



PAULO

Skills Foresight Report

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PAULO SKILLS FORESIGHT

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Sector**Summary**

1. Because it deals with non statutory provision and has not usually been linked with meeting the needs of the economy, community based learning and development has been something of a Cinderella set of services. However, in the past decade the contribution of these services to community well being has come to be better recognised. The work of the PAULO sector is fundamental to a number of government agendas and with the emphasis on citizenship and engaging more effectively with community groups it is set to remain influential for the foreseeable future. However, the sector relies heavily on voluntary help and changes in government policy and an economic downturn could all make the sector's new found influence rather fragile. However, for the time being tackling social exclusion is seen to make good economic sense and meeting the demands of the skills agenda requires informal as well as formal strategies.

2. There is no shortage of training underway and this provides an encouraging sign that skills needs required for daily work is being responded to by employers.

3. However there is some confusion in the minds of employers over what is available, what it is for and how to access training. The development by PAULO, ENTO and TOPSS of Common Core Standards for Learning Development Support Services for Children, Young People and those who care for them and integrated routes to qualifications is timely.

4. Some areas of community based learning and development is now subject to inspection and early indications from a small sample are that Local Education Authorities are good at working with partners to identify and meet the needs of the community and engage new learners. However, arrangements for assuring the quality of provision are poor and underdeveloped, particularly in relation to sub-contractors. Provision often lacked a focus on the individual, for example, not planning provision to meet individual needs, poor assessment practices and insufficient monitoring of learners' progress. There will be more emphasis on the 'personalisation' agenda, i.e. ensuring that provision for learners is tailored to their individual needs. Central to this will be the need for effective advice and guidance and training approaches that can address this need.

5. At present, there is considerable variation in the scale and quality of, for example, Youth Services, in the spending per head of population and in the number of youth workers employed. Local authorities need to show how they deploy youth work skills into a range of youth policy areas, such as crime, and with diverse partners including voluntary bodies. This includes, for example, contributing to area-based community safety strategies for combating crime and disorder, integrating services for children and young people through work with social services, schools and health services.

6 The growth of New Community Schools in Scotland and Extended schools in England is evidence of a more integrated approach to services although there are many types of such school with different aims and ambitions. To greater or

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lesser degrees they are premised on the idea that services need to be considered more holistically with the needs of the client central to how provision is planned and delivered.

7 Working across organisational boundaries is referred to in various ways, for example, partnerships, alliances, networks and multi-agency working. This will give rise to a range of skills that involve networking and influencing. Associated with this there will be more of a holistic focus on whole areas such as whole neighbourhoods, or on all the needs of a client, student, etc. Working in a more integrated way will become increasingly common and there will be need for a flexible modular or unitised qualification system that recognises this.

8. The use of ICT will continue to have an impact on all occupational sectors and on the roles of everyone who is involved in the facilitation of learning and tackling social exclusion. The reach and scope of ICT will continue to broaden and mean that more of the workforce and citizens will need these skills

9 Active ageing is set to become a more familiar concept. For the economy as a whole the increase in participation and employment rates of older workers are crucial for using the full potential of labour supply to sustain economic growth, tax revenues and social protection systems, including adequate pensions, in the face of expected reductions in the population of working age. This has implications for any service that use a large number of volunteers

10 Greater immigration to fill labour shortages will create a demand for better understanding of and capabilities to work effectively with cultural differences. The likely rise in immigration to address skill shortages will mean that workplaces and communities may become more diverse. This will create a demand for adult youth and community educators and workers able to respond positively to such diversity. Community based learning and development focused organisations will have a crucial role in promoting social inclusion and assisting in the process of integrating these new entrants into local economies

11. One of the emerging results of the PAULO LMI research is that the issue of training and development of workers in community telecentres is not being funded. A common feature of these projects which are emerging all around the UK is that the staff in such projects have few qualifications relating to either facilities or IT management and limited access to further training. This has implications in terms of both the impact of capital funding and the provision of IT equipment on community-based organisations.

12. Community based projects (both statutory and voluntary employers) are going from being previously based in prefabricated or dilapidated buildings to new, high value, purpose built buildings (often designed by award winning architects) in the relatively short space of two to three years, courtesy of new funding streams such as the National Lottery. At the same time they begin to provide IT based services such as Internet access, intranets and electronically mediated learning and other types of services or provide a base to multiple sets of services e.g. a community healthy living centre. There are emerging issues around sustainability and

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organisational capacity of community based projects that must be addressed. People are not often trained to manage and run the facilities they have obtained. More crucially, they cannot identify where such training might be found, given the novelty of their centre and the services it provides. Personnel and Trade Union standards are of increasing importance

1. Introduction

PAULO (former National Training Organisation) currently represents Community Based Adult Learning, Youth Work, Community Development, Community Learning & Development (Scotland); Connexions Service, Parenting and Family Learning, Community Education and Development Education. The PAULO sector has a wide diversity of employers, methods and needs. This means that an organisation effectively bringing together this wide diversity needs to organise itself in a complex and different way. PAULO works through occupational and country panels and relies on the myriad networks of groups and communities throughout the UK for its support.

2. Skills Foresight

Skills Foresight is an activity that focuses on identifying the future skills needs of different employment sectors with the aim of enhancing their productivity, effectiveness and the quality of their provision. Such an exercise helps to inform the development of strategies aimed at identifying, anticipating and meeting skill needs before problems of supply and demand emerge.

The Government Skills Task Force (1999-2002) and the new *Skills Strategy* (2003) set up to examine Britain's economic competitiveness identified three categories of skills needs which needed to be addressed by employers:

1. **Skills Shortages**, defined as where employers find difficulty in filling job vacancies because of a shortage of people with relevant skills and knowledge. This may vary considerably from region to region.
2. **Skills Gaps**, meaning where the skills of existing employees fall short of the employer's needs, particularly prevalent when the product or business focus has to change because of new technology or changing markets.
3. **Other Recruitment Difficulties**, even when nationally there is sufficient qualified staff to fill the jobs available. Unfilled posts can be an early indicator that the image of the sector needs refreshing or that pay and conditions no longer attract the best staff.

3. Background to the PAULO sector

PAULO was recognised as the NTO for the Community based Learning and Development sector in January 2000. With the recent demise of the NTOs and their replacement Sector Skills Councils, PAULO is now one of the five partners organisations developing the Lifelong Learning SSC which will go for licensing in August 2004.

PAULO is a strategic and operational body engendering key initiatives in the complex education and training needs of the community-based learning and development sector.

PAULO, as a new NTO, brought together for the first time at UK level, the interests of a wide range of organisations concerned with learning and development of individuals and groups in a community setting.

Early in its development PAULO was also asked by DfES to provide a home for those working in Parenting Education and Support. All of these practitioners shared a particular ethos regarding education.

4 The Scope of the PAULO Sector

PAULO brings together seven distinct strands that seek to improve access to learning for a greater number of people, especially the most disadvantaged in society:

- Community-based adult learning
- Community education
- Community Learning & Development (Scotland)
- Community work
- Development Education
- Family Learning
- Parenting Education and Support
- Youth work (including the Connexions Service)

Shared values and approaches

The occupational strands that make up the PAULO sector share certain distinctive characteristics and values, both in direct educational work and in the education and training of staff. These are:

- All work should be anti discriminatory and provide equal opportunities to all sections of society.

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- All work should promote social inclusion and equality
- Learners should engage in activities in a voluntary and participative manner.
- Learning outcomes, methods and pace should be driven by the learner's needs and wants.
- Learning should take place within the community in places and at times determined by the learners.
- Learning should benefit both the learner in their own personal growth but also aid the growth and regeneration of the community.
- Operating where people are – i.e. away from school, college, university or work-based learning and training but recognising the value of these other forms of learning
- Commitment to voluntary learning
- Working in support of groups, collectives and communities of place, interest or other shared experience
- Support for action by and development of individuals, groups and communities
- Emphasising links between learning, individual and collective action and engagement in communities and active citizenship
- Shared educational processes and techniques embracing a wide range of activities such as befriending and counselling, guidance, group work and advocacy
- Explicit values about respectful and non-judgemental attitudes towards clients, learners and customers
- Encouragement of individual initiative in the learning and development process and of collaborative learning;
- Widening participation in lifelong learning
- Commitment to people running community organisations and to such management involvement as a vehicle for learning
- Commitment to “learners” and “providers” working in partnership to agree the content and methods for particular periods of learning.

