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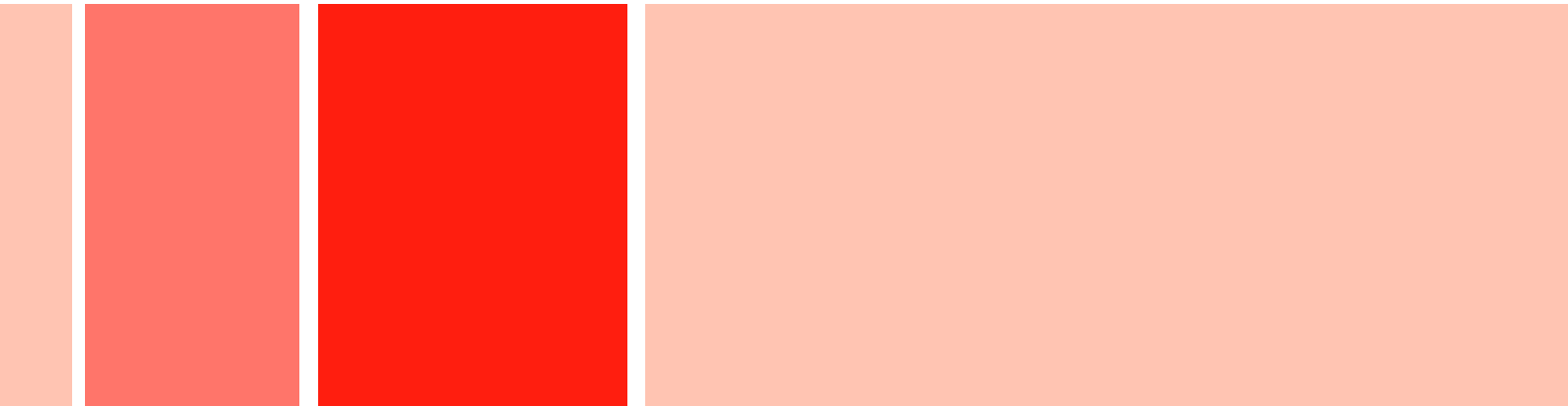
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Youth Engagement and Progression Framework: Approach to an Impact Evaluation



YOUTH ENGAGEMENT AND PROGRESSION FRAMEWORK: APPROACH TO AN IMPACT EVALUATION

ICF International



Views expressed in this report are those of the researcher and not necessarily those of the Welsh Government

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Glossary

Glossary text

Acronym	Definition
5TM	5 Tier Model
APS	Annual Population Survey
CAP	Common Application Process
CW	Careers Wales
DWP	Department for Work and Pensions
EET	Education, Employment and Training
EI	Early Identification
EPC	Engagement and Progression Coordinator
ESA	Employment and Support Allowance
FE	Further Education
FEIs	Further Education Institutions
HE	Higher Education
HEIs	Higher Education Institutions
HESA	Higher Education Statistics Agency
HMRC	Her Majesty's Revenue and Customs
HSBC	Health Behaviour in School Age Children
JCP	Job Centre Plus
JSA	Job Seekers' Allowance
LA/LAs	Local Authority / Local authorities
LDD	Learners with Difficulties or Disabilities
LFS	Labour Force Survey
LLWR	Lifelong Learning Wales Record
LV	Learner Voice
MIS	Management Information System
MoJ	Ministry of Justice
MYE	Mid-Year Estimate
NEET	Young person who is "Not in Education, Employment, or Training"
ONS	Office for National Statistics
OU	Open University
PLASC	Pupil-level Annual School Census
RAG	Red Amber Green
SAO	Senior Accountable Officer
SFR	Statistical First Release
UK	United Kingdom
UKCES	UK Commission for Employment and Skills

ULN	Unique Learner Number
UPN	Unique Pupil Number
WBL	Work Based Learning
WED	Welsh Examination Database
WG	Welsh Government
YEPF	Youth Engagement and Progression Framework
YJS	Youth Justice Board

1. Introduction

Aims and objectives of the report

- 1.1 ICF in association with Arad Research were commissioned by the Welsh Government to undertake a formative evaluation of the Youth Engagement and Progression Framework (YEPF). As part of this, we were tasked with establishing an effective means and timing for a final impact evaluation so that data requirements can be met and plans made for this to be commissioned.
- 1.2 The objectives of this part of the evaluation were to:
- consider how the final evaluation can best measure the programme's impacts and address key research questions emerging from the formative evaluation
 - consider how we can best measure additionality (what outcomes and impacts are additional to what would have been achieved anyway)
 - identify data requirements for an impact evaluation of the YEPF from the local authorities, partners and stakeholders including the use of national statistics in consultation with the Welsh Government and these stakeholders.

