Youth engagement and progression framework

Implementation plan

Llywodraeth Cymru
Welsh Government

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Better outcomes for young people

Youth engagement and progression framework

Implementation plan

Audience
This document is for everyone working in the education and training system supporting young people to engage and progress in education and training including senior leaders in local authorities, Careers Wales, the Youth Service and providers (schools, further education (FE) colleges, work-based learning (WBL)).

Overview
This document is focused on reducing the number of young people aged 11 to 25 who are not engaged in education, employment or training (NEET). All parts of the system from Welsh Government, National Partners, local authorities and providers will need to work together to successfully implement this plan. The plan sets out the different roles and responsibilities of key players and expectations for how each partner will deliver.

Action required
None – for information only.

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Additional copies
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Ministerial foreword

Welsh Government has a long standing commitment to maximise the opportunities for all children and young people. This includes supporting their progression into education and training and then employment, enabling them to fulfil their potential. We recognise that economic and personal circumstances present some groups of young people with huge challenges to progression and we are passionate about tackling these barriers, particularly for those who need support the most.

The Programme for Government identifies that intensifying youth engagement and employment is a priority for Wales, and our aim is to help all young people overcome the challenges they face so that they have the opportunity to make a positive progression beyond compulsory education at 16. At the heart of the Government's education reform agenda – set out in the *Improving schools* plan – are the key principles of raising standards of literacy and numeracy and our determination to break the link between poverty and poor attainment. If we are successful, more young people will achieve better results and progress successfully into post-16 education and training.

The recently published *Tackling Poverty* plan clearly identifies that reducing the number of young people who are not engaged in education, employment or training (NEET) will have a long-term impact on the lives of not just today's young people, but generations to come. The cost of not addressing this issue is not just economic, but impacts on levels of unemployment, under employment, crime, well-being, substance misuse, premature death and early motherhood. There is increasing evidence that identification of those at risk of disengaging from education and training must start at an early age, and our *Early Years and Childcare* plan sets out key policies to address these issues at the earliest opportunity.

Regrettably, although we have seen some improvement in recent years, there are still too many young people who disengage from education and training at 16. For many young people, disengaging in this way will prove to be a critical factor which impacts on their ability to make a successful transition into adulthood and the world of work. Our intent, set out in this framework, is to further reduce the numbers of young people who do not have the opportunity to achieve their full potential.

This framework will play an important part in the delivery of the Programme for Government, implementing more effective and systematic approaches to identifying these young people who need support, and making sure they get the help they need to get them back on track. The framework sets out the component elements of a system, proven to be effective at increasing youth engagement and progression.

It aims to drive change through the whole system in Wales and sets out how local authorities, working with Welsh Government and partner organisations such as Careers Wales and providers of education and training can put in place more effective systems in order to achieve this change. It is a challenge for us all, but one we must all embrace, if we are to deliver the outcomes that our young people deserve.

Huw Lewis AM
Minister for Education and Skills

Ken Skates AM
Deputy Minister for Skills and Technology

Section 1:

Summary

Welsh Government set out its commitment to increase the engagement and progression of young people in the Programme for Government. It is also a key part of the work we set out last year in the *Improving schools* plan to improve literacy and numeracy and break the link between poverty and attainment.

We first set out our expectations for the delivery of Youth Support Services to support the engagement and progression of young people in *Extending Entitlement: supporting young people in Wales* (2000) and the subsequent direction and guidance on *Extending Entitlement: services and support for 11–25 year olds in Wales* (2002).

We remain committed to the principle established in Extending Entitlement to support every young person in Wales to maximise their potential in education, training and employment. The *Youth engagement and progression framework – Implementation plan* is non-statutory guidance. It does not replace existing guidance but provides examples of how to implement targeted approaches to the provision of youth support services. Welsh Government will consider whether it is necessary to publish new statutory guidance following the publication of this plan.

Welsh Government set out its ongoing commitment to *Tackling Poverty* by prioritising the needs of the poorest and protecting those most at risk of poverty and exclusion in the *Tackling Poverty Action Plan 2012–2016*. A key part of that plan was a commitment to reduce the number of young people who are not in education, employment and training (NEET). New targets were set out in the plan to reduce the:

- numbers of NEETs aged 16 to 18 to 9 per cent by 2017
- proportion of young people aged 19 to 24 who are NEET in Wales relative to the UK as a whole by 2017.

Between 2007 and 2012 there has been some progress in increasing the number of young people who progress successfully into immediate post-16 education. Careers Wales data shows a 2.7 percentage point reduction across Wales in the proportion of Year 11 leavers who are NEET from schools in Wales. However, this success has not been reflected in the official measure of NEET for 16 to 18-year-olds as a whole.

The national measure of young people who are NEET in Wales shows that the figure for 16 to 18-year-olds who are NEET has remained at levels of between 10 and 13 per cent in the last five years to 2012, reflecting the longer term trend, while the rate for 19 to 24-year-olds increased markedly following the last recession in 2008. International comparisons show Wales is not performing as well as other countries.

We are determined to make further improvement. There are clear benefits to the Welsh economy, wider society and most importantly to young people and their families in increasing youth engagement and progression. Wales needs more young people to successfully progress

to further and higher education and into skilled employment. The failure to engage young people increases the costs associated with health and social services, and contributes to the challenges associated with long-term unemployment.

A study by the University of York in 2010 estimated the additional lifetime costs associated with being NEET at over £160,000 per person in England in 2008. When applied to the current cohort of 16 to 18-year-olds in Wales who are NEET this suggests the cost to Wales as a whole of failing to engage these young people is circa £2 billion. There is an economic as well as a moral imperative to deliver improvement.

We believe we need to reinvigorate the approach to increasing engagement and progression in Wales to secure further improvement. While there are no shortage of organisations to support young people's engagement and progression and many of these organisations do a good job in supporting young people, the overall impact has not been great enough given the level of resources being invested. A frequent criticism from those working within the system is the lack of join-up between agencies and a failure to put the needs of young people first.

We want to see a delivery system centred on the needs of young people, with clear roles and responsibilities between the range of organisations working with young people and strong local leadership by local authorities and their partners. The progress made by some local areas at age 16 over the last five years shows what is possible. We need to achieve the same level of progress at all ages and across every area in Wales.

The *Youth engagement and progression framework – Implementation plan* sets out our new approach. The framework has six key elements.

- Identifying young people most at risk of disengagement.
- Better brokerage and coordination of support.
- Stronger tracking and transitions of young people through the system.
- Ensuring provision meets the needs of young people.
- Strengthening employability skills and opportunities for employment.
- Greater accountability for better outcomes for young people.

There are two new offers to young people through the framework.

- The first is the allocation of single point of contact (a lead worker) to the most at-risk young people to help ensure that support is delivered in a joined up and coordinated way and that works to meet their needs.
- The second is the development of a proactive and positive Youth Guarantee that will help to ensure that every young person has access to a suitable place in learning post-16.

Welsh Government has been working with eight local authorities over the last year to test approaches to improving youth engagement and progression. Evidence from these areas

has informed the development of this implementation plan. Much of what is in this plan is not new and is based on effective practice which already exists in many parts of Wales. The challenge is more consistent application of this effective practice in all parts of Wales.

The key to successful implementation of the framework will be a whole system approach in which roles and responsibilities are more clearly defined and in which all of the agencies and providers working with young people will need to collaborate to deliver better outcomes for young people. The plan gives local authorities a key strategic leadership role but they will need to engage organisations like Careers Wales and the Youth Service closely in developing their plans for implementation, as well as working in partnership with schools and the full range of post-16 providers.

There are also important links to other areas of Welsh Government policy. The plan will join up with and build on the work to improve early years of young people's lives set out in *Building a Brighter Future: An Early Years and Childcare Plan*. It will also link with the implementation of the new post-16 planning and funding system in 2014 and the recommendations from the Review of 14–19 Qualifications. Post-18 Welsh Government's wider work to boost youth employment through Jobs Growth Wales, traineeships and apprenticeships will also be critical to our overall success.

Current performance

How are we doing at a local level in Wales?

The chart overleaf shows the outcomes from Careers Wales annual survey of all leavers from maintained schools in Wales which looks at destinations as at end October each year. The results from this survey provide an estimate of the number of 16-year-olds who are NEET by local authority area. They show at a national level there has been a 2.7 percentage point reduction in the number of Year 11 leavers who are NEET between 2007 and 2012. However they also show significant ongoing variation in levels of 16-year-olds who are NEET with some areas only making small improvements since 2007.

Figure 1: Destinations of Year 11 pupils from schools in Wales by local authority – Known Not to be in Education, Training or Employment (NEET)

	2007	2008	2009	2010	2011	2012
Wales	**6.9**	**7.1**	**5.7**	**5.4**	**4.4**	**4.2**
Isle of Anglesey	6.7	8.1	5.2	5.3	2.7	2.4
Gwynedd	4.4	5.7	4.2	3.6	3.6	3.0
Conwy	5.5	5.7	4.8	3.7	4.0	3.4
Denbighshire	4.9	6.2	4.4	4.4	3.6	2.9
Flintshire	4.6	7.2	3.7	2.8	2.7	2.3
Wrexham	8.9	9.6	5.0	4.2	3.4	3.2
Powys	5.3	3.0	2.1	2.9	3.0	2.2
Ceredigion	2.6	3.8	2.3	2.3	3.3	2.3
Pembrokeshire	4.7	6.4	4.8	4.8	3.8	3.1
Carmarthenshire	5.5	4.4	4.0	2.9	2.8	4.3
Swansea	5.8	5.8	6.4	4.2	3.1	3.2
Neath Port Talbot	9.0	7.7	7.1	6.6	4.6	3.1
Bridgend	7.3	8.0	7.6	7.1	4.4	6.4
The Vale of Glamorgan	6.8	6.2	5.6	4.6	4.3	3.9
Rhondda Cynon Taf	7.5	6.1	4.9	5.7	3.9	4.5
Merthyr Tydfil	7.9	7.8	4.6	7.6	5.6	6.2
Caerphilly	7.1	7.1	5.0	6.0	4.5	5.9
Blaenau Gwent	10.4	9.7	6.6	8.7	6.6	4.2
Torfaen	10.5	10.1	8.2	7.0	6.7	5.5
Monmouthshire	5.6	5.3	5.0	3.9	3.8	3.8
Newport	9.3	10.4	9.1	7.5	6.7	4.9
Cardiff	8.5	10.6	8.9	8.8	7.7	6.7

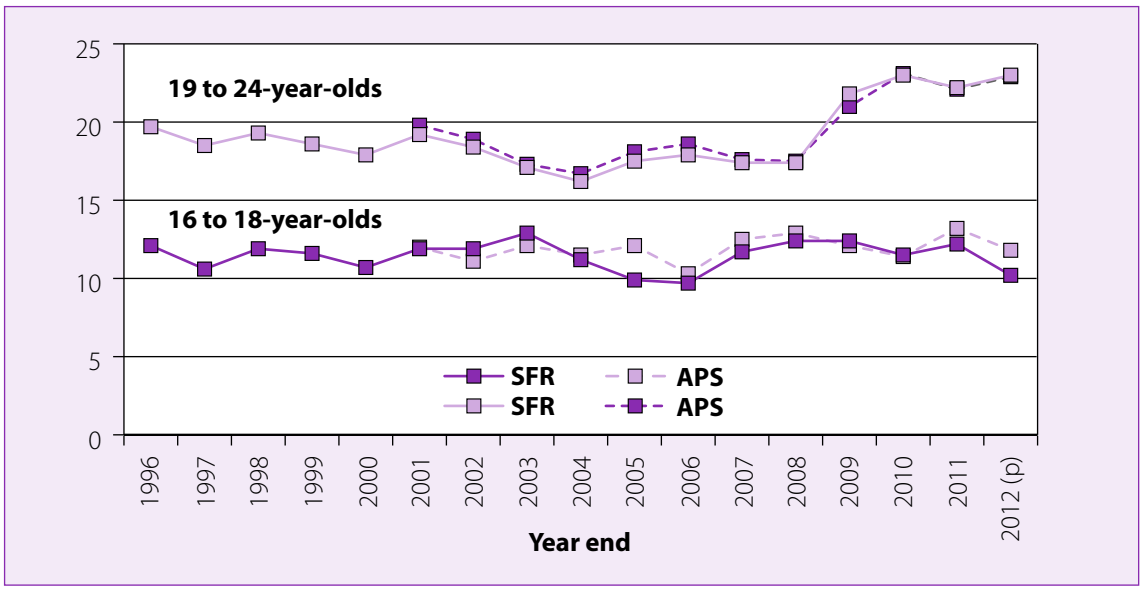
Source: Careers Wales pupil destinations from schools in Wales survey

Careers Wales destination data will in future include outcomes for 16, 17 and 18-year-olds for all providers and will serve as the main accountability measure for local authority performance. However, at the moment, there are no comparable figures available for 17 and 18-year-olds which allow Welsh Government to look at the performance of local authorities for 16 to 18-year-olds as a whole. So we have to look at national data to try to understand whether these improvements at age 16 have been sustained at ages 17 and 18 and beyond into the 19 to 24-year-old cohort.

How are we doing at a national level in Wales?

The chart below shows figures produced through the official national level estimate of young people not in education, employment or training in Wales (the 'Statistical First Release' or 'SFR' measure are official statistics that have been assessed by the UK Statistics Authority) that is used to monitor our Programme for Government commitments. The measure shows separately the numbers of 16 to 18-year-olds and 19 to 24-year-olds who are NEET.

Figure 2: Participation of young people in education and the labour market



(p) SFR: year end 2012 is provisional and will be updated at the end of July 2014 with final figures for 2012 and provisional figures for 2013.

As Figure 2 shows, despite the improvements in 16-year-old NEET rates seen in the Career Wales data, the proportion of 16 to 18-year-olds who are NEET at a national level has remained fairly constant at a rate of between 10 to 13 per cent over the years 1996 to 2012, albeit with an improvement over the latest period. This suggests that further improvements are necessary at ages 17 and 18, as well as 16, if we are to achieve our 2017 target. It is estimated that achieving this target will require between 4,000 and 4,500 young people to move into education, training and employment by 2017.

