

Research

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Development Council



A picture worth millions

State of the young people's workforce



Children's
Workforce Network
delivering together

Acknowledgements

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Finally we pay tribute to the partner members of the Children's Workforce Network, listed at the back of this document, who had the vision that inspired this work.



Foreword

It is my pleasure to present the first ever State of the Young People's Workforce report.

This is a breakthrough document which brings together never before collated data about the young people's workforce in England. Using the available data, it describes what we know about this workforce as of August 2008.

The report describes a workforce of about six million people. This is an astonishing amount of human resource that is mobilised across the country to support our young people. It tells us important information on the workforce's demographic characteristics, structure, pay and benefits, recruitment, retention, training and qualifications.

The evidence in this report will help us at a local and national level to develop this workforce further so it is less fragmented and more integrated. As workforce planners and managers we must support and nurture these six million people, so we can deliver the commitments of the Children's Plan and Aiming High for Young People.

The report also illustrates the challenges ahead to build a more accurate data picture so we can identify the improvements as we move forward. The benefits of better data collection mean we will be better prepared to face these challenges. Please support us on this journey to grow our next generation of practitioners, leaders and managers of the young people's workforce.



Deirdre Quill
Director of Integrated Workforce

Executive summary

The policy context

The development of the young people's workforce is a priority in the 2020 Children and Young People's Workforce Strategy.¹ A programme of work has begun based on the commitments in Aiming High for Young People.² Services for young people are delivered in a wide range of settings by people with diverse roles, including large numbers of volunteers.

All the bodies connected with young people's workforce development have a commitment to effective partnership to develop a coherent and consistent picture of the young people's workforce and the emerging integrated workforce. Young people's workforce development also needs to address the wider context of improving adult skills levels as described in the Leitch report.³

Youth Matters⁴ reforms should deliver a radical reshaping of services for all young people, with more intensive support for those who need it. The reforms will increase commissioning and integrated working. The young people's workforce is expected to contribute to improving the educational attainment of young people and wider goals for social inclusion. This requires a skilled and confident workforce to commission and deliver the most effective practice known to improve outcomes for young people.

The objectives of the research

This is a three year project, sponsored by the Children's Workforce Development Council (CWDC) and the Children's Workforce Network, to establish the most up to date picture of the young people's workforce in England and to improve the data for effective workforce planning to achieve the Aiming High for Young People Strategy. Annual reports will be produced to record developments over the 2008-10 period.

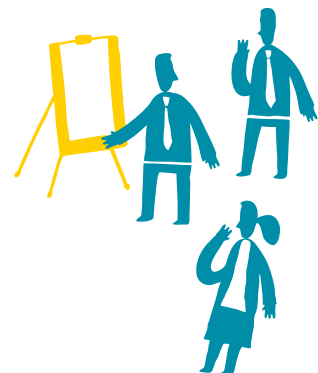
The focus of this first year's research is to provide an initial data baseline and to document the data that is available and data gaps. This will contribute to planning for future data collection that is inclusive of the wide scope of the young people's workforce across the local authority, voluntary and private sectors and reflects developments in services for young people. Future reports will also aim to highlight progress in

policy objectives and the impact of workforce initiatives.

Separate work is ongoing about how to measure and include young people's perceptions and expectations of the workforce through the development of the youth participation data bank.

The outcomes from the first year of research are recorded in this report.

1 www.dcsf.gov.uk/everychildmatters/strategy/childrenandyoungpeoplesworkforce/workforstrategy/
2 www.dcsf.gov.uk/everychildmatters/youth/aiminghigh/aiminghigh/
3 www.dcsf.gov.uk/furthereducation/uploads/documents/2006-12%20LeitchReview1.pdf
4 www.dcsf.gov.uk/everychildmatters/Youth/youthmatters/whatisyouthmatters/whatisyouthmatters/



The young people's workforce

The young people's workforce is complex and fragmented. The young people's workforce reform programme covers paid staff and volunteers, including leaders and managers, who work with young people aged 13-19 (and up to 25 for young people with learning difficulties or disability) either as their primary professional calling or as part of their profession. The scope of the workforce for this year's research includes:

- Youth workers and youth support workers.
- Connexions personal advisers.
- School and college-based learning mentors.
- Educational welfare officers and attendance workers.
- Youth justice workers.
- Job roles in substance misuse work and drugs rehabilitation, housing, health (including mental health) and emotional well-being who work with young people.
- Leaving care workers.
- Outdoor sports leaders.
- Playworkers and many other staff who contribute in some recognised way to the young people's workforce.

Omitted are people providing formal compulsory education or post-16 education or training and social workers because they are beyond the scope of this programme and the data set for this project.

This list is indicative but not exhaustive.

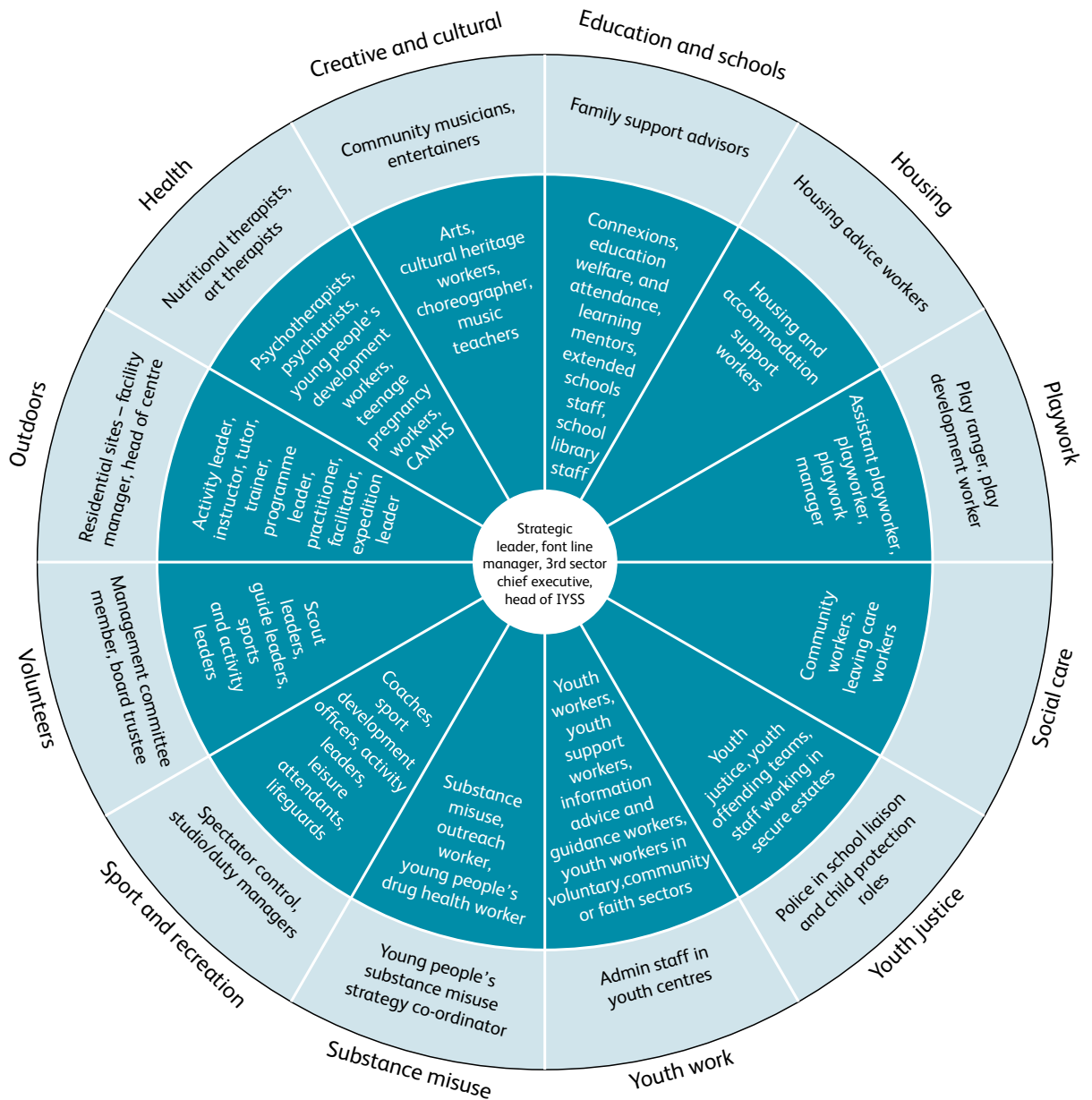
The main objectives of the young people's workforce are to:

- Enable and support young people in their holistic development.
- Work with them to facilitate their personal, social and educational development.
- Enable them to develop their voice, influence and place in society
- Support them to reach their full potential.
- Help to remove barriers to young people's progression and to achieve positive outcomes and a successful transition to adult life.

Currently the young people's workforce is described in a variety of ways using different terminology, eg youth workers, youth support, youth and community workers, youth facing services etc. In this report we refer to the young people's workforce and services for young people. The current roles will be described as they figure in the various data sources. The development of new roles and integrated services may require changes to data collection in the future.

The diagram overleaf gives an overview of the breadth of the current young people's workforce.

Overview of the young people's workforce



- Leaders and managers of front line services for young people.
- Core young people's workforce – involved in the holistic development with young people. Their role mainly involves face-to-face contact with young people.
- Wider young people's workforce – work which sometimes involves young people.

As the diagram shows, youth work is one component of the young people's workforce and youth worker is one of the roles within it. The key purpose of youth work is defined by Lifelong Learning UK⁵ as working with young people to enable and "facilitate their personal, social and educational development, to enable them to develop their voice, influence and place in society and to reach their full potential." Youth workers can work in a range of services, often with others included in the young people's workforce. When youth work is specified

in the report it applies to the workers in this segment of the diagram. The term 'youth workers' refers to the occupation referred to in the data sources.

Only the data on youth workers applies to young people aged 13-19 and up to 25 for young people with learning difficulties or disability. Other data sources may refer to the whole or part of the children and young people's workforce population (eg health and playwork), or the whole of the population (eg sport and recreation and the outdoors).

Data sources and methodology

This year (2009) the project focused on the agreed scoping of the workforce and gathering relevant data, both quantitative and qualitative, by desk research and literature review. The research uses existing data sources rather than gathering new data. The work will need to dovetail with other work on data by the Children's Workforce Data Standards Group and the Central Office of Information (COI) research to profile the workforce and to produce a strategy for communications for the young people's workforce.

By gathering and reporting information in this way, the research has provided new insights into the young people's workforce. However, it did confirm that currently there are difficulties with counting the workforce, including both double counting and missing roles out. The data is often unreliable or has significant gaps in information.

A wide range of data sources was used (see references section of this report and the main report). Some data has been collected consistently (for example, surveys by the National Youth Agency, the Local Government Association and the Information Centre for the NHS and Social Care) and it is important that reliable data continues to be collected to contribute to an overall data collection strategy.



5 www.lluk.org/3132.htm

Sector	Occupations	Paid staff	Volunteers
Creative and cultural	Various arts, dance music and cultural heritage workers	N/A	N/A
Education and schools	Connexions, education welfare, learning mentors, extended schools, family support advisors, school library staff	20,900	N/A
Health	Various medical, nursing and professions, allied health professions, CAMHS workers and many other roles	153,000	N/A
Housing	Housing advice workers particularly those working with 16-17 year olds	N/A	N/A
Outdoors	Activity leader, instructor, assistant instructor, tutor, trainer, programme leader, expedition leader, head of centre	25,000	1,154,000
Playwork	Playworker, assistant playworker, playwork manager, senior/advanced practitioner, play ranger, play development worker	110,300	15,000
Scouts/Girl guides	Girl guides: adult volunteers (unit leaders, unit helpers) Scouts: commissioners, scouters, skills instructors and advisers, section leaders, sectional assistants	N/A	173,000
Social care	Community workers, leaving care workers	1,500	N/A
Sport and recreation	Coaches, officials, sport development officers, group or activity leaders, spectator control, recreation assistants, leisure attendants, lifeguards, studio/duty managers	363,000	3,400,000
Substance misuse	Substance use workers, drug and alcohol workers, social workers	1,000	N/A
Youth work	Youth workers, youth support workers; information, advice and guidance workers	77,000	523,000
Youth justice	Youth offending teams (not incl. in total as possibly included under youth work)	11,600	7,600
	Youth offending institutions	11,850	N/A
Total (above)		775,150	5,272,600

Table 1.1: Sectors and occupations engaged in the young people's workforce.

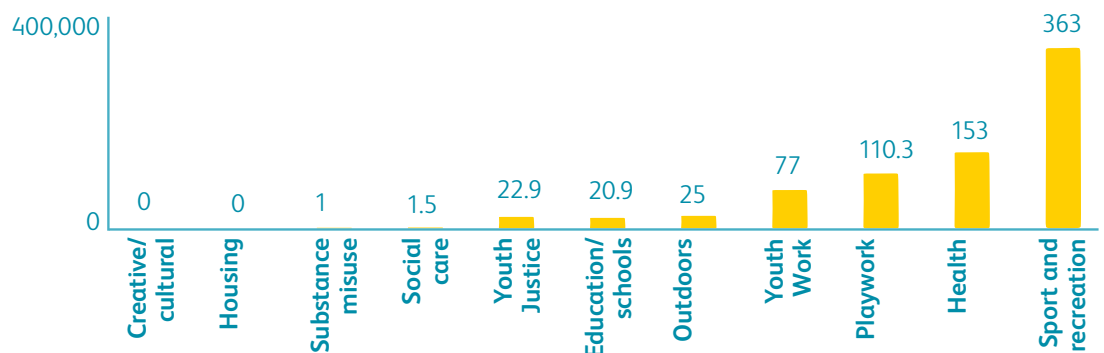


Chart 1: Paid workers in the young people's workforce

■ Paid workers (000s)

Current estimates of employment numbers

Table 1.1 gives an overview of the main sectors, occupations and the available overall numbers of people employed or volunteering in the young people's workforce. It also identifies where data is not available.

The main report details the available data and how robust it is. Due to the lack of accuracy of some of the data, it should only be used as a working baseline for future data development rather than as definitive information (see also Chart 1).

The data for some sectors is out of date or non-existent and there may be extensive double counting of people in some sectors. For some sectors, such as playwork, there may be over counting due to inclusion of those primarily working with other age groups outside the scope of the programme. The figures are based on headcount ie numbers of people rather than the hours they work.

- The research identified 775,150 paid workers and 5,272,600 volunteers. This excludes some sectors with no data, but includes data which may double count across the sector.
- The largest sectors of paid workers were sport and recreation (363,000), health (153,000), playwork (110,000) and youth work (77,000) The greatest concentrations of volunteers were in

sport and recreation (3.40 million), the outdoors (1.15 million) and the youth voluntary sector (0.52 million). However some data sources on volunteers are based on estimates or are out of date.

- Around two thirds of youth and community workers, around two fifths of sport and recreation/outdoors workers and around 30% of playwork staff worked full time although in some sectors information is not available.
- In sports and recreation and outdoors, 11% and 16% respectively were self employed. 85% of youth workers were permanent and 12% were not permanent (3% not recorded).

Most data refers to the statutory sector and some data refers to people working in all sectors (although breakdowns by statutory, voluntary and private sectors are uncommon); research on the voluntary sector workforce will be a priority for ongoing research undertaken by the University of Hull on behalf of Children England and the National Council for Voluntary Youth Services (NCVYS).

Workforce structure and demographic characteristics

- In sectors where data is available (including the voluntary sector), around one tenth of the workforce were 'managers', just over half were 'professionals' or 'practitioners', around a quarter were 'operational' or 'support' and 10-15% were 'administrative staff' (nb definitions are those used in the data sources).
- The majority of the young people's workforce were female, ranging from 95% of playwork staff and 91% of parenting skills advisers, to 49% of youth workers and 55% of outdoors staff (see chart 2 opposite).
- Across the workforce the main black and minority ethnic (BME) groups were Asian/Asian British (0.9% to 7.5%) and black/black British (1.4% to 10.7%). The numbers of white staff range between 77% and 95% of the workforce (in most groups around 8-9% are not stated). In the general population 85% of those aged 0-15 years are white and 89% of the whole population is white (see Chart 3, opposite).
- The age profile varies between a relatively young workforce in play, the outdoors, sport and recreation (the latter sector having 35% of its workforce aged 16-24 and 29% aged 25-34 years) to a more mature profile amongst youth and community service officers (the senior managers of local authority youth services), legal advisors (of whom 20% were aged 35-44 years and 20% were 55-64 years) and managers generally (see Chart 4, opposite).
- There is little evidence concerning disability among the workforce; 13% of entrants to HE youth and community courses were disabled (the main reason being dyslexia).
- In a survey of youth service managers in 2008, 41% were male and 59% were female (compared with 45%/55% in the voluntary sector), the average age was 46 years (42 years in voluntary sector), 92% were white and 8% considered themselves disabled (with no difference in the voluntary sector).



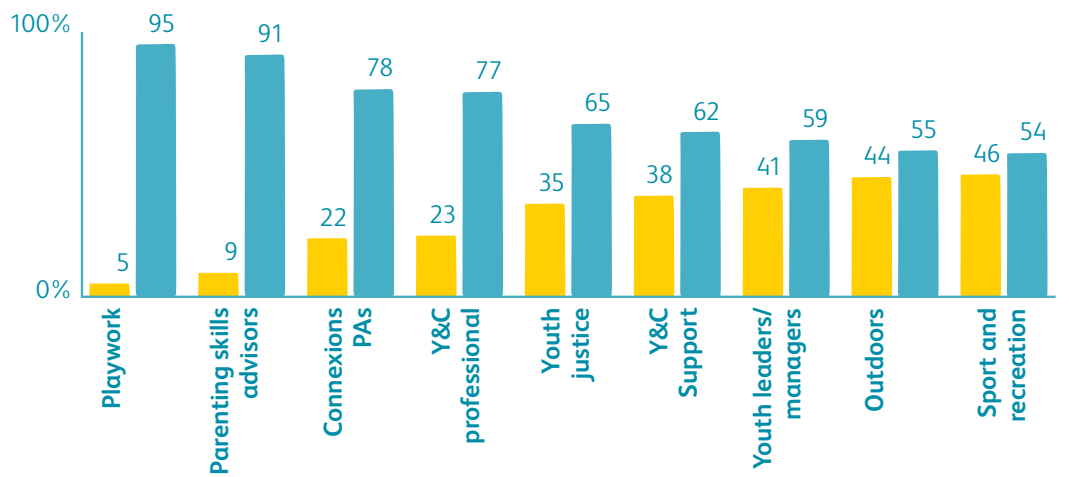


Chart 2: Gender profile

Male (%) Female (%)

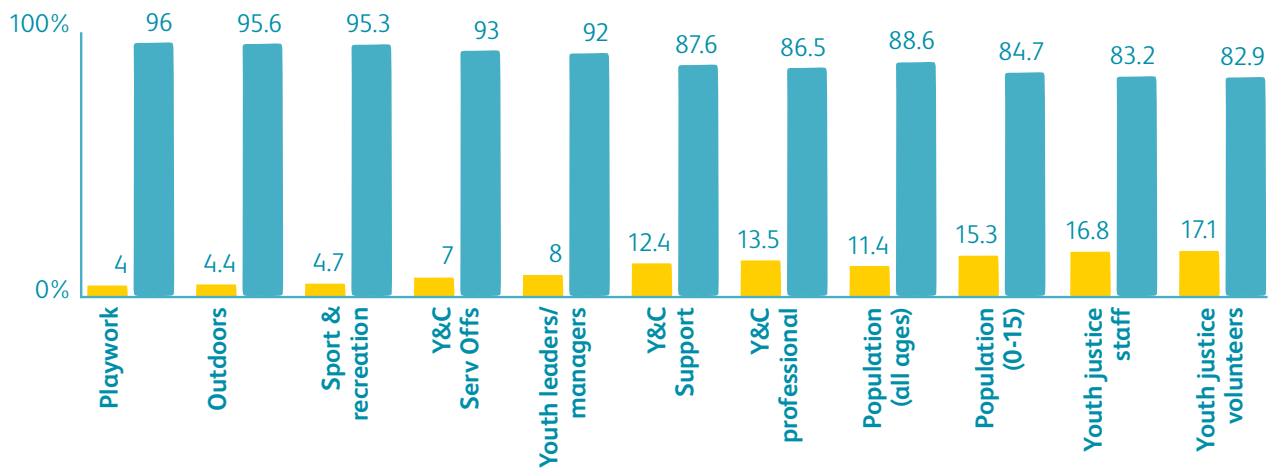


Chart 3: Ethnicity profile

BME (%) White (%)

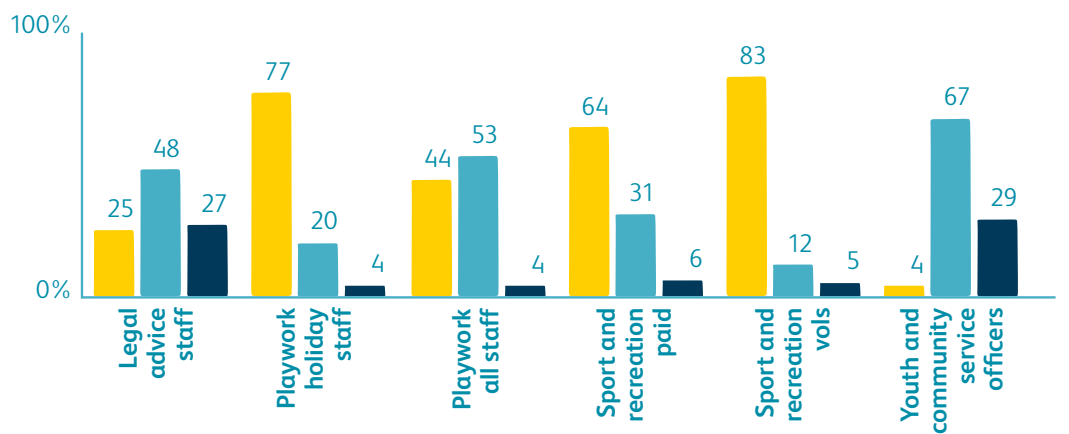


Chart 4: Age profile

16-34 years 35-54 years 55+ years

Recruitment and retention

Recruitment and retention may not be straightforward to measure and evaluate as it could be influenced by a range of factors. Vacancies may exist for a number of reasons not just because of shortages of suitably skilled people, but also sometimes due to lack of funding for posts or recruitment delays. The data is limited.

Summary of key findings:

- In terms of the young people's workforce there were few recruitment or retention difficulties identified in 2008.
 - Vacancy rates for 2007 and 2008 were highest in youth justice (3.7%) and lowest for youth and community service officers (1.7%); however, data is extremely limited.
 - In two sectors, the incidence of hard to fill vacancies ranged between 35% in playwork to 11% in the outdoors and 9% in sport and recreation (but information is limited and relates to 2005).
- There is little up to date information on turnover and employment mobility in the young people's workforce. The only overall data available related to:
 - local authority youth and community workers in 2005, which showed annual turnover for professional workers of 13.1% and 20.2% for support workers
 - local authority managers in 2007, which showed annual turnover of 8.4% compared with a recruitment rate of 3.4%.

Training and qualifications

The information on qualifications is piecemeal. There is good data where there are clear guidelines about levels and types of qualifications required for certain occupations, (for example youth workers) and where there are expectations about levels and types of qualifications. Some information is for the workforce as a whole, such as playwork, and does not give a breakdown of those who provide services specifically for young people.

- Of youth and community workers classified by the Office of National Statistics, 47% held qualifications equivalent to level 4 or higher, 21% at level 3 and 16% at level 2 (the remainder held lower/other/none); 30% held a NVQ and 32% were graduates.
- Of this workforce, 19% were currently working towards/studying for qualifications (including around 8% at degree level and around 4% for NVQs).
- Across the whole SkillsActive workforce, 30% held qualifications at level 4 or higher, 19% at level 3, 22% at level 2 and 29% at level 1/none.

- 3,352 students were registered at HE institutions on youth and community work courses recognised by the Joint Negotiating Council for professional status, of whom 41% were on Dip HE programmes, 27% on BA Honours degrees, 13% on foundation degrees and 19% on other programmes.
- Young people's workforce managers report skills gaps in commissioning, performance management and implementation of integrated youth support services (issues which are most acutely felt in smaller voluntary organisations). Local authorities' annual spend on continuing professional development averaged £63,000 per responding authority in 2007/8 (based on responses from 96 authorities).
- For the front line workforce in sports and recreation, outdoors and playwork, a variety of skills gaps have been reported including team working, communications skills, customer handling skills and planning and preparation. However the information is dated.
- The numbers of trainees on the youth apprenticeship framework is quite small and the barriers to involvement include costs and matching opportunities to individuals.

Pay and benefits

Information on the pay and benefits of young people's workforce varies in scope and timing. There appears to be some pay disparity between males and females. The key findings are:

- In 2008 the gross annual pay of all full time youth workers averaged £24,219 p.a. with the average for males being £25,022 and females £23,567 (a gender gap of 6.2%).
- In 2008 the average annual pay of all careers advisors and vocational guidance specialists was £27,984 p.a. (for males and females it was £29,360 and £27,222 p.a. respectively, a gender gap of 7.9%).
- In local authorities the average pay in 2007 of full time youth and community service officers (local authority senior managers) was £39,558 p.a.
- In 2007 another local government source gave the gross average pay for the following groups (full time): careers advisors and vocational guidance specialists (£23,530 p.a.), Connexions PAs (£24,305 p.a.), educational welfare officers (£25,270 p.a.), sports and leisure assistants (£17,450 p.a.) and youth and community workers (£21,753 p.a.).
- There is little useful information on benefits available and what impact pay/conditions have on retention.

Workforce planning

Employers need to undertake workforce planning to ensure that workforce number and quality match changing demands. This will impact on workforce population and changes in services, including changes in the ways services are delivered. The study gathered a range of data on the changes involved and how employers will need to respond. Summary of key findings from the qualitative data:

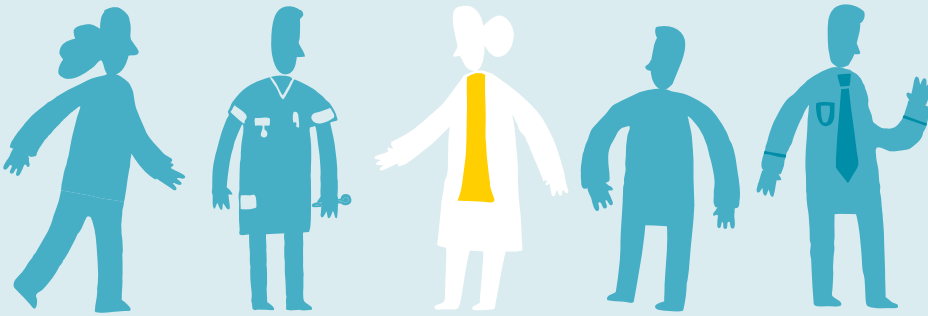
- The context in which services for young people are delivered is evolving rapidly.
- Models of integrated working are developing but are very variable.
- The voluntary sector forms a large part of the workforce and should also be more integrated into delivery of services for young people.
- The private sector currently does not seem to be included to any great extent – please see section 10 of the full report for more details.
- Commissioners and funders could play a greater role in capturing and updating data.
- Job satisfaction is often high amongst professionals working with young people.
- Youth workers are experiencing restructuring in training with the introduction of the integrated qualifications framework, youth work occupational standards and the introduction in 2010 of a degree-level profession.
- Apprenticeships, although popular with employers and young people, are not progressing well for a number of reasons.
- There is a range of initiatives and plans in place for youth support services workforce development. The challenge is to ensure that youth support services are targeted as a priority, whilst also benefiting from being integrated into the wider children and young people's workforce.

Assessment of data sources

In 2009 the research aimed to assess data gaps in relation to (quantitative and qualitative) data needs: to review the need for future data collection; and to propose a data collection plan.

Summary of key findings on data sources:

- This is a complex workforce across a number of employment sectors. There are many data sources too, held by a wide range of agencies.
- Overall, it is currently not possible to provide a full picture of the young people's workforce in England. The main gaps in employment data apply to the creative and cultural, housing, schools and education, social care and substance misuse sectors, employment in the voluntary and private sectors and volunteers. Data gaps particularly apply to age, disability, retention data, specific qualifications, current training data and detailed pay and benefits data.
- Individually most data collections are of good quality and deliver the data required. However, some sources are out of date. Generally there is little coordination between data collectors to avoid duplication, to produce agreed data and to use a common set of data definitions and classifications. Additionally, there are difficulties in comparisons between sources and over time.



Conclusions and implications – key issues for data

An effective workforce data strategy across the statutory, voluntary and private sectors would be useful to underpin the need to tackle shortages of or deficits in workforce information.