Even though there is diversity in approach, context, content and working

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method, the common education and training needs of the sector provide a credible, coherent and effective work force that PAULO was specifically set up to inspire and assist. All the effort is community based, community generated and community controlled.

Details of the occupational strands

The occupational strands that comprise PAULO each have different founding origins, professional identities, approaches, content, working method and context where work takes place. These are recognized and respected within the coherent structure of the organisation. The following section provides detail on each of the occupational strands.

a) Community-based adult learning

The community-based adult learning constituency covers working with individuals and groups in the context of their own community. Community-based adult learning involves young adults through to older people and takes place in a range of contexts from community centres primarily focussed on adult learning, to social services settings, regeneration projects and the workplace. It plays a major role in building social inclusion and supporting civil renewal. It includes the provision of adult basic education for those with literacy and numeracy problems. Those engaging in community-based adult education may be learning in a variety of ways with a wide range of aims. For some, work-related qualifications may be an end in themselves, but for others learning may be related to personal development including basic skills or skills connected with work in the community. Of those employed in community-based adult education, many work face to face with adult learners who are themselves involved in the development, management and delivery of learning opportunities. Their roles include enabling, supporting and motivating as well as tutoring, providing guidance and facilitating learning.

The National skills strategy includes plans to safeguard adult learning which fall outside the national qualifications framework. The DFES and LSC have initiated various reviews to explore this issue which could lead to changes affecting colleges in future years. The skills strategy describes the courses that need safeguarding as including "family learning, learning for older people, active citizenship, community development, learning through cultural activities and work with libraries, museums and art galleries".

Inspection

The Adult Learning Inspectorate (ALI) has begun to publish inspection reports on adult and community learning provided by Local Education Authorities (LEAs). With a diverse range of provision the Adult Learning Inspectorate (ALI) has developed new ways of inspecting adult and community learning, in particular, measuring an individual learner's achievement in quite unique circumstances. The Common Inspection Framework, focuses on the experience and expectations of the individual learner, so it is equally effective in assessing

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learners who are taking courses for leisure and enjoyment as for those seeking a formal qualification. The main findings from the first inspections are:

- The LEAs are very good at working with other partners in the area to identify and meet the needs of the community and engage new learners.
- Many of the learners interviewed had experienced radical improvements in their physical and mental well-being and their social life as a result of their learning.
- Arrangements for assuring the quality of provision were poor and underdeveloped, particularly in relation to sub-contractors.
- Provision often lacked a focus on the individual, for example, not planning provision to meet individual needs, poor assessment practices and insufficient monitoring of learners' progress.

b) Community development work

Community work assumes that within any community there is a wealth of knowledge and experience which, if used in creative ways, results in high levels of participation and can be channelled into collective action to achieve the communities' desired goals. Community development workers, working alongside people in communities, build relationships with key people and organisations, facilitating the identification of common concerns, and helping to build autonomous groups. They create opportunities for non-formal learning which will help to increase the capacity of communities.

By enabling people to act together community development workers help to foster social inclusion and equality. Education and training needs are based on core values and processes characterised by autonomy of individuals and groups, change and development, justice and equality collective action and skills of participatory learning. This means that skills of engaging with people and communities, participatory learning, communication, management, planning and self-awareness, assume particular importance.

c) Community education

Community education encompasses the lifelong range of learning needs with a close integration in approach between work with children, young people and adults, and in providing educational support for community development. Its emphasis is upon the provision of community-based learning and development support for individuals and groups based around identified needs and issues

d) Development Education

Development education aims to raise awareness and understanding of how global issues affect the everyday lives of individuals, communities and societies. It sees learners as active global citizens with a critical understanding of how each of us can and do influence the global. This encompasses work with young people and adults.

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Global youth work is informal education, which starts from young people's everyday experiences, seeks to develop their understanding of the local and the global influences on their lives, and encourages positive action for change.

Development education for adults is about developing the knowledge, skills and understanding needed to act responsibly and effectively on the impact of issues such as migration, employment, poverty, social inequalities, and sustainable development on their local experiences.

Central to the principles of development education is the need to ensure that the learner has an active role in education processes that enhance skills, knowledge and understanding that enable active global citizenship.

e) Family Learning

The values, attitudes and culture that we learn from our families can stay with us throughout our lives. We acquire knowledge from school but that knowledge is given a context by the family. For example, children learn to read at school but it is often the family that nurtures a love of reading.

Without family support, a child's formal education is an uphill struggle. There is evidence that family learning can overcome difficulties associated with a disadvantaged background for both parents and children. Family learning schemes are often a second chance for parents, and grandparents, to return to learning, creating a host of fresh opportunities to pursue previously thwarted ambitions.

Family learning covers all forms of informal and formal learning that involve more than one generation. 'Family' members can include friends as well as family, reflecting the range of support relationships that individuals rely on in the twenty-first century.

Sector**f) Parenting education and support**

Parenting education and support is an activity and process shared by parents, grandparents, other relations, siblings, carers and educators. Parenting education recognizes that the wider society should share responsibility for bringing on the next generation.

The pressures of modern life can make parenthood for many people a difficult and isolating experience. Many parents welcome support and the chance to share experiences as well as advice, information and the opportunity to learn communication and other practical skills, both before and after a child is born. Parenting education and support takes many different shapes and forms, appropriate to the needs of different people at various stages of their lives.

g) Youth work

The youth service comprises a complex network of providers, community groups, voluntary organisations and local authorities. There is a trend towards area-based teams.

Youth work offers young people both planned and spontaneous programmes of personal and social education. There is a wide range of practice to meet the needs of young people, including youth clubs, uniformed (e.g. Scouts, Guides) and non-uniformed organisations, faith based groups, specialised centres for the arts or sports, counselling, information and advice centres, voluntary service, detached, outreach and project work and work in schools and colleges. The essence of youth work is to enable the transition from childhood to independent adult life. In Scotland youth work is organised as part of the Community Education service (now Community Learning and Development), with an emphasis on developing social and behavioral competencies and on making progress from an individual standpoint.

At present, there is considerable variation in the scale and quality of Youth Services, in the spending per head of population and in the number of youth workers employed. The government has laid out its broad expectations of the role of a local authority and its key functions and targets. There are now 22 specific standards which must be met by 2005. These standards specify the level of youth work provision which must be made relative to the youth population, its opening hours and access to on-line youth information. They specify numbers of qualified staff per head of the youth population and require local authorities to show how they deploy youth work skills into a range of youth policy areas, such as crime, and with diverse partners including voluntary bodies. This includes, for example, contributing to area-based community safety strategies for combating crime and disorder, integrating services for children and young people through work with social services, schools and health services.

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In some areas a youth worker has been seconded to the local Youth Offending Team, where they are part of multi-disciplinary teams. Partnership activity with the police service may take the form of summer activity programmes to reduce crime, or more general community safety initiatives.

Some Youth Services in England have fully merged with Connexions and many have formal partnership agreements in place or under development. Many Youth Services are the lead delivery partner for the Connexions Service in their area and there are joint training programmes for Connexions and Youth Service staff. In some areas there are secondments of youth workers to Connexions and some Connexions Partnerships fund some youth service posts and multi-disciplinary teams.

The National Youth Agency (NYA) review of Youth Service Plans identified work with other local authority services as a major area of partnership working. There is a growing emphasis on involving young people in decision making in other agencies across the range of local authority services. Some plans describe staff training in equality and diversity issues, including anti-racism and disability awareness.

