

Children's Workforce Strategy

A strategy to build a world-class workforce
for children and young people







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Every Child Matters
Change for Children

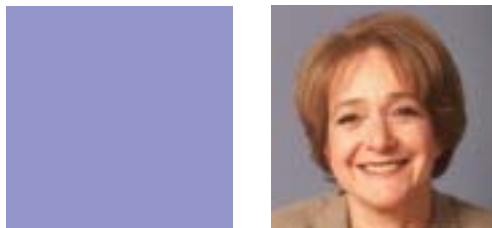


CONSULTATION

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Foreword



All our ambitions for improved outcomes for children and young people depend on the hard work and commitment of those people who work every day with children, young people and their families. The people who listen to them, understand their concerns, and plan, manage and deliver the services they need.

This strategy is about our plans to create and support a world-class workforce which is increasingly competent and confident to make a difference to the lives of those they support. Such a workforce will be one that people aspire to join and are loath to leave. A workforce that inspires trust and respect from parents and carers, as well as from children and young people themselves.

The children's workforce stretches across many professional and organisational boundaries. The workforce of the future will work better across those boundaries, in multi-disciplinary teams. More coherent career pathways will allow for progress

across as well as within those boundaries. And all professionals will be able to focus more on early identification and prevention of problems, while strengthening protection for the most vulnerable.

The strategy is set in the context of our overall plans for system-wide change in children's services, as set out most recently in *Every Child Matters: Change for Children*. It reflects and draws lessons from the substantial work already underway to tackle workforce challenges in schools, the health service and the voluntary and community sectors.

The evidence shows that we face four major strategic challenges. We need to recruit more high quality staff into the children's workforce. We need to retain them once recruited, including by offering better development and career progression. We need to strengthen inter-agency work and multi-disciplinary

working, with lead professionals from a variety of backgrounds ensuring services are pulled together around children's individual needs. This will not only lead to better outcomes but offer greater job satisfaction, so feeding back into recruitment and retention. And we need to promote stronger leadership and management to help to create new models of practice and deliver and sustain these changes.

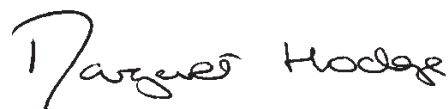
The good news is that we are not starting from scratch. We are already seeing the early benefits of recent reforms in social care, and new Sector Skills Council arrangements are coming on stream. New ways of working across boundaries are being supported by the changes in organisation and accountability set in place following the Children Act 2004, as well as by the Common Core of Skills and Knowledge, the Common Assessment Framework and plans for better information sharing. There is already much good practice across the country in multi-agency working.

This strategy builds on the work already in hand and sets out proposals to tackle each of the major strategic challenges. It also looks in more detail at areas where we have the most immediate capacity and quality issues: early years, children's social work and foster care. In each case we

propose national action to set a clear direction, remove barriers, develop capacity and infrastructure and share good practice. We also look to local action to assess the most urgent needs in each area, and plan local workforce strategies to meet them.

The strategy contains some very specific propositions, some for action now, some for further development. But the strategy is consultative, and contains many questions on which we would value the widest possible response.

I want to debate these propositions with all those involved with the children's workforce, so that we can draw on the very best of current thinking and innovation. We will continue with your help to revise and update the strategy, as we take forward our aim of securing the best possible outcomes for the children, young people and families for whom the children's workforce is not an abstract concept but a daily source of help and support.



Margaret Hodge MP MBE
Minister for Children, Young People
and Families

1. Our vision for the children's workforce

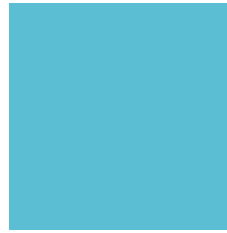


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Our vision

1. Our goal is to **improve outcomes for all children and young people**. Success depends in large part on the capacity and quality of those people **who plan, manage and deliver services at the front line**. We need a skilled and more stable workforce, in sufficient numbers, led and deployed effectively around the needs of children and young people.

2. The Government's **vision** is of a **world-class children's workforce** that:

- is competent and confident;
- people aspire to be part of and want to remain in – where they can develop their skills and build satisfying and rewarding careers; and
- parents, carers, children and young people trust and respect.

We want to be sure that people working with children and young people have the knowledge, skills and competence they need. We are looking to overcome the restrictive impact that professional and organisational boundaries can have so that

increasingly professionals and practitioners from different sectors:

- work better together in multi-disciplinary teams around the needs of children and young people and share an increasingly common language and understanding;
- have coherent career pathways that allow them to progress within and across different sectors; and
- focus on early identification and prevention and strengthen protection for vulnerable children and young people.

3. We want to stimulate new ways of working and the development of new roles if these better meet the needs of children and young people. Over time, the children's workforce could change considerably as the impact of our reforms comes through with a stronger focus on early identification and prevention, the re-configuration of services in children's centres and extended schools, changing patterns of demand, and a more diverse supply side spanning the public, private and voluntary sectors.

This strategy

4. This strategy is consultative and draws on discussions with a wide range of stakeholders. It is addressed to those responsible nationally and locally for designing, delivering and commissioning either services for children and young people or learning and development opportunities for people delivering those services.

5. There have been significant improvements in services for children and young people and many people across the country are working hard to help children achieve better outcomes. But there are systemic problems which mean that too often there is a lack of clarity about responsibilities and accountability, children's needs are not identified early enough, there are fragmented assessments and interventions, and a risk of children and young people falling through the gaps between services altogether.

6. This strategy is designed to help improve skills and knowledge, encourage the joining-up of services around the needs of children and young people, and support a focus on prevention while strengthening protection. It encourages local partners to work together, across the public, private, voluntary and community sectors, to achieve these aims. It also seeks to promote improved careers for people working with children and young people, with the possibility of genuine progression

available to all: better training, better development, better rewards.

7. The Government believes that the key **strategic challenges** across children's services are to:

- **recruit more people into the children's workforce**, ensuring the work is attractive and promoting more flexible entry routes;
- **develop and retain more people within the children's workforce**, improving their skills building on the Common Core of Skills and Knowledge¹ and creating a single qualifications framework;
- **strengthen inter-agency and multi-disciplinary working, and workforce re-modelling**; and
- **promote stronger leadership, management and supervision.**

8. This strategy, which reinforces and complements other workforce strategies – including those for Local Government, the school workforce and the NHS – sets out propositions to meet these challenges. The implementation of this strategy will support improvements across children's services, improve outcomes for children and young people and help achieve cross-Government Public Service Agreement (PSA) targets underpinning these. The strategy highlights innovative good practice in workforce development in different sectors and different parts of the country. There is much good work on which to build,

1 *Common Core of Skills and Knowledge for the Children's Workforce*, April 2005, a prospectus published alongside this strategy.

and considerable resources are already devoted to workforce development. One key challenge is to harness these resources in the most effective way.

Scope and sectoral priorities

9. The principal services used by children, young people and families are early years and childcare, play, health, schools and colleges, youth work, sport and leisure, family support and children's social care, as well as a range of specialist services. The long-term reform agenda set out in this strategy applies across all children's services² and chapter 2 sets out national and local action to address them generally. In the following chapters, we consider what needs to be done nationally and locally to address the four strategic challenges in different sectors, focusing in this initial version of the strategy on early years, social care, foster care, schools, health and the voluntary and community sector. Over time we will revise and update the strategy to ensure it is comprehensive.

10. For the following sectors, there are some immediate capacity and quality challenges:

- **early years:** The ten year childcare strategy reinforces the importance of quality in early years and childcare and the challenges we face for both growing the number and improving the quality of the workforce;

- **children's social care:** There are significant challenges facing the children's social care workforce, particularly in children's social work. Addressing supply, retention and quality issues to help children and young people in need is vital;
- **foster care:** Looked after children are among the most vulnerable in our society and there is a pressing need to improve the local supply and quality of foster carers where we face significant shortages.

So, for these priorities we are setting out more detailed propositions (chapters 3 and 4) responding to the specific challenges facing these sectors, set within the context of the wider long-term reform programme (chapter 2). In chapter 5 we consider the important role played by, and the particular issues facing, the workforces in schools, health and the voluntary and community sector. As the strategy is developed and updated, we expect to include more detailed proposals for these and other sectors, reflecting responses to this document and emerging priorities.

Context

11. *Every child matters*³ and *Every child matters: next steps*⁴ aim to secure better outcomes for all children and young people so that they are healthy, stay safe, enjoy and achieve, make a positive contribution and

2 The strategy focuses on the paid workforce in the public, private and voluntary sector in England. We do, however, recognise the very substantial contribution volunteers can and do make and the role that volunteering can play in providing flexible routes into the workforce. An evidence paper, published alongside this strategy – available at <http://www.everychildmatters.gov.uk/key-documents/>, summarises the available data on the children's workforce.

3 *Every child matters*, September 2003

4 *Every child matters: next steps*, March 2004

achieve economic well-being. The Children Act 2004⁵ provides the legislative foundation for whole-system reform, outlining new statutory duties and clarifying accountabilities for children's services. *Every Child Matters: Change for Children*⁶ set out the national framework for local change programmes to build services around the needs of children and young people. *Choice for parents, the best start for children: a ten year strategy for childcare*⁷ set out a long-term vision for childcare provision offering more choice, availability, quality and affordability.

12. Local Authorities are working with their partners in children's trusts to translate the principles of *Every Child Matters: Change for Children* into local action. The 150 local change programmes are starting to take shape. Set within a supportive national framework, they are locally owned and driven, responding to local needs. Led by Directors of Children's Services, they provide new opportunities for service integration and new requirements in terms of accountability. Key to the success of local change programmes will be effective co-operative working between those working with children and young people in the public, private, voluntary and community sectors.

13. *The National Service Framework for Children, Young People and Maternity Services*⁸

(NSF) set out new standards for the provision of health and social care services, acknowledging that there are workforce shortages in many staff groups. These will be addressed nationally in the NHS through workforce planning processes. Key areas for action in relation to workforce described in the NSF are: workforce capacity (staffing shortages, recruitment and retention); workforce modernisation (new roles, amended roles and new ways of working); and skills development (competences, education and training, continuing professional development and leadership). This is complemented through local modernisation and workforce development activity by NHS Strategic Health Authorities (SHAs) and NHS Trusts. Locally, multi-agency workforce recruitment and retention strategies, based on an assessment of the needs of the local population, and the related plans of Primary Care Trusts (PCTs), are prepared in conjunction with local providers and partners. *Delivering the NHS Improvement Plan: The Workforce Contribution*⁹ sets out to encourage an inclusive approach to planning and highlights the strategic workforce issues that support Local Delivery Planning (LDP).

14. The Chief Nursing Officer's Review looked at the vital contribution of nursing, midwifery and health visitors to vulnerable children¹⁰. Following its publication and the

5 Children Act 2004

6 *Every Child Matters: Change for Children*, December 2004

7 *Choice for parents, the best start for children: a ten year strategy for childcare*, December 2004

8 *National Service Framework for Children, Young People and Maternity Services*, Department of Health/Department for Education and Skills, September 2004

9 *Delivering the NHS Improvement Plan: The Workforce Contribution*, Department of Health, November 2004

10 *The Chief Nursing Officer's review of the nursing, midwifery and health visiting contribution to vulnerable children and young people*, Department of Health, August 2004

Choosing Health White Paper¹¹, the Chief Nursing Officer is working with nurse leaders and DfES to modernise and promote school nursing and develop a national programme for best practice that includes reviewing children's and young people's health, supports the use of children's personal health guides, and extends the scope and coverage of the Healthy Schools Scheme.

15. In schools, the National Agreement on Workforce Reform, signed by Government, employers and school workforce unions, set out a wide ranging re-modelling agenda that would free up the growing numbers of teachers to do what they are best at – teaching. Alongside this it established the concept of the diverse school team, bringing into the school system a much greater range of adults who can work with children in a wider number of flexible roles, including a bigger classroom involvement with teaching and learning. Re-modelling underpins the development of extended schools – our vision of where the school system needs to go to deliver the five outcomes set out in *Every child matters*. Now we have many more sports coaches, music tutors, language assistants and other support staff who are helping make a reality of this vision in many schools.

16. The recently published White Paper, *14-19 Education and Skills*¹², sets out a ten year reform programme with new

vocational learning routes for young people, including specialised Diplomas which will be available in 14 broad sector areas. Making these reforms a reality will demand the involvement of a wide range of staff who work with young people in teaching, support or advisory roles. The Skills White Paper¹³ reiterates the Government's commitment to raising skills levels across the workforce – to benefit both individuals and employers. Sector Skills Councils will lead on both identifying the needs of their sector and, in partnership with the Learning and Skills Council, addressing these at national, regional and local level.

17. In the forthcoming Youth Green Paper, the Government will set out how – working with its partners – it will ensure that:

- a more comprehensive offer is made to young people of things to do and places to go in their communities, with access to exciting and enjoyable activities in and out of school or college that enhance personal, social and educational development;
- young people are equipped and supported to make the most of available opportunities and grow up to maximise their potential both in terms of their education and in their free time; and
- better personal advice, guidance and support is available, which is more

11 *Choosing Health: making healthier choices easier*, Department of Health, November 2004

12 *14-19 Education and Skills*, Department for Education and Skills, February 2005

13 *Skills: Getting on in business, getting on at work*, Department for Education and Skills, March 2005

tailored to the needs of the young person and relevant to today's world.

18. These policy developments all present significant challenges for the workforce. Delivering change for children will rely heavily on the capacity, quality and deployment of workforces locally. Local Authorities and their partners should therefore develop integrated **local workforce strategies**, rooted in an analysis of local need and supported by local and national action.

National and local action

19. The success of this strategy depends on mutually reinforcing responsibilities and action nationally and locally.

- Nationally, we will set a clear strategic direction, removing barriers where these exist, improving capacity and infrastructure. We will provide support – through guidance and the identification and dissemination of good practice – and challenge through inspection and regulation. We will provide some new dedicated resource, through a Transformation Fund of £125 million per year to improve quality without compromising affordability in the early years sector, and through additional funding of £15 million in 2006-07 and £30 million in 2007-08. The new **Children's Workforce Development Council** and the **Children's Workforce Network**, which will become operational in spring 2005, will have complementary roles to play in helping

to translate this strategy into reality on the ground.

- Locally, we will look to strategic leaders to develop local strategies addressing workforce capacity and organisation in partnership across different sectors, taking account of local needs, using resources for workforce development already in the system; and to employers and HR managers to improve and maintain quality by supporting workforce training and development and operating robust performance management systems.

We expect that the extra funding being made available, combined with the more effective use of existing resources, will mean that this agenda is not a pressure on Council Tax. The Government is committed to working with Local Authorities, their representative organisations, and their partners as policies are developed further to ensure that they do not place new, unfunded burdens on Local Authority resources.

What next?

20. This strategy sets out common principles and levers to build a world-class workforce for children and young people. We want it to be discussed and acted on together by local partners in the public, private, voluntary and community sectors. But there cannot be a one-size-fits-all solution to redesigning services or re-modelling the workforce – not least because needs and labour markets are

different. Children's trusts will need to develop locally relevant workforce strategies for which there will be both support and challenge nationally. We will identify and learn from emerging good practice and use it to inform our understanding of what works and why and share this across local areas.

21. The strategy sets out proposals to tackle the issues that affect the workforce and in turn hamper our ability to achieve better outcomes for children. But we do not have all the answers. This strategy therefore seeks to start a debate. We welcome views on the propositions and the questions for consultation set out in each chapter. The strategy will be further developed over time to take account of views, new emerging priorities and further learning from practice on the ground. Annex 1 summarises the questions on which views are sought – and sets out how you can have your say.

Consultation questions

- **Do you agree with our vision for the children's workforce?**
- **Have we identified the right strategic challenges?**
- **Have we identified the right sectoral priorities at this stage?**

2. Realising the vision: national and local action

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This chapter describes the key strands of this workforce strategy. It sets out action that we will take nationally and that we are looking to be taken locally to improve outcomes for children and young people by building better integrated services organised around their needs.

This action is designed to:

- recruit more people into the children's workforce;
- develop and retain people in the workforce;
- strengthen inter-agency and multi-disciplinary working and develop new workforce roles; and
- promote stronger leadership, management and supervision.

The strategic challenges

1. Developing more integrated services to improve outcomes for children and young people is a key strategic challenge. Fragmentation and silo working can result in un-coordinated and less effective support for families. We know that families want services that are joined up and that integrated services are more likely to meet a child's needs. We want to build on the good practice that already exists in multi-agency working to develop a workforce that is confident in operating across professional and institutional boundaries, using common assessment processes to

identify needs, and developing new ways of delivering services to improve children's outcomes.

2. **To set priorities for improving services, local partners will need a clear understanding of the needs of children and young people in their area and an analysis of the workforce numbers and skills, service re-design, and workforce reform required to meet those needs better. The gap between existing and required workforce capacity is the driver for a local workforce strategy as part of the Children and Young People's Plan¹⁴.**

14 *Regulations and Guidance on the Children and Young People's Plan*, March 2005 <http://www.dfes.gov.uk/consultations/>

Local Authorities and their partners in the children’s trust will need to agree an overall workforce strategy, taking account of delivery plans for different sectors. Directors of Children’s Services and Lead Members need to offer leadership to this process, working with other strategic partners, professional bodies and trades unions locally. The strategy will also need to influence the operational plans in services and organisations within the children’s trust, into which staff development needs to be embedded. This chapter sets out, for each of the strategic challenges set out in chapter 1, the issues that will need to be addressed in local workforce strategies. The full set of issues expected within an effective local workforce strategy is summarised in chapter 6.

3. There are also system and supply issues that need national action to lift barriers and improve infrastructure. And there is an important role for Government and our key national partners to support, and challenge, so that best practice is more systematically identified and embedded and continuous improvement made to improve the effectiveness and cost-effectiveness of the whole system.

4. The national and local action to tackle the key challenges of improving supply, raising quality, strengthening integrated working and promoting leadership across children’s services must be mutually reinforcing. And the responses to individual issues – such as retention –

will also impact on others so that, taken together, the actions set out here represent a systemic approach to children’s workforce reform. The innovative, successful good practice which already exists is exemplified in this strategy to help people design their own local solutions.

The recruitment challenge

National action

5. The Government currently runs significant national campaigns to promote careers in teaching, the early years and childcare, social work, social care and nursing and midwifery. These have been successful in increasing the number of suitable applicants for these key sectors. During the past year those responding to one specific advertising campaign have also been given information about careers in a wider range of children’s workforce jobs.

6. However, evidence suggests that for many sectors regional and local approaches to recruitment are more effective. We are currently testing ways of supporting regional campaigns with tailored marketing materials that promote all work with children, young people and families in a particular locality. We will continue to develop these tools and will work with partners to ensure good practice is disseminated.

7. More generally, the Government will raise the profile of work with children, young people and families and underline its importance so that clear national messages are sent about the status and

esteem of careers in children's services. We will also work with partners to help overcome barriers to recruitment by making careers more accessible and coherent through the development of a single qualifications framework (see paras 16 ff) including support for the essential skills of literacy, numeracy and language. And we will work with the Learning and Skills Council and Higher Education Funding Council to ensure that the necessary opportunities exist for people to train and qualify to work with children, young people and families.

Local action

8. The local workforce strategies developed by Local Authorities and their partners should include:

- an analysis of the local and regional labour market. To plan recruitment in a local area, Local Authorities and their

partners need a good understanding of the availability of suitable labour and the competing demands from other employers of professional, para-professional and support workers. One particular issue for such an analysis will be the identification of any specific labour market shortage hotspots; and

- agreement to joined-up recruitment campaign activity amongst local partners. To raise the attractiveness of work with children, young people and families locally, to aid future retention, and to keep costs of recruitment down, local services need to avoid competing for the same labour. Local recruitment activity should draw on good practice, such as 'grow your own' approaches.
- 9.** Some sectors do not have a very diverse workforce with certain groups being under-represented. Local managers will need to take account of diversity issues

Supporting recruitment ... what works?

- 'Grow your own' approaches – for example, training existing staff (social work assistants and care workers or teaching assistants) to become qualified social workers or teachers, or recruiting local people to train as social workers, either full-time via bursaries and sponsorship, or part-time in employment via college or distance learning routes;
- offering Golden Hellos, and/or recruitment bonuses/incentives;
- enabling participation in Starter Home/key worker initiatives;
- offering tasters to provide experience of the work with the employer locally;
- promoting a positive local media message and improving the image of the council – or other agency – as an employer of choice;
- exploring targeted or co-ordinated recruitment from overseas.

