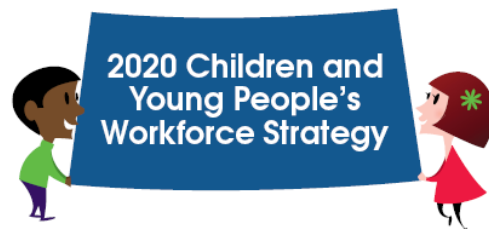


2020 Children and Young People's Workforce Strategy: The evidence base

December 2008



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Introduction

This paper is being published alongside the *2020 Children and Young People's Workforce Strategy* as part of a suite of documents marking the first anniversary of the publication of The Children's Plan.

The paper has been produced by the workforce strategy team at the Department for Children, Schools and Families. Its purpose is to set out the key points from the evidence which was considered by the Children's Workforce Expert Group over the summer and autumn of 2008. The paper reflects the Expert Group's views of the evidence and sets out the challenges identified by the Group.

We see the publication of this material as the beginning of a process of setting up a 'knowledge bank' of information about the children's workforce, which will inform our strategies for addressing children's workforce issues in the future.

Key issues from the evidence

Section 1 - Children and Young People

This section summarises what children and young people have said they need from people who work with them. It emphasises the importance of placing children and young people – and their outcomes – at the heart of both practice and strategy, and explains how the strategy will help the workforce to improve outcomes.

1.1 Members of the Expert Group argued strongly about the importance of keeping children and young people, and their outcomes, at the heart of the strategy process. To support this, the team talked to the Department for Children Schools and Families Children and Youth Board about what is important to them about the people who work with them. We also commissioned a review of recent consultations with children and young people to distil what they were saying about the workforce. The resulting report *Workforce: The Young Voice* distils the content of nearly 140 consultations from organisations such as the Children’s Society, the Office of the Children’s Rights Director and the National Foundation for Educational Research. A summary of the report is being published alongside this paper.

Children and young people today

1.2 Children and young people growing up today have more opportunities than ever before – but they also face risks and challenges, some of which are different to those experienced by previous generations. People who work with them need to understand that – and to be able to help children and young people effectively.

1.3 Most children and young people are happy, healthy, and cared for by their families. They are enjoying life, achieving good results at school and in college, seizing opportunities for further and higher education, and making a positive contribution to society. They are exposed to a wide range of influences – from within their families and the people who care for them, from their peers, other adults they come into contact with in education, play and

work, and increasingly the virtual world of the internet.

- 1.4 However we know that there are some children and young people whose potential is not being fulfilled. This can be seen in evidence of poorer outcomes in health, safety and educational attainment for some groups of children and young people, compared to their peers. Some children may be at risk as a result of their experiences at home and some are growing up as 'looked after children'- in the care of local authorities because their families cannot offer them the stability and security they need. *Children and Young People Today*, which was published alongside the Children's Plan in December 2007 sets out a comprehensive analysis of the outcomes which children and young people are currently achieving.¹

What children and young people want from the workforce

- 1.5 Consultation with the Children and Youth Board and the review of consultations identifies a strong consistency in children and young people's views about the outcomes they seek and the qualities and behaviour they would like to see in the workforce.

What is the Children and Youth Board?

The Children and Youth Board (CYB) was established as part of the *Every Child Matters* programme, where a commitment was made to ensuring the participation of children and young people in shaping the services that affect their lives.

Since its establishment the CYB has been instrumental in shaping the Department's thinking and designing of services for children. The Board has been involved in a range of policy areas including the Teenage Pregnancy Strategy, Youth Matters, Education and Skills White Paper, Guidance for schools on Disability Discrimination Act 2005, improving school behaviour. They also played an important role in the recruitment of the first Children's Commissioner for England. More recently they have contributed to the

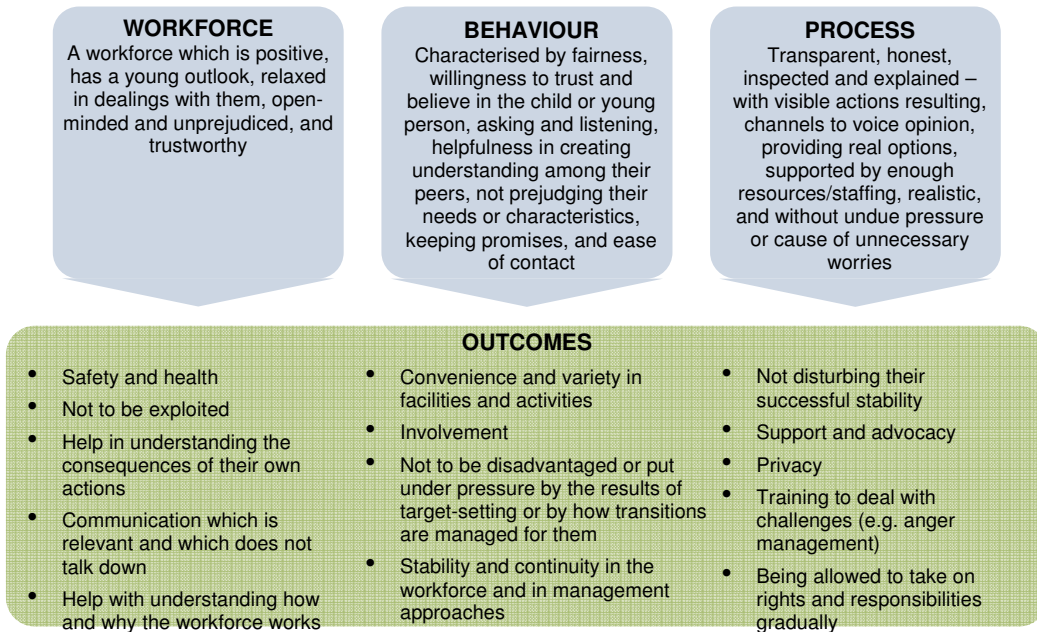
¹ [Children and Young People Today - Evidence to Support the Development of the Children's Plan](http://publications.dcsf.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=TTT-DEVELOPMENT&)

Children’s Plan, Byron Review, the play strategy and zero carbon schools, child safety and the impact of the commercial world on children’s wellbeing.

The CYB consider approximately 10 policy areas in a year. They meet with Ministers at least three times a year and hold three weekend residential meetings.

The Children and Youth Board provide an important channel through which the Department seeks young people’s views on policies and provides the opportunity to better tailor and implement policy to the needs of children and young people themselves.

1.6 The views and expectations described in *Workforce: The Young Voice* have informed the vision for the children and young people’s workforce set out in the 2020 Children and Young People’s Workforce Strategy. These qualities are summarised in the diagram below. They create a picture of a workforce which needs to be open and honest in its work with children and young people, to be fair and trustworthy, to challenge as well as support, to understand the needs and strengths of children and young people as individuals, and to use professional expertise in ways which add value and make a positive difference to outcomes.



- 1.7 When negative behaviours in the workforce are identified they relate to a failure to communicate effectively, a focus on a worker's own needs rather than those of the child, the imposition of arbitrary rules and a lack of stability when workers move away.
- 1.8 Children and young people are aware of the responsibilities they have too – a need for compliance, to learn from their mistakes, and to look after themselves and others. However, the perceived quality of the workforce is at least in part determined by the extent to which they are able to take responsibility for their own actions. When a child or young person feels unable to express their views or influence decisions there is a subsequent dissatisfaction with the workforce.
- 1.9 Most of the views expressed by children and young people relate to behaviours rather than processes. However, there is a desire for processes that are transparent, honest and simple – which do not require children to have to repeat information over and over again. These processes should offer real choice and there should be channels in place for children and young people to express their opinions about them.

Children's outcomes at the heart of practice and strategy

- 1.10 In 2003, the Government published *Every Child Matters* and identified the five outcomes for children and young people that now underpin a national framework which places children, young people and their outcomes at the heart of service design and delivery. The five outcomes, which were developed as a result of consultation with children and young people themselves, are: **staying safe; being healthy; enjoying and achieving; making a positive contribution and achieving economic well-being.** The Children's Plan, published in December 2007, set out the Government's ongoing commitment to ensuring that every child and young person can achieve their potential across all five outcomes and to making this the best country in the world in which to grow up.

- 1.11 The five *Every Child Matters* outcomes should be understood by everyone who works with children and young people. They provide a framework to support children and young people in reaching their full potential, in every area of their lives. And they contribute to a shared language across the workforce. The Common Assessment Framework enables practitioners from all professional and occupational backgrounds to assess the needs and strengths of children and young people across all five outcomes and to plan support accordingly. The five outcomes also form part of the inspection criteria against which the performance of schools, early years providers, children's services and Children's Trusts are measured.
- 1.12 Excellent practitioners in the children and young people's workforce have always used their professional skills and experience to place outcomes for children and young people at the heart of their practice. Whether they are teaching maths, providing health care or running youth activities, they respect the children and young people they work with and have the highest ambitions for every child and young person and can challenge the child, young person and their family to achieve those ambitions.

Section 2 – The Children & Young People’s Workforce

This section explains what is meant by the children and young people’s workforce – and, therefore, the scope of the strategy. It summarises what the strategy should mean for people in the workforce.

2.1 This section describes the children and young people’s workforce with which the strategy is concerned and provides an overview of what the strategy should mean for the workforce.

What is the children and young people’s workforce?

2.2 The full children and young people’s workforce in England consists of an estimated 2.7 million people – those who work or volunteer with children, young people or families, or are responsible for improving their outcomes as all or part of their job. This is approximately ten percent of the national workforce and includes people who work in every sector of the economy. Within the workforce there are a large number of professional and occupational groups – each with its own area of expertise and focus.

2.3 Everyone in the workforce has the fact that they work with children, young people or their families in common – they have, all, therefore, the potential to contribute to improvements in the outcomes for children and young people which are discussed in Section 1. Most people join and remain because they are committed to making this difference. They hold jobs which carry considerable responsibility – for the successful futures of individual children and young people and, sometimes, for keeping them safe and helping their families to deal with difficult circumstances.

2.4 There are, however, many differences within the workforce – of professional and occupational skills and knowledge, of training routes and career pathways and in terms and conditions of employment, including pay, which may be determined by employers, locally or nationally. There are also differences within, and between, professional and occupational groups in the quality of

practice with children and young people. The support that people receive from their employers and others for initial and continuing development, and the capacity and ability of individuals to make a genuine difference for the children and young people with whom they work also varies within, as well as between, different parts of the workforce.

- 2.5 People who work with children, young people and families work in all sectors of the economy. A large number are public sector employees, including in school, local authorities and the NHS. Many work in the private sector – particularly in early years, but there are private providers in all areas of services to children and young people. And, a growing part of the children and young people’s workforce is employed, or volunteers, in the third sector. People in the third sector are playing an increasing role in the delivery of all services to children and young people, and many third sector organisations provide critical support for the most vulnerable children, young people and families.
- 2.6 A key challenge for the strategy, and for the Expert Group which has supported it, has been to create a coherent framework for the future development of such a large and diverse workforce.
- 2.7 In order to describe clearly the different parts of the children and young people’s workforce, the Government identified, in *Building Brighter Futures: next steps for the children’s workforce*² a number of workforce sectors: education; health, early years; social, family and community support; youth support; crime and justice; sport and culture and managers and leaders. *Building Brighter Futures* also drew a distinction between those in the workforce for whom work with children, young people and their families is the core purpose of their job, and those who do not work only with children and young people but who, in their professional or occupational roles, can have a significant impact on children and young people’s outcomes.
- 2.8 This model has been refined and developed during the development of the

² [Building Brighter Futures: Next Steps for the Children's Workforce](http://publications.everychildmatters.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=DCSF-00292-2008&), April 2008, <http://publications.everychildmatters.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=DCSF-00292-2008&>

Counting the workforce

2.10 The quality and accuracy of data collection methods in different parts of the workforce varies considerably, so we do not know exactly how many people are working with children and young people at any one time. However, a review of the most up-to-date data seen by the Expert Group suggests that there are approximately 2.7 million people in the workforce. These figures are summarised in table 2.1.

