



Young People's
Learning Agency

16–19 Funding Statement

Of interest to local authorities, schools, Academies, colleges and other providers

December 2011

For information

Further information

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Contents

	Paragraph number
Foreword	–
Introduction	1
Funding Young People’s Education and Training	6
Participation priorities	6
The funding approach	12
Specific priorities for 2012/13 academic year	14
Young people with additional needs	15
Managing change and transitional protection	19
Budget and Forecast Learner Numbers	–
Targeted Financial Support for Young People	21
16-19 Bursary Fund	22
Other schemes	24
Annex	
Allocations – Technical Details and Timetable	1
Application of the National Funding Formula	2
Additional Learning Support (ALS)	5
19+ continuing learners	8
Learners aged 19-24	9
In-year and end-year adjustments to allocations	10
Academies 16-19 funding	11
Minimum Levels of Performance	12

Foreword – Les Walton Chair of the Young People's Learning Agency

This is the second Funding Statement of this Spending Review period and it outlines the funding policies and levels of funding for young people's education and training to be applied in 2012-13. There is no doubt that, as the global economic downturn continues, its impact on our national spending and on the education sector is becoming more evident. Yet in this climate of economic austerity, addressing the needs of our young people is more necessary than ever to ensure they are well equipped to engage in the economic world.

Within England there has been an increase in the diversity of organisations delivering education. For us this has increased the number of providers we are engaged with and for young people sees a widening of choice in some local areas.

These contextual developments do not change the principles which underpin this Statement which are consistent with those presented last year to:

- support the drive to full participation;
- target funding towards disadvantaged learners and those needing additional support;
- protect funding for learners with learning difficulties and/or disabilities (LDD); and
- manage carefully the transition to a fairer and more transparent system.

We continue to see increasing participation levels despite these difficult times, which is a fact well worth celebrating. The number of young people in learning has increased against a fall in the cohort of 16-19 year olds, a significant achievement.

Even so, there also remain a significant number of 16-19 year olds that are not engaging in any form of education, employment or training. Indeed we cannot ignore the fact that youth unemployment has been increasing in particular for 18-24 year olds. The YPLA Board is unwavering in its desire to see every young person progress in life and is committed to ensuring there is high quality provision in place to give them access to the most appropriate course or training for them.

Changes in funding for Additional Learning Support are intended to reflect the cohort of young people that need to be attracted into education or training. So this Statement confirms a shared commitment to reducing the number of young people not in education and/or training still further, by improving the effectiveness of our Foundation Learning provision.

We are also concerned about the high number of 17 year olds dropping out from full-time education and we have launched an investigation into this issue. We believe that better impartial advice and guidance and more flexible provision will help tackle this issue.

The Department for Education (DfE) is taking a more detailed look into provision for learners with LDD. As it considers the recommendations made in recent Ofsted and National Audit Office reports, we will work closely with DfE to consider how funding for these learners can be simplified and streamlined and with local authorities to manage and improve provision for these young people. Over the course of next year we expect funding arrangements will remain largely steady as the relevant Government Departments complete their consultations and prepare for future change.

We recognise that addressing the long-standing inequality in funding for learners in schools and colleges at a time when there are significant pressures on operating budgets will present a challenge especially to leaders in schools and Academies. We also recognise the challenge that the current period of austerity presents to all providers. We will help safeguard schools, Academies, colleges and other providers from major swings in funding due to the policy changes introduced in 2011/12 by extending the period for transitional protection. The greater stability brought by the increase in the period for transitional protection will work in tandem with lagged learner number funding to provide all leaders with increased certainty over funding levels.

The Government, our partners in education institutions and the YPLA Board are committed to reducing the bureaucratic burdens generated by the funding system. At present we are consulting on the 16-19 funding formula and expect changes to be brought in for 2013/14. However, to avoid the risk of turbulence through incremental tampering, the methodology remains largely the same for this year.

This will be the final Funding Statement for the YPLA. In April, the responsibility for funding young people's education and training will pass to the Education Funding Agency.

Les Walton OBE

Introduction

1 This Funding Statement confirms the Government's plans for funding 16-19¹ education and training, and for those up to the age of 25 with a learning difficulty and/or disability (LDD) for the financial year 2012-13. The important responsibility for providing the wide range of quality learning routes for young people rests with local and national providers, including employers offering Apprenticeships. This Statement sets out the number of places we expect to fund in those providers over the academic year 2012/13 such that the commitment to achieve full participation remains firmly on track.

