



SSA Stage 2 Report
Wales part A
Understanding the Supply of Learning to the Social Care sector in
Wales

(A separate report follows this one for the early years and childcare care sector in Wales)

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Executive Summary

This report seeks to consider the supply of learning currently available to the Social Care sector in Wales. It is prepared by Care Council for Wales in its role as the Welsh partner of Skills for Care and Development, the sector skills Council for social care, children, early years and young people's workforces. A separate report is provided that considers the issues in respect of the Early Years and Children's care part of the sector since the experiences and issues of the two sub sectors are significantly different.

The Evaluation contained within this report is based on a wide variety of research methodologies including secondary research from a variety of sources. Responses to a recent DELLS consultation **Skills Review of Social Care (Direct Care Services) in Wales** 2006, original research commissioned by Care Council for Wales, focus groups, postal surveys with employers and some key stakeholders to ensure the key messages are correct. It is believed to provide an accurate account of the learning currently utilised and to project the learning that will be required by the sector until 2016.

It is important to recognise that social care (as with education, learning and skills) in Wales is a devolved responsibility and therefore significant differences exist in the processes, institutions, building blocks and delivery mechanisms of services across both social care and learning provisions in Wales. Therefore while some UK benchmarking does exist within this report it focuses on the position and issues as they exist in Wales. It should also be noted that social care in Wales and the UK is substantially different from the rest of the European Union and the rest of the world with different regulatory frameworks, requirements and training. For that reason this report contains no international benchmarking.

The report takes full account of the social care and education policy contexts that operate in Wales and in particular attempts to locate the learning needs of the sector within the **Strategy for Social Service in Wales Over the Next Decade: Fulfilled Lives Supportive Communities**, published by Welsh Assembly Government in February 2007. This report outlines many of the service changes that will be required by the sector to provide social services that are fit for purpose in the 21st century. It clearly identifies some workforce needs for the sector including:

- Better commissioning skills
- Leadership and management skills
- A 10 Years Workforce Strategy and a 3 year Action Plan (led by Care Council for Wales)
- New Roles for Workers
- Greater support to people in their own home
- More user led services
- More technologically supported methods of care.

The report also outlines the issues raised by the ADSS report **Social Work in Wales: A Profession to Value** published in 2005. This report indicated the demands and learning supply needs for social workers in Wales.

Social care within the Welsh context has a number of established partnerships and other processes already in place that have significantly improved the level of knowledge about the needs for learning and skills within the sector in recent years and have moved a considerable way to focussing and delivering better learning supply to the sector. These partnerships already bring together service providers, learning suppliers, FE colleges, Careers Wales, Job Centre Plus, Unions and Professional Bodies and other significant players at local authority level (Social care Workforce Development Partnerships) and Regional (Regional Social Care Partnerships). The infra structure for effective action therefore is already more developed than in most other sectors in Wales.

The sector has a largely part time, female, ageing workforce: many workers have no appropriate qualifications at all. The principle driver therefore is to get as many workers as possible qualified to an initial and basic standard. It is highly regulated and changes to regulations in service (National Minimum Standards) and to the workforce through Care Council for Wales's registration requirements which are developing and extending. These activities bring new challenges to the sector's employers in terms of securing effective learning and training and thus to the learning suppliers. There has been substantial growth in the funding and investment made to and by the sector to meet targets set by these regulatory frameworks. Due to retention issues the sector continues to need more workers to be qualified to ensure that the regulatory training targets can be met before it can shift the culture and ensure the ongoing learning and development of all of its workers. It should also be remembered that social care workers are trained to improve not only the quality of life of service users and their carers but to ensure the protection of those users and the wider public.

Social care has a poor public image due to public protection issues; the nature of the caring professions; the poor wages and salaries within the sector; long shifts and anti social hours worked by staff and negative media coverage related to the safeguarding of vulnerable groups within society. These issues contribute to the difficulties experienced by the sector in recruiting staff especially from the younger age groups and from Welsh speaking and ethnic minority groups. In response to these challenges increasing numbers of employers are recruiting staff from the European Union (especially the Accession Countries from 2004) and staff recruits from the rest of the world are also on the rise.

Key messages on the Skills Needs and Gaps

The major issues faced by the sector can be summarised as follows:

- The demography of Wales is changing with people living longer.
- Social care has recruitment challenges and will have to compete with other service industries to attract staff
- Retention strategies will need to focus on retaining skilled and qualified staff.
- Only 40% of the workforce is currently qualified and this needs to increase.
- Clearer career pathways as a further way of strengthening retention
- A comprehensive but flexible Continuing Professional Development Programme -for the sector
- Changing patterns of service bring increases in staff numbers and the skills mix required
- Basic skills needs of the sector's workforce
- An increase in the migrant workforce needs to be explored as does their skills gaps.

- There is an increasingly mixed economy of services provided by local authorities and independent/voluntary sector's requiring better skills in commissioning
- There is a need to develop an effective leadership and management strategy for the sector
- There is a continuing need to address the needs of Welsh language speakers in ensuring services can be delivered appropriately.
- There is a need to explore the new roles that will result from the implementation of the 10 year Vision for social care in Wales: **Fulfilled Lives Supportive Communities**.
- There is a need to establish more flexible funding arrangements to begin to move towards a qualified workforce.
- A coordinated data collection and analysis system for labour market intelligence needs to be established

Key Messages: Learning Supply

This report then identifies a number of key issues about the supply of learning to the sector:

- Social care learners report a lack of value and esteem placed on social care qualifications, poor subject knowledge by careers and subject advisors, poor teaching by staff/trainers with limited or out-dated knowledge of the sector, poor work experience placements and difficulties in gaining employment following completion of some awards until reaching the age of 18¹.
- Employers are dissatisfied with the arrangements for funding learning in the sector, FMA/MAs are the principle work based learning framework and do not meet the sector's needs. There is a lack of consistency in various regions in Wales.
- Although more than 5% of DELLS FE and WBL expenditure is made on social care, very little recruitment is gained to the sector from FE and apprenticeship routes. There is a completion rate of FMA/MA frameworks of 15%.
- There is a need to improve the quality and consistency of training and learning.
- There is a need to ensure that pre-entry qualifications encourage new recruits to the sector and support the needs of the growing numbers of migrant workers operating within the sector.
- **Basic skills** - The amount of basic skills training provided by FE is considerable though there is lack of focus on training at pre-entry level. The need/demand for basic skills training has not been clearly researched and established within the sector but indications are that 11,000 workers within the sector could have basic skills needs. Some work has been done on this through the Welsh Union Learning Fund.
- **Newly employed staff** - Though FE activity in the field of social care training is considerable, very few of the students on these courses are recruited by the sector. There is a need to establish a clear framework for underpinning knowledge and skills for staff newly employed in social care, especially in the areas of respect and dignity for service users and in record keeping. Induction training needs to be more firmly established with the early years and childcare workforce.
- **Qualifications** – although much of the work based learning activity takes place, it often does not lead to registration for, and completion of recognised vocational

¹ This relates to a regulatory requirement providing age restrictions to basic care activities
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awards in the sector. A large proportion of the funded learning does not meet the regulatory requirements placed on social care employers. There is a need to provide sector approved and respected education and training for young people to reduce the age profile of sector workers and ensure succession planning for retiring workers.

- **Higher education learning** – Social work training is delivered by HEIs. There are continuing difficulties in matching the demand for social workers with the supply of students. The requirement for practice learning to be provided by employers is a key limiter on supply of training. Though there are eight Programmes across Wales the configuration of HEIs means that West Wales do not have equal learning opportunities. More flexible pathways and increased Welsh learning social work training are required.
- **Learning through the medium of Welsh** – Though Welsh medium learning is increasing in education generally, the proportion of learning, especially work based learning in Welsh is very low.

Conclusion

The learning supply needs to be refocused to more effectively meet the needs of the sector. This will mean ensuring that funding of courses, matches the sector's priorities and includes the need to develop better recruitment and early entry courses for new staff to the sector.

There is a need to ensure more effective and efficient collections collation and analysis of data in respect of the labour market and the learning supply for the sector.

There is a need for joined up planning and allocation of funding to meet local needs. There are new qualifications and frameworks required for 14-19 Learning Pathways and FMA/MA frameworks with better focussing on the marketing and recruitment to these routes.

While there is a great deal of work to do to ensure that the sector can meet the demands of service users and the regulatory frameworks for social care in the 21st century, there is already a strong infra structure, established partnerships and a new and exciting policy framework to ensure this happens.

1. Introduction

This report describes the supply of learning² for the social care sector in Wales and looks at some of the issues that challenge the delivery of an appropriate supply of learning. Additionally, it considers the extent to which the supply of learning meets the current and future demand. A separate report is provided for the early years and the childcare part of the sector since the details of the learning supply are significantly different within this sub-sector.

In 2003 in the Skills White Paper³, the UK Government announced its intention to introduce Sector Skills Agreements (SSAs), to be delivered by a network of Sector Skills Councils (SSCs). There are 25 Sector Skills Councils (SSCs). Each SSC provides employers with a unique forum to express the skills and productivity needs that are pertinent to their sector. By coming together as SSCs, employers have:

- greater dialogue with government and devolved administration departments across the UK
- greater impact on policies affecting skills and productivity
- increased influence with education and training partners
- substantial public investment.

Skills for Care and Development, is one of the 25 SSCs in the UK and provides this role to the social care, children, early years and young people's sector. Skills for Care and Development is an alliance of five existing organisations including Skills for Care, the Children's Workforce Development Council who work in England; The Care Council for Wales, the Scottish Social Services Council and the Northern Ireland Social Care Council. Working in partnership, these organisations seek to ensure that the workers in our area are appropriately skilled and qualified. This report has been prepared by the Care Council for Wales to ensure that particular issues for employers and learning provision in Wales are adequately addressed.

The report forms the second piece of the research required as part of the Sector Skills Agreement (SSA-a process to broker formal agreements between significant partners such as DELLS, Job Centre Plus, Careers Wales, HEFCW and Trade Unions/Professional Bodies, to make changes that match the needs of employers more effectively to the supply of learning). The initial piece of research⁴ focuses on the background to the social care sector in Wales and looks at some of the main issues affecting skills and recruitment in social care early years and children's services in Wales, both now and into the future. This takes full account of the recently published 10 year Vision for Social Services in Wales, [***Fulfilled Lives Supportive Communities***](#)⁵. The impact of this document is covered in more depth in the policy context section of the report.

The major issues faced by the sector can be summarised as follows:

- The demography of Wales is changing with people living longer.

² Audit of Learning Supply. Stage 2 of Sector Skills Agreement

³ DfES *21st Century Skills*, July 2003

⁴ Skills Needs Assessment Stage 1 of the Sector Skills Agreement

⁵ Welsh Assembly Government *Fulfilled Lives Supportive Communities A 10 Year Vision for Social Care in Wales* February 2007

- Social care has recruitment challenges and will have to compete with other service industries to attract staff
- Retention strategies will need to focus on retaining skilled and qualified staff.
- Only 40% of the workforce is currently qualified this needs to increase.
- Clearer career pathways as a further way of strengthening retention
- A comprehensive but flexible Continuing Professional Development Programme for the sector
- Changing patterns of service bring increases in staff numbers and the skills mix required
- Basic skills needs of the sector's workforce
- An increase in the migrant workforce needs to be explored as does their skills gaps.
- There is an increasingly mixed economy of services provided by local authorities and independent/voluntary sector requiring better skills in commissioning
- There is a need to develop an effective leadership and management strategy for the sector
- There is a continuing need to address the needs of Welsh language speakers in ensuring services can be delivered appropriately.
- There is a need to explore the new roles that will result from the implementation of the 10 year Vision for social care in Wales: **Fulfilled Lives Supportive Communities**.
- There is a need to establish more flexible funding arrangements to begin to move towards a qualified workforce.
- A coordinated data collection and analysis system for labour market intelligence needs to be established

This report builds on research undertaken in 2006 to assess the extent and characteristics of the supply of training to the Social Care sector in Wales. This work was the basis for the [Consultation on Social Care Sector \(Staff in Direct Services\) Skills Review](#) commissioned by DELLS in partnership with Care Council for Wales⁶.

The overall questions that this report sets out to answer include:

- 1 What is the broad outline of education, training and skills provision across the whole sector?
- 2 Is it enough to deliver the priority skills the sector needs for the future?
- 3 What needs to change to fill skills needs and gaps?

It is evident from discussions around this report that social care is a highly regulated and policy driven activity and Fernandez (2006) p89 argues strongly that the provision of care is not an international industry:

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

⁶ Welsh Assembly Government : DELLS Consultation on Social Care Sector (Staff in Direct Services) Skills Review August – November 2006
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This logic extends across the rest of the world and with this in mind it is not appropriate to include any international benchmarking in this report. Skills for Care and Development are currently working in partnership with 5 European partners undertaking a project to map the qualifications, regulations and standards for care provision across the European Union to see if any international comparisons would be helpful. The outcome of this work is expected to be available in 2009.

2. Methodology

The research that informs this report has comprised of a number of separate, but related elements designed to analyse the supply of training available across Wales, assess the demand for training from employers and practitioners and examine the structures around which training is funded and delivered.

Several sources of existing data were used initially:

1. Firstly, information from the Department for Lifelong Learning and Skills (DELLS) who coordinate the majority of publicly funded or subsidised training in Wales, via an analysis of the LLWR database. All learning aims categorised under Sector Subject Area 1.3: Health and Social Care⁷ were identified for analysis.
2. Secondly, information describing training supported under the Social Care Workforce Development Programme (SCWDP), which is disseminated by the Welsh Assembly Government via Local Authorities. This was taken from the 22 SCWDP reports for 2005-06.
3. In addition, desk research was carried out relating to the Chief Inspector's Reports SSIW, CSIW Annual Reports, Estyn Annual Reports. DELLS statistics and figures from the LLWR system; data from Local Government Analysis and Research on NVQ take up. The responses received through the DELLS Consultation on Social Care Sector (Staff in Direct Care Settings) in autumn 2007.
4. The [Impact of the Voluntary Sector](#) Report by Welsh Assembly Government 2006.
5. Desk top research on ESF funded training across Wales, in the public, independent and voluntary sectors. This was mainly sourced from the WEFO website⁸
6. The Local Government Analysis and Research organisation NVQ quarterly reports were analysed, to further understand issues around completion rates and early leavers.
7. Primary research was conducted with Local Authority Social Services training managers to understand which providers were contracted to deliver training via SCWDP and the nature of provision funded. This covered both the statutory services and commissioned services in the private and voluntary sector.
8. In addition, a series of focus groups were held with independent and voluntary sector employers (numbering 200 delegates) to learn more about their attitudes and experiences relating to the supply of training available to them, both to upskill their workforce and to ensure the supply of new recruits to the sector.
 - Three pieces of existing work carried out on behalf of Care Council: to examine the take-up of Modern Apprenticeships in Wales (2006), Learners' Satisfaction survey (2005) and to review the Qualification Framework for the sector (2006).
 - The quality of FE and work-based learning was assessed by an examination of Estyn inspection reports for all providers identified as delivering training to the sector, where Health and Social care delivery had been assessed.

The key messages from this report have been tested out during the DELLS consultation on the Social Care Sector (Staff in Direct Care Settings) Skills Review which concluded in November

⁷ Sector and Subject Areas have been developed by QCA, ACCAC and partners as an approach to a common definition of subjects across all educational settings. There are fifteen main categories, each with sub-categories.

⁸ Wales European Funding Office

2006 and received considered responses from 47 organisations across the social care and learning sectors in Wales.

In addition key messages have been tested again with senior managers and training managers through the WLGA Summit Conference on 05 March 2007, the voluntary sector through the WCVA Conference on 08 March 2007, the Workforce Development Committee for Care Council for Wales (which has acted as steering group for the research), and through correspondence with around 100 key stakeholders during March 2007⁹.

While most required or recommended training undertaken across the sector in the statutory, voluntary and private sectors is included in this report it is acknowledged that a significant amount of training is purchased by the independent sector employers through private arrangements. There is no real quantitative information available on this training at present and this remains a gap in our understanding.

⁹ A list of these contacts is attached at Appendix 1.
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3. The Sector Context

The number of people receiving care services at any one time in Wales has grown by 50% (from 100,000 to 150,000) over the period 2000-05¹⁰. The social care sector is therefore a significant and growing one which plays an important role in delivering many aspects of the National Assembly's vision of creating a sustainable future for Wales as set out in [Wales: A Better Country](#)¹¹. By contributing to better and more fulfilled lives, it supports a vibrant economy as well as being a substantial source of employment in its own right. The sector;

- increases the health, well being, independence and protection of service users and carers who themselves contribute to the economy,
- provides employment for almost over 88,000 including the early years and child care workforce and
- supports informal care capacity and user independence.

