successforall

Measuring Success in the Learning and Skills Sector

A consultation and discussion document on new measures of success for further education colleges, work-based learning providers, adult learning providers and school sixth forms from 2005.

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES

ADULT LEARNING
INSPECTORATE

Ofsted
Office for Standards
in Education

department for
education and skills

Learning+Skills Council

ADULT LEARNING INSPECTORATE

Ofsted
Office for Standards in Education

department for
education and skills

Learning+Skills Council

Contents

Foreword

We believe it is important to recognise and celebrate learners' success and ensure there is widespread public acclaim for achievements by the learning and skills sector. The sector delivers a broad range of education and training through a wide range of organisations.

Diverse performance indicators and success measures have been developed within the sector, leading to a lack of consistency in measurement systems between different types of providers. A coherent range of success measures is required to reflect what is valuable about the sector, and to enable us to assess its success. The new measures underpin our collective commitment to equality and diversity and success for all learners. If we are to make a reality of the principle of putting learners at the heart of the system, we must ensure they can expect good quality provision.

We must also ensure that measures focus on critical success factors and do not divert energy away from the primary goal of the sector, which is to provide excellent teaching and learning to meet the needs of individuals, employers and communities. *Success for All* places the sector at the cutting edge of our aspiration to make lifelong learning a central part of the culture and economy of our country. If we are truly to achieve *Success for All*, we will need to define and measure success in a way that is meaningful and can inform the choices of learners, parents and employers, and judgements by funding bodies, Inspectorates and Ministers.

The Department for Education and Skills (DfES), the Learning and Skills Council (LSC), the Office for Standards in Education (Ofsted) and the Adult Learning Inspectorate (the Inspectorates) have been working in partnership to develop a new set of success measures for the sector that reflect these principles. We have made significant progress, especially in developing a new measure of value added for learners aged from 16 to 18 across a wide range of courses and programmes.

This document sets out the progress we have made, our proposals for new measures and improvements to existing measures, and our plans for testing and using them in future. We are grateful to a range of colleges, providers and partner organisations, including the Association of Colleges (AoC), the Association of Learning Providers (ALP) and the National Institute for Adult and Continuing Education (NIACE), for their advice on our early development work, and the proposals set out here.

Much remains to be done to develop a truly coherent approach to measuring success, and the impact of longer-term policy development, such as unitisation and credit transfer, is not fully known. However, we consider that these proposals represent a clear step forward in improving and streamlining measures, as well as introducing new ones where they can enable us to make better judgements about performance in the sector. We look forward to your comments and feedback.

ADULT LEARNING
INSPECTORATE

Office for Standards
in Education

department for
education and skills

Learning+Skills Council

Executive summary

We are committed to putting in place a coherent set of success measures that can properly recognise and celebrate learners' achievements and evaluate the effectiveness of providers across the learning and skills sector.

Providing excellent teaching and learning that meets the needs of individuals, employers and communities is the sector's primary goal. In our development of success measures, we will remain committed to avoiding additional bureaucracy for providers and we will support them, as appropriate, to ensure they can continue to focus on learners and the achievement of our goals.

We propose to improve ways of measuring the performance of individual providers in relation to:
- Learners' success (retention and achievement of qualifications);
- Value added and distance travelled;
- Learners' satisfaction;
- Learners' destinations and the long-term benefits of learning;
- Measures concerning staff;
- Measures concerning employers;
- Value for money.

Drawing on the success measures for learners and providers, we will be able to report at national level on trends and improvements across the sector. Over time, we will also provide more extensive national benchmarking data so that providers can compare their performance with others in order to support continuous improvement.

We have considered ways of determining measures for assessing institutional performance that take into account a provider's mission, the range and scope of the curriculum offered and the effectiveness of the provider in meeting its learners' diverse needs and abilities. The Inspectorates and the LSC propose to use the measures described in this document when carrying out inspections and performance review.

We propose measures that will be used across the learning and skills sector, including colleges, work-based learning providers, adult learning providers and school sixth forms. We aim to achieve consistency but recognise that some measures may not apply to every setting.

Value added can be calculated by comparing the attainments that learners possess at the beginning of their programme with those they have at the end of it. It is essential, however, that such calculation of the extent of learners' achievements is carried out with consistency across the sector. It is not possible to identify one single formula for calculating the value added to learners' achievements because some forms of attainment can be measured more precisely than others.

We have identified some key areas where significant progress can be made in developing value-added measures for young people and, potentially, for adults. We also propose that a method is devised for measuring the achievements of those learners who are not following programmes which lead to a formal qualification. We propose more consistent measures for success rates – the proportion of learners who start a programme and succeed in gaining a qualification.

We are committed to testing the feasibility of extending school and college performance tables to include the measures of value added proposed here. Annex A gives some technical information on school performance tables, including developments in value-added measures for schools. A summary of our proposed measures for learners' success is set out over the next page in Table 1. This table gives a brief description of the measure, the current problems in relation to each measure, whether or not the proposed measure already exists and, if so, whether refinements are needed or a new measure is being created. The table also indicates whether or not the proposed measure will be used by the Inspectorates and by the LSC in its performance review of providers. It summarises the progress made to date on the proposed measure and the benefits that using the proposed measure will bring.

In some cases, we propose refinements to existing measures, including ones which exist in one part of the sector and need to be extended to give greater consistency. Several are new and give a fairer and more comprehensive measure of learners' success, for example, value added and distance travelled.

We have given some further information on the measures at Annex B and an overview of key dates for development work and using the measures at Annex C.

Comments on our proposed measures are invited and should be sent to Measuring Success, Quality and Standards Directorate, Learning and Skills Council, Cheylesmore House, Quinton Road, Coventry, CV1 2WT, by 20 February 2004. Comments can be made on the form at Annex D of this document. Following consideration of the comments made, the LSC, the DfES, Ofsted and the Adult Learning Inspectorate will jointly announce the new set of measures of success in Spring 2004, to be implemented from 2005/06.

Table 1: Summary of proposals for measures of learners' success

Quantitative Measures			
Proposed measure	**Problem**	**Existing measure**	**Improvement to existing measure**
Success rate for achievement of qualifications (expressed as the number of qualifications achieved as a percentage of the number who started on that qualification)	Lack of common definitions of measures[1] across all post-16 providers	Yes (further education)	Common definition of the point when a learner is counted as starting on a learning aim and of: ● transfers ● retention rate ● achievement rate
Success rate for individual learners	Where learners are studying more than one learning aim, there is no agreed mechanism to weight them to give an overall measure of success for the learner	Yes – if the learner is only studying for one qualification	Some scope for refinement of data and analysis
Value added – learners aged 16-18	At present, the only widely used systems are those for calculating the value added to the achievements of learners on GCE A level and GNVQ courses	Yes – for learners on GCE A level and GNVQ courses	Yes – a new nationally consistent measure of the value added to the achievements of learners on graded Level 3 qualifications
Value added – adults	There are no measures which apply to adults	None	No
Recognising learners' achievements in learning which does not lead to qualifications	No national measure exists and lack of evidence has led to concern about inconsistency in recording achievement	No national measure	No
Learner satisfaction	Not all providers seek learners' views, or the questioning of learners is not sufficiently robust. Different questions and different methodologies are used by providers who do have their own surveys	No standardised method for providers to gather learners' views	Yes – it will be possible to build on methods used by the LSC in its national learner satisfaction survey
Learners' destinations	Although most providers gather information on many learners' initial destinations, there is no comprehensive national picture of learners' destinations, or of the impact of learning on people's lives	No national measure	No

[1] For example on work-based learning programmes. For statistical purposes, a learner is regarded as having started at the point when learning activity commences, whereas, in further education, a learner is regarded as having started at the census point, which is usually about six weeks after enrolment. In school sixth forms, for statistical purposes, the success rate is the proportion of learners who achieve a qualification they have been entered for with an awarding body. In further education it is the proportion of those who started and complete their course and obtain a qualification. A common approach is used for the DfES performance tables for colleges and schools, but this only covers some qualifications.