Kirklees: Men Into Childcare

Childcare as a sector is predominantly female with men making up only 2% of the childcare workforce in England. Recognising the importance of positive male role models during a child's early development, Kirklees have been running ***Men Into Childcare*** workshops at Huddersfield Sports Centre and Batley Sports and Tennis Centre. After a quick introduction to the sessions by a lone female, it was over to a series of male role models currently working in a variety of childcare settings who gave their time to talk about their experience and enjoyment of working with children. The workshops profiled a range of male childcare workers who spoke about what it's like to work with children, resulting in increased interest among men in working in childcare in the Kirklees area. Kirklees Early Years Service is now working as part of a regional cluster group looking at the opportunities to recruit more men into childcare.

in their recruitment strategies, considering how best to attract, retain and develop under-represented groups. The recent National Audit Office report¹⁵ on diversity in service delivery recommends improvements in the way in which front-line staff work with diverse clients through the setting of personal objectives and recognition of good efforts through promotion of good practice and local award schemes.

The quality and retention challenge

National action

10. To encourage people to remain in the children's workforce, develop their skills, and build rewarding careers, we are taking national action to establish better career pathways founded on increased commonality of skills and knowledge and driven by a new national infrastructure to support workforce development.

A Common Core of Skills and Knowledge

11. The consultation on the Green Paper, *Every child matters*, strongly supported the proposition that everyone working with children, young people and families, should have a common, basic set of skills and knowledge. During 2004, DfES worked with a partnership of employer, user and worker interests to develop a **Common Core of Skills and Knowledge** setting out required knowledge and skills to practise at a basic level in six areas of expertise:

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

15 *Delivering Public Services to a Diverse Society*, National Audit Office, December 2004 (<http://www.nao.gov.uk/publications/workinprogress/diversity.htm>)

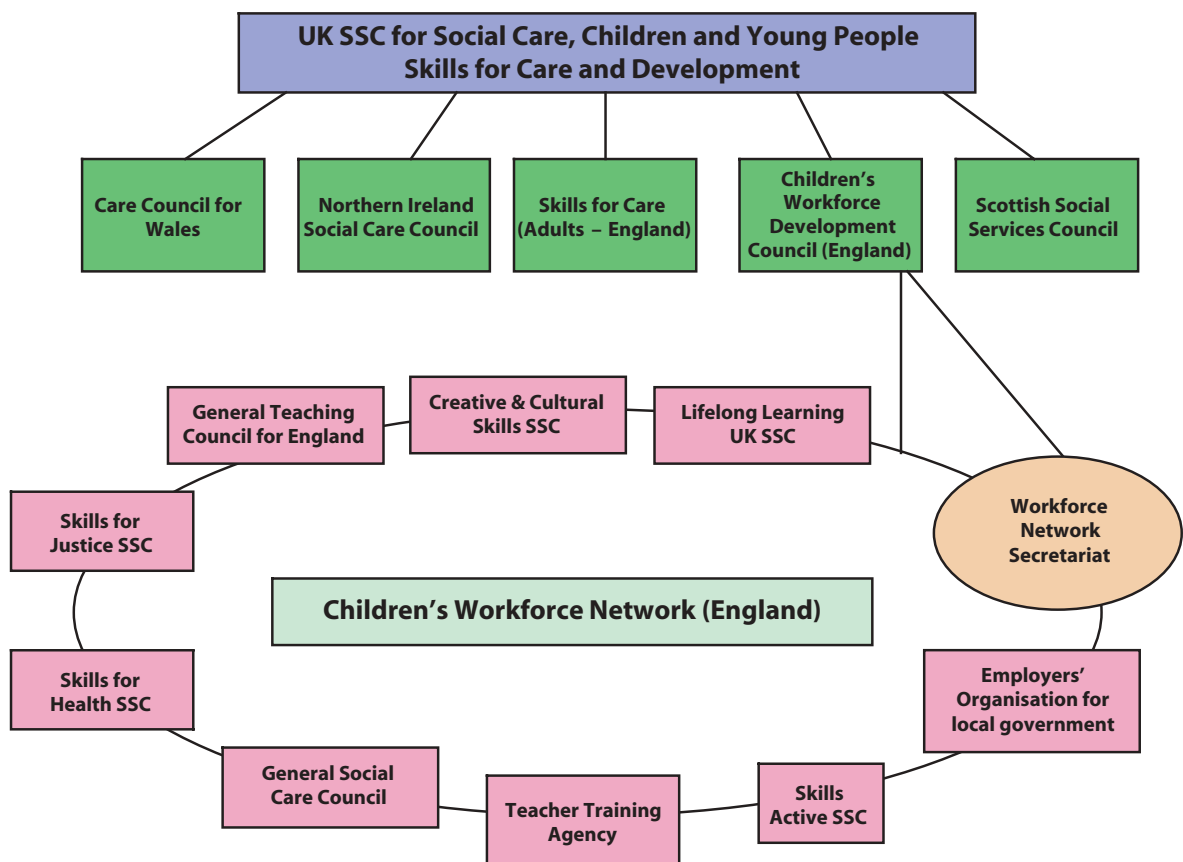
A prospectus¹⁶, which sets out the elements of the Common Core, and how it should be used, in more detail is published alongside this strategy.

12. Implementing the Common Core of Skills and Knowledge in induction and in-service training arrangements will better equip the existing and future workforce to work with children, young people and families and will also help establish a greater shared language and understanding across different parts of the workforce. It will also form the foundation of more coherent career pathways within the workforce (see paras 16ff below).

New Sector Skills Council arrangements

13. In *Every child matters: next steps*, we set out our intention to establish new Sector Skills Council arrangements for the children’s workforce. These arrangements, which will operate fully from April 2005, are shown in Figure 1. As part of a new UK-wide Sector Skills Council, the **Children’s Workforce Development Council (CWDC)**¹⁷ will be the key employer-led body in England bringing together for the first time support for workforce training and development in early years and children’s social care. An independent body, CWDC will work closely with the DfES on children’s workforce reform and will

Figure 1 – The new SSC arrangements



16 *Common Core of Skills and Knowledge for the Children’s Workforce*, April 2005

17 Further information about the CWDC can be found at www.cwdcouncil.org.uk

support the development of local workforce strategies. The Government has made dedicated resources of £15 million in 2006-07 and £30 million in 2007-08 available to the CWDC to deliver its role. In parallel, the Government is expanding the role of the Teacher Training Agency to support development of the whole school team.

14. CWDC is one of five bodies forming the federated UK Sector Skills Council for Social Care, Children and Young People, to be known as **Skills for Care and Development**. Skills for Care and Development¹⁸ comprises: the Care Council for Wales, the Northern Ireland Social Care Council (NISCC), the Scottish Social Services Council (SSSC) and Skills for Care¹⁹.

15. CWDC will need to work closely with other sector skills councils and similar bodies responsible for workforce development in other parts of children's services. The **Children's Workforce Network (England)** has been set up as a strategic partnership to bring together the relevant organisations. Its provisional membership includes: the Children's Workforce Development Council; Teacher Training Agency; General Social Care Council; Skills Active; Skills for Health; Skills for Justice; Employers' Organisation for local government; Lifelong Learning UK; General Teaching Council; and Creative & Cultural Skills SSC. Its overall objective is to support the development of a coherent,

skilled and effective children's workforce through:

- more integrated ways of working;
- better recruitment, retention and development of staff;
- improved quality of inter-agency working;
- a more coherent framework of qualifications; and
- more flexible career pathways within the children's workforce.

All the organisations in the Children's Workforce Network are committed to implementing the Common Core of Skills and Knowledge.

Supporting better career pathways

16. *Every child matters* underlined the importance of improving skills and career pathways. *Choice for parents, the best start for children* proposed the creation of a single qualifications framework for the early years' workforce. We have received widespread support for action to ensure that people can build careers within the full range of services in early years and childcare, play work, schools, social care and youth support. To achieve this we need to review and revise existing occupational standards and qualifications to create a simpler framework, with the Common Core of Skills and Knowledge at its heart.

¹⁸ Skills for Care and Development was awarded its Sector Skills Council licence on 1st February 2005.

¹⁹ Topss England becomes Skills for Care on 1st April 2005 when its responsibilities for the children's social care workforce transfer to CWDC. Its remit will span the adult social care workforce in England.

17. The Government will ask the Children's Workforce Development Council, working with DfES and the Children's Workforce Network, to develop a single qualifications framework for the children's workforce. This framework will:

- facilitate career pathways up and across children's services, so providing more work-based routes into professional and senior roles across sectors;
- support initial and on-going training for people to ensure they can perform their particular role well;
- support the development of new ways of delivering services, breaking down barriers between different professions and so enabling the development of new roles; and
- provide for a more consistent approach to the provision of excellent and stimulating continuous professional development.

18. The Government will expect qualifications in the framework to be built on transferable units of core and specialist skills and knowledge, with common approaches to the accreditation of previous experience and learning. This will make it easier for people to use the generic experience gained in different jobs to support their career progression and also ensure that new employers have to invest only in training in additional specialist skills where an individual moves from one service area to another.

19. As a key part of this work we will ask the organisations in the Children's

Workforce Network to review all their National Occupational Standards for work with children, young people and families. We ask that these reviews:

- be conducted collaboratively, with organisations looking to unite standards where possible to recognise similarities in work in different parts of children's services; and
- ensure that a Common Core of Skills and Knowledge is appropriately built into all revised standards.

20. The collaborative approach to this work will ensure that in future standards and qualifications are not tied solely to jobs in one traditional service. There are many similarities in the skills, knowledge and values currently needed in different services working with children, young people and families. Reflecting these more clearly in future occupational standards and qualifications will support the drive towards more integrated working across service boundaries and career pathways for individuals that take them from one service area to another. Equally, there will remain some important differences in approach between the health sector and other parts of children's services. The Department for Education and Skills and the Department of Health will work with Skills for Health, Skills for Care and the Children's Workforce Development Council to ensure an appropriate read-across between the qualifications framework for the children's workforce and the NHS skills and competence framework.

An indicative career framework

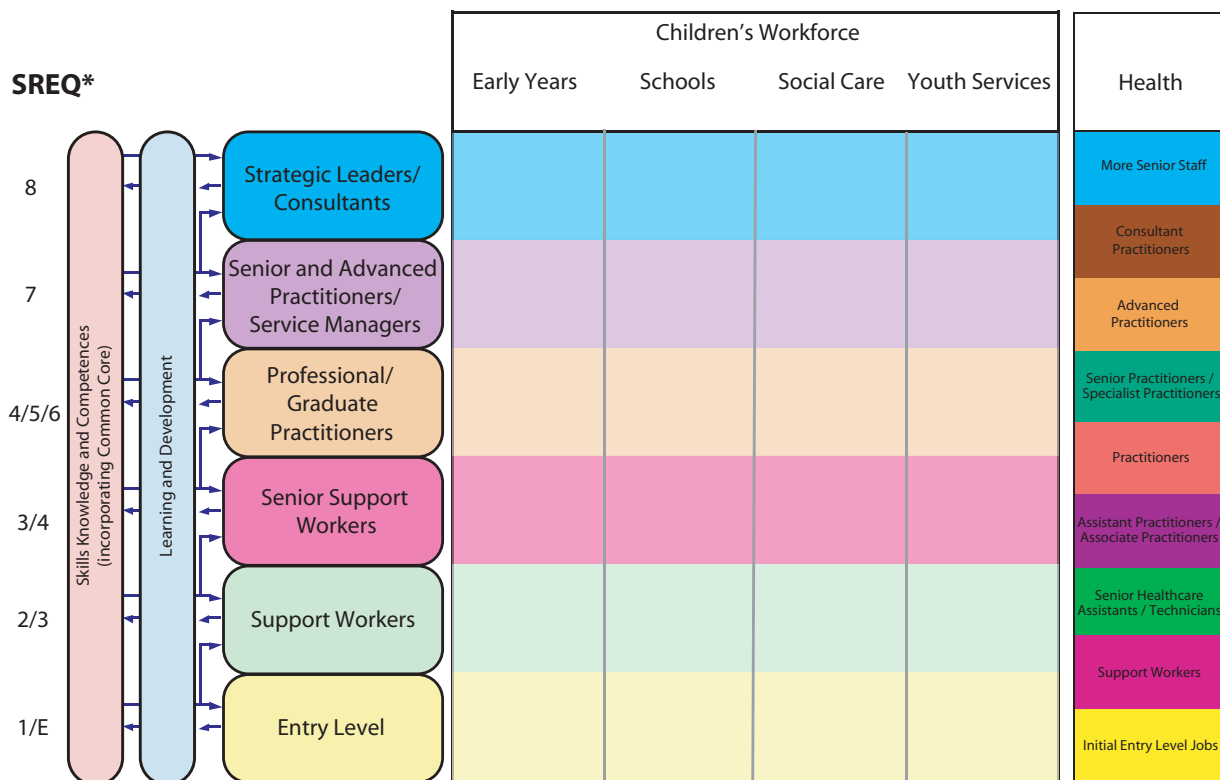
21. Members of the Children’s Workforce Network are already discussing how to create **cross public sector skills pathways**, joining up local government, health and social care. And in light of the 14-19 White Paper’s proposals for a new set of Diplomas in health and social care, the Network is considering how education and training in the future can be recognised within the new Diploma arrangements to support working with children and young people. Both of these will have to take full account of the workforce needs within the private, voluntary and community sector.

22. To shape and focus the technical work required to review and revise occupational

standards and qualifications, we are proposing an indicative career framework based on six ranges of work. We welcome comments on how this could guide job design locally. Alongside this, we have placed the NHS framework to illustrate the potential for a read-across between qualifications, competences, and careers in different sectors of the children’s workforce. We also welcome views on how these two frameworks should work together.

23. The proposed model (see Figure 2) starts with existing service boundaries, but it does not assume these will stay unchanged over time. It assumes that people will, as they do now, enter the children’s workforce at all levels. Some

Figure 2 – Indicative career framework



* SREQ: The Statutory Regulation of External Qualifications published by Qualifications and Curriculum Authority for England. See Annex 3.

Career progression

Val, a lab technician, stopped working at 23 after the birth of her first child. Following the birth of her second child she started attending her local children's centre for the parent and toddler group, the toy library and the post-natal advice service. Through this she found a new circle of friends and a real interest in working with mothers and children. So, when an opportunity arose for Val to help out in the centre's nursery she jumped at it; an added benefit was the offer of places at the nursery for her own children. Like many of the staff in the centre, Val undertook an NVQ course in childcare and education.

When her youngest child started school Val's thoughts turned back to her career. Having weighed her options she decided she would far rather carry on working with children than return to the lab. She successfully applied for a part-time teaching assistant job in a local secondary school. This enabled her to develop her skills whilst also being able to spend more time with her children in the school holidays. Val progressively increased her hours and levels of responsibility as her children grew. Although her initial job was focused on literacy support at Key Stage 3, the school was keen to make use of Val's expertise in chemistry and supported her in achieving higher level teaching assistant status. Now, aged 37, Val has recently been accepted on the Graduate Teacher Programme, to start in September.

professional roles, such as teaching, will continue to draw significant numbers of new entrants straight from university. Many leadership roles will be taken by people with appropriate skills and background from a range of service areas, not just those supporting children, young people and families. Equally, many people will enter the children's workforce at a trainee or support worker level.

Local action

24. As Local Authorities and their partners explore new ways of improving integrated working across services, they will want to improve practice and create new roles which might straddle service boundaries. Existing jobs might develop to operate from

a wider range of bases and to act on behalf of a number of services, by taking a key worker or **Lead Professional** role (see para 28 below). Recruitment and retention across all roles during a period of significant change will be enhanced by the presence of easy to understand local career structures.

25. To improve outcomes for children, young people and families, Local Authorities and their partners in children's trusts need a strategic approach to investment in training and development of their workforce. This should be based on an analysis of the skills needed to deliver better and more integrated services and on training and development to raise skills and knowledge in both specialist and Common Core areas of expertise.

In 1998, Tower Hamlets introduced a recruitment scheme to encourage local people from ethnic communities to work for social services. Since then, 70% of the 106 recruits on to the scheme have been from the Bangladeshi community and 16% from the Somali community and many have gone on to become qualified social workers and occupational therapists. 14% of the council's 405 professional social work staff are now Bangladeshi. Overall vacancy rates for professional social care staff have fallen from 33% to 11.4%, with no vacancies among occupational therapists compared with 39% a year ago. There are a number of different routes leading to qualification including an entry level route offering work experience prior to qualifying training, a direct access route for graduates which offers a training grant and support, and a new scheme for college leavers which was launched in 2004.

26. Local workforce strategies should include:

- programmes to support career progression, using work-based routes, for those with talent and ambition;
- clarity about opportunities for progression between partner services and agencies;
- the necessary HR capacity to deliver support to managers on job design, job evaluation and agreement on reward packages;
- regular training needs analyses, as part of performance management arrangements, to identify skills gaps including in the essential skills of literacy, numeracy and language;
- induction training for all new recruits based on the Common Core of Skills and Knowledge;
- good quality opportunities for continuous development to share and embed good practice;

- training opportunities to meet particular needs identified by Local Safeguarding Children Boards and others; and
- agreed approaches to support workforce development in the private, voluntary and community sectors.

The integrated working challenge

National action

27. To support the development of integrated working, DfES will publish a web-based multi-agency working toolkit in spring 2005. This will offer detailed advice, guidance and resources for local managers on good practice, as well as information and resources for practitioners. It will cover key topics such as leadership, building and developing teams and setting up systems and processes, and will illustrate how different areas have tackled the challenges around pay, terms and conditions when bringing together practitioners from a range of different backgrounds. It will include a common language glossary drawing together terminologies across different services.

In West Sussex, the Lead Professional role (known locally as Lead Practitioner) provides a valuable opportunity to develop advocacy and co-ordination skills, whilst gaining experience of working with others. Lead Practitioners provide a key point of contact and information for children and young people, and ensure that different services are co-ordinated and streamlined. Children and families report that this role has improved their experience of service provision. Local inter-agency teams facilitated by Integrated Services Managers (ISMs) agree a Lead Practitioner for every child or young person. Practitioners are chosen on the basis of their existing working relationship with a child, a child's preference, or because they will be providing a key service. ISMs manage the process of referral, planning, and review, and provide support to Lead Practitioners. The role is considered a core responsibility for those who carry it out, and some job descriptions have been modified to promote this understanding amongst practitioners. This means that the role of Lead Practitioner is formalised and highly valued.

28. We will also publish this spring good practice guidance on the implementation of a **Lead Professional** role. This will provide examples of appropriate models to support local decisions on the structures and systems needed to support practitioners taking on the role. The Lead Professional will act to co-ordinate services around a child with multiple needs, working to ensure joined-up assessments, using the Common Assessment Framework and then acting to co-ordinate the input of different specialists and services. The role of Lead Professional will provide the opportunity for experienced practitioners to lead the drive to develop new ways of delivering services to improve outcomes.

29. As part of developing the Youth Green Paper, we are considering how we meet the needs of our most vulnerable teenagers. This involves looking at how we reduce the barriers to providing integrated support for those facing multiple problems

and embed the Lead Professional role within support services for teenagers.

30. Integrated working across different sectors will also be supported by improved common processes, in particular improved information sharing and common assessment. We are publishing in parallel with this strategy a Common Assessment Framework and guidance for practitioners on its use, to be tested in a number of Local Authority areas in 2005-06 prior to national implementation in 2006-08. This will provide a national, common process for early assessment to identify more accurately and speedily the additional needs of children and young people.

31. To support the sharing and use of good practice more generally, DfES and the Department of Health are working with partners to ensure that inspection and regulatory frameworks are updated in the light of emerging good practice, especially integrated working.

32. We are asking the Children's Workforce Development Council to give priority to supporting new ways of working and workforce remodelling locally. This will build on the success of existing Topss England pilots and the pathfinder work with extended schools that the National Remodelling Team²⁰ (now at the Teacher Training Agency) is doing to develop and deliver a programme of support and advice for schools as they offer, in partnership with other agencies and providers, a greater range of extended services to children and the community.

Extended schools

33. Extended schools are an example of integrated working in practice, providing a range of services and activities often beyond the school day and delivered by staff from a variety of professional backgrounds.

34. Delivering extended services requires flexible and effective working by schools with a wide range of local partners, including the private and voluntary sectors. We do not generally expect teachers to be working in extended services, but many school support staff may be interested in new opportunities for working in childcare during the school holidays or beyond the school day, for example. And where multi-agency teams are based on school sites, schools will become a new focal point for the delivery of a wide range of services for

their local communities. Schools will be asked to set out in their school profile and self evaluations any extended services they provide. Consideration of extended services and how they can raise standards should also form part of school improvement planning.