2 There have been significant increases in participation and attainment by young people over recent years and the funding set out in this Statement will continue to meet demand for places for all 16 and 17 year olds who want one. Even so, it does recognise that at a time of great fiscal restraint the changes we introduced in 2011/12 must continue to be carefully managed by all involved in 16-19 education and training.

3 We will continue to deliver the changes set out in last year's Funding Statement, which made the system fairer and more transparent. We will continue to protect the core programme of learning for all young people. We have re-invested efficiency savings to support the Government's aims to promote full participation and greater social mobility by directing funds towards those furthest from being able to participate in education and training. We will embed lagged learner number funding as it makes the system more straightforward, cutting out the need for expensive planning processes. Schools, Academies, colleges and other providers gain stability from the assurance that growth achieved in one year will be funded in the next. We will continue with a programme of transitional protection for all types of providers. This remains particularly important for schools and Academies as they respond to the changes to the system, which equalised their funding to match that of colleges and other providers.

4 Over the last year the Government has consolidated its approach to post-16 education and training, building on its commitment to a simpler, more transparent and fair 16-19 funding system in the 2010 White Paper *The Importance of Teaching*². It has continued to support Apprenticeships as a key element of the offer to young people, especially in recognition of the contribution of Apprenticeships to full participation and as an alternative to full-time further or higher education. There is cross Government endorsement of the recommendations made by Professor Alison Wolf in her report on vocational education and training and we have set out for consultation our funding proposals to support those recommendations in relation to 16-19 programmes.

5 As well as these significant developments, this Funding Statement should be read alongside: the Government strategy on maximising young people's participation, which will be published shortly, the announcement by the Deputy Prime Minister Nick Clegg on the new Youth Contract funding for young people not in education, employment or training³ and other relevant policy statements issued by the Department for Education (DfE), Department for Business Innovation and Skills (BIS)⁴ and Ministry of Justice (MOJ)⁵.

¹ This statement covers funding for provision for 16-19 year olds in Academies and school sixth forms, general and specialist further education colleges, sixth form colleges and independent provision and provision for learners with a Learning Difficulty Assessment age 19 to 24. References to Raising of the participation to age 18 refer solely to learners aged 16 and 17.

² Department for Education (DfE) White Paper *The Importance of Teaching* (November 2010).

³ <http://www.education.gov.uk/16to19>.

⁴ <http://www.bis.gov.uk/policies/by/themes/further%20education%20and%20skills>.

⁵ <http://www.justice.gov.uk/guidance/youth-justice/education-and-employment/index.htm>.

Funding Young People's Education and Training

Participation priorities

6 Funding for young people's education and training over the period of the Spending Review⁶ will support the delivery of full participation for 16 and 17 year olds by 2015⁷. In 2012/13 we expect 98 per cent of all 16 year olds and over 92 per cent of all 17 year olds to be in education and work-based learning. These are increases of 2 percentage points and 5 percentage points over actual participation in 2010/11 and remain in line with the Government's aim of full participation.

7 In 2012-13 the total budget for education and training places is £7.528 billion. This includes £833 million for Apprenticeships and £314 million for young people with LDD aged 16-24. This represents a broadly flat cash budget at a time when we are expecting a reduction of over 20,000 in the total cohort of young people aged 16-18. At the same time, changes to the pattern of provision coupled with efficiency savings means we will support 34,000 more places over the number of places we expect to fill in 2011/12 and the highest participation rates ever.

8 Where the local cohort is increasing against the national trend, we expect providers to respond by recruiting more learners than their allocation for the year in full expectation of an increased allocation in the following year. This method, known as 'lagged funding' was introduced in 2011 and is bedding down in 2012. Should local authorities (LAs) identify significant gaps in provision they have an opportunity to apply for an exception to lagged learner numbers⁸.

9 The Government is committed to raising investment in Apprenticeships, while enhancing quality, cutting bureaucracy, and focussing investment where the benefits generated are greatest. For the 2012-13 financial year, £833 million will be available to fund 140,200 16-18 year old Apprenticeship starts; an increase from the 133,500

Apprenticeship starts for which there is funding in 2011-12. This will mean that there will be around 240,000 Apprentices aged 16-18 in learning.

