U N I V E R S I T Y O F S O U T H A M P T O N

THE EDUCATION WELFARE/EDUCATION SOCIAL WORK SERVICE IN ENGLAND AND WALES : A CRITIQUE OF ITS ORGANISATION AND ROLE

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ABSTRACT

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THE EDUCATION WELFARE/EDUCATION SOCIAL WORK SERVICE IN ENGLAND AND WALES : A CRITIQUE OF ITS ORGANISATION AND ROLE

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This study provides a detailed overview of the structure and functions of the education welfare/education social work service in England and Wales.

More specifically, the study looks at the nature of the service in terms of policy issues and professional development.

A review of the literature provides evidence that the service had developed in an ad hoc, fragmented way.

A national survey of the service reveals that although there are some common features in different authorities, a much wider range of duties are being undertaken. This diversity is a reflection of the historical, un-coordinated development of the service which is evidenced in the literature and the national survey findings. The diversities are examined in greater depth through a study of one authority using qualitative and quantitative approaches.

The conclusion discusses policy and practice implications and it is suggested that the existing variations between different authorities result in an inconsistent service provision nationally.

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Any errors or omissions in this study are entirely my own responsibility.

Peter Halford
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QUESTIONNAIRE TO
LOCAL EDUCATION AUTHORITIES
ON THE EDUCATION WELFARE/EDUCATION SOCIAL
WORK SERVICE
IN ENGLAND AND WALES

I acknowledge with thanks, the following 110 LEAs who took part in the national survey.

Avon, Barking & Dagenham, Barnet, Barnsley,
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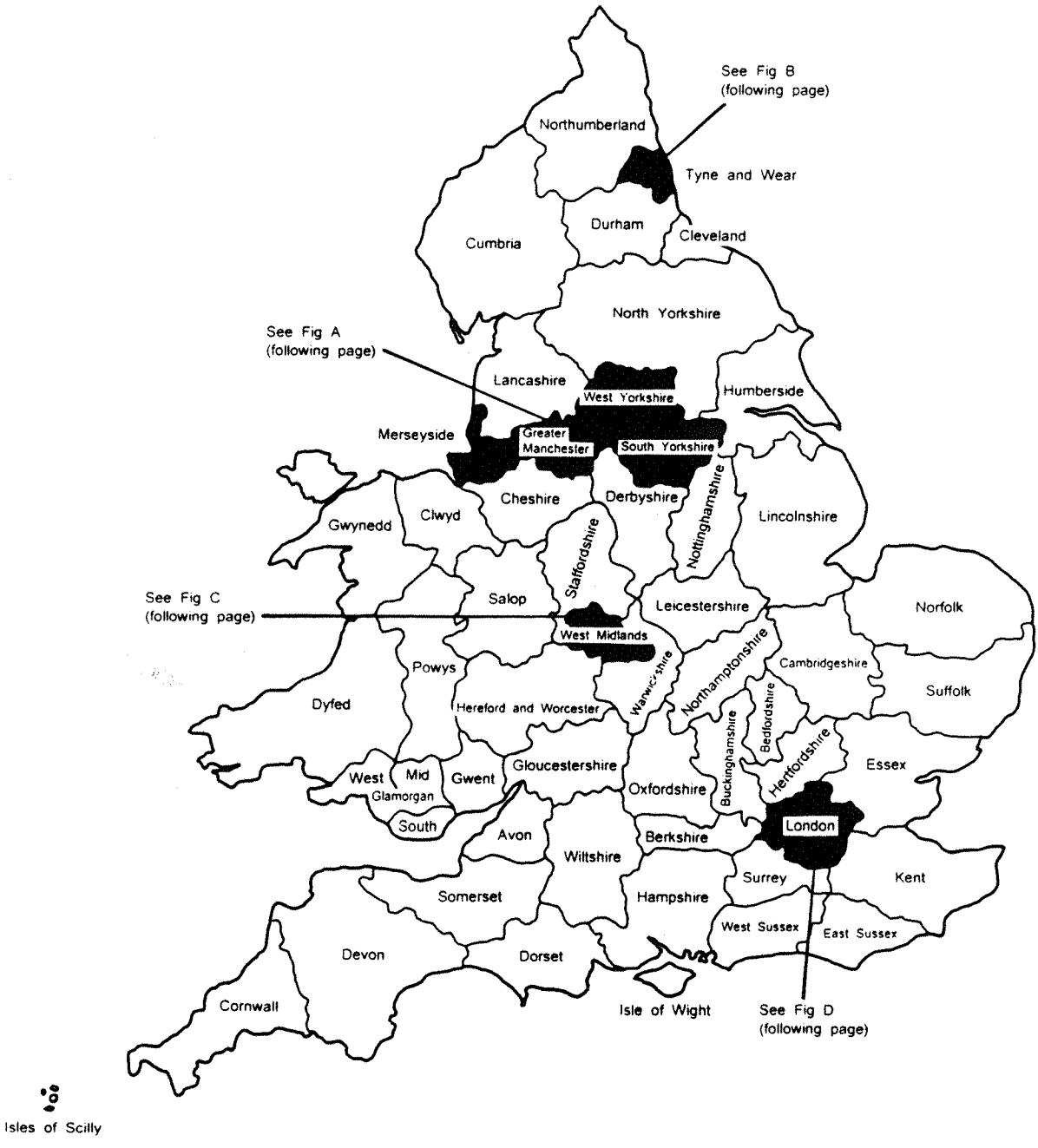
Kent, Kingston upon Thames, Kirklees, Knowsley, Lambeth,
Lancashire, Leeds, Leicestershire, Lewisham, Lincolnshire,
Liverpool, Manchester, Merton, Mid-Glamorgan, Newham,
Norfolk, North Tyneside, North Yorkshire, Northamptonshire,
Northumberland, Nottinghamshire, Oldham, Oxfordshire, Powys,
Redbridge, Richmond upon Thames, Rochdale, Rotherham,
St. Helen's, Salford, Sandwell, Sefton, Sheffield,
Shropshire, Solihull, South Glamorgan, South Tyneside,
Southwark, Staffordshire, Stockport, Suffolk, Sunderland,
Surrey, Sutton, Tameside, Tower Hamlets, Wakefield,
Walsall, Waltham Forest, Wandsworth, Warwickshire,
West Glamorgan, West Sussex, Westminster, Wigan, Wiltshire.

ABBREVIATIONS

ACESW	Association of Chief Education Social Workers
BASW	British Association of Social Workers
CCETSW	Central Council for Education and Training in Social Work
CIPFA	Chartered Institute of Public Finance and Accountancy
CQSW	Certificate of Qualification in Social Work
CSS	Certificate in Social Services
CYPA	Children and Young Persons Act 1969
DES	Department of Education and Science (now DFE)
DFE	Department for Education
DHSS	Department of Health and Social Security
DSW	Diploma in Social Work
EP	Education Pyschologist
ERA	Education Reform Act 1988
ESO	Education Supervision Order
ESW	Education Social Worker
ESWS	Education Social Work Service
EWO	Education Welfare Officer
EWONA	Education Welfare Officers National Association (now NASWE)
EWS	Education Welfare Service
GMS	Grant Maintained Status
FTE	Full time equivalent
HMI	Her Majesty's Inspectorate
HMSO	Her Majesty's Stationery Office
LEA	Local Education Authority
LMS	Local Management of Schools
NACEWO	National Association of Chief Education Welfare Officers (now ACESW)
NASWE	National Association of Social Workers in Education
SSD	Social Services Department

Local education authorities in England and Wales



Local education authorities in England and Wales (cont.)

Metropolitan Districts

Fig A

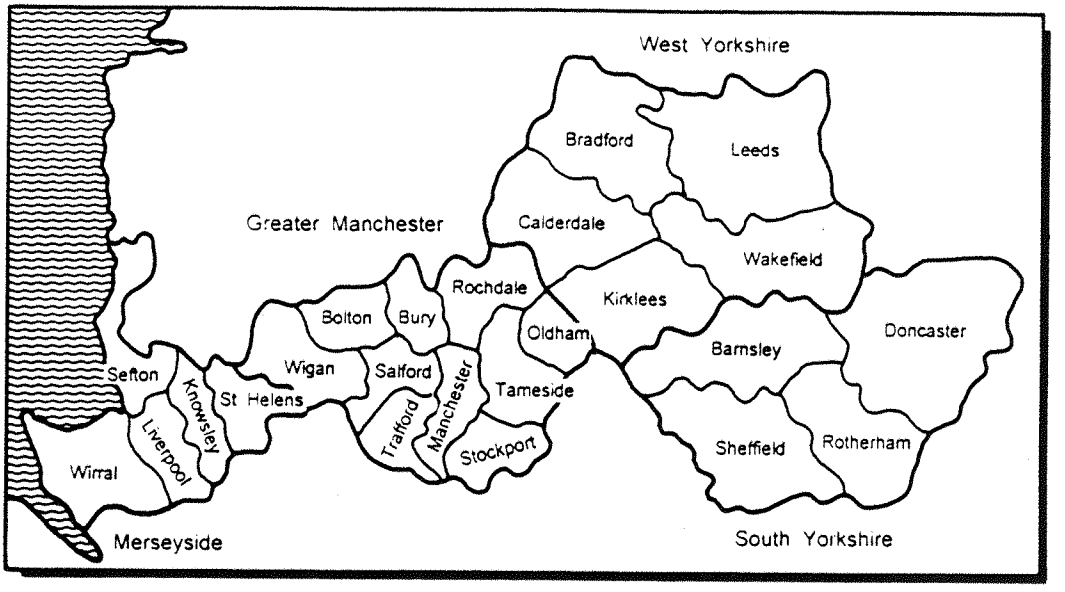


Fig B

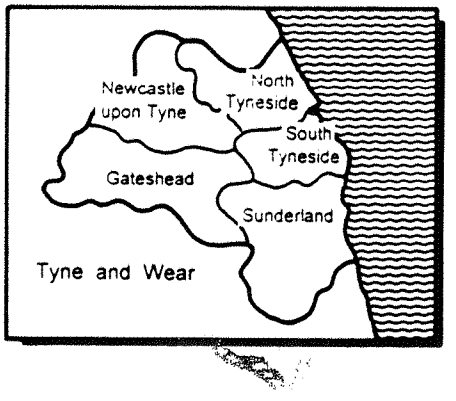
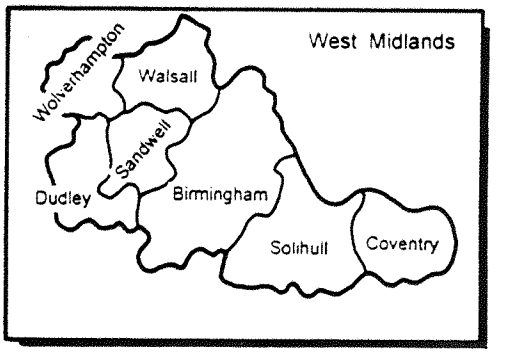
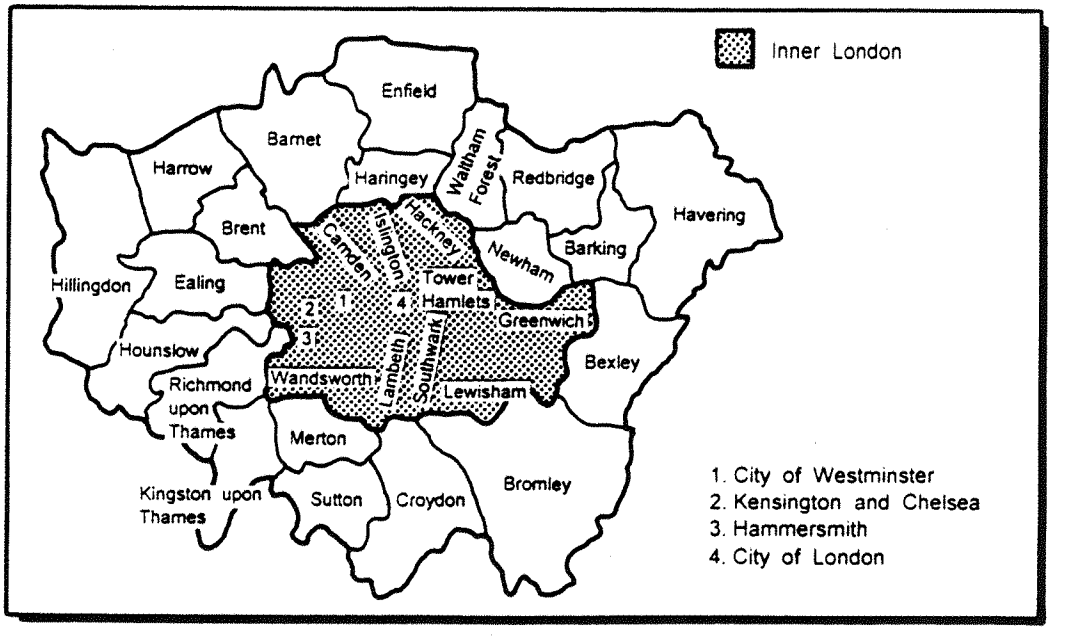


Fig C



London Boroughs

Fig D



The Four Divisions of Hampshire County Council Education

CHAPTER I

INTRODUCTION

INTRODUCTION

The main aim of this study

This study provides evidence about the present day organisation and role of the education welfare/education social work service in England and Wales. It examines contemporary features of the service through a national survey and a local study of one service, Hampshire which, in terms of staffing numbers, represents the second largest education welfare service in this Country.

The Theoretical Basis

One way of looking at the service is to ask: what does it produce, for whom, how and why? Answers can be sought by examining a range of factors including the legal basis of the service, policy directives from central government, the organisation, role and duties undertaken by the service and to whom services are provided. A theme outlined in this study is the development of the service in terms of professionalisation theories.

The importance of this present study is derived from three major contextual backgrounds:

1. The lack of a present day, comprehensive picture of the education welfare service, nationally. (The last detailed national survey of the service was undertaken in 1970 (MacMillan, 1977).

2. To examine to what extent the role that the EWS **actually** performs is consistent with evidence from the literature and central policies.

3. Implications for the EWS arising from recent major changes towards local government and education.

1. Providing detailed contemporary evidence about the EWS, nationally

The first important purpose of this study is that of providing detailed evidence about the service in the present. Apart from MacMillan's work some twenty years ago, a detailed picture of the service, nationally, does not exist. In any event, with respect to the work of MacMillan, whose study, to date, remains the most comprehensive on the service, many changes have taken place in society, not least in the sphere of education and an updating of the features of the service is now required. This lack of evidence is cited by Carlen, Gleeson and Wardhaugh (1992, p.70):

> "The education welfare service (EWS) is one of the most under-researched of the welfare and educational services, reflecting perhaps its marginal position, located fully within neither the education nor the social services".

It may be interesting to ask why the EWS has developed so differently and attracted little research incomparison to other organisations, for example the probation service, which might similarly be seen as marginal. Several factors may appear to have had major influences upon the contrasting development of these services.

Although the probation service has operated locally under area committees or boards, it has done so within a national framework. It is a statutory service headed by the Home Office from which it has received national guidelines and funding for professional training. Its 55 area probation services in England and Wales have their own local organisational structure (i.e. not as part of a broader organisation, unlike the EWS which is based within LEAs) each with a head of service to lead its operations.

Furthermore, law and order issues have frequently featured prominently on the political agenda and the probation service has long established links with the courts. The attention paid to the probation service role by several influential interest groups (e.g. magistrates, the Home

Office, academic institutions, etc) has assisted in promoting the probation service towards a professional identity. Of particular importance has been Home Office funding for probation officers to undertake professional social work training. This has led, for example, to direct training sponsorship for probation students along with collaborative work between probation, academic institutions and CCETSW. These partnerships have resulted in a frequency of probation focused work on qualifying social work programmes across England and Wales. In addition a number of lecturers with a probation background have been appointed by academic institutions for social work courses thus reinforcing the link between practice and theory in the probation setting.

By contrast, the EWS has never received statutory recognition and until quite recently, has lacked any clear national guidelines. Funding too, from Central Government, for qualifying social work training has not been forthcoming. Despite the recommendation of the Ralphs Report (1973) that funding for such training should be made available, the DES (now DFE) has consistently distanced itself from any such commitment, passing the onus onto LEAs.

Unlike probation, the EWS has not had its own separate organisational base. Instead it has been part of a much larger organisation, the LEA, and its development has largely depended upon local circumstances at the behest of senior education administrators. This may particularly be the case in those LEAs where there has been no specific head of the EWS.

The development of the EWS nationally has been inconsistent with no clear vision as to its future and role. This has resulted in a position where in some authorities the EWS has been very well supported and developed, whereas elsewhere, it has retained a low status profile being marginalised both within the education authority and among local child care agenices. The marginality of the EWS, and part of the reason for its apparent low status, may be reflected in its recruitment policy. Probation and social services expected to appoint its staff (apart from assistants/trainees) on the minimum basis of holding a professional

social work qualification. No such national recruitment policy exists for the EWS. Only a minority of EWSs have this policy while the majority recruit staff on a basis of having "relevant experience" - whatever that might mean! This does not, of itself, devalue or decry members of the EWS who are not certificated. It does, however, illustrate a contrast between the development of the EWS and other related organisations such as probation, social services, teaching, education psychology etc., in that a major element in the professionalisation of those organisations appears to be linked with professional qualification and collaboration with academic institutions and bodies.

It is to be observed, not without some irony, that in the vast majority of cases, LEAs recruiting teachers, EPs, and senior administrators expect candidates to hold certain minimum qualifications. However, recruitment for the EWS is rarely undertaken on a similar basis and most LEAs do not offer a commitment to provide qualifying training later. This is surprising given the range of complex activities - including child protection and welfare issues - that EWOs undertake.

Indeed, taking the model, for example, of education psychologist qualification (graduate psychology - teacher training) it could be argued that EWOs may best be equipped to perform their role through graduate social work - teacher training. However, while the present organisational structure prevails coupled with the economic climate, it is difficult to envisage how the EWS can develop a consistent, professional identify. The tasks, also, allocated to the EWS appear to very considerably between LEAs which lead to questions about the levels of adequate resourcing and training along with the extent to which EWOs can carry out a defined professional role. These areas are outlined more fully in Chapter II.

2. Seeking evidence of the EWS role in the content of official policies and the literature

A major contemporary issue is the degree of consistency between central and local government policies about the EWS and assumptions about what actually happens in practice. The role of the EWS is complex and multi-faceted and although school attendance is a core element of the work of the service, the level of its operations are significantly broader than that. For example in the area of excluded pupils direct involvement by the EWS has increased markedly. The EWS has been instrumental, on behalf of many LEAs, in arranging case conferences and chairing meetings in schools. The EWS provides advice and support to schools and parents regarding exclusion appeals procedures and seeks appropriate outcomes for children in terms of re-entry to school or finding an alternative education provision. EWS involvement is acknowledged in part in the following recommended procedure for the exclusion hearing: "A full statement of the reasons for the decision should be sent to all parties, who should all receive the same papers ..... Parents may bring a friend or advisor to speak on their behalf. An Education Welfare Officer or other representative from the LEA may also be present" (The Head's Legal Guide : Head Teacher's Briefing, 7 July 1992, p.3).

The wider role of the EWS is well evidenced later in this study and leads to question the consistency between the service being provided and political policy expectations.

3. Implications for the EWS arising from recent major changes towards local government and education

Within this context, which can be broadly described as policy related, several issues are evident.

The legal basis of the EWS

The EWS, although carrying out a range of statutory duties on behalf of local education authorities, lacks statutory recognition. In law, therefore, although local education authorities are required to perform certain duties with regard to the provision and take up of education in the state system, there is no legal obligation upon LEAs to employ personnel in the form of the education welfare service or, as some services are titled, the education social work service. It follows that, in terms of EWS personnel, there is no legal requirement for LEAs to pay much regard to whom they employ, with respect to their qualifications, relevant experience or training. Furthermore, the range of duties both in terms of quantity and quality and how and at what level services are resourced to carry out those duties depends, very largely, on local determination.

Impact of Central Government measures

Recent legislation and policies towards devolving power to schools and away from local education authorities provides further uncertainty as to the position and future of the EWS. Indeed, DES Circular 7/88 included the following direct reference to the EWS : "The Secretary of State would welcome plans which proposed to delegate all or part of the provision concerned". Even given that LEAs will continue to exist in a diluted form and the EWS remains within it, how is it best able to continue to fulfil its role? How is service delivery to be provided to grant maintained schools, and to schools operating under local management of schools? In the market place of 'buying in' services how, and to whom, is the EWS accountable? Who, ultimately is the 'client' of the EWS? Schools? Parents? Children? Arguably, each could be classed as the 'client', they are certainly all consumers of the service.

It is now an apposite time to review the EWS given the radical changes legislatively, in the form of the Education Reform Act 1988 and the Children Act 1989. Changes too, in social work training with the introduction of the new Diploma in Social Work programme (CCETSW), have implications for the future development of the EWS/ESWS.

The Government White Paper on Education, 'Choice and Diversity : A New Framework For Schools' (July 1992) raises questions about the future of local education authorities. Within that context, the future role and development of the EWS/ESWS is also questionable. Nevertheless, within the White Paper the Government expresses a strong commitment towards dealing with truancy. This was further reinforced by an announcement by the Education Secretary, John Patten, that a specific grant (£10m) would be made for tackling truancy (DFE Press Office, 20 July 1992). This, coupled with the introduction of education supervision orders (ESOs) in the Children Act 1989, appears to confirm opportunities for the EWS to play a supportive and interventionist role in working with schools, children and families.

Conflict, complexities and the economic climate

In working with a range of consumers and at various levels, complexities and conflicts must, on occasion, arise. In order to deal with often competing and differing perspectives, skilled and sensitive intervention is needed if the role is to be carried out effectively. It follows, therefore, that adequate training should be a high priority. However, constraints on spending due both to the policy of the Government and the present economic climate as reflected in high levels of unemployment, does not augur well for money being provided in this quarter. The equity and quality of the service being offered can be questioned given the Citizens Charter and notions about 'value for money', 'consumer satisfaction', 'minimum standards of service provision', etc. For example, the range of duties and tasks being undertaken, the equitable use of legal processes, levels of staffing, etc., can be looked at to see to what extent these differ between LEAs and therefore, how the implications of the Citizens Charter are being met.

A significant factor in the way the EWS fulfils its role may be the potential or actual purchasing power of schools and between what schools want the EWS to do in supporting the school and what individual EWS staff do in their work in communities in terms of their ethics, advocacy role and safeguarding the interests of children. This may well produce

dilemmas. This, especially, bearing in mind that it is stated in The Children Act that "the welfare of the child is paramount". (Children Act 1989, [s1(1)]).

The EWS is on the front-line at the interface between school and community trying to fulfil its difficult role of being an agent of social control on the one hand and that of a child-centred caring agency on the other. The EWS is having to perform its tasks without statutory recognition and within a system where competition for limited resources is at a high premium. At the same time it is having to work with increasing numbers of children and families who have become, through social and economic factors, more impoverished and disadvantaged.

It can be argued that the EWS has never before found itself in such a complex, highly politically charged and radical educational world. Equally, never has the case for developing the service to meet these new challenges been more evident.

Specific study objectives

* **Provides detailed contemporary evidence about the role and organisation of the service, nationally.**

* **Describes and explains why and how the education welfare/education social work service has evolved in its present form using a range of literature sources.**

* **Outlines how the task of the EWS is defined in the literature and demonstrates that the service, notwithstanding its' core function of working with school non-attendance issues, undertakes a much broader role alongside other agencies in child welfare.**

The study approach : acquisition of national and local evidence

The aims of the national study

The main task of this researcher was to obtain evidence about the organisation, staffing and tasks of the EWS order to present a contemporary national perspective. This was undertaken through reviewing the literature and devising a national survey questionnaire. A number of the areas contained in the questionnaire had never previously been researched.

The aim of the national survey was to provide quantitative evidence of the service, nationally, across a broad spectrum in terms of its organisation and role. Background to the service nationally is provided in Chapter II.

The aims of the local study

The local study of Hampshire EWS was undertaken to provide insight into one service and to make some comparison with the service nationally. Importantly, more detailed information about the EWS could be obtained in areas, for example, about its personnel (in terms of age, gender, previous career, etc.) and to identify more extensively some of the issues arising from its role.

By using an in-depth study approach, qualitative research in the form of taped interviews and case studies provides some detailed perspectives to complement the findings of the national survey. It is not, however, an intention of the researcher to imply that the findings from the Hampshire study apply, **necessarily**, to services in other local authorities. What the local study aims to do is to demythologize a stereo typical view or model of the EWS which is sometimes presented in the literature. For example, Holmes (1989 pp. 45-6).

Structure of this work

The purpose of this introduction has been to identify the main aims and objectives of the study and to outline some of the themes and issues arising from the interrelationships between the EWS and its consumers (children, parents, schools and other agencies) and the impact of the Government's economic policies and local government reforms, with particular regard to those directed towards local education authorities.

Chapter II explores themes and issues through a wide range of primary and secondary literature sources, including official documents. A historical background is presented which provides some explanation as to how and why the EWS has evolved in its present form and therefore has direct relevance to contemporary issues contained in the study. The methodology used to undertake this study both at national and local levels is detailed in Chapter III.

The research findings are located in Chapters IV and V, with the former providing comprehensive figures on the EWS nationally taken from the national survey questionnaire. Chapter V contains the findings from a local study of one EWS which includes both quantitative and qualitative material. The main conclusions from this study are presented and discussed in Chapter VI.

CHAPTER II

DEVELOPMENT OF THE EWS : A REVIEW OF THE LITERATURE

DEVELOPMENT OF THE EWS : A REVIEW OF THE LITERATURE

Introduction

The main purpose of reviewing the literature is to obtain evidence from a wide range of sources about the nature of the role and organisation of the EWS/ESWS in England and Wales and to present the findings in a contextual framework of processes of professionalisation and legislative and policy related issues. The education welfare/education social work service has, in various forms, been in existence for over 100 years. However, details about its organisation and role have been given little attention and it has remained an under-researched area.

This is partly evidenced by the fact that the last detailed survey of the service, nationally, covering organisation and role was undertaken by MacMillan in 1970 (MacMillan 1977). The development of the service, nationally, in terms of its training needs was looked at officially in detail in the Ralphs Report, 1973.

The emphasis of this chapter, therefore, is upon looking at contemporary features of the EWS and at a range of issues arising from its role. For the purposes of this work, the period 1973 - 1993 has been examined. The former date has been selected because in that year, the 'Report of the Working Party on the Role and Training of Education Welfare Officers' (LGTB 1973) was published. The Ralphs Report marked a watershed for the EWS as the (then) most significant official document about its future development. Issues of professional status and social work roles along with training implications were identified and highlighted at national level. These areas are still being developed and are the subject of discussion in the present. Since the Ralphs Report other official papers on the EWS have been produced and these are referred to in this chapter. Notwithstanding this, an understanding of the EWS in the present is incomplete without some details of its origins and subsequent progress. A historical background is both important and relevant to this study in providing evidence as to how and why the EWS

has evolved in its present form and explains in part why the service, nationally, has developed in a fragmentary, unco-ordinated way.

Following the historical background a range of thematic issues are presented which are both policy related and inherent in professionalisation processes. These are outlined on page 29.

A major objective of this study is to provide contemporary detailed evidence of the EWS nationally. The need for researching the contemporary features of the EWS/ESWS is highlighted by the following review of the literature. Historical perspectives in this chapter have been developed through exploring a wide range of literature including:

* Articles from social work and education journals
* Papers by individuals from academic institutions
* Papers and journals published by the two professional associations (NASWE; ACESW)
* Internal EWS documents
* Government reports and circulars.

Despite the presence of an extensive range of literature on the subject of truancy in particular and school non-attenders in general, surprisingly little reference is made to the role of the EWS. Although the service has played a central role for over a 100 years in dealing with those areas, it is to be noted that with very few exceptions, for example; MacMillan (1977), Robinson (1978), Gregory, Allebon and Gregory (1984), Pratt & Grimshaw (1985) and more recently (essentially through looking at one service in a Midland shire county) Carlen, Gleeson and Wardhaugh (1992), researchers have tended to pay little regard to, or have omitted altogether, the role of the EWS/ESWS. Most frequently, where the service is cited, it is in the form of a passing reference, a couple of paragraphs or at most, a few pages.

The lack of attention paid to the EWS by researchers has been stated by Blyth and Milner (1991, p.230), Carlen, Gleeson and Wardhaugh (1992, p.70); Gregory, Allebon and Gregory (1984,p.52) and Reid (1986b,p.xiv and p.208).

However, at worst, elsewhere the EWS has been referred to in a stereo typical form that appears to be ill-researched and based on a traditional concept. (For example in the work of Holmes 1989, pp.45-6).

It is not the intention here, to present a catalogue of works on truancy and school non-attendance where the EWS is scarcely focused upon. Little detailed evidence of the work of the EWS is present on the bookshelves hosting works on truancy and school non-attendance. Even among the works on disaffected pupils, truancy and school non-attenders by some of its most prolific authors during the 1960s, 1970s and 1980s (e.g. Berg, I., Galloway, D., Hersov, L., Reid, K., Rutter, M., Tyerman, M. et al) the most significant thing about the EWS is that it is little featured. Far from occupying the centre of the stage in the research (in areas of work that are its mainstream role) as a principal actor, the EWS has been consistently relegated to the wings.

This being said, it is to be acknowledged that many authors on truancy and school non-attendance have focused their studies upon causation factors rather than upon intervention by agencies. In this latter sense, therefore, the EWS has found itself, at best, epitomised. This being so, the peripheral position of the EWS in the field of research reflects, it can be argued, the way in which the EWS has been marginalised in the areas of education and social work both at national and local levels.

Historical background

The history of the EWS is intrinsically and inseparably linked to the establishment of the state system of compulsory education and to employment factors with regard to children. These areas contain the duality of the welfare and protection of children on the one hand, and social control factors on the other.

In historical terms, the EWS claims to be one of the longest established social welfare agency in the United Kingdom. Its origins can at least be traced back to the Education Act 1870, and there were earlier links

with charitable welfare organisations for children. Its present day professional association, NASWE, The National Association of Social Workers in Education (formerly EWONA) originated in 1884 and the professional association for principal and chief officers, ACESW, The Association of Chief Education Social Workers (formerly NACEWO) in 1917.

Between 1870 and 1902 the education system underwent radical changes. The reasons for the establishment of a formal, universal, state education system were various. It has been argued that it has been used as an instrument for the enlightenment and the welfare of children; to provide the educative means of supplying an appropriate workforce, H.G. Wells wrote that: "The Education Act of 1870 was not an act for common universal education, it was an act to educate the lower classes for employment on lower class lines ..." (Rosselli 1979, p.27) or as an agent of social control, tempered to indoctrinate, knowingly or unwittingly, children into the mores of an existing social order. The above motives may be wholly or partly true and have been the subject of debate. What can be generally agreed however, is that the education system provides the major basis for secondary socialisation. It can also be widely agreed that a great deal of financial resource is spent on maintaining a state education system and that it is linked with social, economic and technological changes through time.

Such has been the importance attached to continuing this system of secondary socialisation that successive Governments have made it compulsory over the past 100 years for all children, between specified ages, to receive certain minimum education provision. It was the problem of controlling and enforcing compulsory education that led directly to the appointment of local officials to deal with this, the forerunners of the present EWS.

From the beginning major difficulties were encountered in administrating the take up of education provision (Smith 1951). Four main factors can be cited for this.
Firstly, the pace in which education provision was set up lagged behind the legislation enacted. Even if every child wanted to attend school

following the Education Act 1870, it would have been impossible due to the shortage of accommodation.
Secondly, the administrative aspects of school attendance were vague in the Education Act 1870. In cases brought before the magistrates court by local school boards there was frequently uncertainty as to the interpretation of the law.
Thirdly, for social and economic reasons, a substantial number of parents were resistant to sending their children to school regularly, if at all.
Fourthly, employers, for economic reasons (essentially cheap child labour), were sometimes colluding with children and their parents in resisting compulsory education. In the present, issues about child employment and education are still evident. Historically, for example, long Summer Term school holidays were established due to harvesting work undertaken by children in rural farming areas.

The Education Act 1880, unlike the 1870 Education Act, laid down for the first time, that throughout the Country, education for all children was compulsory. However, there was no statutory regulation of how attendance at school was to be controlled and enforced, and importantly for the development of the EWS, by whom. From the outset, local factors and influences largely determined the development of the EWS in terms of its role, numbers employed, recruitment policies and its organisational structure. Its lack of status as a statutory agency along with no national agreement as to its role has determined that its present day role and structure, nationally, differs (in some cases greatly) between local authorities. This being so, it has nevertheless been stated that "for a service which has survived and developed without any national policy, statutory recognition or encouragement, the similarities must be seen to be more remarkable than the differences" (MacMillan 1977, p.123).

A prominent issue is the tension between localised services and a centrally directed service. Stewart (1992) has pointed to a growing crisis of accountability in the emerging pattern of government. This has arisen through the weakening of local authorities; confusion in

local government finances; weakness of local elections (in terms of electoral turnout); the range of responsibilities of the Audit Commission, and the confusion of responsibilities among a range of public organisations. He argues that market and contractual accountability cannot replace public accountability and that public accountability is a moral principle not an administrative tool. Stewart concludes that it is necessary to "... reduce the burden of accountability of Central Government and to clarify the dilemmas of public accountability, not least in the system of local government" (Stewart 1992, p.12).

There are arguments for retaining locally determined services but there is also an argument about having national standards and consistency of practice. On the face of it, it may appear that there have been advantages for the EWS in being locally determined. This includes adapting to local needs and notions about local accountability and democracy which arguably are reflected in the movement towards localisation of services through, for example, LMS. The Local Government Review also, appears theoretically to be directed towards devolution in some larger local authorities which may lead to closer community links and control.

The ability of the EWS to survive despite having no statutory status or national policy has been stated by MacMillan (1977). However, its development nationally has been inconsistent and the range, levels and resourcing of services provided in England and Wales is variable. Given that the tasks undertaken by the EWS (on behalf of LEAs) originate from Central Government policies and legislation, it might be expected that (for example in The Citizens Charter 1991) consumers (children, parents, school staff, etc) wherever located, be provided with at least certain minimum standards of service. There is no evidence to show that this is taking place. It is difficult at any rate to see how this can be established with the present organisational structure of the EWS allied to strong parochial interests and influences. Historically, this has led to the EWS being well developed and resourced in some authorities whereas the opposite is the case in many others.

Paradoxically although the EWS carries out statutory duties on behalf of LEAS and therefore its situational base appears most appropriate, (for example in promoting cohesion, access and close liaison with other education sections) it may be argued that its effective development has (with some exceptions) been reduced or held back by being part of a broader organisation. This may be due partly to the fact that until very recently, with the introduction of LMS and GMS, the EWS budget has formed a very small part of total LEA expenditure. It may also be added that in many LEAS, the EWS has had little control or influence over budget allocation.

Now that the profile of the EWS should increase in percentage terms of the LEA budget, this may generate more attention towards the service being provided. However, that alone is unlikely of itself to promote greater consistency of duties, resources and practices. Indeed, despite the Government's concerns about truancy, some local authorities may be forced to reduce provision for the EWS due to budgetary constraints and cost cutting exercises. Another factor why the EWS has been underdeveloped in many LEAs may rest in that essentially, senior LEA administrators have teaching and/or administrative backgrounds. The development of the EWS as an education social work service has perhaps appeared to be an alien culture in the LEA context. This has been further compounded in that only a minority of EWOs/ESWs have received professional social work training and so the extent to which education social work practice can be held to be derived from a unified training base is at best dubious. Had recruitment to the EWS been based nationally upon common qualification as is the case with social services and probation (apart from trainee/assistant posts), teaching and education psychology this would have provided a sounder basis for establishing consistent standards.

In a broader context, it has been stated that there is not a proper balance between the political centre and local communities. While acknowledging the importance of market-type choices, the idea of local experiences influencing "... priorities at the local level while maintaining minimum standards across the country" has been outlined.

Furthermore, the authors make the point that quality and choice of public service should not be based solely on cost, but also upon quality of life for the vulnerable. Of major importance is the development of attainable standards and effective performance criteria. (Lewis and Longley 1992, p.30).

The importance of acquiring good standards of practice and establishing effectiveness and competency in education social work has been stated from a USA perspective (Allen-Meares 1988, pp.25-40). Blyth and Milner (1991) have produced a paper setting out performance indicators for the EWS which seek to address the implementation of measurable standards of effective practice. Lewis and Longley (1992) have looked towards the potential usefulness of contracts to protect citizens and consumers against inadequate standards. Interestingly, during the local study in this work (see Chapter V) Hampshire EWS were working towards service level agreements with schools under a management partnership scheme. This included minimum contact times, regular reviews and time managed responses to referrals, etc. It is to be noted that little attempt was made to implement such contracts with children and parents although a complaints procedure was in the process of being established.

Although local flexibility may have helped to ensure the survival of the EWS there is nevertheless a case for locally based services which have consistency of approach and national standards.

The implications of having different EWSs in LEAs go far beyond that of the organisation itself. Important questions can be raised about the quality and range of services offered to consumers (schools, children and parents) living in one authority as opposed to another. The issue about how attendance at school is enforced raises questions about the equitable use of legal processes, as for example in the well reported 'Leeds experiment' (cited in Carlen, Gleeson and Wardhaugh 1992). The development of the EWS being determined at local level has remained unchanged since the last quarter of the nineteenth century despite various pressures from, for example, its professional associations and further legislation being introduced to update and reform the state

education system. For example the Education Act 1944 (discussed in Dent 1968 Ed.) empowered LEAs under section 39 to prosecute parents who failed to ensure that their children received "education appropriate to their age, ability and aptitude". Children could also be brought before the court under section 40. This was further reinforced under the Children and Young Persons Act 1969 whereby one of the grounds for initiating care proceedings was school non-attendance. However, neither of these Acts directly resulted in central funding for EWS training or in official recognition of the service.

It was not only legislation regarding the enforcement of school attendance that provided the legal basis for the function of the EWS. During this century three other legislative areas were developed and became partly or wholly duties of the EWS. Firstly, the regulation and monitoring of child employment. Secondly, the welfare provisions laid down by law such as free school meals, free milk and free school transport. Thirdly, law relating to special educational provision (MacMillan 1977).

The close links between disadvantaged social conditions and the take up and achievement in education provision had been established from the outset of the setting up of the state education system. The early school board officials and school attendance officers were well aware of this. Evidence of this has been documented both in terms of commentaries and in types of practical assistance given by these officials to children and their families (MacMillan 1977). The Newsom Report (1963) provided evidence linking social disadvantage and educational attainment. The social welfare aspects of the EWS role have always been present, but the emphasis has become greater, resulting from social and economical changes through time, which have included major developments in the fields of child psychology, child development, child care and social work.

The Younghusband Committee (1959) looked at a range of welfare occupations and to the establishment of appropriate social work training

to meet the needs of the new decade. However, the EWS was omitted from this work and arguably, this was a contributory factor in the marginalisation of the service and its ongoing problems in achieving professional status.

Subsequently, the marginalisation of the EWS between education departments (teacher orientated) and social services (social work orientated), was highlighted by the Seebohm Report (1968). This led to a debate about the future development of the EWS. Should it be within education authorities or as a part of social services? The recommendation of the Report was that social services should be responsible for providing school social work because having a separate social work service in education departments would perpetuate the present system of fragmented social work services operating largely in an uncoordinated way (Seebohm Report 1968, pp.66-7).

The Report argued that EWOs should be transferred to the new SSD apart from those that preferred to remain on the administrative side of education departments. The main advantage for EWOs in transferring would be opportunities for social work training.

This recommendation was taken up by some local authorities, for example, Cheshire, Coventry, Devon and Somerset (ADSS 1978). That so few authorities transferred the EWS into social services is significant for the future development of the EWS. How different might the national picture of education social work be if the Seebohm Report recommendation had been largely implemented? However, following the Seebohm Report there was a strong lobby for retaining the EWS in education departments. This essentially came from LEAs, headteachers and EWOs themselves. (Later, during the passage of the Education Reform Bill (1988) there was lobbying from NASWE to retain the EWS within LEAS and not to delegate it to schools or transfer it to social services. Not surprisingly NASWE received support from the Society of Education Officers (NASWE 1988)).

The Ralphs Report (1973)

As stated in the introduction, the Ralphs Report was the most important document to have been produced on the EWS. It is now urgently in need of being updated by Central Government. The Local Government Training Board appointed a working party in 1972, headed by Dr F. Lincoln Ralphs (then Chief Education Officer, Norfolk County Council) whose purpose was to look at the functions of the EWS, identify common features, and to identify appropriate training.

That politics are rarely far away (given the developments and debates ensuing from the Plowden Report 1967 and the Seebohm Report 1968) is evidenced in the Ralphs Report stating that it was not appropriate to make any recommendation about the location of the EWS either in education or social services.

The Ralphs Report provided a very brief historical background of the EWS and a brief outline of its development linking an original authoritarian and punitive approach with 'welfare aspects' through the passage of time. This is quite a common perspective of the development of the service throughout most of the literature which is, to some extent, bound up in myth and folklore. There is a some evidence that 'welfare aspects' were being recognised and (within limitations) addressed by officers in the latter part of the nineteenth century (MacMillan 1977). It was argued that an increase in social problems after World War II led to a recognition that EWOs performed in some respects a social work role. However, it can scarcely be imaginable that social problems were greater after 1945 than, say the latter quarter of the nineteenth century or during the slump period, late 1920s to 1930s (G.D.H. Cole and Raymond Postgate 1971 Ed.). A more realistic linkage would be that as a result of the war, social issues were more closely looked at, and economic and social changes through time led to a greater awareness of social problems which, in turn, led to more progressive thinking in order to deal with those issues.

A wide and varying range of EWS duties were evidenced by the Ralphs Report which also pointed to a lack of guidance from successive

Departments of Education leaving the EWS without effective training or status and that its potential had been neglected as a result. It was argued that a restructured and reoriented service was required alongside adequate training provision.

To support its conclusions, the Ralphs Report outlined the findings of MacMillan's 1970 questionnaire survey of education authorities (76 per cent). The questionnaire looked at the organisation, duties and role of the EWS nationally. Because of the diverse nature of the EWS nationally, it was difficult to identify common organisational features that applied across the spectrum. However, the following general features were identified that: education welfare sections were based in education departments; staffed on the basis of school populations; located in the general education office covering geographically designated areas; and that EWOs consulted directly with the main social work agencies. The Ralphs Report found it less easy to generalise about EWOs working relationships with school staff who dealt with the pastoral work in schools.

The Ralphs Report outlined the functions of EWOs, again using information from MacMillan's national survey plus nine in depth surveys into 'representative' authorities. It was found that there were wide variations in the functions of the EWS and that there was no clearly defined and naturally accepted role for EWOs apart from the obvious duties regarding school attendance (LGTB 1973, p.16). Even in that area it was not elaborated upon that how those responsibilities were undertaken differed between authorities.

The main functions performed by a majority of EWSs were in the following areas: handicapped children; court proceedings; transport; clothing; child employment; free meals; placement of children; neglect of children and extra-district pupils.

An analysis of the nine in-depth surveys revealed a large number of clerical and administrative tasks performed by EWOs and also the social work content of the role. The social work processes were identified as:

forming a relationship; assessment; helping parents and children face reality; giving support; making resources available; mobilising resources and developing links between home and school. From these findings a major conclusion was that the EWO's role was one of a social worker within an educational setting.

The liaison role of the EWO with other parts of the education system and outside agencies, e.g. social services was examined. It was found that there was: "a confusion of overlapping functions and relationships, as well as significant gaps" (LGTB 1973, p.20). It was identified that the range of educational and social services designed to assist children were often unco-ordinated and that professional and administrative barriers prevented effort and skill being focused effectively to the maximum benefit of the children. This could partly be addressed by training which (while recognising the special character of the education setting in which EWOs worked) should include the opportunity to undertake professional social work qualifying courses equivalent to those for social workers in social services.

Some of the main conclusions of the Ralphs Report are summarised below:

* The EWS was an undervalued and under-developed service which nevertheless played a valuable role in supporting the main education function.
* That no consistent thought had been given to its development in the past and there was little recognition of its future potential.
* That, generally, educational administrators had not accorded the development of the EWS any priority.
* That most staff had undergone no training, and such facilities that had been made available bore little relevance to the job.
* That lack of official policy and recognition at national level led to a lack of coherence in the organisation, purpose and practice of the EWS.
* Despite the variations in functions and role it was identified that the job of the EWO was essentially that of a social worker in an educational setting.

* The social work functions are performed within the education system and that the role required professional training in the current pattern of social work training but with some modification to take account of the education setting.
* That clerical and administrative duties need to be reduced to provide more efficient use of time in carrying out the social work activities.

The Ralphs Report concluded with the recommendation that "The Department of Education and Science should accept the necessity of giving official recognition and status to the education welfare service and of taking responsibility for unifying standards of practice essential to the development of an effective professional service" (LGTB 1973, p.46).

The Ralphs Report thus sets the scene, with a high national profile, for the future development of the EWS. What has happened since then can be traced through a variety of literature sources including official documents, in which a number of issues are constantly re-iterated. These include:

* The social work role of EWOs
* Variations in organisation, training and service delivery
* The status, professionalism and operational base of the EWS
* Lack of official recognition and adequate resourcing along with a central body to issue guidelines and fund training

These issues will be examined in this chapter after MacMillan's study has been outlined.

MacMillan's study of the EWS (1977)

MacMillan provided the most comprehensive study on the EWS, nationally. His work has direct relevance to the Ralphs Report, not least because many of his findings were used in that Report. The study set out to examine the role of the EWS from various perspectives and to make suggestions as to its future development. The need for the study was

explained thus: "Although their professional organisations ... have often attempted to explain their role this has been unsupported by published data on a national basis, so it has been difficult to distinguish statements of intent from statements of fact ... nor is there any official indication of what their duties should be. It is, therefore, understandable that there is widespread ignorance of the nature and extent of the education welfare service" (MacMillan 1977, p.14).

MacMillan used four main perspectives from which to examine the education welfare service:

* Outside bodies, for example, Plowden and Seebohm committees
* The two professional associations of the EWS
* A national survey based on a questionnaire sent to local authorities in England and Wales in 1970
* A study of the case work experience of EWOs

MacMillan argued that previous Reports, Plowden (1967) and Seebohm (1968), had used unsatisfactory sources from which to analyse the EWS. Neither had undertaken a national survey of the service and both appeared to have ignored the many aspects of the role claimed by the professional associations of the EWS (MacMillan 1977, p.23).

MacMillan's study produced a number of findings which included wide differences in the way authorities organised and used the EWS, and considerable variations in the staffing levels of services and ratio of pupils to EWOs. In general, EWO/pupil ratios (1:3,400) were high, preventing a basis for detailed work to be carried out. A wide range of duties were undertaken by the EWS and these duties differed between authorities. The roles of the EWS were categorised as allocation and support duties in the fields of nursery education, handicapped children and school placement, provisional duties in respect of clothing and free meals, and regulation duties in relation to school attendance, court procedures, child employment and neglect. MacMillan also found that any national policy on the EWS was difficult to determine due to lack of

statistical information on absenteeism and truancy and resources available to deal with these areas. In an attitudinal study as part of his survey, MacMillan found that there was a strong feeling among EWOs that their role lacked official recognition and support. Nevertheless, with relation to the Seebohm Report (1968), MacMillan's sample indicated that 81 per cent of EWOs thought that, given equal pay and status to that of social workers in social services, EWOs should remain part of education departments.

From the above findings, MacMillan put forward ideas for the EWS to develop a comprehensive strategy for breaking into the cycle of deprivation. "This might be achieved by developing the education welfare service as the main link between specialist remedial social services aimed at alleviating social distress and under-functioning, and long-term education strategy aimed at improving the average level of achievement society as a whole". Furthermore, he argued that: "A more developed education welfare service could play a more central part in this broad based strategy .... But, as yet, further development along these lines is hampered by widespread ignorance and neglect of the service, which has meant that compensatory education policies and community improvement schemes have failed to recognise or utilise the potential inherent in the role" (MacMillan 1977, pp.132-3).

MacMillan's prospective EWS contained training and qualification implications and he argued that EWOs needed at least equivalent pre-entry professional qualifications to teachers and social workers along with vocational training. In the long term this implied graduate entry into a re-vamped education welfare service (MacMillan 1977, p.133).