2.11 Over a million people work in schools or other educational services, approximately three quarters of a million are believed to work with children and young people to deliver sport and culture activities. Around 400,000 people work in child care and early years, and somewhat smaller numbers work in social and family support and youth support. Of the total health workforce, an estimated 117,000 people have roles which involve working primarily, or partly, with children and young people.

Sector of the Children's & Young People's Workforce	Estimate of the size of the workforce	Year of Estimate
Schools & Education	1,103,200	2008
Early Years, childcare and play	411,000	2007
Social, community, family support	168,340	2008
Youth	30,542	2007
Health	117,000	2006/7
Managers and Leaders	52,036	2008
Justice and Crime Prevention	18,013	2006
Leisure and Sport*	754,500*	2005
Totals	2,654,631	

2.12 This strategy is informed throughout by the views of practitioners who were consulted at a series of regional events run by the Children's Workforce Development Council in spring and summer 2008, as well as by evidence of practitioner views which was shared by members of the Expert Group or included in the evidence they reviewed.

Section 3 – Progress to date

As a result of activities and initiatives driven by many people and organisations, there have been a number of improvements in recent years in quality, capacity and support of the children and young people’s workforce. There are more people working with children and young people; skills and qualification levels in many parts of the workforce have improved; a Common Core of Skills and Knowledge for people working with children and young people has been introduced; the workforce is safer, and measures have been taken to strengthen leadership and management.

This section summarises these achievements. However, as the evidence discussed in Sections 4 and 5 makes clear, improvement has not been consistent across the whole workforce – there are still significant quality and capacity problems in some sectors, and areas in which further improvement is necessary for the workforce as a whole.

- 3.1 Over the past ten years, significant steps have been taken to improve working conditions, support excellent and integrated ways of working and address quality and capacity in some parts of the workforce. This section describes some of the achievements of recent years.
- 3.2 A wide range of different people and organisations have taken action to improve the support and development of different parts of the workforce, at local and national level. This includes employers, Children’s Trusts and other commissioners of services, union and staff representative organisations, professional associations, regulatory and registration bodies, Sector Skills Councils, non-departmental public workforce delivery bodies and Government. Together these organisations make up the ‘delivery system’ for workforce support and development, which is discussed in the accompanying strategy document.

- 3.3 Individuals in the workforce also have a very important role to play in their own development, and that of their colleagues: learning reflectively from practice; taking responsibility for their own continuing professional development; identifying opportunities to develop in new areas and to keep existing skills and knowledge up to date; and encouraging colleagues, and those they lead, manage or supervise, to do the same.

Improvements for the workforce

- 3.4 As a result of the hard work of individuals, organisations within the delivery system and Government leadership and investment, there have been significant improvements in quality, capacity and support for many parts of the workforce over the past ten years.

More people are working with children and young people

- 3.5 Measures have been introduced to increase the size of the workforce and also to improve its focus on the needs of children and young people.
- 3.6 Numbers have increased in some professions and sectors of the children and young people's workforce. For example, there are more teachers and support staff in schools now than for a generation and record numbers of GPs, doctors and nurses in the NHS.
- 3.7 Much of this increase is due to the considerable progress made in improving working conditions and through tackling recruitment and retention problems in parts of workforce, both in terms of numbers and attracting high-quality applicants. In teaching, the Training and Development Agency is leading a range of initiatives to enable a wider pool of people to become teachers, introduction of financial incentives to help with the costs of training and an award-winning national advertising recruitment campaign.
- 3.8 At the same time, new professional roles have been defined to provide

for more effective and flexible delivery of services. In the health sector, the Family Nurse Partnership (FNP) is testing a new preventative programme of intensive, nurse-led home visiting for vulnerable, first-time young parents. In schools, new roles have included higher level teaching assistants, and school business managers. Changes to teachers' contracts, have freed teachers from undertaking a range of administrative duties that meant that they could spend more time providing high quality teaching to children. In early years, Early Years Professional Status (EYPS) – awarded to graduates who can demonstrate that they meet a set of 39 national professional standards when working with children from birth to five – has been developed to provide graduates to lead practice across the Early Years Foundation Stage.

The skills of the children and young people's workforce are improving

- 3.9 There have been improvements in training (both initial and continuing professional development (CPD)) to underpin high quality practice, to ensure members of the children and young people's workforce can re-skill to face new challenges and can continue to develop throughout their careers. Social Workers and Educational Psychologists now have a far stronger emphasis on high quality CPD than ever before. In teaching, 95% of initial teacher training places, for example, are now in "good" or "very good" Ofsted-rated providers, reflecting steady annual improvements over the last decade.
- 3.10 In 2005, the Common Core of Skills and Knowledge was launched which set out the skills and knowledge which everyone in the children and young people's workforce needs if they are to work well with children, young people and families – and with each other. The "Common Core" includes modules on:
- Effective communication and engagement with children, young people and families
 - Child and young person development

- Safeguarding and promoting the welfare of the child
 - Supporting transitions
 - Multi-agency working
 - Sharing information.
- 3.11 For many parts of the workforce, the elements of the Common Core have been mapped onto occupational or professional standards, or included in initial training – including for teaching, nursing, health visiting, youth workers, early years workers and social care – this is an important step towards establishing more shared language and understanding across the workforce.
- 3.12 The Integrated Qualifications Framework (IQF), which will be ready in 2010, will support the drive for a better qualified, more flexible workforce by bringing coherence, portability and common standards to the different qualifications and qualification routes currently available to people in different occupations within the workforce.

The quality of many parts of the workforce has improved

- 3.13 Much has been done to help people develop as individuals and to support the improvement of the quality of the workforce as a whole.
- 3.14 Additional support has been provided to some newly qualified professionals to help them develop in their new role. A pilot programme testing new ways of supporting newly qualified social workers was introduced this year.
- 3.15 Throughout the health service there is a strong system of regulation with all professions subject to codes of conduct. The aim of the General Medical Council (GMC), the Nursing and Midwifery Council (NMC) and the Health Professions Council (HPC) is to secure public safety and assure the standards of the professions. Professional standards have also been defined in areas where they did not previously exist, to make clear what standards are expected and to provide a benchmark for judging excellent practice. One example of

this is the introduction in 2006 of the Early Years Professional Status for those leading professional practice in Children's Centres and full day care settings. In Foster Care, induction standards have made a significant impact on quality of training and support to foster carers and standards are currently being introduced for nurses.

- 3.16 Better career pathways have been introduced: for example, for teachers to incentivise the best practitioners to stay at the front-line and to facilitate retention in mid-career. In health, the Modernising Nursing Careers programme is working to create a more flexible and competent workforce, updating career pathways and choices for nurses and preparing them to lead in a changing system.

Leadership and management have been strengthened

- 3.17 Professional leadership and management have developed through a range of sector-specific approaches; for example, the National College for School Leadership (NCSL) has produced a range of offerings including the National Professional Qualification for Headship for head teachers and the National Professional Qualification in Integrated Centre Leadership for children's centre leaders. For Further Education Principals, the Learning and Skills Improvement Service provides the Principals Qualifying Programme.

- 3.18 To help managers at all levels to meet the challenge of new ways of working, the DCSF published, in 2006, 'Championing Children', a shared set of skills, knowledge and behaviours for leaders and managers of integrated services³. Strategic leadership has been supported through the publication earlier this year of "Leading and managing children's services in England: a national professional development framework" aimed at this group of leaders⁴. These frameworks now provide a basis for nationally and locally delivered training and development for managers and leaders.

³ <http://www.everychildmatters.gov.uk/deliveringservices/championingchildren/>

⁴ <http://www.dcsf.gov.uk/childrensplan/downloads/7483-DCFS-Lead%20&%20Manage.pdf>

Safeguards are stronger

- 3.19 The Government has taken a number of steps to improve the safety of the workforce. In 2000, we introduced the Protection of Children Act (PoCA) List of people who are unsuitable to work with children. It covers all regulated child care organisations, which have a duty to refer individuals who may be unsuitable to the list. Such organisations must check whether prospective employees are on the PoCA list before employing them by carrying out an enhanced CRB disclosure. Other organisations (for example voluntary organisations, sports clubs and scout associations) may also make referrals for possible inclusion in the list and similarly may make checks, and many now do so as standard good practice.
- 3.20 The Government has also strengthened the requirements for CRB disclosures in the school workforce, so that it is a mandatory requirement for all entrants to the school workforce to be CRB checked as well as to be checked against List 99 (the list of individuals banned from working in educational settings). *Safeguarding Children and Safer Recruitment in Education*⁵(2007) is consolidated statutory guidance which sets out the responsibilities of all local authorities and the education sector to safeguard and promote the welfare of children and young people. The National College for School Leadership has introduced safe recruitment training for schools heads and governors.
- 3.21 Safeguards have been further strengthened by the Safeguarding Vulnerable Groups Act 2007. This ensures that any individuals who are convicted or cautioned for sex offences against children will be automatically included on List 99 and barred from working with children or young people. The Safeguarding Vulnerable Groups Act also sets

⁵ *Safeguarding Children and Safer Recruitment in Education* (2007)
<http://publications.everychildmatters.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=DFES-04217-2006&>

the legislative framework for development of the new independent vetting and barring scheme which will cover the whole of the children and young people's workforce, as well as others who have contact with children or vulnerable adults.

There has been progress on integrated working

- 3.22 Integrated working between sectors and professions has been improved through management action and front line practice in many local areas, backed by national change programmes including the introduction of Youth Offending Teams, Targeted Youth Support, Sure Start Children's Centres and Extended Schools. These cultural and structural changes are supported by national tools and resources including the Common Assessment Framework, the concept of a 'lead professional' role and guidance on information sharing.

The success of the Common Assessment Framework process depends very much on practitioners using their expert knowledge and skills to: engage the child or young person (and his or her family if appropriate) in a conversation about their strengths, needs and wishes; analyse the assessment in partnership with the family to decide what to change; devise a solution-focused plan of intervention and support; and finally, effectively review the success of the plan and agree the next steps, or close the intervention.
Children's Services Manager, Local Authority

- 3.23 Most Children's Trusts have created integrated teams that bring professionals from a range of backgrounds together to meet the needs of children and young people in a specific age group, in a particular local area, or who have additional needs. Youth Offending Teams, Sure Start Children's Centres, Extended Schools, integrated youth support services, and locality teams are all examples of how services – and therefore the workforce – come together to work with children, young people and families in the round.
- 3.24 In a survey of progress on integrated working conducted by CWDC, due to be published in 2009 89% of Local Authorities reported that they are making good or some progress in successfully implementing it,

while the other 11% percent are considering or planning to start. Local authorities are also reporting strong progress against the target of implementing Targeted Youth Support Reforms by December 2008. Recent figures provided by the Local Authorities in September 2008 indicated that 28% have already met the target and that most are on track to achieve it.