Method

- 1.3 Our approach to developing the framework for the impact evaluation has drawn on evidence gathered through the formative evaluation of the YEPF (including desk-based and primary research) but has also included some additional elements. These were:
- initial scoping interviews with representatives of the Welsh Government and Careers Wales (July 2014)
 - a review of secondary data sources (July-September 2014); and
 - three meetings of an Impact Evaluation Data Group (in August, September and November 2014).
- 1.4 The initial scoping interviews included representatives of Careers Wales and the Welsh Government (including staff from Youth Engagement and Employment Division, Knowledge and Analytical Services and Further Education and Apprenticeships Division). The purpose of these interviews was to discuss the availability of secondary data for the evaluation and particularly which datasets managed by the

Welsh Government and Careers Wales could be used as part of an impact evaluation.

- 1.5 Following these interviews, a review of secondary data sources was undertaken to explore the availability of data against each of the six elements of the YEPF. This included a review of the availability of data by age group, geography and time period as well as the frequency of publication. The identifiers used within datasets were also reviewed in order to identify any potential for linking datasets.
- 1.6 An Impact Evaluation Data Group was established to review, discuss and provide feedback on short papers developed by the evaluation team outlining the proposed framework for the impact evaluation. The group comprised representatives of Welsh Government (Knowledge and Analytical Services, Further Education and Apprenticeships Division, Youth Engagement and Employment Division), Careers Wales and a local authority representative as well as the evaluation team.
- 1.7 The papers for the Impact Evaluation Data Group included a draft logic model for the YEPF evaluation (see section 2 of this report), a consideration of possible approaches for assessing additionality (see section 3) and draft indicators for each element of the YEPF (see Annex 1). The group were asked to consider whether the logic model reflected the main outputs, outcomes and impacts that they would expect the YEPF to be aiming to achieve. They were also asked whether any outputs, outcomes and impacts were missing from the logic model. The group were also asked to consider the following in relation to the draft indicators:
 1. To what extent is each of the indicators suggested appropriate for measuring against the outputs, outcomes or impacts?
 2. Are there alternative indicators that could be used as part of the YEPF impact evaluation?
 3. Are the data sources listed correct and is it feasible to use this data as an indicator for the YEPF impact evaluation? If not, why?
 4. If the data is not currently collected, what actions would be required to enable the indicator to be measured?
 5. If changes are required to data collection arrangements, what would be the resource implications for collecting the data as part of an impact evaluation of the YEPF?

- 1.8 Comments and feedback from the group on these questions have informed this final report, which presents a draft logic model, proposed approach to measuring additionality, draft evaluation framework and indicator framework and proposed timings for a final impact evaluation.

Overview of the YEPF

- 1.9 The Youth Engagement and Progression Framework (YEPF) aims to help government agencies, local authorities, schools, colleges, training providers, youth services and Careers Wales to reduce the number of young people not in education, employment or training (NEET). The framework has six component elements, designed to be effective at increasing youth engagement and progression. They aim to:

- identify young people most at risk of disengagement
- provide better brokerage and co-ordination of support
- provide stronger tracking and transition of young people through the system
- ensure provision meets the needs of young people
- strengthen employability skills and opportunities for employment
- provide greater accountability for better outcomes for young people.

- 1.10 Local authorities (LAs) have been charged with providing strategic leadership of the implementation of the Framework, ensuring close working between local authority services, Careers Wales, community and voluntary youth services, schools, training providers and other partners. The Framework has a two-year implementation plan.

Structure of this report

- 1.11 Section 2 presents the outcomes that an impact evaluation ought to capture, including a draft logic model for the YEPF evaluation. Section 3 sets out options for assessing the additionality of the YEPF, including quasi-experimental approaches, the analysis of trends and a before and after assessment to measure distance travelled. Our evaluation framework is presented in section 4 while the timing of the evaluation is considered in section 5.