In conclusion MacMillan outlined that constraints on local authority expenditure presented difficulties in service expansion. Nevertheless, he argued, if the EWS was developed to provide economies of co-ordination and alleviate social problems it could be an attractive area for innovation. Despite local circumstances and prejudices,

Central Government had a responsibility to provide an initiative in this area.

Having outlined a recent historical perspective, the following discussion, based on the themes listed below, will develop this study by relating contemporary issues concurrently with evidence derived through literature sources.

These issues are both policy related and inherent in a process of professionalisation and are categorised as follows:

1 **The status of the EWS**
2 **The role of the EWS : focus upon school attendance**
3 **The wider role undertaken by the EWS**
4 **EWS as a social work agency**
5 **Conflict and complexities of the role**
6 **The organisational base of the EWS**
7 **Resourcing and training for the EWS**
8 **Professionalisation of the EWS**

The above areas will be examined using evidence from a wide range of primary and secondary literature sources including Government publications and internal reports from the two largest services in England and Wales, City of Birmingham and Hampshire County Council. Material spanning the period since the Ralphs Report (1973) is extensively used to demonstrate that current issues concerning the EWS have been persistent for the past 20 years and remain unresolved.

Issues raised in the literature

1. The status of the education welfare service

The lack of statutory status has been a persistent issue and is still frequently raised by members of the EWS. The importance attached to official recognition along with national guidance by the DES has been

repeatedly stated. "What is really required, if this service is to make proper growth, is on-going guidance. This could readily be provided by the creation by the DES of an inspectorate with a responsibility for the Education Welfare or Social Work Service ... our protection would be an inspectorate, as this would make us part and parcel of the Education Department, instead of the somewhat embarrassing appendage that we are at the moment" (Watts 1978).

This has been reiterated in various ways elsewhere (Clark 1976, p.vii; NACESW 1982; Dunn 1987, p.5).

Support for improving the status of the EWS could come from other education colleagues. Fitzherbert (1977) has argued that teachers could assist in this respect. At national level, teachers' organisations could press for official recognition of the education welfare service. Additionally, teachers unions could offer EWOs professional associations associate membership in the same way as it accepted the Association of Educational Psychologists.

The arguments for statutory recognition are based around a notion of safeguarding the existence of the EWS in a legal sense as well as seeking central oversight and commitment in areas of resourcing and training. A comparable organisation where those elements are present, is the probation service, which is 80 per cent Home Office and 20 per cent local authority funded.

The status of the EWS has also been looked at in the wider context of other agencies. It has been argued that one way of enhancing the status of the EWS among other professionals such as teachers and social workers is through adequate resourcing and developing training opportunities (Dunn 1987), pp.58-9).

This was confirmed in an earlier study of Sheffield Education Social Work Service in which role perspectives were presented, including views expressed by parental consumers and members of the service. The research findings concluded that the service had an anachronistic

working structure and was under-resourced. This resulted in its status being reduced in relation to other social work agencies and "making problematic the EWS's individual authority by the recourse to charisma and personal leadership - encouraged by the occupational structure" (Pratt and Grimshaw 1985, p.129).

However, the DES has been persistently reticent towards status issues concerning the EWS. Official documents tend to ignore the subject, but continue to emphasise the statutory duties undertaken by the service. DES papers have stated that the principal objectives of the EWS should be to secure satisfactory rates of school attendance and that resources need to be deployed to meet that objective. During the period of this study, far from seeking to support the idea of a cohesive, statutory recognised service, the DES indicated that an even more fragmented and confused situation may be permissible through means of delegation via local management of schools and grant maintained status. It may not be a deliberate intention on the part of the Government, notwithstanding its commitment to extend free market forces,to create further inconsistencies. However, implications do appear apparent. This direction of thinking by the DES reflects a disregard for professionalisation processes taking place in the service. It is also contradictory to achieving an equitable basis for service delivery nationally, which needs to take place if the service is to fulfil the aims of the Citizens Charter.

Very importantly, any move towards delegating the service to schools would, in practice, place the service in a position where it would become increasingly, if not wholly, accountable to headteachers. The important balanced role that the service has undertaken between serving the interests of both school and community would be essentially subjected to the control of the school and therefore its independent status would be compromised.

Furthermore, the extent to which schools (which have a primary responsibility to manage the school budget - as well as educate) would be able or willing to provide finance towards training and development

for EWS staff is highly questionable. This too, against a background where increasingly, (and reinforced by DFE tables of examination results) pressures are placed on schools to 'achieve' whereas the EWS is primarily, although not exclusively, involved for various reasons, with pupils who are 'failing' or 'underachieving' in terms of the school system.

At present, as defined in the Education Act 1944, a range of responsibilities towards all children of school age still rests with LEAs and some of these responsibilities are being carried out by the education welfare service. In the Education Act 1993 LEAs will continue to have some responsibilities in a number of these areas along with some new duties. The Government could consider giving statutory recognition to the EWS which, with adequate resourcing and training provision, would lead to the establishment of a coherent organisation based on consistent standards and practices. The EWS could be closely monitored by the DFE and undertake a role, independent of varying school controls, which would take into account the requirements of **all** service consumers; schools, parents, children and other agencies.

Towards the completion of this study, the DFE issued a consultation document containing proposals for a new LMS framework to enable schools to have further budgetary control. This included an increase in the "Potential Schools Budget" (PSB) which required LEAs to delegate 85 per cent of the PSB to schools from April 1993. This would be increased to 90 per cent from April 1995 (April 1996 for inner London). However it was also proposed that there would be a requirement for LEAs to retain money centrally with respect to the education psychology and education welfare services. (DFE, 11 January 1993). This change of direction by the DFE to the earlier consideration given to EWS delegation (DES, 1988a) was broadly welcomed by the EWS professional associations. Nevertheless, there is still no clear policy about levels of resourcing and training for the EWS and how these areas are to be assessed and met.

The issue remains about how can the EWS develop on a consistent basis nationally if services are to be left to local determination. Given the

reduction in LEA budgets it remains doubtful that exception from delegation alone will provide the necessary impetus for the development of the EWS.

2. The role of the education welfare service : focus upon school attendance

Throughout the literature it is evident that there is a broad consensus that the main role of the EWS is concerned with issues centred in or around school attendance. However, it is equally evident that there are significant differences of emphasis on how this area should be tackled, with what skills and resources and in the context of a wider range of duties.

Central Government has tended to emphasise coercive and oppressive practices and give scant acknowledgement to the complex and multi-faceted nature of non-attendance issues; the knowledge, skills and training required by those designated to undertake work in this area and the wider role undertaken by the EWS, often in response to other Central Government legislation or policies. E.g. in areas of child protection and special educational needs.

The "essential function" of EWOs was described as "the promotion of the important educational objective of regular school attendance" (DES 1986, p.1) and the role as ensuring that "children are able to benefit to the full from whatever educational opportunities are offered them" (DES 1984). The following year the DES stated that the EWS should "focus more sharply on attendance". (DES and Welsh Office 1985, p.9).

Throughout DES documents, the emphasis is upon school attendance, "... to the extent that social work skills are employed, they are in the service of that educational aim" notwithstanding that occasionally even in those documents some reference is made to a wider role and the use of social work skills and that there have been: "... many different approaches to the work of the services, with greater or less emphasis on those of a social work character. In the Secretary of State's view, the

services are not an extension of the personal social services but have as their essential function the promotion of the important educational objective of regular school attendance." This called for "... not only determined action but also a wide range of skills" (DES (1986, pp.1-2).

A HMI Report looked at the ESWS in Oxfordshire. The Report provided evidence that a major function of the service was to deal with attendance matters. However, a wider role was seen where EWOs offered considerable personal support to parents including advice on domestic and housing issues (HMI Summer 1989, p.8).

The persistent emphasis on enforcement measures (and the alleged link between truancy and crime) is evidenced in various DES papers. The Elton Report (1989, p.169) contained a contentious recommendation that: "LEAs and Chief Officers of Police should jointly consider the use of 'truancy sweeps' as a means of maximising school attendance and reducing juvenile crime in local circumstances". However, this recommendation was qualified by stating that not enough information was available on the effectiveness of this measure to make a recommendation for general practice.

The link between school non-attendance and crime is further pursued by Central Government through The Criminal Justice Act 1987 which included the attachment of a school attendance clause to supervision orders in criminal matters.

The DES (1991) paper on school attendance contained a section on 'The Role of the education welfare service' (this is in the form of an appendix, reflecting again, the marginalisation of the EWS). It states that the EWS is the attendance enforcement arm of most LEAs and that it can assist schools using a wide range of skills. Through home visits, EWOs may be especially well-placed to assess school non-attendance problems in the wider family context. The EWS in working with schools could employ various approaches aimed at ensuring regular attendance of pupils. "Some authorities have found early prosecution of parents to be particularly effective, not only in relation to the individual child,

but also as a signal to other parents that such conduct will not be accepted" (DES 1991, Appendix).

Emphasis on enforcement is not so prevalent outside official papers. Gregory, Allebon and Gregory (1984) studied the effectiveness of home visits by EWOs in dealing with non-attendance cases. It was concluded that failures in the school system led to delays in the referral of cases and that more appropriate selection of referrals made by schools was required. There was a need to examine closely how schools could liaise more effectively with EWOs.

The National Children's Bureau seminar on 'Non-attendance at school' (1985) made a list of recommendations which included the points that school induced absences needed investigation, greater contact was required between EWOs and class teachers and that there should be multi-disciplinary training for teachers, EWOs, health workers, social workers etc., in areas of child abuse and non-attendance. (National Children's Bureau 1985).

In another study, involving several EWS/ESWS, it was found that in the varied tasks undertaken by the service, in most cases, non-attendance was viewed as containing complex, multi-faceted problems which required a range of effective intervention skills. Those skills were recognised social work activities and most members of the service saw themselves as a social work service supporting the education system (Dunn 1987, p.17).

A broader view of the EWS role in working with schools and children can be seen in the areas of equal opportunities and anti-discriminatory practices. While recognising the primary objective of promoting regular attendance at school it has been stated that it is equally important that the education setting provided an environment in which children could realise their full potential, have emotional stability and learn appropriate behaviour. It has been argued that the purpose of the EWS is to assist in the promotion of equal opportunities through education and that this be achieved by the service understanding the impact of

discrimination on educational achievement and if it operates itself in an anti-discriminatory way (Gant 1991, p.16).

These are relevant issues particularly given the context of Articles 2 (on non-discrimination) and 29 (on educational aims) in the UN Convention on the Rights of the Child (CRDU 1992, p.4 and p.11). This has been ratified by the British Government.

Again a wider view is evident where the role is recognised as handling a range of complex human social problems that inhibit a child's progress and attendance at school. The aim of the EWS was to "... ensure that children attend school or suitable provision is made for them so that they can benefit from education. In this the Service has to take account of changing social circumstances and devise appropriate methods of achieving the educational objectives necessary" (City of Birmingham 1980, p.2).

It can be seen, therefore, that differences in emphasis exist between DES perceptions and the agency designated to undertake the role. Some of these tensions may be explained by the nature of the role and setting of the EWS which can present a dilemma. All non-attendance referrals must, in theory, be addressed because of the legal requirement that all children between the ages of five and sixteen should attend school, yet there is more demand than can possibly be satisfied if non-attendance is to be treated effectively. Furthermore, it can be argued, that until a child is attending school regularly (whether he or she is 'benefiting from education' is another question), or reaches the age of sixteen, an EWO can never close a case. Likewise, it can never be said that 'a child does not accept help'. This has been expressed thus: "For the EWO, all work with children and families takes place within the dual responsibility of the LEA to provide education for every child according to his age, ability and aptitude and, on the other hand, to compulsion backed by legal sanctions, upon parents to send their children to school regularly and punctually for eleven years of their lives. Thus, the nature and extent of state responsibility and state intervention in family life, is a central factor in the approach which the EWO is

expected to adopt in his work with a family where a child has been referred for non-attendance" (Goldschmied & Hickie 1979, p.23).

The use of court action to deal with non-attendance issues is well highlighted in official papers. However, the equitable use of this process as well as its effectiveness have been questioned, for example, in the well publicised, so-called 'Leeds experiment'. (Ball 1990; Blyth 1985; Carlen, Gleeson and Wardhaugh 1992; Dry 1992; Gaffeney 1987; Pratt and Grimshaw 1984).

There are questions about the effectiveness in using court processes by the EWS elsewhere. Research was undertaken by education social workers in a Northern authority involving two non-attenders groups of 21 children. In one group formal proceedings were implemented and in the other, an informal approach was used. The results indicated that in general the formal approach was not more effective than the informal method (Leckey 1989).

From the work of Rochdale EWS it has been stated that: "Prosecutions of parents under the 1944 Education Act ... are used in the same way as legislation is used by any other social worker, that is, as an option for social work intervention. Recourse to legal means is made in a small number of cases where it is felt appropriate as part of an overall plan to change the pupil's situation. Such action is neither used punitively nor in isolation" (Kazi 1988, p.21).

Different perceptions of the use of court processes even by EWS staff in the same local authority are evidenced in the literature. A study by Carlen, Gleeson and Wardhaugh (1992) illustrates differences of approach by EWS staff. Their study on truancy is one of the few (along with, for example, Pratt and Grimshaw 1985) in this area of research to provide some detailed insight into parental and children's views of the EWS together with providing perceptions of EWOs themselves. "... management expressed their frustration at the continued over-reliance on legal processes of some officers, and emphasised the importance of more conciliatory measures. However, the structure of the service was such

that it was very much up to the individual officers whether they favoured a social work or policing stance." and "... the EWS in a nearby market town differed markedly from that of Norwest, one team leader explaining: "we're very much more child-centred really, Norwest EWOs belong to the old school, they believe in going to court whereas we'd only do that as a very last resort" (Carlen, Gleeson and Wardhaugh (1992, pp.76-7).

This is also reflected in primary source material in LEA documents. A brief summary of the EWOs differing perceptions of what he or she is expected to achieve states that: "A minority see the issues mainly in attendance terms, i.e. the job's objective is seen as getting the child to school; others have a sociological or psychological approach that sees non-attendance as a symptom of deeper social or emotional problems, and the EWO has, therefore, a responsibility to get involved in casework" and in using court action: "some see the use of a Court Order as a failure since it is resorting to a punitive methods; other EWOs view the Courts as a resource, another tool to use in bringing about social change, and an entirely appropriate method in certain circumstances" (Hampshire Report 1984, pp.5-6).

This is confirmed in a later study where the use of court proceedings were generally seen by staff as "... a last resort, by some even as a sign of failure". However, 85 per cent of respondents commented on appropriate circumstances for using court processes (Dunn 1987, p.30).

It has been further stated that: "the efficiency of EWOs can also be reduced by neglect or disinterest amongst senior staff towards non-attendance cases, by 'tensions' between social workers and school, and by haphazard verdicts reached by the courts" (Reid 1985).

It has also been suggested that much of the responsibility for promoting the regular attendance of pupils lies within the schools themselves: "for EWOs and social workers the implication is that simply bringing absentees back to an unchanged situation at school is a recipe for frustration, failure and mutual recrimination. This does not mean that

they have no role. It does mean that their role, in most cases, is relatively modest: not as quasi-legal agencies to enforce attendance, nor as quasi-medical treatment agencies, but rather as mediators to establish more co-operative and constructive interaction between teachers, parents and pupils" (Galloway 1986, p.23).

An earlier study indicated that truancy is a rational response to what takes place in terms of processes and operations in some schools (Reynolds 1977).

It is to be surmised even from the scant evidence used here, that how, why and to what extent court processes are used by the EWS vary both between and within services. Even with regard to EWS involvement in contributing to school reports for the courts, wide variations were found in a survey of LEAs (72 per cent) with the education welfare service playing: "a crucial role in some areas and not apparently being involved, except in non-attendance cases, in others" (NACRO 1984, p.9).

Recently, new legislation has placed new duties upon LEAs through the Children Act 1989 (effective from 14 October 1991) which includes the provision of education supervision orders. Some of the implications arising from this have been examined.

"Education social workers have to operate within a framework of often conflicting legislation, some of which is deliberately seeking to move us away from the approach envisaged by the Children Act. We often feel powerless in the face of headteachers and local education authority staff who may not share our commitment to understanding children in a holistic way" (Whitney 1992, pp.22-3).

Some of this conflict may arise from the introduction by the government of 'truancy league tables' (the Education (School Information) (England) Regulations 1993 and the Education (School Performance and Information) (England) Regulations 1993) which may be viewed by schools more in statistical than pastoral terms. The EWS is well situated to play an important role in helping schools with the complexities of

non-attendance issues by devising effective working partnerships and methods of intervention.

Some of the factors for the EWS in undertaking ESOs had been previously outlined as having "... implications for the status of the education welfare service within education departments (the duty to "advise, assist and befriend" may call for some tough advocacy on behalf of the child, a questioning of "whose side" the EWO is on, and certainly requires someone whose role has progressed ....) and the professional competence of EWOs" (Blyth 1985a, p.24).

It has been further argued that: "Assuming the EWS does undertake the necessary development to allow for the proper use of the ESO, it could well highlight the need for much wider reappraisal of the way the service operates. The structural, co-operative, time-limited intervention encouraged by the ESO is likely to prove equally applicable to cases where there is no need for legal intervention, and where the primary aim is prevention rather than cure. Thus the ESO could be the spur to the most radical and positive change yet seen in the E.W.S" (Dry 1992, p.127).

It is apparent in looking at Central Government policy documents that emphasis on the role of the EWS is upon school attendance, that is notwithstanding that different duties undertaken by the EWS are evidenced elsewhere, including other Government policy documents. This wider role will now be examined.

3. The wider role undertaken by the education welfare service

As mentioned previously, in official papers, little attention is given to the wide range of duties undertaken by the EWS in fulfilling its role. Nevertheless, even given its main focus upon school attendance, official documentation does provide some limited reference to other areas of work.

DES (1986) provided evidence that the EWS was concerned with domestic circumstances and parental attitudes and "there are many occasions where the EWO is called upon to undertake welfare work or exercise social work skills." The EWS played an essential role in developing working relationships with other agencies less closely identified with schools and it was recognised that this was a complex task. Collaboration with social services was seen as particularly important in that respect. It was also acknowledged that the EWS performed duties with regard to juvenile employment and that the EWS had direct contact with parents and employers (DES 1986,pp.2-5). Pond and Searle's study found much evidence of illegal and unregistered child employment and that often children worked for "very low wages and without adequate protection against the risks and dangers to which their work can expose them" (Pond and Searle 1991, p.5).

The DES acknowledged that the role of the EWS had developed and expanded. "These changes are apparent in the titles used ... many of whom have come to be known as education social workers ... and in the range of their skills and tasks. Not all schools have been well informed about these developments ... nor has the service always been effective in communicating the full range of its work" (DES 1989a, p.30).

The DES identified that the EWS performed a wide range of tasks which were mainly (though not exclusively) directly or indirectly related to non-attendance and its implications. These tasks are summarised below:

* specific detailed casework
* assisting parents to obtain scarce nursery placements
* regular multi-disciplinary meetings to promote preventative action from agencies helping schools
* acting as mediator, co-ordinator and the 'named person' for assessment, appeals and review of children who were the subject of special educational needs statements
* helping schools to arrange alternative forms of education for persistent non-attenders, including home tuition

* running groups for potential long-term absentees, and for their parents
* Acting as a source of information and a mediator for children excluded from school
* the development of a consultancy service to staff on child abuse and active involvement in the procedures related to such abuse
* involvement in preventative programmes on drugs and especially solvent abuse
* involvement in other inter-agency work, and on occasions personally supervising pupils on court orders (DES 1989a p.31-2).

This wider role was confirmed in another official report and included areas of pupil behaviour, child protection inter-agency work, pupils with special needs and juvenile employment. Other significant areas included work with ethnic minorities, travellers, excluded pupils and groupwork activities (DES Summer 1989).

A recent report has looked at pupil behaviour, exclusions and education in units. It raised the point that unit contacts with LEA services were patchy. However among a range of LEA professional groups, the EWS were more involved and were regular visitors to most units. (OFSTED, 1993).

These references in official papers to the wider role of the EWS are supported by findings elsewhere. A professional group has stated that "... non-attendance at school is multifaceted and that successful resolution requires the implementation of a variety of responses. Some or all of these are indistinguishable from social work ... it necessarily follows that EWOs in common with all social workers will promote and implement non-discriminatory practices in relation to race, gender, marital status, class, disability, sexuality, age or religious beliefs - in their work with both clients and colleagues" (The Centre for Education Welfare Studies (1989, p.3).

Areas of practice competencies were identified in undertaking EWS work: " 1. general competence as a Social Worker, 2. school attendance problems, 3. statutory requirements in relation to education, 4. welfare

benefits, 5. child protection, 6. special educational needs, 7. juvenile justice, 8. behavioural problems and exclusions, 9. working in a multi-cultural environment" (Centre for Education Welfare Studies 1989, p.5).

Similarly, another study identified that the major tasks identified by EWOs/ESWs were to promote regular school attendance and develop effective liaison between school, home and relevant welfare agencies; assist with the identification and assessment of children with special educational needs and administer such benefits as are available to the Education Department; monitor the employment, including entertainment activities of children and where necessary intervene if the relevant requirements were being infringed (Dunn 1987, p.9).

Evidence from internal EWS documents of the two largest services, Hampshire County Council and City of Birmingham, demonstrate this broader role. City of Birmingham (1979) produced a report on truancy which contained a significant section on the education welfare service. While stating that the basic role of EWOs was concerned with school attendance issues, a much wider role perspective was outlined which acknowledged some of the Ralphs Report (1973) findings. "The Education Welfare Officer is seen as one of the key members of the educational team ... the Service is concerned with contributing to the development of children and their families within the education system and this means taking action to resolve, improve or contain various problems which prevent a child taking advantage of educational opportunities, or a parent becoming involved with school". The EWO's task was described as that of "first line social worker to the education system" (City of Birmingham 1979, pp.18-19).

In a follow-up report, a wide range of referrals to the EWS were identified which were related to school non-attendance but also, referrals included disruptive pupils, pregnant schoolgirls, delinquency, relationship problems, need for material aid, specific learning difficulties and other special needs (City of Birmingham 1980).

It has been suggested that if EWOs did not continue to undertake work with a wide range of disadvantaged pupils, including special educational needs pupils and disruptive pupils, other agencies would not be in a position to do so (Blyth 1985b).

Elsewhere role perspectives were outlined in a review of Hampshire EWS in which headteachers saw EWOs making a considerable contribution to the work of schools particularly in providing links with the home and liaison with administrators. Some headteachers felt a wider responsibility to the community and wanted to use EWOs as agents of integration (Hampshire 1984, p.8).

A wide range of activities undertaken by the EWS were detailed in a paper by one of its professional associations in which a profile was presented as "the Education Welfare/Social Work Officer as a person" : (i) Who demonstrates academic ability to undertake and benefit from a professional qualifying social work course. (ii) With the ability to establish a caring and supportive relationship with client groups. (iii) With professional integrity and respect for the individual taking into account the confidential aspects of the task. (iv) With the ability to understand, appreciate and fulfil the role in terms of a knowledge base including: legal duties of LEAs; family and child case law; major educational development; theory and sociology of Education; Educational administration; knowledge of schools; human growth and understanding; welfare benefits. (v) With the ability to compile and maintain adequate reports and records" (NACESW 1982). Further evidence of the wider role is found in official papers whose focus is not upon school attendance matters but in other specific areas of work with young people. Three recent examples are in the areas of child protection, special educational needs, and drug misuse. Firstly, it has been stated that in some cases of child abuse, EWOs will be the first to identify possible abuse and also that the EWS can provide advice to schools where possible abuse has been identified by school staff in that setting (DES 1988). Secondly, in the area of special educational needs, EWOs are in a position to help parents with the statementing process and that EWOs may have relevant knowledge in cases of some children with a complexity

of needs (DES 1989). Although the Education Act 1981 provided new rights to parents it is questionable how clearly, in some cases, their views are well represented amid the various reports and recommendations by professionals. EWOs can play an important role in enabling parents through the statementing process by advising, befriending and providing supportive coaching.

Thirdly, in cases of suspected drug abuse by young people, the education welfare service is cited as an agency which could offer help and advice in this area (DFE and Welsh Office 1992, p.28).

It is to be concluded from the evidence that the EWS, notwithstanding its core function of dealing with school attendance, undertakes a much wider range of duties. This has implications for organisation, resourcing and training. It is to those areas that this study now turns.

4. Education welfare service as a social work agency

Although the Ralphs Report (1973) identified the EWS as having a social work role, its development along those lines has by no means been universal. Nevertheless, advocacy for this has been persistent, and there is evidence that developments have taken place.

An earlier study had already concluded that education social work was a legitimate sub division of social work and that its contribution should be recognised. In particular, social work with schools offered much scope in the area of preventative work and "education social workers should be recruited, trained and organised ... this could include revision of case loads, provision of casework supervision and encouragement of professional social work practices" (Lyons 1973, p.38).

In a study on adolescent counselling in schools, evidence was present about a local authority in London already having an embryonic school

social worker scheme where the organisation was being rationalised and professionalised (Jones 1977, p.155).

Elsewhere, the lack of development of an education social work service was evidenced. "There is little doubt that despite the enthusiasm and exceptional hard work of the education welfare officers, their service is now old-fashioned and hampered by its clerical responsibilities. The education welfare service has virtually been ignored and neglected by the employing education system. This is a distressing state of affairs when it is considered that the task of the education welfare service is to provide bridges and links between the schools and the families of the schoolchildren they serve" (Robinson 1978, p.167).

The study identified that there is a social work context in the role and function of education welfare services. The EWS nationally had considerable scope to undertake preventative work and identify children at risk. There was a role for a specialist social worker working closely with schools, schoolchildren and their families, and education administrators. Robinson also used the findings of a previous project (Rose & Marshall et al, 1974, 'Counselling and School Social Work') to support the argument that there is a specialist role for social workers in an education setting. The research findings showed that the social workers were successful in reducing the levels of delinquency and poor attendance (Robinson 1978, p.182).

A future role was proposed for the EWS in which a large part should be played in developing the relationships between school and the community along with the development of a consultative social work role. It was suggested that as the service developed its professional social work skills and knowledge it would be more effective in its work between the school and community. The further point was made that "The education welfare service has long experience of interpreting the school to the community, although the manner in which it undertakes such tasks may need bringing up-to-date. Social work skills seem more relevant to such a task, than the skills which are more appropriate to the classroom" (Robinson 1978, p.246).

This is supported elsewhere that social work in education is a specialism and further, that social work in relation to the non-attending pupil has a number of significant differences from social work activity offered outside an education setting (Goldschmied and Hickie 1979).

In a study based on Sheffield Education Social Work Service it was recommended from the findings, that recruitment should be based on pre-entry social work training and that ESWs be encouraged to take on more social work tasks and that they be given greater autonomy in selecting their caseloads (Pratt and Grimshaw 1985).

However, the above studies appear to receive little support or acknowledgement from the DES which has stated that "In most cases which are not specifically to do with school attendance, long-term remedial work should be transferred to the Social Services department" (DES 1984).

Nevertheless, City of Birmingham (1980, p.5) recognised the social work role of the EWS. The Report included a recruitment policy statement that the officers in Birmingham Education Welfare Service had parity with social service social workers and the authority declared its intention to have a fully qualified service with recruitment restricted to applicants holding a professional social work qualification, or to trainee posts. It was concluded that the EWS was engaged in relevant social work practice within an education context and was developing as a qualified service (City of Birmingham 1980, p.43).

Hampshire, on the other hand, presented a more tentative and ambivalent picture of the social work role. There were differing perceptions in the Report which included social services managers views of a service which "aspires to be a professional caring agency and often but not invariably fulfils that role." However, the views of the education authority managers appeared less than fully committed: "They see EWOs as occupying a middle ground between 'Education' and 'Social Work' that incorporates an extension from the Attendance Officer role, though one

or two feel that some EWOs over-emphasise social work. They support EWOs being sensitively involved with families since relationship is the key to solutions to the problems encountered." Nevertheless, Hampshire recognised the need for a career structure within the EWS to match that in social services in order to attract and retain qualified social workers. It was seen as necessary to have a number of qualified and experienced EWOs in order to work with more vulnerable clients and complex cases (Hampshire 1984, pp.7-8, p.16).

It is clear that some of the evidence suggests that the EWS is developing its role in terms of being a recognised social work agency. However, while differing aims and perceptions persist between Central Government, LEAs and education welfare services, confusion and complexities about its function as an administrative or social work organisation (or both) is bound to continue.

5. Conflict and complexities of the role

The difficulties faced by the EWS in developing its professional role are similar to those faced by other groups within bureaucratic organisations, such as teachers, nurses and social workers. The issue of bureaucracy-profession conflict has been examined and it was stated that "The social worker is, by definition, committed to abide by bureaucratic rules and procedures, which prescribe not only certain administrative regulations but the essential contents of his role" (Toren 1972, p.140).

In the literature, complexities and conflict of role appear as a persistent issue. Part of this conflict, is inherent in the nature of the role and its setting along with professionalisation issues. "Education welfare officers seem to inhabit an uneasy realm somewhere between the social workers proper and the administrator who has access to services and can arrange to provide them" (Stone and Taylor 1976, p.240). Difficulties and complexities in carrying out the social work role in an education context are frequently acknowledged in terms of

competing forces arising within an education social work setting: "British education traditions have, on the whole, emphasised conformity to certain prescribed standards or assumptions, competition and achievement in conventionally sanctioned endeavours. Social work has been concerned with those persons who for a variety of reasons, in the short or long term, do not respond to conformity or who find achievement difficult or who cannot compete. It is at the interface of these areas of concern that tasks of social work in educational settings arise" (Myers 1978, p.6).

Clark's (1976) study identified complexities of role and the networks that EWOs operate in. "Some professional workers consult Education Welfare Officers as equals while others apparently would exclude them, even when they may have knowledge which would be of value if shared. They may be regarded as key workers or as peripheral to the main educational function. Their philosophy may be in conflict with that of others, yet their tasks may overlap." The role conflict is further stated in that: "Some officers suggest that at times too much pressure is being exerted on them. They are expected to be supportive to children and yet they are criticised for lack of firm control of absence. Parents may feel there is unnecessary emphasis on control and too little effort to provide support" (Clark 1976, pp.vii, 15). Evidence was used from a working party set in a North London authority. Difficulties inherent in the EWO's role were identified and that among agencies there appeared to be no clear division of responsibility. There were concerns about shortage of EWS staff even though teachers wanted more time spent on child absenteeism from school. EWOs wanted smaller caseloads so that they could deal with welfare aspects more efficiently (Clark 1976, p.7).

The study found that EWOs "... have been expected to adjust to new demands without being given practical help and training. They have had to respond to increased demands. There has been little attempt to provide better organisational arrangements or an improved communication network" (Clark 1976, p.65). It was concluded that the EWS should be recognised as playing an important preventative role within the

education service which could reduce social and emotional problems among school children.

Confusion of role between EWOs and teachers was evidenced in another study: "Just as teachers complained to me of the need for a better service from social workers, EWOs complained that teachers refused to give them any social work to do ... a number of heads said what they really needed was somebody who could play the precise role which the EWOs in their turn were longing for an opportunity to perform" (Fitzherbert 1977, p.82).

Complexities of the EWO's role were outlined later in an article about truancy in which a Dorset teacher perceived the EWO role as multi-faceted in being concerned with social work tasks, providing links between a variety of caring agencies and dealing with welfare benefits such as clothing and free school meals (Brennan 1989, p.1121).

An internal report on Hampshire EWS provided evidence about role confusion in that there was a wide range of opinion within the EWS about its role and that this apparently demonstrated the uncertainty that some EWOs felt. The report contained perceptions from other agencies, including social services. Principal Area Officers stated that in general they supported the EWS and what it was trying to do, and valued its contribution to the solution of social problems. However, they were aware of individual differences in approach and saw the EWS having a problem of identity. The social services officers asked: "Is the EWS a professional service? Is the EWS as well accepted as would be desirable?" The Report did not address, directly, the above questions but stated that: "Different standards of training of EWOs lead to different judgements on cases ... it results in the perception by members of the caring professions of a gap between the Education Department's policy on the scope of EWO action ... sanctions available ... and the execution of that policy." Interaction with social services was frequently seen in terms of the EWS making application for the use of social services resources. "Such tasks illustrate a conflict of interest for EWOs: are they working for the life of the child or are

they working for the school (and influenced by the needs of the Headteacher or Area Education Office)?" (Hampshire 1984, pp.6-7).

It was concluded that problems of role definition would continue but as the EWS became more qualified it was likely to find greater cohesion and consistency of view (Hampshire 1984, p.11).

Elsewhere, the Undersecretary, Social Services, of the Association of Metropolitan Authorities summarised the national position of the EWS in terms of: "so many pressures pulling in different directions seem to leave the education welfare service, which itself has struggled valiantly with intractable problems, with a poor sense of identity, little sense of direction, a less then half-trained service and an uncertain future. It is far too important to be left in this neglected state. Perhaps the time is right for another independent review or a clear lead from the Government about what its manifesto actually meant" (Westland 1984).

This leads to very serious implications about role confusion which was highlighted earlier through the case of Maria Colwell: "It seemed to us that, although the notion of "education welfare" as something going beyond simply ensuring school attendance, was accepted in principle, the role and status of the education welfare officer within the school was uncertain" and that "In the "welfare links" between the schools and social services the role of the education welfare officer is of considerable importance in many cases, as it was with Maria" (DHSS (1974, p.176 and p.184).

More recently, it has been argued that in the area of ESOs, there is an implicit recognition of the EWO as a social worker but in carrying out these statutory supervisory duties, EWOs will have to accommodate many conflicts (Blyth and Milner 1986). Similarly, it has been stated that a source of major conflict between education and social services arises out of non-attendance at school issues (Blyth and Milner 1987).

This section has looked at various perspectives of the role of the EWS which has highlighted some areas of confusion and complexity. One factor is in the way that the EWS has been organised. The organisational base of the service will now be outlined.

6. The organisational base of the education welfare service

A major difficulty for the EWS in carrying out its role coherently rests in the different ways that it has been organised. These variations are evidenced not only between services in different authorities but, in some cases, within the same authority.

It has been stated that although there are different policies for the development and priorities of LEAs "even allowing for these local differences, however, the practice of EWSs varies to an unacceptable degree ... DES Circular 2/86 ... seems to have had a limited effect in this respect". Furthermore, there was a wide variety of working practices with schools and a number of services were poorly documented. It was suggested that clearer aims more effectively communicated to schools would increase the effective working of many EWOs (DES 1989, pp.30-31).

There is evidence of organisational differences even within the same service. Hampshire County Council (1984) reported that integrated indexing and reference systems were rarely found (EWOs managed their own individual systems) and regular casework supervision was inconsistent across the EWS. Most areas lacked statistical evidence about current caseloads, rate of referrals and there were significant workload variations between individual staff. There were no effectiveness measurements of the service. Only one area had any detailed analysis of clients. Standards of dealing with bye-laws relating to juvenile employment varied enormously. Filing and recording systems varied between areas. Different approaches existed between areas with regard to school non-attendance and the use court action. All day duty officer systems existed in only two areas out of eight (Hampshire 1984).

Elsewhere, Watkins (1978) visited two local authorities, Cities of Sheffield and Liverpool, and found marked differences between the organisational structures of the EWS.

A major issue for the EWS is whether it should be located within education or social services departments or indeed elsewhere. Ten years after Seebohm (1968) the Association of Directors of Social Services published a Report, 'Social work services for children in school' (ADSS 1978). The purpose of the ADSS Report was to produce a policy statement about social work services to schoolchildren based on a review of existing services.

The interest in the ADSS Report to this study arises not so much out of the inherent politics behind it (despite the assertion in the foreword that "what we are advocating is not a form of 'take-over', but a partnership between education and social work...." (ADSS 1978, p.1) but in its value of providing a perspective of the EWS from the viewpoint of an outside agency, in this case, social services, represented by the Association of Directors of Social Services. It contained several weaknesses which while not invalidating some of the points and issues it raised nevertheless make its conclusions dubious:

* It over simplified the role of the EWS in general terms.
* It failed to recognise the different stages of development of the EWS in different regions.
* The basic developments of the EWS were emphasised rather than progressive developments.
* Older source material was used in describing the role of the EWO and therefore the evidence relates more to a traditional concept. For example, the description of the role of the EWO was taken from The Plowden Report (1967) which pre-dated the Ralphs Report (1973) and precluded statements made by the two professional associations of the EWS about its role since Plowden (1967) which made more explicit the social work nature of the work.

Many of its proposals were not 'new' but were in fact already being carried out, reviewed or developed by some EWSs nationally. No reference was made to the disadvantages of an integrated social work service to schools.

Lastly, the major problem of resources, money to fund the new service was not addressed. The reality of the position had been stated three years earlier "... only three of the original eight Authorities retain EWS within the Social Services Department and it should be pointed out that we are receiving reports which seriously question the efficiency of the service offered in two of those remaining areas" (Education Welfare Officer Journal, March 1975, p.10).

ADSS did however make an important statement which is of significance to the EWS in the present : "However a social work service for schools is organised; it must be emphasised that even with a declining school population an adequate standard of social work practice cannot be reached within the resources currently devoted to the education welfare service. A substantial increase in investment is needed if there is to be any prospect of alleviating the social problems which beset children in school" ADSS 1978, p.28).

In contrast, another study argued for the retention of the EWS within education because school teachers and schoolchildren have most to gain by helping to build up the status and capacity of education welfare services into a fully-fledged social work service within the education system (Fitzherbert 1977).

The organisational basis of the education welfare service has been explored by looking at the basis of the EWS operating either from within education or from within social services. The findings contribute to the debate arising from the Seebohm Report about the location of the EWS. It was concluded that education social work was predominantly the responsibility of the education welfare service, which in most authorities was part of the education system. However, of importance was that "an effective and professional service should be provided in

relation to schoolchildren and their families and that the decisions regarding organisational issues should be made on the grounds of carefully evaluated effectiveness, not on those of political expediency or economy" (Robinson 1978, pp.189-90).

Furthermore, it was argued, that the issue of whether education social work should be area or school based is meaningless unless there were enough social workers to staff such a service, regardless of where they are based (Robinson (1978, p.185). This point supports the argument about staffing levels and resourcing identified in the report by ADSS (1978) cited earlier. This has been reiterated more recently: "wherever the education social work staff are located, it would be crucial ... to meet the legitimate expectations of the education service, parents and teaching staff - and at the same time maintaining professional standards of social work practice ... the aim of any model should be one of linking education social work to specialist services designed to alleviate the distress and underfunctioning within a long-term education strategy, to improve the overall levels of achievement in society as a whole" (Alam 1989, p.8).

Hampshire Education reviewed its EWS and looked at the advantages and disadvantages of transferring the EWS to social services and concluded that although there were valid arguments on both sides, on balance it was considered more appropriate for the service to remain within education (Hampshire 1984, p.15).

The widely held view in LEAs (including schools) that the EWS should remain within education was stated by the DES (1984), but little depth was given to the fragmentary nature of the EWS nationally and why resources (in terms of field staff, training, clerical support and equipment) was so diverse among authorities. This was part explained in that HMI set out to conduct an enquiry which would be "essentially descriptive and exploratory" (DES 1984).

The DES (1986) clearly located the EWS within LEAs and distinguished its role from that of the social services. However, uncertainties as to the

future base of EWS were evident during this study through EWSs continuing to be only a discretionary exception from delegation and while in fact EWSs have almost universally been retained within LEAs, there has been pressure from some schools and the Government for LEAs to release more money to schools. For example, "... the Secretary of State would welcome plans which proposed to delegate all or part of the provision concerned" (DES 1988 Circular 7/88). However, in January 1993 the DFE eventually announced that it proposed to make the EWS a mandatory exception to delegation (DFE, 11 January 1993).

This last issue has been discussed earlier in this Chapter. However, a lack of cohesion in how education welfare services are organised leads to question how effective and equitable can service provision be, nationally, in response to legislation and policies from the Government. The penultimate area to be examined is that of resourcing and training for the EWS.

7. Resourcing and training for the EWS

Resourcing and training issues feature prominently in the literature. It has been stated that schools as a major area for preventative social work have been long neglected and that: "The education welfare service will need to be emancipated from its second class status with training facilities comparable to child care, probation and the local authority health and welfare departments (Bessell 1970, p. 134). The fragmentary organisation of the EWS along with lack of adequate funding and training input is reflected in the following "...the national picture of provision for Education Welfare is distinctly patchy. There are some departments ... which are generously funded and have a well developed plan for training. But, there are also a number ... where insufficient officers are employed, where they are deployed on tasks which clerical assistants might do as well and where opportunities for professional development are few and far between. It is universally agreed by those working in the field of deprivation and disadvantage that relationships

between school and home are of critical importance ... we cannot afford to neglect any potential source of expertise, especially not one which is specifically set up to perform the tasks" (Watkins 1978, p.3).

The problems facing the EWS in fulfilling its role were outlined in a paper which argued that only a small measure of the help needed by schoolchildren and their families could be provided by the service given its very limited resourcing and staffing levels (Goldschmied and Hickie 1979, p.22).

Problems of resourcing were identified in a study by Dunn (1987). There were difficulties in implementing social work practices appropriate to the EWS due to the frequency of excessively high workloads. There were wide variations in the number of pupils with whom EWOs were working at any one time and it was identified that clearer policies and definitions were needed as to what would constitute a legitimate caseload given the context of the work setting. The study found that: "considerable doubt was expressed as to the extent to which LEAs supported its role, function and development. Resources to combat non-attendance such as the setting up of groupwork, parent support, and preventative strategies are sadly lacking, not to mention training and development and career opportunities for EWOs. Just as the service could be regarded as peripheral in a school setting so it could be within the LEA as a whole" (Dunn 1987, p.49). It was suggested that implementation of methods and skills of intervention relied on the policies both of the LEA and EWS management and the expertise of the individual worker.

Resourcing problems also appear in documents produced by LEAs. "The present role of the Officer in relation to the disruptive or disturbed child is often underfunctioning because of manpower difficulties and the urgent need for implementation of the recommendations of the Ralphs Report" (Staffordshire Education Committee Report 1977, p.93).

City of Birmingham (1979) perceived the role of the EWS as being a social work service closely linked to schools but which could not be fully achieved without an increase in the number of EWOs employed. The

staff ratio was approximately one education welfare officer to 3,000 pupils. It was considered that this ratio was too high and was identified as a crucial point to address if the service was to be improved.

The development of the EWS in Birmingham is evidence in a follow-up document on "The education welfare services" (1980). The background to the report was "The Truancy Working Party Report" (1979) and Local Government Circular 297. (That circular identified criteria for actual work performance and salary gradings within the education welfare service.) The development of the EWS was constrained however, due to a lack of qualified staff, a lag in recruitment with the implementation of Circular 297 and the very high workloads of the Service.

Hampshire (1984) also identified resourcing issues while acknowledging difficulties in measuring social work with a view to ascertaining staffing requirements. The Report stated that headteachers wished to see a substantial increase in the number of EWOs because they felt that staffing levels were generally constricted and there was a lack of cover when their regular EWO was on holiday or ill. EWOs appeared to have insufficient time to counsel parents and children properly and more frequent visits to schools were desirable, plus more time for follow-up visits to homes. It was concluded that a properly conducted needs analysis would indicate ways in which resources could be better deployed.

Central Government documents also reflect some of the resourcing issues: "Some reports suggested that in some areas truancy in the fifth year represented almost intractable problems. One principal education welfare officer spoke of his difficulties in attempting to deal with this with his existing staff and said that it was often a matter of priorities, with attention going to the younger children" (DES 1978, p.9).

The Elton Report (1989) contains several references to the EWS which includes a description of the role as being crucial in cases of

unjustifiable absence but in some authorities education welfare officers could not perform all the necessary aspects of their job efficiently because of large caseloads. The Elton Report identified large variations in the number of EWOs employed by LEAs. The average ratio of EWOs to pupils aged 5 to 16 was about 1:2000 (Based on CIPFA 1987-88 figures). It was recommended that all LEAs should employ adequate numbers of EWOs to ensure that cases of unjustified absence can be followed up systematically and promptly (Elton Report 1989, p.168-9). This is supported in a paper on truancy and school absenteeism which attributes one educational 'cause' of absenteeism to the "over-demanding caseloads carried by many education welfare officers" (Reid 1986, p.11). An earlier study of urban schools found that frequently problems were too numerous and duties too many for the number of EWOs employed. Preventative work by the EWS was rarely possible. (DES 1978, p.37).

Wider legislation too, not specific only to education, have resource implications for the EWS. Legislative areas include for example, The Data Protection Act 1984 which has implications for EWSs in areas of case recording and filing systems and The Access to Information Act 1985 reinforces this.

Despite the recommendations made by the Ralphs Report (1973) regarding training for EWOs, its provision has remained inconsistent and fragmented across authorities. This, despite the assertion by NACEWO that: "We cannot emphasise too strongly the need for early implementation of the recommendations of this training document" (NACEWO 1974, p.37).

Although official papers have to some extent acknowledged that the EWS is involved in a wide range of duties and that in the specific area of dealing with school attendance, a wide range of skills are required, the DES has consistently distanced itself from any commitment towards training. "Questions may arise about the sufficiency of the number of education welfare officers (or as they are sometimes called, social workers in education) employed, and their need for training, and it is for Local Education Authorities to consider such questions in the

context of priorities for the use of available resources" (DES 1978, p.56).

A HMI report concluded that the balance between the enabling and enforcement functions of the EWS was unclear. Further, that there were often inadequate opportunities to acquire appropriate training and qualifications (DES 1984). Later, the DES briefly touched upon initial and in-service training and stated that these matters needed discussion and consultation at national and local level DES (1986, p.6). This followed an earlier statement by the Government that they intended to have national consultations on the training of EWOs (DES and Welsh Office 1985, p.9). A positive lead has not, however, been forthcoming from the Government about training. Quite where the blame or responsibility rests towards the lack of EWS training is not clear. Blyth and Milner (1989) have suggested that the DES, CCETSW and some of the LEAs must share this.

Nevertheless, members of the EWS supported by external bodies, continue to put forward the case for appropriate training provision. A useful initiative was undertaken by the establishment of the Centre for Education Welfare Studies in 1987, which co-ordinated links between EWSs and academic institutions in Northern England (Blyth and Milner 1990a, pp.4-5). It has been argued that : "...the educational needs of EWOs can best be met within professional social work programmes given that:

- Education social work is provided as a selected area of practice
- the academic curriculum takes account of the specific needs of the education welfare service
- appropriate and high quality practice placements in education social work agencies are available
- opportunities are provided for shared learning with other professional groups concerned with children and their families.

An effective educational programme will only be provided through close working relationships between Education Welfare agencies and academic institutions. Such collaboration underpins Dip. S.W. and we therefore

recommend this be recognised as an appropriate qualification for EWOs" (The Centre for Education Welfare Studies 1989, p.4).

The EWS practice competencies document produced by the Centre for Education Welfare Studies (1989) was referred to CCETSW for final consideration. (Centre for Education Welfare Studies 1990). The paper was supported and accepted by CCETSW and provided the essential text for the publication; 'Preparing for Work in the Education Welfare Service' in the CCETSW Improving Social Work Education and Training series (CCETSW 1992).

The provision of appropriate training is very necessary in terms of EWS staff development and improving practices in working with a range of consumers including schools, other child care agencies, families and children. This is most importantly the case in assisting children to derive maximum benefit from the available education opportunities including the promotion of good school attendance.

Areas of training for the EWS envisaged by the Ralphs Report (1973) and MacMillan (1977) have been implemented in some local education authorities but this has always remained a minority commitment. CCETSW have shown some interest toward EWS training. For example, following an advisory conference on training between CCETSW and NASWE in 1985, CCETSW undertook joint work with education social workers in the Midlands region to produce case study material illustrating education social work (CCETSW 1985). Limited funding has also been forthcoming from CCETSW, for example, towards the production of the statement of competencies document (Centre for Education Studies 1989) and to the EWS Training Advisory Group (TAG) for seminars etc. This group was formed to link together NASWE, ACESW and other related bodies (CCETSW, DFE, HMI, National Childrens Bureau, Society of Education Officers, and representatives from academic institutions) in order to establish a forum to discuss and promote training specific to the role and practices in an education social work setting.