Local action

35. We look to Local Authorities and their partners to take an integrated approach to workforce planning and development across services, drawing on good practice around the country. Training and development should, wherever possible, be delivered jointly to groups of workers from different services and agencies to promote greater common understanding.

36. **Local workforce strategies** should also include training and development opportunities to support:

- the introduction of a Lead Professional role;
- implementation of the Common Assessment Framework and improved practice in information sharing; and
- the development of new multi-disciplinary and multi-agency approaches that link statutory, private and voluntary provision and improve cost effectiveness.

²⁰ The NRT was established within NCSL in 2003 by DfES. It works with the Workforce Agreement Monitoring Group (signatories to the National Agreement on School Workforce Reform) and through a national network of advisers, providing guidance and practical support to help schools through the remodelling process. The NRT moves to the TTA from April 2005.

The leadership challenge

37. Effective leadership nationally and locally will be essential to drive through workforce reform. There needs to be continuing clear strategic leadership and strong, dynamic management to embed multi-agency working across children's services. To achieve this we need action both to support existing leaders and to develop the leaders of the future.

National action

38. DfES has already initiated a range of action to support strategic leaders. A development and networking programme has been established for new Directors of Children's Services to share emerging practice and provide peer support. We are also supporting the Improvement and Development Agency (IDeA) in running initial training courses for Lead Members. Some 120 Lead Members have benefited from these courses. We expect more Lead Members to be appointed after the Local Elections and will work to ensure that training opportunities continue for new appointees and for those growing into the role. Some areas are putting in place arrangements which allow the designated Lead Member to be supported by other Council members. This may mean that future Lead Members will

already have some valuable experience to draw on.

39. To support better front-line management and supervision, particularly of integrated teams, the Government is asking the Local Government Leadership Centre and the Employers' Organisation for local government to work together to make the development of these skills a top priority. There needs to be a clear and explicit focus on imaginative solutions to the very severe challenges the front-line face, from job rotation, through to improved training and development opportunities.

40. Alongside developing a National Professional Qualification in Integrated Centre Leadership²¹, the Government is also working with a range of leadership organisations²² in the public sector to develop a shared set of standards for those leading and managing integrated children's services. In the future, our aim is that these standards will inform leadership and management qualifications for all those leading and managing in integrated children's services, and will act as the foundation for HR planning, training and development programmes run by employers and training organisations.

21 See <http://www.ncsl.org.uk>

22 These are: Employers' Organisation for local government; Office of the Deputy Prime Minister; Local Government Leadership Centre; Improvement and Development Agency; Public Sector Leadership Consortium; Society of Local Authority Chief Executives; Association of Directors of Education and Children's Services; Virtual Staff College; Teacher Training Agency; National College for School Leadership; General Social Care Council; Social Care Institute for Excellence; Skills for Care; NHS Leadership Centre; NHS U; Association of Chief Executives of Voluntary Organisations; National Council for Voluntary Child Care Organisations; NCH; National Youth Agency; Youth Justice Board.

Local action

41. Local strategic partners will need to give clear and committed leadership to workforce development and the changes in practice needed to deliver better outcomes. They will need to guide and develop front-line managers to ensure that service improvement and integration are steered through.

42. **Local workforce strategies** should include:

- joint programmes to support the development of leaders and managers. Such programmes should be focused on the management of integrated working across different professions and disciplines. They might be delivered jointly to groups of managers from different service areas and should offer opportunities for people to experience working in different services and agencies;
- joint arrangements for increasing the capacity of HR support to managers, with particular focus on good job design and performance management; and
- networking opportunities for the Director of Children's Services and strategic leaders in partner services and agencies in the private and voluntary sectors, to provide a focus for all programmes to improve the commissioning and delivery of services.

Consultation questions

- **Does the new qualifications framework do enough to open up attractive career options in working with children, young people and families?**
- **How should the qualifications framework for the children's workforce and NHS skills and competence framework work together?**
- **How could the qualifications framework guide job design locally?**
- **What should be done to ensure the framework supports career pathways between the statutory, private and voluntary sectors?**
- **Are there any barriers preventing the recruitment or progression of particular groups of people, such as those from minority ethnic communities or people with disabilities and, if so, what more might be done nationally or locally to overcome them?**
- **How can we better support inter-agency working?**
- **What more needs to be done to develop managers who are competent and confident at managing multi-disciplinary teams?**
- **What more could be done nationally to support workforce reform locally?**

3. The challenge in early years



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ISSUES

The same key challenges identified in chapter 1 apply across the early years' workforce. This chapter sets out our approach in terms of the sector-specific challenges around:

- recruitment;
- development and retention of the workforce;
- strengthening inter-agency and multi-disciplinary working and workforce remodelling; and
- promoting stronger leadership, management and supervision.

The sector also faces specific challenges arising from implementing the ten year strategy for childcare, *Choice for parents, the best start for children*.

Alongside the sector specific issues highlighted above, the chapter contains a more detailed discussion of how new professional roles to support the delivery of higher-quality early years' services might be developed. Following consultation on the proposals set out here and decisions on the use of the 'Transformation Fund', we will be working with the Children's Workforce Development Council (CWDC) and others to agree a forward work programme for implementing our reforms. Future versions of this strategy will set out a clear programme of national and local action to implement the agreed way forward.

Introduction

1. The early years' workforce is critical to supporting one of the key aims of *Every child matters* – that of giving children the best start in life. Within the long-term programme to reform the children's

workforce, set out in chapter 2, there are particular challenges for the early years' sector. These are discussed in the ten year strategy for childcare, *Choice for parents, the best start for children*, published in December 2004, which identified the

workforce as being the single biggest factor determining the quality of childcare.

2. The ten year strategy for childcare sets out the Government's vision of childcare services in this country becoming among the best in the world, with a better qualified workforce and with more workers trained to professional level, including all those leading full daycare provision. To achieve this, the strategy envisages radical reform of the early years' (and broader childcare) workforce, recognising the crucial role it plays in determining the quality of provision. And we know from the Effective Provision of Pre-School Education Project (EPPE) that the better the quality of childcare and early education, the better it is for the child's development.

3. Raising the quality of early years' services will require a range of action nationally and locally over the next few years. It will mean:

- supporting employers to recruit sufficient numbers of workers to underpin the continuing expansion of the sector, and to increase diversity in the workforce;
- ensuring that new recruits and existing workers are able to develop their skills and progress their careers within the sector, including improving the qualifications and status of early years' workers, with more trained to degree-level; developing the single qualifications framework; providing clearer and more accessible progression

routes, and greater opportunities for the workforce to acquire skills; and putting in place training opportunities for childminders and other home-based carers which enable more to achieve Level 3 qualifications and develop long-term careers;

- strengthening inter-agency and multi-disciplinary working, particularly in the context of the Government's target of a Sure Start Children's Centre in every community by 2010, co-ordinating a range of services for pre-school children and developing new roles and new ways of working, by ensuring that all full daycare settings are led by 'fit-for-purpose' graduate qualified early years' professionals such as pedagogues or 'new' teachers; and
- developing stronger leadership, management and supervision to provide the pedagogical, management, and business competences required for high quality, sustainable provision.

The Transformation Fund

4. The driver for reform is the need to improve the quality of early years' provision. In order to meet the long-term aims set out above we need to make early decisions about how best to proceed. The strategy recognises that a better qualified workforce will mean rising levels of pay which is likely to raise the overall cost of provision. This, along with other quality improvement such as higher regulatory standards, may have cost

implications for employers. To support improvement the Government has created a 'Transformation Fund'. From April 2006, this £125 million a year fund, announced in the ten year strategy for childcare, will support investment by Local Authorities in high quality, affordable, flexible and sustainable provision. One of the key considerations in determining the way forward is the need to make informed decisions about the use of the Transformation Fund.

5. Following our consultation on the early years' proposals set out in this chapter and decisions on the Transformation Fund, we will be working with the Children's Workforce Development Council (CWDC) and others to agree a work programme for implementing our reforms. We will then set out the national and local action required in an implementation plan and will expect to include this in future versions of this strategy.

The scope of this chapter

6. This chapter concentrates on the reform of the early years' workforce. By 'early years' workforce' we mean those working with the under fives:

- in childcare settings such as nurseries, playgroups and, in the case of childminders, at home;
- in early education settings such as nursery and reception classes in primary schools, and nursery schools; and

- in integrated care and education settings such as children's centres and some full day nurseries.
7. Those working in out-of-school clubs are also covered by some of the proposals.
8. In this chapter we analyse the gap between the current workforce and the Government's objectives. We identify possible Government measures to help achieve its workforce objectives and make a number of proposals for reform. We finish with the specific questions on which we wish to consult.

Analysis of the current position

9. Up to now, labour shortages in early years' services have not seriously impeded the growth of childcare places or prevented the roll-out of nursery education for three and four year olds. However, continuing high turnover rates and the current recruitment difficulties being faced by employers may mean that the quality and supply of labour is inadequate to meet future demand. In particular, we believe that the following commitments will increase workforce demand:

- the commitment in the ten year childcare strategy to provide parents with childcare between 8am and 6pm on weekdays. Even though many of the additional workers will be part-time, many of them are likely to be drawn from the existing early years' workforce and will therefore need to be replaced;

- the extension of the free nursery education offer for three and four year olds to 15 hours a week. This may encourage more parents into taking up the offer. At present around 85% of three year olds use their free place. This is expected to increase over time; and
- tax credit measures that will make childcare more affordable.

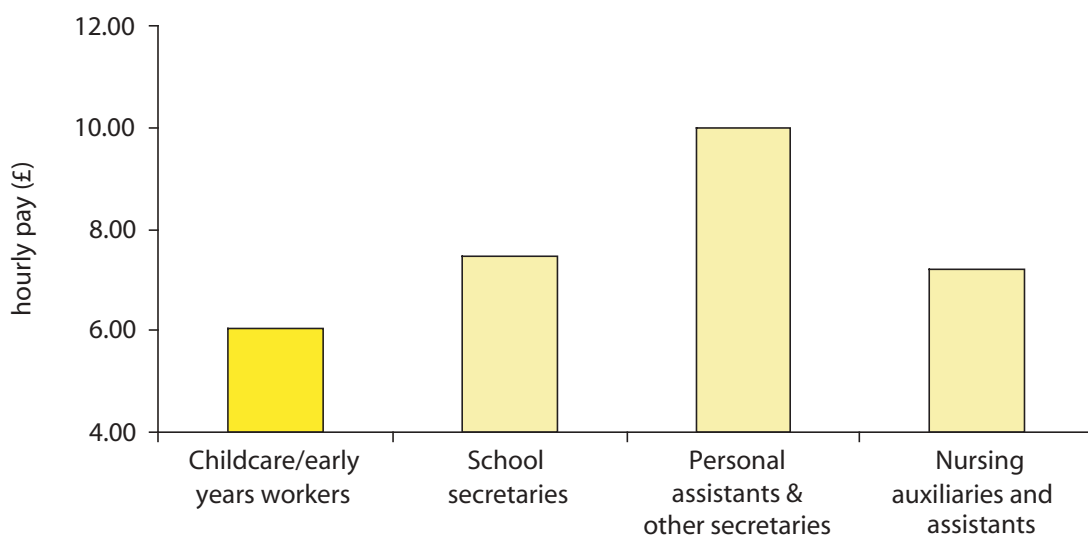
10. There are a number of reasons why employers have difficulties in recruiting and retaining good quality workers. Pay rates in early years' occupations are relatively low when compared with occupations outside the children's workforce which possess a similar level of qualifications (see Chart 1 below). Existing and prospective workers are therefore attracted to better paid options elsewhere.

11. Pay rates in early years' occupations are also low when compared with rates for other occupations within the children's workforce (see Chart 2).

12. The sector is also characterised by low 'rates of return' from upgrading qualifications to higher levels. The 2002/03 Early Years and Childcare workforce survey shows differentials between supervisors and workers having narrowed in recent years due to higher increases in the pay of less qualified workers, most probably to meet minimum wage requirements.

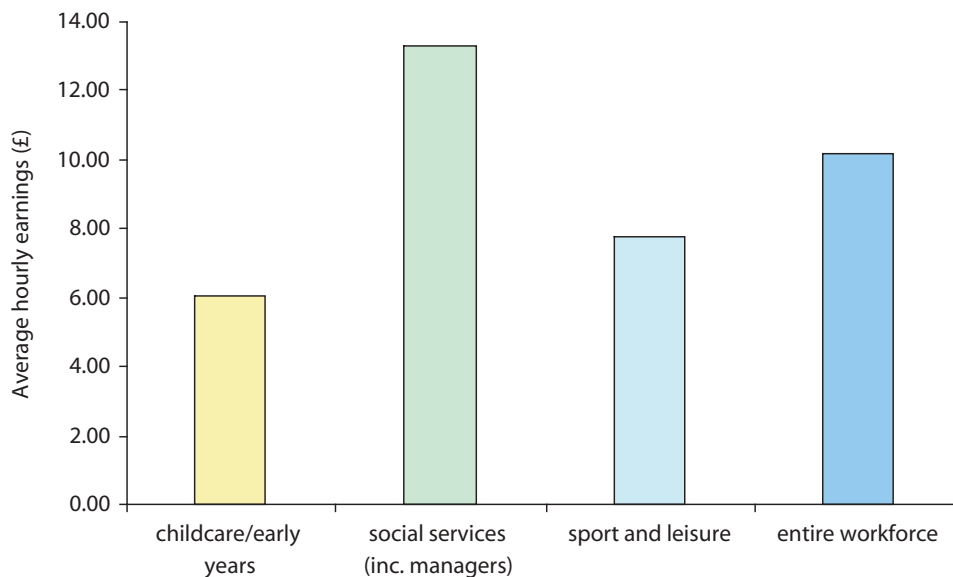
13. In some areas, workers are poorly qualified and there are problems with recruiting sufficient numbers of suitably qualified new entrants to expand provision. In particular, we know from the 2002/03 Early Years and Childcare workforce survey that there is still some way to go for the private, voluntary and

Chart 1: Average hourly pay for early years' workers (here including nannies but excluding teachers) compared to similarly qualified occupations in the wider economy



Source: Labour Force Survey, Winter 2003

Chart 2: Average hourly pay rates for some occupation groups in the children's workforce (here early years' workers include nannies but exclude teachers)



Source: Labour Force Survey, Winter 2003

Note: Each sector contains the complete range of levels available in the LFS. However, because Social Services comprise large organisations, there are likely to be more managers at higher levels than in Childcare or Sports and Leisure. While this is likely to distort the comparison, it reflects the different level of professionalism in each sector, and the consequent impact on pay.

independent childcare sector to meet fully the qualification requirements of the National Daycare Standards. These requirements are for all supervisors to be trained to at least Level 3 and for at least half of all other workers to be trained to at least Level 2. We also know from the workforce survey that childminders are poorly qualified, with only around 16% qualified to Level 3.

14. One reason for the low level of qualified workers in the early years' sector is the lack of a framework clearly linking skills development with career progression. Existing and prospective workers have not benefited from the motivating influence that such a framework can provide.

Too often, jobs have been perceived as 'dead-end' and not for those with ambition. It is this negative perception that we hope to tackle through the new single qualifications framework described in chapter 2.

15. The extent to which the workforce is lowly qualified is clearly illustrated in Table 1. It shows almost 40% not qualified to Level 2 and just 12% qualified to Level 4 or above (using the pre-September 2004 National Qualifications Framework). This compares unfavourably with the whole school workforce, where over 80% are qualified to Level 4 or above.

Table 1: Early years' workforce by qualifications

Type of early years' setting	Up to Level 1	Level 2	Level 3	Level 4 and above	Total
Full daycare	23,500	22,000	60,200	4,300	110,000
Sessional daycare	28,000	11,300	27,400	2,900	69,600
Schools	19,100	4,600	25,800	31,200	80,700
Childminders	57,600	4,800	10,700	900	74,000
Total	128,200	42,700	124,100	39,300	334,300

Source: 2002/03 Childcare and Early Years' workforce survey

Note: The 'Schools' workforce in the table covers paid staff working in early years in nursery schools, primary schools with nursery and reception classes, and primary schools with reception but no nursery classes.

16. Despite the expansion of early years' services since 1997 and the above evidence of a relatively lowly qualified workforce, Office for Standards in Education (Ofsted) inspections show that almost all childcare is of at least satisfactory quality, with more than half of nurseries and playgroups providing good quality care. Most providers of early education for three and four year olds are ranked as good, with nearly a third as very good. This is encouraging. We are however determined to raise the quality of provision further and, from research evidence, are fully aware of the effect that the workforce has on the standards of provision.

17. The early years' workforce is predominantly female. Despite the inclusive recruitment campaign that the DfES has been running since 2000, the proportion of the workforce who are men has only risen marginally to around 2%. Disabled people in the workforce are similarly poorly represented. There has

however been significant progress in the recruitment of people from black and minority ethnic communities. The 2002/03 Childcare and Early Years' workforce survey showed that 8% of the workforce is from an ethnic minority background compared with 3% in 1998.

18. Rightly or wrongly, many of the factors addressed in this chapter have contributed to the historically low status in which caring for young children has been held. If we are to attract and retain better qualified people we need to take steps to address these factors and raise the status of work with the under fives. The focus given to the early years by the Government has helped start this process, but much more can be done.

Government measures to support reform

19. As we implement the early years' workforce strategy, we will want to consider a range of wider measures that could have a positive impact on the early years'

workforce, while maintaining our commitment to affordable provision.

These include:

- **the qualifications framework for the children's workforce:** creating career incentives for improving qualifications and broadening opportunities for workers to move within the children's workforce generally;
- **standards for inspection and regulation:** for example, specifying the extent to which staff have to be qualified, such as managers and early years' professionals being qualified to degree level;
- **quality assurance:** helping practitioners improve the quality of services through self-evaluation and reflective practice. We plan to review the Investors in Children scheme to ensure that it continues to play an effective part in a wider regulatory framework;
- **funding:** for example, offering financial incentives to providers who employ a better qualified workforce. Amongst other things, the £125 million Transformation Fund will focus on raising the quality of the workforce; and
- **parental choice and influence:** improving information to parents about early years' provision so that they are better placed to make informed choices, with an increased likelihood of the cost of higher quality being recognised through higher fees. As customers, they

would also be better placed to influence provision on a day-to-day basis.

20. These measures will form a coherent, and mutually reinforcing set of interventions to raise standards of quality towards the goal of world-class provision.

Proposals for the next stages of early years' workforce reform

Recruiting more people into the sector

21. To enable the on-going expansion of the sector, recruiting fresh talent into the sector will be critical. We particularly want to see the workforce being much more representative of society as a whole than at present. A diverse workforce enhances children's experiences and raises their awareness of others as role models. We believe that the sector needs to draw on a wider pool of talent if it is to ensure that children receive the best quality early years' provision. Since 2000, the Government's early years' workforce recruitment campaign has specifically focused on raising the participation of men, disabled people and those from black and minority ethnic communities.

22. We propose to continue supporting recruitment into the sector, working closely with Local Authorities and other key partners such as Jobcentre Plus to facilitate effective local campaigns. We would expect these to strike an appropriate balance between increasing both the size and the diversity of the workforce. We welcome views on what more we can do over the next few years to

help grow and diversify the early years' workforce.

Developing and retaining more people within the sector

Across the sector

23. The Government's ten year childcare strategy acknowledges that a step change is needed in both the **quality** and **stability** of the workforce. So, as well as recruiting new people, retaining enough workers is vital. Reducing turnover levels will help to increase the quality and stability of services through the retention of more experienced, more trusted workers. We see the qualifications framework proposed elsewhere in this strategy as playing a key part in reducing turnover and encouraging workers to think of a career in the early years.

24. We want to see a greater proportion of the workforce qualified to at least Level 2. If we are to improve outcomes for all children, all settings need to be meeting the requirement of the National Daycare Standards to have at least half their non-supervisory workers trained to Level 2. We expect the Children's Workforce Development Council to work closely with the Learning and Skills Council, Jobcentre Plus and Local Authorities to ensure there are sufficient, good quality training opportunities available locally. The national roll-out of the Level 2 entitlement from September 2005, for example, offers the sector a great opportunity to develop the skills of its workforce.

25. The proposed single qualifications framework for the children's workforce set out in chapter 2 should be one of the key factors in promoting skills acquisition and career progression amongst the early years' workforce. Up to now, we believe that the lack of defined progression routes for the workforce has made the early years less attractive as a career choice for some.