2. Evaluation logic model and outcomes to be measured

2.1 This section considers the broad outcomes that the YEPF impact evaluation ought to capture. We present our draft logic model which set out the assumed links between the inputs, outputs, outcomes and impacts of the YEPF which the evaluation should seek to gather evidence against. In section, 4 we then consider the performance measures that could be used to gather evidence against each element of the logic model.

What is a logic model?

2.2 A logic model is a tool for programme managers and evaluators to help assess the effectiveness of a programme. It sets out how an intervention is intended to bring about benefits and shows the logic implicit between activities, outcomes and impacts. This is useful to help identify progress towards achieving longer term benefits which may not yet be demonstrable. A logic model usually includes the following:

- **inputs** e.g. funding, staff, resources
- **activities** e.g. development of systems, provision
- **outputs** e.g. numbers of new systems, courses, participants
- **outcomes & impacts** e.g. improved skills, knowledge, employment.

2.3 We have developed a draft logic model for the YEPF, presented on the next page. The logic model sets out the rationale for the YEPF and a broad summary of inputs, activities, outputs, outcomes and impacts expected under each element of the YEPF.

Logic model for the YEPF

2.4 The logic model presented in Table 2.1 below considers the **inputs** to include the £50,000 funding provided by the Welsh Government to each local authority to initiate work relating to the YEPF. The formative evaluation scoping report outlines that some local authorities have used the grant to appoint an EPC, while others have used the funding to purchase software or a Management Information System (MIS) platform to support early identification or to appoint external research consultants. YEPF inputs include any funding re-allocated by local authorities and other partners (e.g. new posts in Careers Wales to deliver aspects of YEPF) to activities relating to the implementation of the YEPF and in-kind contributions of time from strategic and operational partners. One of the challenges for the impact evaluation

will be how to quantify these in-kind contributions to the delivery of YEPF across Wales, given the breadth of partners involved at different levels. This has implications for undertaking a value for money assessment as part of an impact evaluation.

- 2.5 The **activities** of the YEPF are presented as the six main elements that are included within the implementation plan, namely: Early identification, Brokerage, Tracking, Provision, Employability and Accountability. These activities are manifested as the outputs including improved systems, more support for young people, more appropriate provision and greater scrutiny.
- 2.6 The **impacts and outcomes** we would anticipate in the short, medium and long-term as a result of the YEPF are also presented for each activity. These include short-term outcomes such as more accurate identification of young people at risk of becoming NEET, medium term-outcomes such as fewer young people NEET and longer term impacts such as a reduction in government spending on benefits.
- 2.7 The logic model also considers when short-term, medium-term outcomes and long-term impacts might be expected to be achieved and when evidence for measuring these achievements will be available. This is based on a consideration of the targets set for the YEPF, the availability of secondary data and discussions in the impact evaluation data group. In the logic model, we define: short term outcomes as those that would be expected to occur by the end of 2015; medium term outcomes as those that we would expect to be achieved by the end of 2017 and longer term impacts as being expected to occur beyond 2017. This has implications for the timetable for undertaking the impact evaluation. Short and medium-term outcomes should be measurable and attributable to the YEPF as part of the impact evaluation. Assessing longer term impacts as part of the impact evaluation will be more challenging. It is proposed that reviewing the evidence for associations between YEPF activities and longer term impacts is likely to be the focus of the impact evaluation rather than measuring these impacts and attributing them to YEPF (see section 5.7).

Table 2.1: Draft logic model

<p>Rationale for the YEPF - The YEPF Implementation Plan (Welsh Government, 2013) aims to reduce the percentage of young people 16-18 NEET to 9% and to reduce the proportion of young people 19-24 who are NEET in Wales relative to the UK as a whole by 2017. The YEPF aims to improve outcomes for 17 and 18-year-olds and support young people through their education and training whatever their intended destination may be. The YEPF introduces a more targeted approach to identifying and supporting young people and seeks to achieve better engagement and progression for all young people and contributing to higher achievement rates and employability skills at age 16 and 19.</p>							
Inputs	Activities	Outputs	Short-term outcomes (by the end of 2015)	Medium-term outcomes (by the end of 2017)	Long term impacts (beyond 2017) Cross cutting impacts that relate to YEPF as a whole		
<p>Welsh Government funding: £100,000 allocated to each local authority (£50,000 in 2014-15 and 2015-16) to initiate work; £0.5m funding for CAP;</p> <p>LA funding: re-allocation of existing</p>	Early identification	Improved identification of young people at risk of disengaging.	More accurate early identification of young people.	Fewer young people NEET.	<p><i>Reduction in government spending on benefits.</i></p> <p><i>Reduction in crime and anti-social behaviour.</i></p> <p><i>Improvements in health outcomes.</i></p> <p><i>Increased employer satisfaction with recruits from education.</i></p>		
	Brokerage	More young people supported by a lead worker.	Fewer young people at risk of becoming NEET disengaging.	Improved attendance.		Improved course completion rates.	
				Increased satisfaction with support (brokerage) among young people.			Improved attainment among those supported by lead workers.
				Reduction in young people aged over 16 who have unknown EET status.			Reduced amount of time spent NEET and at risk of becoming NEET.
	Improved progression through the five-tier						
	Tracking	Improved monitoring and tracking systems established.	Improved progression through the five-tier				