Social care services have changed significantly in recent years. The national and local contexts are diverse, with raised expectations, changing age and skills needs profiles and shifting work patterns. Local authorities are increasingly commissioning services from the independent and voluntary sectors and working more closely with other public organisations, including NHS Wales on the delivery of services. This means greater consideration is being given to planning for the future based on a broader understanding of the workforce.

The social care sector continues to need a “coherent framework within which the sector can move towards having in place a sustainable quality workforce”¹². Such a framework, shown in Figure 1, was proposed by the Chief Inspector for Social Services in Wales in 2004. It integrates the three main elements of workforce development:

- Service planning and commissioning,
- Training and development and
- Human resource planning.

There is also now a well-established framework of workforce service standards (called [National Minimum Standards](#)). Services in the statutory and independent sectors are regulated by Care Standards Inspectorate for Wales (CSIW) to these common standards which include some required qualifications for some job roles and training targets (% of qualified workers) for each service to meet. Care Council for Wales have developed Codes of Practice to support the task of registration and regulation of the workforce. There are a variety of practice standards (National Occupational Standards- NOS) that form the basis for qualifications within the sector at all levels. Some of which were developed jointly with Skills for Health, to reflect the permeable boundaries that increasingly exist between health, social care and well being staff and services. Care Council for Wales, in full partnership with the sector has produced a qualification framework to assist the sector and regulators to determine the required and recommended qualifications for a variety of roles within the social care sector¹³.

¹⁰ Figures from The Report of the Chief Inspector, Social Services in Wales 2000-2001, Social Services Inspectorate for Wales and The Report of the Chief Inspector, Social Services in Wales 2004-05, Social Services Inspectorate for Wales.

¹¹ Wales: A Better Country. The Strategic Agenda of the Welsh Assembly Government. September 2003.

¹² The Skills Foresight Plan for the Social Care Sector in Wales. Care Council for Wales 2003

¹³ The Qualification Framework for the Social Care Sector in Wales, Care Council for Wales. March 2003.

Figure 1: An Integrated Approach



In his 2004-05 Report¹⁴, the Chief Inspector of Social Services in Wales emphasised the importance of developing a workforce which is “sufficient in numbers, skills and levels of qualification necessary to ensure that services of high quality are delivered to the people who need them”. In the 2005-06 report,¹⁵ continued improvements are noted, but there remained common themes around the need to improve recruitment and retention and qualification attainment.

Good quality human resource planning is essential and requires robust information about the workforce. In order to develop services effectively, it is vital that commissioners of services and employers have good information about changes in patterns of recruitment, staff qualifications and turnover. The Wales Assembly has set out the policy direction for social services for the next 10 years in **Fulfilled Lives, Supportive Communities** launched in February 2007. It has been developed with extensive participation from a wide range of interests. The Strategy outlines the main areas where change needs to be driven:

- Leadership and accountability
- Commissioning
- Performance Management
- Partnerships
- The workforce

Implementation of this strategy will be a major programme of change and will take several years to implement. It will require concerted collaborative action by the Assembly Government, local government and the NHS together with service users, the professions, the workforce, providers and the wider community working in developed partnerships.

¹⁴ The Report of the Chief Inspector, Social Services in Wales 2004 – 2005. Social Services Inspectorate for Wales, 2005.

¹⁵ The Report of the Chief Inspector Social Services in Wales 2005-06.SSIW Jan 2007
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4. Effective Workforce Planning

The implementation programme will commence on 1 April 2008. However, it will be essential to make progress on priority issues during 2007-8 both to create the momentum for change and to address some pressing development needs.

A number of initiatives in Wales have contributed to the knowledge base for workforce planning, such as:

- *The Guidance on Planning*¹⁶ for Social Services produced by the Social Services Inspectorate of the National Assembly for Wales in 2000;
- *Social Care Workforce in Wales – Definitions and Challenges*¹⁷ and the report of the Task and Finish Group on Workforce Issues in Social Care;
- *The Skills Foresight Plan*¹⁸ produced by the Care Council for Wales which presented information on the size, shape and nature of the workforce and presented some estimated information on the challenges facing the sector to meet training targets;
- *The Social Care Workforce in Wales*¹⁹- *Themes and Trends published by Care Council for Wales in 2007 which updates the Skills Foresight Plan noted above.*
- *Planning for Caring*²⁰ – The Welsh Assembly Government's guidance on HR Planning which highlighted the importance of easily accessible, up to date and accurate workforce information at local level;
- The plans for Social Care Workforce Development Partnerships²¹ and the guidance to help Welsh local authorities and their partners draw up effective training and staff development arrangements for the social care sector in their area; (This was produced in *Planning for Training and Staff Development across the social care sector*²². Each year's circular provides information about funding for the Social Care Workforce Development Programme²³ and the importance of local authorities including their commissioned services within those plans.)

¹⁶ Social Services Guidance on Planning, SSIW. Welsh Assembly Government 2000.

¹⁷ Social Care Workforce in Wales – Definitions and Challenges. Welsh Assembly Government, September 2001.

¹⁸ The Skills Foresight Plan for the Social Care Sector in Wales. Care Council for Wales 2003.

¹⁹ The Social Care Workforce in Wales, Themes and Trends 2007

²⁰ Planning for Caring, Welsh Assembly Government, March 2003.

²¹ SCWPs bring together local authorities (including commissioners and contracts officers), commissioned services from the voluntary and private sector and some other key stakeholders including learning providers. The specific objective of the SCWDP is to increase the proportion of staff across the sector with the qualifications, skills and knowledge they need for the work they do.

²² Planning for Training and Staff Development across the Social Care Sector, Welsh Assembly Government 2003.

²³ Circular 2/07; Social Care Workforce Development Programme for the Personal Social Services, 2007 – 2008. Welsh Assembly Government, January 2007.

- *The Review of Health and Social Care in Wales*²⁴ which made particular reference to the delivery of social care services through closer working partnerships of health and social care services;
- *Investing in the Future*²⁵, The Welsh Assembly Government guidance on the development and implementation of social work trainee schemes;
- *Making the Connections*²⁶ and *Delivering the Connections: 5 year action Plan for Delivering Better Services for Wales*²⁷ that make specific reference to strategic approach to human resources planning;
- *Sharing the Learning*²⁸ which identified the emerging themes and issues in social care workforce planning;
- *The Review of Flexible Local Workforce Arrangements across Health and Social Services in Wales* undertaken by the Social Services Inspectorate for Wales (SSIW) which identified approaches to the development of new joint roles²⁹;
- The SCIE (Social Care Institute for Excellence) website is also a rich source of material (www.scie.org.uk).

There are a number of organisations and partnerships that have been developed in Wales to support the improvement agenda, including improving workforce development. These partnerships try to coordinate training (although have no impact on training funded by DELLS), recruitment and retention initiatives and share good practice.

- The establishment of **Regional Social Care Partnerships** in 2001. Bringing together employers, learning providers and other stakeholders. The priorities of the Partnerships relate to the importance of good workforce information linked to service need; and engaging with key stakeholders to develop positive ways to recruit and retain staff. The Partnerships now engage with more than 1500 organisations across the sector and receive a contribution to their funding from Care Council for Wales to promote employer engagement activities.
- The establishment of **Social Care Workforce Development Partnerships (SCWDPs)**³⁰
- The establishment of the **Care Standards Inspectorate for Wales (CSIW)** in 2002, the regulator of social care, early years and private and voluntary health care services in Wales,

²⁴ *The Review of Health and Social Care in Wales* The Report of the Project Team advised by Derek Wanless June 2003, Welsh Assembly Government.

²⁵ *Investing in the Future*. Welsh Assembly Government, 2004.

²⁶ *Making the Connections: Delivering Better Services for Wales*. Welsh Assembly Government, 2004.

²⁷ *Delivering the Connections: 5 year Action Plan for Delivering Better Services for Wales*. Welsh assembly Government, 2005.

²⁸ *Sharing the Learning, Emerging Themes and Issues in Social Care Workforce Planning in Wales*. Social Services Inspectorate. Welsh Assembly Government, 2005.

²⁹ *Review of flexible local workforce arrangements across health and social services in Wales*, Social Services Inspectorate for Wales. Welsh Assembly Government, July 2006.

³⁰ SSIW (2003a) *Planning for Training and Staff Development across the Social Care Sector*. Cardiff: Social Services Inspectorate for Wales; SSIW (2003b) *Planning for Caring*. Cardiff: Social Services Inspectorate for Wales.

which merged with Social Services Inspectorate for Wales (SSIW) in April 2007 to become CSSIW.

- A shared Apprenticeship Framework with Health already exists, recent research³¹ has indicated: *“The two sectors in the domain – health and social care – each have their own distinct characteristics but share boundaries. The boundaries are not always clear-cut. For example, there are grey areas relating to services such as mental health, learning disabilities, and long-term care, with considerable interchange of staff between various settings.”*

³¹ Skills for Health / Care Council for Wales (2006) *Apprenticeship/Foundation Modern Apprenticeship and Advanced Apprenticeship/Modern Apprenticeship in Health and Social Care. Framework 236.*
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5. Current Challenges for the Sector.

5.1 The Views of Service Users.

During this research 2 events³² were held to ensure that the views of service users were included in the future proofing of developing services and staff for the future. This supports the principle in ***Fulfilled Lives Supportive Communities*** to ensure that services are user led. The following is a synopsis of the views of service users on the nature of future services and the skills and knowledge they felt would be required to deliver those services.

5.1.1. The nature of social care services required in the future.

- Locally based services – especially needed in rural areas which often have very few local services. More creative, innovative and proactive and responsive services. More devolved decision making and budgets to local workers to meet local need. However National consistency is required to avoid postcode lotteries.
- Service user led and designed services (in residential, homecare, day care and respite care) including more support and advertising of Direct Payments schemes to provide more choice and flexibility to service users.
- Collaborative services – including effective information sharing to provide holistic services. Accessible services which can signpost and provide information for other services from a single proper assessment and one point of contact. Better co-ordination especially true with Health and Education colleagues. Better continuity and consistency of care.
- More support for people in their own homes. To include more flexible service to meet individual needs and back up support services when there are additional pressures/ crisis etc. More intensive including 24 hour support required in own home. More specific service to support people with complex conditions such as Asperger's Syndrome or during transitional phases such as childhood to adulthood and into older age.
- More advocacy service for all service users
- Up to date services: to be age appropriate, more specific and therefore suitable for high level of needs such as children/ young people with complex medical needs living longer; responsive day services including socialising and befriending schemes.
- Provision of assessments and support for unpaid carers, and work with carers to built trust and confidence in support services and ensure quality of those services with carers.
- Strengthening of inspection information.
- More allied professional support such as occupational therapy, speech and language therapy; better availability of equipment to support daily living for people with disabilities including sensory impairments.
- Long terms security for services and service users, e.g. long term contracts/ service level agreements/ longer term funding in particular for the voluntary sector.
- Clearer complaints procedures. They should also be better promoted and service users/ carers informed of the process and offered support such as advocacy.

³² These events took place in North and West Wales during March 2007 and were attended by service users, carers and groups who support service users and carers.
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5.1.2 The knowledge, skills and training required by the social care workforce to deliver future services.

- Improved Quality of training – health and safety, equipment, assessments etc. balanced with individual choice. Need for continuous updating and extension of training and learning. Acknowledge expertise of service users and carers.
- Workers need awareness of a range of voluntary sector/ private agencies and what they can provide.
- Need for both generic skills such as communication, values but also need for specific expertise of staff. Need also to recognise the expertise of service users and carers in training and assessment.
- Basic language skills required to provide effective services, Welsh language/ English / BSL other.
- Cultural training for migrant workers. Also important to acknowledge the impact of different cultures.
- More joint training across all workers across social care/ housing/ health/ community/ voluntary sector etc on key issues such as attitudes, values, communication, empathy, listening, flexibility.
- Raise profile of social care as a profession.
- Make social care an attractive profession – better terms & conditions/ contract hours, salaries to provide consistency for staff. Ensure greater stability of services through longer term funding agreements and commissioning arrangements.
- More assessors needed to enable people to develop and undertake training.
- Address some of the challenges to recruitment e.g. the delays in undertaking CRB checks

6. Policy Context

In February 2007 the 10 year Vision for Social: ***Fulfilled Lives Supportive Communities***, was published by Welsh Assembly Government. This will inform the developments required for the social care workforce in Wales to delivery high quality, responsive and citizen led social care services in Wales. The main objectives of the report are:

- Maintaining people at home or in as homely an environment as possible and supporting children to live with their families;
- Doing everything possible to ensure that service users are safe;
- Increasing availability of preventative services which can reduce the need for more intensive and costly services at a later date;
- Supporting the integration of service users into the community and providing support for them to achieve their potential and enable them to live as full and independent a life as possible

Education and learning in Wales is also a devolved power and ***The Learning Country*** published in 2001 (updated in ***The Learning Country 2*** in 2006) sets the policy agenda:

This includes:

- Transforming provision for 14-19 year olds (through the ***14-19 Learning Pathways Initiatives*** and Networks established in each of the 22 local authorities)
- Strengthen careers advice, information and guidance
- Improving access to post 16 learning
- Tackling skills deficits and modernising the collaborative efforts of higher education in Wales.

These priorities also reflect the recommendations from the Sector Needs Analysis for Social care, children, early years and young people and will be discussed later in this report.

Summary

It is clear that Wales already has a range of policies and guidance documents in place to support the development of the social care, children, early years and young people's workforce. There is an excellent foundation on which to build the refocusing of the learning supply to more accurately match employer's needs.

7. The Workforce

The Sector Needs Analysis indicates that in 2006 it was estimated that there were 69,700³³ people employed in the core social care sector, with a further 19,000 working in EYCC. The Social Care workforce is typically female, aged over 35, part-time and low-paid. Only 40% of the total workforce is qualified, and this varies significantly with smaller percentages of qualified workers within the private and especially domiciliary care sectors³⁴.

CSIW in its annual report 2005-06 on inspections within care settings recognises improvements in the quality of training and the management of staff but much more needs to be done³⁵ to improve recruitment, qualification attainment, management and leadership skills and staff supervision.

³³ Care Council for Wales estimate based on Labour Force Survey data (2006)

³⁴ Annual Report - Care Standards Inspectorate for Wales, 2005 – 2006.

³⁵ Annual Report - Care Standards Inspectorate for Wales, 2005 – 2006.

8. Profile of Workforce Development, Learning and Training needs

As part of the overall drive for improved standards across social care, the Assembly set out in 1999

“to ensure that staff involved in social care are appropriately skilled, trained and qualified and that their conduct and practice are properly regulated”³⁶.

This drive was further supported in setting the national minimum standards targets for qualifications, one of the measures of the commitment to improving standards. The Assembly has supported workforce development in local authorities through the Social Care Workforce Development Programme (SCWDP). These initiatives highlight the need to develop good quality information. The impact of this programme and the investment employers, local authorities, the voluntary sector and DELLS have put into training and development is becoming apparent. (The actual figures for this are discussed in the Investment in Skills Section below).

Figure 2 below indicates the overall increase in the proportion of local authority staff holding required or recommended qualifications.