However, with regard to DipSW programmes and placement agency accedition, up to 1990, education social work was excluded from regional discussions on agency accreditation and not a single EWS agency received any CCETSW funding towards accreditation programmes. (Centre for Education Welfare Studies 1990; Dry 1992). A minority of EWS agencies are presently undertaking social work practice placements on a transitional basis (until 1995) but how many of these agencies will acquire accredited status by 1995 is very questionable. CCETSW has long argued that funding for professional qualifying programmes should be available from the DFE which in its turn has left the issue to LEAs to decide. While acknowledging that some LEAs have well supported the EWS in this respect, the majority have paid little, if any, attention to the provision of professional qualifying training. Nevertheless, as in the case of CCETSW, the DFE has contributed a small amount of funding for EWS training. For example, a grant of £10,000 has been given to TAG along with the provision of meeting venues for the group at the DFE Office in London (Training Advisory Group 1993).

Elsewhere local teachers' organisations could press local authorities to put additional resources into the education welfare service for training and development. Teachers have an interest in helping EWOs to obtain training and develop their skills, because: "teachers in all kinds of schools will continue to be asked to teach virtually unteachable children, to turn incipient deviants into socialised beings. Their struggles on behalf of EWOs are also for their own better working conditions and for a better chance for children to benefit from their education" (Fitzherbert 1977, p.82). This is confirmed by Rutherford (1986, p.120) "It is often the disruptive rather than the truanting child who most upsets teachers".

The need for training is supported elsewhere. "It is a service which should attract resources for development and training as the highest professional standards are required in combating educational disadvantage" (Watkins 1978, p.3). Training implications for the EWS have been identified in other studies. For example, in the area of school phobia, it has been argued that EWOs need to acquire more

detailed training in order to provide for better informed judgements and improve their diagnostic skills (Kahn and Nursten 1968; Pritchard 1974).

Training needs are evident at local level in recommendations that there needed to be common and higher standards of management in such matters as records, duty officer systems, professional practice and supervision of fieldwork staff. However, "Despite County Education policy to have a qualified Service" an increase in secondment posts was not supported by the LEA because it was expected that new entrants to the Service would already be social work qualified (Hampshire 1984, p.36; p.22).

Another LEA outlined the need for implementing training and in particular it was argued that if education welfare officers were to become increasingly involved, as was envisaged, in individual, group and family counselling, to resolve problems arising from or causing non-attendance, in close consultation with schools and other agencies, then further training would be needed in most cases. "As Education Welfare Officers are entrusted with responsibilities of helping people at times of stress and decision making, affecting the lives of others, especially children, the public have a legitimate expectation that they will be treated sensitively and sensibly with skill and compassion. It is because of the need to provide a high standard of service that the Certificate of Qualification in Social Work has been accepted as the basic professional qualification for an Education Welfare Officer." In order to fulfil training needs, the need was outlined for an adequate training budget for the EWS which allowed for professional qualifying training, in-service training of management and field staff, provisions of cover, books and equipment (City of Birmingham 1979, p.22).

In a study of several services, Dunn (1987) identified training needs because although a wide range of intervention methods were used by the EWS they were sparsely spread among authorities and further, EWOs who had no training opportunities felt themselves to be at a serious disadvantage. "The picture which therefore emerges, reflecting the methods and skills of intervention employed by the EWS, in dealing with Non-Attendance is one of wide divergence and to some extent confusion"

(Dunn 1987, pp.2-3). It was concluded that fragmentation and lack of training opportunities had led to unevenness in practice and that a nationally recognised training scheme should be implemented which would provide EWOs with the same CCETSW qualification awarded to other social workers.

Greg Pope MP, during a House of Commons debate on the Education Bill, has stated that truancy is a complex problem and that EWOs required professional training (Hansard, 10 November 1992, column 802).

Given the range of evidence presented above, a more consistent service may only be established if standards and training were centrally controlled and funded perhaps in a similar way to that of the probation service. There is also a need for the EWS to continue establishing formal consultative and training links with academic institutions on a national basis. CCETSW have shown some interest and support towards training for the EWS. However, without a commitment for funding from the DFE direct, or by LEAs, or both, it is difficult to envisage significant changes in this area. The DipSW programme offers a positive opportunity for unqualified EWOs to obtain traning in their particular area of practice. However, a number of services will need to rapidly re-vamp their agency if the detailed CCETSW criteria for accredited agency status is to be fulfilled.

8. Professionalisation of the EWS

A common theme identified by this study is that of the professionalism and status of the EWS. This can be viewed in a broader theoretical framework through looking at studies about professionalisation in other occupational areas.

In terms of professionalisation theories, particular issues with regard to the EWS/ESWS can be highlighted. These areas include, for example, identification of commonalities and/or differences within the service covering practices, range of duties, remuneration, status, and

organisational base. Similarly, issues about recruitment policies, qualification and training are relevant to the professionalisation process. In the context of being part of a larger administrative organisation (the LEA) and in the wider field of social work, how and to what extent will the EWS develop? These issues are by no means unique to education welfare. For example, social services residential care staff have tended to be poorly paid and under-qualified and have generally been regarded as the poor relation of fieldwork staff. This area of work has been recently reviewed (The Howe Report 1992).

Presenting a view of the EWS in terms of professionalisation processes is a complex task. Not least because the notion of professionalisation and what constitutes a 'profession' has been and continues to be, the subject of much debate. It has been stated that: "the concrete, historical character of the concept and the many perspectives from which it can legitimately be viewed and from which sense can be made of it, preclude the hope of any widely-accepted definition of general analytic value" (Freidson 1983, p.35). Sociological theories in this area have derived from several competing and conflicting backgrounds, including Marxism, and no 'absolute' properties, in Aristotilian terms, as to what constitutes a 'profession' have been empirically established.

Indeed, theorists have not only approached the notion of a profession as containing certain characteristics or traits. Another research approach has been to look at the types of collective action taken by certain interest groups known as 'professionals' in promoting themselves along lines of remuneration and obtaining a hierarchical status within society. Three main approaches have been outlined in the research of professions and professionalisation:

* The characterisation of professions, professionalism and professionalisation in order to get an adequate ground for classification of occupations and people. It is then taken for granted that professions have their specific place in society and that professionalisation is taking place in a specific way. A proper way to study professional groups is then, often, to examine their history and prehistory.

* The identification of relations/conflicts between a (professional) occupational group and other groups and the overall intentions guiding the actions of the first group against another or several others.
* The examination of the relations of one occupational group, taken to be professional, to other groups during a long time sequence, not in order to follow a 'professionalisation process' but in order to see changes within a 'profession' or in the conditions for professions in society at large (Torstendahl 1990).

Although the above approaches have differing theoretical foundations, they do not necessarily exclude one another. Indeed, it has been argued by Torstendahl that a multi-dimensional cross reference approach is necessary in order to produce a more meaningful and analytical framework involving historical developments in different social settings, traits of being professional and acting professionally, the knowledge base of groups and strategies employed towards exclusivity.

Another problem in researching the 'professions' and the professionalisation process is that of establishing the range of groups that would fall into these areas. For example, professional groups can be viewed in terms of their acquiring particular areas of knowledge, exercising skills, and providing services or products in a particular occupational area. In those terms, a range of occupational groups, reflected particularly in the evolution of trade unions for example, share similar characteristics to those identified with the professions. For example, in the area of acknowledging their 'core jurisdictions' and competing only at the margins, British trade unions, it has been argued, are similar to the professional associations. "Institutes of accountants, for instance, do not organise recruiting drives among barristers, or engineers or doctors" (Burrage 1990, p.170).

What does appear to be a characteristic element within 'professionalisation' is that of an occupational group attempting to create for itself an element of exclusiveness or uniqueness concerning

their role. The motives behind this may contain several or all of the following factors:

* A need for collectivism or protectionism.
* A means of unifying standards and/or pooling or extending their knowledge base.
* Consolidating or increasing their marketability.
* Achieving a higher level of status within society or within a broader occupational setting.
* Acquiring greater influence in terms of more resources and/or remuneration or being given greater rights or powers.

Another way of explaining the professionalisation process is in a sequential cycle of an occupational group going through the following stages: 1. The occupation becomes full time in character; 2. The group lays claim on certain areas and functions which are relevant to the respective occupation; 3. Places for training are provided which become academic institutions or are provided for by an existing university faculty; 4. Teachers at the faculty or/and leading professionals establish a professional organisation which continues to expand; 5. The organisation succeeds in obtaining statutory licence thereby attaining an occupational monopoly; 6. The rules of professional behaviour and conduct are restated and general codes of ethics are deployed which have to be applied by the boards of the profession (Wilensky 1972 cited by Siegrist 1990).

Nevertheless, a profession has been described as being not an occupation but "a means of controlling an occupation. Likewise, professionalisation is a historically specific process which some occupations have undergone at a particular time, rather than a process which certain occupations may always be expected to undergo because of their 'essential' qualities" (Johnson 1972, p.45).

Attempts have been made to explain what is meant by being a profession in terms of presenting a hierarchy of professional organisations. Etzioni (1969), through a collection of essays on teachers, nurses and social workers, applied the notion of 'semi-professionals' to those

occupations in order to distinguish them from the 'fully professional groups', e.g. physicians, lawyers.

Musgrave (1965) looked at teachers and through exploring the areas of: knowledge, control of entry, code of professional conduct, freedom to practise the profession, professional organisations, conditions of service and recognition by the public, concluded that there was a 'teaching profession'. He pointed out, however, that it was in danger of becoming a group of experts employed by the state rather than a profession.

Alternatively, professions have been delineated within a broader societal context, linked to economic factors of the market on the one hand and bureaucratic organisation on the other. This is represented below:

General definition of professions

Free professions	Capital professions	Political professions	State professions	Academic professions
Self-employed physicians, lawyers, accountants engineers, psychologists, etc.	Privately employed engineers, accountants, physicians, lawyers, etc.	Government, political elites, higher civil servants, etc.	Publicly employed physicians, teachers, social workers, psychologists, etc.	Natural and social scientists, scholars of the arts

(Brante (1990, p.85).

It is evident in the present study of the development and contemporary state of the EWS, that professionalisation, both as a temporal process and as a live issue, is a major and reoccurring feature. The EWS is a state driven occupation arising from the creation of a state education system in the last century. In common with several other occupational groups within the state bureaucratic setting, such as teachers, social

workers and nurses, the EWS exhibits very similar, if not exactly the same, aspirations towards 'professional' status. The degree to which those aspirations may or may not be met by the EWS may well differ. Nevertheless, the processes of professionalisation inherent in the EWS possess, in varying degrees, the characteristics outlined by sociologists.

The area of professionalisation was examined by Zeldin (1978). This was much based on evidence from the Ralphs Report (1973) and MacMillan (1977). Zeldin concluded that EWOs were beginning to articulate professional aspirations through identifying and developing specialist knowledge and skills and by testing methods of training. However, an investigation, nationally, needed to be undertaken to make some definite evaluation of the social work task in education.

A code of principles and practice has been jointly produced by the EWS professional associations (ACESW and NASWE 1991). However, the implementation of this has by no means taken place across the EWS nationally. This again reflects the confused and fragmented development towards establishing professional consistency across the Country. Methods of evaluating effectiveness in education social work have been examined. It has been suggested that the EWS can more accurately identify effective practice through establishing performance indicators. "Assertiveness and evidence of effectiveness will ensure that the service is recognised as a vital part of the effort to improve services to children" (Blyth and Milner 1991, p.240).

Another way towards professionalisation has been achieved in other occupations through joint trade union and professional association activities. NASWE and NALGO (now UNISON) launched a national campaign in February 1993 to promote greater awareness of the education welfare service. (NALGO Press Release, 22 February 1993 PR/93/24/100). The outcome of this project remains to be seen. However, Greg Pope, MP tabled a motion in the House of Commons with cross-party support calling for the Government to recognise; "... the valuable and complex work done

by social workers in education and education welfare officers and increase both their number and the amount of professional training they receive." (Hansard, 3 March 1993).

Carlen, Gleeson and Wardhaugh's (1992) recent study on truancy contains implications for education welfare practice and therefore contributes to the discussion about the professionalisation of the EWS. The authors found a 'traditional EWS' with EWOs "... carrying out both social work and policing functions" (p.70) and that change was "... hindered by the traditional organisation of a service which allows wide scope for individual discretion and thus for varying interpretations of official policies" (p. 73). These observations are similar to those made by Pratt and Grimshaw (1985) in their study of the education social work service in Sheffield.

The issue about modernity versus tradition has long prevailed within the EWS and reflects the diverse developments taking place in the service nationally. There are clear implications about a need to identify and implement unified standards of practice if the service is to develop a consistent professional identity.

The DES (now DFE) has emphasised that the main task of the EWS is to promote good attendance at school (DES 1984; 1986; 1991). The EWS, given appropriate training and adequate resources, is strategically well placed to provide a clear agency lead in this area of work through direct intervention, monitoring, liaison and co-ordination roles. For example, the skills of EWOs in interpreting the school to families and vice versa appear to be of particular importance. However, to be effective, the goal of good attendance at school needs to be shared by the various agencies, children and parents. It would seem to be crucial that joint inter-agency training is encouraged in order to promote better co-operation and to clarify the responsibilities of agencies in providing appropriate help to children and their families. This is

supported by Carlen, Gleeson and Wardhaugh's study where issues were identified about inter-agency difficulties in communicating effectively, in not having shared goals and that there were problems of 'ownership' in truancy cases with a 'circle of blame' instigated by agencies in which responsibility for intervention was disputed. This may partly be explained by professionalisation theories in terms of the relations and conflicts between various occupational groups and the varied perceptions and objectives guiding the actions of one agency as opposed to another. (Torstendahl 1990). Some of the tensions between agencies may also be explained by issues about a need for collectivism or protectionism of agency members. However, such positions appear to be at odds with the ethos and duties contained in the Children Act 1989 where inter-agency co-operation is encouraged with the welfare of the child being paramount.

On the specific question of the 'ownership' of cases, Carlen, Gleeson and Wardhaugh found that, on occasions, no school or agency would take responsibility particularly in cases of: pupils excluded permanently from school, traveller children, young people in care, and school age mothers (p. 113). It may be the case that issues about increasing marketability resulting from Government policies have now become prominent factors for some agencies and schools in terms of their budgets and/or status enhancement. Work with these client groups, therefore, may appear unattractive in terms of the quantity of effort, skills and resources that may be required. For example, with the introduction of school league tables by the Government, some schools may prefer to focus efforts on promoting good examination results as a visible way of demonstrating a successful image. Nevertheless, these children are often among the most vulnerable, disadvantaged and alienated and may be most in need of sensitive and skilled help and support from child care agencies and schools. EWS involvement in some of these areas is evidenced in Chapters IV, V and VI of the present study.

It may be that the difficulty that the EWS has in sustaining its professional integrity is a function of its "semi-professional" status as defined by Etzioni (1969). In its advocacy role on behalf of children and parents, the EWS often finds itself among competing and powerful interest groups in education, for example headteachers and senior administrators. In this sense, the EWS may occupy a similar position to that of hospital social workers in relation to the medical profession. It has been suggested elsewhere that the EWS could enhance its position through asserting its effectiveness by using performance indicators (Blyth and Milner 1991).

Other studies have outlined that skilled, planned and sometimes imaginative approaches have been undertaken by EWOs/ESWs in carrying out their work. Methods have included, for example, a variety of counselling techniques, groupwork, social skills training and challenging what takes place in school on behalf of individual pupils. (Centre For Education Welfare Studies 1989; City of Birmingham 1979; 1980; Clark 1976; DES 1986; 1989a; 1989b; Dunn 1987; Hampshire County Council 1984; MacMillan 1977).

The EWS can play a valuable role in facilitating school and community relationships and help to promote collaborative partnerships to break down barriers. As well as its specifically focused work with children and families, EWOs can play an important role by sharing their observations and views on inadequacies within the school system. The EWS task in promoting good school attendance is important both in working towards supporting children's levels of attainment and in ensuring that children have a continuity of education. In this respect, the EWS, with adequate training and resources, may be especially well placed to help children in care to receive and take up appropriate, quality education provision. This could alleviate many of the difficulties faced by this group of children in maintaining educational continuity and 'normalisation' processes.

Carlen, Gleeson and Wardhaugh's study provides evidence that truants were being targeted upon grounds of class, cultural discrimination generally and on gender in particular. There was also some evidence of poor practice, stereotyping and labelling of clients. In terms of professionalism, such practices are not only unethical but are also in conflict with existing legislation and local authority policies. These practices should form no part of a service whose aim should be to enable and empower children to benefit from educational opportunities as well as to promote children's welfare.

The EWS carries out statutory duties regarding school attendance issues (as does the probation service with the supervision of offenders and social service with, for example, care proceedings). The legal context should, in theory, offer safeguards for client and worker alike where the rights, protection and welfare of the child are of primary concern. Children have a legal right to receive education and further, to be able to take up this provision in an appropriate and safe environment. Good practice by EWOs should ensure as far as possible, that a child attends school not merely for the sake of attendance but because the child is receiving education (along with secondary socialisation) appropriate to her/his age, ability and aptitude.

In addition, the child should be fit to attend and as Gant (1991) has stated, the EWS should promote equal opportunities through education and by operating itself in an anti-discriminatory way. An availability of funding for all EWOs to undertake a DipSW programme (which includes values in social work such as anti-discriminatory practice) would help to address these issues.

However, the prevailing economic climate with high levels of unemployment over the past decade along with political emphasis on market forces on the one hand and social control on the other, presents both uncertainties and challenges for the EWS in the development and performance of its role.

The evidence from the literature from a wide range of perspectives, clearly indicates that the national picture of the EWS is of an agency that has been developed in a fragmented, un-coordinated way. The range of tasks, both in quantity and quality, has differed traditionally, (sometimes greatly) between authorities and even within the same authority. This raises questions about the equity of service provided to consumers as well as that of professional standards. The professionalisation of the EWS has been persistently raised in the literature and continues to be an issue.

Historically, the central role of the EWS has been identified by all the major stakeholders as being in or around the area of school attendance. However, how this role is best fulfilled, in terms of practice, ethics and in the broader context of EWS duties has always been questionable.

Difficulties in presenting a coherent and comprehensive picture of the service have been demonstrated by various sources through prevailing local differences in the organisation and structure of services along with poor documentation in several areas. Even where attempts have been made to formulate common guidelines or practices on a national basis, there is no evidence to suggest that these have been taken up universally.

Further evidence of service inconsistency is provided in the areas of: working methods; between 'modernity versus traditionalism'; wide variations of pay and qualifications; varying pupil/EWO ratios between LEAs and training is fragmented and frequently under-funded. Different stages of development between services are evident. Several years can elapse before one EWS reaches a similar stage of development to another and some EWSs appear to show little development at all in certain areas. For example, some EWSs have a nearly qualified social work service whereas other EWSs have few qualified social workers if at all. Even the title of the agency is different among local authorities between 'education welfare service' and 'education social work service'.

Some consumer views of the service are present in the literature, predominately schoolteacher and headteacher perspectives. However, there is seldom any viewpoint from children and parents, who are major consumers of the service. Carlen, Gleeson and Wardhaugh (1992) and Grimshaw and Pratt (1984) are among the few exceptions. White (1983) has produced a study of young persons perceptions of their school lives, however the EWS does not appear in the study. Work with ethnic minority groups is barely reported in the literature (this would include travellers where specific legislation with regard to school attendance is cited in the Education Act 1944). Similarly, EWS work with special needs pupils, excluded pupils and schoolgirl mothers is little evidenced.

A confusing picture of the service, nationally, is presented and has yet to be addressed, explicitly and positively, by the Government. Within the service, uncertainties about its role and future development continue to exist. The phasing in of local management of schools and the efforts by the Government to increase the number of grant maintained schools reinforce this uncertainty. Issues of training, pay and lack of national policy towards defining and directing the role as a social work service within an education context, persist. Many members of the service, through its two professional associations, have advocated for statutory recognition with Central Government oversight of its role in terms of duties, practice and training requirements.

There are clear policy related issues for the service. Given recent Government initiatives to deal with truancy, to what extent is the service able to fulfil its duties in this area given the wider aspects of its role? If wide variations between services emerge from the present research, how consistent and equitable can service delivery be regarded? To what extent is the EWS adequately resourced to meet referral demands? A recent study has concluded that the EWS "has long been and is likely to remain, an underdeveloped service, responding in varied ways to immediate needs and priorities, but lacking in a coherent, well-developed structure" (Wardhaugh 1990, p.761).

The preceding literature review has provided evidence that there is a need for updating basic information about the role and organisation of the EWS nationally. The following chapters address this need through a large scale national survey which is complemented by an in-depth local study which includes case study material and perspectives about the EWS from its fieldworkers and managers.

CHAPTER III

METHODOLOGY

METHODOLOGY

Introduction

In the previous chapter, several issues concerning the EWS were identified about its organisation, role, duties and its professional development. A major feature is of a service that has developed, nationally, in a fragmented and largely unco-ordinated way. Different role perspectives are evident and even given varying stages of development between services, the role is nevertheless complex and multi-faceted. A common thread running through all services is that of undertaking statutory duties on behalf of LEAs. However, how these duties are carried out and with what resources differs between authorities.

One way of looking at the agency is to ask : "What does the service provide, for whom, how and why?" In order to seek some answers to this, contemporary evidence of the organisation and its role is required.

The present study was undertaken to seek this evidence using research both at macro and micro levels; a national survey using a questionnaire approach and a local study using questionnaire, taped group discussions and case study approaches.

The national survey : a questionnaire approach

Through a range of enquiries and a review of the literature, it was established that an up to date comprehensive picture of the service, nationally, did not exist. NASWE had conducted surveys of the EWS (NASWE, June 1985, pp 5-7; March 1991, pp 27-8). The later survey outlined education welfare national gradings based on 78 services (including Northern Ireland and Scotland) and produced data showing number of EWOs, those social work qualified, and levels of remuneration. The results showed wide variations between services in staffing levels, ratio of qualified social workers employed and

substantial differences in levels of pay. However, not since MacMillan's 1970 survey had a detailed survey examining organisation, duties and role perspectives been undertaken. The main aims of the present national survey were to:

* Look at developments that had taken place since the Ralphs Report (1973) and MacMillan's survey (1970).

* Establish to what extent features of the service are congruous between authorities.

* Provide evidence as to the range of duties actually undertaken by services and what Central Government documents were stating about the role of the service.

Leaving aside an in-depth or wider analysis of the role of the EWS, actually gathering together a significant amount of basic evidence about the service would be a considerable and time consuming undertaking. For example, prior to the research, the exact number of services and where they were situated was not known. Even the title of services throughout England and Wales was uncertain. i.e. In this present work should the general reference to the service be 'education welfare service' or 'education social work service'? Also what, if any, other title(s) did the service have?

From the outset, despite its naturalistic appeal, an ethnographic method of research as to the role and organisation of the service, nationally, was disregarded. The main reasons for this were that it would be too time-intensive and financially prohibitive, given the limited time scale and resources available to the researcher. Also, a major aim of the research was to obtain numerical data about the agency on a national basis rather than specifically seeking attitudinal and behavioural factors within and between services.

Finally, if an ethnographic approach had been undertaken, factors of time scale, economics and geography, would have limited the research

to a very small sample of services. Other studies in this field have been undertaken using an ethnographic method each based in a single local authority (Pratt and Grimshaw 1985; Carlen, Gleeson and Wardhaugh 1992). While not questioning the validity of those research projects within their own local contexts, it is nevertheless questionable as to how typical those two services were in the context of 117 LEAs in England and Wales.

Neither was an experimental research design used in this study because the purpose was not to seek cause and effect relationships, but to gather information for comparison and analysis.

A questionnaire approach therefore was regarded as being the most appropriate method of obtaining information about the service in England and Wales. This was taking into account such factors as economic costs, logistic problems (e.g. geographical distances), and expediency, in terms of time-scale in collecting, collating and analysing the data. It was decided to undertake the survey based on England and Wales only, as Northern Ireland and Scotland have some different and distinctive features in their education systems.

Sampling

The objective in carrying out the questionnaire approach may be regarded by some as audacious. Namely, to emulate The Census in terms of its attempts to achieve a 100 per cent sample survey. In short, to provide a complete enumeration of the entire EWS in England and Wales. If this objective was obtained then this could provide the most detailed and comprehensive survey of the service to date.

In summary, the main advantage of using a survey approach, was to collect and collate a lot of information relatively economically and quickly. By gathering this comparable information, the researcher could go beyond mere descriptions of the phenomena and seek patterns in the data. For example, does the size or title or geographical location etc., of the service have any bearing on the range of duties

it carries out? The chief disadvantages, however, of using a survey approach were that subtle differences between agencies would not be identified, neither too would certain qualitative aspects. For example, to a question such as 'Does your agency offer counselling to children in schools?' it is not possible to ascertain from the response the quality or detail of the counselling being provided. Similarly, definitions and interpretations about what constitutes 'counselling' may differ between respondents.

The design and contents of the questionnaire required that the respondents replied to a number of fixed questions under comparable conditions and were derived from the following:

* The questionnaires used in previous studies of the service by MacMillan 1970 and Dunn 1986.

* A review of the literature including official documents from central administration.

* Discussions, both formal and informal, over several months, with EWS personnel at various levels and with different ranges of experience.

* Theoretical frameworks for questionnaire design from a variety of publications on research methods (e.g. Berger and Patchner, 1988).

The questionnaire was designed to enable a wide range of data to be gathered while aiming at a high level of response. To assist this, a closed question approach was essentially used. However, provision was made throughout the sections of the questionnaire for additional comments by respondents. The questions were not pre-coded for the purpose of collating the data. However, in general, answer boxes and spaces were placed on the extreme right of the questionnaire to allow for relatively easy extraction of the data at a later stage.

Before being despatched, each questionnaire was given an individual code number so that replies could be recorded on a master list and non-respondents could be identified and follow-up questionnaires sent.

During late summer 1991, a pilot questionnaire along with a separate response sheet (Appendix 3) was sent to each of the Divisional Education Welfare Offices in Hampshire. Positive feedback was received from that exercise and following some minor amendments, questionnaires were sent out to the 117 LEAs in England and Wales in September 1991, along with a covering letter (Appendix 2) and a stamped addressed envelope. Where known, the questionnaires were sent direct to the head of the EWS/ESWS in each authority. Where not known, or a head of service did not exist, questionnaires were sent to the Chief Education Officer of the authority. Names and addresses of LEAs were obtained using two education directories (Education Directory 1991 and The Education Year Book 1992).

The initial cut-off date for returning the questionnaire was 10 October 1991. (Most theoretical indications in research methods literature suggested allowing no more than about three weeks for questionnaires to be completed and returned). By 10 October, a response rate of 61 per cent had been established. On 11 October, a follow-up questionnaire was sent to those LEAs that had not responded. By the beginning of November over 85 per cent of LEAs had completed and returned the questionnaire. A final follow-up was undertaken by a telephone call to heads of EWS/ESWS where questionnaires had not been returned. By the beginning of December, a 93.8 per cent response rate had been established. 107 LEAs out of 114 had returned completed questionnaires (114 LEAs became the final target sample not 117 LEAs. Three LEAs were excluded from the sample, see Chapter IV). Later in December, three more questionnaires were returned (the final one arrived on Christmas Eve) giving a final response rate of 96.4 per cent, i.e. 110 LEAs had taken part in the survey.

The achievement of this high level of response is discussed at the end of this chapter. Of the four LEAs who did not take part in the

survey, one wrote and declined to take part on the grounds that the LEA was too busy and only responded to outside research requested by Central Government. The remaining three LEAs gave no written response although the principal officers of each of the services provided verbal information regarding the numbers of ESWs/EWOs employed and the title of the service and its fieldworkers.

The data from the questionnaires was initially collated and processed using a hand drawn coded grid method devised by the researcher. This was useful in providing an overall visual picture of the data and was used later to cross check entries and totals when the data was entered from the questionnaires onto a computer data base for wider comparison and cross tabulation.

It is to be noted that four LEAs (all county LEAs in England) returned several questionnaires based upon divisions or areas within their authority. The researcher collated these questionnaires to provide an overall picture of the service in each authority as a whole. Some differences in organisation and work areas was identified between areas or divisions. Where differences were evident, an average figure or majority description was used to represent the service in that authority as a whole.

In mid-December, 1991, a brief summary of the results of the survey based on 107 respondents (three more LEAs responded after the data had been initially collated) was sent to all LEAs who participated in the questionnaire approach.

During the first half of 1992, the questionnaire data was entered on a computer data base. The data was essentially processed on the basis of totalling up the various information contained in each section of the questionnaire and then presenting the total data in terms of number of LEAs or as percentages of the whole (110 respondents).

In part, some comparison between the survey overall (110) and England counties only (38) was undertaken. It would have been possible, from

the data base, for the researcher to have made this comparison throughout the survey, but that would have greatly enlarged this study beyond its original aims. Equally, data could have been presented on a regional basis and substantial cross tabulation of the data could have been undertaken. Nevertheless, the collation and analysis of data in its present form comprises a major study alone.
In addition, by using the staffing levels of each service from the questionnaire and the pupil population in LEAs, taken from another source, CIPFA, an EWO/pupil ratio was identified throughout England and Wales.

The Local Study : Hampshire Education Welfare Service

Instruments
questionnaire
taped group discussions
case studies

Questionnaire approach

The main aims of the local questionnaire were to:

* Provide a picture of one service in terms of its personnel, specific work areas, and training aspects.

* Give a more detailed insight into one service than could be gained from the national survey, but which nevertheless could be linked broadly, to the national survey.

* Provide evidence of who comprises the service in terms of age, gender, previous career, qualifications, etc.

* See to what extent the service across the LEA had commonalities and differences.

The questionnaire was designed so that every member of the EWS, regardless of position in the organisation, could take part. Discussions, both formal and informal took place with a number of agency personnel prior to pilot questionnaires being sent to the Divisional EWOs and to a team of EWOs in the South East Division. Having received a positive response from the pilot schemes, a questionnaire (Appendix 4) with an explanatory letter (Appendix 5) was sent, through Hampshire County Council internal postal system, to all 91 members of the service on 14 February 1992. A return date was given as 4 March 1992 and by that date a response rate of 67 per cent was established. On 9 March 1992 a follow up questionnaire was sent to personnel who had not responded to the original and by the end of March 1992, a final response rate of 85.7 per cent was achieved, i.e. 78 out of 91 personnel had taken part in the questionnaire approach.

As with the national survey questionnaire, many of the design features of the local questionnaire were for similar reasons. The questions were not pre-coded although each questionnaire was coded so that position in agency and the Division could be identified both for later collation and analysis and also, non-respondents to the original questionnaire could be followed up. The data was processed manually, using a hand drawn coded grid designed by the researcher. Unlike the national survey, a computer data base was not used for the local questionnaire.

All the data was collated on the basis of the EWS across the LEA as a whole and in terms of each Division for comparative purposes. A summary of the results of the local survey was sent to each of the four Divisional Education Welfare Officers with a request that a copy be distributed for information to all members of staff.

Taped group discussions

The main aims of this approach were to:

* Complement, in qualitative detail, the local questionnaire

* Provide members of the EWS, across all levels and from each Division, with an opportunity to provide their perspective of the service in several areas

* See to what extent differences and commonalities emerged in terms of position in the agency and across Divisions.

The theoretical basis on which the taped interviews were set up was derived from a focus group approach (Krueger, 1988). The original intention of the researcher was to arrange to hold equally sized group meetings of four personnel. Each member would be from one of the four Divisions and would hold an equivalent position within the agency.

However, due to problems involving logistics, time, and other commitments, e.g. difficulties in arranging meetings and everyone actually turning up as arranged, the researcher was unable to achieve the original aimed for format. Nevertheless several meetings were held during the period April to June 1992 when staff from each Division and at all levels in the agency took part, but not necessarily in the intended groups of four.

Six meetings took place between April and June 1992 which involved four Divisional EWOs (three male; one female); six Team Managers/SEWOs (five male; one female); seven EWOs (three male; four female - four were qualified, three were unqualified social workers).

Meetings were held on 29 April 1992 (four DEWOs); 30 April 1992 (two SEWOs); 11 May 1992 (three SEWOs); 21 May 1992 (one SEWO); 21 May 1992 (four EWOs) and 9 June 1992 (three EWOs). All the meetings lasted approximately one hour, except one individual interview (21 May 1992) which lasted approximately half an hour.

The format of the tape recorded meetings was that the researcher asked eight pre-set questions (Appendix 6) during the course of each

session. Exactly the same set of questions were used for all meetings. The researcher encouraged participants to make comments and discuss issues arising from the questions. The researcher took no part in the discussions except to try to ensure that all participants were able to contribute, roughly equally, to the discussion. Generally the researcher only provided direction during the meeting when moving on to another question or when a lengthy deviation from the subject matter was evident, or a participant was 'monopolising' the discussion. This was the method used in all the meetings except that held on 21 May 1992 with the SEWO (Team Manager) from Central Division which, of necessity, took the form of a face to face interview.

All the meetings were tape-recorded and every participant had been consulted beforehand and consented to this technique being employed. In addition the researcher took notes during the discussions. This was done for three reasons; firstly, as a role part, secondly, to note some main points, and thirdly, as a safeguard in case the quality of the tape recording was poor or the machine failed to operate.

All meetings reached a successful conclusion and were conducted in a relaxed, but focused atmosphere. Positive comments were received from several participants that they found the sessions 'enjoyable' and/or 'interesting' and that it provided an opportunity for personnel from different Divisions to meet and discuss matters of mutual concern and interest. A number of the participants from different Divisions (except the DEWOs, who already met regularly) had never previously met. In summary, the main aims of the taped group discussions were achieved in that qualitative perspectives of the EWS, both across Divisions and levels of position within the agency, were obtained. The intention was to produce full transcripts of all meetings. However, due to limited resources, time and skills in this area, this was not accomplished. Instead, all the tapes of the meetings were listened to carefully and

common themes, as well as differences, were noted. Those commonalities and differences are outlined in Chapter V and are supported using quotations from the discussions. Difficulties in producing full transcripts of the meetings are discussed later in this chapter.

The case study approach

The main aims of this approach were to:

* provide evidence of work that the service actually undertakes

* illustrate not only the range of work, but also the complexities involved in the work of EWOs

* to show in more detail the range of skills which EWOs believe are necessary in carrying out their role

The case studies were provided by a team of EWOs situated in the South East Division of the LEA. The EWOs were equally divided between male and female, and mostly, were unqualified social workers. The researcher provided guidelines as to the format of the case study examples including ethics of client confidentiality. Project guidelines and EWO participation were established through the researcher meeting with the team of EWOs and providing written examples of how the case studies might be presented. As far as possible the researcher has left the case studies in their original form to reflect the 'live' perceptions of the EWOs concerned. Editing has taken place only to shorten some of the material and to make easier comparison between cases. The researcher had full access to subjects case files. The case study material was provided during the period June - August 1992.

The case study approach has been used in studies of the EWS by other researchers as a valid method of obtaining qualitative data (Carlen,

Gleeson and Wardhaugh, 1992; MacMillan, 1977; Pratt and Grimshaw, 1985).

A problem in using a small number of case study examples lies precisely and inherently in that, a small number. For example, is the sample representative of the whole? Does the sample demonstrate a 'normal' work pattern or is it exceptional? However, what is evident, regardless of the total work area, is that the EWOs were actually involved in the cited cases and evidence is therefore provided about a range of activities that the EWS was engaged in.

Comments about the methodology

Use of literature sources

A major difficulty in undertaking research into the organisation, role and duties of the education welfare/education social work service, nationally, rests in the fact that little evidence is available about the service either in published books or in academic research papers. In one sense therefore, it may be argued that, an inviting fertile field is available in which to conduct research in this area. While acknowledging this, it also necessitated considerable spadework in order to provide even basic evidence about the nature of the service.

For example, prior to this study, it was not known, with any accuracy, what different titles were allocated to services across England and Wales, how many of the 117 LEAs possessed a service and the range of duties undertaken by the various services could only be guessed at. Where previous studies had been undertaken into the service, many were barely contemporary and those that were, focused around a single, or a very small number of authorities. This brings into question how representative of the whole, were the findings of localised studies? In order to provide more detailed evidence about the service, nationally, this study has extended its literature search across a wide field. Apart from looking at the evidence from Central

Government papers in the form of legislation, policy documents, guidance circulars, etc., (which present an official viewpoint) evidence from members of the service itself has been obtained. Primary source material in the form of internal reports from the two largest services in England and Wales, (Birmingham and Hampshire) have been used to provide 'active' evidence of the development of education welfare services. Papers and journals produced by the service's two professional associations have also been invaluable sources. They are sources that appear to have been frequently neglected by researchers in this field.

The national survey questionnaire approach

Given the number of questionnaire respondents (potentially 117) and the size of questionnaires (15 separate sections comprising a large number of individual entries) the collection, collation and analysis of data was a considerable task. In terms of obtaining a high response rate the questionnaire approach was successful.

The reasons behind the high response rate (96.4 per cent) are not clear although the following factors may be guessed at:

* That there was a significant interest in the future development of the service by EWSs/LEAs.

* That the degree of activity by Central Government towards changes in LEAs provided a background and impetus towards interest in the questionnaire.

* That the research was being carried out by a member of its own organisation.

* That the purpose of the questionnaire was made explicit along with a commitment to provide results. (Prior to this study, detailed evidence about the service, nationally, was not available and several respondents may have been interested to know what was happening elsewhere and to what extent their own organisation was similar or different to the national picture).

It is not proposed to explore factors such as the details of the covering letter or questionnaire design. Others can judge the merits or demerits of these (Appendices 1 and 2). It may well be the case that sending the questionnaires direct, where possible, to a named person along with enclosing a stamped addressed envelope were more significant factors.

An important reason for achieving the high response rate was that a persistent and consistent, carefully recorded, follow-up approach was used. Even allowing for late returns of original questionnaires up to one third of the total returns probably resulted from the follow-up process.

Data processing

Given the resourcing and time constraints upon the researcher, the main aim of presenting a detailed picture of the service, nationally, was achieved. However, were it not for these constraints, an even more detailed research project could have emerged.

For example, the data could have provided detailed evidence about services based on a range of variables, including geographical location, size of organisation, recruitment policies, types of training available, etc. An interesting hypothesis, for example, using the data could have been that; 'services with a high proportion of qualified social work staff are significantly more likely to undertake a range of skilled interventionist tasks, whereas services with no qualified social work staff are significantly more likely to undertake tasks of an administrative nature'. Substantially more cross tabulation of the data may well have provided answers to this and other questions.

Criticisms of the questionnaire method

Although the use of a questionnaire was deemed to be the most appropriate way of obtaining data on the service, nationally, this approach nevertheless contains several weaknesses. Firstly, qualitative data highlighting subtle differences both between services and within the same service is not evident from the questionnaire. Secondly, in the case of some of the questions contained in the questionnaire, different interpretations may be made by respondents as to certain concepts. For example, what is meant by the term 'counselling'? Similarly, what is meant by the term 'actively engaged'? Thirdly, attempts by the researcher to quantify certain levels of work involvement through using the questionnaire are open to some differing perceptions by the respondents. For example, in using a scale of terms such as 'very frequently'; 'often'; 'seldom' and 'not at all', only the latter term would not be open to subjective judgement. The remaining three terms are open to individual evaluation as to the rates of frequency, e.g. one respondent may regard weekly involvement as 'very frequently'; monthly involvement as 'often'; and 'seldom' annually. Another respondent may regard daily involvement as 'very frequently'; weekly involvement as 'often' and monthly involvement as 'seldom'. In hindsight, the researcher may have defined better the categories in terms of each having a set time scale, e.g. at least weekly, at least monthly, quarterly or less. The reason this was not done was in order to allow for more expediency of answer on the part of respondents and not deter respondents from completing the questionnaire section through constraints of being more precise. In the event, the results from this section of the questionnaire can still be used on the basis of the categories used, in which respondents themselves perceived the rate of frequency in terms of their own organisation.

Fourthly, the use of the questionnaire in assimilating numerical data, for instance, only provides information as to **what** is there. It does not necessarily explain **how** or **why** a given situation is present. For example, the referral section of the questionnaire provides evidence of rates of referral and where the referrals originated. What the

information does not indicate is **why** more referrals arise from one source as opposed to another. Neither does it provide evidence as to the qualitative nature of the referral in terms of complexity, for example.

The above criticisms about the questionnaire approach are by no means exhaustive. Neither are they exclusive to this present study alone. It is nevertheless useful to acknowledge awareness of some of the fallibilities in undertaking social science research and in some small way, provide pointers to future researchers as to likely pit-falls.

The local study approach

Three distinct methods were employed in undertaking the local study:

* a local questionnaire
* taped group discussions
* case studies

Local questionnaire

Many of the points already raised with regard to the national survey questionnaire can be similarly discussed with regard to the local questionnaire. Rather than duplicate this discussion, this area will be omitted and attention will instead be focused upon the taped group interviews and the case studies.

The taped group discussions

This method involving active participation with small subject groups was variously interesting, stimulating and dynamic. In terms of obtaining qualitative evidence, the outcome was successful. However, the organisation skills and time required to establish the various groups was substantial. This being said, the transcribing of the tape recording into the written word, arranging and collating the material into an intelligible format (along with ensuring accuracy, fair balance of reporting and a representative summary of the discussions) presented a major task. An 'ideal' would have been to have

transcribed all the meetings in full. However, the resources and the skill of the researcher in doing this, were in various stages of short supply. Instead, the tape recordings were carefully listened to and the main themes and issues were noted. Over a period lasting several weeks, sample quotes were transcribed that illustrated main themes and issues. These were then collated and arranged so as to present evidence that reflected an accuracy and balance of the discussions held. This took account of evidence from all the meetings, level of position in the agency, gender of participants and Divisional Office in which based. A criticism of using quotes from taped group discussions arises not from the quotes themselves, which are accurately reported, but that some of the live context is lost. For example in terms of tone, emphasis, whether sad or humorous, flippant or serious.

The case study approach

Case study examples have been extensively used by social science researchers as a valid means of obtaining qualitative evidence. For example, in studies of education welfare services by Carlen, Gleeson and Wardhaugh, 1992; MacMillan, 1977; Pratt and Grimshaw, 1985.

This method was used in the present study in order to provide detailed evidence about the work of EWOs. In providing 'real life' examples of casework held by EWOs the aim of using this material was achieved. However, the use of case material does present problems. Leaving aside the issue of client confidentiality (which in this study was well preserved), the fact that only twelve case examples were used raises questions about how representative are they in illustrating the overall casework pattern of the EWOs? Given this, what definite conclusion(s) could therefore be reached? In short, criticisms could be made about the case studies being anecdotal or merely descriptive. The following points counter those criticisms. Firstly, the case studies serve to support other methodological evidence used in this study. The case studies were not intended to stand alone as the main evidence. Secondly, the case study material was selected by EWOs

themselves. The researcher requested that "examples of representative casework be provided". Thirdly, whether 'representative' or not, the case examples **do** illustrate actual work involvement by EWOs. Fourthly, the researcher did have full access to client case files to verify and cross-check the case study examples.

Summary

The methodology used in this study has achieved (at least) two positive outcomes. Firstly, that of providing wide ranging detailed evidence, much of which was previously unknown, about the education welfare/education social work service both through a national and a local study. This has been achieved by obtaining evidence based upon high levels of response rate (national survey 96.4 per cent and local questionnaires 85.7 per cent) and representative subject participation (taped group discussions). Secondly, that this study has resulted in the most detailed and contemporary perspective of its type available on the service nationally. The following two chapters present the results from the national survey and the local study respectively.

CHAPTER IV

PRESENTATION OF THE DATA 1

THE NATIONAL SURVEY

PRESENTATION OF THE DATA
THE NATIONAL SURVEY

Questionnaire to EWS/ESWS in England and Wales

The data presented in this chapter is based upon a national survey of the EWS/ESWS in England and Wales using a questionnaire approach. There are 117 local education authorities in England and Wales of which three LEAs were excluded from the survey for the following reasons:

* City of London is in a unique position, having a large business community and a very small residential population. Only one education welfare officer is employed (part-time, 0.8) by the LEA and for statistical reasons is not included in the survey.

* Isles of Scilly do not have an EWS/ESWS.

* Somerset County Council do not have an EWS/ESWS. Education social work is undertaken by social services.

Response rate

The national survey is therefore based on a figure of 'N' = 114 of which a response rate of 96.4 per cent was established, i.e. 110 LEAs took part in a questionnaire response. The results of the national survey, except where specified, are based on data from 110 LEAs.

TABLE 1

	TOTAL NUMBER OF LEAs	NUMBER OF RESPONDENTS
ENGLAND COUNTIES	38	38
GREATER MANCHESTER	10	9
LONDON BOROUGHS	32	32
MERSEYSIDE	5	4
SOUTH YORKSHIRE	4	4
TYNE AND WEAR	5	4
WALES	8	8
WEST MIDLANDS	7	6
WEST YORKSHIRE	5	5
	114	110

In part, some comparison of the data has been made between the survey overall (110) and England counties (38). The findings are presented as follows in order to allow for easy cross reference to the questionnaire used for the survey (Appendix 1). A summary and discussion of the main findings is presented in a wider context in Chapter VI.

Title of agency and fieldworkers

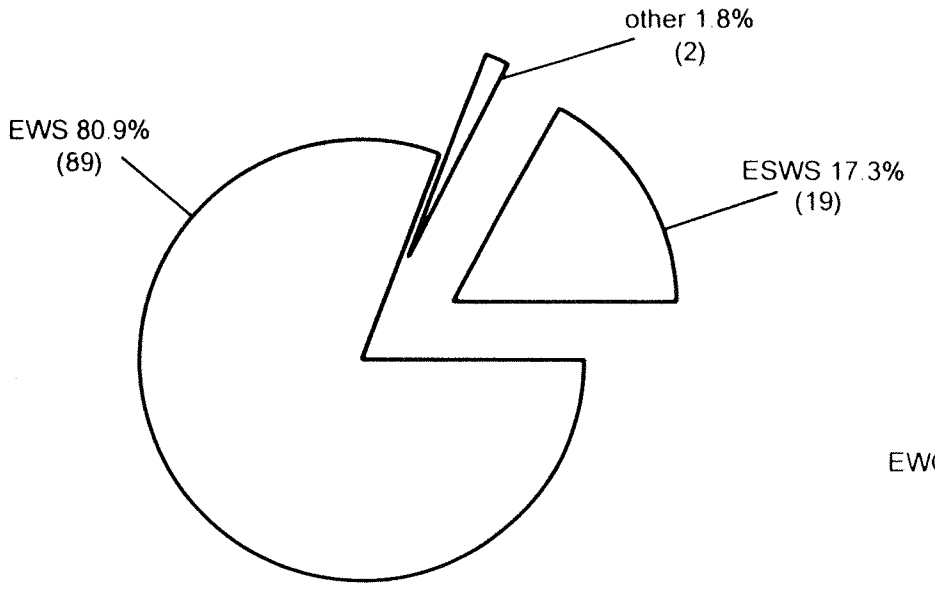
The majority of services, a little over four-fifths, are described as the education welfare service (EWS) and its fieldworker staff are education welfare officers (EWOs).

Nearly one-fifth of services are designated education social work service (ESWS) and its fieldworkers, education social workers (ESWs). (Fig. 1a)

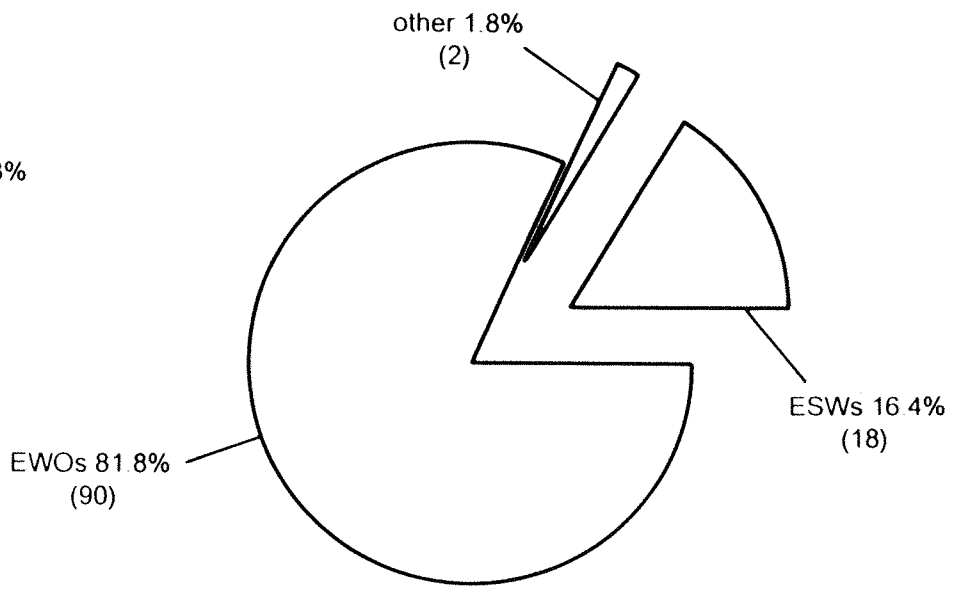
'education welfare' and 'education welfare officers' are more traditional, established titles describing the service and its personnel. The introduction of the term 'education social work' by some LEAs reflects the finding in the Ralphs Report (1973) that: "... the job of the education welfare officer is essentially that of a social worker." (see page 25, Chapter II in this study) and is an explicit acknowledgement of the social work role of the service. In addition, it can be argued that an element of modernity has been introduced, possibly alongside issues of status and recruitment policy.

