



Notice of meeting of

**Executive Member for Children & Young People's Services and
Advisory Panel**

To: Councillor Christina Funnell (Chair)
Councillor Jenny Brooks (Vice-Chair)
Councillor Andy D'Agorne
Councillor Julie Gunnell
Councillor Dave Merrett
Councillor Carol Runciman (Executive Member)
Councillor Richard Watson
Councillor Irene Waudby

Co-opted Statutory Members:

Mrs Leeanne Branton
Mr Bill Schofield
Dr David Sellick

Co-opted Non-Statutory Members:

Ms Fiona Barclay
Mrs Ann Burn
Mrs Jona Ellis
Dr Alison Birkinshaw
Ms Barbara Reagan
Mr Mike Thomas

Date: Thursday, 6 November 2008

Time: 6.00 pm

Venue: Guildhall

AGENDA

Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democratic Services by:

10am on Wednesday 5 November 2008, if an item is called in *before* a decision is taken, *or*

4pm on Monday 10 November 2008, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

1. Declarations of Interest (Pages 3 - 4)

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

2. Minutes (Pages 5 - 14)

To approve and sign the minutes of the meeting held on 4 September 2008.

3. Public Participation

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Panel's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Wednesday 5 November 2008 at 5pm.

4. 14-19 Reforms: Progress Report on Curriculum Reforms and Machinery of Government Changes (Pages 15 - 60)

This report presents an update on further progress within the city in taking forward the 14-19 Curriculum Reforms, since the report

presented to the Executive Member and Advisory Panel (EMAP) on the 17 July 2008. It also provides a briefing on the implications of the Machinery of Government changes which provide for the transfer of funding for 16-19 education from the Learning and Skills Council (LSC) to the Local Authority (LA), meaning that the LA will be responsible for securing sufficient provision in its local area to meet the new learner entitlements whilst raising participation and attainment. Finally, it provides information on funding issues, notably the revenue grants provided to support Diploma developments.

5. Any other business which the Chair considers urgent under the Local Government Act 1972

Democracy Officer:

Name: Simon Copley

Contact Details:

- Telephone – (01904) 551078
- E-mail – simon.copley@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
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Further information about what's being discussed at this meeting

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The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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**MEETING OF THE EXECUTIVE MEMBER FOR CHILDREN & YOUNG
PEOPLE'S SERVICES AND ADVISORY PANEL**

Agenda item 1: Declarations of interest.

The following Members and Co-optees declared a general personal interest in the items on the agenda:

Councillor Runciman – Governor of Joseph Rowntree School, Governor at New Earswick Primary School, Governor of York College and Trustee of the Theatre Royal.

Councillor Funnell – Governor of Burnholme Community College.

Councillor D'Agorne – Governor of Fishergate School, Employee of York College Student Services (Information Advice & Guidance for Young People) and has a daughter at All Saints School.

Councillor Gunnell – has a son at York College and is a Governor at the Pupil Referral Unit, Fulford.

Councillor Merrett – has a child at St Paul's Primary School, is an LEA Governor at St Paul's Primary School, has a child who uses the school's music service and the Treasurer of the York Chinese Cultural Association.

Councillor Brooks – is a member of the Association of Teachers and Lecturers and she is employed by The Manchester College.

Councillor Waudby – Governor of Lakeside Primary School.

Councillor Aspden (substitute) – is a member of the Management Committee of the Danesgate Centre, is a member of the National Union of Teachers (NUT) and is employed by North Yorkshire County Council.

Councillor Looker (substitute) – is a Governor of Canon Lee and Park Grove Schools.

Co-opted statutory members

Dr D Sellick – Governor of Derwent Infant & Junior School

Mr W Schofield – Governor of Knavesmire School

Co-opted non-statutory members

Ms F Barclay – Teacher at All Saints School and ATL Branch Secretary for City of York.

Mrs J Ellis – Governor of Burton Green Primary School and Governor of Canon Lee School.

Mrs A Burn – Headteacher and Governor of Yearsley Grove Primary School. Secretary of the York branch of the NAHT

Ms B Reagan is a teacher at Joseph Rowntree School. SENCO, Secretary of the York Association of the National Union of Teachers.

Mr M Thomas is the secretary of the York Association of National Association of Schoolmasters and Women Teachers (NASUWT).

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City of York Council

Committee Minutes

MEETING	EXECUTIVE MEMBER FOR CHILDREN & YOUNG PEOPLE'S SERVICES AND ADVISORY PANEL
DATE	4 SEPTEMBER 2008
PRESENT	COUNCILLORS FUNNELL (CHAIR), BROOKS (VICE-CHAIR), D'AGORNE, GUNNELL, MERRETT, RUNCIMAN (EXECUTIVE MEMBER), R WATSON AND I WAUDBY, MR W SCHOFIELD (CO-OPTED STATUTORY MEMBER), MRS A BURN (CO-OPTED NON-STATUTORY MEMBER), MRS J ELLIS (CO-OPTED NON-STATUTORY MEMBER), DR A BIRKINSHAW (CO-OPTED NON-STATUTORY MEMBER), MS B REAGAN (CO-OPTED NON-STATUTORY MEMBER) AND MR M THOMAS (CO-OPTED NON-STATUTORY MEMBER)
APOLOGIES	MRS L BRANTON, DR D SELICK AND MS F BARCLAY
IN ATTENDANCE	COUNCILLOR ALEXANDER (EXCEPT FOR AGENDA ITEM 9)

18. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda, in addition to the general personal non-prejudicial interests detailed on the sheet attached to the agenda.

Councillor Funnell declared a general personal non-prejudicial interest as a governor of Burnholme Community College.

Councillor Brooks amended her general personal non-prejudicial interests detailed on the sheet attached to the agenda to reflect that the name of her employer had changed from City College, Manchester to The Manchester College.

Councillor Waudby declared a general personal non-prejudicial interest as a governor of Lakeside Primary School.

19. EXCLUSION OF PRESS AND PUBLIC

RESOLVED: That the press and public be excluded from the meeting during consideration of Annex A of Agenda Item 11 (York High ICT Procurement) (minute 28 refers) on the grounds that it contained information relating to the financial or business affairs of any particular person (including the

authority holding that information). This information was classed as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to information) (Variation) Order 2006.

20. MINUTES

Officers confirmed that interim update report on Curriculum Reforms referred to in minute 16 (14-19 Curriculum Reform Update) of the meeting on 17 July 2008 would be brought to the next meeting of the Executive Member and Advisory Panel.

RESOLVED: That the minutes of the last meeting of the Executive Member for Children and Young People's Services and Advisory Panel held on 17 July 2008 be approved and signed as a correct record, with an amendment to the end of the first paragraph of minute 11 (Declarations of Interest) to add the following wording, "in addition to the general personal non-prejudicial interests detailed on the sheet attached to the agenda".

21. PUBLIC PARTICIPATION

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

22. CHILDREN AND YOUNG PEOPLE'S PLAN 2009-2012: CONSULTATION

Members received a report which sought their views on the priorities for the Children and Young People's Plan 2009 – 2012.

The consultation document on the Plan was attached as Annex 1 of the report.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That it be agreed that the following issues raised in relation to the Children and Young People's Plan 2009 – 2012 be fed into the consultation process:¹
 - a) The need to prioritise improving the attainment of children from less advantaged backgrounds;
 - b) The need to increase the number of schools with a good or excellent performance rating;

- c) The need to remove barriers to young people accessing facilities, including costs, perceptions, accessibility, numbers and geographical spread of facilities;
- d) The need to provide appropriate innovative and entrepreneurial skills for the job market;
- e) The need for young people to learn to manage risk;
- f) That references to “schools” should be changed to “schools and colleges”;
- g) That questions in the consultation document should be targeted at key issues;
- h) That the consultation document should be available in a more accessible format and some of the language condensed;
- i) That consultation could take place through YorCity and the Ward Committees;
- j) That child obesity was a major concern;
- k) That there should be an emphasis on supporting disabled children and young people;
- l) That dealing with the misuse of alcohol should be a priority and that this needed to be seen in the context of the wider binge drinking culture;
- m) That looked after children should achieve the same educational outcomes as other children and that the consultation document should not ask the question whether lower outcomes were inevitable;
- n) That the discussion about banning the Mosquito device, which disperses young people by emitting a whining sound that only they can hear, was welcome.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To ensure the new Children and Young People’s Plan reflects the views and priorities of Members.

Action Required

1 - To feed the issues raised into the consultation process. ST

23. LOCAL AUTHORITY (LA) SCHOOL GOVERNORS

Members received a report which provided information about the current position with regard to vacancies for Local Authority (LA) seats on governing bodies, listed current nominations for those vacancies and requested the appointment, or re-appointment, of the listed nominees.

The report presented the following options for consideration:

- To appoint/re-appoint and fill the vacancies;
- Not to appoint/re-appoint and fill the vacancies.

It was reported that the name of the nominee for the Millthorpe vacancy, which had been omitted from the report, was John Barr.

Members thanked all school governors for the time they put in supporting the city's schools.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That LA Governors be appointed, or re-appointed, to fill vacant seats as proposed in Annex 1 of the report.¹

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To ensure that local authority places on school governing bodies continue to be effectively filled.

Action Required

1 - To notify nominees and governing bodies of the appointments.

ST

24. SURE START CHILDREN'S CENTRES PROGRAMME: PHASE 3

Members received a report which sought approval for proposals to provide children's centre services to all 9,400 children aged under five years and their parents/carers across the City, by revising the reach areas of the eight existing children's centres and establishing a ninth centre in the South Bank/ Knavesmire area, plus a range of outreach settings.

Some Members expressed concern that the funding available may dictate what was provided for the ninth children's centre and the satellite centres, and suggested that, when the detailed proposals were developed, it may be necessary to look at a Capital Resource Allocation Model (CRAM) bid to top up funds to ensure that these operated effectively.

Members queried whether there were adequate transport links from the outlying areas to the children's centres and officers advised that outreach services would be provided at other venues to ensure services could be easily accessed. Members also queried whether the children's centres had Green Travel Plans and suggested that these needed to be developed to reflect the extended reach areas.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the proposals made in the report for revising and extending the reach areas of the eight existing children's centres, together with the establishment of a high quality ninth children's centre in South Bank/Knavesmire area and satellite centres in two areas of the City, subject to them all meeting national standards, being consistent with the level of provision across the city and to a suitable site being identified, be endorsed.¹

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To ensure City of York Council makes timely and well-founded decisions about Phase 3 of the national Children's Centre Programme.

Action Required

1 - To carry out further work to develop the proposals. ST

25. EMERGING OPTIONS FOR A "MYPLACE" BID

Members received a report which summarised progress towards preparing a bid, driven by young people and in partnership with the voluntary sector, for "myplace" monies to create world-class youth facilities in central York.

Two young people who had been working on the project attended the meeting to offer their views. They suggested that facilities should include a café, an outdoor area, places to relax, a hall to host events in and one to one rooms for advice. They also highlighted the need for the facilities, given the current lack of facilities in the city centre and the size and inaccessibility of other facilities in the city. Further details of the work on the project were available on a web log at <http://www.myplaceyork.blogspot.com/>.

Councillor James Alexander, the Children & Young People's Champion, also addressed the meeting. He highlighted the need for the bid to go forward, reported the view of young people that membership of the facilities should be free and emphasised the need to consider transport links.

The Assistant Director (Partnerships & Early Intervention) briefed Members on the site options and the young people expressed their preference for the city centre site that was being considered.

Members thanked the young people for their work on the project and for attending the meeting, and officers for their support.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the views of the young people who had been working on the project be noted;
- (ii) That the submission of a bid to secure “myplace” monies to develop centrally-based facilities for young people in York be supported in principle;
- (iii) That the site options available be noted and the young people’s preference for the city centre site be supported;
- (iv) That further officer-led work through the rest of the month be supported, to establish the detailed site and partnership options, so as to enable final appraisal nearer the deadline as to the relative merits of submitting a bid now, or deferring it until a further bidding round;¹
- (v) That Members be kept informed of progress with this work.²

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To secure additional investment in youth facilities in the city in line with corporate priorities, and the views of residents and young people themselves.

Action Required

- 1 - To carry out further work;
- 2 - To update Members.

ST
ST

26. SERVICE PLAN PERFORMANCE 1ST QUARTER 2008/09 - CHILDREN AND YOUNG PEOPLE'S SERVICES

Members received a report which analysed performance by reference to the service plan, the budget and the performance indicators for all of the services funded through the Children & Young People’s Services budget.

The report showed steady progress in the first period of the year against the service plans. The original net budget for 2008/09 was set at £29,179k and no changes had been made so far this year. In total the projected net outturn for 2008/09 was £29,981k, leaving a projected net overspend of £802k (2.7%), of which £173k was from the ring-fenced Dedicated Schools Grant and £629k from the General Fund.