<p>funding, resources and commitment to ensure alignment with the objectives of the YEPF implementation plan</p> <p>In-kind contributions of time from Welsh Government and other strategic and operational partners</p>			model.		<p><i>More young people in sustained employment.</i></p> <p><i>More young people in skilled employment.</i></p>
	Provision	Provision available to meet the needs of young people at risk of becoming NEET.	<p>Increased numbers of young people sustaining first destination post 16.</p> <p>Increased satisfaction with provision among young people.</p> <p>Fewer young people without an offer of provision.</p>	Improvements in progression to EET.	
				Increased participation in education, employment and learning.	
				Improved attainment among young people.	
	Employability	More employability courses, work experience & work placement opportunities available to young people.	<p>Increased participation in employability courses and work experience.</p> <p>Improved employability skills.</p>	Reduction in youth unemployment.	
				Reduction in duration of unemployment.	
Accountability	More scrutiny of local action plans at senior level.	Improved partnership working (new/improved networks, forums & partnerships formed).	Sustained commitment to YEPF at strategic level.		

3. Options for measuring attribution/additionality

- 3.1 This section presents different approaches that an impact evaluation of the YEPF could adopt for assessing additionality (i.e. what outcomes are additional to what would have been achieved anyway) and attributing outcomes to the activities delivered through the programme. Measuring additionality requires reference to a 'base case' or counterfactual.
- 3.2 Counterfactual analysis seeks to measure what outcomes would have been observed in the absence of the activities, programme or project under consideration. For this impact evaluation, the counterfactual reflects the outcomes that would have taken place without the introduction of the YEPF.
- 3.3 Below, we consider the benefits and feasibility of three possible approaches to understanding the counterfactual:
1. **Quasi-experimental approaches:** Establish a comparator group of young people/local authorities with similar characteristics which have not been affected by the policy implementation.
 2. **Analysis of trends:** Analyse trends in reductions of the proportions of young people who are NEET before the introduction of the YEPF and use this as a 'base case' (a forecast continuing trend) to compare progress since the introduction of the YEPF (the actual trend).
 3. **Before and after:** measuring distance travelled: Establish a baseline of key measures (such as level of partnership working, proportions of young people who are NEET or at risk of becoming NEET) and then measure progress from this baseline position. This requires discounting the 'gross outcomes' observed to take account of things which would have happened without the YEPF.
- 3.4 These approaches can be combined in order to measure additionality in terms of different performance indicators. Overall, approach 1 is the strongest way of measuring additionality. Approach 3 is commonly used when Approaches 1 and 2 are not practical.

Quasi-experimental approaches

- 3.5 Quasi-experimental approaches to evaluation are a type of counterfactual analysis that seek to attribute cause and effect to interventions and their intended outcomes by establishing 'comparator' or 'control' groups. In the context of the YEPF impact evaluation, this approach would require the identification of a comparator group of young people or geographic area(s) that had not been affected by the introduction of the framework.

- 3.6 The benefit of this approach is that it would enable the impact evaluation to compare the outcomes achieved by young people that had been subjected to the changes in policy introduced by the YEPF with young people that had not. This approach would be the strongest of the three approaches presented here in terms of measuring additionality. The key main challenge associated with this quasi-experimental approaches is in identifying and establishing an appropriate comparator group of young people that had not been subject to the policy change or interventions associated with it.

