

Delivering the Youth Guarantee in Wales



Llywodraeth Cymru
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Draft guidance

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Better outcomes for young people

Provision



This document is in support of Section 5 of the *Youth engagement and progression framework*

Delivering the Youth Guarantee in Wales

Audience Local authorities, schools, post-16 providers, Careers Wales offices, and engagement and progression coordinators.

Overview This document is in support of the *Youth engagement and progression framework*. This document provides initial guidance to local authorities and key partners regarding the Youth Guarantee and the key processes that need to be put in place to ensure young people remain engaged in education, employment or training. The document will be informed by pilot activity and will be finalised in autumn 2014 before the Youth Guarantee is implemented across Wales.

Action required This guidance should be read and acted upon by all local authorities, schools, post-16 providers and Careers Wales offices in the pilot areas for the Youth Guarantee. Other local authorities (and in particular engagement and progression coordinators), schools, post-16 providers and Careers Wales offices across Wales should read this guidance to prepare for the roll-out of the Youth Guarantee across Wales. Please complete the Youth Guarantee feedback pro forma to inform the final version of this document.

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Additional copies This document can be accessed from the Welsh Government's website at www.wales.gov.uk/educationandskills

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Introducing the Youth Guarantee in Wales

In the Youth Engagement and Progression Framework Implementation Plan we commit to introducing a guarantee to a place in education or training for young people leaving compulsory education for the first time. Our Youth Guarantee is the “offer, acceptance and commencement of a suitable place in education or training for a young person making the first time transition from compulsory education at age 16.”

The Youth Guarantee is being piloted in the North and West regions of Wales from November 2013 to October 2014. It is planned that the Youth Guarantee will be rolled out across Wales from November 2014 to October 2015. This means that the first young people will take up their offers under the Guarantee in September and October 2015.

Who should read this guidance?

This guidance should be read and acted upon by all Local Authorities, Schools, Post-16 providers and Careers Wales offices in the pilot areas. Other Local Authorities (and in particular Engagement and Progression Co-ordinators), Schools, post-16 providers and Careers Wales offices across Wales should read this guidance to prepare for its roll-out across Wales.

This document will be refined and updated as the pilot progresses with a view to issuing final guidance on delivery of the Youth Guarantee in autumn 2014, following the review of the pilot period. There are a number of policy and operational questions cited throughout this document on which we would welcome partners' views and feedback.

Who is responsible for delivering the Youth Guarantee?

Overall responsibility for the delivery and achievement of the Youth Guarantee lies with local authorities as part of their lead strategic role for implementation of the Youth Engagement and Progression Framework. The role of Engagement and Progression Coordinator (EPC) is key in coordinating work between the local authority, Careers Wales, the Youth Service, schools and post-16 providers.

Why are we introducing a Youth Guarantee?

We anticipate that the introduction of a Youth Guarantee across Wales will significantly improve the experience of young people in deciding how they access post-16 education and training at the point when they reach statutory school leaving age. Through the new Common Area Prospectus and Application Form (CAP/AP) which are housed on www.careerswales.com (for the remainder of this guidance we will refer to the electronic Common Area Prospectus as the Youth Guarantee Prospectus) young people will, for the first time, be able to view prospective post-16 learning options side by side to decide, with access to careers advice and guidance, which provision will suit them best.

The Youth Guarantee will provide a clear, universal process that will ensure that all young people making the first time transition from compulsory education are able to start a suitable offer of education or training (as detailed overleaf). It will enable

improved targeting of support to those who need it; provide a systematic means of collecting information on young peoples' intended post-16 destinations; and facilitate effective follow up to improve the numbers of young people making a successful and sustainable transition to post-16 learning. The process will highlight gaps in provision and help providers to become responsive to the needs of young people as well as employers.

Feedback sought: We will review and evaluate the operation of the Youth Guarantee in its first two years of delivery and have already signalled our intent to introduce a follow up Guarantee to support young people who drop out of learning in their first term post-16. We are also considering extending the Youth Guarantee to include young people leaving education in Year 12 to support their transition into other education or employment. What are partners' views on these proposals?

What is the Youth Guarantee?

The Youth Guarantee is the offer, acceptance and commencement of a suitable place in education or training for a young person making the first time transition from compulsory education at age 16.