A brief update was provided on key stage test results and also A Level results. A full presentation of these would be provided at the next meeting of the Executive Member and Advisory Panel. Members also congratulated York College on their examination results.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the performance of services within the directorate funded through the Children & Young People's Services budget be noted;
- (ii) That the budget virements set out at Table 1 be agreed;¹
- (iii) That the Executive be requested to agree to release the following amounts currently contained within the Corporate Contingency Budget:²
 - £80k for Children's Social Care Fostering;
 - £70k for Children's Social Care Legal Fees;
 - £72k for increased Legal Fee Charges from the Justice's Department;
 - £40k for Music Service income shortfall.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: In order to ensure appropriate performance management arrangements are in place for the work of the directorate and that revenue budgets are monitored and controlled effectively.

Action Required

- 1 - To adjust the budget on the ledger; ST
- 2 - To forward the request to the Executive. ST

27. CAPITAL PROGRAMME MONITORING 2008/09 - MONITOR 1

Members received a report which informed them of the likely outturn position of the 2008/09 Capital Programme, advised of changes to existing schemes and reprofiling of expenditure to allow the more effective management and monitoring of the Programme, presented any slippage in

budgets between financial years, and detailed any new schemes and sought approval for their addition to the 2008/11 Capital Programme.

Annex A provided a scheme-by-scheme update to the 2008/11 programme, detailing predicted variances and the resulting amendments to the programme.

It was reported that there was one new scheme that required adding to the Capital Programme as part of the monitoring report. Youth Capital Fund allocations had been announced for the period 2008/11. City of York had been allocated £70k a year for each of the three years. At present no decisions had been made on the allocation of this funding to projects.

Members congratulated officers on the effective delivery of the capital programme.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the capital programme forecast outturn for 2008/09, as shown in Annex A of the report, be noted;
- (ii) That the additions and amendments to the capital programme outlined in the report and summarised in Annex A be approved;¹
- (iii) That the scheme reprofiling and slippage outlined in the report and summarised in Annex A be approved;²
- (iv) That the revised capital programme, as shown in Annex A of the report, be agreed, subject to the approval of the Executive.³

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To enable the effective management and monitoring of the capital programme.

Action Required

- 1 - To update the programme spreadsheets; ST
- 2 - To update the programme spreadsheets; ST
- 3 - To seek approval by the Executive. ST

28. YORK HIGH ICT PROCUREMENT

Members received a report which sought approval for the award of a tender, other than the lowest cost tender, for the provision of ICT at York High School, in accordance with the Council's Financial Regulations.

The report presented the following options for consideration:

- Option A – To award the contract to Equanet (Tender C in Annex A of the report);
- Option B – To accept the lowest priced quote.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the contract for ICT procurement at York High School be awarded to Equanet using the Dell solution (Tender C in Annex A of the report).¹

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: On the basis that the solution provides the best value for the school.

Action Required

1 - To issue the contract.

ST

Councillor C Runciman
Executive Member for Children and Young People's Services

Councillor C Funnell, Chair
[The meeting started at 6.00 pm and finished at 8.30 pm].

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Executive Member for Children & Young People's Services and Advisory Panel

Thursday 6 November 2008

Report of the Director of Learning, Culture and Children's Services

14–19 Reforms: Progress Report on Curriculum Reforms and Machinery of Government Changes**Summary**

1. This report presents an update on further progress within the city in taking forward the 14–19 Curriculum Reforms, since the report presented to the Executive Member and Advisory Panel (EMAP) on the 17 July 2008.
2. It also provides a briefing on the implications of the Machinery of Government changes which provide for the transfer of funding for 16-19 education from the Learning and Skills Council (LSC) to the Local Authority (LA). This funding transfer means that the Local Authority will be responsible for securing sufficient provision in its local area to meet the new learner entitlements whilst raising participation and attainment. The LA will be engaged regionally (Yorkshire & Humber) and sub-regionally, as well as locally in the commissioning of provision.
3. Finally, the report provides information on funding issues, notably the revenue grants provided to support Diploma developments.
4. Members are asked to note the progress made since the last report. They are also asked to note the timelines for taking the Machinery of Government changes forward and the implications for the LA, providers and learners.

Background

5. The 14–19 Curriculum Reforms set out a national learner entitlement to be in place for September 2013 comprising four pathways:
 - Academic (GCSE/A Level)
 - Apprenticeships
 - 14–19 Diplomas
 - Foundation Learning Tier

Alongside this is a requirement, for all young people to remain in education or training to age 17 (from 2013) and ultimately age 18 (from 2015). The Department for Children, Schools & Families (DCSF) strategy has 3 elements:

- Raising attainment
 - New qualifications and curriculum models
 - Collaborative models of delivery to learners
6. Since the summer of 2007, the pace of reform has quickened with proposals published for machinery of government changes including the transfer of funding for post-16 education to local authorities. Within the Yorkshire and Humber Region, an Interim Regional Strategic Planning Forum operating at Director of Children's Services level has been established (July 2008) to progress the transfer. The four authorities of York, North Yorkshire, East Riding and Hull have submitted proposals to DCSF outlining why they should form a sub regional grouping.

Progress on Curriculum Reforms

7. Delivery of two of the first five 14-19 Diplomas (Society, Health & Development and Engineering) began across the City of York Partnership at the start of this term. Delivery involves eight of the ten secondary schools and York College, whilst learners are drawn from all ten schools and the College. 117 Key Stage 4 and 75 post 16 learners started these courses across Level 1 (GCSE D-G), Level 2 (GCSE A* - C) and Level 3 (A-Level). At Key Stage 4 these are all Level 2 learners with the exception of a group of 14 Level 1 learners on the Society, Health & Development Course. Post 16 York College recruited 9 Level 1 and 13 Level 2 Society, Health & Development Learners. The rest are on Level 3 courses. This is an extremely good uptake, exceeding the numbers estimated in July 2008. The additional recruitment was largely for Society, Health and Development at York College. Quality Assurance of this provision will begin in November, in line with a protocol agreed by school Headteachers and college Principals.
8. The Young Apprenticeship Programme at York College, the fifth cohort of which started this term, includes 70 York learners from 7 schools. This represents an increase of 13 over 2007/08, despite the withdrawal of LSC funding. This funding has now been directed to other areas within the region with lower attainment levels and where such programmes have not yet been developed.
9. The Danesgate Skills Centre has, for the first time, been able to provide Level 1 courses in Horticulture, Hair & Beauty and Construction for Year 10 learners beginning at the start of the Autumn term. Schools have agreed one day per week placements for 35 Year 10 learners. 25 of these places are being subsidised by funding from the Schools Engagement Project. This is LSC funding, accessed by an LA bid, to support the introduction of new, work focused provision.

10. The pilot phase of post-16 provision at Archbishop Holgate's School opened in September 2008. Six learners started the Level 3 Engineering Diploma. This is a lower number than expected. The school suggests that adverse publicity around the Diploma during the summer term and uncertainty around the acceptance of the Diploma by universities contributed to the decisions of learners to access other provision. When firm data on Year 12 starts at other institutions is available, the progression routes of the nine learners who had been expected to stay at Archbishop Holgate's will be analysed.
11. Five learners, who had all attended Archbishop Holgate's School in Year 11, started on their "vulnerable learners" provision strand. The latest information from the school is that they have subsequently been joined by an unemployed 16 year old, a 17 year old who dropped out of other provision last year and another 17 year old who could not get a place on other provision last year. This provision is being supported by the 14-19 Partnership through funding from the Learning and Skills Council Flexible Fighting Fund. This development is further evidence of the LA implementing its priority of targeting potential NEET (Not in Education, Employment or Training) learners and supporting progression through Entry Level, Level 1 and Level 2 provision.
12. Key issues still being discussed with Archbishop Holgate's School are the school's plans to introduce an "International Diploma", Science based provision and other 14-19 Diplomas including Creative & Media, IT and Business, Administration & Finance.
13. From September 2009 the city-wide 14-19 partnership has permission to deliver six more 14-19 Diplomas. Environment & Land Based, Manufacturing & Product Design, IT, Creative & Media, Hair & Beauty and Business, Administration & Finance will be introduced in York. The delivery pattern for 2009/10 is due to be agreed at a Partnership Group meeting (3 November 2008) for post-16 provision, and by 1 December 2008 for Key Stage 4. Development work is being supported by a revenue grant of £30k per line in 2008/09. This is paying for a range of related initiatives, including release of key staff from Schools and Colleges to lead curriculum development, provision of training and development events, additional LA capacity to support and monitor development, the Functional Skills pilot and Information, Advice and Guidance events such as the Diploma Roadshow.
14. At the same time, Diploma development groups have begun work on the authority's submission to "Gateway 3" which will assess our readiness to deliver 14-19 Diplomas in Construction & the Built Environment, Retail Business, Sport & Active Leisure, Travel & Tourism and Public Services from September 2010. The deadline for Gateway 3 submissions is 26 November. Detailed facilities audits are currently being carried out.
15. The latest annual Government Office Progress Check took place on 8 October 2008. The City of York's overall RAG (possible gradings of Green, Amber/Green, Red/Amber and Red) was Amber/Green. Performance on quantitative indicators and our self assessment on qualitative indicators is shown in Annex 1. We would highlight from that report:

- The Red rating for progression to Level 2 at 19 (PI 4a) is due to a fall in the % of learners reaching this level, although the rate is well above national and regional averages. Progression through Entry Level, Level 1 and Level 2 is a key priority for future development of provision.
 - PI 4b (progression of learners on Free School Meals (FSM) at age 15 to Level 2 at age 19) is the focus of a “narrowing the gap” target on inequality which is included in the Local Area Agreement.
 - PI 5a (Achievement of Level 3 at age 19) is Red because of a fall in the % reaching that level. Again, the actual rate is above national and regional averages. The significant increase in learners achieving Level 2 at age 16 in 2007, which was sustained in 2008, has led to an increase in the proportion of learners accessing level 3 courses post-16. Their progression should impact upon this indicator. If these learners progress in line with expectations this indicator ought to become Green in 2 years time.
16. The increasing range of provision available for learners in York highlights the need for high quality Information, Advice and Guidance (IAG). The impartiality of such advice is also important. The newly integrated Young Peoples’s Service is now the lead agency for IAG and is working with the 14–19 Partnership to ensure that learners receive inputs which reflect national Quality Standards. The 14–19 Partnership is supporting IAG development by producing supporting materials and coordinating events such as the DCSF Diploma Roadshow. This event, which is being held at York Racecourse, will be available to over 800 York learners on 5 December. Open sessions, accessible to education professionals, support staff, parents, employers and other interested parties will be held from 1530–1800 on 4 December and 1530–1730 on 5 December.
17. As noted in paragraph 25 of the EMAP report of 17 July, an initial seminar for Headteachers and Principals “visioning” the future shape of facilities and provision in York was held in September. This has led to an ongoing process of engagement with Schools and Colleges around how priorities might be addressed and opportunities for all learners improved. Stimulated debate about a broad range of linked issues around 11–19 education.

Machinery of Government Changes

18. The Machinery of Government (MOG) changes are a result of the break up of the Learning Skills Council. Its functions will be split, with Local Authorities taking responsibility for the commissioning of 16–18 educational provision at local, sub regional and regional level under the oversight and budgetary control of a “slim-line” Young People’s Learning Agency. Other areas of LSC activity will pass to a National Apprenticeship Service and a Skills Funding Agency.
19. The Government envisages that the transfer of 16–18 commissioning and associated funding to LAs will confirm their role as Lead Strategic Partners in delivering the ambitions outlined in the DCSF Children’s Plan and Raising Expectations White Paper. LAs will:

- Enable every young person to access individually appropriate and high quality provision preparing them for success in later life
 - Enable full participation of 16 year olds (Year 12) by 2013 and 17 year olds (Year 13) by 2015
 - Deliver the 14–19 entitlement
 - Enable an integrated, 0–19 approach to delivery of all Children’s Services
 - Integrate education and skills with economic planning at a regional level
20. The DCSF and DIUS (Department of Innovation, Universities and Skills) conducted a national consultation on the proposals for MOG changes during the spring and summer of 2008. They have subsequently published a document “Raising Expectations: Enabling the System to Deliver *Update and Next Steps*” (Annex 2) which sets out their plans, which include a legislative timetable for an Education and Skills Bill (to receive Royal Assent in Autumn 2009).
21. In order for the funding transfer to take place from April 2010 arrangements for commissioning in each of the next two years will change. 2008/09 will be a “tracking year” during which the LA will work increasingly closely with the LSC on the commissioning round for provision for 2009/10. This will enable Officers to gain an understanding of the system and develop appropriate relationships with providers. 2009/10 will be a “transition year” in which the LSC will retain legal responsibility for commissioning provision for 2010/11. The LA, along with sub regional and regional partners, will take the lead on delivering the process in this second year.
22. Within all Government Office Regions, Interim Regional Strategic Planning Forums have already been set up to expedite the transfer. These involve all Directors of Children’s Services, Regional Development Agencies representatives, Learning and Skills Council Regional and Area Directors and Government Office staff.
23. As a first stage, LAs have been required to agree sub regional groupings to secure the entitlement across LA borders. The rationales for these groupings included travel to learn patterns (the cross border flows of learners to access provision outside their home authority) and compatibility with other local and regional priorities.
24. City of York has agreed a proposed sub regional structure in partnership with North Yorkshire County Council, East Riding of Yorkshire Council and Hull City Council. This proposal is included as Annex 3 and was submitted to Government Office for Stage 1 Assessment on 26 September.
25. The outcome of this assessment was successful and we are now moving on to preparation of a Stage 2 submission with partner LAs for 28 February 2009. This assessment requires more detail on the grouping’s governance arrangements, decision making processes, dispute resolution, staffing needs, reporting processes and accountabilities.