- This strategy should clarify the scope of the young people’s workforce and terminology.
- The main aim and success criteria of the strategy would be improvements in key policy areas supported by quantitative and qualitative data.
- The strategy should encompass the wide ranging and complex nature of the sector and the challenges of integrated working and new services. It should seek to build on existing data sources incrementally. It would be crucial to maintain and develop the existing data sources as part of the strategy.
- Data on the demographics of the workforce should be provided within the context of the demographics of young people in England.
- The implementation of integrated workforce development strategies such as CPD, leadership and management and career pathways would underpin research and data collection.
- It would be useful if workforce research and data collection could measure achievement of overall policy outcomes with regard to workforce development. It could also take into account young people’s perceptions and requirements of the workforce and the impact on better outcomes for young people, including:
 - changes in workforce status, professional identity, changing roles, morale and aspirations and equality with other professions
 - improvements in and blocks to future recruitment and retention
 - development of integrated entry and career planning pathways and a continuing professional development framework to deliver integrated youth support services
 - development and achievement of a more consistent set of training and qualifications across the young people’s workforce including apprentices, leaders and managers
 - a rise in the level of skills and more consistent quality of practice across the young people’s workforce
 - implementation of effective leadership and management development to successfully manage integrated working and partnerships
 - the impact of integrated working and support on roles, competences and qualifications
 - the challenge of gathering consistent data across sector skills councils, statutory, voluntary and private sectors on the size and scope of the workforce
 - pay/conditions of service and how these link with qualifications.

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Section 2: Introduction

2.1 Objectives

This report is the result of research from the first year of a three year project to establish the most up to date picture of the young people's workforce in England, commissioned by the Children's Workforce Development Council (CWDC) on behalf of the Children's Workforce Network (CWN) Young People's Workforce Reform Programme. The principal aims of the project are to improve data for effective workforce planning to achieve the Aiming High for Young People Strategy (DCSF 2007) and to deliver three annual young people's workforce reports up to 2010. This first report establishes the baseline data position as at August 2008 and the subsequent reports will measure changes over the three year period. The reports support the development of a range of initiatives across the young people's workforce programme and the wider evaluation of the Aiming High for Young People strategy. (DCSF 2007).

The State of the Young People's Workforce report is an annual overview to establish the most up to date picture of the young people's workforce in England. This report records all available workforce data on demographics, employment trends, pay, training, qualifications and type of service offered. It covers the voluntary, independent, private and public sectors, sources of funding and employment status.

The main objectives of the research in 2009 were to:

- agree the scope of the young people's workforce to be covered by the research;
- produce an agreed data specification for the data items needed across the young people's workforce;
- review availability of workforce data across all elements of the workforce;
- assess data gaps in relation to data needs;
- assess qualitative aspects of data collections;
- review the need for future data collections;
- provide proposals for future data collections;
- produce *The State of the Young People's Workforce in England* report.

The main outcomes from the first year are:

- An Executive Summary;
- The Main Report.

2.2 The young people's workforce

The young people's workforce is complex and fragmented. It includes paid staff and volunteers in the statutory, private and third sectors, including leaders and managers, who work with young people (aged 13 - 19 and up to 25 for young people with learning difficulties or disability) either as their primary professional calling or as part of their profession, or as volunteers. The scope of the workforce for this year's research includes:

- youth workers and youth support workers;

- Connexions personal advisers;
- school and college-based learning mentors;
- educational welfare officers and attendance workers;
- youth justice workers;
- job roles in substance misuse work and drugs rehabilitation, housing, health (including mental health) and emotional well-being who work with young people;
- leaving care workers; outdoor sports leaders, play workers and other staff who contribute in some recognised way to the young people's workforce.

The main objectives of the young people's workforce are to:

- enable and support young people in their holistic development;
- work with them to facilitate their personal, social and educational development;
- enable them to develop their voice, influence and place in society;
- support them to reach their full potential;
- help to remove barriers to young people's progression and to achieve positive outcomes and a successful transition to adult life.

The diagram on page 3 gives an overview of the scope of the current young people's workforce.

Currently the young people's workforce is described in a variety of ways using different terminology e.g. youth workers, youth support, youth and community workers, youth facing services etc. The current roles will be described as they figure in the various data sources. The development of new roles and integrated services may require changes to data collection in the future.

Omitted are people providing formal compulsory education or post-16 education or training and social workers because they should already be equipped to work with young people.

Scoping the workforce precisely has proved to be a difficult exercise as data sources in some sectors do not identify people working solely or mainly with young people aged 13-19 particularly in schools, play work, sports and recreation, creative and cultural occupations and many health occupations.

2.3 Methodology

The first year of the project focused on five main strands of work:

- initial scoping of the workforce covered by the exercise – see Table 2.1 for a summary;
- scoping of the data items to be included – see Table 2.2;
- gathering and reporting all relevant data sources in this report;
- evaluating existing and planned data sources including qualitative data, as the basis for planning future reports;
- planning the direction of future data collection concerning the young people's workforce and planning future State of the Young People's Workforce reports.

The report covers these facets and contains twelve main sections:

- section 3: sets out the policy context, the primary drivers to develop the young people's workforce and key indicators by which to assess developments;
- section 4 summarises the main data sources;
- section 5 sets out the key data on the numbers employed across the young people's workforce;
- sections 6 to 9 separately report data on workforce structure, demographic characteristics, recruitment and retention, training and qualifications, pay and benefits;
- section 10 on workforce planning reviews workforce issues and developments as revealed by the data reported;
- section 11 makes an assessment of the data gathered in the report; and
- the concluding Section 12 draws together conclusions and implications in relation to policies and future data collection.

Table 2.1: Occupations included in the State of the Young People’s Workforce Report*

Sector	Occupational group
Arts, Creative and Cultural	arts agents, arts development staff, arts education staff arts teachers/tutors, choreographers, cultural heritage staff community musicians
Education and Schools	Connexions personal advisors education welfare officers and attendance officers school libraries service workers learning mentors (school and college based)
Health	medical/dental consultants and registrars (obstetrics and gynaecology, paediatric specialties) young people focussed nursing, midwifery and health visiting staff many other specialist roles
Housing	housing workers, accommodation support workers.
Play	play workers, assistant play workers
Social care	leaving care workers, community workers
Sports	sports coaches, leisure attendants, activity leaders
Youth	Information, Advice and Guidance (IAG) officers youth support workers youth workers (paid and unpaid)
Youth Justice	youth Justice/youth offending teams custodial care, young offenders institutions, secure training centres, secure children’s homes (custodial care), family liaison officers (police), substance misuse workers.
Substance Misuse	outreach workers, drug health workers.
Volunteers	scout and guide leaders, sports and activity leaders.
Outdoors	young people’s expedition leaders, activity instructors.

* This table contains examples but is not exhaustive.

Table 2.2: The data specification

Employment Paid staff - Working hours (full time, part time, headcount, FTE) - Permanent/temporary/agency Volunteers (headcount) Sector -Statutory/voluntary/private Service Occupation Workforce structure	Training and qualifications Qualification levels - NVQ equivalence levels 1-5 Current training levels - NVQ equivalence levels 1-5 Qualifications/training to include: - Foundation degrees - Apprenticeships - NVQ - CPD Training funding sources
Diversity Gender Ethnicity Age Disability	Pay and benefits Pay levels Benefits
Recruitment and retention Recruitment difficulty Vacancies Retention difficulty Annual turnover Destinations of leavers Origins of starters	

2.4 Data standards

Data standards are definitions of data items intended for common use to aid coordination and consistency of data. The lack of such standards has been a barrier to the development of useful workforce data across the children's workforce and beyond.

DCSF has joined with other organisations to form a Standards Working Group (SWG) looking at harmonising data standards for the children's workforce. The twin aims of the initiative are that all use of data on the children's workforce, whether local use or within data collections, is based on common standards; and that the various collection processes are harmonised by agreement to be reached among all stakeholder organisations.

If these aims can be realised then LAs and central organisations will have access to a suitable volume of data for management, planning and policy development and the effort required to comply with statutory collections will be kept to a minimum.

A national consultation is due to commence in April 2009. Agreed standards will be submitted to the Information Standards Board (ISB) in England, the sector wide authority for all information and data standards.

The development of these standards is potentially an important development and CWDC/CWN (which is represented on the Working Group) will ensure that the young people's workforce is covered adequately by these or other standards.

Section 3: The policy context

3.1 Key findings

- The young people's workforce is a priority for workforce planning and development;
- The scope of the young people's workforce is complex - youth work is undertaken in a wide range of settings by people with diverse roles including many in the voluntary sector;
- The young people's workforce is expected to contribute to achieving wider social inclusion goals and improving the educational attainment of young people;
- Workforce development also should be seen within the wider context of improving adult skills levels.

3.2 Issues for consideration

- Complexity of the scope of the young people's workforce;
- Challenges of integrated working and developing roles;
- Identifying improvements in key areas through quantitative and qualitative data.

3.3 Summary of context

The 2020 Children and Young People's Workforce Strategy¹ describes how Government will work with partners to ensure that everyone in the workforce receives the support and development they need to achieve the vision in Every Child Matters² and the Children's Plan³. It identifies reforms needed across the workforce but also priorities for development in each part of it. Youth work together with social work, social care and early years were identified as priority areas to improve quality and capacity.

For the young people's workforce, a programme of work has already begun based on commitments in Aiming High for Young People⁴. This includes support and development for workers and the large numbers of volunteers in the third sector. A longer term comprehensive plan will be developed, building on this work, to ensure that the workforce can support the challenges facing young people in and out of learning, including raising the participation age and new 14-19 pathways.

The scope of the young people's workforce is complex. Work with young people is undertaken in a wide range of settings by people with diverse roles. The Lifelong Learning UK (LLUK) Sector Skills Agreement⁵ describes work with young people as usually focusing on their personal and social development and the promotion of their

¹ DCSF (2008)

² DFES (2004)

³ DCSF (2007)

⁴ DCSF (2007)

⁵ LLUK (2008b)

inclusion, 'voice' and influence. The young people's workforce work with young people individually and in groups in a variety of settings: youth centres, sports centres and youth clubs; detached (street-based) projects; information, advice and counselling centres; health centres and in partnership with schools, youth offending teams (YOT) and other children and young people's services. Youth work includes local authority, health, youth justice, private and voluntary provision.

The Youth Justice Board's workforce strategy reflects the same priorities and goals as Aiming High for Young People⁶. Further education, health, sport and culture, crime and justice workforces also have strong commitments to children and young people as well as the adult workforce. The wider community, learning and development constituencies are now located with Lifelong Learning UK. The LLUK strategy has a renewed focus on the needs of youth work, parenting and family education. These constituencies (supporting individuals at the key transition times) are primarily framed by the FE, Youth Matters⁷ and Every Child Matters agendas.

The 2020 Children and Young People's Workforce strategy⁸ identifies the need to work with the wide range of relevant partners to improve capacity to respond to the needs of young people through integrated working, developing leaders and managers of more integrated services and to provide support to those who work with children and young people.

On the front line, key challenges and concerns have been identified which include:

- Continuing high levels of vacancies in some professions and regions;
- Quality of initial training;
- Low status of some professional groups;
- Clarity of purpose of some professions;
- Quality of management and leadership;
- Challenges to effective integrated working between professionals from different backgrounds and services.

The programme of reform for children, young people and the workforce is in the context of the Government's key themes of strengthening economic prosperity, productivity and social justice to which the development of skills within the population as a whole is expected to contribute. The Government is looking to achieve Lord Leitch's⁹ proposals in order to raise skills levels across England. Specifically, provision at all levels must be responsive to the needs of learners, employers and communities. In response, Public Service Agreements (PSAs) have been established in England, which set out clear targets for improving the educational attainment of

⁶ DCSF (2007)

⁷ DfES (DfES, 2006b)

⁸ DCSF (2008a)

⁹ HMT/DIUS (2007)

young people and improving adult skills levels. These targets influence the demands placed on all the agencies responsible for the children and young people workforce.

3.4. Key findings

- Youth Matters reforms should deliver a radical reshaping of services for all young people, with more intensive support for those who need it;
- This requires a skilled and confident workforce to commission and deliver the most effective practice, known to improve young people's outcomes;
- The sector skills councils have a commitment to effective partnership to develop a coherent and consistent picture of the youth sector and integrated workforce.

3.5 Issues for consideration

Effective workforce research and data would be useful to measure achievement of overall policy outcomes with regard to workforce development and the impact on better outcomes for young people, such as

- Changes in workforce status, professional identity, morale and aspirations and equality with other professions;
- Improvements in future recruitment and retention;
- Development of integrated entry and career planning pathways and a continuing professional development framework to deliver integrated youth support services;
- Development and achievement of a more consistent set of training and qualifications across the young people's workforce;
- A rise in the level of skills and more consistent quality of practice across the young people's workforce;
- Implementation of effective leadership and management development to successfully manage integrated working and partnerships;
- Impact of integrated working and support on roles, competences and qualifications
- Consistent data across sector skills councils, statutory, voluntary and private sectors on the size and scope of the workforce.

3.6 Summary of key policies relating to the young people's workforce

3.6.1 Every Child Matters (ECM)

The revised ECM Outcomes Framework was launched on 3 April 2008¹⁰. The framework shows the links across Government between Every Child Matters, the Children's Plan, the Public Service Agreements and the Department of Communities and Local Government (DCLG) - led National Indicator Set of measures, against which the achievement of improved outcomes for all children and young people will be measured. The Government's aim is for every child and young person, whatever their background or their circumstances, to have the support they need to:

- be healthy;
- stay safe;
- enjoy and achieve;
- make a positive contribution;

¹⁰ DCSF (2008b)

- achieve economic well-being.

Improving outcomes for all children and young people underpins all of the development and work within children's trusts.

3.6.2 Children's Workforce Strategy

In December 2008 the Department for Children, Schools and Families (DCSF) launched 2020 Children and Young People's Workforce Strategy.¹¹ This builds on Building Brighter Futures: next steps for the children's workforce (DCSF, 2008). The 2020 Strategy sets out the Government and the Expert Group's vision that everyone who works with children and young people should be:

- ambitious for every child and young person;
- excellent in their practice;
- committed to partnership and integrated working; and
- respected and valued as professionals.

3.6.3 Aiming High for Young People

Aiming High for Young People: a ten year strategy for positive activities was published in July 2007.¹² It aims to develop a skilled and confident workforce who can deliver the best outcomes for young people. Future training will include the incorporation of emerging research and evidence that adolescence is a distinct developmental stage to assist practitioners in getting beneath the surface of many presenting issues and to offer more valuable advice and support. It will also cover delivering good health information, advice and guidance.

Ensuring excellence in the workforce is a long term priority but challenges have been identified:

- Moving to integrated service delivery requires clarity about the respective roles of different professional groups and what the common requirements are across sectors and disciplines for working successfully with young people;
- Changing the relatively low status of working with young people;
- Improving recruitment and retention and providing incentives to attract more adults and young people to enter and remain in the workforce;

¹¹ HMT/DCSF(2007).

<http://publications.everychildmatters.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=DCSF-01052-2008>

¹² DCSF (2007)

- Achieving a balance between ensuring the wider young people's workforce has the right skills and support while not deterring more adults from working with young people through raising skills thresholds;
- Ensuring adequate supervision and management of front line staff to improve the quality of engagement with young people and to ensure that safeguarding protects people from abuse or neglect and embraces their health and development.

Some of these barriers will be addressed by the ongoing reform of the children's workforce, including the Youth Matters workforce reform agenda which is being taken forward by the CWN Young People's Workforce Reform Programme Board.

3.6.4 Youth Matters: Next Steps

Youth Matters: Next steps¹³ aims to give all young people the chance of a positive future by helping them to learn in ways that motivate, stretch them and enable them to achieve; engage in positive developmental activities; make informed choices about their lives; and benefit from high-quality, targeted support before problems escalate. A core commitment is for young people to be involved in all decisions that affect them – a commitment that is now impacting on all planning and development work for this sector.

CWDC is creating two separate databanks that will collate existing consultations on what parents/carers and children/young people think about the workforce. Canterbury Christ Church University is working with CWN, to create the database of children and young people's views of their workforce. Both databases will create an information bank of existing research to avoid duplication of work. The resources will also help to identify gaps in consultations with these key stakeholders, as well as shaping future children's workforce research and policy development.

Youth Matters reforms should deliver a radical reshaping of services for all young people, with more intensive support for those who need it. There is a shift from intervention to prevention services with services working together more effectively to deliver a personalised early response to the problems that young people face. The intention is that all young people will be able to benefit from high quality, integrated support services delivered by a wide range of statutory, third and private sector partners. This requires a skilled and confident workforce to commission and deliver the most effective practice, known to improve young people's outcomes.

3.6.5 Sector Skill Bodies Workforce Strategies

People who work with young people are included in a number of sector skills council workforce development strategies and other organisations such as the Youth Justice Board. The overarching children and young people policies described above apply to these roles. The organisations with a remit for the young people's workforce have a commitment to effective partnership to develop a coherent and consistent picture of the youth sector and integrated workforce development. Sector skills bodies include:

¹³ (DfES, 2006b)

- The Lifelong Learning UK Sector Skills Agreement Collaborative Action Plan covers community learning and development, which is one of the five main constituent areas for LLUK. It represents mainly, but not exclusively, non-formal and informal learning delivered in community-based settings as well as dedicated community development activity and youth work. It includes work with parents and families aimed at building social infrastructure and quality of life. The wide range of community-based activity means that many of those who work with LLUK standards are involved in work with young people. The strategy identifies that there are some radical new developments, which will have an impact on the young people's workforce such as raising the school leaving age to 18 by 2015; developing more 14-19 diplomas and transferring funding for 16-19 year olds from the LSC to Local Authorities. A draft manifesto for youth work is being considered by LLUK in discussion with NYA using a document by Bernard Davies (NYA Summer 2005);
- Skills Active is made up of five sub-sectors: sport and recreation, health and fitness, playwork, the outdoors and caravans many of whom work with young people;
- The Youth Justice Board which has published its workforce strategy to sit alongside the CWDC Workforce Strategy¹⁴ to ensure more effective working and competent workers;
- Local government Workforce Development strategy – Local Government: the Place to be, the Place to work, Delivering through people (2007)¹⁵ has overarching objectives for recruitment, retention, leadership and management development, skills and development, pay and rewards for local government employees;
- Other relevant sector skills council strategies include Skills for Health and Creative and Cultural Skills.

¹⁴ <http://www.yjb.gov.uk/publications/Scripts/prodView.asp?idproduct=430&eP>

¹⁵ <http://www.idea.gov.uk/idk/core/page.do?pageId=5222019>

Section 4: Data sources

4.1 Introduction

This section summarises the data sources currently available and likely to be available in the future. It is the basis for compiling an inventory of current data and to carry a 'gap analysis' in Section 11 which compares the data available and that required.

4.2 Key findings

- Varied availability of data across the sectors, with some sectors having a number of sources and others having none;
- A varied picture concerning future availability, with data developments in some sectors whilst there is uncertainty in others.

4.3 Issues for consideration

- How to maintain existing sources of data and appropriate funding;
- How to develop new data sources where there are data gaps.

4.3 Main data sources

The main data sources used by the research are grouped in Table 4.1 according to the sectors that they cover. Generally, data sources are more plentiful for youth workers, schools/education and health sectors, whilst currently there are no sources available for creative and cultural, housing and substance misuse sectors. Some sources listed are out of date and/or discontinued.

In year two of the project the search for data sources will continue, combined with initiatives to stimulate the development and integration of data sources.

Table 4.1 Main data sources

Sector	Main data sources
Creative and Cultural	None
Health	Children's Service Mapping (Durham University, 2008) NHS Hospital and Community Services: Medical and Dental Staff Census, England, 30 September 2007. NHS Hospital and Community Services Non Medical Workforce Census, England, 30 September 2007
Housing	None
Outdoors	Skills Needs Assessment for the Outdoors (SkillsActive, March 2006)
Playwork	Skills Needs Assessment for Sport and Recreation (SkillsActive, September 2005)
Schools/education	Local Government Earnings Survey (LGA, 2007) Survey of Characteristics of Connexions staff (DCSF, 2005)* Skills Foresight Report (Paulo, 2004)
Social care	Personal Social Services Staff of Social Services Departments (Information Centre for Health and Social Care (2008)
Sport and recreation	Skills Needs Assessment for Sport and Recreation (SkillsActive, September 2005)
Substance misuse	None
Youth workers Youth and Community Workers Youth and Community Service Officers	Labour Force Survey (ONS)* Annual Survey of Hours and Earnings (ASHE) Local authority youth services annual audit (NYA, 2007/8) Annual Monitoring of Youth and Community Programmes (NYA, 2007) JNC for Youth and Community Workers Pay and Workforce Survey (JNC, 2008) Soulbury Workforce Survey (LGA, 2007)
Youth Justice	Annual Workload Data 2007/8 (Youth Justice Board)
General	Local Government Workforce Survey (LGA, 2008)

* Unpublished data commissioned from data source organisation

4.4 Annual data sources

This section reviews the main regular data collections for the young people's workforce accessed to date. The focus of this section is on annual data collections, whilst less regular data collections and current developments in data sources are covered in later sections.

The main collections are also summarised in Table 4.2, which covers key features. The column headed 'sustainability' is intended to provide indications of how certain or permanent data collections are likely to be.

4.4.1 National Youth Association: Local Authority Youth Services Annual Audit¹⁶

¹⁶ NYA (2008)

This is an annual survey of a range of youth service issues in local authorities in England including finance, workforce and outcomes. Due to its high level of response and frequency this is the main current source of information on numbers employed and employment breakdown of the young people's workforce and reports are available for a number of years. This response rate has been achieved through building trust over a number of years. The return is not statutory but has arisen through identified need. The continued data collection is not guaranteed without a central funding commitment. At the moment the data are not grossed for non response and therefore rigorous analysis of employment trends is not available but it would be possible to do this.

4.4.2 National Youth Association: Annual Monitoring of Youth and Community Programmes¹⁷

The National Youth Association (NYA) annually gathers evidence that student programmes are monitored and subject to quality assurance processes on an annual basis by the sponsors of programmes. This covers higher education programmes recognised by the Joint Negotiating Committee as conferring professional qualified status on youth workers in England. Data gathered and published covers data on admissions, programmes and completion, the demographic profile of student numbers and teaching staff numbers and qualifications.

4.4.3 Annual Survey of Hours and Earnings (ASHE)¹⁸

This is an economy wide annual survey of pay and earnings using a sample of individuals based on employer records. Data are analysed by Standard Occupational Code (SOC) of which two are relevant to the young people's workforce and cover pay and earnings. The survey is primarily designed for pay analysis. As a by-product it also publishes employment estimates by full time/part time and gender, although these data are not precise and are suppressed for detailed analyses where sample sizes are insufficient. An analysis by Standard Industrial Classification (SIC) is available, which is useful as a guide to the services in which employees in relevant occupations are employed. However, analysis by sector (public/voluntary/private) is not available.

4.4.4 Annual Workload Data 2007/8 (Youth Justice Board)

This source collects staffing data from all Youth Offending Teams in England and Wales as part of a wider annual exercise collecting service data. A number of relevant issues are covered including, unusually, data on the number of volunteers. Separate data for England are not published.

4.4.5 Children's Services Mapping (Durham University)

Children's services mapping is an on-line data collection and reporting system that aims to provide information about services for children and young people in England. It is a source of information for anyone interested in what children's services are

¹⁷ NYA (2007)

¹⁸ ONS (2008b)

provided, where, how and by whom. Information is kept up-to-date through an annual data collection exercise that records change over time.

The purpose of the mapping exercise is to contribute to the monitoring of progress in the implementation of Every Child Matters, the Children's Plan, the Children's National Service Framework and related agendas. Mapping also supports a wide range of local service agendas. The exercise aims to collect information about dedicated children's health, maternity, social services and education-related services in England. In order to achieve this every NHS organisation and local authority in England is asked to register for the exercise and input data about services: objectives, users, service delivery, staffing and location.

4.4.6 Labour Force Survey (LFS)¹⁹

This is a flagship quarterly economy wide sample household survey of employees, with the objective of providing consistent national data employment, pay and HR indicators. As with ASHE, LFS data are available as weighted national estimates (rounded to the nearest one thousand employees) and there are significant caveats concerning sample sizes which limit lower level analysis. For the young people's workforce, data are available for two SOC codes which can be cross analysed by SIC and there is a much wider range of data items than ASHE. Data are collected according to 'generic' definitions and therefore may have limitations in the young people's workforce context e.g. qualifications and training which are calibrated by general categories.

4.4.7 Local Government Earnings Survey (LGA)²⁰

This is a new annual survey of all local authorities in England and Wales, seeking a census return of individual records of all staff other than teachers, fire-fighters and police. The primary purpose is to gather pay and earning information to inform pay negotiations and occupational and limited demographic data are also collected. In 2007 (the first year in which it was conducted using this methodology) the survey obtained responses from around half of all local authorities who provided over 800,000 records for individual staff. Data on the whole workforce (including the young people's workforce) are available via a computerised occupational analysis of job titles. Almost one hundred occupations are analysed, including several young people's workforce occupations e.g. youth and community workers, Connexions PAs. The occupational analysis produced in 2007 was not grossed due to marked non response to the occupational data item.

4.4.8 Local Government Workforce Survey (LGA)²¹

This is an annual survey conducted across the UK to track the progress and development of the Local Government Pay and Workforce Strategy in local

¹⁹ ONS (2008b)

²⁰ LGA (2007a)

²¹ LGA ((2008a)

authorities. It surveys a wide range of HR questions key to the development of the local government workforce. The data collected primarily relate to the whole workforce and not occupations or services except questions on recruitment and retention difficulties for specific occupations, including youth and community workers.

4.4.9 NHS Hospital and Community Services: Medical and Dental Staff Census, England, 30 September 2007. Detailed Results²²

Data for medical and dental staff are an annual snapshot of the number of doctors and dentists within hospital and community health services (HCHS) of the NHS. The Census excludes General Practitioners, GP practice staff and high street dentists. The detailed results contain further data tables for September 2008 for England by age, gender, specialty and grade and selected data by Strategic Health Authority area and individual organisation.

Workforce statistics in England are compiled from data supplied by around 249 NHS trusts, 156 Primary Care Trusts (PCTs), 12 ambulance trusts, by and on behalf of 8,230 GP practices. The NHS Information Centre for health and social care (NHS IC) liaises with these organisations and their agents to encourage complete data submission and to minimise inaccuracies and the effect of missing and invalid data.

4.4.10 NHS Hospital and Community Services Non Medical Workforce Census, England, 30 September 2007, Detailed Results²³

The aim of the non-medical workforce Census is to provide estimates of the number of non-medical staff employed by the hospital and community health services (HCHS) of the NHS. It collects over one million records from over 400 organisations. It includes the following groups: ambulance staff, admin & estates staff, health care assistants & other support staff, nursing, midwifery & health visiting staff, scientific, therapeutic & technical staff and healthcare scientists (excluding HCHS medical and dental staff or general medical practitioners and their staff). The detailed results include data tables including staff groups by age, gender and ethnicity and selected data by Strategic Health Authority and individual organisation.

4.4.11 Personal Social Services Staff of Social Services Departments²⁴

The Information Centre for Health and Social Care annually carries out a census survey of the numbers of staff employed in local authority social services departments in England, separated by adults and children's services. This includes a separate category of community workers (children's services) along with all other social work and social care occupations and settings. This survey offers analysis by full time/part time, FTE, gender and ethnicity. However it is likely to be discontinued once the National Minimum Dataset is operational in local authorities (see below). The need for this data source in this project depends on the inclusion or not of community workers in social services.

²² IC (2007b)

²³ IC (2007c)

²⁴ IC (2007a)

4.4.12 Skills Needs Assessments for Sport and Recreation (SkillsActive, September 2005), the Outdoors (SkillsActive, March 2005) and Playwork (SkillsActive, October 2005)²⁵

SkillsActive, the Sector Skills Council (SSC) for Active Learning and Leisure (part of the government's Skills for Business Network) aims to bring employers together to look at the skills and training needs of organisations and individuals across Sport and Recreation, Health and Fitness, the Outdoors, Playwork and Caravan industries.

In 2005 as part of the work for Sector Skills Agreements, SkillsActive produced Skills Needs Assessments (SNAs) for Sport and Recreation, the Outdoors and Playwork. These define the sectors concerned, profile the workforce, assess the performance of the sector, explore the key external drivers of change and determine the impact of these on current and future skills needs and provide benchmark statistics for the sector.

Various data sources were used for these reports including the Labour Force Survey, sector specific surveys and qualitative methodologies such as focus groups to help to assess skills needs.

4.4.13 Survey of characteristics of Connexions staff (DCSF, 2005)²⁶

The latest national and regional data are available for 2005 from a DCSF survey (DCSF, 2005) which was discontinued when the Connexions service was transferred to local authority control. Regional information from this source has been provided by DCSF and is included in this report.

4.5 Less data regular collections

Two other surveys are carried out periodically.