	New measure	Use in inspection and LSC performance review	Progress	Timescale for implementation	Benefits
	To cover work-based learning	Yes	Some	August 2005	Fair and transparent measures of learners' success in gaining a qualification. Success rates can be compared with national benchmarking
	A new way to report on how successful individual learners are	Yes – when available	Requires national credit framework to test the feasibility of using agreed weightings	Possibly 2006, as the national credit framework is needed to give qualification weightings	Fair and transparent measure of the individual learner's success
	Yes – to calculate the value added to the achievements of young learners ('distance travelled') who achieve any type or level of qualification (that is, those other than graded qualifications at Level 3)	Yes	Considerable progress made – particularly in the last six months	To be implemented by August 2005, if possible	Can be applied across the post-16 sector. Providers want a coherent system for measuring the value added to learners' achievements on every type of programme/course
	Yes – to take account of learners' social disadvantage, if feasible	Yes – if a measure proves practicable	Some exploratory work	Measure to be implemented by August 2005, if possible	Strong support from the sector for such a measure
	Yes, a national standard based on a five-staged process	Yes	The measure is being piloted	To be implemented from August 2005	Learners will receive recognition of their achievements which do not lead to qualifications
	No	Yes	A set of questions and a self-completion form is being piloted in a large general further education college	Early 2005, a national standard for gathering learners' view should be agreed	Providers will be able to compare learners' views with benchmarking data on learner satisfaction and target actions to make improvements
	Yes – based on a national survey of learners' destinations and the impact of learning on people's lives	Yes – if a measure proves practicable	Study of current practice carried out. Exploring the possibility of linking with the national learner satisfaction survey	To be confirmed following feasibility work	Better understanding of the long-term benefits of learning to individuals and employers

Introduction

1

Success for All makes clear the strategic importance of the learning and skills sector in meeting the Government's objective of social justice and economic success. The sector plays a central role in delivering major education and training policy initiatives designed to contribute to this objective, such as 14-19 reforms, Skills for Life and the Skills Strategy.

2

Success for All sets out important reforms that aim to raise standards of education and training. These have been backed by major investment to transform performance in the sector through an increase in funding for further education of 19% between 2002/03 and 2005/06. Providers are to be given greater responsibility for decision making, bureaucracy is to be reduced and priority is to be given to ensure that all learners benefit from teaching of excellence.

3

In *Success for All*, the DfES gives a commitment to work with partners to develop new measures of success across the learning and skills sector. Subsequent LSC Circulars (03/01 and 03/02) set out our initial thinking on these measures and sought feedback from the sector. In general, the introduction of such measures was welcomed, particularly the suggestion of developing measures for calculating the value added to learners' achievements across a wide range of courses and programmes.

4

The measures described below will apply across further education, work-based learning and adult and community learning provision. Although current data collection arrangements and success measures for school sixth forms are different, the new measure proposed on value added for young people studying graded Level 3 qualifications can be applied to students in school sixth forms. We are committed to testing the feasibility of extending school and college performance tables to use this new measure. The DfES, the LSC and the Inspectorates will undertake further development work to assess how success measures for school sixth forms can be harmonised with those used across the rest of the sector. We are committed to using a value-added measure for graded Level 3 qualifications for schools. We will also explore the possibility of measuring learners' satisfaction and learners' destinations.

5

Some of the measures build and improve on those which already exist. In addition, some new measures will be introduced in order to improve evaluation of performance in the sector without imposing unnecessary burdens on providers. We intend that both the improved existing measures and the new measures will be in operation from 2005/06, at the start of the new inspection cycle.

What constitutes success?

6

We believe providers are committed to helping learners fulfil their ambitions and aspirations. They aim to ensure that learning programmes enable learners to achieve their learning goals and to give learners all the help and support they need in order to succeed. Our proposed measures of success will recognise those providers that have secured success for their learners, in a fair and comprehensive way.

7

The staff in the sector play a key role in enabling learners to acquire the knowledge, skills and competences that employers need in order to be competitive, responsive to change and to contribute towards the economic success of the country. A successful provider will have well qualified and skilled staff, will effectively engage with employers and give value for money.

Proposed set of measures

8

As Figure 1 illustrates, there are a set of measures about learners' success which we view as critical. These are measures that can be used at the level of individual providers or groups of providers for benchmarking purposes. In addition, there are measures which relate to teaching staff, engagement with employers and value for money at provider level. The following sections set out details of our proposals in each area.

Figure 1: The proposed measures of success

Learner success
Retention and achievement of qualifications

Value added and 'distance travelled'

Non-accredited learning

Learner satisfaction

Learner destination

Measures Concerning Learners

All above analysed by learner profile

Measures concerning staff
(analysed by demographic profile)

Measures concerning employers

Value for money
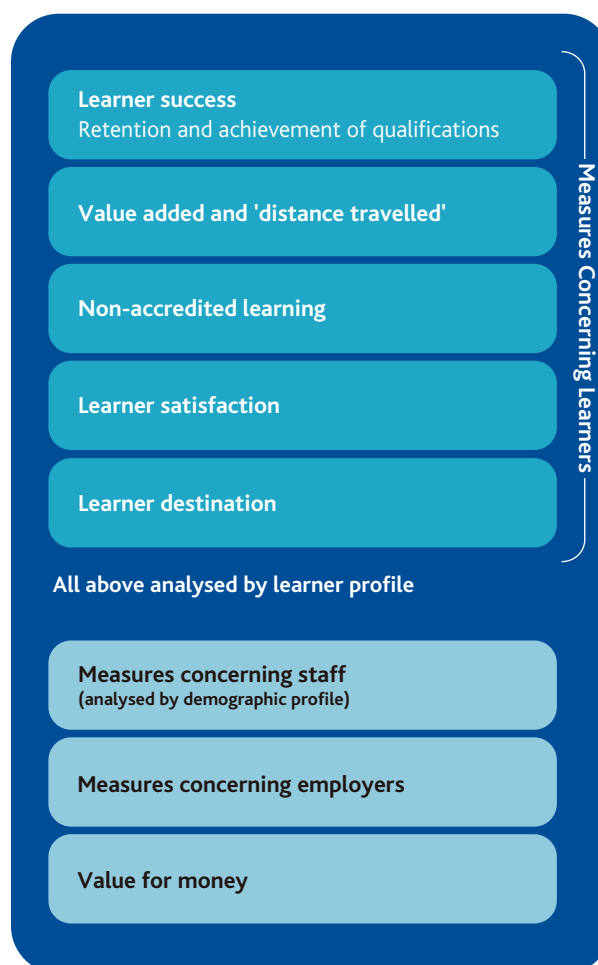
What are we proposing?

Measures of learners' success

9

Measures concerning learners are the foundation of our approach. Widening participation in learning continues to be a high priority for our sector, and learners of all ages and backgrounds need to have access to opportunities to fulfil their potential and contribute to the economy. We need to assess how successful providers are in recruiting and retaining learners and how well they support learners to complete their programmes successfully.

10

The development of common methods across the post-16 sector for measuring learners' successful completion of their programmes is viewed by providers as central to the development of the learning and skills sector. Such measures must, however, be meaningful and relevant for the diversity of provision and for learners across the sector.

11

The charts attached at Annex E illustrate the diversity of the sector. In summary, out of a total of 1.1 million 16-18 year old learners in the learning and skills sector, over half are studying (either full-time or part-time) in further education and sixth form colleges, with just under a third in school sixth forms. Sixty per cent of young people are studying 'graded' level qualifications, that is, qualifications such as GCE AS/A level, Advanced Vocational Certificates of Education (AVCEs), National Certificates and Diplomas, where successful completion is differentiated by grade. A further 8% of young people are studying non-graded Level 3 qualifications such as NVQs, where the outcome is either pass or fail. Twenty four per cent of learners are studying at Level 2, and 8% studying below Level 2.

12

Nearly three quarters of adult learners in the learning and skills sector undertake their programmes of study in further education colleges, with most of the remainder in adult and community learning provision.

13

A small proportion of adult learners on work-based learning provision (4%) undertake Foundation or Advanced Modern Apprenticeships at Level 2 or Level 3 respectively. Overall, more than 70% of adult learners are studying at Level 2 or below.

Successful completion of qualifications

14

We propose that:
- qualification success rates used in further education colleges and other further education providers; which show the number of individual learning aims completed successfully as a percentage of all learning aims begun; are refined and extended to cover learners' achievements on work-based learning programmes, including Modern Apprenticeship programmes;
- this measure includes the retention of learners on their programmes and the subsequent achievement of their learning aims on all accredited provision. For example, this qualification success rate would be used on Modern Apprenticeship programmes, or qualifications achieved as part of these programmes. In principle, this measure could also be used in specialist institutions in respect of accredited provision for learners who have learning difficulties and/or disabilities;
- a summary of qualification success rates is developed for each provider which takes account of curriculum/ learning programme mix;
- national benchmarking data of qualification success

rates across further education is extended to work-based learning provision;

- the feasibility of developing a measure for calculating success rates for individual learners who are working towards more than one qualification is explored (when a national credit framework is available to give qualification weightings).

15

These proposals need to be considered along with those on value added, as they will form a complementary set of measures.