26. Officers, including Finance and Human Resource leads, have attended relevant briefings and conferences organised by Government Office and an LSC York and North Yorkshire event (7 October). The 14–19 Partnership Manager and LCCS Director of Finance have met the LSC Partnership Director for York to review the timetable of activity linked to commissioning in the LSC Business cycle for the tracking year.
27. A timeline for the creation of structures to support the commissioning of provision, taken from “Delivering 14-19 Reform: Next Steps” (DCSF, October 2008) is included as Annex 4. An accompanying local transition plan will be developed with LSC colleagues for January 2009, covering the tracking and transition years and the development of new arrangements in York.
28. LSC allocations under existing arrangements give an indication of the amount of funding involved. In 2007/08 £14.1m was allocated to York College, £4.8m in total to the for 11–18 schools and £20.5k to York Training Centre. This makes a total of about £18.9m.

Consultation

29. Not applicable to the specific contents of this report although as indicated the development of 14-19 diplomas in the context of the Machinery of Government changes has been subject to widespread local and national consultation.

Options

30. Not applicable to the specific contents of this report.

Analysis

31. The City of York Partnership continues to be highly regarded both regionally and nationally and is making good progress in implementing the 14–19 reforms. The Diploma programme is the most high profile element of the reforms but provision of academic, apprenticeship and Foundation Learning Tier pathways should not be overlooked.
32. Government Office for Yorkshire and Humber’s Progress Checks (October 2008) indicate that whilst there are still areas for continued local focus we have made good progress over the last 12 months.
33. MOG changes present significant challenges and opportunities for all Local Authorities. A number of factors contribute to this LA being well placed to progress this agenda. These include:
 - Existing close and productive relationships between the Local Authority, the LSC and providers
 - Positive and productive relationships with neighbouring Local Authorities, especially North Yorkshire and East Riding

- Good progress in implementing the 14–19 Curriculum Reforms through strong inclusive partnership arrangements
 - A pattern of provision which already serves the majority of learners well and delivers successful outcomes
 - A clear understanding of key priorities for improvement – NEETS (including Learning Difficulties and Disabilities (LDD)/Special Educational Needs (SEN)), progression through Entry Level/Level 1/Level 2 post 16, increasing breadth and better targeting IAG.
34. Over the next two years the Directorate of Learning Culture and Children's Services (LCCS) will have to develop structures and capacity which will enable it to effectively discharge the new statutory duties envisaged by the forthcoming Education and Skills Bill legislation. In particular this will mean managing a much larger budget which will be distributed through commissioning methodology focusing on quality, learner choice and economic alignment rather than through a simplistic formula.

Corporate Priorities

35. The 14–19 Strategy is central to success of the Children and Young People's Plan and the Council's strategies around economic development, and in particular to Corporate Priorities 7 (Skills and Knowledge) and 9 (Narrowing the Gap).

Implications

Financial

36. The MOG changes are expected to be achieved within the context of no overall budget growth beyond existing LA and LSC budgets. This may be possible when the new structures have been fully implemented. However, in the short term there are capacity issues around the tracking and transition years. As government has not made additional funding available to LAs for this transition period, a one-off growth bid will be submitted in to the council's 2009/10 budget process to cover backfill and other costs up until the point of the transfer.
37. In the longer term, growth (ie the introduction of new provision to meet the needs of the raising of the participation age) has to be funded by savings resulting from smaller cohorts (demographic decline). The LA, in its commissioning role, will have to work within this constraint.
38. At the present time, no information regarding capital support for 16–18 education following the funding transfer has been provided. This means that there is currently no scope to plan for coherent development of facilities to support the introduction of relevant provision, although some limited investments (see report of 17 July) have been planned from a targeted grant.

Human Resources

39. When the LSC ceases to exist in 2010 its various functions will be carried out by a range of different organisations including LAs. The staff currently employed by the LSC are therefore highly likely to be covered by the TUPE (Transfer of Undertakings (Protection of Employment)) regulations and at this stage it is anticipated that the LA will be expected to be the recipient of some transferees from the LSC. However this is not yet certain and there is very little information available on this area from the LSC.
40. This exercise is likely to be much more complex than the recent Connexions transfer (April 2008) and this is demonstrated by the need to maintain the capacity of the LSC whilst simultaneously developing the capacity of LAs and other agencies.
41. HR advice at present centres on preparing a clear understanding within the authority of what York's staffing establishment requirements are likely to be in order to carry out the new functions of commissioning. This staffing structure will be considered and designed over the next two years as the authority engages in tracking the current work of the LSC, and agreement of this structure will be sought in due course.
42. As there are likely to be TUPE transferees to consider there is the possibility of a mismatch arising between the LA's requirements and the skills of LSC staff who will be available for transfer. It is intended therefore that HR will continue to work closely with the 14 to19 Partnership Manager on this issue.

Others

43. There are no legal, equalities, crime & disorder, ITT or property implications.

Risk Management

14–19 Curriculum Reforms

44. DCSF emphasises the role of the LA as Lead Strategic Partner in 14–19 developments. It also highlights the involvement of stakeholders through a 14–19 Partnership. In common with all such partnerships, Learning City York has no legal status and relies on City of York Council for support in a range of key areas such as HR and procurement.
45. During the transition to 2013, Diploma Support Grant funding, and the sustainability of provision, depends on the numbers of learners choosing to follow these courses. The new provision is central to efforts to raise participation and achievement, improve progression, reduce NEETs and support economic development in York. Nonetheless it remains vulnerable in the early stages to unpredictable national press publicity and political influences.

Machinery of Government Changes

46. Key LA staff will be required to devote significant time and energy to progressing the changes and managing the tracking and transition years. National organisations linked to the agenda (Association of Directors of Children's Services, Local Government Association) are lobbying hard for the provision of extra funding to provide the capacity to support this exercise and to maintain the effective delivery of existing functions. At this stage none has been forthcoming but DCSF has outlined an extensive programme of support and training.
47. The Local Authority will need to recruit appropriate additional staff to support commissioning from 2010 onwards. The pool of likely recruits is largely within the current LSC structure. This, and other LAs, must maintain a balance between supporting the maintenance of the integrity and stability of this structure and ensuring that high calibre staff are ultimately recruited.

Recommendations

48. That the Advisory Panel advise the Executive Member to note the continuing good progress on developments linked to the 14–19 Curriculum Reforms.
49. That the Advisory Panel also advise the Executive Member to note the opportunities and challenges presented by the Machinery of Government changes, the sound initial position of the Local Authority, LSC and sub regional partners and the progress already made.

Reason: to ensure that the city is well placed to provide the range of new curriculum opportunities which contribute to a wider learner entitlement, and to ensure the LA is well prepared to assume new responsibilities acquired from the LSC in 2010.

Contact Details

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Report Approved **Date** 23/10/08

Specialist Implications Officer(s)

Financial – Richard Hartle, Finance Manager, LCCS

Human Resources – Jo Sheen, Senior HR Business Partner

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers: As per the annexes listed below.

Annexes: Annex 1 – GOYH York – Progress Check Score Sheet 2008;
Annex 2 – DCSF/DIUS – Raising Expectations: Enabling the System to Deliver – Update and Next Steps;
Annex 3 – 16-18 Transfer – Stage One Assessment: September 2008 – City of York Council;
Annex 4 – Timeline creating the right local delivery system with regional and national support.

GOYH York

Progress Check Score Sheet 2008.

Assessment Completed By: John Thompson (14-19 Partnership Manager)

QUANTITATIVE INDICATORS.

	Comment	Rating	Score
PI 1.	The percentage of 17 year olds participating in education and work based learning (WBL) (judged against the 2006/2007 national trajectory and progress made since 2005/2006). Participation From 73.5% in 2005/2006 (end 2005) to 79.0% in 2006/2007 (end 2006)	G	1
PI 2.	The reduction in the proportion of 16-18 year olds who are NEET (judged against the 2006/2007 national trajectory and progress made since 2004/2005). Participation From 5.1% in 2004 (Nov 04 - Jan 05) to 3.8% in 2007 (Nov 07 - Jan 08)	G	1
PI 3.	The Proportion of 5 A*-Cs at GCSE or equivalent exam results, including English and Maths (judged against the 2006/2007 national trajectory and progress made since 2005/2006). Attainment, From 48.8% in 2005/2006 to 54.5% in 2006/2007	G	1
PI 4a.	The percentage of young people achieving Level 2 by 19 (judged against the 2006/2007 national trajectory and progress made since 2005/2006). Attainment, From 72.7% in 2005/2006 to 71.3% in 2006/2007	R	4
PI 4b.	The percentages of Young People who were in receipt of FSM at academic age 15 who attain level 2 qualifications by the age of 19. Attainment, From 44.9% in 2005/2006 (end 2004) to 46.8% in 2006/2007 (end 2005)	A/R	3
PI 5a.	The percentage of young people achieving Level 3 by 19 (judged against the 2006/2007 national trajectory and progress made since 2005/2006). Attainment, From 52.4% in 2005/2006 to 50.3% in 2006/2007	R	4
PI 5b.	The gap in attainment of L3 at age 19 between those young people who were in receipt of free school meals at academic age 15 and those who were not. (judged against the 2006/2007 national trajectory and progress made since 2005/2006). Attainment, From 36.3%, 19yo at end of 2005/2006 to 30.3%, 19yo at end of 2006/2007.	A/G	2
PI 6.	The new apprenticeships data based on starts is still being developed. (No data will be available on this indicator until 2009)	-	-
PI 7.	The proportion of Y11 learners who progress through the qualifications framework (i.e. L1, L2 and L3) by the age of 19. (No data will be available on this indicator until 2009)	-	-
	Totals	A/G	16

**GOYH - York
Progress Check Score Sheet 2008.**

Please complete the Progress Check Score Sheet proforma, inputting the scores for the Performance Indicators 8 to 14.

Please note: The completed form must be sent back as we are unable to accept information supplied in other formats.

QUALITATIVE INDICATORS.