Using a quasi-experimental approach for the YEPF impact evaluation

- 3.7 Using a quasi-experimental approach for the YEPF impact evaluation would be very challenging due to the universal nature of the policy. All local authorities (LAs) in Wales are required to implement the YEPF so there are no 'non-intervention' LAs in Wales that provide a comparator group. This means that it is not possible to compare the progress and outcomes of a group of young people with another group that have not been affected by the policy.
- 3.8 Eight local authorities did begin piloting elements of the framework earlier than others. However, although the pilot LAs began implementation earlier than non-pilot areas, evidence from the process evaluation shows that the YEPF has been an influence on all local authorities during the piloting period. For example, non-pilot local authorities were aware of the pilot work through learning events and were aware that the policy was being rolled out. As the YEPF will have been an influence in all areas comparing the pilot and non-pilot areas is not an appropriate comparison.
- 3.9 A quasi-experimental approach could also use comparator groups from beyond Wales. Although other parts of the UK do not have the YEPF, there are other similar policies and initiatives being implemented that seek to tackle youth disengagement and unemployment. As a consequence, LAs in England and Scotland also do not offer a 'non-intervention' comparator. They do, though, provide a potential opportunity for benchmarking/comparison to assess whether the impacts of the YEPF (or specific components such as the Youth Guarantee) are comparable to other similar initiatives.
- 3.10 A further consideration is that using international comparator areas poses challenges as there are likely to be significant differences in the education system and policy environment. This means that there are many external factors that would require consideration as part of the evaluation.

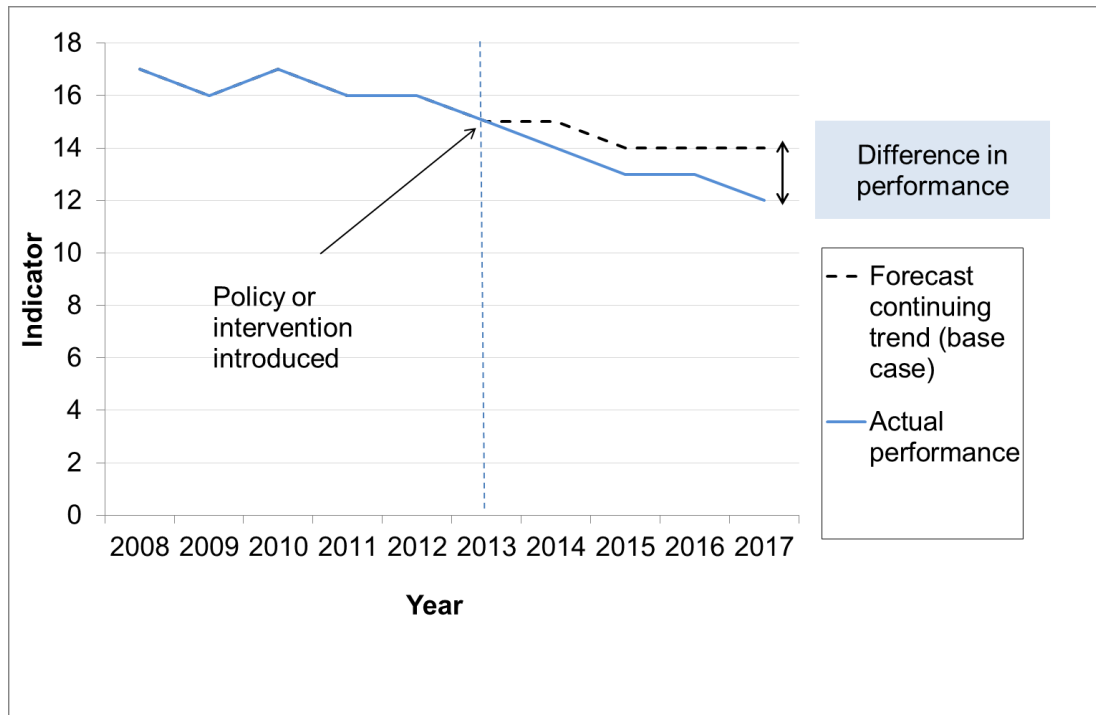
Recommendation

We consider that a quasi-experimental approach is inappropriate for the impact evaluation of the YEPF as it is not possible to establish a suitable comparator group for assessing the counterfactual. This approach should not be included in the impact evaluation.