Figure 2

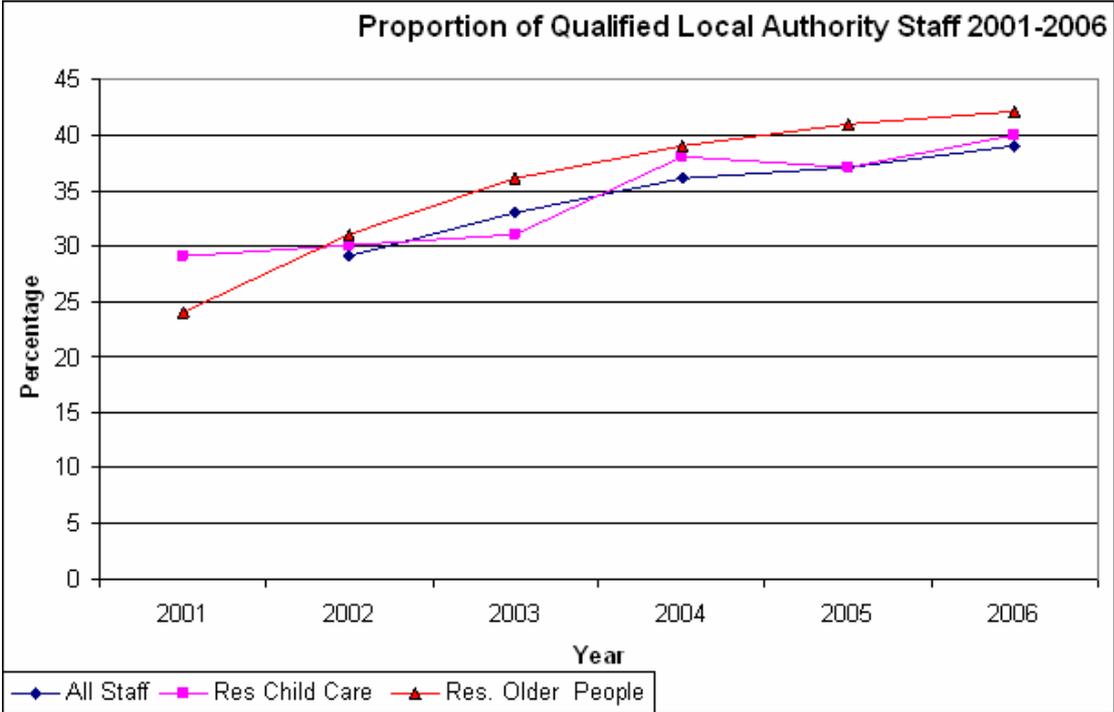


Figure 2: Source: *Local Government Data Unit*

In terms of the whole sector the picture is less clear, but data sources include CSIW annual reports and local authority estimates (contained in applications for SCWDP funding) which now include the level of qualified staff in their own staff and staff from commissioned services for their area. The SCWDP estimates are still in their early phases and so should be treated with

³⁶ Building for the Future, A White Paper for Wales. March 1999. Sfc&D Stage 2 Final Report Wales A – social care

some caution. The CSIW annual report 2005-06³⁷ indicates that 87% of managers of care homes for adults and 75% of managers of nursing homes were suitably qualified or working towards the requirement. In children's services 58% of managers of children's homes were suitably qualified.

Figure 3 below compares estimates of qualified staff from 2006 with estimates made in 2003 against the National Minimum Standards training targets. These generally show progress on the numbers of qualified staff but as indicated elsewhere qualification levels still fall below training targets. The new requirements set by the introduction of the **Towards Stable Lives and Brighter Futures** document relating to residential childcare staff will increase the demand for staff in these settings to undertake additional qualifications within a short time scale.

Figure 3: Qualified Staff and Training Targets

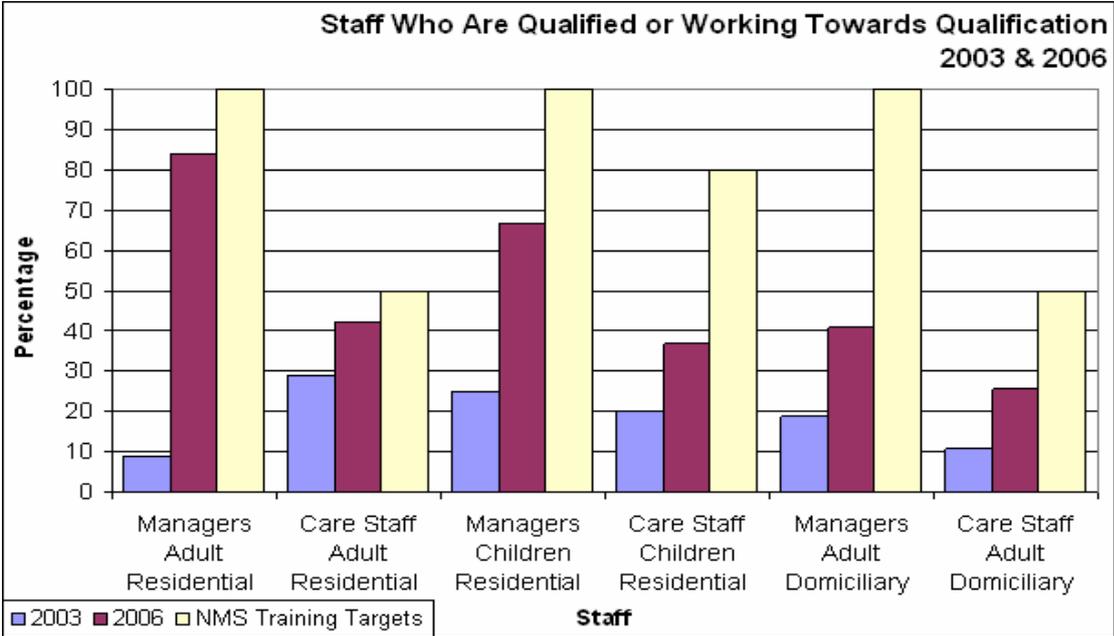


Figure 3: Sources: 2003 data from the Skills Foresight Plan. 2006 data from Care Standards Inspectorate for Wales; Social Care Workforce Development Programme; Welsh Assembly Government – Towards a Stable Life;

³⁷ Care Standards Inspectorate Report for Wales, Annual Report 2005 – 2006. SfC&D Stage 2 Final Report Wales A – social care

9. Where Does Learning Happen?

Delivery arrangements for the sector's learning in Wales are characterised by:

- The main provider channels [Further Education (FE), Higher Education (HE), Work-Based Learning (WBL) and Voluntary / Community learning and
- Funding channels (DELLS funded FE and WBL, Social Care Workforce Development Programme (SCWDP) activities, employer-funded activity and that provided mainly in the voluntary and community sectors through ESF, charitable and other funding streams).

Whilst data is readily available to assess the profile and extent of DELLS-funded delivery in both FE and WBL, and summary information is collected on SCWDP funded activity, there is no current source of data to record the levels and nature of spending made by independent sector employers on workforce training and development (either in-house or contracted to private or FE sector providers).

Knowledge of the numbers of learners in the voluntary sector would help with planning and funding decisions, but currently no accurate means of identifying the numbers of learners in the sub sector exist. The information available for funding learning in the sub sector is fragmented and difficult to access. Due to these difficulties it is not possible to provide a full quantitative assessment of the learning activities within the sector. However the Report on the Impact of the Voluntary Sector (2006)³⁸ indicates that the voluntary sector achieves positive results in learning for hard to reach and disaffected individuals and groups. This recent research report notes the contribution the voluntary sector makes in:

- Providing support for non-traditional learners
- Practical learner defined learning including community learning
- Acting as learning brokers between excluded learners and formal learning mechanism

There are 23 Further Education establishments in Wales delivering post-16 education and training. Of these, 22 deliver courses to the Social Care sector. DELLS-funded work-based learning (WBL) in Wales is delivered by 42 organisations, which comprise a mix of private training providers, public sector bodies, Higher Education and Further Education establishments. There are 117 NVQ Assessment Centres in Wales, and 72.6% of them offer NVQs in Social Care. 77.4% of them being provided by specialist providers including employer led centres 40.3% of them from local authority social service departments.³⁹

SCWDP funding supported training accessed from 95 providers in 2005-06. Whilst some of these were FE institutions, they also included Social Care Workforce Development Partnerships, Local Authority Social Services departments and independent and voluntary sector training providers.

There are also a small number of training courses funded by ESF funding, mainly in collaboration with FE Colleges. Higher education (HE) provision in social care is available at nine institutions in Wales (including the Open University).

³⁸ *Voluntary Sector Impact Final Report* Welsh Assembly Government 2006

³⁹ *NVQ Take Up Survey* Local Government Analysis and Research. Jan 2007
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10. The Range of Education, Training and Skills

Education, training and skills provision to the Social Care sector can be broken down into a number of categories:

- **Basic Skills and Pre-Entry** – a wide range of training and education delivered by schools, further education colleges and work-based training providers that enables workers or new recruits to join the workforce or enter training leading to recognised qualifications.
- **Qualification** – training leading to a qualification recognised by the sector, delivered by FE colleges, work-based learning providers, umbrella organisations including the private and voluntary sector, local authorities and employers. This provision is split between that contained on the Care Council for Wales' Qualifications Framework and hence identified as closely corresponding to the needs of the sector, and that providing underpinning knowledge, either as a recognised VRQ⁴⁰ or other provision. This also includes professional social work qualification offered through HEIs in Wales and approved by Care Council for Wales as the regulator⁴¹ for social work training and post qualifying training.
- **Professional Development** – ongoing training that supports the professional knowledge, competence and development of individual workers and good practice across the sector, delivered by local authorities, employers and the FE / HE Sectors.
- **Statutory** – Non-vocational training required by regulations, such as fire safety, first aid or food hygiene, and delivered by local authorities, employers and the voluntary sector.

For all the types listed above, most of the training that takes place in the sector is delivered by external learning provider organisations. However, a significant number of service providers, including some major employers and the voluntary sector, provide in-house delivery in the sector and coordinate the delivery of training through SCWDPs. These categories of qualifications are discussed in detail below.

10.1 Pre-Entry Levels

It is accepted (and reinforced by regulation) that the initial qualification for workers in the sector is NVQ Level 2 in Care or health and Social Care (except for residential services for children and young people, which requires an NVQ Level 3 in Child Care, or Health and Social Care with Children and Young People's Pathway). However, regulations⁴² currently allow a proportion of the main grade workforce to be employed without a qualification or while working towards attaining the appropriate qualification.

The evidence from the sector employers, through the focus groups and DELLS Consultation on the Skills Review for Social Care (Direct Services) 2006 was that learning providers are still delivering qualifications that may raise the career expectations of young people, but not fully equip them with the skills and experience to work in the sector. These are Vocationally Related Qualifications, described in the sector qualification framework as '*those which could assist in attaining the required or recommended occupational qualifications for the function identified*' (in

⁴⁰ Vocationally-related qualification. VRQs are linked to National Occupational Standards (NOS) but are primarily knowledge-based qualifications and are taught courses of study.

⁴¹ A duty of the Care Council for Wales under the Care Standards Act 2000.

⁴² National Minimum Standards for Social Care. Welsh Assembly Government (2002 onwards)
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the Framework)⁴³. The Framework document points out, however, that whilst the majority have links to relevant National Occupational Standards they do not meet the sector's criteria for required or recommended qualifications:

- Based on National Occupational Standards
- Assessed in a real work environment
- Externally verified.

There are some difficulties in training people not directly employed by the sector due to the need for enhanced CRB⁴⁴ checks (which are expensive and not portable to more than one placement and age restrictions within National Minimum Standards for social care services). New entrants should ideally gain employment and then work towards a recommended qualification for their post. In some cases, a college-based approach with a substantial element of work-placement may be sufficient to gain the initial recommended qualification for the post and therefore provide entry at qualified levels.

There were 610 FE learners who accessed other pre-entry learning at Level 2, mainly GNVQs, GCSE's, or the Edexcel First Diploma in Caring, OCR National Certificates. None of these courses are deemed to be relevant by the social care sector.

According to DELLS, 13 FE providers offered GNVQ Level 1 Foundation in Social Care to a total of 295 potential recruits looking to work in the social care sector. These are pre-entry qualifications to the sector, but they have no sector recognition. They may provide a platform for learners to make a more informed choice to subsequently move onto a more specific career path. There is little evidence from employers however that these young people enter the sector. No destination data is available from DELLS to indicate reasons why the majority of these learners do not appear to enter the sector and therefore turning this investment, into gain for the sector must become a priority.

The courses that are offered must provide potential recruits for the sector who have the skills and knowledge to do so. This means better and more realistic careers advice; courses that match employer's need and funding directed to support this activity. These are all discussed later in this report.

10.2 Basic Skills

FE Colleges and work-based learning (WBL) providers in Wales both offer a range of training at pre-entry level. All DELLS funded FE and WBL providers are required to assess candidates' basic skills on starting any learning Programme and again when they finish their learning. They must show an improvement, however it is not possible to access this data to quantify the basic skills needs of the workforce.

Those learners displaying a basic skills need are allocated up to 38 weeks of basic skills support to address key areas of deficiency, prior to commencing their chosen learning aim. The support may be given by the assessing institution, or learners may be referred elsewhere for support. However, a recent Estyn inspection report⁴⁵ on Basic Skills identifies some providers

⁴³ Care Council for Wales Qualification Framework for Social Care.

⁴⁴ Criminal Records Bureau Checks

⁴⁵ Basic Skills Initial Assessment, Support and Monitoring Systems – Estyn 2006.

who fall short in this area, partially as a result of unequal access to resources for support. The report notes:

“There is a lack of consistency in funding between types of providers to support learners identified with basic skills needs. Basic skills support for these learners is not a condition of funding for all providers. In particular, work-based learning providers are unclear how they are funded to provide the support. This contributes to inequalities in the type and quality of support for learners in the different sectors”

While the need for a Basic Skills assessment was not popular with some employers interviewed for this research, many were paradoxically critical of the lack of basic skills found in some recruits – particularly in literacy and communication skills. There was no evidence of employers providing basic skills support in-house and hence it was left to FE colleges or WBL providers to deliver basic skills or pre-entry education to enable practitioners to progress.

The Leitch Report⁴⁶ 2006 (although not yet formally commented on by Welsh Assembly Government) emphasises the importance of the basic skills agenda and increases the already ambitious basic skills targets already set by Welsh Assembly Government to support a strong economy. The National Basic Skills Strategy for Wales states that:

“Literacy and numeracy underpin virtually all the other skills we need in our daily lives. Poor basic skills can diminish the quality of peoples' lives. Poor basic skills in the workplace hold back business development and affect productivity and the quality of service.”⁴⁷

Research undertaken to prepare for the development of a basic skills strategy for the social care and development sector⁴⁸ clearly supports the above statement and demonstrates a need for an imaginative and effective strategy to drive up demand and to support the capacity building and quality of supply. It further estimates (using Basic Skills Cymru data) a basic skills need within the sector of 11,000 staff: Research Findings⁴⁹

- There is a significant need to improve basic skills within the sector.
- There is some identified need for increased use of the Welsh Language.
- There is a significant and increasing need for language skills.
- There is a need to increase levels of skills for numeracy and for ICT.
- Most need is found within employees groups who carry out more basic work roles, such as care workers, those who have fewer educational and vocational qualifications and may work part time.
- Some employees at higher levels and with higher level qualifications may have basic skills gaps or other basic skills needs, for example dyslexia.
- Lack of sound basic skills has an adverse effect on both organisations and individuals.
- Partnership work with trade unions in delivering sector basic skills project has produced some very beneficial outcomes. Since 2005 there have been 7 WULF⁵⁰ projects that have

⁴⁶ Prosperity for all in the global economy-world class skills. Sandy Leitch. 2006

⁴⁷ Words Talk Numbers Count The Welsh Assembly Government's Strategy to Improve Basic Literacy and Numeracy in Wales 2005

⁴⁸ Walker and Mulford Associates for Care Council for Wales : Basic Skills Development for Social Care 2007.

⁴⁹ Findings drawn from small samples and information from sector organisations through the Employers' Pledge

⁵⁰ Wales Union Learning Fund

provided considerable benefit to health and social care staff in the basic skills area. It is however difficult to disaggregate the actual numbers or expenditure for social care staff only since much of this has been in health and social care.

- Many Sector Skills Councils have similar levels of need and are looking for similar solutions.

10.3 Training for New Entrants to the Workforce

The majority of new entrants to the Social Care sector do not need a qualification to enter the sector, however the regulatory requirements set training targets (% of qualified staff) for each service and this places an imperative on employers to encourage staff to gain the recommended qualifications for their post or to recruit staff who are already deemed to be qualified. In social care these qualifications are NVQs at Level 2 or Level 3: Vocationally related qualifications (knowledge based) are not accepted.

10.4 Social Care Induction Framework for Wales

The Social Care Induction Framework was developed by Care Council in 2002 and updated to a second edition in 2007 as a means of structuring an approach for employers to support new recruits to the sector. The framework provides the structure for collecting evidence to support achievement of NVQs and is built around five themes:

- Principles of Care
- Maintain safe working practices
- Understand your role and agency
- Understand the needs of service users and carers
- Understand the effects of the service setting on the service user and worker

Evidence from the review completed by Care Council for Wales in 2004-05 suggests that the Framework helps employers to see induction as part of a wider personal and organisational development process, from recruitment through to NVQ and beyond, and as a useful vehicle to help meet national minimum standards.

The Framework is widely used by employers across Wales. The creation of the SCWDP Partnerships in 2003-04 provided a vehicle to introduce the sharing of induction training (using the Care Council for Wales Framework) across the statutory, voluntary and private sectors. This is evidenced by the SCWDP reports.