16

Implementation of the above proposals should not involve providers in additional collection of data.

17

The LSC publishes data on success, retention, and achievement rates in further education, for individual providers and for the sector as a whole. Providers use this information for many purposes, such as focusing on quality improvement actions where success rates are lower compared with the national picture, in preparing for inspection and for curriculum management and planning. The LSC now proposes to develop and publish similar data in respect of work-based learning provision.

18

The LSC proposes to work with further education and work-based learning providers to refine existing measures and to ensure that they are comparable across the sector. We propose to work with them to agree definitions of the terms 'start', 'transfer', 'completion' and 'success'.

19

We recognise that some further education providers have concerns about existing measures, which need to be addressed. These include:

- all qualifications are weighted equally in further education, regardless of the length of the course/programme leading to them. This gives a distorted picture, as learners may achieve their primary learning goal but fail a minor short qualification;
- comparisons cannot be made between providers if their curriculum profile is different, as it is not comparing 'like with like';
- measures should build on counting both NVQs and Modern Apprenticeship frameworks in work-based learning, taking into account key skills and technical certificates;
- the prior attainment of learners is not taken into consideration.

20

We propose to address these concerns in four ways:

- a measure will be developed which takes into account the curriculum profile offered by each provider (this would be similar to the curriculum adjusted success measure set out as criterion 3 in LSC Circular 03/16 on *Recognising and Rewarding Excellence in Colleges and other Providers of Further Education – Arrangements for Premium Rate Funding*);
- measures will be developed for calculating the value added to the achievements of learners across types and levels of course/programme;
- benchmarking data will be developed for work-based learning at qualification level;
- ways of calculating success rates for each learner are to be refined once agreed weightings for all qualifications are available and the national credit framework is in place.

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES

We welcome your comments on:
- the proposal to retain measures of success at the qualification level as currently used by Ofsted and the Adult Learning Inspectorate in the further education sector and to extend similar measures to work-based learning provision;
- the proposal to develop a measure that aggregates qualification level success for each provider and which takes into account curriculum profile;
- the proposal to test the feasibility of developing a measure of success for individual learners based on the national credit framework to overcome issues arising from learners studying more than one qualification;
- the proposal to publish benchmarking data for work-based learning provision;
- any problems or opportunities that you think should be addressed in the development work.

Value added and distance travelled

21

The DfES, the LSC and the Inspectorates have given a commitment to extend the practice of calculating the value added to learners' achievements in the post-16 sector. In 2002, the DfES published, for the first time, value-added indicators for use in schools. We are keen to extend the use of value-added indicators across post-16 education and training. Consultation with providers following the publication of *Success for All* and in the development of the LSC's *Quality Improvement Strategy – 2003 to 2006*, has revealed very widespread support for the introduction of measures in the post-16 sector for calculating the value added ('distance travelled') to learners' achievements.

22

It is a widely held view that measures for calculating the value added to learners' achievements lead to:
- fairer comparisons of institutional performance in terms of learners' achievements;
- improvements in institutional management;
- improved learning methods.

23

Assessments of the effectiveness of a provider based on the 'raw' achievement rates and, where applicable, examination grades gained by learners, have been criticised as being unfair because they have failed to take account of the differences in the levels of learners' prior attainments. Research shows the most reliable indicator of a learner's potential is the learner's level of attainment at the previous stage of education. The prior attainment of learners aged 16 to 18 is a much more reliable indicator of subsequent success than learners' age, gender, ethnicity or social class.

24

There is a strong demand, therefore, for the use of a measure which calculates the value added to, or extent of, learners' achievements by comparing the levels of attainment they have at the beginning of their course/ programme (for example GCSE grades), with the levels of their achievements at the end of it.

25

We believe the implementation of measures for calculating value added would lead to improved institutional management. Comparisons of institutional performance in terms of learners' achievement rates would be fairer and more reliable. Through the use of measures for calculating value added, institutional managers should be able to identify which elements of their provision are particularly effective in adding value and which need to be improved.

26

The process for calculating the value added to learners' achievements can be of benefit to the individual learner. For many years, learners on GCE AS/A level courses have been set individual targets on the basis of their prior attainment, have received regular feedback on their progress towards reaching these and, where required, have taken agreed value-added action to improve their work.

27

Until now, learners whose achievements have been subject to value-added measures have been those on GCE AS/A level courses. There is a clear correlation between the GCSE/GNVQ results learners have at 16 and their subsequent GCE AS/A level attainment, or AVCE attainment at 17 and 18.

28

Progress in extending the use of measures for calculating the value added to learners' achievements in post-16 education and training has been very slow. The principal constraints have been a lack of agreement about the purposes and scope of such measures, absence of suitable data sets, concerns about the amount of work involved in using them and the difficulty of constructing effective measures for calculating the value added to the achievements of learners who obtain non-graded qualifications.

29

To meet the growing demand for value-added measures, and to resolve these problems, an extensive feasibility study was commissioned by the DfES and LSC. Details of the study and its findings are in *Value Added: A feasibility study for the DfES, LSC, Adult Learning Inspectorate and Ofsted* (December 2003).The proposals which follow are based on early outcomes of the study and advice from the Inspectorates and other key partner organisations.

Extended existing value-added measurement

30

We propose that a measure is developed across the sector for calculating the value added to the achievements of learners aged 16-18 on courses which lead to graded qualifications at Level 3.

Proposals for a new distance-travelled measure

31

We propose that a new measure is developed for presenting distance travelled by learners aged 16-18 on courses that lead to any type of qualification and at any level.

32

In addition, we propose to explore the possibility of developing a third measure for calculating the distance travelled by adult learners.

Value added to the achievements of learners on courses leading to graded qualifications at Level 3

33

The tried and tested measure for calculating the value added to the achievements of learners on GCE A level courses will be extended to cover the achievements of learners aged 16, 17 or 18 on courses leading to all graded qualifications at Level 3. These qualifications will include GCE AS/A level, AVCE, National Certificates and Diplomas and other graded vocational qualifications. A consistent value-added measure would then be available for measuring the extent of achievements of 60% of learners aged 16-18. Ofsted welcomes this measure and is currently considering its implications for the inspection of school sixth forms.

34

The reasons for the extension of the method for calculating the value added to the achievements of learners aged 16-18 on GCE A level courses to other graded Level 3 qualifications are set out in the feasibility study. There is a relatively strong correlation between prior attainments of learners aged 16-18 studying

courses with graded qualifications at Level 3 and the level of their achievements at the end, particularly when the relationship is measured for individual subjects being studied at Level 3. Such correlation is weak, however, in the case of learners who are:
- working towards qualifications below Level 3;
- working towards non-graded qualifications;
- over the age of 18.

35

Although several technical issues need to be resolved, in principle, this measure can be implemented without additional data collection for providers. We will be able to match the data on prior attainment available from awarding bodies, through the data set maintained by the University of Bath on behalf of the DfES, with LSC data derived from the Individual Learner Record (ILR).

36

We propose that point score equivalences developed by the Qualifications and Curriculum Authority (QCA) are used when calculating the value added to learners' achievements. Following comprehensive consultation by the QCA, point scores have been allocated to virtually all the qualifications approved for use by learners up to the age of 16. Further work is being done to finalise point scores for 16-18 qualifications. Information on point score equivalences is available on the QCA website (http://www.qca.org.uk/14-19/developments/downloads/phase_one_report2.pdf).

37

Technical issues to be resolved include:
- whether to limit the number of qualifications taken into account when allocating point scores for prior attainment;

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES

- whether to use GCSE attainment only or all types of prior attainment;
- whether to base the prior attainment score on achieved qualifications or on all qualifications taken;
- whether to present value-added calculations by reference to 'standardised residuals';
- how to aggregate value-added scores for different qualification types and subjects to give a fair representation of the value added to learners' achievements by a provider.

Provider level assessment of distance travelled by learners aged 16-18 on courses leading to all types of qualifications

38

The second measure we are proposing is designed to lead to a fair presentation of distance travelled by learners in a provider in respect of all qualifications undertaken by 16-18 year olds. Learners in this age group are usually working towards a range of qualifications at different levels and, taken as a whole, their individual levels of prior attainment vary considerably. Learners who are all working towards one particular qualification, however, will usually have a broadly similar level of prior attainment. For example, learners following an NVQ Level 1 programme will have a similar level of prior attainments but this may be different from that of learners following a GNVQ Level 1 programme, or other courses at other levels. Our work on a distance-travelled measure has been informed by very useful development work in a number of colleges and providers.

