



A picture worth millions

State of the young people's workforce



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.

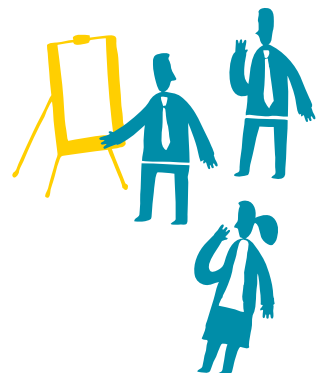
The focus of this first year's research is to provide an initial data baseline and to document the data that is available and data gaps. This will contribute to planning for future data collection that is inclusive of the wide scope of the young people's workforce across the local authority, voluntary 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.

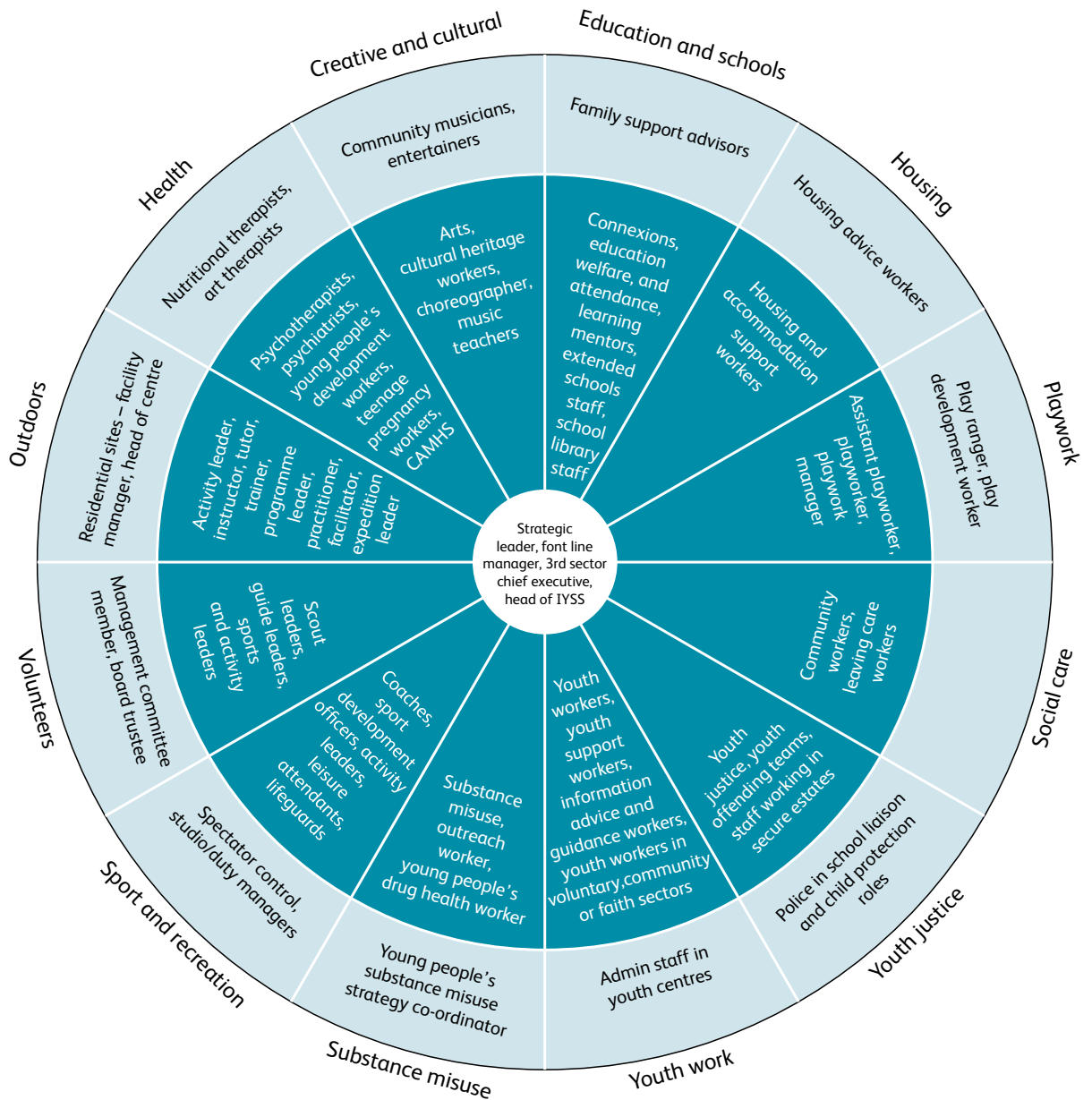
The main objectives of the young people's workforce are to:

- 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.