In terms of identifying patterns of usage of the Framework across Wales, there does not appear to be any variation in the implementation (or lack of it) between the four regions of Wales.

No DELLS funding is used to support this activity although a number of pilot schemes have been attempted throughout Wales with funding from The Skills Development Fund, Job Centre Plus and the SCWDPs to enable employers to work together or with other stakeholders to ensure a good quality induction is available to new staff. They have not met with great success in increasing the recruitment of new staff.

In 2007 the Care Council for Wales' Register of Social Care workers will become fully operational and a signed statement from employers that their staff have met the learning outcomes of the Social Care Induction Framework will be the minimum training requirement for

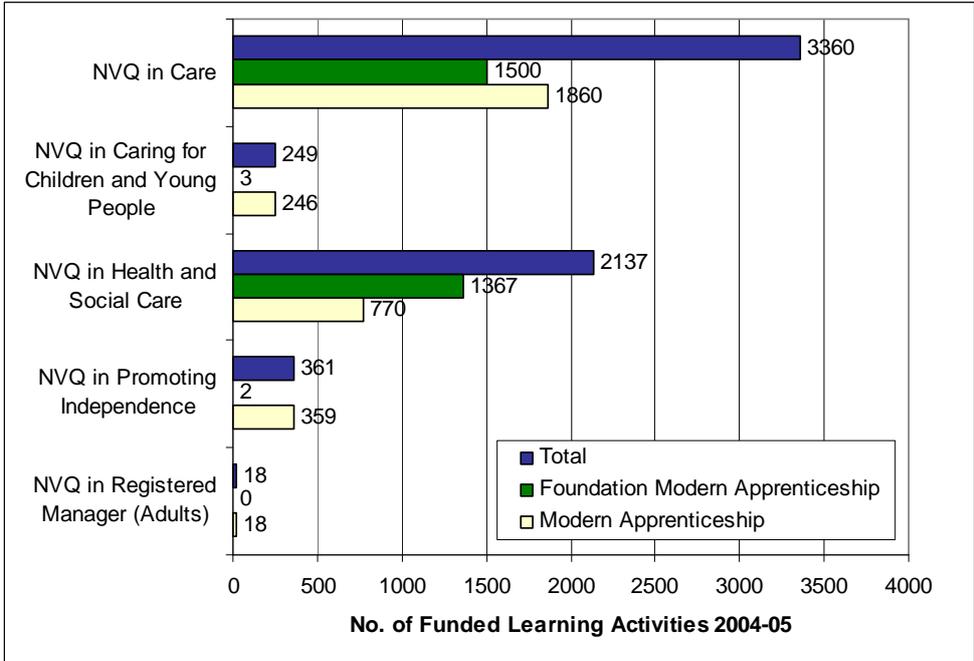
entry to the register⁵¹. This is likely to increase the demands for support for induction training from learning providers from individual employers or through SCWDPs.

10.5 Foundation and Modern Apprenticeships

The Assembly Government funds Further Education and Work-Based Learning, through approved providers and sub-contractors. Within the Modern Apprenticeship (MA) programme National Vocational Qualifications (NVQs) are delivered, along with key skills and technical certificates which provide underpinning knowledge for the NVQ. Statistics quoted from the Care Sector NVQ take-up survey (2006)⁵² suggest that the Department for Education, Lifelong Learning and Skills (DELLS) funds approximately 40.3% of the assessment centers offering NVQs in Care and 20.8% of the candidates studying for NVQ in the sector. This indicates substantial investment from other places including SCWD programme and employer investment although this is not quantified. Records for the academic year 2004-05⁸ show a total of 14,816 learners pursuing 17,237 learning aims⁹ across Further Education and Work-Based Learning in health and social care. This equates to 5% of all DELLS funded learners in Wales. 52 training providers were listed for our sector and Further Education accounted for 86% of all learners during the year.

Of the total of 6,237 work-based learners in the sector, 44% were accessing training through a Foundation Modern Apprenticeship (FMA), 43% through MAs (in health and social care) and 13% through the Modern Skills Diploma (MSD) a level 4 qualification. The shared framework with the health sector means it has not proved possible to disaggregate the registration figures for the social care sector alone. However the figures in Figure 3 show clearly the number of completers within the social care sector.

Figure 4 Health and Social Care Apprenticeships in Wales, 2004/05



Source: DELLS / LLWR

⁵¹ Registration for social care workers is not a regulatory requirement at this time.
⁵²Care NVQ Take Up Survey : Local Government Analysis and Research 2007
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What is surprising about these figures is the relatively high proportion of MA activities, which contrasts with the predominance of Level 2 activities required by the sector. It is not possible to complete an NVQ 3 in this field without supervisory responsibility to substantial autonomous practice. This is unlikely to apply to a trainee. This may add to the poor completion rates, since some learning providers appear to be selecting the wrong level of qualification for the tasks available in the work setting making it impossible to complete the NVQ section of the framework.

In addition, work-based learning provides for the needs of both new entrants and existing members of the workforce, mainly through Modern Apprenticeships (MAs) at Level 3 or 4 and Foundation Modern Apprenticeships (FMAs) at Level 2. There has been an exponential rise⁵³ in the number of FMAs and MAs completed in Health and Social Care in Wales since 2001.

Figure 5: MA Frameworks Completed within the Social Care Sector

Year	Completed Framework FMA Level 2	Completed Frameworks MAs Level 3
2001	80	58
2002	140	118
2003	118	141
2004	78	109
2005	123	200
2006	447	308

Source : SSC FMA/MA Certification Figures

The growth of completions at level 2 does reflect the reality of the levels required by the sector, however the completion rates for the frameworks within the sector as a whole are only 15% and this represents a substantial investment by DELLS that brings little benefit to the sector, and disappointment for many learners. ELWa’s (now DELLS) Work-Based Learning Improvement Plan 2006, stated that in 2004-05, 29% of all sector learners on the FMA and 21% of learners on the MA completed their full framework. Our sector is below this already poor average. This compares with rates in England of 35% and 33% for the equivalent programmes, and in Scotland the rate of those completing an MA was 54% in 2003-04.

Evidence from employers (including through the DELLS Sector Skills Review in Social Care (Direct Care) 2006) indicates that there are few partnerships established between learning providers and employers to select suitable apprentices before they commence on frameworks and many recruits are subsequently deemed to be unsuitable for the work.

FMA/MAs should be used to attract new people into the sector and provide them with a suitable qualification to start their career; however this does not appear to be happening at present. DELLS data for apprenticeships in Health and Social Care shows a total of 6125 learning activities across Wales in 2004/05, representing 12% of the all-sector apprenticeship total.

⁵³ Skills for Health and Care Council for Wales/Skills for Care and Development Administration Figures of National Training Frameworks in England and Wales. SfC&D Stage 2 Final Report Wales A – social care

11. Other Learning within Further Education

In 2004/05, DELLS funded a total of 92 Level 2, and 161 Level 3 courses within FE and WBL providers in Wales⁵⁴. Some additional training that took place in colleges and with work-based learning providers is not included in these figures, as it was funded directly by local authorities from SCWDP budgets, through ESF, or supported directly by employers. For example, it is estimated that a further 25 level 2 and 3 courses were provided by local authorities and social care consortia in Wales⁵⁵, although some of these will have been delivered by colleges or other external providers.

There is a clear need to target the investment in the social care sector, at the correct level by improving the selection of learners onto programmes and by focussing the use of these frameworks to new entrants rather than using the framework as a funding stream for existing staff.

11.1 Training for the existing workforce

A large proportion of training for those already working in the sector consists of NVQ training. Employers face high levels of labour turnover and leakage to other sectors, such as health or retail; face a real challenge in maintaining a suitably qualified workforce. It should be noted that the FSW report in 2005 indicated that 86% of establishments offered off the job training in our footprint against 58% of the all Wales average evidence of a commitment to training by employers.

11.2 The Qualification Framework and Learning in the Workplace

As in other sectors, employers and practitioners have commented on the confusing range of courses that are available in social care and in children's care, despite the presence of the Qualification Framework to guide employers in selecting the most appropriate award for a given post. Many employers also appear unaware of the difference between NVQ training and the FMA/MA approach, which includes underpinning knowledge through Technical Certificates and key skills learning. This has created some difficulties with learning providers 'selling' apprenticeships to employers as the available funding stream, but employers being unwilling to release staff to complete technical certificates and key skill requirements. This also appears to contribute to the low framework completion rates. It is important that employers have clear guidance on using the apprenticeship frameworks to attract new staff, and a more flexible funding stream is available to meet the needs of existing staff. The DELLS Work Based Learning Improvement Plan (2006) provides this option and will be welcomed by the social care sector.

11.3 NVQ activity in Social Care in Wales

Figure 6 shows a total of more than 15,690 NVQ-based social care learning activities were delivered to the sector through DELLS and SCWDP supported provision in 2004/05. In addition there are NVQs that are fully funded by employers and a few employees who fund their own

⁵⁴ Lifelong Learning Wales Record (LLWR) February 2006. The dominance of Level 3 provision may be surprising, given the larger numbers of level 2 roles in the social care sector.

⁵⁵ Data taken from consultation with Local Authority Training Managers for the Audit of Supply, 2006. SfC&D Stage 2 Final Report Wales A – social care

training although it is extremely difficult to locate the numbers of these candidates since no central data collection point exists.

Figure 6: Volume of NVQ Training Delivered in Wales to the Social Care Sector (2005)

Provider Setting	Level 2	Level 3	Level 4	Total
Further Education	3086	2460	586	6132
Work based learning	3101	2948	943	6992
SCWDP Supported*	1416	952	198	2566
Total	7603	6369	1727	15690[^]

**May include learning activities already counted above. Data is not available for training commissioned by employers through private arrangements.*

[^] This relates to total NVQ related learning activities not full NVQ awards.

Figure 7 below shows interesting differences between the registration for NVQs between Wales and the rest of the UK on a few highlighted lines.

Figure 7: NVQ Registrations by Employment Sector (2006).

Total Number of Employers (% of registration)	Wales			UK		
	Level 2	Level 3	Level 4	Level 2	Level 3	Level 4
Local Authority						
Children's Services	4.7	8.0	3.6	3.0	10.5	4.8
Adults Services	12.2	3.5	10.6	11.1	10.1	14.6
Other	0.6	0.3	0.0	1.2	1.5	0.4
Voluntary Organisations	5.1	17.5	12.8	8.9	8.9	10.8
Private organisations						
Children's Services	4.8	8.8	2.2	7.8	13.1	10.8
Care Home only	7.8	4.8	4.8	23.8	14.8	15.9
Care Home with nursing	6.5	3.2	20.6	9.5	6.5	12.4
<i>Other private (day care and domiciliary care)</i>	<i>16.6</i>	<i>10.1</i>	<i>19.8</i>	<i>13.1</i>	<i>5.8</i>	<i>9.8</i>
Other organisation	23.4	14.1	22.8	2.8	3.5	5.2
Self employed	0.0	0.0	0.6	0.1	0.5	0.4
Training Programmes/placement	11.1	16.7	0.2	6.1	5.2	0.0
Other status	0.1	0.2	0.0	0.5	1.5	0.2
Total number of candidates	1,691	1,897	500	31,312	21,847	4,643
Number of respondent centres	43	43	43	614	614	614

Source: [NVQ Take Up Survey 2006: Local Government Analysis and Research](#)

Wales appears to do well in respect of the UK average for level 2 NVQs in the local authority sector but less well in respect of levels 3 and 4. This may be a result in the uplift to funding provided by SCWDP money. Wales does significantly less well than the UK average in private sector establishments. This may confirm some concerns raised by private organisations that access to SCWDP funding remains more difficult for them to access, and the fact that funding from DELLS is inconsistent across Wales and difficult to access. LSC funding for NVQs in England have significantly increased the figures for the rest of the UK, and funding of NVQs only (without FMA/MA Frameworks) would be very popular with employers in Wales.

Wales does extremely well in terms of voluntary sector organisations at levels 3 and 4, once again the SCWDP money may be a contributing factor here, together with the investment in funding from Welsh Assembly Government and the voluntary sector itself.

The most striking success in Wales however relates to the registration of staff to complete awards from the day care and domiciliary care where Wales is significantly better than the UK average. This may be driven by the approaching date (April 2009) for domiciliary care organisations to meet the regulatory targets, but is not yet translated into completions where Wales still lags behind. This reflects the situation identified before the target dates for residential care in Wales where the registrations for managers increased significantly, but the completions rates remained reasonably stable. The regulatory requirements measure training targets by staff qualified or qualifications commenced (i.e. staff registered for the awards). This will require further exploration and monitoring.

11.4 Joint Qualifications with Health Sector

The introduction of the joint suite of National Occupational Standards and Qualifications for Health and Social Care came into effect in February 2005. Since the introduction of the new awards there has been a substantial increase in the numbers of NVQ/SVQ certificates between in June 2005 to June 2006, an annual increase of 24.0%. The joint suite was developed with the aim of increasing flexibility of career pathways and making qualifications more portable between sectors. The new awards seem to meet the needs of employers and be more accessible and relevant for candidates, however, social care employers have expressed concerns that this may have created a migration of skills from the social care sector into health due to better wages and conditions of services. This needs monitoring and further exploration with Skills for Health.

11.5 Converting NVQ Registrations to Certifications

Given the reporting systems that exist and the time lags in completion of NVQs; it is very difficult to show accurate completion rates for these qualifications. However the numbers of staff who have the required and recommended qualifications within the sector continues to grow steadily and has increased significantly since the introduction of the Health and Social Care Awards in 2005.

Figure 8: NVQ Certifications by Employment Sector (2006).

Total Number of Employers (% of certificates)	Wales			UK		
	2	3	4	2	3	4
Local Authority						
Children's Services	3.1	6.5	3.8	3.9	11.9	5.1
Adults Services	36.5	6.8	15.7	14.5	13.0	23.1
Other	0.0	0.2	0.0	1.8	1.3	1.1
Voluntary Organisation	1.0	21.2	11.8	7.2	9.3	10.8
Private organisations						
Children's Services	11.4	8.7	6.3	6.6	11.3	4.8
Care Home only	7.9	2.3	8.4	22.8	11.8	14.6
Care Home with nursing	1.6	1.0	2.4	7.8	6.6	9.8
Other private	7.4	6.4	3.8	14.3	5.1	4.3

(day care and domiciliary care)

Other organisation	3.8	2.1	7.0	1.7	1.7	2.0
Self employed	0.0	0.2	0.0	0.1	0.5	0.1
Training Programmes/placement	15.2	20.2	1.4	5.2	4.9	0.3
Other status	0.0	0.4	0.0	0.1	1.5	0.0
Total number of candidates	1015	1211	287	17519	11984	2645
Number of respondent centres	43	43	43	614	614	614

Source: [NVQ Take Up Survey 2006 LGAR](#) (published Jan 2007)

Once again Wales is reporting a better than UK average for the voluntary sector at level 3 and 4 but poor completion rates at level 2. This may reflect the large drop out rates for FMA/MAs where much of the public funding is located. A further reason maybe for existing staff who will be completing the higher level 3 and 4 qualifications they are already committed to the sector as indicated by the learner satisfaction surveys discussed in Section 19 on Quality. Alternatively the funding provided through SCWDP money or Welsh Assembly Government funding may bring more successful completions. The certification rates of NVQs on training Programmes are much better in Wales than the UK average which is encouraging.

11.6 Availability of NVQ Assessment Centres in Wales

There are 117 Assessment Centres in the health and social care area (including children's care learning and development and health care awards) operating in Wales, and 62 of them or 53% responded to the NVQ Take Up Survey published by the local government research and analysis organisation in Jan 2007. 77.4% of these centres are led by specialist training companies/organisations 40.3% of centres in Wales were within the 22 local authorities and were therefore not funded through DELLS money.

Of the 62 centres who responded 46.8% of them were able to offer assessment through the medium of Welsh and 35.5% verified through the medium of Welsh. 29% of them provided underpinning knowledge through the medium of Welsh. Only 4.2% of candidates however used the assessment service and 3.3% the underpinning knowledge facility. Given the number of Welsh speakers within the community at least 22% and the number of Welsh speaking staff in the sector estimated at 15% this seems to imply that candidates are under confident in using Welsh for formal assessment activities.

11.7 Challenges in Delivering NVQs

The Care NVQ Take Up survey provides good information on the challenges and barriers facing assessment centres for NVQs in health and social care in Wales and across the UK.