39

By comparing the level of attainment learners have when they start their course with their achievements and level of attainment when they complete it, it is possible to calculate a measure of the distance travelled by learners. It is also possible to compare learners' prior attainments and final attainment rates in one provider with those in another by reference to national averages.

40

A particularly effective provider would be one where learners working towards a certain qualification have, between them, a level of prior attainment substantially below the relevant national average, but whose final attainment rate is at or above the national average. On the other hand, a provider will wish to identify improvements needed if learners working towards a particular qualification achieved, between them, attainment rates substantially below the relevant national average when the level of their prior attainment was at or above the national average.

41

A prototype of this measure was developed in the feasibility study and a worked example is provided in Figure 2 below. In the prototype, output performance is achievement rates; national averages are used as the indicators; substantially below the national average is taken to be in the bottom quartile of the national distribution.

42

Figure 2 illustrates how such data might be presented for a provider. In the column headed *Difference in prior attainment*, the red bars with squares indicate that the average prior level of attainment for learners starting the course or programme is below the national average. Green bars with circles indicate average prior attainment above national averages. In the column headed *Difference from national achievement rates* the red bars with squares indicate that average achievement by learners on the course or programme is below national levels. The green bars with circles indicate the average achievement by learners as above national levels. The table also shows the proportion of the provider's learners studying on each qualification.

43

Although at first glance the picture may not be particularly positive in this case study college, a striking message in Figure 2 is that 55% of learners aged 16-18 are on NVQ Level 2 courses. These learners have substantially below average prior level of attainment, but achieve above the national average rate. This provider has enabled a good 'distance travelled' for these learners from their modest starting points.

44

There are a number of significant technical issues to be resolved before implementation of measures to present the distance travelled by learners on all types and levels of courses/programmes across the sector. These include:
- having detailed specification of the prior attainment and success rate indicators;
- establishing the most appropriate national norms or benchmarks with which to make comparisons;
- establishing whether the distance-travelled data can be aggregated at the provider level in a meaningful way to give a single overall value-added score;

- establishing whether the data can be disaggregated still further, for example, by area of learning;
- determining if more refined categories are needed in addition to below or above the average;
- finding ways of applying the measures to the achievements of learners on entry level and short courses;
- determining the treatment of year-on-year fluctuations and of providers with very small cohorts of learners;
- checking all data on pre-16 attainment to distinguish learners with no qualifications from those for whom data is missing.

Distance travelled by adult learners

45

Data on the performance of adult learners in the learning and skills sector seldom goes beyond retention, achievement and success rates. We do not propose to use the method of calculating and comparing value added for 16-18 year olds, as outlined above, in respect of adult learners for four main reasons:
- the correlation between learners' prior attainment when they start their course and their achievement at the end is weak for adult learners, particularly as many adults are engaged in learning that involves 'sideways' rather than 'vertical' progression;
- any group of adults will usually include learners with a wide range of prior attainments, ranging from university graduates to people who left school at the earliest opportunity;
- data on the prior attainment of adults is not held by the University of Bath, so an extensive data collection exercise would have to be mounted which would be burdensome;
- a significant proportion of the qualification aims being pursued by adults on further education courses are not included in the National Qualifications Framework and so have not been accorded QCA point scores.

Figure 2: Prototype for a distance-travelled measure for learners aged 16-18, at provider level – Example of a College[1]

Level	Qualification type	Proportion of college 16-18 year olds studying qualification type	Difference in prior attainment		Difference from national achievement rates	
Level 1	NVQ	3%	1%	●	-10%	■
	GNVQ	1%	11%	●	-12%	■
Level 2	NVQ	55%	-14%	■	6%	●
	GNVQ	4%	4%	●	-8%	■
	First Diploma	0%	n/a		n/a	
	GCSE	5%	0%	●	-24%	■
Level 3	NVQ	2%	-15%	■	11%	●
	National Certificate	2%	0%	●	-13%	■
	National Diploma	8%	1%	●	0%	●
	GNVQ	0%	n/a		n/a	
	AVCE	2%	34%	●	2%	●
	AVCE (Double Award)	12%	-8%	■	-19%	■
	GCE AS level	4%	-8%	■	-10%	■
	GCE A2 level	1%	-23%	■	1%	●
	GCE A level	0%	n/a		n/a	

[1] Similar examples can be drawn up for other types of provider, including work-based learning providers.

PHOTO REDACTED DUE TO THIRD PARTY
RIGHTS OR OTHER LEGAL ISSUES

46

We propose instead to explore ways of identifying the distance travelled by adult learners who achieve a qualification. For example, instead of identifying the prior attainments of adults, it might be feasible to find out whether the learner has been subject to socio-economic advantage or disadvantage. Such a factor might be identified through the learner's post code (as a proxy for socio-economic status) or ethnicity.

47

We also propose to develop a measure based on standards for recognising and recording achievement on courses and programmes that do not lead to a qualification. Details are outlined in the next section.

We welcome your comments on:
- the proposal to extend the approach to value added in GCE A levels to all graded qualifications at Level 3 undertaken by 16-18 year olds;
- the proposal to measure the distance travelled at institutional level for all qualifications undertaken by 16-18 year olds;
- the proposal to test the feasibility of developing a measure of distance travelled at institutional level for adults studying qualifications, where an indicator of advantage/disadvantage would replace the indicator of prior attainment;
- any problems or opportunities that you think should be addressed during the development work.

Non-accredited learning

48

Many learners are on programmes which do not lead to a qualification. *Success for All* stated that there was a need to 'define targets and performance measures in a way that recognises learning which does not lead to a qualification, yet demonstrates learners' achievements'.

49

Many providers, particularly adult learning providers, have developed ways in which they recognise and record learners' achievements on courses which do not lead to an accredited qualification. We wish to support providers by encouraging them to use a streamlined and efficient way of identifying these learners' achievements which can be adapted to be fit for purpose for a range of different types and lengths of courses. We propose to draw on the work the LSC is currently carrying out on a national system for recognising and recording progress and achievement in non-accredited learning. Together with NIACE and the Learning and Skills Development Agency (LSDA), we are testing a five-staged process across a variety of provision including neighbourhood renewal, Centres of Vocational Excellence (CoVEs) where non-accredited learning is delivered, e-learning, specialist colleges and programmes for learners with learning difficulties and/or disabilities, workforce development and other community-based learning. The involvement of Entry to Employment (E2E) providers will enable us to test how the model for recognising and recording progress and achievement in non-accredited learning might be extended to meet the needs of young people aged between 16 and 18.

50

The five-staged process is mapped to the requirements of the *Common Inspection Framework*. The five elements are:
- clearly stated learning aims for all programmes;
- initial assessment to establish learners' starting points;
- identification of appropriately challenging learning objectives;
- recording of learners' progress and achievements during the programme;
- end-of-programme assessment and review of the learner's overall progress and achievement.

51

A method of recognising the achievements of learners on courses that do not lead to qualifications is needed. This must not be burdensome to implement or become a barrier which deters people from taking up these learning programmes. It is essential that all learners on non-accredited programmes have the opportunity to:
- clarify their learning goals;
- have feedback on their progress and how they can improve their performance;
- receive recognition for their learning.

52

In its inspections of non-accredited learning, the Adult Learning Inspectorate identifies the lack of suitable arrangements for assessing and recording learners' progress as a common weakness.

53

We propose that the five-staged process will apply to as much non-accredited learning as possible. We intend that the introduction of this approach will help to improve the quality of non-accredited learning, facilitate recognition for learners' achievements and strengthen progression opportunities for learners.

54

The LSC is exploring the feasibility of a national validation system which will provide assurance that the staged process is being applied in a consistent and robust manner. It is essential that any such arrangement should be of benefit to the learner and not prove bureaucratic.

55

Early consultation with the adult and community learning sector has shown there is broad consensus among providers about the need for the staged process described above. The LSC is currently testing the approach with 60 providers. Lessons learned from this developmental phase and further public consultation will inform the development of a national approach.

56

The LSC will also explore the possibility of establishing benchmarking data that may be useful to providers. We aim to judge how effective a provider is in using the five-staged process and we will be interested in how well providers meet the national standard for recognising learners' achievements in non-accredited learning.

We welcome your comments on:
- the approach being taken to recognise learners' achievements in non-accredited learning;
- ways in which this approach can maximise the benefits for learners and providers and minimise bureaucracy and form filling;
- any potential problems or opportunities that you think should be addressed in the development work.