	Please include the scores that Local Authorities have stated prior to your regional moderation	LA Score	GO Score	GO Rating
PI 8.	Does the area have effective 14-19 partnerships, with productive collaborative arrangements in place? The partnership has made very good progress against objectives set last year. New partnership structures have been agreed along with comprehensive underpinning systems and protocols. These supported successful recruitment to two Diploma lines (7% of Y10 cohort), Young Apprenticeships and Skills Centre. First draft 2013 entitlement map has been agreed with partners and stage 1 MOG proposals developed with sub regional partners. Progress has received strong endorsement from JAR, APA and School and PRU inspections. Gateway 1 progress checks and Gateway 2 resulted in 6 more Diplomas for 2009. Positive feedback from DCSF Regional Adviser and through post gateway "conversations".	1		
PI 9.	Is there good quality IAG to support young people in their choices and is the area making good progress with the area prospectus? LA is now lead agency, bringing greater coherence. Quality standards have been introduced to providers and are being progressed by IAG and Raising Aspirations Group, supported by IAG Development Fund. LA Key Issues paper (Jan 09). Much good quality work, including for second year, partnership Y9/Y11 event in December (incorporates DCSF Diploma Roadshow). Work with LDD learners is a priority, as is ensuring greater consistency against standards across institutions. LMI is plentiful and high quality, but needs to be used more coherently and interfaced with learners. AWP progress is good with pilot work on ILP taking place and planned on CAP.	2		
PI 10.	Are there effective links with employers to involve them in sufficient high quality delivery? Partnership is strong on delivery, with good institutional links and identified priorities, but need to develop overall strategic plans. Comprehensive Diploma related audits and development work mean that work experience and delivery requirements will be met (Gateway MIS Sept 2008). NEET related and Enterprise Education audits also show good coverage and inform developments. Work on EBL funding transfer ensures continuing NYBEP delivery and support of school based interventions. Priorities are to articulate overall strategy and planning to reflect strength of, and to better monitor and evaluate, delivery.	2		
PI 11.	Is there a sufficiently broad range of high quality provision, including vocational and applied options? Partnership plans for 2013 entitlement are "joined up" and informed by clear understanding of current provision, learner choice, travel to learn, demographics, local economic developments, progression routes and HE linkages. Very good progress on Diplomas, strong Young Apprenticeship Programme and support for development of new provision at KS4 (SEP, Behaviour Partnerships, Alternative Provision) and post 16 (Flexible Fighting Fund). Good work by LSC and LA on improving quality through commissioning and involving SIPs. Development of FLT a priority, support sought through DCSF "Twin". Good progress on Apprenticeships (Stat Neighbours Data), but need partnership plan for this key Government priority.	2		
PI 12.	Is there effective targeted provision, including capacity to deliver the September Guarantee, for those young people who are disengaged or at risk of disengagement? MI issue at NYCC (following Connexions transfer) impacting on ability to report and set baselines. Sept Guarantee (16 year olds) 96% 2007, 94% so far 2008. Confidence around offers to 17 year olds. NEET strategy better aligned to CYPPI/YorOK through absorption into Extended Partnerships service arm, NEET plan consequently under review. CAF implemented but lead professional	2		

	role needs clearer definition. Building or targeted Youth Support Pathfinder, 3 locality work groups formed to improve processes for identifying and supporting vulnerable teenagers. LSC commissioning process seeking to develop greater flexibility in provision including "roll on/roll off" and starts across year.			
PI 13.	Are there sufficient facilities across the area to deliver a broad range of high quality provision? Good progress supported by large scale projects in School, other LA (successful Skills Centre) and FE sectors. Capital spending around Diplomas using TCF has focused on areas where there were previously no school based facilities and is aligned with school priorities and new builds. Satisfactory position regarding most Diploma lines except Construction and Creative & Media (both anticipated to be high learner demand). LA, LSC, Headteacher and College Principal Group working on 2015 BSF related visioning exercise led by DCS and Asst DCS. LDD priority from JAR. Need to progress access to employer and third sector facilities.	2		
PI 14.	Is the workforce across the area prepared to deliver a broad range of high quality provision? Strong record of delivery through "lean" central team. Bi-annual implementation events disseminating information and supporting key themes. Well evaluated FS programme, positive engagement with national programmes and strong record of peer led wfd through local expert diploma Development Groups. Good auditing work and intervention for Diploma delivery now needs to be spread to "non deliverers" eg employers and support staff. This process begun through NAA training for exams officers and "open house" session at December Diploma Roadshow. As with PI 10, need to formalise strategy. Other priorities are diversity and monitoring/evaluation.	2		
	Rating assigned by National Strategies.	NS rating	PC score	PC rating
PI 15.	Is there capacity to improve 5 A*-C at GCSE or equivalent (including English and Maths)?	OS	1	G
	Totals and rating.	14		
	Overall Totals and rating.	30 AG		

Do you have examples of good practice you wish to promote? If so, please give details in the text box below.

Employer Engagement, including Work Experience; audits and recruitment of employers

Development of collaborative working systems and protocols

GOYH - York
Progress Check Score Sheet 2008

Annex 1

Performance Indicators for 14-19 progress checks measured against:-	
Participation.	
PI 1.	The percentage of 17 year olds participating in education and work based learning (WBL) (judged against the 2006/2007 national trajectory and progress made since 2005/2006).
PI 2.	The reduction in the proportion of 16-18 year olds who are NEET (judged against the 2006/2007 national trajectory and progress made since 2004/2005).
Attainment.	
PI 3.	The Proportion of 5 A*-Cs at GCSE or equivalent exam results, including English and Maths (judged against the 2006/2007 national trajectory and progress made since 2005/2006).
PI 4a.	The percentage of young people achieving Level 2 by 19 (judged against the 2006/2007 national trajectory and progress made since 2005/2006).
PI 4b	The percentages of Young People who were in receipt of FSM at academic age 15 who attain level 2 qualifications by the age of 19.
PI 5a.	The percentage of young people achieving Level 3 by 19 (judged against the 2006/2007 national trajectory and progress made since 2005/2006).
PI 5b	The gap in attainment of L3 at age 19 between those young people who were in receipt of free school meals at academic age 15 and those who were not. (judged against the 2006/2007 national trajectory and progress made since 2005/2006).
PI 6.	The new apprenticeships data based on starts is still being developed. (No data will be available on this indicator until 2009)
Progression.	
PI 7.	The proportion of Y11 learners who progress through the qualifications framework (i.e. L1, L2 and L3) by the age of 19. (No data will be available on this indicator until 2009)
Collaboration.	
PI 8.	Does the area have effective 14-19 partnerships, with productive collaborative arrangements in place?
PI 9.	Is there good quality IAG to support young people in their choices and is the area making good progress with the area prospectus?
PI 10.	Are there effective links with employers to involve them in sufficient high quality delivery?
Provision.	
PI 11.	Is there a sufficiently broad range of high quality provision, including vocational and applied options?
PI 12.	Is there effective targeted provision, including capacity to deliver the September Guarantee, for those young people who are disengaged or at risk of disengagement?
PI 13.	Are there sufficient facilities across the area to deliver a broad range of high quality provision?
PI 14.	Is the workforce across the area prepared to deliver a broad range of high quality provision?
PI 15.	Is there capacity to improve 5 A*-C at GCSE or equivalent (including English and Maths)?



Raising Expectations: Enabling the System to Deliver

Update and next steps

A Introduction

- 1.1 The consultation process
- 1.2 Summary of responses
- 1.3 Structure of this report
- 1.4 Audience notes

B Vision

- 2.1 Underpinning shared principles
- 2.2 Pre-19: Supporting Participation and Achievement for Young People
- 2.3 Post-19: Reforming the Post-19 Skills System to Secure Better Outcomes for Adults

C Frequently asked questions

Part 1: Supporting Participation and Achievement for Young People

- 3.1 Implementation Challenges
- 3.2 Building local authority Capacity
- 3.3 Sub-regional and Regional groupings
- 3.4 The Young People's learning Agency (YPLA) and its interfaces
- 3.5 Funding
- 3.6 Commissioning
- 3.7 Performance management
- 3.8 Sixth form colleges
- 3.9 Presumptions and competitions
- 3.10 Capital
- 3.11 Learners with learning difficulties and/or disabilities
- 3.12 Young Offenders
- 3.13 Information, Advice and guidance

Part 2: Reforming the Post-19 Skills System to Secure Better Outcomes for Adults

- 3.14 The Skills Funding Agency (SFA)
- 3.15 Funding and commissioning
- 3.16 Performance management
- 3.17 Information, Advice and Guidance for the post-19 sector

Part 2: Cross-cutting areas

- 3.18 The National Apprenticeship Service
- 3.19 Bureaucracy and complexity
- 3.20 LSC transition
- 3.21 Consultation

D Annex

A Introduction

1. The Department for Children, Schools and Families (DCSF) and the Department for Innovation, Universities and Skills (DIUS) published the White Paper *Raising Expectations: Enabling the System to Deliver* on March 17 2008 to consult on how to implement proposed reforms to education and training for pre-19 and post-19 learners.

1.1 The consultation process

2. Following publication of the White Paper, the Government carried out a twelve week formal consultation, which concluded on 9 June 2008.
3. We received 443 written responses, from a wide range of groups and individuals. These responses were analysed carefully and are being taken into account during the development of our plans to implement these proposals.
4. In addition to the written consultation, we also sought the views of individuals and organisations at nine regional events¹ held in May 2008. These events, which were attended by Ministers and/or senior officials, captured views of attendees on the proposals, including the challenges and opportunities of both implementation and the transition process. The feedback from these regional events was collected and considered alongside the written responses.

1.2 Summary of responses

5. There was wide approval of the principle and commitment to increase participation, to give education and skills a greater priority at the local level, and the focus on performance and quality. Many respondents welcomed the creation of a single framework for integrated commissioning of education and training to age 19, which fits well with the principles of Every Child Matters.
6. The general support for the reforms was accompanied by the request for further information on the implementation and transition stages, including how the new agencies will work together and the plans for planning and commissioning under the new system. Stakeholders were also looking for assurance that the needs of young people, adults and employers will remain paramount under the arrangements and that the new reforms will reduce bureaucracy.

1.3 Structure of this report

7. This report is one of a pair of documents published in tandem to provide an update on the reforms. The other document "Raising

¹ London, Birmingham, Newcastle, Manchester, Leeds, Leicester, Bristol, Peterborough and Reading

Expectations: Enabling the System to Deliver: Summary of Events and Written Responses” presents a summary of both the written responses to the consultation and feedback from the regional events. We intend to publish further detail on next steps on a regular basis as we finalise our plans.

8. Although the consultation has now closed, both DIUS and DCSF remain committed to ensuring that stakeholders are kept involved with, and informed about the progress of, these reforms and we would welcome feedback as the proposals continue to develop.

1.4 Audience notes

9. The whole of this report is likely to be of interest to most readers. However the table below shows which sections may be of most interest to specific audiences.

Audience	Section of this document
Local authorities	3.2 Building local authority capacity 3.3 Sub-regional and Regional groupings 3.4 The Young People’s Learning Agency 3.5 Pre-19 Funding 3.7 Pre-19 performance management 3.11 Learners with Learning Difficulties and/or Disabilities 3.12 Young Offenders 3.13 Pre-19 Information, Advice and Guidance 3.17 Post-19 Information, Advice and Guidance 3.18 The National Apprenticeships Service 3.19 Bureaucracy and Complexity 3.21 Consultation
FE colleges	3.4 The Young People’s Learning Agency 3.5 Pre-19 Funding 3.6 Pre-19 Commissioning 3.8 Sixth Form colleges 3.10 Capital 3.14 The Skills Funding Agency 3.15 Post-19 funding 3.16 Post-19 Performance management 3.21 Consultation
Sixth form colleges	3.5 Pre-19 Funding 3.6 Pre-19 Commissioning 3.7 Pre-19 Performance Management 3.8 Sixth form colleges 3.9 Competitions and presumptions 3.10 Capital 3.21 Consultation
Other providers	3.4 The Young People’s Learning Agency

	<p>3.5 Pre-19 Funding 3.6 Pre-19 Commissioning 3.11 Learners with Learning Difficulties and/or Disabilities 3.12 Young Offenders 3.15 Post-19 Funding 3.19 The National Apprenticeships Service 3.21 Consultation</p>
Employers	<p>3.18 The National Apprenticeships Service 3.21 Consultation</p>
The Learning and Skills Council	<p>3.4 The Young People's Learning Agency 3.19 Bureaucracy and Complexity 3.20 LSC transition 3.21 Consultation</p>
Regional Development Agencies	<p>3.3 Sub-regional and regional groupings 3.19 Bureaucracy and Complexity 3.21 Consultation</p>

B Vision

10. Through the consultation period some stakeholders and respondents asked for a reiteration and more detailed business case for why the reforms are needed. In this section we set out again the underlying principles for the change to re-emphasise what the reforms will enable us all to achieve.

2.1 Underpinning shared principles

11. The principles shared across pre and post 19 systems are:
 - Decision making, accountability and funding rules must be transparent and equitable;
 - There must be a clear focus on quality, and respect for our aim that the quality of the learner's experience is our ultimate goal;
 - Funding must follow the learner's choice;
 - Providers of all types should benefit from processes which are as simple and straightforward as possible and provide coherence for providers which span different areas and age groups;
 - Providers must have greater autonomy to act on behalf of learners within the national frameworks and any intervention should be proportionate to under-performance;
 - Economic growth must be driven forward and the needs of the labour market must be served; and
 - Good value for money must be secured in the allocation and use of public funds.
12. A copy of the joint letter issued by both Secretaries of State can be read [here](#). These principles underpin the detailed business case for the reforms.

2.2 Pre-19: Supporting Participation and Achievement for Young People

13. The starting point for these reforms is our ambition to raise the education participation age and deliver better outcomes for all young people – an ambition which has been at the heart of the Every Child Matters agenda and which was emphasised again in the recent Children's Plan.
14. The reforms provide an opportunity to bring together in one place responsibility for the outcomes and achievement of all young people aged 0-19. The reforms build on the existing role and expertise

of local authorities as commissioners of a wide range of services which will help support pre-19 education and training.

