied within a professional development framework for children's social workers.

The *Children's Plan* (DCSF 2007) also made the following commitments:

- to improve initial training and continuing professional development for children's social workers to ensure that all have qualifications and skills that are fit for purpose, beginning with a review of the mechanisms for funding and delivering this training, including the need for legislative and regulatory changes; and
- to establish a framework for professional development to set out the standards and competences expected at different career stages, provide a coherent career pathway, and provide incentives for good social workers to remain on the front line.

This included a commitment to explore how social pedagogy could be applied within this framework. Ivan Lewis, Under Secretary at the Department of Health, also unveiled a £1 million development fund for all universities planning to offer post qualifying social work programmes from September 2008. This one off funding will go towards helping social workers develop the specialist skills necessary to provide high quality services to the public.

10.3.2 Residential childcare staff and managers

The *Care Matters: Time for Change* White Paper (DCSF, 2007a) sets out proposals and funding for a number of social pedagogy pilots in residential child care between 2008 and 2011. The White Paper acknowledges that social pedagogy provides the foundation for training those working with children in many European countries and is associated with positive outcomes. In residential care settings, it brings particular expertise in working with groups. The Government hopes that the pilots will provide answers to key questions about the impact of implementing this model in a new cultural and practice context. They will also assess the impact for children and the experience of children and young people themselves.

10.3.3 Foster Carers

In the *Cost of Foster Care* (BAAF/The Fostering Network, 2005) Tapsfield and Collier estimated that there was a shortage of at least 10,000 foster carers across the UK and suggested that there was an overall funding shortfall for fostering services in England of approximately £617m (approximately £748m across the UK as a whole) for 2005/06. These estimates were based on the assumptions that:

- all foster carers receive the Fostering Network's recommended minimum allowance;
- 85% of foster carers receive a fee on top of their basic allowance;
- foster carers who agree to make themselves available throughout the year would be paid a fee throughout the year;
- at least 50% of foster carers are trained to NVQ level 3 or equivalent;
- additional specialist help is made available to support educational and health needs of looked after children;
- there is significant investment in the management of foster care services and support to foster carers; and
- there is significant investment to improve recruitment.

CWDC's *Sector Skills Agreement Stage 1 Report* (page 62-63) acknowledged that there is a need for:

- an additional 8,000 to 10,000 foster carers in England;
- a wider diversity of carers, especially black and minority ethnic (BME), and gay and lesbian carers;

- a wider mix and choice of placements as a more professionalised service is developed and a need for a greater range of skills and expertise among carers; and
- foster carers to be recognised as part of the wider social care workforce, and so in need of access to the same range of training and development as other social care professionals.

The report also noted that there is a lack of range and choice of foster care placements which detracts from positive outcomes for children. This is of particular concern for BME children cared for away from home, who, as young adults, are over represented among the prison population those failing in school, the unemployed, those who become pregnant as teenagers, the homeless and those misusing drugs, those with mental health problems and the suicidal (even in comparison with the numbers in these situations of all children and young people who have been in care).

All foster carers should meet the CWDC Training, Support and Development Standards¹⁰ within 12 months of their approval and they form the basis of training for new foster carers. The Standards are also a national benchmark for the continuing professional development and training, supervision and support of foster carers. Currently these Standards are not a statutory requirement. However in *Care Matters: Time for Change* (DCSF 2007a) there is a clear commitment to incorporating the CWDC Standards into the planned revision of the National Minimum Standards for Fostering Services. Foster care providers who delay implementation may struggle to meet the new National Minimum Standards within the timescales.

From April 2008 all new foster carers will be expected to complete the Standards within 12 months of their approval. All existing foster carers are expected to complete the Standards and gain the CWDC Certificate of Successful Completion by April 2011. The Department for Children, Schools and Families (DCSF) expects that foster care providers will implement these Standards within the prescribed timescales. Providers will need to prioritise the order in which they support groups of foster carers in completing the Standards. All foster carers are expected to complete the Standards regardless of how long they have been fostering. In most cases the knowledge and skills that these foster carers have acquired from their experience of fostering will enable them to complete the workbook and achieve the CWDC Certificate of Successful Completion with support within a relatively short period of time.

The *Care Matters: Time for Change* White paper also confirmed the Government's intention to:

- use the planned revision of National Minimum Standards for fostering services to establish a link with the new training and development standards which will ensure that OFSTED considers how effectively

¹⁰ For more details see <http://www.cwdcouncil.org.uk/foster-care/standards>

providers are supporting foster carers in reaching the agreed standards;

- fund a national rollout of the *Fostering Changes* Programme which was set up by the Adoption and Fostering Specialist Team at the South London and Maudsley Trust – this programme provides practical advice using skills-based training for foster carers in order to use positive parenting techniques to manage challenging behaviour;
- provide guidance for foster carers on providing sex and relationships education for young people in their care;
- establish systems to ensure that foster carers' skills, training and qualifications are properly recorded and that this information is available to new fostering service providers if the carer moves; and
- develop further multi-dimensional treatment foster care which has been piloted in work with adolescents, and to extend this, supporting pilots for young children to make more effective use of parenting interventions to support the successful return home from care, or to support effective permanence arrangements in a new family.