Around one in five services have Investors in People status, sometimes as part of the whole Council award. Other quality models mentioned were the Community Legal Services Quality Standard; Charter Mark, EFQM and the Information, Advice and Guidance Kitemark.

Many Services throughout the country face serious recruitment and retention problems. Some Services are addressing this by developing trainee schemes onto which they are recruiting local people without qualifications and supporting them through HE courses or to obtain local qualifications. Qualified youth workers have completed HE level qualifications. There are a number of youth work qualifications available at levels 1, 2, 3 and 4, although in 2002-2003 few learners followed LSC funded courses.

Local qualifications for part-time youth workers are being replaced by Vocationally Related Qualifications (VRQs) and NVQs. A work-based route to professional qualification such as an NVQ level 4 or a foundation degree are examples of the kind of provision that are becoming available. The Workforce Development agenda is also an impetus for developing work based qualifications and routes into youth work and offering guidance on nationally recognised basic qualifications.

With regard to the proposed Lifelong Learning Sector Skills Council, Connexions employers are understood to favour a Sector Skills Council that focuses on children and young people. Youth work employers would prefer to align with the Lifelong Learning SSC on the basis that although aspects of youth work relate to

the social care agenda, their service is increasingly focused on learning.

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Learning, Development & Support Services National Occupational Standards (for children, young people and those who care for them) Previously known as National Occupational Standards for those delivering support services to children, young people and their families.

PAULO, in conjunction with ENTO and TOPSS developed the National Occupational Standards and S/NVQs are being developed by the awarding bodies. An Advanced Modern Apprenticeship will also be developed to facilitate entry into this sector. This Qualifications Framework is based on the results of a consultation process with practitioners from all the occupational areas relevant to the project i.e. Education Welfare Services, Learning Mentors, Connexions, Careers Scotland, Careers Wales, Northern Ireland Careers Service and New Community Schools in Scotland. The new qualifications are designed to take account of the evolving and expanding role of people working with children, young people and those who care for them, in an educational and learning context. For many workers, this will also include an increasing role of involving and working with the wider community. In particular, the qualification acknowledges the need for better intra and interagency communication and cooperation to ensure that the client group is provided with a coherent service which enables them to develop and achieve their full potential.

The consultation also found wide support for continuous professional development' (CPD) awards consisting of clusters of National Occupational Standards in specialist areas.

As yet the Standards are relatively unused but there are signs that they will be used in local education authorities for in-house professional development. A Working Group has been established by the DfES to develop qualifications. However, a different Group has been established by the DfES in conjunction with the National College for School Leadership to develop a National Programme for Specialist Leaders of Behaviour and Attendance. The programme will offer qualifications and career pathways for the growing number of specialists who work in the field of Behaviour and Attendance. These are people who work in varied settings; in mainstream schools or units; in primary or secondary schools and as LEA officers. All have a leadership role in B&A as part of their work. The Programme will provide an opportunity to complement and support:

The Department for Education and Skills (DfES) commissioned MORI to undertake a series of surveys to detail the childcare and early years workforce 2002-2003 (2004). The Report found that the proportion of managers in full daycare, playgroups and out of school clubs who hold at least Level 3 qualifications (i.e. up to and above Level 3) has risen to 85% for full daycare, 77% for playgroups and 64% for out of school clubs.

Among full daycare the proportion of supervisors and other paid childcare staff holding Level 2 qualifications has risen from 11% in 2001 to 21% in 2003. A decrease can be seen in those holding Level 3, a fall from 60% in 2001 to 51% in 2003. This reflects the continued expansion of the full day care sector and the

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subsequent increase in numbers of more junior staff, who are more likely to hold Level 2 rather than Level 3 qualifications.

The proportion of childminders reported as holding 'any relevant qualification' has risen from 34% in 2001 to 64% in 2003. Around half to three quarters of all settings had been involved in recruiting over the previous 12 months, illustrating the fluidity of the childcare and early years workforce.

Many settings had also lost staff in the previous 12 months, but at a lower rate than they were recruiting. Out of schools clubs and full day care settings have the highest turnover rates (23% and 18%) and primary schools the lowest (9%). The full day care sector was the only one to see employment growth levels rise, from 11% in 2001 to 13% in 2003. Employment growth for out of school clubs in 2003 was significantly lower than in 2001 (13% compared to 32%).

Education Welfare Officer/Education Social Workers

In England and Wales there are around 4000 Education Welfare Officers. Although EWOs are not part of the PAULO sector this is an example of how the roles of people with whom sections of the PAULO workforce is changing. Most EWOs are employed by LEAs but a number of schools have appointed support staff to work with young people at risk and their families. Devolution to schools has led to extremely variable working conditions in schools for EWOs. There are no specific qualifications currently targeted at this group, or for those support staff working more generally to support young people at risk and their families. However, the Learning, Development and Support National Occupational Standards and qualifications framework will complement existing qualifications and career progression frameworks, particularly in the broader area of mentoring and behaviour management, which is currently not well represented by qualifications on the National Qualifications Database.

There is little training available for education welfare officers although the newly developed national occupational standards may lead to changes. Employers' entry requirements vary. Some people become education welfare officers after training in a related profession such as teaching or youth work. Many education authorities employ people who do not hold any professional qualifications but who have relevant experience of working with young people and their families.

Education social work entry requirements are usually a Diploma in Social Work or an equivalent qualification. In some LEAs no trainees are taken on so the expectation is that people are qualified on entry to the occupation. There are a range of courses available to people but whether anyone avails themselves of these depends on their area of work and personal interest.

Most courses are skill based, for example, therapeutic techniques and parenting skills. There is some evidence, in England, that education social workers move to become social workers in Social Services Departments because of higher rates of pay and there is some limited movement into Connexions personal adviser work.

Sector**Learning Mentor**

In England and Wales there are in the region of 8000 learning mentors. Whilst there is a National Learning Mentor Network, there are no national qualifications currently targeted specifically at this group of support staff (NOS). The National Mentoring Network is promoting the Approved Provider Standard (APS) issued and funded by the Home Office. This is a national benchmark for volunteer one-to-one mentoring schemes. The National Mentoring Network also maintains a database of mentoring providers, with over 200 programmes of mentoring having APS. It organises a range of training events aimed at organisations (largely in the voluntary sector) wishing to establish mentoring schemes. Mentoring qualifications (not on the National Qualifications Database) do exist although the take up is still quite small with just over 120 individuals funded by LSC last year on mentoring courses, largely in Manchester and Birmingham. Learning mentor work entails support for individual learners (some with behavioural difficulties and/or special needs) and removing barriers to learning. Thus a number of training themes may be important for this group of support staff. National behaviour management qualifications are limited and many have emerged from the work on youth justice services and drug awareness, mostly at levels 3 and 4. More generic qualifications do not exist on the NQF although at a local level LEAs have funded a wide range of behaviour management training targeted at groups of education support staff as well as teachers.

Extended Schools

The Department for Education and Skills (DfES) is currently promoting the concept of 'extended schools' which act as a focal point for a range of family and community services, such as childcare, health and social services, adult education and family learning, study support, ICT access, sports or arts activities. An NFER audit identified six main types or 'arenas' of provision operating within the concept of the extended school. These were:

- additional schooling provision offering curriculum and leisure opportunities to pupils beyond the traditional school timetable;
- community provision offering learning and leisure opportunities, or general community facilities (e.g. drop-in or advice centres);
- early years provision, such as crèches or pre-school facilities;
- family and parent provision involving support relating to their child's learning or to a more general parenting or family role;
- other agency provision (e.g. from Health, Youth or Social Services); and specialist provision, offering high calibre facilities in areas such as sports, arts IT or business.