York College

York College, supported by Connexions (York and North Yorkshire) Young People's Substance Misuse Initiative (York) and the local PCT, are providing joined-up services where they are needed most, i.e. where large numbers of young people congregate. With nearly 4,000 full-time students, the college is ideally placed to address student needs, particularly when many of these students come from rural environments where services are difficult to access.

Students are benefiting from swift and easy access to targeted and specialist services. The team of specialist practitioners includes counsellors, advisers in substance misuse, homelessness, sexual health and mental health, and a Connexions personal adviser. The team are supported by the local PCT who provide a drop-in service twice a week using specialist nurses. They provide confidential advice on sexual health matters and operate the C-Card scheme, a free condom distribution service. It is not unusual for two practitioners to work simultaneously with the same student if they present complex issues.

Development of the delivery system

3.25 Since 1997, a number of new organisations and partnerships have been developed to support improvements in parts of the workforce, and to coordinate and build consensus activities in different parts of it.

3.26 In 2004 the remit of the Training and Development Agency for schools (TDA) was extended to cover the whole schools workforce – including teaching assistants and other support staff as well as teachers. The TDA is responsible for training and development of the whole schools

workforce; securing a sufficient supply of new teachers and effective continuing professional development; ongoing workforce to secure effective staff deployment that addresses local needs; support for the roll out of extended schools and, promoting cooperation between, and integration of, schools and other children's services. In 2000, the National College for School Leadership (NCSL) was created to developing excellent leadership in England's 23,000 state schools.

- 3.27 Sector Skills Councils are employer-led partnerships which receive Government funding to support development of Sector Skills Strategies with the objectives of reducing skills gaps and shortages; improving performance of the sector; increasing opportunities to boost the skills and performance of everyone in the sector's workforce; and improving learning supply including apprenticeships, higher education and National Occupational Standards. Different occupational groups within the children's workforce are covered by the 'footprints' of different Sector Skills councils including Lifelong Learning UK, Creative and Cultural Skills, Skills for Health, Skills for Justice, SkillsActive and Skills for Care and Development..
- 3.28 In 2005, the Children Workforce Development Council (CWDC) was established to be the sector skills council for those parts of the children and young people's workforce in England that were not already covered by a sector skills council and to be the workforce reform body for the non-schools children and young people's workforce. Since then CWDC has led many of the initiatives to support the development of the children and young people's workforce including current developments for the early years, social work and education support workforces.
- 3.29 Higher and Further Education Institutions and partnerships around the country play a critical role in providing initial and ongoing training and development opportunities for people across the children's workforce. The quality of training is assured through a number of different

organisations for different parts of the workforce, including by the Higher Education Funding Council, for those courses it funds directly, by regulatory bodies in some parts of the workforce and by for the TDA for initial teacher training.

- 3.30** The Children' Workforce Network (CWN) brings together Sector Skills Councils, workforce reform and regulatory bodies in an alliance which enables them to work together in fulfilling their individual responsibilities, in order to develop and support the whole children and young people's workforce. CWN has made good progress in taking forward a number of key pieces of work, such as the development of the statement of values for the children and young people's workforce. CWN is also leading the development of an Integrated Qualifications Framework for the whole children and young people's workforce, and has developed a vision and principles for induction for all those who work with children, young people and families in England.
- 3.31 For the school's workforce, the innovative Workforce Agreement Monitoring Group (WAMG), brings together key employers, unions and national agencies and has been at the heart of school workforce reforms (including remodelling and review of whole school staffing structures). The common purpose is to support schools in raising standards and tackling workload issues for staff. All WAMG members, along with members of local social partnerships, are committed to the cultural change that will raise the status and professionalism of teachers, create new opportunities and greater recognition for support staff and help schools to organise themselves so as to produce the best outcomes for children.
- 3.32 In the National Health Service, the national Social Partnership Forum is a partnership between the Department of Health, NHS Trade Unions, royal Colleges and NHS employers to discuss with and involve partners in the development and implementation of the workforce implications of policy for the NHS. Since the Partnership Agreement

was launched in February 2007, the Social Partnership Forum has overseen the development and promulgation of work in a number of high profile areas, including the NHS Next Stage Review (High Quality Care for All).

- 3.33 Since 2003 Children's Trusts have been established in every local authority to lead the development of local children's services. Led by local government, in partnership with local Primary Care Trusts, police authorities, probation boards, the Learning and Skills Council, voluntary and community sector organisations, schools and colleges and other relevant bodies, Children's Trusts are responsible for planning, commissioning and ensuring the quality of children's services which respond to local need. It is at local level that the complex nature of the children's workforce has the greatest impact - Children's Trusts have critical responsibility for ensuring that there is coherent workforce planning and development across and between, as well as within, sectors of the workforce.

Section 4 – Challenges for the workforce

This section summarises key messages from the evidence reviewed by the Expert Group about challenges on the front line. Despite progress in the areas discussed in Section 3, there are significant problems relating to quality and capacity in some parts of the workforce – particularly in social work, youth support, and early years. There are also challenges which remain across the whole of the workforce, particularly relating to integrated working; management and leadership; and in the workforce’s capacity to narrow the gap in outcomes between the most disadvantaged or vulnerable children and young people and their peers.

- 4.1 Section 3 describes improvements in the workforce, and the ways in which it has been supported, which have been achieved in recent years. Expert Group members have given the Government strong messages about the importance of recognising and building on these improvements. The review of the evidence that the Expert Group received, and the DCSF strategy team’s discussions with people in the workforce, also makes clear that progress has been uneven and there are challenges which remain in some parts of the workforce, and for the workforce as a whole.
- 4.2 These make it harder than it should be for people to do their jobs well and to make a real difference for children, young people and their families. Challenges on the frontline are discussed here and Section 5 looks at the challenges for the delivery system.
- 4.3 The review of the evidence received to support this strategy, and discussions with the Expert Group have identified a number of key challenges for people in the workforce:
- ***more people are needed in some places to do the job well***
 - ***more needs to be done to make sure high quality training and progression routes are available to the right people***
 - ***some parts of the workforce suffer from lack of status***

- ***there needs to be greater clarity of purpose for some parts of the workforce***
- ***management and leadership is not always strong***
- ***people are not always encouraged or enabled to work together as well as children and young people need them to***
- ***more needs to be done to ensure that the needs of the most disadvantaged children and young people are met effectively by the workforce***

More people are needed in some places to do the job well

- 4.4 Despite the improvements described in Section 3, in some parts of the workforce, high vacancy rates and difficulties with recruitment and retention can make it harder for the people who are in post to do their jobs well.
- 4.5 Vacancy rates cause particular problems for social workers. The national vacancy rate is 9.5%⁶ compared to only 0.6%⁷ in teaching (although in teaching there are still some local areas of difficulty). There are also significant vacancy problems in wider social care. A study by LGAR found that two-thirds of local authorities indicated difficulties recruiting field social workers, 36% residential managers/supervisors, and 20% residential care staff⁸.
- 4.6 In the youth workforce, evidence shows there is a very high turnover rate for youth support workers in particular; around 20% a year⁹ in the youth work.

⁶ Children's, Young People's and Families Social Care Workforce Survey Main Report, 2006

⁷ School Workforce in England, DfES, 2007

⁸ Children's, Young People's and Families Social Care Workforce Survey Main Report, 2006

⁹ NYA Audit Data 2005-6

Fig. 4.1 – comparative vacancy rates

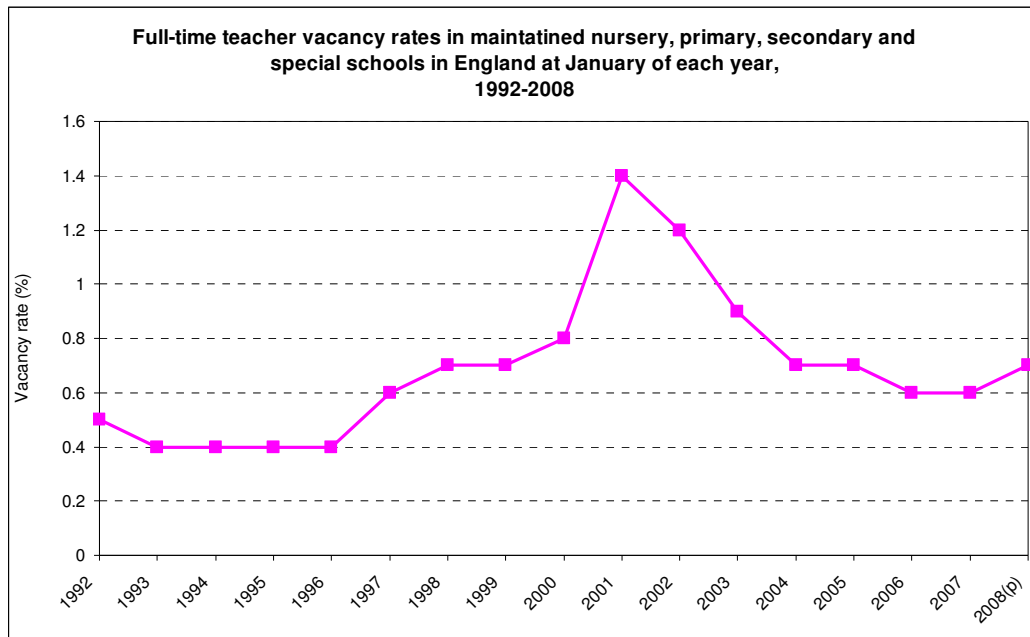
Vacancy rates¹⁰	2004	2005	2006
Youth workers	4%	5%	5%
Social workers	11.4%	11.8%	9.5%
Teaching	0.6%	0.7%	0.7%

4.7 In teaching, vacancy rates have been very successfully addressed over the past 7 years. However, there remain specialist areas of recruitment challenge. For example there are difficulties nationally in recruiting enough qualified maths and science teachers and some regional difficulties as well.

4.8 For the health workforce, the Child Health Mapping project reports that there were approximately 117,000 people working in the child health, maternity and CAMHS workforce in 2006/07. Whilst this shows a significant increase on previous years, we know that there are still pressure points around some services eg paediatrics, maternity, neo-natal, children's community nursing, school nursing and health visiting. The Department of Health is working with commissioners, providers, Strategic Health Authorities and the relevant professional bodies to understand what still needs to be done, including addressing any gaps in staffing numbers.

¹⁰ NYA Audit Data 2005-6; Children's, Young People's and Families Social Care Workforce Survey Main Report, 2006; School Workforce in England, DfES, 2007,

Fig 4.2 Full time teacher vacancy rates



4.9 Several parts of the workforce report succession issues as a result of the changing age profile of leaders and managers. In the youth workforce, there are a significant number of leaders and managers over the age of 50. As of March 2007, 60% of head teachers were aged over 50 and 28% were aged over 55. In addition, 43% of deputy and assistant head teachers were also over 50 in 2006. This means that the number of retiring head teachers will peak in 2009, with 2008/9 to 20011/12 seeing the toughest recruitment challenges, which will be compounded by early retirements.

