



*Sheffield
Hallam University*

Mapping Qualifications and Training for the Children and Young People's Workforce

Short Report 5

Training and qualifications issues, needs and gaps

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1. Background and context to the study

In December 2004 DfES commissioned Sheffield Hallam University to produce a mapping of qualifications and training developments across the children and young people's (CYP) workforce to inform the development of an integrated qualifications framework (IQF).

The project was commissioned as part of the Government's commitment to learn from the Victoria Climbié case and secure the service implementation of the Green Paper *Every Child Matters* which highlighted the imperative for children and young people's services to communicate effectively and work in an integrated way.

The DfES has, in consultation with stakeholders, developed an understanding of the skills all staff within the workforce will need to have in common to provide an effective and integrated service. The Children's Workforce Strategy consultation document (DfES, 2005) provides a vision of the approaches by which a skilled workforce for children and young people's services can be achieved and maintained. The Common Core of Skills and Knowledge prospectus for the Children's Workforce, published in April 2005, outlines the basic skills and knowledge needed by people whose work brings them into regular contact with children, young people and their families.

An integrated service depends on an integrated workforce, that is, people who share a common vision of how to provide effective services, share knowledge and information and have a common career structure that provides pathways to move vertically and horizontally so that good practice and expertise can be best shared. An effective qualifications framework is a key part of developing such a workforce.

In working to inform such a framework, the scope of this project has been extensive. The mapping covers all major occupational groups within the children's workforce, nationally available and approved qualifications from Levels 1 to 8 together with a mapping of the detailed content of significant qualifications against the Common Core. A database was constructed which could capture information about job roles linked to workforce clusters, information about relevant qualifications at individual module level, links between modules and the Common Core.

Contextualising studies undertaken in 6 Children's Trust Pathfinders (CTPs) provided indicators of the range of existing and planned training and development for all occupational groups and identified significant issues arising currently on the ground in implementation of the Children's Workforce Strategy. The 6 CTPs were Gateshead, Greenwich, North Lincolnshire, Trafford, West Sussex and Wokingham.

Finally it included discussion of major training pathways, gaps and variations in provision between different occupational sectors and some analysis of funding streams currently available or identified as possibly problematic.

The main research questions:

For the CYP workforce

- What is the list of relevant subjects (from QCA framework for sectors and subjects)?
- How do job roles cluster?
- What is the agreed list of job roles for each sector cluster?

About qualifications

- What is the range of qualifications available in each of the clusters and occupational groups?
- What is the volume of qualifications and take up of qualifications?
- What are the constituent elements of qualifications, their commonalities and complementarities?
- What are gaps?

About training and development provision

- What elements of existing training provision meet the skill expectations of the proposed core competencies?
- Where are the gaps in this 'match' and what would need to be developed to fill them?
- Are some occupational groups served better than others in respect of training provision allied to the proposed core competencies?
- Where does good practice in planned training programme development for the CYP workforce exist and how can this be shared?
- What forms of delivery are most useful?

This report is one of 6, each with a different theme and targeted at different audiences. These are listed below and details can be found at the end of this report.

Report 1	Developing and maintaining a database of qualifications for the children and young people's workforce
Report 2	Defining the children and young people's workforce in a changing scenario
Report 3	Qualification issues that inform the design of an integrated qualifications framework (IQF)
Report 4	The Common Core of Skills and Knowledge and its coverage by existing qualifications
Report 5	Training and qualifications issues, needs and gaps, including data from the contextualising studies
Report 6	Research review

2. About this report

This report summarises training needs, gaps and variations from an analysis of data collected in six CTPs, information about qualifications currently available on the QCA National Qualifications Database (NQD) and Learning and Skills Council (LSC) data on levels of enrolments across government regions in 2003-4.

The six CTPs were selected in collaboration with the University of East Anglia (UEA) by making use of the data they had collected through Section 4 of the Baseline Implementation Survey (BLIS) as part of the *National Evaluation of Children's Trust Pathfinders*. The CTPs we chose to study; Gateshead, Greenwich, North Lincolnshire, Trafford, West Sussex and Wokingham were selected by making use of the categories for integration which the National Evaluation team have developed. The UEA research identified differing levels of integration within CTPs. Our contextualising studies reflect differing approaches to the development of integrative services as we wanted to be able to explore the significance of a training and qualification framework across different models of CTP organisation. Our choice of contextualising studies also took account of urban/rural locations and geographical spread.