New Community Schools (Scotland)

The New Community Schools (NCS) policy is part of the Scottish Executive's wider Social Inclusion Strategy. In recognition of the relationships between educational achievement, health and socio-economic factors, NCSs have been charged with expanding and integrating the range of services offered to young

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people in disadvantaged areas with the intention of both raising attainment and promoting social inclusion. The NCS Prospectus (Scottish Office, 1998) outlined five key goals:

- modernisation of schools and the promotion of social inclusion
- increasing the attainment of young people facing 'the destructive cycle of underachievement'
- early intervention to address barriers to learning and maximise potential
- meeting the needs of every child, ensuring that services are focused through NCSs
- raising parental and family expectations and participation in their children's education.

PAULO's clients

These are:

- Government agencies at national and regional levels
- Local authorities
- National voluntary organisations
- Local voluntary organisations and community bodies
- Specialist consultancies and training providers
- Further and Higher education providers
- Other bodies such as ENTO, ISNTO and FENTO

Within these bodies, PAULO works with both employers and staff, in particular those responsible for training. The wide variety of methods, settings and contexts gives rise not only to direct educational and development roles but also to related line support, administrative, management and leadership roles.

All the services embraced by the sector recognise the value of unpaid as well as paid personnel, whether full time or part time, in direct occupations as well as ancillary roles. This remains true whether or not the employer is in the local government or "voluntary" and community sectors.

5. STEEP Analysis

This report uses STEEP analysis (Social, Technological, Economic, Environmental and Political factors) to indicate general factors likely to affect demand for qualified staff in the sector and its links to the employers covered by PAULO.

Social Factors

There are some important emerging social trends that must be taken into account in planning future work force recruitment and training.

- Demographic trends forecast growth in the population of 16-19 year olds of 7.9%, of 20-24 year olds by 11.4% between 1998 and 2008.
- In 2000, the under-16s formed 21% of the total population: this proportion will decrease to 18% by 2011. In the 15 to 19 year-old group numbers will have risen by an estimated 10.2% between 1997 and 2005. However, much slower population growth is evident in the 10 to 14 year-old sector, which will increase by only 3.6% over the same period and numbers will enter long-term decline after 2011. Those providing youth services in particular will need to consider where their primary focus of work lies.
- By 2010 the proportion of the population under 25 will be falling and the middle-aged and over-65s growing. There will be a large increase in the number of single person households, particularly women and those of younger middle-age. How will these trends affect the demand for health and welfare services as well as patterns of leisure and lifestyle?
- The increase in numbers of the population over 35 years of age in terms of percentage of the total population will impact upon the structure of communities and the demand for learning and development opportunities both within and out with the workplace. Within the workplace, this is likely to result in an increased focus on workplace learning and trade union led learning. The new *Skills Strategy* notes the importance of this aspect of work
- The proportion of adults who never marry is estimated to rise from 32 per cent to 39 per cent in 2011 for men and from 24 per cent to 31 per cent for females.
- By 2010 single person households will be the predominant household type - accounting for almost 40 per cent of households. The growth of single person households is likely to be near the centres of major cities.

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Differences in living standards between regions are likely to persist leading to continued migration of population from Scotland and the north of England to the south.

- Diversities within and between large urban communities will continue. Large urban areas continue to be segregated on the basis of income, occupation and lifestyle. Cosmopolitan and fashionable lifestyles will be focused in these areas.
- Communities will continue to be diverse, reflecting socio-economic, demographic and lifestyle factors. In a world, where jobs are insecure and the future unpredictable, the community will continue to be important as a source of personal attachment and psychological identification.
- An entitlement to free learning for all adults to obtain level 2 qualifications; an entitlement to free learning to level 3 in priority sectors/regions and the introduction of adult learning grants at level 2
- More people will become 'knowledge workers' and the qualifications asked for will continue to rise. The speed of knowledge-change (and obsolescence) quickens but by no means all are 'knowledge workers', many continue to occupy low-skill positions, and greater job insecurity comes with the quickening change, especially among the less qualified. The challenge for governments will be to break down the cultures of exclusion, which result in unequal educational opportunity and Inequalities in educational attainment.
- The OECD suggest a four-way distinction in categories of knowledge - Know-what, Know-why, Know-how, Know-who. It suggests that there is growing demand for the latter three compared with the factual knowledge embodied in 'Know-what'.
- The need for education to place a strong emphasis on establishing a healthy personal and social foundation in the young and to give them the tools with which to cope with the complex, rapidly changing world in which they live. Many of these tools will be about personal development and citizenship rather than cognitive knowledge itself. Political demands for the educational system to instill notions of citizenship and ethical codes will increase.
- The drive to attain higher levels of qualifications and skills via widening access and participation in further and higher education will increase. The government has set a target of 50% of all young people in higher education by 2010.

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Employers in the PAULO sector provide the route back into education by imparting confidence and initial competences in those learners who had become disaffected from mainstream education. These learners utilise community based learning and development organisations as their first step back into formal education. Again Guidance will be crucial.

- There will be an increased demand for higher education. The emphasis on life-long learning will increase and the provision of education and learning will, due to technology, become more diffuse, informal and user-driven. More degrees will be part-time with credits collected while working in jobs.
- The possibility that the UK will begin to import skilled workers from other parts of the globe to counter skills shortages. Community based learning and development focused organisations will have a crucial role in promoting social inclusion and assisting in the process of integrating these new entrants into local economies.

Learning Communities Testbeds

The Government has announced funding for testbed learning communities' to try new approaches to tackling social exclusion. Working with regional and local partners, (Regional Development Agencies, the Learning and Skills Council, Local Strategic Partnerships, Learning Partnerships, and the VCS amongst others), Government Offices have identified 26 areas which will have schemes running from April or September 04 until May 2006.

The approach recognises that the funding that is going into deprived communities needs to be used in a more coordinated way to make a bigger impact. The intention is that testbeds will draw on the resources that are already available in all communities – skills, knowledge, buildings (for example schools, colleges and libraries), and government funding – to support the development of individuals and their communities. Learning Communities will encourage whole families to get involved in children's learning, developing a learning club approach to bring people together, perhaps working through sports and culture activities, getting courses put on in local areas and increasing the number of learning champions being trained and working in communities. Each testbed has decided what they see as the real issues in their patch and we have a good range of approaches and a mix of community types.

Technological changes

The advent and growth of Information Communication Technologies (ICT) has the potential to distribute educational services and amenities to communities in new ways. The rise of the Internet and broad bandwidth data carrying streams has already had a major effect on the broader education and training sector, particularly in higher education and increasingly in further education.

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This will spread to other parts of the education and training sector. In terms of the PAULO sector, this will take place via the emerging (and increasing) numbers of links between PAULO employers in community based and owned 'learning centres' and further and higher education providers.

The PAULO sector is also increasingly interfacing with the educational work of libraries, museums and galleries. This trend is likely to grow particularly with the roll out of the 'Peoples Network (based around the library infrastructure), the UK Online network and the National Grid for Learning. The development of the 'digital curriculum' by the BBC and other broadcasters should further stimulate demand. It should be noted that ICT provides additionality to existing trends within education rather than the replacement or substitution of existing provision.

ELearning

This is a central theme for Cedefop's Training of Trainers Network (TTnet) – a "network of networks" bringing together the main organisations involved in teacher and trainer training in 15 different countries. Despite the importance of eLearning in the building of a "knowledge society" the European Commission noted that there was a lack of appropriate training for teachers and trainers and moves to train teachers or trainers in the use of the new tools have not always been reflected in any significant progress in teaching practices. A TTnet study confirms findings from previous studies, showing that few eLearning projects collect reliable data concerning outcomes and impact and there is a need for measures to encourage the sharing of best practice (e.g. "networks of excellence", exchanges of staff, scholarships, study visits, conferences, seminars, etc.)

The Government published a consultation document *Towards a Unified e-Learning Strategy* in 2003 and identified the problem that although there is a lot of e-learning going on it is not *embedded* in teaching and learning at any level. Amongst the proposals the consultation document advocates the view that people who want to be innovative in the way they teach should be supported and teachers and lecturers should have career incentives and training for e-learning. Other needs identified include providing learners with better e-learning support for meeting their personal learning goals (Unifying learner support), building a better market for quality assured e-learning resources and establishing the technical standards that should be adopted for e-learning (Assuring technical and quality standards)

The Report also examines online advice, guidance and diagnostics and recognises that whilst many services are now in place, for example, – learndirect, and Connexions, there is a need to explore how these can work together, at local and national levels. The principle that all education and training organisations should contribute to a learner's e-portfolio for lifelong learning and support their development and progression is also advocated.