Equality and Diversity and a framework for analysis of measures

57

We want to support providers to ensure that the outcomes of measures of success and their component parts of recruitment, retention and qualification achievement are of use to them when planning ways of improving the education and training they offer. It will be necessary to disaggregate recruitment and outcomes in terms of types of provision and types of learners to help providers identify priority areas for improvement and to assess the extent to which commitments to equality and diversity are being achieved. For example, learners from certain ethnic groups, or learners on Level 2 programmes, may have lower success rates than others and the provider will wish to focus improvement activity accordingly. We do not intend to set targets using disaggregated measures, although providers may wish to develop targets for their own continuous improvement.

58

Such disaggregation would show retention and achievement rates and value-added scores by learners' age, gender, ethnicity, disability and levels of learning. We propose that a common framework for disaggregation across all types of provision is developed once comparable measures of success are available and that appropriate benchmarking data is available using the same disaggregations. Providers should not be involved in any collection of additional data because standard demographic information about learners is already collected through either the LSC Individual Learner Record or the DfES learner record for schools.

We welcome your comments on:
- a common framework for disaggregation across all types of provision.

Measuring the success of providers

Learner satisfaction at provider level

59

Learners' own views of the quality of their experience is an important measure of success. Many colleges and providers seek the views of learners and respond to these. We encourage providers to use appropriate and efficient methods for gathering learners' views and will support them by offering comprehensive national benchmarking data on learner satisfaction and a core methodology and questions compatible with the national learner satisfaction survey. We expect all colleges and providers to know their own levels of learner satisfaction and to take effective action to improve their learners' experience.

60

Satisfaction is personal and subjective. Different learners will have different expectations and some will be more easily satisfied than others. Consequently, it is not appropriate to determine rates of satisfaction and compare them from one individual provider to another. It is essential, however, that providers have suitable processes for seeking and responding to the views of learners.

61

We propose to draw on the LSC's national learner satisfaction survey, which established a learner satisfaction measure. The first annual report on the national learner satisfaction survey findings was published in November 2002. A highlight report covering 2002/03 will be published in December 2003.

62

The national learner satisfaction survey is intended to help us all understand and respond better to learners' needs. Its main aims are to measure learners' levels of satisfaction with provision across England and to establish benchmarks against which providers may compare their own learners' levels of satisfaction as part of their quality assurance arrangements.

63

We plan to introduce a methodology for providers to use when gathering learners' views, which is compatible with that used for the national learner satisfaction survey, so that effective benchmarking can take place. We are also exploring ways to have robust data on learner satisfaction in further education available at local LSC level.

64

We propose that the processes used by providers to gather information on learner satisfaction will be assessed against robust national standards rather than a purely statistical measure.

65

We propose that these standards will mean a provider:
- seeks learners' views at regular and agreed intervals;
- uses a set of core questions;
- uses a core survey methodology requiring learners to answer questions by telephone or by responding to a questionnaire;
- carries out rigorous comparison of learners' views with the findings of the national learner satisfaction survey;
- uses findings to identify where action is needed to improve learners' experience;

- finds out from learners whether action taken to improve the quality of their experience has proved effective.

66

We will not set a target for learner satisfaction. Providers are, however, encouraged to set their own targets for learner satisfaction and, through their quality assurance processes, ensure that learners' levels of satisfaction are high. We will judge how effective a provider is in seeking the views of learners and responding to these and will investigate the extent to which a provider adheres to the national standards for learner satisfaction.

> **We welcome your comments on:**
> - the proposal to assess the process for gathering learner satisfaction information based on national standards at provider level;
> - benefits you think will result from using this approach;
> - any potential problems or opportunities you think should be addressed in development work.

Learners' destinations at provider level

67

Many providers keep some form of record on the immediate destinations of their learners, but this is seldom disaggregated in terms of types of learner and does not feed into a national record in any systematic way. Collecting reliable information on destinations is an essential element of measuring success across the

sector. Our long-term aim is to develop our knowledge of learners' destinations (both immediate and longer term) that will be useful for learners and providers and will help the DfES, LSC and the Inspectorates to arrive at informed judgements about the quality of provision and the impact that learning has had on individuals.

68

The LSC has already carried out a study of the feasibility of collecting information on learners' destinations. Findings from this show that there were difficulties in collecting this information directly from learners. In the case of learners in further education colleges, information about their immediate destinations was often unreliable. The study report recommended that information on immediate destinations should be gathered from a representative sample survey of learners. The study is available on the LSC website (http://www.lsc.gov.uk/national/partners/quality/default.htm).

69

We propose to explore the feasibility of introducing a robust national survey of learners' destinations and of identifying which types of learners should be included in the samples. We are investigating whether an extension to the national learner satisfaction survey could be the mechanism used to gather data on learners' destinations. The national learner satisfaction survey will include longitudinal follow-up of learners interviewed in 2001/02 and subsequent years. It could then be used to track their destinations and to assess what impact learning has had upon them.

70

We will also explore the feasibility of tracking learners' destinations on a sampling basis at local level, possibly in priority areas specified by local LSCs, and of establishing national standards for methods used by providers to track learners' destinations.

71

We will carry out the pilot during 2004 and publish conclusions and proposals for ways forward by the end of 2004.

72

Where learners progress to further their learning, in higher education for instance, we will explore the potential for tracking progress and destinations from year to year, using data held by other agencies and keeping to a minimum the amount of data required of providers.

73

The LSC and the Inspectorates intend to use data on learner destinations for evaluating the performance of providers. We do not intend to set targets for learners' destinations, although providers may wish to develop targets for their own continuous improvement.

We welcome your comments on:
- the proposal to test the feasibility of introducing a robust national survey for gathering information on learners' destinations.

Measuring the capability of providers' staff

74

Feedback from learners consistently points up the message that they value good teaching/training staff who are able to help them learn effectively. The LSC already collects data on staff from further education colleges through the Staff Individualised Record (SIR). There is an existing measure for evaluating the relevance and appropriateness of the qualifications held by staff. One of the key headline targets in providers' three-year development plans relates to the qualifications held by staff.

75

The LSC is undertaking a review of the data collected from further education colleges on their staffing to find out if the SIR is still appropriate or whether other forms of data collection would better meet the needs of LSC, DfES and the Inspectorates, without imposing an administrative burden upon providers. We also propose to explore the feasibility of introducing a national standard for the appropriateness of staff qualifications and experience and the effectiveness of the training that staff have received to further their professional development.

76

The DfES is undertaking a survey to establish the level and type of qualifications held by staff in colleges, work-based learning providers and adult and community learning. It is also investigating, with the help of the LSDA and the NIACE, the roles and competences required of staff in adult and community learning. The LSC is working with Higher Education Institutions (HEIs) to establish what would be appropriate qualifications

for teachers of further education in HEIs. We need to establish what would be appropriate measures for work-based learning staff and for teachers of adult and community learners. We will also explore suitable qualifications for teachers of learners with complex learning difficulties and/or disabilities, for example, in specialist colleges for learners with learning difficulties and/or disabilities.

> **We welcome your comments on:**
> - what should be included in a national standard for the appropriateness of staff qualifications and experience and the effectiveness of the training that staff have received to further their professional development.

Measures of employer engagement

77
Local LSCs currently exercise a considerable degree of flexibility when agreeing a provider's headline target for employer engagement. The variety of targets agreed across the sector reflect the context and circumstances of individual providers. We will investigate the feasibility of having a standard measure for evaluating the extent and effectiveness of providers' engagement with employers.

78
We will also explore the feasibility of drawing on the findings from the national survey of employer satisfaction, which is currently underway, to provide benchmarking data on employer satisfaction.

79
The LSC will have evaluated the headline targets set by providers by early Spring 2004. We will also have completed our investigation into the feasibility of having national benchmarking data on employer satisfaction by Spring 2004.

80
When carrying out performance reviews, a local LSC will assess a provider's progress towards reaching their headline target for employer engagement for 2005/06, agreed between the provider and the local LSC. In the light of the findings of the LSC's evaluation of targets for employer engagement, the local LSC may wish to modify the target set by each provider, where the employer engagement target is required, to reflect a new national measure. The Inspectorates judge providers' success in engaging employers and responding to their needs.

> **We welcome your comments on:**
> - the feasibility of establishing a standard measure for employer engagement.

Giving value for money

81

Success for All aims to improve the configuration of post-16 provision to better meet needs, raise the quality of teaching and learning, improve workforce skills and develop a framework for quality and success. By working on these four priorities, we aim to increase efficiency across the sector. The Government's Skills Strategy should also secure better value from public funds spent on post-16 education and training through clearer prioritisation, particularly of Level 2 qualifications, increasing contributions from learners and employers towards the cost of learning, and using the most cost-effective rates to deliver training.

