

The report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2013/14

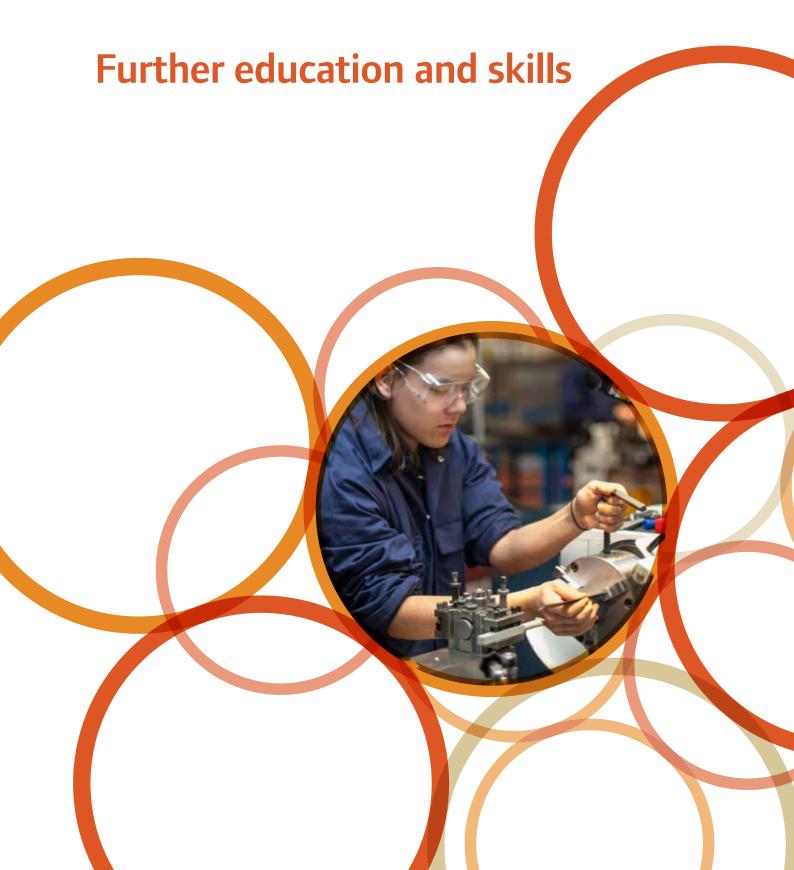
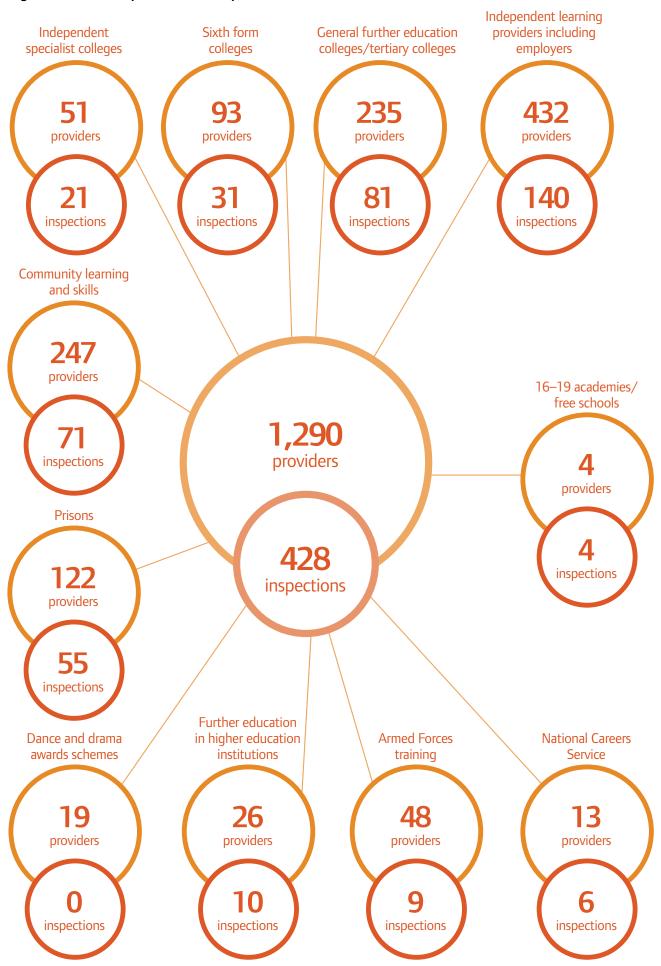


Figure 1: Number of providers and inspections carried out in 2013/14



Number of funded providers includes all providers funded in 2013/14 which have been inspected.

Source: Ofsted



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Executive summary

- 1. The proportion of further education (FE) and skills providers that were good or outstanding according to their latest inspection grade increased last year. This means that, in 2013/14, 3.2 million learners were at good or outstanding providers. However, one in six learners were at providers that were less than good.
- 2. In every type of provider visited last year apart from prisons¹ inspectors saw better teaching, learning and assessment. For the last two years, we have been critical about the quality of teaching and the sector has responded. However, teaching in English and mathematics remained persistently weak, including for learners aged 19 or over.
- 3. Inspection found that colleges and schools with sixth forms in particular had failed to respond to the requirements of the new 16 to 19 study programmes quickly enough. The study programmes, introduced in August 2013, require providers to focus on preparing young people for the next step in their careers. However, our survey during the early implementation of this initiative showed that it was unlikely that all young people had individual learning programmes based on their career choices for the future. Similarly, they were unlikely to receive good tuition in mathematics or English or to have gained external work experience or enhanced their employability. This is why, since September 2014, inspections have been refocused to judge explicitly how well all post-16 providers have responded to the statutory and contractual requirements introduced since September 2013.
- 4. English and mathematics teaching and learning are still not good enough. Competence and confidence in these subjects are the passport to good quality employment, whatever a learner's age. However, young people's skills in these subjects remain weak. In 2013, the Organisation for Economic Co-operation and Development's (OECD) report 'Skills outlook 2013'² found that the UK was the only country where people aged 55 and over performed better than those aged 16–24. In 2012/13, just one in six young people who had continued into the post-16 sector subsequently gained GCSE grades A* to C or equivalent in English and mathematics by the age of 19. Inspectors found that many learners were working towards qualifications in these subjects that were not higher than their previous level of attainment.



^{1.} Prison inspection judgements are from published inspections and due to publication delays do not cover the same period as other inspections.

OECD Skills Outlook 2013 – first results from the survey of adult skills, Organisation for Economic Co-operation and Development, October 2013; www.oecd-ilibrary.org/education/oecd-skills-outlook-2013_9789264204256-en.