4.10 There are also regional variations in recruitment, retention and turnover issues for all parts of the workforce. Some parts of the country face particular challenges in recruiting and retaining staff. In London and the South East, high turnover rates are associated with strong mobility in the labour market as a whole. There are also particular problems in the South West and East Midlands as illustrated in fig 4.3.

Turnover Rates (%)	Primary Teaching	Secondary Teaching	Field Social Workers	Residential Managers / Supervisor	Residential care staff
North East	6.5	8.8	6.2	2.7	9
North West	9.2	10.2	7.6	4.3	10.8
Yorkshire and the Humber	6.8	10	9	4.9	8.2
East Midlands	9.9	11.3	7.6	1.2	25.4
West Midlands	9.7	10.2	9.2	7.5	9.2
East of England	8.7	8.3	9.1	7	7.3
London	10.9	12.3	12.4	17	17.6
South East	9.3	13	12.4	10.5	9.9
South West	9.7	10.6	8.9	21.5	50.7

Fig 4.3 The regional turnover rates of teaching and social care in 2006 (OME, LGA and Schools Census 2006)

- 4.11 There are also local reports that changes in one part of the children and young people's workforce can have a negative effect on recruitment in other parts – for example, that the recent increase in teaching assistants in schools has been accompanied by greater difficulty in recruiting youth support, early years or social care staff.
- 4.12 High turnover rates in some sectors of the workforce and between sectors – particularly social work, social care, youth support and early years – mean that people in the workforce are not always providing children and young people with the stability of support that they need. This was identified as a particular problem for the continuity of support

available to looked after children in *Care Matters*¹¹.

More needs to be done to make sure high quality training and progression routes are available to the right people

- 4.13 Training and development provision is not always of a consistently high quality and in some parts of the workforce training and professional development are not viewed as a high priority. In parts of the workforce, there is a lack of clear progression routes. There are also issues of lack of access to training for many third sector organisations and individuals. This means that many people are not as well prepared as they could be for their roles, and can have difficulty in accessing training and development which enables them to develop and progress throughout their careers.
- 4.14 Expert Group members were also concerned that people in the wider children and young people's workforce – for example the police or clinical health professionals, have few opportunities to develop skills and knowledge relating to work with children and young people specifically.

“Training in relation to children and young people's issues does not exist in policing at the initial training stage, and is only provided for those working in child protection or youth offending.” Expert Group member

- 4.15 The surveys summarised in fig 4.4 demonstrate some dissatisfaction with the appropriateness of initial social work training – most newly qualified social workers reported that their initial training had prepared them 'just enough' for their roles. In contrast, the majority of respondents to a similar survey about the quality of initial teacher training said that their training had prepared them to be an effective teacher.

¹¹ http://publications.everychildmatters.gov.uk/default.aspx?PageFunction=product_details&PageMode=publications&ProductId=DCSF-00279-2008&, NYA Audit data 2005-6

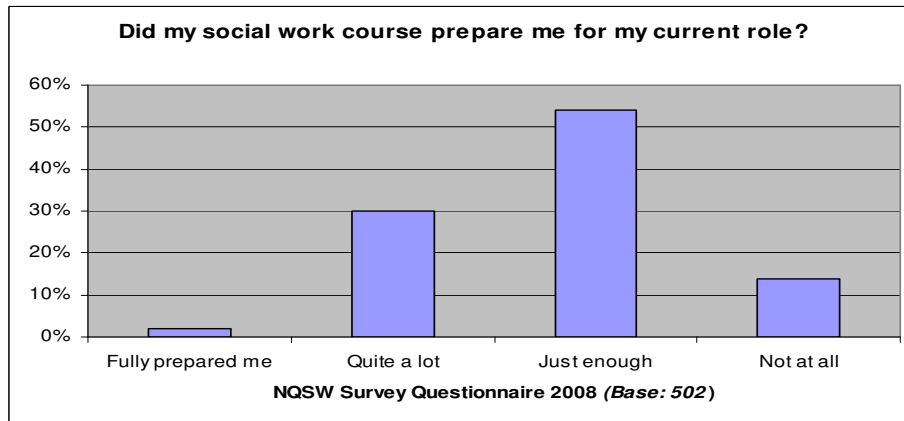
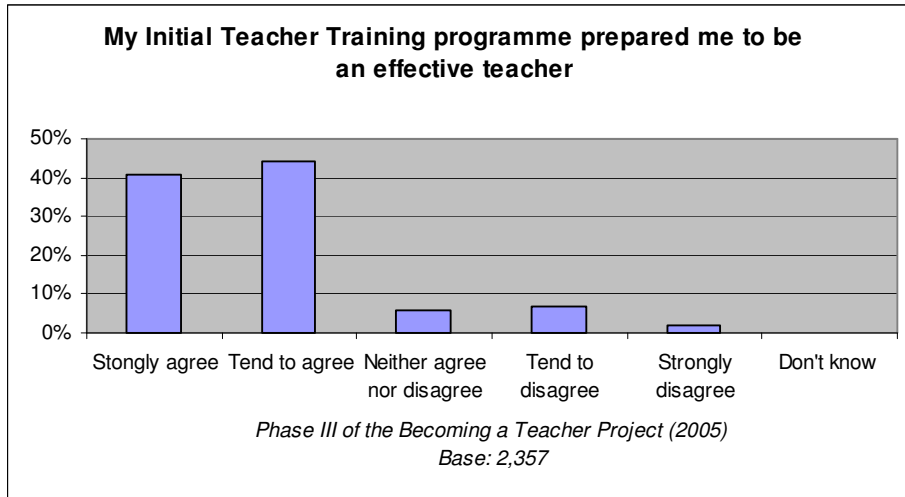


Fig 4.4 Feedback on training from newly qualified social workers and teachers

4.16 CWDC's Sector Skills Agreement shows that, overall, most employers are satisfied with the quality of training provision, though there are some issues relating to the quality of Further Education provision. There is evidence of employers and members of the workforce both seeing training delivery as driven by the needs of suppliers, and of demand for an increased flexibility of delivery, for example for more distance and e-learning or provision at weekends or in the evening. There is also anecdotal evidence of problems with the quality of provision in some areas.

“There is a wide variety in the quality of training providers – not sure who is monitoring quality, so perhaps we need a single assessment body. Some training is absolutely dreadful – for example, heard of a placement in a day nursery – the student was poorly trained, had a bad attitude, the play group was told that unless they wrote a good report, they would not get paid for the placement - so they made the report up!” Practitioner feedback from CWDC regional event 2008.

4.17 The Integrated Qualifications Framework is being developed to bring greater coherence to, and make it easier to compare, qualifications in different parts of the workforce. However, ways in which training is provided and skills are accredited can be difficult to understand and access in many parts of the workforce. People struggle to move to similar roles because their qualifications are not yet transferable. For example, holders of Early Years Professional Status are not able to lead early education in schools unless they have also trained as a Qualified Teacher.

4.18 Some people in the workforce say they are worried that there is too much focus on attaining qualifications as an end in themselves rather than on attaining the skills set required to do the job, arguing that it can lead to ‘spoon-feeding’ rather than improvements in practice. Some argue that a focus on qualifications is alienating to some people who have very good caring skills but limited formal education – particularly older workers in childcare, and people from some parts of the voluntary sector. Others see basic qualifications requirements as critical to raising the quality of practice across all parts of the workforce.

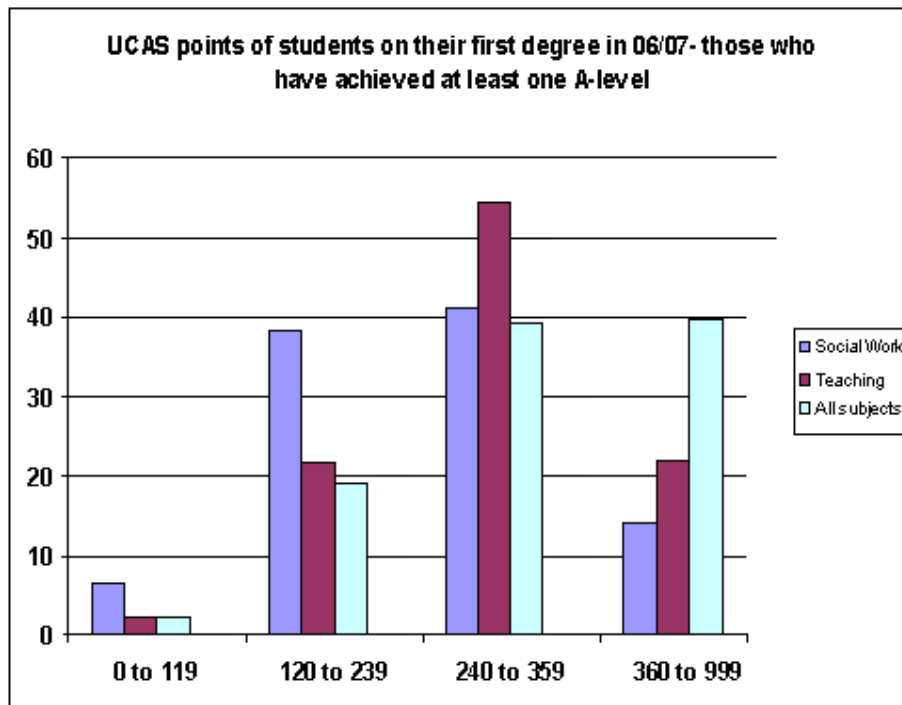
“People get a buzz from making a difference, not from getting qualifications”.
Practitioner feedback from CWDC regional event 2008

There are problems relating to low status in some parts of the workforce

4.19 Some parts of the children and young people’s workforce perceive themselves, or are perceived, to be ‘low status’ occupations. These professions can struggle to attract good entrants – both in terms of academic capabilities and interpersonal skills - particularly when they are competing for

new graduates with other, better recognised professions. For example, almost half of students entering social work degree programmes with A levels in 2006/7 had fewer than 240 UCAS points (3 grade Cs or equivalent). More than three quarters of entrants to teaching and nursing degree had more than 240 points.

Fig 4.5 quality of entrants to professional courses



4.20 There are particular problems with status in parts of the workforce, including social work, youth support, early years and childcare workforces. A recent report by IPPR found that many people in the early years and childcare workforce feel that it is not respected as a serious profession, and that the skills and responsibilities of those who work with young children are undervalued by parents and the wider public¹². It has been argued that this has a knock-on effect on pay – the early years is the most consistently low paid sector in the children and young people’s workforce – and the motivation levels of staff.