4.5.1 The Joint Negotiating Committee for Youth and Community Workers carries out the Pay and Workforce Survey periodically, the latest being in 2005, covering numbers by pay grade, demographic information and recruitment and retention data including reports of difficulties, turnover, destination, starter and origin data.²⁷

4.5.2 The Soulbury Committee carries out the Soulbury Workforce Survey periodically with the latest being in 2007. This also covers pay, demographic, recruitment and retention data. It includes Youth and Community Service Officers who are the senior managers in the youth service.²⁸

These two exercises both provide unique contributions to the array of workforce data for the young people's workforce yet neither is carried out regularly enough to provide regular timely information (for a general audience) and neither is confirmed as a sustainable data source.

²⁵ SkillsActive (2005a, 2005b, 2005c)

²⁶ DfES (2005)

²⁷ JNC (2008)

²⁸ LGA (2007b)

4.6 Developments in data sources

There are several developments in data sources which should provide sustainable improvements to the future availability of workforce data in some occupations and settings.

4.6.1 Children's Services Mapping

This is an online data collection of service and staffing data for all local authority children's services in England, a three year project carried out by Durham University funded by DH and DCSF. The project collects data from individual service teams (self defined) based on a detailed service classification including youth services and other relevant groupings such as educational welfare, Connexions, learning mentors, etc. Local authority data were first collected in 2008 and will be published in March 2009, although it is not yet clear how many authorities participated in the first year (it may be relatively few). See also paragraph 4.4.5.

4.6.2 Schools Workforce Census (pilot)²⁹

In 2008 and 2009 DCSF is piloting an extended approach to the Schools Census, involving collecting data on all staff working in local authority schools in England and plans to introduce full data collection to all schools in 2010. This new approach will collect detailed data on all staff, based on an individual record approach to all staff working in schools, although the data collected is much more limited concerning support staff than for teaching staff. Groups separately identified in the new format will include educational welfare, learning mentors and Connexions/careers staff.

4.6.3 National Minimum Dataset for Social Care (NMDS-SC)³⁰

Skills for Care with the Children's Workforce Development Council have developed the NMDS-SC which is intended to become the main data collection in adults and children's social care and replace existing collections. It has experienced extensive take-up in the independent sector of adult social care and there are growing numbers of returns in children's social care. Local authorities too are now becoming widely involved. Currently the NMDS-SC does not cover the primary young people's workforce although it could be a model for the sector to consider in future and it is important for any developments in the youth sector to be aligned with this new related dataset.

4.6.4 Data Harmonisation Group³¹

In 2008 key stakeholders formed a harmonisation group with the aim of co-ordinating and improving workforce data collection across local government. This aims to produce a definitive list of standardised data items and definitions and to align all workforce related datasets that are collected from local authorities, including the Schools Workforce Census, the National Minimum Dataset for Social Care (NMDS-SC), Children's Service Mapping and the Local Government Earnings Survey; and to

²⁹ DCSF (2009)

³⁰ Skills for Care (2009)

³¹ DCSF/LGA/CWDC (April 2009)

minimise the burden of providing workforce data; and to understand better the challenges faced by local authorities in the provision and use of workforce data and to develop practical and targeted solutions to the problems identified.

Table 4.2 Summary of young people’s workforce data sources

Employment group, sector & frequency	Frequency	Source	Summary of main data items	Sustainability
Community workers (children’s) Social workers and support staff (children’s) Local authority	Annual	Personal Social Services Staff of SSDs 2007 (Information Centre for Health and Social Care)	Employment, occupation, working hours and demographic data	May be discontinued as will be replaced by the NMDS-SC
Youth work students in HE institutions	Annual	NYA Annual Monitoring of Y&CW programmes HE Institutions	Numbers of students by course demographic characteristics and outcomes	Required by NYA/JNC
All services Local authority Annual	Annual	Local Government Workforce Survey 2008 (LGA)	R&R difficulties by occupation	No plan to change annual survey
Youth and Community Workers Educational Welfare Staff Local authority	Annual	Local Government Earnings Survey 2007 (LGA)	Pay, working hours and demographic data	No plan to change annual survey Began in 2007
Youth and Community Workers Careers Advisers and Vocational Guidance Specialists All sectors (breakdown available)	Quarterly/ Annual	Labour Force Survey 2008 (ONS)	Wide range of employment, pay, working hours and demographic data	No plan to change
Youth Services Local authority	Annual	NYA Audit National Report 2007/8 (National Youth Agency)	FTE employment by main employment groupings (all staff)	Annual data Under review
Youth Offending Teams	Annual	Annual Workload Data 2007/8 (Youth Justice Board)	Employment numbers and structure, status, vacancies, volunteers	No plan to change

Youth and Community Workers Careers Advisers and Vocational Guidance Specialists	Annual	Annual Survey of Hours and Earnings 2008 (ONS)	Employment, earnings, hours and limited demographic data	No plan to change
All sectors (breakdown available)				
Across social care	Development	National Minimum Dataset for Social Care	Organisational and individual worker information	Long term commitment
Ongoing				
Online data collection of service data for all children's services incl voluntary sector including staffing (2008)	Development (annual)	Children's Services Mapping (Durham University)	Employment, vacancies, recruitment difficulties	Funded to 2011
Planned survey (2009) hopes to include Youth Justice	Development	Employer Skills Survey (Skills for Justice)	At early planning stage	Too early to say
Young people's workforce occupations in schools	Development	Schools Workforce Census pilot (DCSF)	Employment headcount/fte, occupation	Annual data To be confirmed Planned roll out in 2010
Local authority				
Youth and Community Workers	Periodic	Pay and Workforce Survey 2005 (JNC for Youth and Community Workers)	Employment by pay grade/qualification level; R&R data	Plans uncertain (now out of date)
Local authority				
Youth and Community Service Officers (senior management)	Periodic	Soulbury Workforce Survey 2007 (LGA)	Employment by pay; range of demographic and labour market data	Plans uncertain
Local authority				

Review of whole young people's workforce data sources (not a statistical review)	Review	Developing a World Class Youth Workforce – Supplementary Evidence (CWDC, June 2008)	Summary workforce statistics	One off
Children and young people's voluntary and community sector	Review	Every Organisation Matters – mapping the children and young people's voluntary and community sector	Employment and volunteer numbers (sample data) and various demographic data	One off?
VCS only				

First study of its kind		July 2008 (Univ. of Hull)		
Literature review, proposes model for volunteer data collection	Review	Volunteers in the Children's Workforce (CWDC 2009 unpublished) One off	Discussion around overall numbers of volunteers; little specific on youth	Not yet known

Section 5: Employment numbers

5.1 Introduction

This section reviews all information available concerning the numbers of people in the young people's workforce. It looks at data sources which cover the whole of the economy, sources covering local authority youth services, the whole of the voluntary and private sectors, a number of occupational areas and information on volunteers. The final part synthesises the results of this section. Sources are as summarised in Section 4.

5.2 Key findings

Table 5.20 (page 56) gives an overview of the main sectors, occupations and the available overall numbers of people employed or volunteering in the young people's workforce. It also identifies where data is not available. The main report details the available data and how robust this is. Due to the lack of accuracy with some of the data, it can be used as a working baseline for future data development rather than definitive information. There may be overcounting due to inclusion of those primarily working with other age groups. The figures are based on headcount i.e. numbers of people rather than the hours they work. Summary of findings:

- The research identified around 750,000 paid workforce (headcount) and 5,278,000 volunteers (headcount), excluding some sectors with no data, but including data which may double count across the sector
- The largest paid workforces (headcount) were sport and recreation (363,000), health (153,000), playwork (110,000) and youth work (77,000) The greatest concentrations of volunteers were in sport and recreation (3.4 million), the outdoors (1.15 million) and the youth voluntary sector (0.53 million). However, some data sources on volunteers are based on estimates and or are out of date
- Around two thirds of 'youth and community workers' worked full time, around two fifths of sport and recreation/outdoors workers and around 30% of playwork staff (in some sectors information is not available)
- In sports and recreation and outdoors, 11% and 16% respectively were self employed. 85% of youth workers were permanent and 12% were not permanent (3% not recorded)

Issues for consideration

- A data strategy for the young people's workforce would be useful to tackle the many gaps in the data and help to coordinate the response
- There are caveats on data quality, timeliness and coverage of data sources
- It would be useful if common data collection and analysis standards were developed and applied

5.3 Aggregate employment and trends

The Office of National Statistics (ONS) produces two regular employment surveys covering the whole of the economy each of which can be analysed by standard

occupational classification (SOC). The surveys are the Labour Force Survey (LFS)³² and the Annual Survey of Hours and Earnings (ASHE)³³. There are two relevant occupations: 'youth and community workers' (SOC 3231) and 'careers advisors and vocational guidance specialists' (SOC 3564). The descriptions of these occupations are copied at Annex A.

SOC 3231 for youth and community workers is a close match for generic youth workers (other than Connexions) and the two data sources are therefore likely to give good indications of employment in the young people's workforce, other than people employed in other areas such as health, social care, the arts, sports, recreation and playwork. However it does also cover community workers, who could work with any age group, not specifically young people. There is no information available on the numbers of these. Neither SOC includes managers and support staff.

SOC 3564 for careers advisors and vocational guidance specialists is likely to include primarily mainstream Connexions workers although the figures will also include specialists working with older people.

Whilst not comprehensive, these two occupations taken individually and together may provide an overview of employment and information which is not otherwise available.

Both data sources (ASHE and LFS) are reported here, even though in principle they should generate the same employment totals, as each adds specific value. ASHE is the primary source of pay and earnings data for the whole of the economy so its pay data are of particular interest and can potentially be compared with other occupations and across the economy. This source also covers full time and part time employment numbers by gender although the reliability of the data is subject to sample sizes. LFS includes a wide range of employment questions in addition to employment numbers, although this source is also based on samples and is statistically more reliable for larger employment aggregates rather than fine levels of detail. Both sources provide time series although data at this level of detail are only available on request. However ASHE data are published for the UK as a whole (although not for England) and these are used in this report as a proxy for England data to provide time series comparisons.

ONS has been commissioned specially to provide data analyses for this project as the data are currently unpublished.

5.3.1 The Annual Survey of Hours and Earnings (ONS)

5.3.1.1 Employment of youth and community workers; careers advisors and vocational guidance specialists.

Table 5.1 shows a total of 77,000 (headcount) youth and community workers (as recorded by SOC code 3231) employed in England in 2008, including 47,000 full time (61%) and 30,000 part time workers (39%). Over the 2004-2008 period, total employment rose from 63,000 to 77,000 (+22%).

³² ONS (2008b)

³³ ONS (2008a)

Table 5.1 shows a total of 12,000 careers advisors and vocational guidance specialists employed in England in 2008, with 8,000 full time (67%) and 4,000 part time workers (33%). According to this analysis, over the 2004-2008 period employment of this occupation fell from 19,000 to 12,000 (-37%).

Table 5.1 Employment of youth and community workers, careers advisors and vocational guidance specialists (England, 2004 and 2008)*(thousands)

	Youth and community workers		Careers advisors and vocational guidance specialists	
	2004	2008	2004	2008
Male (total)	23	30	6	4
Female (total)	40	47	13	8
Full time (total)	40	47	14	8
Part time (total)	23	30	5	(4)
Male full time	17	21	-	-
Male part time	7	9	-	-
Female full time	23	26	9	-
Female part time	17	21	(4)	-
All	63	77	19	12

Source: Annual Survey of Hours and Earnings 2004 and 2008 (special analysis provided by ONS)

*Note: based on SOC codes 3231 and 3564

- = statistically unreliable () = estimate

Table 5.2 shows a breakdown of the employment of youth and community workers in England as estimated by ASHE data by industry (Standard Industrial Classification – SIC). These data indicate the approximate areas of work in which youth and community workers are employed. In 2008, 41,000 (51%) were employed in education, 21,000 in health and social work (27%), 5,000 (7%) in the grouping entitled ‘Public administration and defence: compulsory social security’, leaving around 10,000 (13%) in other industries. A similar distribution was observed in 2004, suggesting some stability in the analysis.

Table 5.2 Employment of youth and community workers by Industry (England, 2004 and 2008)* (thousands)

	Youth and community workers	
	2004	2008
Public administration and defence: compulsory social security	5	5
Education	31	41
Health and social work	19	21
Other community, social and personal services activities	n/a	n/a
Other industries	n/a	n/a
All	63	77

Source: Annual Survey of Hours and Earnings 2004 and 2008 (special analysis provided by ONS)

Due to the limitations of the SOC and SIC codes, no further information on these employees is available from this source. However, further information is available from the Labour Force Survey (section 5.3.3).

5.3.1.2 Analysis of ASHE data for the whole of the UK

Table 5.3 indicates total employment of youth and community workers (SOC 3231) for the whole of the UK of 100,000 in 2008, a fall from 104,000 in 2007 (although this may not be a statistically reliable indication). Over the four year period 2004-2008 there was an increase of employment from 77,000 to 100,000 (+31%) and growth was observed in each year except the last. There was growth in all employment categories.

Table 5.3 Employment of youth and community workers (UK, 2004-2008)* (thousands)

	2004	2005	2006	2007	2008
Male (total)	28	35	33	37	38
Female (total)	48	53	56	66	62
Full time (total)	49	56	51	60	61
Part time (total)	28	32	37	44	39
Male full time	21	24	22	24	26
Male part time	7	11	11	13	12
Female full time	28	32	30	36	35
Female part time	21	21	26	30	27
All	77	88	89	104	100

Source: Annual Survey of Hours and Earnings (special analysis provided by ONS)

*Note: based on SOC code 3231

Table 5.4 indicates total employment of careers advisors and vocational guidance specialists (SOC 3564) for the whole of the UK of 15,000 in 2008, a fall from 22,000 in 2004 (although this too may not be a statistically reliable indication). There was a fall in each year except in 2004-2005. Changes in employment categories are shown but are not reliable.

See also section 5.12.1 for information on the Connexions service.

Table 5.4 Employment of careers advisors and vocational guidance specialists (UK, 2004-2008) (thousands)

	2004	2005	2006	2007	2008
Male	7	7	7	6	*
Female	15	15	13	11	10
Full time	16	17	14	12	10
Part time	6	5	6	6	*
Male full time	6	6	6	6	*
Male part time	*	*	*	*	*
Female full time	10	10	8	6	*
Female part time	5	4	5	*	*
All	22	22	20	17	15

Source: Annual Survey of Hours and Earnings (special analysis provided by ONS)

Note: based on SOC code 3564

* Data suppressed due to small sample

5.3.3 Labour Force Survey

The project commissioned the Office of National Statistics to provide the latest annual data from the Labour Force Survey (LFS) for 2007, covering SOC 3231 for youth and community workers.

5.3.3.1 Employment total

The LFS estimates the total number of youth and community workers at 79,000 (headcount). This is slightly higher than the ASHE estimate of 77,000 for 2008, but given the differences in methodologies and timing, the closeness of the two estimates gives some confidence that both sources provide reasonable approximate figures for this occupation as defined by the SOC code, within statistical confidence limits.

Table 5.5 shows the distribution of this estimate by full time/part time and gender. In this analysis 67% of this workforce are full time and 33% are part time compared with 61%/39% in the ASHE analysis. In the LFS analysis 72% were female and 28% were male, compared with 61%/39% in ASHE. Clearly therefore there are some differences between the two sources which are rather larger than expected.

85% of staff in the LFS sample were 'permanent', 12% were 'not permanent in some way' (the descriptions used by ONS, which are not defined) and 3% were not recorded.

Table 5.5 Employment of youth and community workers (England, 2007)

	Full time	Part time	Total
Male	18,000	(4,000)	22,000
Female	35,000	22,000	57,000
Total	53,000	26,000	79,000

Source: Labour Force Survey (special analysis provided by ONS)

5.3.3.2 Type of organisation

The Labour Force Survey asks respondents questions about the type of employer that they work for. The analysis of this information can provide some insights into the makeup of the youth sector. However, this is not a robust analysis due to sample and estimating issues.

The analysis in table 5.6 suggests that around half of all youth and community workers work in local government (including police), a fifth work in the voluntary sector, around 15% in the private sector, with the remainder in central government, the NHS and other sectors.

LFS also asks about the industry that respondents work in and analyses this information by the Standard Industrial Classification. According to this source, just over half of youth and community workers are estimated to work in 'health and social work', a quarter in 'public administration, defence and social security' and only about one in ten in education (in this analysis the highest level of aggregation of this classification is used due to sample issues). The result of this analysis is at variance to that of the ASHE data reported earlier. Without further investigative work looking at time series of data in both sources, it is impossible to say which is more accurate.

Table 5.6 Employment of youth and community workers by type of organisation and industry (England, 2007)

Organisation type	Employment	
	No.	%
Type of employer		
Central government	(6,000)	4
Local government including police etc	39,000	49
NHS	(3,000)	4
Charity/voluntary organisation	16,000	20
Private firm or business	12,000	15
Other	(3,000)	4
Total	79,000	100
Industry		
Public administration, defence and social security	19,000	24
Education	9,000	11
Health and Social Work	42,000	53
Membership organisations	(7,000)	9
Other	(2,000)	3
Total	79,000	99

Source: Labour Force Survey (special analysis provided by ONS)

Note: due to rounding, numbers and percentages may not total exactly

5.4 Local authority employment and trends

There are a number of sources which specifically cover local authority employment of the young people's workforce, including two sources which cover the core young people's workforce.

5.4.1 NYA local authority Youth Services Annual Audit (England, 2007/08)³⁴

The NYA Annual Audit collects information on expenditure, workforce and outcomes from local authority youth services in England, with a focus on services managed through the local authority. All national comparative figures in table 5.7 are based on 121 responding authorities in 2007-08 and 140 responding authorities in 2006-07 (out of 149 local authorities with youth services in England). The difference in the number of authorities responding therefore affects direct comparisons between the figures for 2007-08 and 2006-07. Key points concerning the workforce for 2007-08:

- There were 8,273 full-time equivalent (FTE) staff employed in the responding services in 2007-08, an average of 46.5 per authority (a fall from 51.0 in 2006-07);
- There were 2,873 FTE professionally qualified youth workers in 2007-08, an average of 15.7 per authority (compared with 16.0 in 2006-07);
- Despite the lower response from local authorities, the total number of volunteers counted in the local authority sector increased by eight per cent to 5,447 from 5,026. The total number of FTE volunteers more than doubled (118%) to 1,073 in 2007-08, from 493 in 2006-07;
- Responding authorities reported total mainstream spending on local authority youth services of £316 million in 2007-08. This was an average of £2.22m per local authority area compared with £2.15m for the previous year.

³⁴ NYA (2008)

Table 5.7 Staffing in local authority youth services (England 2005/6 – 2007/8)	2005/6		2006/7		2007/8	
	No.	%	No.	%	No.	%
FTE						
Management	846	8.8	878	8.9	699	8.4
Professional qualified	3,270	34.1	3,169	32.0	2,873	34.7
Other qualified	2,218	23.1	1,022	10.3	974	11.8
Youth support workers	1,683	17.5	3,289	33.2	2,359	28.5
Administrative	1,575	16.4	1,560	15.7	1,368	16.5
Total (delivery)	9,592	100.0	9,918	100.0	8,273	100.0
Headcount						
Management	885	3.7	890	3.9	801	4.1
Professional qualified	3,479	14.4	3,695	16.3	3,407	17.3
Other qualified	8,755	36.4	2,325	10.3	2,210	11.2
Youth support workers	8,226	34.2	13,315	58.8	11,103	56.4
Administrative	2,736	11.4	2,413	10.7	2,171	11.0
Total (delivery)	24,081	100.0	22,638	100.0	19,692	100.0
Respondents	142	95.3	140	94.0	121	81.2

Source: Local authority youth services annual audit (NYA, 2006/7 and 2007/8)

5.4.2 JNC for Youth & Community Work Workforce Survey census of employment (England and Wales, 2005 and 2008)³⁵

In February 2008 the JNC for Youth and Community Workers carried out a joint pay survey of all local authority children's departments and voluntary organisations in England and Wales to gather information on staff numbers, pay and the impact of a new pay structure introduced in 2004. The report updates a comparable survey carried out in 2005. There were insufficient responses from the voluntary sector to analyse.

The survey covered all staff in scope of the pay and conditions of the JNC for Youth and Community Workers as at 31st December 2007. It also gathered data on local authority youth workers outside the JNC agreement to gain the most comprehensive picture possible. A total of 73 of the 171 local authority children's departments in England and Wales took part in the survey, giving a response rate of 43%, down from 45% in 2005. The survey responses were grossed to provide an estimate of the whole youth and community workforce. The survey consisted of a census of employment by pay point, full or part-time, gender and ethnicity.

5.4.2.1 Employment changes between 2005 and 2008

The number of full time staff fell by 12% with marked falls in professional and support workers but growth of other pay schemes outside the JNC pay range. Part time

³⁵ JNC (2008)

numbers fell by 5%, with a marked fall in support workers offset by an 83% rise in the numbers paid under other pay schemes and a smaller (5%) rise in the numbers paid on the professional range. Altogether the head count fell from 29,387 to 27,565 (down by 6%) over the three year period.

Table 5.8 Staffing in local authority youth services (England 2005 – 2008)

	Total full time			Total part time		
	2005	2,008	Change	2005	2008	Change
Youth and Community Support Worker Range	985	702	-29%	18,191	15,165	-17%
Professional Range	4,156	3,200	-23%	1,989	2,086	+5%
Other pay schemes	1,780	2,223	+25%	2,286	4,189	+83%
All	6,921	6,125	-12%	22,466	21,440	-5%

Source: Pay and Workforce Survey 2008 Final Results (JNC for Youth and Community Workers)

5.5 Youth Justice workers

5.5.1 Youth Justice Board

The Youth Justice Board collects Annual Workload Data from Youth Offending Teams (YOTs) across England and Wales³⁶, including data on employment, occupation, vacancies and employment characteristics.

A total of 11,626 staff (headcount) were employed in 2007/8, excluding volunteers and vacant posts, representing a 6.2% annual rise. Between 2005/6 and 2007/8 employment increased by 10.2%.

In 2007/8 there were increases in most employment categories, particularly full time senior practitioners (+9.6%), part time senior practitioners (+24.5%), full time practitioners (+5.7%) and part time practitioners (+17.4%). However there were decreases amongst strategic managers (-5.1%) and volunteers (-21.9%).

³⁶ YJB (2008)

Table 5.9 Employment of youth justice workers (England and Wales, 2005/6-2007/8)

	2005/6		2006/7		2007/8		% change 2005/6-2007/8
	No.	%	No.	%	No.	%	
Strategic managers	257	1.4	273	1.4	259	1.3	-5.1
Operational managers	748	4.0	779	3.9	802	4.1	3.0
Senior practitioners – full time	506	2.7	551	2.8	604	3.1	9.6
Senior practitioners – part time	54	0.3	49	0.2	61	0.3	24.5
Practitioners full time	4,531	24.5	4,789	24.2	5,062	25.8	5.7
Practitioners part time	810	4.4	908	4.6	1,066	5.4	17.4
Administrative	1,555	8.4	1,592	8.0	1,672	8.5	5.0
Students/sessional	1,823	9.9	1,810	16.5	1,894	9.7	4.6
Trainees	268	1.4	198	1.0	204	1.0	3.0
Volunteers	7,461	40.4	8,407	42.4	7,602	38.8	-9.6
Vacancies	474	2.6	460	2.3	364	1.9	-20.9
Total (above)	18,487	100.0	19,816	100.0	19,590	100.0	-1.1
Total excluding volunteers	11,026	-	11,409	-	11,988		5.1
Total excluding volunteers and vacancies	10,552	-	10,949	-	11,624		6.2

Source: Youth Justice Annual Statistics 2005/6 to 2007/8 (Youth Justice Board)

Table 5.10 reproduces the data table which the Youth Justice Board uses to report the whole of its staffing data. This shows the headcount of staff by occupational group against contract status – whether permanent, fixed term or temporary; the number of secondees to YOTS and the services that staff were seconded from.

Selected findings for youth justice workers:

- Of the total establishment of 19,590, in 2007/8 the biggest groups were volunteers (39%) and practitioners (36%);
- 15% of staff were seconded from partner organisations, of whom 37% were from social services;
- 24% of posts were described as temporary of which 68% were volunteer roles; and there were high ratios of temporary staff amongst practitioners, administrative and sessional staff;
- 10% of all posts were fixed term, of which around a quarter were volunteer roles, with high ratios in other roles.

Section 6 looks at information on the occupational distribution of the YOTS workforce in greater detail.

5.5.2 Young offenders' institutions

For young offenders institutions (YOI) data are available from published sources collated by Skills for Justice which are reanalysed for this report.³⁷ YOIs are facilities run by both the prison service and the private sector and can accommodate 15-21 year olds. 15-17 year olds are held in separate units (juvenile centres) usually at the same location. The data sources are the HM Prison Service 2008 Establishment Map, which identified a total of thirty four institutions in England with YOI or juvenile offender facilities and the HM Prison Service Annual Staff Ethnicity Review 2006, which identified the headcount employed in each of these. Of these, eighteen institutions provide solely YOI or juvenile facilities and sixteen are institutions which also provide adult prison facilities.

These sources indicate a total of 11,846 headcount staff employed in all institutions with YOIs and juvenile units in 2006 in England, of whom:

- 6,377 were employed in institutions solely providing YOI or juvenile facilities; however, in these facilities the allocation of staff by age group is not known (e.g. how many work solely for 20-21 year old offenders);
- 5,487 were employed in institutions also providing adult prison facilities; however, in these facilities the allocation of staff to YOI/juvenile and adult facilities is not known.

Two private sector institutions with YOI facilities are excluded due to lack of data. Also excluded are staff in other settings who work with young people aged less than 15 years. There are a number of other settings in youth justice for which no published workforce data are available i.e. secure training centres, secure children's homes and (in the police force) family liaison officers and child protection officers.

5.6 Substance misuse work and drugs rehabilitation

The Skills for Justice Substance Misuse Services Occupational Map (April 2007)³⁸ reported an estimated total of 1,000 specialist staff working in Young People's Treatment Services in 2004 across the UK, with a projected estimate of 1,500 in 2008 (data for England are not available in this source). However, this information has not been updated.

There are several data sources for the wider substance misuse work and drugs rehabilitation workforce. For example, the same source reported a total headcount of 15,578 working in Adult Treatment Services and 1,100 working in custodial treatment services in 2004 (UK).

³⁷ Skills for Justice (2007-08a)

³⁸ Skills for Justice (2007)

More recently collated data by Skills for Justice covered the wider workforce in third sector organisations only (excluding statutory providers) providing drugs education, advice, support and treatment services to substance misusers, with a focus on major national providers, excluding the many smaller third sector organisations which operate within a restricted local area. For the UK as a whole, this data source identified a workforce of 4,724 headcount in 2007-8. No separate figures are available for those working with young people.³⁹

5.7 Employment numbers and trends in the voluntary and private sectors

Several estimates of the size of the paid workforce in the whole of the children and young people's voluntary sector have been located although all need further work to verify or substantiate them.

5.7.1 NCVYS paper⁴⁰

NCVYS estimates there are a minimum of 500,000 volunteers in addition to a sizeable paid workforce; the children and young people's voluntary and community sector employs over 160,000 people in England and as many as 1 in 3 of all those employed by voluntary and community children and young people's organizations.

³⁹ Skills for Justice (2007-08b)

⁴⁰

<http://www.ncvys.org.uk/UserFiles/Policy/Policy%20briefing%20papers/NCVYS%20briefing%20on%20the%202020%20Children%20and%20Young%20Peoples%20Workforce%20Strategy.pdf>

Table 5.10 Youth Offending Teams Workforce by contract (England and Wales, 2007/8)

	Strategic managers	Operational managers	Full time senior practitioner	Part time senior practitioner	Full time practitioners	Part time practitioners	Administrative	Sessional	Students/ Trainees	Volunteers	Total
Permanent	210	541	335	30	2024	383	1116	621	31	3030	8321
Fixed term	7	59	85	3	696	145	161	269	51	573	2049
Seconded:											
Social services	6	87	70	11	488	78	141	170	16	149	1116
Probation	4	8	16	1	213	27	9	0	2	0	280
Police	2	11	5	0	326	38	21	0	0	0	403
Health	0	14	16	7	153	93	4	0	3	0	290
Education	2	14	12	4	264	60	4	20	0	2	260
Connexions	2	2	1	0	137	77	2	1	1	0	221
Other	14	9	15	2	242	53	36	54	2	5	432
Outsourced	4	35	15	2	257	67	34	117	6	648	1,185
Temporary	8	22	34	1	362	45	144	763	93	3197	4669
Vacant	5	27	18	3	218	33	58	2	0	0	364
Total	264	829	622	64	5280	1099	1730	1896	204	7602	19590

Source: Youth Justice Annual Statistics 2007/8 (Youth Justice Board)

5.7.2 Every Organisation Matters – mapping research

The first ever mapping research (commissioned by NCVYS and Children England, as part of the *Speaking Out* project funded by the Office of the Third Sector, Cabinet Office) into the size and scope of the children and young people's voluntary and community sector across England reported in July 2008⁴¹. It found that the children and young people's voluntary and community sector employs roughly one third of the total voluntary and community workforce – about 160,000 paid workers, generating income of at least £15 billion. Specific recommendations to emerge from this work were that: building a clear evidence base of the size and the scope of the sector is vital to maximising the contribution of the CYPVCS; further consideration should be given to how Guidestar data can be utilised; and all commissioners of services, particularly at a local level, must capture and update details of all the organisations that they are funding.