- 5. FE and skills providers were not adapting their provision well enough to enhance learners' chances of future sustained employment. Last year, employers reported that almost three in 10 of their vacancies were hard to fill, mainly because the education and training applicants had received had not helped the majority of them gain practical, job-specific skills for employment. Too many young people therefore leave the sector with insufficient direct experience of work at external employers. Classroom-based qualifications often have little relevance for local employers. Small- and medium-sized enterprises (SMEs) in particular face real difficulties engaging with education and skills provision and taking on apprentices, despite accounting for much of the jobs growth.
- 6. Despite having job vacancies, employers are not offering enough apprenticeships for young people under the age of 25. The number of 19–24-year-olds starting apprenticeships saw a modest growth from 161,400 in 2011/12 to 165,400 in 2012/13, but for 16–18-year-olds, it has been stagnant for the last 10 years. The highest proportion of apprenticeships remains for adults aged 25 and over, with 230,300 starts in 2012/13. In order to increase apprenticeships for young people, schools need to promote the benefits of apprenticeships to learners, their parents or carers and teachers. Similarly, all schools and providers need to instil the basic attitudes and behaviours required by employers in all their learners.
- 7. Although unemployment rates nationally are falling, provision needs to do more to support long-term unemployed adults aged 25 and over into work. Bespoke short programmes developed in partnership with employers to prepare adults for specific job vacancies or to provide short vocational training are generally of a good quality. However, weak adult provision in English and mathematics and English for speakers of other languages, including in prisons, fails to increase learners' chances of sustained work.
- 8. It is the most disadvantaged young people who have the worst experience of further education. Disproportionately, these young people miss out on achieving English and mathematics at the age of 16. Very often they receive little or poor careers advice and guidance about how to make the journey to secure employment. In many cases, they are not yet ready to start apprenticeships and in other cases they lose out to better qualified young people. As a result, inspectors found that, very often, they ended up on inappropriate low-level courses that did not help them to find employment at all.



- 9. Local accountability for tracking and ensuring that all young people meet their statutory requirement to participate in education or training remains unreliable. Tracking of learners who drop out of provision is weak, which means that these young people are unlikely to get the support they need to re-engage in education and training. In August 2014, there were around a million young people aged between 16 and 24 who were not in full-time employment, education or training. There is insufficient incentive for providers to support these hardest to reach young people, who may have few formal qualifications and no career direction and may never reach their potential.
- 10. There is no effective national skills strategy or local accountability for the range of post-16 provision. Inspectors often found that providers have no clear point of reference to help them prioritise their vocational training. Providers and employers need to collaborate to ensure that the training provided helps to reduce national skills shortages and equips learners with the skills that employers are looking for. Similarly, there is still no local accountability to make sure there is sufficient suitable provision locally for young people and adults.



What does the sector look like?

Changes in funding and the number of learners

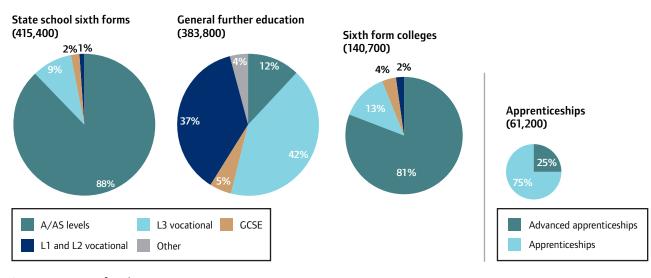
- 11. In 2013/14, around 3.8 million learners were engaged in government-funded education or training in the FE and skills sector, a slight increase on last year's figure of 3.7 million. Of these, around 2.9 million were adults. An estimated 850,000 were apprentices of all ages and 10,500 learners were on traineeships.³
- 12. The total budget this year was £7.5 billion, a fall of 4%, although funding for apprenticeships increased by 1% to £692 million. The adult skills budget that included funding for apprentices aged 25 and over fell by 11%, from £2.65 billion to £2.35 billion.
- 13. Overall, there were fewer providers in the sector this year compared with the previous year. In particular, the number of independent learning providers continued to fall, from 551 last year to 432 in 2013/14. Three of these lost their funding after inspection found them to be inadequate for overall effectiveness. The number of learners at local authority providers has dropped by 11% over the

- last three years, from 760,500 learners to 680,000. General further education (GFE) colleges were by far the largest institutions, with just over 400,000 learners at the 15 largest GFE colleges in England.
- 14. The provider landscape has changed, with fewer clearly defined boundaries between the pre-16 and post-16 sectors since the opening of 10 16–19 academies, 25 university technical colleges (UTCs) and 24 studio schools opening in the last two years. Since September 2014, good or outstanding GFE colleges were able to enrol 14–16-year-olds onto full-time provision for the first time.

Distribution of qualification and type of provider

15. In 2013/14, GFE and sixth form colleges were the main providers of full-time education for 16 – 18-year-olds. They accounted for 47% (641,700) of all the young people of this age group in education or training compared with 40% (540,400) at schools⁴ and academies including the new 16–19 academies and free schools.⁵

Figure 2: Highest learning aim of 16- and 17-year-old learners in full-time education and apprenticeships, end 2013, by type of provider



Source: Department for Education

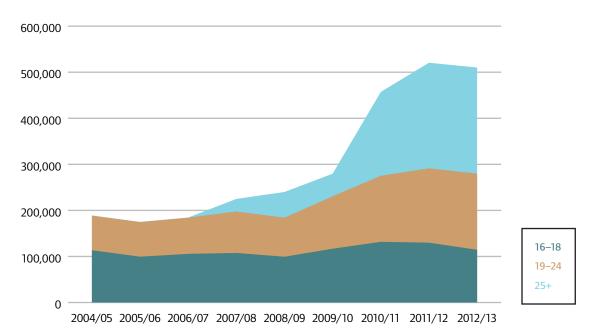
^{3.} Learner numbers are based on provisional in-year data.

^{4.} Schools includes independent schools.

^{5.} The remainder (185,700 or 13%) of all 16–18-year-olds in full-time education were in higher education institutions.

- 16. As Figure 2 shows, school sixth forms continued to provide the majority of the A-level provision, while most learners at GFE colleges were participating in vocational training.
- 17. In 2013/14, the proportion of 16 18-year-olds attending education and training who were on apprenticeships had increased slightly to 5.9%. However, the number of apprentices in this age group has not changed significantly over the last 10 years. In 2012/13, there were seven applicants aged under 19 for every apprenticeship vacancy. In the first quarter of 2013/14, while apprenticeship vacancies had increased by 24% compared with the same period last year, online applications leapt by 43%. The difficulties young people face trying to gain an apprenticeship are increasingly severe.
- 18. Employers were concerned that too many of these young applicants lacked direct experience of the working world and demonstrated a poor attitude at interview or lack of motivation to cope with the realities of working life.⁶ At the same time the number of apprentices aged 25 or over has increased dramatically, from negligible numbers five years ago to around 230,300 starts in 2012/13.
- 19. In 2013/14, adults aged 19 and over accounted for just over three-quarters of the learners on all types of learning programmes across the sector. Most studied at level 2 or below and probably attended part-time. Inspection showed that a high proportion of these learners were enrolled either on employability training or provision in English, mathematics or English for speakers of other languages.