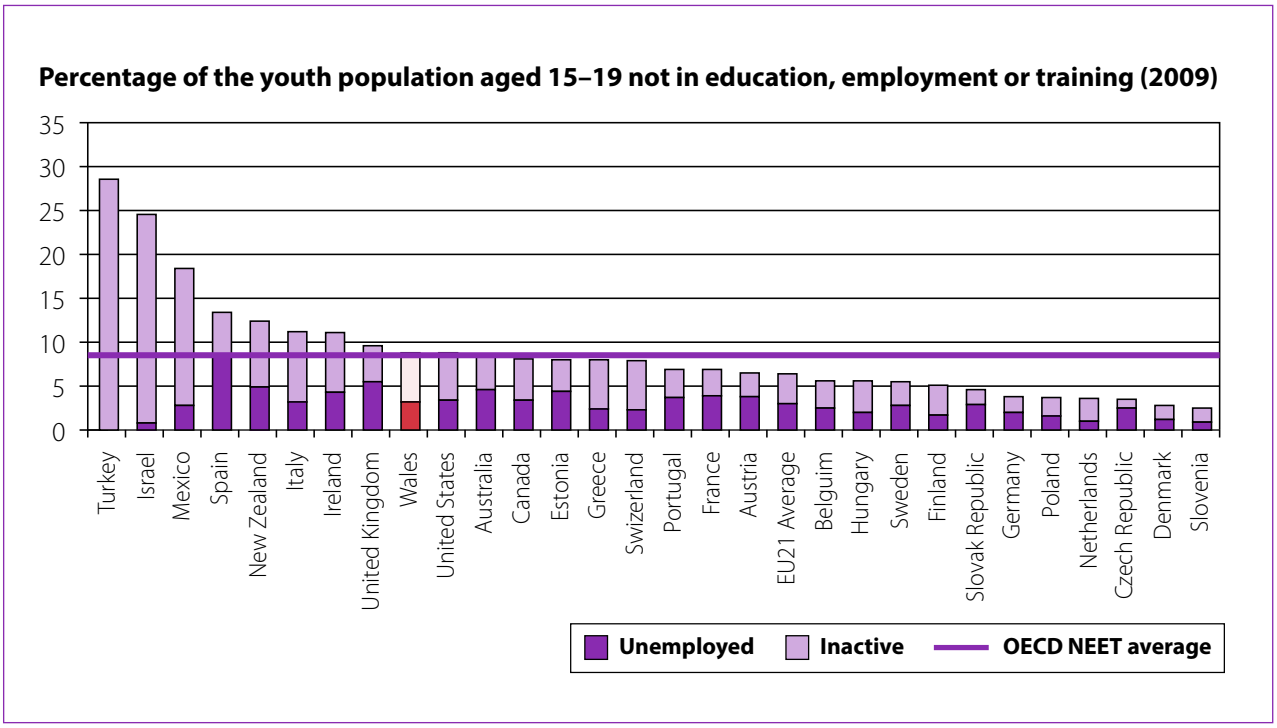
The figure for 19 to 24-year-olds shows a big increase in 2009 following the impact of the recession on youth unemployment in Wales and consequently the decrease in participation

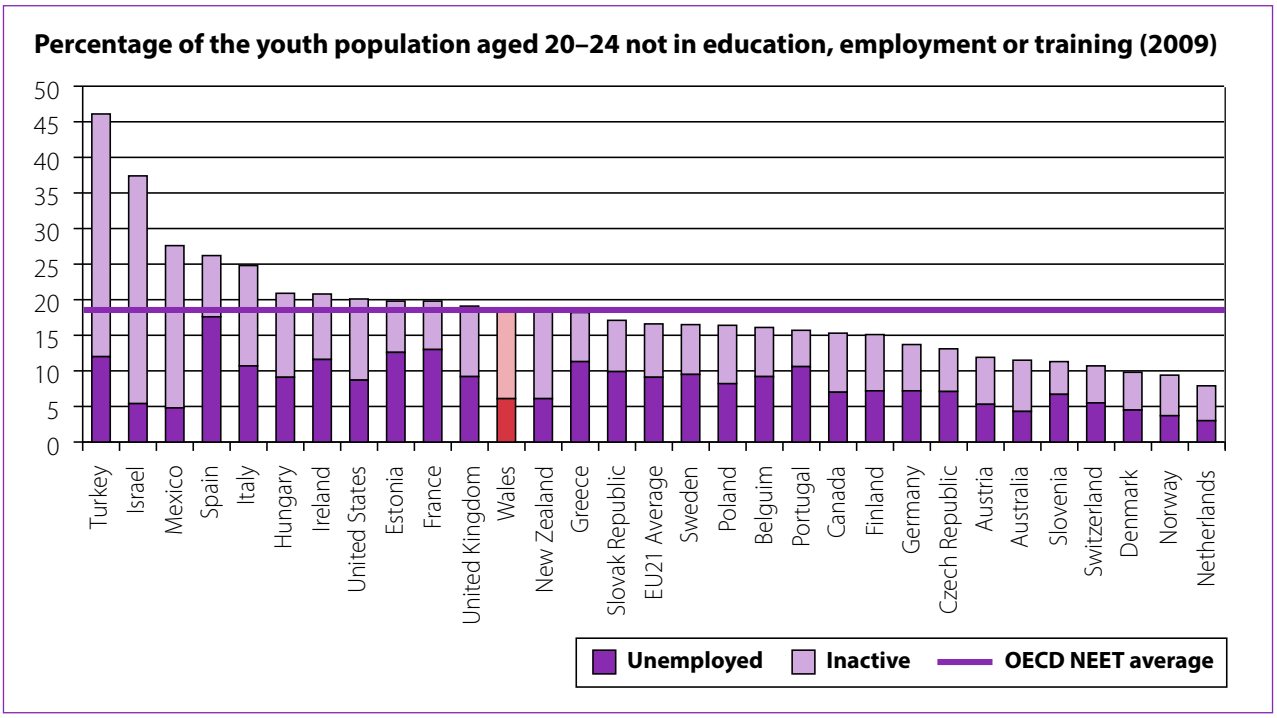
in employment for 19 to 24-year-olds in Wales. Therefore the figure for 19 to 24-year-olds is probably driven more by the wider economic cycle. We have therefore set our target to reflect the fact that Wales cannot control all of these wider economic conditions but it can seek to improve its performance relative to the rest of the UK.

How are we doing compared to other countries?

The Organisation for Economic Cooperation and Development (OECD) publishes comparisons of the number of young people who are NEET in different countries for two age groups; 15 to 19-year-olds and 20 to 24-year-olds. To include Wales in this comparison, estimates for Wales are derived from the EU Labour Force Survey (EU LFS). Wales' position in comparison to other countries is shown below.

Figure 3: OECD international comparisons of the percentage of the youth population not in education, employment or training (2009)

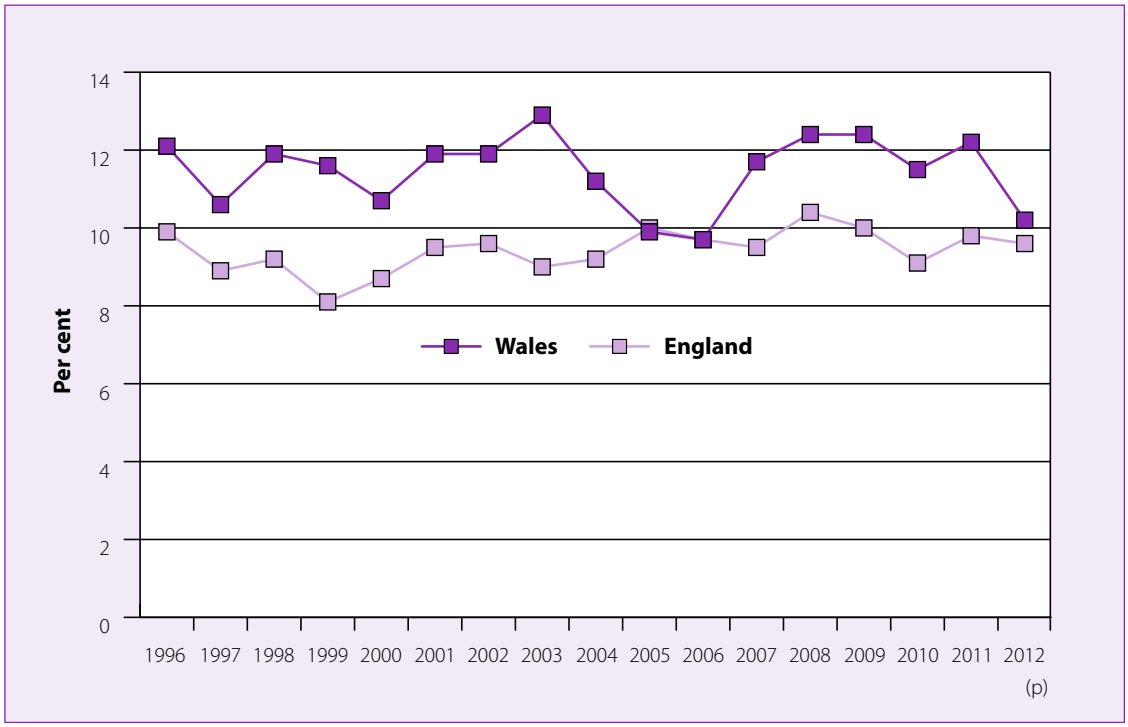




While Wales is doing better than a number of countries (including the UK average on this basis), it is also in the bottom half of the table and countries such as Holland, Slovenia and Denmark show lower levels of young people who are NEET are possible at both age ranges.

One other comparison we can make is with England because it uses a similar official (SFR) estimate as Wales. Figure 4 below shows that for 16 to 18-year-olds although the trends have been similar, Wales has had a larger proportion of 16 to 18-year-olds NEET than England.

Figure 4: Percentage of 16 to 18-year-olds not in education, employment or training (NEET), year end 1996 to 2012 England and Wales comparison



Source Department of Education and Welsh Government
(p) SFR: year end 2012 is provisional and will be updated at the end of July 2014 with final figures for 2012 and provisional figures for 2013.

So why do we need a new approach?

The data above shows that while some local authorities have been successful at reducing the number of young people who are NEET at 16, there remain big challenges and supports a focus on the following priorities.

- Improving outcomes for 17 and 18-year-olds.
- Further reducing the number of 16-year-olds who are NEET in some areas – there are still large variations in local authority performance.
- Sustaining improvements at age 16 to 18 to achieve reductions in the numbers who are NEET aged 19 to 24 as well.
- Ensuring that all young people are supported through education and training whatever their intended destination may be.
- Supporting better engagement and progression for all young people and contributing to higher achievement rates at age 16 and 19.

The youth engagement and progression framework

We have been working closely with local authorities to develop our evidence base around what works in increasing youth engagement and progression. We have identified areas of Wales that can offer a lead to the system on good practice and have been working with eight local authorities over the last year to trial and test approaches to the implementation of a new youth engagement and progression framework. Evidence from these local areas has informed the development of this plan. The foundations of our new approach are based on six key building blocks shown in the diagram below.

Figure 5: The youth engagement and progression framework

What are the benefits of the framework to young people?

The framework is built around the needs of young people with better availability of information enabling the young person to act as a more powerful agent in the system. For example, the publication of local prospectuses in every area in Wales detailing all of the post-16 courses available to them will enable young people to decide for themselves which options might offer them the best chance of successful further progression. The new electronic common application process will enable them to apply directly to any provider.

The framework contains two new offers to young people.

- The first is the allocation of a lead worker to the most at-risk young people to help ensure that support is delivered in a joined up and coordinated way and that works to meet their needs.
- The second is the development of a proactive and positive Youth Guarantee that will help to ensure that every young person has access to a suitable place in learning post-16.

The implementation of both of these new offers should significantly improve the experience of young people. Providing them with a single point of contact who can liaise with other agencies should help to ensure their needs are being met and avoid the duplication, overlaps and confusion which many young people suffer from now. The Youth Guarantee process will highlight gaps in provision and help providers to become responsive to the needs of young people as well as employers.

Welsh Government remains committed to supporting the United Nations Convention on the Rights of the Child (UNCRC) and will expect to see local areas promoting the involvement of young people in delivering the framework. Welsh Government held a 'Real Conversation' event in developing this plan and young people were very clear about what they wanted. This included the need for better information, advice and guidance, more support for transitions, recognition for all types of provision and to be treated as individuals.

Welsh Government is also committed to seeing the Welsh language thrive. The *Welsh Language Strategy* and the *Welsh-medium Education Strategy* sets out our ambition to 'strengthen the use of the Welsh language in everyday life'. We will expect local areas to consider the importance of the linguistic needs of young people in implementing the framework.

A new approach to implementation

The framework is also intended to lead to a new approach to implementation. This plan is based on effective practice which already exists in parts of Wales. We intend to build on this effective practice by ensuring it is more consistently implemented in every area in Wales. More detail on roles and responsibilities for implementation are given in Section 8 (page 62) but a summary is set out here.

- **Welsh Government's** role in implementing the framework is to set out clear standards and expectations, to help local authorities to develop their plans and support their implementation by helping them to learn from effective practice across Wales, while holding local authorities and providers to account for the outcomes achieved.
- **Local authorities** will have the lead strategic responsibility for implementation of the framework. They may want to allocate responsibility for implementation of the framework to a senior leader within the local authority. In addition, they may want to develop the role of an Engagement and Progression Coordinator to provide operational leadership, and to work closely with Careers Wales and providers.
- **Careers Wales** can help to bring greater consistency to implementation of the framework across Wales and has an important role in supporting the development of new brokerage arrangements and in implementing the data and tracking systems.
- The **Youth Service** will be well positioned to provide the lead worker role for some of the young people identified in greatest need of support. The forthcoming National Youth Work Strategy will position this role in the wider context of Youth Services.
- **Schools** are responsible for ensuring the right young people have been identified and tracking the progress made by young people. They will support young people to use the common application process and ensure access to appropriate information, advice and guidance. We will hold schools to account by developing Post-16 Destination Measures.
- **Post-16 providers** have a key responsibility to identify young people at risk of dropping out and providing support to help keep them engaged. They will need to notify Careers Wales if young people drop out of education and training. They are also critical to ensuring an appropriate mix and balance of provision is in place in every area.

Section 2:

This section will set out how we intend to develop a consistent approach to the development and use of early identification systems across Wales to inform the allocation of support and evaluation of its impact. Early identification of young people at risk of disengagement is the foundation of the *Youth engagement and progression framework*. Early identification will enable targeted support to be put in place to increase engagement, improve attainment and develop positive pathways to employment for those most in need of support. It will also enable the effectiveness of this support to be tracked to see if young people's risk of disengagement has reduced. And it will inform the commissioning of provision to ensure an appropriate offer and progression opportunities are in place for all young people.

We will ensure that all local areas have an effective early identification system that is consistently used by all those working with young people by:

- **setting core standards for early identification in Wales.** We have set out in this document core standards for early identification in Wales to help inform local authorities to develop their own approach. We are asking all local authorities to have developed their approach to early identification by March 2014 ready for first implementation in September 2014
- **developing effective early identification systems pre-16 and ongoing identification systems post-16.** We will ask local authorities to determine what indicators and thresholds they will use, and link their early identification systems at secondary level to primary and early years. We expect local authorities to work closely with schools in developing and using their early identification systems. Post-16 we expect providers' own systems to identify young people at risk of disengaging and for them to provide regular updates to Careers Wales. Local authorities will determine how outcomes from the early identification process pre-16 can feed into the Careers Wales five tier model 16 to 18
- **implementing early identification to start identifying support needs.** The key responsibility for implementing early identification systems rests with local authorities. The Engagement and Progression Coordinator will be responsible for overseeing the early identification process. We expect them to work closely with Careers Wales and to integrate early identification systems with other support processes like Families First. Through conversations with schools the early identification process will start to identify specific support needs to feed into the brokerage process.