Case Study: Cheshire County Council

The council has recently mapped the standards against both the Skills to Foster competencies and the relevant NVQ units (CWDC website accessed 13 January 2008).

In July 2006, the Government announced that a national minimum allowance for foster carers would be introduced in England for the first time in order to create a fairer system of payments across the country, helping to ensure that no foster carer is out of pocket due to the costs of looking after children placed with them.

The Government acknowledged the progress that local authorities and independent fostering agencies have made in improving fostering allowances in recent years. However, there was concern that there was still significant variation across the country, with pockets of low payments that cannot be explained simply by regional differences in the cost of living. The national minimum allowance is intended to lead to fairer payments for foster carers and more clarity about their entitlements, regardless of where they live. The announcement of a national minimum allowance was accompanied by publication of guidance on payment systems to foster carers. In *Care Matters: Time for Change* the Government confirmed its intention to require all fostering services to publish details of payment structure for foster carers in relation to the nature of the task being undertaken and the level of work required. The White Paper also announced the Government's commitment to support a campaign to raise the profile of foster care nationally and to support local initiatives in recruiting more foster carers.

Case Study: Tesco and USDAW

Tesco and the shopworkers' union USDAW have reached a pioneering agreement that will give Tesco employees who want to become foster parents a one-off allowance of up to 5 days paid leave. The policy was launched in April 2007 and these five days can be used by staff to undertake the detailed application process, attend foster care related meetings or complete specialist training. Tesco believes that this initiative will contribute to the retention of loyal staff by supporting employees who want to take on this vital role (*Care Matters: Time for Change* (p. 54))

10.3.4 Family Support Workers

A recent report (CWDC, 2008) acknowledges the challenges in defining what we mean by a 'family support worker' and notes that:

- the range of activity that takes place within the overall context of family support is very diverse and includes parenting education, signposting, advocacy, support in the family home or in neighbourhood centres;
- considerable information is available on the nature of the activities undertaken although there is dearth of accessible information on this part of the workforce; and
- at present, there is a lack of clear strategy for collecting this information, for example, the NMDS-SC does not specifically identify family support workers and this 'invisibility' is problematic given the size and diversity of this workforce.

The report suggests that if 'family support work' is identified as the overarching category, it would then become possible to identify with greater clarity the subsets within the occupational group, for example parent educators, outreach family support workers, parent advice workers, and workers providing advocacy and signposting to other services.

Every Parent Matters (DfES, 2007b) set out the following commitments in relation to those working with parents:

- the development of qualifications which reflect the standards for work with parents included in the National Occupational Standards for children's services; and
- the National Academy for Parenting Practitioners (launched November 2007) which will have a key role in improving practice through training, development and support for the parenting workforce.

The *Care Matters: Time for Change* White Paper set out aspects of the Government's strategy to support children to live at home with their families where possible. The key elements of this strategy include:

- encouraging local authorities to analyse and manage their care populations more proactively;
- improved parenting support;
- pilots for new family-based intervention for older children and young people;
- improvements to the arrangements for short break care;
- a new framework for enabling children to live with their family and friends; and
- wider developments which will support the early intervention/prevention agenda.

The White Paper included a full chapter on family and parenting support which includes the following initiatives which have implications for workforce development:

- funding regional training events to equip managers and practitioners with the skills to develop and sustain the Family Group Conference model;
- the development of training resources based on the findings of research concerning neglect;
- funding the development of Multi-Systemic Therapy as a specialist intervention for older children and young people on the edge of care; and
- developing further proposals for the Centre of Excellence in Children's Services which will gather, evaluate and share information on successful approaches across the breadth of children's services.

According to Tunstill et al (2007a) the proposals for a Centre of Excellence in Children's Services highlight the need to bring coherence to the knowledge base on family support tasks and the family support workforce.

10.3.5 Domiciliary care workers working with children and young people

The work of Domiciliary Care Workers is covered by a set of National Minimum Standards (DH, 2003) and domiciliary care is one of the next groups to register with the GSCC.

Although the National Minimum Standards acknowledge specific issues in relation to work with children, for example, the need for providers to have clear procedures in relation to child protection, the standards have been developed primarily for work with adults.

Standard 20 requires that 'All staff in the organisation are competent and trained to undertake the activities for which they are employed and responsible'. This Standard includes the following expectations:

- newly appointed care or support workers delivering personal care who do not already hold a relevant care qualification are required to demonstrate their competence and register for the relevant NVQ in care award (either NVQ in Care Level 2 or Level 3) within the first six months of employment and complete the full award within three years; this standard will be deemed unmet if employers attempt simply to dismiss staff and re-hire every 6 months;
- unqualified staff employed for less than two years at the commencement of the application of the standards are phased into the relevant NVQ in care over the following two years and complete the award within 3 years;
- 50% of all personal care by the provider to be delivered by workers NVQ qualified or equivalent, or better, by 1st April 2008; and
- managers are to obtain a nationally recognised management qualification equivalent to NVQ Level 4 in management within five years from the date of application of these standards, or following that period, within three years of employment.