15. Local authorities will play the key role in the new system, taking responsibility for securing sufficient provision in their local area to meet the new entitlements and meet the ambition to raise the participation age. Local authorities will need to draw upon the expertise and skills of current LSC staff, who have done so much in recent years to secure improvements in attainment and participation. Local authorities will be supported by a slimline national Young People's Learning Agency in delivering these responsibilities

2.3 Post-19: Reforming the Post-19 Skills System to Secure Better Outcomes for Adults

16. The LSC has been instrumental in delivering improvements in adult education and skills training. However the Leitch review has shown how much further there is to go if we are to develop the highly skilled workforce that we will need by 2020.
17. Our policy aims as set out in World Class Skills (the government's response to the Leitch review) and also our 2020 skills ambitions. These include meeting the Leitch skills targets, moving to a demand-led system of skills delivery and integration of employment and skills and will require a step change in the adult skills delivery landscape. The advent of Skills Accounts and the growth of Train to Gain sees a radically different model of organisation of the skills system, where the government role is to ensure customers are empowered, well informed and well supported so demand can lead supply.
18. The structural reforms set out in the White Paper are specifically designed to support these policies. The streamlined design of the Skills Funding Agency (SFA), which will focus on funding rather than planning, will deliver a strong, demand-led FE sector capable of meeting the nation's needs in respect of adult skills.
19. A guiding principle in the design of these reforms is that the needs of service users (learners and employers) come first; the post-19 arrangements have therefore been designed around their needs and priorities. An underpinning key aim of these new arrangements is to make the skills landscape simpler – especially for customers, but also for providers and for those managing the system and operating within it.
20. Our traditional economic competitors are all investing heavily in raising their skills levels, as are the rising economic powers of the 21st century in South and East Asia, Eastern Europe and elsewhere. The reforms of the post 19 landscape will deliver a responsive and flexible

system for adult education and training and ensure that we are able to compete in the future global marketplace.

C Policy and design frequently asked questions

21. This section gives further information, where possible at this stage, in response to some frequently asked questions about the design and implementation of the reforms. There are many other questions and issues, which we will be working with all our key partners to resolve over the coming months. We will publish regular updates to provide the most up to date information on our implementation plans over the coming months.

Part 1: Supporting Participation and Achievement for Young People

3.1 Implementation Challenges

22. Part one of the White Paper set out the proposed reforms to the pre-19 system, and the benefits to moving funding for pre-19 education and training from the Learning and Skills Council (LSC) to local authority control. The rest of this section looks at each of the main challenges and questions raised about implementation of the pre 19 proposals, and tries to set out more detailed answers to questions as well as information on next steps.

3.2 Building local authority Capacity

23. One of the key challenges highlighted by many respondents to the consultation was how best to build the capacity and capability of local authorities for their new role. We know that many local authorities already have a wide range of commissioning expertise on which we must build. We know however that local authorities don't have spare capacity or specific pre-19 expertise to take on new responsibilities in relation to pre-19 provision. The answers below set out how we intend to build capacity and capability during the transition period, as well as setting out the precise new duties that will apply to local authorities.

What are the new duties that will apply to local authorities from 2010?

From 2010 local authorities will have a statutory duty to provide learning places for pre-19 year olds subject to legislation. By 2013 local authorities will have a statutory duty to deliver full participation for all 17 year olds in education and training (rising to 18 year olds by 2015). In addition, from 2010 they will have a duty to secure sufficient provision for young people up to the age of 19 in their areas (including learners with learning difficulties and/or disabilities up to the age of 25 and young people in juvenile custody up to the age of 18), in line with their responsibility for commissioning all children and young people's services.

How do you expect local authorities to develop their capacity to take on a new role in commissioning pre-19 provision?

Local authorities already have significant expertise and capacity in relation to their wider commissioning role - for example in the commissioning of childcare places. We want to build on that existing expertise as local authorities prepare for

their new role in pre-19, working with the Association of Directors of Children's Services (ADCS), the Local Government Association (LGA), LSC and the Association of Colleges (AoC). In addition, ensuring that we retain the knowledge and expertise of LSC staff will be key in ensuring that appropriate skills are available in local authorities.

What support will be available to local authorities during the transition period? DCSF is working with partner organisations including LGA, ADCS, LSC and AoC to develop a range of support for local authorities and providers to enable them to work closely together during the transition period. In addition DCSF is investing in a wider commissioning support programme which will be available for local authorities to draw on from September 2008. This will include a specific strand of support focused on pre-19 commissioning. Further details of the support available will be published in the autumn.

3.3 Sub-regional and Regional Groupings

24. We are publishing interim guidance on the sub-regional assessment process alongside this next steps document. It sets out the immediate next steps for local authorities, Government Offices (GOs) and DCSF. In summary these include:

- Local authorities will need to submit their proposed sub-regional grouping to their GO by 26 September 2008;
- GOs will then pass their aggregated view of sub-regional groupings to DCSF with a view from other key regional stakeholders including ADCS, LSC and RDA on the proposals;
- DCSF will look to approve all of the proposed sub-regional groupings by the end of October 2008. Where issues emerge they will ask government offices to have further conversations with sub-regional groupings so they can be addressed quickly; and
- By the end of the 2008 calendar year DCSF will be asking for further evidence of how the sub-regional groupings intend to work including an indication of whether the sub-region is ready to operate on model a or model b.

What criteria will be used to assess the proposed sub-regional groupings? The detailed criteria are set out in the interim guidance published alongside this document. For September the key criteria focus on the fit with travel to learn patterns and other sub-regional groupings within a region. For the second stage the criteria focus on governance and decision making mechanisms and the commitment of all partners to the proposed grouping. Whilst we want to avoid creating too many additional stages for local authorities, it is important we move as quickly as possible to create as much certainty over the "reasonableness" of the sub-regional groupings. That will enable the LSC to begin to align their resources towards these groupings and increase their support to local authorities.

Can a single authority/ whole region be a sub-regional group? Ultimately, it has to be a local decision as to what arrangements will work best to commission the right range of provision to meet the needs of all young people to deliver a raised participation age and 14-19 entitlements. We believe there may be instances where it is appropriate for a single local authority or region to act as the sub-regional group as long as there is a clear rationale as to why this is the right solution in that particular area and it has the support of the range of partners involved.

What will the membership of the sub-regional grouping be? Will providers have any say in their decision making? Again the membership and governance of sub-regional groupings has to be a local decision. We would expect each of the relevant local authorities to be represented in the grouping. Given that commissioning decisions are being taken at this forum about individual providers it would not be appropriate for them to be members themselves. What is important is that the rationale for any commissioning decision is clear and that providers are kept informed and engaged throughout the process. We will look to the submissions on sub-regional groupings in December to set out how that engagement will take place.

25. A number of respondents to the consultation questioned whether there was a need for the Regional Development Agency (RDA) to co-chair the regional planning group. We have considered carefully the arguments here but still believe the RDA has a critical role to play in bringing to the table the regional analysis of economic skills needs. Our strong presumption remains that we expect the RDA to co-chair the group although we will consider alternative propositions which can clearly show how employers' views of regional skills needs can be brought to the group.

What are the role and functions of the regional planning group?

The regional planning groups will agree the aggregated plans of the sub-regional groupings and ensure they cohere regionally. This will also enable them to identify any provision (e.g. Learners with Learning Difficulties and/or Disabilities (LLDD), specialist/large providers) which may need to be commissioned at a regional or national level. The regional planning groups will ensure that plans fit with the region's wider economic strategy and that they are coherent with post 19 commissioning through discussion with the SFA.

What should the membership of the regional planning group be? The membership, governance and operation of the regional planning groups will be determined best in each region. Whilst ultimately the overall composition of the regional planning group will be at the discretion of each region, in order to ensure effective regional coherence, as a minimum we would expect the regional planning group to include local authorities who represent the sub-regional groupings; and other regional stakeholders including: YPLA, SFA, NAS, GOs and RDA.

3.4 The Young People's Learning Agency (YPLA) and its interfaces

26. We are currently working on the detailed design of the new organisation and precisely how it will work with local authorities, the SFA and NAS. We intend to publish more detail on the role and functions of YPLA in the autumn.

What are the role and powers of the YPLA? The YPLA will have a duty to ensure national budgetary control and check plans are consistent with the concept of a 14-19 entitlement. It will be an enabling body to support local authorities in carrying out their new duties – providing a broad commissioning framework and strategic data and analysis for local authorities to use. It will have reserve powers to intervene and arbitrate in the event that local authorities cannot fulfil their new duties to ensure plans are agreed and cohere at sub-regional, regional and national level. The YPLA will also have reserve powers to commission FE colleges, where sub-regional groupings are not yet ready to move to model b, and with regional or national provision where necessary.

How will you ensure the YPLA is a slim body? The YPLA will be a very different body to the current LSC with a primary focus on providing funds to local authorities to meet their commissioning plans and ensuring overall budgetary control. It will also have a role to ensure the overall coherence of the plans and that the entitlement is being delivered to all learners. The planning and commissioning responsibilities and resource for these functions will reside with local authorities.

How will YPLA work with the SFA and NAS? The YPLA and SFA will have clearly defined roles in their interaction with each other including in their interaction vis-à-vis performance management of the FE sector and the SFA's sponsorship role of the FE system in general. The front facing services of the SFA, including the National Apprenticeship Service, will have a critical role in meeting the objectives of the YPLA and local authorities in securing sufficient apprenticeships for young people. Details of the roles and responsibilities of each organisation will be published in the autumn.

3.5 Funding

27. The questions around funding focused on the national funding formula, ring-fencing of funding, auditing, the National Apprenticeship Service (NAS) and the funding of different providers. This is, perhaps, the most important aspect to get right and we continue to develop our thinking in this critical aspect of the pre-19 transfer. The questions are not a full or detailed reply. We aim to publish more details as soon as they are available.

Will there be a difference between the present and future national funding formulas? At the moment we do not envisage any major changes to the national funding formula. We will of course review the formula to ensure that it is the most suitable means by which to fund learners.

Will funding be ring-fenced for local authority pre-19 provision? The national funding formula will operate at institution level. Local authorities will commission learner numbers and type of provision from each institution, which will drive the allocation through the national funding formula. In this way, funding will follow the learner and thus maximise the funding for participation and attainment.

How will the 3rd sector be funded? Local authorities will identify the learning opportunities needed in their area. Emphasis will be on high quality and appropriate provision for all young people. We expect the Third Sector to be well placed to deliver the high quality provision local authorities will be looking for. There may be a small number of third sector providers for whom regional or national arrangements are appropriate.

Can you provide further information at this stage about the proposed move to a 14-19 funding system? We are exploring options for extending the national funding formula as part of the Schools Funding Review. We are consulting a group of expert stakeholders (the Formula Review Group) to evaluate the options for implementation. Changes to funding arrangements arising from the School Funding Review would not be implemented before 2011/12.

3.6 Commissioning

28. The LSC will continue to be responsible for commissioning pre-19 provision until 2010 and we will expect them to work increasingly closely with local authorities during the next two years. We are currently working to produce a draft of the potential new planning and commissioning cycle which will highlight the role of different bodies in the process and what needs to happen at each stage. We will publish this in the autumn to give local authorities and providers a better understanding of who will need to do what at a local level. During the transition phase local authorities will have the opportunity to work closely with the LSC to track current systems and to influence the development of new systems and processes.

Will local authorities try to keep their young people in their area to make commissioning easier? Young people travel significant distances to learn, often across local authority boundaries. Local authorities should not and nor will they be able to constrain where young people go as this will be a demand-led system where funding will follow the choices of the learner. Local authorities and individual providers will continue to need to provide high quality impartial information, advice and guidance to every young person so that they can make informed choices.

What is the difference between commissioning pre-19 provision in a sixth form college vs. an FE college? There will be no difference in how commissioning decisions are arrived at in relation to any provider. We would expect both sixth form colleges and FE Colleges to be members of the local 14-19 Partnership which will produce the local strategic 14-19 plan. This will form the basis on which the local authority identifies pre-19 commissioning

needs. The only difference will be who carries out the dialogue about what and how much provision will be purchased, with the home local authority leading this dialogue with sixth form colleges and the lead local authority acting on behalf of the sub-region for the FE college.

What about specialist providers who draw students from all over the country? How will the commissioning relationship work for them and how will they receive their funding? We recognise that specialist providers like land based colleges draw students from all over the country and that we need to ensure that the commissioning process and the proposed sub-regional and regional structures need to be flexible across regional boundaries to take account of those providers operating across regions. We would still want these providers to have a lead relationship with a local authority. YPLA will nonetheless play an important role in aggregating the demand for these providers at a regional and national level and will lead the commissioning dialogue where a lead local authority cannot be identified.

How will the voluntary sector be involved in the aim to provide the most appropriate and high quality provision for all young people? In order to deliver the most appropriate and high quality provision for all young people, many types of provider will need to be involved in the delivery of education and training, and we anticipate the voluntary sector having an important role in this process. The voluntary and private sectors have played a major role in the delivery of education and training and we intend to build on their success.