However, caution needs to be exercised in drawing conclusions from the agency title alone. For example, cross tabulation of the data showed that there is not necessarily a direct correlation between the title of the service and its staff and the proportion of qualified social workers employed in that service. i.e. The highest proportion of qualified social workers in a service are in an education welfare service. Conversely, some of the services titled 'education social

Figure 1a Titles of agency and fieldworkers



agency

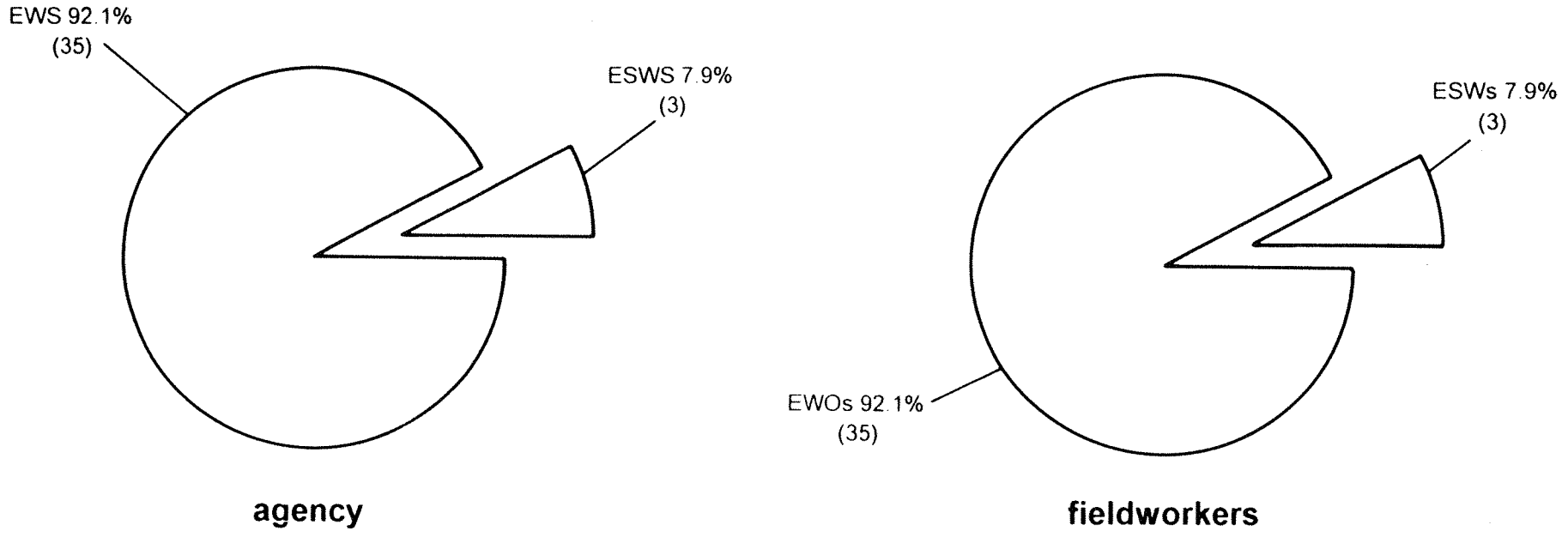


fieldworkers

EWS = Education Welfare Service
ESWS = Education Social Work Service
ESWs = Education Social Workers
EWOs = Education Welfare Officers

Based on survey overall (110) (Figures in parentheses = No of LEAs)

Figure 1b Titles of agency and fieldworkers



EWS = Education Welfare Service
ESWS = Education Social Work Service
ESWs = Education Social Workers
EWOs = Education Welfare Officers

Based on England counties (38) (Figures in parentheses = No. of LEAs)

work service' have no qualified social workers at all. Similarly, types and ranges of tasks, intervention methods, etc., are not necessarily synonymous with one type of title as opposed to the other. What is conclusive is that it is valid to refer to the service, generally, as the education welfare service, while acknowledging that there is a movement among a significant minority of LEAs towards designating the service as an education social work service.

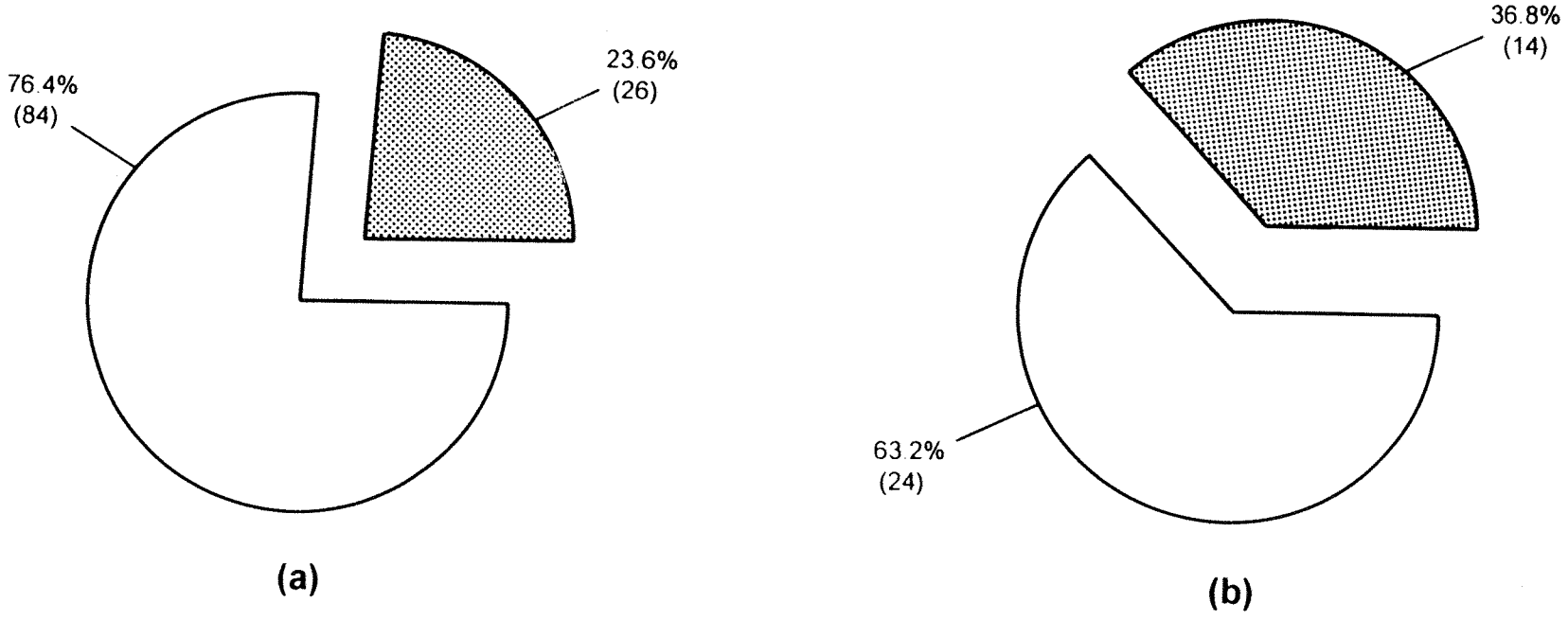
Fig.1b presents the title of the service and its fieldworkers in England counties only (38). Here, over nine-tenths of services are titled 'education welfare service' and its staff as 'education welfare officers'. From this, it can be concluded that the trend, in terms of number of services, towards changing the title to education social work(ers) is lower among England counties than in the survey overall. An assumption may be that a more traditional concept prevails in England counties than is present among a number of the borough councils.

EWS/ESWS agencies that have a head of service specifically within the agency

Nationally, over three quarters of services have a head of service specifically within the agency (Fig. 2). In comparison, in England counties, only two-thirds do so (Fig. 2)

That nearly a quarter of services, nationally, do not have a head of service demonstrates different organisational structures and carries implications which raise several questions. One implication is that services without a head may lack a voice in the wider structure of the education management organisation. Questions about not having a head of service are numerous but would include, for example:
Is it for reason(s) of tradition, power, cost? How is the service led, monitored, supervised? How, or to what extent, does the service operate in a uniform, standardised equitable way across all the authority?

Figure 2 EWS/ESWS agencies that have a head of service SPECIFICALLY WITHIN the agency

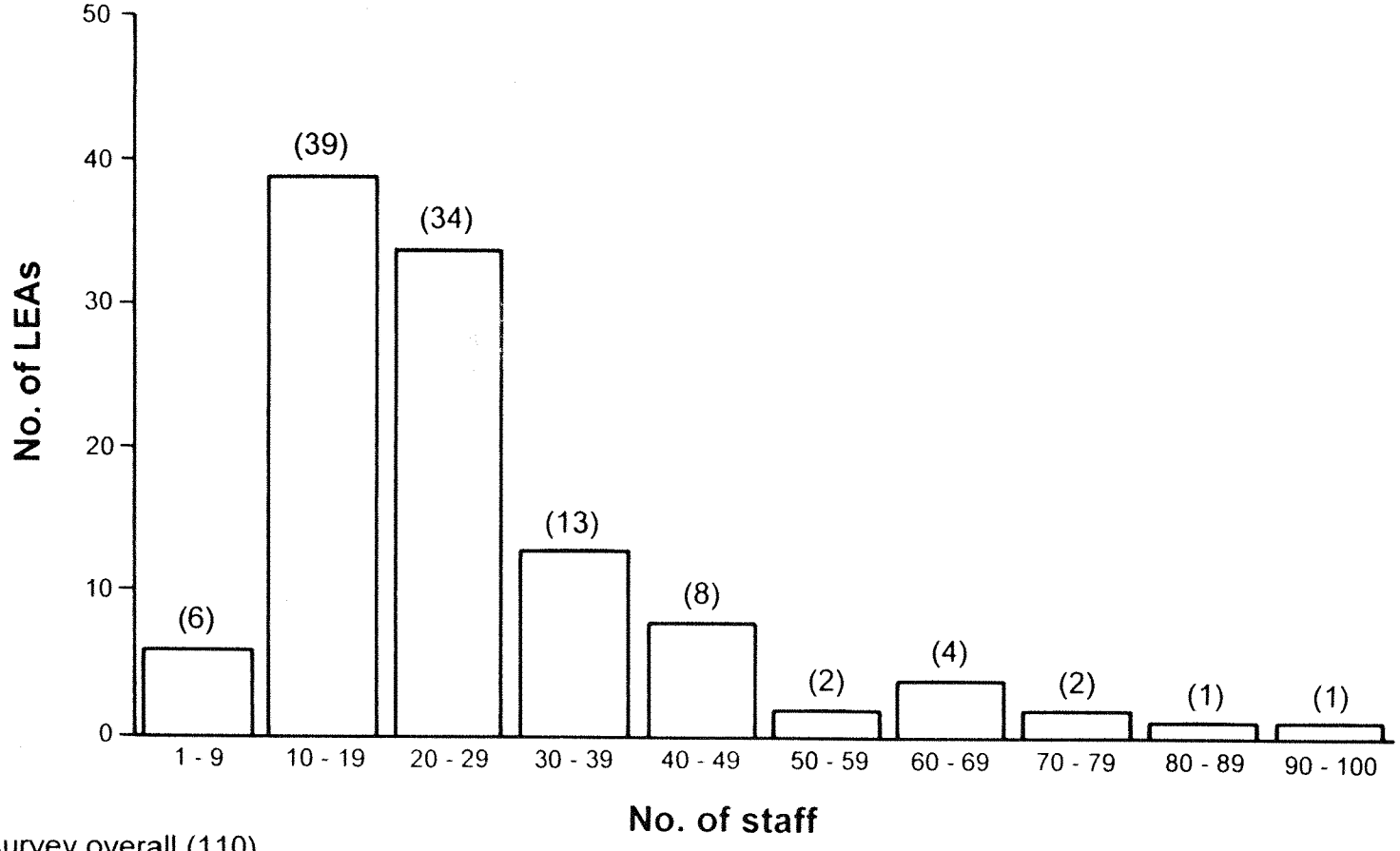


(a) Based on survey overall (110)
(b) Based on England counties (38)

(Figures in parentheses = No. of LEAs)

Figure 3a Number of staff (FTE) in EWS/ESWS agencies

(managers and fieldworkers - clerical support not included)

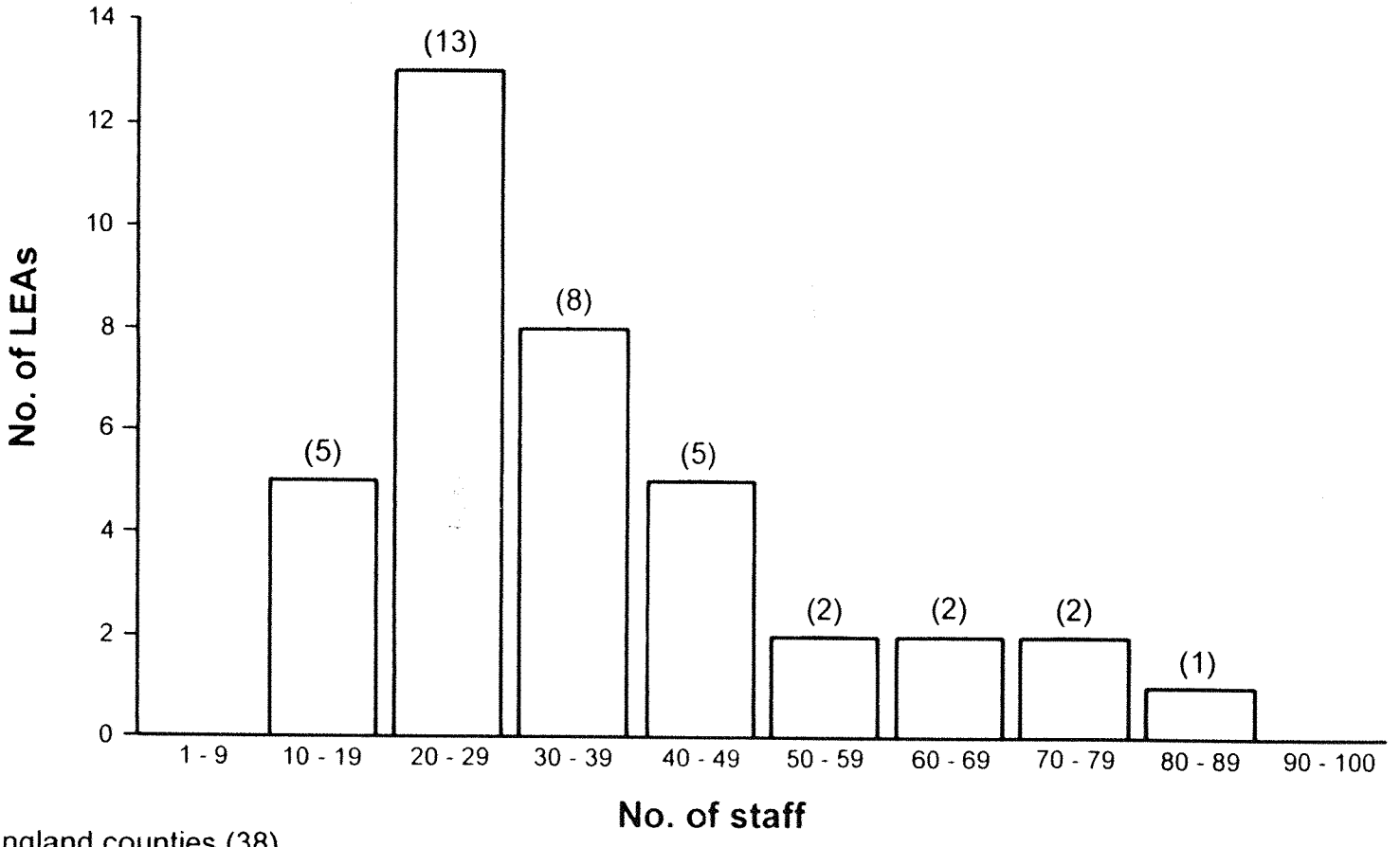


Based on survey overall (110)
Total EWS/ESWS staff = 2,921.9

(Figures in parentheses = No. of LEAs)

Figure 3b Number of staff (FTE) in EWS/ESWS agencies

(managers and fieldworkers - clerical support not included)



Based on England counties (38)
Total EWS/ESWS staff = 1,350

(Figures in parentheses = No. of LEAs)

Number of staff (FTE)* IN EWS/ESWS agencies

(Managers and fieldworkers only - clerical support staff not included).

* Full-time equivalent

The total number of EWS/ESWS staff in the survey was 2,921.9 (Fig. 3a). The two smallest services have 5 and 7 personnel and the two largest services have 87 and 92.5 personnel. The average or mean size of a service is 26.5 personnel. Fig. 3(a) shows that two-thirds of services (73) have between 10 and 29 personnel.

Fig. 3b shows EWS/ESWS in England counties and contains 1,350 staff which represents 46.2 per cent of staff in the survey overall. Over half the England county services (21) contain between 20 and 39 personnel. This is due, essentially, to the large geographical and population sizes of counties compared to most borough and city councils rather than based on EWO : pupil ratios. (see Figs. 15a and 15b later). The average or mean size of a service in England counties is 35.5 personnel.

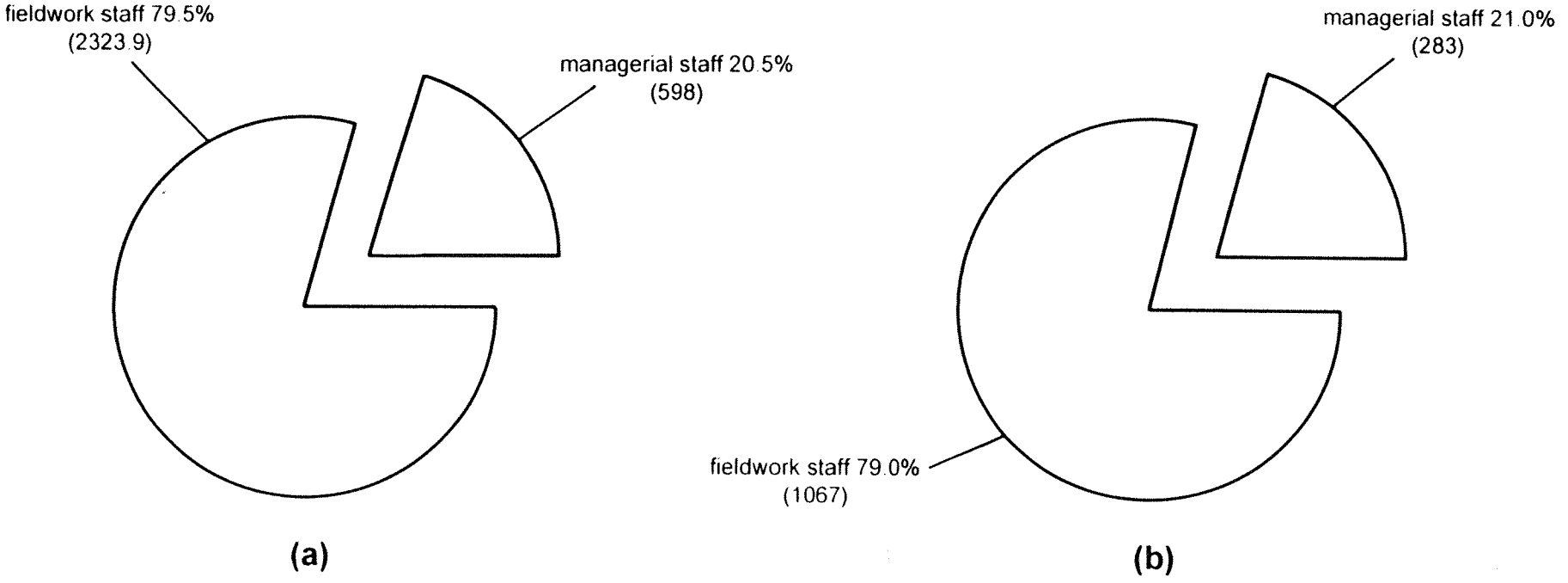
Division of managerial and fieldwork staff

In the survey overall, four-fifths of staff are designated fieldworkers against one-fifth designated managers (Fig. 4). Therefore, an average ratio of four fieldworkers to one manager is evident across all services. This ratio is almost identically reflected across the England Counties [Fig. 4). However, it is to be noted that the ratio of managers to fieldworkers does differ between services, both nationally and between the England counties and also, that in a number of services, managerial staff also undertake fieldwork tasks.

Types of managerial staff within EWS/ESWS agencies

The survey overall provides evidence that there are a variety of levels of managerial staff within agencies (Fig.5). 86 per cent of

Figure 4 Division of managerial * and fieldwork staff



(a) Based on survey overall (110)
(b) Based on England counties (38)

(Figures in parentheses = No. of staff)
* Note: Some managerial staff also undertake fieldwork tasks

Figure 5 Types of managerial staff within EWS/ESWS agencies

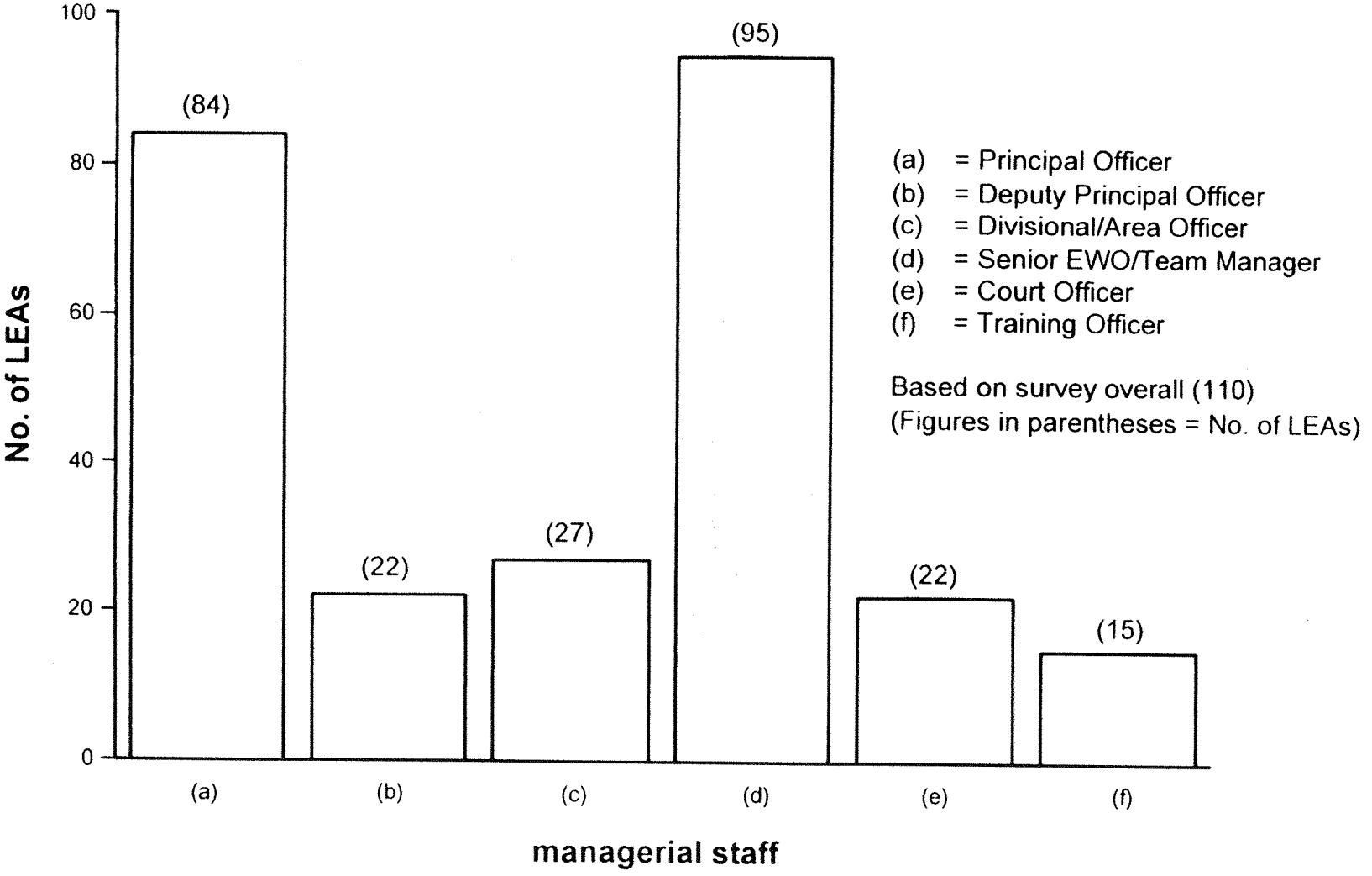
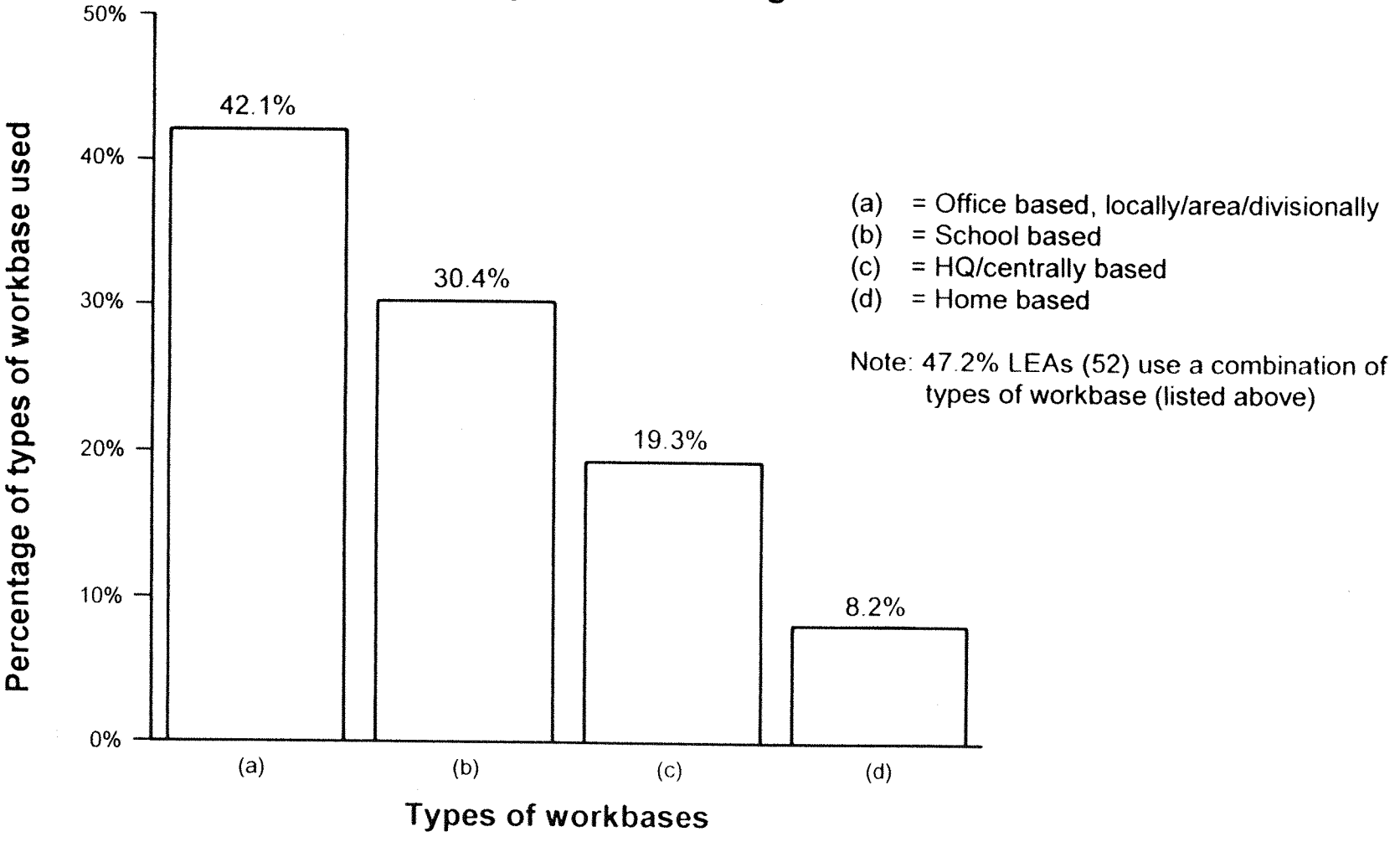


Figure 6 Proportional representation of types of workbases used by EWS/ESWS agencies



services have staff who are responsible for supervising or managing a team/group of fieldworkers. 76 per cent of services have a head of service within the agency. 20 per cent of services have a deputy head of service and 20 per cent have a court officer within the service. Less than a quarter of services have a divisional or area officer and only one out of eight services have their own training officer.

The conclusion is that in terms both of career avenues and organisational structures, there are wide variations between services. The reasons for these variations are not clear. Different factors may be present. For example, they may include traditionalism versus modernism, economic costs, organisation of the LEA as a whole, etc. Furthermore, the role of managerial staff as reflected in the duties carried out, differs between services and a number of managerial staff carry out fieldwork tasks.

Organisational work base of EWOs/ESWs

The physical location of staff with regard to their place of work differs both between services and often within the same service. Proportionally, over two-fifths of services have their personnel based in a local, area or divisional office. Nearly one-third of services are based (at least partly) in a central office. One-fifth of services use, in part, a school based facility. Less than one-tenth of services have (at least some) EWOs/ESWs operating from their own homes. Overall, nearly half the services (52) use a combination of types of work base. (Fig.6)

EWS/ESWS staff holding a professional social work qualification (DSW, CQSW, CSS)

There are wide differences between services in the proportion of qualified social work staff. (Fig.7) Less than one-tenth of services (10) have a staff where over half are professionally qualified social workers. One-fifth of services (22) have no qualified social workers at all. A majority of services, nearly half (49), have a qualified

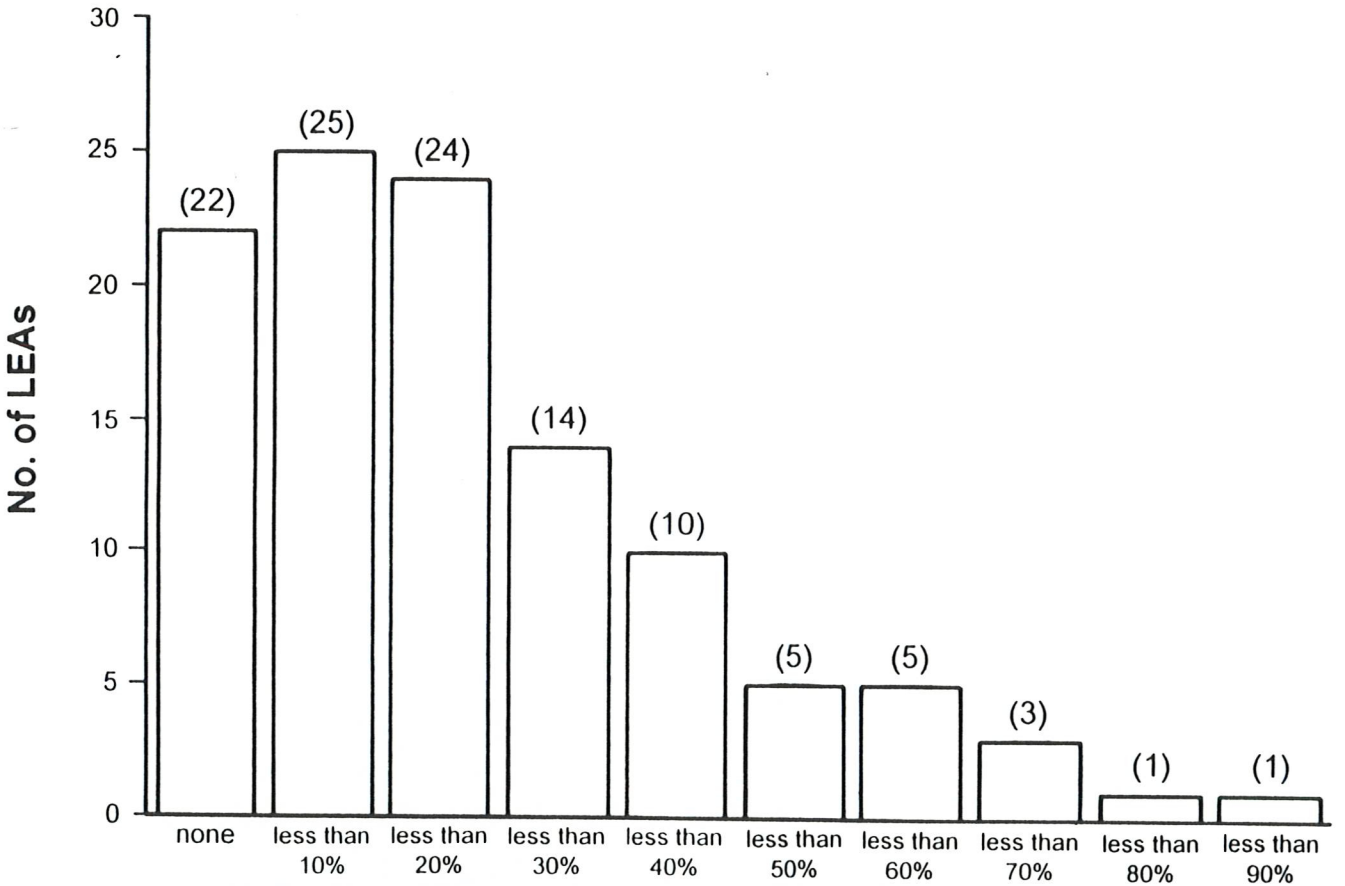
social work staff ranging between less than 10 per cent up to 20 per cent. Overall in the survey, 625 EWOs/ESWs hold a professional social work qualification. Given that there were 2,921.9 staff in the survey, 21.4 per cent, or a little over one-fifth, are qualified social workers. The highest proportion of qualified staff in a service was 83 per cent. (During the completion of this study in 1993, the researcher understands that the aforementioned service became the first fully social work qualified EWS in the Country).

Neither the size of service or geographical location appear to account for the wide differences between services in terms of social work qualifications. For example, two Southern England counties have a high proportion of qualified social workers as does a large city authority in the Midlands, a metropolitan borough in the North and a small London borough. However, those services that have a head of service specifically within the agency, appear to be more likely to have qualified social workers than those agencies that did not have a head of service. The present study shows a thirty fold increase in the number of qualified social workers within the service compared with MacMillan's survey some twenty years ago which identified only 21 qualified staff.

EWOs/ESWs holding (i) the Certificate in Education Welfare; (ii) a degree, higher degree, higher diploma or equivalent; (iii) a teaching qualification

Several agencies were unable to provide information in this area. The results taken from those agencies that were able to respond to this section of the questionnaire showed that 166 EWOs/ESWs hold the Certificate in Education Welfare; 408 EWOs/ESWs hold a degree, higher degree, higher diploma or equivalent and that 199 EWOs/ESWs hold a teaching qualification. (Fig.8) These figures represent a significant minority of staff in possession of higher education certification and shows a trend towards professionalisation of the service through having a more formal, higher educated level of staffing.

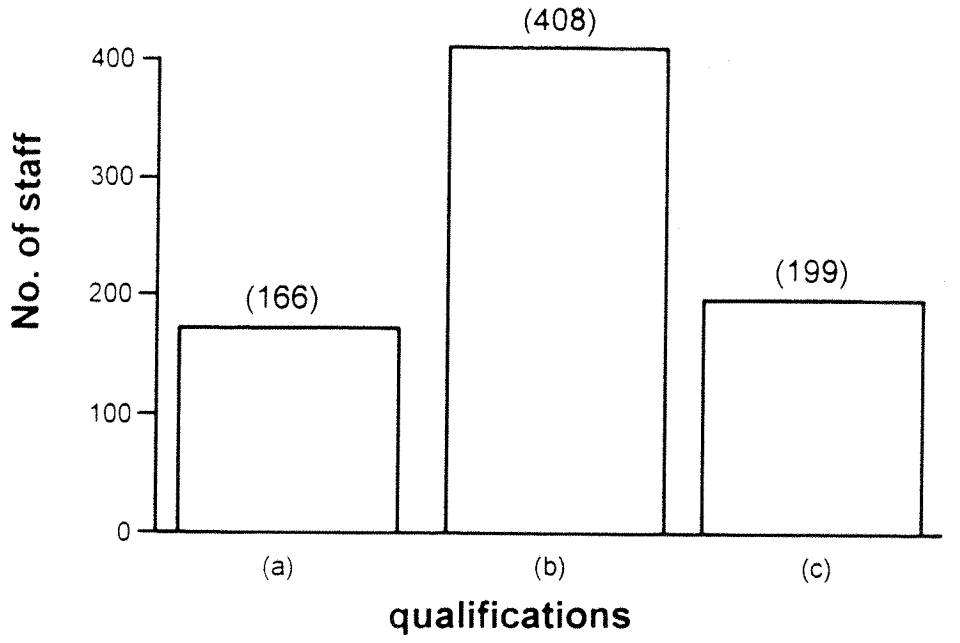
Figure 7 EWS/ESWS staff holding a professional social work qualification



Total qualified staff in survey = 625

Based on survey overall (110) (figures in parentheses = No. of LEAs)

Figure 8 Other qualifications held by EWS/ESWS staff

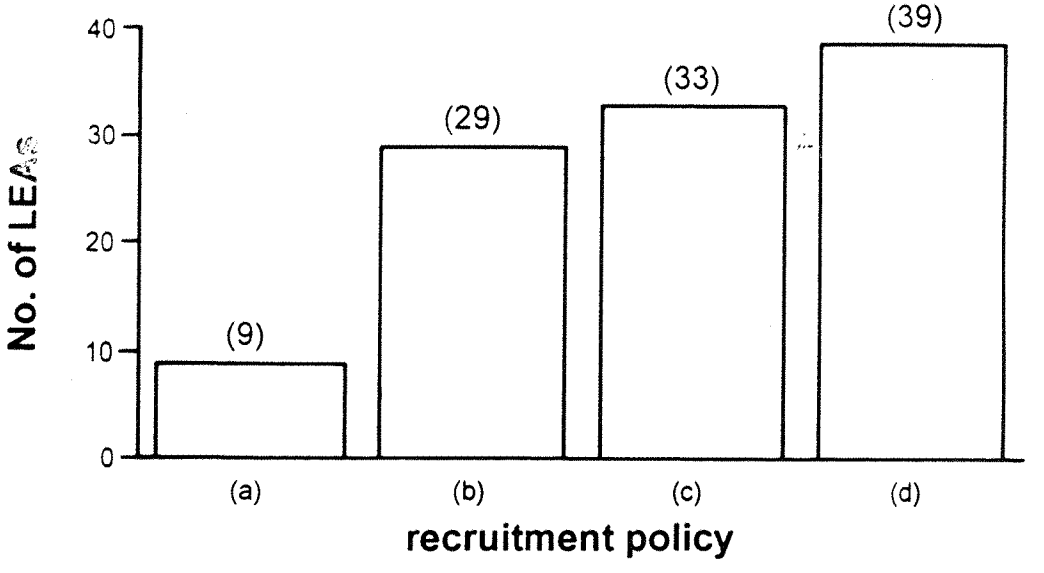


(a) = Certificate in Education Welfare (b) = Degree,Higher Degree or equivalent
(c) = Teaching qualification

(a) = Figure derived from 105 LEAs (5 LEAs unable to supply data)
(b) (c) = Figures derived from 92 LEAs (18 LEAs unable to supply data)

(Figures in parentheses = No. of staff)

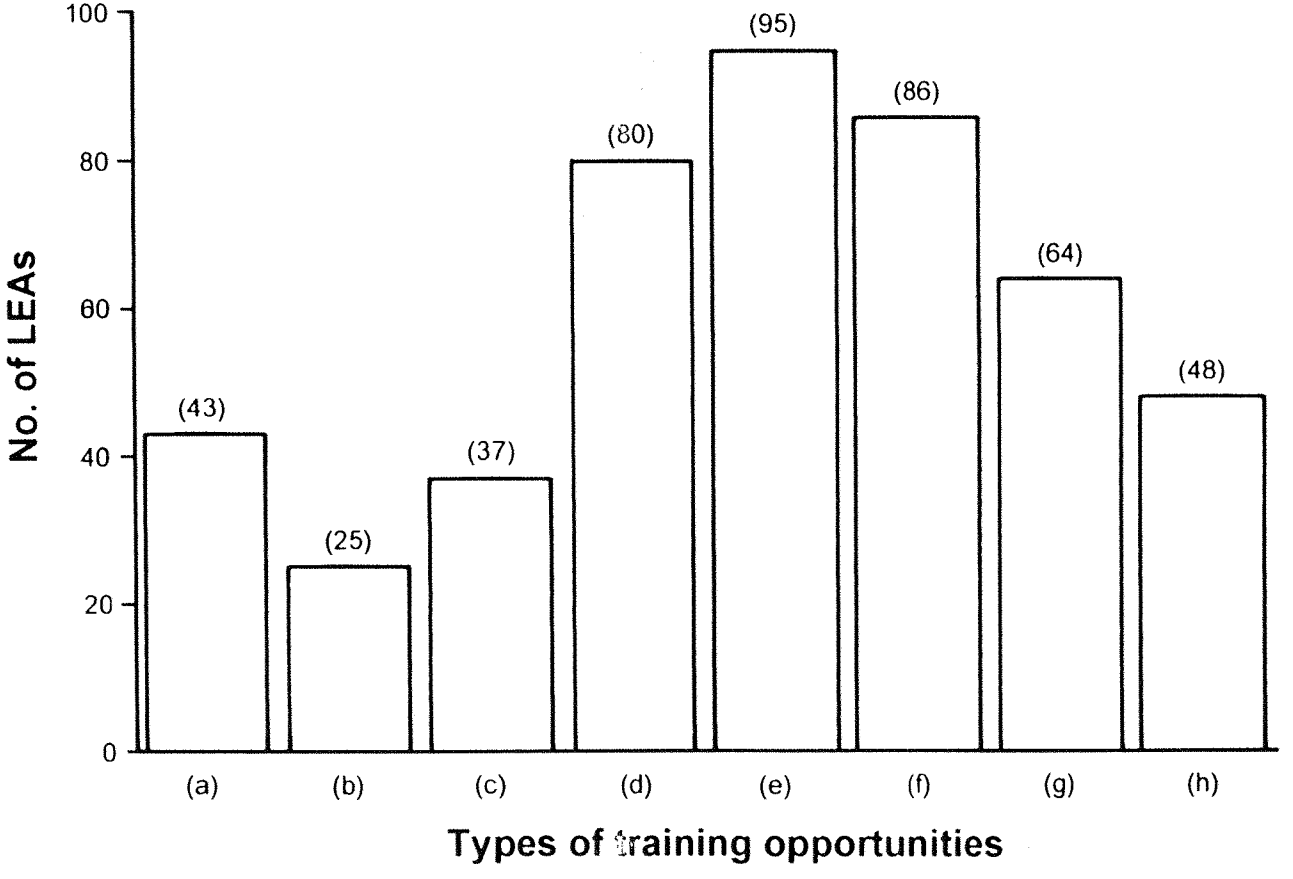
Figure 9 Recruitment policy of EWS/ESWS agencies



(a) = Appointment of qualified social workers only
(b) = Qualified social workers preferred
(c) = Relevant experience
(d) = Combination of (b) & (c)

Based on survey overall (110) (Figures in parentheses = No. of LEAs)

Figure 10 Training opportunities within EWS/ESWS agencies



(a) = Secondment of EWOs/ESWs to DipSW programmes
(b) = In the process of seconding EWOs/ESWs in the future
(c) = Assist experienced, qualified staff to undertake post-qualifying courses
(d) = Provide new staff with a formal, comprehensive induction programme
(e) = Provide existing staff with regular, planned, in-service training
(f) = EWS/ESWS agency undertakes joint training with Social Services
(g) = EWS/ESWS agency organises training to include outside agencies
(h) = EWS/ESWS agency provides placement supervision for DipSW students

Based on survey overall (110) (Figures in parentheses = No. of LEAs)

Recruitment policy of EWS/ESWS agencies

A diverse range of recruitment policies were evident between services. (Fig.9) Unlike social services who universally recruit qualified social workers only (apart from social work assistants and trainee posts), among EWSs/ESWSs, only nine services (8.2 per cent) have this recruitment policy. All of those nine services already possess qualified social workers which represent at least 40 per cent of their total staff. Although 29 services (26.3 per cent) have a policy of preferring qualified social workers, the vast majority of services, 72 (65.5 per cent), recruit from a much wider base.

Without undertaking a detailed study into the reasons underlying these different recruitment policies it is not possible to explain the differences. Neither size of agency nor geographical location appears to determine the policy. Areas to examine would be the EWS's organisational and relative status position within the LEA; the range and type of duties carried out by the agency; levels of pay, resourcing and training opportunities offered by the agency; availability of qualified social workers for recruitment in particular regions, etc.; attitudes of senior education administrators and local councillors; monies available in LEAs for expenditure on the EWS/ESWS; influence of local teachers organisations, headteachers groups, links with local academic institutions offering social work training, EWS professional association or local trade union activities. The recruitment policy of a service may reflect its development stage.

Training opportunities within EWS/ESWS agencies

The main avenues of training within the EWS are illustrated in Fig.10, and again reflect differences between agencies. Three training areas that have a large degree of commonality between services are regular, planned in-service training for existing staff; linking into social services training; and formal, comprehensive induction training for newly appointed staff. However, it is not possible, in this study, to make any evaluation of the quality of the training being provided.

Over half of the services provide some training to include outside agencies (e.g. social services, teachers). However, less than half of services second staff onto Dip. Social Work programmes or undertake supervision of DipSW students on placement within the agency. Only one third of services provide assistance for qualified social work staff to undertake post-qualifying courses.

As might have been expected, wider analysis of the data indicates that training opportunities were less in those services that have no qualified social work staff.

Formal supervision of fieldwork staff within EWS/ESWS agencies

Formal staff supervision takes place in 95 agencies (86.3 per cent). The following results are, therefore, based on 95 services only. Within those 95 agencies, the survey provided evidence of the **usual form, frequency** and **duration** of formal supervision sessions (TABLES 2a-c). Wide variations appear between services although in summary it can be concluded that: formal supervision takes place at **least** once a month in 86.3 per cent of services; individual supervision alone or both individual and group supervision is undertaken by nearly all services (96.8 per cent) the use of group supervision alone is rarely used (3.2 per cent); the majority of supervision sessions (75.8 per cent) have a duration of between one and one and a half hours; and that nearly all supervision sessions contain both casework and personnel/staff development (95.8 per cent). Supervision sessions in over three quarters of services (76.8 per cent) are usually documented.

Specialist fieldworkers within EWS/ESWS agencies

Given the wide range of duties and types and complexities of intervention methods required of the EWS, it was expected that specialisms would be evident within the service. The results of the survey are shown in five categories of specialist workers (Fig.11). The three largest categories are workers with ethnic minorities,

travellers children and special educational needs children. It is to be noted that an influence on fieldworkers being allocated to work specifically with ethnic minorities and travellers, is the introduction of the education support grant (ESG) from central funding.

The conclusion from this area of data is that specialist workers within every one of the five categories are present in only a quarter of services. The assumption is, therefore, that in the remaining three quarters of services, work within these areas is being carried out on a generic basis, if at all.

Use of volunteers by EWS/ESWS agencies

The service appears to make little use of volunteers in carrying out its function (Fig.12). Only 13 services (11.8 per cent) stated that volunteers are used against 97 services (88.2 per cent) who did not use volunteers at all. Little indication of how volunteers were used was given by respondents although areas of transport for children and translating (ethnic minorities) were cited.