A place in education or training includes:

- a part or full time place in a school or college
- an Apprenticeship opportunity
- a Welsh Government Traineeship place
- a place on a re-engagement programme
- a volunteering opportunity*
- a Level 2 training programme during employment

*Volunteering can only count as a suitable offer under the Guarantee if it is long term with progression support or options built in. Short work experience placements do not count.

Feedback sought: We include volunteering as an offer under the Guarantee but will review this over the first two years of delivery. We would be interested in views of stakeholders as to whether a volunteering opportunity should count as a suitable offer under the Guarantee?

What is a suitable offer?

A suitable offer must:

- have an agreed start date prior to the 31 October in the year a young person reaches statutory school leaving age;
- appear on the local authority Youth Guarantee Prospectus¹.

¹ The Youth Guarantee Prospectus (formerly the Common Area Prospectus) will be developed and published electronically by all local authorities and will include all the places in education and training list above and will be mapped and matched against the needs of young people and the relevant labour market. Further details are provided at Page 5.

- have a progression outcome/intended destination mapped onto the Youth Guarantee Prospectus
- meet the young person's needs as an appropriate stepping stone to their career aspiration in relation to level, location and industry/sector

Feedback sought: We have not specified a minimum number of hours per week or per month which provision must last to be counted as an offer under the Guarantee. Our rationale for this is that much re-engagement provision, particularly in Tier 2 of Local Authorities' provision maps, will by its nature be fairly light touch. We believe that the important point is that young people (particularly those falling into Tier 2) are engaged in some form of learning or training and there is a clear progression route for them from that learning. By setting a minimum number of hours (for example, 16, to align with the benefits system) we may, by default, be excluding some of the most vulnerable young people from a Guarantee offer which properly meets their needs. However, we would be interested in views of stakeholders as to whether we should reconsider our approach and specify a minimum number of hours per week or per month that provision should last to be counted as a suitable offer under the Guarantee?

Who decides whether an offer meets the young person's needs?

The EPC is responsible for tracking and reporting on the Guarantee status for the whole cohort of school leavers in their Local Authority area. However, the EPC is unlikely to be able to take a view on whether individual offers are suitable for individual young people.

The vast majority of young people will be able to decide for themselves, with appropriate careers advice and guidance, whether the provision they are applying for meets their needs. For young people who have been allocated a lead worker, it will be for the lead worker to work with the young person (and in turn feed back to the EPC) to identify an offer which meets their needs.

Who must be made an offer?

All young people in Year 11 (due to reach the statutory school leaving age of 16) must be made an offer under the Youth Guarantee. Each local authority is responsible for making an offer to young people who are due to reach the statutory school leaving age and who are:

- on the January PLASC (Pupil Level Annual School Census) of the relevant year;
- in custody, but normally resident in the authority area
- not on a school roll (including those who are home educated or missing education (educated other than at school and those in Pupil Referral Units) and who live in the authority area.

Local Authorities should pay particular regard to ensuring that young people who have additional/multiple barriers receive a suitable offer; for example, those who:

- are disengaged from education;
- missing school or home educated;
- have low aspirations or little support from family.
- face significant barriers, such as learning difficulties or disabilities (LDD), looked after children (LAC), care leavers, young carers, teenage parents, young people who have committed offences.

Young people who have a statement of Special Educational Needs tend to be those with the most severe and complex needs. Currently, Careers Wales (on behalf of Welsh Ministers) carry out an assessment of these learners education and training needs when they leave school and move into post-16 education and training. In addition, an assessment may be undertaken for any person, above school age but who has not attained the age 25, who appears to have a learning difficulty and who is receiving or wishes to receive post-16 education or training. For these 16 year olds the assessment and Youth Guarantee should form part of the same process.

Young people in independent schools are entitled to an offer. However, it is expected that they will only be tracked for Guarantee purposes if they are registered with Careers Wales.

Are there any exceptions?

There will be a small proportion of young people for whom an offer under the Guarantee may not be appropriate at this time. This might be because they are prevented by personal circumstances, such as illness, from applying for an education or training place or are known to have taken up employment without training. We plan to track these young people and, as appropriate, supported by their lead worker, make a suitable offer at the time this young people are ready and able to progress their education or training.