Although the unified e-learning strategy relates to England there are e-learning strategies being developed at every level – in the four countries of the UK, in local authorities, organisations, agencies, and departments, as well as in private sector organisations.

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The Learning and Skills Council (LSC) has also called for co-operation between the public and private sectors to broaden access to electronic learning and skills. It wants to ensure that all post-16 learners have access to ICT and the opportunity to acquire the requisite skills. Sector Skills Councils can give a strategic overview including e-learning for their sectors.

E-learning can help to widen participation in learning by adults. UK online centres target Internet access for disadvantaged people to take early steps towards learning and adults can access learning with face-to-face or online mentoring and support through community centres, libraries, drop-in or mobile centres and other non-institutional and informal learning environments.

E- Learning can require new competences (e.g. competences in project management, design competences, tutoring competences, competences in technical support) Improved training in these areas would reduce the current “skill gap”, leading to better projects, improved uptake by learners. In many cases, the competences required by eLearning cross traditional boundaries between disciplines. A key requirement for participation in eLearning teams is the ability to work effectively in a multidisciplinary team.

A recent study of e-learning in SMEs in rural Wales found that the use of e-commerce and e-learning in North Wales was lower than expected, largely because of the lack of national infrastructure, particularly in this rural, peripheral area. E-learning requires investment in infrastructure - both the technological infrastructure at a national and regional level, and the hardware requirements at an organisational level.

Economic Factors:**Trends in the UK workforce and changing skill needs**

- The UK ranks 12th out of 15 EU countries and 18th out of 30 Organisation for Economic Cooperation and Development countries for GDP per head – a single measure of living standards and competitiveness. Productivity in the USA is nearly 40% higher.

The UK has a relatively poorly skilled workforce. It is estimated that nearly one-fifth of the productivity gap with Germany is due to differences in skill levels.

- There are significant skills gaps at levels 2 and 3 compared to our competitors, with less than 40% of our population qualified to level 3 or above, compared to over 70% in Germany. At the intermediate craft and technical level the gap with our competitors accounts for around 40% of all UK skills

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shortages.

- The average level of qualifications required both to get and to do jobs has been increasing. Around three-quarters of new jobs require skills at NVQ level 3, or equivalent, and above, and most new jobs require a range of generic skills, from communication to team working skills, which many employers reckon are under-provided.
- Managerial and professional occupations will grow with a related decline in those engaged in skilled and semi-skilled manual tasks. The majority of jobs created over the next decade will take the form of 'non-standard employment' i.e. part-time work, flexi-hours, self-employment and home working.
- Greater self-employment and the growing importance of small firms will create a more varied and flexible labour market.
- Emotional, creative and intellectual skills are likely to become as important as technical expertise. The information economy will be a small business, entrepreneurial economy.
- Employment trends show a consistent increase in non-manual jobs over the past three decades with managerial and professional jobs expected to account for some 40% of the total workforce by the year 2010. There is also the factor of increasing job instability with the demise of the 'career for life'.
- Full-time permanent employment remains dominant. Nine out of 10 employees still work in permanent jobs.

One in 20 employees is engaged on temporary contracts. Job tenure increased on average from six years two months to seven years and four months over the last decade. There is no rapid increase in self-employment. Self-employment grew rapidly from 5 to 11 per cent of total employment between 1979 and 1984 but at present it stands at 7 per cent.

- New technologies have not yet 'revolutionised' the work experience of all employees. Whereas 7 out of 10 higher professionals and senior managers use the Internet at work, fewer than 2 out of 10 supervisors and technicians do so. Only 15 per cent of skilled, semi-skilled and unskilled workers are required to use new technology in the workplace.
- There will be an increased demand for higher order skills such as Application of Number, Communication, Information Technology, Problem Solving and Team Working aligned with an increase in career guidance. This will be a major challenge for those already finished with education whose skills levels do not fit them for such posts and there is likely to be a growing demand for community based, non-threatening provision of key/core skills support to aid people back into employment.

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- Employment trends show a consistent increase in the numbers of women gaining access to managerial and professional jobs both as new entrants to the labour market and as returners to the labour market after having children. The rise of part-time working, job-share and 'family friendly' employment practices indicates that this trend is likely to continue. This is particularly important in the PAULO sector where there is a considerable presence of female workers (as full-time, part-time and voluntary workers) across all the occupational strands.

Many of these workers use community based organisations as the first step to re-entering the labour market or accessing further education and training with a view to career change. Guidance is a crucial part of this. The forthcoming sector specific skills strategy for the Community/Voluntary sector as outlined in the new *Skills Strategy* and *The Learning Curve* is likely to place further emphasis on this.

- Patterns of work are changing, and there may no longer be a standard model. Over the past decade there has been a shift towards non-standard working patterns. Part-time working has increased, especially for men. The proportion of women in employment working part-time remained stable between 1993 and 2003, at 44 per cent. The proportion of men who were part-timers, increased from 7 per cent to 10 per cent.
- The following table provides analysis of the changing distribution of jobs by occupation and research has shown a clear relationship between skill levels and occupations: the more highly ranked the occupation in the Standard Occupational Classification (SOC), the greater the variety of skills / personal attributes reported.

The most notable change, and the one that most affects PAULO's sector, in the occupational profile of employment over the past three decades has been the increase in white collar (non manual) jobs. Employment in managerial, professional and associate professional categories accounted for 37 per cent of the workforce in 1999, growing from 33% in 1991 and just 27 per cent in 1971

Forecasts suggest that "higher order" employment is likely to account for 40% of all employment by the year 2010: and employment within these occupational groups represents the vast majority of employment within PAULO's sector

New regional skills partnerships will bring together all key organisations in order to identify regional skill needs and solutions to them and to ensure, through the Frameworks for Regional Employment and Skills Action that funding and action follow these priorities. Regional differences in productivity and skills are considerable

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Table 2.3.1 Trends in employment by occupation 1971-1999 and projections to 2010, UK

	1971	1981	1991	1999	2010
Total Employment (Millions)	24.4	24.5	26.0	27.5	29.7
Per cent of total employment					
Managers	11	10	13	13	13
Professionals	7	8	9	11	13
Associate professional & technical	9	9	11	12	14
Clerical & secretarial	14	16	16	15	14
Craft	19	17	15	14	12
Personal & protective	3	4	5	6	8
Sales	5	6	6	7	7
Plant & machine operatives	14	12	10	9	8
Other	17	18	15	14	12
	100	100	100	100	100

Source: CE/IER estimates and forecasts

Much of the growth in “higher order” occupations is determined, at least partially, by the relationship between occupational change and sectoral change i.e. the changing industrial structure of employment.

However, there have also been, and will continue to be, important changes in occupational profiles within sectors and, therefore, in the occupational groups within the PAULO sector. These types of changes will need to be researched and analysed within future research carried out by the PAULO Labour Market Research Working Party.

In 1999 some 23% of all employment was in “non-market services”, an element of which is PAULO’s sector, compared to just 18% in 1971. The only other sector

with higher rates of growth is business and miscellaneous services, which accounted for 24% of total employment, compared to 12%, in the same period.

Research to inform the National Skills Task Force has focused on growth in demand for generic and key skills. Interviews with partner organisations have substantiated this research at a national level, reporting that workers within the sector covered by PAULO need to be constantly adapting the skills they have, and acquiring new ones, in order to be able to respond to changing needs. In addition, individuals need an underpinning framework of generic skills (i.e. transferable skills that can be used across occupational groups) on which to build a range of increasing specialised and technical and job specific skills.