3.7 Performance Management

Will you ensure that providers are being commissioned by local authorities on the same basis using common performance information? We want there to be a clear framework for assessing performance which is common across all providers of education and training for young people and adults. We think that this framework will need to include information about the standards achieved and the quality of provision, about the views of young people and (where appropriate) of employers and the value for money achieved. It should include key performance measures of individual achievement at 19, which are now part of local authority performance indicators. We believe that the Framework for Excellence (FfE) provides the best basis for developing such a framework. We will publish further details of how we intend to take forward the development of the FfE later in the year.

How will local authorities be able to raise concerns about the performance of FE Colleges? The SFA will be responsible for the performance management of FE Colleges. Where a local authority has a concern about the quality of a college's pre-19 provision, which is not able to be resolved as part of the normal commissioning discussions which the lead local authority and college will be having, then this should be escalated to the SFA (via the local authority with the strategic commissioning relationship for that college). The SFA will have responsibility for the overall oversight of a college's performance although it will continue to adopt the principle that colleges are responsible for their own performance improvement and will only

seek to intervene by exception as and when agreed national performance levels aren't met.

3.8 Sixth form colleges

29. A number of respondents to the consultation questioned the logic of creating a separate and distinct sixth form college sector. As we said in the White Paper we believe we need a strong and coherent pre-19 sector which is made up of many different types of institution including sixth form colleges, FE colleges, Tertiary colleges, specialist colleges and school sixth forms, if we are to deliver the shared ambitions for young people and adults.

30. The aim of creating a new, legally distinct sixth form college sector is to be clear about who each provider is ultimately accountable to. The key difference between sixth form colleges and FE colleges at the end of this process will be their performance manager: for sixth form colleges this will be a local authority and for FE colleges this will be the SFA. This will not affect the balance of provision in either a FE college or a sixth form college. An important principle will be that being a designated sixth form college does not preclude you from being commissioned to do any adult work, just as being a GFE does not preclude you from being commissioned for pre-19 work. The designation process will be underpinned by legislation and proposals on the criteria and process will be published shortly. It will be designed with the need to ensure stability and to avoid any unintended consequences. We are working closely with the Sixth Form Colleges Forum and the Association of Colleges on the proposals.

How will you ensure that the different performance management systems will not cause local authorities to have a more distant relationship with FE colleges? Local authorities will be expected to be provider neutral in their commissioning decisions. They will work with all providers in the same way to secure provision and will consider performance issues as part of the process of commissioning. It is only when intervention is needed as a result of ongoing poor performance that different approaches will be taken. It is important that the performance management arrangements do not make any difference to the relationship between local authorities and FE colleges or sixth form colleges; all colleges will retain their status as independent, incorporated institutions, and be considered equally as part of the local authority's commissioning processes like other providers.

What will be the governance arrangements for FE and sixth form colleges? The governance arrangements for colleges will stay as they are now. Colleges will remain fully independent corporations and the corporation remains responsible for the institution.

When will designation decisions be made? Ministers are considering detailed proposals on the designation process and timing. In principle we want to keep them short, transparent and as free from bureaucracy as possible. It is our intention that there will be ongoing opportunities for institutions to be designated as sixth form colleges or to review their designation if the need

arises.

Who will decide whether a college should be a sixth form college or an FE college? We are currently working through the legal definition of a sixth form college and will come forward with further information as soon as these decisions have been made. It is important to emphasise that we are not creating any incentives for a college to change sectors; it will simply be a business decision that reflects the ethos and nature of the college as it stands. The final decision on designation will lie with the Secretary of State.

How will sixth form colleges fit into Building Schools for the Future (BSF) plans? We are still working on the detail of the place of sixth form colleges in BSF plans. BSF and the equivalent programme in the FE sector are under way and we will have to make transitional arrangements to recognise that some sixth form colleges are already undergoing modernisation.

3.9 Presumptions and competitions

Will there be changes to the presumption in the new system? We have made a commitment in the White Paper to amend the Decision Makers' guidance and the arrangements for presumptions in order to align them better with the arrangements for local delivery of pre-19 plans. We intend to extend the eligibility period for presumptions (currently one year from the date that the Applied Learning specialism comes into force) in order to give more time for proposals to be considered in the context of local planning. We will introduce a requirement for evidence that there has been local collaboration in developing proposals and a statement of how the proposed places will be aligned with current local provision. In considering statutory proposals, the Decision Maker will take account of:

- the need for collaboration with local partners;
- the effectiveness of pre-19 organisation in the local area; and
- the need for the proposals to improve standards and offer better progression routes to students at the presumption school.

Since the legislation is already in place, new guidance can come into force as soon as it is published, following consultation. Subject to Ministerial agreement, we will consult in the autumn term 2008 and then publish a new version of the Decision Makers' guidance which will then be binding on local authorities and the Schools' Adjudicator.

Who will be responsible for running competitions for new places under the new arrangements? Will the current LSC requirements continue to apply? The LSC's current guidance on competitions will continue to apply until 2010. From that date local authorities will take on responsibility for 16-19 competitions alongside their wider responsibilities for schools competitions. More details on this area will follow in the autumn.

3.10 Capital

Can you provide further clarity about the capital arrangements in the new system? As the questions raised in the consultation reflect, capital is a complex area and it is important that the future capital funding system responds in the right way to meet the needs of young people and adult learners. We will come forward with fuller proposals on the future funding of capital projects in the autumn.

3.11 Learners with Learning Difficulties and/or Disabilities

31. This was an area in the consultation which prompted much debate over the definition of LLDD learners and how the duty to deliver education and training provision should be described, as well as the best mechanism for commissioning and funding LLDD provision in future. We are clear that we want local authorities to be in the lead in terms of commissioning LLDD provision, however in recognition of the often specialist and sometimes expensive nature of the provision needed, planning and investment decisions will need to be done at a sub-regional and regional level. As with other types of specialist provision (paragraph 3.6 Commissioning) there may be a case for some providers to have arrangements with the YPLA. Further information on the arrangements for the commissioning and funding of LLDD will be available in the autumn.

3.12 Young Offenders

Which model is now the preferred option? We believe that the arrangements for funding and planning in custody should mirror those proposed for education in the mainstream sector as far as possible. Many respondents felt that it is important to ensure a role for home local authorities (where young people are from and usually return), but felt that there are mechanisms beyond funding flows, which should be considered in working up how this can best be delivered.

If the home model is chosen, will the recoupment arrangements be too complex to administer? A number of responses to the consultation highlighted the complexity of the option for a funding model which places funding responsibilities on 'Home' local authorities and which involve the recoupment of funds. We recognise that this model would be complex to administer.

How will it be ensured that local authorities will deal with all wider issues, and not just local issues? In moving towards more local commissioning arrangements for young offenders' education in custody, we recognise that this will need to pick up both local and wider issues. We are considering this within our further work on the new funding and delivery model and within our further plans to improve education and training for young offenders which we recently announced in the Youth Crime Action Plan.

How is it being ensured that when young offenders return to their locality there will be a seamless, one stop support service? It will be important that the new funding and delivery model for education and training in juvenile custody fosters a consistent experience for young offenders, which is embedded into their wider rehabilitation plans, particularly as they leave custody and return to their community.

How will local authorities work with other sector agencies, (e.g. the National Offender Management Service (NOMS))? It will be critical that local authorities work with a range of other agencies and partners in implementing their new responsibilities for planning and commissioning. We recently committed to a range of proposals in the Youth Crime Action Plan which will place increased focus on partnership working. This included a commitment to develop a new National Delivery Framework for education and training in juvenile custody, which aligns with the new funding and planning arrangements and will be underpinned by local partnership agreements with relevant organisations.

We will issue further detail on the proposed model of delivery within the implementation plan to be published in the autumn.

3.13 Information, Advice and Guidance (IAG)

What is being done to improve the IAG system, including ensuring that it is well resourced, easily accessible, and backed up by well researched and robust data? Local authorities are now responsible for delivering IAG and are required to have regard to the IAG Quality Standards, which emphasise impartiality. The Education and Skills Bill, currently going through Parliament, includes a clause requiring schools to deliver Careers Education (CE) impartially. Subject to parliamentary approval, Schools will also be required to have regard to Principles of CE and to good practice guidance linked to the Principles.

An IAG support programme has been launched which will support IAG practitioners through the dissemination of good practice materials, lesson plans, case studies and newsletters via a central website (www.cegnet.co.uk). A key output from the programme will be an online IAG pre-19 practitioner guide. This will improve the knowledge of Connexions Personal Advisors, Careers Coordinators, teachers and others involved in talking to young people about programme options.

In order to further improve the IAG system, work is also underway to:

- Commission research into the skills gap of careers coordinators, which will inform an effective continued professional development programme for careers education teachers;
- Improve online IAG services by developing Connexions Direct and by introducing the 14-19 prospectuses, which will provide accessible information for young people and their parents about local

opportunities; and

- Effectively engage Sector Skills Councils to ensure that information about careers and opportunities will be supported by labour market information.

Part 2: Post-19: Reforming the Post-19 Skills System to Secure Better Outcomes for Adults

3.14 Structure, role and responsibilities of the SFA

32. More information about the SFA and how it will work with both the YPLA and other parts of the post-19 system was one of the key requests emerging from the consultation. Work is now underway to understand the specific business model and organisational design of the SFA. Once this work is complete we will be able to provide more information on the agency's structure, including its operation at regional and sub-regional level. We aim to have a completed SFA business model by the end of August with an implementation plan by the end of October.

Why will the SFA be a national/next steps agency instead of an NDPB like HEFCE or the YPLA? Won't it limit the sources of advice to government? Our thinking about the SFA status is that as a next steps agency it can move closer to government; ensuring strong strategic oversight and closer working between the Department and the agency. DIUS welcomes the expertise of partners and is committed to continuing to engage with all partners and stakeholders, particularly learners, both directly and through the SFA.

How will the SFA fit into the wider landscape? As part of the SFA design work, we are looking to ensure that the agency fits into and complements the work of other organisations/agencies. Once this work is complete we will set out and publish the relative roles of the organisations and the interface between them.

How will the voluntary sector be involved? We are committed to ensuring that the voluntary sector can engage effectively with the reformed post-19 sector. To that end we will continue to build on the good work undertaken by the LSC in this area, and, as set out in the DIUS Simplification Plan, we remain committed to ensuring that this engagement is as streamlined as possible.

DIUS officials are scheduled to meet with the National Learning Alliance in September to discuss more fully how the SFA should work with the voluntary sector.

Will the SFA have a planning role? The move to a demand-led system, led by customer choices via Train to Gain and Skills Accounts, dictates that the SFA will be a funding agency; it will not have a formal planning role.

What is the role of the SFA in relation to Informal Adult Learning and when will more information be available? Responses from stakeholders attending the *Raising Expectations* regional events expressed interest in the future arrangements for funding informal learning, or learning for its own sake, particularly for disadvantaged groups, the retired and elderly.

The comments received in this consultation reflected responses in the recent DIUS informal adult learning consultation *Informal Adult Learning: Shaping the Way Ahead*, which emphasised the importance of this kind of learning for individual health, community development and social inclusion. This DIUS consultation has received more than 5,000 responses and will publish its report in September, providing the basis for a new IAL strategy to be published later this year. The strategy will set out arrangements for planning and funding this work in the medium term, including the proposed role of the SFA.

3.15 Funding and commissioning

Will FE colleges have multiple funding streams? FE colleges do not currently receive all of their funding from the LSC and so they are already used to dealing with multiple funding streams. FE colleges will have a single commissioner for pre-19 provision and a single commissioner for post-19 provision through the DIUS sponsored agency. We intend to bring these discussions into line so they are held together but the actual payment would come from two different sources.

What about provision in colleges that helps less advantaged people in the community to reengage with society and the world of work? The SFA will continue to support a wide range of learning that does not lead to formal qualifications and we are currently consulting on the best way of doing this and will build it in to the Agency's remit.

Will colleges be able to flex their funding across age ranges? At individual college and provider level we would not seek to impose any specific ring fence of budgets and providers will be free to spend the funding they are allocated to deliver the outcomes they have been commissioned to deliver, making use of the funding in the best and most efficient way to deliver high quality outcomes for young people and adults.

How will you ensure Skills Accounts work? We are starting trials of universal Skills Accounts from September this year in two regions – the East Midlands and the South East. From autumn 2009 we will trial components of Skills Accounts nationally and then from autumn 2010 we intend to be ready to start national roll out. With several years of testing with ongoing evaluation, the supporting funding models will be fully operational ahead of national roll-out. Skills Accounts provision will only be delivered through accredited providers that meet strong quality assurance tests. Funding will be received only for approved providers under existing eligibility guidelines. Overall, the success of the trials will be measured on quality of service, quality of output

from providers and the experience of learners.