Referrals to EWS/ESWS agencies

A policy of collating and recording all referrals received was undertaken by nearly 60 per cent of services whereas this was not the case in a little over 40 per cent of services (Fig.13). Furthermore, that in only 9 services (8.2 per cent) were computerised records used for referrals (Fig.14).

The absence of any cohesive, detailed documentation in many services causes great difficulty in providing an accurate basis for research evidence in this area and demonstrates a need for its development and as a measurement of accountability. Even within the same service, the researcher found evidence that in part of the authority, detailed records of referrals were collated using computerised methods, whereas in other parts of the authority this did not occur.

TABLES 2a - c Formal supervision of fieldwork staff within EWS/ESWS agencies (All figures based on 95 LEAs - 15 EWS/ESWS agencies do not have a system of formal supervision)

TABLE 2a usual frequency that formal supervision takes place

	No. of Agencies	% of Agencies
WEEKLY	21	22.1%
FORTNIGHTLY	23	24.2%
3-WEEKLY	10	10.5%
MONTHLY	28	29.5%
MORE THAN MONTHLY	13	13.7%
	95	100.0%

TABLE 2b usual duration of formal supervision sessions

	No. of Agencies	% of Agencies
1/2 HOUR	3	3.2%
1 HOUR	38	40.0%
1 1/2 HOURS	34	35.8%
2 HOURS	12	12.6%
OVER 2 HOURS	8	8.4%
	95	100.0%

TABLE 2c form in which formal supervision usually takes place

	No. of Agencies	% of Agencies
Individual Supervision	42	44.2%
Group Supervision	3	3.2%
Both Individual and Group	50	52.6%
	95	100.0%

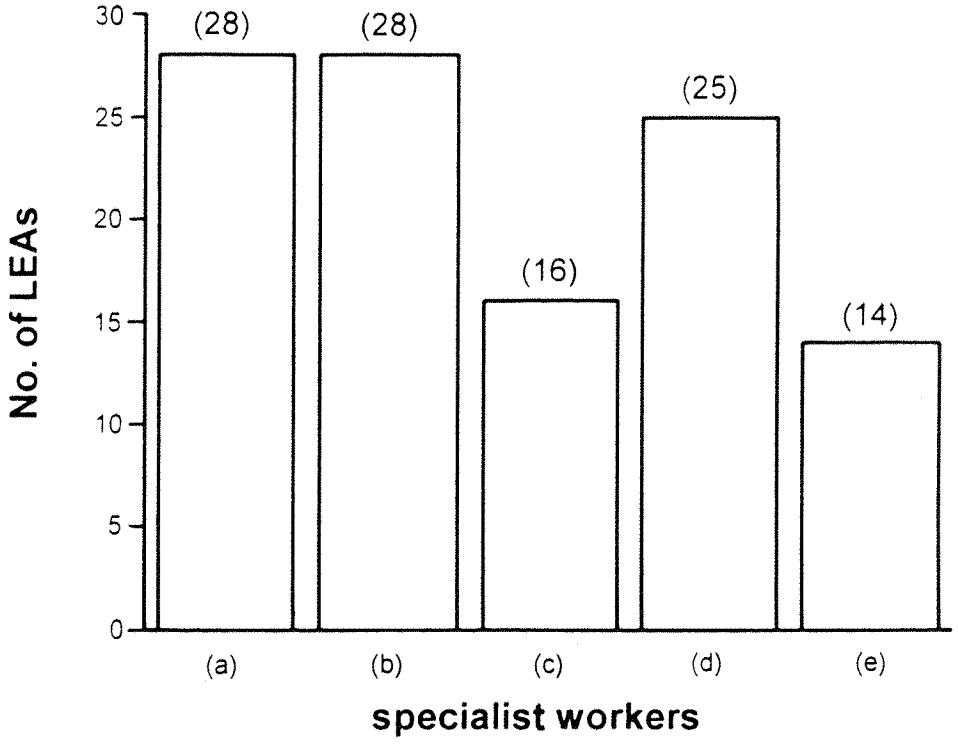
ADDITIONAL NOTES:

* Supervision sessions contain both casework and staff/personnel development elements in 91 agencies (95.8%)

* Supervision sessions are usually documented in 73 agencies (76.8%)

* Fieldworkers receive formal supervision from senior officers in 85 agencies (89.5%) and from head of service in 10 agencies (10.5%)

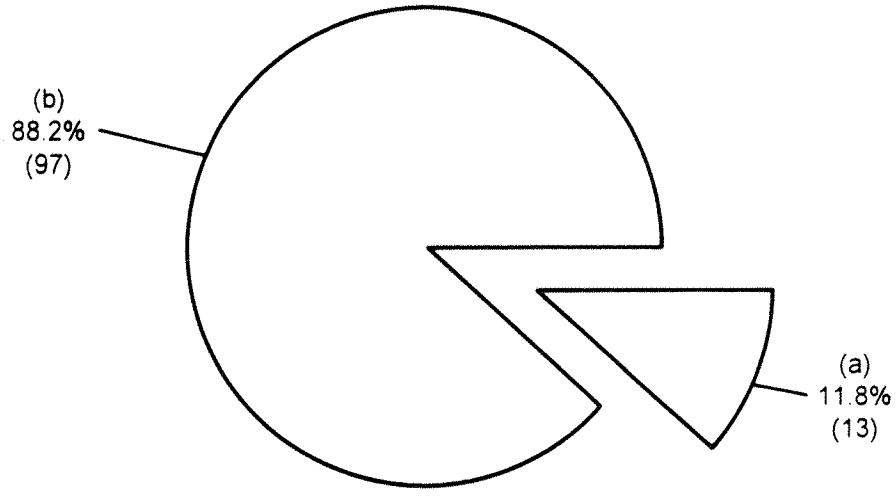
Figure 11 Number of LEAs who employ designated specialist workers within EWS/ESWS agencies



(a) = 25.4% ethnic minorities
(b) = 25.4% travelling children
(c) = 14.5% pregnant schoolgirls
(d) = 22.7% special school pupils
(e) = 12.7% other specific work (eg excluded pupils,groupwork, child protection trainers, homeless children, education supervision orders)

Based on survey overall (110) (Figures in parentheses = No. of LEAs)

Figure 12 Use of volunteers by EWS/ESWS agencies

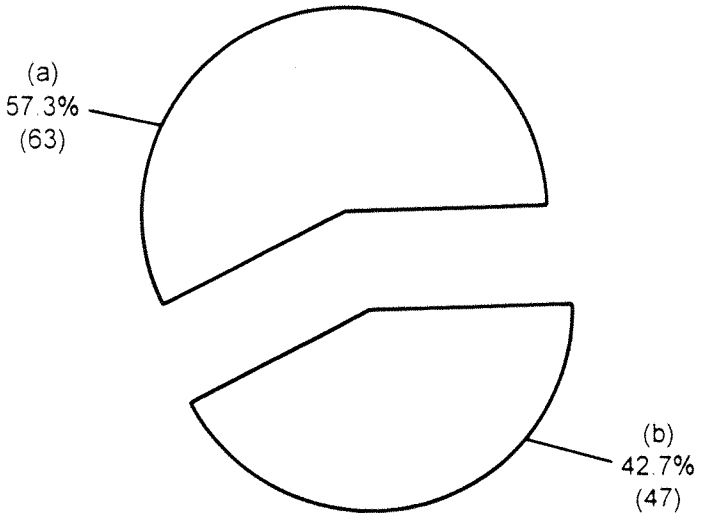


(a) = Agencies use voluntary workers
(b) = Agencies do not use voluntary workers

Based on survey overall (110) (Figures in parentheses = No. of LEAs)

Figure 13 Referrals to EWS/ESWS agencies

Agencies that have a policy of recording and collating all referrals recieved

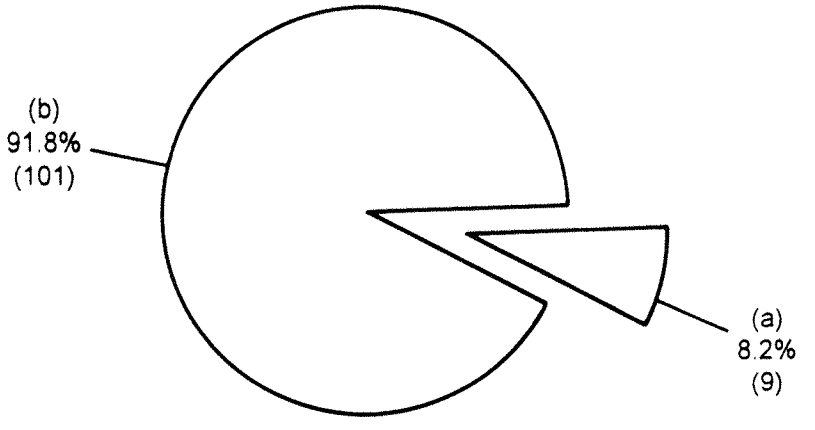


(a) Agencies record and collate all referrals
(b) Agencies do not record and collate all referrals

Based on survey overall (110) (Figures in parentheses = No. of LEAs)

Figure 14 Referrals to EWS/ESWS agencies

Agencies that use computerised records for referrals



(a) Agencies use computerised records for referrals
(b) Agencies do not use computerised records for referrals

Based on survey overall (110) (Figures in parentheses = No. of LEAs)

TABLE 3

Source of referrals to EWS/ESWS agencies

REFERRAL SOURCE	Referral Rate: over 30% of all Referrals	Less than 30% of all Referrals but over 10%	Less than 10% of all Referrals	No Referrals
Secondary schools	96.9% (95)	3.1% (3)	-	-
Primary schools	18.4% (18)	58.1% (57)	23.5% (23)	-
Special schools (Day/Residential)	3.1% (3)	15.3% (15)	79.6% (78)	2.0% (2)
Parents (self-referral)	-	7.1% (7)	87.8% (86)	5.1% (5)
Children (self-referral)	-	1.0% (1)	84.7% (83)	14.3% (14)
By EWO/ESW's own observations	9.2% (9)	25.5% (25)	57.1% (56)	8.2% (8)
Nursery schools/ playgroups	-	4.1% (4)	64.3% (63)	31.6% (31)
Sixth form/ Tertiary colleges	-	1.0% (1)	37.8% (37)	61.2% (60)
Child's employer	1.0% (1)	-	39.8% (39)	59.2% (58)
Other section(s) within Education	-	12.3% (12)	85.7% (84)	2.0% (2)
Medical/health services	-	2.0% (2)	79.6% (78)	18.4% (18)
Child Guidance/ therapy service	-	2.0% (2)	73.5% (72)	24.5% (24)
Social Services	-	10.2% (10)	83.7% (82)	6.1% (6)
Juvenile Court/ Juvenile Justice	-	2.0% (2)	59.2% (58)	38.8% (38)
DSS	-	-	26.5% (26)	73.5% (72)
Housing	-	-	34.7% (34)	65.3% (64)
Police	-	4.1% (4)	62.2% (61)	33.7% (33)
Careers Service	-	-	43.9% (43)	56.1% (55)
NSPCC	-	-	36.7% (36)	63.3% (62)

Based on 98 LEAs (12 LEAs unable to supply data in this area)
Percentage figures in columns = percentage of agencies
Figures in parentheses = number of agencies

Source of referrals to EWS/ESWS agencies

From the outset, it was adjudged that obtaining detailed evidence in this area would not be an easy task. This is partly demonstrated in that of the 110 services, 98 only, were able to provide data. Nevertheless, given the evidence from Fig.13 and Fig.14 the return of the data from 98 services was remarkable. A major contributory factor probably rests in the design of the question using only four referral rate columns (including a 'nil' column). The researcher is convinced that had a greater range of referral rate columns been employed (e.g. ten columns running from nil to over 90 per cent) or had specified numbers of referrals been requested, a very low response rate would have resulted.

However, the results from this area (TABLE 3) show that the vast majority of referrals across virtually all services (96.8 per cent) arise from secondary schools and that similarly, across all services, primary schools provide the second highest rate of referrals. Other significant rates of referral arose from special schools and from EWO's/ESW's own observation. Over half of all services stated that no referrals were received at all from the following sources: sixth-form and tertiary colleges; child's employer; Department of Social Security; housing; careers service; and the NSPCC.

The conclusion is that although schools and particularly, secondary schools, provide most referrals to the EWS, there is evidence of a wide range of referral sources. The results may also imply that more needs to be done to encourage parents and children to contact the service direct.

Administration duties undertaken by EWS/ESWS agencies

TABLE 4 illustrates a wide range of administrative duties undertaken by the EWS. The most common administrative duty undertaken by services is that of keeping records of children in employment. Nearly two thirds of services undertake this duty as an integral function.

TABLE 4

ADMINISTRATION UNDERTAKEN BY EWS/ESWS AGENCY PERSONNEL (Excluding clerical support staff)

	As an integral function of agency	To part assist other education sections	Not at all
Free school meals	(21) 19.1%	(55) 50.0%	(34) 30.9%
School transport	(6) 5.4%	(60) 54.6%	(44) 40.0%
Child population census	(14) 12.7%	(26) 23.6%	(70) 63.7%
Arranging escort of children (to schools outside own LEA)	(44) 40.0%	(43) 39.1%	(23) 20.9%
School clothing grants	(19) 17.3%	(57) 51.8%	(34) 30.9%
Children's clothing (discretionary/hardship fund etc)	(42) 38.2%	(35) 31.8%	(33) 30.0%
Keeping records of children in employment	(69) 62.7%	(21) 19.1%	(20) 18.2%
Movement of children from one LEA to another (change of address)	(50) 45.5%	(34) 30.9%	(26) 23.6%
Maintaining records of children on home tuition	(24) 21.8%	(38) 34.5%	(48) 43.7%
Maintaining records of children excluded from school	(42) 38.2%	(41) 37.3%	(27) 24.5%

(Figures in parentheses = number of agencies)

TABLE 5

SAMPLE RANGE OF DUTIES AND RESPONSIBILITIES OF EWS/ESWS AGENCY

	Work integral to agency	Part involvement of agency	No involvement
Preparing reports as part of statementing process (special educational needs)	(32) 29.1%	52) 47.3%	(26) 23.6%
Attending child protection conferences	(91) 82.7%	(19) 17.3%	(0) --
Representing LEA as member of core panel of child protection team	(79) 71.8%	(11) 10.0%	(20) 18.2%
Arranging/attending meetings between school and parents of excluded pupils	(61) 55.5%	(42) 38.2%	(7) 6.3%
Attending above meeting as main LEA representative	(37) 33.6%	(32) 29.1%	(41) 37.3%
Representing LEA at juvenile justice gatekeeping meetings (inter-agency panel)	(71) 64.6%	(18) 16.3%	(21) 19.1%
Assisting/advising schools regarding child protection issues	(86) 78.2%	(21) 19.1%	(3) 2.7%
Organising/recommending home tuition for children	(31) 28.2%	(71) 64.5%	(8) 7.3%
Advising/visiting employers regarding child employment issues	(90) 81.9%	(16) 14.5%	(4) 3.6%
Undertaking supervision orders (school attendance cases) prior to the Children Act (14.10.91)	(41) 37.3%	(15) 13.6%	(54) 49.1%
Seeking alternative educational provision for excluded pupils	(49) 44.5%	(52) 47.3%	(9) 8.2%

(Figures in parentheses = number of agencies)

TABLE 6

Sample range of intervention by agency with regard to child welfare (including school attendance factors)

	Very frequently	Often	Seldom	Not at all
Home visiting to interview/advise/ counsel parents and children	(107) 97.3%	(3) 2.7%	(0) -	(0) -
Interviewing parents and childen at office	(31) 28.2%	(57) 51.8%	(19) 17.3%	(3) 2.7%
Offer counselling to children in schools	(39) 35.5%	(67) 60.9%	(4) 3.6%	(0) -
Undertake joint work with teachers in dealing children's problems	(39) 35.5%	(61) 55.5%	(10) 9.0%	(0) -
Offer groupwork activities/counselling to parents and/or children	(16) 14.5%	(39) 35.5%	(42) 38.2%	(13) 11.8%
Advise on and/or investigate welfare rights on behalf of parents and children	(13) 11.8%	(57) 51.8%	(38) 34.6%	(2) 1.8%
Organise case conferences/planning meetings with parents and children and other agencies to discuss school attendance issues	(35) 31.8%	(66) 60.0%	(8) 7.3%	(1) 0.9%
Actively engage in joint interagency work (e.g. social services) with children and their families	(29) 26.3%	(57) 51.9%	(23) 20.9%	(1) 0.9%
Involvement with police in "truancy patrols"	(3) 2.7%	(3) 2.7%	(21) 19.1%	(83) 75.5%
Set up group projects/holiday ventures for children during school holidays	(17) 15.5%	(25) 22.7%	(33) 30.0%	(35) 31.8%

(Figures in parentheses = number of agencies)

Over one-third of services have, as an integral function, administrative duties regarding: the escort of children to schools outside their own LEA; administrating a discretionary fund for clothing for children; recording movement of children from one LEA to another, and keeping records of excluded pupils.

Services also perform administrative duties to support other sections of the education department and over half of services are involved with regard to: free school meals; school transport, and school clothing grants (non-discretionary). In addition to the above, over one-third of services, at least in part, were involved in child population census duties and over half of services kept records of children receiving home tuition.

Sample range of duties and responsibilities of EWS/ESWS agencies

A range of duties and responsibilities of the EWS are presented in TABLE 5. This provides evidence of a much wider role undertaken by services beyond that of school attendance per se.

Where work is described as being integral to the EWS a majority of agencies were involved in the following areas:

* Visiting/advising employers regarding issues of child employment 90 services (81.9 per cent)
* Attending child protection conferences 91 services (82.7 per cent)
* Advising/assisting schools regarding child protection issues 86 services (78.2 per cent)
* Representing the LEA as a member of the inter-agency core panel on child protection 79 services (71.8 per cent)
* Representing the LEA at juvenile justice gatekeeping meetings 71 services (64.6 per cent)
* Arranging/attending meetings between school and parents of excluded pupils 61 services (55.5 per cent)

Where part involvement of the EWS was cited a significant increase in the number of services providing input into the above areas was

evidenced. In addition, the majority of services are shown to have involvement in other areas: seeking alternative education provision for excluded pupils, organising/recommending home tuition, attending excluded pupil meetings as main LEA representative, preparing reports as part of the formal assessment process of special education needs.

Given the context of LEAs having responsibility for education supervision orders in the Children Act 1989 (effective from 14 October 1991), it is of interest to note that prior to the Children Act, 41 services (37.3 per cent) undertook supervision orders in school attendance cases, whereas 54 services (49.1 per cent) did not do so at all.

It is concluded from this evidence that a large majority of services undertake a wide range of duties beyond school attendance and that the duties carry implications with regard to resourcing, appropriate training, time management, prioritising and inter agency communication.

Sample range of intervention by EWS/ESWS agencies with regard to child welfare (including school attendance factors).

A variety of intervention methods and levels are identified in TABLE 6. The most frequent type of intervention involved home visiting by EWOs/ESWs. 107 services (97.3 per cent) stated that this was undertaken very frequently.

Other areas which were cited as being performed very frequently included: joint work with teachers in dealing with children's problems, 39 services (35.5 per cent); offering counselling to children in schools, 39 services (35.5 per cent) and organising case conferences/planning meetings with children and parents and other agencies to discuss school attendance issues, 35 services (31.8 per cent).

Despite the mention of involvement with 'truancy sweeps' with the police in the Elton Report (1989, p.169) only 3 services (2.7 per cent) used this method very frequently, and 83 services (75.5 per cent) did not do so at all.

TABLE 7a

Personnel who usually present school attendance cases in court

Personnel	No. of agencies	% of agencies
Local authority solicitor	30	27.3%
Private solicitor	1	0.9%
EWS/ESWS court officer	10	9.1%
EWS/ESWS senior officer	21	19.1%
EWO/ESW	3	2.7%
Combination of above	45	40.9%
	110	100.0%

TABLE 7b

Frequency of personnel cited by agencies

Personnel	No. of times cited by agencies	% of total personnel cited
Local authority solicitor	71	42.3%
Private solicitor	5	3.0%
EWS/ESWS court officer	20	11.9%
EWS/ESWS senior officer	50	29.7%
EWO/ESW	22	13.1%
	168	100.0%

(Both Tables based on survey overall)

The conclusion is that a range of skilful and complex methods of intervention are practiced by a large majority of services in dealing with issues of school attendance.

Court work

School non-attendance cases

Given LEAs legal responsibility to deal with school attendance matters through the courts if necessary, it was of interest to look at which personnel actually presented the cases in court. TABLES 7a and 7b demonstrate that this task is most frequently undertaken by local authority solicitors.

However, a significant proportion of cases were presented by EWS/ESWS personnel themselves. Additional comments in this section indicated that EWS/ESWS case presentation was most frequent in those cases brought before magistrates courts under the Education Act 1944 and in those cases which were not defended.

Child employment cases

With regard to personnel who presented child employment cases in court (TABLE 8), again it was the local authority solicitor who most frequently presented the case on behalf of LEAs. Most interestingly, 39 services (35.6 per cent) indicated that there was no involvement in child employment court cases.

Social enquiry reports

The extent to which services were involved in compiling social enquiry reports for the court in cases of school non-attendance was also examined. TABLE 9 shows that although 30 services (27.3 per cent) undertook this duty always, 38 services (34.5 per cent) never did so.

TABLE 8

Personnel who usually present child employment cases in court

Personnel	No. of agencies	% of Agencies
Local authority solicitor	45	40.9%
NOT UNDERTAKEN*	39	35.6%
EWS/ESWS senior officer	15	13.6%
ESW/ESWS court officer	5	4.5%
EWO/ESW	3	2.7%
Juvenile employment officer	3	2.7%
	110	100.0%

(Based on survey overall)

* i.e. cases taken by another department separate from EWS/ESWS agency or no recent precedent of cases taken to court by EWS/ESWS agency

TABLE 9

Where social enquiry reports (SERs) were requested by the court in school attendance cases (prior to The Children Act), the frequency that this was undertaken by EWS/ESWS Agencies

Frequency	No. of Agencies	% of Agencies
ALWAYS	30	27.3%
FREQUENTLY	15	13.6%
SELDOM	27	24.6%
NEVER	38	34.5%
	110	100.0%

(Based on survey overall)

Statistical evidence

EWO:pupil ratio

The ratio of EWS staff to pupils was examined across all LEAs in order to see what similarities and differences existed between authorities and make comparison with previous research findings. e.g. Average EWO : pupil ratios had been quoted as 1:3,400 (MacMillan (1977) see Chapter II page 27 in this study) and 1:2,000 (The Elton Report (1989, pp 168-9). In this present study, the researcher has used two bases from which to establish an average or mean EWO/pupil ratio.

One base comprises the total number of EWS/ESWS staff in the service (Fig. 15a). The other uses EWS/ESWS fieldwork staff only (Fig. 15b). The reason for using two bases is that some managerial staff undertake casework as part of their role. Therefore, Fig. 15a can be used to provide the lowest possible average EWO : pupil ratio, and Fig. 15b, the highest possible.

As explained in Chapter III, the pupil figures were derived from January 1991 pupils on roll (taken from CIPFA Education Estimates, 1991). Those statistics were also checked with child population figures from the 1981 Official Census in order to provide a cross reference.

In Figs. 15a and 15b differences between LEAs overall and England counties in terms of the average number of pupil per EWO were evident in that there was a higher average number of pupils per EWO among England counties. However, in the context of the local study, Hampshire EWS had a lower average number of pupils per EWO than the average among the England counties as a whole and was very similar to the average across all authorities. However, enormous differences appeared between the LEA with the lowest average EWO : pupil ratio and that of the LEA with the highest. The conclusion is that the evidence of levels of staffing, based on pupil numbers only, shows wide variations between authorities

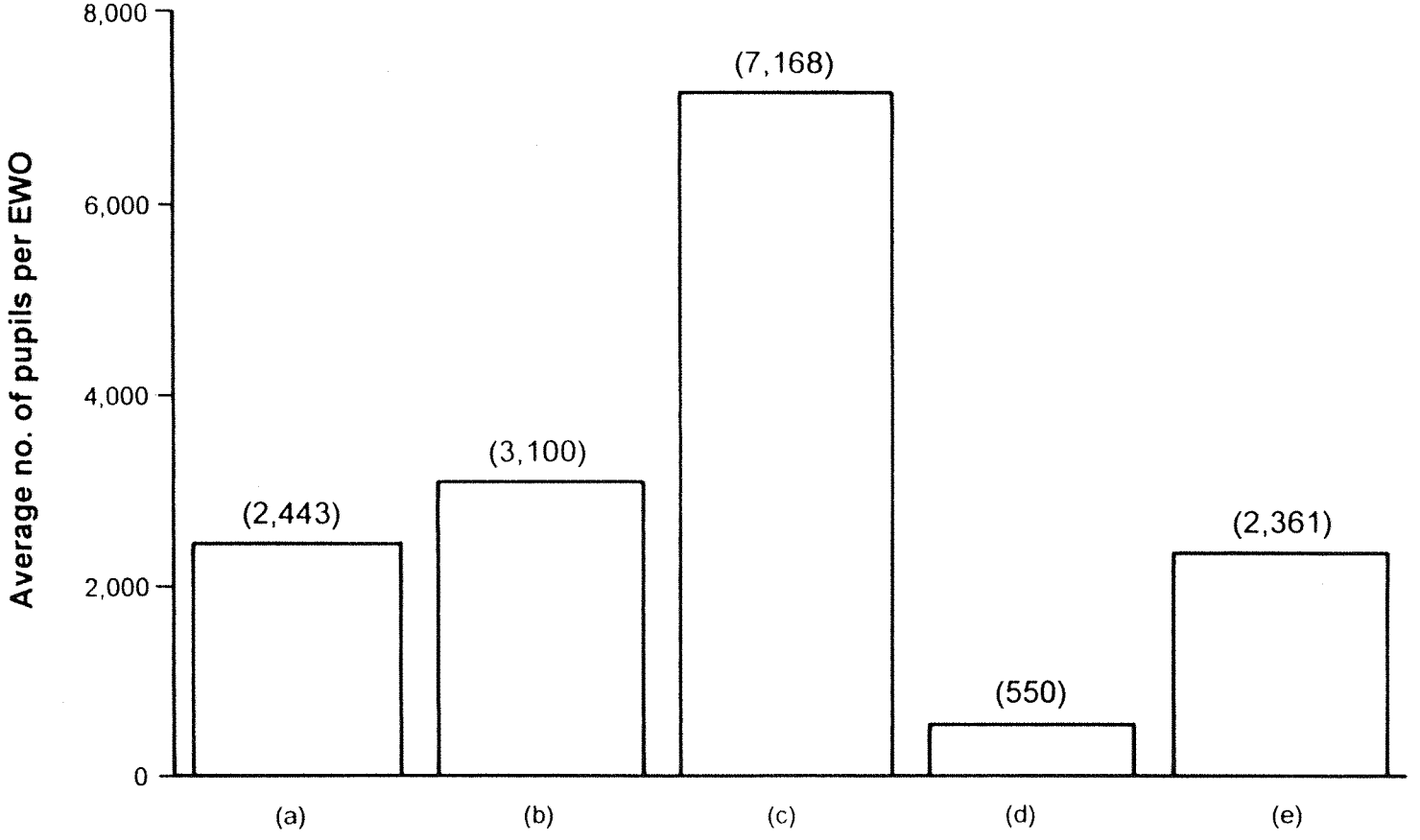
which in other areas of work (for example, the teaching profession) would be regarded as unacceptable.

TABLES 10a and 10b, average pupil numbers per EWO based respectively on fieldworkers only and fieldworkers and managers, show the distribution, in bands of a thousand, between the 110 LEAs. In TABLE 10a based on fieldworkers only, the most common average band is 3,001 - 4,000 pupils per EWO. Nearly one third (31.8 per cent) of LEAs feature within this band. However, when based on total EWS/ESWS personnel (fieldworkers and managerial staff), (TABLE 10b), by far the greatest number of LEAs, nearly half, (45.4 per cent) appear in the band 2,001 - 3,000.

It is to be noted that in one LEA, the average number of pupils per EWO is considerably higher than in the rest of England and Wales. This can be explained because the EWS in that LEA was undergoing a large re-organisation programme at the time of the questionnaire approach. An information document on that EWS in 1991 stated that; "It is hoped to expand teams as soon as resources allow as part of an on-going programme of phased development of the Service".*

* The name of the LEA and specific reference to the source of the document has not been cited by the author of this research for reasons of confidentiality.

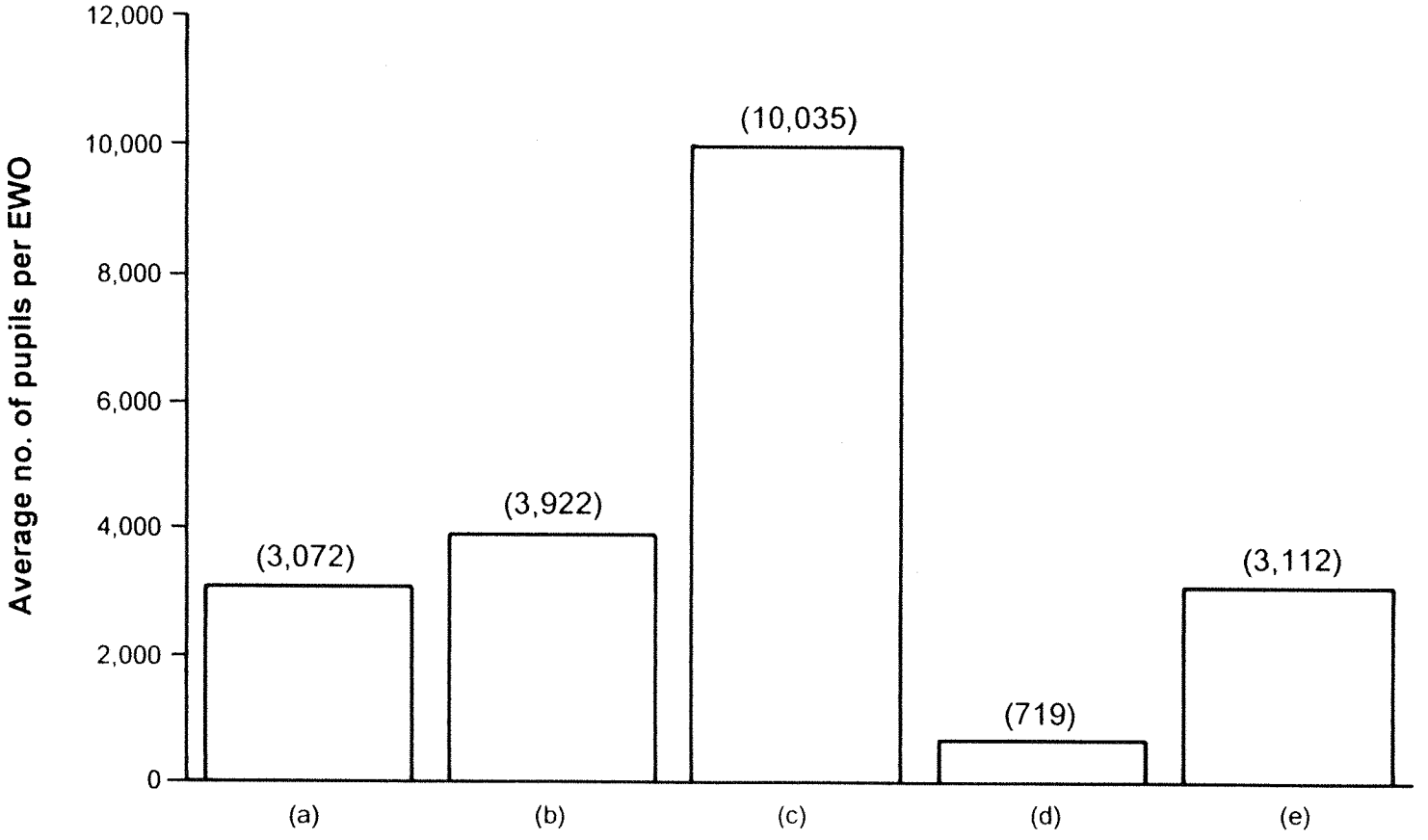
Figure 15a Number of pupils per EWO



(a) = Survey overall (110 LEAs)
(b) = England counties (38 LEAs)
(c) = Highest no. of pupils per EWO in LEA
(d) = Lowest no. of pupils per EWO in LEA
(e) = Hampshire LEA

Based on pupils on roll (FTE) Jan. 1991 and TOTAL EWS/ESWS personnel (managers and fieldworkers)

Figure 15b Number of pupils per EWO



(a) = Survey overall (110 LEAs)
(b) = England counties (38 LEAs)
(c) = Highest no. of pupils per EWO in LEA
(d) = Lowest no. of pupils per EWO in LEA
(e) = Hampshire LEA

Based on pupils on roll (FTE) Jan. 1991 and TOTAL EWS/ESWS personnel (fieldworkers only)

TABLE 10a

Average number of pupils per EWO in 1,000 bands

	No. of LEAs	% of LEAs
Under 1,000	2	1.8%
1,001 - 2,000	16	14.5%
2,001 - 3,000	31	28.2%
3,001 - 4,000	35	31.8%
4,001 - 5,000	15	13.6%
5,001 - 6,000	8	7.3%
6,001 - 7,000	2	1.8%
7,001 - 8,000	-	-
8,001 - 9,000	-	-
9,001 - 10,000	-	-
10,001 - 11,000	1	0.9%
	110	99.9%

Based on pupils on roll (FTE) January 1991 and total EWS/ESWS personnel (fieldworkers only) from survey overall (110 LEAs)

TABLE 10b

Average number of pupils per EWO in 1,000 bands

	No. of LEAs	% of LEAs
Under 1,000	7	6.4%
1,001 - 2,000	23	20.9%
2,001 - 3,000	50	45.4%
3,001 - 4,000	19	17.3%
4,001 - 5,000	10	9.1%
5,001 - 6,000	-	-
6,001 - 7,000	-	-
7,001 - 8,000	1	0.9%
	110	100.0%

Based on pupils on roll (FTE) January 1991 and total EWS/ESWS personnel (fieldworkers and managers) from survey overall (110 LEAs)

CHAPTER V

PRESENTATION OF THE DATA 2
LOCAL STUDY : HAMPSHIRE EWS

PRESENTATION OF THE DATA

LOCAL STUDY : HAMPSHIRE EWS

Introductory information for the local study

Hampshire County Council has the second largest EWS in terms of staff numbers in England and Wales. Until Hampshire Education Department was re-organised in 1989, the EWS operated from eight education areas with a head of service, the County EWO, based in the education department headquarters in Winchester. Following the re-organisation, the education department has been based in four education Divisions; Central, North East, South East and South West. As a direct result of the re-organisation the EWS was re-aligned to meet the new structure. The County EWO postholder became a senior administrator in one of the Divisions and the post was 'frozen' and continues to remain unadvertised and unfilled. Four Divisional EWOs were appointed to head the EWS in each Division, and 17 Senior EWOs (Team Managers) were designated to lead teams of EWOs across Hampshire. The size of these teams, including SEWOs, ranged from three to seven members of staff.

The re-organisation, for various reasons, led to a not insignificant number of qualified staff leaving the service. During 1989-90 21.2 per cent of staff left the EWS to take up work in other social work agencies and elsewhere (Report to the County Education Officer, March 1991). However this was, in part, compensated for by new appointments of qualified staff who were mainly recruited from social services.

A report to the County Education Officer with regard to a grading review of the EWS in early 1991, produced mixed fortunes for the service. On the positive side, it resulted in an increased commitment to the secondment of staff on to Diploma in Social Work programmes. Negatively, parity of pay with social workers in social services was not upheld. The long term effect of this upon recruitment and quality of staff remains to be seen. This lack of parity with social services meant, for example, that an EWO holding the same professional

qualification and with the same length of service as a social worker in social services received less remuneration.

"The practice of other local authorities in respect of EWOs and Social Workers varies. A survey this week of our neighbouring authorities shows a wide variety of grading patterns, so wide as to raise the thought that expectations of EWOs job content will also vary widely. Our current position in general is that we pay above average levels for neighbouring authorities. The grades proposed in this report would improve our position but still leave as (SIC) below the levels of local market leaders" (Report to the County Education Officer, March 1991).

The future of the EWS in Hampshire is uncertain in the long-term not least because of the position faced by the LEA as a whole resulting from the ERA 1988 with budgetary control shifting away from LEAs towards schools, management control being devolved, contracting out of services, and central policy encouragement towards GMS.

The four education Divisions of Hampshire are shown on a map at the beginning of this study.

The following section provides a 'pen picture' of the four divisional settings in which the EWS operates. The description of each Division is based upon information from the four Divisional Education Welfare Officers following discussions with the researcher.

Central Division (Divisional base in Winchester)
In Central there are 168 educational establishments. The total number of pupils on roll is 41,408. The school population is as follows:
In special schools: 579
In primary schools 23,954
In secondary schools 16,875
The population aged 0-18 in the three largest towns is:
Winchester 19,009 Eastleigh 24,952 Andover 14,210

Romsey is the fourth most significant town area in the Central Division.

Central Division has these major towns and their satellite areas which are mainly rural. The Division is not characterised by heavy industry. There are distinct centres with their separate identities. Winchester is largely a dormitory area with a large percentage of young families where people commute for work purposes. It is also a wealthy place of high employment compared with elsewhere.

Eastleigh has a high level of Southampton overspill and as an area there are estates which are under resourced for community needs. There are parts with a large percentage of single parent families.

Andover seems to be a boom area for child protection and drug abuse. The growth is reflected in the increased number of child protection conferences. There is an increasing number of pupils excluded from school.

Romsey is the least demanding area upon the EWS. There is little call upon child protection resources and there are low numbers of disaffected youngsters, although there is a steady demand for indefinite exclusion conferences. Generally, Romsey is a settled wealthy community where people enjoy a good standard of life and self sufficiency.

North East Division (Divisional base in Fleet)
The main towns in this Division are: Basingstoke, Bordon, Fleet, Yateley, Odiham, Hook, Farnborough, Aldershot, Alton and Petersfield.

The North East Division has a mixture of urban and rural areas. The main centres of population are Basingstoke, Farnborough, Aldershot, Alton and Petersfield.

Employment in this area is fairly good, although the recession is having its effect with many homes being re-possessed in the main

towns. There is a sizeable travellers population in the North East with three permanent sites based in Hartley Witney, Dummer and Yateley. There are housing problems in the Aldershot/Farnborough area with quite a number of people in bed and breakfast accommodation. Aldershot and Bordon have large populations of army personnel. Aldershot is a transit camp, with regiments moving in and out frequently.

The school population, Spring 1992 in North East Division was 51,888 (not including 142 nursery children and those attending special schools).
In special schools: N/K
In primary schools: 29,269
In secondary schools: 22,619
The total number of education establishments are; 147 primary schools, 27 secondary schools, 13 special schools, 5 nursery units and 3 post 16 colleges.

South East Division (Divisional base in Havant)
In South East Division are located the Fareham, Gosport, Havant and Portsmouth areas. It is about one-eighth of the total size of Hampshire County, being about half the size of the South West Division, and about one third of the size of the North East and Central Divisions.

However, in school and pupil numbers it is the largest Division, having 217 education establishments, and over 66,000 pupils, (about 32 per cent of the Hampshire pupil numbers in total). With a 1992 total population of nearly half a million, the South East has almost half the entire Hampshire population.

Environmentally, the Division has a number of densely populated areas, but also has a considerable rural area particularly North of Havant. The main areas of population are on the Portsmouth island, the Gosport

peninsular and the Havant area, which has one of the largest council estates in the UK. Fareham has recently increased its population, but in a more spread-out sense rather than being concentrated in one relatively small area.

In 1991 the total dwellings in the Division was 202,498 for the population of nearly half a million. Housing is estimated to be roughly equally divided between council owned and privately owned property, with a small proportion being owned by the Ministry of Defence.

There is varied employment in the Division, particularly military in some areas. There is little heavy industry, but numerous small factories, a number of office projects, and considerable emphasis on tourism and service industries. There is a lot of agricultural work, both in large-scale farming, and local nurseries. The area has not been badly hit by unemployment, but this may deteriorate as defence budget cuts take effect.

Having about two-thirds of its border on the coastline, the Division has considerable leisure activities related to boating, and there are many sailing clubs and marinas in the area. There are a number of local museums, and Portsmouth is increasing its importance as a maritime history city. It is possible that tourism and leisure could become major activities in the South East Division, and this could help to offset unemployment difficulties.

Although the area appears to be relatively affluent, the number of people on income support, as measured by pupils having free school meals, is about 43 per cent of the total for Hampshire.

The total number of educational establishments comprise:
special schools: 16 primary schools: 172 secondary schools: 27

South West Division (Divisional base in Southampton)

The South West Division combines rural, urban and city features, i.e. the New Forest, the Totton and Waterside urban fringe and the City of Southampton.

The New Forest covers the largest geographical area but has the smallest population. It has a relatively 'well-off' professional population but contains pockets of poverty and rural deprivation. It also has three of the Division's four grant maintained secondary schools.

The urban fringe area, bordering Southampton and the Waterside, combines some of the New Forest's prosperity mixed with the City overspill population. It contains one grant maintained secondary school.

The City of Southampton has seen decline in its traditional industries, i.e. docks, light engineering and manufacturing, exacerbated by the current recession. Employment still has a largely industrial base but unemployment is very high. The outer City is laced by large council housing estates while the inner City contains some rented sector ghettos. Some areas of the City have high ethnic populations and racial tension is sometimes evident.

The South West has a total of 178 education establishments made up as follows:
special schools: 13
primary schools: 131
secondary schools: 20 (inc. 4 GMS)
nursery schools: 9
Post-16 colleges: 5

There are a total of 45,536 children on school rolls in the Division:

In special schools: 1,294
In primary schools: 28,369

In secondary schools: 15,743
In nursery schools: 130
In addition to the above, 94 children attend residential and day schools outside Hampshire.

Hampshire Education Welfare Service at the commencement of the local study.

The establishment of the EWS in Hampshire as a whole, was 87 staff (Full Time Equivalent). This figure included some part-time fieldwork staff, bringing the total number of personnel to 91. The EWS was headed by four Divisional Education Welfare Officers (one in each Education Division) and personnel were based at the four Divisional Education Offices in Fleet, Havant, Southampton and Winchester. Also, some members of staff were based in sub-offices. In only the South East Division were EWS staff entirely located in one building.

Education welfare officers were organised into 17 teams, each supervised and led by a Team Manager (Senior EWO). The size of teams varied and ranged from three to seven personnel. One juvenile employment officer was based with the EWS in each of the four Divisions. In addition to the above, two EWOs were specifically employed to work with travellers families. One EWO, based in Southampton, covered the South East and South West Divisions and the other, based in Fleet, covered the North East and Central Divisions. The two traveller EWO posts were part funded by Central Government.

All 21 managerial staff, Divisional EWOs and Team Managers, held a social work qualification. Less than half of the fieldworkers were qualified social workers. None of the juvenile employment officers were social work qualified.

At the time of this research, four EWOs per year, were being seconded to undertake professional social work training on Diploma in Social Work programmes. The EWS was also providing practice placements for social work students. Ten members of EWS staff were practice

teachers. In common with many other social work agencies, the Hampshire EWS was in the process of acquiring CCETSW approval, as an accredited social work practice agency. (This was as a result of the implementation of new DipSW programmes).

Some differences in resourcing for the EWS was in evidence between the four Divisions. For example, in one Division, the Divisional EWO and all the team managers had the facility of a personal computer communication system (HANTSNET). However, this was not the case across the EWS in Hampshire overall.

The amount of clerical and administrative support for the EWS was generally provided at low priority levels across all Divisions. In one Division, for example, 26 EWS personnel shared the facility of one part-time typist (20 hours per week).

In general, across Hampshire, EWS staff worked in open plan or shared offices. Interview rooms for meetings with visitors and clients, were in short-supply.

Salaries for EWS fieldwork staff in 1992 ranged from £11,268 to £17,208 with a qualification bar at £14,106. Managerial staff salaries (Team Managers and Divisional EWOs) ranged from £18,231 to £24,402.

In the context of the education organisation as a whole, EWS has by far, on a daily basis, the most face to face contact with schools and with parents and children at their homes in the community. In addition, the EWS has frequent contact, through formal meetings and informal liaison, with a range of public agencies concerned with child welfare including social services, child and family therapy services, juvenile justice workers, health services, etc.

If, and when allowed to develop skilfully and appropriately, the EWS could play a crucial role on behalf of the LEA in terms of its work with schools and families in the community. The EWS could provide

valuable feedback to the education authority and help to identify or alleviate actual or potential areas of conflict as well as contributing towards the 'fine tuning' of LEA practices and policies.

1. Profile of Hampshire EWS based on the questionnaire to LEAs on the education welfare/education social work service

The following evidence is derived from the questionnaire completed by Hampshire EWS as part of the national survey of EWS/ESWS in England and Wales. In using this material the purpose is not to create, or imply the presence of, a 'league table' but rather, it is to place Hampshire within a national context in order to see to what extent commonalities or differences exist.

The title of the agency is 'education welfare service' and its fieldworkers are 'education welfare officers'. Nationally, 80.9 per cent of agencies are titled 'EWS' and 81.8 per cent of agencies have fieldworkers called 'EWOs'.

Hampshire EWS does not have a head of service specifically within the agency. This is against the national trend where 76.4 per cent of agencies do have a head of service. Hampshire EWS comprises 87 staff (Full Time Equivalent), excluding clerical support, and this represents the second largest EWS in England and Wales. The largest EWS has 92.5 staff (FTE).

Hampshire EWS has 21 managerial staff (4 Divisional EWOs and 17 Senior EWOs/Team Managers) and 66 fieldworkers (including 4 Juvenile Employment Officers). The division of managerial and fieldwork staff is 24.1 per cent : 75.9 per cent. The average division, nationally, is 20.5 per cent : 79.5 per cent.

Clerical support within Hampshire EWS comprises of 8.5 staff (FTE). The level of this support differs widely between the four Divisions.

For example, in the South East Division (which has the largest number of EWS staff) only one part-time clerical worker is employed. However, in addition, some limited clerical support is provided from other sections in the LEA. This 'extra' support appears to be based on very informal, rather than formal lines.

Given that the ratio of clerical workers to EWS staff is very low, and further, given that the work of the EWS involves significant elements in the areas of case-recording, maintaining case files, compiling reports for child protection meetings, the courts, minuting various meetings, filing, etc., an assumption is that a not inconsiderable amount of time is spent by EWS staff on clerical tasks.

Comparison of clerical support between Hampshire EWS and the EWS/ESWS nationally, has not been possible given the wide variations of this support between agencies. Evidence in this area, nationally, is patchy and not very well defined, therefore any conclusion in this area would be highly questionable. It is nevertheless an important resourcing issue that requires further investigation.

Hampshire EWS does not have a court officer or an officer who is specifically employed to overview and develop training. Court cases are essentially presented by a local authority solicitor. The EWS has access to training through the LEA as a whole. Nationally, 20.0 per cent of agencies have a court officer(s) within the service, and 13.6 per cent have their own training officer(s).

Hampshire EWS has a separate juvenile employment section based within the agency. This comprises of one JEO in each of the four Divisions. 18.2 per cent of agencies, nationally, have a separate juvenile employment section within the service.

The service also employs personnel to fulfil a specialist role in the areas of work with travellers children and special educational needs pupils. A specialist role is part allocated for work with ethnic minorities and pregnant schoolgirls but this is along with generic

work. Volunteers are not used by Hampshire EWS. Nationally, only 11.8 per cent of services use volunteers.

In terms of workbase, Hampshire EWS is mainly based in four Divisional Offices. In addition, there are sub-offices and EWOs have the use of offices in some schools plus 'drop-in centres' in some areas.

Staff qualifications

50.6 per cent of Hampshire EWS hold a professional social work qualification (DSW, CQSW, CSS). In percentage terms of its staff, Hampshire EWS has the tenth largest percentage of qualified social workers, nationally.

A number of staff (26.4 per cent) hold a degree, higher degree, higher diploma or equivalent. A teaching qualification is held by 12.6 per cent of staff in Hampshire EWS. The figures in these areas are significantly higher than the national average.

Recruitment policy

Hampshire EWS has a recruitment policy of appointing qualified social workers only. In national terms, 8.2 per cent of agencies have this policy.

Training

With regard to training, Hampshire undertakes the following areas : (Figures in parentheses = the percentage of services involved in these areas, nationally).