Initial interviews in each CTP with trust managers or nominated representatives enabled us to identify other individuals with responsibility for training and workforce development in each CTP who we could usefully consult with. These people were subsequently interviewed and workshops were set up in 5 of the 6 CTPs to bring these people together to explore issues of qualification and training support across the children's workforce both in relation to their impact on the ground and in terms of strategic planning.

The QCA National Qualifications Database contains details of all qualifications accredited by QCA and includes information about units or modules of study and recognised awarding bodies. It is used by learners, employers, awarding bodies, training providers, schools, colleges, government agencies, regulatory partners and funding agencies. Information about qualifications appropriate for roles within the Children's workforce was collected from the QCA OpenQuals database and from other sources such as Awarding Bodies, Sector Skills Councils and Professional Bodies. This data was collected at module level onto a database constructed for the project.

In order to gain some knowledge of take up of qualifications, Awarding Bodies were contacted and the Learning and Skills Council Individual Learner Record (ILR) Database was scrutinised. Data from Awarding Bodies was hard to obtain for commercially sensitive reasons.

3. Agendas driving training initiatives

- The training focus of the 6 CTPs is on 'change programmes' to develop the new workforce and *not* on qualifications for individuals which facilitate this.
- The *process* of service development is proving useful in identifying areas of training that will become important. For example, in one trust, reconfiguring

how services will work has brought to light a practice of inappropriate referrals to CAMHS - and thus an important training issue.

- Manager's immediate need is to respond to demand from colleagues working in new service contexts who want *'training that helps them do their job better and understand how their role fits with that of others'*. Identifying qualifications and training to meet this need is difficult but would provide significant economic benefits and efficiency if developed.
- CTPs acknowledge the need for a phased, incremental approach to change and the prioritising of training, which supports a multi-agency, integrated focus. Linked to this is an emphasis on *'letting the business inform the training needed'*. Identified training needs are the **additional skills** that are required for people to work together more closely in either extended schools, full service hubs or in integrated services programmes.
- Whilst staff in CTPs with responsibility for co-ordinating training are aware that there are many who want particular qualifications, they express the view that as people take on the integrated vision of CTPs the less they want these. CTPs questioned the focus on individual qualifications, expressing an interest in more joint -service led forms of training.
- Workforce development issues may not be the only, or even the dominant, issues in some CTPs. Recruitment and progression of particular groups, such as those from ethnic minority communities or people with disabilities, may be of greater immediate concern and may define the ways in which CTPs perceive workforce development priorities and the training support offered and available to staff.

4. Training strategy

CTPs are at varying stages of and have varying approaches to integrated work and this impacts on training in different ways.

Particular issues in relation to training strategy are:

- Some training takes place for multi-agency teams, usually in house, but this can conflict with single agency training and levels of training differ. Establishing parity in the relationship between multi-agency and single agency training so that messages will be consistent is causing concern.
- Inconsistency of 'levelness' between different groups within different sectors generates difficulties to be thought through. An Integrated Qualifications Framework (IQF) could support clarification over levels.
- Where the structure for the trust overall is still 'virtual' or where planning has focused on individual strategies for partners services, training strategy is less clear.
- There are concerns that training strategies needed to highlight both skills shortages *and* people shortages.

5. Identified training needs

Leaving aside issues of commissioning and funding discussed later in the report, we note here firstly the training needs that all CTPs identified as key:

- A need for training around common procedures such as The Common Assessment Framework.
- Training and qualifications in ICT are seen in all 6 CTPs as crucial and common training on the development of databases and common records is viewed as essential and urgent. Developing analytical and diagnostic skills in relation to data set design and interrogation is felt to be a vital skill.
- Managers at senior level are concerned that they have responsibility for the professional development of colleagues in key posts with whom they have no shared background and therefore minimal understanding of training pathways. Training to support them in this work is viewed as urgent. The following quote from a Strategic Manager of a Family and Schools Support Service illustrates this point:

“It does worry me at appraisal meetings when I am talking to some of the most crucial staff in my team about their professional development - how I am advising them. I am from an SEN background and have very little knowledge about how for example- a Social Worker, or a colleague from Youth Justice has come to be in the job they are in and what qualifications might be most appropriate for their own progression...”