3.16 Performance management/intervention

33. Most respondents agreed that a common performance management framework, applying to pre and post-19 providers, including school sixth forms, should be based on Framework for Excellence (FfE) but called for greater clarity about respective responsibilities for managing performance. Discussions are already taking place between the relevant departments, agencies and the Single Voice, on how the system will evolve and how it will take account of a growing self regulating FE sector.

How will the Framework for Excellence work? It is intended that when the FfE is in place it will help drive quality improvement, fuel moves towards a demand-led sector through informing learner and employer choice, and support the development of self regulation. It will also provide evidence for central government and its partners on the value for money achieved through spending on the FE sector.

What role will the Framework for Excellence have in post-19?

The FfE will be a fundamental tool for managing performance of post 19 provision. It will be used across the sector to assess quality and help drive improvement. It will be integral to providers' own self assessment/ self improvement processes and it will support the drive towards a demand-led sector, by providing information to inform learner and employer choice.

It will also support the development of self regulation. We expect the Single Voice and individual providers will want to use FfE evidence to identify and take action in order to improve performance across the sector. It will provide evidence for central government and its partners on the value for money achieved through spending on the FE sector.

Guidance on the FfE was set out in 'Framework for Excellence - Putting the Framework into Practice', published in June 2008; and we anticipate that more detail on self-assessment will follow in the autumn. In addition, we hope to provide more information on performance management resulting from the reforms, by end of the year.

3.17 Information, Advice and Guidance

How will the Adult Advancement and Careers Service (AACS) operate under the new arrangements? The AACS will be a universal service, available to all adults aged 20 and over, in England, whatever their skill levels. It will offer a more personalised service, with a skills health check at the centre of discussions that a careers adviser will have with the individual. There will be on-going advice and support with follow up contact for those most disadvantaged in the labour market – for example, the low skilled, people on Jobcentre Plus benefits, those cycling between welfare and work and people with a learning difficulty or disability. The SFA will be responsible for strategic commissioning and performance management of the service.

The Department of Innovation, Universities and Skills (DIUS) is working closely with DCSF to ensure that there will be a seamless transition for young adults from young people's information, advice and guidance services to the AACS. The two services will also work collaboratively on areas of joint interest, for example labour market information.

When will more information on AACS be available? DIUS will publish a prospectus in the autumn setting out in detail the vision for AACS, its structure and key features and how it fits into the wider adult skills landscape. DIUS will also publish the main steps over the next two years to ensure delivery of a fully operational AACS by Autumn 2010 and an engagement strategy for working with and drawing on the expertise of those involved in delivering advice and support to adults as we take developments forward.

Part 3: Cross-cutting areas

34. Some of the areas for clarification cross both the pre and post-19 systems. These areas are outlined below as a joint approach will be taken to addressing these areas.

3.18 The National Apprenticeship Service (NAS)

How will Apprenticeships for pre-19 year olds be funded when the NAS sits inside the SFA? An assessment of the number and type of apprenticeship places each local authority will need to be included in all commissioning plans. The local authority plans will be aggregated at a sub-regional and regional level where local authorities will then work together with the National Apprenticeship Service (NAS) to agree how this will be delivered. It is vital that the assessment of Apprenticeship places between sub-regional groupings and NAS is realistic. Funding to work based learning providers and voluntary bodies will be based on the same systems as they are now.

Why will NAS be housed in the SFA? Sponsorship of and funding for Apprenticeships sits with DIUS; this decision reflects three major considerations:

- The overall purpose and nature of the Apprenticeships programme is fundamentally an employment-based, skills development programme. Apprenticeships cover both young people and adults, and although the majority of Apprenticeships starts are pre-19, there are overarching objectives for the programme as a whole – most centrally the Leitch ambition of 400,000 Apprenticeships in England by 2020.
- It is not administratively practical to route funding through local authorities. There are 150 local authorities with education responsibilities and at present, few would have the capacity, staff, expertise or networks to administer apprenticeships successfully. Also, many (20%) Apprenticeship places are

contracted centrally by the LSC's National Employer Service to large national employers.

- Sponsorship of the Further Education service, post-19 funding and work-based training providers all sit within DIUS.

How NAS fits into pre and post-19 landscape? NAS will work closely with the YPLA and local authorities in order to ensure seamless delivery of Apprenticeships across both young people and adults. Each local authority, for example, will assess the need for apprenticeship in its area and negotiate with NAS (possibly through sub-regional groupings or YPLA) how that need can be met.

It is the intention that more post-19 Apprenticeships will be delivered through Train to Gain; already the funding criteria for Train to Gain carries a strong presumption that funding will be provided for Apprenticeships rather than NVQs only, except in individual circumstances.

How NAS will work at local level? The primary role of the NAS field force will be to work with employers locally and regionally to expand the number of Apprenticeship places. They will be expected to work effectively and seamlessly with skills brokers and use other intelligence to support employers interested in taking on Apprentices. Skills brokers and the NAS field force will work from shared databases on customer relationship management, and will co-ordinate their activities to avoid multiple approaches.

Does the NAS have the capacity to provide an Apprenticeship for everyone who wants one? The Government has introduced an entitlement to an Apprenticeship place for each suitably qualified young person from 2013. We will maintain our commitment to meeting the demand from suitably qualified young people, so that if more come forward we will work with employers to expand the programme further. On this basis, we anticipate that one in five of all young people will be undertaking an Apprenticeship within the next decade. In support of this work, the funding for Apprenticeships is planned to increase by almost a quarter between 2007-08 and 2010-11, to over £1 billion. We are also working to meet Lord Leitch's ambition to increase the skills of those who have already completed their compulsory education; we will be aiming for significant growth in Apprenticeships for those aged 25 or over. We need to respond to the high employer demand for places in this category, and we need to assist adults who are seeking the skills to make a step change or transition in their career.

In 'World-class Apprenticeships, Unlocking Talent, Building Skills for All', we have set out a comprehensive package of measures designed to boost capacity and make it easier for employers to take on Apprentices. These include direct incentives payments (in addition to formal training costs) for some employers to take on more apprentices. There will be greater flexibility in the Apprenticeships Blueprint and employers will be allowed to submit their own frameworks for funding, by drawing from a Sector Skills Council 'bank' of qualifications.

How will employers, particularly small and medium employers, be engaged in the reforms? We recognise that raising the number of employers offering Apprenticeships is critical and we will make it easier for employers to improve the range of Apprenticeships by enabling them to include their own accredited qualifications; and by introducing a pilot wage subsidy programme for small businesses, to make it more attractive for them to offer high quality Apprenticeship places.

3.19 Bureaucracy and complexity

How will bureaucracy be avoided in the new system? We are committed to reducing bureaucracy. The best way of doing this is to work with practitioners and users in the design of the systems. We have started work with the Bureaucracy Reduction Group to address complexities and bureaucracies from the FE and skills perspective. There are many potential components of bureaucracy ranging from a lead local authority having a conversation with each college/provider, which should prevent the duplication of work and excessive bureaucracy, to making sure data is produced once and used many times.

How will it be ensured that providers will not have a more bureaucratic commissioning process to negotiate? In order to minimise burdens, each provider will have a single strategic commissioning dialogue for pre-19 provision. For post-19 commissioning the SFA will provide a single agency for skills which builds on the success of the LSC but is better placed to respond quickly and flexibly to national, regional and local skills needs. By having a single strategic commissioning conversation schools, colleges and other providers will be able to focus on effective education and training. We will continue to involve those that will be affected by the changes as we implement them. This will ensure that they can direct their resource where it is needed most – educating and training the learner.

How will decision making be kept quick and responsive? We are committed to the principle of commissioning and planning happening at the right level in the system. Most planning will happen at the local level; this will allow the system to be flexible and responsive to learner needs. The sub-regional and regional levels will be used to aggregate commissioning plans across an area for certain providers, if appropriate, to ensure the single commissioning conversation.

3.20 LSC transition

How will the skills of the LSC staff be retained? We wish to retain as much LSC staff expertise as possible. We recognise that the potential impact upon the retention of this valuable expertise is a key risk and a crucial component of the continued performance and delivery during the transition period. We will continue to work with the LSC and other key stakeholders to ensure that issues that could affect retention are addressed through the Machinery of Government governance arrangements that have been established; and officials will work with the LSC and stakeholders within this framework to

ensure that the new structures and processes are implemented in a consistent and coordinated manner.

How will LSC staff be given certainty during the transition period? There has been uncertainty about the detail of the changes that will affect LSC staff following the Machinery of Government announcement in June 2007. The *Raising Expectations* consultation outlined the vision of the system required to meet the needs of the changing education and skills landscape and the LSC expects to move to interim arrangements to provide further certainty for staff about the new arrangements. We are committed to ensuring that staff involved in any transfers are treated fairly and consistently and in line with best practice.

Will the LSC be moving to new interim arrangements? Once the organisational design is developed to sufficient detail and we have clarity on the proposed sub-regional groupings from local authorities, the LSC expects to move to an initial interim structure which reflects the planned new arrangements and provides staff with further information on how the changes will apply to them. We expect interim structures to be in place by the end of 2008.

3.21 Consultation

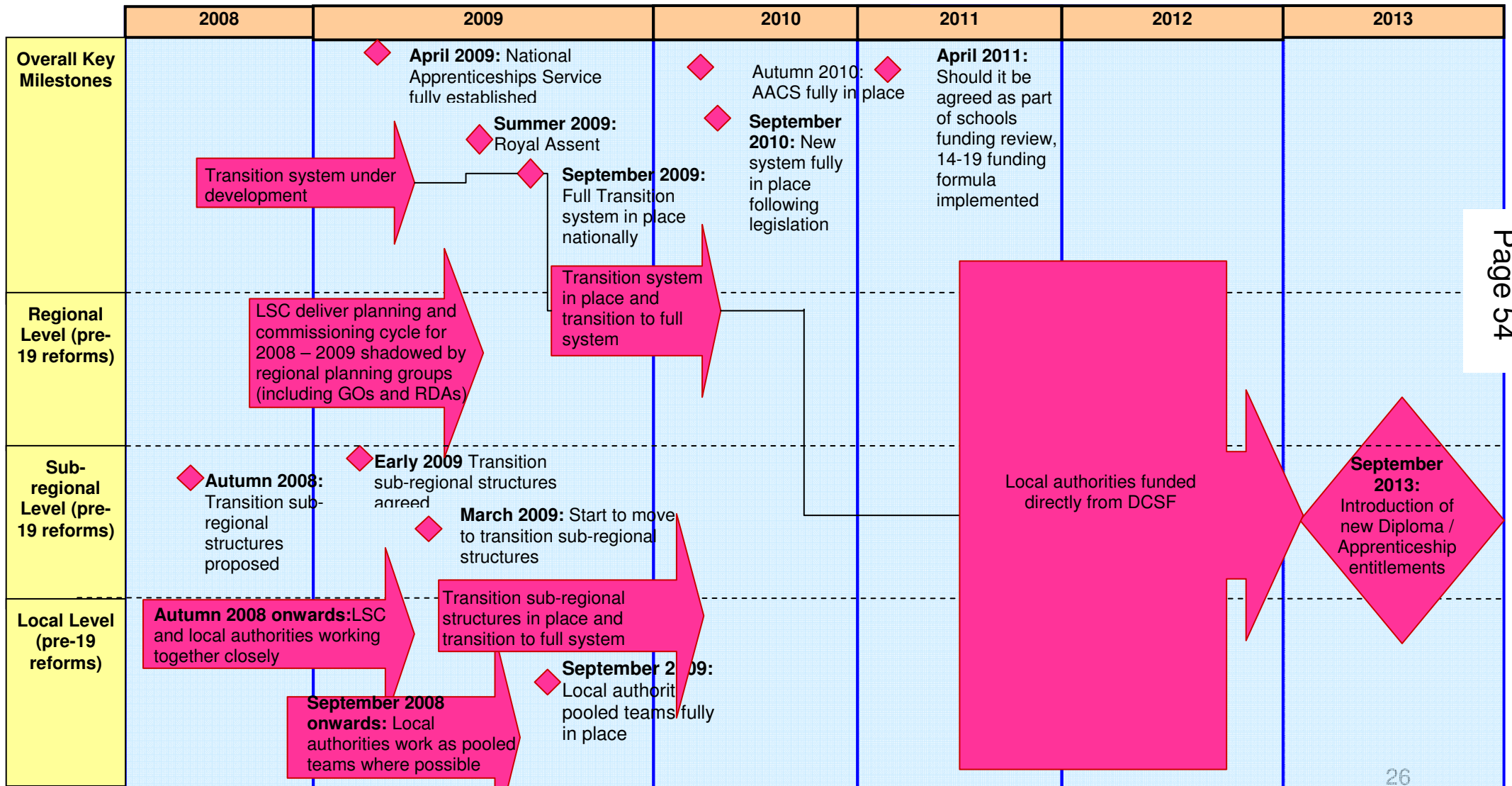
35. Although the formal consultation process has now closed, we are committed to working with all partners and stakeholders and taking account of their views throughout the reform process.