¹² Institute for Public Policy Research (IPPR) report For Love or Money: Pay, progression and professionalisation in the ‘early years’ workforce by Graeme Cooke and Kayte Lawton April_2008 <http://www.ippr.org/articles/index.asp?id=3129>

"I think people's opinions are, when you work with children... you just play, and it's nothing important. The pay reflects what people think, because if people thought we were worth something, they would pay more." Nursery nurse, aged 22 (IPPR 2008 "For Love or Money")

'You're getting that child ready, socially, emotionally, mentally, physically, for school, for the rest of their lives, and people look down on the position. "Oh, it's just childcare." But it's not, it's not just childcare. You are responsible for that child.' Nursery nurse, Aged 22 (IPPR 2008 "For Love or Money")

"Status is a problem for police from a different perspective, i.e. lack of training and specific skills and knowledge relating to work with children and young people. Police are therefore not properly respected by colleagues working in 'qualified' children and young people's workforce and often their views and contributions are ignored or dismissed as a result" Expert group member

Roles are not always well defined and demarcated

4.21 Some parts of the children and young people's workforce – such as teaching, nursing and the allied health professions – have clear professional identities, underpinned by clear professional or occupational standards which set minimum standards and promote high quality practice. In other parts of the workforce, roles are not so clearly demarcated, or standards do not relate well to the needs of children and young people. This makes it hard for people to be confident in their professional skills and purpose. It also means that the support available to children, young people and families may include unidentified overlaps (leading to inefficiencies and confusion) or gaps.

4.22 In social work and social care, professional identities are not clearly delineated - this often means that children and families social workers do not have a clear sense about the unique contribution and roles that they play in improving outcomes for children and young people. Current national occupational standards for social work initial training are generic across adult and children's services and very high level. This reflects the importance of ensuring that social workers have skills to work with adults in a family, as well as children. However, it makes it difficult for initial training to be tailored specifically to the skills and knowledge needed to work with children and

families.

“Competing priorities in policing often make it difficult for staff to prioritise positive outcomes for children and young people and this leads to a low ‘internal status’ for all those whose roles are dedicated to children and young people’s issues.” Expert Group member

4.23 The Youth Support Sector encompasses a wide spectrum of support, from YOT workers to those who provide careers guidance, but there are overlapping responsibilities between workers. The need to work together in an integrated way can be undermined through lack of understanding about roles and responsibilities, duplication of roles and professionals working within silos. In addition, from the young person’s perspective, this can translate into inconsistency and confusion, leading to gaps in support.

“We need to know what people do through their job titles! These are very confusing. They need to say what they do and do what they say. There is a total barrier to integration and effective where roles are confusing or otherwise unclear”. Practitioner feedback from CWDC regional event 2008

“Having so many overlapping roles can be confusing for the families as it means they don’t know where to go or who is the right person to turn to”. Practitioner feedback from CWDC regional event 2008

Management and leadership is not always strong

4.24 Recent research points to a growing need for more management and leadership support for managers and leaders in the children and young people’s workforce – particularly for those who are leading integrated services and teams.

I am not managed in a strategic way; in other words, managers within my organisation have no interest in what I can do to help achieve their goals and therefore my skills are not developed in this way. Middle Manager, Hay Group Survey 2008

4.25 The DCSF funded Local Government Association *Narrowing the Gaps*¹³ project report argues that quality of leadership is the single most important factor in ensuring that services both improve outcomes for all and narrow the gap in outcomes between the most disadvantaged children and

¹³ Narrowing the Gap Final Guidance Year 1 report (LGA 2008) – <http://www.c4eo.org.uk/narrowingthegap/documentsandpublications.aspx>

their peers. Strong leadership and management, it argues, is necessary at all services and at all levels within services if people in the workforce are to be able to make a difference for the children and young people who most need their support.

4.26 Research commissioned by the Children's Workforce Development Council in 2008 found that many existing middle managers are not being systematically managed and developed¹⁴. In particular, people did not feel well supported or prepared for their roles in integrated services and teams.

My manager does not particularly value training and does not understand my role. Therefore he does not see the value in a high standard of training / qualifications. Middle Manager, Hay Group Survey, 2008

4.27 Currently, the range of leadership qualifications available to middle managers is large, but the lack of a coordinated approach to developing leadership competencies across the group limits the opportunities for people to move between jobs or to move into the workforce from elsewhere. The researchers found that middle managers would like to see a more structured and consistent approach to training and development. They are also looking for clearer career progression routes which would allow for progress across, as well as within, their professional boundaries.

The size of the children's services agenda is just so vast and overwhelming; it is difficult to know where to access the most relevant type of training and development activity. Middle Manager, Hay Group Survey, 2006

4.28 The creation of the role of Director of Children's Services – and the expectation that all local partners will work together through Children's Trusts – has introduced new challenges and expectations of people in some of the most senior roles in the children and young people's workforce. Directors of Children's Services are accountable for the management of the full range of social care, youth, early years and education services provided or commissioned by their Local Authority – and also for driving Children's Trust arrangements which oversee services to children delivered through health

¹⁴ The training and development of middle managers in the Children's Workforce – June 2008 http://www.cwdcouncil.org.uk/assets/0000/2362/Training_and_development_of_middle_managers_in_the_children_s_workforce.pdf

trusts, police authorities and other local partners. People in these roles must be able to take responsibility for judgements and management of risks which affect children, young people and their families across the full range of services for children and young people.

This is a corporate role where maintaining the status quo would signify failure. We need to dismantle barriers and build partnerships. It's our role to engage the key players and enable them to fully play their role. This demands a more lateral approach than we've had to work in before. Director of Children's Services. York Consulting Study for DCSF, 2008

4.29 Recent consultation with Directors of Children's Services, their managers and partners found that many feel that they need to focus on issues that some have not encountered previously in their careers, including: developing robust lines of accountability; outcome-based management; pooling budgets; joint appointments; and commissioning services¹⁵. The role also requires knowledge of the wide span of children's services issues and the skills to lead through partnership.

4.30 Most people currently in Director of Children's Services roles have had traditional local authority career paths. However, alongside these traditional career routes, there would be advantage in more candidates coming forward for positions from non-local authority backgrounds. The research suggests that it is currently difficult for people from non-local authority backgrounds to gain the experience they would need to succeed in the Director of Children's Services role.

¹⁵ Training and Development Needs of Leaders of Children's Services, DCSF, 2008. <http://www.dcsf.gov.uk/rsgateway/DB/RRP/u015262/index.shtml>

People do not always work together as well as children and young people need them to

4.31 The Expert Group strongly endorsed the belief that, by working together, people can make a greater difference for children and young people – particularly for those who are most disadvantaged. However, their review of the evidence has identified a number of problems which mean that integrated working is not always happening effectively, in the ways that children and young people need it to. These are:

- front-line workers not being clear about what is meant by integrated working, and how it relates to other concepts such as integrated services or early intervention
- a lack of clear evidence and communication about the circumstances in which integrated working will make the most difference to outcomes, and make the best use of people and resources
- capacity issues in some parts of the workforce, as well as concerns that professional colleagues in other services or sectors will not play a full role, or do not have the skills or capacity to do so.
- practical barriers, including how teams are co-located and managed, challenges in rolling out common tools and systems and how workforce development is funded

4.32 Expert Group members suggested that the Government's system-wide vision for integrated working is not well-understood. This has made it difficult for people in the workforce to understand the links between different programmes designed to make a reality of integrated working for parts of a local community – such as Sure Start Children's Centres, Targeted Youth Support and Extended Schools – and the implementation of tools designed to support these programmes, such as the Common Assessment Framework. This may contribute to a lack of confidence about how they need to be working with colleagues from other services at local level.

4.33 Integrated working requires a significant shift in the way people think and work, and this takes time. It means breaking down professional silos where these exist. Although there is a strong, shared belief – supported by many local examples – that integrated working makes positive differences for individual children and young people, there is not a large body of robust research evidence. What we do have suggests that where multi-agency training and co-locating of services are in place or are being piloted this increases trust and information sharing between professionals.

4.34 The Expert Group has argued that we particularly need more evidence about the sorts of integrated working which make most difference, and the groups of children and young people for whom integrated working is most important. Currently, people can sometimes feel they are taking big risks in moving to more integrated ways of working. This can make it difficult to design a local framework for integrated working, identify local priorities or to focus on the development of those people in the workforce who most need to work in more integrated ways.

4.35 The capacity problems that exist in parts of the workforce can also create challenges for integrated working. It is hard for people to work successfully with others if they feel under pressure in their core role (for example because of staff vacancies or heavy workload) or lack confidence in their own professional skills. People can be reluctant to embark on new working arrangements with colleagues in other parts of the workforce they fear may not have the skills or capacity to engage fully. We know that some practitioners are concerned about becoming a lead professional because they feel there will be insufficient support from other colleagues, resulting in a significant increase in their workload and sense of isolation.

Westminster is taking part in the Children's Workforce Development Council's project to remodel the delivery of social work. The overarching objective is to improve outcomes for children of greatest need living within the area of Westminster. Four social workers and senior practitioners will be co-located within either the Duty and Assessment Team or the North Westminster children's services team and three schools and a Health Centre. Integrating

social workers in universal settings will allow them to work even more closely with partner agencies to identify need at an earlier stage and provide earlier intervention. Social workers will support key partners in assessing the needs of potentially vulnerable children and in undertaking common assessments. Support staff will work alongside social workers in identifying tasks that can be removed from them and so reduce administrative burdens and increase the direct contact time between social workers and children and families.

4.36 Successful integrated working arrangements can help professionals and to focus and prioritise their work with children and young people, so that they can have more impact, avoid duplication and use resources more efficiently. But successful integrated working – especially where it is designed to enable early identification and intervention – may increase the number of children, young people and families with unmet needs who are identified. It is important that universal and specialist services have the capacity to respond to these needs.

4.37 There are also practical barriers to integrated working. Managing and supervising integrated teams which include people from different professional backgrounds or employment conditions can be difficult – especially where a manager’s own experience has been in a single sector.

“Middle leaders are the key to changing attitudes – they need to consider the issues in managing a multi-agency team, and supporting practitioners in multi-agency ways. Managers have to embrace a more connected approach to differing services. They seem to be especially uncomfortable with the changes. We have practitioners who want to work in an integrated way, but often managers won’t allow this.” –Practitioner feedback from CWDC regional event 2008

4.38 Multi-agency training and development opportunities can help people to work in more integrated ways, enabling them to develop shared language and common approaches and processes, to get to know each other and to understand each others’ perspectives. However, multi-agency training can be difficult to fund, organise and deliver unless it is prioritised by all partners. Training is most likely to be effective when it is followed up, and reinforced by

cultural expectations within the work setting.

4.39 Children’s Trusts are working hard to roll out tools that support integrated working, such as ContactPoint, the Common Assessment Framework and the lead professional role. However, there can be a danger that more focus is given to implementing specific tools than to leading and embedding the cultural change needed to ensure they effectively support people to work together.

4.40 There may also be cases in which lack of flexibility in employment arrangements, job descriptions, or professional identities create barriers to integrated ways of working. Local or national regulation or bureaucracy may make it difficult to deploy people in new ways. HR and finance officers may not understand, or be prepared to support, more integrated ways of working. Resolving these issues can divert time and effort from the challenge of establishing integrated teams.

“There are issues of professional identity – we need to break down professional silos and focus on the child as the most important one. Hard lines around jobs cause problems. We need genuine integrated teams that actually work together and sort it out around a set of expectations and outcomes. It needs persistence to make it happen and leadership from Local Authorities – support not talk”. Practitioner feedback from CWDC regional event 2008

It can be difficult to work in partnership with children, young people and their families or to support parents effectively

4.41 Excellent practitioners and professionals in all parts of the workforce know that they can achieve most for children and young people if they do so in partnership with them and their families. A professional intervention of any kind is much less likely to be successful if it is not understood, and supported, by the child or young person concerned and their family.