A set of issues around **training logistics** also emerged:

- There is some difficulty in sourcing provision when it has been identified as a training need. For example, local colleges were not always in a position to offer new forms of training, either due to capacity or for lack of relevant expertise. If the IQF could provide a service directory for training this would go a long way to resolve frustrations on the ground such as these. It will clearly be helpful if an IQF is linked to information about local provision, although whether or not it is cost-effective to maintain such links would need to be assessed.
- Whilst this does not seem to be a major problem in metropolitan areas, it is more so in CTPs covering remote, rural areas. For managers in these CTPs, identifying appropriate training and qualifications is time-consuming and thus an IQF which includes an up to date service directory would provide an economic benefit to CTPs not served by provision of easily accessible training.
- One rural trust identified geography as a linked problem in establishing progression routes after Level 3 for a variety of workers who don't want to do full degrees. NVQ4 doesn't always match training needs and it can also feel like a “dead end” where there are no local progression routes. Similarly, progression routes following a foundation degree are not clear. HLTA is also seen as a problematic route in so far as it represents a 'status' rather than a qualification. It is important to note that these findings were corroborated in the UEA's wider study of CTPs, where concerns about lack of structure,

qualification routes and career pathways for new workers in social care and education - mainly in the assistant social care or teacher roles - were noted.

- Training for multi-agency working was frequently mentioned but mainly at the level of awareness raising and local networking rather than specific accredited courses.
- Although all 6 CTPs have relationships with Education and Training providers, 4 of the 6 report difficulty in finding appropriate qualifications on offer for staff locally, and feel there is a shortage of education providers to work with.
- In some CTPs, this type of problem was sometimes dealt with by buying in training tailored to specific need, but concern was expressed that this could be very expensive, particularly where few staff were involved. If the Children's Workforce Development Council could facilitate joint commissioning of training for groups of co-located CTPs this could provide considerable cost saving benefits as well as promoting collaborative working between CTPs.
- It was suggested in all CTPs that national training programmes could be a possible solution together with networks to help CTPs learn from best practice at national level were badly needed - again the CWDC could play an important and strategic role here.

Training to support inclusion

- Training and qualifications are needed to support professional's inability to deal with difficult and challenging behaviour – in the classroom, on the street, on the ward etc. It is widely felt that high quality training which enables all staff working with children to recognise the ways in which environments contribute to the behaviour patterns children exhibit is urgently needed in order to prevent lack of access to services.
- Government policy initiatives around inclusion are having a key impact on training needs. On the one hand there is a need for training and qualifications that adequately prepare and support understanding of what inclusion means to working practice and on the other there is an increased demand for training to support work with children with *particular* special needs. This is having an impact on the equity of services provided to disabled children and their families in some CTPs. Again this is a key factor reported by the UEA in their larger study.
- Whilst there are qualifications and training opportunities to support work with some groups of disabled children - those with hearing impairments for example - there are very few in respect of some other disabilities.
- There are major concerns about training for staff working with children with Autistic Spectrum Disorders and other general communication difficulties. In particular, learning support assistants are largely untrained to deal with this spectrum or to support children with complex health care needs increasingly entering mainstream settings. There is a need to establish training which encourages dialogue and shared working between healthcare assistants and classroom assistants to support such children effectively as qualifications which take account of this are felt to be hard to source.

- Several CTPs report that the move towards operating 'direct payments', though empowering for service users, means that there is little control over the learning, training and development of the workers employed to deliver services to this group.