Figure 3: Number of apprenticeship starts by age between 2004 and 2013



Source: Department for Business, Innovation and Skills

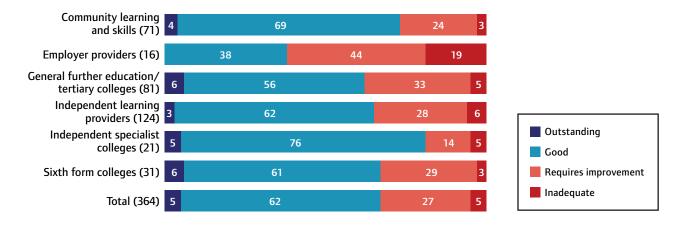
Inspection outcomes in 2013/14

An improving picture

- 20. A high proportion of FE and skills providers are currently judged to be good or outstanding according to their most recent inspection. As at August 2014, 81% of all providers were judged to be good or outstanding for overall effectiveness at their latest inspection compared with 72% as at 31 August 2013 and 64% as at 31 August 2012. This means that, in 2013/14, approximately 3.2 million learners were attending providers whose most recent inspection judgement was good or outstanding. Inspectors saw improved teaching, learning and assessment in every type of provider, apart from prisons.
- 21. Sixty two per cent of the 364 providers inspected in 2013/14 were judged to be good, but only 5% were judged to be outstanding. Providers that had made particularly good progress this year included the following:
 - SW Durham Training Ltd improved from requires improvement to outstanding for overall effectiveness in around 16 months. Its managers had developed exemplary systems for monitoring

- their learners' progress to ensure that they completed their engineering qualifications to a high standard and well within planned timescales.
- A free school in Tower Hamlets, City Gateway, which had provision for learners aged 14–19, was found to be outstanding at its first inspection. Exceptional work placements and employers' participation in the delivery of programmes helped raise the aspirations of young people and provide them with the skills required to secure apprenticeships and employment.
- John Ruskin, a sixth form college that was inadequate in 2010, also made the journey to outstanding by October 2013. Its teachers focused well on the needs of individual learners and were highly effective in motivating them to achieve their potential.
- 22. Overall, 19 providers were judged inadequate in 2013/14. Three independent learning providers had their contracts terminated in 2013/14 as a result of being judged to be inadequate. The Commissioner for FE assessed all four inadequate colleges and made recommendations for improvement.

Figure 4: Overall effectiveness for providers inspected since 1 September 2013 (percentage)



Percentages are rounded and may not add to exactly 100.

Percentages should be viewed with caution where the number of providers is small.

The total number of providers includes higher education institutes, 16–19 academies, free schools and National Careers Service providers. Source: Ofsted



GFE colleges

- 23. This year, the proportion of GFE colleges inspected and judged to be good or outstanding has increased. However, all four previously outstanding colleges inspected failed to maintain this high standard, with two sliding to good, one to requires improvement and the other becoming inadequate. Twenty three colleges that were previously judged good were inspected. Of these, five improved to outstanding, nine retained their judgement of good and nine declined to requires improvement or inadequate.
- 24. Almost two thirds of the 49 colleges previously judged to be satisfactory or requires improvement increased their grade for overall effectiveness when re-inspected. The three most significant factors seen by inspectors in colleges sustaining high standards or bringing about improvements were:
 - greater accountability to governing bodies
 - more rigorous performance management of leaders and managers as well as teaching staff
 - increased staff development that focused on improving the quality of teaching.

Disappointingly, 17 colleges were not able to improve from requires improvement. Indeed, three of these were judged to be inadequate.

Provision for learners aged 14–16 in GFE colleges

- 25. The quality of part-time provision in colleges for 14–16-year-olds remained strong, with five of the 23 colleges inspected in 2013/14 judged to be outstanding and only two less than good. Learners benefited from using good quality vocational resources and often developed practical skills in vocational subjects to a high standard. The four colleges offering full-time provision for this age group managed the provision well. Staff were well qualified and the colleges provided a good mix of the core curriculum and vocational training.
- 26. Inspectors found that this provision was effective in keeping the learners motivated and engaged, especially as many of them had not always previously fitted in with school routines. Staff were skilled at providing good mentoring and support. However, inspectors identified that schools mostly promoted the full- and part-time provision to learners of lower ability or those who were disengaged at school. This meant that the provision was not providing an opportunity for all learners, whatever their academic ability, to opt for a more vocational curriculum in a college environment from the age of 14, as anticipated in the Wolf Report.⁷

Sixth form colleges

- 27. Two in three sixth form colleges inspected this year were judged to be at least good for overall effectiveness; two colleges were outstanding. These colleges were characterised by a sustained focus by leaders, managers and teachers on helping learners to make good or better progress in their studies than expected. Learners' achievement of qualifications was good and they were able to apply what they learnt independently and confidently. However, only just over half of the 146 subject areas selected for the inspection of teaching, learning and assessment were judged to be good or outstanding. The weaker subject areas were mathematics and statistics, science, social sciences and English.
- 28. In the colleges that were judged as requires improvement, a minority of learners did not make the progress they were capable of. Leaders and managers struggled to maintain standards in teaching and learners' achievements.

Independent specialist colleges

29. Of the 21 independent specialist colleges inspected this year, just over half had improved their grade for overall effectiveness. Most of these moved from satisfactory or requires improvement to good. In addition, six colleges previously judged good sustained this high level of provision. At these colleges, managers focused on providing highly effective therapeutic support and communications strategies that helped learners achieve well on their individual programmes. They made good use of work-related resources available in the colleges and their good links with the voluntary sector and local employers enabled their learners to develop their practical, communication and social skills well. These opportunities provided learners with useful preparation for independent living and voluntary or paid employment. However, in the two providers that declined – one from outstanding to inadequate and the other from good to requires improvement – managers had not ensured that the provision offered adequate support for the learners with the most complex needs.

Independent learning providers

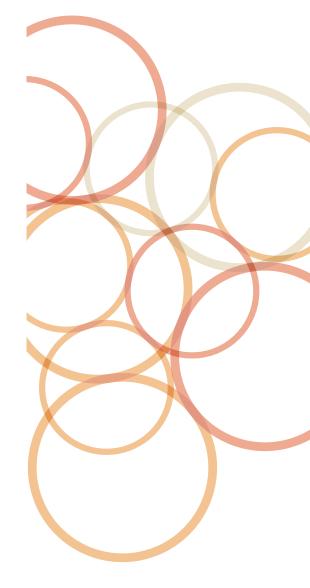
30. This year, we inspected 124 independent learning providers. Forty of them offered apprenticeships only. Twenty one providers offered the 16 to 19 study programmes only. The main part of this programme for learners who are not ready to follow a substantial vocational programme should be work experience. It may also include English and mathematics and vocational training. Eighteen providers have a mix of these two types of programmes. In some cases, independent learning providers also offer work-based learning for adults, employability training for unemployed people, traineeships and community learning.



31. Almost two in three of the 93 providers offering apprenticeships were judged to have good or outstanding provision. Two of the nine providers that were inspected for the first time were outstanding. Around one in three of the providers inspected this year had introduced the new 16 to 19 study programmes; of these, 28 were judged to be good and two outstanding for this provision. Inspectors found that most providers made good use of the induction period to identify appropriate individualised learning programmes. They developed learners' employability skills well, although teaching and learning in English and mathematics were the weakest aspects of this provision. Learners completed their qualifications and developed good practical vocational skills. Five of the seven providers inspected for traineeships were judged to have good provision in this new programme designed to prepare young people for apprenticeships or employment with training.