Core standards for early identification in Wales

There is a range of evidence demonstrating both the importance of early identification and the effectiveness of different early identification systems.

- NFER has published research into the development of different early identification systems and indicators in England in preparation for the introduction of Raising the Participation Age[1].
- In Wales a number of local areas have already developed early identification systems. Some of these areas have seen big reductions in the number of 16-year-olds who are NEET and we believe their approach to early identification has been a key reason why.

On the basis of this evidence, and work undertaken with local authorities over the last year, we believe early identification systems in Wales should:

- **focus as a core on attendance, behaviour and attainment indicators** (with the flexibility to add other relevant local indicators)
- **produce as an outcome a clear prioritised assessment of risk.** Many of the current systems use a 'traffic light' set of indicators and we would expect many systems in Wales to use a similar three point scale
- **discuss the outcomes with schools and other providers** to allow for practitioner intelligence to be fed into the process of early identification
- **be used by all partners involved in providing support** to young people in particular Careers Wales and the Youth Service
- **be aligned with other services** such as Families First, special educational needs (SEN) support and Educated Otherwise Than At School (EOTAS) provision that identify young people needing additional support
- **initially start at Key Stage 4** though we expect local authorities to include Key Stage 3 at the earliest opportunity and to link into post-16 systems.

Welsh Government will be publishing its own study into early identification based on evidence from Wales and other countries in **October 2013**. We will publish more detailed advice on the development and use of early identification systems to help local authorities to plan their approach. We outline below some of the key considerations for developing effective early identification systems pre-16 and ongoing identification systems post-16.

Developing effective pre-16 early identification systems

In developing their approach to pre-16 early identification local authorities and their partners will need to think about a number of the following questions.

[1] Filmer-Sankey, C. and McCrone, T. (2012). *Developing indicators for early identification of young people at risk of temporary disconnection from learning*. (NFER Research Programme: From Education to Employment). Slough: NFER.

What indicators and thresholds to use?

- The evidence shows that a focus on attendance, behaviour and attainment will identify the majority of young people who are at risk of not making positive progressions at 16[2]. We believe these should be the core indicators used by all early identification systems.
- We recognise however there may be other indicators that local areas decide are relevant to them and local authorities can therefore add to the core indicators of attendance, behaviour and attainment.
- We do not intend to prescribe what thresholds local areas should use. We will publish further advice on early identification systems that will give evidence about the likely impact of setting different thresholds.
- However we do not expect local areas to be using criteria and thresholds which identify entire cohorts of young people at risk. Evidence from existing systems suggests no more than 50 per cent of young people will be identified with lower numbers in the high risk categories.

When should early identification start?

- We expect early identification to start in Year 10 and continue in Year 11 as young people prepare to make the transition post-16. However we quickly want to see identification happening earlier in Key Stage 3.
- Early identification systems also need to link to the identification and support for young people in primary schools and early year's. We will expect to see early identification systems picking up on the intelligence shared in young people's transition from primary to secondary schools.

Who needs to be involved in the process?

- The engagement of schools will be critical. We expect the process to start with analysis of the data, and then through conversations with schools enable practitioner intelligence to be fed into the process.
- Careers Wales will also provide an important source of intelligence to feed into the early identification process, particularly in Year 11 when young people will be completing the Common Application Process.
- Local areas should consider how young people might be consulted in the early identification process to give their view of their risk and needs.

[2] Bathgate, K. and J. Bird (2013) *Identifying young people at risk of disengaging* (Welsh Government: Cardiff).

Current practice: Blaenau Gwent's approach to early identification

Blaenau Gwent's early identification tool has been developed learning from good models of practice in Swansea and Wrexham. A working group was established to identify a series of risk factors, which are known to be linked to young people disengaging from learning. Weightings were given to these risk factors based on the demographics of Blaenau Gwent and historical knowledge of previous young people who have become NEET in the area. The risk factors included current attendance and trend attendance, current and past exclusions, under-attainment at Key Stage 2 and 3 as well as a range of other indicators which have been identified locally. Each of the risk factors was given a different weighting score an overall threshold was set to identify young people who were most at risk.

The tool was piloted for the first time in April 2012 from Year 7 up to Year 11. The information was shared with schools, to determine whether or not the tool was identifying the right children and young people. It was then agreed from that point to run the tool twice each academic year from Year 2 up to Year 11, starting from the autumn term 2012. In November 2012, the tool was run for the first time from Year 2 up to Year 11. In total 410 children and young people have been identified as at risk of becoming NEET between Year 2 and Year 11. Schools were provided with the findings for their individual school, with support being provided by the NEETs Development Officer to ensure support packages are in place for individuals. Following this, the tool was run again in May 2013 as part of a tracking process to look at whether young people's risk factors have lessened as a result of the support put in place.

Effective ongoing identification of risk 16 to 18

Post-16 providers own systems of identifying young people at risk of dropping out and the Careers Wales identification system are the key components of ongoing identification of young people who might be at risk of disengaging.

We would like to see the following characteristics of ongoing identification.

- Post-16 providers to have their own systems in place to alert them to the risk of young people dropping out and to use their own support mechanisms and pastoral care systems in the first instance.
- Post-16 providers to notify Careers Wales if their support mechanisms aren't working and the young person is seriously at risk of disengaging or has already disengaged.
- Careers Wales to place young people into one of five categories to show their risk/level of disengagement. Careers Wales to regularly update this assessment on the basis of information received from providers, partners or through their own contact with young people.
- Local authorities and specifically the Engagement and Progression Coordinator to ensure the process of identifying young people at risk of disengagement 16 to 18 is working effectively by working closely with Careers Wales and liaising with post-16 providers if necessary.

- Local authorities to decide how information from pre-16 early identification is shared with Careers Wales and post-16 providers. This includes putting in place appropriate data sharing agreements and ensuring information does not influence provider admission decisions.

Implementing early identification to start identifying support needs

We identified in the introduction to this plan that, given their responsibility for strategic leadership of the framework, local authorities may want to both appoint a senior leader with oversight of implementation of the framework and a senior member of staff as an Engagement and Progression Coordinator to provide operational leadership and join up between the local authority, Careers Wales, the Youth Service, schools and post-16 providers.

The Engagement and Progression Coordinator will have a key role in implementation of a number of parts of this framework. More detail on the role and who might carry it out is given in Section 7 (page 54). However one of their most important functions will be ensuring early identification systems are put in place and operating effectively.

The Engagement and Progression Coordinator will need to work closely with Careers Wales in developing early identification systems. Careers Wales has been developing their own early identification approach to inform the allocation of their resources and local authorities may be able to build on these as they develop their own early identification systems. They will also need to think about the fit with other systems for identifying young people who need more intensive support like Families First, support for young people with SEN and provision for young people in EOTAS.

As well as identifying the level of risk of young people Engagement and Progression Coordinators should start to identify the specific support needs of young people to feed into the brokerage conversation. This could include:

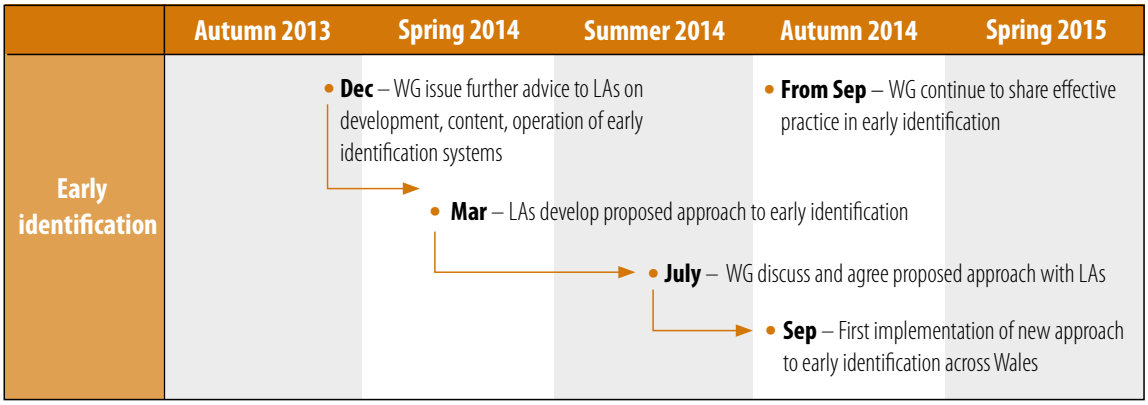
- local authorities and providers to start to identify and record the specific support needs of young people during their initial conversations about the outcomes from the early identification process
- local authorities and providers to identify support needs in a number of different ways. They might relate to a particular characteristic or reason why the young person has been identified at risk or they might relate to a particular need the young person has
- local authorities and schools to record the outputs of these conversations so there is a clear agreement not just about the level of risk but also what individual support needs look like.

This initial intelligence about support needs to be fed into the brokerage conversation to help decide which young people need what type of support. Any further more specific diagnosis or assessment of needs will take place as part of the brokerage process.

Summary of key early identification milestones

Successful implementation of the framework will require the following actions.

- Welsh Government will issue further advice to local authorities, their partners and providers on the development, content and operation of early identification systems by December 2013.
- Welsh Government will issue guidance to post-16 providers about their responsibilities for identifying at risk young people aged 16 to 18 as part of the ongoing process of contracting with post-16 providers.
- Local authorities will develop an agreed approach to early identification by March 2014 ready for first implementation in September 2014.
- Local authorities will include their proposals for early identification in the delivery plans they submit to Welsh Government in March 2014.
- Welsh Government will meet with local authorities to discuss their proposed approach to early identification before July 2014.
- Implementation of a consistent approach to early identification across Wales and across all partners will begin in September 2014.
- Welsh Government will publish further information and share effective practice in early identification from September 2014.



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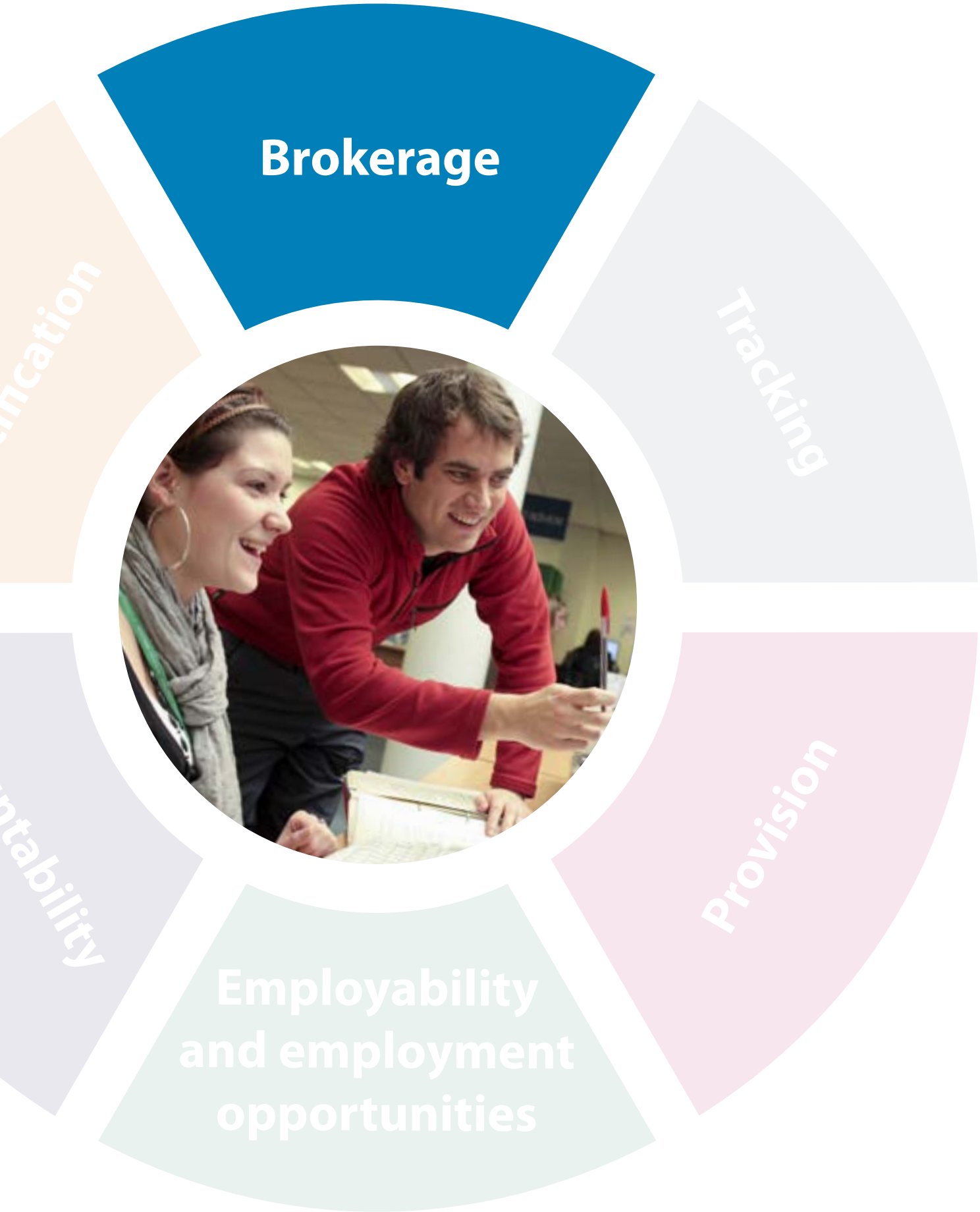

Brokerage
Tracking
Provision
Employability and employment opportunities

This section presents a vision for a new system of support for young people who are at risk of disengaging, or who have disengaged, from education, employment or training. Young people currently receive support from a range of organisations depending on their needs and circumstances. The impact of this support should be to help young people to successfully engage and progress in education, training and employment. However, these services and support can be confusing to negotiate for young people and effective coordination is often lacking. We believe those young people who are at risk of disengaging, or who have disengaged, should have access to an individual who can provide consistent support and help coordinate support if a young person is also receiving support from other specialist support services. We describe this role as the 'lead worker'.

We want to establish a national system of lead workers across Wales by:

- **setting out a clear specification for the lead worker role.** We believe this should be a role to work alongside young people 'on the ground' providing direct support to the individual as well as giving feedback on whether interventions provided by others are helping that young person move forward
- **targeting lead workers to support those at most risk of disengagement.** Pre-16 early identification will be used to identify those who may benefit from the allocation of a lead worker. Post-16, the Careers Wales five tier model will be used to identify those who may benefit from the allocation of a lead worker. The Engagement and Progression Coordinator (EPC) will be responsible for the allocation of lead workers and will be informed by practitioner input and the context of the wider support available to young people
- **supporting effective practice in the delivery of lead worker roles.** We expect local authorities to consider the existing funding and resources available to undertake the lead worker role. For example, the *National Youth Work Strategy* identifies the Youth Service as a relevant resource in this regard. They will also need to develop appropriate data sharing arrangements to ensure that information about young people is appropriately safeguarded and managed between delivery and support partners. We intend to develop good practice guidelines informed by emerging practice and enhanced training for those workers who want to become lead workers.