Figure 9: Barriers to delivery of NVQS experienced by centres (2006)

Barriers	Wales (%)	UK(%)
Funding/Cost		
Funding of centre/candidate	12.0	13.9
Assessor Issues	8.0	14.9
Supply of assessors	4.0	6.9
Motivation of assessors	4.0	7.3
Candidate Issues	8.0	9.8
Time Constraints	4.0	5.3

Motivation of Candidates	4.0	1.4
Ability of Candidates	0	2.4
Other	12.0	7.6
Awards	4.0	2.0
Other	8.0	3.1
Number of Respondent centres	25	490

Source: NVQ Take Up Survey 2006

This table indicates that slightly fewer centres in Wales reported an issue in accessing assessors than the UK average. It remains however a significant difficulty, together with funding and other issues which included availability of Welsh medium delivery in the successful delivery of NVQs in Wales. The later probably accounts for the significant difference between Wales and the UK in the 'other' category.

It is clear that the onset of regulation has increased the demand for training in social care and to despite a substantial growth in the registrations for FMAs/MAs the poor completion rates have not delivered the required number of qualified staff to the sector.

The previous work based learning funding arrangements delivered by DELLS (and ELWa) are not consistent or flexible enough for the social care sector and further work will be required to monitor the changes that the Work Based learning Improvement Plan may bring to this situation.

SCWDP was introduced as a source of flexible funding to support training for the existing workforce – initially focusing on the local authority sector, but increasingly targeting all parts of the workforce. The fund does not have to be spent directly on training costs; it may be used to support employers by subsidising childcare or providing cover for employees taking part in training. The Welsh Assembly Government produces targets for the proportion of employees holding recommended qualifications, in line with NMS.

SCWDP also provides funding for a wide range of non-NQF awards, that would not otherwise attract funding – often because they are a legal requirement. Most common amongst these were moving and handling, food hygiene and first aid courses.

11.8 NVQs and Career Progression

At present, career progression routes into and through the care sector are not clearly mapped. There are particular issues about entry at age 16-18, in terms of duties permissible for young people (which exclude intimate personal care and manual handling) and also the transferability of FE-based qualifications into NVQs.

For those working within the sector, there is an issue that NVQs do not facilitate progression or career advancement. There is a tension between the regulatory requirements and succession planning and progression for staff. There is a need for a Continuing Professional Development framework that will bridge this gap and encourage the development of VRQs that will enable career progression and succession planning while retaining the need to have staff assessed in the workplace as competent, thus ensuring public protection.

This is a particular issue for smaller organisations, where supervisory roles may not be available to individuals. One response to this is the “climbing frame of achievement” approach, currently in development by Care Council for Wales. This will aim to demonstrate a combination of horizontal and vertical progression routes available to sector staff.

12. Training for different occupational levels

The Care Council's Qualification Framework links occupations and job roles to levels and specific qualifications very clearly. The previous sections of this report have shown that a wide range of learning is available at levels 2, 3 and 4, through FE, WBL and SCWDP funded provision. One challenge for the sector, however, is offering smooth progression between occupational levels.

The main higher level qualifications for social care are the NVQ 4 in Health and Social Care, the NVQ 4 Registered Managers (Adults). The award for managers in residential childcare was launched late in 2004; however it has proved difficult to deliver in Wales due to the small number of centres offering the qualification and the lack of availability of assessors who are competent in this area. In addition, the MSC NVQ level 4, a generic management qualification, is an option for those working at managerial level. This is often the preferred option for nurses who are registered managers in residential care homes for older people and a Modern Skills Diploma framework exists to offer level 4 WBL funding using this qualification. No such framework exists using the Registered Managers awards since the additional elements⁵⁶ required to complete the framework have not proved popular with the sector in previous consultations.

The other award delivered at this level in the FE sector is the Diploma in Welfare Studies (DWS) unfortunately this has no currency within the sector and does not have UCAS points so cannot now be used to access social work training.

There was a good spread of training available, with 19 FE colleges and 16 training providers offering courses to level 4. SCWDP funding supported a range of level 4 learning beyond the main awards above, including the NVQ for Managers in Residential Childcare, NEBOSH Diploma, MSC level 4 in Generic Management and post-qualifying awards for social work.

The Registered Manager National Occupational Standards and awards in both adult and residential child care are currently being reviewed by Care Council for Wales in partnership with the sector and it is hoped that this will bring some resolution to the challenges indicated above. However these are the main management qualifications undertaken by the sector, and this indicates a substantial gap in higher level management qualifications for senior and strategic managers within social care. This will need to be addressed as part of the delivery of the workforce requirements for ***Fulfilled Lives Supportive Communities***.

⁵⁶ Key Skills and Technical Certificates
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13. Qualifying Social Work Training

The SNA indicates that there remains a skills shortage for qualified social workers across Wales and especially Welsh speaking social workers and social workers who support children and families. The recruitment and retention issues are real within the profession and were well quantified and documents in [Social Work in Wales: A Profession to Value](#) in 2005⁵⁷ and reported in the SNA. Many key stakeholders including employers and Care Council for Wales have already made a number of efforts to address these issues. Some of the funding opportunities and partnership created to support the process of delivering qualifying social work training are outlined below.

The Degree in Social work was introduced in Wales from Sept 2004 to gradually replace the Diploma in Social Work (DipSW). This decision represented a major policy decision by the Minister for Health and Social Services when, Social Work training was reformed to ensure that it more effectively prepared individuals to work within the modernized social services agenda.⁵⁸

The Rules and Requirements for the degree in social work⁵⁹ (level 6 qualification) require HE providers to have formal partnership arrangements with local employers to ensure that the selection of students matches the needs of local employers; the curriculum matches the needs of actual contemporary practice and to ensure practice learning opportunities are available for students. Without clear evidence of these partnerships, social work degree programmes are not approved by Care Council for Wales and cannot therefore offer a qualification that leads to registration or enables graduates to practice as social workers in the UK. There are currently eight Social Work Degree Programme Partnerships offering the degree with 292 students enrolling for the degree in 2005/2006 and 331 enrolling in 2006/2007 in Wales. Only West Wales does not have a local HE provider delivering social work education.

The Rules for the degree have increased the requirements for practice learning days from 130 to 200. Practice Assessors are required to be qualified social workers with an assessor qualification and the minimum number of direct observations of practice has been increased from 3 to 6 for each practice learning opportunity at Level 5 and Level 6. Course providers are required to ensure that the curriculum enables students to apply knowledge in practice and demonstrate competence in the 21 units of the National Occupational Standards for Social Workers. This has always been a challenge for social work education and availability of practice assessors remains an area for improvement. While all of these requirements are set to increase the quality of graduates, they also create challenges in finding high quality practice learning experiences and thus limit the number of students who can embark on social work training.

13.1 Partnership Arrangements for Social Work Training

The Care Council has refocused the funding scheme for practice learning and introduced the revised approach from April 2006. Practice Learning Standards have been agreed for Programmes, Local Authorities and individual placements. During 2005/06 780 practice learning opportunities were funded compared to 638 in 2004/05. 79% of these were provided by the statutory sector compared to 688 in the previous year.

⁵⁷ Social Work A Profession to Value – ADSS Cymru 2005.

⁵⁸ Care Standards Act 2000. HMSO.

⁵⁹ Set by Care Council for Wales under care Standards Act, and regulated and monitored by Care Council for Wales

Employers must be at the centre of training and training supply must be based on forecasting future employment needs through a National Strategic Partnership. Partnership arrangements are further strengthened by the fact that approximately 30% of students who started their training 2005/06 were being directly supported by their employers. The SCWD Programme provides £30K per year for each of the 22 local authorities to support traineeships schemes for social workers in their area. A variety of options are used by local authorities to fund training for social workers including the Open University, secondments, traineeships and others; research was conducted into this by SSIW in 2003.⁶⁰

The following table, Figure 10, provides an indication of the spread and numbers of students undertaking qualifying social work courses in 2005-06 in Wales. It indicates a rise in the intake numbers from 2004, 2 new providers within the degree programme from University of Glamorgan and University of Wales, Newport.

Figure 10: Degree Programmes Approved by the Care Council for Wales

NEW DEGREE	DipSW	NEW DEGREE			
Degree Partnership	Last Entry Date	Start Date	Route	Student intake 2005/06	Student intake 2006/07
1. South Wales Partnership (UWIC/Bridgend)	September 2003	September 2004	3 years full time 4 years part time	67	65
2. University of Wales Newport	No existing DipSW	January 2005	3 years Fulltime	21	22
3. Cardiff University	September 2004	September 2005	2 years fulltime Masters	48	49
4. Open University	February 2004	February 2005	3 to 6 years Distance Learning	20	33
5. Bangor University	September 2005	September 2005	3 years full time	26	46
6. Swansea University	September 2004	September 2005	3 years full time 4 to 6 years part time	55	55
7. NEWI Coleg Menai	September 2004	September 2005	3 years Fulltime	36	40
8. University of Glamorgan	No existing DipSW	September 2005	3 years Fulltime	19	21
			Total	292	
				+ 36	

⁶⁰ 'Growing Your Own' Social Work Traineeships in Wales. SSIW 2003. Sfc&D Stage 2 Final Report Wales A – social care

There has been a rise in intake numbers this current year to 331 and this is expected to increase slowly over the next few years.

The main issues for qualifying social work training are listed below:

Regulatory Requirements for Courses

- Each Social work programme is required by the Care Council under its Approval Rules to ensure that service users and carers are involved in all aspects of the training e.g. selection, teaching, assessment. The Care Council provides each Degree Programme with an annual grant to support this work and produces an annual report on its outcomes.
- All 22 Local Authorities in Wales are partners in at least one degree Programme and 90% are in partnership with more than one Programme. Each student who commences training is “hosted” by a named Local Authority which has responsibility for managing their practice learning throughout the whole of their training.

Funding Issues

- The Care Council manages a Practice Learning Opportunity Funding Scheme which provides resources to agencies which take social work students on practice. This is paid at £20 per student per day and is coordinated by each Local Authority within the local Practice Learning Partnerships. In 2005/06 780 practice learning opportunities were funded, 78% of which were provided by the statutory sector. The Care Council provides an annual report of the outcomes of this scheme.
- The Care Council introduced a new Student Funding Scheme in 2004. All eligible social work students from Wales, who are not receiving other forms of funding, are now entitled to a package of support which, for most students, is in excess of £4000 per year. The Care Council funded 218 students who started their training in 2006, of these 181 were undertaking the degree in Wales and 37 were on courses outside Wales. In total 484 students are currently being funded through this scheme.

Developments in Courses

- There should be flexible routes to the qualification. Most of the Degree Programmes offer the qualification through a three year fulltime route. There is one Masters Programme at Cardiff University which runs over 2 years, a fulltime employment/part time employment route provided by the OU and a fulltime/part time employment route available at Swansea University. The Care Council Rules allow Accreditation of Prior Learning (APL) at Level 1 of the degree, however to date Programmes are not operating such arrangements. The Care Council is currently undertaking a project to explore the need for further flexible routes in Wales. This also addresses recommendation 22 of ‘Social Work – A Profession to Value’.
- Transferability of qualifications across the UK is essential. A degree qualification has been introduced in each country of the UK. The four Care Councils have ensured that the new qualifications are aligned in a number of key aspects and are recognised as equivalent across the UK.

A national strategic group has been formed by the Association of Directors in Social Services (Wales) to provide some leadership to addressing the recruitment and retention issues for this

group of staff. Care Council for Wales are key partners in this group and its activities. Care Council for Wales currently have 2 projects researching ways to increase, promote and deliver more learning through the medium of Welsh (in partnership with the HE providers and Programme Partnerships) and to provide more flexible routes to qualifications. These projects will report in April 2007 and action will be taken to deliver the recommendations.

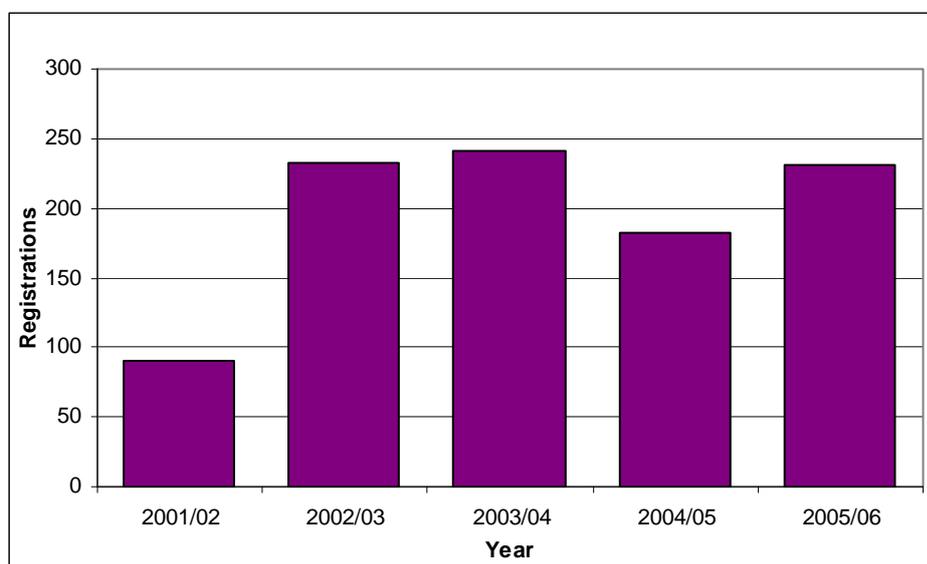
14. Post Qualifying Social Work Awards

Post Qualifying (PQ) awards were introduced by CCETSW⁶¹ in 1991 and were designed to structure the continuing professional development (CPD) of qualified social workers in line with other professionals. These learning outcomes from these awards are delivered either by employers themselves or in partnership with HEIs. The awards are currently made by Care Council for Wales through the registration and quality assurance mechanisms of the PQ Consortium for Wales. There are two generic awards available:

- The Post-Qualifying Award (PQSW), which is intended to be achievable by any qualified and experienced social worker. It is made up of six elements, which shows that qualified social workers have reached a more complex understanding of their role and tasks. The PQSW also includes three specialist awards: The Practice Teaching Award – which enables social workers to practice teach and assess students, the Mental Health Award, gained on completion of an Approved Social Worker award, and the post qualified Child Care award intended for experienced social workers working with children and young people and their families. The PQSW is currently a Level 6 award.
- The Advanced Award (AASW), which is intended for social workers moving into positions of greater responsibility, within management, training, and research and /or advanced practice – it is equivalent to a level 7 qualification.

PQ registrations for 2005/06 showed an increase on the previous year, to 231. 219 PQ Awards were achieved, again an increase on the previous year. Of these, 70% were Part 1 awards, 26% full PQs and 4% advanced awards.

Figure 11: PQ Registrations – Wales 2001 - 2006



Source: Care Council for Wales

The numbers of people registering to undertake the PQ remain reasonably constant. The introduction of 'Protection of Title' for social workers in 2005 requiring registration with Care Council for Wales for all social workers, and the attached Post Qualifying Training and Learning conditions will mean that CPD and life long learning are increasing part of the landscape for this

⁶¹ Central Council for Education and training in Social Work – predecessor organisation of the 5 Skills for Care and Development Alliance Partners (and General Social Care Council - England)
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group of workers and of course will have a vital role in public protection. SCWDP supported a range of PQ learning during 2004/05, especially at PQ1 level. Most PQ is funded directly by employers with some contribution from individual learners the main activities are shown in the table below.

Figure 12: SCWDP Supported Learning, 2004/05

Award	No. of Learners
Advanced Award in Social Work	2
Approved Social Worker Award	32
PQ Child Care	25
PQ Child Care Award (Salford)	2
PQ Community Care	21
PQ1	183
PQ6 Programmes	83
PQSW	4
Practice Teaching Award	60

Source: Local Authority Training Managers

The PQ Consortium for Wales takes responsibility for promoting the awards and generally administering all aspects of registration and assessment, accreditation and quality control, within the quality assurance processes of the Care Council’s Rules. The Care Council for Wales remains the awarding body for the PQ Award in Social Work and the Advanced Award in Social Work however this arrangement is coming to an end. Care Council for Wales are working in closely with all HEIs participating in social work training to develop courses that will meet Care Council for Wales’ Rules for PQ in the future. New awards will be delivered and validated by HEIs and local employers through the existing partnership arrangements for social work qualifying training. This may require some changes to the FTEs available for part time courses in Social Work within some universities across Wales.