Employer providers

- 32. Of the 16 employer providers inspected this year, none was judged to be outstanding, six were good, seven were requires improvement and three were inadequate. Only one of the five providers that were inspected for the first time was judged to be good and one was inadequate. All but two of the employers had apprentices across the country but inspectors found that these employers had not disseminated or implemented good practice effectively enough. Achievement of the apprenticeships often varied considerably region to region in these providers. They did not always engage and motivate learners to see the benefits of learning English and mathematics, because the planning and teaching of these skills was not sufficiently integrated into the relevant vocational areas.
- 33. Managers at all levels at the six employer providers judged to be good both recognised and promoted the benefits that the apprenticeship programme brought to their companies. Inspectors found that, particularly where apprentices were already working for the employer, they frequently acquired the self-confidence and motivation to take on new roles at work and often benefited considerably from improved team working and customer service skills. However, in some cases, inspectors were concerned that, although achievement rates of the full apprenticeship framework were high, some of the apprentices were simply gaining qualifications for skills they had already developed at work without actually gaining new skills.



Community learning and skills

- 34. Of the 71 community learning and skills providers inspected this year, 35 were local authorities or other providers offering community learning. Many of them offered a wide range of provision, including apprenticeships, work-based learning for adults, employability training for the unemployed, community learning and the 16 to 19 study programmes. Twenty seven of them were judged to be good; only two were outstanding. Most of these providers had good leadership, especially where they had strong guidance from supervisory bodies that provided good accountability to check that the programmes were of a high standard.
- 35. Eight of the 11 local authorities with apprenticeships had good or outstanding apprenticeships. Apprentices were mostly employed by the local authority and benefited from good opportunities to try out different job roles.
- 36. Provision in community learning and family learning continued to be strong. Inspectors saw examples where well planned programmes had been implemented very effectively, benefiting families and often improving parents' involvement in their children's schooling.
- 37. Eleven of the 13 community learning and skills providers that offered mostly apprenticeships were judged to be good. Thirty providers offered the 16 to 19 study programmes where the core aim was developing learners' skills through work experience. One was outstanding, 19 were good, eight were requires improvement and two were inadequate. The good and outstanding providers used their expertise well to help learners gain the skills and confidence they needed for work.
- 38. A high proportion of short programmes provided by community learning and skills providers for unemployed adults was judged to be good this year. The better provision included high quality work placements that helped learners to overcome negative feelings about education and their own ability to learn new skills. However, data on learners' progression to employment continued to be unreliable, making it difficult to judge the longer-term impact of this provision.



Learning, skills and work activities in prisons

- 39. Leadership and management of learning, skills and work activities in prisons remain very weak. Too many governors of prisons inspected this year did not take provision of learning and skills sufficiently seriously. The proportion of prisons judged as requires improvement or inadequate for learning and skills provision had decreased slightly, from 58% in 2012/13 to 53% in 2013/14. This is still a high proportion. In these prisons, education and training had little impact on supporting prisoners' progression to sustained employment or training on release. Inspectors often found that prisons had insufficient activity places to ensure good access to education or vocational training for prisoners. Even in prisons with sufficient places, allocation to those places was often poorly managed, take-up was low and attendance and punctuality were unacceptable.
- 40. The most effective provision was where prisoners had access to vocational training. These prisoners generally developed good vocational and employability skills. An increasing proportion of courses focused on helping prisoners enhance their employment prospects. Most education departments had good systems for assessing prisoners' levels of English and mathematics, but few prisons had effective procedures for ensuring that those with the greatest need took up the provision. The quality of teaching and learning in these subjects was generally poor and achievement of qualifications was low in about half of the prisons inspected. Careers advice prior to release was generally not well planned and often did not provide prisoners with adequate information or advice on suitable employment opportunities available on release. Re-offending rates remain high. Longitudinal data shows that a very high proportion of adults 47% reoffend within one year of release.



- 41. In 2013/14, we focused on inspecting FE and skills providers previously judged as requires improvement or satisfactory. Most of these had participated in an improvement programme that involved individual support and challenge from Her Majesty's Inspectors and a range of improvement seminars. Of the 179 providers who were on the programme, 70% improved by at least one grade at their follow-up inspection. Changes that inspectors deemed to have the greatest impact on improvements focused on:
 - more robust evaluation of the quality of teaching and learning and associated actions for improvement
 - more self-critical analysis and use of performance data
 - quality assurance activities and self-assessment that were self-critical and constructive
 - designated leaders and/or governors with responsibility for improvement
 - rigorous assessment of progress against a post-inspection action plan.



- 42. However, 30% of providers did not improve their overall effectiveness grade. Seven declined and were judged to be inadequate. Inspectors found that many of these providers had failed to improve the quality of teaching and learning and learners were not making adequate progress towards their learning goals.
- 43. The trend of provision failing to maintain good standards over time was a particular concern. In each of the last three years, over a third of providers previously judged to be good had failed to maintain their good standards of provision at their following inspection. In 2013/14, the grades of 57 of the 128 providers previously judged to be good or outstanding declined, with 36 dropping to requires improvement and nine to inadequate. Eleven of those that declined to requires improvement were GFE, specialist or independent specialist colleges, 13 were independent learning providers and seven were community learning and skills providers. Weak leadership was a significant factor in the providers

that dropped a grade for overall effectiveness. In addition, the quality of teaching and learning had declined and attendance rates had often decreased. Professional development was typically not linked well enough to performance management to ensure that training for staff resulted in better teaching.

Teaching, learning and assessment

44. Teaching and learning has been a major focus for Ofsted inspections over the past two years. As Figure 5 shows, the quality of teaching, learning and assessment inspected in 2013/14 was substantially better than in previous years. This has had a positive impact on the proportion of providers judged to be good or outstanding this year. However, within this broadly positive picture, only 18 providers – about one in 20 – were judged to have outstanding teaching. Inspectors found that the teaching of English and mathematics was still the weakest aspect of provision across the sector where, arguably, it is one of the most important.

Figure 5: Judgements on the quality of teaching, learning and assessment in inspections

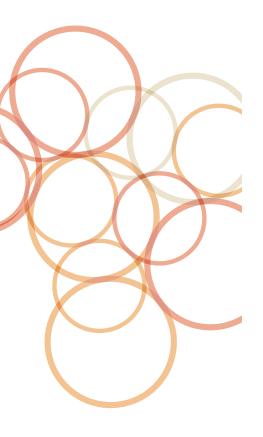


Percentages are rounded and may not add to exactly 100.

Data varies slightly to that reported in previous years due to Ofsted's change in provider types.

Prior to September 2012, FE and skills providers with an inspection outcome of grade 3 were judged as satisfactory.

Source: Ofsted



Promoting good practice in teaching, learning and assessment

- 45. The 20 providers visited for our good practice survey on teaching, learning and assessment had overcome often significant barriers to provide excellent teaching and training and then to sustain these high standards. Inspectors identified the following seven key themes that had been pivotal in turning around the quality of these providers' practices in teaching, learning and assessment to become outstanding:
 - relentless and rigorous monitoring of the quality of teaching
 - maintaining the clear focus by all staff, employers and subcontractors on the priorities for improving teaching, learning and assessment
 - ensuring that staff development improved the capacity in management and teaching teams
 - promoting innovation and providing strong support for using new ideas and approaches
 - ensuring that all teaching teams from all types of provision worked collaboratively to improve teaching and learning
 - maintaining excellent communication at all levels, promoting professional dialogue about teaching and learning and consistently taking a corporate approach to tackling issues to ensure high quality
 - ensuring that all staff maintain and build on the improvements.
- 46. The report also highlighted some weak features that must be a priority for all providers, not just those aspiring to be outstanding. In addition to weaker provision in English and mathematics, a common theme was the lack of attention to ensuring that teaching, learning and assessment were of a high enough quality throughout the provider's work, including its subcontracted provision.

