

# Young People's Education and Skills Board

Thursday 14 July, 15.00 – 17.00

**Location:** London Councils, Meeting room 5, 59½ Southwark Street, SE1 0AL

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## Agenda

1. Welcome and introductions
2. Declarations of interest
3. Notes of last meeting and matters arising
4. Technical Education - For discussion  
*(presentation)*
5. Vision 2020 - For decision  
*(Paper – Peter O'Brien)*
6. Policy Update - For information  
*(Paper - Neeraj Sharma)*
  - General policy update
  - Area reviews *(verbal update)*
  - London Ambitions *(verbal update – Yolande Burgess)*
  - ESF update *(verbal update – Peter O'Brien)*
7. Raising the Participation Age - For decision  
*(Papers - Peter O'Brien and Yolande Burgess)*
  - Participation report
  - Proposed changes to local authority tracking procedures
8. Any other business

**Date of next meeting:** Thursday 10<sup>th</sup> November, 3-5pm, London Councils, meeting room 5

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# Young People's Education and Skills Board

**Date** 25 February 2016      **Venue** London Councils

**Meeting Chair** Cllr Peter John OBE

**Contact Officer:** Neeraj Sharma

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## Present

Cllr Peter John OBE	Executive member for children, skills and employment (Chair)
Jack Morris OBE	London Enterprise Panel (LEP) (Vice-chair)
Gail Tolley	Association of London Directors of Children's Services (ALDCS) (Vice-chair)
Dr Caroline Allen OBE	Association of Colleges (AoC)/Association of National Specialist Colleges
Dr Graeme Atherton	AccessHE - Higher Education representative
Caroline Boswell	Greater London Authority (GLA) (on behalf of Munira Mirza)
Yolande Burgess	London Councils Young People's Education and Skills
Denise Donovan	Department for Work and Pensions (on behalf of Derek Harvey)
Arwel Jones	Association of School and College Leaders
Negat Lodhi	Skills Funding Agency (on behalf of Jill Lowery)
Sir Frank McLoughlin CBE	AoC Further Education Colleges Representative
Dr Jane Overbury OBE	AoC Sixth Form Colleges representative
Pat Reynolds	ALDCS

## Guests and Observers

Michael Heanue	LEP officer
Julian Molina	University of Warwick
Mary Vine-Morris	AoC London Region

## Officer(s)

Peter O'Brien	London Councils Young People's Education and Skills
Neeraj Sharma	London Councils Young People's Education and Skills

## Apologies

Philip Barron	LEP Skills and Employment Working Group
Vic Farlie	London Work Based Learning Alliance
Derek Harvey	Department for Work and Pensions
David Jeffrey	Education Funding Agency
Nick Lester-Davis	London Councils
Jill Lowery	Skills Funding Agency
Munira Mirza	Greater London Authority
Tim Shields	Chief Executives London Committee
Cllr David Simmonds	Shadow Executive member for children, skills and employment

## **1 Welcome and introductions**

- 1.1 Cllr John welcomed attendees to the meeting.
- 1.2 He also informed the meeting that its proceedings would be audio recorded once again by Julian Molina, a doctoral student in the Department of Sociology at the University of Warwick, who is conducting a research project on the organisation of employment and skills programmes for young people in London.
- 1.3 Apologies for the meeting were noted.

## **2 Declarations of Interest**

- 2.1 No interests were declared.

## **3 Notes and Matters Arising from the last meeting**

- 3.1 Notes of the last meeting were formally approved.
- 3.2 The Board recorded its view that delays in contracting the London European Social Fund (ESF) Youth Programme posed a real risk to the participation of young people in education or training up to the age of 18. It was agreed this would be raised at the next meeting of the London Enterprise Panel (LEP) and the London European Social Investment Fund (ESIF) Committee. The Young People's Education and Skills team will provide the Board with further details.

**Action point: London Councils to update the Board on developments in the procurement of the London ESF Youth Programme.**

## **4 Work plan 2016-17**

- 4.1 Board members received a paper and presentation outlining the 2016-17 work plan for Young People's Education and Skills. Board members raised a number of points about the work plan:
  - 4.1.1 GCSE reforms to improve accountability and transparency were welcomed, but change would be accompanied by a period of turbulence and could present a challenge for the London education system. More linear academic qualifications would not be suitable for all young people and strengthening - as well as diversifying - vocational qualifications would need to go alongside reform of the more traditional academic route.
  - 4.1.2 The apprenticeship levy offered the opportunity to bring in additional funding to develop a fuller apprenticeship programme but would be perceived as an extra burden by some employers. There was a risk that some employers may focus on higher level apprenticeships at the expense of level 2. It was important for the apprenticeship levy to be used to help deliver the full breadth of offer for all individuals to access.
  - 4.1.3 Area reviews had now begun and would continue for a number of months, and their implications on college provision in London would be significant. Area reviews presented both opportunities as well as risks for the London Further Education sector. The Board unanimously agreed that area reviews should be explicitly included in the work plan.
  - 4.1.4 The work plan should also include reference to the economic impact of young people's education and skills in London. It was suggested this would be most

appropriately expressed by cross-referencing to similar plans being developed by the London Enterprise Panel and Greater London Authority.

- 4.1.5 It was important that the work plan was specific about the aspects of the special educational needs and disability reforms that the Young People's Education and Skills team would be supporting, due to the wide-ranging nature of the reforms.

**Action point: London Councils to amend the work plan to include area reviews, economic impact and greater specificity on special educational needs and disability**

## **5 Vision 2020**

- 5.1 The Board received a paper that outlined the advantages and disadvantages of producing a 2020 vision. In the course of discussion, the Board also considered the overarching Skills Vision for London being developed by the London Area Review Steering Group. The Board took the view that, if possible, it could offer to take a lead on the objectives for young people set out in the draft Skills Vision for London and agreed to review its position in the light of further discussion at the London Area Review Steering Group.

**Action point: The next Board meeting to receive a report on the progress of discussions on a vision for young people's education and skills in London in conjunction with the London Area Review Steering Group**

## **6 London Ambitions update**

- 6.1 Board members were provided with an update on London Ambitions. A London Ambitions champion had been identified in each London local authority; Prospects Services (delivering the National Careers Service Inspiration Agenda in London) has appointed a London Ambitions manager; and Sam Gyimah MP, Parliamentary Under Secretary of State for Childcare and Education has acknowledged London Ambitions as an exemplar in response to a parliamentary question.
- 6.2 A meeting has been arranged between London Councils, the LEP and Sam Gyimah MP to discuss London Ambitions in further detail so as to inform the Department for Education's career's strategy, which is due to be published in the spring. It was agreed that an update from that meeting would be shared with the Board at its next meeting.

**Action point: Yolande Burgess to provide an update at the July Board meeting of the outcome of the meeting with Sam Gyimah MP**

## **7 Policy update**

- 7.1 Board members received a report that highlighted some of the key policy changes and updates since the last meeting in November 2015.
- 7.2 The contents of the paper were noted by members.

## **8 Raising the Participation Age**

- 8.1 Board members received a set of papers that outlined key performance data for London: GCSE, A level and other level 3 results; destination measures for key stage 4 and 5 pupils; and the latest statistics on young people not engaged in education, employment or training (NEET).

- 8.2 Board members discussed the destinations of young people after completing key stage 4 and key stage 5 and noted that while more young people in London went onto academic routes than elsewhere in the country, the numbers opting for apprenticeships remained amongst the lowest in the country.
- 8.3 There was strong support for further work to be undertaken to understand, at a more granular level, take-up and performance of vocational pathways - in particular, apprenticeships. It was agreed this should form part of the agenda of the next Board meeting.

**Action point: Vocational pathways through education to employment, particularly apprenticeships, to be discussed at the next Board meeting.**

## **9 AOB**

- 9.1 There were no items of other business.

### Item 3(b). Actions and Matters Arising from 25 February 2016 Young People's Education and Skills Board meeting

ACTION POINTS	
Young People's Education and Skills team to pursue the extension of Skills Match to include level 4 (and above) and adults with the LEP	To be progressed following the comprehensive spending review on 25 November
The Young People's Education and Skills team to continue to support ALDCS and 14 to 19 leads in their efforts to improve NEET and activity not known performance	To be progressed by Yolande Burgess with Gail Tolley following the Board meeting on 12 November
<b>3.2</b> London Councils to update the Board on developments in the procurement of the London ESF Youth Programme.	Written update sent via email w/c 7 March July agenda item
<b>4.1.5</b> London Councils to amend the work plan to include area reviews, economic impact and greater specificity on special educational needs and disability	Written update to Board following the April Operational Sub-Group meeting
<b>5.1</b> The next Board meeting to receive a report on the progress of discussions on a vision for young people's education and skills in London in conjunction with the London Area Review Steering Group	July agenda item
<b>6.2</b> Yolande Burgess to provide an update at the July Board meeting of the outcome of the meeting with Sam Gyimah MP	July agenda item
<b>8.3</b> Vocational pathways through education to employment to be discussed at the next Board meeting.	July agenda item
OTHER MATTERS ARISING	
DECISIONS TAKEN BY CHAIR TO BE REPORTED	

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# Young People's Education and Skills Board

## **A Vision for Young People's Education and Skills 2020**      **Item no: 5**

<b>Report by</b>	Peter O'Brien	<b>Job Title</b>	Regional Commissioning Manager
<b>Date</b>	14 July 2016		
<b>Telephone</b>	020 7934 9743	<b>email:</b>	<a href="mailto:Peter.O'Brien@londoncouncils.gov.uk">Peter.O'Brien@londoncouncils.gov.uk</a>

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**Summary**      This paper provides Young People's Education and Skills Board members with an update on the vision for young people and education and skills.

**Recommendations**      Board members are asked to agree to:

- develop a vision for young people's education and skills in London to 2020 that has regard to the Skills Vision for London proposed by the London Area Review Steering Group (recommended by the Operational Sub-Group)
- suggest content for Vision 2020 through the course of the remainder of the year to enable the January 2017 Board meeting to agree its publication.

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### **1      Background and introduction**

- 1.1      At the last meeting, the Board discussed the merits of developing a vision for young people's education and skills to 2020, noted the parallel development of a Skills Vision for London during the Area review process in London and asked for a report on the progress of discussions on a vision for young people's education and skills in London (taking into account the Skills Vision for London).
- 1.2      This paper provides an update on discussions at the Operational Sub-Group.

### **2      Discussions at the Operational Sub-Group**

- 2.1      The Operational Sub-Group (OSG) has met twice since the last Board meeting. In discussing the Board's position that, if possible, Young People's Education and Skills could offer to take a lead on the objectives for young people set out in the draft Skills Vision for London, developed by the London Area Review Steering Group, the OSG:
  - endorsed the Board's position
  - noted a comparison between the Young People's Education and Skills statement of priorities and the Skills Vision for London (shown at annex 1)
  - expressed its view that London Councils should maintain its focus on participation, achievement and progression
  - suggested that Young People's Education and Skills' vision should take into account boroughs' young people's education and skills strategies (or equivalent,

such as, youth transitions strategies, 14 to 19 strategies). A summary is included as annex 2 to this paper.

- 2.2 The OSG's views and recommendations to the Board are summarised in Annex 3.

### **3 London Area Review Steering Group**

- 3.1 The London Area Review Steering Group meeting of 27 February 2016 received a report on the Skills Vision for London, introduced by the then GLA Deputy Mayor for Education and Culture. The Skills Vision was described as a working document that would be reviewed through the Area Review process and that aimed to identify a high-level list of the challenges faced by London and the further education sector and also to set out a strategic offer for learners, providers, employers and London government in light of the devolution agenda. The meeting discussed comments from various members of the Group and the meeting noted the vision statement. It was not recorded as having been further discussed at the Group's meeting held on 15 June 2016. There would therefore appear to be some scope for the Board to propose to take forward the 'young people' element of the London Area Review Steering Group's vision, though the new Mayor's response to the draft strategy is not known.