* Secondment of staff to the Diploma in Social Work programme (39.1 per cent).
* Seconding staff to Diploma in Social Work programmes in future (22.7 per cent).
* Assisting qualified staff to undertake post qualifying course (33.6 per cent).
* Comprehensive induction programme for new staff (72.7 per cent).
* Planned, regular in-service training for existing staff (86.3 per cent).

* Agency links into training organised by social services (78.2 per cent).
* Agency provides training for outside agencies e.g. SSD, teachers, etc. (58.2 per cent).
* Agency provides supervision placement for DipSW students (43.6 per cent).

Hampshire EWS does not have its own training budget. It derives funding for training from a shared budget within the LEA as a whole.

Supervision of Fieldworkers

The Hampshire EWS profile regarding formal supervision of fieldwork staff is that the service does have a formal practice of supervision which is carried out by Senior EWOs/Team Managers. On average, across the service, supervision takes place fortnightly, lasts one and a quarter hours, and is usually documented. Supervision comprises both casework and personnel development areas. Supervision is usually undertaken on an individual basis, with group supervision sometimes used.

Referrals to Hampshire EWS

The EWS records and collates referrals received but how this is undertaken, differs between Divisions. In one Division, referrals are collated on a computer. However, this is not common practice across the EWS in Hampshire as a whole.

The vast majority of referrals to the EWS originated from secondary schools. The second largest number of referrals, over 10 per cent but less than 30 per cent of the total, arose from primary school sources. Referrals also originate from a wider range of sources, although each of these sources account for less than 10 per cent of the total. Generally, referral sources to Hampshire EWS have a similar pattern to the service nationally.

Administrative duties

Hampshire EWS is involved in the administration, as an integral function, of a discretionary clothing fund and keeping records of

children in employment. The EWS is also involved in the administration (to part-assist other sections of the LEA) of free school meals; school transport; child population census; escort of pupils; school clothing grants; movement of pupils from one LEA to another; maintaining records of children on home tuition; and keeping records of children excluded from school. These areas of administration, to part-assist other education sections, are undertaken in varying degrees across Hampshire and some of these areas of work are not undertaken by EWS staff in all Divisions.

The conclusion is that apart from the areas described as an integral function (administration of discretionary clothing fund and records of children in employment) of the EWS, other administrative duties are not undertaken, necessarily, in a standard or consistent way across Hampshire EWS.

Sample range of duties and responsibilities

Work described as integral to the Hampshire EWS included the following:

* Preparing reports as part of statementing process (special educational needs)
* Attending child protection conferences/reviews
* Representing LEA as member of core panel of child protection team
* Arranging/attending meetings between school and parents of excluded pupils
* Attending above meetings as main LEA representative
* Representing LEA at juvenile justice gatekeeping meetings
* Assisting/advising schools regarding child protection issues
* Advising/visiting employers regarding child employment issues
* Undertaking Supervision Orders (school attendance cases) **prior** to the Children Act 1989 (14 October 1991)

Other duties where significant part involvement of the EWS was evidenced included: organising/recommending home tuition for children and seeking alternative education provision for excluded pupils.

11. Referrals to the Agency

(i) Does your Agency have a policy of recording and collating all referrals received? Yes ☐ No ☐

(ii) Does your Agency use computerized records for referrals ☐ ☐

(iii) Please place a tick in one of the following four columns which approximates to the rate of referrals to your Agency, during the last school year.

	Over 30% of all Referrals	Less Than 30% of all Referrals But over 10%	Less than 10% of all Referrals	No Referrals at all
a) Secondary schools				
b) Primary schools				
c) Special Schools (Day and Residential)				
d) Parents (self-referral)				
e) Children (self-referral)				
f) By EWO/ESW's own observation				
g) Nursery schools/playgroups etc				
h) Sixth form colleges/Tertiary colleges, etc.				
i) Child's employer				
j) Other section(s) within Education Department				
k) Medical/health services				
l) Child Guidance/child therapy service				
m) Social Services				
n) Juvenile Court/Juvenile Justice Unit				
o) D.S.S.				
p) Housing				
q) Police				
r) Careers Service				
S) N.S.P.C.C.				

t) OTHER significant referrer(s) (please state) _____

12. **Administration**

Which of the following areas are dealt with by your Agency? (Excluding work undertaken by clerical support staff) Please tick appropriate column	As an integral Function of your agency	To part assist other Education Section	Not at all
i) Free school meals			
ii) School transport			
iii) Child population census			
iv) Arranging escort of children (to schools outside own LEA)			
v) School clothing grants			
vi) Children's clothing (Discretionary/hardship fund etc).			
vii) Keeping records of children in employment			
viii) Movement of children from one LEA to another (change of address)			
ix) Maintaining records of children on Home Tuition			
x) Maintaining records of children excluded from school			

xi) OTHER significant administrative area(s) (Please Describe)

_____

_____

13 Sample Range of Duties and Responsibilities

In which of the following areas is your Agency involved?	PLEASE TICK: Work Integral to Agency	Part Involvement of Agency	No Involvement
i) Preparing reports as part of statementing process (Special Educational Needs)			
ii) Attending child protection conferences reviews			
iii) Representing L.E.A. as member of core panel of Child Protection team.			
iv) Arranging/attending meetings between school and parents of excluded pupils.			
v) Attending above meeting as main L.E.A. representative			
vi) Representing L.E.A. at Juvenile Justice Gate-keeping meetings (Inter-agency panel)			
vii) Assisting/advising schools regarding child protection issues.			
viii) Organising/recommending Home Tuition for children			
ix) Advising/visiting employers regarding child employment issues.			
x) Undertaking Supervision Orders (school attendance cases) prior to the Children Act (14.10.91)			
xi) Seeking alternative education provision for excluded pupils.			

xii) Any additional comments about this section or other significant areas to highlight.

_____

14. Sample range of intervention by Agency with regard to Child Welfare (including school attendance factors) Please tick appropriate columns	Very Frequently	Often	Seldom	Not At All
i) Home visiting to interview/ advise/counsel parents and children				
ii) Interviewing Parents and children at office				
iii) Offer counselling to children in schools				
iv) Undertake joint work with teachers in dealing with children's problems.				
v) Offer groupwork activities/ counselling to Parents and/ or children.				
vi) Advise on and/or investigate welfare rights on behalf of parents and children.				
vii) Organise case conferences/ planning meetings with parents and children and other agencies to discuss school attendance issues.				
viii) Actively engage in joint interagency work (.e.g. Social Services) with children and their families				
ix) Involvement with police in "Truancy patrols"				
x) Set up group projects/ holiday ventures, for children during school holidays				

xi) Additional areas of significant work undertaken by your Agency that you wish to highlight:- _____

_____

15. **Court Work** (School Attendance Cases)

(i) Who usually presents the case in court on behalf of your LEA?

Please tick

(a) Local Authority solicitor ☐

(b) Private solicitor(s) engaged by LEA ☐

(c) Education Welfare/Education Social Work Court Officer ☐

(d) Manager/Senior Officer of your Agency ☐

(e) EWO/ESW ☐

(f) Combination of above or other (please specify) _____

_____

(ii) Who usually presents Child employment cases in court? (Please specify) _____

(iii) In school attendance cases where a Social Enquiry Report is requested by the Court, is this undertaken by your Agency?

Always	Frequently	Seldom	Never

Any additional comments about this section?

_____

_____

_____

_____

THANK YOU FOR COMPLETING THIS QUESTIONNAIRE

APPENDIX 2

HAMPSHIRE COUNTY COUNCIL
EDUCATION

SOUTH EAST
DIVISION

CROSSLAND DRIVE
HAVANT
PO9 2EL

TELEPHONE
0705 498200
FAX
0705 498174

ASSISTANT
COUNTY
EDUCATION
OFFICER
George Heller MA

EWS/PH/JH

Mr. Halford

428

23rd September 1991

Dear Colleague,

Re: Attached Questionnaire : A National Survey of the Education Welfare/Education Social Work Service in L.E.A.s in England and Wales

I am currently employed by Hampshire County Council as a Senior Education Welfare Officer based in the South-East Division of the County. I am also undertaking a part-time Master of Philosophy Degree at the University of Southampton, for which I am researching the role of the E.W.S. with regard to its future development and status.

I have recently completed a review of the literature on the Education Welfare/Education Social Work Service nationally and I am now in the process of following this up through a National Survey plus a local questionnaire and interviews in Hampshire. The main aim of the National Survey is to provide a current overview of the role and organisation of the Service. I will also be looking at some of the general issues facing the Service through a local in-depth study.

I am very much aware that your time is valuable and your help and support in taking part in this survey would be much appreciated. For my part, I promise to supply every respondent with the results of the survey. All responses will be treated in strict confidence and no Authority (apart from Hampshire) will be named in the results. I will of course cite responding Authorities in my acknowledgements in the published study.

Please attempt to complete each section of the survey as far as possible. However, if information is not easily available on certain sections, please return the paper in an incomplete form if necessary.

If further copies of the survey are required (for distribution to Divisional/Area Officers, etc.) I will gladly send on request.

Please return the Questionnaire complete/incomplete by **10th October 1991** using the enclosed stamped addressed envelope.

May I take this opportunity of thanking you in anticipation.

Yours faithfully,

PETER HALFORD, BA., Dip.Social Work.

Note: Would you be interested in receiving a summary booklet of my study on the EWS/ESWS to be published late 1992/early 1993?

Cost = Printing and postage only

Yes ☐
No ☐

TABLE 15

MAIN CAREER BEFORE JOINING HAMPSHIRE EWS

	Other EWS	Social Services	Probation Service	Other Social Work Agency	Other Local Gov. Post	Teaching	Full Time Student	Police	Navy	Other Armed Service	Working At Home eg as parent	Other Career
COUNTY	8 10.2%	19 24.4%	1 1.3%	7 9.0%	12 15.4%	8 10.2%	4 5.1%	2 2.6%	4 5.1%	1 1.3%	2 2.6%	10 12.8%
CENTRAL DIVISION	2 13.3%	6 40.0%	0 0%	2 13.3%	2 13.3%	0 0%	0 0%	0 0%	0 0%	1 6.6%	0 0%	2 13.3%
NORTH EAST DIVISION	3 16.7%	3 16.7%	0 0%	0 0%	4 22.2%	3 16.7%	1 5.5%	0 0%	0 0%	0 0%	1 5.5.%	3 16.7%
SOUTH EAST DIVISION	3 11.5%	4 15.5%	1 3.8%	1 3.8%	3 11.5%	3 11.5%	1 3.8%	2 7.6%	4 15.5%	0 0%	0 0%	4 15.5%
SOUTH WEST DIVISION	0 0%	6 31.6%	0 0%	4 21.0%	3 15.8%	2 10.5%	2 10.5%	0 0%	0 0%	0 0%	1 5.3%	1 5.3%

TABLE 16

STAFF QUALIFICATIONS

	CQSW DSW	Cert in Education Welfare	Teaching Qualification	Higher Degree	Degree	Diploma in Admin	Technical Qual. eg. HND, HNC, etc.	Other Qual.	Nil
COUNTY	40 51.3%	3 3.8%	14 17.9%	1 1.3%	18 23.0%	4 5.1%	9 11.5%	25 32.0%	10 12.8%
CENTRAL DIVISION	8 53.3%	1 6.7%	3 20.0%	0 0%	3 20.0%	2 13.3%	3 20.0%	5 33.3%	1 6.7%
NORTH EAST DIVISION	12 66.6%	1 5.5%	2 11.1%	1 5.5%	1 5.5%	0 0%	3 16.6%	8 44.4%	1 5.5%
SOUTH EAST DIVISION	8 30.7%	1 3.8%	7 26.9%	0 0%	8 30.7%	2 7.6%	1 3.8%	6 23.0%	6 23.0%
SOUTH WEST DIVISION	12 63.1%	0 0%	2 10.5%	0 0%	6 31.5%	0 0%	2 10.5%	6 31.5%	2 10.5%

While over half of all staff hold a professional social work qualification, virtually one quarter hold a degree or higher degree and nearly one fifth hold a teaching qualification. In terms of certification in these three areas compared to the figures in the service, nationally, Hampshire has a much higher rate than the average. (See Chapter IV, Figs. 7 and 8).

However, differences are evident across Hampshire.. In two Divisions, (North East and South West) two-thirds of staff are qualified social workers and in Central, over half are similarly qualified. In the remaining Division, South East, less than one third of staff are qualified social workers. Of those 8 staff in the Division, 6 occupy managerial positions. However, within the South East Division, over one quarter of staff hold a teaching qualification and nearly one third are degree holders, while there are nearly one quarter of staff without any formal higher qualifications at all.

There may well be positive advantages in having a wide range of qualifications and experiences within an organisation. However, in terms of the professionalisation of the service the formal qualification base, at present, varies markedly.

The average number of educational establishments that EWOs are responsible for visiting (TABLE 17)

There is little variation across the County average in this area although Central Division on average have a higher number of primary schools and South West Division more educational small units. Visits by EWOs to post 16 educational establishments and nursery schools do not appear in the Central and North East Divisions. From Table 17, it can be seen that on average, across the service, each EWO is allocated to work with a little over 11 educational establishments.

Court work

The figures in TABLE 18 show that across the County as a whole, 20 personnel made one or more school non-attendance case referrals to court during a one year period. This represents one quarter (25.6 per cent) of staff overall. However, in practice, Divisional EWOs (4) and Juvenile Employment Officers (4) would not be involved in undertaking these referrals. Therefore, a more accurate figure would be 78 minus 8 = 70. 20 divided by 70 times 100 = 28.5 per cent. Although representing one third (26) of all the respondents in the survey (78), the number of staff in the South East Division, who used the court process in school non-attendance cases was nevertheless considerably higher than the other three Divisions. Of the 24 staff in the South East Division excluding the Divisional EWO and Juvenile Employment Officer), exactly half (12) used the court process in those cases. Among the other 3 Divisions combined, only 8 staff used this court process. 8 divided by 46 times 100 = 17.4 per cent.

The conclusion is that the frequency, in terms of number of staff involved, that the court process is used, differs widely across Hampshire.

Frequency of EWS staff (excluding JEOs) involvement with the following work areas

Attending child protection conferences or/and reviews

Across the EWS a whole, nearly all staff (69) 93.2 per cent at least occasionally attend child protection conferences or/and reviews. Over half (41) attend at least monthly, and a number of these respondents indicated that there was weekly commitment in this area (TABLE 19a). Although most staff participate in this area of work, it appears that, in terms of staff numbers, frequency of involvement is higher in the South East and South West Divisions. This high level of involvement has been verified by the researcher through looking at Hampshire Social Services annual reports on the number of child protection meetings held in the various areas.

TABLE 17

AVERAGE NUMBER OF EDUCATIONAL ESTABLISHMENTS EWOs ARE RESPONSIBLE FOR VISTING (Figures = per EWO)

	Secondary Schools	Primary Schools	Special Schools	Tertiary 6th Form Colleges	Nursery Schools	Tutorial Units, Behavioural Units, Adolescent Centres, etc.
COUNTY	1.4	8.4	0.5	0.06	0.2	0.6
CENTRAL DIVISION	1.5	10.8	0.3	Nil	Nil	0.3
NORTH EAST DIVISION	1.3	8.7	0.5	Nil	Nil	0.5
SOUTH EAST DIVISION	1.3	7.8	0.5	0.1	0.2	0.4
SOUTH WEST	1.3	7.0	0.8	0.1	0.6	1.2

NOTE Figures based on fieldworkers (EWOs) questionnaire respondents only.

TABLE 18

COURT WORK

During the year commencing January 1991 the following number of SEWOs/Team Managers and EWOs referred one or more case(s) to court on grounds of school non-attendance.

		% of respondents in survey
COUNTY	20	28.5%
CENTRAL DIVISION	4	5.7%
NORTH EAST DIVISION	3	4.3%
SOUTH EAST DIVISION	12	17.1%
SOUTH WEST DIVISION	1	1.4%

* During the year commencing January 1991, 1 juvenile employment officer referred one or more case(s) to court regarding child employment matters.

* As at March 1992, three education supervision orders were being undertaken by Hampshire EWS. (This followed the introduction of the Children Act, 14 October 1991).

EWS STAFF (excluding JEOs) involvement with the following work areas

TABLE 19a

Child protection conferences/reviews*

	At least Monthly	Occasionally	Not at all
COUNTY	41	28	5
CENTRAL	4	9	1
NORTH EAST	8	7	2
SOUTH EAST	15	10	0
SOUTH WEST	14	2	2

TABLE 19b

Excluded pupil meetings at school*

	At least Monthly	Occasionally	Not at all
COUNTY	26	42	6
CENTRAL	2	12	0
NORTH EAST	8	9	0
SOUTH EAST	9	14	2
SOUTH WEST	7	7	4

* Several respondents indicated that involvement in these areas occurred at least weekly.

TABLE 19c

Juvenile justice gatekeeping meetings

	At least Monthly	Occasionally	Not at all
COUNTY	12	14	48
CENTRAL	3	2	9
NORTH EAST	4	2	11
SOUTH EAST	3	8	14
SOUTH WEST	2	1	14

Attending excluded pupil meetings at school

Again, looking across the whole service, EWS involvement in this area is very high. 68 staff or 91.9 per cent attend meetings at school regarding excluded pupils (TABLE 19b). Of these, 35.1% (26) attend at least monthly and several of these respondents indicated at least weekly involvement. In terms of the number of staff involved, it appears that attending excluded pupil meetings is more frequent in North East, South East and South West Divisions than in Central Division.

Attending juvenile justice gatekeeping meetings

TABLE 19c shows that 35.1 per cent or a little over one third of staff (26) attend, at least occasionally, juvenile justice gatekeeping meetings. Of these, nearly half have at least monthly involvement. Similar numbers of staff who have monthly involvement across Hampshire is evidenced although more occasional involvement (by other staff) takes place in the South East Division.

Formal assessment process for special educational needs
EWS involvement in report writing, reviewing or progress chasing

Across Hampshire, the vast majority of EWS staff have at least, some occasional involvement in this area, (67) or 90.5 per cent of staff. Over one quarter of all staff (20) are involved at least monthly (TABLE 19d). However, differences in frequency of involvement in terms of number of staff are evidenced between the Divisions with nearly half of the staff (47 per cent) in North East (8) involved at least monthly and in Central only 7.1 per cent.

EWS involvement in group projects/holidays for children during school holidays or weekends

In TABLE 19e, across Hampshire, 42 staff or 56.7 per cent, were involved in these areas of work during the past year. In each of the three Divisions - Central, North East and South West, two thirds of the staff participated in this work. In the South East, a little over one third (36 per cent) did so.

TABLE 19d

Statementing Process (S.E.N): Report writing/reviewing/progress chasing

	At least Monthly	Occasionally	Not at all
COUNTY	20	47	7
CENTRAL	1	11	2
NORTH EAST	8	8	1
SOUTH EAST	6	18	1
SOUTH WEST	5	10	3

TABLE 19e

During the year commencing January 1991, the number of staff involved with group projects/holidays for children during school holidays/weekends

		% of respondents in survey
COUNTY	42	56.7%
CENTRAL DIVISION	9	12.1%
NORTH EAST DIVISION	13	17.5%
SOUTH EAST DIVISION	9	12.1%
SOUTH WEST DIVISION	11	14.9%

TABLE 19f

During the year commencing January 1991, the number of staff involved with group projects regarding school non-attenders and/or children with behavioural problems

		% of respondents in survey
COUNTY	18	24.3%
CENTRAL DIVISION	1	1.3%
NORTH EAST DIVISION	4	5.4%
SOUTH EAST DIVISION	7	9.5%
SOUTH WEST DIVISION	6	8.1%

EWS involvement with group projects regarding non-school attenders or/and children with behavioural problems

Hampshire EWS staff involvement in this area was 18 (TABLE 19f). This represents one quarter of all staff and is lower than the involvement with holiday projects for children (over half the staff, 56.7 per cent as in TABLE 19e). Across three Divisions, North East (23.5 per cent), South East (28 per cent) and South West (33 per cent), participation in this work was undertaken by between one quarter and one third of its staff. In Central Division, only 7.1 per cent of staff were involved.

Training

Unqualified Staff

All staff who did not hold a professional social work qualification were asked to indicate whether, given the opportunity, they would undertake a qualifying course.

The results are shown in TABLE 20 (Based on 37 respondents, one respondent was unsure). Across the EWS, 24 personnel includes 6 staff already undertaking DipSW (TABLE 22) 63.1 per cent of all unqualified staff, indicated that, given the opportunity, they would undertake a Diploma in Social Work programme. The highest number of staff who would undertake the DipSW programme,, as might be expected, appear in the South East Division (TABLE 16, showing low number of qualified staff). However, 13 staff, or 34.2 per cent of all unqualified staff indicated that they would not take the course. The South East Division again features highly. (8 staff out of a County total of 13 in this area). However, nearly half the respondents in this group (6) stated that nearing retirement age was the reason for not wishing to undertake a qualifying course.

In the South West Division, every unqualified member of staff indicated that they would undertake, given the opportunity, a qualifying course.

The conclusion is that, in theory, given the present level of secondments being provided by Hampshire (4 per year) coupled with the retirement of some unqualified staff (and given the continuing policy of recruiting qualified social workers only), it is feasible that a fully social work qualified EWS could be established in five years.

Qualified staff

Similarly, all holders of a professional social work qualification were asked whether, given the opportunity, they would undertake part-time, post-qualification training (TABLE 21). 34 personnel or 85 per cent, indicated that they would do so, whereas only 4 personnel, 10 per cent, would not undertake such training. 2 respondents did not indicate either way.

Staff involved, or about to become involved with training

TABLE 22 indicates on-going training that was, or was about to, take place at the time of the questionnaire approach. The number of staff currently undertaking the Diploma in Social Work programme was 6 (TABLE 22). The number of staff who were supervising Diploma in Social Work students in the agency was 10, with a high proportion based in the South West Division (5) or 50 per cent of the total (TABLE 22). Hampshire EWS is presently working towards becoming an accredited social work placement agency within the guidelines established by CCETSW.

TABLE 22 shows 7 staff undertaking a post qualifying course. The post qualifying courses include Masters degrees, social work practice teaching and child protection training.
29, or 37.1 per cent of staff were in receipt of, or about to receive in-service training, (TABLE 22). The in-service training included, for example, induction courses (residential) for newly appointed staff; Children Act training; staff supervision and management courses. 22 staff (28.2 per cent) were receiving, or about to receive, training with another agency (e.g. social services) with

TABLE 20

TRAINING : NON-HOLDERS OF A PROFESSIONAL SOCIAL WORK QUALIFICATION

	Given the opportunity, number of staff who would undertake a DipSW programme	Number of staff who would not undertake a DipSW programme
COUNTY	24 *	13 *
CENTRAL	3	4
NORTH EAST	5	1
SOUTH EAST	9	8
SOUTH WEST	7	0

* includes 6 EWOs currently undertaking a DipSW programme

* several respondents stated the reason was due to retirement in the near future

TABLE 21

TRAINING : STAFF HOLDING A PROFESSIONAL SOCIAL WORK QUALIFICATION

	Given the opportunity, number of staff who would undertake part-time, post qualifying courses	Number of staff who would not undertake part-time, post qualifying courses
COUNTY	34	4
CENTRAL	8	0
NORTH EAST	9	3
SOUTH EAST	5	1
SOUTH WEST	12	0

TABLE 22

NUMBER OF EWS STAFF INVOLVED IN TRAINING AREAS

	Undertaking DipSW programme	Supervising DipSW students	Undertaking a post qualifying course	Receiving in-service training	Receiving training with outside agency or other education section
COUNTY	6	10	7	29	22
CENTRAL	1	0	1	4	4
NORTH EAST	2	2	0	5	7
SOUTH EAST	1	3	2	13	8
SOUTH WEST	2	5	4	7	3

another section of the education department (TABLE 22). The inter-agency or inter-departmental training included the following areas: child protection, educational law, equal opportunities, counselling skills, and information technology.

The conclusion from this section (TABLE 22) is that training is being provided at multiple levels and across several broad areas. Staff in all four Divisions are involved in various areas of training. However, it is not at all clear to what extent training in general is being planned and co-ordinated across Hampshire EWS in a balanced, equitable and most appropriate way. Nevertheless, in terms of providing a range of training Hampshire EWS appears to offer equal, if not greater opportunities, than most services nationally (Fig.10, p.113).

Future training needs

All staff were asked to identify areas of training that would be particularly useful in their work practice and the results are listed below under summary headings. The training areas identified also provide a useful insight into the range of activities undertaken by the service. Areas of training most frequently cited included management skills, child protection issues, educational and child care law and court work. Also, a range of intervention methods were cited including; behavioural modification, groupwork, counselling. The use of information technology was also seen to be important.

Training areas identified by staff that would be particularly useful in their work practice.

County - all levels of staff

(Figures in brackets = number of times training area cited by staff)

Adolescents (working with)
Advanced managers course
Aggression and violence (dealing with)
Anti-discrimination practices
Assertiveness training
Behavioural management/modification/therapy (7)
Bereavement counselling (3)
Bullying (work with children) (2)

Case conferences
Casework recording
Child abuse - after treatment
Child care law
Children with behaviour problems
Child protection (10)
Child sexual abuse
Children Act (6)
Clerical work management
Co-counselling with other agencies
Counselling skills (12)
Court work (11)
Decision making skills
Disciplinary procedures (2)
Educational law (3)
Education supervision orders (8)
Education welfare (introduction to)
Education welfare (increased knowledge of) (3)
Education welfare (procedures)
EBD children (working with)
Equal opportunities training
Ethnic minorities awareness
Family consultancy work
Family counselling
Family work/therapy (7)
Financial management
Groupwork (9)
Health and safety issues
Information technology (10)
Inter agency co-operation
Interviewing techniques
Legislation
Management skills (17)
Management of violence
Negotiating skills
Policy issues
Presentation skills and techniques (2)
Professional issues
Psychology
School refusers (work with)
Self esteem work with children
Social skills in adolescents
Social work qualifications (2)
Special educational needs children (4)
Statementing process
Stress management
Student supervision skills
Teaching skills (with adults)
Therapeutic intervention
Time management
Training days for Hampshire EWS
Training the trainers course

The range of training needs which staff believed would be helpful in performing their work provides evidence about the range of activities with which the EWS is involved. In particular, in working with cases of school non-attendance, a number of complex issues are present requiring a skilled range of intervention methods in order to carry out the tasks effectively and appropriately.

3. The case study approach

Across a wide range of sources, both primary and secondary, there is irrefutable evidence that dealing with issues of school attendance is the main core function of the EWS. Equally, however, there is significant evidence that work in this area is complex and multi-faceted and further, that school attendance work takes place within a much wider range of duties and areas of intervention.

The main aim or purpose of using a case study method is to provide primary source material from EWOs themselves to illustrate some of the work that they are performing. The following twelve case examples, supplied by one team of EWOs in Hampshire, provide evidence of a wide range of complex work areas beyond that of being involved in purely school attendance issues. All names are fictitious, but the material facts are substantive. The researcher has looked at over 100 case files during this project and confirms that the cited cases are not untypical of issues faced by EWOs in their everyday work.

Case 1 'Jennifer'

Jennifer was thirteen years old when she was referred to the EWS. She lived with her mother (who had re-married and was in full-time employment), younger brother and a much younger half-brother. The initial presenting problem was an irregular pattern of school attendance. On investigation by the EWO, it was identified that Jennifer had undergone periods of genuine illness but that she had also spoken of being bullied at school. The EWO provided individual counselling sessions for Jennifer and following this, she returned to school, accompanied by her mother, for several weeks.

Later, she again began feeling unwell and eventually became a school refuser. She expressed concern over her ability to cope with school work and that she had great difficulty in coping with a classroom setting.

Further counselling was offered and various attempts to re-integrate Jennifer into school were made by the EWO and Jennifer's mother. This achieved only limited success culminating in Jennifer then refusing to go to school and would not get out of bed in the mornings. She became violent towards her mother and on several occasions absconded from her home.

The EWO referred her to an education psychologist who found her to be a diligent and able pupil but who lacked confidence and was unable to establish relationships with her peers. By the time a small educational unit placement had been recommended and a place found, Jennifer had become virtually house bound. Over a period of several months, the EWO engaged the support of Jennifer's extended family and a teacher at the unit and eventually, Jennifer began to attend the unit. Initially the EWO had to take her to the unit (which was eight miles away) every day. Later, relatives were engaged to accompany Jennifer. After half a school term, she became more independent and travelled to and from the unit alone and attended regularly. She began to establish social relationships with fellow pupils. Towards the end of her first year at the unit, she requested that a referral be made to the child and family therapy service for additional help with her personal difficulties. Arrangements were made by the EWO for this to take place.

Further attempts to re-introduce Jennifer to mainstream school were unsuccessful and she continued to attend the unit.

Case 2 'Jason'

Jason was fifteen years old and lived with his mother and father who were both in full-time employment. He was the youngest of three children. It was known that Jason's father had recently been hospitalised for a heart complaint. Jason was a very tall boy for his age and spent much of his time in the company of older, working teenagers. He was referred to the EWS by the school when his attendance deteriorated after the first three weeks of the Summer Term. Jason had transferred to his present school from another local secondary school which he had failed to attend for many weeks. During that previous period, he had run away from school and set himself up with accommodation and a job for four days in a neighbouring county.

Despite the efforts of the EWO, involving many home visits and interviews with Jason and his parents, Jason only attended school for very brief periods. A referral was made by the EWO to an education psychologist. Following a meeting with the EP, a plan was agreed that Jason would go and live with his grandparents and that initially, the EWO would take him to school. This plan worked successfully for three weeks then a pattern of school refusal began with Jason complaining of headaches. He was seen by the family GP who referred him to hospital for an electroencephalogram. Jason's electric activity of the brain was diagnosed as normal.

A pattern then emerged of a sporadic pattern of school attendance interspersed with Jason complaining of headaches and inability to sleep. He was referred to the child and family therapy service but only his parents attended the appointment. The EWO continued to counsel Jason and supplied information on relaxation techniques and coping with insomnia. He was then again referred to the family GP but failed to keep the appointment. The EWO took him to see a teenage counsellor and although Jason appeared more positive, he still would not return to school. He continued to refuse to attend school complaining that "the school corridors were too big and noisy". During the school holidays, Jason obtained part-time work which he

performed well. He expressed to the EWO that he wanted to take examinations at GCSE level, but could not cope with school.

Eventually, through discussion and negotiation by the EWO with the LEA and with a local sixth form college, Jason was given the opportunity (although being of secondary school age) to complete his final year of compulsory schooling at that establishment. This proved successful for nearly three months until he failed to attend and began another period of 'school refusal'. Jason's parents then arranged and paid for a private home tutor to provide him with education for the few remaining months of compulsory schooling, but he failed to take up this provision.

Case 3 'Jane'

Jane aged eleven lived with her mother and step-father in a council maisonette. She was the middle of three children. Jane was referred to the EWS by her school following incidents of theft from pupils and teaching staff along with aggressive behaviour and verbal abuse towards teachers. She was initially excluded from school on a temporary basis but was later permanently excluded.

Jane's background was tragic. Her parents had been divorced years ago and she had visited the home of her natural father on access occasions. During that period, both Jane and her sister had been subjected to several incidents of sexual abuse by a paternal relative. Following the disclosure of these incidents, social services had undertaken long term involvement in Jane's case. Through meetings between the school, social services and the family, arranged by the EWS, it was held by the professional agencies that Jane's present behaviour resulted from her earlier traumatic experiences. However, this was not the view of her mother who stated that Jane's behaviour was poor long before the abuse occurred.

Over a period of many months, a formal assessment of education special needs was undertaken and a home tutor was provided by the LEA as an interim measure. The EWO continued to visit the family and performed

a co-ordinating and liaison role with the various agencies involved in Jane's case including the social services, education psychologist, home tutor and the school from which Jane was excluded. The EWO made arrangements with the school for school work to be provided to the home on a regular and consistent basis.

The EWO also compiled a detailed report on Jane's home background as part of the assessment process for special educational needs along with progress chasing the stages of the formal statement and keeping the family informed of developments.

The family however were concerned that she be given another chance in a mainstream school (she had already attended three different schools). With the help of the EWO, who liaised closely with another EWO colleague for a school place in a neighbouring district, Jane was given another school place.

Although her behaviour in school remained quite poor, it was better than previously, and the new school managed to contain Jane in that setting until she reached the age to transfer to secondary school.

Case 4 'John'

John was aged fifteen and attended a local comprehensive school. Both his parents worked full-time and his older sister attended a local FE college. John's behaviour in school over a long period of time became increasingly disruptive, culminating in him being permanently excluded. His parents did not wish to appeal against the decision to exclude. Instead, they tried to find an alternative school for John but the schools approached stated that they could not offer him an appropriate curriculum to match the one he had been undertaking at his previous school. The EWO similarly met with no success when he approached several schools in the area. As an alternative measure, a home tutor was provided by the LEA and the EWO continued to liaise between the home and the school with regard to the provision of school work. In addition, the EWO successfully negotiated some work experience for John. Nevertheless, John and his parents had expressed

to the EWO, that he wanted to be entered for some examination subjects. The EWO, after much negotiation, managed to secure a place for him at an FE college so that he could continue his course studies. John attended the college successfully and was entered for the examinations in his chosen subjects.

Case 5 'Kathleen'

Five year old Kathleen was referred to the EWS by her infant school who expressed concern about irregular attendance, poor standard of dress and hygiene, and that Kathleen appeared apathetic in school. Kathleen lived with her single parent mother and two siblings aged two years and one year. Kathleen's mother was expecting another child within the next seven weeks. The family were living in one room in a temporary accommodation hostel.

On investigation, the EWO found home conditions to be dirty, untidy and unsafe for young children. Kathleen's mother disclosed that Kathleen had been sexually abused some two years ago by one of the mother's former boyfriends. Kathleen's behaviour at home was extremely difficult to manage and that she was bedwetting. Although maternal affection for Kathleen appeared to be present, parenting skills and ability to offer appropriate protection were low.

Social services were involved with the case through child protection and were offering some support to the family. The police were also aware of the family through child protection issues.

The EWO provided some financial support to the family through a discretionary clothing grant administered by the EWS and ensuring that free school meals were provided. The EWO took Kathleen to and from school on a regular basis to ensure that Kathleen received educational provision including secondary socialisation in a stable environment. The EWO arranged to see Kathleen in school, weekly, in order to help implement a behaviour chart.

The EWO engaged the services of a school nurse to help deal with the problem of hygiene and bedwetting. An attempt by the EWO to refer Kathleen and her mother to the child and family therapy service was unsuccessful because of lack of parental co-operation.

Liaison between the EWO and the health visitor confirmed that great concern for the children was evident from the health service and that fortnightly visiting was made by the health visitor to the home. EWO liaison with the housing department indicated that re-housing of the family in the near future was very unlikely due to waiting lists. The prognosis for the family was poor and inter-agency work and liaison remained on-going, with a likely reception of the children going into (at least) respite care via social services in the near future.

Case 6 'Sam'

Sam, aged eleven years, had been known to the EWS for two years. He was referred to the EWS partly through irregular attendance but mainly because of his behaviour at school. This behaviour finally resulted in Sam being permanently excluded from school. Following meetings between the school, the family and the EWS, representing the LEA, a home tutor was appointed for Sam as an interim measure while a formal assessment of special education needs was completed. The formal statement was completed, but due to financial constraints and lack of available resources, the recommendation for a place in a school for emotional and behavioural difficulties had not been implemented.

In the meantime, the EWO frequently visited the home and liaised with several agencies. An attempt by the EWO to engage the help of the child and family therapy service was unsuccessful as the family only attended one appointment and then declined to continue.

Sam's behaviour even on a one to one basis with a home tutor had been so extreme that the home tuition provision was disrupted and discontinued on many occasions.

Sam was well known to the local police and he was influenced by his older brothers to become involved in criminal activities. Those

activities included theft, vandalism and violence towards other children in the local community.

The EWO had established close working relationships with the family. However, both parents were at a loss as to how to deal with Sam's behaviour. The EWO took Sam on some activity based projects run by the EWS during the school holidays to which he responded well. Nevertheless, in his community setting, Sam, in the view of the EWO, was likely to become increasingly, "a danger to himself, his family and members of the local community". The EWO had tried, unsuccessfully, on several occasions to engage the re-involvement of social services in offering their help and support in this case.

Case 7 'Steven'

Steven, aged eight years, lived with his mother, a single parent. Steven's mother was an epileptic and had a history of irrational, aggressive behaviour and mental illness. She had been constantly afraid that Steven would be "taken away from her". She had spent periods in a psychiatric hospital and had a specialist mental health social worker allocated to her. She was well know to the police and had been placed on probation in the past as a result of violent behaviour.

Steven had experienced difficulties in his school and it had been recommended that a place at a local specialist school be sought. However, his mother had resisted this, describing the school as "the spastic school". Relationships between mother and Steven's school had been 'stormy' and did not help contribute to Steven's stability in that setting.

Steven was initially referred to the EWO via social services who were concerned regarding Steven's welfare in the family context. Then the school referred him to the EWO through concerns over; disruptive behaviour and bad language, signs of emotional disturbance, very poor concentration span and memory and virtually no academic progress.

The EWO visited the home and through careful and sensitive work, obtained the mother's consent to refer Steven to an education psychologist for a formal assessment. During the assessment process, the EWO was involved with the family in multi-areas of work including: regular liaison with the EP; attending planning meetings with the SSD and other agencies regarding child protection; work with school staff following problems arising from the behaviour of Steven or his mother in school; and responding to mother's requests for help or sorting out with her, disputes which had arisen as a result of her visits to the school.

While the formal assessment process continued, the EWO's role remained one of liaison, advocacy and co-ordination ensuring that Steven's needs were not compromised for the sake of his mother's.

Case 8 (the 'X' family)

In the case of the 'X' family, the EWO had involvement in work with several children. The EWO was currently working with the two youngest children, Michael aged 14 years and Aaron, aged 11 years. However, the EWO had known the family for five years and had previously spent a lot of involvement with Tanya (now 17 years old) and Craig (now 18 years old). Michael and Aaron lived with their mother, a divorcee, and older half-brother, Craig. Four older children had left home. Their father had left home following a marital breakdown.

Michael was referred by his school to the EWO following problems of behaviour and truancy. Michael's behaviour out of school gave cause for concern also. He had been involved in bullying younger children, trespassing on primary school grounds and damaging property, breaking school windows (for which he came to the notice of the police) and harming newts in a pond. Concern over the inappropriate use of substances (solvents) was also brought to the attention of the EWO.

Aaron was referred to the EWO because he had, like his brother, been involved in bullying younger children and trespassed on school

property causing minor damage. In school, Aaron sometimes responded badly to teaching staff when rebuked for bad behaviour. He would produce 'temper outbursts' then run off the school site. Concerns regarding his safety were expressed to the EWO.

Intervention by the EWO included practical help with filling in forms for welfare benefits; encouraging parent to attend literacy classes; liaison with housing department regarding the family's housing problems; application for grants to various charity organisations; helping the parent to communicate with the school in a constructive and appropriate way; referring Michael to an adolescent assessment project; referring family to the child and family therapy service; acting as 'befriender and advisor' to Mrs. 'X'. The EWO undertook a great deal of advocacy, liaison and co-ordination work in negotiations between the family and a range of agencies.

Case 9 'Simon'

Simon, aged 14 years lived with his father who was in receipt of an invalidity pension. His parents had separated in the previous year. He was referred to the EWS by his secondary school following truancy. The EWO interviewed Simon and visited both parents at their respective homes. A picture emerged of continuing parental disputes in which Simon found himself to be in the centre. The parents did not communicate directly to each other, instead, Simon was used as a 'go-between'.

Simon related well to both his parents although he did not like his mother's co-habitee. Simon's group of friends in the neighbourhood tended to operate within, or on the fringe of, areas of truancy and delinquency.

The EWO worked with the parents to improve their inter-personal communication skills so that Simon was not subjected to emotional pressure through their disputes. The legal sanctions that could be

imposed should he not attend school regularly were made explicit by the EWO to Simon and his parents. The EWO worked towards involving Simon in youth club activities or scouts group. The outcome in this case was that Simon's attendance at school improved as did his relationship with his parents. As Simon's father was not well off financially, Simon's mother agreed to assist with the purchase of clothing for her son. The EWO continued to monitor Simon's progress at school and to seek out of school social activities for him.

Case 10 'Malcolm'

Malcolm, aged thirteen years, lived with his mother, older sister and younger brother. His father had died when Malcolm was an infant. Malcolm was referred to the EWS following incidents in school when Malcolm had refused to follow the instructions of his teachers and had on occasions, absconded from school premises. The school was also concerned about Malcolm's inability to form peer relationships. Later, Malcolm became a school refuser. The EWO visited the home frequently. Malcolm's mother was barely literate. She had experienced difficulties at school during her childhood. She was highly suspicious of any 'officials' being involved with her family. She was particularly wary of social services and would resist any attempt at intervention from that agency.

Malcolm alleged that he had been bullied at school. However, these claims were neither denied nor substantiated by the school. Consequently, his mother became more distrustful of school staff. Malcolm's mother gave the EWO the impression that she preferred to have Malcolm at home with her for companionship rather than send him to school. Attempts by the EWO to effect his return to school met with a blank refusal from Malcolm, even to the point of Malcolm locking himself in the bathroom. The mother's collusion in this refusal re-inforced Malcolm's stance.

The EWO arranged a meeting between Malcolm, his mother, an education psychologist and social services. At that meeting, offers of help and

support from social services and from the EP were refused by the parent.

Pending a place being found for Malcolm in a special education unit, a home tutor was provided to the home. At first, Malcolm would lock himself in the bathroom and refuse to take up the education provision. Eventually, exercising a great deal of patience and skill, the EWO convinced him that his best interests lay in co-operating with the home tutor.

The EWO continued to visit the family and Malcolm was progressing well with his work. Attempts continued to be made to place him in a special educational setting and to encourage him to take part in organised peer group activities outside the home.

Case 11 'Richard'

Richard, aged thirteen, was the middle child of three. His parents had a difficult relationship for several years, culminating in Richard's father leaving home on several occasions. The family had been the victims of verbal and physical abuse by Richard's father over a lengthy period. Violent outbursts would occur following alcohol consumption.

Richard was referred to the EWS by his school following problems of behaviour in the classroom. The school expressed their view that he was very close to being permanently excluded. (Richard's older brother had been permanently excluded from another school for similar behaviour).

Richard had been formally assessed for special educational needs and it had been recommended that he be placed in a school for emotional and behavioural difficulties. Unfortunately, lack of financial resources and available places resulted in him being placed, for a considerable time, on a waiting list.

Richard's mother expressed to the EWO that she blamed Richard for all

the problems in the family and that she wanted him placed in care so that "all the family's problems would be resolved". In fact, mother had approached social services requesting that Richard be placed in care.

Various agencies had been involved with Richard including social services, child and family therapy service, the police and 'Off The Record' (a voluntary counselling organisation). The EWO identified that Richard had few friends. Those he did have, were older then himself, and were well known to the local police. The only control over Richard that father appeared to exercise, was that of physical restraint. Richard continued to attend the local mainstream school where he was barely containable. The EWO frequently saw him in school and visited the family home. The EWO continued to seek a residential EBD school placement for Richard as a means of providing a stable and caring environment for him outside the confines of his dysfunctioning family.

Case 12 'Mark'

Mark, aged ten, lived with his mother and two younger siblings aged eight and seven years. The children's father was a very heavy drinker and often used to abuse his wife, verbally and physically, in front of the children. Three years ago, he was forced to leave the family home. There has been no contact with the father since then.

Mark was referred to the EWS by the school following several incidents when Mark had become very aggressive towards teaching staff and pupils. At home, also, he manifested aggressive behaviour following which, his mother requested help from social services. There was no problem in Mark's school attendance. The EWO arranged a meeting at the school between social services, Mark's mother and school staff. Social services offered to refer Mark to a local family resource centre however, due to demand, this would take several months. The EWO also made a referral to the child and family therapy service, but was informed that there was a waiting list of three months. The

school expressed concern about the lack of available support and that if Mark's aggressive behaviour continued he would be permanently excluded from school.

The EWO negotiated with the school and it was agreed that as an alternative to a permanent exclusion, Mark would attend the school for five half days each week with support from the EWO. This would be reviewed on the basis of Mark's behaviour. The EWO spent one half day a week in the school providing him with individual counselling and observing and monitoring his performance in the school setting. Following two months of this input, Mark's behaviour, though not perfect, greatly improved and he became increasingly more confident and communicative about his feelings both at home and school.

Mark was offered a place in a small groupwork project organised by the EWS in the school holidays. The aims of the groupwork were to look at and improve negotiation, communication, and social life skills. Mark took an active role in this project and demonstrated improved skills both with adults and with his peers. Feedback from the headteacher of Mark's school indicated that he could now discuss problems with staff and look for solutions. Relationships between Mark and school staff generally showed improvement. It was now envisaged that could derive full benefit from the education setting and that a permanent exclusion was most unlikely. The EWO continued to monitor the situation and provide direct intervention methods as required.

Conclusion and summary of case study examples

The case study material provides 'real life' evidence of work areas in which EWOs are involved. The issue of school non-attendance features in many of the cases as a presenting problem. A number of underlying causes of school non-attendance are evidenced both among different cases and within the same case. The complex and multi-faceted nature of school non-attendance as a "problem" is illustrated through the efforts of the EWOs to identify causation factors. Direct causal links can be difficult to establish. However, attempts to do so in

these case studies produced a range of factors which included : family breakdown/dysfunctioning; psycho-medical problems; low self esteem/social functioning; bullying; sexual abuse; poor parenting skills; poverty; peer group relationship problems.

It is noted that although school non-attendance is identified as a "problem" there sometimes appears to be little focus on the relationship between the child and the school. Rather the focus is placed upon the child (in terms of personality, behaviour, etc.) or upon external factors to the school, e.g. home circumstances, family, functioning, etc. This is interesting given that elsewhere school based research has indicated that the school itself exercises a major influence on pupil attendance. This research places the problem in an institutional/social context and raises questions about existing procedures that focus upon personal pathology and attempt to "re-socialise" the individual pupil to accept the school as it is. (Reynolds 1977; Rutter et al 1979; Bird, Chessum, Furlong and Johnson 1981; Galloway 1985; O'Keefe 1993).

However, the case studies here provide evidence of a much wider range of referrals to the EWS, beyond that of school non-attendance. For example, in several cases, concern by schools regarding pupil behaviour was the main reason for involving the EWO.

Another issue arising from the case studies is the lack of resources available to deal quickly and effectively with presented problems. This is reflected, for example, in terms of time taken to complete SEN formal assessments and monies available to fulfil recommendations of the formal statement. Also, the lack of ability of other agencies to meet the demands placed upon them. Waiting lists were in evidence in the areas of housing, child and family therapy services and family resource centre facilities.

The case examples illustrated in this Chapter reflect issues highlighted both in the review of the literature and in some of the research findings from the questionnaire approach used in this study.

In summary, some of these issues included:

* Complexities of school non-attendance cases
* Social work involvement by EWOs including diagnostic and assessment factors
* Training implications in order to carry out the above effectively
* Liaison, monitoring, co-ordination and direct intervention skills are of major importance in the role of EWOs
* Shortfalls in the availabiliy and allocation of resources and the appropriate 'ownership' and responsibility in each case by the various agencies

4. Focus group approach - taped discussions

Introduction

The data from the local questionnaire provided evidence about the organisation, duties and role of Hampshire Education Welfare Service. Furthermore, information was obtained about who comprises the personnel of the EWS in terms of age, gender, qualifications, previous career, etc., along with the identification of training areas.

The use of case study material provided an insight into some of the 'real life' areas of work carried out by EWOs.

The main purpose of conducting a group discussion approach is to provide qualitative evidence about Hampshire Education Welfare Service from the perspective of its personnel. The group discussions were focused around eight questions (Appendix 6) which were devised by the researcher and presented at every meeting with EWS staff who took part in this approach. This methodological approach was essentially based on the work of Krueger (1988) which has been used in the USA in product marketing research.

The material was presented consecutively under the heading of each of the eight questions and outlines reiterated themes identified by the researcher through listening and re-listening, numerous times, to the tape-recordings of the discussions.

Throughout the presentation of this material, quotations have been used to fairly represent not only the main viewpoints expressed but also to reflect a balance between the various levels of staff and every discussion group that was held. All quotations used are verbatim and were checked repeatedly by the researcher to achieve accuracy in reporting.

Where differences in perspectives are cited, these are placed in the context of Hampshire Education Welfare Service as a whole rather than providing evidence of differences between levels of staff.