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Priorities for the sector

Implementation of a policy for skills

- 47. Inspections this year continued to show that providers were not doing enough to adapt their vocational training, including apprenticeships, to match the needs of the local community. Inspectors found that providers and employers, including the local enterprise partnerships (LEPs) and chambers of commerce, are not collaborating sufficiently to ensure that vocational training is planned to help reduce skills shortages and equip learners with the skills employers are looking for. England does not have a national strategy for skills and there are no effective systems for coordinating local training provision. The 39 LEPs were given part of this role and, in the 2012/13 Annual Report, Ofsted called for more support to be shown to the FE and skills sector by the LEPs. 10 However, the sector is still under-represented on LEP boards across the country, with many having little or no representation from FE and skills providers.
- 48. Inspectors report that many LEPs are not giving FE and skills providers enough practical advice to help them re-model their curriculum in line with local employment needs. The terminology that the LEPs use to describe their strategic priorities for skills development must be sufficiently specific. For example, use of the terms 'engineering' and 'digital technology' does not indicate the type of skills needed by learners initially working below level 3. Similarly, LEPs are not doing enough to support employers, especially SMEs, to engage with FE and skills providers.
- 49. In addition, the status of vocational training in this country is too low. Not enough employers are involved in government-funded training. Reasons that they often cite to inspectors are that the funding is complex and that the qualifications do not meet their needs. As evidenced in our survey on careers guidance, many young people, their parents and teachers still perceive the vocational route as a second-class option next to the academic route. This is in sharp contrast to other European countries such as Germany, Switzerland and Austria. In these countries, vocational training has a much higher profile and apprenticeships are part of the national culture. Youth unemployment in 2013 was low in these countries compared with the UK (see Figure 6). The raising of the participation age has impacted the rate of youth employment in the UK, and for June to August 2014 the figure is 16%. Although this is the lowest since 2008 it is still too high. Although the status of the participation and the status of the participation age has impacted the rate of youth employment in the UK, and for June to August 2014 the figure is 16%.



The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2012/13 –
 Sector report – Further education and skills (130237), Ofsted, December 2013; www.ofsted.gov.uk/annualreport1213/fe-report.

^{11.} Going in the right direction? Careers guidance in schools from September 2012 (130114), Ofsted, September 2013; www.ofsted.gov.uk/resources/going-right-direction-careers-guidance-schools-september-2012.

^{12.} Statistical bulletin: UK Labour Market, October 2014; www.ons.gov.uk/ons/rel/lms/labour-market-statistics/october-2014/statistical-bulletin.html.

58.3 Greece 55.7 Spain 40 Italy 37.7 Portugal Poland 26.8 Ireland France 23.9 23.7 Belgium 23.6 Euro Area (13 countries) 23.5 Sweden **United Kingdom** 20.5 19.9 Finland 13.1 Denmark The Netherlands Austria Norway Switzerland 8.5 Germany

Figure 6: Youth (15–24) unemployment across selected European countries, 2013 (percentage)

Source: UKCES/Eurostat

Comparison with Switzerland

Case study: apprenticeships in Switzerland

The apprenticeship in Switzerland is well understood and most families have members who have been apprentices. Apprenticeships are viewed as a respected way to acquire relevant skills for the jobs market. Critically, apprenticeships in Switzerland are part of the country's economic system and employers have a core role in making that system work. Employers therefore look to apprenticeships to provide the skilled workforce their companies need to be competitive and the young people receive high quality, up-to-date, work-based training that puts them in very good stead for successful careers.

Figure 7: Switzerland vs England

Switzerland	England
 Vocational education has a high status among employers, young people and their parents and teachers. 	 Vocational training lies a poor second to academic studies and is poorly promoted to employers and young people and their parents.
 Each year, some 600 professional organisations train approximately 200,000 apprentices, with 25,000 graduating from vocational schemes annually. This is out of a total population of 920,000 15–24-year-olds. 	• In 2012/13, FE and Skills providers trained approximately 475,800 apprentices under the age of 25. This is out of a total population of 6,860,000 15–24-year-olds.
 Around two thirds of young people coming out of compulsory education at the age of 15 enrol in a vocational programme. 	• About 3% of 16-year-olds enter an apprenticeship. ¹³
 The vocational curriculum is defined by trade organisations and is adapted each year to meet employment needs. 	 Employers in England have not had enough influence on the structure or content of vocational training.

50. In this country, there is no local accountability to make sure there is sufficient provision locally that meets the needs of all young people. Inspections and surveys showed that there was little coordination of provision between schools, GFE and sixth form colleges and other providers in a local area so that they collectively supplied a broad and balanced offer at 16 that reflected the employment offer in that region. Apart from a few excellent examples, there was little systematic collaboration among providers to reduce duplication and cover gaps in the provision offered locally. Strategic planning for post-16 provision seem to be increasingly disparate and fragmented, as shown in this example of Peterborough.

Case study: education and training for 14–19-year-olds in Peterborough¹⁴

- Careers guidance was weak across the city. Young people were not always sufficiently well-informed to enable them to access vocational programmes best suited to their needs.
- Most schools focused on promoting higher level provision, thus limiting the choice for those who have not done well.
- Too high a proportion of young people within school sixth forms perform poorly at Key Stage 5.
- The new initiatives planned in the city, such as the innovation and skills centre and the university technology college, were poorly promoted.

Apprenticeships must meet the training needs of young people under the age of 25

Apprenticeships in England are not aligned to skills shortages

51. Inspection evidence and analysis of data have shown that providers and employers are not doing enough to ensure that training through apprenticeships match local and national skills shortages. The most popular apprenticeships are in the service-related industries of business, administration and law; health, public services and care; and retail and commercial enterprise. These accounted for 75% of all apprenticeship starts in 2012/13, with 160,000, 123,000 and 101,000 places, respectively. However, the greatest skills shortages identified by employers are not in these areas. ¹⁵ Construction is a national skills shortage area, but numbers of apprenticeships in construction remain low. Not enough apprentices are therefore trained in areas where they are more likely to have sustained employment.



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^{14.} Review (pilot) of the effectiveness of education and training provision for 16–19-year-olds in Peterborough – May 2014, Ofsted, September 2014; www.ofsted.gov.uk/resources/review-pilot-of-effectiveness-of-education-and-training-provision-for-16-19-year-olds-peterborough-m.

UKCES Employer Skills Survey 2013; UK Commission for Employment and Skills, January 2014; www.gov.uk/government/publications/ukces-employer-skills-survey-2013.



Case study: the construction industry

According to research carried out by the Construction Industry Training Board (CITB), one in eight employers in construction currently faces a skills shortfall, with 182,000 new people required to enter the industry in the next five years. To achieve this, CITB estimates that the number of construction apprenticeships needs to more than double. However, CITB's 'Educating the educators report' shows that negative perceptions of construction still act as a key barrier in young people taking up a career in the industry, with 35% of careers advisers believing that a career in construction is unattractive.¹⁶

Most young people join CITB's programmes with GCSE grades D to G and English and mathematics are frequently areas of low attainment. This requires a rapid response to support learners in developing these essential skills.