### **4 National Policy**

- 4.1 Following the referendum of 23 June 2016 there is a degree of uncertainty regarding key policy areas for education, namely:
- schools funding
  - high needs funding
  - apprenticeships i.e. standards and the levy
  - technical education i.e. the Sainsbury review and the Skills Plan
  - careers education, information, advice and guidance.
- 4.2 In this climate of uncertainty, the Board's previous position of making a bold statement based on the needs of young Londoners would appear to be even more relevant than at the last Board meeting.
- 4.3 The option to develop a vision during the course of the remainder of the year will allow the vision to be adapted to take into account changing circumstances. This will also enable the Young People's Education and Skills team to continue dialogue with boroughs and partners throughout the summer and autumn, and provide Board members with sufficient time to review drafts of the vision document.

### **5 Recommendation**

- 5.1 Board members are asked to agree to:
- develop a vision for young people's education and skills in London to 2020 that has regard to the Skills Vision for London proposed by the London Area Review Steering Group (recommended by the Operational Sub-Group)
  - suggest content for Vision 2020 through the course of the remainder of the year to enable the January 2017 Board meeting to agree its publication.

## Comparison between London Area Review Steering Group's Skills Vision for London (Young People element) and Young People's Education and Skills' Annual Statement Of Priorities 2016/17

London Area Review Steering Group Vision	Young People's Education and Skills Annual Statement of Priorities
All young people will have access to <b>full-time world-class education and training</b> whether at school, college or with an alternative provider.	Young people continue in learning until they are 18, achieve their qualifications and outcomes and move on in life to fulfil their ambitions
This education - including a <b>dynamic curriculum offer informed by employers</b> -will prepare young people to <b>access and excel in the jobs of the future</b> , equipping them with the skills and attributes they need, including resilience, aspiration and entrepreneurialism.	<p>Learning institutions and the business community should work better together to enable more young people to succeed</p> <p>There is sufficient higher level provision to ensure young people gain the skills, experience and qualifications they need to support the future growth of London as a world-class city</p> <p>More young people stay in learning after the age of 17 and go on to achieve good grades in A-Levels and other Level 3 qualifications in subjects that help them move on in life and contribute to the future progress of London, its economy and society</p> <p>The pace of reducing attainment and progression gaps for disadvantaged young Londoners will accelerate as a crucial step to improving social mobility</p>
Young people will be supported to <b>understand the value of acquiring skills for life</b> , so that they become genuinely <b>excited about lifelong learning</b> and recognise the value of continuing to invest in that learning beyond compulsory education.	Young people are better prepared, especially at 17 and 19, for progression to further and higher education and employment
<p>As set out in London Ambitions, young people will receive comprehensive and impartial <b>careers information, advice and guidance</b> from 11-18 providers in the capital. This will provide clear and informed information on both vocational and academic education ensuring young people are fully aware of their learning options, so they make the right choices to suit their needs, and remain in learning at least until the age of 18.</p> <p>As set out in London Ambitions, every young Londoner will also complete at least <b>100 hours experience of the world of work</b> by the time they reach the age of 16 to support their progression.</p>	Learning institutions design and deliver study programmes for all young people that are shaped and owned by young people themselves and which ensure sustained progression outcomes

London Area Review Steering Group Vision	Young People's Education and Skills Annual Statement of Priorities
When they leave school, all young Londoners will <b>have access to a high quality traineeship or apprenticeship, or a place at college or university</b> , and will be supported to choose the progression pathway that is most appropriate for their needs and aspirations.	More young people acquire higher-level skills and qualifications
Londoners up to the age of 25 with special educational needs and disabilities who are in education will have the opportunity to access <b>high quality integrated provision or specialist services</b> .	Young people with special educational needs and disabilities (SEND) - and their families - have the same choice and control over their futures as all other young Londoners
	London's European Structural and Investment Funds (ESIF) Programme enables the most vulnerable young people to access the support they need to acquire the skills that will enable them to get into and get on in work.

## Summary of borough strategies relevant to Young People's Education and Skills

### Introduction

Borough's approaches reflect their unique organisation of children and young people services (for example, some put emphasis on school improvement while others stressed the importance on progression into employment) and population changes.

However, there were a number of common themes across the sample of strategies that were reviewed. These reflected the priorities of participation, achievement and progression and demonstrated the progress in adopting the recommendations of the 2014 report "17+ Participation, Attainment and Progression in London" (produced by the University of London Institute of Education for the Young People's Education and Skills Board). These recommendations are:

- The need for a pan-London focus on 17+ participation, attainment and progression
- A Post-16 London Challenge to: address institutional and borough variation; share effective practice in student-focused teaching, learning and assessment strategies; raise standards through partnership-working.
- Effective Careers Education, Information Advice and Guidance (CEIAG).
- A greater focus on building in progression skills at KS4
- Increasing the supply of high quality vocational (or mixed academic/vocational) L3 provision and apprenticeships
- Developing planned 'three-year sixth' programmes

Boroughs' strategies and plans therefore cover the following:

### **1 NEET and NEET prevention - the quality of employment opportunities for young people**

Borough ambitions include increasing (or maintaining) the proportion of 16 to 19 year-olds in education, employment and training so that the borough would be a national leader (some boroughs expressed this as being in the top decile or quartile). Increasing the proportion of young people accessing work experience was also mentioned. Some officers leading on 14 to 19 had objectives for working more closely with counterparts in other departments in their authority who have responsibility for regeneration and employment.

### **2 Data**

Boroughs want to formalise the release of data to schools as the basis of their local partnerships. Examples of data include: Risk of NEET Indicators (RONIs) based on the indicators developed by the Fischer Family Trust; comparative achievement data at Key Stage 4 and Key Stage 5; progression data. Sharing data with Jobcentre Plus was also mentioned by one borough

### **3 Outreach/marketing**

Some boroughs mentioned the use of social media to communicate better with young people and promote the benefits of learning, the range of opportunities on offer, or the support available through the National Careers Service.

### **4 Economic growth that improves the quality and quantity of jobs for young people, especially apprenticeships**

Boroughs with specific objectives on employment generally wanted to see increases in the take-up of apprenticeships, so that the proportion of young people in their borough on apprenticeships and their success rate would be above the London averages.

## **5 Equitable service to vulnerable groups - narrowing gaps**

Definitions of 'vulnerable groups' varied from borough to borough, which demonstrated the depth of analysis of need that takes place locally. Some of the groups mentioned were clearly unique to individual boroughs, but Looked-After Children, Young Offenders, Teenage Parents, young people in Pupil Referral Units and young people with special educational needs and disabilities were recurring priority groups.

## **6 Access to Higher Education (HE)**

Most boroughs recognised the changing pattern of employment in the London economy and the history of their residents entering HE. Most boroughs particularly acknowledged the high level of skills that continue to be demanded and the ever-increasing need to raise skills levels beyond statutory entitlements (Level 2 and Level 3).

## **7 Continued growth in participation for 16 and 17 year-olds**

Tracking featured prominently in many borough plans, particularly in ensuring that the entire Year 11 cohort received an early September offer. The need to address drop-out/churn at age 17 also featured (see below).

## **8 Transitions at age 17**

Boroughs' analyses of the young people who left learning before the statutory participation age confirmed that leavers at age 17 remains a considerable issue. There are concerns that changes in the education system could exacerbate this issue if non-A Level routes/pathways remain opaque and poorly articulated.

## **9 Attainment by the age of 19**

Most boroughs used achievement of Level 2 and Level 3 at 19 as their key performance indicator. However, it is unclear whether these will be reviewed in the light of the emergence of other indicators such as Attainment 8 and Progress 8. Significant changes to performance measures (from Key Stage 2 upwards) will need to be taken into account in forward planning, particularly when considering target setting.

## **10 Careers education, information, advice and guidance (CEIAG)**

Borough strategies and plans mentioned the need to improve CEIAG; some had specific improvements in mind that were unique to their borough's schools and colleges, but most linked improvements in CEIAG to improving choice and student retention. Accessing and sharing effective practice was a common aim. London Ambitions is already featuring on some boroughs plans.

## **11 Skills training**

Some boroughs are seeking to react locally to the need for a richer offer of vocational learning to residents. In one case, increasing places for Foundation Learning was a priority.

## **12 Special educational needs and disability**

Generally speaking, boroughs' plans included not only the embedding of the recent special educational needs and disability (SEND) reforms, but also: evaluating the use of High Needs Funding to ensure its effective use; taking action specifically to reduce the number of young people with SEND who are NEET; defining and communicating the Local Offer; ensuring better life outcomes for young people.

## **13 Schools improvement, curriculum and teacher/school leadership training**

Some boroughs had specific actions around increasing as well as improving pathways into HE and employment available specifically within their borough. Where borough officers with lead responsibility for 14 to 19 sat within their boroughs' schools improvement function, sharing good practice featured within their plans.

## **A summary of the Operational Sub-Group's discussion on 'Vision 2020' (10 June 2016)**

The Operational Sub-Group recommends that Young People's Education and Skills Board's 'Vision 2020' should:

- Succinctly describe the 'shape' of young person we want to go out into the world.
- Construct its evidence base around the shape of the world that young people will be going into in 2020.
- Set out the overall goals the Young People's Education and Skills Board has for young people - the Annual Statement of Priorities should outline the means by which these goals could be achieved, thus preserving a direct link with the vision statement on an annual basis.
- Focus on implementing the objectives for young people in the London Area Review Steering Group's 'Skills Vision for London' through emphasis on participation, achievement and progression.
- In particular, give more emphasis to progression pathways, relevant to the world of work, for all young people.
- A vision document should recognise the areas for development within the current education (and progression) system and set out aspirations to address them.
- Consideration should be given to focusing on a smaller number of areas or even specific issues such as vulnerable children - narrowing the gap must be a key priority
- The future local authority role in education, the consultation on which is expected later this year, would create new challenges for the education system, especially the accountability of learning institutions. Utilising the strength of the Board's membership would become increasingly important to support delivering the Young People's Education and Skills Board Vision.

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# Young People's Education and Skills Board

## Policy Update

Item No: 6

**Date:** 14 July 2016

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**Summary** This paper outlines the key changes affecting 14 to 19 policy since the last Young People's Education and Skills Board.

**Recommendation** Board members are asked to note the information in this paper.

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### **1 Regional Schools Commissioners: Education Select Committee publishes government response<sup>1</sup>**

- 1.1 Regional Schools Commissioners (RSCs) were appointed in 2014 with responsibility for approving and monitoring academies and free schools in their region. The Education Committee reported to the House on the role of Regional Schools Commissioners (RSCs), in its First Report of Session 2015-16 on 20 January 2016.
- 1.2 The report investigated issues around the expanding role of RSCs, their resources, capacity, impact and accountability as well as the government wanting to give greater powers to RSCs to intervene in academies and grant maintained schools. The Committee outlined a number of concerns, and recommended that the government:
  - clarify the role of RSCs and how it will develop in the near future;
  - review and increase the number of schools commissioners; and,
  - as a matter of urgency, clarify the respective roles of local authorities and RSCs in relation to academies.
- 1.3 The government's response was published on 20 April 2016. The response addressed the recommendations and outlined future work to improve the overall RSC roll.
- 1.4 London Councils welcomes the Education Select Committee investigation into RSCs and their role in the education system. RSCs are a part of the London education system and it is important all schools continually improve. With responsibility of academies sitting with RSCs, there is a need for appropriate mechanisms to be in place to address under-performance as well as a clear understanding by all, of the roles of local authorities, Ofsted and RSCs.
- 1.5 With government ambitions for all schools to become academies and the Education for All Bill seeking to further develop the role and remit of RSCs (in light of the White Paper Educational Excellence, Everywhere), it is likely that the actions of RSCs will be scrutinised in greater detail and with greater frequency.