Analysis of trends

- 3.11 This evaluative approach involves examining trends in performance indicators prior to the introduction of a policy or intervention in order to generate a forecast continuing trend for use as a counterfactual. The forecast continuing trend is used as a 'base case' to demonstrate what we assume would have occurred in the absence of the change in policy.
- 3.12 The strength of this approach is that it enables us to consider evidence on the impact of an intervention in the context of longer term historical data on performance against key measures of performance.
- 3.13 The main weakness of this approach is that it relies on a hypothetical counterfactual scenario (the forecast continuing trend). The assumptions about what would have happened in the absence of the intervention are therefore not based on actual data. Various assumptions are required in terms of external factors that could have led to changes in performance.
- 3.14 The approach also requires adequate data to be available (and to have been collected consistently) in the period prior to the introduction of the policy or intervention in order to make sufficiently robust forecasts. New datasets introduced at the point of starting the intervention (or just before) cannot be used as part of this approach as they do not provide a pre-intervention trend.
- 3.15 An example of how performance against an indicator could be evaluated and presented in this way is shown in Figure 3.1 below.

Figure 3.1. Example of analysis of trends in a performance indicator*



*All data is example data only

Using an analysis of trends approach for the YEPF impact evaluation

- 3.16 In the context of the impact evaluation of YEPF, performance measures relating to young people’s employment, education and skills can be identified and data on these can be collected and presented to show trends before the YEPF was introduced (pre-YEPF data). The impact evaluation could then establish the trend and plot the trend post-YEPF (i.e. had the YEPF not been introduced as a reference or ‘policy-off’ case). This could then be compared with actual data on employment, education and skills post-YEPF (i.e. the ‘policy-on’ case).
- 3.17 Data on a number of key performance measures (e.g. national data on the percentage of young people NEET aged 16-18 or 19-24) is available over a sufficiently long period prior to the YEPF to enable this approach to be used. However, other performance measures that rely on new datasets (e.g. Careers Wales IO database) or those that have been recently introduced (e.g. completion data for school sixth forms) cannot be used to develop a forecast continuing trend. A different approach is therefore required for evaluating impact where this is the case. A limitation of the analysis of trends approach is that external shocks (e.g. changes in the labour market during the relevant period) can have an impact on any indicators under consideration. It is

important to recognise this in an impact evaluation and use appropriate caveats where required.