26. Hand in hand with the development of a clear career progression framework, the Government's wish to make the workforce better qualified with more graduate leaders and early years' professionals should also encourage better recruitment and retention. It will, however, be important that this ambition for the workforce is promoted to prospective and existing workers. People will need tangible evidence that early years is moving from its long-held status as a low skilled, low paid sector to one where the Government's ambition in the ten year childcare strategy that 'working with pre-school children should have as much status as a profession as teaching children in schools' is realised.

27. The current lack of clear progression is well illustrated by the example of the Early Years Sector Endorsed Foundation Degree (EYSEFD). The EYSEFD, conferring 'Senior Practitioner' status on those successfully completing it, is now being delivered by higher and further education providers across the country. However, having taken the course, many 'graduates' have now reached Level 4 (Level 5 under the new National Qualifications

Framework) only to find no improvement in pay and conditions because there is no requirement on providers to employ those qualified above Level 3 but below qualified teacher status (QTS) at Level 5 (now Level 6). We recognise the need to address this issue and to take action to maintain a robust throughput of Level 2 and 3 practitioners who in due course may progress to achieving specialist qualifications at Level 4 and above.

And in particular for home-based carers

28. Childminders and approved childcarers play an important role in ensuring that local, flexible provision is available for parents. However, the need for flexibility and consistency in home-based care makes it difficult for practitioners to access training opportunities and improve their qualifications. As for others in the sector, lack of career progression routes has also led many childminders to leave the sector rather than moving into related jobs.

29. On average, childminders have fewer qualifications than others in the sector. The 2002/03 Childcare and Early Years' survey revealed that only around 16% hold Level 3 qualifications, or above. We want to offer parents genuine choice between types of childcare provision, and so need to ensure that home-based care offers high quality learning experiences for children. Some parents will want a mix of home- and group-based care, and so home-based care should complement the experiences that

children may have in groups, or indeed, that they will have when they start school. Choice for parents also means having a variety of well qualified childminders for parents to choose from. We are therefore aiming to increase the number of childminders qualified to Level 3. We also want to ensure that childminders have a clear route to other parts of the childcare workforce if and when they decide to work outside the home.

30. The ten year childcare strategy set out the Government's ambition for childminders and other home-based carers to have strong links, via childminding networks, with group based care such as children's centres and extended schools. This should provide a more coherent package of childcare for parents and enhance opportunities for home-based carers to continue their professional development. We know from research that, on average, those childminders who are part of a network are better qualified than those who are not.

31. With these improved links to group-based care, childminders and approved childcarers will be able to become partners with a local provider. This will build on our learning from childminding networks and the childcare associate scheme. As partners, they will provide places on behalf of or in partnership with the provider and will receive training and support. This will often be co-ordinated by the local children's centre, although in some cases early years' providers, schools or an existing

childminder network may co-ordinate this themselves. Some childminders may in time become paid employees of the children's centre, able to access a range of support from the centre and having parents referred to them by the centre in those cases where parents feel that home-based care is most appropriate for their children.

32. Local Authorities should to continue to maintain the supply of childminders in local neighbourhoods. This may include using incentives for prospective childminders where new places are needed but also support to retain existing childminders in the market. Business support and training, especially in the first year will be key. Better linkages with group-based settings should help childminders to access training, but Local Authorities will need to take further steps to ensure childminders can access training up to Level 3 and beyond.

Strengthening inter-agency working and multi-disciplinary working and workforce remodelling in the sector

Inter-agency and multi-disciplinary working

33. The ten year strategy envisages increasingly integrated early years' services, exemplified by the creation of 3,500 children's centres by 2010, by the introduction of a single quality framework for services for children from birth to five and by a new legal framework for the regulation and inspection of early years' services. These developments will require

the workforce itself to become more integrated and more flexible, with traditional demarcations between care and education jobs disappearing over time.

34. Children's centres will build on the best of Sure Start. This includes the bringing together of a range of professionals from different backgrounds in one setting – such as community midwives and health visitors – to improve both the access to and responsiveness of services for children and families.

35. The opportunity of creating a 'fit for purpose' early years professional model, discussed below, offers a unique chance to improve inter-agency and multi-disciplinary working as these expectations, and the competences necessary to make these types of work more effective, can be designed into the professional training.

Workforce remodelling

Early years' professionals

36. The ten year childcare strategy is very clear about the relationship between the quality of provision and the quality of the workforce. Raising the quality of provision across the sector and so offering greater choice to parents means improving skills and qualification levels of workers in all settings, particularly private, voluntary and independent (PVI) settings. Maintained schools providing nursery education are already required to involve teachers with qualified teacher status (QTS) and have leadership from the head teacher. We also

require children's centres to have QTS teacher involvement and a pilot leadership programme for managers of integrated centres is underway.

37. Replicating maintained sector practice in PVI settings would be an expensive option. Research does, however, show the importance of having an early years' professional who is free to meet the educational and developmental aims of the setting without the distraction of unrelated managerial responsibilities.

The evidence

38. We know from research²³ in this country that the quality of the early years experience is directly related to better outcomes for children. The research shows that the key workforce factors contributing to the quality of this experience are:

- staff with higher qualifications, staff with leadership skills and long-serving staff;
- trained teachers working alongside and supporting less qualified staff; and
- staff with a good understanding of child development and learning.

39. Other UK findings and international experience linking the quality of the workforce to the quality of children's outcomes include:

- The Professional Association of Early Childhood Educators²⁴ who have highlighted research evidence that fully qualified early years' teachers offer significant benefits to children's learning. The work of Pascal and Bertram (1998), Sylva (1999), and Moyles and Suschitzky (1998), in particular, show 'unequivocally that quality outcomes to children's learning are a result of the involvement of qualified teachers'²⁵. The Association has argued that the Foundation Stage in children's education requires a highly qualified and stable workforce and that England should be working towards a system where all key staff are qualified teachers²⁶.
- In New Zealand, research by the Ministry for Education²⁷ has shown that quality teaching is identified as the key lever for improving outcomes for children in the early years. In this context, early childhood is defined as the period of education from birth to approximately five or six years of age. This research indicates that children's experiences during the early childhood years are critical. The quality of teaching is identified as a key lever in making a difference for children's outcomes and reducing disparities for heterogeneous groups of children.

23 *The effective provision of pre-school education project: findings from the pre-school period* Sammons et al 2003

24 *In TACTYC 'Training, Advancement and Co-operation in Teaching Young Children'*

25 TACTYC, page 87, para. 3.1

26 TACTYC, page 87, para. 3.2.

27 *Quality teaching early foundations: best evidence synthesis*, NZ Ministry for Education, June 2003.

- US regional research findings show that pre-school centres that had better qualified staff with degree level training in early childhood education provided higher quality care in their pre-school centres than the care offered by staff with low or no qualifications. Better educated staff provided more developmentally appropriate stimulation which resulted in better cognitive and social outcomes for children. The US Head Start programme has acknowledged this evidence. It is working towards a long-term goal of recruiting a greater proportion of qualified early years' teachers in Head Start classrooms.
- Research has indicated that quality early care and education relies on a combination of structural factors like child-staff ratios, staff training and experience^{28,29}, the interactions between children and adults and the types of activities available in the setting. These latter aspects of quality are present more often when those working with young children have received training specifically geared towards early childhood. The research shows 'teacher expertise' to be the crucial ingredient in a high quality early childhood environment³⁰.

Experience to date

40. To date in this country, the early years' professional leading developmental activity for children has typically been a qualified teacher. In nursery schools and all classes in the maintained sector, the norm is for classes to be led by a qualified teacher and supported by a qualified assistant such as a nursery nurse, using the guideline ratios of 2:26. However, the approximately 20,000 Foundation Stage settings in the PVI sector do not typically employ a teacher.

41. We have set a target of one full time equivalent (FTE) teacher to every ten PVI settings but we have not prescribed how Local Authorities should arrange teacher involvement to meet achieve it. The approach taken by Local Authorities varies: our most recent data (to March 2004) from them shows just over 1,100 full time QTS teachers and almost 1,300 part-time QTS teachers working with PVI settings. We accept this is nowhere near enough to reach the quality standards children need.

42. Outside the UK, other countries have adopted two main models of professional leadership³¹: the pedagogue and the 'new' teacher.

28 E.g. Saluja et al, 2002; Howes & Brown, 2000.

29 Bowman et al, 2001; Holloway et al, 2001.

30 Dwyer, Chait & McKee, 2001 pg 6; Bowman et al, 2001. Reported in *States' Efforts in Improving the Qualifications of Early Care and Education Teachers*, Debra J. Ackerman (Jan 2003), Rutgers University Graduate School of Education, US.

31 *Beyond Caring*, Peter Moss, Professor of Early Childhood Provision, Thomas Coram Research Unit for Daycare Trust, April 2003

The pedagogue

43. The pedagogue is a profession widely found in continental Europe, where practitioners are commonly referred to as social pedagogues. The emphasis of this professional model is on learning, care and upbringing being inseparable, interconnected parts of life. The child is seen as a social being, connected to others and at the same time with his or her own distinctive experiences and knowledge. The social pedagogue works closely with individuals and groups to enable them to develop their potential as social beings.

44. One country where the social pedagogue role has been widely developed is Denmark. Social pedagogues are the main workers across a range of settings, including early childhood centres, school-age childcare, residential homes for children and young people, various forms of youth work and many services for adults with disabilities.

45. As with qualified teachers and social workers in this country, the training for social pedagogues in continental Europe is by way of a higher education course lasting a minimum of three years. Students take a range of theoretical subjects in behavioural and social sciences; are introduced to the skills needed by a social pedagogue, for example teamwork, working with conflict and group work; take creative and practical subjects to develop skills through which they will relate to children; and take optional study modules and practice placements for working in

specific settings. Social pedagogues though do not teach in schools and define themselves as distinct from teachers.

The 'new' teacher

46. The 'new' teacher works across care and education settings, from nurseries to sixth forms, adopting a holistic or pedagogical approach. Such a teacher has emerged in New Zealand and Spain, where work with children from birth to compulsory school age has become an option in teacher training.

47. However, the most radical example of such a teacher is probably in Sweden. Here, the three main professions of pre-school teachers, schoolteachers and free-time pedagogues working in school-age childcare services have been brought together into one profession. Three separate training routes and pay rates have become one, with one integrated system of training leading to a new qualification. All students do a degree course of at least three and a half years, with the first 18 months involving common studies taken by all students and specialisation thereafter. All graduates are called 'teachers'.

The key issues

48. To realise our vision of a strengthened role for the early years' professional, we need to resolve three issues. First, we need to decide on the most appropriate model(s) for the sector – whether that is qualified teachers, or other

professionals working with children with appropriate training in child development, or one or more of the above models of an early years' professional. An alternative option would be to create an overarching framework for early years' professionals which provides clear roles for different professional disciplines. Second, we need to develop a sufficient supply of these professionals to meet the needs of the sector. Third, we need to ensure that providers across the sector have incentives to employ professional level staff, including the means to pay the higher salaries that such workers command.

Supply of professionals

49. Putting an early years' professional into all 20,000 PVI settings in the early years, where there is no requirement currently to employ a qualified teacher, would require very considerable increase in the supply of qualified staff. Each of the possible models poses different challenges:

- Teacher training is currently funded by the TTA, within the framework of the *Qualifying to Teach* guidance. Around 4,000 people qualify each year with appropriate training for the early years, usually covering both the Foundation Stage and Key Stage 1 and there is currently no shortage of applicants for all primary teacher training. There would be a need to review this framework in the light of the Common Core of Skills and Knowledge for all people working with children, and to ensure that teachers were qualified to work with babies and young children from birth to three.
- Falling school rolls over the coming years are likely to create the opportunity for shifting some teacher training provision over to early years from later phases of education. We could also use continuous professional development and in-service training to enable existing teachers to develop their skills for working in early years.
- Establishing new training routes for 'new' teachers or pedagogues would take significantly longer than building on established teacher training courses. For example, designing and implementing a pedagogy degree course from scratch could mean it was four to five years before the first graduates were available for working in the sector. However, a one-year postgraduate 'new' teacher course, akin to the PGCE for teachers but incorporating pedagogical training, could see graduates working in the sector within two years.
- Building on other degree routes from which early years' professionals could be drawn is worth further exploration. These are mostly programmes of study devised by individual higher education institutions (HEIs), who determine the curriculum content and associated title in light of their own assessment of student demand and institutional staff expertise. The Early Childhood Studies

(ECS) degree is a good case in point. It would be helpful to work with the HE sector to determine how best courses might be reviewed and adapted to keep pace with the sector's needs.

- Strengthening progression routes for the existing early years' workforce would mean that career routes in early years and in other parts of the children's workforce were part of a single coherent qualifications framework. We would be able to draw on the experience of the pilots, which are currently underway, of the Employment Based Early Years route to QTS, designed for graduates of the Early Years Sector-Endorsed Foundation Degree (EYSEFD). Over 2,000 students started on the course in 2004/05 and it offers an attractive route to increase the supply of both qualified teachers and other early years' specialists.

Incentives for employing early years' professionals

50. Through the consultation process and the on-going work of the Children's Workforce Development Council (CWDC), providers will have a significant part to play in determining which professional model(s) is chosen. Providers will need to have the managerial capacity, sufficient funding and incentives in order to employ early years' professionals. Whilst qualified teachers are well established in the maintained sector, their terms and conditions including pay rates and holiday entitlement, and lack of links to the rest of the children's workforce,

are currently disincentives to their employment in the private and voluntary sector. Ensuring that PVI providers actually employ the professionals being trained would require the careful design of funding systems and incentives.

51. 'New' teachers and pedagogues offer the sector the opportunity to design 'fit for purpose' roles for early years' professionals, drawing on experience from other countries and being consistent with the wider children's workforce reforms set out in this strategy. The pedagogue's holistic way of working with children would seem to fit particularly well with the increasing integration of children's services, as exemplified by children's centres.

Proposed way ahead

52. We believe that developing and establishing a significant cadre of early years' professionals is critical to raising the quality of child outcomes. It is why we have devoted so much of this chapter to analysing the issues involved. Taking the work forward will now require concerted action nationally.

53. We propose to work to implement our objectives for early years' professionals in three stages:

- an early years' professional in all 3,500 planned children's centres by 2010;
- followed by an early years' professional in every full daycare setting across England by 2015; and then

- a longer term vision of an early years' professional in every Foundation Stage setting.

This will involve working closely with the Children's Workforce Development Council (CWDC) and the TTA, as well as with other key stakeholders to resolve a range of practical issues.

54. We propose to ask the CWDC and the TTA to work together to produce a coherent set of occupational and professional standards for early years' practitioners at all levels. This would, for example, involve identifying from the EPPE project the key competencies that lead to improved outcomes for young children. Developing a clear framework for reflective practitioners will be more important than finding an appropriate name or pre-determining how, and at what level, staff will be deployed. We will ask the two bodies to consider the research and international experience when making recommendations.

55. In the short term, however, we recognise that expanding the number of qualified teachers working in early years has advantages because it builds on existing teacher supply and training infrastructure. It would also support flexible workforce deployment in schools which will be key deliverers of early years' services to 2015 and beyond. However, even early years' trained teachers lack expertise in infant care and development. It would be necessary to explore fully the scope for teacher training and

development to be enhanced to incorporate the birth to three framework and Common Core elements such as child development, caring skills, working with parents and multi agency working.

Promoting more effective leadership

56. The ten year childcare strategy set out a vision for the sector of a strengthened role for early years' professionals, more people trained to professional levels, and more settings led by graduates. Achieving this vision in a way that continues to secure affordable, sustainable provision will be a key challenge. We set out above how we propose to meet the challenge of developing new early years' professionals. Below we set out how we intend to develop graduate managers.

Graduate managers

57. The ten year childcare strategy sets out our long-term vision of all full day care settings being led by a graduate professional. Given research to date, ideally this person would not be primarily responsible for providing the pedagogical input to the setting, but would supplement the input of other early years' professionals. In addition, we believe that strengthening leadership and so enhancing management, business and professional competence and capacity will also be essential to raising the quality of the overall experience for children. Graduate managers will play a key role in ensuring that the setting delivers fully

integrated early years' provision. How to afford such a manager will be a key question and we would expect to use the Transformation Fund to help us establish their presence in the early years without impacting on affordability.

58. As with the roll-out of the early years' professional we would expect children's centres to be in the forefront of this development. We will want to look closely at the role of the graduate manager and the early years' professional in full daycare settings so that there is clarity between their different but supportive work. Children's centre managers will be in charge of delivery of a complex range of services including health, family support, outreach and employment support. We will need to work with some of the Department's partners, including the National College for School Leadership, the TTA, the General Teaching Council (GTC), the NHS Leadership Centre and Pen Green Leadership Centre. A number of these partners are already involved in a consortium group which is developing a leadership strand in integrated centres.

59. We will also need to work with the HE and FE sectors to promote higher level qualifications to attract managers into the sector and to retain those in the sector who wish to become better qualified and more highly skilled. The pilot integrated leadership programme, developed through the National College for School Leadership, has already begun and is due to be rolled out nationally from September 2005.

Consultation and Implementation

60. We will work with the Children's Workforce Development Council and the TTA to run a series of seminars stimulating discussion on our proposals during the consultation period. We will then work closely with the CWDC and the TTA to agree with HM Treasury a work programme for implementing the agreed outcomes from the consultation, detailing action to be taken forward both nationally and locally. This will be a long-term project involving development costs and piloting.

Consultation questions

- **We think that both the 'new' teacher and pedagogue models for early years' professionals have the potential to help raise the quality of early years' provision. We welcome comments on the desirability and feasibility of these and other approaches, and views on how best we could take them forward.**
- **Given the need for provider sustainability and parental affordability, how best can the balance between managerial competence and professional leadership be achieved in settings?**
- **What balance should we be striving for between graduates and non-graduates in the early years' workforce?**

- What should be our long-term vision for reforming the non-graduate early years' workforce? What should be our immediate priorities for this part of the early years workforce?
- This strategy proposes a single qualifications framework for the children's workforce, including those working in early years. What actions might be taken to encourage early years' employers and employees to recognise and follow the framework?
- What, if any, incentives are needed to encourage early years' employees to acquire higher skills and employers to reward them?
- We recognise the importance of existing early years' workers having the opportunity to train to graduate level and beyond. How best can we maximise the potential of the EYSEFD to allow the sector to grow its own future professionals and leaders?
- How best can we learn from, develop and support childminding networks and partnerships to raise childminders' skill levels whilst maintaining the quality of the service they offer children and families?
- Are there any particular barriers to creating a more diverse workforce in the early years and what could be done to overcome them?

4. Social care and foster care

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We have identified social care and foster care as priority areas with pressing capacity and quality issues. This chapter considers both the long-term strategic and more specific, immediate challenges facing these sectors and identifies action to be taken nationally and locally to address them. It also looks ahead and considers how the delivery of social care might be changed more radically in the longer term and invites views on the way forward.

Social Care

Why social care matters

1. Social care services have a huge impact on the lives of many children and young people. Children, young people and their families may need social care support temporarily, intermittently, or over a long period. Whenever they require it they are in particular need and may be very vulnerable.
2. Children and young people are more likely to achieve good outcomes when the people working with them are appropriately skilled, trained and qualified and collaborate well across service boundaries. They often express disappointment, distress or anger that they are unable to build up a relationship of

trust with their social care worker. A stable workforce is therefore particularly important. Inspection of social services departments shows that a focus on building an effective workforce is vital to the creation of good services that meet user needs.

3. Much of social care is delivered by the private, voluntary and community sector. Services are both provided directly and commissioned by Local Authorities. It is essential that there is more effective commissioning locally – to diversify the market, and to get better quality. More effective commissioning must include paying greater attention to the skills and abilities of the workforce that will be employed in social care services.

Our objectives for children and families' social care

4. The key strategic challenges of recruitment, retention and development, inter-agency working, and leadership, management and supervision are all relevant to the social care workforce. Our objectives therefore are to:

- improve supply and stability, through effective recruitment and retention;
- improve quality through training and development;
- promote innovative ways of working within social care and between it and other sectors; and
- promote stronger leadership, management and supervision underpinned by the effective dissemination and embedding of good practice so that children and young people's needs and wishes are heard and influence those responsible for their safety and protection.

Where are we now?