Developing a clear specification for the lead worker role

Certain young people, especially those with complex or multiple barriers and needs, already benefit from receiving support from an individual who has a specific responsibility for ensuring the package of support and interventions they or their wider family receive are coordinated

and supporting positive progression and outcomes. This support may come from a social worker or be agreed upon as part of the Families First 'team around the family' approach.

However, there are other young people who are at risk of disengagement or who have disengaged, who do not currently receive specialist support, who we believe would benefit from being allocated a specific individual who can help to ensure the support they receive is better coordinated and meeting their needs. For these young people the ability to turn to a trusted and named individual who can support and guide them will support positive outcomes. We therefore propose to develop a new 'lead worker' role as set out below.

Specification for the 'lead worker' role

Lead workers will have a direct relationship with the young person, being a consistent point of contact and support as they move forward and helping them to build and develop the long term resilience they need to succeed in education, training and employment.

Alongside their existing role, professionals identified as lead workers will have a responsibility for keeping in touch with a young person and for formally reporting back to the Engagement and Progression Coordinator if the support package and interventions put in place around an individual are not actively helping re-engage and move the young person forward.

The specific responsibilities associated with the lead worker role are:

- being a named individual for a caseload of young people as agreed by their host organisation with the EPC and wider partnership
- providing support directly to the young person to help build resilience and/or coordinating support from a range of other support services
- acting as a champion for the young person to make sure they are getting the support they need
- providing feedback on the progress of the young person to the EPC to enable an assessment of whether support is having the desired impact.

The following are imaginary case studies of how the support from a lead worker might help young people in different circumstances.

How might having a lead worker help young people?

Historically Sangita has struggled to settle in post-16 education and dropped out from several courses. However, she is now undertaking a course with a training provider but is coming to the end of her course and has no clear destination in mind. She has been identified (by Careers Wales) as being at risk of disengaging in the past, and Careers Wales has identified the need for her to have an end of course interview. Being at risk of disengagement Careers Wales agree with the EPC that they are well positioned to provide lead worker support and Sangita is placed on the caseload of a specific careers adviser who will perform this role going forward and provide continuity of support. The careers adviser in their lead worker role will continue to be available to provide support and a point of contact to Sangita during the first three months of her new college course to ensure she settles into college life. Having spoken several times with Sangita, the lead worker believes that she may benefit from some additional input to build her resilience and capacity to succeed more broadly. The lead worker flags this to the EPC who in turn helps broker links to a local youth worker.

Rhys is a 14-year-old with a set of complex issues. He has been receiving support from the local authority alongside other specialist services for a number of years. He has moved schools twice during his secondary education already and has a record of poor attendance. Rhys has been in and out of care in recent years. He has been flagged by the early identification system as being at high risk of disengagement. Families First has already allocated Rhys a social worker and it has been agreed with the EPC that they will act as his lead worker in the context of the *Youth engagement and progression framework*. Rhys's progress will be reviewed termly at a meeting at which all partners involved in providing support will be present and feedback on his status (risk of disengagement) passed from the lead worker to the EPC in the context of wider support being provided.

Sarah is 17 years old and has had multiple attendance issues during her school and college life. She has been re-engaged before but has recently dropped out of provision. Although she did not have a statement at school, she was on the School Action Plus register. Sarah's FE college had identified Sarah as at-risk of disengagement and were providing dedicated mentoring support to Sarah during her time at the college as part of their pastoral support arrangements. This has stopped now Sarah has dropped out and Careers Wales have picked up the referral from the college about Sarah's drop out. They have invited Sarah to have a discussion about her future plans. Advised of Sarah's situation and needs, the EPC engages partners in a discussion as to who is best positioned to provide lead worker support, because her need for wider capacity building support and her previous involvement in a youth club, the lead worker role is best provided by a youth worker. The lead worker will help keep in touch with Sarah and support her to engage with services such as Careers Wales and go on to provide continued support while she settles into future provision.

Targeting lead workers to support those most at risk of disengagement

We expect the specific circumstances of the young person to be taken into consideration when deciding which organisation is best equipped to provide the lead worker role. For some a learning coach may be best positioned, for another a youth worker, for another it may come from an existing specialist service. While we can provide some starting assumptions about who might be best placed to play the role the final decision will need to be informed by practitioner input and agreed through discussion between local partners.

The Engagement and Progression Coordinator will manage the process by which lead workers are allocated using the outputs from early identification to broker a discussion between key support agencies to identify whether a young person should be allocated a lead worker at all, and if so which organisation is best positioned to play that role, as well as who else will be involved in delivering support. They will need to decide how many young people are allocated a lead worker according to the overall level of resources at their disposal. To give some guidance we would expect the following assumptions to form the starting point for the allocation of lead workers.

- Where a young person is settled in provision and is not judged to be at risk no lead worker will be allocated.
- Where a young person is at significant risk of disengagement, or has disengaged, a lead worker will be allocated to support the individual.
- The lead worker may come from one of the specialist support services or be a learning coach, youth worker or Careers Wales adviser.
- Pre-16, for those judged to have a high or medium level of risk of disengagement, but who are not being supported by Families First-led arrangements. The Youth Service is expected to be best placed to provide the lead worker role with those at a lesser risk receiving support via the learning coach or Careers Wales depending on need.
- Post-16, the allocation of the lead worker role will be guided by reference to the Careers Wales five tier model (see Figure 6).

We expect the allocation of lead workers to begin in Years 10 and 11 at first. We also expect lead workers to provide continuity through the transition which young people make at age 16. Young people should expect to keep their lead worker through the first three months of their time in post-16 education and training, except where the lead worker was a learning coach. At this point they would be re-assessed as part of the five tier model and a decision reached on whether the support from a lead worker should continue or not.

Figure 6: The Careers Wales five tier model of engagement (for post-16) and allocation of lead workers

Tier	Client group	Lead worker
Tier 5 **Young People in Further Education, Employment or Training (EET)**	• Sustaining education, employment or training (EET). • Working or studying part time over 16 hours. • Voluntary Work.	• No lead worker is judged necessary given that young person is already engaged and not judged to be at risk of disengaging.
Tier 4 **Young People at risk of dropping out of EET**	• Those engaged in less than 16 hours of EET. • Those who have been identified at risk of disengagement pre-16 and/or were judged as at risk of not making a positive transition who are subsequently in FE, sixth form or training. • Those who have been made aware to CW by EET providers (or themselves) as at risk of dropping out of EET.	Allocation of lead worker depends on level of risk. • Low and medium risk – provider pastoral systems and/or allocation of learning coach as a lead worker. • High risk – may be allocated lead worker from either Youth Service or Careers Wales or if Families First involved Team Around the Family will decide allocation of lead worker.
Tier 3 **Unemployed 16 and 17 year olds known to Careers Wales**	• Engaged with CW and/or known to be actively seeking EET; either ready to enter EET, or assessed as requiring career management or employability skills support to enter EET. • This tier should also include those known to CW, actively seeking EET but not requiring CW enhanced support i.e. accessing support via CW.com, awaiting a college start date etc.	• Lead worker identified for 100% cohort. • Careers Wales will provide the lead worker in nearly all cases.
Tier 2 **Unemployed 16 and 17 year olds, known to Careers Wales, who are not available for EET**	• Young person not available/ unable to seek EET (sickness, young carers, pregnancy, custody). • Young people with significant or multiple barriers requiring intensive personal support.	• Lead worker identified for 100% cohort. • Youth Service will provide lead worker in nearly all cases.
Tier 1 **Unknown status on leaving Careers Wales services**	• Young people unknown to Careers Wales.	• Once individuals are identified they are allocated to appropriate tier and allocated a lead worker accordingly.

Post-18 support for young people will be considered within the context of wider adult employment and skills support. We are developing proposals aimed at delivering a simplified and streamlined approach from 2014. This will include proposals for delivery at national, regional and local level, setting clear strategic direction for all those involved in delivery of employment and skills for adults. It will also be underpinned by an integrated assessment and referral service for businesses and individuals wishing to access support for their skills needs, where possible through a single access point.

Current practice: Brokerage in Cardiff

Cardiff's early identification process provides a Red/Amber/Green (RAG) status to show those young people most in need of additional intervention and support. The RAG status is confirmed through dialogue with schools, and allows schools to identify other young people they know will have serious issues at transition who are added to the red category. The data from early identification will be provided to schools three times a year in 2013–14 through a secure portal, and this will provide the basis for a discussion with schools.

School panel's discussions will ensure that the needs of individuals are then met in terms of EET progression. The panels consist of deputy heads or heads of Key Stages 3 and 4, Careers Adviser, Welfare officer, Pastoral Support, Well-being Officers (if in post) and a named link to the Youth Service. The identified young people are discussed and plans are put in place to ensure their needs are met within school.

There are a number of individuals in the Red category with additional support already in place and this support will continue. For other young people identified at risk who require additional support from beyond school a lead worker will be provided. In order to access this resource the school has to make a business case to the Engagement and Progression Coordinator who will allocate a lead worker accordingly. At the same time a package of support is designed and agreed so that the lead worker's intervention is structured and effective and can be monitored.

Supporting effective practice in the delivery of lead worker roles

We are asking local authorities to develop and share their plans for delivery of the lead worker model with other local partners and Welsh Government by December 2013. This will allow those local authorities who feel they are ready to start implementing the lead worker model from April 2014. Other local authorities who feel they need more time to develop and agree proposals would start delivery in September 2014.

In developing their proposals local authorities will need to:

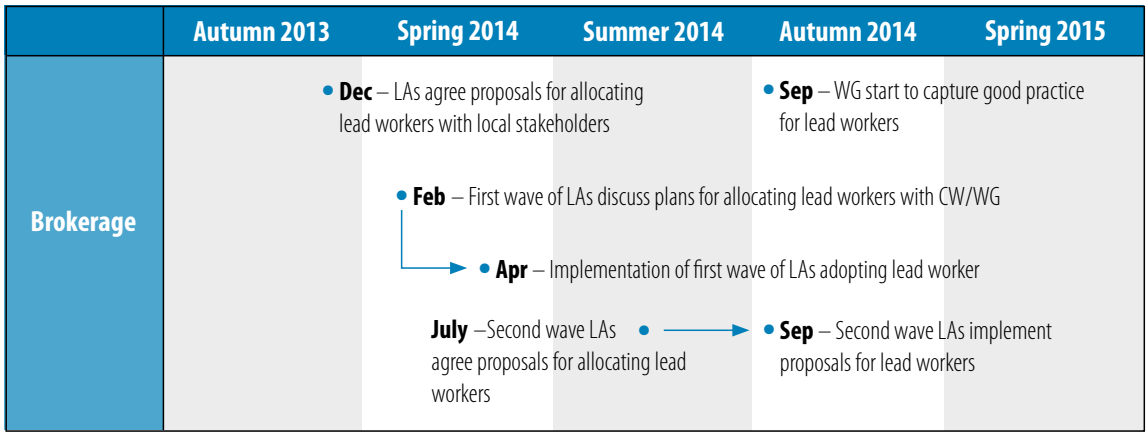
- consult and work with a range of partners – schools, colleges, other providers, Careers Wales and the Youth Service
- consider the range of existing funding mechanisms that might be used to support lead workers
- ensure appropriate data sharing protocols are in place to ensure that the information about young people's needs and progress can be shared and managed appropriately.

Welsh Government will work closely with local authorities and Careers Wales to capture and disseminate effective practice as this emerges. Welsh Government will publish good practice from early implementation and work with key partners to consider what additional training and accreditation may be needed to further support the lead worker role.

All young people aged 14 to 19 in schools, FE colleges and work-based learning (WBL) providers now have access to learning coaching but the role has evolved from its original purposes. Estyn will be undertaking reviews of Learner Support Services in schools and colleges over the next two years – schools in 2013–14 and colleges and WBL providers in 2014–15. In light of this, Welsh Government will provide new and updated guidance to providers on learning coaching in light of the development of the lead worker role and wider *Youth engagement and progression framework*. We will take account of Estyn's recommendations in updating the guidance.

Summary of brokerage milestones

- Local authorities to develop proposals for the development of lead workers and identify whether they intend to start in the first wave (commence April 2014) or second wave (September 2014) by December 2013.
- For those in the first wave, local authorities will need to work with Careers Wales and Welsh Government to agree arrangements for identifying and operating lead workers by the end of February 2014.
- During this initial implementation period young people in Year 11 are at risk of not making a successful transition will be the priority for lead worker allocation.
- For those in the second wave arrangements need to be in place by July 2014.
- Welsh Government will develop good practice guidelines for lead workers in light of the early experience of delivery by September 2014.



Section 4:

Tracking
Provision
Employability and employment opportunities
Accountability
Early tion
rage

This section will show how effective tracking systems can help local areas to evaluate whether the support they put in place is working for young people. The identification of young people at risk of disengaging and the brokering of appropriate support outlined in the previous sections will help to ensure the right young people are receiving the support they need. But it is also important that local authorities are also able to monitor and evaluate the impact of any support being provided to young people, to enable them to make adjustments as needed and also to hold the providers of support to account for the impact of their work. To do this they will need to develop effective tracking systems pre and post-16.

We have identified five key actions to strengthen tracking.

- **Strengthening school and local authority tracking pre-16.** The School Standards and Delivery Unit priority review of tracking identified a number of actions to improve the quality of school level tracking. Joining school data up with the early identification process can provide an effective tracking mechanism for local authorities and other partners to use.
- **Strengthening tracking during the transition from pre to post-16 through the Area Prospectus and Common Application Process.** We will introduce a local area prospectus and electronic common application process on www.careerswales.com so that all Year 11 students will be able to access a suitable place in learning post-16. Tracking of young people through their transition from pre to post-16 education will be strengthened by these processes.
- **Strengthening tracking 16 to 18.** The Careers Wales Destinations Survey will in future include all young people aged 16 to 18 in all providers, including those in FE and WBL. Careers Wales will provide regular information on engagement levels for 16 to 18-year-olds against the five tier model.
- **Strengthening tracking at all ages by more effective sharing and use of data.** We will expect all post-16 providers to provide Careers Wales with regular updates about any young people that have left their provision or are at risk of dropping out. Careers Wales will provide quarterly updates at local authority level on the status of young people aged 16 to 18 against the five tier model.
- **Strengthening tracking at age 18 and beyond.** We will strengthen the links between Careers Wales systems and local Job Centre Plus systems to ensure that the ongoing tracking of young people continues as they move into employment. We will also look to strengthen the destinations tracking from post-16 providers.

Strengthening school and local authority tracking pre-16

The first stage of tracking young people's progress occurs during their secondary education. Pre-16 the primary responsibility for tracking young people's progress lies with schools. We know that some schools are very effective at tracking pupil progress, and some local authorities and consortia have effective mechanisms for collecting this school level data to review the progress of different cohorts and groups of learners across an area or a region.

The School Standards and Delivery Unit conducted a priority review on effective pupil tracking in some of the most improved schools in Wales. They found that these schools all had the following features in relation to tracking.