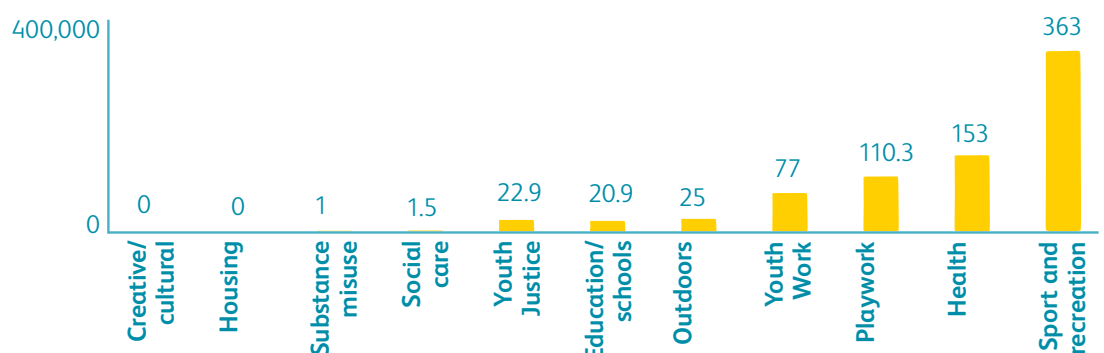


Chart 1: Paid workers in the young people's workforce

■ 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).



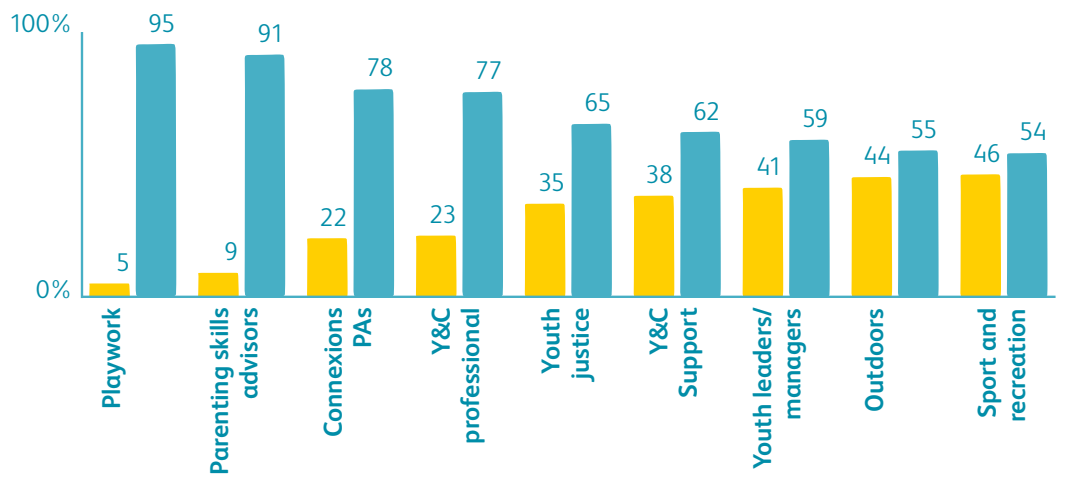


Chart 2: Gender profile

Male (%) Female (%)