5.7.3 Staffing numbers in the voluntary youth sector (NYA, 2006)

This report includes an illustrative national estimate extrapolated from detailed data from two local authorities of 10,575 full-time and 21,346 part-time paid workforce, a total of 31,921 headcount employment, although this is cited as an example of an approach which could be used, based on locally generated data.

5.7.4 Third Sector Skills Research 2008

The UK Workforce Hub and the National Council for Voluntary Organisations (NCVO) have launched Third Sector Skills Research 2008: further evidence and recommendations on Skills Gaps⁴². This is an in-depth, qualitative study that builds on the findings in their Voluntary Sector Skills Survey 2007⁴³. It is part of a long-term programme of research in assessing the skills base of third sector organisations.

5.8 Sports and recreation

In 2004 SkillsActive⁴⁴ estimated that there were 363,110 people working in the Sport and Recreation sector, of whom 89% were employed and 11% were self employed. A higher proportion of workers were employed on a part time basis (47%) than full time (42%).

A proportion of these workers are within the scope of the Youth Reform Board work as indicated by table 5.11, which broadly indicates occupations with a focus on children and young people (those who work with young people as their primary professional calling) or those more likely to be focused on the general population. However, current data on numbers employed in the occupations in scope is not available.

⁴¹ Craig, Gary et al (2008)

⁴² NCVO (2008)

⁴³ Clark, J (2007)

⁴⁴ SkillsActive (2004)

Table 5.11 Sport and recreation sectors and workers in scope/out of scope of Young People’s Workforce Reform Programme

Sectors within scope	Examples of workers in scope	Sectors out of scope	Examples of workers out of scope
Sport and recreation: Community and youth centres Sports clubs	Coaches Officials Sport development officers Group or activity leaders Spectator control	Sport and recreation: Sport and leisure facilities and services Stadia/arena facilities Sports administration organisations Governing bodies of sport	Event management Facilities management Governance and administration of the sport Maintenance and ground staff
Health and fitness: Public leisure centres	Recreation assistants Leisure attendants Lifeguards Coaches Studio/duty managers	Health and fitness: Private fitness clubs Hotel based clubs Multi-group clubs Workplace clubs Residential clubs	Exercise to music and fitness instructors Personal trainers Exercise referral instructors Club managers Regional managers Senior managers and directors Maintenance staff Sales and marketing/membership staff, reception and administrative staff

Source: SkillsActive 2008 (correspondence to CWDC)

5.9 The outdoors

In 2006 SkillsActive estimated that the Outdoors sector employed 25,020 people, of whom 43% were full time, 41% were part time and 16% self employed.⁴⁵

Table 5.12 below sets out parts of the Outdoors sector that are in scope of the Young People’s Workforce Reform Programme and those which are out of scope along with the workers concerned. Taken together they comprise the full scope of the sector. Therefore not all the 25,020 staff identified are in scope of the work of the Board’s work although data to quantify this are not currently available.

⁴⁵ SkillsActive (2006)

Table 5.12 Outdoors sectors and workers in scope/out of scope of Young People’s Workforce Reform Programme

Sectors within scope	Examples of workers in scope	Sectors out of scope	Examples of workers out of scope
Outdoors: Education centres Recreation centres Development and training centres Exploration and expeditioning companies Sports/adventure tourism companies	Activity leader, instructor, assistant/trainee instructor, tutor, trainer, programme leader/director, adviser, practitioner, facilitator, expedition leader for residential sites – facility manager, head of centre, senior management		Catering staff, cleaning staff, administration, marketing, sales and CRM.
Caravanning: Caravan parks	Wardens, Animators, Kids club leaders, instructors	Caravanning - Caravan manufacturers - Caravan dealers	Maintenance staff, groundsperson / gardeners, park managers, administrative staff, cleaners, bar staff, catering staff, cooks and chefs, sales and marketing staff.

Source: CWDC Young People’s Workforce Reform Board

5.10 Playwork

In 2005 the Playwork workforce was estimated by SkillsActive at 110,330 people⁴⁶. The workforce is predominantly part time or seasonal, reflecting the pattern of job opportunities in this industry. There is a trend for playworkers to have more than one part time job, particularly in Playwork or wider childcare. Playwork People states that 71% of the workforce work part time (34 hours or less) in their main playwork job and 49% work 16 hours or less. 61% of the workforce have more than one part time job and 43% worked in more than one setting.

Table 5.13 sets out the scope of the Playwork sector that is within the scope of the Young People’s Workforce Reform Board. The position is that no groups are considered to be out of scope so that employment of 110,330 people is the best workforce estimate.

⁴⁶ SkillsActive (2005c)

Table 5.13 Playwork sectors and workers in scope/out of scope of Youth Reform Board

Sectors within scope	Examples of workers in scope
Before and after-school clubs Holiday play schemes Adventure playgrounds Local authority play units Weekend play schemes Play training organisations School play centres Play associations Play bus / mobile units Open access parks / centres.	assistant playworker playworker playwork manager senior/advanced practitioner play ranger play development worker.

Source: SkillsActive 2008 (correspondence to CWDC)

5.11 Creative and cultural settings

Listed below are the occupations in scope of the young people's workforce. Currently there is no information available on any of these groups.

- arts agents
- arts development staff
- arts teachers and tutors
- choreographers
- community musicians
- cultural heritage development staff
- cultural heritage schools liaison staff
- education support staff (music)
- entertainers
- music teachers outside the school setting

5.12 Schools/education settings

This section covers information about specific settings in schools or other children's settings within the youth framework.

5.12.1 Connexions

The latest national data are available for 2005 from a DfES survey⁴⁷ which was discontinued when the Connexions service was transferred to local authority control. Table 5.14 indicates a total employed in 2005 of 13,876 of whom 7,905 were personal advisors, 2,787 were other delivery staff and 3,184 were other staff. Altogether 9,815 (70.1%) were full time and 4,061 (29.3%) were part time.

See also Table 5.1 on the total of careers advisors and vocational guidance specialists, which includes Connexions staff (from ASHE).

⁴⁷ DfES (2005)

LGA also collect data from local authorities as part of their general data collection but do not gross the data.

Table 5.14 Employment of Connexions staff (England, 2005)

	Full time	Part time	Total
Personal advisors	5,707	2,198	7,905
Other delivery staff	1,884	903	2,787
Other staff	2,224	960	3,184
Total	9,815	4,061	13,876

Source: Department for Children, Schools and Families (DCSF, 2005) *Survey of Characteristics of Connexions staff (unpublished)*

5.12.2 Educational welfare officers and attendance officers

Estimates of numbers employed as educational welfare officers (EWOs) nationally have been produced but they are out of date and tend to vary. For example, Paulo, the predecessor body to LLUK, stated in its Skills Foresight report in 2004 that there were around 4,000 EWOs employed in England and Wales.⁴⁸

LGA collect data from local authorities as part of their general data collection but do not gross the data. From 2010 the DCSF Schools Workforce Census will gather information on the employment of this group.

5.12.3 Learning mentors

Hitherto there has been no systematic collection of data on learning mentors. Several estimates have been accessed but they vary widely and are out of date. For example, the recruitment website www.prospects.ac.uk reported that the Department for Innovation, Universities and Skills (DIUS) estimates that there are 6,000 learning mentors in secondary schools and 4,000 in primary schools (however the source of these figures has not been traced). In 2004 Paulo reported a figure of 8,000 learning mentors across all primary and secondary schools in England.⁴⁹ A survey of local authorities conducted by the Peer Support Team in 2006 collected the numbers of learning mentors, full-time and part-time and their employment by educational setting. The data were not grossed and the data are not now available for further analysis.

Note: LGA collect data from local authorities as part of their general data collection but do not gross the data. From 2010 the DCSF Schools workforce will also gather information on the employment of this group.

5.12.4 Schools library services

There is no information available. The Schools Workforce Census will provide numbers from 2010.

⁴⁸ Paulo (2004)

⁴⁹ Paulo (2004)

5.12.5 Youth and community service officers

In 2007 a total of 452 (headcount) youth and community service officers, the senior managers of the youth service, were employed by local authorities in England and Wales, of whom 429 were full time and 23 part time. Since 1990 total employment of this group fell by 30% (see table 5.15).

Table 5.15 Employment of Youth and Community Service Officers (England and Wales, 1990-2007)

	Numbers					Percentage change			
	1990	1998	2002	2004	2007	1990-1998	1998-2002	2002-2004	2004-2007
Full time	717	548	743	659	429	-24	36	-11	-35
Part time	1	13	17	10	23	1200	31	-41	130
Total	718	561	760	669	452	-22	36	-12	-32

Source: Soulbury Workforce Survey 2007 (LGE/LGAR/NFER, December 2007)

5.12.6 Extended services in schools

Currently no authoritative workforce information relating to extended schools has been identified. Current data via the Schools Census are collected for the whole of the school without distinguishing extended schools and there are no plans to differentiate between them in future. It is likely that elements of extended schools staffing related to playwork have been collected by SkillsActive surveys and are an element of the data collated for that sector; however that information is now out of date.

5.12.7 Parenting Skills Advisors

The Training and Development Agency (TDA) provided intelligence gathered from local authorities that there were 2,327 Parenting Skills Advisors or similarly roles working in schools in 2008. 72% of PSAs were full time and 28% were part time.⁵⁰

More than half of the PSAs are operated across a cluster of schools (35% operate in a single school and 14% in a single school focusing on excluded children or those likely to be).

5.13 Health

Information on the children's workforce in health is available from three main sources. Information on the NHS workforce in England is available from the annual NHS Hospital and Community Health Services Medical and Dental Workforce Census and the related annual collection of information on NHS non-medical staff.

The third source is Children's Services Mapping (CSC) by Durham University which gathers information across England about dedicated children's health, maternity, social services and education-related services. Every NHS organisation and local authority is asked to take part in this exercise.

⁵⁰ TDA (2008)

The two sources have different methodologies which produce different results. The NHS collection focuses on children's specialties and defined staff grades, whilst CSM covers all NHS and local authority staff providing services for children and young people. CSM accordingly counts a greater number of staff, the exercise having a more detailed scope.

All data relate to services for children of all age groups and there may be variation in the extent to which the services and staffing relate to young people aged 13-19. For example, midwives work with all mothers of any age although they need to be capable of dealing with teenage mothers; and children's nurses are likely to spend time across all children's age groups.

5.13.1 Information gathered by the NHS

Table 5.16 records a total of 5,311 headcount hospital consultants and registrars engaged in obstetrics and gynaecology and paediatric specialties; in addition there was a total of 56,557 headcount nursing, midwifery, health visiting and nursery nurse support staffing, a total of 61,868 headcount staff engaged in these specialities.

This source also shows a total of 53,022 staff engaged in paediatric and maternity areas (including 1,180 education staff). All staff shown in table 5.16 are likely to work with young people for a proportion of their working time, although many will also work with other age groups (including parents).

Table 5.16 Children's workforce in the National Health Service (England, 2007)

	Headcount	FTE
Medical and dental consultants		
Obstetrics and gynaecology	1,506	1,432
Paediatric	2,198	2,012
Medical and dental registrar group		
Obstetrics and gynaecology	2,197	2,162
Paediatric	3,114	3,030
Total	5,311	5,192
Qualified nursing, midwifery and health visiting staff		
Registered nurse – children	13,271	10,862
Registered midwife	25,093	19,298
Health visitor	11,569	9,056
School nurse	1,227	893
Nursery nurse support	5,397	4,208
Total	56,557	44,317
Grand total	61,868	49,509
Area of work		
Paediatric	18,923	15,416
Maternity	32,919	25,654
Education staff	1,180	1,004
Total	53,022	42,074

Sources: NHS Hospital and Community Services: Medical and Dental Staff Census, England, 30 September 2007. Detailed Results (Information Centre for Health and Social Care 2008); NHS Hospital and Community Services Non Medical Workforce Census, England, 30 September 2007, Detailed Results (Information Centre for Health and Social Care 2008)

5.13.2 Information gathered by Children's Services Mapping

Children's Service Mapping (CSM) identified a headcount total of 153,132 staff engaged in children's services in 2007/8, including over 49,000 nursing staff, over 22,000 medical staff, over 23,000 midwifery staff and a range of other groups. The employment identified by this source is clearly greater than the NHS sources, the main reason for this is that CSM identifies staff wherever they work irrespective of specialism. Staff identified are likely to work with a range of age groups including young people.

Table 5.17 Children's Mapping – workforce total by professional group (2007/8)

	Headcount	FTE
Nursing staff	49,015	42,299.9
Medical staff	22,603	14,847.8
Midwifery staff	23,265	19,648.2
Allied Health professionals	15,829	11,533.3
Social workers	900	860.6
Primary mental health workers	611	631.4
Scientific/technical staff	219	212.6
Support workers	18,208	15,207.2
Play workers	1,022	815
Admin/management	17,069	11,073.5
Other staff	4,391	32,15.7
Total staff	153,132	120,345.2

Source: Children's Services Mapping, accessed 21 Feb 2009 (Durham University)

Annex A provides a full list of the health occupations considered to be within the scope of the young people’s workforce. This list is drawn from occupations in scope of the young people’s workforce and covered by the CSM, in combination with those identified by Skills for Health. Occupations are populated with data from CSM, although not all occupations have data available. Neither data source covers the voluntary and private sectors.

5.13.3 Children and Adolescent Mental Health Services (CAMHS)

Children’s Services Mapping reports separately staffing in Children and Adolescent Mental Health Services (CAMHS), which cover children aged 16 years or less. Table 5.18 shows a staffing total of 10,374.8 FTE in CAMHS teams and 11,14.5 FTE vacancies (a vacancy rate of 9.7%). The main groups were multidisciplinary generic CAMHS teams (5808.4 FTE) and Tier 4 CAMHS unit/teams (2276.0 FTE). Only FTE data available because headcount data can result in double counting across the wider children’s workforce.

Table 5.18 Staffing in Children and Adolescent Mental Health Services (England 2007/8)

Service type	Total staff FTE	Total funded vacancies*	Total establishment**	Vacancy rate
Multidisciplinary generic CAMHS team	5808.4	575.4	6383.8	9.0
Single disciplinary generic CAMHS team	319.7	35.7	355.4	19.0
Targeted CAMHS team	1635.6	212.6	1848.2	11.5
Dedicated CAMHS worker working in a non-CAMHS team	335.0	51.4	386.4	13.3
Tier 4 CAMHS unit/team	2276.0	239.4	2515.5	9.5
Total	10374.8	1114.5	11489.2	9.7

Source: Children’s Services Mapping 2007/8 (Durham University)

See Annex B for definitions of these groups

5.13.4 Counsellors

NHS data show that employment of Counsellors in the NHS totalled 170.5 FTE in 2007/8 (included in Table 5.17). There is also demographic data on youth advice counsellors (see Section 6) but no information on the numbers of this occupation employed.

5.14 Housing

No information is currently accessed.

5.15 Social Care

Social workers are not in scope of this exercise although two social care groups have been identified as being in scope (as follows).

5.15.1 Community workers in children's services

In 2007, a total of 1,845 (headcount) community workers were employed in children's social services, an increase from 1,710 in 2006 (+8%). Full time equivalent employment increased from 1,415 to 1,510 FTE (+ 7%). (Table 5.19)

Table 5.19 Employment of community workers in local authority children's social care (England, 2007-2007)

	Male		Female		Total	
	2006	2007	2006	2007	2006	2007
Full time	245	260	855	890	1,100	1,145
Part time	70	115	535	600	835	700
FTE of part time	30	40	285	325	315	365
Total headcount	315	360	1,395	1,485	1,710	1,845
Total FTE	270	295	1,145	1,215	1,415	1,510

Source: Personal Social Services Staff of Social Services Departments (Information Centre for Health and Social Care) special analysis
See also Section 6.

5.15.2 Leaving care workers

No information is currently accessed.

5.16 Volunteers

Set out in the following paragraphs are summaries of reports which include volunteers in the young people's workforce.

5.16.1 Volunteers in youth work

The NYA Audit for 2007/8ⁱ reported a total 5,447 volunteers in the 121 authorities replying to the Audit, equivalent to 1,073 FTE. This compared with a headcount of 5,026 and an FTE of 493 reported in 2006/7 from a response of 140 authorities. NYA comments that this may suggest a similar number of volunteers are working more hours, or alternatively it may be that the increase reflects a better estimate of the FTE hours undertaken by volunteers.

5.16.2 Volunteers in youth justice

Within Youth Offending Teams (YOTS) in England and Wales a total of 7,602 volunteers were reported for 2007/8.⁵¹

⁵¹ YJB (2008)

- 3,030 (39.9%) were permanent, 573 (7.5%) were fixed term and 3,197 (42.1%) were described as temporary;
- 648 (8.5%) were described as outsourced;
- 156 (2.1%) were seconded (of whom 149 were from social services);
- 2,280 were male (30.0%) and 5,324 were female (70.0%);
- 83.4% were white, 10.6% were black, 4.1% were Asian, 1.2% were mixed and 0.7% were other origin.

5.16.3 Volunteers in sport and recreation

Sport and Recreation is heavily reliant on unpaid workers, with one in four of all organisations run purely on a voluntary basis and two out of three dependent on some voluntary contribution. SkillsActive estimates a total of 3.4 million volunteers in this sector in 2005, although it was estimated that a further 1.3 million would be required. Voluntary work spans governance, coaching, officiating and marshalling. Coaches and officials comprise 88% of all volunteers compared with 44% of the paid workforce.⁵² Volunteers in sport and recreation work with a range of age groups including young people.

5.16.4 Volunteers in the Outdoors

Volunteers are seen as being vital to the Outdoor sector with eight out of ten sports coaches (81%) being volunteers. Roles also include officials and other helpers, committee members and fundraisers, competitions and events organisers, stewards, drivers and people providing refreshment and other catering and facility management. In total there were an estimated 1.154 million volunteers in the Outdoors in 2005. However the overall requirement was estimated at 1.7 million leaving a shortfall of 32%.⁵³ Volunteers in the Outdoors work with a range of age groups including young people.

5.16.5 Volunteers in playwork

Playwork 'grew out of voluntary involvement and endeavour' and today there are still a large number of volunteers in the sector either as practising playworkers or on voluntary management committees. A large number of paid workers enter the sector through volunteering at a play setting first. Playwork People estimates that around three quarters (76%) of the workforce are paid, 13% work voluntarily and 39% work in a voluntary capacity as well as being paid (compared with an estimated paid workforce of 110,000 in England). Volunteers in playwork work with children and young people aged 4-16 years.

5.16.6 Volunteers in the Scouts

The Scout Association Census of Membership 2008 (updated annually)⁵⁴ reports a total number of 72,782 leaders across England, Wales and Scotland in volunteer roles

⁵² SkillsActive (2005b)

⁵³ SkillsActive (2005a)

⁵⁴ The Scout Association Census of Membership (year ending 31 March 2008)

<http://scouts.org.uk/documents/ScoutsAR.pdf>

which included 48,079 Section Leaders and 13,224 Sectional Assistants and Skills Instructors. Of these, 57% were male and 43% were female.

In addition there were 16,231 volunteers in organisational support roles including Scout Fellowship (7,791) and individual members/associate members (4,547). Of these, 58% were male and 42% were female.

Volunteer Scout leaders work across a range of groups including Beaver Scouts, Cub Scouts, Scouts and Explorer Scouts. A breakdown of those working with the youth age group (13-19) is not available.

5.16.7 Volunteers in the Girl Guides

Girl Guiding UK estimates that in 2008 there were around 100,000 adult volunteers and supporters across the UK, an increase of 1.7% between 2007 and 2008.⁵⁵

Volunteer Guide leaders work across a range of groups including Rainbows, Brownies, Guides and the Senior Section. A breakdown of those working with the youth age group (13-19) is not available.

It is not clear if the numbers of volunteers in the Scout and Girl Guide movements are additional to the numbers recorded by other estimates e.g. volunteers recorded in SkillsActive's estimates for Sport and Recreation.

5.16.8 Estimate of volunteers in the whole youth sector

The NYA report '*Staffing Numbers in the Voluntary Youth Sector*' (2006)⁵⁶ includes innovative research to audit the number of volunteers in two local authority areas and to extrapolate these figures to national estimates. This approach generated an estimate of 522,908 volunteers nationally. The significance of this work might be to pioneer a methodology available to be 'rolled out' to a representative number of authorities.

5.17 Overview of employment of staff and volunteers across all sectors

5.17.1 Data summary

Table 1.1 presents an overview of the findings shown in this Section. This is not a precise exercise as data for some sectors are out of date or non-existent. There may also be extensive double counting of people in some sectors and overcounting due to inclusion of staff who work for people outside the 'youth' 13-19 age range.

Nevertheless, the research has identified around 775,150 paid workforce (headcount) and 5,272,600 volunteers (headcount), excluding some sectors with no data, but including data which may double count across the sector. The largest paid workforces were in sport and recreation (363,000), health (153,000), playwork (110,000) and core youth work (77,000) (headcount). The greatest concentrations of volunteers were in sport and recreation (3.4 million), the outdoors (1.15 million) and the youth voluntary

⁵⁵ Girlguiding UK membership figures (updated annually)

⁵⁶ NYA (2006)

sector (0.53 million). However some data sources on volunteers are based on estimates and are out of date.

5.17.2 Overview of employment data

The data in Table 5.20 contain a number of gaps in key workforce areas and there are many questions concerning methodology, timeliness and scope (e.g. issues of duplication between the different parts of the workforce and other workforces and whether the data are focused enough). Gaps in the data relate either to settings not covered or to data collection covering only some of a workforce e.g. the statutory sector workforce but not the voluntary and private sector workforce. There are also key issues concerning how data collection can capture the changing pattern of employment to reflect the reconfiguration of services that is driven by government agendas.

Two examples of possible confusion or conflict between different data sources are described below.

One example of confusion that can arise concerns surveys which count or estimate the number of youth workers or people with related descriptions.

- The ONS, through two overarching workforce data collections, counts the number of 'youth and community workers' as recorded by the SOC code with that name. LFS records a total of 79,000 of these workers in England (Table 5.6) in 2008 whilst ASHE records 77,000 (Table 5.2). These are 'all sector' figures but a sector breakdown of the LFS data suggests that 39,000 work in local government (however this may not be a reliable figure due to sample issues);
- Two other surveys also aim to count these workers in local authorities. The latest JNC workforce survey (2008) estimated (via grossing of the survey response) a total headcount of 27,565 'youth and community workers' workers including those in scope of the JNC and those under other pay arrangements (Table 5.8);
- The latest NYA Audit found a headcount total of 18,692 staff employed in local authority youth services, based on 121 out of 150 authorities, the figures presented as ungrossed (Table 5.7).

Clearly the four data collections use different methodologies, have different objectives and possibly different target workforces and produce significantly divergent data outcomes.

Another example concerns the counting of volunteers. Currently the main estimates of the number of volunteers arise from sector skills council estimates of the number of volunteers within their footprints. Other estimates of volunteers may arise from sub-sectors or sectors which straddle more than one SSC area. Within these totals there may be highly reliable counts of volunteers in specific organisations (e.g. Scouts and Girl Guides) but it may not be possible to conclude whether or not these are part of a wider 'footprint'.

Section 6: Workforce structure and demographics

This section examines the data that are available on the composition of the workforce in terms of occupational and organisational structures and demographic aspects such as gender, ethnicity, age and disability. Demographic information concerning the whole population is also used to provide a benchmark.

Key findings

- In sectors where data are available (including the voluntary sector), around one tenth of the workforce were managers, just over half 'professionals' or 'practitioners', around a quarter operational or support and 10-15% were administrative staff;
- The majority of the young people's workforce were female, ranging from 95% of playwork staff and 91% of parenting skills advisers, to 49% of youth workers and 55% of outdoors staff;
- Across the workforce the main BME groups were Asian/Asian British (0.9% to 7.5%) and black/black British (1.4% to 10.7%). The numbers of white staff range between 77% and 95% of the workforce (in most groups around 8-9% are not stated). In the general population 85% of those aged 0-15 years are white, compared with 89% of the whole population;
- The age profile of the workforce varies between a relatively young workforce in play, the outdoors, sport and recreation (the latter sector having 35% of its workforce aged 16-24 and 29% aged 25-34 years) to a more mature profile amongst youth and community service officers (the senior managers of local authority youth services), legal advisors (of whom 20% were aged 35-44 years and 20% were 55-64 years) and managers generally;
- There is little evidence concerning disability of the workforce; 13% of entrants to HE youth and community courses were disabled (the main reason being dyslexia);
- In a survey of youth service managers in 2008, 41% were male and 59% were female (compared with 45%/55% in the voluntary sector), the average age was 46 years (42 years in voluntary sector), 92% were white and 8% considered themselves disabled (with no difference in the voluntary sector).

Issues for consideration

- There are useful data sources but there are gaps due to lack of general surveys either across the whole workforce or for specific sectors;
- Data on age and disability are less common than on gender and ethnicity.

6.1 Workforce structure

6.1.1 Local authority young people's workforce

Data from the NYA annual audit⁵⁷ in Table 5.7 shows that, in terms of full time equivalents, in 2007/8, 8.4% of local authority youth staff were management staff, 34.7% were professionally qualified in youth work, 11.8% had other professional qualifications, 28.5% were youth support workers and 16.5% were administrative staff. In terms of headcount, the proportions are very different, with youth support workers comprising over half (56.4%) of the total headcount.

Over a three year period there was a major fall in the share of the employment of 'other qualified' staff from 23.1% to 11.8% in FTE terms, whilst the share of youth support workers rose from 17.5% to 28.5%. The reasons for this are not apparent. Otherwise the staffing structure changed relatively little over the period.

6.1.2 Youth justice workforce

In youth justice in 2007/8 just over half of staff were practitioners whilst around 6% were senior practitioners. Managers comprised around 9%, whilst administrative staff comprised around 14% of all staff. There was little change between the two years. (Table 6.1)

Table 6.1 Employment of youth justice workers (England and Wales, 2006/7 and 2007/8) (thousands)

	2006/7		2007/8	
	No.	%	No.	%
Strategic managers	273	2.4	259	2.2
Operational managers	779	6.8	802	6.7
Senior practitioners – full time	551	4.8	604	5.2
Senior practitioners – part time	49	0.4	61	0.5
Practitioners - full time	4,789	42.0	5,062	42.2
Practitioners - part time	908	8.0	1,066	8.9
Sessional	1,810	15.9	1,894	15.8
Students/trainees	198	1.7	204	1.7
Administrative	1,592	14.0	1,672	13.9
Vacancies	446	3.9	364	3.0
Total	11,395	99.9	11,988	100.0

Source: Youth Justice Annual Statistics 2006/7 and 2008/9 (Youth Justice Board 2008 and 2009)

⁵⁷ NYA (2009)

6.1.3 Sport and recreation and the outdoors

In sport and recreation, 39% of paid staff were coaches, teachers and instructors, 22% were operational staff, 13% were managerial staff, 7% were sports/community/development officers and 6% were sports officials. In the outdoors a similar pattern is apparent. (All data are on a headcount basis)

Table 6.2 Occupational profile of the volunteer and paid workforce in sport and recreation and the outdoors

	Sport and recreation		The outdoors	
	Paid workforce	Volunteers	Paid workforce	Volunteers
Managers, supervisors, senior administrators	13	4	12	4
Sports/community/development officers	7	1	7	1
Coaches, teachers, instructors, activity leaders	39	75	47	75
Operational staff	22	5	22	5
Professional sports players	1	1	2	1
Sports officials	6	13	0	13
Non-managerial support staff	13	3	10	3
Total employment	363,100	3.4 million	25,020	1.154 million

Sources: SNA for the Outdoors (SkillsActive, March 2006); SNA for Sport and Recreation (SkillsActive, March 2006) Note: due to rounding, percentages may not total exactly

6.1.4 Playwork

There are four main types of work in playwork⁵⁸:

- Face to face playworkers: staff and volunteers working with children and young people in face-to-face settings;
- Play development roles: people who promote the development or play opportunities;
- Play related workers: people who do not work in a play work setting but who may include playwork as an element of their work;
- Play service managers: people who manage services.

These roles have not been quantified.

6.1.5 Leaders and managers in the young people's workforce

The report *Distinct and Connected*⁵⁹ reported data gathered from 369 managers at senior, middle and frontline level and provides a snapshot of the management of the young people's workforce.