In general, wide differences in perceptions of the EWS did not emerge between 'managerial' and 'fieldwork' staff. Rather, differences in style were evident in that managers tended to present broader overviews of the service whereas fieldworkers tended to draw more upon their own experiences of work at the interface of school and the community.

Every quotation used in this section has been attributed to its source in terms of the position occupied by staff in the EWS i.e. EWO, Team Manager, Divisional Education Welfare Officer. However, individual names of staff and in which Education Division they were based, have been omitted for ethical reasons of confidentiality. All quotations are taken from group discussions held during the period April-June 1992.

Question 1 What do you see as the main function or functions of Hampshire EWS?

Throughout the EWS, across all Divisions and at every staffing level, a core function of the service was perceived as being concerned with school attendance.

"I am of the old school and I still feel that attendance is a priority ... but I think it is up to the individual EWO to let them

(**headteachers**) know exactly what our role is ... we do a lot of social work within our schools and with families and children." (EWO)

However, this perception was invariably linked to a wider range of duties and tasks and/or was viewed in terms of a more complex agenda including ethical, theoretical and practice issues. Seldom was 'school attendance' seen in isolation to a much broader role. Frequently, it was seen in the context of preventative work, providing social work in an education setting or being a support service to children, families and schools.

"The primary function by statute is attendance but within Hampshire I believe we've adopted a profile that recognises the complexity of that issue and also gives responsibility towards the broader role of the education authority in terms of ensuring that all children receive education according to age, aptitude and need." (Team Manager)

"It has to be attendance issues because that's the main statutory requirement and so overall it's ensuring that youngsters attend regularly and adequately. But, I think it's broader than that because it has to be that they attend for a particular reason not just because of attendance. They have to attend to ensure they receive the utmost benefit from the education opportunities. That begs a very wide question. It depends on the opportunities and what their needs are." (Divisional EWO)

The legal basis for the function of the EWS was further stated by another Divisional EWO, in which the role was seen in broader terms: "We have to work within a legislative framework, for example, the 1944 Education Act, the Children Act, and the 1981 Education Act. Within those three main Acts we have to provide a social work service to schools, families and children."

The wide range of functions undertaken by the EWS were expressed, alongside school attendance issues, by every group and at every level of staff.

"There have been many changing demands of the service. It is not just a matter of dealing with school attendance. Since re-organisation (of the LEA into four Divisions) in particular, the service has become more increasingly involved in areas such as excluded pupils, special education needs ... the service is frequently called upon, and expected, to attend child protection meetings on behalf of the education authority." (Team Manager)

Another Team Manager saw the main function as: "... a social work supportive service in an education setting ... however, there are different perceptions of the role both within and outside the service ... the main role is difficult to define because of the different conflicting interests of the LEA, the school, parents and children and other agencies ... often the service role is to try and sort out conflicts."

The role conflict issue is well known to social researchers, e.g. Frankenberg 1966, p.240-42. Conflicting roles and perceptions of role were evident in this present study.

In describing the main function of the EWS one EWO stated that: "It's multi-dimensional in a sense. It's moved on from the school attendance structure and yet there is still that element within it but it has expanded outwards. It seems to me to involve now a lot of social work properties ... if you train people as social workers then obviously they are going to be looking to practice the skills that they've learnt." The EWO continued with the view that: "there is an element of conflict then, regarding the person working as a social worker and the schools expectations and Hampshire's expectations but there is not a very clearly defined format of how and what an EWO should do."

Another EWO described the dilemma of the role thus: "It's providing a social work service to schools but that's not the impression I get that the schools want. They seem to want more of an attendance officer and me to be on their beck and call rather than for me to

provide that sort of service that I feel geared up to provide ... and schools don't seem to know quite what to do with social workers and maybe that is where our big problem is."

The role conflict was partly explained that: "In broader terms, primarily its about supplying a social work service to an education setting. There's various characteristics of that which are quite unique from any other social work service, namely it's institutionalised because of the nature of schooling. Secondly, it's not entirely independent because there's a difference between who the consumer and who the customer might be. But as far as our principles are concerned the person who we represent is the child. The welfare of the child is paramount." (Divisional EWO)

Perception of the EWS role from those outside the service, particularly if the role is essentially perceived by them as being concerned with school attendance, can lead to conflict given the much wide range of functions identified by EWS personnel as part of their role. These areas included for example: child protection; juvenile employment; special needs pupils; anti-discriminatory practices; equal opportunities; working with other agencies regarding child welfare and advocacy role for children and parents.

The use of the court process in dealing with school non-attendance received surprisingly little mention as a main function of the EWS, however, the use of court was expressed as "... we go to court and prosecute families for not sending their children to school ... but by the same token if you are good at your job you should never get to that, but there are times when you have to because you have tried everything else and all that's failed." (EWO). This reflects one of the findings in an earlier study (Dunn, 1987, p.30).

Another EWO's view of the court process was that "I can only remember in the two years at _____, two court cases. So if you spread that across twelve EWOs it doesn't even show as a percentage of their work. I have only had one family go to court and I have actually been to

court nine times with that family and it is still not resolved. So the court side of it I feel is totally negative and has no apparent use whatsoever in the EWO world except to frighten people and blackmail them and say if you don't go to school we'll take you to court."

A final issue to emerge from this question (which was a common theme throughout all the questions) was that of the influence of central government policies towards education in particular and the free market economy in general. This was vividly portrayed as follows: "I think especially in the current climate I get the feeling that the service is under threat and we are having to justify our existence. We certainly have to take account of almost every minute of our time and how much time we spend in the schools and what exactly we are doing just to prove that we are needed. But it's very difficult to be able to feel relaxed enough to provide a social work service when all the time at the back of your mind you're thinking am I doing enough to convince the schools that they need us?" (EWO)

"We are very much in the market place - we need to concentrate on non-attendance." (Divisional EWO)

Summary

The main function of the EWS was perceived as being centred around school attendance. However, this was seen in much broader terms in which the role was multi-faceted. Other important functions included: child protection; special needs pupils; juvenile employment; anti-discriminatory practice; equal opportunities; and the general welfare of the child. Thematic issues arising from the role included conflict areas involving the impact of Government's policies along with perceptions, expectations and competing interests of agency consumers.

Question 2 What area or areas of work do you see as being carried out effectively?

The main purposes behind this question were to see what relation (if any) existed between the identification of the main functions of the EWS and perceived performance in these areas, and to see in what ways effectiveness was perceived by EWS personnel. Several areas of work were highlighted as being "effective" although there was little evidence of how effectiveness was measured. A common perspective was that effectiveness was difficult to measure but that clarification of role and monitoring and evaluation techniques were nevertheless needed.

"One of our most effective areas of work is the liaison function between the school and parents and between other agencies." (Team Manager)

"We are good at building effective relations at various levels. More and more tasks and referrals are coming to the service. For example, we are dealing increasingly with issues about excluded pupils. Another strength of the service is in the very practical work that is done to support and encourage children to benefit from the education available." (Team Manager)

However, problems in measuring effectiveness were presented.
"The items about child protection should be very effective because they are a basic part of the core member situation as well, and other areas. Attendance is the job we ought to be doing most effectively. Whether it is effective or not it is difficult in terms of attendance because we start with the youngsters who are difficult anyway. It's like does a doctor always cure his patient? Is he effective if he doesn't? I don't know. What percentage of our police are effective when you've got millions of criminals floating about? So I don't know how you actually measure effectiveness. But I would hope if I was asked by my boss that I would be able to honestly say that we are very, very effective in terms of the requirements of the job which is essentially ensuring that youngsters go to school and benefit from their education." (Divisional EWO)

Another Divisional EWO further illustrated problems of measuring effectiveness: "I don't think that my Division has good evaluation processes so therefore I wouldn't like to say we're effective at anything. That isn't to say that I don't think that we're effective at anything, I don't think that I've any evidence to say we are or we aren't."

A vision of the EWS in providing an effective role was presented: "Now, I think that we're already involved in forming part of the network within the local authority in terms of picking things up at an early stage. In the future, its actually developing that role more completely so that it's not just there in terms of what we're actually doing at the grass roots level, it's feeding back on the experience we've gained towards developing effective policy in terms of how the education services respond to schools and how social services departments respond to children in need and a whole range of areas that are going to be the responsibility of LEAs in the future." (Team Manager)

Other areas of 'effective' work were cited during the discussions and these included work in juvenile employment, child protection, befriending the family, counselling and support to children and families and providing links between home and school. However, clear evidence of how 'effectiveness' was measured and demonstrated was not forthcoming.

The EWS response to the issue of school attendance matters was cited as being effective:
"Rather than talking about quality issues and evaluation methods we can steer it towards promoting good attendance. So if you lay the quality and evaluation aside what we are effective at is responding. I would say we respond well. Now there's various kinds of responses, but to set out to do something about a problem, without going into what we do, I think is something we are effective at." (Divisional EWO)

Another theme raised during the discussions was that of barriers to the effectiveness of EWS work. These barriers were frequently seen as arising out of ignorance about the EWS role. This clearly carries implications for promoting the EWS in the future.

"I read an article in 'Community Care' last week about the lack of relationships between the health and social services and it staked out time and time again not understanding what everyone else is trying to do is a classic syndrome of a breakdown in working relationships. I'm finding that more and more I am actually going into schools and sitting down with staff teams and saying this is the skeleton of what my role is ... so much of it is actually educating and imparting what we are trying to do, not just to families, but to fellow professionals as well." (EWO)

Another EWO reiterated this theme thus: "We (**a team of EWOS**) went out to virtually every school in the _____ area, and we virtually sold our service to them, and said, "look, here we are, here's our experience, now throw the questions". And some of the questions were absolutely amazing. A lot of the schools did not know exactly how we work. They were blissfully ignorant of what we did. This was the ordinary teacher, not the heads, deputies, or year heads, but the ordinary teacher. It was quite frightening, the questions we got." (EWO)

One way of looking at effectiveness was expressed that : "We should look at the development plan to really get down together as managers to find ways of monitoring, evaluating and clarifying our roles." (Team Manager)

Summary

Several areas of 'effective' work were perceived by personnel, including that of school attendance. However, how effectiveness was measured by the Service, appeared noticeable by its absence. It is therefore difficult to distinguish effectiveness in terms of fact, rather than as perceptions and statements of intent. Running through

the discussions was an acknowledgement that some form of evaluation of effectiveness was an important factor for the development of the EWS and to see that its limited resources were appropriately directed.

Question 3 Who do you see as the main consumers of the EWS and in what ways is it possible to ascertain the quality, quantity and effectiveness of the service being provided to them?

The purposes of this question were to see who EWS personnel perceived as the main client group amongst a range of competing groups and individuals using the service and to check out, (as in Question 2) issues about measuring effectiveness (including quality and quantity factors).

Some personnel viewed the child and the family as the main consumers of the EWS while others identified the school. In general, however, personnel identified both the child and the family and the school as main consumers.

"The child and family are the main consumers ... we focus a lot on work with the family. But, also schools and the education department are important consumers. They are asking us to do more and more. It is difficult to balance the demands placed upon us." (Team Manager)

Another Team Manager placed emphasis on the child : "It is tricky to answer who the consumers are because a lot of consumers don't want us ... ultimately, the main consumer is the child."

"I see the family as the main consumers of the service - most definitely." (EWO)

"I think the schools are the main consumers." (EWO) - "That's how schools see themselves." (Another EWO in reply)

"Most of the work is generated from schools. But, I think a lot of that is due to the fact that a lot of parents don't even know or are

aware that education welfare officers or truants even existed and I've had so many parents say that to me." (EWO)

Complexities of who the main consumers of the Service are was outlined thus:

"When you start looking at who the users are, they are numerous and that they come in at different levels too. As to who the customer might be, then the customer is generally regarded as the person who actually pays the bill. Okay so we're looking at extending the notional values of local management then the consumers have to be the schools. Whereas that might not be who our principal users are. That might be the pupils, the children, parents, other agencies. So I would like to draw that distinction between the consumer user and who the customer actually is because it's something we have to be very conscious of and we're looking at defining what services we supply." (Divisional EWO)

Another Divisional EWO stated that : "I don't think that there's any doubt in our Division, every EWO would see the pupil as their client/customer ... and that comes from social work for me over many years and many others who identify the child as the main focus. In this case it's the main focus of the education of the child ... now whether we call the child the client, the customer, whatever, I don't know, because the point is, the LEA pay our money, the schools pay our money and therefore customer's a different term."

When it came to looking at quality, quantity and effectiveness of service being provided, a wide range of perceptions were offered. As in Question 2, general themes were centred around the difficulties of measurement and evaluation while acknowledging that there was a need to have some form of measurement and evaluation in place.

Some evaluation processes were suggested: "It is difficult to evaluate our work. We are in the market place and are being required to produce evidence of our effectiveness. It can be done to some extent, through supervision and staff appraisals." (Team Manager)

"Some evaluation of our work can be gained through informal talks with headteachers ... meetings at schools have taken place ... by and large the feedback about our service is positive, particularly from headteachers." (Team Manager)

Nevertheless, a major difficulty in measuring the work was stated that:
"In our work it is difficult to measure quality assurance. How do we measure success and failure? In social work, how do you measure that the quality of life of our clients has been improved?" (Team Manager)

"We ought to offer consumer feedback questionnaires. We can't just measure they were out fifty per cent last term and they're only out 20 per cent this term and therefore they're winning, they're okay because it depends on the quality of the schooling and everything around it and so the effectiveness measure is? I don't know." (Divisional EWO)

Difficulties in evaluation were further reflected even in the use of statistics:
"We produce monthly statistics. Okay, I'm no lover of statistics anyway. I could have ten referrals one month and seventy the next month, but I could spend more time on those ten referrals - they could go on for months, it could be involving some really intense on-going work involving other agencies ...." (EWO)

"What we can do is define very basic minimum standards in terms of visiting, of supervision, of case planning, of case load management, those are the things we can do." (Divisional EWO)

"I think the main area of how we're actually doing, how we're performing is from other people, from feedback we get from clients schools, colleges, officers of the authority, I don't know how else we can actually do it. There are other things we can look at. We do things like non-attendance surveys, that can obviously give us an indication of work. But, then it's difficult to assess what impact

individual people have on any particular school. It's difficult to define and clarify social work in terms of quality control. What's good for one person may not be good for another person." (Divisional EWO)

Summary

The main consumers of the EWS were identified as the child, the family and the school. Complexities were present in working between both the interests of the child and family, and the school. Evaluating and measuring effectiveness of work presented difficulties for the EWS. No overall policy and method appeared to be consistently used across the County. However, ideas for doing so were cited in the areas of: obtaining feedback from consumers, setting minimum standards and using staff supervision and appraisal systems.

Question 4 What do you see as the 'core skills' and/or knowledge base required to perform the agency role?

The main themes that emerged from this question included reference to social work methods and training; knowledge of legislation and systems; communication skills and theoretical concepts of professionalism. Managers tended (although not exclusively) to emphasise 'managing skills' whereas fieldworkers placed more emphasis on other areas which also sometimes included some element of 'managing skills'.

In one discussion group the following views were expressed:
"They are very much social work skills, employed often with difficult and angry people. We also offer practical help to these people." (Team Manager)

"We also need and possess theoretical knowledge. The Diploma in Social Work qualification gives practitioners the confidence in working with clients and other agencies, particularly social services." (Team Manager)

Another group discussion involving Divisional EWOs identified other factors:

"There are at least two streams of skills, One is professional knowledge. You have to have a knowledge of the education system, of the Acts of Parliament that surround that ... not necessarily from the management structure bit because that's another issue but certainly to do the attendance bit. So you must have the basic professional knowledge and skills. There are the basic social work skills of communication with people and non judgmental and so on. And in a sense that comes over to the other stream of your own personality and ability and confidence to do the work." (Divisional EWO)

"Legislative knowledge, systems knowledge are needed. Skills are more difficult to identify. I think that we do need a level of social work skills. If you're trying to get people back to school you can't just put them in a van and take them. It's not going to be effective. So you need different ways of tackling that issue and I think the other skill that's needed is good management skill in order to make the whole thing work effectively." (Divisional EWO)

"Professionalism. I'm making a statement really that what we do is professional, which we are. We have to first of all say how do we define a professional? I think that carries areas of expertise ... it's something done by us which is unique - it's not done by other people. It's not really about being skilful ... it's about areas of expertise that our people possess .... What we are into now are more ill-defined areas which carry very special areas of expertise, very specific areas of training, about how we deal with people, how we get the best from people ... that's really the hallmark of our professionalism. Something we can deal with that others can't do so adeptly." (Divisional EWO)

Contrasting perceptions were evident among a group of EWOs :

"Common sense, you need that. I think anybody green who has had a very sheltered life, has never had a dirty nappy in front of them, or smelly house near them, is not to go into our work. You've got to be

able to communicate with people on their level and not force your standards on to them." (EWO)

The importance of communication skills were also highlighted in a different way by another EWO:
"I do think that communication skills are very important because so often we're dealing with misunderstandings between home and school and also, I think we can be very threatening to families who will automatically associate us with the schools and authority."

An eclectic approach to deal with a wide range of people and issues was presented:
"This job can be more difficult because you are so much in the middle all the time and I don't think that is necessarily appreciated. I think there is no one approach. If you blanket cover an approach all you are doing is discounting the wide range of people you are going to be working with ... so that the singular approach which takes no account of the level of competence or intelligence of the person is totally patronising." (EWO)

The pivot role between school and the home was cited:
"I find the broader social work reference appropriate and therefore it's not just about fitting children into systems but also helping systems appreciate what contribution they have to make as well. And therefore, the core skills are, of course, case work helping families become involved in education, helping parents work together to ensure their child benefits from education. But also, it's very importantly an issue of actually helping schools relate to parents, effectively opening up channels of communication, mediating in individual cases and in general as well. Helping schools recognise issues they should be addressing." (Team Manager)

Another managerial perspective was that:
"Primarily we're social workers who have become managers. I think it's where the CQSW comes in. Things like supervision skills, accountability, time-management, appraisal skills, the whole gambit,

including budgetary control. But there's a presumption then, that you can immediately move into the role of manager without any training. I think that to do our role effectively we need training." (Team Manager)

Summary

In general, staff viewed the 'core skills' as being based in or around social work training. The importance of communication skills was highlighted by several staff, as were skills of management.

Question 5 In terms of status and professionalism, how do you see the agency in the context of the education organisation as a whole on the one hand, and in the context of working with teachers and social services workers on the other?

In general, EWS personnel (notwithstanding that many valued themselves, in terms of professional status) expressed the view that they appeared to occupy a lower status compared to other professional groups in the education organisation, teachers, and social workers in social services. This was reflected in several areas: "Our status is variable. We have been a Cinderella agency for years. Things are getting better but it has been a struggle. We need to demonstrate at various levels, particularly with county hall and councillors, that we are a valuable agency. We need to continue to recruit professionally qualified people and keep the commitment to seconding staff on to Diploma in Social Work Courses." (Team Manager)

"With headteachers, I feel that we have a good status. But we do need to set minimum standards of practice." (Team Manager)

One EWO expressed the view that:
"I see our department and what we do as being on a par with, say, education psychologists." (EWO)

However, this was questioned by another EWO:
"The problem is ... if we have to go into a schools and say look here I am, have you got anything for me, we are not showing a professional face. An EP and a social worker and a psychiatrist and a behaviourist, child guidance, have got to have an appointment made with them and somebody's actually got to say well we're free in three months time or six weeks time, and so on." (EWO)

The question of remuneration reflecting status was raised:
"I'm not sure that our status is reflected in pay scales. I think how we feel about ourselves is professional but how we're rewarded for it I think shows that we're not quite seen as that. We don't work for that particularly but I think that shows how we're valued." (EWO)

The linkage between status and pay was again reiterated in the following terms:
"If you start putting a price tag on to something you will generate and create interest ... status, whether you like it or not, actually goes alongside remuneration. I would reason that remuneration of our service is particularly low and I think that you can draw direct comparison with other people in the education department, and if you think of the contributions we make alongside our colleagues and start looking at the levels of pay there are incredible, vast anomalies." (Divisional EWO)

Another member of staff saw the EWS as receiving a wide range of perspectives from people outside the service, often based on individual and local factors:
"I think that there's a very mixed perception. We've still got some way to go in achieving a distinct identity for education welfare. And therefore a lot of what has been achieved has been achieved by individual efforts in certain areas and that may not be an easy comparison to make. So that in other parts of the county you will find there's different perceptions and variations between schools, and variations between services. So there isn't necessarily a clear

perception of what education welfare is, what it does, what skills it exercises and where it sets its priorities. So I don't see that there's actually a clear vision yet of what the education welfare service is about." (Team Manager)

This view was echoed by another member of staff:
"Very often schools don't look at the EWS as a whole. They base their view on their own EWO and if they have a good relationship with the EWO and if that EWO has educated the school to know this is what can or cannot be done, then that's okay, they think the service as a whole is great. But if they get somebody they don't get on with, then it creates a different view." (EWO)

An EWO in the same discussion stated that:
"Compared with social services we are second class a lot of the time and I also think in the whole education organisation we are the lowest of the low. You've only got to look where we are to see how low it is. When I first started the job, it took three weeks before I got a desk! (laughter) They keep saying you should be more professional but I think education actually should put more into the education welfare service." (EWO)

A reason for the apparent low status of the EWS was offered by another colleague as:
"The whole thing boils down to one thing. Education is teacher based. Education welfare is social work based." (EWO)

Traditional images, too, were cited as being detrimental towards the status of the EWS:
"It does strike me that a lot of the perceptions that other agencies and other people have of us have actually been caused by the seed being sowed from within the education department and the education welfare department, and without being disrespectful to anybody in any of our teams, we still have a number of beadles and truancy officers who will knock on people's doors and rightly or wrongly a lot of

fellow professionals we work with will judge us at the lowest level which I find quite concerning." (EWO)

The position of the EWS as part of the wider education organisation was given as a reason underlying its low status:
"The whole philosophical basis of education is about achievement and meritocracy and we're dealing with the people who aren't part of that. So, therefore, we can't have, by virtue of that basic philosophy, high status because we're dealing with the failures. That's not what is underlying a lot of people's values in education." (Divisional EWO)

"Education welfare service is very much the poor relative of other agencies ... within our own (**education**) department our status is very low. But you must see that in terms of the necessity of our being a support service. And I think it is absolutely crucial to the running of the (**Education**) department ... who do schools turn to, to get pupils into school? So really, the necessity and status are two separate evaluations." (Divisional EWO)

Promoting the service was seen as very important in enhancing the status of the agency:
"A lot of other fellow professionals, particularly in the education department, have very little insight into what we actually do. I think that the first thing we need to do is to educate our own department. We have a role and function in the education department and it is a vital one." (Team Manager)

"I think if you have a sliding scale then we are at the bottom. I don't think we should be. I think we should be at the top because I'm sure we do a tremendous amount of work promoting all the positive things we stand for. I think that because of a lack of PR or familiarity with other colleagues, we're fairly low in status." (Team Manager)

"I don't consider myself at the bottom ... but I think we may be perceived that way by other agencies. I'm sure it goes back to the old days of truancy officers. I know that at an individual level, we are used and valued and appreciated ... I think we've got to get out and publicise ourselves that most of us are very experienced, qualified social workers. I know that many of us are more highly skilled, more highly qualified than a lot of our colleagues in the social services, both academically and professionally." (Team Manager)

Summary

EWS staff generally perceived themselves **individually** as being professional and playing a valuable role as part of the education service.

However, when compared to professional colleagues within the education service and with teachers and social workers in social services, staff generally perceived the agency as having low status.

Remuneration levels were seen by some staff to reflect the low status accorded to the agency. Common themes as to the reasons for having a low status included historical factors and lack of value placed upon the agency in working at the 'disadvantaged' end of the education world.

Views were expressed as to how status could be enhanced and these included educative and public relations measures to inform colleagues outside the agency as to the levels and range of services provided by the EWS.

QUESTION 6 With regard to recruitment and retention of staff, what do you regard as the most attractive feature or features of the agency, and conversely, what are the least attractive features?

In general, across all levels of staff, positive and negative features of the agency received roughly equal attention during the discussions.

Attractive features of the agency included descriptions of the work having a good deal of freedom, flexibility, autonomy and creative opportunities. Working with children and families and undertaking preventative work were also seen as very positive factors.

Preventative roles and having an influence in working within the system were outlined:

"Attractive features, I'd say as a social worker, there's an unparallelled opportunity, to become involved in preventative work. And that requires a recognition that we actually pick things up at a very early stage when the families and the children have got a relationship that can still be worked upon to a very large degree that hasn't broken down and therefore there's mileage to be gained in working with the child in the context of the family ... I also think it's attractive in the idea where if there is a problem, you aren't just trying to fit the child to the system - to some degree we have a crucial role within the system itself in terms of our influencing how schools, education departments, social services departments respond and I think we've got a bigger role there. Often in the case of field social workers you don't have that potential in front of you all the time." (Team Manager)

This was reflected by another colleague in terms that: "The EWS gives opportunities for preventative work and allows people to be pro-active, whatever pro-active means, because we are not an emergency led service, very rarely are decisions taken of an emergency nature." (Divisional EWO)

The freedom, flexibility and autonomy aspects of the work were well highlighted by staff:
"Personally, it's the sense of freedom. You can chose how to work to the best of your ability ... the freedom to be able to go out and work with clients." (Team Manager)

"The most attractive, is the thing that attracted me, is the freedom to develop your own style and practice, which is tremendous." (Team Manager)

"The job is not rigid, I found this difficult at first ... this can be frustrating ... but it's to your advantage ... it encourages you to be more creative." (EWO)

"In the team I am in we have a lot of flexibility to sort out our own day and way of working." (EWO)

This area of flexibility and freedom was presented at senior managerial level in the following context:
"Perhaps one of the reasons for retaining people is because of the freedom of the work. But, if we start monitoring more carefully, as we should do, the value and quality of the work, then people might not like that because they will not see the freedom of work as being attractive." (Divisional EWO)

Other attractive features of the EWS were seen in terms of the following:
The specific client group:
"It's working with a specific client group ... children and families." (Team Manager)

Not being on the front line of social work in dealing with child abuse:
"One of the attractive features of this agency I think, is that it is not in the front line of social work. It doesn't have to cope with abuse per se, it doesn't have to take responsibility and risk ... I think that's attractive because you can be a social worker without being in the front line and I think that's very attractive to people and I think that's one of the ways we retain staff without having parity." (Divisional EWO)

Receiving training alongside social services:
"I think the fact that our training is linked in with social services is very good. I certainly appreciated that although I would like to see more specific training for EWOs because I think again our work is different." (EWO)

Variety of levels and range of work:
"One of the attractions of the job is that people can actually adapt to work in areas of working with special schools and taking on some initial child protection work, it's not just about dealing with a lot of attendance work." (Team Manager)

Independence of role:
"The most attractive thing is that in some ways it's quite a privileged position because you're not based in schools and you haven't got the stigma attached to you when you see parents and you're one person on your own, you're not social services. So it's quite a privileged position in a way and if you are a caring person who is interested in working with families then that's quite an attractive thing about it." (EWO)

Least attractive features of the agency in terms of recruiting and retaining staff were highlighted in several areas. Most frequently, pay was cited, but other factors included low status of the agency, lack of career structure and areas of working conditions.

"There's problems about retention. In some cases, which is good, there are very definite examples where people are very committed to the values and mores of education welfare. The down side to that is if you pay peanuts, it's the old adage, you get monkeys ... so it's got it's down side as well that people are willing to accept less because they have a bit less to offer. If you start following through the market place philosophy, if we were looking at performance related pay ... then we would have very serious problems as a service looking at making high order decisions about accreditation blocks of performance and relating that to money." (Divisional EWO)

"The least attractive, I think, is the pay, because I don't think you can be in the job for the pay. I'm here because I like the job, not because of the pay." (EWO)

This was echoed by an EWO in another discussion group. "It's salary, without a doubt."

The issue about pay was further highlighted, but along with other areas:
"The least attractive things about the service are salary and low, but increasing, status ... the trouble is we are not a statutory service, that would enhance our status and give us more resources." (Team Manager)

"The least most attractive is the lousy money, the poor status, and the poor clerical support and working conditions ... it's all horrendous." (Team Manager)

"The least, is the money, but it doesn't worry me, personally, too much. I can manage on what I get, just. But, the working conditions are generally lousy in the department ... there's one team I know of who have one line in and one line out ... they must have to make a lot of telephone calls from home!" (Team Manager)

"The detractions are obviously in terms of status in that education welfare, nationally, hasn't achieved a particularly positive image. It's still seem as something like a second class ... a Cinderella of social work is how it's often described - and therefore people, if they meet someone working in education welfare, view them as a second class social worker. Also in terms of career prospects it may not be so easy to identify a career avenue in education welfare as it is in social services ... and also, obviously running from that is in terms of remuneration and it has to be said that our salaries in education welfare broadly speaking and Hampshire particularly, aren't attractive in education as they are in social services." (Team Manager)

The prospective impact of central government moves towards schools achieving grant maintained status and moving away from LEA control was raised:

"It does seem to me that there's going to be a lot more power and problems with governors over the next decade and with independence I see a lot of problems. And therefore, I think the least attractive probably, then, is not being able to do anything at a satisfactory level." (EWO)

Summary

The most attractive features of the agency were seen in terms of freedom of work, flexibility and autonomy. Other features were performing a preventative role, working with a specific client group - children and families, and practicing a social work role.

Among the least attractive features, issues of remuneration and lack of parity of pay with social workers in social services was a well raised theme. Working conditions, low status and limited career structure were also perceived as being unattractive areas.

Question 7 What do you see as the MAIN shortfall in terms of agency resourcing?

Personnel identified several areas of concern with regard to EWS resourcing. By far the most frequently mentioned shortfall was that of clerical and administrative support. Information technology resourcing was also seen as being in need of improvement. Lack of perception or understanding of the resource needs of the EWS by LEA senior administrators was cited by several staff. Some personnel expressed the view that the agency, lacking a head of Service, therefore did not have a clear voice at senior management level and further, that common practices and procedures across the agency were

therefore difficult to identify, establish and implement with any consistency.

"Overall, it's the lack of clerical support ... if we were regarded as a professional agency then we would be having proper clerical support ... we take work home and use our own word processors and typewriters and friends and families to actually do work we shouldn't be doing." (Team Manager)

"A recognition of the service, from senior administrators of our needs, is the biggest resource which is missing because that drives the fact that clerical support seems to be a very low priority for us. The major thing is the lack of clerical support in a very wide sense." (Divisional EWO)

"I think that we're short on clerical staff. We've got one typist between nearly twenty of us whereas EPs (Education psychologists) have got five." (EWO)

"There's sometimes a shortfall in administrative support for the education welfare service and that increasingly it is becoming recognised that if we are going to be talking about quantifying what is being done in terms of identifying and highlighting the good, we need more recording systems, good systems to be able to actually quantify how well things are going and we still haven't got to that stage, where we can, across the county, specifically say what is good and what isn't." (Team Manager)

Information technology, too, was regarded as necessary:
"I don't think we are into the new age at all yet, personally. We have no computerisation structure. We have archaic filing systems which require us to write out a card, a report file, keep a file going, a card index as well ... it's very time consuming." (EWO)

Not having a head of service was seen as a shortfall by several personnel:
"We've lost the County EWO and I don't think there's a uniformity of approach across the four Divisions ... I'm not decrying the DEWOs, I just think that they are four individuals. They obviously try to collate but at the end of the day, they work in their own unique way." (Team Manager)

This point was reiterated in other discussion groups:
"One shortfall is that we are not a statutory service ... we also need a county lead where we can work towards county-wide policies and practices instead of four Divisions doing a UDI." (Team Manager)

"Most of our bosses don't even know what we do. So if they don't know what we do, how can they put resources in ... and we don't have a voice ... we don't have someone in that position who can speak on our behalf. Losing the County EWO was the worst thing they could have done." (Team Manager)

The importance of recruiting qualified staff was raised:
"I think if you're talking about trying to get education welfare up to the mark, I still say that ... we haven't got sufficiently skilled people around. We're still only something like sixty per cent qualified and I'd prefer us to be in a position where we could have a wide range of highly qualified applications to each post. So when you say you're going to deliver education welfare services you've got some confidence that the skill base that is there, is actually going to be able to deliver the service." (Team Manager)

This was supported by a colleague in another discussion group:
"I think that resources for adequate training is obviously another main area for concern and a positive commitment to a fully qualified service has quite grave resource implications and hopefully, that's going to be grasped." (Team Manager)

School based resources were seen as important:
"I would like to see more resources for us within schools, interview rooms. Some of our schools are great and they help us a lot. Others, they basically don't have the space. It is down to the goodwill from individuals in schools. If you have a 'phone and a room where you can talk to kids or do some counselling or see parents, it is much more useful than seeing somebody in a corridor or borrowing a deputy heads' room ... the point is, it also raises our status with the school." (Team Manager)

Summary

The main shortfall in agency resourcing was seen by personnel, across all levels, as being a lack of clerical and administrative support.

There was a feeling that the needs of the EWS were not being adequately recognised by senior administrators in the LEA and that part of the problem lay in the EWS not having a head of service to voice those needs at senior management level. Concern was also expressed about how the EWS was being developed in Hampshire as a whole.

Question 8 How do you envisage the future of Hampshire EWS?

Given uncertainties as to the future of LEAs in general, and education welfare services in particular, a wide range of perspectives were presented by the various personnel taking part in the discussion groups. Common themes, reflecting these uncertainties were evident and these contained pessimistic as well as cautiously optimistic viewpoints.

A future perspective was outlined that:
"I think that LEAs will go, and special needs will stay, that's four per cent of the budget. I think the Government will actually, within five years, close down all LEAs. I think that for EWOs, qualified people will be employed by social service offices. And there will be

a smattering of schools buying in and they will probably tend to buy in unqualified people who cannot obviously command the same level of salary and they'll go in and do a functional job on attendance and they'll charge the school an hourly rate for their tasks. And they'll be waiting for their 'phone to ring and then go to work. Basically, the demise of the service has already begun ...." (EWO)
Nevertheless, a number of staff saw the future of the EWS involving issues of quantifying and qualifying the work being undertaken:
"Everything is now measured in quantifiable terms like examination results, attendance figures. We're not really in that business. We're talking about children who are happy in themselves and families who feel they're getting a quality service ... it's very difficult to quantify. That's the big problem, and schools who feel that they're getting a good education welfare service and the education department feels that it's getting value for money. How one measures those qualities is very difficult." (Team Manager)

"We need to devise measures to quantify the effectiveness of our service because that's the kind of world we live in ... I don't see attendance percentages as being particularly relevant to the quality of our service but these are the guidelines that may well be used." (Team Manager)

"I would say traumatic (**long pause**) because I base that simply on the unknown. If I had to give a short answer, I don't know and I find that traumatic because I can't plan very much ... I mean, it may be very clever, or perhaps co-incidence, that your (**the researcher's**) questions are all linked together because the future of the service has got to depend on some of the other questions we've talked about. Monitoring the quality of service and proving it to people. And therefore if you can prove it's a good service then you have a future. If you can't prove it's a good service you don't have a future and those sort of questions are clearly linked together. And that's again part of the trauma. Because we're not at the moment quantifying our service or selling it, as we said earlier, and therefore the future is a bit debatable." (Divisional EWO)

However, another common perception of the future emphasised the increasing powers of schools to buy in services and this was expressed in the following terms:

"One school has told me that if it had to buy in our service, it would employ me as a school counsellor. But I would rather remain as part of the education welfare service or possibly as part of the DES (now DFE) as a statutory service." (EWO)

"I have mixed feelings. The potential is there for existing developments, for example, as our own business being bought in by schools. But this can have its drawbacks ... schools may employ us as a pastoral role." (EWO)

"I would like to see us develop largely along the lines we are going. We've never really fulfilled our full potential and I wouldn't like to see us delegated out to schools but I think that's obviously a possibility. We need to be together as a service, we have strengths through sharing our skills in the service." (Team Manager)

This was also stated by another colleague:

"I don't think that I'd like to work under schools in a school counsellor role where they pay my salary and I'm accountable to them. That degree of autonomy and personal professionalism we have is very important." (Team Manager)

Implications for the EWS in schools opting out of LEA control were put forward:

"Some schools are saying that they may have to opt out and some schools are saying that they would buy in a named EWO, but then again, what would that do for the rest of the EWOs ... I think that's sad for us but it's even sadder for the schoolchildren that we serve, work with and support. Because, at the end of the day, we're going to go back to a Dickensian system where you get some schools wanting grammar school status, the old eleven plus, and we will get sink schools where schools 'a, b, c, d' don't want poor little Johnny so they shove him into 'e' school, full of kids nobody really wants to work with.

Nobody's going to pick these kids up, social services won't be able to." (Team Manager)

However, it was not universally perceived that the EWS would be delegated to the schools budget:

"As things stand, education welfare won't be devolved to schools ... what will happen is a degree of flexibility being given in some devolving, and in percentages of decision making a structure will be put in place to deal with that ... I think that we're probably in as strong period as we've ever been because I think that we are becoming indispensable because attendance has become such a big issue. Suddenly, we can, with impunity, wave a banner and say "hold on a minute lads, that is what we do, this is our business". From that point of view, if people start perceiving us in a time of revival rather than as a time of despondency or depletion, that's really what it is all about. It is a golden opportunity not to be lost if it's managed properly. What we need to achieve is to be far clearer about what our overall objectives are." (Divisional EWO)

More general views about the future of the EWS were expressed both in positive and negative terms:

"It depends on how good we are ... I'm encouraged to some degree that Hampshire has actually achieved quite a lot in education welfare. We've achieved a profile of our service within the department that I think is quite high and increasingly, we're recognised as being an important contributor to the overall function of the education department. So we're not just something that's stuck on afterwards, we play a key strategic role within the education department. I also think we have to bear in mind the picture nationally and it's very, very difficult at the moment to work out just quite where the Government is coming from. I struggle and fail to find any sense of clear vision from the Government about where we're going in education. The confusion about opting out is a current, clear example, and obviously, until there's some initiative and until there's some determination about how they are going to resolve all the difficulties

that opting out is going to present to them and to schools, it is very difficult to say." (Team Manager)

"The Children Act has positive effects on our service. The fact that we are now actually, and going to be holding ESOs (**Education supervision orders**) can only help our service but only if it is funded centrally from county level ... and the old chestnut about being a statutory service would give us status enhancement and we need to fight for a better recognition of our service, not least at county halls." (Team Manager)

"I think the service will continue because it's necessary for the statutory duties but there's uncertainty of in what format and how will it be staffed and how many, and these sort of debates, and how much are you prepared to pay for it. So, that's part of the unknown ...." (Divisional EWO)

"I think the education welfare service will be dissolved because the whole LEA is under review and because we have second class status and we're not well thought of by the education department. I think that schools may prefer to appoint a pastoral teacher rather than use an EWO." (EWO)

"I'm uncertain about the future due to the effects of GMS (**grant maintained status**) and changes to the education department. I also feel sad because some of the children may suffer." (EWO)

"Nationally, it's about how we as an education welfare service are successful in raising our profile, in raising issues that we're best equipped to raise. For example, I wouldn't imagine that there's an agency better than us, equipped to highlight the problem of current anomalies in exclusion procedures. There's no one better equipped than us to highlight the failings of national curriculum in terms of kids who feel that it's not meeting their needs. In terms of the disaffected minority we're often their best advocates. So I think, nationally, we've also got a task to do as a service in raising the

issues and making sure people are aware of them in order that people respond to them." (Team Manager)

A good deal of uncertainty was evident about how the EWS would exist in the future:
"Nobody can envisage the future, you really can't. I don't think we are going to go too far, one way or the other." (EWO)

"I think that the future will be the test as to just how much the education welfare service is really valued ... why did they bother to professionalise the service in the first place?" (EWO)

" I have grave concern, serious, grave concern. At the end of the day the service, certainly as we know it today, will be non-existent in a few years. That's not to say there won't be a kind of service ... it looks fairly grim, I wish I could be more optimistic ... I think it's going to be a run down ...." (Team Manager)

Some level of optimism, although mixed with concern, was expressed:
"I think we have to be optimistic, perhaps now we're using and working on development plans and producing those as a working document for the public perhaps that may be our saving grace. I just think it's sad when you look at the number of our professional, qualified colleagues who were very committed, who have gone into social services and been greeted with open arms with a salary enhancement because of their counselling skills, management skills, bereavement skills, group skills, family work ...." (Team Manager)

"Looking forward is useful because you can then also do something about it ... there's nothing worse than complacency in my view ... because they're not going to fight the enemy, and the enemy is the Government. Look at the LEAs now. Peter Coles (**The County Education Officer, Hampshire**) was in the Portsmouth paper last night saying to schools, "don't drop out, don't go independent". He's the top man, he's trying to commandeer the schools, he's trying to encourage them

to stay with him. Now when you've got it at that level, the writing is on the wall at our level." (EWO)

Summary

The main projection of the future EWS was that of **uncertainty**. This was expressed frequently in pessimistic terms although significant elements of positiveness were also presented.

The major area of concern arose from the policies of central government towards diminishing the role of LEAs and towards increasing the powers of schools through LMS and GMS. As a result of these policies, questions were raised about what form the education welfare service would take in the future. Issues about working as a service in the context of the 'market place' were commonly raised. Evaluation and measurement of the work undertaken were seen as important factors for the future of the EWS.

Taped discussion groups : overall summary and conclusions

Throughout the discussion groups, it is important to note that many of the responses to questions were influenced by the contextual background of changes, both actual and potential, taking place involving education provision throughout the state system.

These changes included the impact of the ERA 1988 containing local management of schools (LMS) and schools opting out entirely of local education authority control to achieve grant maintained status (GMS). The review of local authorities and the possibility of some power and control being taken away from county councils and devolved to local district councils also created uncertainties.

The specific future too, of education welfare services, whether or not they would be retained centrally as part of the organisation of LEAs, was open to question. The Government White Paper on education, due to be published at the end of the Summer 1992, was being awaited with interest and not without some anxiety.

The above areas were also set in the wider context of a declining economy, increasing unemployment, uncertainty about levels of resourcing that would be made available for public services and Government policies towards the privatisation of the public sector, both utilities and service organisations.

Common themes were evidenced during the group discussions and in summary, included the following:

* That the main function of the EWS was centred around school attendance issues. However, this was rarely seen in isolation to a broader social work role within an education setting. Other areas of work, also, were seen as important to the role and these included issues of child employment, child protection and special education needs pupils.

* Dealing with conflict areas, including competing interests of service users was seen as an important and complex task.

* Evaluation and measurements of areas of effective working practices were largely absent. However, these were seen to be important and necessary by many personnel and some ideas as to what should be implemented were identified.

* The main consumers of the EWS were schools, children and families. The EWS generally, was perceived as offering a balanced role between the school and the family.

* The core skills of the EWS were based on social work training. In particular, communication and management skills were seen as being very important generally.

* In general, staff perceived themselves as professional and playing an important role within the education organisation. However, compared to other professional groups, staff felt that their status was generally perceived as being lower.

Remuneration was cited as reflecting this. Historical factors, a lack of having a clear voice and working mainly with a disadvantaged client group were seen as reasons for the low status of the EWS. Raising the profile of the EWS was seen as a way of enhancing the status.

* The least attractive features of the EWS were seen in terms of pay, working conditions, lack of status and limited career structure.

* The most attractive features were in the areas of freedom of work, flexibility, and autonomy. Preventative work, opportunities to be creative and pro-active were also highly valued. Working with the specific client group of children and families was seen as being attractive.

* By far the most commonly perceived shortfall in EWS resourcing was that of clerical and administrative support. Some personnel felt that if the EWS had a head of service this would provide a voice to address resourcing issues at senior management level of the LEA.

* Mixed views were evident about the future of the EWS. Some uncertainty was prevalent with regard to the position of the EWS in terms of the organisation of LEAs and in issues arising from the self-management of schools. Both pessimistic and qualified optimistic views were expressed about the prospective status of the EWS.

The conclusion is that Hampshire EWS is continuing to develop its professional role and identity while simultaneously having to adapt itself to meeting changes in the world of education. These changes encompass areas much broader than those operated in by the EWS. Given that change does, arguably, create opportunities, this may provide a positive way forward for the EWS. Equally, however, the wide extent of the changes, which will effect a number of powerful interest groups

in education, may lead to a continuing marginalisation of the EWS. During the completion of this study, Hampshire EWS continued not to have a head of service and four (23.5 per cent) team manager posts out of seventeen were in the process of being deleted. (This despite the fact that, under a management partnership scheme between the LEA and schools, a number of schools were requesting an increase in EWS support!). Leaving aside factors outside its control, much may depend on how the EWS can raise its profile both within and outside the LEA and demonstrate that it has an important contribution to make in providing a service for schools, parents and children alike as part of a corporate network of educative and caring agencies. Given the reality of a greatly reduced LEA budget, resourcing issues for the EWS are certain to feature highly. A detailed formula for appropriate staffing levels as well as training is required. This should take account of consistency and quality of approach in the performance of EWS tasks alongside statistical evidence such as pupils on roll, number of schools, referral rates etc.

CHAPTER VI

DISCUSSION AND CONCLUSIONS

DISCUSSION AND CONCLUSIONS

Central Government legislation and policy has been theoretically driven towards parental choice and improving educational standards. This is apparently being reflected in terms of providing educational opportunities on an equitable basis, through implementing a national curriculum, seeking 'choice and diversity' with greater parental participation alongside engendering notions about 'minimum standards of service' and 'value for money'. The 'monolithic bureaucracies' of local education authorities are to be curtailed and replaced by the 'self regulation' of schools (aided, presumably, by parental wishes?). This is evidenced, for example, in the ERA 1988 and The Parents Charter 1991. The rights and the protection of children too have been promoted in the Children Act 1989 (to what real effect remains to be seen). Juxtaposed with these measures, issues about social control have been highlighted. These areas have provided part of the contextual background, contemporary to this study of the EWS.

The previous chapters have provided a wide range of evidence about the role and organisation of the education welfare service. The evidence in this study has been obtained using three main bases. Firstly, a review of the literature, both primary and secondary sources, which included legislative areas, Central Government policy documents and papers on the EWS produced by local education authorities. Secondly, the researcher's national survey of the EWS in England and Wales sent to all 117 LEAs which achieved a 96.4 per cent response rate. Thirdly, qualitative evidence derived from a local study (of the second largest EWS in England and Wales) which included case study material and taped group discussions involving all levels of EWS staff.

The purpose of this chapter is to integrate the main conclusions from the above evidence and to provide pointers as to a prospective education welfare service. The aim of this chapter therefore, is not only to address the question as to **what** comprises the EWS, but importantly to look at fundamental questions about the EWS in terms of **how** and **why**.

An objective of this study is to make a contribution towards a debate about how and upon what organisational basis, the service can best fulfil its role given recent central policies and legislation. These include the introduction of The Education Reform Act 1988 and The Children Act 1989 along with reforms aimed at local government and notions contained in the Citizens Charter. Of major importance is the effect upon school children, particularly those most vulnerable and at risk, if the service is not adequately resourced and developed along consistent lines. As Blyth (1985b) has stated, the EWS works with a range of disadvantaged children in education and if the EWS did not do so, no one else would.

The education welfare/education social work service can trace its origins back to at least the last quarter of the nineteenth century following the Education Acts of 1870 and 1880. Since its inception it has been widely held that its mainstream role has been centred in, or around, issues of compulsory school attendance in the state education system. However, what has not been made at all clear by successive Governments, regardless of political party, is how this function is carried out, at what level, and with what resources. Despite some limited guidelines and observations in the form of DES circulars and reports, the service has developed nationally in an unco-ordinated form.

Commonalities do, nevertheless, exist between services and these include tasks relating to school attendance, juvenile employment and child protection. However, how and to what extent work is conducted in those areas is questionable given the significant variations evidenced in this study.

Wide variations between services were identified in the following broad areas:

* Range of duties undertaken
* Administrative involvement
* Intervention methods
* Organisational structure
* Staffing levels
* Recruitment policies

* Number of qualified social work staff
* Training opportunities

Evidence of the above areas will form part of the following discussion.

The Marginalisation of the EWS

Although the service has been in existence for over 100 years, it is evidenced in this study that it lacks a coherent and consistent identity. Paradoxically, despite being one of the longest established welfare agencies, the EWS has not been provided with any consistent and co-ordinated support towards its development. It remains today a low profile agency, attracting little attention from Central Government. The EWS is an under-researched area, reflecting perhaps, its marginalised position both within local education authorities (teacher orientated) and outside mainstream social work (social worker orientated). This lack of research is further compounded by the absence of detailed documentation of the EWS, nationally.