## 2 Success as a Knowledge Economy: Teaching Excellence, Social Mobility and Student Choice<sup>2</sup>

- 2.1 In November 2015 the government published the Green Paper Fulfilling our Potential: Teaching Excellence, Social Mobility and Student Choice which outlined proposals to reshape the HE landscape, raise standards and increase competition in the sector. The Green Paper received over 600 responses, which were published on 16 May 2016 alongside a Higher Education White Paper - Success as a Knowledge Economy: Teaching, Social Mobility and Student Choice.
- 2.2 The White Paper echoes the proposals in the Green Paper and focuses on three main areas: creating a competitive market, choice for students and updating the regulatory architecture. The Papers main proposals are:
- **Challenger Institutions**, formerly known as Alternative Providers of Higher Education (HE), will be allowed quicker and easier access to both entering the HE market, and the process for awarding their own degrees.
  - **A new Office for Students (OfS)**, will handle the existing duties of the Higher Education Funding Council for England and the Office for Fair Access, and will oversee market exit/entry via the new single entry route for providers. It will be operational from the 2018/19 academic year.
  - **The Teaching Excellence Framework (TEF)**, will measure the quality of teaching at Higher Education Institutions (HEIs), allowing providers access to inflationary increases in tuition fees. Although a basic TEF will begin in 2016/17, a trial year of the full assessment will not begin until 2017/18.
  - The government states it will consider the future of technical qualifications at higher levels following **Lord Sainsbury's review, which will be published later in the summer. The government will respond in the form of a 'Skills Plan'**, which will ensure the whole education and training system is focused on implementing its proposals.
- 2.3 The proposals in the White Paper have been included in the Higher Education and Research Bill, which was presented in Parliament on 19 May 2016. The Bill and accompanying documents are available on the Parliament website at [Higher Education and Research Bill 2016-17](#).
- 2.4 The higher education White Paper proposes a significant reshaping of the higher education landscape. The government's commitment to a diverse and world-leading higher education system is supported by local government. It is vital that as the Bill passes through parliament to provide the legislative framework to implement the White Paper there is sufficient opportunity for stakeholders to comment on proposals. For instance, there are concerns that institutions could increase their fees above inflation, which would risk participation from particular groups of society at those institutions with the highest fees.

## 3 What causes variability in school-level GCSE results year-on-year?<sup>3</sup>

- 3.1 Since 2013, Ofqual has looked at the pattern of variability in outcomes of schools and colleges (centres) for particular GCSE subjects as one way of understanding the extent of volatility in the system. Overall, in years when specifications and overall cohorts are stable, one might expect the majority of centres with entries in successive years to have very similar outcomes

- 3.2 While it was found that independent and selective centres consistently exhibited the least variation, both in terms of entry and variability in outcome, the profiles of other centre types' variability were broadly similar. The results from city academies and secondary comprehensive Community, Voluntary Aided Controlled centres were very similar to each other with almost identical centre variability. Other centre types were found to generally show more centre variability although this could be a result of the smaller number of centres.
- 3.3 Although centres with higher proportions of students entitled to free school meals were associated with lower outcomes at GCSE, this was found to have no bearing on a centre's variability year-on-year. Any attempt to explain a centre's variability must consider the individual circumstances surrounding each centre in far more detail. Centres generally exhibit less variability when their entry size is stable; an indirect measure of pupil ability being more consistent. This suggests changes in pupil ability between cohorts should be considered.
- 3.4 Ofqual intend to conduct further, more sensitive, analysis when student level data for prior attainment, free school meal eligibility and the deprivation index become available to better understand whether these systematic factors are associated with year-on-year variability.
- 3.5 London Councils welcomes this research by Ofqual to support existing literature about school performance and awaits the outcomes of the granular study.

#### **4 Association of Employment and Learning Providers/Pearson report: Routes into Work – it's alright for some<sup>4</sup>**

- 4.1 The study 'Routes into work - it's alright for some', is intended to explain why youth unemployment has remained stubbornly high as the economy recovers. A key issue identified was the mismatch between young people's career ambitions and the number of jobs available in particular sectors.
- 4.2 The report stated that there is a need for a better understanding of whether too many young people apparently prepare themselves for work in popular sectors where the odds against finding work are high because they lack labour market information, or whether they have accurate information but ignore it.
- 4.3 The research found that at present, too many young people still find themselves drifting, dropping out and making the wrong learning or job choices. The report cited research carried out in 2013 by the Education and Employers Taskforce, which found one in five teenagers surveyed wanted to work in culture, media and sport, fields which account for just 2.4 per cent of opportunities.
- 4.4 The call for research into young people's knowledge of the labour market was one of 12 recommendations put forward in the report. Additionally, improving the quality of this information was the focus for a number of recommendations in the report, including ensuring school pupils and their parents are aware of all post-16 options, and developing a range of actions to take against schools that do not provide this information.
- 4.5 Other recommendations included greater promotion of apprenticeships as pathways to work, with the report highlighting the important role work-based learning plays in helping young people not in education, employment, or training to find jobs.
- 4.6 At this time, an independent panel on technical education, chaired by Lord Sainsbury, is advising government on how to set England's technical education system on a par with the world's best. The panel aims to make recommendations for a simplified, high-status system with a framework of clear progression routes that lead from school to skilled employment, with employer-led bodies setting standards.

- 4.7 The research report evidences concerns previously raised at Operational Sub-Group and Young People's Education and Skills Board meetings. London, through the development of London Ambitions is proactively addressing a number of the issues raised in this report to help young people make informed choices about further learning and work.

## **5 Post-16 education and training institutions: Restructuring Facility<sup>5</sup>**

- 5.1 The Department for Education recently announced a Restructuring Facility; funding for further education or sixth form colleges that are impacted by a substantive area review recommendation and are unable to fund the change themselves.
- 5.2 Transition Grants of £50k or £100k are available to ensure colleges are able to access change management skills and have the capacity to make the changes at the pace required. The process and principles for the Restructuring Facility and its links to the wider Area Review process are set out in the [updated guidance on area reviews](#) published in March 2016.
- 5.3 Based on some aspect of the restructuring facility guidance it appears that these Grants may be negotiated as loans.
- 5.4 It is important to note that the updated guidance on area review is clear that support through restructuring facility funding is time limited and that no further support would be available from government once restructuring is complete. The government expects that funding agencies, local areas with devolution powers and Local Enterprise Partnerships will only fund institutions that are taking action to ensure they can provide a good quality offer to learners and employers, and which are financially sustainable for the long term. There will be proposals to introduce an insolvency regime to protect learners, and provide equitable treatment for creditors should a college reach an insolvent position after the review process is complete.
- 5.5 Area reviews are likely to lead to some mergers, which will require significant upfront (and medium-term) investment. Limited government funding to support colleges may provide short-term assistance, but further consideration will need to be given to on-going support colleges may need to ensure a robust and varied learning and skills offer for young people and adults.

## **6 Education Workforce**

- 6.1 School and college workforce challenges have come under increasing scrutiny in recent months with the publication of two reports from separate bodies. Firstly, the House of Commons Committee of Public Accounts' Training new teachers<sup>6</sup> report was published on the 10 June.
- 6.2 The Committee expressed their disappointment that the Department for Education missed its targets to fill teacher training places four years running, with significant shortfalls in some subjects. One consequence of shortfalls is that a significant proportion of lessons in some important subjects are being taught by teachers without relevant post-A-level qualifications.
- 6.3 The Committee also found that, from its national vantage point, the Department does not understand, and shows little curiosity about, the size and extent of teacher shortages around the country and assumes headteachers will deal with gaps. The report calls for an urgent review of teacher training in England.

- 6.4 Secondly, the Education and Training Foundation (ETF) commissioned Frontier Economics to produce a report Workforce data across the Further Education sector 2014/15 – Summary of findings from analysis of administrative and survey data<sup>7</sup>. The research findings show that the Further Education workforce has been declining for the last few years. College accounts data shows that the workforce in General Further Education colleges had fallen by around 9 per cent or 12,000 full-time equivalents in the last three years. The college workforce now stands at 124,609 full-time equivalents.
- 6.5 Concerns about teacher recruitment have been raised by the Young People's Education and Skills Board; these reports highlight the scale of the challenge not only in schools but also Further Education. To address this it is likely a two pronged approach is required, boosting the recruitment of new teachers and, at the same time, retaining existing teachers. This is will particularly important as the English Baccalaureate curriculum will create demand for teachers with specific specialisms and the requirement for continued Study of English and mathematics GCSEs post-16 continues to put recruitment pressure on colleges
- 6.6 The Association of London's Directors of Children's Services, the Greater London Authority and London Councils through the London Education Officers Group continue to raise teacher recruitment challenges with the Department for Education.

## **7 Sub-Committee on Education, Skills and the Economy - Careers education, information, advice and guidance<sup>8</sup>**

- 7.1 The House of Commons Sub-Committee on Education, Skills and the Economy is formed from sub-committees of the Education Committee and the Business, Innovation and Skills Committee. It aims to bring together committee members to examine issues around education and skills, and how they impact upon business and the economy.
- 7.2 The first joint report of the Committees concerns careers education, information, advice and guidance and was published on 5 July.
- 7.3 The Sub-Committee found that too many young people are leaving education without having had the chance to fully consider their future options or how their skills and experiences fit with opportunities in the jobs market.
- 7.4 It also judged that a host of policy changes, initiatives and new bodies introduced in recent years have failed to make serious improvements and in some cases have even been counter-productive.
- 7.5 It has identified a number of areas that the government's imminent careers strategy should focus on:
- Providing incentives for schools to improve their careers provision and mechanisms for holding to account those that fail to do so
  - Taking steps to untangle the complex web of national organisations and to create efficiencies by bringing funding streams into line
  - Bringing greater coherence to the unruly market of organisations and websites offering careers information, advice and guidance services
  - Ensuring advice and guidance is grounded in accurate information about the labour market
  - Giving young people the opportunity to understand better the world of work, through encounters with employers and meaningful work experience opportunities

- 7.6 The report highlights as examples of good practice St Marylebone School and Westminster Kingsway College in London.
- 7.7 London Councils provided evidence to the committee, citing predominantly the work of London Ambitions. The Sub-Committee's recommendations endorse the key recommendations of London Ambitions, particularly the focus on experience of work, although the committee's recommendation in this regard is limited to key stage 4 and key stage 5. This is somewhat disappointing given the evidence-base indicates strongly that schools should expose children and young people to the changing world of work from an early age.
- 7.8 The report recommends that Ofsted's role should be strengthened, and "schools downgraded if careers provision is not effective". A stronger accountability framework needs to be matched; however, with appropriate performance incentives - and funding - for schools to deliver quality careers provision. The Young People's Education and Skills Board has made this argument since the duty for careers guidance was passed to schools in 2012. The Committee points towards strengthening quality assurance frameworks.
- 7.9 One recommendation suggests a significant structural change in careers support for young people and adults i.e. to bring the National Careers Service under the umbrella of the Careers and Enterprise Company (CEC). The company, funded by government, is an independent organisation yet to prove itself fully in working effectively with young people in the careers marketplace. As yet, it is not known whether the Board and CEO welcome a new focus on adults. This may be a distraction to its stated remit.
- 7.10 Whilst some rationalisation in the confusing careers marketplace is to be welcomed, the extent to which this proposed restructure could destabilise adult careers provision will need careful monitoring. There is a potential danger that careers professionals' work could be further eroded.