- Effective use and interpretation of data for a variety of purposes and audiences from learners to Senior Leadership Team (SLT).
- Understanding the data leads to consistency and rigor in use, interpretation and monitoring the progress of individual learners, whole classes and departments.
- Better target setting follows clearer understanding and more effective use of data.
- Responsibility for the interpretation of data and target setting varied, from individuals/small teams to delegation to departments with challenge and rigor provided to departments by SLT.
- All schools tracked learners, the majority had made this information available to all staff, providing a holistic approach and read across to all subjects. This information was used to inform early intervention and action. Some schools had further progressed to tracking and incorporating well-being indicators.

The priority review has been published on the Learning Wales website, together with examples of good practice. Recommendations include:

- increasing whole-school consistency in the accuracy and regularity of data entered into tracking systems and analysis of data to inform planning and interventions
- embedding good practice in terms of links between Assessment for Learning and tracking systems, leading to greater rigour in assessments and quality and accuracy of interventions
- improving and embedding good practice in the use of tracking data to inform differentiation that makes a real difference to provision for individual learners and leads to improvements in outcomes
- developing tracking of well-being in order to improve outcomes, behaviour and attendance for all learners including specific groups such as free school meals, additional learning needs, more able and talented and looked after children.

In addition to strengthening school level tracking, local authorities and consortia also need to strengthen the use of school level data. One way they could do this is by linking school level tracking to the early identification process and using this system to review young people's progress.

We expect the Engagement and Progression Coordinator to be facilitating conversations with schools on a regular – at least termly – basis about the progress young people who have been identified as at risk of disengaging are making and to review whether the support that has been put in place is working or not.

School level tracking information should be the key input to these conversations. It should allow an open debate with schools about whether the level of risk for a young person has increased, decreased or stayed the same. The Engagement and Progression Coordinator can then review with schools whether the support being provided is working, needs to remain the same or needs to be changed in some way.

Strengthening tracking during the transition from pre to post-16 through the Local Area Prospectus and Common Application Process

The next stage of tracking young people's progress is during the transition from pre to post-16 education and training. We propose to strengthen the tracking of young people through the transition from statutory schooling to post-16 provision through the development of an electronic Local Area Prospectus (LAP) and Common Application Process (CAP) on www.careerswales.com

The LAP and CAP will give all young people access to information in Years 10 and 11 about the full range of choices available to them post-16. Young people applying through this system can then be tracked to ensure they have both successfully completed an application and, subsequently, whether they have taken up that place or not.

This new system will allow more direct targeting of support at young people in Year 11 who either haven't completed an application or have had their applications rejected to ensure they are supported to consider an alternative option. It can also be used to identify which young people do not take up their expected offer in the following September ensuring Careers Wales has a fully accurate picture of the immediate post-16 destinations of the whole cohort.

Strengthening tracking 16 to 18

Once young people have completed their transition from pre to post-16 education and training the next stage of tracking occurs between the ages of 16 and 18. Careers Wales is, and will continue to be, the key organisation involved in tracking young people aged 16 to 18.

Careers Wales will continue to undertake an annual survey of destinations of leavers from Years 11, 12 and 13, but from October 2013 this will be expanded to include the full cohort of 16 to 18-year-olds in all providers. This means that destinations for young people in FE and WBL provision will also be included. The results of this survey will continue to be published as official statistics by Careers Wales.

In addition to providing a snapshot picture of the destinations of young people we also expect Careers Wales to record the progress of young people and provide a real time picture of where

young people are in the system. They will do this against the five tier model of engagement and provide regular updates to local authorities and Welsh Government. It will give local areas a view not just of where each young person is in the system but whether they have moved between the tiers during a period of time.

More effective sharing of data and information about young people

The success of Careers Wales in keeping track of young people beyond 16 at ages 17 and 18 is largely down to the work of other agencies in telling them about young people who have dropped out of the system. In the first instance this notification should come from providers.

For example, in Swansea the local authority has an agreement with the local college that they will notify Careers Wales of any young person dropping out of their courses within two weeks of that young person leaving. Many local authorities in England have also developed systems which enable providers to quickly notify the local authority if young people drop out.

We will ensure a similar system of provider notification of drop out is in place across Wales and with all providers by:

- strengthening expectations in the FE priorities letter and WBL funding contracts to provide Careers Wales with this data regularly
- working with ColegauCymru to see how we can further encourage and support the college sector in Wales to provide these notifications on a regular basis to Careers Wales
- asking Careers Wales to notify us of any providers who are not meeting these requirements on a regular basis so we can raise this issue directly with them. This applies to school sixth forms as well as FE colleges and WBL providers.

If this process of provider notification works effectively then the Careers Wales database should provide live and up to date information on the majority of young people throughout their education and training at 16, 17 and age 18. However there will always be some young people who drop out of the system or who move between local areas and are not immediately picked up. Local authorities and Careers Wales need to have effective systems in place for tracking these 'unknowns'. Welsh Government will be looking closely at the number of unknown young people in each area as well as the overall number of young people who are NEET.

Local authorities and Careers Wales can draw on information from a range of sources to reduce their level of unknown young people. The work of detached youth workers can be particularly important and there will also be other local authority services who might have information on these unknown young people. Local areas will need to have effective systems in place for notifying each other when young people move between areas to avoid young people becoming unknown who are simply no longer living in the area.

The development of appropriate data sharing protocols is also an important part of having effective tracking mechanisms in place (see the following case study) and Welsh Government will provide draft guidance for comment by July 2014 on data sharing arrangements and

protocols to support tracking and the implementation of the framework. The Review of 14–19 Qualifications recommended that in future Awarding organisations seeking to provide qualifications in Wales should be required to comply with the use of Unique Learner Numbers (ULNs), and they and learning providers in all sectors should be required to adopt management information systems that capture ULN data in a nationally agreed format.

Current practice: Ceredigion – multi-agency data sharing

In Ceredigion an Information Sharing Protocol (ISP) has been developed to support NEET multi-agency services with the regular sharing of personal information to identify and reduce the proportion of young people not in education, employment or training. The ISP is supplementary to the Wales Accord on the Sharing of Personal Information (WASPI) and has been assured by the Welsh Information Governance Board. The ISP covers the exchange of information between: local authority education, community, social and youth offending services; the housing sector; training providers; Careers Wales and the voluntary sector. These multi-agency services have come together in the form of the Ceredigion NEET Practitioners Group. The aim of the NEET Practitioners Group is to share relevant information to ensure that young people who require support from more than one organisation experience a seamless and effective service; and that services are co-ordinated, coherent and achieve intended outcomes. The ISP can be accessed from the WASPI website: www.waspi.org/page.cfm?orgid=702&pid=50178

Tracking young people post-18

Post-18, Jobcentre Plus has the key role in tracking young people as they move into employment. Welsh Government, Jobcentre Plus and Careers Wales will continue to explore opportunities for closer working through, for example, the Joint Employment Delivery Board and the new Wales Strategic Forum for Career Development. In particular, we will look to strengthen the links between Careers Wales' systems and local Job Centre Plus systems to ensure that the ongoing tracking of young people continues as they move into employment.

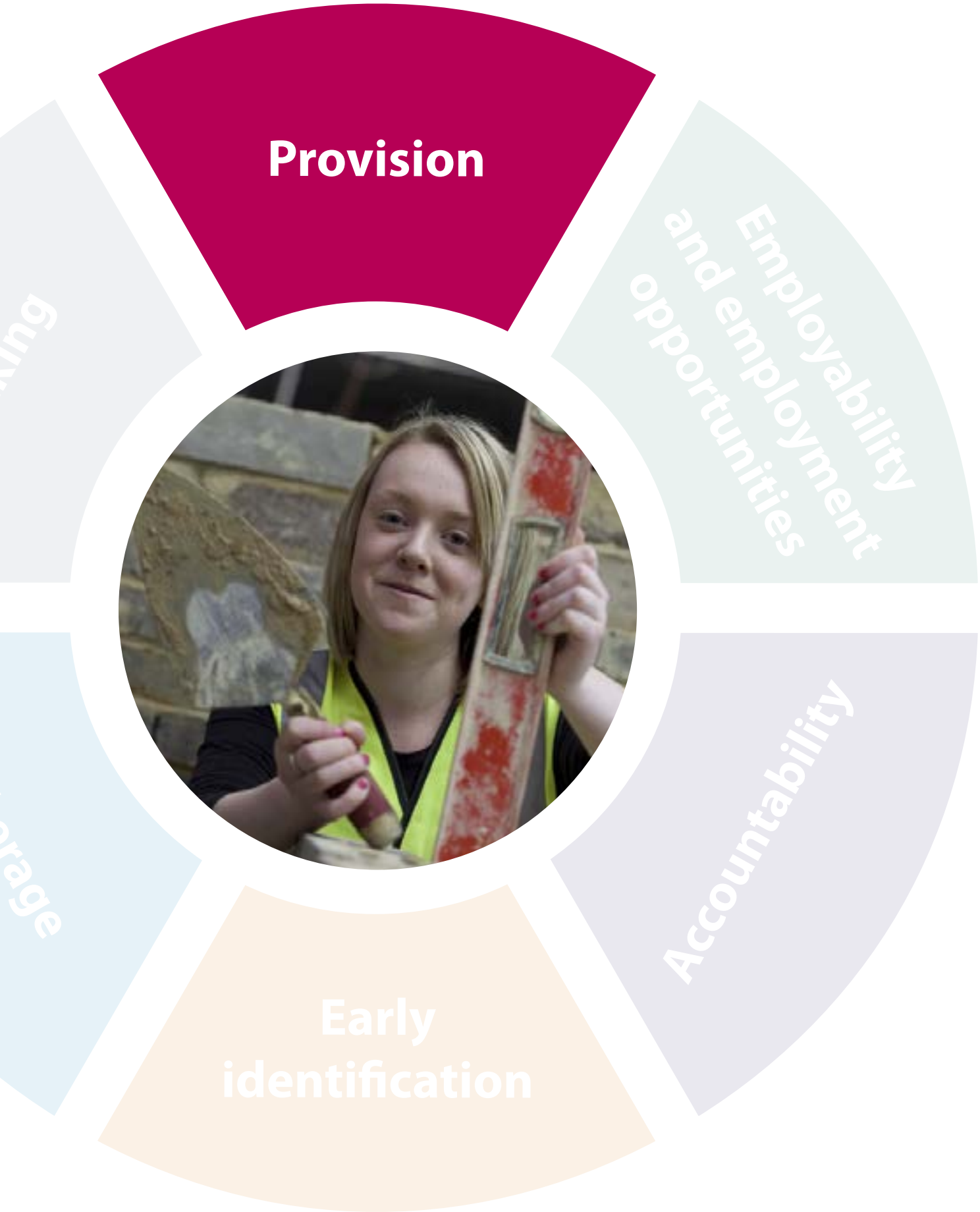
Summary of tracking milestones

- Local authorities and schools join up school level tracking with early identification processes by September 2014 at the latest.
- Engagement and Progression Coordinator working with schools will review the progress being made by students on a termly basis.
- Careers Wales Destination Survey will be expanded to include the destinations at Years 11, 12 and 13 in all providers in October 2013 (for first publication in March 2014).
- Careers Wales will provide reports to Welsh Government and local authorities on the status of the full 16 to 18 cohort against the five tier model of engagement on quarterly basis from October 2013.

- Careers Wales will provide LAs with information on the number of 16, 17 and 18-year-olds in each of the five tiers; on a monthly basis from September 2013.
- Post-16 providers will provide Careers Wales with regular notifications of any young people dropping out of provision from September 2013.
- Welsh Government to produce draft guidance on data sharing arrangements and protocols by July 2014.
- Welsh Government will work with ColegauCymru to develop further advice to FE colleges on notification of drop out and strengthen the requirements in post-16 funding agreements by January 2014.
- The LAP and CAP will be made available on www.careerswales.com from September 2013.

	Autumn 2013	Spring 2014	Summer 2014	Autumn 2014	Spring 2015
Tracking	• **From Sep** – CW provide LAs with information on a monthly basis • **From Sep** – Post-16 providers provide CW with regular notifications of drop out • **From Sep** – Local Area Prospectus and Common Application Process made available • **Oct** – CW Destination Survey expanded • **From Oct** – Quarterly reports from CW to WG and LAs (16 to 18 cohort against five tier model)	• **Jan** – WG/ColegauCymru provide further advice to FE on notification of drop out • **Mar** – Expanded CW Destination Survey published	• **By July** – Draft data sharing guidance available	• **Sep at latest** – LAs and schools join up school level tracking and early identification systems	

Section 5:


Provision
Employability and employment opportunities
Accountability
Early identification

This section sets out how we intend to ensure that the mix of provision available in every area of Wales can meet the needs of all young people. We define provision in this section to be all education, training and re-engagement provision aimed at young people. Provision which includes the wider support services to young people is covered in Section 3 (page 24). While we know that much of the existing provision successfully meets the needs of young people with clear progression opportunities, there are greater questions about whether all of the provision available delivers clear progression opportunities to young people who are NEET or at risk of becoming NEET. We believe local areas need to develop a better understanding of the needs of young people and use this understanding to ensure the supply of existing and new provision meets those needs in every area in Wales.

We have identified four priorities to strengthen provision for young people.

- **Stronger mapping of existing provision.** Local authorities need to have a comprehensive picture of the range of locally available provision and to map this against the needs of young people identified through the early identification process or Careers Wales five tier model. We are asking local authorities to strengthen their mapping of current provision and to use this to identify gaps, unmet needs or duplication in existing provision.
- **Implementing the new Youth Guarantee** will be a key responsibility for local authorities as part of their lead strategic role for implementation of the framework. They will need to work with a range of local organisations to ensure the effective delivery of the Youth Guarantee. We set out the stages of implementation and key roles and responsibilities below and will publish detailed guidance to support the implementation of the Youth Guarantee.
- **Working with providers to improve the existing offer.** Using the evidence that emerges from mapping of provision and the Youth Guarantee, local authorities through 14 to 19 networks will engage with all providers to ensure they are developing an appropriate mix and balance of provision locally. The FE sector, school sixth forms and providers from the work-based learning and third sectors will all have a key role to play.
- **Targeting new provision at unmet needs.** Part of the challenge here is getting the balance right between locally and nationally funded provision. We believe local authorities should have a stronger say in the provision commissioned through national programmes like traineeships. In addition we will ensure ESF funded provision is better aligned with local needs and supports the progression of those most at risk of disengagement.

Stronger mapping of existing provision

The early identification process set out in Section 2 (page 16) and the brokerage process set out in Section 3 (page 24) should lead local authorities to a much clearer understanding of the range and mix of young people's needs in a local area. This will include their needs for different types of provision pre and post-16. The next stage of the framework requires local authorities to map these needs against the range of existing provision available to allow them to conduct an analysis of whether there are any gaps, unmet provision needs or duplication in existing provision.

Through our work with local authorities we know that some have started their provision mapping already. Some areas already have a baseline of provision data and others are well on their way to gathering it – see the following example.