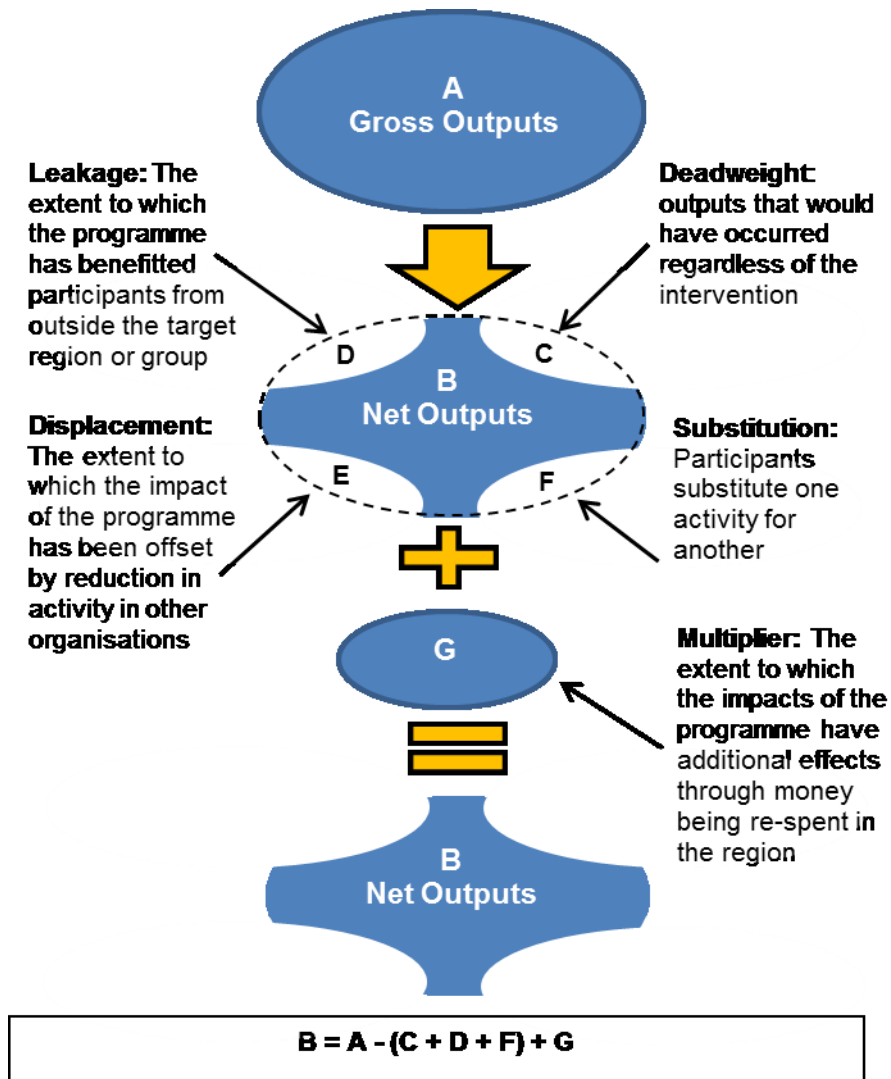
Recommendation

We propose that an analysis of trends approach is adopted for indicators where data is available over a sufficient period of time (3-5 years).

Before and after: measuring distance travelled

- 3.18 A 'before and after' approach involves examining key performance measures before an intervention and at different points afterwards to assess progress against a 'baseline'. A baseline measure (i.e. the situation before the intervention) for a target group of beneficiaries or geographic areas is established at an appropriate point before the intervention. The progress or 'distance travelled' is then assessed against this initial position. This provides an assessment of 'gross outcomes' that need to be converted to 'net outcomes' through assessing deadweight, displacement, substitution and leakage.
- 3.19 Figure 3.20 below provides a summary of how net outputs or outcomes are estimated based on assessing the extent to which deadweight, displacement, substitution and leakage occur. Each of these is explored further in the context of YEPF in section 3.21 below.
- 3.20 The main benefit of the before and after approach is that it enables us to make use of data that is only available for the period of the intervention and for which forecast continuing trends cannot be developed. The main weaknesses of this approach are that it can be difficult to attribute causality as it is more challenging to estimate what would have happened in the absence of the intervention and there is insufficient data to develop forecast data for a base case. Overall, therefore this approach is not as robust as quasi-experimental approaches or analysis of trends. However, it is possible that this approach will be required for some elements of the impact evaluation where limited data is available.

Figure 3.2. Measuring additionality



Using a before and after approach for the YEPF impact evaluation

- 3.21 A before and after approach to the impact evaluation would involve establishing a baseline for each performance measure (e.g. young people NEET, education, skills) prior to the introduction of the YEPF. Performance against this baseline (nationally or at local authority level) would then be assessed in order to measure the gross outcomes achieved since then. Net outcomes would be measured after taking account of deadweight, displacement, substitution and leakage.
- 3.22 We have set out in Table 3.1 below our initial ideas about what deadweight, displacement, substitution, leakage and multiplier might mean in the context of the YEPF and how we might measure them.

Table 3.1: Measuring net outcomes

	What this means in the context of the YEPF	Possible ways to measure
Deadweight: outputs that would have occurred regardless of the intervention	Resources are focussed on young people who would have progressed in education, training and employment anyway.	Primary research with young people, parents, delivery staff from range of partner organisations. Data on attainment, attendance and behaviour of young people supported through the 'brokerage and provision' strand of the YEPF compared with those not receiving support.
Displacement: The extent to which the impact of the programme has been offset by reduction in activity in other organisations	LAs allocate resources to coordinating implementation of the YEPF but reduce resources allocated to coordination of other related services such as Jobs Growth Wales or Families First.	Analysis of financial records and monitoring data from local authorities and partner organisations.
Substitution: Participants substitute one activity for another	This is unlikely to be a major issue for the YEPF. The aim of the YEPF is for existing resources to be shifted so they are aligned to best practice presented in the YEPF. As a consequence, participants substituting one activity for another will not necessarily affect the impact of the programme.	Analysis of financial records and monitoring data from local authorities and partner organisations.
Leakage: The extent to which the programme has benefitted participants from outside the target region or group	This is unlikely to be a major issue for the YEPF. Examples would include young people outside of Wales being supported or people older than 24.	Analysis of monitoring data. Primary research with young people, delivery staff from range of partner organisations.