Six generic key skills have been identified as underpinning the development of technical, specialised or occupationally specific skills namely:

- communication;
- application of number;
- Information Technology;
- working with others;
- improving own learning and performance;

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- problem solving.

While the National Skills Task Force has attested to the importance of all key skills, those most demanded by employers, and where the gap between supply and demand is most critical, are: communication; problem solving; and team working.

Increasing autonomy and more responsibility at lower levels of seniority has also meant that the demand for traditional management type skills (for example, work organisation, decision-making) has increased. Research has also indicated a growing demand within the PAULO sector for multi-skilled managers requiring a wide range of organisational and technical skills.

The roots of this demand lie in two factors:

1. Changes in the role of workers in the PAULO sector: The emergence of new specialised jobs within the PAULO sector such as Connexions Advisers, Learning Centre Staff and specialised Numeracy and Literacy workers should all be noted.
2. Changes in places and methods of work: The emergence of what can be termed new 'public sector professionals'. These are staff who in the majority, previously worked in the public and voluntary sectors. Such staff possess a professionally recognised qualification in a distinct discipline. What is emerging is the increasing employment of such staff within multi-disciplinary teams on work areas such as community health, regeneration, educational intervention and other government initiatives.

These skills involved in these two new areas include technical know-how required to manage operations (this includes facilities management), monitor performance and service development, conceptual and cognitive skills to think strategically, analyse information, solve problems and make decisions. In this emerging area, what are broadly termed *people skills* - to manage relationships with staff, colleagues and customers; and personal effectiveness skills are crucial. The Personnel and Trade Union elements of the ENTO suite of standards will become increasingly important for these employers.

In summary, it is highly likely that employment growth in non-market services will out-strip the national average, and therefore employers in the PAULO sector will account for an increasing share of UK employment. In terms of employment structure, the PAULO sector comprises a significant proportion of part-time and female employment. As in the recent past, future growth in employment is likely to include a much enlarged element of part-time employment: whilst the majority of part-time employment has been, and will be, taken up by women, males are increasingly attracted to this type of employment.

Environmental Factors:**Decentralisation**

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The present government has embarked on a programme of decentralisation of power from the single UK Parliament to national parliaments and assemblies in Scotland, Wales and Northern Ireland. There is also city government with an elected mayor and an assembly in London.

The creation of the Regional Development Agencies (RDAs) in England also suggests that further decentralisation of power to regional assemblies in England is being considered. The policy role of the European Union in this regard should be noted.

The role of the Learning and Skills Councils (LSC) and particularly the 47 Local Learning Skills Councils (LLSC) will be of crucial importance. It remains to be seen what impact the restructuring of the LSC and introduction of regional LSC offices co-terminus with the RDAs will have. The funding of adult and community learning by LLSCs and the funding of skills development and employment initiatives by RDAs as part of their strategic operations will be vitally important to many community based learning and development organisations (particularly voluntary/community organisations).

A number of these organisations already take the role of intermediary partner organisations between and with the formal education sector and also regional employability initiatives. Given that PAULO sector employers (in both the statutory and voluntary employers) interface with socially excluded groups, this type of relationship is likely to expand in the future.

Political factors:**The Strategic Importance of the Sector**

In the Government's drive to improve the economic prosperity of the UK, the need to address issues of skills deficit is clearly seen as the most important role of the Sector Skills Council and Skills for Business network. For those bodies operating in clearly defined industrial/commercial sectors the strategic relationship between improved work skills and productivity is relatively straightforward. For the PAULO sector the relationship is not so easy to measure as in the manufacturing/commercial but nonetheless is just as important.

PAULO's sector occupies a position of extreme significance and strategic importance in that the enhancement of skills of its workforce has an effect on more than its own sector. The sector has always worked with people on the margins of society, helping to re-engage those who have been disenchanted with formal systems of learning. The outcomes and success of work in the PAULO sector are measured by the effect on its client group and the resultant savings obtained on long term remedial work needed to combat the effects of social exclusion e.g.

- A happier, healthier child because of support to its parents from a Parenting Education and Support Worker

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The re-engagement of a disaffected young person in education and/or training because of the support of a Youth Worker

- The increased self esteem and employability of an adult helped by community based Adult Education provision
- A safer, more supportive community because of the interventions of a Community Development Worker
- A regenerated community (in terms of access to employment, better housing, transport and improved quality of life) because of the interventions of a Community Development worker

PAULO and Government Agendas

The PAULO sector is notable among standard setting bodies in that it interfaces with an extensive range of strategically important government policy action carried out by a variety of government departments. In each of these arms of government the focus is on linking together economic development, social inclusion, social development and education. All of these are notable in that they build upon the principles and practice established and proven in the PAULO sector.

The PAULO sector interfaces with a broad spectrum of government departments that are devoted to addressing these issues. Given the multi-faceted nature and interlinking of issues linking economic development and social inclusion, PAULO employers are linked to policy initiatives of eight main UK government departments:

- The Office of the Deputy Prime Minister
- The Department for Education and Skills
- HM Treasury
- The Department of Trade and Industry
- The Home Office
- The Department of Health
- The Department of Work and Pensions
- The Department of Environment, Transport and the Regions
- The Department of Culture, Media and Sport.

Within the devolved administrations there are similar linkages across the departments of the devolved assemblies. For example in Scotland, the work of PAULO cuts across the work of the Department for Enterprise and Lifelong Learning, the Department of Education and the Department of Social Justice.

In Wales and Northern Ireland, the same situation applies. This mix of policy and the foregrounding of certain elements vary depending on the target group. The policy actions focus on:

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- **Children** via initiatives such as SureStart, Children's Trusts, Family Learning and literacy/numeracy programmes, Parenting education programmes, community health programmes, Play and community safety programmes. Main Departments: Dept. for Education and Skills, Dept. of Health, Dept of Work and Pensions
- **Young people** via the Connexions service (in England), New Deal, Modern Apprenticeships, Youth Parliaments and related citizenship initiatives, sport, culture, community health and personal health programmes. Main Departments: Dept. for Education and Skills, Dept. of Health, Home Office and Dept. of Culture, Media and Sport
- **Adult returners and new entrants** to the workforce with a particular focus on Basic Skills, literacy, numeracy and low skills/qualification levels, the 'Connecting Communities' initiative as well as Widening participation in further and higher education via the creation of new providers such as University for Industry (Ufi), Scottish University for Industry (Sufi) and University of Highlands and Islands (UHI), the creation of new qualifications such as Foundation Degrees, the creation of Graduate Apprenticeships and the extension and expansion of the credit and qualifications frameworks. These frameworks will encompass both academic and vocational qualifications within their new levels.
- **Community renewal initiatives** which are linked to learning such as the Neighbourhood Renewal Unit, Community Learning Strategies and Plans, Local Learning Partnerships and Community Grids for Learning, Active Communities, community transportation, financial exclusion, regeneration of former coalfield and other former industrial areas, Inner City enterprise, social and community enterprise and social and community entrepreneurs.
- Main Departments: the Treasury, The Department of Health, the Department of Trade and Industry, the Department of Work and Pensions, the Office of the Deputy Prime Minister (covering Regeneration, Environment, Transport and the Regions), and the Department of Culture, Media and Sport.

A Lifelong Learning Sector Skills Council

The proposed Lifelong Learning SSC will cover employers whose primary business is the delivery or support of lifelong learning. Its primary role will be to ensure that an effective strategy is in place to develop the sector's workforce as a whole. The sector workforce is defined as people who deliver and/or support the delivery of lifelong learning and includes higher education, further education, work-based learning, community-based learning and development, youth work, libraries, archives and other information services.

The aim is that by 2010 an integrated framework of workforce standards and qualifications will be in place for the lifelong learning sector. Part of the rationale

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for this development is that boundaries between different sectors are being blurred and distinctions eroded. For example, FE colleges are frequently providers of higher education, work-based learning and community-based learning, as well as of traditional further education and training. Universities have a track record in delivering community-based adult education, and work-based learning. Public libraries are becoming active as centres for accredited learning, particularly for ICT-based programmes.