Current practice: Rhondda Cynon Taf (RCT) – provision mapping

To reduce the number of young people not in education, employment or training (NEET), RCT employed a Supporting Engagement in Education, Employment and Training (SEET) Strategy Coordinator to lead the development of a strategic partnership approach in RCT. During the first year the coordinator undertook an audit of existing services and organisations in RCT that were contributing to the support of young people who had disengaged or were at risk of disengaging. In March 2012 a 'Directory of Services' in Rhondda Cynon Taf that provide support for both children and young people who are at risk of disengaging from education, employment and training, as well as their families was published. This directory provided professionals with information on and contact details for the range of local services that offered support to young people and families.

Following publication and dissemination of the directory, and with guidance and support from the Strategic Steering Group, the coordinator began the mapping of the services within the directory against the Careers Wales five tier model. Initial analysis showed there was a good breadth of coverage across the five tiers, but also highlighted possible duplication of services within some tiers that required further investigation. This analysis coupled with the curriculum mapping exercise undertaken by RCT's 14 to 19 team and data produced via Vulnerability Profiling (RCT's process of early identification of young people at risk of becoming disengaged) will also assist in identifying and addressing duplication of services or gaps in provision. It will also ensure future levels of demand for services in each tier are matched to provision available across RCT.

We now want to develop a consistent approach to local authority provision mapping in every area so there is a clear picture of how well provision is meeting the needs of young people. We expect the Engagement and Progression Coordinator to lead this work at a local level drawing on the intelligence from early identification and the Careers Wales five tier model and working through their 14 to 19 networks who are already tasked with producing 14 to 19 plans.

Working with some of the areas involved in developing the *Youth engagement and progression framework* we have developed some common principles for provision mapping.

- Provision mapping to include nationally, regionally and locally commissioned education, training and re-engagement provision.
- It should include provision funded by Welsh Government, ESF, Communities First, Families First, through local 14 to 19 partnerships and the Youth Service as well as through third sector organisations.
- In the first instance all provision for 16 to 18-year-olds should be mapped; in time we would like to widen mapping to encompass all 14 to 19 provision including provision for young people educated outside of a mainstream school setting in Pupil Referral Units (PRUs) and in special schools.
- Provision should be mapped against the Careers Wales five tier model of engagement with clear accountability for each tier of provision.
- The mapping should show a clear progression path between each tier of provision with referral mechanisms between tiers so that young people are supported to progress into further learning or employment.
- Each local authority should produce a baseline provision map by March 2014 to support the introduction of the Youth Guarantee.
- The provision map should be produced initially at a local authority level, but 14 to 19 networks should help to aggregate the mapping at a regional level across consortia to look at needs on a wider basis.
- The baseline provision map should be reviewed and updated annually.
- Data on the progression of young people between tiers should be used to inform the commissioning processes for new provision.

Implementing the new Youth Guarantee

The new element of our approach is the proactive offer of a Youth Guarantee to all students that they will be able to access a suitable place in learning post-16. The Guarantee will provide:

- a systematic means of collecting information on young peoples' intended post-16 destinations and follow up to see if they make the transition successfully

- a clear, universal process that ensures all young people are able to commence a suitable offer of education or training
- improved targeting of personalised services to those needing support.

What is the Youth Guarantee?

The Youth Guarantee is the offer, acceptance and commencement of:

- a place on a full or part-time course in school, college, with an independent provider, or traineeship or apprenticeship place
- training to at least Level 2 during employment.

A suitable offer for a young person constitutes an offer that is appropriate to the young person's individual needs. This means it must be at the right level; geographical location; occupational sector and learning method and which engages them in education, training or other activities and progresses them towards sustainable employment. The Youth Guarantee will be offered for the first time in September 2014 across a number of local authority areas in Wales with full national roll-out from September 2015. Initially the Youth Guarantee will be offered in September to align with young people's transition from pre to post-16 education. We will consider whether we should extend the Guarantee and also run it in January to pick up on young people who have fallen out of education and training in its second year of operation.

How will the Guarantee be implemented?

The LAP and CAP set out in Section 4 (page 32) will support the implementation of the new Youth Guarantee by enabling schools, Careers Wales and other support services to target any groups of young people who either haven't made an application or who are judged to be at risk of not making a successful transition. For example they have made an unrealistic application or have said their intended destination is a job without any training.

While overall responsibility for the delivery and achievement of the Youth Guarantee lies with local authorities as part of their lead strategic role for implementation of the framework, they will need to work closely with Careers Wales who will hold the data emerging from the CAP. We know that some local areas have already successfully implemented a version of the Guarantee and we can learn from them in implementation (see the case study of the Swansea Guarantee on page 45). We will be publishing more detailed guidance on the implementation of the Youth Guarantee in November 2013.

Current practice: The Swansea Guarantee

The Swansea Guarantee aims to ensure young people in Year 11 are supported into an offer of an appropriate learning programme (with a school, college, work-based learning provider or employer) or employment, by the end of September after the completion of Year 11. The fundamentals of delivery are built around the Common Application Process and require active collaboration between key partners including Swansea County Council, Careers Wales, schools, Gower College Swansea, CCS Employment Training and third sector providers. The success of the programme requires the commitment of front line staff across all 11 to 16 venues and post-16 providers in the Swansea area to process applications, to own and manage data and to work to agreed timetables. The process starts with early identification of at risk young people. The delivery of the guarantee has encouraged early transition planning, improved the monitoring and tracking of potential NEETs, provided clear leadership and access to data for partners.

Working with providers to improve the quality of existing provision

We expect 14 to 19 partnerships and post-16 providers to be looking at the data from the CAP and Youth Guarantee to examine whether they have got the necessary mix and balance of provision in place. The Review of 14–19 Qualifications recommended that providers should offer disengaged young people access to personalised packages of learning. These should consist primarily of regulated qualifications and units and a core of literacy and numeracy, and should lead to recognised progression routes. For young people not in education, employment or training (NEET), recognition of prior learning could make an appropriate and valuable contribution to their achievements and progression.

Overlaying this picture with data about drop-out rates between 16 and 17, progression from one year courses at 17 and progression data post-18, will also be an important part of the intelligence for partnerships to consider. Once local partnerships have identified any priorities from the data we expect:

- local authorities to influence and persuade local providers if data from the Youth Guarantee or provision mapping shows that the current mix and balance of provision is not meeting young people's needs
- where provision is identified that does not meet what is needed local authorities should seek to influence providers to adapt their programmes so that they are a better fit. If providers fail to respond then local authorities can raise any concerns with Welsh Government who are responsible for the funding agreements with post-16 providers
- post-16 providers to respond to any challenges identified locally. Many FE colleges are already playing an important role locally in addressing the challenge of reducing NEET. We think the FE sector can do even more. We know that the vast majority of college start dates are still in September and October but the introduction of the Youth Guarantee will require more flexibility than this. We will work with ColegauCymru to identify what more the FE sector can do

- school sixth forms to reduce drop out and ensure better progression at 17 for young people who move institutions. Part of the solution here is better information advice and guidance pre-16, but for young people who choose to do AS levels at school and are unable to progress to a full A level programme at 17, greater support is needed to enable them to make a successful transition to alternative provision
- local authorities to engage with other providers from the work-based learning and third sectors through the 14 to 19 partnership structures or other local provider groups to ensure they understand the priorities for local provision and develop their own offers accordingly.

Targeting new provision at unmet needs

Part of the issue in getting the right mix and balance of provision in the past has been a competing mix of locally and nationally commissioned provision. All of this provision has been intended to support young people to progress but without a handle on how it has been commissioned and by who, it has often added to the complexity. It is our view that once local authorities have strengthened their mapping of provision they will be in the best position to know what the provision needs are in their areas.

We intend that local authorities should have a stronger say in the provision that is funded nationally by:

- asking local authorities to work with us to ensure that the traineeship provision that is commissioned nationally meets local needs. We will invite tenders to deliver work based learning programmes for the period from April 2015 to March 2019. We will require organisations tendering to deliver our traineeships programme to demonstrate their engagement with 14 to 19 networks and to show how planned provision has taken into account local needs
- ensuring that other national funding streams for example the use of dormant account funding for Wales is used to fill gaps in local provision rather than to duplicate what is already available. The results of local authority mapping will inform our approach.

In addition we will ensure the 2014–2020 ESF programmes seek to invest in actions which support youth employment, engagement and attainment targeted at those who are NEET and those at most risk of becoming NEET. Opportunities exist in the development and implementation of the 2014–2020 programmes to align ESF investments with the principles of this framework. Alignment with the early identification and tracking system will ensure a consistent approach to identifying those at need and tracking investment outcomes, while the local mapping exercise will ensure that any investments support will continue to add value to local provision. Specifically we will be working with WEFO in the development and implementation of the ESF 2014–2020 programmes to ensure alignment of supported activity with the *Youth engagement and progression framework* and local provision maps.

Summary of provision milestones

- Local authorities will produce a baseline map of education, training and re-engagement provision mapped against the Careers Wales five tier model by March 2014 and update the provision map annually.
- Welsh Government will produce a guidance paper to support local authorities with the introduction of the Youth Guarantee by November 2013.
- Local authorities to implement the Youth Guarantee for the first time in September 2014 across a number of local authority areas with full national roll-out from September 2015 ensuring that all Year 11 learners are able to access a suitable place in learning.
- Welsh Government to consider whether to extend the Guarantee and run it in January in its second year of operation by September 2015.
- Welsh Government to work with ColegauCymru to identify what more the FE sector can do to support the implementation of the Youth Guarantee.
- Welsh Government to work with WEFO to align 2014–2020 ESF programmes with the *Youth engagement and progression framework*, to include the identification and tracking systems and locally produced provision maps by September 2013.
- Local authorities to engage with organisations tendering to deliver traineeships to ensure that their planned provision meets local needs by April 2014.

	Autumn 2013	Spring 2014	Summer 2014	Autumn 2014	Spring 2015
Provision	• **Sep** – WG work with WEFO to ensure alignment of ESF projects for 2014–2020 with framework			• **Sep** – LAs to implement Youth Guarantee for the first time (full national roll out from Sep 15)	
	• **Nov** – WG produce paper to support LAs with introduction of Youth Guarantee				
		• **Mar** – LAs produce baseline map of provision against CW five tier model			
		• **Apr** – LAs engagement with tendering organisations for traineeships			

Section 6:

Employability and employment opportunities

Accountability

Early identification

Brokerage

This section sets out how we intend to achieve better coordinated engagement between learning providers and employers. As well as promoting increased engagement and progression for young people, we also need to ensure that implementation of the framework leads to more young people moving into skilled employment – either directly at 16 or 18 or after a period of further or higher education. We also need to ensure that when they do, young people have the skills they need to succeed and can sustain employment by developing skills to progress in their chosen careers.

To do this we need to:

- **strengthen employer engagement in schools** by working with a range of partner organisations to develop a strategic project for employer engagement and delivery of an enhanced Careers and the world of work (CWW) programme. As a priority area we intend to seek future ESF funding to support this. This will build on our National Numeracy Programme which has introduced a numeracy-focused employer engagement programme to encourage schools and employers to work together with the aim of improving numeracy skills
- **develop qualifications which promote employability skills.** The review of 14 to 19 qualifications set out plans to introduce a revised Welsh Baccalaureate for introduction from 2015. This will reflect and support a curriculum that provides a broad and balanced general education at 14 to 16, and coherent programmes of learning at 16 to 19. Alongside the development of the new Baccalaureate we will consider the introduction of a programme based approach of learning at Entry level for learners aged 14 to 16
- **develop an offer for young people in Jobs Without Training (JWT)** by asking Careers Wales and local authorities to identify and keep track of young people in JWT and to make it a priority to contact them to make them aware of the opportunities of education and training
- **continue to build on the success of our existing programmes post-16.** Our early destination data from Jobs Growth Wales looks promising. Young people who complete the full six month opportunity have a high chance of achieving a positive progression. Where we can we are using Jobs Growth Wales to support our partners in their efforts to address youth unemployment at a local level and we are keen to extend this type of strategic approach more widely across the public sector in Wales. We will also build on our success in increasing the number of apprenticeships available to young people.

Strengthening employer engagement and work experience in schools

Schools have the critical role to play in strengthening work with employers and building young people's understanding of the world of work pre-16. We recognise however that we are making many demands of schools at present and it is vital they continue to focus on the three core priorities of literacy, numeracy and breaking the link between poverty and attainment. Given their limited capacity we think we need to provide additional support to schools to support their work with employers. We intend to work with a range of partner organisations including Careers Wales to develop a strategic project for employer engagement and delivery of an enhanced Careers and World of Work programme by March 2014 with a view to attracting ESF funding.

In addition to helping schools to strengthen their engagement with employers we also believe we should look more closely at the purpose and use of work experience in Wales. There is a debate about whether the current model of offering all Years 10 and 11 students a fixed period of work experience is providing a tailored offer to young people, and whether it helps to ensure that those who are most at risk of disengaging have the widest possible range of opportunities pre-16. As part of developing our proposed project on employer engagement we therefore also plan to review the work-focused experience requirements of the CWW framework by March 2014 to recommend improvements in the use of work experience in Wales.

Careers Wales will also continue to support schools in offering independent and impartial information, advice and guidance on learning, training and careers opportunities. Informing young people in schools about their options for future education, careers options and giving them careers management skills forms part of the CWW framework. Delivery of this is a school responsibility. As part of the remit for Careers Wales in 2013–14 the Welsh Government is asking the company to consider how it can best work with schools to support schools delivery of CWW programmes – including Careers Wales' approach to capacity building and the delivery of the Careers Wales (Quality) Mark.

Develop qualifications that promote employability skills

As part of our recent review of qualifications for learners 14 to 19 we have agreed to build on and strengthen the Welsh Baccalaureate to provide an overarching framework for qualifications for 14 to 19-year-olds. The revised Welsh Baccalaureate for introduction from 2015 will reflect and support a curriculum that provides a broad and balanced general education at 14 to 16, and coherent programmes of learning at 16 to 19. The framework will provide vocational and academic pathways for progression, leading to the award of a Welsh Baccalaureate at National and Advanced level.

Alongside these developments we will also consider the introduction of a programme based approach of learning at Entry level for learners aged 14 to 16. This was a recommendation in the Review of 14–19 Qualifications. We will use evidence from delivery of our traineeships programme and from our pilot of work-based Learning Pathways for young people 14 to 16 in 2009–11 to inform our approach.

We know that many young people who are not currently participating are highly motivated by work, but do not yet have the skills or practical experience to move into employment[3]. That is why we are making substantive experience of the workplace a key element of our 16 to 19 study programmes. By providing young people with meaningful work experience closer to the point at which they will enter the labour market, we will not only better prepare young people for employment, but also make continuing in learning more attractive to those young people who might otherwise not have participated. We have already made experience of the world of work a central feature of our traineeship programme and will continue to push the FE sector to do the same with its programme delivery.