The inspection of CITB identified excellent coordination of provider-based training and apprentices' learning at work. This ensured that the skills the apprentices learnt in college could be reinforced in the workplace. To support this, the CITB has developed a suite of Apprentice Training Schedules. These help employers to identify where skills learnt in college can be practised and provide opportunities for evidence gathering and assessment.

The quality of apprenticeships is still not good enough

52. The national success rate for apprentices between 2011/12 and 2012/13 fell slightly from 73.8% to 72.3%, with a drop in skills shortage areas such as construction and engineering. One of the main reasons for the low success rate overall was because apprentices were leaving before they had completed their programmes. Inspectors found that apprentices could lose motivation if they were not developing skills quickly enough at work or if their progress towards the qualification was too slow. Inspectors found examples where this may have caused some apprentices to drop a qualification but continue in their jobs. These apprentices therefore did not gain the qualification for the skills they had developed.

53. Weak providers did not ensure that employers were sufficiently informed of their role in contributing to their apprentices' programmes. In these providers, training was often poorly coordinated because too many employers were insufficiently involved to ensure that workplace learning was linked effectively to apprentices' provider-based training. Not enough providers held employers to account to ensure that apprentices took on increasing responsibility at work as they developed their skills, knowledge and confidence. Apprentices' progress was also often slow because providers did not have sufficient staff to carry out work-based assessments. Too few apprentices were supported sufficiently to learn about employment. For example, providers, including subcontractors, often placed too little importance on the need for learners to carry out guided research and undertake more extensive independent reading to extend their knowledge.

Good practice

- At QA Ltd, apprentices received excellent careers advice and guidance. Staff worked exceptionally well with apprentices and employers to match and place apprentices with the right employer. Apprentices developed highly effective curriculum vitae and first rate interview skills that helped them to succeed in securing employment with their selected employer and make a very confident start to their working life. Staff supported all apprentices exceptionally well to gain additional qualifications that enhanced their performance in work and equipped them to quickly secure promoted roles with their employers.
- At Hawk Training, learners and employers clearly recognised the significant improvements in work skills, which were often outstanding. This included leading work groups and teams, organising work flow in management, interviewing, communicating with customers and using a wide range of information and communication technology (ICT) applications in business administration. Employers valued these enhanced skills highly and many learners were given additional responsibilities during their programme.
- At Weston College, hairdressing apprentices demonstrated exceptional technical skills that often far exceeded the requirements of the qualification. They were exceptionally skilled in highly fashionable haircutting, ambitious colour techniques and creative long hair work. Employers worked closely with the college to ensure that apprentices were given challenging work to help them to develop their skills.





Slow take-up of traineeships

- 54. A traineeship is a learning programme of up to six months that includes substantial work experience and provision in English and mathematics to prepare learners for progression to apprenticeships or employment with training.
- 55. Early evidence from inspection of traineeships showed that the most successful providers developed their provision alongside employers. Of the 11 providers inspected this year, eight were good and three were requires improvement. However, most of these providers had low numbers of trainees, reflecting the slow start to this initiative.
- 56. Progression into employment and apprenticeships improved as the programme matured. In the most successful programmes inspected, the majority of trainees progressed to employment or an apprenticeship. In a minority, managers were too slow to integrate English, mathematics and work experience into the programmes to meet all trainees' needs, often resulting in poor progress.
- 57. Attendance and retention on traineeships was much better than on previous pre-apprenticeship programmes. Most learners on traineeships gained a high level of vocational and employability skills that equipped them well for their future roles. Where carefully chosen work placements were used, trainees became highly confident and self-assured in their work activities and demonstrated clear improvements in their personal confidence and motivation. These are all encouraging signs. However, the numbers involved are extremely low. Traineeship provision needs to grow more rapidly in order to prepare more young people for apprenticeship.

Young people and adults need to be better prepared for their next steps

- 58. The FE and skills sector is still not doing enough to fulfil its critical role in giving young people the step up to further training and education that will lead to sustained employment.
 - The introduction of the 16 to 19 study programmes in August 2013 rightly moved the focus away from the completion of qualifications to ensuring that learners were well prepared for the next step in their careers. However, our survey into early implementation of this new policy showed that providers were not doing enough to bring about the intended transformation of this provision.
 - Although falling, the proportion of young people aged 16–24 not in full-time employment, education or training (NEET) at around one million¹⁷ in August 2014 continued to be too high.
 - FE and skills providers were not doing enough to ensure that their learners had the skills employers were looking for. Almost three in 10 vacancies were reported to be hard to fill last year, mainly because the applicants lacked technical, practical, job-specific and employability skills.

The 16 to 19 study programmes must be challenging and move young people forwards

The 16 to 19 study programme

The introduction of 16 to 19 study programmes in August 2013 was a major change and challenge for the sector. The key requirements of the 16 to 19 study programmes were that they should:

- be individualised and provide progression to a higher level of study than learners' prior attainment to meet clear educational and career aspirations
- include qualifications that stretch the learner and clearly link to training, employment or higher education or include an extended period of work experience/work preparation for those learners who are not ready to study for a substantial qualification at level 2, or a traineeship
- enable learners to work towards achieving English and mathematics GCSE grades A* to C for those who do not already hold these, or other stepping stone qualifications towards achieving these GCSEs
- allow for meaningful work experience (related to the vocational area) or other non-qualification activity to develop learners' personal skills and prepare them for employment, training or higher and further education.
- 59. Ofsted's survey showed that many providers were slow to implement the study programmes.¹⁸ Even at this early stage, inspectors found little evidence of the intended transformational 'step change'. Too many of the providers had not changed their provision sufficiently or quickly enough and were not yet meeting the key requirements of the study programmes.
- 60. In particular, too many learners were not progressing to a higher level of study to meet educational and career aspirations, especially those who had not achieved five GCSEs at grade C or above. Many of these learners were on year-long programmes at level 1 that did not challenge them sufficiently or support any future career plans.
- 61. Overall, careers guidance was weak. Many of the learners inspectors interviewed were unclear about the progression routes available beyond the study programme they were following. They had not received sufficient information or advice to help them make informed choices when they completed Key Stage 4 and their post-16 provider had not provided the guidance they needed either. Too many of these learners felt they had made 'false starts' and had to leave a programme mid-way or change provider or their core aim or both.



- 62. The introduction of the study programmes has led to disappointingly little change to level 3 programmes. Many school and academy leaders were unaware of the requirements and implications for sixth form provision. Implementation in these contexts has, therefore, been too slow. For example, courses leading to vocational qualifications at level 3 involved very little external work experience or work-related activity and many learners on A-level courses had too few opportunities to enhance their employability skills.
- 63. The characteristics of successful provision of 16 to 19 study programmes included:
 - a thorough review of the curriculum to prepare learners for identified progression routes
 - well-integrated provision in English and mathematics
 - external work experience for all learners at some stage of their programmes.

Where can young people who do not have five GCSEs or are undecided about their career pathways go?

- 64. In August 2014, around one million young people belonged to the category known as NEET not in employment, education or training. ¹⁹ The raising of the participation age in education, training and employment to 17 last year and to 18 in 2015 seems to be having a positive impact on reducing the number of 16–17-year-olds who are NEET. In the year ending April to Jun 2014, the proportion of young people from this age group who were NEET dropped by 0.9 percentage points to 4%. However, the proportion of young people whose current activity was unknown increased.
- 65. Our survey in the participation of young people in education and training showed that the systems for tracking young people's activity are unreliable. ²⁰ Inspectors found that the quality of data on young people's participation in education and training varied significantly across different local authorities, with procedures for tracking young people's participation being particularly poor in the West Midlands, London and the South East.