5. The Government – through the White Paper, *Modernising Social Services*³², and the Care Standards Act 2000 – has already responded to the issues. Reforms have focussed on improving the status and skills of the workforce and a new institutional

infrastructure has been established to carry forward each of the major developments:

- a new three year degree, a national recruitment campaign and additional funding to support the development of the social care workforce as a whole (children and adult) led by the **Department of Health**. Resources in 2005-06 amount to some £250 million;
- Codes of Practice in social care, both for workers and employers, regulation of the wider social care workforce and a review of the Social Work post qualifying framework led by the **General Social Care Council (GSCC)**;
- a National Training Strategy, *Integrated and Qualified*³³, and a National Social Care Leadership and Management Strategy³⁴, developed and published by **Topss England**³⁵;
- the systematic collection, synthesis and dissemination of best practice in social work and social care led by the **Social Care Institute for Excellence (SCIE)**.

6. The early effects of these reforms are promising, but their total impact will take time to be fully realised. Acute supply pressures remain: average vacancy rates for children's social workers are around 12% with similar rates for residential care managers and staff, national figures that are higher than the equivalents for adult

32 *Modernising Social Services*, Department of Health, November 1998

33 *Integrated and Qualified – workforce development for effective delivery of services to vulnerable children and young people, and those who care for them*, Topss England, October 2003

34 *Leadership and management – A strategy for the social care workforce*, Topss England, August 2004

35 Both reports available to download from <http://www.topssengland.net>

social care. Furthermore, these figures mask significant regional variations and significant variations between authorities within regions³⁶: vacancy rates in London range from 8% to 39% and turnover rates range from 8% to 24%; in the North-West vacancy rates range from 1% to 15% and turnover from 3% to 23%. It is estimated that across social care nationally – for children and adults – around 10% of posts (some 110,000 posts) are vacant. Reports have also suggested³⁷ that in some Local Authorities up to half of social workers are agency rather than permanent staff.

Meeting the challenges

7. We set out here the further steps to be taken nationally and locally, in both the long and short term, to improve the supply, stability and quality of children and families' social workers by:

- developing more flexible entry routes to improve recruitment;
- improving training and development to raise quality and better progression opportunities to improve retention and thus stability;
- exploring and promoting new ways of working – securing for social workers the benefits of reforming the workforce and securing for children and families

the benefits of multi-agency solutions and of Lead Professionals; and

- ensuring effective leadership, management and supervision for social work, to improve quality and stability, underpinned by the effective dissemination and embedding of existing good practice.

8. There are particular immediate challenges in children and families' social work. Improving the status, numbers and the quality of children and families' social workers is critical to the success of Every Child Matters: Change for Children. Ministers have convened a working group³⁸ to examine the scope for further action. This will report in summer 2005 and its findings will inform the further development of this strategy.

Improving recruitment

National action

9. The new generic social work degree is showing signs of early promise. There has been a 33% increase in the numbers of students on social work courses between 2000 and 2003. We now want to explore options for more specialisation to reflect the interests of applicants to the degree. We think there is scope for still more flexible and more imaginative approaches within the degree.

36 *State of the Social Care Workforce in England* Topss England, 2004

37 *London authorities must co-operate if they are to beat recruitment crises*, Community Care, September 30, 2004

38 The group's membership comprises the Social Care Institute for Excellence, Skills for Care, the Local Government Association, the Association of Directors of Social Services, the General Social Care Council, the new Children's Workforce Development Council, the Commission for Social Care Inspection, the British Association of Social Work, the Employers' Organisation for local government and the Joint Universities' Council Social Work Education Committee

10. The Government will be looking to the GSCC to develop new ideas for:

- increased specialisation within study and practice placements in the final year;
- options for flexible routes to achieve the degree in social work including intensive delivery in shortened time periods and greater use of the Accreditation of Prior Experience and Learning (APEL); and
- options for fast-track routes to social work for graduates who enter training with a background of relevant knowledge and skills.

Local action

11. **Local workforce strategies** should seek to:

- identify and develop more systematically junior staff who could be suitable for a career in social work; and
- explore imaginative approaches to attracting people into the workforce, building on innovative models like the Care Ambassador project.

12. We will expect local workforce strategies to place the highest priority on the services facing the most acute difficulties.

Improving quality and retention

National action

13. To inform the design of fit-for-practice training we need to know more about the quality and effectiveness of practitioners on the front line. At a national level, we propose that **Ofsted** and the **Commission for Social Care Inspection**

Topss South West – Care Ambassador Initiative

The aim of the programme is to inspire young people at the time they are making career choices to **consider the wide range of opportunities in the social care profession**. It also seeks to raise the profile of careers in social care and encourage more young people into the profession.

Young and enthusiastic people working in care link with schools, students and parents to inform, mentor, and generally change perceptions about the work based on the concept of young people conveying the message to other young people.

The initiative was created and developed by Topss South West, the Regional Committee of Topss England, during 2003 using a partnership of local independent and statutory employers, the Learning and Skills Council, and education business consortia. Topss England has been extending the scheme as part of a national recruitment initiative to include a structured programme of work experience and mentoring to facilitate young people into work placements, employment and onward career development.

should review, in developing and applying the framework for integrated inspection of children's services, how inspections include direct observation of – and feed back on – the quality of individual social work practice.

14. In parallel, DfES and DH will explore what further action can be taken as part of developing the existing regulatory framework for social services and both the setting and scrutiny of minimum standards. It is essential that the right safeguards are in place to ensure that the workforce is of sufficient quality, especially where it is responsible for very vulnerable children and young people.

15. There need to be good links between employers and local colleges and other education providers to ensure that training is meeting the needs of the local workforce. The lead role in ensuring that the needs of employers locally are understood and met will be taken by the new **Children's Workforce Development Council** which brings together support for employers and workforce development in early years and children's social care, as part of **Skills for Care and Development**.

16. The single qualifications framework discussed in chapter 2 will be developed to ensure that there are opportunities for people to enter the children's workforce at a variety of levels and to progress within it. As part of the development of this work, we will be expecting the **General Social**

Care Council to bring forward proposals within the post-qualifying framework for new standards, requirements and accreditation of **advanced social work practice** with children, young people, their families and carers. This should both offer proper incentives to keep good social workers on the front line, and encourage them to share their expertise with other workers.

Local action

17. Locally, we expect managers and employers in both the statutory and non-statutory sectors to ensure that there are effective performance management arrangements in place. This must include the identification of training needs and the provision of appropriate support to meet these.

18. The new **Local Safeguarding Children Boards** will help to identify cross-agency training needs in respect of safeguarding and promoting children's welfare locally – and local areas will be expected to act on their findings.

19. We will expect local managers and employers to have regard to the new qualifications framework as they think about job design and job weight. Proper job evaluation against skill and competence could lead to revised reward structures that should benefit most those doing the hardest jobs.

New ways of working

National Action

20. Recent developments across health, social care, education and community justice have shown how the development of new roles and new ways of working can deliver both:

- improved services; and
- benefits to the workforce.

21. Freeing professionals to concentrate on the tasks that really need their focus – and providing effective support services to enable that – has had a positive impact in the teaching profession. We expect the **Children’s Workforce Development Council**, working with Skills for Care, to continue to promote new ways of working in social work, building on the piloting of new ways of working already underway³⁹.

22. In partnership with the Employers’ Organisation for local government, CWDC will support employers and local service planners to remodel the workforce to enable social workers to concentrate on the complex work that needs their skills and to develop new roles in social care that better meet the needs of children and young people.

Local action

23. We expect social workers to be an integral part of new multi-agency arrangements. Social workers already provide a personalised service which

responds to individual need. Amongst other roles they act as advocates, brokers and care managers working with children and families. Social workers will be well placed to take on the lead professional role. Lead professionals will manage the joining-up of services where multiple interventions are needed – a role similar to the key worker set out for families with disabled children in the Strategy Unit’s recent *Improving the Life Chances of Disabled People*⁴⁰ report.

24. **Local workforce strategies** should set out in detail how new and innovative ways of working will be developed according to local circumstances to integrate services around the needs of children and young people, using resources most effectively.

A new delivery model for social care for children

25. In the context of the radicalism of the Every Child Matters: Change for Children agenda the time is probably right to reflect on whether the model we currently have for delivering social care for children in England remains fit for purpose. Some commentators believe that we need to rethink fundamentally how social care for children is delivered. In this context there is much we can learn from the experience and practice of other countries. This section therefore explores the development in continental Europe of one

39 Interim reports on this piloting work may be found on www.topssengland.net

40 *Improving the Life Chances of Disabled People*, Prime Minister’s Strategy Unit, January 2005

model for workforce change that may also be applicable to England – the development of the ‘social pedagogue’ professional in children’s services. Chapter 3 has already looked at the pedagogue role in the early years context and invited views on its desirability and feasibility as a professional model.

26. The term ‘social pedagogue’ applies to a broad range of services such as child care, early years, youth work/residential care and play settings. It applies to the overall support for children’s development and focuses on the child as a whole person, bringing together education, social care and health.

Professional pedagogic training in Europe

27. Pedagogic training involves the following elements:

- theoretical subjects in the behavioural and social sciences;
- skills training such as group work, working with conflict and challenging behaviour, and teamwork;
- creative and practical subjects, such as art, drama, woodwork, music or gardening – media through which pedagogues can relate to children. Arts and practical subjects are also valued for their general therapeutic effect; they can help children enjoy life and feel good about themselves;
- optional study modules and practice placements for specific settings, such as

work with disabled children or in residential care;

- specialist options, and qualifications, for work with adults (for example in mental health settings) are available in some countries.

28. The breadth of pedagogic training qualifies professionals for direct work with children and young people with diverse needs across a wide range of child care and welfare services including residential and foster care, early years, youth work. This creates a very flexible workforce with many opportunities to work in different sectors and a choice of employment appropriate for different life stages.

29. Training in pedagogy in Europe is provided at different levels:

- 3 year post-16 vocational training (front-line staff);
- 4.5 year degree course (managers);
- as an approach to underpinning training for teachers, social workers, psychologists etc.

Pedagogy in England?

30. Pedagogues are generalists. Their uniquely broad training with its theoretical, personal and practical content ideally fits them for outcome-focused work with children, including those with significant developmental need. Pedagogy, as it is understood in Europe, is an overarching concept that, if applied in England, could bring greater coherence to children’s

services. Current approaches to both extended schools and children's centres are largely **pedagogic** provision in that they aim to take an integrated approach to the delivery of care and education and so promote children's overall development. Both are therefore sites where pedagogues could work alongside other professionals, including teachers and health professionals.

31. We set out in chapter 3 possible models for further developing the early years' workforce. We are keen to explore alongside this work the extent to which alternative professional models of children's practitioner, such as the social pedagogue, could inform a more ambitious and radical restructuring of the workforce over time in relation to looked after children. This is of particular interest given the fit between pedagogic training and effective working with children with high levels of developmental need, which would include many looked after children. It is not difficult to imagine a social pedagogue working in England with a looked after child, wherever they might be placed, and using their breadth of skills and experience to effect better outcomes for that child.

32. The need for further thinking in this area is backed up by research evidence. For example, research done for the Department of Health by the Thomas Coram Research Unit at the Institute of Education suggests children in residential care in England have more severe and

disturbed backgrounds than in some other countries and yet the training and education of staff in England is at a much lower level than in other countries. These findings are particularly striking given the significant costs to local authorities of residential care.

33. Our thinking in this area is at an early stage of development. We are therefore keen to use this consultation exercise to launch a debate about the applicability of the pedagogic approach to the children's workforce in England, both for the early years and more widely. Responses to this consultation question will help us to plan our forward work programme in this area. In particular, in light of the Every Child Matters agenda we need to consider carefully whether more could be done better to equip those working with looked after children across the placement spectrum with the skills they need to effect better outcomes.

Ensuring effective leadership, management and supervision

National action

34. The **Department for Education and Skills** will work with other Government departments, the new Children's Workforce Development Council and the Children's Workforce Network to provide clear strategic direction, support and guidance. We will take account of views from stakeholders nationally and locally to keep this strategy under review and regularly updated.

35. The Children's Workforce

Development Council will play a major role by leading support for workforce development across the sectors it represents and by supporting local workforce strategies.

36. The Local Government Leadership Centre (LGLC)

will support improvements in leadership, management and supervision for social work. Working with the Children's Workforce Development Council, Skills for Care and the Employers' Organisation for local government, the LGLC will lead a new project to strengthen the quality of management and supervision of front-line services. This will pay particular attention to social workers working with children in need, and especially those in need of protection, where high quality supervision and management are most critical to effective service delivery and to safeguarding and promoting children's welfare.

37. Chapter 2 set out the arrangements now in place to support children's trusts. In respect of social work particularly, we need to ensure existing good practice that is being gathered by the Social Care Institute for Excellence is effectively disseminated and embedded. At a national level, DfES and DH will together review the effectiveness of existing arrangements. There is a gap in the current set-up in terms of the pro-active marketing and embedding of good practice

in relation to workforce re-modelling and redeployment. We will look to the Children's Workforce Development Council to lead this, involving the other parts of Skills for Care and Development, the Children's Workforce Network and CSCI, and learning in particular from the approaches of Research in Practice⁴¹ and Making Research Count⁴².

Local action

38. Through children's trusts we are seeking improved commissioning of services and workforce planning locally. We will be expecting **Directors of Children's Services** and **Lead Members for Children's Services** to continue to provide very clear strategic leadership for social work for children and families.

39. Local workforce strategies will need to include ensuring that there are mechanisms in place to learn from existing good practice, including measures to improve cost effectiveness and opportunities for continuous professional development. They should also show that there are systems in place to help staff manage both risk and the high levels of stress that social work can place on individuals.

40. Locally, learning from existing best practice is likely to be the single most significant step forward in developing a whole-system approach to human resource management which uses the existing resources to best effect.

41 <http://www.rip.org.uk/>

42 <http://www.uea.ac.uk/swk/research/mrc/welcome.htm>

Staff Care Package – Kent

Kent Social Services introduced a Staff Care Package in 1998, following consultation with staff and Trade Unions, since when their social work vacancy rate in social services has fallen from 27% to under 6%. Key features of the package are:

- competency based career grading scheme offering career pathways from administrative support up to senior practitioner, with fast tracking based on competence
- extended social work career path up to Practice & Development Consultant (equivalent to District Manager) supporting social workers who wish to progress their career in practice
- training framework and assessment tool for use in recruitment and progression into senior practitioner roles
- encouraging continuous improvement, sharing of research/ best practice through exchanges with USA (Boston) and Europe
- workload management – re-engineering the role of Social Worker Assistants work to relieve pressure on Social Workers
- introduction of new Practice Supervisor role to free up practitioners to concentrate on case work
- quality service awards
- free health checks, stress management, Long Service Recognition awards; flexible working policies including 9 day fortnights
- exit questionnaires to identify reasons for leaving

41. An example of effective, innovative local practice is the staff care package that has been developed in Kent.

The number of children in foster placements has increased by some 10% since 2000.

Foster Care

Why foster care matters

42. Foster care requires immediate attention because over two thirds of looked after children live in foster placements: 68% of the 61,100 children who were looked after at 31 March 2004.

43. The Government is determined to improve the stability of care placements and foster carers have a key role to play in supporting this aim. The foster carer workforce is therefore hugely important, caring 24 hours a day for children who may have very high levels of need and challenging behaviour. Central and local government need to work together to

secure an adequate supply in all Local Authorities of high quality foster carers, and to ensure that foster carers receive the support and training they need to fulfil this extremely challenging role.

Redefining foster care

44. The profile of the foster care workforce has evolved in recent decades into a much more diverse workforce than ever before in terms of age, race, culture, ethnicity, marital status and sexual orientation. Foster carers are now more likely to be engaged in other paid work outside the home in addition to their caring role and some 50% of carers now receive a fee payment in addition to the allowance they receive to cover the costs of caring for a looked after child. However, the basis on which such fees are paid varies substantially across authorities.

45. Our understanding of foster care has developed from an exclusively full-time model of caring for children living away from home to a more diverse model which extends from short-term and support foster care to treatment and long-term foster care.

46. Research indicates that altruism remains the principal reason for fostering, but other factors – including how well they are supported – are likely to affect whether carers continue to foster. Relying on altruism alone is not a sufficiently robust basis on which to develop the best care for one of the most vulnerable groups of children. Today, we expect foster carers to

provide a supportive and caring family environment and to support the educational achievement and health outcomes of their foster child, whilst simultaneously advocating for that child with statutory services and helping the child to maintain relationships with his or her birth family. We need to develop appropriate support and training to make caring for vulnerable children an attractive option for more people to improve the life chances of looked after children.

Action so far

47. The Government is determined to improve both the availability and quality of foster care and the support received by foster carers and these goals underpin the Choice Protects programme, launched in March 2002. Choice Protects is supported by a grant of £113 million over three years, ending in March 2006. Its aim is to improve outcomes for looked after children by improving fostering services and the commissioning of placements for children – including foster care, residential care, and friends and family care.

Priorities for future action

48. Despite Choice Protects and a raft of work at national and local level to improve fostering, we still face an estimated shortage nationally of up to 10,000 foster carers, with severe gaps in some areas. These shortages are unevenly spread across the country leading to particular difficulties in some Local Authorities. At the same time foster carers face considerable variation and

inconsistency in the training and practical and financial support they receive. In light of this, we have identified as our priorities for action, two strategic challenges:

- improving the recruitment of good quality, locally based foster carers;
- improving the availability and quality of support, and transparency and consistency of payments, provided to foster carers as part of the drive to improve quality and increase retention rates.

49. We also consider here what needs to be done to address the challenges of integrated working and improved leadership in foster care. Making progress against all these challenges will require action at both national and local level.

Improving recruitment

National action

50. At national level, in addition to the Fostering Publicity Pack produced in 2004 and the three year grant we have awarded to Fostering Network to support Foster Care Fortnight, we are also investing £80,000 in a new two year project aimed principally at supporting the development of local capacity and at facilitating the sharing of good and innovative practice in recruitment and retention. This work will include an analysis of current recruitment activity and the identification of good practice, leading to the production of materials and other information for fostering services and the organisation of regional and national events.

Local action

51. The current national shortfall in the number of foster carers does not mean there is not innovative and successful recruitment practice at individual Local Authority level. Nevertheless, we need to encourage more people to become foster carers nationally if we are to develop greater placement choice for looked after children locally.

52. Many Local Authorities need significantly to reduce their dependence on foster placements outside their own areas, since children placed out-of-authority achieve poorer educational and other outcomes than those placed within their home area. Improving the supply of local foster carers is obviously crucial to achieving that objective and a strategy to develop local supply is essential for some authorities.

53. Local Authorities and their partners in children's trusts need to assess current and future need for foster carers based on a detailed understanding of local trends in care. At the same time we know that national recruitment strategies in foster care do not work and that that continuous recruitment at local level rather than one-off campaigns is much more effective. Research tells us that local recruitment strategies have a greater chance of succeeding if they involve experienced carers and young people at all stages of the process, provide a well-organised system for responding to enquiries, and use local media effectively. We expect Local Authorities to review their current foster carer recruitment strategies in order to develop an adequate supply of

good quality, locally-based foster carers; to ensure that foster carers are well-trained, adequately supported and involved in service development; and to make use of the good practice materials we are developing.

Improving quality and retention through better support to foster carers

54. We also need to make sure that existing – and future – foster carers receive the training and support which they need to help them care properly for children, and that delivery is flexible to take account of their childcare responsibilities. The nature of their work makes it particularly important that they are equipped to deal with a diverse range of situations and behaviours and, in some cases, makes them the subject of unfounded allegations of violence or abuse. The relative isolation in which foster carers tend to work contributes to these issues; unfortunately it also means that the extraordinary work which they do often goes unnoticed.

National action

55. At national level the Government is taking forward initiatives to improve the support and training given to foster carers and give them greater recognition.

These include:

- the launch of a national advice line, *Fosterline*, from April 2005, which will provide foster carers with an independent source of information and advice;

- measures to improve training opportunities for foster carers. We have already commissioned work to enhance our understanding of current provision of training and its effectiveness. We intend to use this to help us develop a national framework for the support and training of foster carers, involving CWDC and other stakeholders;
- measures to improve the consistency, transparency and efficiency of procedures for dealing with allegations made against foster carers. This will result in the development, by June 2005, of a model procedure for handling allegations and supporting training and information materials;
- the introduction of a national award scheme to celebrate the contribution made by foster carers. The first national award ceremony took place on 16 March 2005. All the recipients of the awards were nominated by looked after children and young people.

These initiatives build on earlier work to improve the tax and pensions position of foster carers.

56. The Children Act 2004 gives the power to provide for the establishment of a national minimum allowance for foster carers. In taking this power in the Act, the Government acknowledged the unhappiness which many foster carers feel about the level of allowances that they currently receive – some say that the

allowances that they are paid do not cover the full costs of caring for their foster child.