Developing an offer for young people in Jobs Without Training

Although numbers participating in employment at 16 to 18 have been decreasing in recent years we know that some young people still want to enter the labour market at 16. We want that to remain an option available to them. However, many young people who enter jobs at 16 find themselves in temporary employment without access to further training and can often drop-out and disengage. We want young people who do enter the labour market at 16 to have access to continued training either directly through their employer or with an education or training provider via time off from work. Given the increased risk of young people in Jobs Without Training disengaging and becoming NEET[4] we will ask Careers Wales to identify and keep track of all young people in Jobs Without Training and to make it a priority to contact them to make them aware of the opportunities of education and training and arrange the offer of an education and training place if this is not being provided by their employers.

Build on the success of our existing programmes post-16

Through our ESF funded Jobs Growth Wales programme we are encouraging employers to change their recruitment practices and create real, additional job opportunities for young people. Our early destination data from Jobs Growth Wales looks promising. Young people who complete the full six month opportunity have a high chance of achieving a positive progression. Our evaluation of the programme will evidence whether we have successfully influenced employers to create sustainable opportunities for young people.

Where we can we are using Jobs Growth Wales to support our partners in their efforts to address youth unemployment at a local level. Caerphilly County Borough Council has developed an ESF funded 'PASSPORT Programme' to assist Local Service Board (LSB) partners in addressing workforce planning issues (see the case study on the following page). We are keen to extend this type of strategic approach more widely across the public sector in Wales.

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[3] We know this from feedback received through a number of studies, including *Moving Forward; Foundations for Growth* a report by WESB; External Task and Finish Group *What more the Welsh Government can do to counter the effects of the recession on young people*, chaired by Martin Mansfield; Evidence review *Triggers and preventions/interventions in relation to young people who may become economically inactive or disengaged from learning*, Welsh Government Report; The Enterprise and Learning Committee *Young people who are NEET* NAfW Report.

[4] This has been demonstrated in a number of studies of young people in Jobs Without Training that were undertaken by local areas involved in the Raising the Participation Age (RPA) trials in England. See www.education.gov.uk/childrenandyoungpeople/youngpeople/participation/rpa for the evaluation reports of these trials.

Through Jobs Growth Wales we have also sought to bridge the gap between our learning and training programmes for young people and our employment 'offers'. Our aim has been to create a more seamless routeway through training and into work for young people. Again early data is providing us with promising information on the numbers of young people exiting Jobs Growth Wales and progressing onto an apprenticeship opportunity supported in some cases with an extended wage subsidy as part of our Young Recruits Programme. Taken together Jobs Growth Wales and Young Recruits Programme are providing an attractive package of support for employers.

Current practice: Caerphilly's PASSPORT Programme

Caerphilly County Borough Council has integrated local service delivery to meet the current and future skills requirements of its Local Service Board partners including Gwent Police, the Aneurin Bevan Health Board, GAVO and the Caerphilly Business Forum. The programme specifically assists partners and employers to address local skills gaps by equipping unemployed young people with the specific skills needed to gain and sustain employment locally. Staff work with partners and employers to identify placement and employment opportunities; match skills requirements with skills availability; track and monitor progress and support young people towards sustainable employment.

This model has increased significantly the number of training and employment opportunities available locally and the suitable matching of young people to these opportunities has reduced levels of unemployment amongst those aged 16 to 24. The Council now has an ambitious vision to build on this success and create a Caerphilly wide talent pool and vacancy matching service. It also intends to work with its partners to adopt innovative procurement practices to incorporate targeted recruitment and training clauses into contracts with the private sector (where appropriate) in order to generate greater employment, learning and training opportunities locally.

In addition we are expanding our successful apprenticeships programme by providing:

- 5,650 additional apprenticeship places, 2,650 of which are Higher Level Apprenticeships, Level 4 and above
- an enhanced wage subsidy of £3,900 over 52 weeks for employers taking on young apprentices aged 16 to 24 through the Young Recruits Programme, this will also be expanded to include Higher Level Apprenticeships
- a one off payment of £500 for small and micro businesses to cover the time and costs they said were a barrier to recruiting apprentices
- £3.4 million to support those who wish to complete their training through the medium of Welsh and a commitment to engage more people onto apprenticeships within the STEM sectors.

For some young people, starting a business will be the best option. Young entrepreneurs need our encouragement and support that helps them to take their idea to market. We will offer that support through the continued delivery of our Youth Entrepreneurship Strategy

and through the high value bursary we provide as part of Jobs Growth Wales. The evaluation of Jobs Growth Wales will look at the sustainability of the businesses we have helped young people to start and will inform our future approach to support in this area.

Post-18 we are already developing a new approach to employment and skills support which will deliver a more integrated offer from 2014. We will set out national strategic priorities which will reflect the need for contribution to wider outcomes in areas such as regeneration, economic development and tackling poverty through employment and skills interventions. We will also develop a single engagement, assessment and referral system (Skills Gateway) that will provide a seamless service for businesses and individuals seeking support.

Summary of employability milestones

- We will develop a strategic project for employer engagement and delivery of an enhanced CWW programme by March 2014 with a view to attracting future ESF funding.
- We will develop qualifications that strengthen young people's employability skills through the introduction of a new Welsh Baccalaureate by 2015.
- We will ask Careers Wales to identify and keep track of all young people in JWT and to contact them to make them aware of the opportunities of education and training from September 2013.
- We will consider the introduction of a programme based approach of learning at Entry level for learners aged 14 to 16 by 2015.
- We will continue to encourage local authorities to take a strategic approach to workforce planning and tackling youth employment making use of our programmes where they can.
- We will continue to work with the post-16 sector to deliver our Jobs Growth Wales and apprenticeship programmes and to ensure they are meeting the needs of young people participating in them.
- Introduce a new integrated employment and skills offer for employers and individuals by 2014.

	Autumn 2013	Spring 2014	Summer 2014	Autumn 2014	Spring 2015
Employability	• **From Sep** – CW to contact all young people in Jobs Without Training	• **Mar** – WG develop strategic project for employer engagement as a priority area for future ESF funding • **By 2014** – WG introduce integrated Employment and Skills Offer			• **By 2015** – WG introduce strengthened Welsh Bacc • **By 2015** – WG to consider programme- based approach of learning at Entry level

Section 7:

Accountability
Early identification
Brokerage
Tracking

This section sets out how we intend to hold local authorities and providers to account for the implementation of this framework. We believe local authorities are best placed to provide the strategic and operational leadership for implementation of the framework. This may include appointing a senior leader to take responsibility for implementation and an Engagement and Progression Coordinator to lead work across a range of partners. We also intend to strengthen the scrutiny for improving engagement and progression at a local level at all ages. This has been difficult in the past due to weaknesses in the data with the performance of local areas only able to be judged on the basis of data about 16-year old destinations. Schools and post-16 providers have also not been held directly accountable for the destinations of their students in the past.

The proposals in this section seek to address these weaknesses by:

- **holding local authorities and partners to account regularly for implementation of the framework.** We are asking local authorities to develop and share with Welsh Government an overall plan for youth engagement and progression by January 2014 and Welsh Government will meet with each individual local authority before January 2014 to discuss their emerging thinking about the plan. In addition we also want to establish a formal process for discussing local authority progress in implementing the *Youth engagement and progression framework* on a bi-annual basis
- **publishing comparable performance data by local authority for 16, 17 and 18-year-old destinations.** Careers Wales destination data will in future include outcomes for 16, 17 and 18-year-olds for all providers and will serve as the main accountability measure for local authority performance. In addition more frequent data will be available in-year from Careers Wales national database about the position of all 16 to 18-year-olds against the five tier model. This information can be used by Welsh Government in conversations with local authorities about their progress, and by local authorities themselves
- **developing provider level destination measures.** The Review of 14–19 Qualifications and Robert Hill's review into the future of education services in Wales both recommended developing provider destination measures. Welsh Government is committed to introducing destination measures and plans to pilot new measures from September 2014 for first full implementation in September 2015.

Holding local authorities and partners to account regularly for implementation of the framework

We know that strong leadership from local authorities has been a critical part of successful implementation in those areas which have been successful at reducing the number of young people who are NEET[5] and we want to see this leadership across Wales. We therefore expect to see the clear allocation of responsibility to a senior leader within the local authority for implementation of the framework. We will want to meet with this person to discuss the local authority's plan for implementation and to review their progress and data. Many local areas have also made this a Council wide priority by including it as a Council Corporate priority (see the case study below) or by engaging a range of stakeholders in delivery through their Local Service Boards.

Current practice: Wrexham's leadership of the NEETs agenda

Wrexham made reducing the number of young people who are NEET a corporate council priority in 2009, in light of increases in this figure in previous years. They set clear targets for improvement and brought together a range of key partner organisations who were working to reduce NEETs in Wrexham in order to establish stronger links between partners and to look at how the number of NEETs could be reduced. These key partners included the local authority, Careers Wales, training providers and organisations working with NEETs.

Through quarterly meetings of this group, specific priorities were identified and regular monitoring of current work took place. In 2011 the group identified the need for a new service to work with the most vulnerable young people who are NEET. Funding was allocated from Families First and the group developed the contract specification for the new service. The impact of the work has been clear to see with a reduction in the number of 16-year-olds who are NEET as measured by Careers Wales from a high of 9.6 per cent in 2008 to 3.2 per cent in 2012. Although it is no longer a corporate priority for Wrexham the work of the original group continues to be sustained.

We have identified the role of Engagement and Progression Coordinator as key in coordinating work between the local authority, Careers Wales, the Youth Service, schools and post-16 providers. Many local authorities already have an equivalent function to the Engagement and Progression Coordinator in place but we want to make sure responsibility for this key strategic and operational leadership role is absolutely clear in every part of Wales. We anticipate this function will be coordinated by an individual operating at a senior level across a local authority area, although they will be supported by a number of other individuals working within local teams.

In some of the areas which have already developed the equivalent of an Engagement and Progression Coordinator role this has been a joint appointment with Careers Wales, with the person sitting across both organisations and reporting to the leadership of both. We think

[5] See ARAD research study of approaches to increase the proportion of young people in education , employment or training in Swansea and Wrexham for the Efficiency and Innovation Board: New Models of Service Delivery, Final Report, July 2011.

this is a powerful model which should be looked at closely by other areas. It is also a function which could be carried out across more than one local area and there are therefore possibilities for local authorities to collaborate in delivery either through their consortia arrangements or through bi-lateral arrangements between them. Local authorities should discuss these possibilities with their consortium partners and/or other local authorities.

Given the priority attached to this agenda many local authorities have already chosen to invest in a local role equivalent to the Engagement and Progression Coordinator. Given the critical nature of this role to the successful implementation of the overall *Youth engagement and progression framework* we would expect other local authorities to look closely at their existing allocation of resources to ensure they have the right strategic and operational leadership in place.

Local authorities currently have a statutory obligation to provide Welsh language services to the public in accordance with the 1993 Welsh Language Act and to promote the use of the Welsh language in the preparation and delivery of services, as outlined in their respective Welsh Language schemes. The Welsh Language (Wales) Measure 2011 gives the Welsh language official status in Wales, and establishes a framework to impose a duty on some organizations to comply with standards relating to the Welsh language. Standards will replace Welsh language schemes over time. Therefore, we expect local authorities to consider the language needs and choice of individuals throughout the development and delivery of local plans including the skills, abilities and experience needed for roles such as the lead worker and addressing any gaps in Welsh Language provision.

We are asking local authorities to develop and share with Welsh Government an overall plan for youth engagement and progression by March 2014. These plans are non statutory and local authorities will need to decide how they fit best with their other plans, including those they are statutorily required to produce. In addition we propose to:

- meet with local authorities to discuss their proposed approach to implementation. The work we have undertaken with eight local authorities over the last year to develop the framework has given Welsh Government and local authorities a good opportunity to share and develop policy thinking in tandem. We want this to continue
- extend the model which has operated in our work to date with each local authority being allocated a key point of contact within Welsh Government who will keep in touch with them regularly and provide a route into Welsh Government for local authorities to raise any issues
- establish a formal process for discussing local authority progress on a bi-annual basis. This will give Welsh Government an opportunity to discuss the latest Careers Wales data with local areas, allowing both parties to explore the issues emerging and get underneath the headline data to explore what is happening at a local authority and provider level. This model is similar to the process which Welsh Government has used to discuss the attendance and behaviour data with local authorities

- hold two annual meetings with local authorities – one in the autumn term between September and December and one after the annual Careers Wales data has been published in February
- work with Estyn to agree how they will inspect local area implementation of the framework. We know that leadership from local authorities and their engagement of other local partners will be critical to the successful implementation of the framework
- ensure that the views of young people have a strong influence on local authority plans for implementation. The development of the CAP is one example of the way in which young people will be given a stronger voice in influencing the provision that is put on in local areas. Welsh Government carried out its own Real Conversation event with young people in preparing this plan and will encourage local authorities to do the same in developing their own plans.

Publishing comparable performance data for 16, 17 and 18-year-olds

Currently the best measure of engagement and progression that exists at a local authority level is provided by the Careers Wales data about post-16 destinations. The Careers Wales data suffers from one major weakness however in that it only provides data about 16-year-olds for all providers; destinations data at 17 and 18 currently only relates to those young people who stay on in school sixth forms and doesn't include FE, WBL or voluntary sector providers. This means Welsh Government is unable to look at the performance by local authority of the whole cohort of young people 16 to 18.

As set out in Section 4 (page 32) Careers Wales will continue to undertake an annual survey of destinations of leavers from Years 11, 12 and 13, but from 2013 this will be expanded to include Years 12 and 13 as well as Year 11 in all providers. This means that destinations for young people in FE and WBL provision will also be included. We expect Careers Wales to publish data for 17 and 18-year-olds for the first time in April 2014.

In addition to publishing this annual data Careers Wales will provide quarterly updates which will provide data on the 16, 17 and 18-year-old cohorts in each local authority against the five tier model of engagement. This will show how the numbers are changing and movement between the five tiers in year. Welsh Government will want to discuss any emerging trends which the data reveals with local authorities. In particular Welsh Government will be keen to see the number of young people in tier 1 whose status is unknown reduced.

Developing provider level destination measures

The Review of 14–19 qualifications recommended Welsh Government should work with others to improve the evidence base in relation to qualifications, with more emphasis on outcomes, such as progression to further learning or to employment. Robert Hill's review into the *Future delivery of education services* recommended the inclusion of data on students' destinations at the end of Year 11 in the secondary school banding system as well as the development

of common measures for assessing and reporting performance across the board in post-16 settings with all post-16 providers being assessed on a comparable basis including completion, attainment and success data. He also recommended that destination data (i.e. the proportion of students who go to higher or further education, training or work) should be included in a standardised reporting framework.

Welsh Government is committed to implementing measures to strengthen the accountability of schools and post-16 providers for the destinations of their students. We have established a cross-cutting Departmental steering group to take forward this work as we know that the development of such measures will require a more strategic approach to the use of linked administrative data sets across different education sectors. We will also look to learn lessons from England's implementation of post-16 destination measures (see the case study below). The group will come forward with more detailed proposals by December 2013.