^{19.} Systems for tracking learners who do not progress to FE or training at 16 or who drop out of the courses are inadequate. Local authorities need this information to ensure that they can provide young people with support. However, not all schools, academies and providers systematically provide this information to them.

 ^{&#}x27;Further Education and Skills annual lecture 2014: Securing a better future for all at 16 and beyond', speech by Lorna Fitzjohn, National Director,
Further Education and Skills, Ofsted, September 2014; https://www.ofsted.gov.uk/resources/further-education-and-skills-annual-lecture-2014-speech-securing-better-future-for-all-16-and-beyond.

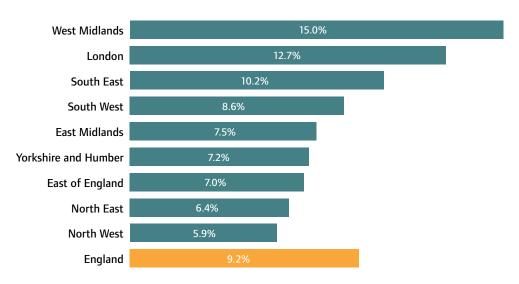


Figure 8: Proportion of 16–18-year-olds whose activity is unknown in 2013

Source: Department for Education

66. Inspectors also found that this issue was exacerbated by school sixth forms, academies, colleges and providers who set high entry requirements, such as a grade C at GCSE in English and mathematics, for many of their programmes, including apprenticeships. This could prevent many young people, often the most vulnerable, from following career pathways that may well be within their grasp with a little more time and effective learning support. A study by inspectors of information on provision in sport available in Sheffield identified the high level of entry requirements for many of the courses.

Case study: opportunities to study or train sport in Sheffield

- Young people aged 16–18 only really have a good range of vocational or academic choices in sport in Sheffield if they are successful at Key Stage 4. Many schools offer either A-level or vocational sports courses, but entry to Key Stage 5 requires four or five GCSEs grades A* to C, most including English and mathematics.
- Young people face a more limited choice of sport courses at levels 1 or 2 if they fail to gain English and mathematics at Key Stage 4. They are more likely to follow a sports-focused study programme at a college.
- Young people who demonstrate sporting excellence or high level skills in a particular sport may enter sports academies such as at Sheffield Wednesday Football Club.



- 67. What happens to the learners who are turned away? Inspectors found that many of them were put on lower level courses that may not challenge or motivate them sufficiently or that they may drift away from education and training. Providers do not have the compulsion to take on these learners and make sure that they are on programmes that will support their development appropriately so that they have a greater chance of reaching their potential.
 - Only 77% of students eligible for free schools meals in mainstream schools entered a sustained education destination at 16 compared with 88% of other students.
 - A smaller proportion of White 16–17-year-olds 85% was recorded in education and training than any other ethnic group.
 - Young people aged 16–17 who have learning difficulties and/or disabilities have a higher chance of being NEET.
- 68. The recording of young people's participation in education, training and employment was also hampered by the lack of any formal record of learners who drop out of their courses early. More specifically, inspectors found that far too many colleges and providers used a system of temporary registers in the first few weeks of each course. The names of early leavers and 'non-starters' disappeared far too often. This meant that the providers were not accountable for these learners and no-one had the information to ensure that these learners were followed up and supported.

Too few prospects of sustained employment

- 69. Between June and August 2014, 572,000 18–24-year-olds were unemployed. Providers of education and training for young people aged 16, 17 and 18 are not doing enough to prepare them sufficiently for employment and further or higher education at 18 and on to a future of sustained employment. Inspections show that too few providers engaged with employers to check that the content of their provision would support learners into employment. Providers were not doing enough to ensure that their vocational training provided learners with practical skills and sufficient direct experience of work with an external employer.
- 70. Many colleges had not adapted their curriculum effectively to ensure that their range of vocational training matched employers' updated requirements or responded to local business developments. Generally, colleges are still slow in transferring their college-based vocational provision into apprenticeships. The proportion of apprentices in colleges compared with learners on college-based programmes is low.

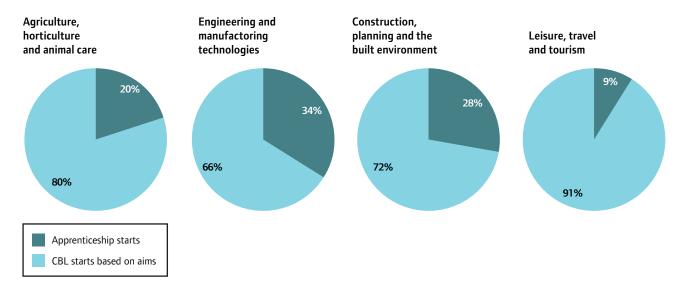


Figure 9: Proportion of learners aged 16–18 achieving classroom-based learning vs apprenticeships

Classroom-based learning (CBL) starts are based on all funded long learning aims at level 2 where learners were due to complete in 2012/13. Therefore some learners may be counted more than once.

Apprenticeship starts are based on all funded and non-funded starts at level 2 in 2012/13. Apprenticeship frameworks may include more than one learning aim.

Source CBL: www.gov.uk/government/statistical-data-sets/sfa-national-success-rates-tables-2012-to-2013 Source APP: www.gov.uk/government/statistical-data-sets/fe-data-library-apprenticeships

71. Inspectors found that the provision of external work experience or work placements on classroombased courses was generally inadequate. Although college training facilities such as hair salons, restaurants and motor vehicle workshops and college-owned companies often provided good training environments, they often failed to equip learners with the skills, attitudes and behaviours that employers were looking for. Learners often did not gain enough experience to work onsite for customers in real-world environment. For example, learners on construction courses in college-based working environments rarely had to cope with the distractions and safety issues that they might find in a real home, such as customers' dogs, children or carpets, while still having to meet commercial deadlines.

72. This strengthens the case for all providers to ensure that young people and unemployed adults, including ex-offenders, are properly prepared for employment. It is clear from inspection that employers currently do not provide enough work placements or work with providers enough to ensure that the training programmes offered give learners up-to-date skills, as well as the attitudes and self-discipline required for work.

Case study: challenges for employers

An employer explained to an inspector that applicants for jobs and apprenticeships who had been to college to do a course in welding at level 2 rarely came with the required level of technical skills because their training and qualification were too theoretical. As the applicants already had a qualification at level 2, the company could not fund another qualification at this level, so they rejected them and took on a new recruit to fund for level 2 through their own centre. The college leavers lost out.



Good practice: vocational provision

Designed in collaboration with employers and with good arrangements for external work experience.

- Bridgwater College frequently adapts the content of its vocational programmes in consultation with employers from the wider landbased industry to ensure that learners develop up-to-date skills required by the industry.
- Managers at Leeds College of Building embed external workexperience and placements into their courses. All of the tutors are highly skilled and qualified practitioners within the vocational area.
- Weston College has developed very successful projects planned to meeting national and local priorities. For example, in conjunction with the LEP, managers have helped create and enable a successful enterprise zone, Junction 21, and, with the local authority, a centre of excellence for learners with autism. Managers have developed the construction curriculum and a centre for engineering, construction and enterprise (CECE) that has expanded greatly to meet local demand for well-skilled construction workers.