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<sup>1</sup> <http://www.publications.parliament.uk/pa/cm201516/cmselect/cmeduc/975/975.pdf>

<sup>2</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/523546/bis-16-265-success-as-a-knowledge-economy-web.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/523546/bis-16-265-success-as-a-knowledge-economy-web.pdf)

<sup>3</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/518409/Variability\\_in\\_Individual\\_Schools\\_and\\_Colleges\\_2016.docx\\_-\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/518409/Variability_in_Individual_Schools_and_Colleges_2016.docx_-_FINAL.pdf)

<sup>4</sup> <https://qualifications.pearson.com/content/dam/pdf/News/new-apprenticeships/AELP-Pearson-routes-into-work.pdf>

<sup>5</sup> <https://www.gov.uk/government/publications/post-16-education-and-training-institutions-apply-for-financial-support-for-area-reviews>

<sup>6</sup> <http://www.publications.parliament.uk/pa/cm201617/cmselect/cmpubacc/73/73.pdf>

<sup>7</sup> [http://www.et-foundation.co.uk/wp-content/uploads/2016/06/RPT-summary-of-workforce-reports\\_for-publication-PC.pdf](http://www.et-foundation.co.uk/wp-content/uploads/2016/06/RPT-summary-of-workforce-reports_for-publication-PC.pdf)

<sup>8</sup> <http://www.publications.parliament.uk/pa/cm201617/cmselect/cmese/205/205.pdf>

# Young People's Education and Skills Board

## Raising the Participation Age (RPA) – Participation Report

Item no: 7a

<b>Report by:</b>	Peter O'Brien	<b>Job Title</b>	Regional Commissioning Manager
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<b>Summary</b>	This paper provides information on London's position with regard to Raising the Participation Age.		
<b>Recommendations</b>	Board members are asked to note the content of the report.		

### 1 Background and introduction

- 1.1 This paper provides Board members with information on London's position with regard to Raising the Participation Age (RPA). All young people are required to continue in education and training until their 18<sup>th</sup> birthday (RPA does not apply if a young person has already attained a level 3 qualification).
- 1.2 Participation figures are published quarterly by the Department for Education (DfE). Not engaged in education, employment or training (NEET) and activity not known figures are reported from the National Client Caseload Management Information System (NCCIS<sup>1</sup>) and are unpublished. These figures are available to local authorities on a monthly basis. Figures in this report are shown for 'academic' age (school years 12, 13 and 14).
- 1.3 Information from the 16 to 24 NEET Statistics Quarterly Brief, which provides estimates of the proportion of 16 to 24, 18 to 24 and 19 to 24 NEET, is also included in this report.

### 2 Participation

- 2.1 On 9 March 2015 the DfE published 16 and 17 year old participation data that highlights where participation is rising, static or falling. The data also provides a breakdown by type of participation, age, gender and ethnic group. The report contains information up to December 2015 and the next update is due in July 2016.
- 2.2 London's participation in December 2015 was 92.2 per cent, an improvement of 0.3 percentage points from the previous December, but a fall of 0.9 percentage points from the June 2015 position (1.3 percentage points since March 2015). London's participation is 1.0 percentage point above the national figure (see Table 1). The majority of 16 and 17 year olds in London (88.8 percent) were participating in full-time education and training, which is 4.8 percentage points higher than the national figure; although a smaller proportion than nationally were participating in Apprenticeships and employment with training (see Table 2). The percentage participating at age 16 in London was higher than those participating at 17 by 5.4 percentage points (see Table

<sup>1</sup> Details held on NCCIS can be used by local authorities to compare and benchmark performance against other areas. The DfE uses this information for analysis and monitoring.

3) – please note: Although the participation rate between December 2014 and December 2015 increased or was broadly static in the majority of London local authorities, it decreased in 13 boroughs and the largest decrease was 8.9 percentage points (see also Annex 1).

Table 1: Participation - percentage over time: proportion of 16-17 year-olds in education and training, December 2015 (source DfE)

Region	Dec 2014	Mar 2015	Jun 2015	Dec 2015	Percentage point change in the last 12 months	
England	90.2%	90.6%	89.5%	91.2%	1.0%	↗
London	92.0%	93.5%	93.1%	92.2%	0.2%	↗

Table 2: Participation - percentage by type of activity, December 2015 (source: DfE)

Region	Proportion of 16 and 17 year olds recorded as participating in:					
	Full time education and training	Apprenticeship	Work based learning	Part time education	Employment combined with training	Other
England	84.0%	5.0%	1.3%	0.2%	0.6%	0.2%
London	88.8%	2.3%	0.6%	0.2%	0.2%	0.1%

Table 3: Participation - percentage by age and gender, December 2015 (source: DfE)

Region	Percentage 16 year olds recorded as participating in education or training			Percentage 17 year olds recorded as participating in education or training		
	Female	Male	Total	Female	Male	Total
England	95.5%	94.3%	94.9%	88.8%	86.3%	87.5%
London	96.6%	94.6%	95.3%	90.6%	87.9%	89.3%

### 3 NEET and Activity 'Not Known'

- 3.1 The May 2016 not in education, employment or training (NEET) percentage for London is 3.4 per cent, the same as in April but still below the national average of 4.4 per cent (also unchanged since March). The percentage of young people whose participation status was 'not known' in May was 7.4 per cent, up from the 7.2 per cent reported in April. London remains above the national average figure, which was 6.6 per cent in May; 0.4 percentage point higher than in April (see Tables 4 and 5).
- 3.2 The percentage of 16 to 18 year olds who were NEET and activity 'not known' varies significantly between boroughs, ranging from 1.4 per cent to 6.8 per cent for NEET and 1.2 per cent to 19.0 per cent for participation status 'not known' (excluding the City of London) (see Annexes 2-5).
- 3.3 The three month average comparison between 2015-16 and 2014-15 shows a lower percentage for NEET than last year and the same level of participation status 'not known' as last year.

Table 4: Percentage of 16-18 year olds who are NEET for the past three months for 2014-15 and 2015-16 (source: NCCIS)

Region	2015-16				2014-15			
	Mar-16	Apr-16	May-16	Ave	Mar-15	Apr-15	May-15	Ave
England	4.3%	4.4%	4.4%	4.4%	4.8%	4.8%	4.8%	4.8%
London	3.3%	3.4%	3.4%	3.4%	3.5%	3.5%	3.6%	3.5%



Table 5: Percentage of 16-18 year olds whose participation status is 'not known' for the past three months for 2014-15 and 2015-16 (source: NCCIS)

Region	2015-16				2014-15			
	Mar-16	Apr-16	May-16	Ave	Mar-15	Apr-15	May-15	Ave
England	6.0%	6.2%	6.6%	6.2%	6.5%	6.7%	7.1%	6.8%
London	7.1%	7.2%	7.4%	7.3%	6.9%	7.0%	7.5%	7.1%

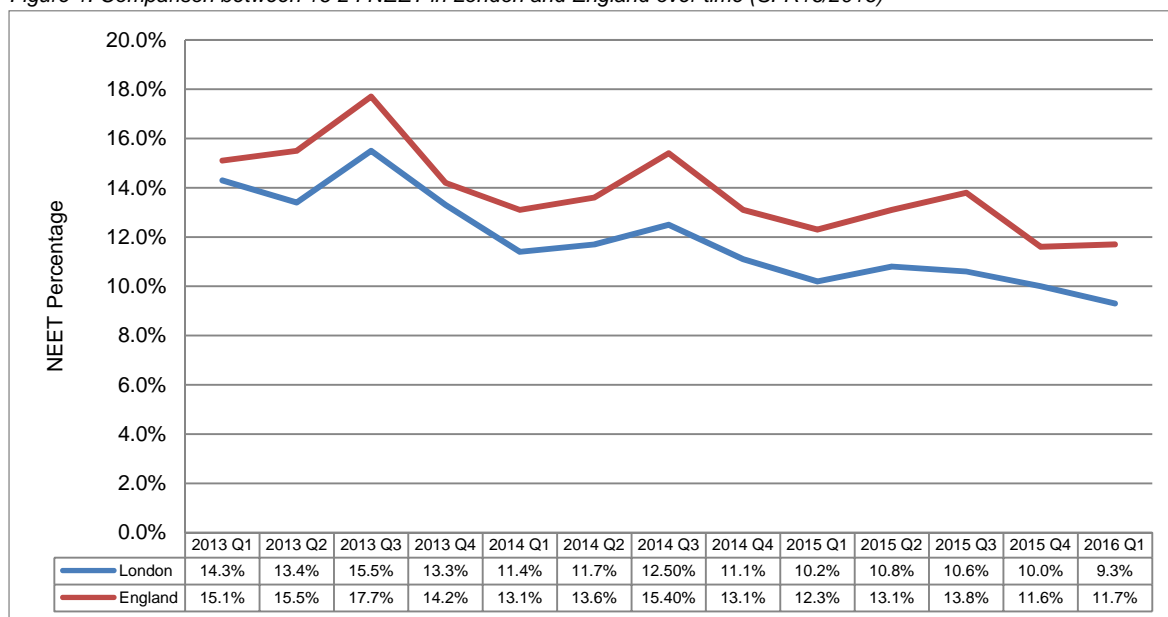
#### 4 16-24 NEET Statistics Quarterly Brief (SFR16/2016 dated 26 May 2016, Quarter 1 [January to March 2016] – latest available from [gov.uk](http://gov.uk))<sup>2</sup>

- 4.1 Both the volume and percentage of 16 to 24 year olds who were NEET in Quarter 1 of 2016 in London have decreased since Quarter 4 of 2015 and are lower than the same quarter last year (see Table 6). The London NEET percentage remains below the national figure and the gap is once again more than two percentage points (see Table 6 and Figure 1). However, the reduction of 0.4 percentage point between Quarter 4 and Quarter 1 is the lowest rate of improvement between these quarters since Quarter 4 of 2007 and Quarter 1 of 2008.
- 4.2 The percentage of 18 to 24 year olds who were NEET in Quarter 1 of 2016 in London has also decreased since Quarter 1 of 2015 and it too is lower than the same quarter last year and more than three percentage points lower than the national average. The percentage of 19 to 24 year olds who were NEET in Quarter 1 of 2016 in London is lower than the same quarter last year and Quarter 4 of 2015. It is nearly three percentage points lower than the national figure (see Tables 7 and 8).

Table 6: Estimated number and proportion of 16-24 year-olds NEET (SFR16/2016)

Region	Quarter 1							
	2013		2014		2015		2016	
	Volume	%	Volume	%	Volume	%	Volume	%
England	906,000	15.0%	776,000	13.0%	740,000	12.9%	705,000	11.7%
London	132,000	14.2%	102,000	11.4%	106,000	10.1%	95,000	9.3%

Figure 1: Comparison between 16-24 NEET in London and England over time (SFR16/2016)



<sup>2</sup> The 16-24 NEET Statistics Quarterly Brief combines the Participation Statistical First Release, the Quarterly Labour Force Survey and 16-18 NEET statistics from NCCIS to create a profile of the NEET 16-24 age group. The next update is due on 25<sup>th</sup> August 2016 (provisionally).