A key issue to be resolved for domiciliary care workers engaged in work with children and young people is that the current minimum requirement is to meet Level 2 within six months of working as a domiciliary carer, whereas entry to the children's workforce will be raised to level 3.

Case Study: South West Surrey Domiciliary Care Scheme

The South West Surrey Domiciliary Care Scheme comprises Surrey County Council, Guildford and Waverley PCT and Surrey Heath & Woking PCT. Previously the agencies had used their resources to run separate services for children with complex needs and disabilities who needed support in the home. A child with a range of social, medical and educational needs could have a number of different workers coming into their home to support them, which could be disruptive. At worst, no agency would have supported the child, with the result that the parents increasingly couldn't cope in the home situation and the child required longer periods in residential care or in hospital. By bringing their resources and commissioning together, the PCTs and Surrey County Council identified that, by focusing on the child's needs, they could give better support to the child and their parents. A joint team was formed of the staff from social care and health and they now focus on the child's needs rather than on what their agency will provide. Now, the children have more consistent care, cutting the number of different workers going into the home, and fewer children are having to spend time away from their families in hospital or residential care. The organisations concerned benefit from having been able to use the resources they would have spent on expensive packages of care to invest more in other services.

CHAPTER 11

CONCLUSIONS

11.1 The need for workforce information

At all levels, national, regional and local, relevant and fit for purpose data are needed to inform developments in services and the workforce, and to underpin workforce planning. There is no one set model of workforce planning, nor is it a mechanistic or static process. Essentially it is about analysing the current workforce, and extending the analysis to identify the future skills and competencies needed to deliver new and improved services. Such an analysis can highlight shortages, surpluses and competency gaps and the reasons for these.

11.2 Data availability and gaps

This study has reviewed the availability of data sources in children's social care. It confirms both the existence of useful data sources, and significant gaps in data coverage, and points to a future direction of travel.

11.2.1 Local authorities

The local authority sector has been well served by data sources which provide 'baseline' data on workforce numbers, characteristics and current issues such as recruitment and retention. However, due to reorganisation of services and the emergence of new ways of working (involving changes in the occupational map of the workforce) the sources now do not fully map and describe the children's social care workforce. These changes, along with continuing workforce and labour market demands, including recruitment and retention, and the need to source new and emerging occupational categories, underline the need for workforce data which are fit for current purposes.

11.2.2 Voluntary and private sectors

In the voluntary and private sectors longstanding gaps in data on services and the workforce are now being filled by the National Minimum Data Set for Social Care (NMDS-SC), and this study has used data from this source for provisional workforce analysis of children's homes; however, significant data gaps remain to be filled, particularly in social work, and for support workers and volunteers.

Local authorities are being encouraged to participate fully in the NMDS-SC, and when this happens, this will be a way of tackling the workforce information gaps in the sector.

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ANNEX A

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ANNEX B

JOB ROLES

A. Sample of roles falling within the scope of this review

1. Managers, their deputies and assistants involved in the provision of social care for children and young people.
2. Foster carers, including private foster carers.
3. Children and families social workers.
4. Registered Managers of children's homes, their deputies and assistants plus all residential child care workers.
5. Outreach/family support workers.
6. Education Welfare Officers.
7. Children and Family Court Advisory and Support Service family court advisers.
8. Lead Inspectors of registered children's services within the occupations covered by CWDC.
9. Support workers in all the above settings.
10. Volunteers not otherwise covered above.

This list is not intended to be comprehensive. There are a number of individuals who carry out social care work as part of their role, while others carry out a wholly social care role, but have a different job title.

B. Full list of job categories in children's services recorded by the SSDS001

1. Team leaders and managers
2. Assistant team leaders/managers
3. Care managers
4. Field social workers
5. Social service officers/social work assistants
6. Child protection, family placement, juvenile/youth placement officers
7. Community workers
8. Occupational therapists
9. OT assistants, equipment aids and other officers
10. Technical officers
11. Managers/Officers in charge
12. Deputy officers in charge
13. Social workers based in family centres
14. Family centre workers, family aides and other care staff
15. Nursery officers, students and assistants
16. Playgroup leaders and assistants
17. Teaching staff
18. Staff in community centres
19. Other supervisory staff
20. Care staff
21. Other support services staff

Source: Information Centre for Health and Social Care (IC, 2007)

ANNEX C

PROVIDERS AND USERS OF CHILDREN'S SOCIAL CARE SERVICES

Introduction

Annex C provides an outline of the social care services provided and their users, in relation to the services and settings within this part of the occupations covered by the CWDC, setting the scene for the main body of the report, and laying out the context within which the social care workforce works.

It illustrates the capacity of service by reference to the number of children's social care providers, establishments or users. The information shown varies, depending upon information availability.

The context for this is the major programme of reforms across children's services and workforce, driven by *Every Child Matters* and an ongoing programme of change, including in children's social care.

The Children's Plan (DCSF, 2007, page 151) describes the children's workforce as comprising:

'Everyone who works with children, young people and families. This includes people working in settings like schools, Sure Start Children's Centres and youth clubs as well as people working in health services, in social care and youth justice. Our vision for this workforce is of a team working on the basis of Every Child Matters. It is a workforce which understands Every Child Matters, its role in delivering Every Child Matters outcomes and its role in the team around the child.'