Workforce retention, movement and progression

- Recruitment and retention of social workers is a key concern in CTPs - particularly in the London Boroughs. Training and qualifications to support the 're-branding of social work' are felt to be necessary as under recruitment is felt to be strongly linked to negative associations which press coverage of high profile child protection cases attach to the profession. Where multi agency 'Family Support Team' approaches are employed for example, recruitment is more stable than those in which 'caseload' organisation is prioritised.
- There are key gaps in the social care framework. Whilst there appears to be plenty of provision in social care at Levels 1, 2 and 3 there then appears to be a real gap at Levels 4 and 5, with higher level professional roles requiring a degree in social work at Level 6. Unlike support for teaching, there is no bridge to this through a parallel professionally accredited higher level social work assistant. This is directly related to issues arising from the DH/DfES joint review of social care workforce called '*Options for Excellence*' and it will be important for the CWDC/ Skills for Care to consider this.
- Training to better support the creation of links into the voluntary sector was an area in need of development mentioned in all CTPs.
- CTPs who are developing 'new roles' are understandably finding training hard to identify.
- Given the huge numbers of existing modules within qualifications, it is feasible to combine modules to create new qualifications that will meet the training needs of those within new roles. In particular this would serve those who needed only to enhance existing qualifications by a small focussed amount of additional training. However mapping the content of modules in details has been outside the scope of this Project. Whilst information about module content is included in the database, there is currently no agreed set of criteria across all modules which provides a basis for identifying matches or mismatches between modules and qualifications.
- Training and qualifications for enhanced roles *within* existing professional groups are viewed as crucial in the 6 CTPs. Examples of this are the extended social work career path up to practice and development consultant and practice supervisor roles.
- In the 6 CTPs there was a view that the range of movement across the workforce without *significant* retraining is going to be quite narrow. It is broadly felt that movement is easier lower down the levels as salaries become a major issue further up the scales. It is therefore felt that there is a need to ensure that some detailed cross mapping of salary scales and structures takes place if people are to be encouraged to participate in training which would help them move across the workforce.

- It is worth noting that 3 of the CTPs in our study reported difficulties in devising an effective training strategy as a consequence of the very different terms and conditions within the key professional groups. Different groups have very different entitlements to training or requirements to undertake training. This creates equity issues within the CTPs.
- It will be important to encourage movement up through the workforce at later stages of careers and that appropriate training for middle managers in respect of joint planning and commissioning is therefore needed.
- Accreditation of job shadowing to 'top-up' on a competency - was cited as a potentially useful form of 'on the job' training which would be popular with busy middle managers and encourage workforce movement currently prohibited by 'fear of the unknown'.
- Four of the 6 CTPs identified large cohorts of learning support assistants who have been very well trained, and whose skill capacity considerably exceeds their level of recognition. Progression routes for these staff need urgent consideration and information about the new social pedagogue role if it is to become policy is required at trust level.
- What might be thought of as 'cross cutting Skills Council issues' are indicated by the questions and concerns raised in CTPs. For example, 'transition modules' which move play workers across to other early years work are being developed by Skills Active - which is a council which does not 'control' Early Years. Where are transitional modules to be located? This is important to clarify not least because it is evident that most people want to acquire qualifications which *may* let them move across the workforce but which could equally usefully provide insight into their existing job.
- CTPs used different criteria over qualifications needed for posts at particular levels. This raises issues in terms of progression or transfer along or across professional routes within the children and young people's workforce.
- Training for multi-agency working was frequently mentioned but mainly at the level of awareness raising and local networking rather than specific accredited courses.

Multi-agency training

- Managing consultation with professional bodies and groups and incorporating their responses to workforce development issues is in itself identified as a key training need for service managers.
- CTPs report concern to support specialists who are moving into multi-disciplinary teams where there are expectations on them to do certain things, for which their training to date has provided them with too little knowledge (e.g. midwives try to deliver training in Sure Start programmes). Enabling them to get the most appropriate form of professional development is felt to be complex - as this is difficult to find outside traditional pathways. There is a need for new qualifications to bridge this kind of gap in provision.

This suggests the need for such individuals to be able to add to existing qualifications through accumulation of credit for specific training, perhaps through portfolio evidence of learning from a range of training inputs.