Table 7: Estimated number and proportion of 18-24 year-olds NEET (SFR16/2016)

Region	Quarter 1							
	2013		2014		2015		2016	
	Volume	%	Volume	%	Volume	%	Volume	%
England	838,000	17.6%	728,000	15.4%	693,000	14.6%	650,000	13.6%
London	122,000	16.4%	97,000	13.5%	88,000	11.8%	81,000	10.4%

Table 8: Estimated number and proportion of 19-24 year-olds NEET (SFR16/2016)

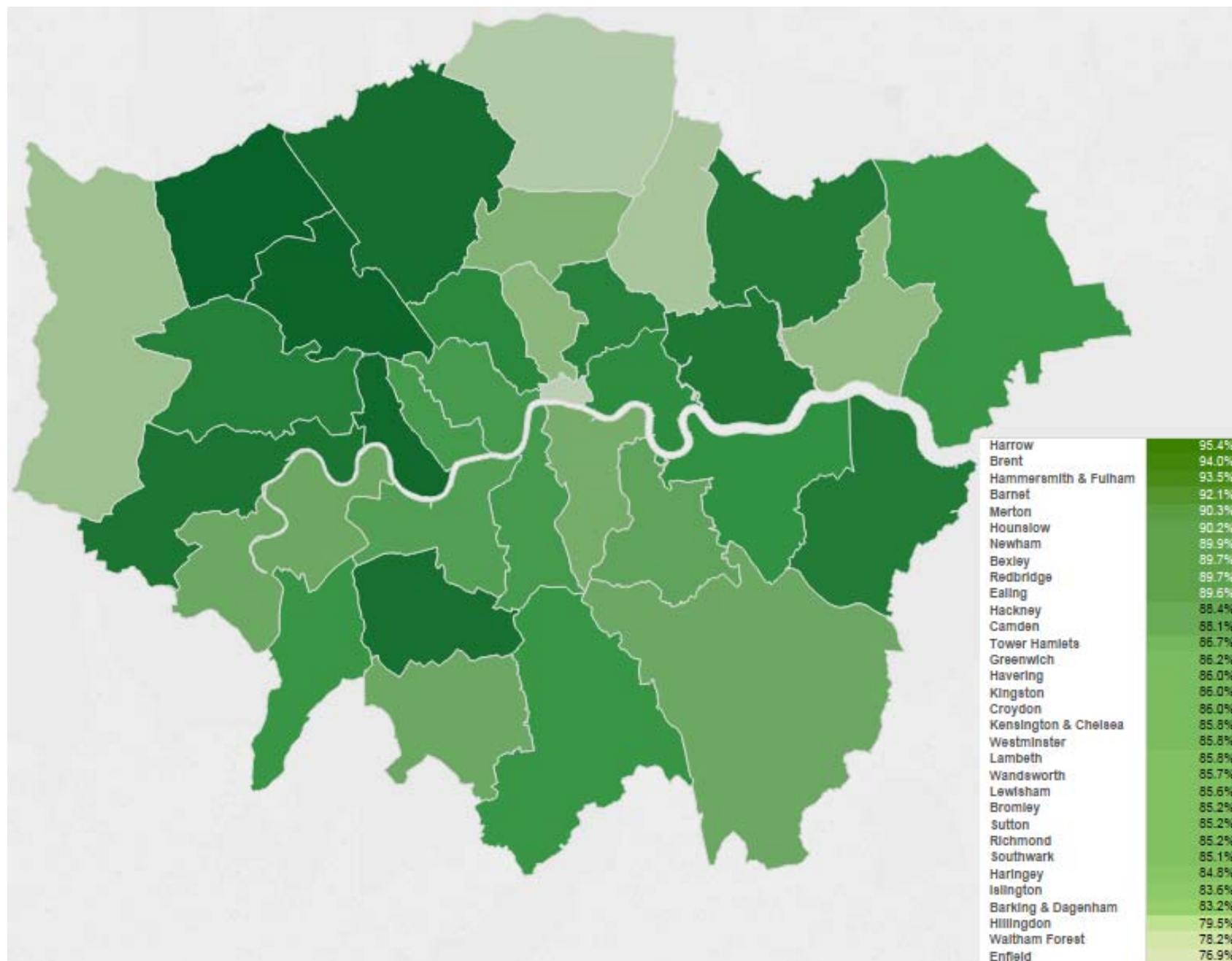
Region	Quarter 1							
	2013		2014		2015		2016	
	Volume	%	Volume	%	Volume	%	Volume	%
England	748,000	18.1%	649,000	17.1%	605,000	15.9%	585,000	14.0%
London	108,000	16.4%	86,000	13.4%	80,000	12.2%	76,000	11.1%

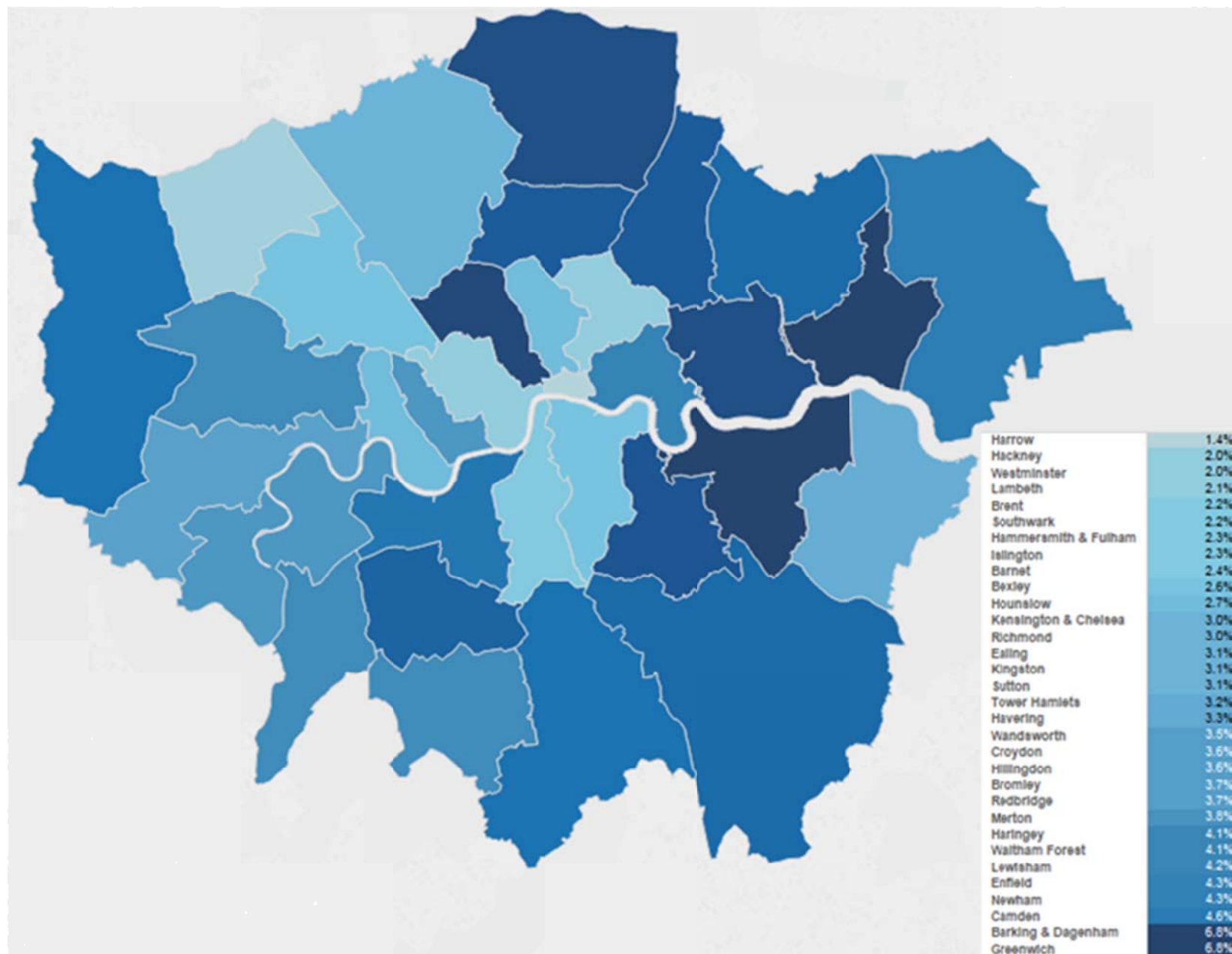
## 5 Annual NEET Statistics

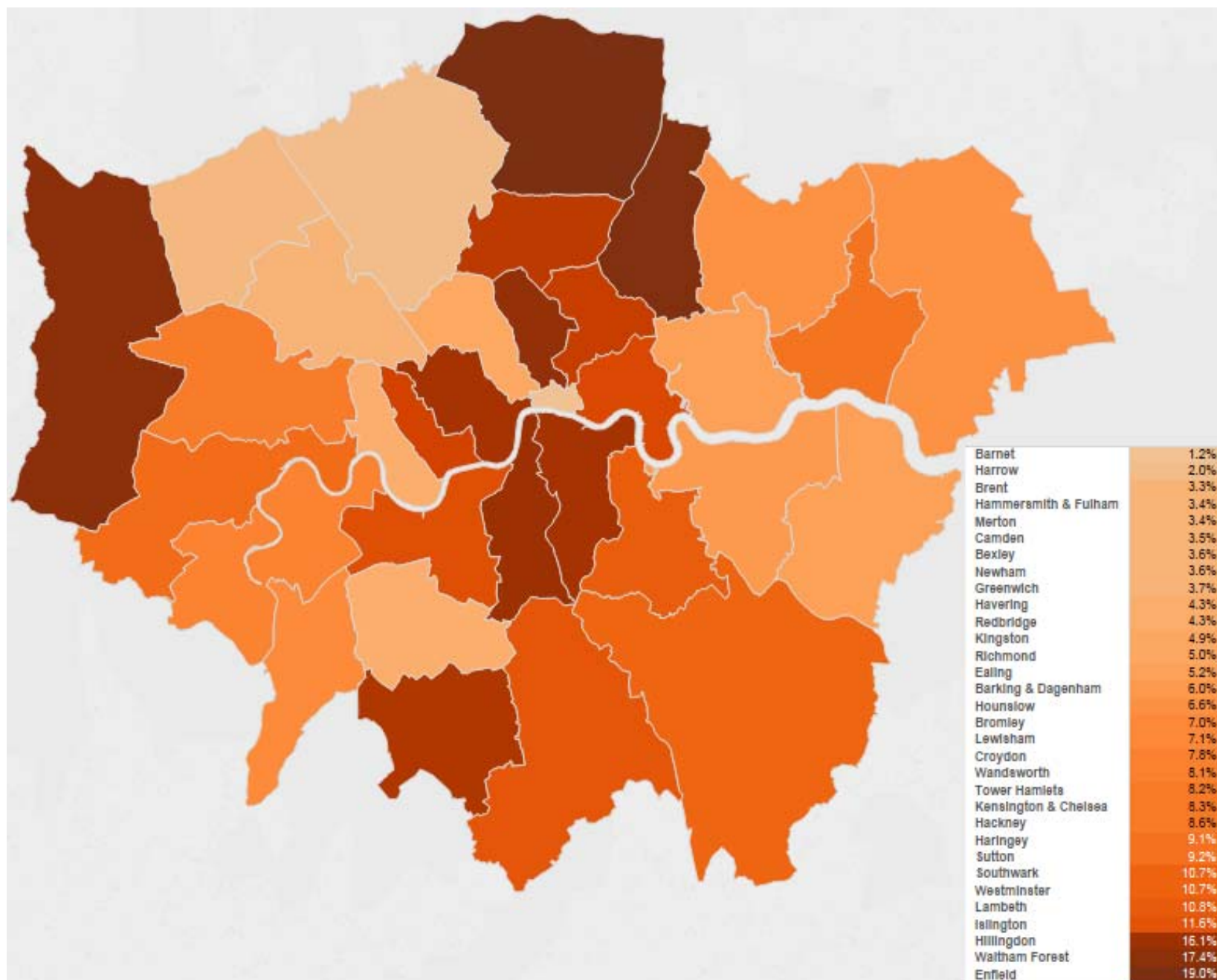
- 5.1 On 12 May, the government published the annual NEET statistics for each local authority. The figures for London are attached at Annex 6 and are based on information provided by local authorities about young people's participation in education or training in their area. They are an average for November to January each year and tend to be lower than those in the official statistical release on young people in England who are NEET because they:
- only include young people who are known to their local authority (i.e. those who were educated in government-funded schools)
  - do not count as NEET those young people who are taking a gap year or are in custody
  - depend on the quality of each local authority's data collection.
- 5.2 These figures are useful as they are commonly used as baselines for judging year-on-year progress in reducing NEET.