Current practice: Developing Destination Measures in England

In England Destination Measures were introduced in 2012 as 'experimental statistics' starting with education destinations (including apprenticeships) before including more complex employment destinations. Development of the measures is ongoing. They are designed to look at the success of providers in helping their learners to progress to positive post-16 destinations and are intended to provide clear information to parents/carers and young people about the post-16 routes taken by a school, college or training provider's former learners. They also make schools and post-16 providers accountable for ensuring that all their learners progress successfully and receive the support they need. They are based on participation in all of the first two terms (defined as October to March) of the year after the young person left the institution. This encourages institutions to support and prepare their students to progress to a destination which offers sustained engagement.

Summary of accountability milestones

- Careers Wales will continue to publish destination data annually.
- We expect Careers Wales to be able to publish data for 17 and 18-year-olds for the first time in April 2014.
- Careers Wales will be sharing quarterly data from the National Careers Wales database with Welsh Government and local authorities from September 2013.
- Local authorities will develop and share with Welsh Government an overall plan for youth engagement and progression by March 2014.
- Welsh Government will meet with individual local authorities to discuss the proposed approach to implementation by January 2014.
- Bi-annual progress review between Welsh Government and local authorities established. First review to take place before April 2014.
- Welsh Government to set out detailed proposals for developing Destination Measures by December 2013.

	Autumn 2013	Spring 2014	Summer 2014	Autumn 2014	Spring 2015
Accountability	• **From Sep** – CW share quarterly data with WG and LAs • **Dec** – WG set out detailed proposals for developing Destination Measures	• **Jan** – WG meet LAs to discuss approach to implementation • **Mar** – LAs develop and share with WG overall plan for youth engagement and progression	• **By Apr** – First bi-annual review between WG/LAs takes place		

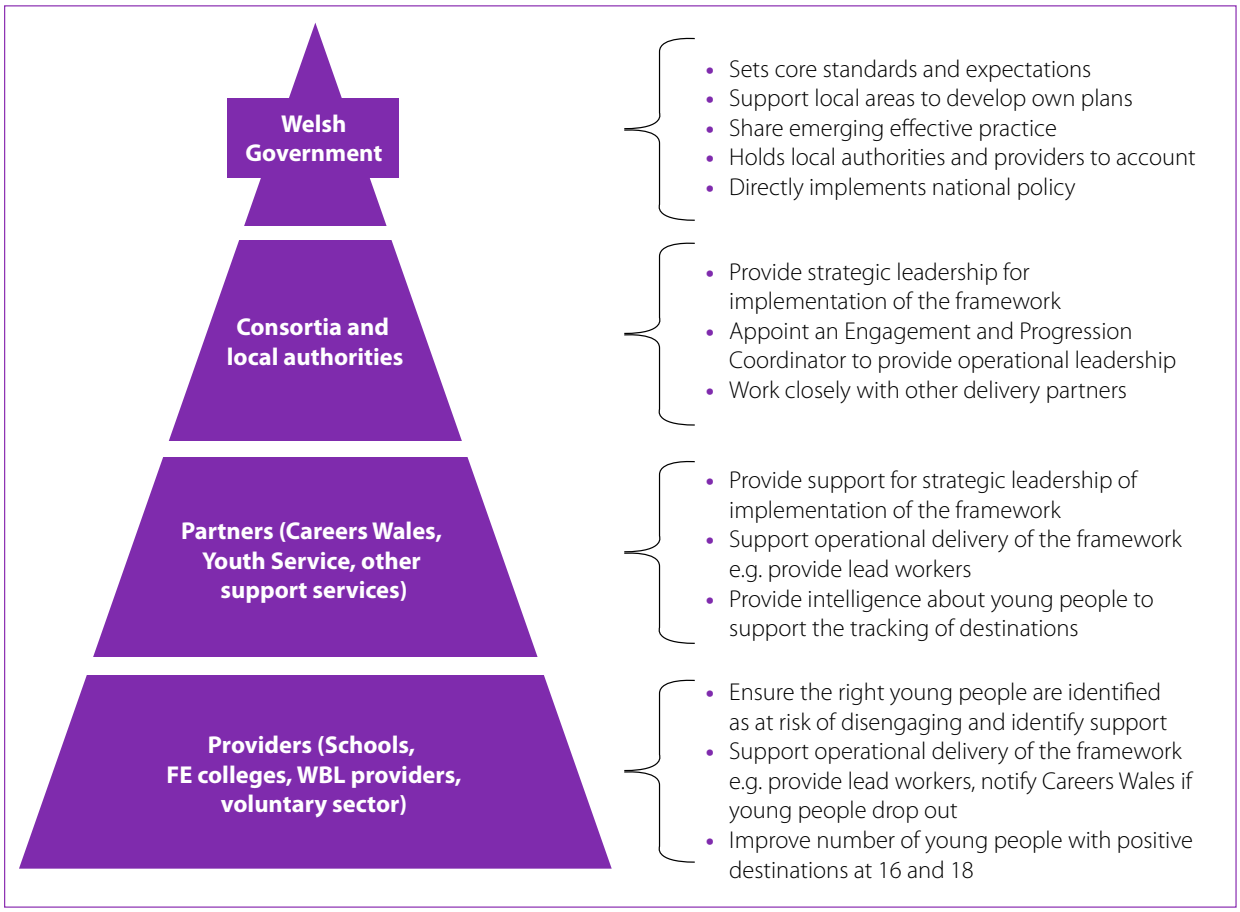
Section 8:

Roles and responsibilities

This section provides a summary of the key roles and responsibilities for implementation of the framework that we have set out throughout this document. It also sets out our approach to evaluation of the implementation of the framework.

The figure below sets out the key roles and responsibilities for implementation of the framework.

Figure 7: Summary of roles and responsibilities for implementation



Under this framework **Welsh Government's** primary role is setting clear standards in a number of areas of the framework such as early identification, the role of lead workers, provision mapping and the implementation of the Youth Guarantee. Otherwise their role is limited to supporting the development of effective local practice and the implementation of national programmes like traineeships. Welsh Government will also hold local authorities and providers to account as set out in Section 7 (see page 54).

Welsh Government also has the responsibility to continue communicating and engaging with all of the organisations involved in implementing the framework. Most of this activity will be associated with the key milestones set out in each of the sections and will involve national, including Ministerial, communications as well as regular events such as workshops focussed on particular framework elements, or 'deep dive' sessions organised around key milestones such as the development of data sharing guidance.

Local authorities will provide the key strategic leadership responsibility for implementation of the framework. The plan introduces two new roles which local authorities will oversee and manage – the Engagement and Progression Coordinator and lead worker. Both roles will have an important part to play pre-16 in conjunction with schools, will continue at ages 16 to 18 when they will need to join up closely with Careers Wales, and will be important in managing the transition of any support post-18.

Careers Wales is a vital delivery partner for local authorities. It can support the development of early identification systems pre-16; will be a key part of the brokerage offer pre- and post-16; provide the mechanism for tracking young people's progress post-16; support the implementation of the Youth Guarantee through delivery of the Common Application Process and contribute to the development of Employability Skills through their work on Careers Information Advice and Guidance (CIAG). We expect local authorities to work very closely with Careers Wales in implementing the framework, in particular through the Engagement and Progression Coordinator.

The Youth Service also has a critical role to play in providing lead workers for young people who are most at risk of disengaging and intelligence about young people to support tracking.

A range of other specialist support services will also be involved in delivery of the framework. They may act as the lead worker for young people or simply be part of the package of support that is being provided to young people. We know that this wider support is a critical part of helping young people to overcome all of the barriers they face.

Providers have the most important operational responsibility for making sure the right young people are identified as at risk and get the support they need to make sure they engage and progress successfully. They are also critical to ensuring an appropriate mix and balance of provision is in place in every area.

Summary of key actions

Figure 8 sets out a summary of the key actions for each element of the framework and what each partner needs to do to support implementation.

Figure 8: Summary of key actions that are needed to implement this plan

	Providers (schools, FE colleges, WBL)	Local authorities, Careers Wales and the Youth Service	DfES
Early identification	• Schools will engage in conversations about young people identified as at risk to ensure practitioner intelligence is fed into the process. • Schools will engage in initial conversations to identify specific support needs to inform brokerage. • Post-16 providers to have their own systems in place to alert them to the risk of young people dropping out and to use own support mechanisms and pastoral care systems in the first instance. • Post-16 providers to notify Careers Wales if their support mechanisms aren't working and the young person is seriously at risk of disengaging or has already disengaged.	• Local authorities should develop an approach to early identification of young people at risk of disengagement including what indicators and thresholds to use, when to start and who else needs to be involved. • Local authorities should discuss outcomes from pre-16 early identification with schools to agree levels of risk and inform identification of needs. • Careers Wales should keep the five tier model regularly updated on the basis of information received from providers, partners or through contact with young people. • Local authorities should determine how pre-16 early identification outcomes are shared with post-16 providers.	• Publish guidance on the development, content and operation of early identification systems. • Include identification of at-risk young people in contracts with post-16 providers. • Discuss and agree proposed local approaches to early identification. • Continue to develop good practice examples and share with local areas on ongoing basis.
Brokerage	• Schools will engage in conversations about young people identified as at risk to ensure practitioner intelligence is fed into the allocation of a lead worker process. • Schools will discuss and agree with the Engagement and Progression Coordinator their role in providing support to young people at risk of disengaging. • Post-16 providers should have their own support systems in place to provide initial support to young people who are at risk of disengaging.	• Local authorities to develop local proposals for allocating lead workers, including consideration of existing funding and resources, in partnership with local stakeholders. • Local authorities to discuss and agree plans for identifying and operating lead workers with Welsh Government and Careers Wales. • Local authorities will develop appropriate data sharing rearrangements. • Lead workers to keep in touch with a young person and report back to the Engagement and Progression Coordinator if the interventions put in place are not having the desired impact. • Engagement and Progression Coordinators to manage the process of allocating lead workers, broker discussions between key support agencies and re-assess allocations to establish need.	• Agree local arrangements for identifying and operating lead workers. • Publish guidance on good practice for lead workers. • Consider additional training and accreditation needed to further support lead worker role. • New and updated guidance on learning coaching.

	Providers (schools, FE colleges, WBL)	Local authorities, Careers Wales and the Youth Service	DfES
Tracking	• Schools to engage with local authorities to join up school level tracking with early identification processes. • Schools to engage with Engagement and Progression Coordinators so they are able to review progress made by learners. • Post-16 providers to provide Careers Wales with regular notifications of young people dropping out of provision.	• Local authorities to engage with schools to join up school level tracking with early identification processes. • Careers Wales to expand Destination Survey to include full cohort of 16 to 18-year-olds (Years 11, 12 and 13) and provide reports to Welsh Government and local authorities on the status of the full cohort. • Careers Wales will provide local authorities with information on young people against the five tier model for those in tiers 1–4 on a monthly basis. • Make available the Local Area Prospectus and Common Application Process on Careers Wales website. • Local authorities and Careers Wales to have effective systems in place for tracking young people with an unknown status.	• Work with ColegauCymru to develop further advice to FE colleges on notification of drop out and strengthen the requirements in post-16 funding agreements. • Strengthen links between Careers Wales and Job Centre Plus. • Strengthen the destinations tracking from post-16 providers.
Provision	• FE sector, schools (sixth form) and WBL providers and third sector to engage with local authorities to ensure an appropriate mix and balance of provision. • 14 to 19 partnerships and post-16 providers to analyse available data to ensure they have got an appropriate mix and balance of provision in place. • Post-16 providers to respond to challenges identified, e.g. flexibility around Youth Guarantee.	• Local authorities to produce a baseline map of education, training and support provision mapped against the Careers Wales five tier model and update annually. • Local authorities to engage with all providers to ensure they are developing and delivering an appropriate mix and balance of provision. • Local authorities to work with a range of local organisations to support the effective implementation of the Youth Guarantee. • Local authorities to engage with organisations tendering to deliver traineeships to ensure that their planned provision meets local needs. • Local authorities to analyse existing provision against need to identify gaps, unmet provision and duplication and influence providers based on this.	• Produce further guidance to support local authorities with the introduction of the Youth Guarantee. • Work with WEFO to agree priorities for future ESF projects reflective of locally produced provision maps. • Consider how other national funding streams can be used to fill gaps in local provision.

	Providers (schools, FE colleges, WBL)	Local authorities, Careers Wales and the Youth Service	DfES
Employability	• Post-16 sector to deliver Jobs Growth Wales and apprenticeships programmes and to ensure they are meeting the needs of young people participating in them. • Schools to strengthen work with employers and pre-16 world of work understanding which Welsh Government will support.	• Careers Wales to identify and keep track of all young people in jobs without training and to make them aware of the opportunities of education and training. • Local authorities to take a strategic approach to workforce planning and tackling youth employment making use of our programmes where they can. • Careers Wales to provide capacity building support to schools employer engagement work.	• Develop a strategic ESF project for employer engagement and delivery of an enhanced careers and the world of work programme. • Develop qualifications that strengthen young people's employability skills through the introduction of a new Welsh Baccalaureate. • Consider the introduction of a programme-based approach of learning at Entry level for learners aged 14 to 16. • Continue to encourage local authorities to take a strategic approach to workforce planning and tackling youth employment making use of our programmes where they can. • Work with the post-16 sector to deliver our Jobs Growth Wales and apprenticeships programmes. • Introduce a new integrated employment and skills offer for employers and individuals.
Accountability	• Schools should look at the Careers Wales data for post-16 destinations of their learners and consider what they can do to improve the number of young people with positive destinations. • Post-16 providers should consider the data available about young people dropping out of provision or not progressing and consider what they can do to improve the retention and progression of young people. • Post-16 providers should look at what data is available about post-18 destinations and ask what they can do to improve the number of young people with post-18 destinations.	• Careers Wales to share quarterly data from the National Careers Wales database with Welsh Government and local authorities. • Local authorities to develop and discuss proposed approach to implementation. • Local authorities to engage in bi-annual progress reviews with Welsh Government. • Local authorities to allocate a senior leader to take overall responsibility for implementation of the framework. • Local authorities to consider a consortia approach to implementation. • Local authorities should ensure they have the right strategic and operational leadership in place. • Ensure young people have a strong influence on local authority plans.	• Continue to publish Careers Wales destination data for 16-year-olds as part of the statistical first release. • Publish data for 17 and 18-year-olds. • Meet with individual local authorities to discuss proposed approach to implementation and allocate a Welsh Government key point of contact for each local authority. • Take forward bi-annual progress reviews. • Develop proposals for developing Destination Measures. • Work with Estyn to agree how they will inspect implementation of the framework.

Evaluating implementation of the framework

Welsh Government is committed to undertaking an evaluation of the *Youth engagement and progression framework* in order to understand its effectiveness both at a national and local level. We will develop and publish detailed proposals for the evaluation but we expect independent research to be commissioned to evaluate the plan's effectiveness against its objectives and in relation to intended outcomes. This will help to ensure lessons from the evaluation will be used to improve the implementation of the plan throughout its life. We would also like to explore with local authorities how they can best support the evaluation and how they can undertake their own evaluations of the implementation of the framework.

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- Swansea County Borough Council
- Wrexham County Borough Council.