14.1 Other Level 5+ Qualifications

The Qualification Framework for social care does not specify any level 5+ qualifications except as VRQs for some management functions, with the exception of the social work degree. However a growing number of other qualifications are available at Levels 5-8 on the revised NQF⁶², such as the Level 5 BTEC Higher National Certificate in Health and Social Care, Level 5 BTEC Higher National Diploma in Health and Social Care and the Level 5 Diploma in Primary Care Management. None of these qualifications currently have any support from the sector, however this is a need to develop a management and leadership strategy for the sector to support the implementation of the **Fulfilled Lives, Supportive Communities** vision for social care to 2016 and consideration will need to be given to higher level skills, qualifications and achievements. In addition there is work on going to develop National Occupational Standards for Contractors and Commissioners in Social care (and joint commissioners with Health) and these courses could well include qualifications at level 5+. Once again these qualifications will support the policy context laid out within **Fulfilled Lives Supportive Communities**.

⁶² Level 5 is equivalent to the Intermediate level (Diploma of Higher Education or Foundation degree) on the NQF, whilst an honours degree is now a level 6.
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14.2 Foundation Degrees

Foundation Degree courses are higher education qualifications at level 5, or equivalent to the first year of a degree Programme. The Minister for Life Long Learning in Wales has not yet announced a formal position on Foundation degrees in Wales. Within social care however no Foundation Degrees currently exist within the regulatory framework, and they therefore have no formal standing or role occupations within the sector. Foundation Degrees in Social Care (driven by HEIs) are in existence and development in Wales but few are yet available, whereas in England a wide range of courses can be accessed from HEIs. There is currently no place for Foundation Degrees on the Qualification Framework, however some possible developments emanating from ***Fulfilled Lives Supportive Communities*** could generate a place for foundation degrees in the new role of assistant professional.

15. Continued Professional Competence and Development

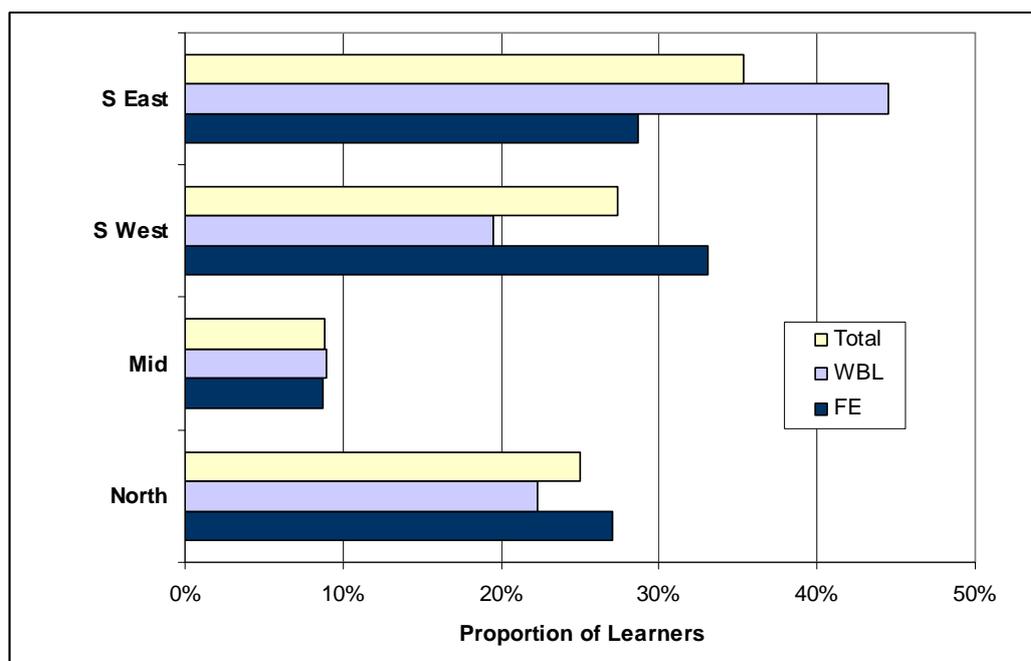
There is a need to cultivate a culture across the social care sector of life long learning where professional competence and CPD can be fostered and delivered. This is being encouraged through the registration of groups of workers who require and the requirement to demonstrate post registration training and learning in line with many other regulated professions. With this change will come a range of learning support needs not currently being used. The roll out of required registration for residential child care workers will drive this activity during the coming year and the new and emerging roles from the implementation of the 10 year strategy will also be a key factor.

There is a need to develop a CPD Framework for the sector that uses all possible options of the CQFW to enable staff to undertake formal learning and to have more informal and in-house learning recognised and accredited discussed under section 10, Care Council for Wales are in negotiations with DELLS currently to take this forward.

16. Availability of Training by Region

Social care training is available from universities, colleges and training providers across Wales. Data from DELLS shows that SW Wales was especially strong in the FE sector. In the SE, the largest region, WBL dominates, whilst FE provision to the sector is relatively limited. North Wales, accounted for 25% of learners, distributed fairly equally between FE and WBL.

Figure 13: Proportion of DELLS-Funded Learning by Region of Learner Residence. 2004/05



Source: DELLS / LLWR

The figure above shows the regional differences in the spread of learning delivery mechanisms in the sector and are bench marks of good practice. In South West and North Wales there are particular colleges who have been actively and effectively engaged with employers in the sector through the SCWDPs and the Regional Social care Partnerships and the FE provision has been supported strongly by employers since it is relevant and meets the sector's needs. The provision in South East favours work based learning which indicates a higher concentration of funding available through apprenticeship frameworks.

Of interest in capacity terms, LLWR Data shows the proportion of learners taking courses outside their home region. Mid Wales figures were the highest, with half of all WBL learners and 44% of FE learners travelling outside the region to find training. This may reflect the nature of the sector in Mid Wales, with few employers to offer placements and difficulties of travelling within the region.

Figure 13: Learners Travelling Outside their Home Region to Access Provision, 2004/05

Provider	Wales	North	Mid	S West	S East	All Sector
WBL	28%	12%	50%	31%	26%	25%
FE	16%	7%	41%	21%	4%	23%

Total 21% 8% 44% 24% 15% 23%

Source: LLWR

Compared with an all sector average, care sector learners were less likely than average to need to travel out of region to access training. SCWDP funding is devolved to local authorities to allocate and this ensures a regional and sub-regional distribution of funds.

17. E-Learning or Distance Learning

The social care sector has above average rates of e-learning and distance learning. In 2004, 1,669 individuals were pursuing 2,243 learning activities remotely, accounting for 12% of all learners in the sector. Distance learning was especially prominent in North Wales, where it accounted for more than 40% of all FE provision. This level of distance learning is not reported by workers or learners however, quality distance learning could clearly be of benefit to a rural workforce, for shift workers or to encourage more Welsh medium provision especially in a sector where unsocial hours are the norm.

18. Welsh Medium Training

The evidence around the employer's needs for Welsh speaking staff contained within the Future Skills Wales Reports from 2003 and 2005 (discussed within the SNA) are contradictory. Our evidence from other sources again discussed within the SNA is that there is a real gap in Welsh speaking staff across the sector. This is confirmed through our work with service users and carers reported in Section 3 of this report and the learner's satisfaction survey reported in Section 19 of this report. In order to ensure that staff have the ability and confidence to deliver services through the medium of Welsh there is a clear need to encourage staff to complete their education and training through the medium of Welsh.

There is a reported need by learners for learning materials to be developed through the medium of Welsh and Care Council for Wales have, over the years, produced many publications bilingually to support this process. Much more investment is required to address this gap and to update existing publications.

DELLS funded learners in social care were more likely to access provision in the medium of Welsh than those in other sectors. However, the overall proportion of Welsh medium learning, at 5.1%, is still significantly lower than one might expect, given the proportion of Welsh speakers in the population (21%). More worrying, perhaps, is the very low level of Welsh medium provision in WBL, where just 0.5% of activities were in Welsh.

Research by Care Council in 2003⁶³ found that around 15% of social care staff were able to work through the medium of Welsh, which falls short of the needs of the population. However, what is more worrying is the ability to maintain numbers of Welsh speakers in the workforce if suitable training provision is not in place. As indicated through the analysis of the Care NVQ Take Up Survey discussed in section 10.5 the availability of assessors to work through the Welsh language remains a barrier to some people.

The availability of learning and assessment through the medium of Welsh remains a challenge for both qualifying social work education and training and post qualifying training as discussed in sections 13 and 14 above and has been identified as an issue through the ADSS report from 2005.

⁶³ Quoted in Themes and Tends, October 2006.
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19. Statutory Training

Employers in the sector are required by the National Minimum Standards to ensure safe working practices and to provide induction to their staff. This is covered by the Induction Framework, which includes elements such as:

- First Aid / Emergency Aid
- Health & Safety
- Food Hygiene
- Principles of Manual Handling
- Fire Training

However, formal certification is also required for many staff against these activities and accounts for a very large amount of in-house learning and input from FE colleges and other learning providers financed by employers directly. Some of this is funded through SCWDP which support a wide range of provision in these subjects, funding almost 5,000 learners on moving and handling courses during 2004/05, along with 1,300 food hygiene and more than 1,000 first aid activities. There are no mechanisms, however to capture the training funded directly by employers. In addition, staff will be expected to undertake refresher courses to keep these skills up to date. Employers report shortages in high quality, affordable training to meet this need.

20. The Voluntary Sector Training

The voluntary sector plays a significant part in the delivery of informal training for the care sector. In 2006 a report was published based on research into the impact of the voluntary sector on learning and training in Wales⁶⁴. The point is made that training provided by the voluntary sector has resulted in considerable savings in later years in a variety of areas including social services. However, it is important to note that funding to support non-accredited learning, which is an important characteristic of the voluntary sector contribution, is predominantly short-term. Despite this, the report emphasises the *“immense contribution made by learning in the voluntary sector towards health, care and social order issues”*.

Other research reinforces the point that there is extensive support for learning in the care sector from voluntary sector organisations, and acknowledges that much of this will be non-accredited or consist of short courses⁶⁵. Members of the WCVA Social Care Network were surveyed to identify details of learning delivered. Whilst several replied that they are delivering to the sector, few were engaged in delivery of accredited learning, but might offer courses on topics such as racial awareness, committee skills or mental health awareness through short courses⁶⁶.

Other research on the wider voluntary sector shows that the majority of voluntary organisations undertake job specific training including NVQs, health and safety, first aid and induction training⁶⁷. Many identified other generic training including motivation, customer care, legal issues, presentations skills, marketing, quality assurance, risk assessment and team building. There was also a wide range of training required, such as personnel development, social awareness, crime awareness, court procedures, training to volunteers for networking and counselling skills, child protection and British Sign Language, amongst others.

Workers within the voluntary sector have the same regulatory requirements as the rest of the social care sector and therefore must undertake NVQ training, statutory training etc. As indicated in Figure 6 above, Wales is doing better than the UK average at meeting the needs of the voluntary sector for this training especially at levels 3 and 4. The availability of the SCWDP money to all parts of the sector including the voluntary sector could be a contributing factor this success. However it is clear from the report on the Impact of the Voluntary Sector 2006 that more requires to be done to meet the needs for training within this part of our sector. The investment made by the public purse in respect of the voluntary sector’s training needs is discussed below in Section 16.

⁶⁴ *Voluntary Sector Impact*, Welsh Assembly Government, 2006.

⁶⁵ *Audit of Supply for the Care Sector in Wales*, 2005

⁶⁶ *Ibid*

⁶⁷ *Voluntary Sector Skills Wales 2005*, ELWa/WCVA, 2005
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21. Systems and Processes to Manage Quality

21.1 Learners' Experiences

Some recent research carried out for Care Council for Wales⁶⁸ set out to identify the views of care sector learners of their courses. The researchers spoke to a cross section of GNVQ college-based learners, those taking AVCEs, existing employees taking NVQ levels 2 and 3 and some students taking higher qualifications including NVQ 4 and qualifying social work training. There was an important split in perceptions, in that few of those interviewed on GNVQ courses had strong ambitions to work in the sector and several had been encouraged into social care as a last resort. Those on higher level FE courses were much more likely to be committed to working in the sector as a career choice. Most of those interviewed on WBL courses were there as a result of employers supporting them to achieve their initial qualifications and also trying to meet the minimum training targets set by regulatory standards.

FE learners enjoyed work placements and felt these should be “front loaded” in their courses to build learners' interest in the work. Those already employed in the sector felt that being able to “make a difference” was the best aspect of their job. The downsides from learners' perspectives included the general image of the sector as poorly paid, requiring long hours and lacking in recognition and the issue of being unable to secure a job before the age of 18 due to age restrictions in regulations.

There were some concerns reported by the learners about staff with little or outdated knowledge of social care offering poor quality teaching, advice and guidance to students and those already in work complained of a lack of support from employers in allocating time for coursework during the working day. More mature students found the adjustment to attending formal learning in a college setting quite challenging.

Learning providers were concerned about the difficulties of securing adequate work placement opportunities for college-based learners. This was due to a range of issues, such as delays in obtaining CRB checks, arranging insurance for employers and confusion regarding the duties allowable for those aged under 18 years. Many of these issues have been discussed by Care Council for Wales with Careers Wales and Job Centre Plus in the past and despite several projects to address them they do remain barriers to accessing both learning and entry to the sector.

Clearly there are some important issues here for the sector, if it is to meet the challenge of securing an adequate supply of skills to accredit the existing workforce, and recruit and retain new staff to meet the growing demand from an ageing population:

- Better Careers Advice and guidance
- Improving the image of the sector
- Better career pathways and more professional training.
- Improving the quality of the learning experience
- Better and more diverse work placements

⁶⁸ ELWa / Care Council for Wales Social Care Sector Case Studies Research. Beaufort Research and Golley Slater 2005

- VRQ qualifications that include more work placements

21.2 Inspection Reports

Estyn is the office of Her Majesty's Chief Inspector of Education and Training in Wales and hence "has responsibility to raise standards and quality of education and training through inspection and advice, in support of the vision and strategic direction set out by the Welsh Assembly Government."⁶⁹

Estyn inspection reports for 2003 and 2004 indicate that FE and WBL social care learning providers show a range of quality levels, but with a significant proportion of providers rated at level 4, or even 5⁷⁰, which is a source of concern to the sector. DELLS has stated that from 2008 onwards only learning that is classified as "satisfactory" (or level 3) or above by Estyn will receive public funding, and from 2010 only provision found to be "good" or "excellent," (levels 1 or 2) will qualify. Since most of the training provided to our sector is within work based learning and Further Education this could have significant consequences for access to training for the social care, children, early years and young people's sector with the number of learning providers falling significantly.

In a 2003 report on quality and standards in post-16 education and training in Wales, Estyn reviewed the 1997-2002 inspection cycle of further education⁷¹. Estyn found that completion rates and attainment rates for full and part time students on caring and health courses were satisfactory to good. Completion rates had remained relatively constant over the previous few years whilst attainment rates had improved slightly. In the 2005-06 Annual Report work based learning provision still had half of the providers inspected with unsatisfactory standards, and important short comings were noted in Health, Public Services and Care.

Estyn grades for individual providers revealed little disparity in standards in both North Wales and Mid Wales, with providers in those regions scoring either 3 or 4 overall. In South East Wales and South West Wales there was marginally more variation, with one provider scoring as low as 5, whilst other institutions scored as high as 2 for their respective provision.

21.3 Quality Issues

Experiences from learner case studies⁷² report a poor standard of teaching and commitment to social care studies in learning institutions. This confirms employers' perceptions that the subject is given a very low priority by many providers, frequently delivered by staff with little sector knowledge and used as a destination for learners deemed unsuitable for more aspirational areas of the curriculum. This was not borne out by the Estyn reports in terms of teaching technique; Estyn praised teachers in the main for structured lesson planning, effective use of diverse teaching strategies and maximisation of their own and students' previous experiences. Estyn observed and commended the "*pace and challenge of the best teaching sessions*".

⁶⁹ Estyn Aims. <http://www.estyn.gov.uk/home.asp>

⁷⁰ Estyn Grades: Grade 1 good with outstanding features. Grade 2 good features and no important shortcomings. Grade 3 good features outweigh shortcomings. Grade 4 some good features, but shortcomings in important areas. Grade 5 many important shortcomings.

⁷¹ Estyn: Quality and Standards in Post-16 Education and Training in Wales: A Review of Further Education Inspection Cycle (1997-2002). 2003.

⁷² **ELWa / Care Council for Wales Social Care Sector Case Studies Research Beaufort Research and Golley Slater, 2005.**

Teachers were found to be sensitive to the individual needs and abilities of their students. The Estyn report commended teachers generally for encouraging students to explore the guiding principles of good practice in the caring and health professions using role play and case studies.