We know that some young people want to enter the labour market at 16. We want that to remain an option available to them. However, many young people who enter jobs at 16 find themselves in temporary employment without access to further training and can often drop-out and disengage. We want young people who do enter the labour market at 16 to have access to continued training either directly through their employer or with an education or training provider via time off from work. Given the increased risk of young people in Jobs Without Training disengaging we will work with Careers Wales during the pilot phase to review options to identify and contact young people in Jobs Without Training to make them aware of the opportunities of education and training.

How will the Youth Guarantee be delivered?

While the foundations for the successful transition to post-16 education or training are laid throughout a young person's secondary education, targeted action to deliver the Youth Guarantee is concentrated during Year 11.

Central to the delivery of the Youth Guarantee are the Youth Guarantee Prospectus and application process which can be found on www.careerswales.com By the time of the full roll out we intend that the full Youth Guarantee Prospectus will be available electronically and will give young people access to information in Years 10 and 11 about the full range of choices available to them post-16..

Young people applying through this system can then be tracked to ensure they have both successfully completed an application and, subsequently, whether they have taken up that place or not. This system will allow more direct targeting of support at young people in Year 11 who either haven't completed an application or have had their applications rejected to ensure they are supported to consider an alternative option. It can also be used to identify which young people do not take up their expected offer by the following October ensuring Careers Wales has a fully accurate picture of the immediate post-16 destinations of the whole cohort.

However, for the time being part time provision in a school or college, re-engagement provision or volunteering opportunities will not be available on the Youth Guarantee Prospectus (although we intend that this will become available in time for the full roll-out of the Guarantee). In any case, it is very likely that young people for whom such provision would be suitable (i.e. those who have been identified as at risk of disengaging or not making a successful transition will need support (from a lead worker) to apply for and access the most appropriate option for them.

In order to meet their requirement to deliver a suitable offer under the Youth Guarantee for all young people in their area, Local Authorities will need to have a comprehensive map of all provision in their areas mapped against the Careers Wales 5 Tier model (see below). Young people being supported to apply for provision not currently captured on the electronic Youth Guarantee prospectus will need to do so 'off-line.'

During the pilot phase we will develop the electronic tracking and application processes to ensure these young people are given supported access to a suitable offer under the Youth Guarantee.

What is the Youth Guarantee Prospectus?

The electronic version of Youth Guarantee Prospectus available on www.careerswales.com Currently contains full time provision at a school or college and Apprenticeship and Traineeship information.

However, as part of the Youth Engagement and Progression Framework we have asked Local Authorities to map all provision in their areas so there is a clear picture of how well provision is meeting the needs of all young people. We have asked the Engagement and Progression Coordinator to lead this work at a local level drawing on intelligence from the early identification process and from the Careers Wales five tier model and working through their 14 to 19 Networks (regional and local).

This map of provision will include both the electronic online provision and the off-line part time provision in a school or college, re-engagement provision or volunteering opportunities. Having a complete picture of youth provision available locally will be critical to successful delivery of the Youth Guarantee.

We have developed some common principles for provision mapping.

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

We intend to publish further guidance on provision mapping to support Local Authorities to develop the part on and part off-line version of the Youth Guarantee Prospectus by March 2014 with the full on-line version becoming available on www.careerswales.com by March 2015.

The key stages in delivery of the Youth Guarantee

Stage 1 Planning and Application Support

Late Year 10 and/or Year 11 Sept–Mar

This stage provides guidance for young people to begin considering their post-16 destinations and to become familiar with the on-line application form. By March many young people will have logged in and identified their options. With the final Youth Guarantee Prospectus available young people are encouraged to complete their on-line application. Further targeted support is provided to young people who have not submitted an application. Local/regional provision is commissioned that takes account of intended destinations and local labour market needs.

Stage 1 Outcomes

- Final on-line Youth Guarantee Prospectus
- 90% young people completion of on-line applications

Stage 2 Suitable Offer and Follow-Up

Year 11 Apr–Jun

Suitable offers are made to young people by providers and reviewed and accepted/rejected by young people. Offer progress is tracked and further support arranged where necessary by the Engagement and Progression Co-ordinator to ensure young people progress towards the acceptance of suitable offer. Applications are analysed by Local Authorities (in particular the Engagement and Progression Co-ordinator) and by post-16 providers to inform local/regional provision planning.