6. Regional variations, gaps and duplications

An analysis of qualifications currently listed on the National Qualifications Database also indicates gaps in the following areas:

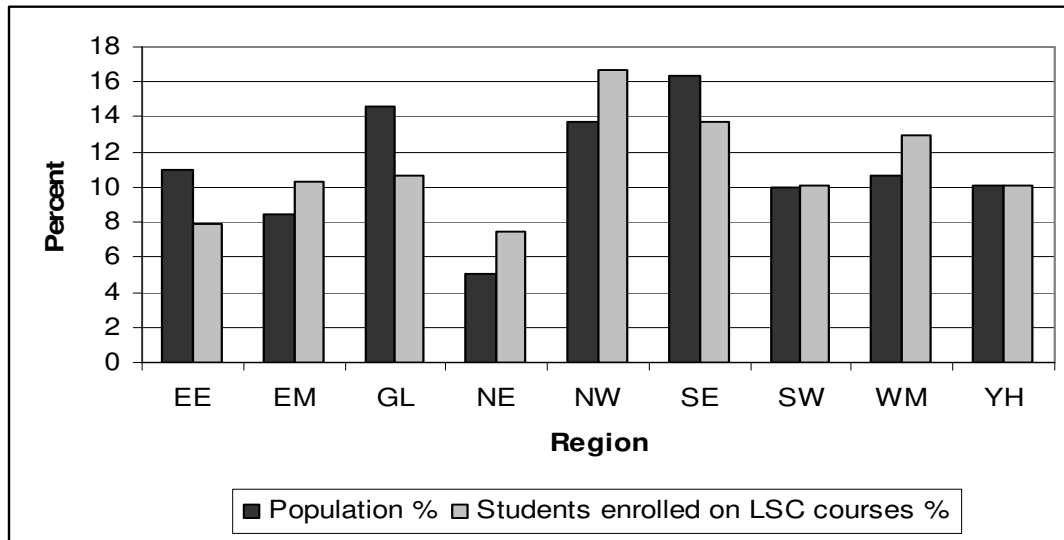
- Behaviour Management
- Voluntary Sector skills
- Inclusion and specialist qualifications for specific disabilities
- Family support work
- Lower level (3/4/5) management focused on teams working with children and young people
- Lower level qualifications (3/4/5) for supporting and working with mental health

At the same time there appears to be overprovision of qualifications within the early years.

An analysis of data on the regional take up of courses for the children's and young people's workforce was conducted using information from the LSC Individual Learning Record for 2003/4. A total of just over 2,000 courses were identified in this way. Only around a quarter of those courses originally identified (544) had learners registered on them.

Figure 6.1 illustrates the proportion of students enrolled on LSC courses by region as compared to the proportion of population in that region. So, for example, looking at East of England (EE) below, about 11% of the population of England is resident in this region, however, only 8% of the LSC funded training for the CYP workforce is delivered in this region. This suggests that the region is under-supplied by relevant LSC funded training.

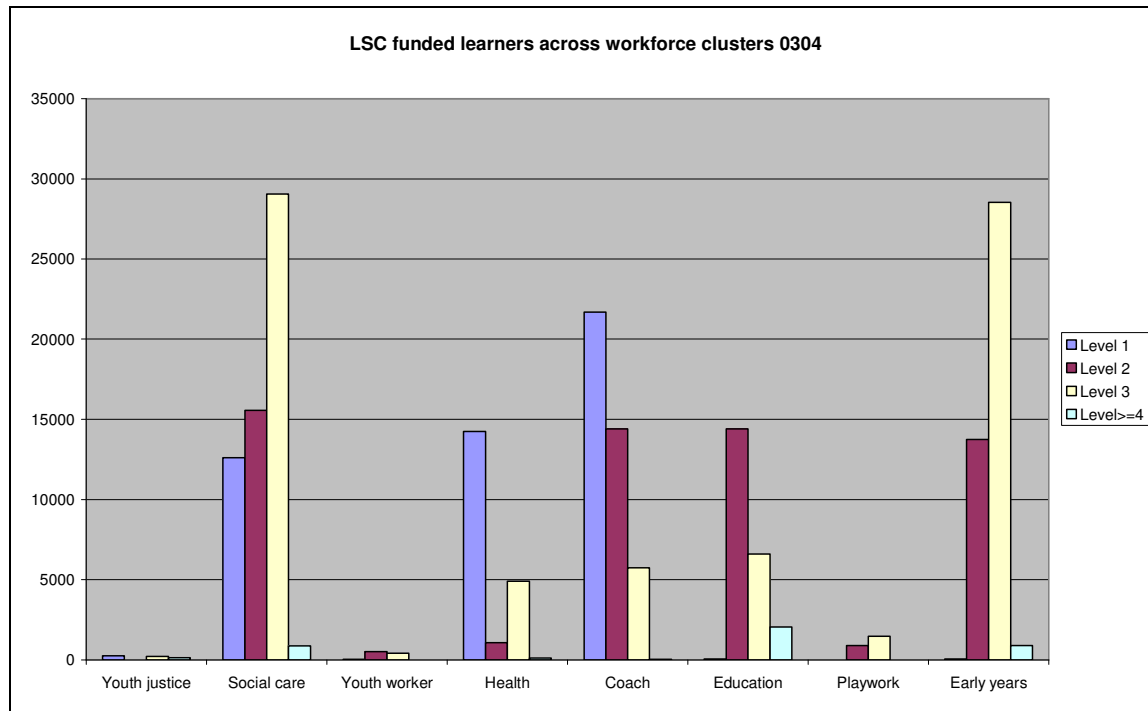
Figure 6.1: Percentages of total students enrolled on LSC courses relevant to the Children's Workforce 2003-2004 compared to percentage population distribution across Government Regions.