4.42 Effective partnership between people in the workforce and parents is not always easy – there can be a lack of shared language or shared expectations between parents and professionals in the workforce. Parents may sometimes be distrustful of or reluctant to engage with members of the

children and young people's workforce. They may want to support their child's learning and development, but not be aware of simple things that they could be doing at home – for example to reinforce skills learned at school or to set boundaries for behaviour.

4.43 Children, young people and families often have different ideas about what their own strengths and needs are, and on what priority their needs should take, to professionals who are working with them. There are also sometimes different ideas about these things even within the family. This can lead to people in the workforce lacking the skills or confidence or time to overcome these barriers. Where families have multiple and complex needs, it can also be difficult for professionals who are supporting one child within a family to fully appreciate, or help to address issues, affecting other siblings or the family as a whole.

4.44 Where a child or young person is at risk of significant harm, professionals have to make difficult judgements about whether and how family members can be safely engaged in the investigation or resolution of concerns. It is critical, at all times, that the interests of the child remain paramount and that their safety is secured as well as action being taken to support their development across all five outcomes.

4.45 There can be particular issues for people in the workforce in engaging with fathers where historically mothers have been the main point of contact in the family. Evidence from the Fatherhood Institute suggests that there is some lack of confidence both on the part of the workforce and fathers themselves on the best way to engage. These problems are more pronounced with non resident fathers.

4.46 In some cases, older children and young people may not want their parents to know about issues that they are discussing with people who work with them. People in the workforce need to understand the importance and benefits of involving parents, while at the same time ensuring that the safety and welfare of the child is the paramount professional concern – as well as being sensitive that many young people will not ask for advice unless they are assured about confidentiality. They need the skills to develop and implement

strategies to encourage young people to involve their parents and to help parents provide positive support in a way that reconciles the rights and needs of both parties.

4.47 Many mothers, fathers or carers, at some point in their children's lives, want support, advice or guidance with the challenges of parenting. Research tells us that 70% of parents feel that they need advice and support in their parenting role¹⁶. A YouGov survey conducted on behalf of FPI in 2007 found that parents wanted more parenting services in their area; and more and better quality support and information¹⁷.

4.48 Where parents or carers want, or would benefit from, support with the challenges of parenting, it is not always easy for them to access this. Research conducted on behalf of the National Academy for Parenting Practitioners has highlighted that there is currently a lack of clarity around the role, what constitutes parenting training and support and who is undertaking it (FPI 2007, PwC 2008).

INTEGRATED WORKING to support families, Blackpool

A pregnant mother was becoming overwhelmed by her family circumstances. These included: increasing debt; the father having mental health problems which may have had implications for his children; and three of their five children (all under the age of 4) displaying developmental delay and behaviour problems. Her problems were further exacerbated by there being no room in the house for them to play safely. A group of practitioner professions in a 'Team around the Family', from SureStart, Health and Housing worked in an integrated way with the family to agree an action plan. The result was holistic support for the family. They were placed on the priority moving list; nursery and therapeutic play sessions were arranged for the children; appointments were arranged for the father with a psychiatrist to help solve any issues including the possibility of risk; and both parents were given access to debt counselling. Because of the partnership approach this family is well on the way to improving their circumstances and providing a sound basis for their future.

4.49 We also know that some types of parenting skills training are more effective than others in enabling parents to support their children in achieving

¹⁶ Research from NOP/GFK for Parents Direct 2006.

¹⁷ Health visitors – an endangered species – published April 2007
http://www.familyandparenting.org/Filestore/Documents/publications/FPI_Health_Visitors5.pdf

better outcomes – it is important to ensure that parenting skills training being delivered by people in the workforce has been robustly tested and shown to have impact.

More needs to be done to ensure that the needs of the most disadvantaged children and young people are met successfully

4.50 Children, young people and families who are disadvantaged or have additional needs will often need more support from people in the children and young people’s workforce than their peers if they are to achieve good outcomes. This means that these groups are particularly affected by the challenges within the workforce which are described in this section. Some of the professions with the most acute capacity and quality problems, such as social work, social care and youth support, are those which should be particularly focused on the needs of vulnerable groups.

4.51 It is critical that everyone in the workforce understands their responsibilities in relation to safeguarding and knows what to do if they suspect a child is at risk. In November 2008, the Secretary of State for Children Schools asked Lord Laming to report the on effectiveness of implementation of safeguarding systems and procedures since the publication of his 2003 inquiry into the death of Victoria Climbié¹⁸. Lord Laming will report early in the new year.

4.52 There are also particular concerns about the capacity of services, and people in the workforce, to meet the needs of disabled children and young people, looked after children and young people and those with mental health difficulties.

4.53 Aiming High for Disabled Children (2007)¹⁹ identified a number of challenges for the children and young people’s workforce in meeting the needs of disabled children and young people. These include:

- lack of inclusive provision with appropriately skilled staff prevents

¹⁸ www.dcsf.gov.uk/haringeyreview

¹⁹ Aiming High for Disabled Children 2007

uptake of key services such as childcare by families with disabled children; and,

- need for teaching staff to have appropriate skills and training to address needs of children with Special Educational Needs and Disability.

4.54 The Government's commitment in Aiming High to expand specific and specialist services for disabled children and young people, such as short breaks depends on effective workforce development. It also recommended that, in general, as part of equitable and quality provision for children, all children's services professionals should have core skills training so that they are able to understand and meet the needs of disabled children and their families.

4.55 Approximately fifty percent of children and young people in some socio-economically disadvantaged populations have speech and language skills that are significantly lower than those of children the same age. The recent review of services for children with speech, language and communication needs carried out by John Bercow MP found particular challenges in the services available to this group. His report and argued that people in the workforce need to appreciate the importance of communication skills and to be able to recognise and support children with communication and language difficulties to allow each child to fulfil their potential.

4.56 In *Care Matters: Time for Change*²⁰ the Government set out its commitment to transformation of the care experience for children and young people who are looked after. As part of this, it is important to ensure that the workforce has appropriate capacity, skills and understanding to support looked after children effectively.

4.57 A range of people in the workforce have particular responsibilities in relation to looked after children. These include foster carers, residential care workers, social workers, independent reviewing officers, health professionals,

²⁰ *Care Matters: Time for Change – June 2007*
<http://publications.dcsf.gov.uk/eOrderingDownload/Cm%207137.pdf>

designated teachers plus a range of other practitioners. It is important that these professionals from different sectors work together to provide integrated services which meet the needs of the whole child and improve the quality and consistency of interventions.

4.58 There can be confusion about how particular roles fit together particularly in relation to education and health and providing a holistic approach. There is a shortage of foster carers, estimated by Fostering Network to be around 5,000 and issues with the quality and level of consistent training for foster carers and residential social care staff.

4.59 The Children and Young People in Mind: the Children and Adolescent Mental Health Services Review was published in November 2008. It was commissioned in response to concerns about the delivery of high quality effective early intervention work for children, young people and their families in mainstream and universal settings, and services for children and young people with complex, severe and persistent mental health conditions. Issues that the Review has considered include the need for better basic knowledge of child development and mental health and psychological well-being amongst people in the children and young people's workforce. It also identified the need at a local level, for managers and leaders to ensure that all staff – especially those with the least experience and training – are supported by rigorous and clear management systems.

Section 5 – Challenges for the delivery system

In order to respond to the challenges identified in Section 4, the Expert Group identified a number of areas in which Government and other parts of the delivery system need to build on current achievements, or to improve performance. These include: strengthening leadership at Children’s Trust level; strengthening professional leadership in sectors; ensuring that messages from Government are clear; understanding supply issues across the whole workforce; developing a stronger understanding of quality and how it can be influenced; going further to embed the Common Core of Skills and Knowledge across the workforce; and addressing complexity and overlaps in the organisations that support the workforce.

5.1 In preparation of the workforce strategy, the Expert Group worked with government departments to review the evidence relating to challenges in the workforce, and the current response. This process has identified some particular issues which need to be understood and tackled in the delivery system, if the challenges described in Section 4 are to be addressed. These challenges, which are discussed in this section, are:

- ***Leadership at local level***
- ***Strong professional leadership in sectors***
- ***Clear messages from Government***
- ***Coherence in regulation***
- ***Understanding of supply across the whole workforce***
- ***Understanding of quality and how it can be influenced***
- ***Looking at how best to embed a common core of skills and knowledge across the workforce***
- ***Addressing complexity amongst organisations supporting the workforce***

Leadership at local level

- 5.2 Since 2006, Local Authorities and their Children's Trust partners have been expected to develop integrated local workforce strategies to support the local Children and Young People's Plan. Local Authorities, in their strategic leadership role, and as major employers of people working with children, young people and families, have led the development of these strategies. This requires collaborating with other commissioners and employers from across the children and young people's workforce, in the context of local Children's Trust arrangements and wider local strategic planning.
- 5.3 However, developing an integrated workforce strategy for a local area is not an easy task. Local partners can struggle to be fully inclusive, to work together to set a clear vision for the workforce, to understand supply issues, or to follow this through by deploying people appropriately and supporting development of a workforce which is well equipped to meet local needs. This means that people in the workforce may not be providing the services that local children, young people and families need. They can also feel pulled in different directions by conflicting organisational priorities, or unclear about who is accountable for the work they do.
- 5.4 Expert Group members particularly highlighted the importance of the commissioning process in thinking about local workforce quality. Local services and training need to be commissioned in a way that ensures a high quality workforce – and services need to be commissioned jointly, for example between the local authority and primary care trust, or other children's trust partners, if they are to be able to operate in effective integrated ways. Effective commissioning can be an important lever for pushing up workforce quality – for example, by setting expectations and embedding standards.

"How can commissioners set standards for excellence across a wide range of providers and ensure they link to outcomes for children? It is very difficult to

develop outcomes measures given the turn-around times between problem and solution but the child's perspective would be a good starting point. This should be about excellent outcomes for children" Practitioner feedback from CWDC regional event 2008

Strong professional leadership in sectors

- 5.5 National level professional leadership of workforce sectors can be provided by a number of different organisations including, regulators, professional bodies, sector skills councils, representative bodies and trade unions. Those bodies work best when they have a shared approach with employers, and with Government, to provide clarity of purpose and direction, high aspirations and a clear understanding of excellent practice. They need also to be able to act to embed these through the support they provide, and the standards they set, for individuals in the workforce.
- 5.6 As described in Section 3, over the past five years, trade unions and other key partners have worked successfully with Government at a national level through the Workforce Agreement Monitoring Group (WAMG) (and at a local level through local- social partnerships) to oversee successful improvements in teaching and schools. Trade Unions and employers have also worked successfully with the Department of Health to contribute to design and delivery of reform in the NHS.
- 5.7 Similar models of sector leadership and partnership with local and national Government do not exist in every part of the workforce. In some sectors – such as youth support, social work, and early years – a number of Expert Group members argued that there is a case for stronger sector led arrangements.

Clear messages from Government

- 5.8 Expert Group members asked the Government to be clearer about its expectations for the children and young people's workforce – both in

the ways in which it intervenes in different parts of the workforce and in communicating its expectations to everyone in the workforce.