Stage 2 Outcomes

- 80% of young people accept provisional Youth Guarantee offer

Stage 3 Targeted Support

July–October

Intensive support, arranged by the Engagement and Progression Co-ordinator and provided by the lead worker as appropriate, for those young people who have not accepted a provisional suitable offer including further support for those needing to consider other options. Tracking of offers accepted by young people. Summer school provision for young people uncertain of destination and those who are at risk of disengaging.

Stage 3 Outcomes

- 97% of young people accepted and commenced Youth Guarantee offer

Stage 4 Re-Engage

November onwards

Post-16 providers notification of early leavers to Careers Wales, those at risk of disengaging and follow-up support to re-engage. Destinations survey completed to confirm final destinations. Monitor destinations data to improve the engagement, retention and progression of young people.

Stage 4 Outcomes

- 98% of young people tracked in Careers Wales 5 Tier System
- 97% of young people engaged in education, training or employment (as shown in Careers Wales Destinations from schools in Wales - Local Authority Data)

Key roles and responsibilities in delivering the Youth Guarantee

Stage	Local Authority	Schools	Careers Wales	Post-16 Providers
1	<p>Collate and endorse the Youth Guarantee Prospectus</p> <p>Review provision, address gaps, duplication or over-supply</p> <p>Support young people in care, EOTAS, PRUs to consider options</p> <p>Review labour market needs with partners and agree new priorities for provision to be commissioned</p>	<p>Raise awareness of the Youth Guarantee process</p> <p>Support all young people to complete provisional options and an on-line application and in particular those at risk of disengaging and moving to a negative destination</p> <p>Identify/support young people who have not completed application</p>	<p>Analyse and forecast aggregate demand for provision at regional, local and provider level</p> <p>Joint action with schools to identify young people who have not submitted intended destinations online.</p> <p>Report aggregate demand for provision at regional, local and provider level</p> <p>Work with schools to identify/support young people who have not completed application</p>	<p>Provide provisional Youth Guarantee Prospectus data by Nov and final data by March</p> <p>Review provision and address gaps, duplication or over-supply and update provision planning</p> <p>Plan to meet identified demand from young people.</p>
2	<p>Collaborate with local partners to ensure all young people can be offered suitable provision</p> <p>EPC to lead and monitor process/partners to ensure all young people make an application</p>	<p>Support young people to complete on-line application</p> <p>Support to review/accept offers made</p>	<p>Support young people to complete on-line application where not supported by schools</p> <p>Track offer progress and support young people to reach acceptance of suitable offer.</p> <p>Work jointly with schools to ensure all young people compete on-line application</p>	<p>Provide offers to young people that meet their needs</p>
3	<p>Monitor availability of suitable provision and help to fill gaps</p> <p>EPC to prioritise support for those who have not completed an application</p>	<p>Provide support for those young people who have not accepted a provisional suitable offer.</p> <p>Offer post GCSE clearing support to young people needing to consider other options</p>	<p>Tracking offers jointly with schools.</p> <p>Support those young people who have not accepted a provisional suitable offer.</p> <p>Provide transition support for those young people at risk of not making a positive transition</p> <p>Work with schools to offer post GCSE clearing support to young people needing to consider other options</p>	<p>Collaborate with schools and Careers Wales to provide suitable offer to all young people and transition support through the summer</p>
4	<p>Monitor performance and propose solutions to resolve supply/demand issues.</p>	<p>Review destinations data and decide what to do to improve outcomes</p>	<p>Complete Year 11 destinations survey and report.</p> <p>Engage young people who have dropped out or completed a course to reengage them.</p>	<p>Inform Careers Wales of early leavers</p> <p>Ensure learning opportunities are available on a flexible entry basis.</p> <p>Work with other providers to improve transitions between providers.</p>

Monitoring delivery of the Youth Guarantee

Stage outcomes, shown above, should be monitored by the EPC who will have access to Careers Wales' Information Reports to ensure that by 31 October that 97% of young people commence their Youth Guarantee place and are engaged in education, training or employment.