Conversely, in the North West, West and East Midlands and North East, the percentage of LSC funded learners on courses for the Children's Workforce is higher than the percentage of residents in these regions suggesting an over-supply of relevant LSC funded training in these three regions. This variation in supply of trained personnel reflects data on recruitment obtained from CTPs.

In 2003-2004 the distribution of funded learners by level shows some variation across the different children's workforce clusters as shown in Figure 6.2. It is worth noting that whilst large numbers of learners are being funded on Level 1 courses in Health, Social Care and Coaching, the vast majority of these for Health and Social Care are not nationally accredited courses on the National Qualifications Database OpenQuals but are regionally focused and approved training.

Figure 6.2: Numbers of LSC funded learners in each cluster by level 2003-4



It is worth noting here that that the project attempted to investigate numbers of learners within HE across the various workforce clusters and attempted to use the HESA database to do this. However, it was not possible to use this database to identify data at sufficient levels of detail (4 digit code level) as there is a lack of consistency in classification at this level of detail and no requirement for this level of detail to be returned by Universities.

7. Commissioning – a special case

- Training and qualifications in commissioning skills are seen as a particular need in all CTPs in our study and knowledge of what is available is very variable.
- Linked to this, higher-level training for managers who are managing multi-disciplinary teams in CTPs is noted as scarce and a key training priority, which needs attention.
- Working with partners, particularly those in health to agree common understandings of how joint commissioning will work was seen to be vital in all CTPs. Facilitated training to support this process is something which would be welcomed - as this is felt to be very time consuming at present.
- In some CTPs, the whole issue is politically sensitive due to a conflation of commissioning with contracting out – *“commissioning was always equated to externalisation - selling off the family silver”*.
- Good quality training which addresses confusions in terminology, culture and usage of the term as well as the *process* of joint planning and commissioning is needed. All 6 CTPs felt that learning about good practice elsewhere is what would be most helpful in clarifying what commissioning actually means.

8. Issues of funding

- A significant proportion of existing training budgets are tied up in training to meet the mandatory requirements of particular professions e.g. 5 days every 3 years for nurses. A lack of flexibility of budgets seems to be a particular concern for CTPs with a relatively small population as a smaller overall budget is felt to provide less scope for flexibility.
- Due to a lack of pooled budgets in some CTPs, joint training is being funded in an ad hoc way by agencies contributing resources rather than budgets. Different agencies may contribute accommodation, staff time, speakers or catering to support a particular training event. This is seen as a 'making the best of it' strategy rather than as a long term solution.
- The potential for pooled budgets seems very limited in some CTPs and it is at a fairly early stage of development in all but one of the CTPs in our study. However it is important to note that in the one trust where budgets have been pooled into a 'trust training budget' - the articulation of a training strategy is clearest and stakeholders seem clear on agreed training priorities.
- Funding mechanisms of CTPs for training are such that preferences expressed for meeting urgent needs by in-house **training** rather than funding individuals for **higher level qualifications** can take precedence.
- CTPs report structural factors that act against the integration of the children's workforce e.g. social services funding for training goes to adult and children services together, not separately.
- Funding for accredited part time study is difficult to find since LSC budgets have been cut and CTPs themselves have limited funds. The lack of knowledge of a clear position about LSC funding priorities in relation to CYP workforce provision is causing concern in these 6 CTPs.
- In CTPs where there are difficulties in recruitment and retention there are concerns about how much investment to make in training - given the likelihood of staff leaving.