57. This is why at national level the Government has already announced that it will consult with local government and other key fostering stakeholders during 2005 to examine in detail existing payment systems for foster carers, with the aim of increasing the transparency and consistency of those systems. In particular we will be seeking to reach agreement with Local Authorities on the factors which need to be taken into account in establishing a national minimum allowance as well as the actual level of the allowance. Following that consultation, and in light of progress made by Local Authorities, a decision will be taken as to whether to prescribe a national minimum allowance in regulations.

Local action

58. At local level we look to Local Authorities to review the support they are currently providing to their foster carers as part of their forward planning. Over time, Directors of Children's Services and Lead Members will want to consider how foster carers can become involved in local change programmes and reflect this in their Children and Young People's Plan.

59. We also want Local Authorities to review the payments they are providing to their foster carers in the light of the outcomes of the consultation exercise described above.

Integrated and new ways of working

60. The Every Child Matters: Change for Children agenda provides a real opportunity to shape services around the needs of children and families. For looked after children and their foster carers this should result in services that respond promptly to complex needs and that enable children to experience stable and educationally supportive foster placements. A looked after child is likely to have needs that span different agencies (health, education, social services, etc.) and that can only be met through effective inter-agency working. Professionals from health (including mental health), education, leisure, youth justice and other key agencies that may work with looked after children will all potentially have a role to play in supporting foster carers to improve outcomes. At a more strategic level, it is important that those responsible for directing the local multi-agency commissioning strategy develop responsive systems and services that are able to meet all the child's assessed needs and that are designed to be accessible to foster carers. This could involve imaginative partnership work with all providers of fostering services (Local Authority, independent and voluntary sector) within a given area and other key agencies such as health and education.

61. Foster carers are a vital part of the local children's workforce and should be treated as such. Foster carers will have a critical role to play in supporting some of the most disadvantaged children in any

local area and careful thought should be given about how best to include foster carers in multi-agency service planning, development and training.

62. We welcome views on how new ways of working and local partnership might help improve outcomes for looked after children and maximise the potential contribution that foster carers can make.

Leadership

63. There is a key leadership role for Directors of Children's Services and for Lead Members for Children in improving foster care. The Government is looking to Directors of Children's Services and Lead Members to:

- ensure that local strategies are in place to recruit more foster carers where there are local shortages;
- be very clear about the expectations on individual foster carers in improving outcomes for looked after children;
- ensure that the voices of foster carers are heard in relation to service planning and development; and
- ensure that foster carers receive the support they need to provide a quality fostering service.

Consultation questions

64. We welcome views on all the proposals in this chapter. In particular:

- **What more could/should Government do to promote a career in children and families' social work?**

- **What additional measures would support for children and families' social work:**
 - increased supply?
 - improved stability?
 - greater quality?
- **How can we ensure that existing best practice, once identified and quality assured, really is embraced and embedded in other areas?**
- **How could we incentivise the emergence of new roles and new ways of working in children's social care?**
- **What are your views on the model of pedagogy that we have described? Are there other options/models we should pursue further in terms of promoting and developing the social care workforce?**
- **How can we support foster carers to improve life chances for looked after children?**
- **How can we attract more high quality applicants into the foster care workforce in order to address the current shortage?**
- **What more could/should Directors of Children's Services and Lead Members do to support fostering locally?**
- **How quickly can Local Authorities develop better local fostering services and be supported to reduce their dependence on out-of-authority placements which are not in the child's best interests?**

5. Schools, health and the voluntary and community sector



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ISSUES

Previous chapters have set out the strategic challenges across the children’s workforce and explored in detail the specific challenges faced in early years, social care and foster care. This chapter looks at the vital contribution of people working with children in schools, health services and the voluntary and community sector. It considers what is being done to meet the strategic workforce challenges in schools and health services, where substantial programmes of reform are already underway. It examines the issues facing the voluntary and community sector and considers what more might be done to engage the sector as effectively as possible in delivering better outcomes for children and young people. Building on this chapter and responses to this consultation, future versions of this strategy will consider further possible action across schools, health and the voluntary and community sector, to support the delivery of Every Child Matters: Change for Children and the National Service Framework.

Introduction

1. A key purpose of Every Child Matters: Change for Children is to prevent problems arising but where they do, to spot issues early on and handle them effectively. This means engaging everyone who works with children in the statutory and voluntary sectors so that they have a common basis for identifying problems and knowing what to do about them. This chapter looks at developments across the wider workforce in schools, in the NHS and in the voluntary and community sectors.

Schools

2. Schools are central to Every Child Matters: Change for Children. They are the universal service where children and young people spend most of their time and, as such, crucial partners in prevention and a better support system for children and young people. So early intervention depends critically on early years’ provision (see chapter 3), schools and further education being alert to symptoms of distress and playing their part in a wider system of support. Schools have a specific

duty to safeguard and promote the welfare of pupils under the Education Act 2002.

3. Schools have a keen interest in the broader *Every child matters* reforms because of the integral link between school standards and pupils' wider well-being. The five *Every child matters* outcomes – valuable on their own account – are also key to removing barriers to children's learning and development. And achievement at school is the surest road for young people out of disadvantage or disaffection. This interest is recognised by the changes to the school inspection criteria currently under discussion in Parliament which mean that in future schools will also be inspected for the contribution they make to all five outcomes for children and young people. School inspection reports will feed into the wider inspection of children's services. We have recently announced the intention to bring together by 2008 the inspection of children's social services and that of education and day care within Ofsted, which already has (under the Children Act 2004) responsibility for co-ordinating Joint Area Reviews of all services for children and young people.

Recruitment and retention

4. Significant progress has been made to secure and maintain a good supply of quality staff actively engaged in the delivery of teaching and learning in schools. Recruitment to teacher training is enjoying its sixth successive year on year

increase. In September 2004, more than 34,000 people started mainstream initial teacher training courses – more than in any year since 1975. In January 2004, there were 427,700 full-time equivalent teachers in schools, an increase of 17,500 since 2001 and more teachers than at any time since 1982. Over the same time period, the teacher vacancy rate has halved from 1.4% in 2001 to 0.7% for 2004.

5. While the retention rate can always be improved, about three-quarters of those who enter teaching are still in the profession ten years later. And overall, in recent years, wastage rates have remained largely stable at between 9-10%, comparing favourably with other professional careers. Teaching already attracts a high proportion of the new graduate market.

6. We are helping schools rethink what is meant by a 'school workforce' in order to meet the challenge and opportunity of an increasingly personalised agenda. Through increasing the numbers of support staff and introducing the concept of Higher Level Teaching Assistants (HLTAs), especially subject specialist HLTAs, the workforce remodelling agenda is providing schools with the opportunity to increase and focus their teaching capacity.

7. The number of full-time equivalent support staff rose by 54,100, against a pledge to secure a 50,000 increase by January 2005. Of that increase, half were teaching assistants.

8. Altogether, there are more adults in schools today than there have ever been. But it would be wrong to be complacent. There are always risks which have to be tackled, including:

- the current age profile of the teaching profession which suggests that over 50% of teachers are aged over 45;
- local variation – of course there remain areas (mainly London) where recruitment is less successful and vacancy rates are higher;
- key shortage subjects – the challenge of ensuring better teacher supply in maths and science remains great and there are also difficult workforce supply challenges in modern foreign languages.

We have already put in place a range of measures to tackle these issues and will be working to build on these in the future.

Integrated working and workforce remodelling

9. Schools, within and beyond the school day and term, promote achievement and enjoyment through learning and positive activities. They will achieve even more than at present by working in a wider system of children's services:

- co-operating together with other children's services in a more integrated way and seeing children's needs in a holistic context;

- offering a range of extended services that help pupils engage and achieve, and building stronger relationships with parents and the wider community;
- engaging parents and local communities in raising children's aspirations and supporting their development;
- supporting closer working between universal services and specialist services so that children with additional needs can be identified earlier and supported effectively; and, in particular
- identifying potential concerns about a child that may need urgent action, from issues such as bullying to cases requiring child protection action.

10. This means a different approach for all those who work in schools. Everyone has a role to play, whether as head teacher, teacher, teaching assistant, a member of the support staff or governor. Heads and governing bodies will want to consider how best to play into the local arrangements for shaping local priorities and developing extended services in schools. All school staff will need to have a common awareness of how to spot signs of difficulty and know who can help assess and handle them.

11. The Common Core of Skills and Knowledge, embedded into school staff qualifications and training, will help the school workforce develop their skills and understanding to enable them to play their part in the delivery of the Every Child

Matters: Change for Children agenda, supplemented by management and leadership training. As the single framework of qualifications (described more fully in chapter 2) is developed, we will be linking occupational standards and competences more closely as people move into and between education, health and other sectors in children's services.

12. Two common processes that should make it easier for schools to help children who may have additional needs are:

- the **Common Assessment Framework** to help schools identify when a pupil's needs can be met within the school and to enable better targeted referral to other specialist services when needed so that they can respond more effectively. We are publishing a draft CAF alongside this strategy for piloting in a small number of volunteer Local Authorities, including in schools; and
- better **sharing of information** between schools and other agencies about children with particular needs. In time this is likely to be supported by new child index systems that will enable schools to make contact more easily with other practitioners involved. The ISA trailblazers have identified practical approaches to engaging the range of services, including schools, in a generally accepted system for identifying children with additional needs.

13. In many cases a child's needs can be met fully by the school. But in other cases children may require support from one or more specialist services. In re-thinking service provision, Local Authorities will be developing the **Lead Professional** role to ensure that a child with additional needs receives co-ordinated support from different agencies. A Lead Professional could be any practitioner who has the skills, knowledge and authority to carry out this role.

Extended schools

14. Extended schools operating throughout the year are our vision of where the school system needs to go. Integrating services through extended schools means more opportunities for achievement and enjoyment for pupils to learn and develop, more effective support for pupils with additional needs and stronger partnerships with parents. Now we have many more childcare workers, sports coaches, music tutors, language assistants and other support staff who are helping make a reality of this vision in many schools. Co-locating services in schools, bringing together different services including health and social care, provides a basis for service integration and new ways of working across services.

15. The delivery of a broad and flexible range of services from a school site will require co-ordinated planning with the Local Authority and partners in children's trusts to agree the deployment of key

Kidbrooke School in Greenwich has developed a lunchtime health centre within the school. This is a multi-agency service, co-ordinated by a paid worker. Services include one-to-one sessions with the school nurse, the family planning nurse, sessions with youth workers from the Children and Young People's service, leaflets and information, referrals and signposting. The service is very well accessed by young people.

An evaluation report is due shortly and plans are underway to rollout to other schools. It is proposed that the Teen Talk worker is funded in the long term to work with a number of schools in the borough to work with PSHE (Personal Social and Health Education) staff, existing school nursing capacity and other young people's providers to roll out the scheme to other schools. The scheme will draw resources from the PCT.

professionals such as nurses, therapists, social workers and counsellors. It will also open up new opportunities for support staff working to a range of different professionals, for re-thinking the boundaries between professional services, and for involving the voluntary and community sector increasingly on school sites providing positive activities and support for children, young people and parents. Our expectation is that local partners will increasingly look to provide access to health and social care support through schools.

16. Budget 2005 announced increased resources to help schools deliver extended services as part of its long-term investment programme for education: an additional £150 million investment in 2008-09, rising to £500 million in 2009-10, forming part of a long term commitment to deliver twenty-first century facilities in primary schools over around 15 years. Budget 2005 also announced an additional £100 million in 2006-07 and £150 million in 2007-08 to

deliver increases in direct payments to head teachers which they can use to help meet the challenges that provision of extended services involves in the shorter term. We will shortly be setting out for Local Authorities and schools the further funds that are available to support them in developing extended services.

Building on school workforce re-modelling

17. The thinking in *Every child matters* reinforces, and will be reinforced by, recent progress in remodelling the school workforce. Through the school workforce agreement schools are evolving a broader range of dedicated staff to help teachers meet different aspects of children's needs – pupil mentors, better trained classroom assistants, and on-site specialists in behaviour or learning support.

18. A new cadre of higher level teaching assistants is now being recruited to take on extended roles in the classroom. That is enabling teachers to provide more

personalised attention for pupils and more tuition in small groups. ICT is also being used more effectively both for teaching and lesson planning.

19. Moreover, the actual process of school workforce remodelling has important lessons for the way other sections of the children's workforce can think differently about the mix of skills and people they need to deliver effective and efficient services. We have asked the National Remodelling Team to work with Local Authorities and schools to help meet the challenges of developing extended services. This includes advice and training for governing bodies in understanding how this will impact on their role.

20. As ever, leadership is key. The National College for School Leadership, under its new Chairman and Chief Executive, will seek to develop strong, effective leadership across the school system. We will build capacity so that our school leadership cadre can exploit the opportunities afforded by new ways of working, and new types of schooling which bring together education, health and social care to help every child realise their potential.

Implications for local workforce planning

21. So in thinking about workforce implications local partners should take account of:

- the need for schools representatives to take an active role in workforce planning;

- training for schools in key tools such as Common Assessment Framework and information sharing;
- awareness of child protection arrangements and the key role of Local Safeguarding Children's Boards. A particular issue for all schools, including independent schools, is the new statutory duty on schools in the Education Act 2002 to safeguard children, to promote their welfare and to ensure everyone plays their full part in safeguarding children from abuse and neglect. The DfES issued guidance in September 2004 to support them in putting this into practice;
- the value of joint training involving schools and other services, including the voluntary and community sector, in developing a common understanding of children's needs; and
- the potential value of schools in reaching marginalised parents.

The health workforce

22. Following publication of *Every child matters* and the *National Service Framework for Children, Young People and Maternity Services*, DH and DfES continue to work together to ensure appropriate links are made between the two Departments' workforce strategies, to ensure a coherent approach nationally and locally.

23. DfES and DH have very similar approaches to workforce development. The focus for both Departments is on recruitment and retention strategies; the development of generic skills and competences; the need for coherent inter-agency working in delivering front line services; the promotion of new roles or ways of working; and dealing strategically with regulatory issues, which can present obstacles to facilitating a modern, more flexible workforce.

24. We have a shared agenda: delivering the Every Child Matters: Change for Children Programme, the National Service Framework for Children, Young People and Maternity Services and the Public Health White Paper. We also have shared Public Service Agreement (PSA) targets. Effective workforce reform will be crucial to delivering the policy objectives set out in these documents and to ensuring the delivery of those PSA targets in which both DH and DfES have an interest, including childhood obesity, under-18 conception rates and delivery of comprehensive Child and Adolescent Mental Health Services.

25. The Children Act 2004 requires partners in a local area, including Strategic Health Authorities and Primary Care Trusts, and the Local Authority to co-operate in making arrangements to deliver improved outcomes for children and young people. A key element of these local arrangements will be joint planning and commissioning by the partners involved, including

working together on the new Children and Young People's Plan, the NHS Local Delivery Plan and the workforce strategies needed to support this.

26. The partnership between PCTs, Local Authorities and others will take the form of the local children's trust arrangements and will provide a powerful focus for joint action to improve all of the Every Child Matters: Change for Children outcomes for all children. The Children Act 2004 and the National Service Framework standards are mutually reinforcing, and are strongly supported by the Health and Social Care Standards and Planning Framework for 2005-8 which:

- emphasises the need for PCTs to plan with children in mind;
- places National Service Frameworks (including the National Service Framework for Children, Young People and Maternity Services) in the set of NHS 'developmental standards'; and
- includes as one of the principles for local target setting that development of targets is done 'in partnership with other NHS bodies and Local Authorities'.

27. *The National Service Framework: Supporting Local Delivery*⁴³ builds on the commissioning principles set out in the National Service Framework, including the principle that 'the commissioning strategy is developed through a multi-agency approach to ensure that services are

43 *National Service Framework for Children, Young People and Maternity Services: Supporting Local Delivery*, DH, DfES, December 2004

provided both locally and, where appropriate, across a wider area to meet the needs of children and young people'. It places the assessment of need and planning of services with other partners in a children's trust at the heart of improving services for children. Key to the success of both the National Service Framework and the delivery in partnership of the 'be healthy' and other Change for Children outcomes will be how effectively PCTs and other local partners work together on commissioning services for children, young people and pregnant women.

28. The children's trust pathfinders offer encouraging evidence of the involvement of healthcare professionals and practitioners in the new arrangements. The following are represented in the current 35 pathfinders:

- Community paediatricians
- Child psychiatrists and psychologists
- Health visitors
- Specialist or outreach nurses
- Community nurses
- School nurses
- Community psychiatric nurses
- Therapists
- Counsellors
- Healthcare assistants

29. Delivering the standards in the NSF will require a sufficiently resourced, skilled and motivated workforce. The themes that

were identified for action in the *National Service Framework: Supporting Local Delivery* are:

- **workforce capacity** – addressing staffing shortages, recruitment and retention;
- **workforce modernisation** – new roles, amended roles and new ways of working; and
- **skills development** – competences, education and training, continuing professional development (CPD) and leadership.

For parents and carers with new babies and small children, it is either or both the GP surgery and NHS Direct that usually represent the critical first contact with the NHS. GPs and other primary care practitioners, such as community midwives and health visitors, need the skills and knowledge to identify and respond sympathetically and effectively to concerns, and to identify and meet the needs of children.

30. There are many good examples already of effective relationships between the NHS and the local community that provide a basis for further innovation and collaboration.

Workforce capacity

31. The NSF acknowledges that there are difficulties retaining and recruiting staff in some skills groups. These will be addressed nationally, through workforce planning processes, and locally, through:

Sure Start 'Spa Spiders' family planning service

Working with a task group of parents and local health professionals, Sure Start and Doncaster West PCT remodelled a local family planning service to better fit the lives of parents with young children.

They listened to concerns about opening times; the location of the service inside the local health centre, which affected confidentiality; all GPs being male; parents with no family support having to take children with them, so children were present when personal discussions and examinations were taking place; and people not having enough time to discuss concerns in depth.

In response, Sure Start provided drop-in family planning sessions with creche facilities separate from the main surgery, supported by a female GP. These sessions were held at more convenient times, with more time allowed for exploring and listening to parents' concerns.

- multi-agency workforce recruitment and retention strategies, based on an assessment of the needs of the local population; and
 - the Local Delivery Plans and Children's and Young People's plans that PCTs are preparing in conjunction with local providers and partners.
32. The DH publication, *Delivering the NHS Improvement Plan: The Workforce Contribution*⁴⁴, sets out to encourage an inclusive approach to planning and highlights the strategic workforce issues that support Local Delivery Planning (LDP).
33. Delivery arrangements now reflect greater devolution from DH under a

NHS Recruitment

Latest figures show between September 2003 and September 2004:

- there were more doctors in training to be GPs than ever before
- 1,900 more consultants – the biggest increase ever
- 1,200 more GPs – the biggest increase ever
- 900 more midwives – the biggest increase ever

These figures mean that since 1997 there are:

- 9,200 more consultants working in the NHS – (42.7 per cent increase)
- 78,700 more qualified nurses working in the NHS – (24.7 per cent increase)
- 32,600 more qualified scientific, therapeutic and technical staff working in the NHS (33.8 per cent increase).

For further information see: *Staff in the NHS 2004: An overview of staff numbers in the NHS*, DH, March 2005

44 *Delivering the NHS Improvement Plan: The Workforce Contribution*, DH, November 2004

planning framework for NHS organisations and social service authorities. The framework looks to PCTs and Local Authorities to lead community partnership by closer joint working to take forward the NHS Improvement Plan. Building on joint work on Local Strategic Partnerships, they will need to work in partnership with other local stakeholders in preparing Local Delivery Plans for the period 2005/06 to 2007/08.

34. Local Delivery Plans (LDPs) are a developmental departure from the old annual planning cycle in that plans and budgets are drawn up for service delivery over a three year period. This allows organisations to look in-depth at their services, plan change with confidence and implement improvements year on year. LDPs provide a clear focus for delivery through a simplified planning process based around fewer but smarter target priorities and associated monitoring. LDPs, which are due to be signed off in May 2005, see greater devolution of decision-making responsibility to the service with the Department of Health specifying the targets and the NHS deciding the steps to achieve those targets. These plans will then be aggregated up so we can identify what national action to undertake to support the achievement of LDPs both in terms of workforce growth and productivity gains.

35. We recognise that there are specific issues in relation to particular specialties or disciplines, such as health visiting,

midwifery, speech and language therapy, and CAMHS.

36. DH is developing a methodology to map the provision of children's and maternity services commissioned by PCTs. The first 'map' will be available in 2006 and will provide an overview of the services provided and the staffing at PCT level. The information can be aggregated to get a picture at LA, SHA and regional levels. This will provide valuable data – not least in relation to the workforce – to inform the work of local health service commissioners, planners and providers as well as enabling a national picture to be developed.