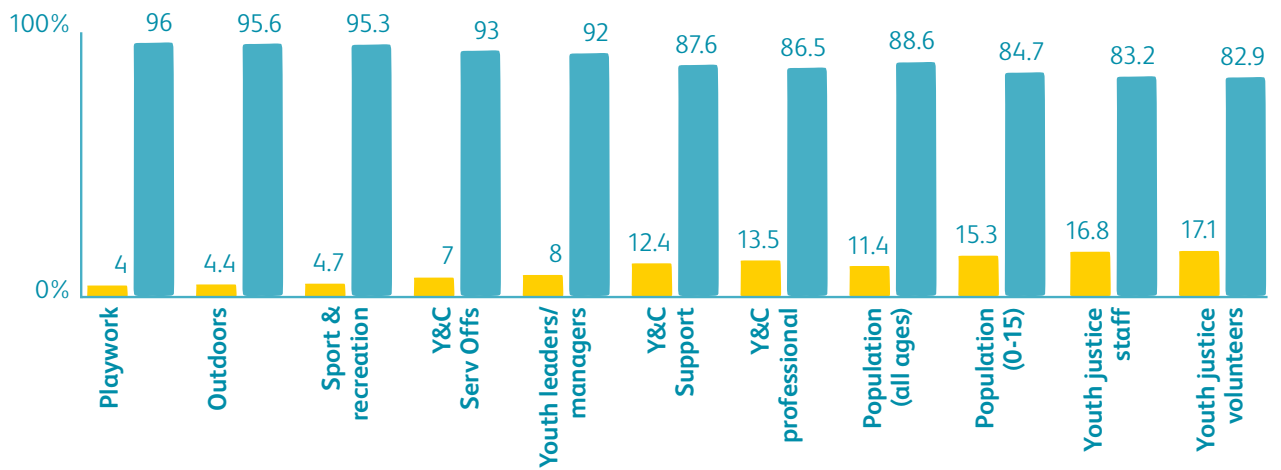


Chart 3: Ethnicity profile

BME (%) White (%)

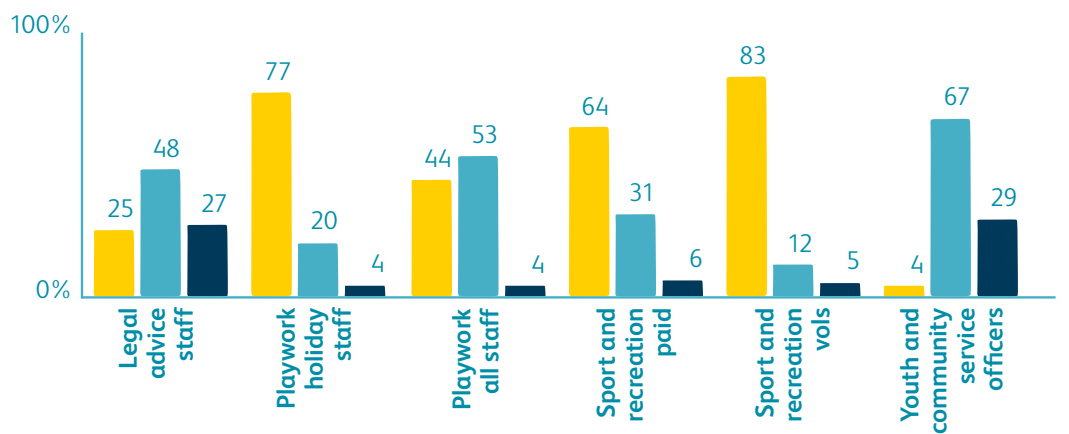


Chart 4: Age profile

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:

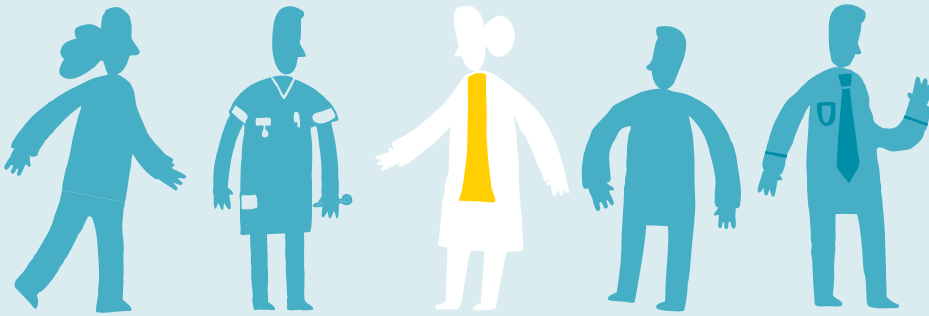
- The context in which services for young people are delivered is evolving rapidly.
- Models of integrated working are developing but are very variable.
- The voluntary sector forms a large part of the workforce and should also be more integrated into delivery of services for young people.
- The private 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.

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.

We advise and work in partnership with lots of different organisations and people who want the lives of all children and young people to be healthy, happy and fulfilling.

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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
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