6. Summary of issues and recommendations

Agendas driving training initiatives

These can be summarised as :

- Change programmes rather than qualifications for individuals
- the process of service development
- demand for training to help staff perform more effectively in new multidisciplinary contexts
- Additional skills required, rather than 'starting afresh with new training
- Demand for service-led forms of training
- Recruitment & progression issues

Training Strategy

- Potential conflict between multi-agency team training and single agency training
- Concern about how to deal with multi-level training for professionals at very different workforce levels
- Training strategies need to address both skill and people shortages

Identified Training Needs

Needs identified were for training:

- around common procedures
- commissioning
- in ICT and database management and use
- in analytical and diagnostic skills
- in training opportunities and possibilities
- to support inclusion and dealing with challenging behaviour
- around specific disabilities
- in consultation with professional bodies and groups (for service managers)
- to support links with voluntary sector

Other issues raised included:

- difficulties in sourcing provision locally
- difficulties in identifying provision
- lack of appropriate progression provision at levels 4 and 5
- role for CDWC in joint commissioning of training, of facilitating national training programmes and supporting access to provision
- difficulties in training provision for inclusion because of the impact of 'direct payments' to service users.
- lack of training in some areas of inclusion leading to lack of equity of provision of support
- shortage of provision in Social Care framework at levels 4 and 5

Regional variations, gaps and duplications

Main gaps are:

- Behaviour management
- Voluntary Sector work skills
- Inclusion and specialist qualifications for specific disabilities
- Family support work
- Lower level (L3/4/5) management
- Lower level qualifications for supporting those with mental health difficulties
- Level 4 and 5 qualifications in a number of

areas including social care

Across England, there appears to be lower levels of training provision than needed in the East and South East of England, in the East Midlands and in Greater London.

Some workforce clusters have few learners funded by the LSC. These include Youth Justice, youth work and playwork.

Issues of Funding

Much of existing training budgets are required for mandatory training resulting in lack of flexibility of training budgets.

For some CTPs there seems little prospect of pooled budgets

There is a need for clarification about sources of funding for training

7. Details of project reports

Report 1

Developing and maintaining a database of qualifications for the children and young people's workforce

This report is aimed at those who will need to maintain a database of qualifications for the children's workforce. It discusses the issues arising and lessons learned from the construction of the database, updating and resource issues for maintenance.

Report 2

Defining the children and young people's workforce in a changing scenario

This report is aimed at those who are focussing on the nature and composition of the children's workforce. It discusses issues that have emerged in (a) the identification of roles to include (b) the varying qualification requirements for given roles that have merged and (c) issues on the ground about roles which emerged in the contextualising studies.

Report 3

Qualification issues that inform the design of an integrated qualifications framework (IQF)

This report is aimed at those responsible for the development of an Integrated Qualifications Framework. It discusses the issues that have arisen in the identification of qualifications and training and their inclusion in the database and which could influence any design of an IQF. It also discusses issues emerging from the research on the needs of users in relation to knowledge about qualifications and training.

Report 4

The Common Core of Skills and Knowledge and its coverage by existing qualifications

This report is for those who are concerned to progress coverage of the Common Core of Skills and Knowledge by those within the children's workforce. It discusses the findings from an analysis of the extent to which existing qualifications cover the Common Core of Skills and Knowledge and the perceptions on the ground of the significance of the Common Core as identified within the contextualising studies.

Report 5

Training and qualifications issues, needs and gaps

This report is for those responsible for the further development of qualifications and training for the children's workforce. It identifies qualification and training needs that emerged from the contextualising studies and provides information from the database and from an analysis of the LSC Individual Learner Record of take up of qualifications within the sector.

Report 6

Research review

This report provides a summary of the research objectives, scope, methodology and outcomes.

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