Every Child Matters aims to put in place a national framework to support the joining up of services so that every child can achieve the five *Every Child Matters* outcomes. The ten key elements of this framework are:

- the duty to cooperate to promote the well-being of children and young people;
- the duty to make arrangements to safeguard and promote the welfare of children and young people;
- the development of statutory local safeguarding children boards (LSCBs) to replace non-statutory area child protection committees (ACPCs);
- the appointment of local directors of children services;
- the National Service Framework for Children, Young People and Maternity Services
- the Outcomes Framework;
- the development of an integrated inspection framework;
- the appointment of a Children's Commissioner;
- the development of a Common Assessment Framework; and
- workforce reform to help develop skills and ensure staffing levels.

Social services play a central role in trying to improve outcomes for the most vulnerable and a key measure of success will be achieving change through closing the gap between their outcomes and those of the majority of children and young people.

Children's and families' social work

Children's and families' social work is a function in a developing phase reflecting major government initiatives such as the publication of '*Every Child Matters* (DfES, 2003), the Children Act 2004 (DfES, 2004b), and the follow up initiatives described in Chapter 2 of this report. The Children Act 2004 requires local authorities to lead on integrated delivery through multi-agency children's trusts, to develop a children and young people's plan, and to set up a shared database of children, containing information relevant to their welfare.

In children's social work the primary client groups are children in need, looked after children, young people who have left care, disabled children and their carers, younger children in day care, and the families of these children and any others requiring the support of social workers.

The core services provided by local authorities are strongly guided by the 'Five Outcomes' set out in *Every Child Matters* (Grow up healthy, Stay safe, Enjoy life, Make a positive contribution, Enjoy economic wellbeing) cover advice, referral, and assessments, the coordination of multi agency responses, child protection, safeguarding, corporate parenting, residential care, fostering and adopting, family support and teenage pregnancy.

According to ONS annual statistics on referrals, assessments of children and young people (ONS/DCSF, 2007), in the year to 31 March 2007 there were 545,000 referrals of children to local authority children's services, 305,000 initial assessments and 93,400 core assessments were made, and 33,000 children became the subject of an assessment plan (DCSF 2007). There were 60,000 children looked after in March 2007, of whom 47,000 (71%) were in a foster placement, up 2% on the previous year (DCSF, 2007).

All 150 local authority children's services provide children's social work services. There is also a growing volume of provision in the voluntary and private sector.

Family centres and residential family centres

In 2000 there were around 500 family centres in England and Wales, providing community-based preventive services to both families and children 'in need' as well as children 'at risk' from poor parenting (Joseph Rowntree Foundation 2000).

A total of 44 residential family centres were registered on the Ofsted Registrations and Inspections Database at March 2007 (up from 41 in 2006). The majority (25, or 57%) were privately owned and eight (18%) managed by local authorities (reported in CSCI, 2007).

Outreach and family support workers

Family support workers go into people's homes to offer practical help and emotional support to families experiencing various problems. Families are referred by social workers to family support workers whose role is to provide advice and try and keep families together. The primary concern of the family support worker is the care of the children, whose parents might be experiencing difficulties. Problems might include the abuse of drugs or alcohol, one parent in hospital or prison, financial or marital difficulties or simply the fact that they have not experienced good parenting themselves. The work varies according to the needs of the family and the recommendations of their social worker.

Local authority day nurseries

Many local authorities directly provide day nurseries particularly for disadvantaged children and those with special needs. In 1999 local authorities directly provided a total of 400 day nurseries, a fall from 700 in 1989 (DFEE, 1999)

Occupational therapy children's services

Occupational therapists work with individuals, families and carers to find ways of managing their daily living activities, mobility and their general condition. This can take the form of advice, rehabilitation, referring to other agencies and support in obtaining specialist equipment or adaptations to homes. Under the Children Act 1989 local authority occupational therapy services have a responsibility to contribute to services which promote the welfare of disabled children and to take the needs of carers into account.

Children's homes

At March 2007, 1,958 children's homes were registered on the Commission for Social Care Inspection (CSCI) Registrations and Inspections Database (down from 2,029 in 2004). Of these, 1,198 (61%) were privately owned, 628 (32%) in local authority ownership, 118 (6%) in the voluntary sector, three NHS and 11 (1%) in other types of ownership.

Fostering and adoption agencies

At March 2007 there were 259 independent fostering agencies (up from 232 in 2004), 147 local authority fostering services, 51 voluntary and 148 local authority adoption agencies on the CSCI Registrations and Inspections Database. All approved foster carers operate through these agencies. Over three quarters (80%) of the independent fostering agencies are privately owned.

At 31 March 2007 there were 60,000 children looked after, slightly down from 60,300 the year before, and a decrease of 2% from 2003 (61,200). In 2007 there were 42,300 children looked after in foster placements, a 2% increase from 41,700 in 2006 and a 3% from 41,000 in 2003 (DCSF, 2007c).