Welsh Government will monitor Local Authority Youth Guarantee Stage Outcome data to assess performance and improve outcomes for young people across Wales. This data should also be used by Local Authorities and Regional Partnerships to inform the commissioning process and ensure that young people's needs are appropriately met.

Data from the Careers Wales Annual Destinations Survey and Five Tier model will show what proportion of young people remain in their chosen Guarantee place and this data will be used by partners to improve the analysis, commissioning and delivery of education and training places offered as part of the Youth Guarantee.

Independent evaluation will be commissioned to evaluate the youth engagement and progression framework over the next 2-3 years, in two phases. Phase 1 of the evaluation will take place during 2014, and will focus on the implementation of the whole framework in its first year including the development of systems to support the Youth Guarantee. Phase 2 of the evaluation will commence in 2015, following phase 1. Phase 2 will determine the early impact of the key deliverables within the framework, including the Youth Guarantee, in meeting their objectives.

During the Guarantee pilot year (2014) and the first full year of its operation across Wales (2015) we do not intend to publish any data relating to the delivery of the Youth Guarantee. We will use the information we collect to inform our conversations with Local Authorities about their progress in implementing the Youth Engagement and Progression Framework. From 2016 we intend to begin publishing data at a Local Authority level on delivery of the Youth Guarantee.

Recording the Guarantee

An example to demonstrate the recording of a young person's progress through the Youth Guarantee process is shown below. These will be further developed during the pilot phase to allow partners to utilise their own MIS to monitor applications.

Status	Description
Not Able/Ready to Make Application	G is currently educated at home due to illness
Application Not Made	G has recovered but is undecided about what course/provider they wish to take up in September
Application Made	Following advice from a careers advisor G has found a course he would like to start and has applied to a school and two colleges locally
Offer Made	College A comes back with an offer subsequent to predicted grades achieved and a successful interview

Offer Not Made	College B declines to make an offer based on G predicted grades
Offer Not Appropriate	School A informs G that the course is full
Offer Accepted	G accepts offer from College A
Offer Commenced	G gains predicted grades and following interview commences course at College A
Offer Not Commenced	G doesn't gain predicted grades and seeks an alternative offer
Not Able/Ready to Commence Offer	G unfortunately gets ill again and is unable to commence the offer
Not recorded	G whilst being educated at home due to illness was deleted from the on roll data.

Annex: How youth provision mapping and the Youth Guarantee support the delivery of the Youth engagement and progression framework

Youth Engagement and Progression Framework.	Youth Provision Planning	Youth Guarantee Delivery
Early Identification	The mix and breadth of 14-16 and 16-19 provision is informed by the early identification systems and should trigger changes where volumes of young people at risk are static. The Engagement and Progression Co-ordinator ensures those at risk are supported through the availability of suitable provision	YG will support the early identification process by flagging those individuals who may need additional support to complete the application process.
Brokerage	Lead workers provide feedback on the quality and availability of suitable provision to meet young people needs	A lead worker may be utilised to support those at risk of not completing the application process as part of a wider package of support
Tracking	Data from tracking systems such as the Five Tier model will provide valuable feedback on the quality and availability of suitable provision. Triggers may be used to identify and improve provision/providers where drop out rate is high and to share good practice when volumes are low	The system will allow more direct targeting of support at young people in Year 11 who either haven't completed an application or have had their applications rejected to ensure they are supported to consider an alternative option. It can also be used to identify which young people do not take up their expected offer in the following September ensuring Careers Wales has a fully accurate picture of the immediate post-16 destinations of the whole cohort.
Provision	The availability and suitability of provision will be driven by the mapping and commissioning of relevant provision to meet the needs of young people and the labour market (shown in separate guidance)	Local Authorities will map and commission provision that matches labour market and learner demand. This demand will be reflected in the Youth Guarantee Prospectus which will be re-matched annually to assure its suitability.
Employment	Destination data into employment will be a key measure to inform the suitability of local provision.	Tracking the employment destinations of young people leaving/completing their offer will provide valuable input into the commissioning of provision to ensure supply matches demand.
Accountability	Measuring a number of key indicators will ensure provision remains available and suitable as the needs and demands of young people and the labour market change	Recording stage output data, key offer outcomes and destinations will ensure the LA and its partners are able to performance manage and improve the YG process and its outputs/outcomes/impacts.