In the past there has been some effective collaboration in workforce needs analysis: for example, between FENTO, ENTO and PAULO in the development of skills foresight information in relation to adult basic skills provision. The best estimate of the number of people working in community-based learning and development is 110,200 compared to 34,700 in Work-based learning.

The lifelong learning sector has an older age profile than overall employment. Workers aged under 30 make up 19% of the workforce, compared with a quarter of all workers. Women make up 56% of the lifelong learning sector workforce, compared with 45% of all employment. The proportion of people with a disability in the lifelong learning sector is the same as the proportion of disabled people in total employment, at 12%. The proportion of ethnic minorities in the sector is, at 5.3%, very close to the national average of 5.1% - but well below the proportion of ethnic minority learners, which is 10%. Therefore, in many organisations there is a mismatch between the ethnic profiles of teachers and learners.

Common Core Project

The purpose of the project is to explore and identify the values, skills, knowledge and competences that form a common basis for work across the PAULO sector. All Paulo's strands will be a part of the project:

Community Development Work

Youth Work

Community Based Adult Learning

Community Learning and Development

Development Education

Family Learning

Parenting Education and Support

Delivery of support services to children, young people and their families

The aim is to show *who* works in the sector, what they do and the values and principles on which they work. A set of Units that are common across all the strands will be developed.

The New Generation of European Community Education and Training Programmes after 2006

The new generation of Programmes will consist of:

– a new Integrated Programme for mobility and co-operation in lifelong learning

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for the EU Member States, the EEA/EFTA countries and the candidate countries, covering education and training together; and

– a new Tempus Plus programme for cooperation between Member States and countries bordering the Union and the existing Tempus countries, covering the whole spectrum of education and training.

The Lisbon European Council of 2000 set the core goal of making Europe the most competitive knowledge-based economy in the world by 2010, while nonetheless strengthening social cohesion. Education and training are central to this aim.

A new Tempus Plus programme will build on the successful Tempus approach, which has hitherto been limited to higher education and has led to system development and reinforced cooperation between Member States and partner countries. Tempus Plus would extend such action across the spectrum of lifelong learning: to schools, to vocational education and training, and to adult education. The programme will consist of measures to support system modernisation, to fund the mobility of individuals, and to support multilateral projects. The programme target would be:

– To support the mobility of at least 100,000 individuals by 2013.

Detailed proposals for the new programmes outlined in this Communication will be published in summer 2004, as part of a wide-ranging package of draft legislation for the next programming period.

Summary of STEEP Analysis

From this short overview, it is possible to see how much the PAULO sector is changing and developing. Broadly, the increasing visibility and more importantly *recognition* of the sector in terms of employment and impact is to be welcomed.

This visibility and recognition will have implications in terms of *growth* and *impact* in terms of:

- The growth in the sector in terms of numbers of staff working in the sector.
- The crucial role of the sector in helping to deliver key policy goals in terms of lifelong learning, economic competitiveness, neighbourhood renewal and social inclusion.

Many of the changes outlined above should be welcomed in raising the profile of employers in the PAULO sector and increasing the links with ENTO. Equally these present a potential employment crisis for the sector. New posts created in new and exciting cutting edge projects will inevitably attract the best and most experienced staff from mainstream provision. This is as it should be, providing opportunities for personal development and career progression, and it also provides opportunities for new entrants to the sector.

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However in a sector where many employers have worked with limited resources for many years with the result that training has been given low priority, it is increasingly likely that not enough people will emerge from training quickly enough to meet employer's current and emerging needs.

6. Data collection on the PAULO Sector

There are well-established national agencies and organisations in both the public and voluntary sectors that have a vital role in promoting training and good practice for each of the occupational groups covered by PAULO.

Many of these bodies have existing information systems, which provide a picture of the size and scope of the workforce. For the purposes of recognition as an NTO it was estimated that there was some 1.5 million practitioners in the sector, 80% of who were working in a voluntary capacity.

It was always accepted that these initial figures for the purpose of recognition would not provide full and statistically accurate picture of those working in the sector for the following reasons:

- Audit of the workforce was not undertaken on a regular basis and the methodology used for collection, analysis and presentation of findings varies from organisation to organisation.
- Figures available are only reliable for paid staff in Local Authority employment.
- The very wide range of job titles in use in the sector, means that some employees may have been counted more than once, e.g. Youth and Community Worker could possibly appear in both Youth work and Community work classifications. It is also highly probable that some posts with less easily definable job titles may not be counted at all e.g. Animateur.
- The sector has many small and micro organisations in the voluntary and community sector, which can be difficult to identify and who do not hold specific statistical information on staff, who may also change roles frequently.
- It has long been acknowledged that many people working in the sector have portfolio careers, combining work in different learning situations both in paid and unpaid roles.

PAULO undertook an LMI survey in 2001 based on telephone interviews of 800 organisations, whose contact details were provided by the key national agencies in the sector. That report identified some of the issues above and the challenges for PAULO in its future information collection activities.

Sector**7. Methodology**

It is usual in producing skills foresight reports for a sector to carry out an intensive survey of sector employers seeking information on:

- Current staffing levels, broken down to show gender, age, disability status, level of posts, full time- part time ratios and current vacancies
- Anticipated changes in skills needs related to the business plan, technological and demographic change
- Patterns of training provision and routes to qualification and relevance to business needs

The key source of data for the sector represented by PAULO comprises the wide range of national based organisations – many of which are founder members of PAULO.

A series of short telephone interviews were then undertaken with a range of national based organisations to establish the existence of databases of employing organisations with which they worked or communicated on a regular basis. These initial calls were subsequently followed up by more in-depth structured interviews with these contacts asking a broad range of questions on labour market and related issues covering recruitment, skills and training and the relationship with PAULO/ENTO.

As not all of the information needed for skills foresight could be obtained in this way a desk review of vacancies advertised in the national press throughout 2003 has also been undertaken as a means of identifying other recruitment difficulties in the sector.

This report is a first attempt to identify the trends and issues affecting recruitment, employment, training and retention of staff in the sector and an associated sector. It provides a broad picture of a sector, newly created from diverse occupational groups, who nevertheless share several basic principles of ethos and practice.

A key issue that must be addressed is the diversity of setting and flexibility of roles within the employment base of the sector. This makes it more difficult to clearly define the boundaries between PAULO and other sectors.

The sector itself is undergoing tremendous change as recognition of the value of its methods and strategic importance in achieving a culture of life long learning grows both inside and outside the sector. It is hoped that this report will help to identify those skills shortages and training issues on which the sector should concentrate.

This report should also help to clarify the types of information, which needs to be regularly and consistently collected and interpreted across the sector.

Sector**8. Skills Shortages, Gaps, Unfilled Vacancies in the Sector****Key issues emerging from PAULO sector LMI**

In 1999, using information from existing national agencies PAULO estimated its work force at around 1.5 million of which some 80% worked in an unpaid or voluntary capacity.

	UK total	Adult Education	Community Education	Community Work	Youth Work
Full time	42,000	16,000	2,500	17,500	6,000
Part time	242,000	130,000	14,000	43,000	55,000
Unpaid	1,260,000	50,000	50,000	450,000	700,000

The PAULO LMI survey, despite difficulties in obtaining competent information, did confirm these estimates for paid staff in some areas, particularly Community Education.

	Adult Education	Community Education	Community Work	Youth Work
Full Time	21,000	3,000	58,000	12,000
Part time	50,000	15,000	50,000	40,000

NB. Parenting Education and Support Workers, Family Learning and Development Education were not included in this survey but a scoping study (for National Occupational Standards), carried out in 2000 estimated that there were more than 40,000 people whose main work role was in these areas.

Changes in full and part-time employment patterns

The major variations appear in estimates of full time and part time staff providing Community based Adult Education and full time Community Work. For the purposes of this study it is worth considering whether the change in emphasis in Government policies towards community driven learning schemes to address basic skills needs might account for some part of the apparent swing towards higher levels of full time employment.