Home/domiciliary care agencies

Registration of domiciliary care agencies with the CSCI began on 1st April 2003; that of nurses agencies on 1st September 2002. By November 2004 a total of 3,684 domiciliary care agencies and 987 nurses agencies were registered on the CSCI Registrations and Inspections Database.

At 31 March 2007 there were 4,735 home care agencies registered with CSCI. Of these, 82% (3,867) were in the private and voluntary sector and 15% (719) were managed by local authorities.

The CSCI (CSCI, 2007) notes that 'due to the scope of the legislation covering the regulation of home care agencies, organisations with widely differing characteristics are required to register with CSCI, [including] services attached to supported living units, offering care only to residents in the unit; and large organisations offering care across several councils and for client groups including children'. Some domiciliary care agency businesses also provide other care services, for example, day care, residential care, domestic services and sheltered or very sheltered housing.

A CSCI report on home care (CSCI 2006b) highlighted that although the independent home care sector has grown rapidly since the 1990s, it still has the characteristics of a 'cottage industry' with many small providers delivering (on average) around 500 hours per week of care. There was a large amount of movement in the market during 2005/06; for example, CSCI deregistered 416 agencies and processed 905 new registrations. However, the report pointed out that there are signs that a market that had been fragmented and unstable was beginning to consolidate, as a result of councils' decisions to purchase from fewer providers, and the competitive tendering processes they use (CSCI, 2006b).

Nursing agencies

Some agencies provide both domiciliary care and nursing staff, and have to be separately registered for each activity. At 31 March 2007 there were 770 nursing agencies registered with CSCI, 97% (750) of which were in the private and voluntary sector.

Direct payments

Direct payments are cash payments in lieu of social services, and since the Health and Social Care Act 2001 must be offered to the parents of disabled children, giving greater choice and flexibility in how they receive services.

The table below shows that at March 2007 there were an estimated 7,041 recipients of direct payments from local authorities for children's care, including 6,466 carers of disabled children and 575 disabled children aged 16 or 17. Overall, there was an increase from 5,353 in 2006, and from only 226 in 2002.

Carers of disabled children and disabled children in receipt of direct payments

	Sept 2002	Sept 2003	Sept 2004	Sept 2005	Sept 2006	Sept 2007
Carers of disabled children	228	875	2,081	3,991	5,027	6,466
Disabled children	38	125	309	366	326	575
Total (above)	266	1,000	2,390	4,357	5,353	7,041

Source: CSCI (2008)

The Children and Families Court Advisory and Support Service (CAFCASS)

CAFCASS is a national non-departmental public body whose remit is to safeguard and promote the welfare of children involved in family court proceedings, to give advice to any court about any applications made to it in such proceedings, to make provision for children to be represented in such proceedings, and to provide information, advice and other support for the children and their families. It brings together the services previously provided by the Family Court Welfare Service, the Guardian ad Litem Services and the Children's Division of the Official Solicitor, and operates in ten regional areas in England. CAFCASS works with nearly 100,000 children and their families each year (OFSTED, 2007).

Education welfare services

All children's departments in England operate an Education Welfare Service, the main responsibility of which is enforcement of school attendance, although it has other responsibilities including regulating child employment, advising on child protection issues, helping to arrange alternative educational provision for individual pupils, advising on children being educated otherwise than at school, and preparing reports on pupils with special educational needs as part of the statementing process.

Lead Inspectors of registered children's services

Ofsted has a wide range of inspection duties across education, children's and young people's services. In social care Ofsted regulates and inspects providers of social care, including children's homes, secure children's homes, independent adoption and fostering agencies, adoption support agencies, residential special schools, residential family centres and the CAFCASS. Adoption and fostering services provided by local authorities are inspected by Ofsted but not regulated by them.

Other services for children and young people

Other services which could provide care to children and young people as part of a range of other services include learning mentors, behaviour enhancement and support teams, educational psychology services, play work services, sport and

leisure services, youth work services and youth offending teams. These services are not covered in this review as it has a specific social care focus.

Volunteering

A Charity Commission survey in mid 2006 found that 14% of all charities on the Charity Commission register were engaged in the delivery of children's services for the public sector. This equates to almost 23,500 charities, the majority of which have incomes below £10,000 (Charity Commission, 2006). One way in which volunteers are involved in childcare work is through Voluntary and Community Service organisations (VCS). *The Action Plan for Third Sector Delivery of Public Services* outlines how the Third Sector can be fully involved in delivering and designing public services (Cabinet Office/Office of the Third Sector, 2006).

ANNEX D

PREVIOUS WORKFORCE RESEARCH IN THE CHILDREN'S SOCIAL CARE WORKFORCE

Introduction

Up to now workforce research and statistics on the children's social care workforce in England have tended to concentrate on the local authority sector, although periodically efforts have been made to identify the workforce in all or parts of the private and voluntary sectors. This section reviews previous research exercises to collate data and provide estimates of the workforce across all sectors.

Key findings

The latest full estimate of the numbers employed in the children's social care workforce (broadly as defined in this review) in 2003/4 was as follows (Skills for Care, 2005):

○ Private sector	36,000 (22%)
○ Voluntary sector	32,300 (20%)
○ Statutory sector	65,000 (40%)
○ Foster care	31,000 (19%)
○ Total (above)	164,300 (100%)

Except for the statutory sector (primarily local authorities) there was very little contemporary data to do further analysis of this workforce

All parts of the workforce appear to have grown significantly over the last decade.