⁵⁸ SkillsActive (2005c)

⁵⁹ NYA/CWDC (2008)

The report comments that the core of Integrated Youth Support Services at local authority level is increasingly comprised of local authority youth services, Connexions, the voluntary sector and (still mainly at the planning stage) youth offending services.

The report estimates that the number of managers in the workforce is probably between 5,000 and 6,000. This figure may be much higher if those who manage the work of volunteers are included.

6.2 Demographic characteristics of the young people's workforce

The following sections summarise key data for gender, ethnicity, age and disability of the paid workforce and for volunteers (where available). Data availability varies e.g. data on disability is sparse.

6.2.1 Gender

Generally data on gender exists where there is data on employment numbers (see table 6.3), although this is not universally the case. Most young people's workforce groups have a majority of female staff, with the highest proportions of women being in playwork (95%), Connexions – other delivery staff (82%) and holiday playwork staff (82%); and the lowest in Youth and Community Service Officers (49%), sport and recreation (54%) and outdoors (55%).

Table 6.3 Distribution of staff by gender

	Male (%)	Female (%)
Community workers (social services)	20	80
Connexions - Personal Advisors	22	78
Connexions - All staff	23	77
Connexions - other delivery staff	18	82
Connexions - other staff	27	73
Holiday playwork staff	18	82
JNC Y&C Other staff	35	65
JNC Y&C Professional staff	38	62
JNC Y&C Support Workers	36	64
Legal Advice staff	23	77
Outdoors staff	45	55
Parenting skills advisers (extended schools)	9	91
Playwork staff	5	95
Sport and recreation staff	46	54
Youth and Community Service Officers	51	49
Youth and Community Workers (LFS 2007)	28	72
Youth Justice staff	35	65
Youth Justice volunteers	30	70
Youth leaders and managers	41	59

Sources: as Section 5

6.2.2 Ethnic origin

Ethnic origin data is available for most groups (Table 6.4). Data interpretation may be affected by the proportion of 'not stated'. The proportions of the workforce classified as white ranged from 77% of JNC youth and community - other staff, 77% of Connexions - other delivery staff, to 96% of playwork staff and 95% of sport and recreation staff.

Table 6.4 Distribution of staff by ethnic origin

Percent of all staff	Year	White	Mixed	Asian/Asian British	Black/black British	Chinese	Other ethnic group	Not stated	Total	
Community workers (social care)	2007	79.8	0.5	3.8	7.4	0	0.5	7.9	100.0	
Connexions – Personal Assistants	2005	80.2	1.1	3.5	6.7	0.1	0.3	8.3	100.0	
Connexions –All staff	2005	81.4	0.9	3.3	5.4	0.1	0.2	8.7	100.0	
Connexions –Other staff	2005	88.7	0.6	2.7	2.8	0	0	5.2	100.0	
Connexions -other delivery staff	2005	76.5	0.8	3.6	4.7	0.1	0.1	14.1	100.0	
JNC Y&CW Other staff *	2008	76.8	13.2	3.2	4.6	2.2			100.0	
JNC Y&CW Professional*	2008	86.5	2.4	4.8	5.9	1.2			100.0	
JNC Y&CW Support Worker*	2008	87.6	1.5	5.7	3.9	1.2		n/a	100.0	
Legal advice staff	2006	83.9	-	7.5	-	0.6		8.0	100.0	
Outdoors staff	2005	95.6	1.1	1.0	1.4	0.3	0.8	-	100.0	
Playwork staff	2005	96.0	Non-white 4.0%							100.0
Sport and recreation staff	2005	95.3	1.1	0.9	1.7	0.2	0.7		100.0	
Youth &Community Service Officers	2007	93.0	Non-white 7.0%							100.0
Youth and Community Workers (LFS)	2007	89.7	0.9	3.2	5.9	-	-	0	100.0	
Youth Counsellors	2008	84.0	-	2.0	3.5	-	1.0	9.0	100.0	
Youth Justice –staff	2007	83.2	1.4	4.0	10.7	-	0.6	-	100.0	
Youth Justice –volunteers	2007	82.9	1.6	4.0	10.8	-	0.7	-	100.0	
Youth leaders and managers	2008	92	2	2	2	0	1	0	100.0	

Sources: as Section 5

*JNC: Chinese and other are combined; not known % not shown as removed in calculation

Proportions of staff in the mixed group ranged from 13% JNC Y&CW youth and community staff (markedly higher than other groups) to around 1% in a number of job groups. Proportions of Asian/Asian British ranged from 7.5% of legal advice staff to 1% of outdoor staff. Proportions of Black/Black British staff ranged from 11% of youth justice staff and volunteers to 1% of outdoor staff, whilst other groups had relatively small shares of this group.

The 'not stated' percentage ranges between 14% of Connexions other delivery staff down to 0% in some categories (of which some have had the 'not stated' removed via calculations in order to facilitate comparisons). The incidence of 'not stated' can affect comparisons between employment groups.

Comparisons between the proportions of the workforce in different ethnic groups with the general population need to be looked at with some caution due to the incidence of 'not stated'. Section 6.4 (below) contains information on the ethnicity of the whole population by broad age group.

6.2.3 Age

Compared with gender and ethnicity, less information on the age of the workforce is available (Table 6.5). All sources (except for one, noted in the next paragraph) reported age in comparable age groups (as reported in Table 6.5). In groups where data are available there are wide variations. For example, in sport and recreation volunteers and holiday play, there were high levels of people aged 16-24 years (67% and 53% respectively). 'Core' youth workers were also relatively youthful with 67% aged under 45. At the other end of the spectrum 73% of youth and community service officers (two relatively senior groups) were aged over 44 years.

Table 6.5 Distribution of staff by age

	Date	16-24	25-34	35-44	45-54	55-64	65+	Not known	Total
Legal advice staff	2008	7.4	17.7	28.0	20.0	19.4		7.4	-
Playwork – holiday staff	2004	52.5	24.2	14.8	4.7	3.2	0.6	-	100
Playwork –all staff	2004	6.7	36.8	25.1	27.6	3.4	0.4	-	100
Sport and recreation – paid staff	2004	35	29	20	11	5	1	-	100
Sport and recreation – volunteers	2004	67	16	7	5	3	2	-	100
Youth and Community Service Officers	2007	0	4	23	44	29	-	-	100
Youth and Community Workers (LFS)	2007	9.5	26.1	31.4	20.9	10.5	1.6	-	100

Sources: as Section 5

The report *Distinct and Connected* looked at the age of youth managers and leaders in different age bands (Table 6.6 below). 69% were aged over 40, including 34% aged over 50 years.⁶⁰

⁶⁰ NYA/CWDC (2008)

Table 6.6 Distribution of youth managers and leaders by age band (England, 2008)

Age band	%
21-30	5
31-40	24
41-50	37
51-60	32
61+	2
Total	100

Source: NYA/CWDC (2008)

6.2.4 Disability

The data on data on disability is summarised below, although there was relatively little information available:

- 0.6% of playgroup staff were recorded as disabled;⁶¹
- NYA annual monitoring of new students recruited to youth and community HEI courses, reported that in 2007 13% were disabled, including 3.9% who were registered disabled;⁶²
- Amongst disabled students, the majority of issues related to dyslexia;
- The report *Distinct and Connected* reported that 8% of all leaders and managers reported they were disabled, including 5% who were registered disabled.

6.3 Additional analyses of demographic data

Additional analyses where available and relevant (e.g. ethnicity by full time/part time and gender) are shown on an illustrative basis.

6.3.1 Gender and ethnicity of youth and community workers

Tables 6.7 - 6.9 provide additional analyses of the gender and ethnicity of JNC youth and community work staff, separately for support workers, professional staff and other staff.

There was generally a markedly higher proportion of white staff among female than among male staff. There were also variations between full time and part time staff, particularly for 'other' staff where the part time staff were markedly less likely to be white (72%) than full time (87%). However the converse applied to professional staff (full time 83% and part time 87%) and there was no difference amongst the 'other' group.

⁶¹ SkillsActive (2005c)

⁶² NYA (2007)

Table 6.7 Ethnic distribution of youth and community support workers

Percentages	White	Mixed	Asian	Black	Chinese/other
All employees	87.6	1.5	5.7	3.9	1.2
- all females	90.8	1.5	4.0	2.8	1.0
- all males	81.9	1.6	8.8	6.1	1.6
Full time	87.9	3.1	3.5	3.4	2.2
- female	92.7	1.2	3.2	1.5	1.1
- male	80.7	5.8	3.9	5.7	3.8
Part time	87.6	1.5	5.8	4.0	1.2
- female	90.7	1.5	4.0	2.8	1.0
- male	81.9	1.4	9.1	6.1	1.5

Source: Pay and Workforce Survey 2008 (JNC for Youth and Community Workers)

Note: those whose ethnic origin was not known are excluded from the percentage calculations

Table 6.8 Ethnic distribution of youth and community professional staff

Percentages	White	Mixed	Asian	Black	Chinese/other
All employees	86.5	2.4	4.8	5.9	1.2
- female	88.3	2.1	3.2	5.2	1.2
- male	79.1	2.6	7.6	9.2	1.5
Full time	83.4	2.1	5.4	7.8	1.3
- female	87.8	1.4	3.6	5.9	1.3
- male	78.0	2.9	7.7	10.2	1.3
Part-timers	87.3	2.7	3.9	4.8	1.3
- female	89.0	3.1	2.7	4.3	1.0
- male	82.7	1.6	7.3	6.2	2.2

Source: Pay and Workforce Survey 2008 (JNC for Youth and Community Workers)

Note: those whose ethnic origin was not known are excluded from the percentage calculations

Table 6.9 Ethnic distribution of youth and community ‘other’ staff

Percentages	White	Mixed	Asian	Black	Chinese/other
All employees	76.8	13.2	3.2	4.6	2.2
- female	90.2	1.6	3.5	3.9	0.8
- male	59.5	28.1	2.9	5.4	4.0
Full-time	87.3	1.2	4.1	5.5	1.9
- female	90.9	1.3	2.8	3.4	1.6
- male	82.6	1.0	5.9	8.1	2.4
Part-time	72.3	18.4	2.8	4.2	2.3
- female	89.9	1.7	3.8	4.1	0.5
- male	49.3	40.1	1.5	4.2	4.8

Source: Pay and Workforce Survey 2008 (JNC for Youth and Community Workers)

Note: those whose ethnic origin was not known are excluded from the percentage calculations

6.3.2 Demographic aspects of managers in the young people’s workforce

The report *Distinct and Connected*⁶³ reported data gathered from 369 managers at senior, middle and frontline level and provides a snapshot of the management of the young people’s workforce. Key demographic details by sector are shown in table 6.10 (below).

Generally there was relatively little variation amongst the groups except: the highest level of women managers in Connexions (65%), the highest average age in ‘other’ category; the highest level of white managers in Connexions (96%) and the highest levels of disability (11%) and registered disabled (6%) in the youth service.

6.3.3 Demographic aspects of parenting skills advisors

The Training and Development Agency (TDA) provided unpublished employment and demographic data for parenting skills advisors (PSAs) in extended schools as part of the PSA pilot (June 2008) across 20 local authorities, with intelligence data across all authorities.⁶⁴ Key data:

- Of 717 PSAs working in pilot authorities, 91% were female (consistent across all local authorities);
- More than two thirds were over 35, with an average age of 40 years;
- 91% were white British, reflecting the demography of the pilot local authorities.

⁶³ NYA/CWDC (2008)

⁶⁴ TDA (2008)

Table 6.10 Demographic characteristics of youth service managers and leaders (England 2008)

	Youth Service	Connexions	Voluntary	Other	Total
Gender					
Male	47	35	45	44	41
Female	53	65	55	56	59
Age					
21-30	4	1	16	6	5
31-40	21	23	25	21	24
41-50	38	33	27	41	37
51-60	32	41	31	30	32
61+	5	1	0	3	2
Av. Age	45	46	42	51	46
Ethnicity					
White	90	96	92	93	92
Mixed	2	0	2	3	2
Asian	3	2	2	1	2
Black	3	1	4	1	2
Chinese	1	1	0	1	0
Other	1	0	0	2	1
Disability					
Disabled	11	5	8	5	8
Not disabled	89	95	92	95	92
Registered disabled	6	2	2	2	5

Source: *Distinct and Connected* (NYA/CWDC, 2008)

6.4 Demographic comparisons of diversity data

Table 6.11 shows the percentage of the estimated distribution of the whole population by ethnic group and age group. The proportion of the population which is white is highest in the 60/65+ age group (94.0%), markedly lower in the 16-59/64+ group (87.7%) and lowest in the 0-15 group (84.7%).

Focusing on the 0-15 age group and how this compares with older groups, the most marked difference is the relatively high proportion of mixed ethnic group, 3.9% compared with 1.3% of 16-59/64+ years.

Data on disability for different age groups has not been located but will be researched for the 2010 report.

Table 6.11 Estimated resident population by ethnic group and age (England, 2006)

% of the population	0-15 years	16-59/64 years	60/65+ years	Total
White	84.7	87.7	94.0	88.6
Mixed	3.9	1.3	0.4	1.6
Asian	7.0	6.0	2.1	5.5
Black	3.3	3.0	1.2	2.8
Chinese/other	0.5	1.0	0.2	0.7
Other	0.5	0.9	0.2	0.7
Base population thousands (=100%)	9674.0	31,626.7	9462.3	50.762.9

Source: Experimental Population Estimates by Ethnic Group (ONS, 2008)

Section 7: Recruitment and retention

7.1 Introduction

Information on recruitment and retention includes vacancies, turnover and reports of recruitment and retention difficulties, which is reported where available. The findings for some sectors may cover age groups wider than youth (13 -19 years) e.g. playwork, sport and recreation and the outdoors.

7.2 Key findings

Recruitment and retention is not straightforward as it could be influenced by a range of factors, for example there may be a need for services and posts but lack of funding to fill them; and the data are limited. Summary of the key findings:

- In 2008 there were few recruitment or retention difficulties;
- The latest vacancy rates were highest in Youth Justice (3.7%) and lowest for youth and community service officers (1.7%); however data are extremely limited (2007);
- In two sectors, the incidence of hard to fill vacancies ranged between 35% of establishments in playwork to 11% in the outdoors and 9% in sport and recreation (but information is limited and relates to 2005);
- There is little up to date information on turnover and employment mobility in the young people's workforce, the only overall data available relating to local authority youth and community workers in 2005 and local authority managers in 2007 (with no other groups covered).

Issues for consideration

- The availability of up to date data mainly covers the statutory sector and is extremely limited, particularly on staff retention;
- Any future data gathering could consider focused approaches (e.g. specific groups and data items, using samples where possible) and should aim to cover the whole sector.

7.3 Local government recruitment and retention

In 2008 the level of recruitment difficulties reported by local authorities was low, including youth and community workers (9%) and education welfare officers (Table 7.1).

Table 7.1 Recruitment and retention difficulties in local authorities (2008)

% of authorities	Recruitment difficulties (%)	Retention difficulties (%)
Education welfare officers	8	1
Playwork, playgroup leaders/assistants	1	3
Youth and community workers	9	11
Sports and leisure assistants	2	4
Sports coaches, instructors and officials	3	3

Source: Local Government Workforce Survey 2008

Retention difficulties were also at a relatively low level with the highest being for youth and community workers (11%).

7.4 Recruitment and retention of youth and community workers 2001-2008

Data on the recruitment and retention difficulties experienced by local authorities for youth and community workers are available from JNC surveys conducted in 2001 and 2005. The data are not precisely comparable either between these two surveys (due to a reform of the national agreement) or with the 2008 survey, but broad comparisons are possible.

7.4.1 Recruitment and retention of youth and community workers in 2001

The JNC workforce survey in 2001 showed levels of recruitment difficulty ranging between 70% of authorities for the 'local' group of part time workers to 47% for nationally qualified professional workers. The level of retention difficulties ranged from 58% of part time locally qualified/unqualified to 24% of part time nationally qualified workers. (Table 7.2)

Table 7.2 Recruitment and retention difficulties for youth and community workers in local authorities (2001)

% of authorities	Nationally qualified		Locally qualified/unqualified	
	Full time	Part time	Full time	Part time
Recruitment difficulties (%)*	47	27	19	70
Retention difficulties (%)*	20	24	15	58

Source: Workforce Survey 2001 (JNC for Y&C Workers)

7.4.2 Recruitment and retention of youth and community workers 2005

In 2005, recruitment difficulties for professional workers were generally at a lower level, ranging 13% - 18%, depending on the group. In 2005 they were generally higher

than the 9% recorded in 2008 by the Local Government Workforce Survey⁶⁵; difficulties for support workers were at a similar level except for part time males, which were markedly higher. Retention difficulties in 2005 were lower than 2001 and around the same or at higher level than in 2008, depending on the group.

Table 7.3 Recruitment and retention difficulties for youth and community workers in local authorities (2005)

Percent of local authorities	Full time female	Full time male	Part time female	Part time male
Recruitment difficulties				
Professional	18	14	17	13
Youth and Community Support Workers	13	12	20	28
Retention difficulties				
Professional	18	12	12	10
Youth and Community Support Workers	15	17	23	25

Source: Pay and Workforce Survey 2005 (JNC for Y&C Workers)

7.5 Recruitment and skills shortages in playwork

The Playwork Labour Market Survey (2005)⁶⁶ reported that 35% of employers had experienced a hard-to-fill vacancy in the past 12 months and 10% of employers said they had had a hard-to-fill volunteer vacancy in the past 12 months, suggesting that 'hard to fill vacancies are a significant problem for the sector' (page 39). Three main reasons featured: low number of applicants with the required skills, lack of qualifications required for the job and lack of work experience. It is reported that over half of employers (57%) find that skills specific to playwork are lacking in new recruits.

The Skills Needs Assessment for Playwork⁶⁷ stated that 'the playwork sector suffers from a high turnover of staff'. Turnover varied by the type and size of provision and a telephone survey carried out in 2005 of thirty employers estimated that turnover could be as high as 30-40%. The following factors could be contributory: the seasonal nature of many playwork jobs, the prevalence of part time jobs and relatively poor pay and status and job insecurity, particularly where grant funding is threatened.

7.6 Recruitment and skills shortages in sport and recreation

The 2005 National Employment Skills Survey⁶⁸ estimated that 22% of all establishments in the SkillsActive sector skills council remit were facing vacancies equating to some 8,500 jobs. Nine percent of establishments reported having hard to fill vacancies (2,900 vacancies). Skills shortage vacancies formed 23 percent of all vacancies. 54% of those establishments which reported hard to fill vacancies attributed this difficulty to a skills shortage.

⁶⁵ LGA (2008)

⁶⁶ SkillsActive (2005)

⁶⁷ SkillsActive (2005c)

⁶⁸ Learning and Skills Council (2005)

The SkillsActive Sport, Fitness and Outdoors Employment and Skills Survey (2004)⁶⁹ confirmed the significance of skills shortages due to the same reasons as Playwork (i.e. lack of applicants, lack of qualifications and lack of relevant work experience).

7.7 Recruitment and skills shortages in the outdoors

SkillsActive's Skills Needs Assessment for the Outdoors (2006)⁷⁰ noted that the suitability of data on recruitment and skills shortages from the National Employers Skills Survey 2003 (NESS) 'leaves something to be desired as it only gives marginal coverage of the Outdoors sector' (page 6). With this caveat in mind, 19% of establishments were facing vacancies of which 11% were hard to fill and 80% attributed these to shortages of skills, experience or qualifications amongst applicants (skill shortage vacancies). Total vacancies and hard to fill vacancies equated to 2.5% and 0.3% respectively of employment, whilst skills shortages vacancies equated to 0.2% of employment.

Information about labour turnover in the Outdoors sector is available from the same source. The report notes that given the seasonal and contract nature of the jobs in the outdoors sector, many people were freelance and worked only when required. Around one third of organisations reported no turnover in the 2005 survey; the remainder reported turnover averaging 12% per annum and the overall average was 9.4%. The report notes that many seasonal businesses may recruit each year and replace turnover within the season.

7.8 Vacancy and turnover data

There are several sources of data on vacancies. However, there is less up to date data on turnover and useful data collected in previous years for some parts of the workforce are reported to provide a baseline.

7.8.1 Vacancy, turnover and start data for youth and community service officers

For this group, table 7.4 shows that vacancy, turnover and start rates fell markedly between 2004 and 2007. Start rates fell below turnover rates, implying either particular recruitment difficulties or lack of demand to replace leavers.

⁶⁹ Learning and Skills Council (2005)

⁷⁰ SkillsActive (2006)

Table 7.4 Vacancy, turnover and start data for youth and community service officers

	Youth and Community Service Officers
Vacancy rate (%)	
2004	2.3
2007	1.7
Annual turnover rate (%)	
2004	6.4
2007	5.5
Annual start rate (%)	
2004	8.4
2007	3.4

Source: Soulbury Workforce Survey 2007 (LGA)

7.8.2 Vacancies for youth justice workers

The Youth Justice Board's annual collection of staffing data includes vacancy data for the main occupational groups. In 2006/7 the total rate was 4.7% but varied between 6.8% for senior practitioners and full time practitioners, 2.9% for operational managers and 2.2% for strategic managers.⁷¹

In 2007/8 the overall vacancy rate fell from 4.7% to 3.7%, most markedly for senior practitioners (from 6.8% to 2.9%) and part time practitioners (from 6.2% to 3.0%).

Table 7.5 Vacancy rates for youth justice workers (2006/7 – 2007/8)

% of posts	2006/7	2007/8
Strategic managers	2.2	1.9
Operational managers	2.9	3.3
Senior practitioners	6.8	2.9
Full time practitioners	6.8	4.1
Part time practitioners	6.2	3.0
Administrative	4.2	3.3
Total	4.7	3.7

Source: Youth Justice Annual Workload data 2006/7 and 2007/8 (Youth Justice Board)

7.8.3 Vacancy, turnover and starter data for local government youth and community workers (2001-2005)

The 2001 and 2005 JNC workforce surveys collected data for local government youth and community workers although they used different data formats. The data have not been updated since 2005.

In 2001 (Table 7.6) vacancy rates ranged between 6.6% for full time nationally qualified workers to 9.5% for part time local qualified/unqualified workers. Annual

⁷¹ YJB (2009)

turnover rates ranged between 10.3% for full time nationally qualified workers to 17.3% for part time local qualified/unqualified workers, whilst annual start rates ranged between 12.3% for full time nationally qualified workers to a very high rate of 32.4% for full time local qualified/unqualified workers. Generally female rates were a little higher than males.

Table 7.6 Vacancy, turnover and start rates for youth and community workers in local authorities (2001)

	Nationally qualified		Local qualified/unqualified	
	Full time	Part time	Full time	Part time
Vacancy (%)	6.6	7.9	5.5	9.5
Annual turnover (%)				
Male	11.1	15.5	14.1	10.2
Female	10.3	16.0	15.1	15.9
Total	10.3	15.8	14.8	17.3
Annual start (%)				
Male	11.9	11.3	19.4	-
Female	13.7	14.7	44.1	-
Total	12.3	12.8	32.4	17.4

Source: Workforce Survey 2001, Joint Negotiating Committee for Youth and Community Workers

In 2005 a different post classification was used. Vacancy rates were higher for support staff (8.7%) than professional staff (3.4%) whilst turnover rates showed a similar pattern, the rate being 20.2% for support staff compared with 13.1% for professional staff, with start rates also showing a similar pattern.

Table 7.7 Vacancy, turnover and start rates for youth and community workers in local authorities (2005)

Percents	Professional	Youth and community support	Other staff
Vacancy rate (%)	3.4	8.7	4.6
Annual turnover rate (%)	13.1	20.2	13.0
Annual start rate (%)	14.3	19.0	9.8

Source: Workforce Survey 2005, Joint Negotiating Committee for Youth and Community Workers

7.8.4 Destinations of youth and community worker leavers and origins of starters in local authorities (2001)

Data on the breakdown of leavers and starters in 2000 -2001 are shown in table 7.8 although they are dated, in order to illustrate patterns of movement. High rates of data non-availability (not known) should be noted. For both leavers and starters there is a variety of destinations and origins. Movements to and from the voluntary sector and between local authority and 'other' destinations broadly balance each other out.

Table 7.8 Breakdown of destinations of youth and community worker leavers and origins of starters in local authorities (2001)

	Nationally qualified		Local qualified/unqualified	
	Full time	Part time	Full time	Part time
Leavers in 12 months to 30 Nov 2001 (%)				
Y&CW post – other LEA	3.1	1.0	2.7	0.5
Y&CW post – voluntary sector	0.4	1.0	1.1	0.2
Non – Y&CW employment	0.8	0.2	-	1.2
Break	0.2	0.5	1.1	0.5
Retirement	0.8	0.4	-	0.3
Other destination	1.5	2.1	3.3	2.2
Not known	3.4	10.6	6.6	12.7
Total turnover rate	10.3	15.8	14.8	17.3
Starters in 12 months to 30 Nov 2001 (%)				
Y&CW post – from another LEA	3.7	1.2	4.9	0.6
Y&CW post – from voluntary sector	0.8	0.9	0.5	0.2
From non – Y&CW employment	1.4	3.3	6.6	3.7
Returner	0.2	1.1	1.6	0.4
From other origin	1.1	2.1	3.3	2.2
Not known	5.1	4.1	15.4	10.8
Total start rate	12.3	12.8	32.4	17.4

Source: Workforce Survey 2001 (Joint Negotiating Committee for Youth and Community Workers)

7.8.5 Recruitment in the voluntary sector (2006)

UK Workforce Hub carried out research on recruitment in 2006 in the voluntary sector generally⁷² :

- Recruitment activity was high in the voluntary sector with respondents recruiting, on average, 25% of their staff each year;
- On average, respondents undertook recruitment internally first for 17% of jobs;
- The two most common causes of recruitment difficulties were a lack of specialist skills and a lack of experience;
- The median cost of advertising each post was £1,196;
- Recruitment timescales were comparable with those in the UK workforce as a whole, with a median of 40 days on average to fill a vacancy.

A further study of recruitment difficulties and vacancies in the voluntary sector (2007) reported⁷³:

- One quarter of employers reported hard to fill vacancies in their organisation;
- For most job functions, vacancies were more likely to be identified as hard to fill;
- While micro and small organisations were less likely than large organisations to have vacancies within their organisation, those vacancies were more likely to be reported as hard to fill;
- Employers most frequently identified hard to fill vacancies in youth work, social care and health care;

⁷² UK Workforce Hub/Agenda Consulting (2006)

⁷³ J Clark (2007)

- Over one-third of employers with hard to fill vacancies reported skills shortage in applicants;
- The voluntary sector workforce, however, is well qualified with only 13% of employers reporting a lack of qualifications as a problem.

7.8.6 Workforce planning initiatives and qualitative information on recruitment and retention

See Section 10.

Section 8: Training and qualifications

8.1 Introduction

This section includes information available on training provision, qualifications held and studied for, current training activities and skills needs. Information on training needs generally relates to specialist skills development, with less specifically concerning the multi agency working used in Integrated Youth Support Services (IYSS).

8.2 Key findings

The information on qualifications is piecemeal. There is good data for some workers such as youth workers and where there are expectations about levels and types of qualifications. Some information is for the workforce as a whole, such as Skills Active and does not give a breakdown of those who provide services particularly for young people.

- Of youth and community workers classified by ONS, 47% held qualifications equivalent to level 4 or higher, 21% at level 3 and 16% at level 2 (the remainder held lower/other/none); 30% held an NVQ, 32% were graduates;
- Of this workforce, 19% were currently working towards/studying for qualifications (including around 8% at degree level and around 4% for NVQs);
- Across the whole SkillsActive workforce, 30% held qualifications at level 4 or higher, 19% at level 3, 22% at level 2 and 29% at level 1/none;
- 3,352 students were registered at HE institutions on youth and community work courses recognised by the JNC for professional status, of whom 41% were on Dip HE programmes, 27% on BA Honours degrees, 13% on foundation degrees and 19% on other programmes;
- Young people's workforce managers report skills gaps concerning commissioning, performance management, implementation of IYSS (issues which are most acutely felt in smaller voluntary organisations); local authorities' annual spend on CPD averaged £63,000 per responding authority in 2007/8;
- For the front line workforce in sports and recreation, the outdoors and playwork, a variety of skills gaps have been reported including team working, communications skills, customer handling skills, planning and preparation. However the information is dated and needs refreshing in most parts of the workforce;
- The numbers of trainees on the youth apprenticeship framework is quite small and the barriers include costs and matching opportunities to individuals.

Issues for consideration

- There are useful general data sources including entrants to Higher Education, but there is a lack of sector-specific data and data on current levels of training;
- It would be useful if information requirements could be clarified and prioritised, including the linking of skills needs data to job requirements.