The National Youth Agency, (NYA), carries out a yearly audit of Local Authority Youth Services in England, figures for 2001-02 indicated that 26,300 people were employed full or part time in 137 Local Authority Youth Services.

The Community and Youth Workers Union (CYWU) records the following data on its website:

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- 6,000 working full time (professionally qualified)
- 35,000 are part time (defined as working under 16 hours per week)
- 500,000 volunteers

In Northern Ireland, a cohort of 179 full time professionally qualified workers working with 1,500 part time workers and 18,000 volunteers look after 188,000 young people

Figures suggest there are six part time workers for every full time Youth worker. This is a higher ratio than suggested by the LMI survey although it does also show a trend towards higher levels of full time employment than earlier studies.

Neither the NYA audit nor the LMI survey attempted to provide definitive numbers of volunteers working within the sector, although the NYA study showed nearly 10,000 volunteers working in 95 Local Authorities in England.

i) Skills 'transfers' to other professions

Evidence from higher education providers suggests that both the numbers of students entering the sector and the number of training courses relevant to the sector are growing, especially at postgraduate level. A review of the destination analysis of students on exit suggests that a high percentage use their qualifications to find work in other sectors, with the voluntary sector, further and higher education sectors and urban/rural regeneration focused employers being the main beneficiaries. This means that the PAULO sector 'transfers' trained personnel and skills to other sectors.

ii) Mismatch between policy development and training provision design and delivery

Current initiatives on basic skills training (i.e. numeracy and literacy) and community development will serve to heighten demand and expectation of what can be achieved through community learning and service providers in the PAULO sector must now be planning for and training staff in the necessary skills to meet those demands. Evidence from the survey suggests that there is a critical time lag between the development of policy and the design and launch of new training programmes. This creates a problem in that workers are being asked to undertake roles with associated skills sets for which they have either no previous experience or training. This is particularly the case in terms of the skills set required for working in multi-discipline teams.

Skills shortage example:**New types of skills for emerging types of community project**

One of the emerging results of the PAULO LMI research is that the issue of training and development of workers in community telecentres is not being funded.

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A common feature of these projects which are emerging all around the UK is that the staff in such projects have few qualifications relating to either facilities or IT management and limited access to further training. This has implications in terms of both the impact of capital funding and the provision of IT equipment on community-based organisations.

The initial results of the PAULO LMI research in 2001 suggested that this is a situation that was increasingly being replicated around the UK. This has been borne out by facts with the growth of UK Online centres and LearnDirect centres. Community based projects are being subjected to and subjecting themselves to rapid growth in terms of their physical plant capacity and the diversification of services they provide.

Community based projects (both statutory and voluntary employers) are going from being previously based in prefabricated or dilapidated buildings to new, high value, purpose built buildings (often designed by award winning architects) in the relatively short space of two to three years, courtesy of new funding streams such as the National Lottery. At the same time they begin to provide IT based services such as Internet access, intranets and electronically mediated learning and other types of services or provide a base to multiple sets of services e.g. a community healthy living centre.

iii) Training for sustainability

Whilst the provision of new services may be crucial to the achievement of several government objectives from various government departments there are emerging issues around sustainability and organisational capacity of community based projects that must be addressed. Evidence gathered as part of the PAULO LMI/Skills foresight research revealed that there are participant identified issues around the ability of community-based projects to manage, develop and sustain new services and facilities. Quite simply, they are not trained to manage and run the facilities they have obtained. More crucially, they cannot identify where such training might be found, given the novelty of their centre and the services it provides. Personnel and Trade Union standards are of increasing importance.

Skills shortages – national and regional breakdown

The following table provides details

Skills Gap	North West	Yorks	North East	West Midlands	East Midlands	Eastern England	South West	South East	London	Scotland	Wales	N. Ireland
Skills Leakages	Yes	Yes	No	No	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes
Mismatch between Policy development & Training design and delivery	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Sustainability	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes

9. Skills Gaps

During the LMI/skills foresight survey, employers were asked questions about current training provision and about the types of initiatives/ future support they would like to see. Examination of responses can give a helpful indication of skills gaps encountered by employers in existing staff ability to respond to changing demands on their services.

Current and Future Skills Needs identified

The following table presents the results

Current Skills Needs	Statutory	Voluntary
Time Management	Yes	Yes
People Management	Yes	Yes
Working with Media	Yes	No
Multi-agency Team Building	Yes	Yes
Strategic Planning	Yes	Yes
Audit/monitoring/evaluation systems	Yes	Yes
Accessing funding	Yes	No
Financial management	Yes	Yes
ICT	Yes	Yes

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Future Skills Needs	Statutory	Voluntary
ICT	Yes	Yes
Project Management	Yes	Yes
Multi-agency Team Building	Yes	Yes
Strategic Planning	Yes	Yes
Data analysis & presentation	Yes	Yes
Financial management	Yes	Yes
Quality systems	Yes	Yes

Where a significant common trend emerges this indicates gaps in basic and qualifying training and training providers should, with PAULO, regularly review the training that is presently being provided by employers.

Employer responses to skills gaps

An encouraging number of responses showed support for ongoing training of staff with both in and out of house courses cited. Provision ranged from attendance at seminars and conferences on topical issues, run by key national agencies in the sector, to supporting staff to gain post-graduate qualifications. The range of specialist training courses listed clearly relates to the everyday demands made on practitioners with IT training, (including web site design), equal opportunities/anti-discriminatory courses well to the fore alongside the standard suite of induction training, health and safety and fire safety. Other popular courses included:

- first aid
- child protection issues
- drugs awareness
- sign language
- mentoring and mediation,
- dealing with bullying/violence/aggression
- outdoor activities, usually leading to a specific specialist qualification

Other areas mentioned frequently were:

- minibus driving licence
- fund-raising and accounting, particularly in voluntary and community organisations
- drama

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- media and video
- Welsh language training

There was a strong sense that learning at a distance and part time courses were preferred due to difficulties in releasing staff for any length of time. Very few respondents (albeit with some notable exceptions) indicated long term strategic planning of training related to business plans for the organisation, with most training seeming to be largely an ad hoc response to perceived problems and gaps in individual capacity.

There were also responses from a large number of employers who recognise the need for ongoing training and development of staff but have no significant training budget to provide it.

The most common qualifications cited were:

- Youth and Community Work certificates and diplomas and degrees validated by NYA and WAY
- Community Education courses validated by CeVe in Scotland
- City and Guilds Further Education Teaching certificate
- NVQs in Community Work, Advice and Guidance, Personnel, Administration, Customer Services, Finance management, Playwork, Training and Development, Management and Youth Work,

There was a clear sense from responses that employers would value simplification and clarity of routes to training and qualifications. There was also a strong demand that qualifications structures needed to be modular and flexible enough to allow combinations of skills units that could meet changing employment needs. Equally powerful is the message that all qualifications in the sector need to be able to convey to others the high levels of professionalism and skill inherent in these jobs.

10. Conclusion

As one would expect in a sector concerned with education, there is no shortage of training underway. Indeed there is a rich variety stretching from full time university degree courses to one-day training sessions on practical skills as diverse as coping with violence and reflexology. This is an encouraging sign that skills needs required for daily work is being responded to by employers.

However there is a clear signal that there remains confusion in the minds of employers over what is available, what it is for and how to access training. Issues of clarity and flexibility were cited over and over again during the survey. The

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development by PAULO, ENTO and TOPSS of National Occupational Standards for Learning Development and Support Services for Children, Young People and those who care for them, and integrated routes to qualifications is most timely.

It is evident that employers want competent staff. Many employers are also happy to invest in ongoing training to realise practical skills for special situations.

The employers in the sector need to take advantage of PAULO, in conjunction with other key stakeholders such as national agencies, employer bodies (e.g. JNC in England), trade unions, endorsement bodies and membership organisations and use its national role to build networks of best practice in training and ongoing professional development to help engage those employers who are missing opportunities to build a world-class work force.