The main sources

In 1997 a report published by the Local Government Management Board entitled *Human Resources for Personal Social Services* (LGMB 1997), made estimates of the staff employed in private and voluntary homes, with a total of 3,195 (2,760 FTE) staff, comprising 2,000 care staff (1,180 FTE) in homes for children looked after, and 1,140 (900 FTE) for homes and hostels for children with learning disabilities. The report estimated a total children's residential workforce of 15,800 (13,800 FTE), including 12,660 (11,000 FTE) in local authorities. This report did not investigate the size of the children's workforce in other parts of the social care private and voluntary sector (other than children's day care).

In 1998 the Improvement and Development Agency (IDEA) and PVI sector membership organisations carried out the PVI sector Children's Homes Survey 1998 (IDEA et al, 1999) which surveyed private and voluntary children's homes across the UK. For England (based on a 28% response rate) this survey estimated a total of 5,120 care and teaching staff (4,580 FTE), and 1,800 other

staff, making a total of 7,105 staff (6,320 FTE, including casual, agency and bank staff). There were then 94 private and voluntary registered homes in England with 3,382 places.

Desk research entitled *People Working with Children* carried out by the Employers Organisation for Local Government in 2003 provided the first estimate of the workforce in the whole of children's social care in England (EOLG, 2003). This report estimated a total of 2.48 million people working with children across education, social care, early years, justice and probation, and sports and recreation. This included the following estimates:

- a total of 125,500 headcount staff were employed across social care;
- 47,400 (39,200 FTE) were working in local authorities;
- 7,100 (6,320 FTE) in the private and voluntary sector residential care;
- 36,000 were foster carers; and
- 35,000 worked in the voluntary sector (other than residential).

In this research the estimate for the PVI sector residential care was taken from the 1997/8 IDEA research, whilst the estimate for the voluntary sector was attributed to the National Council for Voluntary Child Care Organisations (NCVCCO) 1999/2000 report 'Portrait of an Umbrella Body' (NCVCCO 1999/2000, which also contained an estimate of 71,500 unpaid staff and volunteers working with its member organisations.

In 2005 DfES, in a review of the evidence for the Children's Workforce Strategy (DfES, 2005), provided the following estimates:

An estimated total children's social care workforce of 127,300 (headcount), made up of:

- 61,000 in 'Social Services' (including 43,200 in local authorities, 5,900 in the voluntary sector, and 12,200 in the private sector);
- 64,000 foster carers (based on doubling the number of 32,000 foster care families, acknowledged to be an over estimate); and
- 2,300 working for CAF/CASS.

The second annual report of the Skills for Care Workforce Intelligence Unit (Skills for Care, 2005) provided a range of information and a baseline for the current review, including several approaches to estimating the children's social care workforce.

As part of an estimated total social care 'core' workforce of 922,000 in 2003/4, the children's social care workforce was estimated from various sources to total 123,000, including field, domiciliary care, day care (including local authority

childcare only), care homes, agency staff and certain NHS staff (healthcare assistants and transferred social care staff). The total of 123,000 excluded childcare (other than local authority), nannies, early years, state school teaching assistants and support staff, registered foster carers and adoptive parents.

The report considered it likely that the initial estimate of the total core workforce of 922,000 in 2003/4 was an underestimate and, by the same token, it revised upwards local authorities' estimates supplied to the CSCI (based on Performance and Assessment Data and Information, February 2004) of 928,600 to 1,004,400, which included a revised estimate of 133,600 for the children's social care workforce.

The revised total of 133,600 employed was made up of:

- 36,600 in the private sector (27%);
- 32,300 in the voluntary sector (24%); and
- 65,000 in the statutory sector (49%).

To the total of 133,600 would need to be added foster carers and adoptive parents who numbered 31,000 in March 2004, to provide an estimate of the total social care children's 'wider' workforce of 164,300.

In 2003/4 this report estimated the total number of qualified social workers working in social work and related work at 76,100, of whom 54,000 worked in all areas of local authority social services departments, 3,100 were agency social workers working for local authorities, 5,600 in PVI sector care homes and domiciliary care, 12,800 in all other public and private sector employers, (for example, CSCI, CAFCASS, the Probation Service, SureStart, Connexions, NSPCC, Barnardos,) and 200 in the NHS.

Other information provided by Skills for Care in 2005

Social workers

The 2003 Labour Force Survey estimated a total employment of 67,000 social workers as classified by Standard Occupational Classification (SOC) code 2442. This total is less than the estimated total number of 76,100 qualified social workers, as some would be working in related occupations such as youth and community workers (total employed 66,000), housing and welfare officers 111,000), etc. (cited by Skills for Care, 2005).

ANNEX E

OVERVIEW OF DATA SOURCES FOR THE CHILDREN'S WORKFORCE

Currently there exist the following main data sources concerning the children's social care workforce in England.