This study has demonstrated that despite the central role the EWS plays in dealing with issues of non-attendance at school it has been persistently marginalised at various levels.

Firstly, in the extensive literature on truancy and absenteeism from school the EWS is little featured. This has previously been stated by Blyth and Milner (1991); Carlen, Gleeson and Wardhaugh (1992); Gregory, Allebon and Gregory (1984) and Reid (1986).

Secondly, through not being given statutory status despite efforts made by the professional associations of the EWS and supported by other sources, e.g. Ralphs Report (1973). The EWS (unlike social services and the probation service) is not a statutory agency. It does, however, carry out a number of statutory duties on behalf of LEAs and in common with other social work agencies, has to deal with role complexities involving issues of being an agent of social control alongside providing a client centred support service.

Thirdly, by the lack of central oversight by the DFE (formerly DES) which has allowed the service to develop in an ad hoc, fragmented way. (Watts 1978; and NACESW 1982). The development of the EWS has been essentially left to local determination. Despite some limited guidance from the DES the service has continued to develop along parochial lines.

The lack of professional consistency is highlighted in the area of training which is determined at local level. In some authorities professionalisation of the EWS has been well promoted, in others, it is non-existent. It is to be noted that whereas social services and probation have received frequent central funding towards training (from the Department of Health and Home Office respectively) no consistent funding has arisen for the EWS from the DFE. This has been a contributory factor towards wide discrepancies in professional stages of development between the EWS in different local authorities.

The inter-relationships between the above findings and the implications contained therein will now be discussed.

The position of the EWS in the context of central policies and legalisation

Nearly all LEAs in England and Wales (114 out of 117) contain an education welfare/education social work service.

The majority of services are titled 'education welfare service' (80 per cent). In this study therefore, the service, nationally, has been generally referred to as the education welfare service (EWS).

The education welfare service, nationally, finds itself in a changing education world. It is clear, as a result of the Government's policy in shifting budgetary powers and control away from LEAs and towards schools, that LEAs will have to undergo considerable re-organisation to meet this new situation. Unless the new duties proposed to be given to LEAs as outlined in the Education White Paper : 'Choice and Diversity' (July 1992) involve the use of very substantial staffing resources then organisational changes within LEAs are certain to incur staff cuts.

Although the EWS has not been particularly targeted by Central Government in terms of job losses nevertheless due to budgetary constraints some LEAs may choose, or indeed be forced, to reduce the provision in this area. Furthermore, the national survey undertaken as part of this study, demonstrates that a quarter of education welfare services do not have a head of service. It is therefore questionable to what extent there is a representative voice on behalf of the EWS in those LEAs in making decisions about future resourcing for the service. It is not proposed to look at the Education White Paper in detail. However, one area of particular relevance to this study is that of its emphasis on truancy, given that evidence in this study demonstrates that the EWS undertakes a much wider range of duties.

Truancy and the role of the EWS

In this study, the 'truancy problem' and its alleged link with delinquency and criminality has been cited earlier. Such is the concern by the Government about truancy that 'truancy league tables' will be officially published in November 1993. (The Education (School Information) (England) Regulations 1993 and the Education (School Performance and Information) (England) Regulations 1993).

During early 1993, much prominence was being given by the Government and the media to issues about juvenile delinquency and crime. Some of the media reporting in this area reached almost hysterical proportions to the extent that the moral fabric of society in general, and the family in particular, has been questioned. Furthermore, Ministers of State (including The Prime Minister, Home Secretary and The Education Secretary) have implicitly and explicitly linked truancy with crime and delinquency. Shadow Ministers too have raised no great objection to this linkage. If there is such a correlation, and if there really is well founded concern rather than mere 'hand wringing', then consideration should be given to support and develop the efforts made by the EWS which occupies the key strategic position between school and the community. The EWS is well placed to undertake preventative work which could both enable pupils to take up education provision and help and

support children who may otherwise be at risk at becoming caught up in crime. However, it is to be noted that The (then) Home Secretary Kenneth Clarke, in a major speech in which he linked truancy and crime omitted altogether any reference to the role of the EWS (Hansard, 2 March 1993 columns 139-141). This again confirms how the EWS, which occupies the front line at the interface of school, home and the community has historically been marginalised by successive Governments.

If concerns about truancy expressed in the Education White Paper 'Choice and Diversity' (July, 1992) are of serious intent then detailed and ongoing consultations need to take place between the DFE and representatives of the EWS to devise long term strategies to tackle this issue. Attempts to find short-term solutions based solely on punitive measures through the courts and on the publication of 'truancy tables' (which are open to mis-use and abuse: Dry 1991; O'Keeffe 1993) are unlikely to be successful. The introduction of computerised registration may provide a faster and more detailed indicator of pupil absenteeism although its deterrent effect upon truancy is unclear. It will certainly not deal with the underlying causes of non-attendance at school. Neither too, will efforts made by education welfare services unless consideration is given by central administration towards providing a clear lead nationally, in terms of establishing an equitable service which is properly funded and trained to carry out its duties.

The White Paper states that "League tables of truancy amongst schools will expose the problem and give further stimulus to the activities of Education Welfare Officers. LEAs should use their legal powers to bring before the courts parents who have failed to ensure that their children go to school". This is further re-inforced; "LEAs will therefore continue to have the duty to enforce school attendance by serving School Attendance Orders, seeking Education Supervision Orders, and taking cases to court where necessary" (DFE and Welsh Office 1992a; p.6,p29).

These statements carry very clear implications that the EWS has got an important and recognisable role to play as part of the LEA. It is also to be noted that emphasis in the White Paper for dealing with school non-attendance is placed on enforcement and the use of the courts. This is hardly surprising given that preceding passages repeatedly link truancy with delinquency and criminality. For example: "This cycle of criminality is too often triggered by being truant from school" (DFE and Welsh Office 1992a, p.6).

Furthermore, Government ministers are convinced that there is a link between truancy and crime. "From his time at the Home Office the Secretary of State (John Patten) is well aware of and concerned about the level of youth crime. Teenagers playing truant are not just missing out on their education but they run the risk of falling into criminal activities. We are therefore determined to tackle this problem" and Home Office Minister, Michael Jack: "There is a known link between truancy and the tendency to commit crime and it is vital, both in the interests of our young people and society as a whole, that pupils attend school on a regular basis" (DFE Press release 6/93, 8 January, 1993).

Given these beliefs and assumptions, Ministers may conclude that the EWS is well placed to make a significant contribution towards the prevention of juvenile delinquency and crime, which in the long term causes considerable social and economic costs both at individual and community levels.

This study is not essentially concerned with notions linking truancy with crime. However, in the view of the researcher, based on many years of direct work with truants and having extensively read literature on truancy, including areas of detailed research, e.g. Graham (1988), Grimshaw and Pratt (1984), the linking of truancy with criminality is a dangerous misconception both in terms of the inappropriate labelling of all children who truant and also because it may be erroneous in fact. Although **some** truants do commit crimes (as do **some** regular school attenders) it is reprehensible and irresponsible to imply a widespread blanket correlation in this area without a good base of evidence.

Graham's (1988) Home Office study reviewing research into schools, disruptive behaviour and delinquency, outlined the complexities involved in trying to establish links between truancy and delinquency. The research found that there was conflicting evidence in the studies and that the truancy-delinquency link was not empirically established.

".... it is by no means clear whether truancy leads to delinquency, or visa versa, or whether other factors are more important" (Graham 1988, p.22)

There was evidence, however, that indicated that truants were more likely to be targeted by the juvenile justice system than non-truants. (This is reflected in a later study by Carlen, Gleeson and Wardhaugh 1992).

Graham concluded that more research was required in order to clarify the inter-relationships between truancy, disruptive behaviour and delinquency.

Nevertheless, a senior education psychologist has recently stated that: "truancy can be the gateway to delinquency and more serious crimes in young adulthood. It has been found that truants between 11 and 16 years old had a 12 per cent rate of solvent abuse, associated crime, and daily smoking" (Randall, 1992, p.24).

However, the direct correlation between truancy and criminality and/or delinquency may be unfounded in terms of cause and effect. Other variables such as inappropriate schooling, peer pressures, bullying, poverty, child abuse, low self-esteem, family breakdown, cultural factors, youth unemployment, etc., may well provide a more direct linkage.

O'Keeffe and Stoll's (1993) large scale study on truancy indicated that it arose from multiple causes. Of particular importance appeared to be dissatisfaction with certain lessons and that therefore truancy was not closely correlated with disaffection with education and the school per se or with criminality.

Another research into truancy, in which an education welfare service was examined, evidenced that EWOs "... did not appear to think that there was a simple casual link between crime and truancy, pointing out that most crime by school students was committed at the weekends and in the school holidays" (Carlen, Gleeson and Wardhaugh 1992, p.155)

In the USA a large number of clinical and field studies were used to look at some of the characteristics of anti social children. A frequent correlate of anti social behaviour was parental rejection of the child. Lack of parenting skills and/or parental management was evidenced as a major factor in resulting anti social behaviour. "A coercive career well in progress implies a risk of rejection by peers, academic failure, and a poorly developed set of work skills. People living in these families are aggressive, angry people." The findings from the studies also suggested that "anger, rejection, poor self-esteem and perhaps some forms of depression may have their beginnings in the prosaic daily round of parental mismanagement."
(Patterson 1986, p.442)

It has earlier been argued that disadvantaged backgrounds were a major factor in children failing to 'behave', 'learn' and 'succeed'. "If children are indeed our country's investment in the future, then everyone has a stake in their welfare. Reducing the material inequalities that help to cripple the life chances of disadvantaged children should have an urgent priority" (The National Children's Bureau 1973, p.61).

It is to be questioned **why** the Government places great emphasis upon linking truancy and criminality and further, **why** court processes are highlighted as a means of dealing with truancy, where cost efficiency and effectiveness of action through the legal system are unclear, when consistent training input into the service designated to deal with this area is disregarded.

Rutherford (1986, p.166) has stated that : "It is a paradox of the incarcerative institution that, despite the high financial costs incurred, it is offered as a 'no cost' solution to parents and teachers". Rutherford (1986, p.175) cites Reynolds (1977) and Rutter at al (1979) to argue that the ethos of the school plays an important role in dealing with behaviour and attendance particularly through the use of non punitive methods. He concluded that : "..... the most effective and least damaging work with young people in trouble occurs outside formal and specialised arrangements. It is informal and often intuitive action within the home and school that provides the best response to these young people."

Based in the USA, Bettelheim (1987) has emphasised the importance of appropriate and consistent parenting in terms of fostering self-esteem and creating self-discipline in children, rather than the use of punitive and coercive methods.

The involvement of the EWS in working with non-attendance at school cases, should be about enabling and empowering children (ideally with parental support) to take up and benefit from education provision. This involves diagnostic, preventative work and communication skills among a range of other skills. Direct intervention by the EWS should be clear and firm with well defined aims and objectives. Intervention needs to be monitored and evaluated carefully and measurement of effectiveness is required throughout all services. Whatever measures are employed, these should not involve either policing or repressive working practices.

The wider range of the EWS tasks

The range of tasks performed by the EWS have been outlined in Chapter II and evidenced in Chapters IV and V. This study is not arguing that in the context of DFE emphasis upon school attendance issues, the education welfare service is failing to carry out its duties in this respect. Rather, that the extent to which its role can be carried out effectively with existing resources and training is questionable given that there

appears to be a wide perception gulf between what duties the EWS actually undertakes and the more narrowly defined role contained in official documents, virtually throughout.

Although the promoting of school attendance has been described as "its essential function" (DES 1986) EWS involvement has been indicated in other areas, for example, child protection, special educational needs, and drug misuse by young persons (DES 1988; DES 1989; DFE and Welsh Office 1992). Other official reports too have recognised the wider activities of the EWS (DES 1986; DES 1989a; DES Summer 1989).

This study provides evidence that the main focus of EWS work is upon issues of school non attendance but that this area is complex and multifaceted, requiring a variety of skilled intervention techniques. (Dunn 1987; CCETSW 1992, p.3)

Furthermore, the range of tasks allocated to the EWS located within LEAs in England and Wales vary, sometimes greatly, between authorities. These tasks, evidenced in the national survey (chapter IV) range from administrative duties such as child population census surveys, free school meals, records of juvenile employment and arranging school transport, to representing LEAs at pupil exclusion meetings, seeking alternative education provision for pupils (eg home tuition) and representing LEAs at child protection conferences and youth justice gatekeeping meetings.

There is a broad welfare link between the above areas and promoting school attendance in a wide sense. The EWS is well placed strategically to perform these tasks and (apart from the administrative duties where it is questionable whether EWS skills are being appropriately deployed) has a long experience of working closely with schools, children, families and the range of statutory and voluntary services.

This wider role is both complementary and often integral to working with school attendance issues but clearly carries with it issues about resourcing levels and appropriate training.

Other literature sources also evidence that the EWS performs a much

broader role (e.g. MacMillan 1977; City of Birmingham 1980; Hampshire Education 1984; Blyth 1985b; Dunn 1987; Centre for Education Welfare Studies 1989; CCETSW 1992).

Although it is generally agreed by all the major stakeholders that 'school attendance' (which involves numerous complex and diverse factors) is a core function of the EWS, little acknowledgement appears from the DFE of the much wider role undertaken by the EWS/ESWS nationally. This research provides detailed evidence both through a national survey and an in depth local study of the broader role played by the EWS. These other duties include for example involvement in the areas of: child employment, children in entertainments, child protection, special educational needs, juvenile justice, work with disruptive pupils and children excluded from schools.

In the area of excluded pupils, the DFE produced a consultative document : 'Exclusions : A Discussion Paper' (November 1992). The EWS is not mentioned in this document. Nevertheless, this study provides evidence of the involvement of the EWS in working with excluded pupils and indicates that the EWS provides a valuable interventionist role (including preventative work) in this area based upon existing skills, knowledge and experience, enhanced by its strategic position between school and the community.

The researcher's national survey revealed that as an integral function of the EWS/ESWS, 55.5 per cent of services arranged/attended meetings between school and parents of excluded pupils. 44.5 per cent of services sought alternative education provision for excluded pupils and 33.6 per cent of services attended exclusion meetings as the main LEA representative.

The local in depth study of Hampshire EWS to complement the national survey produced evidence that 91.9 per cent of EWS staff (excluding Divisional Officers) attended meetings at school with regard to excluded pupils. A number of the respondents were involved in this area of work at least weekly. On occasions, Senior EWOs chaired meetings involving

headteachers, parents and pupils and represented the LEA at exclusion appeal hearings held by school governors.

It can be concluded from the above that the work of the EWS relating to excluded pupils is by no means insignificant. Indeed work in this area may increase not least because some schools have indicated that they are seeking legitimate ways to permanently exclude pupils on grounds of truancy or school non-attendance. This is to avoid the inclusion of unauthorised absences in their registers for eventual publication in 'truancy league tables' from 1993. A recent survey suggests that there has been an increase in all types of exclusions across all pupil age groups. (Advisory Centre For Education, 1993).

In other areas too, the wider range of tasks undertaken by the EWS are evidenced in the national survey. For example, in terms of tasks described as 'integral' to the role of the EWS, the following percentage of services are involved in these areas : Attending child protection conferences/reviews: 82.7 per cent Representing the LEA as a core member of child protection panels : 71.8 per cent; Assisting/advising schools regarding child protection: 78.2 per cent; Representing the LEA at juvenile justice gatekeeping meetings : 64.6 per cent; Advising/visiting employers with regard to juvenile employment issues : 81.9 per cent. It is to be noted that the above percentages of EWS involvement increases when the role is described
as 'part assisting other education sections'.

The national survey and the local study also provided evidence of EWS involvement in setting up group work projects and holiday ventures for children during school holidays. (France in the early 1980's developed the ete-jeune programme offering children activities during school holidays with a view to creating positive images of themselves and hopefully later emerging as more confident and responsible citizens).

Professionalisation, training and consistency of service provision

This study highlights that the professional development of the EWS has

not been addressed centrally through the allocation of training funds. Training is an important area to target in order to improve service delivery and to meet the challenges of the decade and beyond.

This includes being able to adequately fulfil the relevant sections of the Children Act 1989 particularly in developing ongoing professional practices with social services and other agencies and in ensuring that education supervision orders are effectively managed. A contemporary area that may provide some impetus towards professional growth of the EWS is that of the proposed General Social Service Council. The inclusion of registration of EWS staff on the GSSC would help to focus upon the quality of practice, minimum standards and a complaints procedure on a national basis. The national survey nevertheless provides evidence that training for the EWS nationally, is inconsistent and although some LEAs provide generous training provision others provide very little, if any such training (Fig. 10, p113).

The new DipSW programme provides a good opportunity for EWOs/ESWS to acquire professional social work training with a focus on education welfare practice.

Important issues too, about how equitable is the service being provided to consumers are raised in this study. This can be viewed particularly in the context of reforms in education apparently aimed towards universality of choice and minimum standards along with notions contained in the Citizens Charter about improving service quality in the public sector. For example, the range and quality of services provided by the education welfare service, nationally, are questionable given the wide inconsistencies across services in terms of staffing levels, number of qualified staff and in the allocation of resources and access to training. The national survey evidenced that only 21.5 per cent of EWS staff hold a professional social work qualification. Only ten services have over 50 per cent social work qualified staff, whereas 22 services have no social work qualified staff at all. Furthermore, the pupil : EWO ratio also varies widely between LEAs. The average pupil : EWO ratio established in this study was 2,443 : 1 (based on total EWS staff)

or 3,072 : 1 (based on EWS fieldworkers only). It can be argued whether or not the level of pupil : EWO ratio is too high. Nevertheless, several services have a much higher pupil : EWO ratio (TABLES 10a and 10b, pp. 134-5). In the absence of detailed evidence, numbers of EWOs employed by each authority appears to be based upon factors of historical accident; pupils on roll; pupils on free meals, etc. A clear, defined formula needs to be established. Referral rates and quality of work may be important in assessing required staff numbers.

The evidence from the national survey in this study (Chapter IV) indicates that reasons for variations in stages of professional development of the EWS do not appear to relate to geographical location, size or the type of council, whether county, city or metropolitan borough. For example, on very broad geographical dimensions such as North and South there is no evidence of significant variations in the development of the EWS.

The reasons for different levels of development between services are somewhat unclear. Existing models of professionalisation theory and an examination of how other similar organisations have developed may provide a basis upon which to follow a line of questioning. In the absence of detailed empirical research, specific to education welfare, answers to why there are these developmental variations must be speculative.

One possible hypothesis might be that where the EWS has been well profiled and valued by councillors and senior administrators of the LEA its professional development has been encouraged and well supported. Where such support and encouragement has not been given it may be found that the EWS has remained under-developed. The position of an EWS manager within the senior management structure of the LEA may be an important indicator of how the service is valued in the broader education organisation and would provide opportunity at that level to represent the EWS and its consumers; children, parents and schools. Some support for this hypothesis is found in Dry (1992) who has suggested that chief education officers may have been reluctant to allow

the EWS to develop its own cohesive professional identity in case it challenged other power structures.

Another hypothesis to help explain local variations might be in the varied links between local EWS and local academic institutions, the activities of its professional association/trade union branches and its working relationships with headteacher/teacher groups. Furthermore the availability of resources, particularly funding for professional training would seem to be of crucial importance as well as its recruitment policy and ability to retain committed, quality staff and these too have been locally determined.

Irrespective of possible hypotheses to explain such local variation in the development of the EWS it is crucial to remember that this study, as a whole, is primarily concerned with identifying a range of evidence which helps support the argument that unless central direction is provided, the inconsistent development of the EWS is certain to prevail. Leaving aside the variations in developmental stages, it does mean, in real terms, that consumers of the EWS will continue to receive services not based necessarily on quality or equity but which is essentially dependent upon which LEA area they are situated. The Elton Report has outlined the wide variations in levels of EWS staffing provided by LEAs and raised questions about the effectiveness of the EWS given its high caseloads.

In short, although opportunities to receive quality and equity of Service should be available to all consumers whether living in Cardiff, Carlisle, Colchester, Croydon or elsewhere, the evidence from this study strongly indicates that not only are such opportunities unlikely, on a national basis, but given the present state of the EWS, cannot be fulfilled.

In the local study of one EWS, which did not have a head of service, some wide variations in its organisation and working practices were evidenced. If one service, through the absence of a clear lead from the centre possesses these wide variations then the implications may

arguably be apparent for the EWS, nationally.

The national survey provides further evidence of inconsistency between services. For example, EWS recruitment policies show broad differences in terms of minimum qualification requirements. This is in stark contrast to practitioners in other related fields of work such as, for example, teaching and education psychology. Furthermore, the national survey revealed that only 40 per cent of LEAs provided secondment opportunities for EWS staff to obtain a professional qualification. It was also evidenced that among education welfare services, particularly those with a low number of qualified staff, a wide range of clerical and administrative tasks were being undertaken. For example, some services were involved in administrative areas such as school transport, school meals and census work. This brings into question the appropriate and effective use of ESW staff in playing a direct interventionist role at school and community levels. Concerns about lack of clerical support were expressed in the local study through the taped group discussion approach (see, p.210 of this study).

It is lamentable that present day issues about the EWS have been ongoing for over 20 years at least and that persistent arguments for those issues to be addressed by successive Governments have met with little response. The EWS has been left to local determination and this has resulted in its provision, nationally, being inconsistent. The evidence in this research leads to the conclusion that the present fragmented state of the EWS nationally has resulted from a lack of direction from the centre which has not recognised the complexities and potential of its role and further that its position is now incompatible with legislation and policies aimed at providing choice, raising standards and promoting effective and quality levels of public service. Even in the area of dealing with truancy it is questionable as to how effective or consistent the EWS can be, given the wide divergencies evident between services in different LEAs. A major conclusion from this study is that this state of affairs will inevitably persist until such time that a central lead is given towards establishing an equitable service based upon planned, informed lines and not upon political expediency or

left to ad hoc local determination. The rejoinder should not be Hamlet's 'O Reform it altogether'. The knowledge base, range of experience, skills and infrastructure is already present. What is now required is a co-ordinated approach to consolidate existing good practices, and where necessary, extend them.

The EWS continues to provide an important link between schools and homes, often in very disadvantaged and difficult areas. It has been responding to increased legislation in the field of child welfare and although carrying out a number of statutory duties on behalf of local authorities for over a century, the service, itself, has not been given statutory status. It has been argued that the EWS, which has supported schools in their efforts to educate children and that has contributed to the welfare of children over such a long period, should receive statutory recognition (Watts 1978; NACESW 1982).

The notion of statutory recognition for the EWS has been variously proposed by its professional associations for many years. The argument for statutory status again gathered momentum during the introduction of the ERA 1988 and the subsequent uncertainty about the future of LEAs. It was being suggested by Central Government (until it reconsidered and changed it position) that the EWS might become subject to delegation. It was understandable, therefore, that a statutory EWS was being advocated as a means of retaining a service that occupy a position that appeared "neutral" between school and community rather than be bought in by schools and presumably be accountable to headteachers.

It could be argued that if the EWS had been delegated to schools this may have led to a similar system to that in the USA where school social work has a more secure and longer established professional identity then is the case in Britain. However, this situation may not have necessarily followed due to at least two factors. Firstly, the way in which the education system is organised and the types and levels of accountability are not identical between the USA and Britain and secondary, the education social work service in the USA developed historically through teacher visitors (Robinson, 1978). By contrast, in

Britain, education social work has evolved from nineteenth century charitable and welfare organisations for children and the introduction of compulsory and universal education. Historically, public officials appointed by local boards, then by local authorities, have undertaken social welfare work with school children and their families.

It has been on the basis of being a public servant (but not a teacher or purely an administrator) accountable to local authority representatives that the education social worker has endeavoured to provide a balanced, mediating and facilitating role to both school and community, with the welfare of the child being central.

The arguments for a statutory service include ideas about status enhancement and developing its professional practice through a presumption that being statutory would lead to better resourcing and training allied to achieving a consistent approach and common standards through a shared identity. It is of little surprise, given the underdevelopment of the EWS in a number of LEAs, that members of the service may cast an eye towards the statutory social work agencies of probation and social services and contemplate whether the EWS would be better developed to serve its clients if it was a statutory agency outside the broad LEA organisation.

However, even if desirable, particularly given the current political climate, it is most unlikely that the EWS will be given statutory status. Indeed, it is not necessary for this to happen as there are a number of ideas available and mechanisms already in place which could lead to a more professional approach to tasks and establish a clearer, more coherent identity for the EWS.

The introduction of ESOs (The Children Act 1989) provides a formal framework for education welfare to develop and highlight good practices (Blyth 1985a; Dry 1992; Whitney 1992).

In looking at, for example, the models of probation to the courts and medical social workers to hospitals, the EWS needs to continue

developing its professional practices and identity in close partnerships with schools. The EWS needs to demonstrate its effectiveness (Blyth and Milner 1991) and while retaining a degree of professional autonomy (including specific training and formal supervision) a collaborative sharing and understanding of education and social work relationships is important. The ultimate aim in improving the quality and consistency of EWS practice is to provide an effective and equitable service to children.

From the findings in this study the following areas are postulated as positive ways towards creating a consistent and equitable EWS on a national basis. The resulting service would be in a much better position to undertake strategies to deal with school attendance issues and to fulfil issues contained in The Children Act 1989, Citizens Charter and Parents Charter. Importantly, the EWS could be more fully developed to play a preventative role in working with children and families and as a main professional support service for schools.

* That a formal consultative body be set-up by the DFE, to include representatives of the EWS and CCETSW, to explore working practices and to look at training requirements.
* That a section within the DFE be established to monitor the development of the EWS and produce ongoing practice guidelines. Further, that the DFE establish a research unit to measure and help develop the effectiveness of EWS work.
* That more effective ways are devised to communicate and explain the role of the EWS to consumers.
* That joint training between teachers and EWOs/ESWS be encouraged on a national basis, including some input to teacher training colleges.
* That detailed documentation of the EWS, on a national basis, be established, assisted by the use of computerised records.
* That a code of practice, the setting of minimum standards and a complaints procedure be universally implemented.
* That the EWS be relieved as far as possible, from performing purely clerical and administrative duties and encouraged to

further develop its role in working directly with schools, pupils and families.

* That the EWS be encouraged and assisted in forging closer formal links with relevant professional associations working with common client groups.
* That a collaborative partnership between LEAs and the DFE be developed to ensure consistency of EWS provision nationally.
* That close, formal links between the EWS, and CCETSW and academic institutions are established locally across all the Country.

A more fully trained and equipped EWS must surely be in a better position to help and support children and families, as well as schools, within an education social work context, across all the Country not least in those homes and communities most disadvantaged in our society.

The researcher acknowledges that the gap between needs and available resources to meet them has always been and will continue to be central to social policy debates. The definition of 'needs' and who defines them is open to question. It can also be argued that 'needs' demands are insatiable and that it is impossible to meet them fully.

This study does not present a case for unlimited resources for the EWS. Rather, that in the context of Central Government policies and legislation, (for example, The Children Act 1989, including the use of ESOs; The ERA 1988 and the Parents Charter) the EWS requires adequate training and resourcing to carry out its duties in an appropriate and effective way. In this sense consideration of the question of resourcing by decision-makers is unavoidable. In reality, the provision of additional resourcing for the EWS could be a small price to pay if this resulted in dealing more efficiently with the economic wastage caused by absenteeism from school.

It is to be hoped that the Government will undertake not only in word but in deed, that which previous administrations have neglected to do. Namely, in partnership with local authorities, to provide adequate resources and training for the EWS to support its efforts in enabling children to benefit from educational opportunities available.

Future Research

This study has provided a contemporary framework to view the EWS on an national basis in terms of its organisation, role and duties. There is wider scope for further research in this area. For example, in this study it would have been interesting to have undertaken a comparative study with education social work services (where they exist) in other countries, but limited time and resources would not do justice to this. However, this may provide a useful avenue for a future study in its own right. From a perspective in the USA, (Millard, 1990) it has been argued, for example, that family therapy should be emphasised in school because school social workers are in a strategic position to thoroughly assess family dysfunction. In this present study it is argued that the service in this Country occupies a similar strategic position. What it lacks is a clear lead towards its development as a specialised education social work agency recognised as playing a coherent preventative and diagnostic role at the interface of school and the community. A comparative study of the ways in which education social work is carried out in the USA may provide ideas for the future direction of the service in the UK. Similarly, research into school social work in the European Community could provide useful insights.

Other specific areas of research into the work of the EWS in this country could include the following:

* The effective use of legal sanctions by the EWS in cases of school non-attendance
* A detailed consumer view of the EWS based upon perspectives from children, parents, schools and other agencies
* Work with ethnic minority pupils and families (including travellers)
* An evaluation of effective EWS practices
* Work undertaken with special needs pupils

* Investigation into how schools in the private sector deal with truancy and disruptive pupils.

The above by no means form an exhaustive list and are intended only to show some examples of areas that appear to be under-researched.

QUESTIONNAIRE TO LOCAL EDUCATION AUTHORITIES ON THE EDUCATION WELFARE/EDUCATION SOCIAL WORK SERVICE

Researcher: Mr Peter Halford
Senior Education Welfare Officer
Hampshire County Council Education
South East Division
Crossland Drive
Havant Hampshire PO9 2EL

Tel: 0705 498200 Ext. 428

If further information needed, please contact me at the above address or Home Tel. No. 0329 667978

A GENERAL

(Please Tick)

1. **Title of Agency**

   (i) Education Welfare Service ☐

   (ii) Education Social Work Service ☐

   (iii) Other (please specify) _____

2. **Title of Fieldworkers**

   (i) Education Welfare Officers ☐

   (ii) Education Social Workers ☐

   (iii) School Social Workers ☐

   (iv) Other (please specify) _____

3. **Which of the Following Does Your Agency Possess?**

	YES	NO
(i) Chief/Principal EWO/ESW	☐	☐
(ii) Deputy Chief/Principal EWO/ESW	☐	☐
(iii) Divisional/Assistant Chief/Principal/ Area EWOs/ESWs	☐	☐
(iv) Senior EWOs/ESWs/Team Managers/Leaders	☐	☐

(v) Other (please specify) _____

4. **Agency Personnel**

(i)	What is the total establishment of your Agency? (Excluding clerical support)	No. =	☐
(ii)	Managers/Team Leaders/Senior Officers	No. =	☐
(iii)	Fieldwork staff	No. =	☐
(iv)	Clerical support within Agency	No. =	☐
		Yes	No
(v)	Court Officer within Agency	☐	☐
(vi)	Training Officer within Agency	☐	☐
(vii)	Child/Juvenile Employment Officer (s) within Agency	☐	☐

(viii) Other Personnel (Please specify) _____

_____

_____

		Yes	No
(ix)	Are volunteers used by the Agency?	☐	☐

5. **Organisational Base**

		Yes	No
(i)	EWO/ESW's H.Q./Centrally Based	☐	☐
(ii)	EWO/ESW's Office Based, Locally/Area/ Divisionally	☐	☐
(iii)	EWO/ESW's School Based	☐	☐
(iv)	EWO/ESW's Home Based	☐	☐

(v) Combination of above (please specify) _____

_____

_____

(vi) Other (please specify) _____

_____

6. **Staff Qualifications**

(i) Staff (including management) who hold a professionalsocial work qualification (CQSW, D.S.W. C.S.S.) No = ☐

(ii) Staff (including management) who hold the Certificate in Education Welfare No = ☐

(iii) Staff (including above) who hold a Degree, higher degree, higher diploma or equivalent No = ☐

(iv) Staff (including above) who hold a teaching qualification e.g. Cert.Ed., B.Ed., Teachers' Certificate, etc. No = ☐

7. **Which of the Following is Recruitment to your Agency based upon:-**

Please Tick

(i) Appointment of qualified social workers only. (CQSW, D.S.W., C.S.S.) ☐

(ii) Appointment of staff with CQSW/DSW/CSS Preferred ☐

(iii) Appointment of staff with relevant experience. ☐

iv) Other (please state) _____

_____

_____

8. TRAINING

Please tick the box

Does your Agency undertake any of the following?	YES	NO
(i) Secondment of EWO's/ESW's onto Dip.Social Work Courses	☐	☐
(ii) In the process of seconding EWO's ESW's in the future	☐	☐
(iii) Assist experienced, qualified staff to undertake post-qualifying courses	☐	☐
(iv) Provide a formal, comprehensive induction programme for new staff	☐	☐
(v) Provide regular, planned in-service training programme for existing staff	☐	☐
(vi) Agency links into Social Service training programmes	☐	☐
(vii) Agency organises training to include outside agencies	☐	☐
(viii) Supervision of Dip.Social Work students on placement with Agency	☐	☐
(ix) Does your Agency have an allocated training budget specifically for your own use?	☐	☐

(x) If not, is/can funding for training be obtained elsewhere (please specify) _____

_____

Have you any additional comments about this Section?

_____

_____

_____

_____

_____

_____

_____

9. **Staff Supervision within Agency**

		Yes	No
(i)	Is there a formal Practice of staff supervision?	☐	☐
(ii)	Who usually supervises fieldworkers (please state)	_____	
(iii)	How often does formal supervision usually take place? (please state)	_____	
(iv)	What is the usual duration of supervision sessions (please state)	_____	
(v)	Are the supervision sessions usually documented?	☐ Yes	☐ No
(vi)	Does supervision usually contain both casework elements and personal/ staff development?	☐ Yes	☐ No
(vii)	Supervision takes place (a) individually (b) group (c) both	(a) ☐	(b) ☐ (c) ☐

Any additional comments on above section?

_____

_____

_____

_____

_____

10. **Specialist Workers**

Does the Agency specifically employ any of the following?

		Yes	No
(i)	**Worker(s) with ethnic minorities**	☐	☐
(ii)	**Worker(s) with travelling children**	☐	☐
(iii)	**Worker(s) with pregnant schoolgirls**	☐	☐
(iv)	**Worker(s) with special schools/children only**	☐	☐
(v)	**Other specific designation (please describe)**		

_____

11. Referrals to the Agency

(i) Does your Agency have a policy of recording and collating all referrals received? Yes ☐ No ☐

(ii) Does your Agency use computerized records for referrals ☐ ☐

(iii) Please place a tick in one of the following four columns which approximates to the rate of referrals to your Agency, during the last school year.

	Over 30% of all Referrals	Less Than 30% of all Referrals But over 10%	Less than 10% of all Referrals	No Referrals at all
a) Secondary schools				
b) Primary schools				
c) Special Schools (Day and Residential)				
d) Parents (self-referral)				
e) Children (self-referral)				
f) By EWO/ESW's own observation				
g) Nursery schools/playgroups etc				
h) Sixth form colleges/Tertiary colleges, etc.				
i) Child's employer				
j) Other section(s) within Education Department				
k) Medical/health services				
l) Child Guidance/child therapy service				
m) Social Services				
n) Juvenile Court/Juvenile Justice Unit				
o) D.S.S.				
p) Housing				
q) Police				
r) Careers Service				
S) N.S.P.C.C.				

t) OTHER significant referrer(s) (please state) _____

12. **Administration**

Which of the following areas are dealt with by your Agency? (Excluding work undertaken by clerical support staff) Please tick appropriate column	As an integral Function of your agency	To part assist other Education Section	Not at all
i) Free school meals			
ii) School transport			
iii) Child population census			
iv) Arranging escort of children (to schools outside own LEA)			
v) School clothing grants			
vi) Children's clothing (Discretionary/hardship fund etc).			
vii) Keeping records of children in employment			
viii) Movement of children from one LEA to another (change of address)			
ix) Maintaining records of children on Home Tuition			
x) Maintaining records of children excluded from school			

xi) OTHER significant administrative area(s) (Please Describe)

_____

_____

13 Sample Range of Duties and Responsibilities

In which of the following areas is your Agency involved?	PLEASE TICK: Work Integral to Agency	Part Involvement of Agency	No Involveme
i) Preparing reports as part of statementing process (Special Educational Needs)			
ii) Attending child protection conferences reviews			
iii) Representing L.E.A. as member of core panel of Child Protection team.			
iv) Arranging/attending meetings between school and parents of excluded pupils.			
v) Attending above meeting as main L.E.A. representative			
vi) Representing L.E.A. at Juvenile Justice Gate-keeping meetings (Inter-agency panel)			
vii) Assisting/advising schools regarding child protection issues.			
viii) Organising/recommending Home Tuition for children			
ix) Advising/visiting employers regarding child employment issues.			
x) Undertaking Supervision Orders (school attendance cases) prior to the Children Act (14.10.91)			
xi) Seeking alternative education provision for excluded pupils.			

xii) Any additional comments about this section or other significant areas to highlight.

14. Sample range of intervention by Agency with regard to Child Welfare (including school attendance factors) Please tick appropriate columns	Very Frequently	Often	Seldom	Not At All
i) Home visiting to interview/ advise/counsel parents and children				
ii) Interviewing Parents and children at office				
iii) Offer counselling to children in schools				
iv) Undertake joint work with teachers in dealing with children's problems.				
v) Offer groupwork activities/ counselling to Parents and/ or children.				
vi) Advise on and/or investigate welfare rights on behalf of parents and children.				
vii) Organise case conferences/ planning meetings with parents and children and other agencies to discuss school attendance issues.				
viii) Actively engage in joint interagency work (.e.g. Social Services) with children and their families				
ix) Involvement with police in "Truancy patrols"				
x) Set up group projects/ holiday ventures, for children during school holidays				

xi) Additional areas of significant work undertaken by your Agency that you wish to highlight:- _____

_____

15. **Court Work** (School Attendance Cases)

(i) Who usually presents the case in court on behalf of your LEA?

Please tick

(a) Local Authority solicitor ☐

(b) Private solicitor(s) engaged by LEA ☐

(c) Education Welfare/Education Social Work Court Officer ☐

(d) Manager/Senior Officer of your Agency ☐

(e) EWO/ESW ☐

(f) Combination of above or other (please specify) _____

_____

(ii) Who usually presents Child employment cases in court? (Please specify) _____

(iii) In school attendance cases where a Social Enquiry Report is requested by the Court, is this undertaken by your Agency?

Always	Frequently	Seldom	Never

Any additional comments about this section?

_____

_____

_____

_____

THANK YOU FOR COMPLETING THIS QUESTIONNAIRE

APPENDIX 2

HAMPSHIRE COUNTY COUNCIL
EDUCATION

SOUTH EAST
DIVISION

CROSSLAND DRIVE
HAVANT
PO9 2EL

TELEPHONE
0705 498200
FAX
0705 498174

ASSISTANT
COUNTY
EDUCATION
OFFICER
George Heller MA

EWS/PH/JH

Mr. Halford

428

23rd September 1991

Dear Colleague,

Re: Attached Questionnaire : A National Survey of the Education Welfare/Education Social Work Service in L.E.A.s in England and Wales

I am currently employed by Hampshire County Council as a Senior Education Welfare Officer based in the South-East Division of the County. I am also undertaking a part-time Master of Philosophy Degree at the University of Southampton, for which I am researching the role of the E.W.S. with regard to its future development and status.

I have recently completed a review of the literature on the Education Welfare/Education Social Work Service nationally and I am now in the process of following this up through a National Survey plus a local questionnaire and interviews in Hampshire. The main aim of the National Survey is to provide a current overview of the role and organisation of the Service. I will also be looking at some of the general issues facing the Service through a local in-depth study.

I am very much aware that your time is valuable and your help and support in taking part in this survey would be much appreciated. For my part, I promise to supply every respondent with the results of the survey. All responses will be treated in strict confidence and no Authority (apart from Hampshire) will be named in the results. I will of course cite responding Authorities in my acknowledgements in the published study.

Please attempt to complete each section of the survey as far as possible. However, if information is not easily available on certain sections, please return the paper in an incomplete form if necessary.

If further copies of the survey are required (for distribution to Divisional/Area Officers, etc.) I will gladly send on request.

Please return the Questionnaire complete/incomplete by **10th October 1991** using the enclosed stamped addressed envelope.

May I take this opportunity of thanking you in anticipation.

Yours faithfully,

PETER HALFORD, BA., Dip.Social Work.

Note: Would you be interested in receiving a summary booklet of my study on the EWS/ESWS to be published late 1992/early 1993?

Cost = Printing and postage only

Yes ☐
No ☐

NATIONAL SURVEY RESPONSE TO PILOT QUESTIONNAIRE

1) How long did it take you to complete the questionnaire? .....

2) Were any of the questions unclear or ambiguous? .....

If so, please will you state which and why? .....

.....

3) Were the instructions clear? Yes ☐ No ☐

4) Did you object to answering any of the questions? Yes ☐ No ☐

If so, which one(s) and why? .....

.....

5) What section(s) was it difficult to obtain data for? .....

6) Was the layout of the questionnaire 'user friendly'? Yes ☐ No ☐

7) In **your opinion**, has any major area been omitted? Yes ☐ No ☐

8) Any other comments? .....

STRICTLY CONFIDENTIAL

QUESTIONNAIRE ON THE HAMPSHIRE EDUCATION WELFARE SERVICE

RESEARCHER: MR PETER HALFORD
SENIOR EDUCATION WELFARE OFFICER
SOUTH EAST DIVISION
CROSSLAND DRIVE
HAVANT
HAMPSHIRE PO9 2EL

TEL NO 0705 498200 Ext 428

Should any further information or clarification be required, please contact me at the above.

PART A

PROFILE OF AGENCY PERSONNEL

1. Position in agency (please tick box)

   Divisional Officer (DEWO) ☐
   Team Manager/SEWO ☐
   Fieldworker/EWO ☐
   Juvenile Employment Officer ☐

2. What age were you when you joined Hampshire EWS? ☐ YEARS

3. How many years have you been in Hampshire EWS? ☐ YEARS
   (If less then one year, please state) _____

4. Are you male or female? (please tick box) MALE ☐ FEMALE ☐

5. What was your previous main career before joining Hampshire EWS? (please tick box)

   Other Education Welfare Service ☐
   Social Services ☐
   Probation ☐
   Other Social Work Agency ☐
   Other Local Government Post ☐
   Teaching ☐
   Full-time Student ☐
   Police ☐

5. (Cont'd)

Navy ☐

Other Armed Service ☐

Working at home (eg. as a parent) ☐

Other (please specify)_____ ☐

6. Which of the following qualifications do you possess? (please tick boxes)

Professional Social Work qualification (D.S.W., C.Q.S.W., C.S.S.) ☐

The Certificate in Education Welfare ☐

Teaching qualification (eg. Cert. Ed., Teachers Certificate etc) ☐

Higher Degree (eg. M.A., M.Sc., etc) ☐

Degree ☐

Diploma in Administration ☐

Technical Qualification (eg. HNC, HND, etc) ☐

Other Qualification(s) ☐

Please state _____

PART B

SAMPLE RANGE OF WORK PROFILE

7. Please state the number of educational establishments that you are personally responsible for visiting. (Please put number in the box(es), if none put 'NIL')

Secondary Schools ☐

Primary Schools ☐

Special Schools ☐

Tertiary/6th Form College ☐

Nursery Schools ☐

Other (Tutorial, Behavioural units, etc) ☐

8. During the past year (Jan 91 - Jan 92) have you referred any case(s) to Court? (please tick box)

	YES	NO
School Attendance case(s)	☐	☐
Child Employment case(s)	☐	☐

9. Are you currently responsible for an Education Supervision Order? (please tick box)

YES ☐ NO ☐

10. During the past year (Jan 91 - Jan 92) have you represented the Agency on any of the following:- (please tick box)

(a) Child Protection conference/reviews:-

At least monthly ☐

Occasionally ☐

Not at all ☐

(b) Excluded pupil meetings at school:-

At least monthly ☐

Occasionally ☐

Not at all ☐

(c) Juvenile Justice gatekeeping meetings:-

At least monthly ☐

Occasionally ☐

Not at all ☐

(d) Involvement with statementing process (S.E.N.) report writing or reviewing or progress chasing:-

At least monthly ☐

Occasionally ☐

Not at all ☐

11. In the past year (Jan 91 - Jan 92) have you been actively involved with group projects/holiday ventures for children during school holidays/weekends?

YES ☐ NO ☐

12. In the past year (Jan 91 - Jan 92) have you been involved in any group projects regarding non-school attenders or/and children with behavioural problems?

YES ☐ NO ☐

If yes, please state whether project was undertaken by the EWS only or with other Agency(ies). (Please state name of Agency(ies) if applicable).

_____

_____

_____

PART C

TRAINING : HAMPSHIRE EWS

(PLEASE TICK BOX)

13. (a) Unqualified Staff Only Given the opportunity, would you undertake a Diploma in Social Work course? YES ☐ NO ☐

(b) Qualified Staff Only Given the opportunity, would you undertake some form of part-time post qualification training? YES ☐ NO ☐

14. All Staff Please state three areas of your work where you feel that training (in-service or external) would be particularly useful to you.

(i) _____

(ii) _____

(iii) _____

15. Are you currently undertaking a Diploma in Social Work course? YES ☐ NO ☐

16. Are you currently supervising a Diploma in Social Work student? YES ☐ NO ☐

17. Are you currently doing a post qualifying course? If yes, please specify _____ YES ☐ NO ☐

18. Are you currently or about to take part in some in-service training? If yes, please specify _____ YES ☐ NO ☐

19. Are you currently, or about to take part in training along with another agency or other education department section? If yes, please specify _____ YES ☐ NO ☐

20. Are you providing or assisting other colleagues in the Agency with training? If yes, please specify _____ YES ☐ NO ☐

21. Can you state an area of training that you have had during the past year that was not particularly useful to you? If yes, please specify & why _____ YES ☐ NO ☐

22. Has there been an area of training that you have had during the past year that WAS particularly useful for you? If yes, please specify and why _____ YES ☐ NO ☐

YES ☐ NO ☐

23. Would you be willing to participate in a group discussion or an individual interview as a follow-up to this questionnaire?

24. Please add any comments that you wish to make in the context of this survey _____

_____

_____

_____

THANK YOU FOR PARTICIPATING IN THIS QUESTIONNAIRE

PH/AB

14th February 1992

Dear Colleague,

RE: ATTACHED QUESTIONNAIRE : A LOCAL SURVEY OF THE EDUCATION WELFARE SERVICE IN HAMPSHIRE

I am currently employed by Hampshire County Council as a Senior Education Welfare Officer based in the South East Division of the County. I am also undertaking a part-time Master of Philosophy Degree at the University of Southampton, for which I am researching the EWS with regard to its future development and status.

I have drafted a review of the literature on the Service nationally and have recently completed a national questionnaire survey which achieved a positive response from 110 out of 114 LEAs that have an Education Welfare/Education Social Work Service.

The main aim of this local survey is to provide a current overview of Hampshire EWS in the form of a "snapshot" based on its personnel profile and a sample range of its work along with some training needs.

It is hoped that the results of the local survey will contribute towards identifying areas of training that can be used towards enhancing the status of the Agency and developing professional and effective good practices.

I am very much aware that your time is valuable and your help and support in taking part in this survey would be appreciated. For my part, I promise to supply every respondent with the results of the survey. All responses will be treated in strict confidence and no individual will be named in the results. In fact, as soon as the data is collated the questionnaires will be destroyed.

Please attempt to complete each section of the questionnaire as far as possible. However, if you are unable to complete certain sections, please return the paper in an incomplete form if necessary.

Please return the questionnaire complete/incomplete by 4th March 1992 using the attached addressed envelope.

May I take this opportunity of thanking you in anticipation.

Yours faithfully,

PETER HALFORD B.A., Dip. SOCIAL WORK

FOCUS GROUP QUESTIONS

(ALL LEVELS OF HAMPSHIRE EWS)

1. What do you see as the main function(s) of Hampshire EWS?

2. What area(s) of work do you see as being carried out effectively?

3. Who do you see as the main consumers of the EWS and in what ways is it possible to ascertain the quality, quantity and effectiveness of the service being provided to them?

4. What do you see as the 'core skills' and/or knowledge base required to perform the agency role?

5. In terms of status and professionalisation, how do you see the agency in the context of the education organisation as a whole on the one hand, and in the context of working with teachers and social services workers on the other?

6. With regard to recruitment and retention of staff, what do you regard as the most attractive feature or features of the Agency, and conversely, what are the least attractive features?

7. What do you see as the MAIN shortfall in terms of agency resourcing?

8. How do you envisage the future of Hampshire EWS?

PETER HALFORD
4/92

Ref: Peter Halford (1992) Hampshire County Council Education

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