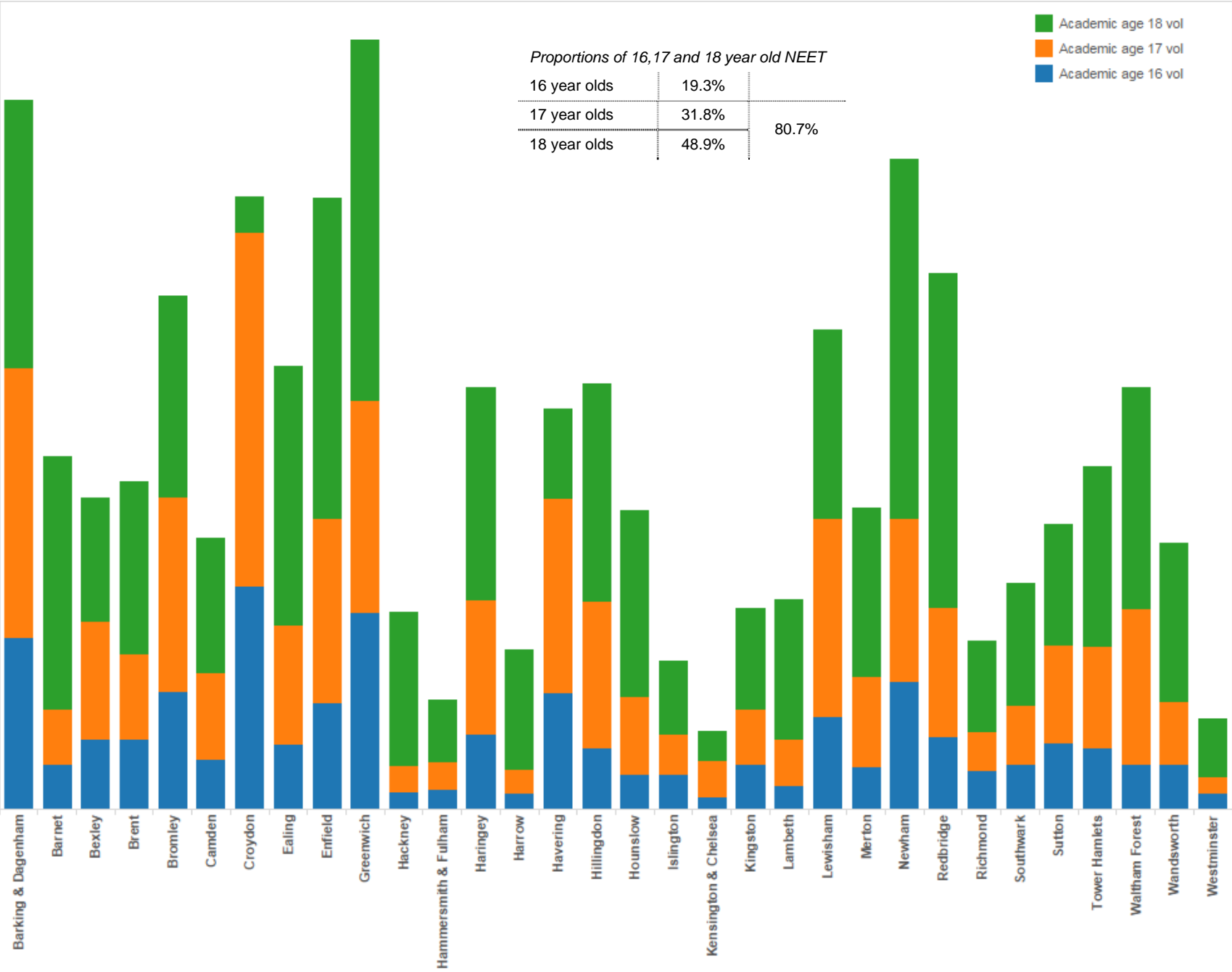
## 6 Recommendations

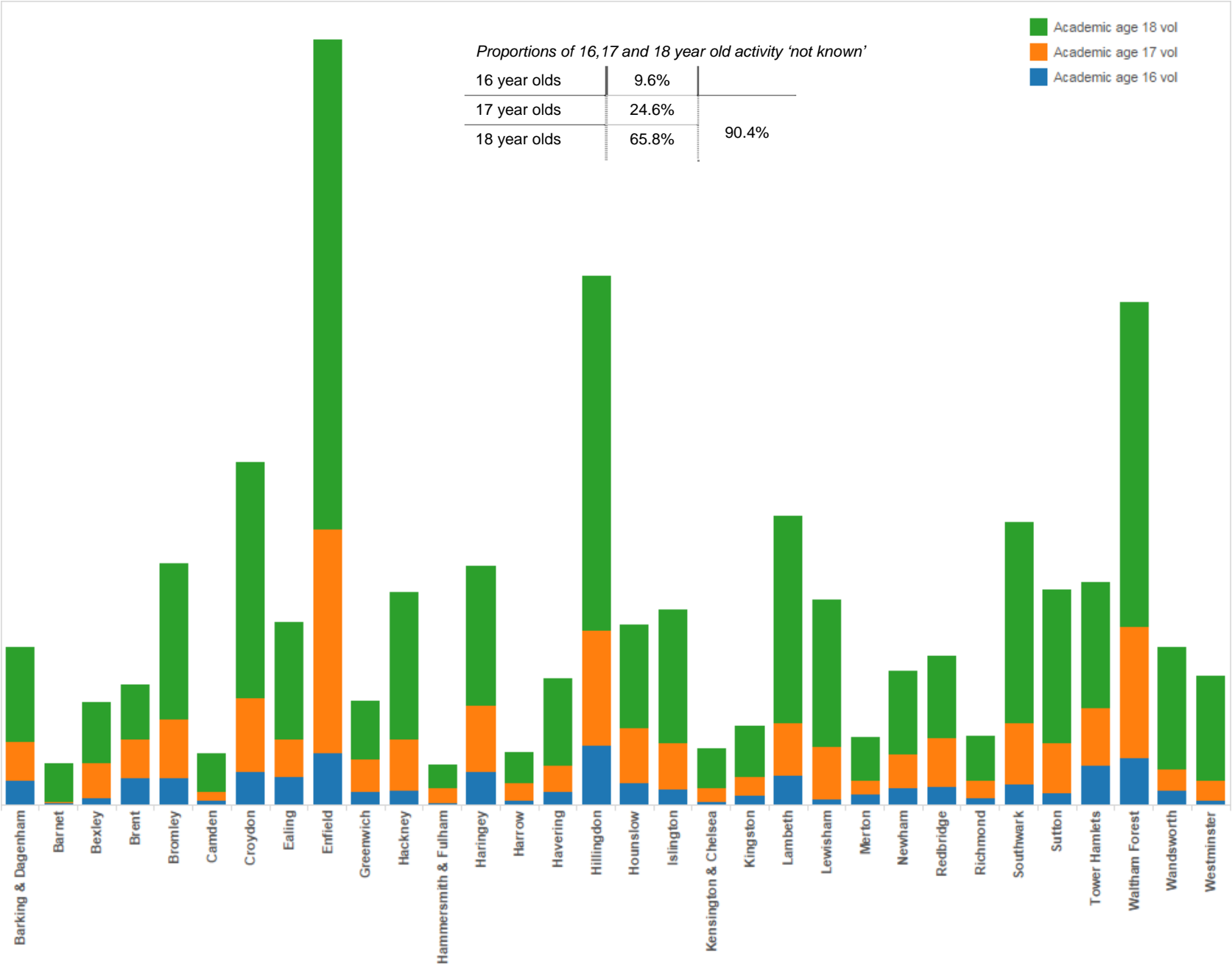
- 6.1 Board members are asked to note the content of the report.













	16-18 year olds known to the local authority	16-18 year olds NEET <sup>3</sup>		% whose activity is not known
		Estimated number	%	
<b>LONDON</b>	<b>256,780</b>	<b>7,890</b>	<b>3.1%</b>	<b>10.4%</b>
Barking & Dagenham	8,010	460	5.8%	9.4%
Barnet	10,860	220	2.0%	5.1%
Bexley	8,790	240	2.8%	4.5%
Brent	10,840	240	2.2%	2.8%
Bromley	10,490	360	3.4%	6.8%
Camden	4,410	190	4.4%	7.9%
City of London	260	-	0.0%	0.8%
Croydon	13,930	400	2.9% *	16.1%
Ealing	10,880	350	3.2%	5.9%
Enfield	12,360	440	3.5% *	21.8%
Greenwich	8,450	520	6.2%	5.7%
Hackney	7,560	190	2.5%	10.9%
Hammersmith & Fulham	3,460	80	2.4%	2.8%
Haringey	8,130	290	3.6% *	18.0%
Harrow	8,110	120	1.4%	1.4%
Havering	8,920	300	3.4%	4.2%
Hillingdon	10,060	280	2.8% *	22.2%
Hounslow	8,330	210	2.5%	3.5%
Islington	5,140	110	2.2% *	13.1%
Kensington & Chelsea	2,050	60	3.1% *	13.6%
Kingston	4,870	130	2.6%	7.0%
Lambeth	8,180	160	2.0% *	13.2%
Lewisham	8,710	280	3.2% *	14.6%
Merton	5,960	210	3.5%	5.5%
Newham	11,310	420	3.7%	9.0%
Redbridge	10,640	350	3.3%	6.7%
Richmond	4,220	130	3.1%	8.2%
Southwark	8,110	180	2.2% *	14.3%
Sutton	7,110	170	2.4%	10.1%
Tower Hamlets	8,110	280	3.4%	10.9%
Waltham Forest	8,890	260	3.0% *	23.3%
Wandsworth	5,950	180	3.0%	10.7%
Westminster	3,680	60	1.7% *	14.9%

**Notes**

- 2015 data are an average at the end of November 2015, December 2015 and January 2016.
- Totals may not correspond to the sum of the sub categories due to rounding.

\* The proportion of 16-18 year olds whose current activity is not known is more than 50% above the England average of 8.4%. As a result, it is possible that the number and proportion NEET will be inaccurate.

<sup>3</sup> The number and proportion of young people NEET has been adjusted to assume a proportion of those whose records are no longer current are NEET. This adjustment, and the formula used to estimate the number NEET, can be found in *the NCCIS Management Information Requirement: 2015 to 2016* (<https://www.gov.uk/government/publications/nccis-management-information-requirement>).



# Young People's Education and Skills Board

## Proposed change to local authority tracking of young people and reporting on participation

Item no: 7b

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**Summary** This paper explains changes proposed by the government to local authority tracking of young people and reporting on those who are not in education, employment or training or whose status is not known.

**Recommendations** Board members are asked to:

- discuss these proposals and consider their implications
- recommend any appropriate action(s) to ensure relevant officers and members are advised of the proposals and understand the implications for any changes to resources (e.g. a Member Briefing).

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## 1 Background

- 1.1 On 3 May 2016, the Department for Education (DfE) posted a note on the National Client Caseload Information System (NCCIS) proposing to reduce the requirement on local authorities to track, record and report the education, training and employment activities of young people.
- 1.2 The paper proposed that the requirement to track and support 16 and 17 year-olds should continue, but the upper age limit should be reduced to the end of the academic year in which the young person has their 18<sup>th</sup> birthday. Comments on this proposal were sought by 13 May 2016. The DfE also said that, if it proceeds with this change, it would introduce a new headline measure in the scorecard that would combine not in education, employment or training (NEET) and status not known figures for 16 and 17 year-olds.
- 1.3 Yolande Burgess emailed 14 to 19 Lead Officers and members of the Young People's Education and Skills Board on 3 May advising them of the proposals.