82

The DfES, as part of its Public Service Agreement from the Spending Review 2002, has stated that 'challenging targets will be set for minimum performance and value for money in further education colleges and other providers by the Government and the LSC'. In Circular 03/09, the LSC set national floor targets for success rates. The Government's White Paper *Opportunity and Security for All: Investing in an Enterprising and Fairer Britain* published in July 2002, links the real terms growth in funding for further education every year to 2005-06 to the commitment of meeting performance targets. For funding to be sustained, it is essential that the sector demonstrates that it gives value for money.

83

Many providers carry out a range of financial benchmarking activities in order to compare their levels of expenditure in different areas with those of other providers. We will work with the sector to help strengthen financial benchmarking so it is more valuable as a tool for improving value for money.

84

We are exploring the development of provider level and national level measures that combine measures of funding for learners and the outputs obtained. There are a number of options we want to explore further with the sector. Among these are:
- a 'price-based' measure, based on the funding given to a provider compared with one or more outputs, for example, adjusted success rates;
- a 'performance-based' measure, using performance and efficiency ratios;
- a 'performance against plan' measure, summarising relative provider performance against agreed targets combined into a single index.

85

It will be important that information is comparable across the sector. For some groups of providers, particularly further education colleges, the LSC already has access to expenditure information. We will be looking at other groups of providers to explore how we can access their expenditure information without changing the LSC's funding relationship with them. We will also look at ways to take into account differences in cost due to mix of provision, geography, and learner profile.

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES

86

The new measure for evaluating how providers give value for money will be important in the context of securing future funding of the sector. The DfES and the LSC will work with the sector to develop value for money indicators that can be used to assess the performance of the sector as a whole and also that of individual providers from 2005/06. Local LSCs will be able to compare the providers they fund with those in other areas in terms of their effectiveness in giving value for money, and identify ways in which productivity and cost-effectiveness can be improved.

> **A further discussion paper providing more detail on the options for a measure of value for money will be issued to the sector early in 2004. However, we welcome your initial comments on:**
> - the issues you believe would need to be considered in developing a value for money measure for post-16 providers; and
> - the three broad options outlined above or others you believe should be explored.

Who will use the measures?

Learners

87

Learners and, where appropriate for younger learners, their parents/guardians will be able to use the measures to help them make a choice of course/programme and provider. This is about prospective learners being able to make comparisons between different providers.

88

Learners can also use the measures to compare their own personal performance against that expected of them and assess the extent of their progress against national norms. This is about learners being able to set targets with their teachers or trainers to help improve their learning and achievement.

Information, advice and guidance services

89

Connexions and the Information, Advice and Guidance Partnerships, as well as other agencies and staff in providers, colleges and schools who advise prospective post-16 learners, will be interested in the measures.

Providers

90

Once the measures are established, providers will be encouraged to use them through their self-assessment and quality assurance processes, in order to identify how they can improve the education and training they offer.

The Inspectorates

91

Ofsted and the Adult Learning Inspectorate are currently reviewing the *Common Inspection Framework* and the associated inspection methodology, drawing on lessons learnt from the first cycle of inspections and taking account of proposals set out in *Success for All* and *Trust in the Future*. The proposed new measures will enable the Inspectorates to carry out more precise risk assessments prior to inspection. For example, they will be able to calculate the inspection resources needed to carry out a particular institutional inspection fairly and appropriately. The Inspectorates will also use the new measures when evaluating organisational performance.

The LSC

92

Local LSCs will incorporate the new measures into their performance review assessments when they are considering the quality of local provision and organisational effectiveness. Also, we will use the measures to assess the extent to which equality and diversity are being promoted. Measures for evaluating the success of learners and providers will be used in Strategic Area Reviews and to chart our progress at national level in delivering the *Success for All* strategy.

The DfES and other Government departments

93

The DfES intends to base its reporting requirement on these proposed measures. Other Government departments which fund the sector will be encouraged to adopt the measures so that data can be shared and bureaucracy reduced. The development of the measures will go hand in hand with other initiatives in the sector, such as the Skills Strategy, and the work of the Management Information Across Partners (MIAP) group. The MIAP group is already undertaking a variety of work with partner organisations with the aim of making more efficient and effective use of management information and reducing bureaucracy. This work includes investigation into the feasibility of introducing a 'unique learner number', establishing a national provider register and determining data sharing protocols.

Employers

94

Employers will be interested in the measures when making choices about post-16 provision to meet their workforce development needs.

How might the measures be used?

95

There are two options for the way in which the measures might be used:
- where there are new measures or refined ones, these would replace existing ones;
- the measures would be individually weighted but used collectively to give an overall assessment of provider effectiveness.

96

Using the refined measures and some new measures to replace existing ones would be a major step forward. All judgements relating to a provider would be based on a common set of measures. There is, however, still work to be done to ensure that any weightings applied to measures give consistency and fairness in the way judgements are made. We will explore ways to individually weight the measures and we propose that the measures accorded the greatest weight should be those relating to learners.

97

The measures chosen for evaluating the performance and success of each provider will depend upon the range, nature and scope of what the individual provider offers. For example, assessment of work-based learning provision might focus primarily on the proportion of learners completing their programme and achieving their learning goals. The assessment of adult and community learning might focus primarily on recruitment and retention rates and the extent to which the provider meets the proposed national standards for recognising and recording learners' progress and achievements in non-accredited learning. The assessment of other kinds of provision, such as

GCE A level and AVCE courses, might focus, in particular, on recruitment and retention rates and the extent of learners' achievements (that is, value-added scores). The assessments for each type of provision could then be drawn together into an overall assessment for a provider by, for example, giving each assessment a weighting. This weighting would need to be proportionate to the size of the provision assessed, within the totality of the provider's curriculum and learning programmes. The overall assessment would also take account of the findings from learner satisfaction surveys, data on learners' destinations, the professional capability of the provider's workforce and employer engagement.

98

We will test individual measures and their combined use in a range of providers. This will include consideration of striking the right balance between precision and simplicity.

We welcome your comments on:
- ways in which to weight and combine measures;
- giving the greatest weight to those measures relating to learners.

What are the next steps?

99

This document sets out plans for the further development of the new measures. We will take account of the views of the sector through this consultation with providers and others with an interest in the proposals.
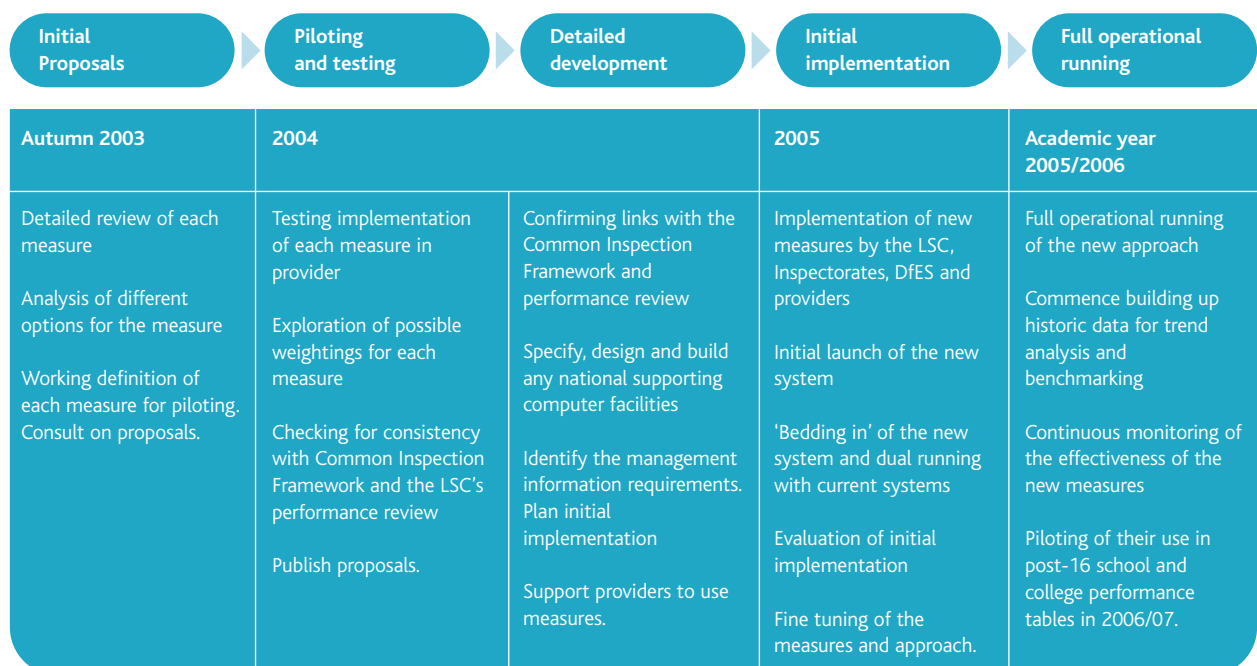
100

Figure 3 below sets out the broad timescales and stages of development for the measures in partnership with the sector.