8.3 Availability of qualifications

8.3.1 Qualifications in youth work⁷⁴

Youth work post holders are usually required to hold or be working towards nationally recognised qualifications in youth work. These are National Vocational Qualifications (NVQs), Vocationally Related Qualifications (VRQs) and a range of Higher Education qualifications. In addition, employers provide a range of training and learning opportunities to promote continuing professional development.

There are two types of qualification within the nationally recognised framework approved by the Joint Negotiating Committee for youth and community workers which is the body that sets and guides national pay and conditions for youth and community workers. These qualifications are Youth Support Worker Qualifications (pre-professional/vocational qualifications) and Professional Qualifications offered by universities.

The systems for youth work training have recently changed and terms relating to the previous systems are still often used, particularly descriptions of youth workers as being 'locally' or 'nationally' qualified. NVQ/VRQs at Levels 2 and 3 replaced the RAMPs training and awards system, which provided locally devised and assessed initial or basic training programmes for people entering youth work. RAMP qualifications were associated with the terms 'locally' or 'part-time' qualified. They are still valid for work as a youth support worker. The terms 'nationally' and 'professionally' qualified are associated with the higher education qualifications.

The terms 'local', 'part-time' and 'national' are now outdated and confusing because of the development of the new NVQ/VRQ system of qualifications, which are recognised and transferable nationally. As a result the terms 'youth support worker' and 'professional youth worker' are now more commonly used.

From 2010, all entrants to professional qualification training will be required to be graduates.

8.3.2 Training for Connexions Personal Advisers

Connexions Personal Assistants (PAs) are drawn from a range of professional disciplines. Many are ex-careers advisors but there are others from the youth and social work professions. PAs' work with young people is in three main areas: direct work with young people, brokerage and review. As a minimum, a Connexions PA must have or be actively working toward an NVQ Level 4 (or equivalent) in a relevant discipline and have undertaken relevant appropriate assessment framework training. The main relevant NVQ is Learning Development and Support Services (LDSS) Level 4. PAs holding the Qualification in Careers Guidance, Foundation Degree or other relevant professional qualification (e.g. youth work, social work) can qualify by evidencing competence against four core units of the NVQ and gaining accreditation

⁷⁴ NYA website <http://www.nya.org.uk/information/108738/becomingqualified/>

against a cluster of six mandatory units of the NVQ. Priority in PAs' professional development is given to the use of a robust framework for the evaluation of professional practice together with ongoing professional supervision to inform reflective practice.

8.3.2 Training for Education Welfare Officers

Paulo (2004) described the training needs of Education Welfare Officers (EWOs).⁷⁵ There were no specific qualifications targeted at this group, or for those support staff working more generally to support young people at risk and their families. However, Learning, Development and Support National Occupational Standards and qualifications framework complement existing qualifications and career progression frameworks, particularly in the broader area of mentoring and behaviour management, which was not well represented by qualifications on the National Qualifications Database.

Employers' entry requirements vary. Some people become EWOs after training in a related profession such as teaching or youth work. Many education authorities employ people who do not hold any professional qualifications but who have relevant experience of working with young people and their families.

Education social work entry requirements are usually a Diploma in Social Work or an equivalent qualification. In some local authorities no trainees are taken on so the expectation is that people are qualified on entry to the occupation. Most courses are skill based, for example, therapeutic techniques and parenting skills.

8.3.5 Training for learning mentors

Paulo (2004) also described the work and training needs of learning mentors. Learning mentor work entails support for individual learners (some with behavioural difficulties and/or special needs) and removing barriers to learning. Thus a number of training themes may be important for this group of support staff. National behaviour management qualifications are limited and many have emerged from the work on youth justice services and drug awareness, mostly at levels 3 and 4. More generic qualifications do not exist on the NQF although at a local level LEAs have funded a wide range of behaviour management training targeted at groups of education support staff as well as teachers. There are no national qualifications currently targeted specifically at this group of support staff. Mentoring qualifications exist.

8.3.6 Training for other groups in the young people's workforce

Coverage of training provision/needs in related occupational sectors e.g. playwork, youth justice, sport and recreation, etc.

⁷⁵ Paulo (2004)

8.4 Qualifications held by the young people's workforce

8.4.1 Overall/general levels of qualifications held by youth and community workers (2007)

The Labour Force Survey asks detailed questions on the type and level of qualifications although not the subject of the qualification. Key findings concerning the estimated workforce of 79,000 youth and community workers reported in section 5 from the LFS in 2007 are summarised below. Sample limitations affect the degree of detail possible to report.

8.4.1.1 Highest qualification held - NVQ equivalent

47% of youth and community workers held qualifications equivalent to NVQ 4 or higher, 21% at Level 3 and 16% at level 2 (the remainder holding lower qualifications or one which could not be equated to NVQs). 30% of the workforce held a NVQ (with 17% holding one at level 3); however the subject of NVQs held is not available

8.4.1.2 Highest qualification held - type of qualification

32% of youth and community workers were graduates, 15% had other higher education qualifications as their highest qualification, 25% had one or more A level as their highest qualification, 20% GCSE grade A-C or equivalent and 8% with other qualifications as their highest.

8.4.1.3 Any qualification held

37% of youth and community workers held a degree or other qualification equivalent to a degree, 36% held one or more A level. 31% held a NVQ, 35% held one or more O level, 41% held a GCSE or vocational GCSE, 16% held a CSE, 13% held a City and Guild qualification and 44% held any other professional or vocational qualification. 4% held a trade apprenticeship.

8.4.2 Qualifications held by young people's workforce managers (2008)

The report *Distinct and Connected*⁷⁶ found that 60% of managers of youth services were graduates and 75% of middle or senior managers had a professional or a post-graduate qualification, the majority of which were in relevant professional disciplines. Managers in the third sector were less likely to hold a professional or post-graduate qualification (50%).

8.4.3 Qualifications held by the young people's workforce in playwork, sport and recreation and outdoors (2004)

Table 8.1 shows the highest qualifications held by sections of the Active Leisure and Learning workforce in terms of NVQ equivalent.⁷⁷ Playwork has a higher proportion of

⁷⁶ CWDC/NYA (2008)

⁷⁷ SkillsActive (2005a)

its workforce holding qualifications at Level 4 and 5 (48%) than sport and recreation (26%) and outdoors (23%) whilst the latter have higher proportions of their workforces holding qualifications at levels 1 and 2 or none at all and are more similar to the whole economy than playwork.

Table 8.1 SkillsActive workforce: highest qualification held as NVQ equivalent (2004)

% of workforce	Playwork	Sport and Recreation	Outdoors	Active Leisure and Learning	Whole economy
Highest qualifications held - NVQ or equivalent					
0 and 1	21	31	33	29	29
2	17	23	23	22	22
3	14	20	20	19	20
4 and 5	48	26	23	30	29
Total	100	100	100	100	100

Source: SkillsActive SNA reports

A comparison of the types of qualification held by members of the Playwork and Sport and recreation workforces in 2004 is shown in table 8.2 (note that the figures are out of date and may not be precise but they are still of value). There is little difference between playwork and sport and recreation in the proportions holding degrees and 'A' levels, whilst the latter sector has a higher proportion holding lower level qualifications.

Table 8.2 SkillsActive workforce: highest qualification held as type of qualification (2004)

% of workforce	Playwork	Sport and Recreation	Active Leisure and Learning
Highest qualification held			
Degree or equivalent	17	18	20
A Level	31	28	25
G/NVQ	10	18	13
AS level/O Level/GCSE	26	47	28
Other	9	n/a	n/a
None	7	n/a	n/a
Total	100	-	-

Source: SkillsActive (2005a) derived from LFS Autumn 2004 Public Regional (reweighted)

8.4.4 Qualifications held by parenting skills advisors (2008)⁷⁸

More than half (52%) of Parenting Skills Advisors (PSAs) have academic qualifications at A-Level or above, two thirds have vocational qualifications. The majority of PSAs have previously worked in a school based background (55% from teaching, teaching support or other school support).

⁷⁸ Training and Development Agency (2008)

8.4.5 Qualifications and training of workers in the legal advice sector (2006)

The Legal Advice Sector Workforce Survey 2006⁷⁹ was carried out on behalf of the National Occupational Standards for Legal Advice project in 2006. The survey covered all publicly funded legal advice but this report is concerned with the workforce of Youth Access members.

Around half of legal advice workers in Youth Access organisations reported holding graduate level qualifications (including CPE law conversion course) with the remainder split between 'A' and GSCE/'O' level qualifications and 12% who had no formal qualification (Table 8.3).

Table 8.3 Legal advice workers with formal academic qualifications

Qualification	% of respondents with a qualification
O level/GCSE	82%
A level/equivalent	60%
1st degree-non law	39%
1st degree-law	2%
Masters degree	7%
Doctorate	0%
CPE (law conversion)	8%
No formal qualification	12%

Source: Section 5 of Legal Advice Sector Workforce Survey 2006

Base: respondents in Youth Access organisations

The same survey reported that 18% of workers had completed and 4% were working towards vocational or professional qualifications related to giving legal advice. Of the 18% holding such a qualification, the details of the qualifications held are shown in table 8.4.

Table 8.4 Legal advice workers who have completed a course by type (2006)

Course type	% of respondents with a qualification
Legal Practice Course	0
Bar Vocational Course	9
National Vocational Qualification	18
Other Vocational Qualifications	3
Open College Accreditation	9
CAB Basic Training	9
CAB Generalist Certificate	13
ILEX	3

Source: Section 5 of Legal Advice Sector Workforce Survey 2006

Base: respondents in Youth Access organisations

Respondents reported that the main kinds of job related training over their careers were induction, general advice skills and working with a specific client group (Table 8.5).

⁷⁹ Legal Services Research Centre (2006)

Table 8.5 Legal advice workers who have had job related training over their career (2006)

Type of training	% of respondents with training
Induction	69%
General advice skills	70%
Basics for specific areas of law	31%
Further law/knowledge updates	17%
Advanced specific areas of law	6%
Working with specific client group	50%
Management training	25%
Supervision skills	32%
IT skills	37%
No job related training	6%

Source: Section 5 of Legal Advice Sector Workforce Survey 2006
Base: respondents in Youth Access organisations

8.4.6 Qualifications and experience of counsellors

A national survey and consultation was carried out with Youth Information, Advice Counselling and Support Services (YIACS) and young people (with a response rate of 64% of YIACS services). The aim was to map the counselling workforce and to record young people's experience of counselling (Youth Access, Feb-July 2008). Findings were based on the views of 145 counsellors working in twenty seven services.⁸⁰

8.4.6.1 Counsellors' qualifications

Included:

- counselling degree or diploma 73%;
- counselling certificate 39%;
- post graduate counselling diploma 19%;
- psychology degree 6%;
- qualifications in allied subjects e.g. psychology/psychotherapy 9%.

Counsellors reported a variety of past experience of working with young people including: volunteer counsellor, youth worker, teacher, nurse, telephone counsellor, foster carer and working with social, emotional and behavioural issues.

8.4.6.2 Training attended by counsellors

A snapshot sample of counsellors' training reported the following pattern of attendance at training since qualifying or in the last five years:

- child protection 21%;
- substance and alcohol misuse 19%;
- self harm 19%;
- working with young people 14%;
- mental illness general 14%;

⁸⁰ Wilson, Catherine (2008)

- working with strong emotions and challenging behaviour 14%;
- working with creativity 12%;
- bereavement 11%;
- eating disorders 11%.

Others included: SEN 10%, CBT 10%, abuse 9%, suicide risk 9%, art therapy 7%, play therapy 6%, attachment 5.5%, psychosis 3%, domestic violence 3% , bullying 1%. A small number of counsellors had received no training or less than three days since qualifying or in the last five years.

8.4.6 Qualifications held by other sections of the workforce

A membership survey in 2007 by the National Association of Social Workers in Education (NASWE) of education welfare staff received 109 responses from 29 local authorities.⁸¹ The main professional qualifications reported were professional social work (27%), degrees (15%), PG certificate in Education (9%), Masters degrees (6%), Cert/Dip in management studies (6%), therapeutic awards (5%), NVQ 4 LDSS (5%), other NVQ level 2 or 3 (5%). 18% reported no qualification held.

8.5 Current training levels of the young people's workforce

8.5.1 Overall/general levels of qualification training of youth and community workers

The Labour Force Survey (LFS) asks detailed questions on the type and level of qualifications which employees are studying for, although not the subject of the qualification. Concerning the estimated workforce of 79,000 youth and community workers reported in Section 5, key findings from the LFS in 2007 are summarised below. Sample considerations limit the degree of detail possible to report.

- 19 % of youth and community workers were currently working towards/studying any qualification;
- 16% of youth and community workers were enrolled on full time or part time education courses (excluding for leisure);
- Around 4% of workers were working towards NVQs;
- Around 8% were studying at degree level including foundation degree, PGCE or professional membership.

8.5.2 Annual monitoring of youth and community work higher education courses

The National Youth Association (NYA) annually gathers information from Higher Education Institutions (HEIs) to support the quality assurance of courses which are recognised by the Joint Negotiating Committee (JNC) as conferring professionally qualified status for youth workers in England. The information submitted includes data

⁸¹ NASWE (2007)

on admission, progression and completion and the demographic profile of students, staffing levels, external examiner's reports, an annual programme review and other relevant evidence.⁸² Key findings from the 2006/7 monitoring are set out below:

8.5.2.1 Recruitment of youth and community work students

- For 2006/7, 41 institutions provided information on 57 programmes, a complete return covering all courses;
- The total number of students who were enrolled on professionally validated programmes was 1,843 full time and 1,509 part time students, a total of 3,352 students;
- A total of 1,398 students were recruited on to professionally validated programmes, slightly more than target recruitment of 1,380;
- 41% of students were recruited to Dip HE programmes, 27% to BA Honours degrees, 13% to foundation degrees, 12% to PG certificates, post graduate diplomas or MAs and 7% to other programmes.

8.5.2.2 Demography of youth and community work students

- 35.2% of the new intake were male and 64.8% were female (no clear changes were identified since 2000/2001);
- In 2006/7, 20.0% of the new intake were under 21 years old, a rise from 11.6% since 2001/2, 23.9% were 21-24 years (a rise from 19.6% over the same period), 23% were aged 25-29 (no change) and there was a fall in the proportion of 30 or over from 41.9% to 32.8%; generally the gender distribution varies little by age group;
- In 2006/7 68.7% of the intake were white, 3.5% were mixed, 8.1% were Asian or Asian British, 15.4% were Black or Black British, 1.6% were Chinese or other origin and 2.7% were not stated;
- 13% of students declared a disability (the majority of which are reported to be dyslexia), of whom 3.9% were registered disabled.

8.5.2.3 Qualifications of youth and community work students

- 51.5% of the student entry in 2006/7 were admitted with non-traditional entry requirements (i.e. qualifications that were not degrees or 'A' Levels), a fall from 57% and 55% in the two previous years;
- For undergraduate courses only, there was a fall from 64% to 51% of the entry with non traditional qualifications.

8.5.2.4 Completions and destinations of youth and community work students

⁸² NYA (2008)

- There was a clear decline in the completions of full time students at level 1 with significant rises in part time students completing at level 1 and level 3;
- The highest rate of non-completion was for those studying on post graduate programmes on a part time route and the second highest non-completions are for those on part time undergraduate routes moving from level 1 to level 2;
- In 2007/8, of those students who completed their courses and went on to employment, 26% went to the statutory sector youth service, 26% to the voluntary sector youth service, 5% to Connexions, 6% to grant funded projects, 5% to community work related employment and 12 % to other employment (with 11% not known).

8.5.2.5 Qualitative analysis cited reasons for students leaving programmes

- Job related reasons – managing the volume of work alongside work commitments and pressures from employers to continue with pre-study workloads (many courses are now seeking to make more explicit to employers what the prospective demands of the course are);
- Younger students with less experience struggling with the requirements of programmes; and having inappropriate placements when they have little work experience;
- Lack of support for students from the programmes in a small proportion of cases and part time students reporting difficulties accessing services and facilities when they needed them; there is evidence where good levels of study support enable students to continue on the course (generally it is noted that there is insufficient commentary or evidence concerning student issues).

The NYA report also notes that ‘the majority of programmes are reported to map well to the [National Occupational Standards] (NOS) for youth work but none have been reported to map well to the DCSF Common Core’.

8.5.3 Foundation degrees

NYA monitoring of professional Youth and Community Work programmes⁸³ indicates that 13% of all the 1,380 entrants to youth work HE courses in the academic year 2006/7 were to foundation degrees, equating to a total of 179 students. Further information is available from a feasibility study into the development of a common foundation degree for the young people’s workforce which assesses the current situation.

8.5.4 Continuing Professional Development

⁸³ NYA (2007)

The NYA Audit 2007/8⁸⁴ reported that ninety-six authorities (compared with 120 in 2006-07) provided details of their spending on the continuing professional development of their staff. They reported a total spend of £6.1m, with an average of £63,000 per responding authority (compared with a total of £6.6m in 2006-07, an average of £55,000). This was an average of 1.38% of total youth service expenditure per authority, an improvement on the 1.29% average in 2006-07 but below the five per cent recommended in *Resourcing Excellent Youth Services*.⁸⁵

8.5.5 NVQs and other youth work qualifications

A web search of the National Database of Accredited Qualifications for qualifications designed for working in 'Youth Work' yielded the following fourteen courses, showing type, level and awarding body:

- NOCN Level 3 Certificate in Training for Youth Work;
- ABC Level 1 Certificate in an Introduction to Youth Work;
- ABC Level 1 Certificate in an Introduction to Youth Work;
- City & Guilds Level 3 Certificate in Supporting Youth Work;
- City & Guilds Level 2 Certificate in Supporting Youth Work;
- City & Guilds Level 3 Certificate in Youth Work;
- City & Guilds Level 2 Certificate in Youth Work;
- ABC Level 3 Diploma in Youth Work;
- ABC Level 2 Certificate in Youth Work;
- ABC Level 3 NVQ in Youth Work;
- NOCN Level 3 Certificate in Youth Work;
- ABC Level 2 NVQ in Youth Work;
- City & Guilds Level 3 NVQ in Youth Work;
- City & Guilds Level 2 NVQ in Youth Work.

8.5.6 Apprenticeships

8.5.6.1 Quantitative information

At February 2009 there were nine providers registered with the Learning and Skills Council for the Youth Work apprenticeship programme.⁸⁶

Up to mid way through 2007/8, a total of 37 people had started Apprenticeships (16 female and 21 male) and 3 had started Advanced Apprenticeships (2 female and 1 male). Altogether 22 were aged 16-18 and 18 were aged 19 plus.

After the third quarter 2007/8, there were a total of 11 leavers of whom 9 were Framework Achievements (11 Apprenticeships and 0 Advanced Apprenticeships), a Framework success rate of 81.82%. No NVQ successes were recorded as part of the apprenticeship framework programme. Monitoring of ethnicity reveals that all leavers were white-British and that two had a learning disability.

⁸⁴ NYA (2009)

⁸⁵ DfES (2002)

⁸⁶ www.apprenticeship.org.uk (performance data)

By contrast there are large numbers of apprentices in active leisure and learning, with 468 starting apprenticeships August 07 to January 08.⁸⁷ There were no recorded starters from English Youth Offending Teams on the Community Justice advanced apprenticeship in the last three years.

In late 2008 the CWDC commissioned a feasibility study into a common apprenticeship for the young people's workforce, the report of which will be available for the 2009/10 State of the Young People's Workforce report.⁸⁸

8.5.6.1 Qualitative information

Lifelong Learning UK carried out a study into Youth Workforce Development Apprenticeships Issues and Options.⁸⁹ This found that take up by employers and training providers has largely been less than anticipated, despite initial enthusiasm from employers in the planning stages. Employers have highlighted the following barriers:

- Cost of employing apprentices is hard to find within tight budgets, organisations may be reluctant to commit their own organisation's resources to apprenticeship salaries and it can be difficult to find funding for posts from LSC and other sources;
- Funding guidelines are complex and hard to navigate if not already experienced with apprenticeships and voluntary sector training providers have difficulty with being paid retrospectively (as the LSC does);
- Youth support roles are often undertaken on a part-time basis so a shift in management thinking is required to enable youth work employers to create full-time apprenticeship roles; many employers would prefer apprenticeships aimed at adults over 25 years;
- Providers may be nervous about starting new apprenticeships in untried areas.

Young people are enthusiastic about apprentice-type routes to qualification and where apprenticeship schemes are introduced there is usually considerable interest from local young people. However, there is often a high drop-out rate because:

- Young people can have difficulty making the transition to regular paid employment and training: apprenticeship managers often find they play a 'youth support' role with apprentices in the initial months of a scheme;
- Many apprenticeship frameworks are highly specialised and some young people may discover that they do not want to progress into the specific area of the workforce covered;

⁸⁷<http://www.apprenticeships.org.uk/About-Us/Performance-data/~media/Documents/Performance%20Data/2007-08/Report%20-%20Cumulative%20Starts%20by%20Gender/Report20708CumulativestartsbyGendertoApril08.ashx>

⁸⁸ CWDC (2009)

⁸⁹ LLUK (2008)

- Drop-outs are not confined to apprenticeships and all education routes suffer from similar problems;
- Detailed information for careers guidance for young people's workforce apprenticeships varies by occupational area;
- Some parts of the young people's workforce have not yet built a 'critical mass' of qualified and experienced work-based assessors.

8.5.7 Development activities of young people's workforce managers

The report *Distinct and Connected* had the following conclusions arising from the survey of young people's workforce managers:

- They were active in CPD, with two thirds of the managers reporting taking part in leadership or management training in the past three years; and 60% reported an allocation of three or more days for their continuing professional development every year, although a quarter had no allocation of time for this;
- They were generally involved in regular meetings with their line managers, with the vast majority meeting every month or more often;
- The most common activity in management meetings was reporting;
- There is evidence that frontline managers are not getting the proportion of coaching and directing which might be expected from their line management supervision meetings;
- Managers were not well inducted, with only half the managers in the sample having received induction in their current role.

8.5.8 Current qualification training of legal advice workers

Only 4% of Youth Access organisation workers were working towards a qualification but the survey comments 'it is difficult to draw any conclusions from such a small sample'.

8.5.9 Supervision of and support for counsellors⁹⁰

Counsellors who accessed supervision reported that 66% saw an external supervisor, 39% an internal supervisor and 12% a counselling services manager. Half of counsellors received supervision monthly (51%), fortnightly (33%) and 14% weekly.

Other forms of support described were staff meetings (43%), support from supervisor/line manager on ad-hoc-basis (39%), formal peer group supervision/support (24%), informal peer group support 14%, residential weekends (12%); none (10%).

⁹⁰ Wilson, Catherine (2008)

8.6 Skills gaps in the young people's workforce

Skills gaps are where members of the existing workforce are thought to be deficient in some area of skills.

8.6.1 Skills gaps in playwork

In 2005, 29% of playwork employers identified a skills gap in their workforce. Respondents identified a spread of skills lacking with no skill standing out. Softer skills such as team working (14%), communications 13%), planning and preparation work (13%) were likely to be skills gaps.^{91 92}

Further qualitative research carried out by SkillsActive at SkillsActive Employer Consultation events in 2005 identified a need for Playwork specific skills, particularly:

- training to enable workers to make the transition from other childcare sectors into playwork;
- an understanding of the values and principles of Playwork;
- business and management skills;
- more staff training to level 2 and 3 and higher level qualifications e.g. foundation degrees.

Respondents to the Dimensions of Holiday Playwork 2005 stated that they needed training in higher levels of Playwork, First Aid, Health and Safety, Child Protection, activities for children and 'caring for/Playwork with different age group'.

Relatively low importance is given to IT skills and foreign languages by employers in the sector, as it is generally considered more important for playworkers to have practical skills and an aptitude for working with children. However, to progress in playwork careers, IT skills are required for marketing and fundraising and by management and supervisory posts, such as budget control.

8.6.2 Skills gaps in sport and recreation

The SkillsActive Skills Needs Assessment for Sport and Recreation 2005⁹³ (using data based on National Employers Skills Survey 2003) found that skills gaps affected 16% of establishments in the sport and recreation sector (lower than 20% reported in England as a whole, suggesting that 17,000 staff (7% of all staff) had skills weaknesses which needed addressing. The volume of skills gaps far exceeded that of recruitment problems. The nature of skills gaps was similar to those for recruitment difficulties – customer handling skills, communications skills and team working skills. Analysis by occupational area showed that skills gaps were central to job performance e.g. the skill most lacking in managers was management skills (63% of skills gaps) and those most in shortage in sales staff were customer handling skills (66%) and communication skills (61%).⁹⁴

⁹¹ SkillsActive (2005)

⁹² SkillsActive (2005b)

⁹³ SkillsActive (2005b)

⁹⁴ SkillsActive (2005a)

8.6.3 Skills gaps in the outdoors

Skills gaps affected 45% of establishments in the Outdoor sector, suggesting that some 12% of the whole workforce had skills gaps that need addressing. The Skills Need Assessment⁹⁵ notes that skills gaps far exceed recruitment problems although skills gaps and recruitment difficulties are similar, with the main ones being communication skills (48%), team working skills (47%), initiative (43%), management (42%) and problem solving (40%). The high level of skills gaps may be explained by many Outdoors employers operating a strategy to train staff inhouse.

Additional key skills identified in Sector Skills Agreement (SSA) Visioning workshops included counselling and pastoral skills and facilitation skills. It is noted that although any lack of basic skills may not be a problem to employers in this sector, they may nevertheless matter to staff as a lack may affect career progress. Likewise, whilst IT skills may not be a central feature of many Outdoors jobs, a lack of such skills may constitute a barrier to career progression.

8.6.4 Skills gaps in the voluntary sector

The UK Workforce Hub and the National Council for Voluntary Organisations (NCVO) have launched *Third Sector Skills Research 2008: Further evidence and recommendations on skills gaps*, an in-depth, qualitative study that builds on the findings in their Voluntary Sector Skills Survey 2007.⁹⁶ It is part of a long-term programme of research in assessing the skills base of third sector organisations.⁹⁷

8.6.5 Training/skills needs of counsellors

In the Counselling Workforce Development Project, counsellors identified a number of training needs including: self harm, abuse training specific to young people, eating disorders, drugs and alcohol, specific disorders, challenging behaviours, general mental health issues, 8% bereavement (each mentioned by between 12% and 7% of respondents) and suicidal tendencies (3%).

Counsellors identified a wide range of skills needed to work specifically with young people, including the ability to: communicate well, work flexibly and with a wide range of physical, emotional, language and developmental stages; set and hold boundaries and communicate across agencies and work collaboratively; and to work with chaotic behaviour.

8.6.6 Training needs analysis of workers in the drug sector in England

In 2003 the National Treatment Agency⁹⁸ commissioned a study of the training needs of practitioners, managers, commissioners of services and community care assessors in the drug sector. The study used quantitative surveys of workers and provider

⁹⁵ SkillsActive (2006)

⁹⁶ NCVO (2008)

⁹⁷ Clark, J ((2007)

⁹⁸ NTA (2003)

organisations and a series of qualitative interviews with workers, achieving high response rates and reliable data.

The study did not identify the training needs of those working with young people, although key findings are presented below for the whole workforce to provide indications of the needs of all workers at that time. The report also provides a sound basis by which to assess progress. We note key issues below.

Training needs priorities within the practitioner workforce included:

- accessing new knowledge;
- dealing with abusive and aggressive behaviour;
- counselling through recognised models;
- dealing with diversity issues;
- assessing and dealing with risk;
- raising awareness and disseminating information.

The analysis revealed a high demand for training across all units in the Drugs and Alcohol National Occupational Standards (DANOS).

An analysis of the top training requirements of managers expressed in the competency areas indicated the following to be particularly high:

- assuring quality through quality assurance systems;
- evaluating and improving organisational performance;
- supporting effective governance;
- managing performance;
- managing teams;
- developing strategy;
- developing policy and practice.

Overall, the level of training needs expressed by managers was higher than practitioner groups.

8.6.7 Managers' training and development needs

The report *Distinct and Connected* concluded that managers at all levels in the young people's workforce needed to have access to training and development to enable them to deliver the aspirations in *Aiming High* over the ten year life of the strategy.

The setting up of Integrated Youth Support Services was generating management development needs at all levels, including:

- for leaders to establish a clear, shared vision to develop and deliver improved services and to share examples of emerging practice
- involvement in action learning about leading IYSS for managers new to the role, leading to better outcomes and also to meet government priorities.

These broad themes were supported by the research data which identified priority learning needs as:

- building and communicating a clear, shared vision of integrated support services for young people;
- developing a positive culture of innovation and change;
- leading services centred around the needs of young people;
- involving young people at all levels;
- commissioning;
- performance management – delivering high quality services.