10 The delivery of additional Apprenticeship places for young people will be assisted by the provision of funding for up to 40,000 incentive payments for small businesses to take on Apprentices aged 16-24⁹; these will be partly supported by additional funding from the Youth Contract.

11 Delivery of Apprenticeships will continue to be through the National Apprenticeship Service. The funding methodology for 2012/13 will remain the same. DfE has included Apprenticeship funding in the review of 16-19 funding, which is currently out for consultation.

The funding approach

12 Last year we set out¹⁰ the detail of the funding approach over the Spending Review period in a very tight financial climate. Cash increases made available to support higher volumes of places and larger programmes of learning for the most vulnerable were matched with significant efficiencies. These were and continue to be in place to make sure that the funding approach is fair and that funds are targeted to promote social mobility including by supporting those young people facing disadvantage and deprivation.

13 The main elements of the approach we are taking forward in 2012/13 are:

- Protection of the size of core programmes plus thirty guided learning hours of other activity;
- Increasing the funding for core programmes for more disadvantaged young people so they are able to participate fully;

⁶ Financial years 2011-12 to 2014-15.

⁷ 18 year olds are not required to participate under raising the participation age (RPA) but the YPLA is required to provide a place for any 18 year old that wants to participate, we are expecting 64% of 18 year olds to participate.

⁸ Details can be found at <http://www.ypla.gov.uk/aboutus/ourwork/16-19-statutory-guidance/>.

⁹ Funding for Apprenticeships aged 19 and over is the responsibility of BIS and was set out in the *New Challenges New Chances, Skills Investment Statement 2011-14: Investing in a World Class Skills System*, December 2011 at <http://www.bis.gov.uk/publications>.

¹⁰ 16-19 Funding Statement, YPLA, December 2010 at <http://www.ypla.gov.uk/aboutus/ourwork/16-19-funding-statement/>.

- Protecting funding to support provision for those with LDD;
- Retaining the increased investment of £150 million to support provision for disadvantaged learners made in 2011/12 through increased funding for disadvantage uplift and Additional Learning Support (ALS);
- Equalizing funding between schools and colleges at the funding rate applied to colleges and the staged removal of Teachers' Pay Grant;
- Matching the efficiencies to be made in schools and colleges by reducing the national funding rate for Apprenticeships by 2% per year and;
- Managing carefully the move to fair funding carefully and in stages.

Specific priorities for 2012/13 academic year

14 The Government is very clear that the responsibility for delivering education and training that meets the needs of young people, the community and the economy lies with providers, as they are best placed to respond to the young people that choose to learn with them. Even so, no single school, Academy, college or other provider is going to be able to meet the needs of all the young people in their area. So in the expectation that they will work collaboratively with each other and with local authorities to share the responsibility, there are three areas in particular we believe should be taken into account in 2012/13:

- **Continuing the emphasis on reducing the number of young people not in education, employment and training**

There remain around 141,800 young people aged 16-18 in 2010 in this group, some 7 per cent of the cohort - around 58,000 of them aged 16 or 17¹¹. Under the terms of Raising of the Participation Age (RPA), all 16-17 year olds will be required to participate by 2015 – this remains a top priority for funded places.

- **Encouraging retention at age 17**

We are planning on a 5 percentage point increase in participation for 17 year olds over actual delivery in 2010/11. Whilst some young people will want to make a positive decision to progress on a different education route or with another provider after their first year of post-compulsory education, far too many who start year

12 choose not to continue into year 13 with the same or another provider. These students either stop participating in education or training and become unemployed, take jobs without training or may even be discouraged from continuing on their original choice by the school or college. Retention of these students or ensuring a managed transition to other providers has obvious benefits for the students, providers and the economy.

- **Improving participation in and progression from Foundation Learning**

Provision for young people who require learning below level 2 is vitally important to the achievement of full participation and personal success for 16 and 17 year olds. Not all providers are able to fill the places for which they are funded, which means achieving full participation will be more challenging. We are working with DfE and reviewing this provision and how it meets the needs of learners and employers in a context of full participation and working with providers and their associations to agree how these issues should be addressed.

Young people with additional needs

- 15 There are two groups of young people who for a variety of reasons are particularly vulnerable and need a particular focus: learners with LDD, and young people in the youth justice system.