101

The LSC, DfES and the Inspectorates will also be working with partners and providers to trial the proposed measures. In particular, all those involved in developing the new measures of success want to ensure they do not impose any unnecessary burdens on providers and that they give fair and meaningful measures of success across the learning and skills sector.

Figure 3: Timescales and stages of development for the measures

Initial Proposals	Piloting and testing	Detailed development	Initial implementation	Full operational running
Autumn 2003	**2004**		**2005**	**Academic year 2005/2006**
Detailed review of each measure Analysis of different options for the measure Working definition of each measure for piloting. Consult on proposals.	Testing implementation of each measure in provider Exploration of possible weightings for each measure Checking for consistency with Common Inspection Framework and the LSC's performance review Publish proposals.	Confirming links with the Common Inspection Framework and performance review Specify, design and build any national supporting computer facilities Identify the management information requirements. Plan initial implementation Support providers to use measures.	Implementation of new measures by the LSC, Inspectorates, DfES and providers Initial launch of the new system 'Bedding in' of the new system and dual running with current systems Evaluation of initial implementation Fine tuning of the measures and approach.	Full operational running of the new approach Commence building up historic data for trend analysis and benchmarking Continuous monitoring of the effectiveness of the new measures Piloting of their use in post-16 school and college performance tables in 2006/07.

Annex A
Technical information on school performance tables, including developments in value-added measures for schools

For the last six years, the Department for Education and Skills' (DfES) annual Autumn Package of Pupil Performance Information has contained a number of charts and graphs showing national aggregates of pupil progress between Key Stage (KS) 1 and KS2, KS2 and KS3, and KS3 and GCSE/GNVQ. For the last three years, the Autumn Package has also contained national associations between pupils' GCSE/GNVQ and A/AS level achievements. The methods which underpin these analyses have been used to develop value-added measures now incorporated – or in the last case above, piloted (in 2000) – into the DfES's Performance Tables.

The DfES has placed considerable resource in making available to LEAs – and through LEAs, to schools – their own information from the Pupil-Level Annual Schools' Census (PLASC) returns linked to pupil performance (which together form the basis of the National Pupil Database). The Autumn Package value-added analyses help LEAs and schools to consider how well their pupils have performed in the light of circumstances and to prepare realistic targets. The DfES has recently issued a much improved Interactive Autumn Package in the shape of the Pupil Achievement Tracker designed to help schools use the wealth of information at their disposal and to simulate and then set targets for compulsory aged pupils.

Schools are fully involved in the process of checking the information on which their published value-added measures are calculated. Over the years, the methodology used to construct the value-added measures has been the focus of considerable discussion with schools, LEAs and their representatives. At the current time, there is consistency and continuity between the value-added method that drives the Autumn Package, the Pupil Achievement Tracker, and Performance Tables information.

Over the last few years, there has been a growing focus within the academic and LEA community on school improvement, in particular on which performance measures should (or could) be included within a value-added framework, and on the methodology on which indicators could (or should) be compiled. This emphasis has expanded as more sophisticated technical means have become available to use the increased amount of pupil data as a consequence of PLASC and as matched pupil-level performance data has gained credence and support within LEAs and schools.

Ministers are keen to ensure that value-added information benefits from the wealth of information and technical developments available. The DfES is now actively seeking the advice of experts in the field to develop an approach for use, in the first instance, in information to support school improvement – the Pupil Achievement Tracker, for example. The bulk of this work will largely fall within compulsory education, but data and methods for calculating GCSE/GNVQ and A/AS level student progress and value added will also be included in this work.

Annex B
Further information about the new measures of success

General information

The *Success for All* website http://www.successforall.gov.uk and particularly the Theme 4 area, contains a range of background information and documents including the *Success for All* white paper, published in November 2001, which established the need for a clear, consistent and national system of measures of success.

Initial proposals for the development of new measures of success were set out in Annex E of LSC Circular 03/01 – *Success for All*: *Implementation of the framework for quality and success* published January 2003.

LSC Circular 03/09 – *Success for All*: *Implementation of the framework for quality and success – arrangements for three-year development plans and three-year funding*, established arrangements for the agreement between local LSCs and providers of three-year development plans, including headline improvement targets and floor targets for minimum levels of performance to be achieved by 2005/06. The new system of success measures will be used to set targets for success in development plans from 2005/06.

The LSC published Circular 03/15 – *Funding: Plan-led Funding for Further Education* in September 2003. This circular invites comments on new funding arrangements for funding further education provision and links the agreement of a costed provision plan to a provider's three-year development plan.

LSC Circular 03/06 – *Strategic Area Reviews – Arrangements and Guidance for Strategic Area Reviews* published March 2003, established arrangements for Strategic Area Reviews and explained how these would involve consideration of three-year development plans.

All LSC circulars can be viewed at http://www.lsc.gov.uk/national/documents/series/circulars/default.htm

Success rates

Benchmarking data can be found on the LSC website at http://lsc.wwt.co.uk/benchmarking/index.cfm

Guidance on the calculation of success rates for further education and work-based learning can be found at http://3dp.lsc.gov.uk/information.cfm

An explanation of the calculation of curriculum adjusted success rates is in Annex A of LSC Circular 03/16 – *Success for All*: *Recognising and rewarding excellence in colleges and other providers of further education – arrangements for premium rate funding*. (http://www.lsc.gov.uk/national/partners/quality/default.htm)

Value added

Information on QCA's development of point score equivalences for qualifications is available on the QCA website at http://www.qca.org.uk/14-19/developments/downloads/phase_one_report2.pdf

The technical report, *Value added: A feasibility study for the DfES, LSC, Adult Learning Inspectorate and Ofsted*, will be published on the *Success for All* website at the end of December 2003 (http://www.successforall.gov.uk).

Recognising and recording learners' progress (RARPA) in non-accredited learning

Various information papers and reports, as well as information on the testing process, are on the LSC website at http://www.lsc.gov.uk/national/partners/quality/default.htm

Equality and Diversity

The LSC's strategy for equality and diversity for 2004 to 2007 will be published by January 2004 and will be available on the LSC website.

Learner satisfaction at provider level

The LSC's first national learner satisfaction survey was published in November 2002 and is available on the LSC website (http://www.lsc.gov.uk/national/partners/quality/default.htm).

The full report for 2002/03 will be published in February 2004 and will be available at the same website address.

The highlight national learner satisfaction survey for 2002/03 will be published in December 2003 and will be available on the LSC website (http://www.lsc.gov.uk/national/partners/quality/default.htm).

Learners' destinations

The Council commissioned the Responsive College Unit to conduct the Destinations Feasibility Study discussed in this document. A copy of the final report can be found on the *Success for All* website (http://www.successforall.gov.uk).

Employer engagement

In their three-year development plans, colleges and other further education providers were required to agree an employer engagement target with local LSCs in Summer 2003. Work-based learning and adult and community learning providers were also encouraged to set a target. No single target was prescribed by the LSC. Instead, providers were asked to select one target which reflected either the increased employability and work-readiness of learners, or the extent of directly provided services to employers.

The LSDA will be carrying out an evaluation of employer engagement targets in three-year development plans to identify the range of targets chosen and emerging good practice.

Staff qualifications

Refer to consultation document – *The Future of Initial Teacher Education for the Learning and Skills Sector*, DfES, November 2003.

Value for money

Information will be posted on the *Success for All* website http://www.successforall.gov.uk as it becomes available.

Annex C
Key dates for developing and using the measures

Success Rates

- The extension of measures of qualification success to work-based learning provision will be developed with providers from April 2004 for implementation during 2004/05. The summary of qualification success for each provider will be available from Spring 2004 for further education and work-based learning provision.
- The introduction of the measures of success for individual learners will depend on the timetable for developing and introducing a national credit framework.

Value added and distance travelled

- A technical steering group will be established by December 2003.
- The value-added and distance-travelled measures will be tested from March 2004, in the light of the outcomes of the consultation.
- Design, testing and piloting will be completed by Spring 2005.
- An initial staff development programme to support the launch of the new value-added measures will take place between April and July 2005.
- Value-added and distance-travelled measures will be piloted in school/college performance tables from 2006/07.

Recognising and recording learners' progress (RARPA) in non-accredited learning

- Projects will be concluded and reported upon by July 2004. Piloting of national validation system will be concluded and reported upon by July 2004.
- Guidelines and exemplar materials will be available by December 2004.
- National implementation from August 2005, with ongoing support for providers.