These themes can be cross referenced to the National Professional Development Framework for Children's Services⁹⁹

8.6.6.1 Development needs of third sector organisations and managers

Many third sector organisations see the development of integrated youth support services as a local authority agenda and are not yet fully engaged. There were major concerns about being ready for commissioning and more deeply, whether or not to enter into new commissioning arrangements. There was a clear difference between the needs of larger (often national) organisations and smaller local ones. The latter face huge management capacity issues if they are to participate in delivering integrated youth support services. The former identify similar development issues to their local authority counterparts.

The CWDC's Third Sector Capacity Building project aims to equip the third sector young people's workforce to participate more effectively in integrated youth support and to meet Every Child Matters objectives for the young people that they work with (from January 2010).

⁹⁹ DSCF (2008)

Section 9: Pay and benefits

9.1 Introduction

Data on the pay of youth and community workers and other groups in the young people's workforce are available from a number of sources which are reviewed in this section. Some data may have coverage wider than the scope of the young people's workforce e.g. playwork and sports and leisure.

9.2 Key findings

Information on pay and benefits of young people's workforce staff varies in scope and timing and is subject to interpretation. There appears to be some pay disparity between males and females (in groups which reported such data) but there is no information available on why. Key findings are below:

- In 2008 the gross annual pay of all full time youth workers averaged £24,219 p.a. with the average for males being £25,022 and females £23,567 (a gender gap of 6.2%);
- In 2008 the average annual pay of all careers advisors and vocational guidance specialists was £27,984 p.a. (for males and females it was £29,360 and £27,222 p.a. respectively, a gender gap of 7.9%);
- In local authorities the average pay in 2007 of full time youth and community service officers (local authority senior managers) was £39,558 p.a.;
- In 2007 another local government source gave the gross average pay for the following groups (full time): careers advisors and vocational guidance specialists (£23,530 p.a.), Connexions PAs (£24,305 p.a.), educational welfare officers (£25,270 p.a.), sports and leisure assistants (£17,450 p.a.) and youth and community workers (£21,753 p.a.);
- There is little useful information on benefits available and what impact pay/conditions have on retention.

Issues for consideration

- Information on pay and benefits is periodic and partial;
- Check stakeholder needs for information and consider improvements as part of general improvements.

9.3 Pay data from the Annual Survey of Hours and Earnings

The Annual Survey of Hours and Earnings (ASHE) provides data on two Standard Occupations: youth and community workers and careers advisors and vocational guidance specialists. Data are for all sectors (public, private and voluntary). A number of measures of pay are available from this source (weekly, annual, with or without

additional pay or bonuses) and the measure that is shown in this report is gross weekly pay before tax and other deductions. Data for April 2008 (the latest year available) and April 2004 are shown (to provide a five year comparison). The Office for National Statistics points out that the data are subject to varying statistical reliability according to sample sizes.¹⁰⁰

9.3.1 Gross weekly pay of youth and community workers

For youth and community workers, Table 9.1 shows average (mean) weekly pay of £464.50 (£24,219 p.a.) varying between £479.90 for males (£25,022 p.a.) and £452.0 for female workers (£23,567 p.a.). Average pay for part time workers was £16,780 per week, reflecting hours worked. The 'All' averages are affected by the mix of full time and part time workers. Median figures (the median is the midpoint in the range of values) are also shown.

Full time male workers earned an average (mean) of just over 6% more than female workers, a differential which is low compared to the wider economy.

Over the 2004 – 2008 period (four years) average (mean) full time pay of youth and community workers increased by 15.5% and the median increased by 16.2%. The pay of part time youth and community workers increased by rather more (29% and 52% respectively) although it is hard to say whether this was due to an increase in average hours or an increase in the rate of pay.

¹⁰⁰ ONS (2008a)

Table 9.1 Gross weekly pay of youth and community workers (2004-2008)*

£ per week	Male		Female		Total	
	2004	2008	2004	2008	2004	2008
Mean						
Full time	411.9	479.9	394.7	452.0	402.0	464.5
Part time	101.7	**	141.2	173.5	130.0	167.8
All	323.8	382.5	287.4	329.0	300.9	349.9
Median						
Full time	388.6	461.1	377.7	430.1	381.0	442.9
Part time	**	154.7	**	161.8	103.7	157.1
All	345.7	397.2	296.6	354.1	318.3	375.1
Employment						
Full time	17	21	23	26	40	47
Part time	7	9	17	21	23	30
All	23	30	40	47	63	77

Source: Annual Survey of Hours and Earnings

*Note: based on SOC code 3231 (see Annex B)

** Note: statistically unreliable

9.3.2 Gross weekly pay of careers advisors and vocational guidance specialists (2004-2008)

For careers advisors and vocational guidance specialists, table 9.2 shows average (mean) weekly pay of £536.70 (annual £27,984) varying between £563.10 for males (£29,360 p.a.) and £522.10 for female workers (£27,222 p.a.). Average pay for part time workers was £308.50 per week, reflecting hours worked. The 'All' averages are affected by the mix of full time and part time workers. Median figures are also shown. The data cover all sectors as sample sizes do not permit data breakdowns (e.g. for statutory and voluntary sectors).

Full time male workers earned an average of almost 8% more than female workers, a differential which is low compared to the wider economy.

Over the 2004 – 2008 period (four years) average (mean) full time pay of careers advisors and vocational guidance specialists increased by 21 % and the median increased by 12%. The increase in the pay of part time workers is not represented reliably by these statistics due to small sample sizes.

Table 9.2 Weekly pay of careers advisors and vocational guidance specialists (2004-2008)*

£ per week	Male		Female		Total	
	2004	2008	2004	2008	2004	2008
Mean						
Full time	464.1	563.1	433.1	522.1	443.8	536.7
Part time	*	400.2	227.7	288.8	130.0	308.5
All	433.7	530.0	372.1	429.8	390.5	459.2
Median						
Full time	467.0	529.2	436.7	454.0	449.8	503.4
Part time	*	371.2	219.8	**	103.7	**
All	448.9		367.2		389.1	
Employment						
Full time	*	**	9	**	14	8
Part time	*	**	*	**	5	**
All	6	4	13	8	19	12

Source: Annual Survey of Hours and Earnings

*Note: based on SOC code 3564

** Note: statistically unreliable

9.4 Pay data from the Labour Force Survey

Data from the LFS has been accessed but for sample and other technical reasons are not used in this report.

9.5 Pay data from the JNC for Youth & Community Work Workforce Surveys

9.5.1 Pay negotiating arrangements

The Joint Negotiating Committee for Youth and Community Workers (JNC) sets out conditions for pay and responsibilities of different levels of post for all employers. It operates a single spine for all professional youth workers and youth support workers who are entitled to work at different points on this spine – with different levels of responsibility and salary – depending on the qualifications they hold. Youth support workers with NVQs and VRQs at Levels 2 and 3 will normally work in posts with a starting salary of around £15,000, whilst professional youth worker posts command a starting salary of around £22,000 and for posts with more responsibility from £27,000 to £34,000. Salaries for local authority youth service managers vary widely according to the size of the authority and the responsibilities of the post, but are normally upward of £35,000.

9.5.2 Pay data for youth and community workers

The JNC has carried out workforce surveys in 2001, 2005 and 2008. Key salary data from the 2008 survey are shown in table 9.3.¹⁰¹ For full time staff the average (mean) annual basic salary was £27,958 for professional and £19,369 for support workers. Part time averages reported by the JNC are expressed in FTE terms and were £27,873 for full time and £17,389 for part time workers. Comparisons with the 2005 survey are not shown as they may not be valid.

Table 9.3 Employment and average salary for support worker range staff (2008)

£ p.a.	Full time (£)	Part time (£) (FTE)	All (£) (FTE)
Support	19,369	17,389	17,748
Professional	27,958	27,873	27,939

Source: Pay and Workforce Survey 2008 (JNC for Youth and Community Workers)

9.6 Pay data from the Local Government Earnings Survey 2007

Information on a number of occupations in the young people's workforce which are employed by local authorities is collected by the Local Government Association's Local Government Earnings Survey 2007¹⁰². This survey covers the whole of local government (excluding teachers and lecturers, police and fire services) and analyses staff basic salaries and additional earnings by occupation. Occupations are coded electronically and as they are not defined or described the data are probably not rigorous (e.g. youth and community workers may include both professional and support workers).

Table 9.4 reports the annual pay of occupations in the young people's workforce reported by this survey. Basic annual salaries varied between £24,486 for educational welfare officers to £15,678 for sports and leisure assistants. Including additional pay added between 11.3% and 3.6% to basic pay, with gross pay varying between £25,270 for educational welfare officers and £17,419 for sports and leisure assistants.

¹⁰¹ JNC for Youth and Community Workers (2008)

¹⁰² Local Government Association (2008)

Table 9.4 Annual pay of occupations employed by local authorities (April 2007)

£ p.a.	Basic pay (£)	Additional pay (£)	Additional %	Total (£)
Careers advisors and vocational guidance specialists	23,530	n/a	n/a	23,530
Connexions PAs	23,460	845	3.6	24,305
Educational Welfare Officers	24,486	784	3.2	25,270
Playworker/playgroup leaders and assistants	17,153	978	5.7	18,131
Sports and leisure assistants	15,678	1,772	11.3	17,419
Youth and Community Workers	20,311	1,442	7.1	21,753

Source: Local Government Earnings Survey 2007

9.7 Pay data on youth and community service officers

Data on the basic salaries of youth and community service officers employed by local authorities is available from the Soulbury Workforce Survey and summarised in table 9.5.¹⁰³

For all youth and community service officers, basic annual salaries averaged £39,559, with variation between those on the principal grade (£42,765 p.a.) and main grade (£36,552 p.a.). Over the three year period 2004-2007 average salaries increased by 10% (19% over the 2002-2007 period).

Table 9.5 Annual basic salaries of full time youth and community service officers (2002-2007)

£ p.a.	2002	2004	2007
Main grade	31,421	34,388	36,552
Senior	33,851	36,468	38,768
Principal	37,222	39,920	42,765
Other	31,799	35,028	38,933
All	33,395	35,861	39,559

Source: Soulbury Workforce Survey 2007

9.8 Pay data on other occupations

It has not been possible to access information on other occupations.

¹⁰³ Local Government Association (2007)

9.9 Benefits

Information on the availability of benefits to youth and community service officers is available for the 2002-2007 period from the Soulbury Workforce Survey 2007 and shown in table 9.6. The availability of benefits reducing over time.

Table 9.6 Summary of availability of main benefits to youth and community service officers (2002-2007)

% of local authorities	2002	2004	2007
Free car lease	0	6	0
Subsidised car lease	20	12	4
Essential car user scheme	40	34	32
Free or subsidised health insurance	3	1	0
Free or subsidised life insurance	1	2	0
Performance related pay or merit pay scheme	4	2	3
Mortgage subsidy	3	1	1
Equity share scheme	0	0	0
Removal relocation expenses	33	14	21
Lodging allowances	19	20	12

Source: Soulbury Workforce Survey 2007

No other information on benefits of other occupations and sectors has been accessed.

Section 10: Workforce planning

10.1 Introduction

This section summarises key themes emerging from the research and literature review in relation to workforce planning.

10.2 Key Findings

- The context of youth support services is rapidly changing;
- Models of integrated working are developing but are very variable;
- The voluntary sector forms a large part of the workforce and also needs to be integrated;
- The private sector currently does not seem to be included to any great extent;
- Commissioners/funders could play a greater role in capturing and updating data;
- The qualitative research provides useful evidence to contribute to future workforce strategy such as identifying common causes of recruitment difficulties; strategies that have worked in relation to addressing occupational shortages; the benefits of effective workforce planning and offering more flexible contracts;
- Job satisfaction is often high amongst professionals working with young people;
- Youth workers are experiencing restructuring in training with the introduction of integrated qualifications framework, youth work occupational standards and the introduction in 2010 of a degree-level profession;
- Apprenticeships although a popular idea with employers and young people are not progressing so well in practice for a range of reasons that have been identified;
- There is a range of initiatives and plans in place for young people's workforce development. The challenge is to ensure this becomes a priority, whilst also benefiting from being integrated into the wider children's workforce.

10.3 Issues for consideration

- Any data collection model should ideally reflect the changes to service delivery;
- It should include voluntary and private sector workforce;
- New roles are developing and it would be useful to capture them in data collection;
- Consideration should be given to reflecting changes to training and qualifications in future data collection, including numbers of apprentices and leaders and managers achieving qualifications;
- The challenge of coordinating and collecting data across a wide range of agencies;
- The DCSF Harmonising standards for the children's sector should preferably take into account the agreed scope of the young people's workforce.

10.4 Integrated working

Youth Matters¹⁰⁴ and other policies promote holistic approaches to support for children and young people. Youth work is becoming integrated with other services to support these policies. The research, carried out by the Labour Research Department, found various models of Integrated Youth Services with integration with Connexions and youth service being the most common but other arrangements including integration with sexual health services, school support services, youth offending teams and substance misuse teams.

IYSS developments	Local authorities
Integrated pre-April 08	10
Integrated from April 08	29
IYSS agreed/in process of implementation	43
In discussion/consultation/review	9
Other	10
Not classified	6

Co-location, localities, hubs and area-based working are the most commonly cited features of integrated services. Describing their arrangements, twenty five authorities referred to targeted, additional or intensive support; 19 to multi-disciplinary or multi-agency teams and steering groups; 18 to partnership working or similar arrangements; and 14 to integrated or restructured management. Private sector involvement seems to be limited whereas partnership arrangements with the voluntary sector are well established.

The Labour Research Department identified some challenges facing youth work in an integrated context such as possible cuts in staff, co-location, area working, moving off the JNC, management changes, multi-disciplinary teams, targeted services and commissioning.

Every Organisation Matters strategy¹⁰⁵ highlights that the young people's workforce is being asked to work in new ways as local services change, e.g. a greater focus on young people's empowerment in service design and delivery. This can raise significant cultural challenges and the need to create and sustain a shared set of priorities across the sectors and integrated services.

10.5 Scoping the workforce

The range of workers who may be involved in integrated or specialist services for young people is wide, expanding and across a large number of different employers. An example of a developing workforce area is highlighted in research conducted into the Counselling Workforce Development project by Youth Access - a national survey and consultation, with Youth Information, Advice, Counselling and Support services

¹⁰⁴ DfES(2006b)

¹⁰⁵ NCVYS (2008)

(YIACS) and young people mapping the counselling workforce and recording young people's experiences.¹⁰⁶

Every Organisation Matters, the first ever mapping research of the children and young people's voluntary and community sectors, gives an indication of the large numbers of paid staff and volunteers working with children and young people. The report recommends that it will be necessary to:

- Build a clear evidence base of the size and the scope of the sector to maximise the contribution of the CYPVCS;
- Provide resources to ensure there is an ongoing, accurate picture of the CYPVCS possibly using Guidestar;
- Expect all funders, particularly at a local level, to capture and update details of all the organisations that they are funding.

It seems from the variety of data available and evidenced in the other sections of the report that there is a need to build on the evidence base across all the services about the scope of the workforce.

10.6 Recruitment and retention

The interim summary of research on IYSS and Youth Services in English local authorities by the Labour Research Department¹⁰⁷ reports that employment figures provided by employers indicate that part-timers of all kinds predominate, making up 65% of the actual employment total, very similar to the results of LRD's last survey. Matched results from the two surveys point to an overall increase in employment and about a fifth of employers were planning to recruit/increase directly employed staff numbers.

UK Workforce Hub have carried out research on recruitment in the voluntary sector generally through *People Count voluntary sector*¹⁰⁸, and the *Voluntary Sector Skills survey 2007*¹⁰⁹, which shows recruitment activity is high in the voluntary sector with employers on average recruiting 25% of their staff per year. However, employers most frequently identified hard to fill vacancies in youth work, social care and health care. The two most common causes of recruitment difficulties were a lack of specialist skills and a lack of experience.

Lifelong Learning UK (LLUK) is also currently looking into how high calibre graduates could be attracted into the youth work sector through targeted recruitment programmes. Successful programmes aim to make the workforce more diverse, more reflective of the population they serve and ensure that future needs of the sector are met. Proposed action includes:

¹⁰⁶ YIACS (2008)

¹⁰⁷ LRD (2008)

¹⁰⁸ <http://www.ukworkforcehub.org.uk/hr-a-employment-practice/uk-voluntary-sector-workforce-alm-anac/175-alma-ch6-recruitment>

¹⁰⁹ Clarke J. UK Workforce Hub (2007)

- To address key skills shortages within the sector as identified through the stage 3 Gap analysis work, plus the Impact Review;
- To ensure access to information relating to the wider range of careers available within the lifelong learning sector;
- To make a career in the lifelong learning sector more accessible by providing alternative routes to qualifying;
- A coordinated series of recruitment programmes would help to solve recruitment and retention problems;
- To improve the image of careers in the sector.

The Local Government Workforce Survey¹¹⁰ indicates that national, regional and local action to address occupational shortages appears to be bearing fruit. In some areas, very high shortages have reduced significantly. The survey indicates that in future authorities are likely to need more youth workers and social carers.

Effective workforce planning and offering more flexible contracts can reduce costs and improve service quality by reducing authorities' dependence on agency staff. Many authorities have saved significant sums by better managing their use of agency staff. Many authorities have not yet achieved a workforce profile that reflects their local community, so are missing out on all the potential benefits such workforce diversity can contribute.

10.7 Job satisfaction

Children's Workforce Research by Gemma Deakin and Graham Kelly¹¹¹ involved qualitative research across 26 job-types looking at job satisfaction. Staff interviewed included youth workers, Connexions staff, education welfare officers, youth justice and voluntary sector youth and community workers. They found that there were high satisfaction rates with:

- Nine in ten satisfied with their jobs;
- Two thirds agreed their current job has good career prospects;
- Two thirds thought they were not valued highly enough by society;
- Two fifths agreed it was difficult to move across different services.

10.8 Young people's perceptions of the workforce

Future reports will incorporate information on young people's perceptions of the workforce as this is central to measuring achievement of overall policy outcomes of staff development.

CWDC is creating two separate databanks that will collate the views of parents/carers and children/young people concerning the workforce. Canterbury Christ Church

¹¹⁰ LGA (2008)

¹¹¹ Deakin, G and Kelly, G (2006)

University is working with CWN, to create the database of children and young people's views of their workforce. Both databases will create an information bank of existing research to avoid duplication of work. The resources will also help to identify gaps in consultations with these key stakeholders, as well as shaping future children's workforce research and policy development.

The Ofsted report *Engaging Young People*¹¹² assessed the role of quality assurance in performance management. It concluded that 'the better local authorities took an informed approach to quality assurance and as a result, staff saw the processes as useful, informative and integral aspects of their work', which led to improvements in standards. Although their specific approaches varied, they were based on several common features, including peer observation within and across services; consideration of the views of young people, including those trained as inspectors; sampling of work; thematic investigations; intelligent interpretation of data; and effective use of technology to report the findings.

10.8 Training and qualifications for integrated working

The National Youth Agency audit 2007 – 2008¹¹³ reports that youth workers are experiencing restructuring in training with the introduction of integrated qualifications framework, youth work occupational standards and the introduction in 2010 of a degree-level profession. It will be important both to maintain the distinctiveness of professional youth work, whilst at the same time develop skills in partnership working and appropriate CPD for other professionals who also have a role with young people.

Training and support opportunities will also need to be appropriate for emerging new roles such as Hospital Youth Workers 4 Health. The Youth Work for Health team at the NYA is currently working with a number of hospital based youth workers around the country. In December 2008 NYA ran a seminar 'Lifting the Lid' which brought a number of hospital based youth workers together for the first time as Richard McKie, National Programme Manager for health at the NYA, believes that hospital youth work needs its own voice. 'Most hospital-based youth workers have experience in local authorities and voluntary sector settings. To take what they do into the NHS represents a challenge - training and support needs are different.'¹¹⁴

Research is being conducted through the Third Sector Skills Research 2008 into skills gaps. DCSF will also look at standards of supervision across the workforce, the organisation of work placements and ensuring that current training and development enables the workforce to support young people in the context of raising the participation age and new 14-19 pathways.

Ofsted's report 'Engaging Young People'¹¹⁵ reported that inspectors found that the qualifications and experience of managers and youth workers were 'competent to undertake the work expected of them'. In the best cases, workforce development was an integral part of the day-to-day work of the service and the most effective approaches focused on supporting a worker's role. Team meetings incorporated

¹¹² Ofsted (March 2009)

¹¹³ NYA (2009)

¹¹⁴ <http://www.nya.org.uk/information/126877/hospitalyouthworkers4health/>

¹¹⁵ Ofsted (2009)

professional development and training programmes reflected strategic priorities and local need. Good examples included integrated youth support services providing joint training on common issues, such as making referrals, or colleagues shadowing each other to improve practice.

There was a clear link between a local authority's attitude and approach to continuing professional development and the extent to which staff were motivated, committed and ready to embrace change. Where services had introduced senior youth work practitioner roles, for example, these helped retain expertise in the field, while allowing the most highly skilled and experienced workers to model best practice and coach less experienced colleagues.

10.9 Apprenticeships

Lifelong Learning UK have a remit to increase the take up of apprenticeships across young people services and explore further development of the apprenticeship route. As mentioned in Section 8.5.6 LLUK have carried out a study called Youth Workforce Development Apprenticeships Issues and Options¹¹⁶. It has found that take up by employers and training providers has largely been less than anticipated, despite initial enthusiasm from employers in the planning stages. Employers identified a range of barriers including costs, funding, lack of availability of training providers and overcomplicated frameworks overlapping with other qualifications.

Young people are enthusiastic about the apprenticeships with high initial interest but often followed by a high drop out rate. Some specific issues for the youth apprenticeships are:

- The need for detailed information for careers guidance for youth;
- Workforce apprenticeships varies by occupational area. Some areas such as youth work have little material which has not been widely distributed;
- Some parts of the young people's workforce have not yet built a 'critical mass' of qualified and experienced work-based assessors.

10.10 Leadership and Management Development

A priority for *Aiming High for Young People*¹¹⁷ is to support the young people's workforce to raise standards and to up-skill. Leadership and management development is a key strand in meeting these objectives. The *Distinct and Connected* research¹¹⁸ was qualitative research to gather data on the nature of the management workforce in youth support services, perceptions of leadership and management development needs and how these might be met. This has been used to propose action to develop managers so that they are better able to deliver the ten year strategy for young people set out in *Aiming High*.

¹¹⁶ LLUK (2008)

¹¹⁷ HMT/DCSF (2007)

¹¹⁸ NYA/CWDC (2008)

The research concluded that there is a clear and unequivocal need for the youth support workforce to have its own focus on leadership and management development. However the leadership and management initiative must be part of systematic development of the workforce fit to deliver Aiming High. This in turn cannot be separated from the development of the wider children and young people's workforce. It emphasised there is now a clear framework for the development of leaders and managers in the children's workforce, which corresponds well with the findings of the research.

10.11 Workforce planning initiatives

10.11.1 DCSF's starting point to effectively deliver the reforms from Aiming High for Young People is funding to support key measures including:

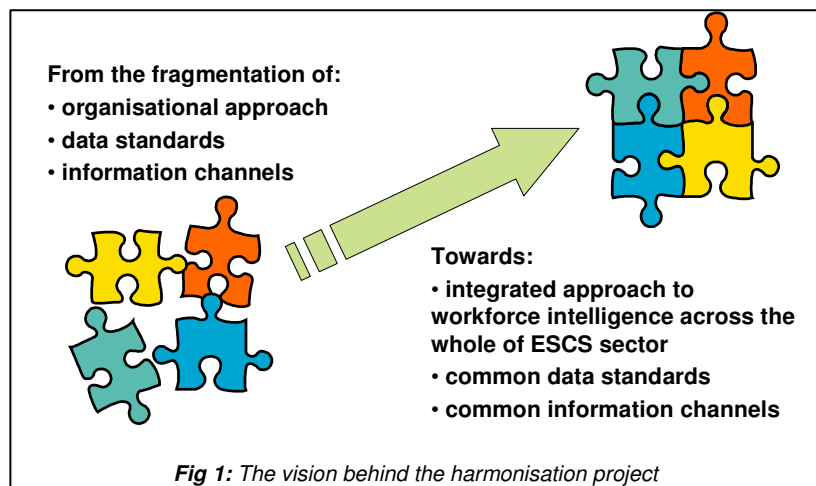
- Training for up to 5,000 current and future leaders and managers of integrated youth support services to be delivered by 2011, starting in February 2009, including third sector providers;
- A third sector capacity building strand, particularly helping the workforce to access training and accredit their experience. This includes looking at the feasibility of the volunteer accreditation scheme and engaging the third sector at a local level in workforce development activity e.g. training bursaries, mentoring schemes, training courses and surveys;
- A set of measures to raise the level of skills and competences of the workforce across all levels and clarify roles and progression;
- Raising the status of workers in the sector, including the possible introduction of a youth professional status;
- A common apprenticeship framework and a common foundation degree framework for the young people's workforce;
- Induction standards to help support new staff and volunteers;
- New qualifications e.g. vulnerable young people worker award;
- National Peer Mentoring Programme which aims to promote and support the development of young people volunteering to become peers in schools and colleges.

10.11.2 DCSF will also look at standards of supervision across the workforce, the organisation of work placements and ensuring that current training and development enables the workforce to support young people in the context of raising the participation age and new 14-19 pathways.

10.11.3 LLUK in the Sector Skills agreement suggested ten solutions for taking workforce development forward with other partners across the lifelong learning sector which includes youth workers. These included:

- Explore the options for ‘professionalising’ all parts of the workforce;
- Develop an integrated CPD framework and model where appropriate;
- Develop a ‘skills for learning professionals’ qualifications framework;
- Develop sector-wide career pathways;
- Develop a knowledge bank for Information Advice and Guidance (IAG) professionals and others, to support new entrants and existing staff;
- Recruitment programmes to address specific shortages in the lifelong learning sector;
- Develop a UK-wide Leadership and Management strategy.

10.11.4 DCSF has joined with other organisations to form a Standards Working Group (SWG) looking at harmonising data standards for the Children’s Workforce. This initiative comes in part as recognition of the complexity of the challenges presented to LAs and other parts of the sector when they respond to the requirements of the school workforce census, the National Minimum Data Set for Social Care and collections from other organisations. This diagram is taken from the initial report.



The twin aims of the initiative are:

- that all use of data on the children’s workforce, whether local use or within data collections, is based on common standards; and
- that the various collection processes are harmonised by agreement to be reached among all stakeholder organisations.

If these aims can be realised then local authorities and central organisations will have access to a suitable volume of data for management, planning and policy development and the effort required to comply with statutory collections will be kept to a minimum. Section 11 looks further at this.

Section 11: Evaluation of data gathering

11.1 Introduction

This Section reports the review of data sources, methodology and possible future developments of data sources to improve the future availability of young people's workforce data. This is closely linked to the substantive data gathering and reporting which is reported in earlier sections.

11.2 Key findings

Availability of data

- This is a complex workforce across a number of employment sectors. There are many data sources and these are carried out by a wide range of agencies;
- Overall it is currently not possible to provide a full picture of the young people's workforce in England. The main gaps in employment data apply to creative and cultural skills, housing, schools and education, social care and substance misuse, employment in the voluntary and private sector and volunteers. Data gaps particularly apply to age, disability, retention data, specific qualifications, current training data, detailed pay and benefits data;

Data quality

- Individually most data collections are of good quality and deliver required data. However, some sources are out of date. Generally there is little coordination between data collectors to avoid duplication, to produce agreed data and to use a common set of data definitions and classifications. There are also difficulties in comparisons between sources and over time.

11.3 Issues for consideration

- A cross sector workforce data strategy could be considered covering the planning, collection and sharing of data, to coordinate data collection across the young people's workforce and with the whole children's sector;
- A draft data collection plan could be considered to prioritise data needs, to work with data collecting organisations across the young people's workforce to develop sustainable data collections, to fill data gaps and adopt common standards for data collection and analysis;
- This section contains detailed suggestions concerning work with data collection organisations prior to compiling the next State of the Young People's Workforce report.

11.4 Data sources and data standards

The data items required (i.e. those needed by the project) have been identified and documented. Table 11.2 includes a list of these data items and is also the draft of a

template for 'data standards'. Data standards are definitions of data items intended for common use to aid coordination and consistency of data. The lack of such standards has been a barrier to the development of useful workforce data across the children's workforce and beyond.

A draft copy of 'Draft data Standards for the Children's Workforce' produced by the Children's Workforce Standards Working Group (led by DCSF) has been accessed.¹¹⁹ It is intended that these should provide standards across the Children's and Young People's workforce and national consultation is due to commence in April 2009. Agreed standards will be submitted to the Information Standards Board for ESCS in England, the sector wide authority for all information and data standards.

The development of these standards is potentially an important development and the project needs to ensure that the young people's workforce is covered adequately by these standards.