Youth Custody Education and Training

16 The budget for education and training of those young people in prison service young offender institutions for 2012/13 is circa £13 million. We shall continue to fund providers directly for 2012/13.

Funding for Learners with Learning Difficulties and/or Disabilities

17 We expect the arrangements for funding learners with LDD to remain the same in 2012/13 as they are in 2011/12. DfE is currently considering future arrangements for provision for learners with special educational needs (SEN) or LDD. As they consider the responses to the SEN Green Paper¹², the recommendations made in the recent Ofsted report¹³, National Audit Office Report¹⁴ and Public Accounts Committee Hearing we will work closely with DfE and with provider associations to develop simplified and streamlined funding for these learners for 2013/14 and beyond.

¹¹ DfE: NEET Statistics – Quarterly Brief – Quarter 3 2011 <http://www.education.gov.uk/rsgateway/DB/STR/d001040/index.shtml>.

¹² <http://www.education.gov.uk/childrenandyoungpeople/informationforprofessionals/a0064379/sen-and-disability-green-paper-government-calls-for-views>.

¹³ <http://www.ofsted.gov.uk/resources/progression-post-16-for-learners-learning-difficulties-and-or-disabilities>.

¹⁴ http://www.nao.org.uk/publications/1012/special_education_for_young_pe.aspx.

European Social Fund (ESF)

18 The inclusion of the European Social Fund (ESF) budget is an important element of the funding settlement given its role in providing additional provision for our most vulnerable young people. The budget for the period from January 2011 to December 2013 under the relevant priorities is £164 million. These funds have been tendered with LA involvement to provide individually tailored packages of education and support for those young people who are disengaged from learning or at risk from becoming so. These funds are a vital element in the overall strategy to reduce disadvantage and enhance the drive to full participation.

Managing change and transitional protection

19 Transitional protection was introduced in 2011/12 in order to help schools, Academies and colleges in particular to manage the changes brought about largely as a result of the move towards fairer funding and the reduction in funded learning hours for non-core programme activities. We will continue to provide transitional protection for these policy changes for 2012/13 and extend the period for transitional protection to 2015/16.

- Provider allocations in March 2011 set out the amount of transitional protection received for the 2011/12 academic year. We will extend the period over which this protection will be removed: we will remove it in four equal instalments from the 2011/12 start date or at 3% per learner, whichever is the greatest. Feedback from the wider sector last year indicated this clear line of sight for transitional protection would assist schools, Academies, colleges and other providers to take a more managed move to adapt to the policy changes.
- In addition to this protection, the recent exercises to improve the quality of success rate data has led to significant swings at provider level in some cases. Because this is not due to reductions in performance we will apply a cap of 2% to reductions in the success factors used in allocations for 2012/13. Increases in success rates will be funded in full.

20 This approach ensures increases in learner numbers are funded. It will not protect providers against changes in funding because of decreases in learner numbers, nor does it protect against changes through the routine operation of the funding formula.

Budget and Forecast Learner Numbers

Budget¹⁵

(£ millions)	2010-11	2011-12	2012-13
	Actual Spend ¹⁶	Planned Spend ¹⁷	Planned Spend
Total Teaching and Learning¹⁸	7,407	7,458	7,528
Of which:			
Colleges and other providers	3,957 ¹⁹	3,962	4,009
School Sixth Forms (incl. Academies & Special Schools)	2,410	2,430	2,372
Apprenticeships ²⁰	780	779	833
Specialist provision for learners with LDD 16-24	208	227	261
FE provision for learners with LDD 19-24	53 ²¹	59	53 ²²

Forecast Numbers of Young People in Learning in England

(Thousands)	2010/11	2011/12	2012/13
	estimated	estimated	estimated
Total participation	1,535	1,543	1,577
Of which:			
Colleges and other providers	872	863	865
School Sixth Forms (incl. Academies & Special Schools)	441	449	465
Apprenticeships	215	222	240
Specialist provision for learners with LDD 16-24	4	4	4
FE provision for learners with LDD 19-24	4	4	4

¹⁵ Revenue funding for financial year 2012-13 only. Funding for 16-19 capital will be notified separately..

¹⁶ YPLA Annual Report and Accounts 2010-11.