## 2 Tracking

- 2.1 At present, local authorities are required to track young people up to their 20<sup>th</sup> birthday so that those who are NEET - or at risk of not participating - can be identified and supported. This information is reported to DfE through the National Client Caseload Information System.
- 2.2 The proposed change would end tracking earlier: at the end of the academic year in which the young person has their 18<sup>th</sup> birthday. This brings tracking and reporting more in line with the duty to participate under Raising the Participation Age, which ceases on

a young person's 18<sup>th</sup> birthday<sup>1</sup>. It is not proposed to change the requirement to track young people with special educational needs or disabilities (SEND) up to their 25<sup>th</sup> birthday. The proposal also removes any potential duplication between the support young people aged 18 and 19 receive from Jobcentre Plus and from their local authority.

- 2.3 Taking into account other factors, such as those who are taking a planned break from learning or employment, the DfE believes that local authorities are deploying disproportionate resource in tracking those 18 and 19 year-olds who do not require support and are unresponsive when it is offered, and would prefer local authorities to concentrate on 16 and 17 year-olds:

*"Local authorities are currently tracking the activity of approximately 600,000 18-year-olds in order to identify 35,000 who are NEET. Local authorities are only able to identify 35,000 of the 81,000 who we know from official statistics to be NEET despite the considerable resources currently dedicated to this work. Furthermore, contact will already have been made with most 18-year-olds in England who are NEET because they will receive support from Jobcentre Plus or other specialists".*

- 2.4 Young people aged 18 or 19 would continue to be entitled to support from their local authority to find work or reengage with learning if they asked for it.
- 2.5 Local authorities can continue to track 18 and 19 year-olds if they wish, but would not be expected to report this to the DfE.

### 3 Scorecard

- 3.1 If the DfE proceeds with its proposed change, it plans to introduce a new headline measure in the NEET Scorecard to complement the prioritisation of 16 and 17 year-olds and that combines the NEET and not known figures to give a more accurate picture of the performance of each local authority.

### 4 Timescales

- 4.1 The timetable for change is shown in the table below.

May	DfE's initial communication with local authorities and other stakeholders inviting feedback to the proposal
June <sup>2</sup>	DfE to confirm the new arrangements
July	DfE to publish the new NEET Scorecard based on 16 and 17 year-olds only with new combined NEET and not known headline measure
August	DfE to publish revised statutory participation guidance, detailing the new policy arrangements
	DfE to publish revised NCCIS management information requirement detailing the new data requirements
September	1 <sup>st</sup> September 2016: the requirement formally changes for the new academic year
October	First NCCIS data reports produced to reflect the change

### 5 Commentary

- 5.1 Following an initial informal consultation with officers responsible for tracking and reporting, the Department wrote to Directors of Children's Services (see Annex 1)

<sup>1</sup> Where young people who would normally be under a duty to continue to participate post-16 have already attained a level 3 qualification, for example two A levels, they are no longer required to participate

<sup>2</sup> As with other planned timescales, this and subsequent milestones may be affected by the recent EU referendum

asking for their thoughts. A Q&A was also produced based on initial feedback from officers, which is attached at Annex 2 for reference.

5.2 There are a number of points in the Q&A which set out a distinction between tracking and reporting (extract):

**Q.** *Are you proposing to change the law?*

**A.** No. The Education and Skills Act 2008: Part 2; Section 68, would still require local authorities (LAs) to: *'make available to young persons and relevant young adults for whom it is responsible such services as it considers appropriate to encourage, enable or assist the effective participation of those persons in education or training.'*

The Act defines young persons as those below the age of 20, and LAs would still be required to provide *such services that they consider appropriate* to fulfil this duty with regard to young people resident in their area.

**Q.** *So what are you proposing to change?*

**A.** To reduce the amount of information that LAs must collect and record in their Client Caseload Information Systems and submit to the Department for Education (DfE) in monthly extracts.

**Q.** *Would it mean that LAs had to stop tracking and collecting information about 18-year-olds?*

**A.** We would not tell LAs to stop tracking 18-year-olds. LAs would be free to continue tracking and recording information about all 18-year-olds in their CCIS if they thought that was the best way to meet the ESA 2008 Section 68 duty. However, we believe that freed from the obligation to track the whole 18-year-old cohort, LAs will want to establish innovative and more efficient ways to identify the small proportion of 18-year-olds in their area who are NEET or at risk of NEET, and who require support and are not already receiving it from elsewhere.

**Q.** *Does this mean we can stop supporting 18-year-olds who are NEET to re-engage?*

**A.** No; statutory responsibility and accountability for supporting young people up to their 20th birthday to participate would continue to lie with LAs and they have always had considerable discretion in how they fulfil their duty. This change in policy would simply extend that discretion to include the way in which LAs identify those young people who need support. Currently we prescribe in statutory guidance that to identify those 18-year-olds who require support you must track the whole cohort – in future you would be free to decide how you do this. This is in line with approaches like area reviews, devolution of adult skills budgets, and local city deals, that provide LAs with the freedom to develop solutions that meet local circumstances.

**Q.** *Would this mean we could cut the resources currently dedicated to tracking 18-year-olds?*

**A.** No, we would expect existing resource levels to be maintained and refocussed – not cut-back. We know that the most effective way to tackle NEET is to intervene early and raise educational attainment. Young people are under a legal obligation to participate up to their 18th birthday and we would expect LAs to refocus some of their resources on ensuring all 16- and 17-year-olds enter and complete a sustained positive destination after compulsory education. In addition we would expect LAs to ensure that sufficient resource is dedicated to ensuring those 18-year-olds who really need support and aren't already receiving it are identified and supported by the LA.

- 5.3 Boroughs are fully aware that tracking young *adults* is resource-intensive. It is likely that many boroughs would agree with the Department's position "that significant resources are used by local authorities making repeated and often fruitless attempts to contact all 18 and 19 year olds".
- 5.4 There are real concerns however, regarding the Department's assumption that "most of [these young people]... have already secured employment or are continuing their education".
- 5.5 Young people aged 18 or 19 will continue to be entitled to support from their local authority to find work or reengage with learning should they request it. The numbers of self-presenting young people seeking support, and referrals to local authority support from outside organisations, is unlikely to change as a result of the proposed changes to tracking and reporting responsibilities.
- 5.6 Local authorities will wish to consider how they may want to continue to use existing reporting systems to continue to capture activity with 18 and 19 year olds for the purposes of internal borough reporting.
- 5.7 It will be important for those making decisions regarding possible changes to resources on the back of these proposals to make a clear distinction between resources that are deployed for tracking and resources for support and interventions.

## **6 Recommendation**

- 6.1 Board members are asked to:
- discuss these proposals and consider their implications
  - recommend any appropriate action(s) to ensure relevant officers and members are advised of the proposals and understand the implications for any changes to resources (e.g. a Member Briefing).

Dear Director of Children's Services

I am writing about our intention to change one of the current requirements on local authorities (LAs): to track and record information about the activity of all academic age 18-year-olds and to return this information to the Department for Education (DfE).

Our intention is not to change the law; LAs would still be required under Section 68 of the Education and Skills Act 2008 to: *'make available to young persons and relevant young adults for whom it is responsible such services as it considers appropriate to encourage, enable or assist the effective participation of those persons in education or training.'* Instead, we plan to build on existing discretion in how LAs fulfil this duty, and provide you with greater flexibility.

We believe that the current requirement to track the whole 18-year-old cohort in order to identify a small proportion that requires support is disproportionate. LAs are currently tracking the activity of approximately 600,000 18-year-olds in order to identify 35,000 who are NEET. LAs are only able to identify 35,000 of the 81,000 who we know from official statistics to be NEET despite the considerable resources currently dedicated to this work. Furthermore, contact will already have been made with most 18-year-olds in England who are NEET because they will receive support from Jobcentre Plus or other specialists.

Our intention therefore is to change the current requirement to track all young people up to the 20th birthday. Following the change, LAs would only be required to track all young people up to the end of the academic year in which they turn 18. Young people with Education, Health and Care plans would still have to be tracked up to their 25th birthday as they are now. It is worth being clear though that you would still be free to track all 18-year-olds as you see fit, and you could of course continue with the current arrangements if you believe that is appropriate to your local circumstances. You could continue to record that information in your Client Caseload Information System (CCIS) but you would not be required to include it in your monthly submission to the DfE.

We believe this change represents an opportunity to focus resources on ensuring that all 16- and 17-year-olds fulfil their legal duty to participate until their 18th birthday, and to continue or improve support for those 18-year-olds who need it and aren't already receiving support from elsewhere. Freed from the blanket requirement to track all 18-year-olds we trust LAs will be able to continue to meet their obligations in a proportionate way that fits local circumstances.

We have consulted informally with LA operational tracking teams about this change to help us think through the operational issues and gauge initial reactions. Those conversations have helped us to develop a Q & A, which is attached for your information.

We would welcome your thoughts as Directors of Children's Services about this change; please do send any views you wish to share to:

[participation.MAILBOX@education.gsi.gov.uk](mailto:participation.MAILBOX@education.gsi.gov.uk)

## Contents

1. Policy questions
2. Performance management questions
3. Published data questions

### 1. Policy questions

#### Q. Are you proposing to change the law?

A. No. [The Education and Skills Act 2008](#): Part 2; Section 68, would still require local authorities (LAs) to: *‘make available to young persons and relevant young adults for whom it is responsible such services as it considers appropriate to encourage, enable or assist the effective participation of those persons in education or training.’*

The Act defines young persons as those below the age of 20, and LAs would still be required to provide such services that they consider appropriate to fulfil this duty with regard to young people resident in their area.

#### Q So what are you proposing to change?

A. To reduce the amount of information that LAs must collect and record in their Client Caseload Information Systems and submit to the Department for Education (DfE) in monthly extracts.

#### Q. What is a Client Caseload Information System (CCIS)?

A. CCIS is a local database that provides LAs with the information they need to support young people to engage in education and training. It also enables LAs to provide management information to the DfE.

[The Management Information Requirement](#) (MI Requirement), published by the DfE, describes the minimum information that must be collected by LAs, stored in their CCIS and submitted monthly to the DfE.

Above this minimum information, LAs can record additional data in their CCIS. This could be information about individuals or groups of young people not covered by the MI Requirement or additional information needed to support a wide range of services delivered by the LA. Following this change, LAs wouldn’t be required to submit information about young people of academic age 18 to the DfE, but we expect that some would still track and support 18- year-olds as previously, and many would continue to track and support those who are NEET, or at risk of it.

#### Q. What would be the new requirement?

A. The MI requirement currently defines the age range of the young people whose educational and employment activity must be tracked, recorded and reported to the DfE thus:

<b>Existing cohort that must be tracked, recorded and reported to</b>	<b>Proposed changes from September 2016</b>
<b>Compulsory education age:</b> only those in their final year of compulsory education; i.e. academic age 15.	No change to the <b>compulsory education age</b> group.
<b>16 - 19-year-olds:</b> young people who have reached the compulsory school leaving age, but who have not yet reached their 20th birthday.	Changing to <b>16 - 17-year-olds:</b> information about young people who have reached the compulsory school leaving age should be submitted to the DfE up to the end of the academic year in which they have their 18th birthday; i.e. academic age 16- and 17-year-olds.
<b>20 - 25-year-olds with a special educational need or disability (SEND):</b> 20 – 25-year-olds should only be included in the information submitted to DfE if they have a current Education, Health and Care (EHC) plan or Learning Difficulty Assessment (LDA).	Changing to <b>18 – 25-year-olds with SEND:</b> 18 – 25-year-olds should only be included in the information submitted to DfE if they have a current Education, Health and Care (EHC) plan or Learning Difficulty Assessment (LDA).