Have the concerns and views of respondents been taken into account through this consultation? We have read or listened to all the views and issues raised and are taking account of these in developing our proposals. As you can imagine the views we received were many and varied and sometimes conflicting so we cannot reflect every single point of view but we are continuing to work with key national organisations, including AoC, ALP, LGA, ADCS, LSC in developing our implementation plans.

When will we receive further information? Both DCSF and DIUS will be publishing detailed plans for implementing the new arrangements in the autumn. And from August we will be issuing a joint monthly bulletin to keep you informed of decisions that have been made, things to look out for in the coming weeks and any other information about the changes. Access to this bulletin will be via the FE and Skills Newsletter and the local authority and Schools e-mail. We will also be using our websites as a portal for further information about the reforms and a facility where further questions and answers can be posted.

D Timelines

The Diagrams below outline the timelines for design and implementation of the pre-19 and post-19 systems.





16-18 Transfer

Stage One Assessment – September 2008

City of York Council

(All data from LSC 16-19 Commissioning Plan Data Pack (June 2008), unless stated)

1. Proposed local authorities in the sub-regional grouping

1.1 The proposed grouping in which the City of York Council will operate consists of the two local authorities in the LSC North Yorkshire sub-region and two from the LSC Humber sub-region. These are:

- City of York Council
- East Riding of Yorkshire Council
- Hull City Council
- North Yorkshire County Council

The Directors of Children's Services in all four local authorities are fully supportive of the development of this grouping to progress the 16-18 Transfer and secure delivery of appropriate curriculum opportunities for all learners.

1.2 The City of York already works very closely with North Yorkshire on a wide range of 14-19 linked activity and has well established relationships with East Riding. One of the North Yorkshire Area Learning Partnerships and an East Riding Secondary School are associate members of the City of York 14-19 Partnership (Learning City York) and a number of relevant organisations, including Higher York and Science City York, operate across all three council areas. The City of York supports the inclusion of Hull City Council in this grouping because it is a key partner for East Riding and there are relevant links with the other proposed members, especially through the FE and HE sectors.

2. Rationale for the grouping

2.1 Travel to Learn

The 14-19 year old population in the City of York is approximately 15300. Provision is based upon:

- 1 general FE College (York College)
- 10 mainstream secondary schools, of which 5 have sixth forms
- 1 secondary special school
- A range of work based learning providers, including the Council's own (York Training Centre)

A specialist Agricultural College (Askham Bryan College) is also based in the Council area, but only 11% of its full and part time 16-19 year old learners are York residents.

The number of resident 16-19 year olds travelling to provision outside the City is far outweighed by the number of young people travelling into York from other areas. In both cases North Yorkshire and East Riding (in that order) are the most significant partners.

At York College 1232 of 3507 full and part-time learners are East Riding or North Yorkshire residents and North Yorkshire residents make up 48% of Askham Bryan College's 788 full and part-time learners. 118 school sixth form learners from East Riding and North Yorkshire attend York Schools.

146 York residents attend sixth forms in North Yorkshire Schools. There are no significant travel to learn movements to any FE providers in Councils within the proposed cluster, but 69 full and part-time learners travel to specialist provision in Leeds.

2.2 Securing the delivery of the curriculum offer

It is clear from the travel to learn data that York has a significant role to play in securing the delivery of the curriculum offer for learners in North Yorkshire and East Riding. In particular York College is a critical provider for learners across the sub-region. Askham Bryan College is a major provider for North Yorkshire and will be a significant player in the Environment and Land based Diploma in Yorkshire & Humber and beyond.

Diploma developments already recognise the interdependence of Local Authorities, with Woldgate College (East Riding) and the Ryedale Area Partnership (North Yorkshire) having associate membership of the City of York 14-19 Partnership. Existing collaboration covers Creative & Media, Engineering, Manufacture & Product Design and Society, Health & Development. The City of York Partnership intends to deliver all of the Diplomas. Its entitlement provision plan provides access to all lines through schools and colleges, with provision at York College and Askham Bryan College contributing significantly to the entitlement at sub-regional level.

The City of York Partnership is delivering two Diploma lines (Society, Health & Development and Engineering) in 2008/09, with 130 learners (nearly 7%) of the first Year 10 cohort participating. In 2009/10 8 further lines will be delivered. Subject to conditions, a ninth line will be added in 2010/11 and a submission is under development for Gateway 3 which covers the remaining 5 sector linked lines of learning.

A key element in planning for the York 2013 entitlement is the Raising of the Participation Age. Despite overall learner outcomes, which are well above national and regional averages, post 16 progression rates and “narrowing the gap” are priorities identified in progress checks, LAA targets and service plans. Demographic decline to 2015 means that the overall number of participants will remain roughly constant. There will, however, be significant changes in the balance of provision, with increases in apprenticeships and work based learning strands. The City of York Council recognises its corporate responsibility to support the development of apprenticeship programmes and has been working with the LSC Partnership Director to increase its own involvement. GO Progress check data (September 2008) shows a 0.6% increase in the percentage of 16-18 year old apprenticeship starts from 2005/06 to 2006/07. All provision planning is underpinned by employment sector forecasts, collated by the City of York Lifelong Learning Partnership, and existing patterns learner demand.

The successful Young Apprenticeship programme at York College is open to North Yorkshire and East Riding of Yorkshire learners. East Riding and North Yorkshire institutions use the major provider of work experience placements for York Schools and Employer Engagement work related to the curriculum entitlement is being undertaken by cross border organisations such as NYBEP and Science City York.

Progression routes for learners will be secured by working across all four proposed cluster authorities. The Universities of York and Hull have close links, including membership of the Excellence Hub and a joint medical school. The University of Hull has a campus in Scarborough (North Yorkshire). The Higher York partnership includes the four York based HEIs and Craven College (North Yorkshire). Harrogate College (North Yorkshire) is a member of the Hull College Group.

2.3 Proposals to engage with neighbouring local authorities

Along with the other members of the proposed grouping, **we are committed to a model b commissioning approach from September 2009**, leading into the April 2010 transfer.

The City of York has a track record of productive collaboration on this agenda. Relationships with North Yorkshire are strong at strategic level through work with North Yorkshire LSC area. This has led to collaborative projects such as a joint Area Web Based Prospectus and is underpinned by regular contact and collaboration at Officer level. There are also developing links with East Riding.

As a Children's Service's Directorate judged by Ofsted (JAR, Feb 2008) to be outstanding, with outstanding capacity to improve, York is well placed to tackle the challenges of integrating 16-18 and, ultimately, 14-19 commissioning into its existing systems and structures, including joint commissioning for other young people's services. The directorate's progress on this agenda and capacity to readily move forward is also evidenced by APA and Progress Check reports. Officers, working with the LSC Partnership Director, have already undertaken a significant degree of planning for the 2013 entitlement. This work has been disseminated across the region through the DCSF Regional Adviser's 14-19 Lead Officers network.

In its lead strategic partner role, the Local Authority has worked constructively with partners, most notably Headteachers and College Principals, in agreeing new 14-19 structures, which are fit for purpose as the MOG changes progress. These structures will ensure that all stakeholders are both well informed about, and engaged in, the commissioning process. We are committed to developing the capacity to take the transfer forward with key staff from School Improvement & Staff Development, Finance and Human resources already reviewing current directorate structures.

As we move to Stage 2, a timeline for consultation with elected members and partnership stakeholders has been set out. Whilst progressing the transition within York, we will engage with the other three Councils in our proposed grouping at DCS and Senior Officer level and with the support of the two LSC sub-regions to refine the proposal and agree governance and decision making arrangements.

2.4 Compatibility with other local and regional priorities plans and proposals

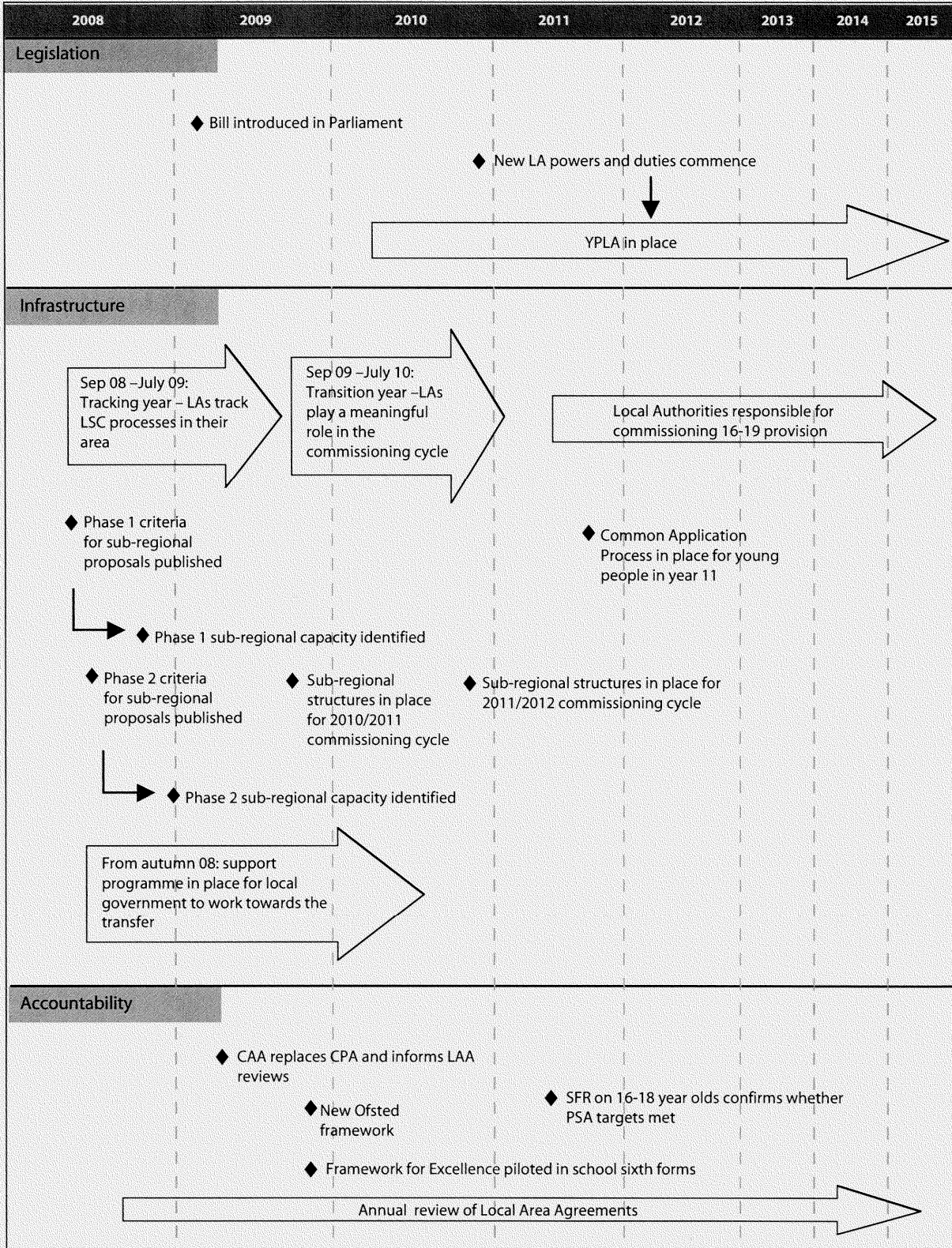
The proposed grouping is consistent with the following local and regional priorities and plans:

- Without Walls – York's Local Strategic Community Plan (2004-2024)
- Learning Without Walls – York's 14-19 Implementation Plan for Education and Training (2005-2008)
- The York Entitlement Curriculum Map (2008)
- Leeds City Region Development Programme (November 2006)
- Regional Spatial Strategy: The Yorkshire and Humber Plan (Yorkshire and Humber Assembly)
- The Regional Economic Strategy for Yorkshire and the Humber 2006 -2015
- Yorkshire Forward Corporate Plan 2008-11

Locally, the proposal will support our plans to secure the entitlement curriculum, raise participation and achievement in line with targets in our Children and Young People's Plan and Local Area Agreement.

Regionally, the proposal will support current travel to learn patterns and ensure that future 16-18 learning provision is effectively planned across the proposed grouping to address learner choice and needs. However, we also understand the importance of having due regard for the further development of local, sub-regional and regional labour market and skills requirements, in particular as being developed through the LSC York and North Yorkshire Skills Group, Leeds City Region Development Plan and the Regional Economic Strategy for Yorkshire and the Humber.

Figure 5.4: Timeline creating the right local delivery system with regional and national support



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