Learner Satisfaction

- Learner satisfaction at local LSC and provider level – interviews carried out locally for further education providers from January 2004 with results available by Autumn 2004.

- The national standards for learner satisfaction will be trialled during 2004 in partnership with a number of colleges and providers.
- The national standards will be finalised and published early in 2005.

Learners' destinations

- The LSC will carry out a pilot survey during 2004. Conclusions and proposals for ways forward will be published by the end of 2004.

Employer engagement

- Headline targets set by colleges and providers for employer engagement will be evaluated by early Spring 2004. The LSC will explore the feasibility of having national benchmarking data on employer satisfaction by Spring 2004.
- A follow-up programme of staff development will take place in Summer and Autumn 2005.

Staff qualifications

- Headline targets set by colleges and providers for teacher qualifications will be evaluated by early Spring 2004. *Success for All* commits the DfES to producing accurate, reliable data on the qualifications of the workforce in LSC-funded learning by March 2004.
- For further education colleges, an interim target in 2005/06 of 90% of full-time and 60% of part-time teachers qualified or enrolled on an appropriate course.
- By 2010, only new entrants to further education teaching would not be qualified.

Value for money

- A discussion paper providing details on the options for a measure of value for money will be issued to the sector early in 2004.
- We intend the measure to be agreed by 2005/06.

Annex D
Replying to our invitation to comment on new measures of success

We welcome comments on the proposals for the new measures of success that are set out in this document.

We are also interested to receive comments on how the new measures should work with the existing measures used within the sector. At various places in the document, we have asked for specific comments on our proposals. The prompts for your comments are set out again here. We do, of course, welcome comments on all the suggestions and proposals made. You should send them, by 20 February 2004, to:

Measuring Success
Quality and Standards Directorate
Learning and Skills Council
Cheylesmore House
Quinton Road
Coventry
CV1 2WT

Alternatively, you can make them via e-mail to SuccessForAll@lsc.gov.uk using the form on the *Success for All* website (http://www.successforall.gov.uk).

1 Successful completion of qualifications (see paragraphs 14 to 20)

We welcome your comments on:
- the proposal to retain measures of success at the qualification level as currently used by Ofsted and the Adult Learning Inspectorate in the further education sector and to extend similar measures to work-based learning provision;
- the proposal to develop a measure that aggregates qualification level success for each provider and which takes into account curriculum profile;
- the proposal to test the feasibility of developing a measure of success for individual learners based on the national credit framework to overcome issues arising from learners studying more than one qualification;
- the proposal to publish benchmarking data for work-based learning provision;
- any problems or opportunities that you think should be addressed in the development work.

1

2 Value added and distance travelled (see paragraphs 21 to 47)

We welcome your comments on:
- the proposal to extend the approach to value added in GCE A levels to all graded qualifications at Level 3 undertaken by 16-18 year olds;
- the proposal to measure distance travelled at institutional level for all qualifications undertaken by 16-18 year olds;
- the proposal to test the feasibility of developing a measure of distance travelled at institutional level, for adults studying qualifications, where an indicator of advantage/disadvantage would replace the indicator of prior attainment;
- any problems or opportunities that you think should be addressed during the development work.

2

3 Non-accredited learning (see paragraphs 48 to 56)

We welcome your comments on:
- the approach being taken to recognise learners' achievements in non-accredited learning;
- ways in which this approach can maximise the benefits for the learners and providers and minimise bureaucracy and form filling;
- any potential problems or opportunities that you think should be addressed in the development work.

3

4 Equality and diversity and a framework for analysis of measures (see paragraphs 57 to 58)

We welcome your comments on:
- a common framework for disaggregation across all types of provision.

5 Learner satisfaction at provider level (see paragraphs 59 to 66)

We welcome your comments on:
- the proposal to assess the process for gathering learner satisfaction information based on national standards at provider level;
- benefits you think will result from using this approach;
- any potential problems or opportunities you think should be addressed in development work.

4

5

6 Learners' destinations at provider level (see paragraphs 67 to 73)

We welcome your comments on:
- the proposal to test the feasibility of introducing a robust national survey for gathering information on learners' destinations.

6

7 Measuring the capability of providers' staff (see paragraphs 74 to 76)

We welcome your comments on:
- what should be included in a national standard for the appropriateness of staff qualifications and experience, and the effectiveness of the training that staff have received to further their professional development.

7

8 Measures of employer engagement
(see paragraphs 77 to 80)

We welcome your comments on:
- the feasibility of establishing a standard measure for employer engagement.

8

9 Giving value for money
(see paragraphs 81 to 86)

A further discussion paper providing more detail on the options for a measure of value for money will be issued to the sector early in 2004. However, we welcome your initial comments on:
- the issues you believe would need to be considered in developing a value for money measure for post-16 providers; and
- the three broad options outlined in paragraph 84 or others you believe should be explored.

9

10 How the measures might be used? (see paragraphs 95 to 98)

We welcome your comments on:
- ways in which to weight and combine measures;
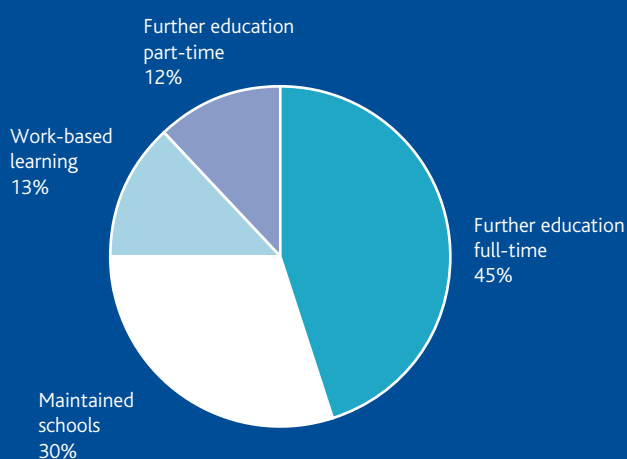- giving the greatest weight to those measures relating to learners.

10

Annex E
Charts to illustrate the diversity of the learning and skills sector

The learning and skills sector is characterised by its diversity. The sector enables learners to study at a wide range of institutions and providers on programmes and courses at all levels.
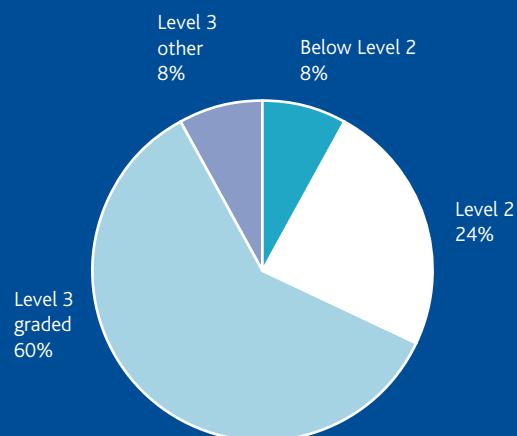
The charts below show the distribution of learners by age, type of provider and level of study. They are derived from the Individual Learner Record.

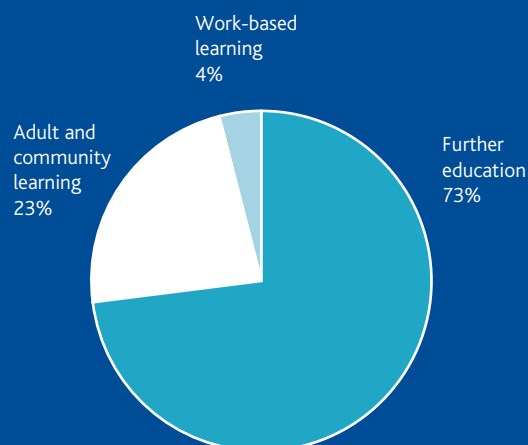## Learners aged 16-18

Figure 1: Number of learners in different types of providers

Further education part-time 12%
Work-based learning 13%
Maintained schools 30%
Further education full-time 45%

Figure 2: Level of study in further education and work-based learning

Level 3 other 8%
Below Level 2 8%
Level 2 24%
Level 3 graded 60%

Learners aged 19 plus

Figure 3: Number of learners in different types of providers

Work-based learning 4%
Adult and community learning 23%
Further education 73%

Figure 4: Level of study

Level 4 and above 3%
Level 3 26%
Level 2 31%
Below Level 2 40%

ADULT LEARNING
INSPECTORATE

Ofsted
Office for Standards
in Education

department for
education and skills

Learning+Skills Council