11.5 Data availability

A gap analysis has been carried out to compare data needs with data availability. The overall outcomes of this for each data category are summarised in Table 11.1. Key points:

- Available data sources are not able to provide a full picture of employment;
- There is a lack of employment data on the following sectors/occupations: creative and cultural , housing, schools and education, social care and substance misuse; voluntary and private sector; volunteers;
- There are caveats on data quality, up-to-dateness and coverage of some sources;
- The most plentiful data items cover gender, ethnicity, vacancies, general qualifications, entrants to HEIs.

¹¹⁹ DCSF/LGA/CWDC (April 2009)

Table 11.1 Overview of data availability by data category

Data group	Comment
1. Employment	Lack of data on creative and cultural, housing, schools and education, social care and substance misuse; voluntary and private sector; volunteers. Caveats on data quality, up-to-dateness and coverage of some sources
2. Diversity	Gender and ethnicity data go with employment data Age data less common Disability data even less common
3. Recruitment and retention	Up to date data extremely patchy (mainly vacancies) Retention data rare
4. Qualifications and training	Useful general data but lack of sector specific data Good data on HEI entrants Current training data is general or patchy
5. Pay and benefits	Good data on a general youth and community work posts (ONS) Other information is periodic or partial
6. Overall assessment of data sources	Not able to provide a full picture of employment Most plentiful data – gender, ethnicity, vacancies, general qualifications, entrants to HEIs.

11.6 Data item and sector

Table 11.2 summarises the gap analysis by data item for the main occupations and sectors, according to whether data are currently available or are being developed. This confirms a lack of data for the following data items:

- Permanent/temporary/agency staff;
- Volunteers;
- The voluntary and private sectors;
- Occupational and structure data;
- Disability;
- Retention difficulties and turnover;
- Current training levels;
- Funding sources (training);
- Skills gaps;
- Pay and benefits.

Table 11.2 Summary of availability of young people’s workforce statistical data by employment group

Cur – current Dev – development

	Youth workers		Youth Justice		Connexions		Learning mentors		Education Welfare		Health		Playwork		Sport and rec		Outdoors		
	Cur	Dev	Cur	Dev	Cur	Dev	Cur	Dev	Cur	Dev	Cur	Dev	Cur	Dev	Cur	Dev	Cur	Dev	
Employment																			
Headcount	√	√	√	√	√	√		√		√	√		√			√		√	
Full-time and part time	√	√	√	√	√	√		√		√	√		√			√		√	
FTE	√	√		√	√	√		√		√	√								
Permanent/temporary/agen	√		√		√														
Volunteers	√		√																
Sector																			
Statutory	√	√	√	√	√			√	√	√	√								
Voluntary	√			√				√		√									
Private	√																		
Roles and contributions																			
Service	√		√						√		√		√		√		√		√
Occupation	√										√								
Structure	√		√																
Diversity																			
Gender	√		√		√				√		√		√		√		√		√
Ethnicity	√		√		√				√		√		√		√		√		√
Age	√				√						√		√		√		√		√
Disability	√				√														
Recruitment and																			
Recruitment difficulties	√	√		√		√		√		√	√		√		√		√		√
Vacancies	√	√	√	√		√		√		√	√		√		√		√		√
Retention difficulties	√																		
Turnover	√																		
Destinations of leavers/origins of starters	√																		
Training and qualifications																			
Qualification levels	√				√						√		√		√		√		√
Current training levels	√				√														
Funding sources																			
Skills gaps											√		√		√		√		√
Pay and benefits																			
Pay levels	√	√			√				√										
Benefits																			

11.7 Data availability by key issue

Table 11.3 summarises the general availability of data by key issue. The main issues concern data availability (lack of data, as shown by the gap analysis), data quality and time aspects (out of date data in some sectors). Data developments will help to fill gaps but only to a limited extent (see Table 11.2)

Table 11.3 Data availability by key issue

Issue	Comment
1 Data availability - numbers employed (overview)	Lack of data on creative and cultural, housing, schools and education, social care and substance misuse; voluntary and private sector; volunteers. Caveats on data quality, up-to-dateness and coverage of some sources
2 Availability of information on other data items – overview	Data items which are most plentiful tend to be gender, ethnicity vacancies, skills gaps, general qualifications data and data on entrants to Higher Education. Least plentiful data were age, disability, retention data, specific qualifications, current training, detailed pay and benefits
3 Data accessibility	Data available via published reports or via ad hoc requests
4 Data quality	Generally good quality but may be out of date or have a range of collection dates Some variations in accuracy and reliability May be lack of coordination/dovetailing and data sources may produce conflicting results Lack of common data definitions and classifications
5 Time aspects	Some data may be out of date and some data collections may be ad hoc
6 Sustainability	Some data sources are established sources and likely to carry on, but some may only be used when they are needed
7 Known data collection developments	Data developments in schools, children's services and local government will need to be used to the full and synchronised NMDS-SC may be a useful model
8 Overall assessment	Not possible to produce overall map due to data gaps Variation in availability of data items Most data collections of good quality but may be dated and lack reliability Lack of coordination and lack of agreed data standards
9 Data collection plans	See section 5

See Annex D - Glossary of terms

11.8 Methodological aspects of data sources

11.8.1 Summary of methodological issues

Table 11.4 summarises variations in the approaches to data collection to look at underlying reasons for variations in data availability e.g. variations in data collection objectives, context and geographical factors. These factors help to explain the fragmented and uncoordinated pattern of data availability across the young people's workforce. These are issues which can be discussed with the organisations which operate the data collections in order to help improve data collection and supply.

Table 11.4 Methodological aspects

Issue	Comment
1. The objectives of data collection	The content of data collections is determined by their objectives which may vary e.g. employment count, workforce development or pay
2. The context of data collection	Data relevant to young people's workforce may be dedicated to youth service or part of it; or be a part of collection for the whole economy or the whole of local government
3. Geographical aspects	Data collections may be wider than England e.g. cover UK or England and Wales
4. Data items covered	Collection of data on numbers employed is more common than collection of other data items
5. Common data standards	There are no central data collection standards e.g. definition of workforce, qualifications data, pay data
6. Data analysis standards	There are no data analysis standards (e.g. calculation of turnover rates)
7. The frequency of data collection	Frequency can vary between quarterly and up to three yearly; some data collections can be ad hoc
8. Reporting levels	Reporting can be either grossed or sample data Level of breakdown e.g. by sector or sub sector
9. Accessibility of data	Not all data may be published leading to requests for further analysis
10. Sustainability of current data sources	Established data collections may be affected by change New data collections are being developed
11. Other technical issues	e.g. the data collection may be either a census or sample collection (samples may limit the application of the data)

11.8.2 Details of methodological issues

The objectives of data collection

The coverage of data collections may be affected by the objectives of the data collection. For example, a survey to support pay negotiations will collect pay data relevant to negotiations, whilst a survey to support workforce development may focus on training and development issues. Nevertheless there will be common areas e.g. workforce numbers and recruitment and retention data.

The context of data collection

Another way in which data collections vary is the context within which they fall and this is of course linked to objectives. For example, some collections cover the whole economy (e.g. LFS and ASHE) or the whole of local government (e.g. LGES) and data relevant to the young people's workforce may be located within that source but be a relatively small element of the whole collection. Conversely, some collections may be dedicated to the youth service, either focusing on workforce or looking at workforce as one section of a wider interest (e.g. the NYA Audit and the JNC Pay and Workforce Survey).

The scope of data collection

As discussed earlier, data collections may also vary in the sectors and occupations which are covered by the collection. Currently more data is collected in the local government sector and for some mainstream occupations, e.g. youth workers. Conversely, less data is collected in the voluntary and private sectors than the statutory sector and less data for certain occupations including some focused on local government for which e.g. learning mentors and education welfare officers.

Geographical aspects

Data collections can have different geographical coverage e.g. England, England and Wales, UK etc. Data therefore may need to be disaggregated to England level and this may require a special request to the data collector.

Data items covered

As noted earlier there is variation in the extent to which different data items are collected. On the one hand there are a number of sources that collect data on employment numbers and related questions, whereas there is a relative dearth of up to date information on some questions such as recruitment and retention and some training and development topics.

Definitions

There are no central standards in data definition and this can inhibit comparisons between different sources. Four main examples of this are highlighted:

First, the way in which the workforce is scoped or defined can be a major influence on the size of the workforce which is identified by the data collection. For example, the Labour Force Survey has a broad definition of the youth and community workers based on the standard occupational codes (SOC) for this occupation, whereas NYA and JNC surveys focus on youth workers employed in the central youth service of the local authority. The result is a wide variation in the numbers shown. See Annex E for occupational specifications used by ONS.

Second, the collection of information on qualifications can be based either on general classifications such as NVQ equivalents or general qualification hierarchies; or alternatively classifications may be based on the actual qualifications available to youth workers and related workers. It may be difficult to link up to the two classification systems.

Third, pay data can be collected differently e.g. as basic pay only, or with additions; as weekly, monthly or annual pay; and reported in various ways e.g. as means or medians, etc., making comparisons extremely hazardous.

Finally, in the absence of common data standards, other data items may be differently defined or calculated e.g. the definition of leavers and the calculation of turnover rates; and likewise for vacancies and vacancy rates.

The frequency of frequency collection

Data sources vary in the frequency with which the data are gathered, ranging between quarterly and every three years. Some data collections appear not to have a regular schedule. Data collections have varied collection dates (or have no clear dates at all) and this can inhibit comparisons.

Reporting levels

There can be variation in the reporting of data particularly whether data collected are grossed or not. Data collections which are not grossed can pose problems in year to year comparisons as the response base will usually be different year to year. The level of breakdown of the analysis e.g. by sector, sub sector, etc., can also be an issue as one source may present a total for the whole sector whilst another may present a breakdown.

Accessibility of data

The organisations which collect data may not publish all the data that they have collected and may not publish it in the format which other users may seek it. This may result in enquiries needing to be made and requests for further analysis. For example, the LGES does not publish demographic data at occupation level and does not gross occupational data.

Sustainability of current data sources

As part of this review of the availability and quality of data available, changes in data collection activities need also to be taken into account. These can happen either through changes in the demand for information or changes in resourcing available. The development of new data sources noted above will help to fill data gaps at various points in future as and when they come to full fruition. Equally any changes in existing data collections should also be taken into account as noted in Table 11.2. There are also various uncertainties which will need to be monitored as this project develops.

Other technical issues

Whether a data collection is a 'census' or sample collection can have a significant bearing on how the data can be used. For example the LFS and ASHE are sample surveys which may produce reliable national statistics at a high level of aggregation but due to sample numbers can be unreliable when disaggregated e.g. distributions of workforce by ethnicity and age. However may also be the case that estimates at a high level of aggregation may be unreliable in the case of smaller totals. Consequently different data sources can produce conflicting data.

11.9 Qualitative data

11.9.1 Summary of availability of qualitative data

Qualitative data includes:

- Workforce planning initiatives;
- Integrated working;
- Recruitment and retention;
- Job satisfaction/workforce attitudes;
- Young people's perceptions of the workforce;
- Training issues e.g. apprenticeships, management development.

Table 11.5 summarises general availability and aspects of qualitative data across the young people's workforce. Generally there is useful information available. Potential avenues to explore include the development of more regular sources. A challenge will be to maintain a focus on the young people's workforce whilst developing integrated frameworks.

Table 11.5 Availability of qualitative data

Main heading	Comment
1. Coverage	Research may be broad or more specific e.g. encompass specific roles. Data may be extrapolated to give a better picture of the workforce
2. Data accessibility	Web searches or contacts with organisations Wide range of possible sources as many organisations may be involved
3. Data quality	Generally good quality in relation to purposes Need to ensure that information is not piecemeal and that it can be compared beyond this area of employment
4. Time aspects	n/a
5. Sustainability	Mix of regular and one off Would be good to develop more regular sources like the NYA Audit A planned approach would be helpful
6. Known data collection developments	Mix of established and ad hoc collection Will be challenge to maintain focus on young people's workforce whilst developing integrated frameworks for CPD
7. Overall assessment	The scope of the young people's workforce is still being defined so it is not surprising that information is usually about a particular service or sector
8. Options for the future	Need to identify information that will contribute to developing an identity of a young people's workforce and having information to support strategic priorities

11.9.2 Further details of qualitative data

Coverage

The qualitative data reflects similar issues to the quantitative data in that where it exists it has been of good quality and very helpful in getting an overview of some of the workforce issues and changes that are taking place e.g. the Labour Research Department research on Integrated Youth Services and the voluntary sector surveys. There has been an increasing focus on scoping the voluntary sector but there is very little data on the private sector.

Research may be broad and encompass some roles in the young people's workforce¹²⁰ or may be more specific e.g. a BMRB Social Research Report which included 26 job types including some youth work roles¹²¹. There is also qualitative research on very particular roles such as youth counsellors or Hospital Youth Workers 4 Health. Sector workforce development strategies, such as LLUK, will include the young people's workforce. Data can be extrapolated to give a better picture of the young people's workforce and future needs.

Data accessibility

The data was mainly found through web searches or contacts with organisations who have provided reports or information. There is a wide range of possible sources for information as the remit for people working with young people is the responsibility of many organisations.

Quality

Individually most data collections are of good quality and deliver data required in relation to the purposes of the data collection. However there are similar issues to the quantitative data around coordination between data collectors to ensure that the research is not piecemeal, or, if generic, that the relevant information about the young people's workforce can be accessed to ensure comparability within this area of employment and with others in children's services and beyond.

Sustainability

Some surveys such as the National Youth Agency Audit are done on a regular basis whereas some research is one off. The regular audits are very helpful and possibly could be extended to include the broader young people's workforce. A planned approach to support the achievement of strategic objectives and support the development of quantitative data would be helpful.

Known data collection developments

Some data sources are established sources and therefore appear likely to remain. However some organisations appear only to collect data when their own organisations

¹²⁰ Clark, J (2007)

¹²¹ BMRB (2006)

need information (e.g. sector skills councils need to produce skills needs assessments). Some data sources only collect data on an ad hoc basis. The challenge will be to undertake research that maintains a focus on the scope of the young people’s workforce, whilst at the same time developing integrated frameworks for CPD.

Overall assessment

The scope of the young people’s workforce is still being defined so it is not surprising that the research is usually about a particular sector, service or roles. It would be useful to identify what research will be required to contribute to developing the identity of a young people’s workforce and having information to support strategic priorities.

11.10 Developments in data gathering

There are a number of data developments which may affect data availability for the young people’s workforce (see Section 4 for fuller details)

- Children’s Services Mapping (Durham University);
- Schools Workforce Census;
- National Minimum dataset for Social Care (NMDS-SC);
- Data Harmonisation Group.

In addition, some Sector Skills Councils (SkillsActive, Creative and Cultural Skills and Skills for Justice) are planning workforce and skills surveys over the next year which will help to improve data for the young people’s workforce.

11.11 Data collection priorities

With a wide range of data gaps existing it seems sensible to set out some initial questions and suggestions concerning priorities – shown in Table 11.6. Particularly for data on recruitment and retention, training and qualifications, pay and benefits, it would be helpful to assess the main policy drivers to help to focus on data priorities.

Table 11.6 Data collection priorities

Data group	Priority
1. Employment	<ul style="list-style-type: none"> ○ Common data collection and analysis standards need to be developed and applied ○ Aim to fill specific gaps
2. Demographic	<ul style="list-style-type: none"> ○ Any collection (new or existing) of employment numbers could prioritise demographic data items ○ Fill specific gaps e.g. disability, age
3. Recruitment and retention	<ul style="list-style-type: none"> ○ Consider a focused approach e.g. sampling and/or prioritised approach ○ It may not be necessary to collect information regularly from all employers
4. Qualifications and training	<ul style="list-style-type: none"> ○ Needs for qualifications data to be clarified/prioritised. ○ Is skill needs data linked to service/job requirements a greater priority than qualifications?
5. Pay and benefits	<ul style="list-style-type: none"> ○ Consider possible improvements as part of general developments
	<ul style="list-style-type: none"> ○ Check stakeholder needs for information

11.12 Issues for consideration in any future data gathering

Potential solutions may reflect the complexity and fragmentation of the sector and therefore have a number of 'loci' reflecting the location of existing data collectors. Solutions will generally be in the context of the setting, as this is how most data is currently collected and the 'arena' within which improvements could mainly be undertaken (as opposed to external to the setting). Solutions are likely primarily to lie with existing data collectors as it may be easier to build on these rather than devise new solutions.

Future collection could be helpful given that there is a gap between the data specification (i.e. data items provided to agreed quality standards and frequency) and the current supply of data. Timescales to achieve solutions would need to be factored into the data collection plan and may vary by sector; timescales can be programmed as part of detailed action planning.

Table 11.7 summarises the data gaps and recommended ways forward.

Table 11.7 Summary of data gaps and potential solutions

Sector	Data gap	Potential Remedy
Connexions	Out of date New collections starting	Improved coordination and liaison between agencies Integrated changes to fill gaps
Creative and Cultural	No data Possible new collection	Liaise with Creative and Cultural Skills over future plans and data gaps Wholesale change to fill gaps
Health	Range of data collected Lack of some data items	Liaise with data collectors to fill gaps Targeted changes to fill gaps
Housing	No data	Discussions with relevant agencies to explore data collection Wholesale change to fill gaps
Outdoors	Good data but out of date Possible new collection	Liaise with SkillsActive over future plans and data gaps Integrated changes to update and fill gaps
Playwork	Good data but out of date Possible new collection	Liaise with SkillsActive over future plans and data gaps Integrated changes to update and fill gaps
Schools/education	Lack of data for some occupations New collections starting	Improved coordination over data collection and liaison between agencies
Social care	Partial data New collection but will still leave gaps	Liaise with Information Centre and Skills for Care over transfer of community workers to NMSC-SC Leaving care workers – to explore further Integrated or targeted approach to filling gaps
Sport and recreation	Good data but out of date Possible new collection	Liaise with SkillsActive over future plans and data gaps Integrated changes to update and fill gaps
Substance misuse	No data	Discussions with three sectors to explore data collection Wholesale or targeted approach to fill gaps
Youth workers	Existing data sources but gaps and lack of coordination Lack of some data items	Develop new approach Integrated /targeted approach to existing data collections to ensure better coordination /planning' and a comprehensive approach
Youth Justice	Good annual data but lack of some data items	Work with existing data collector to fill data gaps Integrated approach to provide further data via existing data collection

Note on wholesale, targeted and integrated changes

Section 12: Conclusions and implications

12.1 Key conclusions

12.1.1 Data collection issues

- A workforce data strategy is needed to underpin the shortages of workforce information and to ensure a consistent and effective response
- The strategy should encompass the wide ranging nature of the sector and seek to build on existing data sources incrementally
- There is no one model of change and the response should reflect the extent of data gaps and the specific workforce needs

12.1.2 Policy issues

A workforce data strategy would help to measure achievement of overall policy outcomes with regard to workforce development and the impact on better outcomes for young people, such as:

- Consistent data across sector skills councils, statutory, voluntary and private sectors on the size and scope of the workforce;
- Changes in workforce status, professional identity, morale and aspirations and equality with other professions;
- Improvements in future recruitment and retention;
- Development of integrated entry and career planning pathways and a continuing professional development framework to deliver integrated youth support services;
- Development and achievement of a more consistent set of training and qualifications across the young people's workforce;
- A rise in the level of skills and more consistent quality of practice across the young people's workforce;
- Implementation of effective leadership and management development to successfully manage integrated working and partnerships;
- Impact of integrated working and support on roles, competences and qualifications.

12.2 Data collection issues

12.2.1 General principles

There is a complex workforce across a number of employment sectors. There are many data sources too, informing analysis of the young people's workforce, carried out by a wide range of agencies which are primarily based in their own sectors. Data gaps may be either general gaps and/or those specific to individual sectors and data collections.

To tackle data gaps and improve the availability of workforce data, the use of the following principles would be helpful:

1. Agree a workforce data strategy across the sector covering objectives, underlying principles, covering the planning, collection and sharing of data
2. Adopt common data standards for data collection and analysis
3. Data strategy principles include minimising the burden of data collection by improving data sharing - 'collect once use many times'
4. Integration/coordination of data collection between sectors
5. Coordination with data collection in the wider children's sector and related sectors
6. Agree data collection objectives and data collection plan across the young people's workforce, prioritising data needs, using existing and planned data collections
7. Review carefully any justifications for possible new collections to fill data gaps

12.2.2 Models of change

In theory there are four alternative approaches concerning improving the supply of data:

1. Wholesale change: A new data collection across the whole of the workforce is likely to be an impractical option given its diversity, cost and varying existing data collections. It would also be unnecessary given the areas of strong data collection in some areas.
2. Integrated approach: Developing existing collections by working with existing data collectors. The aim would be to improve their data collections, develop some consistency across different data systems and coordinate them better. This has many attractions as all existing collections have their own *raison d'être* and their owners might be reluctant to cede to new collections. The development of data standards should contribute to this approach.
3. Targeted approach: Initiate one or more new data collections across parts of the workforce - this may be a feasible option where option 2 is not suitable or there is no organisation currently collecting the data.
4. A combination of options 2 and 3 which would tailor solutions to particular settings and issues – this might often be the most attractive approach to consider.

A fifth option – doing nothing at all - is a theoretical option but currently there is no area for which no change would be appropriate.

12.2.3 Possible options for settings

Solutions may reflect the complexity and fragmentation of the sector and therefore have a number of 'loci' reflecting the location of existing data collectors. Solutions will generally be in the context of the setting, as this is how most data is currently collected and the 'arena' within which improvements could mainly be undertaken (as opposed to external to the setting). Solutions will primarily lie with existing data collectors.

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Annex A

Standard occupational codes (Office of National Statistics)

Youth and community workers: Careers advisers and vocational guidance specialists

Minor group 323

Social welfare associate professionals

Social welfare associate professionals direct, organise and provide social welfare and related community services, assess and address the housing needs of individuals or localities, assist those with physical and mental disabilities or illnesses, investigate cases of abuse or neglect and perform other welfare functions.

Occupations in this minor group include the minor group **Youth and community workers**:

SOC 3231 Youth and community workers

Youth and community workers provide support to individuals or groups of individuals through a range of activities or services that aim to encourage participation in social, political and community activities.

Typical entry routes and associated qualifications

There are no formal academic entry requirements.

Most qualified youth workers possess an accredited diploma in higher education or postgraduate diploma in youth and community work. A majority of qualifying courses are for people aged over 21.

Tasks

- organises social, recreational and educational activities in youth groups and local community centres;
- undertakes the day-to-day running of community centres and supervises the activities of part-time and voluntary workers;
- liaises and supports voluntary workers running groups in village halls, churches, mosques and other places of worship;
- advises individuals with particular needs or problems through informal discussion, individual counselling or formal group discussion;
- works with tenants to improve facilities on housing estates, helps set up credit unions, encourages parents to establish playgroups, works with other groups to find solutions to shared concerns or problems.

Related job titles

community worker
day centre officer
youth leader
youth worker

SOC 3564 Careers advisers and vocational guidance specialists

Workers in this unit group give advice on careers or occupations, training courses and related matters, direct school leavers and other job seekers into employment and assess their progress.

Typical entry routes and associated qualifications

Entrants to training usually possess a degree, an approved diploma or equivalent qualification. Professional training towards the Diploma in Careers Guidance consists of a one-year full-time course followed by a one-year probationary period of on the - job training.

Tasks

- uses an interview, questionnaire and/or psychological or other test to determine the aptitude, preferences and temperament of the client;
- advises on appropriate courses of study or avenues into employment;
- visits educational and other establishments to give talks and distribute information regarding careers;
- liaises with employers to determine employment opportunities and advises schools, colleges or individuals accordingly;
- organises careers forums and exhibitions and establishes and maintains contact with local employers and/or training organisations and TECs;
- monitors progress and welfare of young people in employment and advises them on any difficulties.

Related job titles

careers adviser
careers officer
placement co-ordinator
placement officer

Annex B

Occupations in Health in scope of young people's workforce
Staff group
Medical staff
Obstetrics
Paediatric surgery
Specialists in particular conditions:
Paediatric oncology
Paediatric pathologist
GPs – specialist interest in paediatrics
Consultants
Non-consultant career grades
Trainees
Nursing staff
Child and adolescent mental health services (CAMHS) trained nurses
Designated nurse for looked after children
Family planning nurse
Head of midwifery
Health visitors
Maternity support workers
Midwives
Nursery nurses
Nursing assistants
Registered nurse – adult
Registered nurse – children
Registered nurse consultant
Registered Nurse Learning Disabilities
Registered Nurse Mental Health
School nurses
Teenage pregnancy (TP) midwife
Healthy school's worker
Occupational therapist
Healthy school's programme co-ordinator
Physiotherapists
Speech and language therapists
Podiatrists
Nutritional therapist
Substance Misuse Outreach Worker
Young people's drug health worker - treatment service
Young Peoples' Substance Misuse Strategy Co-ordinator
Audiologists
Clinical psychologists

Prosthetists
CAHMS: Child psychotherapists
Child psychiatrist
Art therapists
Clinical child psychologist
Drama therapists
Music therapists
Play therapists/specialists
Play assistants
Child and adolescent psychotherapist
Community paediatricians
Health Promotion Specialist (Young People)
Dieticians
Radiographer
Orthoptists
Family therapists
Family health workers
Operating department practitioners
Counsellors
Anaesthesia practitioners
Qualified social workers
Social worker with mental health PQ or AASW
Primary mental health workers
Health funded classroom assistants
Paediatric incontinence workers
Other qualified staff
Other unqualified staff
Other staff
Assistants
Occupational therapists
Physiotherapists
Speech and language therapists
Psychologists
Other assistant therapists
Role-specific workers including:
Health Improvement Facilitator (Children's & Young People's Settings Sexual Health)
Sexual health advisors
Sexual health outreach worker
Young People's Development Workers
Teenage pregnancy co-ordinators
Management, admin and 'support'
Administration/secretaries
Managers
Support workers
Trainees

Annex C: CAMHS definitions

Generic CAMHS teams meet a wide range of the mental health and psychological needs of children and adolescents within a defined geographical area.

Generic multidisciplinary teams are made up of CAMHS professionals from a number of disciplines who work together to ensure integrated provision.

Generic CAMHS teams meet a wide range of the mental health and psychological needs of children and adolescents within a defined geographical area.

Generic single disciplinary teams are single disciplinary groups of staff who provide a range of therapeutic interventions.

Team focus:

- Adolescent
- Education
- Psychiatry
- Psychology
- Infant mental health service
- Other: please specify

These teams provide for children with particular problems or requiring particular types of therapeutic intervention.

Type of targeted team:

- Abuse
- Autistic Spectrum Disorder (ASD) including Aspergers
- Attention deficit hyperactivity disorder
- Eating disorder
- Mental Health service for young offenders
- Paediatric liaison
- Self-harm
- Social Services/Looked After Children
- Specialist Mental Health Services for children with a moderate/severe learning disability including Down's syndrome
- Substance misuse
- Other (specify)

Dedicated workers are fully trained CAMHS professionals who are out-posted in teams that are not specialist CAMHS teams but have a wider function, such as a youth offending team or a generic social work children's team.

Type of non-specialist mental health team:

- Primary health care teams
- Acute Paediatric Teams
- Community Paediatric Teams
- Education settings
- Social services settings
- Youth offending teams
- Voluntary sector settings
- Independent sector settings
- Behaviour Education Support Teams

- Other (specify)

These services provide longer term or more intensive provision. This may take the form of whole or half-day activities, in-patient care, or outreach support (such as emergency or after care) which is considered an alternative to in-patient care. Some may provide more than one of these types of care.

Type of tier 4 care:

- Day Unit
- Acute In patient service
- Forensic In patient service
- Other In patient service
- Intensive home support / outreach
- Intensive treatment and foster care
- Other intensive outreach
- Other: please specify

Annex I: Glossary of terms (evaluation criteria)

1. **Data availability:** describes the information that is collected in relation to that which is needed (occupations/sectors, data items)
2. **Data accessibility:** how accessible information is that is collected (published or otherwise available)
3. **Quality** The accuracy, reliability and validity of the data.; specific technical issues such as sample sizes, grossing methodology, coordination and comparison issues e.g. conflicting results from similar collections
4. **Time aspects:** how often data is collected; how long it takes for collected information to become available
5. **Sustainability:** what information exists on whether an existing data collection will continue in future or not
6. **Known data collection developments:** scanning of plans to develop existing data source(s) or create new data source(s)
7. **Overall assessment:** whether the objectives of the YRB are met by current data collection(s); the key data issues that need to be tackled
8. **Data collection plans:** possible ways forward to tackle data issues and to draft a plan to improve the provision of data

ⁱ NYA (2008b)

The Children's Workforce Development Council leads change so that the thousands of people and volunteers working with children and young people across England are able to do the best job they possibly can.

We want England's children and young people's workforce to be respected by peers and valued for the positive difference it makes to children, young people and their families.

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or visit **www.cwdcouncil.org.uk**

Or write to CWDC, 2nd Floor, City Exchange
11 Albion Street, Leeds LS1 5ES
email info@cwdcouncil.org.uk
or fax us on 0113 390 7744

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