¹⁷ Budget Exchange Forecast – 8 December 2011. Adjusted figures for the 16-19 Funding Statement, December 2010. Includes adjustments for efficiency savings and outcome of the allocations process.

¹⁸ Excludes funding for young offender education.

¹⁹ Figures adjusted to reflect full year split of costs. Net effect £0.

²⁰ Apprenticeships costs provided by the Chief Executive of the Skills Funding Agency. Funding for Apprenticeships passes from the DfE to the Skills Funding Agency directly.

²¹ Figures adjusted to reflect full year split of costs. Net effect £0.

²² Baseline transfer agreement between BIS and DfE. Final agreement subject to confirmation.

Targeted Financial Support for Young People

21 In addition to funding to support provision for disadvantaged learners, targeted financial support for specified groups of learners and supporting those learners who need to access specialist or niche provision continues to be an essential part of achieving full participation.

16-19 Bursary Fund

22 Financial support to address barriers to participation will be available to young people aged 16-19 in education or training through the 16-19 Bursary Fund. Funding of £159 million will be available to providers in financial year 2012-13, reflecting a full academic year budget of £180 million. This will support bursaries of £1,200 for the most vulnerable young people²³ who are studying on a full time basis²⁴ and bursary awards on a discretionary basis to students not in those defined groups.

23 Transitional arrangements for students who were previously in receipt of Education Maintenance Allowance will continue through to the end of the 2011/12 academic year. £63 million is available to support these payments in 2012-13 financial year.

Other schemes

24 Details of other financial support schemes for young people will be made available in the New Year.

²³<http://www.education.gov.uk/childrenandyoungpeople/strategy/laupdates/a00192592/16-19-bursary-fund>.

²⁴For students studying on a part-time basis the bursary is funded on a pro-rata basis.

Annex:

Allocations – Technical Details and Timetables

1 The timeline for allocations for the 2012/13 year is as shown in the table below:

By end of November 2011	Local authorities and providers inform YPLA of new provision and significant gaps in provision in their local area
December 2011	Final 2010/11 participation data and the number of learners recruited in autumn 2011 available
January 2012	Providers and local authorities receive an initial statement of lagged learner numbers and the number of bursaries for vulnerable learners from the YPLA.
February 2012	Providers and YPLA review data and consider any business cases for exceptions to lagged learner numbers, high cost ALS and for data failure. Local authorities informed of outcome of applications for exceptions to lagged learner numbers.
By end of March 2012	The YPLA confirms the final funding rates and issues final allocations including bursary allocations to providers and summaries to local authorities.
April 2012	YPLA transition to the Education Funding Agency (EFA).
May-August 2012	The EFA issues funding agreements/contracts to organisations either directly or through the lead contact, which are required to be signed and returned by the funded organisation.
August 2012	Payment commences for the academic year through the lead contact organisation where applicable.

Application of the National Funding Formula

2 In 2012/13 the YPLA is maintaining the demand-led funding methodology without any changes.

3 The principle of funding on lagged learner numbers remains. New providers will get an agreed allocation based on the national funding rate in their first and second years of delivery and then move on to a lagged approach as for all other providers.

4 Providers will want to be aware of the following points about the way the formula will be applied for 2012/13:

- The level of funding in 2012/13 will be determined through lagged learner number funding based on the number of learners evidenced by providers' own data submitted in autumn 2011. For colleges this will be extrapolated to a full year estimate using historic data. For private and charitable providers we will determine the full year estimate based on the latest 12 months delivery.
- The Index of Multiple Deprivation used to calculate disadvantage uplift allocations will be updated from the 2007 version to the 2010 release.
- The qualification success rate used to calculate allocations for schools, Academies, colleges and other providers delivering learner responsive provision will be the 2009/10

success rate. Consequently, any provider that delivered mostly Entry to Employment (E2E) provision in that year will continue to be funded using a qualification success rate of 76%.

- The Standard Learner Number to Learner Number ratio (SLN/Learner Number ratio) will be updated using the latest available data (the 2010/11 academic year) taking into account the entitlement funding policy changes in 2011/12.
- All other data has been updated to the most recent available full year.