1. The annual social services staffing return SSDS001 (IC, 2006)

The NHS and Social Care Information Centre conducts a census of staff by headcount and full time equivalent (FTE), full time/part time, a detailed job classification by setting, client group and occupation, gender and ethnicity (formerly conducted by the Department of Health). The SSDS001 is not a statutory return but it normally attracts a 100% response from the 150 local authorities with social care responsibilities.

Its coverage is the whole social care workforce, and until the separation of the former Social Service Departments (SSD) into adults and children's services, it was a departmental return just covering the workforce in SSDs. Currently it aims to cover the same workforce which is now in separate departments. The format of the return, which is unchanged since its last review in 1993, does distinguish between children's and adults workforce (e.g. it distinguishes children's and adults' social workers, and children's and adults' residential homes), even though they are now located in separate local authority departments.

The IC may discontinue this return when the National Minimum Data Set for Social Care (NMDS-SC) is in full operation and is seen to replace the staffing return. Current data are as at 30 September 2006, and the next data release relating to September 2007 is scheduled for April 2008. There have been no developments of the return to help it best to capture organisational changes in local authorities, in view of the development of the NMDS-SC.

2. Children's, Young People's and Families' Social Care Workforce Survey (LAWIG 2007a/2007b)

This survey is carried out by Local Government Analysis and Research (LGAR) for the Local Authority Workforce Intelligence Group (LAWIG). This too is a long standing exercise, originating in 1987, designed to dovetail with the SSDS001 return (so, for example, it does not ask for employment information, and utilises SSDS001 employment data for the calculation of turnover/vacancy rates and the grossing of returns to 100% estimates). The package of the two exercises has been agreed by government departments and the key workforce agencies to be the definitive source of data on the social care workforce in the statutory sector. In the mid to late 1990s the local authority surveys were complemented by a series of ground breaking surveys of the PVI sector which set the scene for the development of the NMDS-SC in recent years.

The LAWIG surveys cover a range of workforce topics including age distribution, vacancies and turnover, origins of starters and destinations of leavers,

recruitment and retention difficulties and reasons, workforce strategies for occupational groups, numbers in training and holding qualifications of selected groups, partnership working, and data on pay and benefits for selected occupations. Periodically this exercise is complemented by special exercises such as the Occupational Therapy Workforce Survey in 2004.

Current data are as at September 2006. Up to and including 2005 the survey was carried out as a combined exercise for the whole of pre existing social service departments, with limited breakdowns of the data by adults' and children's services added in recent years.

In 2006, two separate exercises for adults' and children's services were conducted which were reported in October 2007, and key findings from the children's and young people's survey (which attracted a response rate of 59% compared with 66% for the adults' survey), are reported in sections of this report. The surveys have been discontinued in 2007 in order to make way for the NMDS-SC.

The Local Government Pay and Workforce Strategy Survey 2006 (LGAR, 2007a)

This is a third source of data carried out for the local government central bodies, and is a consolidated survey combining three previous separate exercises: the Recruitment and Retention Survey, the People Skills Scoreboard, and the Human Resource Development Survey.

It covers the incidence and impact of recruitment and retention difficulties across the whole range of local government staff and provides useful comparative data which are set in the context of whole workforce data on turnover, training spend, workforce development issues and trends. Relevant data are reported in Chapter 8 of this report. The survey has also not been carried out in 2007.

National Minimum Dataset for Social Care (NMDS-SC) (Skills for Care, 2007)

This is a major initiative led by Skills for Care and supported by the CWDC to set up a new and full workforce data collection exercise across the whole of the social care sector including both the adults' and children's workforce. So far progress has been greatest in the private and voluntary sector and there is a target to have 40% return rate amongst registered and unregistered establishments in 2008, with ultimately a 100% planned coverage and an annual update of returns.

As at December 2007, a significant number of private and voluntary sector children's services providers had made returns, and this report utilises these returns to provide up to date data on this section of the workforce.

The State of the Social Care Workforce 2004 (Skills for Care, 2005)

This was a significant exercise and serves as the baseline for this review and the parallel adults' services review currently being carried out by Skills for Care, which reports in tandem with the CWDC review.

Other sources

Given the desire of employer bodies in social care to ensure coordinated data collection to avoid duplication and burdens on employers, there are relatively few major mainstream data sources which provide focused data on the children's social care workforce. However, there are a number of important sources covering the whole of social care which do not distinguish between adult's and children's services including:

- Office of National Statistics (ONS) sources such as the Labour Force Survey, the Annual Survey of Hours and Earnings;
- General Social Care Council (GSCC) data on the training of social workers;
- quarterly monitoring data of NVQ take up in England provided by the Local Authority Workforce Intelligence Group (LAWIG 2007c); and
- the latest assessment centre surveys by the same group which flesh out issues relating to quarterly NVQ data (LGAR, 2007b).

These sources are used in this review according to their relevance to children's services.