English and mathematics provision must make a difference for learners

- 73. Low levels of skills in English and mathematics among young people remain a significant barrier to their progression to employment and the quality of provision is not improving. Of the 237,400 young people that completed Key Stage 4 in 2010 without achieving a grade C or above in English and mathematics, only one in six achieved this standard by the time they reached the age of 19. Again, this year, inspectors found that FE and skills providers did not have the capacity for improving learners' skills in English and mathematics and this was not improving quickly enough. Far too many learners did not achieve a qualification higher than their previous attainment and the quality of teaching and learning remains weak. This area of teaching and achievement is now a particular focus of our inspections.
- 74. Managers were still not taking their responsibility for improving the quality of English and mathematics provision seriously enough. Inspections showed that most providers were aware of the need to include English and mathematics provision for all young people on the 16 to 19 study programmes without a grade C at GCSE and that funding was also available for those aged up to 25. However, many providers did not ensure that these learners had sufficient good quality provision.

75. The monitoring of the quality of teaching and staff development was also often weak and failed to identify or improve inadequate teaching. Weak teaching did not adequately help learners develop the skills and understanding of underpinning concepts they needed to be able to work out ratios, measure the area of a circle or write a succinct letter of complaint independently. Too much English and mathematics provision failed to motivate learners who had previously failed these subjects. A couple of hours a week in a classroom were often not enough to turn around years of failure at school. Learners did not have sufficient opportunities to practise and reinforce their learning in their other subjects, especially vocational training. Providers' teaching overall was still not enough to improve learners' development of skills in English and mathematics. Very little outstanding practice, of the kind highlighted in the accompanying case study, existed in the teaching of these two subjects. Even at the outstanding providers visited for Ofsted's good practice survey,²¹ not all learners benefited from consistently good or outstanding practice in these subjects, especially those on workbased learning programmes.

Good practice: driving standards up in English and mathematics

At Chichester College, most teachers successfully seize the opportunities to promote the importance of developing skills in English and, for the most part, mathematics, very well within vocational areas and other subjects. In an outstanding lesson, learners improved their mathematical skills significantly through using data to calculate percentages to measure the time children played indoors and outdoors in a nursery.

Learners take full advantage of the excellent opportunities to practise and develop their English skills through discussion, debate, peer feedback, learning lines and the development of lyrics, resulting in fluent and articulate spoken skills.

At Hawk Training, tutors are very skilled at integrating English, mathematics and ICT in vocational learning activities. This includes writing letters to parents of children in early years settings, working out staff/child ratios and making up bottle feeds.

New College Pontefract, a sixth form college, has an extremely strong focus on ensuring that learners develop their English and mathematical skills. Teachers are particularly effective at developing learners' confidence to speak in formal situations through delivering presentations and engaging in lively discussions. For example, learners continue to develop their English and mathematical skills and apply them within the context of business and law. They quickly become confident in calculating ratios to determine shareholder dividends and in selecting appropriate vocabulary for formal written reports. Teachers and learners assiduously check each other's spelling, grammar and use of terminology.

Key statistics

Overall effectiveness of colleges at their most recent inspection as at 31 August 2014, by provider type¹

	Tabel	Percentage of providers				
	Total number inspected	Outstanding	Good	Requires improvement/ Satisfactory ³	Inadequate	
General further education college/tertiary college ²	235	17	62	20	2	
Sixth form college	93	33	54	12	1	
Independent specialist college	51	16	73	8	4	
All colleges	379	21	61	16	2	

- 1. Percentages are rounded and do not always add to exactly 100.
- 2. General further education college / tertiary college includes specialist further education colleges.
- 3. As of 1 September 2012, FE and skills providers with the inspection outcome of grade 3 have been judged as requires improvement. Prior to September 2012, FE and skills providers with an inspection outcome of grade 3 were judged as satisfactory.

Source: Ofsted

Overall effectiveness of independent learning providers funded in 2013/14 at their most recent inspection as at 31 August 2014¹

	Total number inspected	Percentage of providers			
		Outstanding	Good	Requires improvement/ Satisfactory ³	Inadequate
Independent learning provider ²	432	12	66	19	3

- 1. Percentages are rounded and do not always add to exactly 100.
- 2. Includes employer providers.
- 3. As of 1 September 2012, FE and skills providers with the inspection outcome of grade 3 have been judged as requires improvement. Prior to September 2012, FE and skills providers with an inspection outcome of grade 3 were judged as satisfactory.

Source: Ofsted

Overall effectiveness of community learning and skills providers funded in 2013/14 at their most recent inspection as at 31 August 2014¹

	Total number inspected	Percentage of providers			
		Outstanding	Good	Requires improvement/ Satisfactory ³	Inadequate
Community learning and skills provider ²	247	6	80	12	2

- $1.\ Percentages$ are rounded and do not always add to exactly 100.
- 2. As of 1 September 2012, FE and skills providers with the inspection outcome of grade 3 have been judged as requires improvement. Prior to September 2012, FE and skills providers with an inspection outcome of grade 3 were judged as satisfactory.

Source: Ofsted

Overall effectiveness of further education and skills providers inspected between 1 September 2013 and 31 August 2014¹

		Takal	Percentage of providers				
		Total number inspected	Outstanding	Good	Requires improvement/ Satisfactory ³	Inadequate	
Colleges		133	6	60	29	5	
Of which	General further education college/tertiary college ²	81	6	56	33	5	
	Sixth form college	31	6	61	29	3	
	Independent specialist college	21	5	76	14	5	
	Independent learning provider ⁴	140	3	59	30	8	
	Community learning and skills	71	4	69	24	3	
	Post-16 academy converters/ free schools	4	25	25	50	0	
All provision		348	5	61	29	5	
	Further education in higher education institutions ⁵	10	20	80	0	0	
	National Careers Service	6	0	100	0	0	
	Prison and young offender institutions ⁶	49	0	47	39	14	

- 1. Percentages are rounded and do not always add to exactly 100.
- 2. General further education college / tertiary college includes specialist further education colleges.
- 3. As of 1 September 2012, FE and skills providers with the inspection outcome of grade 3 have been judged as requires improvement. Prior to September 2012, FE and skills providers with an inspection outcome of grade 3 were judged as satisfactory.
- 4. Includes employer providers.
- 5. Inspection outcomes for further education in higher education institutions relate to the further education provision and not providers as a whole.
- 6. Inspecton outcomes for prisons relate to the judgement on the effectiveness of leadership and management of learning and skills and work activities.

Source: Ofsted

Inspection outcomes of further education and skills providers inspected between 1 September 2013 and 31 August 2014¹²

	Total	Percentage of providers			
	number inspected	Outstanding	Good	Requires improvement	Inadequate
Overall effectiveness	348	5	61	29	5
Outcomes for learners	348	5	56	34	5
Quality of teaching, learning and assessment	348	5	63	28	4
Effectiveness of leadership and management	348	8	57	30	5

^{1.} Percentages are rounded and do not always add to exactly 100.

^{2.} Figures include GFE/tertiary colleges (including specialist further education colleges); sixth form colleges; independent specialist colleges; independent learning providers (including employers); community learning and skills providers; post-16 academy converters/free schools. Source: Ofsted

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