The learner's satisfaction research identified concerns about the quality of social care learning provision at all levels. However, Estyn's Annual Report for 2004-05 shows that both of the two Further Education institutions inspected in the Caring and Health Programme area during the year were awarded a grade 2, and of the six Work-Based Learning providers inspected in the Health, Public Services and Care learning area, one was awarded a grade 2, three were awarded a grade 3 and two were awarded a grade 4. If these grades are not improved by 2010 then 5 out of the 6 learning providers within this cohort would not be funded to provide Health and Social Care training and this potentially damaging for the sector.

Estyn findings further report that most Further Education institutions offer a range of courses and different modes of study to suit full-time and part-time social care students. A growing number of institutions offer work-based training at levels 2 and 3, and increasingly at level 4. However, **provision of Welsh-medium courses** is lacking, and institutions do not adequately promote a work-based route of study to students, particularly when individuals express interest in the practical side of care.

In Work-Based Learning, care is identified as one of the learning areas with lower standards than other areas. Estyn's 2004-05 Annual Report states "This is a concern as many areas of Wales have difficulties in providing services for the health and care of young people, elderly people and vulnerable members of their communities."

In addition, learning provision within the social care sector is often being delivered in areas which fall outside of Estyn's inspection remit. This provision is delivered mainly by employers on an in-house basis (though often made available externally).

Given the discrepancies identified between the Estyn reports, learner's satisfaction survey and intelligence from sector employers there is a need to have discussions with Estyn over the quality of provision in this sector.

22. Skills and Labour Shortages

Skills and labour shortages can impact on the social care sector in a number of ways.

- Skills shortages. These occur when insufficient people with suitable skills can be recruited to meet the service needs of the sector.
- Labour shortages. These occur when there are insufficient people, skilled or otherwise with an interest in working in the sector.
- Skills gaps, these are skills shortages within the existing workforce. Skills gaps can lead to reduced levels of service and additional burden on higher skilled staff.

22.1 Skill Shortages

Recruitment and retention of the workforce within the social care sector has become increasingly problematic for various reasons. A survey in 2004 found that half of local authority respondents in Wales had experienced difficulty in recruiting **care assistants** and over four-fifths had experienced problems in retaining them⁷³. The 2005 Future Skills Wales (FSW) Employer Survey showed that 35% of care sector employers with vacancies had some hard to fill (HTF) vacancies. Private sector care employers experienced a rate some 10% higher. All of this points to the importance of retaining staff who are already within the sector.

Interviews with employers brought up a range of reasons why this was so, including poor perceptions of social care work, competition from other sectors (especially health where pay and conditions of service are more favourable), delays in obtaining Criminal Records Bureau and Protection Of Vulnerable Adults/Children checks and poor quality careers advice and guidance. High labour turnover in the sector is another factor, especially amongst the Level 2 workforce.

Women with lower levels of qualifications who would have traditionally been recruited as care workers are diminishing in number, as women become increasingly better qualified and in turn have higher career aspirations. In addition, there are increasing numbers of alternative job opportunities in other sectors that are proving more attractive to the general labour force resulting in considerable leakage of qualified staff from the sector. The SNA indicated a slight rise in the numbers of men entering the sector, but issues relating to poor image and low pay will place natural barriers on this area of recruitment.

Many employers prefer to recruit more mature staff, on the basis that they are more reliable and more likely to be open to flexible working. More could be done to encourage and retain mature workers into social care in future, especially given that 80% of the current workforce is aged over 30.

With the anticipated changes in demography more must be done to recruit younger people into the sector who have the commitment and training to join the workforce and stay within the sector.

⁷³ *Consultation on Social Care Sector (Staff in Direct Care Settings) Skills Review*, DELLS, 2006
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A study in 2005⁷⁴ found that nearly 15% of all **social worker** posts were unfilled with almost two-thirds of these vacancies in children's services⁷⁵. The fundamental problem is that there is an insufficient number of qualified social workers to sustain demand within Welsh local authorities. Considerable movement of social workers between local authorities is further compounding the impact on service standards by reducing continuity of care and increasing recruitment costs and lag time for replacing staff. There are also high levels of staff sickness and large numbers of social workers who choose to leave the sector altogether for a variety of reasons.

When asked about the level of skills amongst current employees almost a quarter of care sector establishments reported skill gaps (FSW, 2003). This is a significantly higher proportion than in other sectors. In terms of actions taken to rectify skills gaps, three quarters of employers in the care sector claimed they would provide additional training.

Clearly, future policy on the supply of training needs to closely reflect the issue of addressing skills shortages. However, the above section shows that this is not as simple as targeting additional funding at training, but needs to focus on providing appropriate training to meet the needs of the sector from the existing budgets, along with effective assessment procedures and backed by actions to improve perceptions (and indeed in some cases, the reality) of a career in social care.

Ongoing consultation with employers is needed to monitor specific skill gaps and shortages and a fast response mechanism is needed to address these on a flexible basis.

22.2 Supply Shortages

There is a reported shortage in supply of funded learning in sector qualifications, and considerable comment about how inappropriate the profile of current provision is to the regulatory requirements of the sector.

Another issue for employers is the variation in cost of training. The complexity of funding and contracting arrangements is such that learning providers are able to offer differing rates on provision at different times or due to local conditions.

There were localised shortages of Welsh-medium assessors identified through employer interviews. Employers and learners also felt that there were general shortcomings in the assessment process, with a lack of consistency between different assessors and a lack of continuity of assessors due to staff turnover.

Employers⁷⁶ identified a lack of specific training provision in some locations, within specialised areas such as:

- Dementia
- Diabetes
- Nutrition

⁷⁴ Social work in Wales: A profession to value ADSS 2005

⁷⁵ *The Evaluation of the Recruitment and Retention Projects undertaken by the Regional Social Care Partnerships in 2005/2006* CCW 2006

⁷⁶ Audit of Supply for the Care Sector, Care Council for Wales, 2005.

- Dealing with challenging behaviours
- Medication
- Moving and Handling.
- POVA⁷⁷/Abuse.

22.3 New Recruits

There was also a strong perception that many of those on college courses were unsuitable for work in the sector and had been “dumped” into social care as a last resort. There is a need to develop a new and attractive work based learning pathway for 14-19 year olds encouraging them to make a positive choice to work within this rewarding sector. This should offer both vocational entrance and more academic entrance using the recently extended facilities of the Welsh Baccalaureate.

Training people aged over 25, who may be more likely to want to work in the care sector is still reported as a challenge by employers despite ‘All Age Learning’. Whilst there is no age barrier applied to DELLS funded training,⁷⁸ a ‘Youth Guarantee’ gives precedence to those under 25. This does not match the age profile of our workforce.

Training for new recruits in small workplaces may be an issue, as training providers can only deliver training cost effectively to a minimum number of learners. Hence a recently appointed member of staff may have to wait until there is a critical mass of training required, in order to finance a visit by a provider.

There has been an increase in the recruitment of workers within the sector from overseas identified in the SNA and employers report a need for cultural training and other training needs for these workers. This was reflected in the experiences of employers and service users and careers throughout this research.

⁷⁷ Protection of Vulnerable Adults

⁷⁸ Minutes of meeting between SCiP (SE) Members and ELWa Contracts Manager, 08 April 2005
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23. Changes by Employers towards Training

As previously stated, much of the demand for training amongst existing staff is driven by the requirements of NMS and the need for employers to maintain training targets. Demand is likely to increase, due to a number of factors:

- An older than average workforce implying high levels of replacement need. Estimates⁷⁹ for the sector suggest that 40% of the workforce will retire or leave the sector between 2004 and 2014.
- Ongoing skills gaps which need to be addressed to continue efforts to bring the quality of the workforce up to a high standard.
- New skills gaps to address changes in service delivery and increasing expectations of service users and carers.
- Strong growth in demand for care services over the next decade, to support an ageing population.

Interviews with employers suggest that there is resistance to undertaking training amongst more mature members of the workforce, who may have been in post for many years. More needs to be done to persuade this group of the benefits of training. However the converse is also reported, where older staff gain confidence following NVQ training and want to keep learning, but find it difficult to access appropriate courses that offer progression or Continuing Professional Development. In many cases, employers could do more to support staff development, through paying for time off to train or allowing time at work to compile portfolios of evidence gathering. However since most of the sector consists of small employers within the private sector who are dependent on limited public funding to ensure the stability of their business there is little spare cash to support these activities. It is often a stark choice between having enough staff to deliver a safe service or having staff on training courses.

There is a need for local authority commissioners to recognise the importance of training and workforce development to the provision of a quality service and ensure that funding for staff training is included in unit costs for care packages.

⁷⁹ Working Futures, 2006.
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24. Summary of Issues

The evidence contained within this and other reports indicates a need for better consistency and access to funding for all groups of staff across the sector. The SCWDP has gone a long way to encouraging greater collaboration of in house and statutory training and providing some additional funding form SSIW. However it is vital that the main funding routes provided by DELLS are more flexible and can meet the needs of this sector (one of Welsh Assembly Government 10 Priority Sectors).

‘Joined up’ funding arrangements would facilitate better planning and delivery of the required training for this sector using existing partnerships but including some access and flexibility to employers to direct the existing DELLS funding for the sector.

Better information on the funding possibilities and the focus of apprenticeships frameworks need to be made available to the sector. Training for the Workforce Development Advisers recruited by DELLS for the Workforce Development Programme on the specific needs and issues for the sector would be helpful.

Leaning providers must be encouraged by their funders to work more effectively and at an early stage with employers to improve the completion rates for work based learning Frameworks.

More focussed and sector endorsed qualifications need to be made available to the younger learners in the 14-19 pathways to increase the recruitment of learners to the sector and address some of the current skills shortages for the ageing workforce.

The issues of quality and consistency in assessment of NVQs must be addressed or the impending changes to funding arrangements for learning providers based on Estyn grades and Basic Skills Assessment could have a disproportionate and devastating effect on the social care sector.

25. Future Skill Demands

Working Futures forecast strong demand for key occupations in social care, to keep pace with increasing demand and the requirements of registration and NMS. This equates to some 20,000 care assistants and home carers, 4,000 managers and 3,800 social workers who will need to be recruited and trained over the decade to 2014.

Figure 14: Skills for Care and Development – UK Replacement Demand Percentages, 2004-2014

	Expansion Demand %	Replacement Demand %	Total Requirement %
Managers & Senior Officials	21	40	62
Professional Occupations	26	38	64
Associate Professional & Tech.	6	39	45
Administrative, Clerical and Sec.	-19	43	23
Skilled Trades Occupations	7	39	46
Personal Service Occupations	21	41	61
Sales & Customer Service Occs.	8	38	47
Machine & Transport Operatives	-3	38	35
Elementary Occupations	-43	42	-1
Total	9	40	49

Source: Working Futures

At present, more than sufficient learners are being recruited to meet the needs of the sector – by a factor 3 in the case of Level 2 qualifications. However, the issue at present is the extremely low completion rate, which changes the position completely. If an average completion rate of 15% is assumed, then we need to double the number of **completions** each year to meet sector needs at this level.

25.1 Employer Demand for Vocational Skills and Qualifications

The Social Care Sector is subject to National Minimum Standards training targets that define qualification levels required for certain groups of staff. In addition training targets are set for set percentages of recommended qualifications for other groups of staff. However, this makes up about half of the total 71,800 people estimated to be working in the entire workforce. Those subject to national training targets are described in tables below. The remainder are made up of:

- Day Care managers and care staff
- Deputy Officers in Charge in residential adult care
- Central management and support staff
- Training and education staff
- Other staff such as escorts, drivers, cooks, gardeners, cleaners
- Other professional groups working in social care services e.g. OTs

Table 15 Care Council for Wales – Workforce Estimates by Proportion Qualified

Headquarters & Area Offices	Total	Total Trained	% Qualified
Home Care Organiser	747	320	43%
Services for Children			
Social Worker	1408	1395	100%
Home Carer/Family Aide	896	181	20%
Services for Adults			
Social Worker	1030	1015	100%
Home Carer/Family Aide	14,900	3,736	25%
Services for elderly and elderly mentally infirm people			
Officer in Charge	933	624	67%
Care Officer / Assistant	13,332	5,911	44%
Services for people with physical or sensory disabilities⁸⁰			
Officer in charge	56	32	58%
Care Officer / Assistant	774	300	39%
Services for people with mental health problems			
Officer in charge	90	34	37%
Care Officer / Assistant	827	334	40%
Services for people with learning disabilities			
Officer in charge	313	206	66%
Care Officer / Assistant	2,756	1,149	42%
Services for children and adolescents			
Officer in Charge	124 ⁸¹	62	50%
Deputy / Assistant	124	62	50%
Care Officer / Assistant	750	529	71%
Total	39,060	15,890	41%

Source: Care Council for Wales The analysis is developed to estimate the number of additional people who need to be qualified to comply with National Minimum Standards training targets.

80 This does not take account of needs for rehabilitation Workers and other specialist staff identified within the ADSS Benchmarking the Service required for People with Visual Impairment in Wales 2005.

81 CSIW figures for residential child care
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Figure 16: Training Needed to Comply with National Minimum Standards Training Targets

Headquarters & Area Offices	Estimated Training Need
Home Care Organiser	147*
Services for Children	
Social Worker	252
Home Carer/Family Aide	416*
Services for Adults	
Social Worker	190
Home Carer/Family Aide	6433*
Services for elderly and elderly mentally infirm people	
Officer in Charge	438
Care Officer / Assistant	3596
Services for people with physical or sensory disabilities	
Officer in charge	31
Care Officer / Assistant	260
Services for people with mental health problems	
Officer in charge	69
Care Officer / Assistant	271
Services for people with learning disabilities	
Officer in charge	150
Care Officer / Assistant	767
Services for children and adolescents	
Officer in Charge	14
Deputy / Assistant	19
Care Officer / Assistant	184
Total	13,237

Source: Care Council for Wales.

*Date for National Minimum Standards training targets is 1st April 2009

The Sector Needs Analysis points out that the culture of learning needs to change: the effects of employers seeking to comply with National Minimum Standards training targets appears to have shifted the agenda to ensuring achievement of gateway qualifications. This will of course assist with the development of a skilled and qualified workforce, but there is a need to ensure that a culture of learning is encouraged within the sector from induction to CPD and progression. Further work is needed to ensure this becomes a reality.

During the postal survey to this research several employers indicated a need for more specialist qualifications and workers to include re-ablement officers, rehabilitation officer for the visually impaired⁸², gaps around training for Youth Justice workers, drug and substance misuse workers⁸³ and supported living environments. Some these gaps have been identified in previous

⁸² ADSS and WLGA (2005) Benchmarking Services for the Visually Impaired. WLGA. Cardiff

⁸³ Welsh Assembly Government (2005) Training Needs Analysis for the Drug Misuse Sector. Community Safety Unit. Welsh Assembly Government. Cardiff

research and often cross between SSCs. There is a clear need to work in partnership to ensure the needs of our 'shared workforce' are appropriately addressed. This could be covered through CPD but courses, providers and funding would all be required.

Fulfilled Lives Supportive Communities places additional requirements on training for Commissioning and Contracting activities with the sector and currently no standards exist to support the development of this training. Few accredited training courses exist across Wales and access to such course in Welsh is not yet possible. This affects about 200 workers within the sector at present and will increase as the impact of the mixed economy of care outlined in the 10 year vision increases.

There is a clear need for training in the installation, use and monitoring of technology that supports individuals to live at home. Once again these will be new skills for social care workers and estimating the level of need of workers or training is extremely difficult. It will however involve the development of new training across a range of levels and training providers.

25.2 Employer Investment in Skills

The extent of independent sector employer investment in skills is extremely hard to gauge in social care. Whilst there is fully funded NVQ training available to the sector, the majority of this relates to apprenticeship Programmes. We know that a substantial proportion of employers prefer to support stand alone NVQs for their staff, thus avoiding the greater staff commitment of achieving technical certificates and key skills. However, quantifying the extent of this provision is a difficult challenge, given that it is a purely commercial, and private, transaction.

It is worth noting that for employers the cost of providing staff cover for people attending training or taking time off during the working day to build portfolios is far greater than the cost of training itself. Hence many employers strongly support any moves towards increasing the proportion of training available to them in the workplace.

25.3 Other Investment in Skills

The SCWDP Programme, worth £8.5million in 2006/07, is provided as a supplement to local authorities' own resources to support partnership working and the further achievement of skills and qualifications across the workforce. In 2007-08 the figure will be £9,050,000 and the total expected expenditure will be £12,928,559. This uplift represents the considerable investment which is being made by local authorities in social care training and development⁸⁴ across the whole of the sector including commissioned services. The objectives of the Programme are to;

- Increase the proportion of staff across the whole social care sector with the qualifications, skills and knowledge they need for the work they do;
- Support the work of social care workforce development partnerships led by local authorities and informed by the commissioners of services within local authorities.