School nurses

37. New funding is being made available so that by 2010, every PCT, working with children's trusts, and Local Authorities, will be resourced to have at least one, full-time, year round, qualified school nurse working with each cluster or group of primary schools and the related secondary school, taking account of health needs and school populations.

38. School nurses work with individual children, young people and families, groups, schools and communities to improve health and tackle inequality⁴⁵. At its best, school nursing offers early intervention and provides an accessible, confidential and non-stigmatising service to children, young people and their families. Extended schools provide an

45 *School Nurse Practice Development Resource Pack* DH, 2001

important opportunity for school nurses to work with individuals and groups. Like all nurses, school nurses are part of multi-skilled teams and the move towards integration of services and an increased emphasis on multi-agency working will support them in maximising their effectiveness in achieving healthy outcomes for children and young people.

39. School nurses are well placed to deliver on a range of government priorities and targets in *Choosing Health*⁴⁶, *Every Child Matters: Change for Children*⁴⁷ and the *National Service Framework for Children*⁴⁸. These include the PSA targets on obesity, sexual health, accidents and substance misuse as well as playing a key role in initiatives such as extended schools, Healthy Schools and contributing to meeting the education targets for attendance and achievement. School nurses will be expected to embrace new ways of working such as the implementation of the Common Assessment Framework and the new Child Health Promotion Programme.

40. Key to the success of school nursing is the relationship with the school. We know that healthy children learn better – and that a positive experience of education contributes to children’s well-being. School nurses are therefore uniquely well placed to contribute to the aims and objectives of

both *Every Child Matters: Change for Children* and therefore of both the Department of Health and Department for Education and Skills. Good schools already recognise the valuable contribution that school nurses make – and part of our immediate work is to spread that message so that schools themselves increasingly demand the presence of a school nurse. Work has begun on producing a guide for schools that sets out a modern role for school nurse (modelled on a publication on school bursars).

Workforce modernisation

41. Working differently is both about new ways of working, for example new role design, as well as ensuring established flexible ways of working are consistently used and developed such as team based working. This will mean challenging traditional and accepted ways of working and traditional behaviours and attitudes and also giving local services the freedom to innovate that will allow NHS, LA and other partners to work side by side to deliver increasingly integrated and possibly new types of services. It will be important to plan changes logically and consistently which are clearly linked to improved patient and user care. Examples such as Sure Start and CAMHS show what is being and can be done.

46 *Choosing Health: making healthier choices easier*, DH, November 2004

47 *Every Child Matters: Change for Children*, DfES, November 2004

48 *National Service Framework for Children, Young People and Maternity Services*, DH, DfES, September 2004

42. The imperative of developing new and different ways of working was set out in the *HR in the NHS Plan*⁴⁹. Significant progress has been made since then. Much of this progress was at a local level by individual organisations, or individual services in them. Accelerating the spread of these practices is an important challenge for the future.

43. The continuing need to modernise the workforce and look at role redesign is highlighted within the NSF, to help address staffing constraints and to enable the service to respond flexibly to rapidly changing demands and support initiatives such as the European Working Time Directive and *Agenda for Change*. A range of new and changed roles will be developed during the lifetime of the NSF, with staff working in new ways across agencies and within multi-disciplinary teams.

The voluntary and community sector (VCS)

44. A significant volume of services for children, young people and families is delivered by the private, voluntary and community sectors. The Government is committed to opening up services to new and different providers and methods of delivery. Our voluntary and community sector strategy, *Working with voluntary and community organisations to deliver change for children and young people*⁵⁰, underlined the expertise and experience that this sector brings. To be most effective in improving outcomes, we need to think in the widest terms about the children and young people's workforce.

45. Although employing a much smaller proportion of the children's workforce than the public or private sectors, the voluntary and community sectors are significant deliverers of services for children, young people and families. The sectors are the

- The Care Services Improvement Partnership (CSIP), and the NHS Institute for Learning, Skills and Innovation (NILSI), from July 2005, the successor organisations to the Modernisation Agency, will continue to develop and spread new and amended roles, e.g. rapid roll-out of roles in the school health workforce such as support workers.
- DH is currently working with key stakeholders as part of the development of the NHS Career Framework to prepare new roles for regulation.
- The Chief Nursing Officer will work with nurse leaders and DfES to:
 - modernise and promote school nursing; and
 - develop a national programme for best practice that includes reviewing children's and young people's health and supports the use of children's personal health guides.

49 *HR in the NHS Plan*, DH, July 2002

50 *Working with voluntary and community organisations to deliver change for children and young people*, DfES, December 2004

birthplace of many services now considered mainstream, and they continue to innovate and to fill gaps in provision, often working with the most vulnerable and disadvantaged children and young people.

46. Voluntary organisations have their own, independent structures and purposes. This means that individual organisations may work across professional boundaries, employing a range of professionals, from family support workers to nursery assistants to youth workers. The increasing role of the voluntary and community sectors in delivering public services has led in recent years to growing professionalisation within the sector.

47. We expect that Local Authorities will engage voluntary and community sector partners in the development of children's trusts arrangements, including plans for developing the local workforce to support Children and Young People's Plans. For their part, voluntary and community organisations (VCOs) will need to think about how they can most effectively get involved in children's trusts, and how can work together to support each other and to have a strong and representative voice in new local arrangements.

48. We are making £3 million available in 2006-2008 to support increased capacity of voluntary and community organisations locally, so that they are better able to get

***Young Gloucestershire** is a countywide association of youth groups and projects.*

These range from neighbourhood based one-night a week activity groups to 7-day a week full-time education and training projects. It delivers a range of services, from Millennium Volunteers to New Start network. Young Gloucestershire has a total income of £1.25 million and employs 37 staff.

***Fairbridge** provides a combination of long-term personal support and challenging activities for young people aged 13–25 in 14 of the most disadvantaged areas across the UK. An analysis of the range of agencies which refer young people to Fairbridge shows 41% are referred by school and education services; 13% by drug rehabilitation and homeless hostels; 11% by youth justice agencies; 10% by Connexions partnerships; 9% by other voluntary and statutory youth agencies; 8% are self-referrals; 6% are referred by social services; and 2% come to them from other sources.*

*The **Foyer Federation** is a network of over 130 Foyers in the UK with an annual turnover of over £70 million. Foyers support 10,000 young people each year and they employ 20 full-time staff. Foyers provide young people with a home, support and a springboard into independent living, learning and work. Foyers have been involved in the delivery of the New Deal for young people, the Connexions service, and the pilot stages of Learning and Skills programmes, as well as in the delivery of health services.*

involved. We will also make it clear to Local Authorities in the conditions of children's services grants that these resources can be used by them to build local VCS capacity to contribute to grant objectives.

49. The voluntary and community sector has an important contribution to make in developing thinking around the children and young people's workforce. At national level, the new Children's Workforce Development Council, which will operate from April 2005, will have representatives from the voluntary and community sector on its Board. At local level, we would expect to see a strong contribution to local workforce strategies.

50. As set out in chapter 2, **local workforce strategies** should be developed by Local Authorities and their partners in the public, private, voluntary and community sectors. As part of ensuring that local workforce strategies encompass the full picture of the local workforce, they will also need to take into account workforce development activity in, and the workforce development needs of, the voluntary and community sectors.

51. Specifically, Local Authorities, working within children's trusts, will want to ensure that they:

- include the VCS workforce in their mapping;
- work with VCS infrastructure bodies and service providers to identify skill gaps and workforce development priorities in the sectors;
- work with VCS infrastructure bodies and service providers to identify their needs and contribution in relation to leadership, skills and knowledge development;
- take account of the role of the VCS in growing the workforce by offering opportunities for people to gain, through volunteering, experience that may lead them into formal training and paid employment;
- make the most of the particular strengths of VCOs, such as the ability to reach vulnerable and marginalised groups, the power to innovate or expertise in delivering preventative services or experience in collaborative working;
- make use of The Compact guidance. This includes codes on consultation, funding relationships and BME issues. Adhering to The Compact codes ensures a beneficial and sustainable relationship for all parties;
- consult widely in the VCS to ensure that the workforce strategy recognises their contribution, is aligned with sector-owned workforce development activity and helps to address VCS workforce development priorities;
- ensure that training and development opportunities are available and accessible to VCOs;
- ensure that local development of the Lead Professional role, implementation

of the Common Assessment Framework and creation of multi-agency and multi-disciplinary approaches take into account the needs and contributions of the VCS;

- consider the particular needs of volunteers.

Consultation questions

- What further steps need to be taken at national or local level to help the school workforce make the most of the opportunities of *Every Child Matters: Change for Children* and the Children's NSF?
- What further steps need to be taken at national or local level to help the health workforce make the most of the opportunities of the Children's NSF and *Every Child Matters: Change for Children*?
- What further steps need to be taken at national and/or local level to enable voluntary and community organisations to play a full part in the development and implementation of workforce strategies?
- Are there particular issues that the proposals in this workforce strategy present for providers in the private and/or voluntary and community sectors?
- What further action needs to be taken at national or local level to encourage better integrated working on the ground across different sectors?

6. Making change happen



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This chapter describes how the strategy will be taken forward. It summarises responsibilities for national and local action setting this within the context of developing children's trusts locally. It covers:

- accountability nationally and locally;
- delivery nationally and locally;
- resources, measuring progress, key priorities and milestones; and
- risks and risk management.

Introduction

1. This chapter sets out both the **accountability arrangements** and the **steps to ensure national and local delivery** of the proposals set out in the strategy.

2. The strategy will be kept under review in light of responses and emerging good practice. DfES will produce a first full update after the consultation, summarising what people have said and how we will develop and implement firm propositions in light of comments received. In this we will also explore other urgent sectoral priorities as they emerge through the consultation. Details of the consultation process are in **Annex 1**.

3. Looking ahead, DfES will publish annual revisions to the strategy, building on feedback from the front line, from children's trusts and other stakeholders. The annual revisions will include reports on progress towards the priorities identified. The first update will set out a fuller implementation plan – including trajectories towards the key long-term goals associated with the early years.

Accountability nationally and locally

National accountability for the strategy

4. **DfES** is the lead Department of State for the Every Child Matters: Change for Children programme. DfES is therefore responsible for ensuring that propositions for national and local children's workforce

strategies are consistent with the approaches already being adopted in and developed by:

- the **Office of the Deputy Prime Minister** and **Employers' Organisation for local government** for the Local Government Pay and Workforce Strategy;
- the **Department of Health** for the children and young people elements of its new integrated health and social care workforce strategy;
- the **Home Office** and **Youth Justice Board** for the children and young people's elements of their strategies for children's and correctional services.

5. The **Cabinet Office** and **HM Treasury** retain strategic oversight of public sector workforce strategies.

6. The new **Sector Skills Council** arrangements set out in chapter 2 hold the accountability for direct support to employers on workforce development and occupational standards.

Local accountability for the strategy

7. Local Authorities with their partners in children's trusts are responsible for ensuring that workforce strategies are developed in support of the Children and Young People's Plan (CYPP) for their area. They will need to ensure that the workforce strategy is aligned with the work of key partners in the NHS, youth services and youth justice. Each local workforce strategy will set out what needs to be done to ensure that local services have

appropriate staffing and workforce organisation to meet the needs of the local population, making best use of existing resources.

8. **Local workforce strategies** should include action on:

- recruitment (chapter 2, paragraphs 8-9; chapter 4, paragraphs 11-12);
- career progression (chapter 2, paragraph 26; chapter 4, paragraphs 17-19);
- developing HR capacity (chapter 2, paragraphs 26 and 42);
- training based on the Common Core of Skills and Knowledge (chapter 2, paragraph 26);
- implementation of the Common Assessment Framework, improved information sharing, the Lead Professional role and other approaches to multi-disciplinary and multi-agency working (chapter 2, paragraph 36; chapter 4, paragraph 24);
- continuous development to embed good practice and develop leadership capacity (chapter 2, paragraph 26 and 42; chapter 4, paragraph 39);
- training opportunities to meet needs identified by Local Safeguarding Children Boards and others (chapter 2, paragraph 26; chapter 4, paragraph 18).

Delivery nationally and locally

National delivery of the strategy

9. Working with key national partners, Government will take action to support local recruitment, development and retention, inter-agency and multi-disciplinary working, and stronger leadership, management and supervision.

10. To promote **recruitment**:

- Government will raise the profile of work with children, young people and families and underline its importance (chapter 2, paragraph 7);
- DfES will review the effectiveness of existing national recruitment campaigns to inform decisions about future awareness-raising campaigns. Decisions about national, regional or local promotion will be made later this year;
- DfES will work closely with Local Authorities and other key partners, such as Jobcentre Plus, to facilitate effective local early years' campaigns (chapter 3, paragraph 22);
- DfES will ensure that on-going campaigns for related sectors share information to capture details of people who would like to work with children and young people; and
- the General Social Care Council will review entry routes to social work (chapter 4, paragraph 10).

11. To support workforce **development and retention**, Government will:

- start work, with CWDC and its partners on the Children's Workforce Network, to create a single qualifications framework, implementing the Common Core into national occupational standards (chapter 2, paragraphs 17 and 19);
- work with the CWDC, Local Authorities and other key partners to promote skills acquisition and career progression amongst the early years' workforce (chapter 3, paragraphs 23-32);
- look to GSCC to increase specialisation within study and practice placements (chapter 4, paragraph 10);
- ensure that there is consistency with the propositions in the Skills White Paper by asking Skills for Care and Development to lead work connecting to Regional Skills Partnerships.

12. To promote **inter-agency and multi-disciplinary working**:

- DfES will issue guidance on the Common Assessment Framework and Lead Professional role, cross-Government guidance on information sharing, and good practice guidance on multi-agency working (chapter 2, paragraphs 27-28 and 30-31);
- to improve best practice sharing, CWDC will review, with its partners and the support of DfES, DH and ODPM, how well best practice is currently gathered,

reviewed, disseminated and embedded (chapter 2, paragraph 3);

- DfES is producing a market development strategy to stimulate and diversify local provision of children's services and to enable commissioners locally to have a choice of high quality providers. This will be supported by guidance on commissioning which will also help local areas take account of the workforce implications.

13. To improve leadership, management and supervision:

- DfES will arrange networking and training for newly appointed Directors of Children's Services (chapter 2, paragraph 38);
- Government will look to the Local Government Leadership Centre to lead a dedicated project on management and supervision in social services (chapter 2, paragraph 39);
- DfES will work with the CWDC, the TTA and other key stakeholders to implement its objective of an early years' professional in every early years' setting by 2015 (chapter 3, paragraphs 50-55);
- DfES will look at the scope to achieve its long-term vision of graduate leadership of full daycare settings in a way that is affordable to parents, the sector and Government (chapter 3, paragraphs 57-59).

Local delivery of the strategy

14. Local actions will be set within local workforce strategies which should plan action to:

- **recruit more people into the children's workforce**, ensuring the work is attractive and promoting more flexible entry routes;
- **develop and retain more people within the children's workforce**, improving their skills building on the Common Core of Skills and Knowledge and creating a new qualifications framework;
- **strengthen inter-agency and multi-disciplinary working, and workforce re-modelling**; and
- **promote stronger leadership, management and supervision.**

15. On supply, Local Authorities are responsible for ensuring an adequate workforce is in place to meet the needs identified in the CYPP. Local areas should agree partnerships with Jobcentre Plus to support recruitment, as well as to deliver the priorities agreed by regional skills partnerships. Primary Care Trusts (PCTs) will need to ensure progress in expanding school nurse provision.

16. We expect that the actions in each local workforce strategy will need to be owned by the Local Authority. The DCS and other partners in the children's trust will agree appropriate delivery arrangements. In every area, strategies will need to consider:

- the aims of the workforce strategy when commissioning services for children and young people;
- the single qualifications framework when thinking about how they redesign the way in which services are delivered; and to use it to inform, for example, the skills mix that would be expected within both children's centres and extended schools;
- how to use the Common Assessment Framework and how they will implement guidance on multi-agency working and Lead Professionals;
- how to use and embed good practice from elsewhere; and
- how to use workforce reform to improve the cost-effectiveness of the system.

17. All agencies and employers will need to take ownership of:

- performance management; and
- learning and development.

18. In addition, each local area will need to ensure it has structured arrangements agreed between agencies for improving the effectiveness of information sharing in relation to children. These arrangements should include training to raise the skills and confidence of practitioners in making professional judgments about sharing information, and in seeking consent from children, young people and families.

Resources

19. There are already significant resources devoted to improving outcomes for children and young people and for developing the capacity and quality of the workforce locally. Many of the actions in this strategy will, as well as leading to better outcomes, improve efficiency by removing duplication between services and enabling resources to be used in the most effective way. Our underlying assumption is that reform and development of the children's workforce can be achieved from within the existing available resources.

20. The Government has already made available resources to support workforce development. Resources for the development of the social care workforce as a whole, led by the Department of Health, amount to some £250 million in 2005-06; £60 million per annum from 2005-06 is available to support the development of foster care services, and there are resources contained in the General Sure Start Grant allocations of £130 million across 2004-05 and 2005-06 for early years' workforce development.

21. In addition, the Government is making available specific resources to support this strategy. DfES is providing £15 million in 2006-07 and £30 million in 2007-08 to the Children's Workforce Development Council and £125 million each year from April 2006 to support the transformation of the early years' workforce.

22. This funding, combined with more effective use of existing resources, means it is not a pressure on Council Tax. The Government is committed to working with Local Authorities, their representative organisations, and their partners as policies are developed further to ensure that they do not place new, unfunded burdens on Local Authority resources.

Measuring progress, key priorities and milestones

Improving the outcomes – children and young people’s perception of the workforce

23. This workforce strategy is intended to serve our over-riding objective of improving outcomes for children and young people.

24. In light of *Every child matters* new proposals were issued for consultation – in December 2004 – on integrating the inspection of children’s services. DfES will develop firm propositions for supporting and challenging local areas to drive through change. Where inspection shows that outcomes are not being delivered, statutory intervention would be considered.

25. It will be difficult to disentangle the factors that contribute to improvements in outcomes in any given area. As part of the new joint area reviews of children’s services, the inspectorates will be asking (a random sample of) about 400-500 children and young people in every area a series of questions about their experience of services locally. Within that we will ask:

Are there any professionals with whom you have had contact who have been particularly helpful? And/or whose services you feel have either improved or got worse?

26. Whilst the responses will not in and of themselves influence the overall assessment of a local area, they will begin to create a picture of how well the workforce is meeting children and young people’s needs.

Measuring a direct workforce contribution to the outcomes

27. We are keen to develop an improved understanding of the workforce contribution to improving outcomes for children. The relationship is complex.

28. DfES is working with the Cabinet Office and HM Treasury to explore the scope for measuring more specifically the workforce contribution to improved outcomes. We would welcome views to inform those discussions.

Improving recruitment into and stability within the children’s workforce

29. Within a long-term vision for the children’s workforce, this strategy sets out short and medium-term action to address immediate supply and stability issues in relation to particular sectors. The evidence paper published alongside this strategy sets out the main data that we have assembled about the characteristics of the workforce.

30. We will track over time changes to vacancy rates, (non-retirement) wastage and turnover data. This will give an insight into the effectiveness of the sector-specific measures outlined in the strategy.

31. We are also currently exploring other ways of sharing data about job-changers to give a clearer picture of labour market movement. We have asked CWDC and the Children's Workforce Network to do more work on gathering, analysing and sharing data about the workforce.

Key priorities and milestones

32. Nationally, we need to:

- establish fully the Children's Workforce Development Council and the Children's Workforce Network for England from April 2005;
- have published the Common Assessment Framework, multi-agency working toolkits, Lead Professional guidance and the framework for Inspection of Children's Services by June 2005;
- develop specific propositions for the early years that can be taken forward with the Transformation Fund – work which CWDC will lead – by summer 2005;
- assess the joint working group's review of social work and ensure that the Local Government Leadership Centre has started its work on management and supervision in statutory social services – by autumn 2005.

33. Locally, areas will need to ensure they:

- embed the Common Core of Skills and Knowledge in induction training and CPD activity from April 2005;
- develop recruitment materials to attract people into the Children's workforce including foster carers from April 2005;
- implement the Common Assessment Framework, and take account of guidance on multi-agency working and Lead Professionals;
- have developed a local workforce strategy based on capacity and future development against an understanding of local need and the local labour market as part of the CYPP (to be completed by April 2006).