- 5.9 The concept of a single children and young people's workforce – which includes education, health, early years, youth, crime and justice and sports and culture – is a relatively new one. Historically, Government has intervened to influence different parts of this workforce to very different extents, in very different ways. Expert Group members wanted the Government to send out clear messages about its future priorities for reform and development of the workforce to 2020. They felt that it would be important that this strategy should be supported by a partnership mechanism which would enable stakeholders from across the workforce to be involved in decisions about priorities and about the design and delivery of future reform programmes.

There is an abundance of initiatives often starting without including all the relevant stakeholders which can result in duplication and wastage of time/money. When pilot projects are completed they need to be communicated and suggested changes incorporated. Practitioner feedback from CWDC regional event 2008

- 5.10 Expert Group members have suggested that there sometimes seem to be conflicts in Government expectations of different parts of the workforce.

"YOTs have had huge problems with differing targets – for example the police target is to bring more people to justice; the YOT target is to reduce the number of first time entrants to the justice system.

Expert Group member

- 5.11 Government currently lacks clear communications channels or other ways of making sure that its messages are consistent and reaching everyone in the children and young people's workforce.

The Whitehall agenda needs to be disseminated more clearly. It is about explicitly making the communication and implementation happen. Has the centre really gathered information about what's already happening out in the regions? All the different central bodies are firing out different requests and it's very difficult for the local authorities/sectors to know if they're meeting all the requirements. The centre needs to get all these different bodies together and

establish one set of requirements and then distribute them. There seems to be a lack of understanding about each others' agendas national level.
Practitioner feedback from CWDC regional event 2008

Clarity about the purpose of regulation and registration

- 5.12 Some Expert Group members have argued that there is not enough Government regulation in some parts of the children and young people's workforce. For example, there are no minimum requirements for youth support workers or play workers and it was argued that this may have a negative effect on the quality of the workforce.
- 5.13 A recent review of regulation and registration conducted by the Children's Workforce Network has concluded that there is not a clear rationale for the way that regulation and registration are used in different parts of the workforce. It argues that further work is needed to establish how (and whether) regulation and registration can improve benefits to outcomes for children and young people, including how regulation and registration might mitigate against unnecessary risk.

Understanding of the local labour market

- 5.14 Understanding demand and supply issues and linking workforce planning and service planning are important aspect of workforce planning at both national and local level. Commissioners of services need to ensure that the short, medium and long term workforce implications of their planning are understood. However, in some sectors – such as the youth support sector, private sector child care and voluntary sector provision – there is a lack of basic data about numbers and roles in the workforce due in part to the complexity of employment arrangements/status.
- 5.15 The estimate that there are 2.6 million people in the workforce is drawn from extremely disparate data collections, surveys and approximations. It is therefore limited in its reliability or usefulness as a base for future predictions. The lack of consistent ways of counting and predicting

workforce capacity creates difficulties for local planners as well as for central Government.

Understanding of quality and how it can be influenced

5.16 The Expert Group's review of evidence identified some gaps in the evidence base which should support central government, professional and local leaders in developing workforces which improve outcomes, and professionals in improving their practice. There is also not enough easily accessible, well evaluated, evidence about how and when workforce development and support can have most impact on outcomes for children and young people. To support the Expert Group, research teams from CWDC, TDA and NCSL worked together to identify the gaps in the current evidence base and to make recommendations for activity to fill them. This work is published alongside as an annex to this document.

So what is excellence? How do you inspect and measure excellence consistently? Excellence is subjective and amassing evidence to define what excellence is would be helpful. Practitioner feedback from CWDC regional event 2008

5.17 There are very different strategies for improving quality in different parts of the workforce, and disagreements about what constitutes quality. This is partly a response to the different needs and characteristics of different sectors. But, it also suggests a lack of clarity about how people in the workforce can best be encouraged to acquire new skills and knowledge.

5.18 The Children's Plan statement that the children's workforce should be 'graduate led and, where appropriate, qualified to at least Level 3' was welcomed by many members of the Expert Group. It is seen as an important lever for improving the qualifications available to people in some parts of the workforce.

5.19 But, the Expert Group told us that there is a communications challenge in relation to this objective: some people in the workforce are not clear

what graduate leadership should look like in their sector, or about what 'where appropriate' means. Some parts of the workforce, particularly in the voluntary sector have suggested that a focus on qualification and skills levels in the workforce can lead to prescriptive ways of addressing skills gaps, which don't meet the needs of organisations of individuals.

Government may judge excellence by numbers (qualifications gained, etc) but excellence and qualifications are different things. There are also the soft issues – how young people feel about the outcomes – which are difficult to measure. Practitioner feedback from CWDC regional event 2008

Going further to establish a common core of skills and knowledge across the workforce

- 5.20 The Integrated Qualification Framework should ensure that qualifications deliver relevant skills and enable people to identify and acquire the skills they need to improve in their job or to progress. Clearer progression routes and more transferable qualifications will make careers in the children and young people's workforce easier to plan – and should make qualifications more accessible to people in the voluntary as well as statutory and private sectors. However, at present the qualifications available to people in the workforce are varied and complicated to understand and access – and some Expert Group members suggested that the benefits that the Integrated Qualifications Framework should bring are not well understood.
- 5.21 The Common Core of Skills and Knowledge for the children and young people's workforce, which sets out the skill set which is required for someone working with children to practise at a basic level, is also being embedded in qualifications as part of the Integrated Qualifications Framework.

The Common Core of Skills and Knowledge for the children and young people's workforce describes six areas of expertise that people must demonstrate in order to be considered competent at even the most basic level

for working with children. The six areas are:

- *effective communication and engagement*
- *child and young person development*
- *safeguarding and promoting the welfare of the child*
- *supporting transitions*
- *multi-agency working*
- *sharing information*

5.22 The Common Core of Skills and Knowledge is intended to support the development of a common language for people working with children and young people, for use within qualifications, training, induction and recruitment practices, as well as day-to-day working. For this to succeed, it needs to be meaningful, and accessible, to everyone in the children and young people's workforce. Work undertaken by CWDC shows that many local areas are using the Common Core extensively in the development of job descriptions, in induction and in the development of training and development provision, as well as in workforce development strategies. The Common Core is also used to inform the review and development of National Occupational Standards (NOS).

5.23 There is a need to update the Common Core to consider whether it should be amended to take account of developments, and issues which have been highlighted, since it was published. For example, the CAMHS Review, *Children and Young People in Mind*.²¹ identifies a need for everyone in the workforce to have an understanding of issues affecting children and young people's mental health. The Byron

²¹ *Children and Young People in Mind: the final report on the national CAMHS review*, <http://www.dcsf.gov.uk/CAMHSreview/>

Review 'Safer Children in a Digital World'²² recommends that promoting e-safety should be part of the core skills and knowledge within National Occupational Standards across the children and young people's workforce. The Bercow Report²³, looking at services for children and young people with speech, language and communication needs (SLCN) said that consideration needs to be given to whether revisions are needed to the 'effective communication and engagement with children and young people' element of the Common Core. The Common Core, if effectively embedded, could be a powerful means through which common behaviours – for example relating to partnership working with children, young people and their families – could be promoted throughout the workforce.

- 5.24 However, the Expert Group suggested that Government needs to consider how effectively the Common Core addresses issues like integrated working, and support for vulnerable children and young people. They also suggested that it did not seem to be well-embedded in some parts of the workforce, such as the health sector or the police.

"The Common Core is for many professions not on their horizons (the "Uncommon Core") – to be effective it needs extending to every relevant profession, tailored to fit the inner or outer circle of professions. So, as well as gaps in content, there are gaps in reach". Expert Group Member

Addressing complexity amongst organisations supporting the workforce

- 5.25 As described in Section 3, there are many organisations supporting the delivery of improvements to the capacity and capability of the children and young people's workforce. The Expert Group has highlighted a range of issues arising from the number and type of organisations.

- 5.26 Many of these organisations pre-date the concept of a children and

²² <http://www.dcsf.gov.uk/byronreview/>

²³ <http://www.dcsf.gov.uk/bercowreview/>

young people's workforce, and their single-sector focus can mean there is a piecemeal approach to workforce development. There is also overlap in the roles and responsibilities of organisations. Expert Group members and others have suggested that this does not support collaboration and can create confusion about who leads on cross-cutting issues such as leadership and management and supporting parents.

- 5.27 A particular example is Sector Skills Councils which represent the national voice of employers in influencing and leading provision of skills strategies for different parts of the workforce. There are six Sector Skills Councils representing different parts of the children and young people's workforce. The Children Workforce Development Council has responsibility for some areas of the workforce – early years, some aspects of youth support, children's social work and social care, and learning support. However, Lifelong Learning UK has responsibility for Youth Work, SkillsActive for Play Work, Skills for Health for children's health practitioners, Skills for Justice for those working in Youth Offending Teams and Young Offender Institutions and Creative and Cultural Skills for those working in museums and galleries.
- 5.28 As a result, employers lack a clear voice in developing the whole of the workforce, overlaps in remits between organisations cause inefficiencies and confusion and the support which is available to people in the workforce through Sector Skills Agreements lacks coherence, with very different 'offers' for people who may, in reality, be doing similar jobs or even be working in the same team.

Section 6 – The needs of vulnerable children and young people

It is particularly important that the workforce can meet the needs of vulnerable children and young people and there have been many advances in this area over the past few years. To support the implementation of the workforce strategy, this section presents the key issues the strategy needs to focus on to help the workforce meet the needs of children and young people who have disabilities, who are looked after, and / or who have mental health difficulties.

6.1 At national level, Government has particular ambitions for children and young people who have been shown through recent reviews to be particularly vulnerable to poor outcomes – in part because they do not always get the support they need from the people who work with them. Society will miss out on the talents of disabled children and young people, those children and young people who are looked after and children and young people with mental health difficulties unless they are supported to reach their full potential. And if these children’s needs are not identified and met early on, their problems can be exacerbated, resulting in more challenging work for professionals later in the child’s life.

Meeting the needs of disabled children and young people

6.2 Aiming High for disabled children and young people, published in May 2007 highlighted gaps in some key services for disabled children and young people, such as short breaks, support for transition to adulthood, and barriers to accessing other services such as universal childcare. It also argued that disabled children and young people should benefit from better integrated working and service delivery, because they often need the support of people from many different parts of the workforce. It set out the Government’s commitment to invest £340 million in the development of services for disabled children including £280 million for short break provision, £35 million for

accessible childcare pilots, £19 million for improving support at transition to adulthood for disabled young people aged 14 to 19 and £5 million for parental engagement.

6.3 Developing the people in the workforce who provide specialist services to children and young people will be critical to realising Aiming High's ambitions for disabled children and young people. The Government has begun to work with partners in a number of ways to ensure this, and more, will be done as a result of the workforce strategy. This includes the following measures which will impact on universal, targeted and specialist parts of the workforce and on sectors within it.

6.4 For people who provide universal services to children or young people with disabilities:

- **for everyone:** in reviewing the Common Core of Skills and Knowledge, Government will ensure that it acts as a basis for everyone to receive appropriate training in meeting the needs of disabled children and young people, and about their role in supporting children and young people with speech, language and communication needs;
- **for trainee teachers:** as set out in the Children's Plan, Government will ensure coverage of special educational needs is strengthened within initial teacher training (with more support for tutors in Higher Education and more placements for trainees which enable them to work closely with pupils with special educational needs or disabilities)
- **for all staff in schools:** Government is working with National Strategies and key voluntary sector organisations in the areas of communication, dyslexia and autism, to develop training

materials which will improve knowledge and skills in supporting disabled children in school²⁴

- **for universal childcare settings:** Government is piloting approaches to make childcare more accessible for disabled children within Aiming High and this will include an element of workforce development.