Q. Would it mean that LAs had to stop tracking and collecting information about 18-year-olds?

A. We would not tell LAs to stop tracking 18-year-olds. LAs would be free to continue tracking and recording information about all 18-year-olds in their CCIS if they thought that was the best way to meet the ESA 2008 Section 68 duty. However, we believe that freed from the obligation to track the whole 18- year-old cohort, LAs will want to establish innovative and more efficient ways to identify the small proportion of 18-year-olds in their area who are NEET or

at risk of NEET, and who require support and are not already receiving it from elsewhere.

Q. Does this mean we can stop supporting 18-year-olds who are NEET to re-engage?

A. No; statutory responsibility and accountability for supporting young people up to their 20<sup>th</sup> birthday to participate would continue to lie with LAs and they have always had considerable discretion in how they fulfil their duty. This change in policy would simply extend that discretion to include the way in which LAs identify those young people who need support. Currently we prescribe in statutory guidance that to identify those 18-year-olds who require support you must track the whole cohort – in future you would be free to decide how you do this. This is in line with approaches like area reviews, devolution of adult skills budgets, and local city deals, that provide LAs with the freedom to develop solutions that meet local circumstances.

Q. What about vulnerable 18-year-olds who are particularly at risk of being NEET

A. We know that young people with Special Educational Needs or Disabilities (SEND) are more likely to spend time NEET and that is why LAs would be required to continue tracking these young people up to their 25<sup>th</sup> birthday. In addition, none of the separate existing duties on LAs to support vulnerable young people such as Care Leavers and young people in troubled families would be affected by this change in policy.

Surveys estimate that nearly a third of young people will spend some time NEET in the first three years following compulsory education, and for most being NEET is a temporary state. However, there are others that find it significantly more difficult to re-engage, and those with low or no qualifications are at particular risk. It is vital that these young people are identified early and provided with support to participate and make meaningful progress in further education or training to prevent them from becoming NEET in later life.

The requirement to track all 18-year-olds regardless of their personal circumstances, and the significant resource that takes up, has in many cases made it more difficult for LAs to target intensive support at those young people that most need it. Following this change, LAs would be better placed to provide the most vulnerable young people with the level of support they need to avoid becoming NEET in the first place or to re-engage if they do.

Q. Why are you intending to make this change?

A. Unlike 16- and 17-year-olds, 18-year-olds are not under a legal obligation to participate in education or training. They are under no obligation to make themselves known to their LA or engage with their LA if their LA makes contact with them. 18-year-olds are more mobile and tracking them to ascertain their whereabouts and activity more difficult as a result – particularly in areas where movement across LA boundaries is commonplace.

LAs are currently using significant resources to track a cohort of approximately 600,000 young people to identify only 35,000 of the 81,000 we know from official statistics to be NEET. Nationally, most 18-year-olds NEET are already receiving support from elsewhere such as from Jobcentre Plus, or targeted support from specialists. Therefore, it is not justifiable to require all LAs to use their scarce resources to track all 18-year-olds, all of the time.

Relieved of this blanket requirement, LAs would be able to redeploy their resources to ensure that all young people participate at ages 16 and 17, and to identify those 18-year-olds who need support and are not already receiving it from elsewhere.

Q. What's different about 16 - and 17-year-olds – if tracking 18-year-olds is not now needed why is it still so important for 16- and 17-year-olds?

16- and 17-year-olds are under a legal duty to participate in education or training. LAs have specific statutory responsibilities to ensure that those young people fulfil this duty, and they can only do this by tracking the whole cohort to identify those who are not participating.

16- and 17-year-olds cannot normally claim benefits, so they will not receive support from Jobcentre Plus to find work or re-engage with education and training.

Prior educational attainment is the key indicator in determining a young person's likelihood of spending time NEET. Therefore, making sure they participate early and make meaningful progress is the best way to prevent young people from spending time NEET later on. That is why we are making it clear that we expect this change in policy to lead to improved figures for 16- and 17-year-olds.



Q. How would you monitor the impact of the change in policy?

A. We would monitor LAs' tracking of 16- and 17-year-olds and expect to see improvements in this area. We would discuss progress and experiences on the ground with the policy change with LAs regularly and we are investigating with colleagues what data might be available to monitor the broader engagement of 18-year-olds.

The change would not have any significant impact on the quality of data available about disadvantaged 18-year-olds who are NEET, because the number of 18-year-olds who are recorded as NEET by LAs only represents

43% of the 18-year-old NEET population. This means we already only have partial data under the existing arrangements.

Q. Would this mean we could cut the resources currently dedicated to tracking 18-year-olds?

No, we would expect existing resource levels to be maintained and refocussed – not cut-back. We know that the most effective way to tackle NEET is to intervene early and raise educational attainment. Young people are under a legal obligation to participate up to their 18<sup>th</sup> birthday and we would expect LAs to refocus some of their resources on ensuring all 16- and

17-year-olds enter and complete a sustained positive destination after compulsory education. In addition we would expect LAs to ensure that sufficient resource is dedicated to ensuring those 18-year-olds who really need support and aren't already receiving it are identified and supported by the LA.

Q. If LAs do not have to track every 18-year-old in future, will the data on them still be available from DWP and from local schools and colleges for those 18-year-olds that LAs continue to track?

A. Yes. The lists of new benefit claimants LAs get from DWP will still be supplied centrally as they are now and further data obtained by LAs locally from JCP will remain unless individual LAs change that locally. Schools and colleges should continue to provide data to LAs as they have previously; we are not changing the law that requires them to supply data and the detailed data sharing arrangements between LAs and schools / colleges will remain under local control just as they are now. The department is however looking for ways to reinforce this requirement with schools and colleges.

Q. What support is available for vulnerable young people now that the youth contract has ended?

A. The EFA managed Youth Contract for 16- and 17-year-olds which ended on 31<sup>st</sup> March 2016, was introduced as a time-bound programme to help reduce the proportion of young people NEET. It offered targeted extra support to help young people re-engage in education and training. Latest data covering Quarter 1 2016, indicates that the proportion of 16- to 18-year-olds NEET has fallen to a historic low of 6.5%, down from 9.7% in the same period of 2012 just before the Youth Contract was introduced.

Investment to support vulnerable young people will continue. In addition to the duty on local authorities to support young people, pathfinders to test

Jobcentre Plus support for young people in schools have started and will be rolled out across England by March 2017. Improvements to careers education and guidance are underway with £90m to be invested over this Parliament – including £20m to increase the number of mentors to support those young people who most need it. Youth Engagement Fund and Fair Chance Fund projects are underway to help improve the prospects of 9,600 young people,

and an additional £105m was announced in the spending review to scale up Social Impact Bonds over the parliament, to help deal with issues including youth unemployment.

Many LAs work with the Voluntary and Community Sector and local businesses to support young people, and other support is available via European Social Fund provision and support for vulnerable groups such as care leavers. As part of the government's forthcoming life chances strategy, the Troubled Families Programme and National Citizenship Scheme will be expanded, both of which include support for young people.

## **2. Performance management questions**

Q. Why are you concerned about young people whose activity is recorded as not known in LA data – surely it's the NEET group you should worry about ?

A. Official national data sources such as the *Participation Statistical First Release* and the *Labour Force Survey* show that the NEET rate reported in LA data is much lower than the true picture because a proportion of the young people whose activity is not known to their LA are in fact NEET. These young people are not usually receiving support from their LA to re-engage with education or find work. This is compounded by the fact that the issue of 'not knowns' is often not widely understood beyond LA tracking teams, and the focus on NEET rates alone does not lead to improvements in tracking.

Q. How do you intend to encourage LAs to reduce their not knowns?

A. We plan to introduce a new headline performance measure which combines each LA's NEET rate with their not known rate. This will provide local stakeholders with a much more accurate measure of tracking. NEET rates alone will no longer suggest high performance when in reality there may be a significant number of young people NEET whose activity is not known. It will also be more transparent where LAs have efficient tracking processes and low rates of not knowns, but whose NEET rate appears to be above average.

Q. What about the NEET adjustment formula – wasn't that supposed to deal with this issue?

A. The DfE has applied a NEET adjustment formula to LA NEET statistics since 2003. The NEET adjustment formula uplifts each LA's NEET rate by factoring in a small percentage of their not knowns. However, comparison between official national data and LA data has shown the current uplift factor to be insufficient to account for the disparity between official NEET rates and those reported in LA data. Rather than continue with the ineffective NEET adjustment formula, we have decided to combine NEET and not known rates into a new headline measure and drop the NEET adjustment formula altogether.

Q. So does the new combined measure represent each LA's true NEET rate?

A. No. Clearly some young people whose activity is not known to their LA will be in employment or education, but their LA is unable to verify this. The new measure will indicate how well an LA is performing at both tracking young people and managing the proportion who are NEET.

Q. The not known rate for 16- and 17-year-olds is already relatively low compared to 18-year-olds; how can you be sure there is scope for further reductions?

A. Following legislation to raise the age of participation, more 16- and 17-year-olds in England are participating now than at any time since consistent records began. This means that LAs should be able to establish the activity of the vast majority of 16- and 17-year-olds in

the lists they receive from their local schools and colleges or from other data sources such as the ILR or School Census. This leaves only a small proportion of the overall cohort who needs to be tracked and contacted directly to establish their activity. By redeploying some of the resources currently dedicated to tracking the whole 18-year-old cohort, Ministers expect LAs to reduce the proportion of 16- and 17-year-olds whose current activity is not known.

Q. What will happen to LAs that don't improve ?

A. The DfE already has well-established processes in place to tackle poor performance including ministerial intervention when it is considered necessary.

Q. What about LAs that already have very low rates of not knowns?

A. We accept that some LAs have less scope for improvement than some others. However, we believe the vast majority of LAs should be able to make some improvement.

### **3. Published data questions**

Q. How would the change affect the LA data that you publish?

A. The department would no longer publish LA statistics for academic age 18- year-olds.

Official government statistics such as the *Participation Statistical First Release* and the *Labour Force Survey* would continue to publish aggregated national and regional figures for all ages as they do now. These figures largely come from administrative and/or survey data, and not from NCCIS.

We would continue to publish quarterly [LA participation figures](#) for academic age 16- and 17-year-olds as we do now.

We would continue to publish annual [LA NEET statistics](#), but these would only cover academic age 16- and 17-year-olds and not academic age 18-year-olds. This publication will also include the new NEET combined with not known performance measure.

We would continue to publish an annual [LA NEET Scorecard](#), but this would only cover academic age 16- and 17-year-olds and not academic age 18- year-olds. We will be altering the scorecard to lead with the NEET combined with not knowns measure.

Q. Would you continue to use the NEET adjustment formula in published statistics?

A. No. We would get rid of the NEET adjustment factor altogether. It is not widely understood, is mostly relevant to 18-year-olds and with the introduction of a new NEET combined with not knowns measure would lead to confusion and double counting.

Q. How will Key Stage 5 (KS5) Destinations Measures be calculated without CCIS data for 18-year-olds?

A. It is the department's intention to remove CCIS data from KS5 Destinations measures regardless of this change in policy. In future, employment destinations will be derived from HMRC data and the NEET category will be replaced by out of work benefit claims from DWP data.

Education destinations will be tracked in education administrative data including:

- the Individualised Learner Record (ILR) covering English colleges, further education providers and Specialist post-16 institutions;

- the School Census covering English schools. This also includes maintained and non-maintained special schools and Pupil Referral Units;
- awarding body data for independent schools;
- the alternative provision census; and
- the Higher Education Statistics Agency (HESA) data covering United Kingdom higher education institutions.

Key Stage 4 (KS4) Destinations Measures will continue to use CCIS data as one of its sources.