Additional Learning Support (ALS)

5 ALS funds additional support for learners to participate and achieve their learning aims and to progress to further learning and employment. For school and Academy sixth forms the allocation is based entirely on the formula; for colleges and all other providers the allocation is based partly on the formula and partly on historical spend. The formula recognises prior attainment in maths and English using the GCSE points score of the previous year's cohort. This provides funds to close the attainment gap for these learners. The methodology for calculating ALS will remain unchanged but the underlying data will be updated to 2010/11 data.

6 ALS for high cost learners (above £5,500 of ALS) is allocated separately also based on lagged learner numbers using providers' own data. Funding is calculated using average spend per high cost learner from previous years. Where providers are aware of significant changes in the pattern of recruitment of high cost learners they should submit a business case to the YPLA (as part of the usual business case process after receipt of the learner number statement in January 2012) so that an adjustment to the allocation can be considered.

7 The Government has been consulting on a possible approach to the funding of high-needs pupils *A Consultation on School Funding Reform: Proposals for a Fairer System*²⁵. In preparation for any resulting changes, learners with ALS needs over £5,500 will continue to be shown separately on allocation statements.

19+ continuing learners

8 Learners aged 19 and over who are continuing a programme which they began aged 16-18 are eligible for funding at 16-18 rates. In 2011/12, as part of the discussions between YPLA and the Skills Funding Agency about lead arrangements, it was agreed that responsibility for funding for these 19+ continuing learners in sixth form colleges would transfer to the YPLA. Funding for 19+ continuing learners in general further education colleges remains with the Skills Funding Agency. This arrangement will continue in 2012/13. The volumes and budget for 19+ continuing learners in sixth form colleges are not included in this Funding Statement.

Learners aged 19-24

9 We are currently working with DfE and BIS/Skills Funding Agency to review the arrangements for funding young adults aged 19-24 with LDD and a learning difficulty assessment. This review will be based on full year data for 2010/11 which is not available until late December 2011 and therefore not fully represented in this Funding Statement.

In-year and end-year adjustments to allocations

10 Grant funded providers must, as a condition of funding operate within a regulatory framework that imposes certain restrictions on the use of public funds. Therefore, 16-19 funding is paid on profile and, except in the case of emergencies, is not reconciled. Most commercial and charitable providers are funded under a contract for services; during 2012/13, contract funded providers will be subject to one in-year adjustment should they not be on track to deliver their full-year allocation at the mid-year point. We will build in a tolerance level and reconciliation will take place at the end of the year and be complete by March 2014.

Academies 16-19 funding

11 As more schools become Academies, the number of sixth form students recorded as studying in Academies will increase as a matter of course. Funding for 16-19 year olds in Academies will be calculated by the YPLA using the same lagged funding model as for all other schools and colleges.

²⁵<http://www.education.gov.uk/schools/adminandfinance/financialmanagement/schoolsrevenuefunding/a00192415/consultation-on-school-funding-reform-proposals-for-a-fairer-system>

Where an individual funding agreement specifies a different approach, the YPLA will discuss and confirm the allocation with each Academy.

Minimum Levels of Performance

12 The system of Minimum Levels of Performance (MLPs), including thresholds and qualifications in scope, is not changing for 2012/13 and will continue to apply to all providers other than school and Academy sixth forms.

13 For 2012/13 allocations the YPLA will seek assurance that any providers under a Notice to Improve have complied with the conditions of that Notice. Where this is not the case, the learner numbers for that provision may be removed and placed with other providers. Where providers' success rates, analysed using 2010/11 success rate data, are below the minimum levels published in September 2010, this will result in action being taken by the YPLA in accordance with its implementation guidance. Application of MLPs for 2012/13 is covered in an addendum to the 2011/12 guidance²⁶.

14 The thresholds applicable to the provision and qualifications in scope are set out below. More detailed information on the application of MLP can be found on the YPLA and Skills Funding Agency websites.

Programme/Qualification type	Minimum level
FE long qualification Level 1	63 per cent
FE long qualification Level 2	63 per cent
FE long qualification Level 3	63 per cent
A levels	75 per cent
FE long qualification Level 4 or higher	61 per cent
FE short qualification (all levels/5 to 24 weeks)	65 per cent
Apprenticeships (full framework)	53 per cent
Advanced Apprenticeships (full framework)	53 per cent

²⁶http://readingroom.skillsfundingagency.bis.gov.uk/sfa/mlp_addendum_final__01dec2011_v1.pdf.

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