34. In the longer term, nationally we will:

- complete a review of qualifications and training across the Children's Workforce sectors (by the end of 2005);
- publish revisions of the Workforce Strategy (after the consultation and then annually);
- embed the Common Core in all relevant qualifications, National Occupation Standards, and training by 2008;
- complete work on the qualifications framework to complete and make it fully operational by 2010.

35. In the longer term, locally, areas will:

- use the qualifications framework to inform job design to create new roles in the workforce (during 2006);
- embed the Common Core in all relevant job descriptions (in 2007);
- have children's trust arrangements and a Lead Member and Director of Children's Services in place (by 2008); and
- ensure every full daycare setting has an early years' professional by 2015.

Risks and risk management

Headline risks

36. There are a number of headline national and local risks that could derail the successful implementation of the workforce strategy.

37. Nationally, the main risks are that:

- implementation does not deliver improvements within existing resources:
 - the continued driving up of quality in the early years will have on-going cost-implications beyond the lifetime of the Transformation Fund;
 - limited resource is sucked into wages without improving efficiencies or productivity;
- CWDC, the SSC and the Children's Workforce Network do not deliver all that is expected of them:

- these are new organisations and – in the case of the Network – new working arrangements;
- their ability to influence significant sectors such as education and health is untested.

38. Locally, the main risks are that:

- there is a failure to engage across agencies successfully:
 - Local Authorities and their partners may fail to co-operate sufficiently and align their activities into 150 coherent and effective local change programmes with supportive local workforce strategies;
 - insufficient involvement of schools and health services;
 - the voluntary and community sector may feel excluded;
- there is insufficient capacity available to move the agenda forward:
 - Local Authorities and their partners have insufficient leadership and human resources capacity, and may be short on cash as they attempt to realise efficiency savings.

Mitigating the headline risks

39. To mitigate the risks at national level, we are:

- increasing resources to Local Authorities for children's social care, from £4,015 million next year (2005-06) to £4,516 million in 2007-08;

- providing resources to Local Authorities to implement the Every Child Matters: Change for Children Agenda of £22.5 million in 2006-07 and £63 million in 2007-08;
 - doubling the resources for Sure Start from £866 million in 2004-05 to £1784 million in 2007-08;
 - introducing a Transformation Fund of £125 million each year from April 2006 to invest in high quality, sustainable and affordable early years provision;
 - providing CWDC with grant of £15 million in 2006-07, £30 million in 2007-08, plus resources through 2005-06 to meet costs of setting up and delivering early priorities;
 - requiring that CWDC prioritise support to employers on workforce re-modelling.
40. To mitigate the risk of local failure, we are:
- building the capacity of Directors of Children's Services to lead local change programmes including through a Cross Sector Leadership Programme;
 - employing Regional Change Advisors to assist local areas;
 - offering (limited) resource through the Change Fund;
 - developing a communications strategy to stress the need for co-operation, focussing in particular on schools;
 - integrating delivery of the children, young people and maternity National Service Framework into the Every Child Matters: Change for Children programme;
 - reviewing current approaches so that we improve the sharing and embedding of existing good practice.

Annex 1

Summary of questions for consultation

Thank you for taking the time to respond to the questions set out below in this workforce strategy.

Chapter 1

- Do you agree with our vision for the children's workforce?
- Have we identified the right strategic challenges?
- Have we identified the right sectoral priorities at this stage?

Chapter 2

- Does the new qualifications framework do enough to open up attractive career options in working with children, young people and families?
- How should the qualifications framework for the children's workforce and NHS skills and competence framework work together?

- How could the qualifications framework guide job design locally?
- What should be done to ensure the framework supports career pathways between the statutory, private and voluntary sectors?
- Are there any barriers preventing the recruitment or progression of particular groups of people, such as those from minority ethnic communities or people with disabilities and, if so, what more might be done nationally or locally to overcome them?
- How can we better support inter-agency working?
- What more needs to be done to develop managers who are competent and confident at managing multi-disciplinary teams?
- What more could be done nationally to support workforce reform locally?

Chapter 3

- We think that both the ‘new’ teacher and pedagogue models for early years’ professionals have the potential to help raise the quality of early years’ provision. We welcome comments on the desirability and feasibility of these and other approaches, and views on how best we could take them forward.
- Given the need for provider sustainability and parental affordability, how best can the balance between managerial competence and professional leadership be achieved in settings?
- What balance should we be striving for between graduates and non-graduates in the early years’ workforce?
- What should be our long-term vision for reforming the non-graduate early years’ workforce? What should be our immediate priorities for this part of the early years workforce?
- This strategy proposes a single qualifications framework for the children’s workforce, including those working in early years. What actions might be taken to encourage early years’ employers and employees to recognise and follow the framework?
- What, if any, incentives are needed to encourage early years’ employees to acquire higher skills and employers to reward them?
- We recognise the importance of existing early years’ workers having the opportunity to train to graduate level and beyond. How best can we maximise the potential of the EYSEFD to allow the sector to grow its own future professionals and leaders?
- How best can we learn from, develop and support childminding networks and partnerships to raise childminders’ skill levels whilst maintaining the quality of the service they offer children and families?
- Are there any particular barriers to creating a more diverse workforce in the early years and what could be done to overcome them?

Chapter 4

- What more could/should Government do to promote a career in children and families’ social work?
- What additional measures would support for children and families’ social work:
 - increased supply?
 - improved stability?
 - greater quality?
- How can we ensure that existing best practice, once identified and quality assured, really is embraced and embedded in other areas?

- How could we incentivise the emergence of new roles and new ways of working in children’s social care?
- What are your views on the model of pedagogy that we have described? Are there other options/models we should pursue further in terms of promoting and developing the social care workforce?
- How can we support foster carers to improve life chances for looked after children?
- How can we attract more high quality applicants into the foster care workforce in order to address the current shortage?
- What more could/should Directors of Children's Services and Lead Members do to support fostering locally?
- How quickly can Local Authorities develop better local fostering services and be supported to reduce their dependence on out-of-authority placements which are not in the child’s best interests?
- What further steps need to be taken at national or local level to help the health workforce make the most of the opportunities of the Children’s NSF and *Every Child Matters: Change for Children*?
- What further steps need to be taken at national and/or local level to enable voluntary and community organisations to play a full part in the development and implementation of workforce strategies?
- Are there particular issues that the proposals in this workforce strategy present for providers in the private and/or voluntary and community sectors?
- What further action needs to be taken at national or local level to encourage better integrated working on the ground across different sectors?

We welcome any further comment you may have on this Children’s Workforce Strategy or the Regulatory Impact Assessment of it which can be accessed online at <http://www.dfes.gov.uk/consultations/>

Chapter 5

- What further steps need to be taken at national or local level to help the school workforce make the most of the opportunities of *Every Child Matters: Change for Children* and the Children’s NSF?

How to respond

On Line

You can respond on-line by selecting the ‘Respond on line’ option at the beginning of the consultation webpage.

Other options

There is also an option on the first webpage to download copies of this consultation document and the questionnaire. Questionnaires can be returned as hard copies by post to: Department for Education and Skills, Consultation Unit, Area 1A, Castle View House, East Lane, Runcorn, Cheshire, WA7 2GJ or by email to: cws.consultation@dfes.gsi.gov.uk

Deadline

Completed questionnaires and other responses should be received by July 22nd, 2005.

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Annex 2

Definition note

What we mean by the children's workforce

The principal services used by children, young people and families are early years and childcare, play, health, schools and colleges, youth work, sport and leisure, family support and children's social care, as well as a range of specialist services. There are around 2.8 million people in the paid children's workforce (see Table 2). A further estimated 1.5 million work on an unpaid, voluntary basis.

Table 2: Estimated head count of the paid Children’s Workforce⁵¹ in England by Occupation groups and Sector (totals rounded to nearest hundred).

Group	Sub-group	Public	VCS	Private	Totals
CAMHS ⁵²		7,800	200	?	8,000
Childcare/Early Years ⁵³		103,800	75,000	~304,800	~483,600
Connexions (& related)		14,800	100	-	14,900
Education ⁵⁴		953,200	24,200	76,200	1,053,600
Educational Support ⁵⁵		15,300	?	?	15,300
Health Care		111,700	400	?	112,100
Social Care					~127,600
	Social Services ⁵⁶	~43,200	~5,900	~12,200	~61,300
	Fostering ⁵⁷	~54,200	~4,900	~4,900	~64,000
	CAFCASS	2,000	?	300	2,300
Sport and Leisure					~754,600
	Play work	~23,300	~23,300	~23,300	~70,000
	Sport & Recreation	~207,000	~207,000	~207,000	~621,000
	Caravan Parks	-	-	~50,400	~50,400
	Outdoors	~4,400	~4,400	~4,400	~13,200
Youth Offending		10,300	?	-	10,300
Youth Work ⁵⁸		21,800	~150,000	-	~171,800
Totals		~1,572,800	~495,500	~683,600	~2,751,900

Key

- Number in italics* Figure is either entirely or partially composed of FTE
- ? No data found. Assumed to have no workers
- No data found. Assumed to have workers
- ~ Figure estimated/not based entirely on survey data

51 Source: Various – Annex A of *The Children’s Workforce in England: A Review of the Evidence* for breakdown. NOTE: Sources are drawn from different areas, methods and years. Data ranges from 2000-2004, but is mostly from 2002-03.

52 It is possible that staff included here are double-counted elsewhere, specifically health and social care

53 Includes estimated 100,000 nannies

54 Includes teachers, support staff (including teaching assistants) and FE institution staff

55 Covers Education Welfare Officers, Educational Psychologists, learning mentors and voluntary sector Special Educational Needs staff

56 Public sector headcount derived by taking 90% of actual survey headcount. It is assumed to be less in reality due to double counting individuals with more than 1 role. Day care workers are excluded here as they are included under ‘Childcare and early years’. See Annex A for the source of private sector figures.

57 This figure counts individuals derived by doubling the 32,000 families estimated to work as foster carers. This is almost certainly an over-estimate. Figures from VCS and Private sector are derived from evenly splitting the 5,000 or so families not working directly as LA approved foster carers.

58 The estimated paid staff in VCS is based on NCVYS estimates of the sector’s size, coupled with assessments of major youth organisations’ census results (e.g. Scouts).

The scope of this strategy

The strategy focuses on the paid workforce in the public, private and voluntary sector in England. We do, however, recognise the very substantial contribution volunteers can and do make and the important role that volunteering can play in providing flexible routes – for instance for women returners – into the workforce.

Key characteristics of the children's workforce

Data on the children's workforce is patchy. One of the tasks for Government, working with national partners, will be to consolidate and expand the available evidence base to inform future policy development.

We are publishing alongside this strategy an extensive summary of available data on the children's workforce⁵⁹.

The children's workforce in England comprises many different service groups, professions and patterns of working.

The general characteristics of the workforce are:⁶⁰

- on average, the workforce is predominantly female, although this varies by sector. For instance, school support and childcare workers are almost exclusively female, but sports workers are mostly male;

- part-time workers make up a larger proportion than in the wider labour force. Again, this varies: for example, in the youth sector a large majority are full time, while most school support workers are part-time;
- some occupations (e.g. domiciliary care workers, midwives) have minority ethnic representation equivalent to the whole population while in others (e.g. playgroup workers) these are under-represented;
- those working in school support, education and childcare are more likely to have dependent children;
- the level of qualifications held by the workforce varies widely;
- the public sector employs the majority of the children's workforce. The total pay bill for the public sector element of the children's workforce is estimated (using LFS⁶¹ data) to be over £20 billion per year.

59 *The Children's Workforce in England: A Review of the Evidence*, available at <http://www.everychildmatters.gov.uk>

60 Source: Labour Force Survey, Winter 2003.

61 Labour Force Survey, Winter 2003

Annex 3

Creating a qualifications framework

Chapter 2 sets out the Government's ambition to support better career pathways through the creation of a single qualifications framework. This work will be taken forward by the Children's Workforce Development Council, working with DfES and partners on the Children's Workforce Network.

The framework should:

- facilitate career pathways up and across children's services, so providing more work-based routes into professional and senior roles across sectors;
- support initial and on-going training for people to ensure they can perform their particular role well;
- support the development of new ways of delivering services, breaking down barriers between different professions and so enabling the development of new roles; and
- provide for a more consistent approach to the provision of excellent and stimulating continuous professional development.

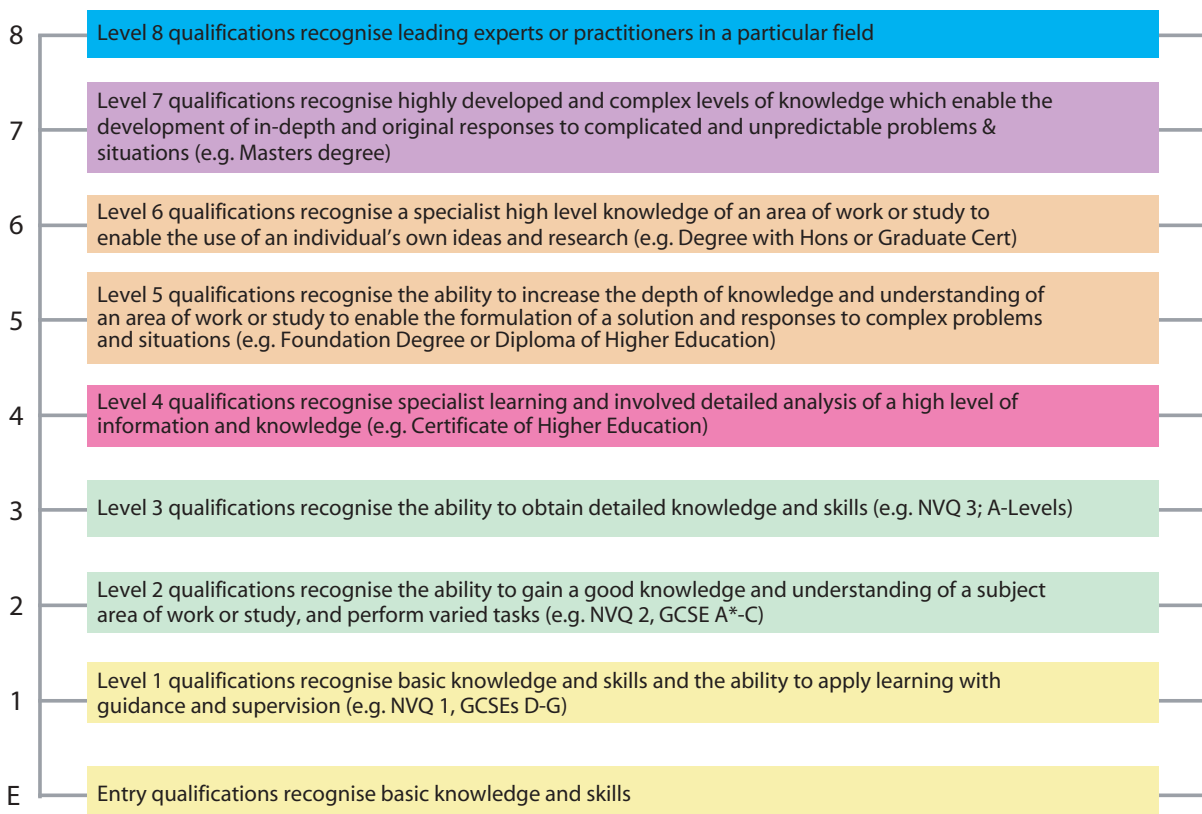
Currently we know that:

- the existing qualifications structure is complex: despite recent action there are still too many competing qualifications available to those working with children, young people and families. This creates confusion for the worker, employer and user alike;
- the absence of any common design or common skills and knowledge in the current array of qualifications acts as an unnecessary barrier to the development of new roles to underpin multi-agency working and information sharing; and
- the structure of some qualifications can prevent an individual gaining credit for prior experience and learning, making it difficult for many to pursue any meaningful career. Significant numbers of people leave work in children's services because they feel they are unable to progress and so make a greater difference to children's lives.

The Government wants to develop a new single qualifications framework, built on transferable units of core and specialist skills and knowledge, with common approaches to the accreditation of previous experience and learning. The common units should be developed from the Common Core of Skills and Knowledge published in parallel with this strategy. This approach has been widely endorsed by employers, sector skills and training organisations, employee and professional bodies.

The new framework will require the review of all occupational standards, following the principles set out in the *The Statutory Regulation of External Qualifications* published by Qualifications and Curriculum Authority for England⁶². This sets out:

- criteria for devising/revising occupational standards (owned by CWDC, TTA, GSCC, and, for nurses, midwives and health visitors, the Nursing and Midwifery Council); and
- national guidance for qualifications in 9 levels, from entry to Level 8, to meet those standards:



62 Together with Qualifications, Curriculum and Assessment Authority for Wales and Council for the Curriculum, Examinations and Assessment for Northern Ireland

An illustration of the six proposed levels

Below we set out a guide to the types of work that might be seen in each of the six levels. Decisions on the design of different teams and services, and specific job roles within these must be taken locally within individual services, organisations and children's trusts. Larger services are currently able to offer career pathways through the kinds of levels suggested in the draft framework. Others may need to sub-divide certain levels and unite others. Smaller services, who may otherwise feel at a disadvantage in the labour market, could collaborate to offer career pathways that support staff moving between them. The framework is meant to be a guide, backed up by the standardisation of occupational standards and qualifications to ensure consistency.

Entry Level (broadly equivalent to entry and level 1 on QCA Framework, reads across to level 1 on the NHS Career Framework⁶³)

Recent entrants to the children's workforce, working under supervision to complete basic tasks to help colleagues in support and professional roles. Induction training to be based on the Common Core of Skills and Knowledge, so ensuring new staff in different service areas have the same basic understanding of how best to serve children, young people and families. The Common Core might be supplemented with some service specific training and development but generally jobs at this

level will not require in depth competence in specialist skills.

Support Workers (broadly equivalent to levels 2 and 3 on QCA Framework, reads across to level 2 on the NHS Career Framework)

More experienced and qualified staff, working in a range of supporting roles with a degree of autonomy, using their own initiative to handle problems and situations; may also supervise recent entrants. People at this level will usually have or be working towards a qualification at Level 2 or 3. Learning will be concerned with acquiring detailed knowledge and skills about working with children generally and the sector specifically. Examples of work at this level include care assistants in residential settings, teaching assistants, nursery assistants, health care assistants and youth and community support workers.

Senior Support Workers (broadly equivalent to levels 3 and 4 on QCA Framework, reads across to levels 3 and 4 on the NHS Career Framework)

People at this level will be working in a para-professional capacity supporting more senior professionals and managing support staff. They would have already acquired a high level of specialist knowledge and information about the specific service in which they work and typically have or be working

63 careerframework@dh.gsi.gov.uk

towards a relevant qualification at Level 4. Examples of work at this level could be the senior manager in a location, such as a playgroup or pre-school leader; or a section manager within a full daycare, or residential care setting; newborn hearing screener or a higher level teaching assistant.

Professional/Graduate Practitioners (broadly equivalent to levels 4, 5 and 6 on QCA Framework, reads across to level 5 on the NHS Career Framework)

People working at this level will typically have a depth of knowledge and understanding of a specific service area or professional role, so as to be able to formulate solutions to complex problems and situations arising. Examples would include teachers, social workers, education welfare officers, educational psychologists, youth workers, Connexions Personal Advisers, occupational therapists and nurses. We would expect to see roles at this level also in early years teaching and in leadership of full daycare settings.

Senior and Advanced Practitioners/Service Managers (broadly equivalent to level 7 on QCA Framework, reads across to levels 6 and 7 on the NHS Career Framework)

People working at this level will be senior experienced professionals able both to deliver specialist interventions in complex cases and to guide more junior professionals in their practice and on-going professional development.

Examples of work at this level include senior social workers in local authority children's services departments; advanced skills teachers; literacy and numeracy consultants; those providing guidance to groups of early years settings; youth work managers and health visitors.

Strategic Leaders/Consultants (broadly equivalent to level 8 on QCA Framework, reads across to levels 8 and 9 on the NHS Career Framework)

Those working strategically within children's and youth services. Examples would include headteachers; leader of an integrated children's centre; head of a youth service; the senior team in a local authority children's services department. People working at this level in a clear professional role will typically have or be working towards a relevant qualification, such as NPQH, NPQICL, or Social Worker Post-Qualifying Framework; those working in strategic roles with less direct impact on practice, like Director's of Children's Services, may be working towards post degree qualifications in public administration. In health these can be staff working at a very high level of clinical expertise and/or with responsibility for the planning of services.

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www.everychildmatters.gov.uk and **www.teachernet.gov.uk/publications**

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