⁸⁴ Social Care Workforce Development Programme for the Personal Social Services: Progress Report 2004-2005.

There were 86,200 attendances at SCWDP training events in 2004/2005 (last available collated figures), with a 57% increase in attendance by staff from agencies other than local authorities⁸⁵. The Programme has been instrumental in increasing the number of people with appropriate qualifications. Over 2,170 specified qualifications were gained in the year 2004/05, through this Programme up by 25% on the previous year. While there have been clear year-on-year increases in the level of achievement since 1996, there remain substantial variations between local authorities with some appearing almost 4 times as effective as others in converting training funds into awards.

£11,373,000 was spent in 2003-04 on the voluntary sector Health and Social Care by Welsh Assembly Government. Since we know that 23% of the voluntary sector is in social care, children, early years and young people and only 2% in Health⁸⁵ proportionately this means an investment of £10,463,160 is likely to have been spent in the voluntary sector on social care. It is further estimated⁸⁶ that £2.4million of £10.5 million spent from the training and education division of Welsh Assembly Government could have been on social care training and education.

Unravelling the true nature of investment in skills in social care is extremely complex, given the wide range of sources available to providers beyond core funding from DELLS.

There is also the technical issue of whether investment in skills should be a broad definition, to include support for staff undertaking training (including costs such as childcare, replacement staff costs and time spent training on the job), or a narrow definition relating simply to the transaction cost of purchasing training from a provider. The approach taken by the Welsh Assembly Government to the SCWDF, is that it can be used for any purpose within the wider definition, in support of training targets. DELLS funding, however, is channelled through providers and does not make provision for meeting wider costs.

25.4 Other Public Funding

We have already noted the expenditure on social care from DELLS funding (£33.2 million per year), through the Voluntary Sector for learning and skills (£2.4million per year) and through the SCWDP (2005-06 £8.5 million) including the funding uplift or leverage (0.78p per £) from local authorities. However, beyond this, there are several other income streams to providers, through additional initiatives for target groups of learners, or through ESF support. A recent report from the Audit Office⁸⁷ reported that ELWa (now DELLS) had improved “*commercial relationships with training providers, which in turn has helped secure £72 million of European funding for post-16 education and training in Wales.*” (all sectors)

25.5 ESF Funded Projects

A number of successful ESF bids for funding were identified from the WEFO website, although there is no information available to provide details of learners assisted or training delivered. However, two of the following strands have been further investigated through the focus groups carried out as part of this work.

⁸⁵ NCVO Foot Print Analysis by SSC 2005 (using Labour Force Survey data)

⁸⁶ Using data from NCVO and the Impact of the Voluntary Sector Report in Wales 2006

⁸⁷ Wales Audit Office, 2006.

- **UKHCA Building Skills in Homecare (2004-2006).** UKHCA successfully bid for almost £200,000 from the European Social Fund for a two year project covering the Objective 3 areas of Wales. The project aims to update and up-skill home care workers, with a special focus on SMEs within the independent sector in Wales.
- **The Brecknock Carers Consortium** secured ESF support for a small project to provide encouragement and support to those carers/ex-carers who are socially excluded through their caring role/s.
- **Gorseinon College – Training to Care**, supported via ESF Objective 1. This project aims to deliver both initial vocational training for young people and adults and upskilling for people currently employed in the private care sectors who wish to improve their skills and qualifications.
- **Coleg Sir Gar – Social Care SMEs Consortium.** This project seeks to increase the competitiveness of 60 SMEs in the social care sector in Carmarthenshire by raising the skills levels of their workforce.

25.6 Wales Union Learning Fund (WULF) Projects

There are several WULF projects which impact on the social care workforce, mainly in the public sector. Examples include:

- **Caring for Learning in Partnership (UNISON)** - targets those workers with basic, key and vocational skills gaps, who have limited access to learning in the workplace.
- **Skills for the Care Sector (GMB)** This project aims to extend free access to NVQs to workers in the care sector, especially older staff and those on temporary contracts.

26. Conclusion

This report then identifies a number of key issues about the supply of learning to the sector:

- Social care learners report a lack of value and esteem placed on social care qualifications, poor subject knowledge by careers and subject advisors, poor teaching by staff/trainers with limited or out-dated knowledge of the sector, poor work experience placements and difficulties in gaining employment following completion of some awards until reaching the age of 18⁸⁸.
- Employers are dissatisfied with the arrangements for funding learning in the sector; FMA/MAs are the principle work based learning frameworks do not meet the sector's needs. There is a lack of consistency in various regions in Wales.
- Although more than 5% of DELLS FE and WBL expenditure is made on social care, very little recruitment is gained to the sector from FE and apprenticeship routes. There is a completion rate of FMA/MA frameworks of 15%.
- There is a need to improve the quality and consistency of training and learning.
- There is a need to ensure that pre-entry qualifications encourage new recruits to the sector and support the needs of the growing numbers of migrant workers operating within the sector.
- **Basic skills** - The amount of basic skills training provided by FE is considerable though there is lack of focus on training at pre-entry level. The need/demand for basic skills training has not been clearly researched and established within the sector but indications are that 11,000 workers within the sector could have basic skills needs. Some work has been done on this through the Welsh Union Learning Fund.
- **Newly employed staff** - Though FE activity in the field of social care training is considerable, very few of the students on these courses are recruited by the sector. There is a need to establish a clear framework for underpinning knowledge and skills for staff newly employed in social care, especially in the areas of respect and dignity for service users and in record keeping. Induction training needs to be more firmly established with the early years and childcare workforce.
- **Qualifications** – though much work based learning activity takes place, this often does not lead to registration for, and completion of recognised vocational awards in the sector. A large proportion of the funded learning does not meet the regulatory requirements placed on social care employers. There is a need to provide sector approved and respected education and training for young people to reduce the age profile of sector workers and ensure succession planning for retiring workers.
- **Higher education learning** – Social work training is delivered by HEIs. There are continuing difficulties in matching the demand for social workers with the supply of students. The requirement for practice learning to be provided by employers is a key limiter on supply of training. Though there are eight Programmes across Wales the configuration of HEIs means that West Wales do not have equal learning opportunities. More flexible pathways and increased Welsh learning social work training are required.
- **Learning through the medium of Welsh** – Though Welsh medium learning is increasing in education generally, the proportion of learning, especially work based learning in Welsh is very low.

⁸⁸ This relates to a regulatory requirement providing age restrictions to basic care activities
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A great deal has already been achieved in the creation of partnerships, structures, policy and guidance to upskill the social care workforce and the increase in the number of qualified staff within the sector is testament to this activity. However there is much yet to be done to secure relevant, quality and efficient learning that meets the demands of the sector and ensures that the needs of service users and the voice of the citizen is upheld in the design, development and delivery of services in Wales; and thus the guiding principles of the 10 year Vision for social care in Wales are achievable. The members of the Wales Project Board and other stakeholders will be important participants in ensuring that the learning supply can meet the growing and changing needs of the social care workforce in Wales as identified within this research

27. Action Required

Work-Based Learning Improvement Plan. The Work-Based Learning Improvement Plan was developed by ELWa in 2006, assisted by a sounding board of experts from partner and stakeholder groups. It provides a real agenda for reform and proposes 12 recommendations aimed at improving the quality, relevance and success of work-based Programmes. The full Plan is available on the Welsh Assembly Government website at www.wales.gov.uk but the following recommendations are of particular relevance and therefore worth mentioning in the context of this document.

Short term Actions

14 to 19 Learning Pathways.- This Programme aims to **transform the education and training opportunities available to young people** through engaging and motivating young people in their learning. This will be founded on enhanced choice and flexibility, continuous and intensive personal support and increased opportunities for quality work-focused education. Crucially for the social care sector, it will drive forward the development of clearly defined progression routes. Funding has been approved to develop a pathway to commence in September 2007.

Action is also planned to **extend and enhance the range of work-focused experience** available to 14 to 19 year olds. It is clear that this could be of huge benefit in social care by increasing opportunities for young people to gain a better first-hand perspective of the sector. More specifically, work is underway to develop guidance on the various legislative requirements on areas including health and safety, insurance and child protection, which should help in providing greater clarity on work placements in the sector.

Medium Term Actions

Workforce Intelligence. High quality workforce information and information indicating the changes in the learning supply must be joined up and should inform the planning and delivery of learning supply across Wales. It will be important to try to establish a method of capturing up to date and accurate information on the learning activities completed within and provided by the voluntary sector and not publicly funded. In addition to examine the opportunities to collect information the actual investment by private sector employers in the training and education of their staff would be useful.

Pre-Entry Qualifications. At present there is considerable evidence that a substantial amount of money is invested in qualifications that do not equip learners with the skills to enter the workforce and therefore the investment return on this investment in public money is poor. There is a great demand for young learners to be recruited into the sector and it is important that the learning supply more accurately reflects the sector's needs in terms of the qualifications offered.

The work based learning plan also contains a number of actions aimed at ensuring that **young people are given sufficient information to make informed choices** about their preferred career route and learning pathway. There will be action to overcome barriers within certain sectors experiencing particular inequalities in race, gender or disability.

There will be specific action **to enhance images of the workplace** for young people. This will involve joint working between the Assembly Government's Vocational Skills Champion,

Sector Skills Councils, Careers Wales and employers. Case studies highlighted some key positive messages that could help in achieving this for the social care sector.

Recruitment for the sector. Whilst it is recognised that many of the sector's skills issues will take time to address, and will be considered as part of the sector's longer-term strategy for social services to 2016, some issues may be addressed through more short-term solutions. In particular, a number of existing or planned Welsh Assembly Government Programmes and policies may provide such solutions. Equally the Care Council for Wales are already taking action to address many of the issues identified.

To develop a probationary period for WBL with **sector-specific, pre-entry assessment and testing**. This recommendation is in direct response to research showing that key causes of low completion rates have been identified as early drop-out and wrong choice of occupation and/or employer. This would be helpful for social care.

The report proposes **more targeted information and marketing to individuals and employers** and in particular points to issues relating to lack of awareness of Work-Based Learning in the health and social care sector. This recommendation also highlights the importance of the *timing* of information given to individuals when deciding their choice of learning route and suggests that information should be made available as part of a long-term, continuous discussion process. The Plan cross-references here with the work on 14 to 19 Learning Pathways which will ensure that young people receive long-term support and guidance from a skilled Learning Coach.

There should be activities aimed at **raising referral agencies' awareness of how to access Work-Based Learning routes**. In particular, to enable individuals to make a closer link between the learning they are being advised to undertake and an ultimate employment aim. As this document highlights, case studies within the social care sector produced strong evidence to suggest that this is currently not the case for some individuals pursuing social care courses. Greater work is therefore required with Careers Wales and Job Centre Plus to improve and develop the image of the sector and to ensure that the entry requirements around person specification as well as qualifications are better understood and communicated to learners or sector entrants.

Progression and Succession Planning. There is a need to develop a CPD framework for the sector through the CQFW to ensure that staff can use a variety of ways to accredit learning that will enable them to make the significant jump from level 3 to level 4 skills and become service leaders and managers. The NVQs that are the required qualifications for these services are not effective as progression or succession planning tools, although they are clearly the best option in terms of guaranteeing public protection since they assure vocational competence. There is a need to address the requirements in Fulfilled Lives Supportive Communities to improve the training and learning available to managers and leaders within the sector and work is already underway in this regard through the review of NOS for managers and leaders in social care. Work with other significant bodies such as SSIW, SSIA and CSIW will be required to ensure this is fully realised.

There is a need to develop courses and learning that will meet the needs of the increasing **migrant workforce**. This will be around cultural sensitivity and more sector specific skills.

Long term Actions

The recently published 14-19 Action Plan²⁶ will focus the next phase of work on 14-19 Learning Pathways and sets out a number of major actions to take place between 2006 and 2010. In particular, a number of actions are focused on the development of existing vocational qualifications for 14-16 and 16-19 year olds in order to provide a strong vocational qualifications element within Learning Pathways. This will involve input to the UK-wide Vocational Qualifications Reform Programme set up to ensure that the **vocational qualifications recognised by the relevant statutory frameworks reflect the needs of employers and learners.**

Basic Skills Needs. It is estimated that 11,000 people in the sector have a basic skills needs and employers and learning providers during this research confirmed this as a real issue for the completion of qualifications the sector needs to develop a Basic Skills Strategy and implementation plan to improve this aspect of learning.

Exploring innovative approaches to increase employer engagement in work-based learning, and will consider factors such as recognition of relevant learning outside the FMA/MA framework and new models for 'Group Training' and 'Shared Apprenticeships'. These developments could be of particular value to the social care sector in providing recognition, for example, of large employers' own on-the-job training as a substitute for elements of the FMA/MA framework. Equally, development of a Shared Apprenticeship model could prove beneficial to small employers struggling to provide the full range of evidence required for learners to complete full frameworks and the sector could be well-placed to trial such a model.

Investigating options for **improving the delivery chain** and as such will assess the potential value of developing specialist or lead provision for certain sectors or certain learning themes, for example Welsh-medium vocational learning. Indeed the research suggests that this kind of approach may be beneficial for the social care sector through the **creation of local learning hubs**, which would build on and consolidate the existing structures within social care such as SCWDPs and Regional Social Care Partnerships to more effectively plan and deliver learning across the sector.

Consider **more flexible use of the WBL budget** within the Workforce Development Programme to deliver part-subsidised, flexible training for adults in employment, aimed at addressing cross-sector issues about a lack of flexibility regarding full framework delivery. Specifically, the Plan recommends a flexible use of funds to provide training up to level 3 within the FMA/MA framework but without the requirement for full framework delivery. Again, the research puts forward a very similar proposal for the social care sector.

Work with the Higher Education sector to create **new progression routes into Higher Education**, in particular for those sectors less likely to currently demonstrate clear progression routes. This includes social care since we have established that career pathways are not clear within the sector. Again, case studies within the social care sector appear to demonstrate a clear need for such action within the sector, reinforcing the view that the qualifications provided were insufficient or not recognized in qualifying for progression to Higher Education. Indeed, of the learner satisfaction case studies of those currently pursuing degree and diploma courses in

Social Work, by far the majority had already worked in social care. Whilst this is itself encouraging as a route into Higher Education, there must be some concern at the low proportion entering via a demonstrable learning pathway.

Increasing attainment rates. There is a clear need to ensure that the considerable investment made from the public purse to training and education on social care is translated into a skilled and qualified workforce by increasing the completions of FMA/MA frameworks and other qualifications. Changes to existing qualifications have made some progress here but more work is required, especially in breaking down some of the barriers to the completion of NVQ qualifications around access to assessors (including Welsh speaking assessors) and more consistent, accessible and flexible funding support to employers and candidates. Without this meeting the increasing demands for qualified staff driven by increasing regulation of services and staff, the need for CPD driven by registration and the growth in services will mean that needs will quickly outstrip demand. This will be an important consideration in respect of the development of the workforce action plan entrusted to Care Council for Wales in Fulfilled Lives Supportive Communities.

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Appendix 1

Distribution List: Postal Survey on Key Messages from SSA March 2007

Directors of Social Services x 22

Training Managers and SCWDP Co-ordinators x 22

Directors of Voluntary Organisations:

AVOW

CAVS

NAVCA

CVSC

CWVYS

DVSC

FLVX

GAVO

NPTCVS

PAVS

PAVO

Torfaen Voluntary Alliance

SCVS

Vale CVS

VSO Cymru

Clybiau Plant Cymru

NCH

Barnardos Cymru

Cartrefi Cymru

NSPCC

Richard Tebboth, SSIW

Martyn Palfreman, SSIA

Mario Kreft : Care Forum Wales

Yvonne Apsitis, UKHCA

Jan Wood: Jan Wood Care Forum Wales

Rob Pickford, CSIW

Jon Skone, ADSS

Beverlea Frowen, WLGA

Kevin Pascoe, WLGA/ Skills Plus

Penny Lloyd, BASW

Paul Elliott, Unison

Richard Jones, Skills for Justice

Steve Dobson, Youth Justice Board

Sarah Cooper, Welsh Assembly Government

Maria Whittaker, Skills for Health

Kate Thomas WCVA

John Greystone, Fforwm

Chairs of the Regional Partnerships:

Sue Jones

Parry Davies

Jim Crow

Colin Preece