6.5 For people providing targeted services to children and young people with disabilities:

- for **Special Educational Needs Coordinators** in schools: Government will require schools to ensure that a member of staff with Qualified Teacher Status has lead responsibility for SEN co-ordination within the school, and where that person is coming into a new role, will require them to undergo nationally accredited training ;
- for **teachers who specialise in SEN:** Government is developing postgraduate training courses – linked to the new Masters in Teaching and Learning – to enable teachers to work at local authority or with a cluster of schools to improve provision for pupils with SEN;

6.6 For people providing specialist services to children and young people with disabilities:

- for **social care workers:** the development of the social care workforce will need to ensure that there are sufficient carers and supporting professionals to provide high quality short breaks for children and young people with disabilities;
- for **specialist teachers:** to encourage more teachers to specialise in teaching children with sensory impairment

²⁴ www.standards.dcsf.gov.uk/primary/features/sen/idp

In 2008 the materials issued under IDP focus on children with speech, language and communication needs and dyslexia. In 2009, the focus will be on autism.

Government is funding additional places on courses leading to mandatory qualifications from September 2009.

- **For the health workforce**, Government will work in partnership with staff to develop an effective approach to supporting the health needs of vulnerable children through a **multi-disciplinary community children's service** of which nursing will be a central component. This will look at links with other professions and give some clarity on the role of the community children's nurse, the services they provide and models of care delivery that will respond most effectively to care closer to home, choice and the needs of children with complex and/or continuing care needs.

Meeting the needs of looked after children and young people

6.7 Looked after children are a unique group because they are growing up in the care of local authorities and so will share a set of relationships with members of the children and young people's workforce which are different from those which other children and young people experience. They are far from a homogeneous group. Many underachieve educationally compared with all children and a significant number have some form of special educational needs.

6.8 Around 60% of children looked after are in care because of abuse or neglect and attachment difficulties can happen where care is not good enough and the carer is not meeting the child's needs. For some children this will begin at birth or soon after; for others it may occur repeatedly throughout their childhood years. Concerns about whether they will go home to their parents or whether they can still see their brothers and sisters can impact on their ability to make best use of the opportunities which a positive experience in care can offer. In *Care Matters: Time for Change*²⁵, the Government set out its ambitions to transform the care experience for looked after children. People in

²⁵ *Care Matters: Time for Change* – June 2007
<http://publications.dcsf.gov.uk/eOrderingDownload/Cm%207137.pdf>

the workforce, in specialist, targeted and universal roles are critical to realisation of that ambition.

6.9 The Government has begun to work with partners in a number of ways to ensure that people in the workforce can support looked after children effectively, and more will be done as a result of the workforce strategy. This includes the following measures which will impact on universal, targeted and specialist parts of the workforce and on sectors within it:

For people who provide universal services

- **for everyone:** in reviewing the Common Core of Skills and Knowledge, Government will ensure that it gives everyone in the workforce access to basic knowledge about what it means to be a looked after child and what they can do to support them;
- **school workforce:** Government wants to ensure that all staff develop a deeper understanding of the social, emotional and learning needs of this group in order to help them enjoy school and achieve;
- **for health professionals:** all health professionals should have a good understanding of the specific health issues for looked after children. To support this, Government is revising the guidance *Promoting the Health of Looked After Children*, which is already statutory on local authorities and sets out roles and responsibilities and will put it on a statutory footing for both local authorities and health bodies.

For people who provide targeted services to looked after children and young people

- **Personal Advisors and Connexions PAs:** every looked after child and care leaver who is in, or returns to, education will have access to a PA until they are 25. Through their initial and

ongoing training, PAs will be equipped to advise care leavers on the full range of issues that they might face and where needed, help them access additional and specialist support.

- **For designated teachers for looked after children in schools:** Government will require schools to ensure that a designated person with Qualified Teacher Status has lead responsibility for promoting the educational achievement for looked after children who are registered pupils at the school.

For specialists who work with looked after children and young people:

- ***Social workers:*** as part of the Government's plans for the reform of social work, there is a need to ensure that the profession is as skilled as it can possibly be in assessing and helping to meet the diverse needs of looked after children. By addressing recruitment issues and high turnover rates the Government wants to ensure social workers are confident that they have the right level of knowledge and understanding of how other professionals, particularly in health and education, work in order to make best use of their expertise and work with them in integrated ways in order to help make happen what is described in the child's care plan.
- ***Foster carers:*** foster carers are a unique part of the wider social care workforce. They care for around 70% of the looked after population and play a vital role in providing love and support to the children they care for. As part of the further development of that workforce the Government will continue to support foster carers to develop and accredit their skills and to access specialist training to support them in parenting children and young people, some of whom will have complex needs.
- ***Residential children's home workers:*** children's home workers are also an important part of the social care workforce and play critical parenting roles for some looked after children.

Government will continue to work with partners to develop the framework for professional development for residential care and other social care workers. Models for the use of Social Pedagogues in children's residential homes are currently being piloted and the findings of these pilots will be considered as part of the future development of the social care workforce.

- ***Looked After Children Nurses:*** designated Looked After Children nurses are much valued by children and young people in areas where they are in post. They have a key role in providing expert advice, for example, in relation to the commissioning of services for looked after children and in taking a strategic overview to ensure that looked after children have access to the range of universal and specialist health care services they may need.

Meeting the needs of children and young people with mental health difficulties

6.10 Promoting children and young people's psychological well being and mental health is key to their development and positive outcomes in adult life. A minority of children and young people are at increased risk than their peers of developing mental health problems, as a result of a combination of risk factors in their lives.

6.11 The recent review of CAMHS, published in November 2008²⁶, had two principal aims. It was intended to assess progress since the launch of Standard 9 of the Children's National Service Framework and the publication of Every Child Matters in 2004; and to explore practical solutions that can be used by those developing policy and delivering, managing and commissioning services. The Review made twenty recommendations that have been accepted in principle by government, and will be considered in more detail by the new National Advisory Council, whose remit is to ensure

²⁶ <http://www.dcsf.gov.uk/CAMHSreview/>

implementation of the Review's findings.

6.12 In summary, the Review found a need for better basic knowledge of child development and mental health and psychological well-being across the children's workforce. It recommends that Government should ensure that all bodies responsible for initial training of the children's workforce provide basic training in child development and mental health and psychological well-being. It also recommends that the children's workforce strategy should set out minimum standards in relation to key knowledge of mental health and psychological well-being to cover both initial training and continuous professional development.

6.13 The CAMHS review sets out a challenging set of recommendations, which the Government is considering in detail. However, as an immediate response, Government will progress the following measures which impact on universal, targeted and specialist parts of the workforce.

For people who provide universal services

- **for everyone:** The CAMHS review set out a clear recommendation that all those working with children and young people have access to high quality initial training on children's mental health, which is embedded as a core part of their initial training programmes. This will in turn begin to develop a psychologically aware workforce and ensure working psychologically in teams and across organisations. In reviewing the Common Core of Skills and Knowledge, Government will ensure that it gives everyone in the workforce access to basic knowledge about children's mental health and psychological well-being.
- **for managers and commissioners of children's services.** The review has recommended that an accredited multi-sectoral programme

is developed for commissioners and managers, to support them in driving forward service and workforce development around mental health and psychological. Government will work with the National Advisory Council and key partners, including the leadership and management task force, to develop an appropriate strategy for taking forward this recommendation. In addition, commissioners need to be aware of the strategic workforce issues for the emotional health and psychological wellbeing agenda and that appropriate measures are implemented to develop and maintain skilled practitioners who can support positive outcomes for children and young people. The National CAMHS workforce programme is already engaging with commissioners and providers to support local planning in this area. The aim is to further build on this, as the recommendations of the CAMHS review are taken forward.

For people who provide targeted services for children with mental health problems.

6.14 There are already a number of practitioners who are delivering targeted services for children with mental health problems and as a result of increased funding, their numbers have increased, and new roles developed. For example the number of primary mental health workers have increased by 62% from 2004-7. However, currently there is limited consistency in the training and support they receive.

- **Primary mental health workers.** Primary mental health workers provide an invaluable service in improving children, young people, and families' access to both targeted and specialist services, and supporting training and consultation approaches for universal services. Government will work with the National Advisory Council to review skills gaps, existing programmes of support, and identify priorities for development.
- **Behaviour Support Staff, Educational Psychologists, Parenting**

Support Advisers, Educational Welfare Officers, Social Workers, Youth Offending Team workers, Learning Mentors, Connexions Personal Advisors. Many practitioners who work with vulnerable children and young people, such as looked after children and children and young people with social, emotional and behavioural difficulties, may already be delivering targeted interventions with them or their families which actively supports their mental health, or which address mental health problems. The CAMHS review has set out a clear agenda for ensuring that the practitioners who are delivering this work, have access to the appropriate training, support and supervision to enable them to do so effectively. Government will consider carefully the proposals that the review has set out in this area, and work with the National Advisory Council and other key partners to review how we can best take these recommendations forward a national, regional and local level.

For specialists who work with children with mental health problems:

- **Specialist CAMHS includes** child psychiatrists, clinical child psychologists, CAMHS trained nurses, occupational therapists, social workers, child and adolescent mental health workers, child psychotherapists, family therapists, specialist teachers, a range of creative therapists and other allied health professionals. There are a number of programmes to support practitioners develop the necessary knowledge, skills, training and where necessary supervisory skills in this area. One example is the New Ways of Working (NWW) project, which is about developing new, enhanced and changed roles for staff, and redesigning systems and processes to support them in delivering effective, person-centred care in a way that is personally, financially and organisationally sustainable.

6.15 In addition, the Review has highlighted the importance of ensuring that all those working in specialist services:

- are effectively trained in child development and mental health issues,
- have access to recent and up-to-date information on evidence on effective interventions, and how to implement these
- and are supported by high quality supervision

6.16 And it recommends that a key role for Government is to:

- assess the training capacity and skill base that currently exists for implementing evidence base guidelines in the area of children's mental health
- fund and develop centres of training to ensure that there is training available for the children's workforce in all parts of the country for evidence-based therapies
- and assess the gaps in guideline development currently available (for example for anxiety disorders) and submit proposals to NICE and/or SCIE to fill those gaps.

6.17 In response to these recommendations, Government will work with the National Advisory Council and key partners, to explore the development of a coherent programme of work in this area that reflects local and national priorities.

Analysis of the evidence

Alongside this paper, we are publishing the following evidence reports, which were prepared to support the Children's Workforce Expert Group:

Evidence & Knowledge Management: a report for the 2020 Workforce Strategy Expert Group by the CWDC, NCSL & TDA

Report of Children's Workforce Practitioners Workshops: report prepared by the Policy Research Institute, Leeds Metropolitan University, on behalf of CWDC

Workforce: The Young Voice: a summary prepared by WCL for DCSF on the views of children and young people about the children's workforce

These publications can be found at:

www.publications.dcsf.gov.uk