ANNEX F

The Children's Workforce Network (CWN)

- National College for School Leadership
- Children's Workforce Development Council
- Creative and Cultural Skills
- General Social Care Council
- General Teaching Council for England
- Improvement and Development Agency
- Lifelong Learning UK
- Nursing and Midwifery Council
- Skills for Health
- Skills for Justice
- Skills Active
- Training and Development Agency for Schools

The CWN work streams for 2007-8 include:

- overseeing the development of the Integrated Qualifications Framework (IQF);
- developing a strategy and tools to support integrated working/Remodelling the workforce at regional and local level;
- strengthening collaboration between CWN members on Leadership and Management;
- developing a set of common data items and data definitions for inclusion in data collection by CWN members;
- facilitating mobility of staff within the children's workforce; and
- exploring vocational pathway - 14-19 Specialised Diploma.

There are Policy Groups to support each of the above work streams. A new work strand for the youth workforce has also been established for 2008.

ANNEX G

STAFF OF LOCAL AUTHORITY SOCIAL SERVICES

DEPARTMENTS (CHILDREN, YOUNG PEOPLE AND FAMILIES)

ENGLAND SUMMARY (30 SEPTEMBER 2006)
Source: Information Centre staffing return SSDS001

Group and type of staff		Staff in post			
		Full-time	Part-Time	Total	
				FTE	Numbers
II STAFF IN OPERATIONAL DIVISIONS/ NOT ESTABLISHMENT BASED					
Provision specifically for childrens services					
2.30	Team leaders/managers	3125	420	3380	3545
2.31	Assistant Team managers/senior social workers	3255	925	3795	4180
2.32	Care managers	200	60	240	260
2.33	Field social workers	9455	2790	11105	12240
2.34	Social services officers/social work assistants	4105	1615	4980	5720
2.35	Child Protection, Family Placement, Juvenile/ Youth Justice workers	3475	1765	4260	5240
2.36	Community workers	1100	605	1415	1705
2.37	Occupational therapists	75	105	135	180
2.38	OT assistants, equipment aids & other officers	505	370	640	875
2.39	Technical officers	205	75	250	280
	(2.30-2.39) Sub-total	25500	8720	30195	34225
III DAY CARE PROVISION					
Family centres					
9.1	Officers in charge	235	45	265	280
9.2	Deputy officers in charge	200	65	235	265
9.3	Social workers based in family centres	140	50	170	190
9.4	Family centre workers, family aides & other care staff	1865	1410	2620	3275
9.5	Other support services staff	275	550	540	825
	(9.1-9.5) Sub-total	2715	2120	3830	4840
Staff in day nurseries					
10.1	Managers and officers in charge and nursery group	90	15	100	105
10.2	Deputy officers in charge	85	20	95	105
10.3	Nursery officers, students and assistants	715	305	885	1020
10.4	Other support services staff	70	270	235	340
	(10.1-10.4) Sub-total	955	615	1310	1570
Staff in play groups					
11.1	Playgroup leaders and assistants	25	195	105	220

Group and type of staff		Staff in post			
		Full-time	Part-Time	Total	
				FTE	Numbers
11.2	Other support services staff	-	30	10	35
	(11.1-11.2) Sub-total	30	225	115	250
Nursery centres where funded by social services					
12.1	Teachers (whether qualified or not)	10	10	15	20
12.2	Managers and officers in charge	5	-	5	5
12.3	Deputy officers in charge	-	-	-	-
12.4	Nursery officers, students and assistants	50	40	70	85
12.5	Other support services staff	35	20	45	60
	(12.1-12.5) Sub-total	105	70	140	170
Community centres					
13.1	Total staff employed by social services	10	30	25	40
	SECTION III TOTAL	3815	3060	5420	6870
IV CARE IN RESIDENTIAL ESTABLISHMENTS					
Staff of homes and hostels mainly for children with learning disabilities					
18.1	Managers and officers in charge	115	10	125	130
18.2	Deputy officers in charge	125	25	140	150
18.3	Other supervisory staff (eg senior care officers)	335	265	470	595
18.4	Care staff	510	1135	1125	1645
18.5	Other support services staff	80	340	250	420
	(18.1-18.5) Sub-total	1160	1775	2110	2935
Staff of community homes for children looked after					
19.1	Managers and officers in charge	500	15	510	515
19.2	Deputy officers in charge	580	40	605	625
19.3	Other supervisory staff (eg senior care officers)	1275	325	1420	1600
19.4	Child care staff	3190	1735	3995	4925
19.5	Teaching staff	55	50	80	105
19.6	Other support services staff	385	950	895	1335
	(19.1-19.6) Sub-total	5980	3115	7510	9100
	SECTION IV TOTAL	7140	4890	9620	12035
V SPECIALIST NEEDS ESTABLISHMENTS					
Mainly for children					
21.1	Managers and officers in charge	75	-	75	75
21.2	Deputy officers in charge	75	15	80	85

Group and type of staff		Staff in post			
		Full-time	Part-Time	Total	
				FTE	Numbers
21.3	Other supervisory staff (eg senior care officers)	200	90	250	290
21.4	Child care staff	455	565	745	1020
21.5	Teaching staff	35	30	45	65
21.6	Other support services staff	125	265	270	390
	(21.1-21.6) Sub-total	960	970	1470	1925
TOTAL STAFF					
24.1	Grand total all staff (above)	37415	17640	46705	55055

Note: totals may not add to 100% due to missing data and rounding.

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