	What this means in the context of the YEPF	Possible ways to measure
		Data on attainment, attendance and behaviour of young people supported through the 'brokerage and provision' strand of the YEPF.
Multiplier: The extent to which the impacts of the programme have additional effects through money being re-spent in the region	If youth employment increases, young people will spend more in their local communities, contributing to economic growth. Employers will have better skilled career entrants, which will contribute to increased productivity	Primary research with employers. Economic analysis of the impact of employment increases on expenditure and income in local economies as well as associated tax contributions.

Recommendation

We propose that a before and after approach is used for performance measures where insufficient data is available to enable an analysis of trends to be undertaken.

4. Proposed evaluation framework

- 4.1 In this section we present a draft framework of indicators for the YEPF impact evaluation along with information on the primary and secondary sources of data that could be used to measure performance against these indicators.
- 4.2 The indicators presented in section 4.8 below outline how the evaluation would ideally measure whether the YEPF has achieved the outputs, outcomes and impacts listed in the logic model (see section 2). It is important to note that it will only be feasible to use the indicators suggested to assess the impact of the YEPF if secondary data is available or if primary research can be undertaken to gather this data. To this end therefore, in section 4.8 we outline the sources of data that could be used to measure against these indicators. In section 4.17, we outline supplementary primary and secondary research that could be undertaken to fill gaps in available secondary data.

Performance indicators

- 4.3 Below we outline the performance indicators that would ideally be used to measure the success of the YEPF in achieving its outputs, outcomes and impacts. The indicators below are mapped against the six elements of the YEPF, split by age-group and presented in four tables:
- output indicators (Table 4.1)
 - short term outcome indicators (Table 4.2)
 - medium term outcome indicators (Table 4.3)
 - longer term impact indicators (Table 4.4)

Output indicators

- 4.4 Output indicators for the YEPF are outlined in Table 4.1 below. These are mapped against the six elements of the YEPF and the outputs included in the logic model as well as relevant age groups.

Table 4.1 Output indicators for the YEFP

Element of YEFP	Outputs	Age group	Indicator
Early identification	Improved identification of young people at risk of disengaging	Pre-16	Increase in number & percentage of local authorities that have developed early identification systems for Pre-16 young people at risk of becoming NEET, which follow best practice guidance and include the core indicators of attendance, attainment and behaviour.
		Pre-16	Increase in number & percentage of local authorities that have early identification systems in place in all schools for Pre-16 young people at risk of becoming NEET.
		16-18 (schools)	Increase in number & percentage of local authorities that have early identification systems in place in all schools for young people aged 16-18 at risk of becoming NEET.
		16-18 (FE&WBL)	Increase in percentage of FE & WBL providers that have early identification systems in place for learners at risk of disengaging [Not comprehensively measurable. Partial data available from provider self-assessments].
Brokerage	More young people supported by a lead worker	Pre-16	Increase in number & percentage of local authorities allocating lead workers to Pre-16 young people most at risk of becoming NEET.
		16-18	Increase in number & percentage of local authorities offering lead worker support to all young people aged 16-18 in Tier 2.
		16-18	Increase in percentage of young people aged 16-18 in Tier 2 who are offered lead worker support.
		16-18	Increase in percentage of young people aged 16-18 in Tier 3 who are allocated a lead worker.
Tracking	Improved monitoring and tracking systems	Pre-16	Increase in number & percentage of schools and local authorities sharing details of Pre-16 young people at risk of disengagement with Careers Wales ¹ .

¹ The quality and timeliness of information being provided is an issue that may require further consideration by Welsh Government and stakeholders. There is no agreed definition of how frequently or quickly information needs to be provided. This means that assessing progress against this indicator can be subjective.

Element of YEPF	Outputs	Age group	Indicator
	established	16-18	Increase in number & percentage of local authorities that have information sharing arrangements in place with Careers Wales for sharing details of young people aged 16-18 in Tiers 1 and 2.
		16-18	Increase in number & percentage of FE colleges and WBL providers providing details of young people who disengage from courses to Careers Wales and local authorities ² .
Provision	Provision available to meet the needs of young people at risk of becoming NEET	Pre-16; 16-18	Increased numbers of young people who apply for, accept and commence an appropriate offer post 16 (collected through CAP).
		16-18; 19-24	Increase in number & percentage of young people on their first choice of course [collected through CW Youth Guarantee Participation Data - not official statistics].
		16-18; 19-24	Increase in percentage of providers offering flexible start dates (i.e. within academic year) [not currently collected although potential for examining number/percentage of learners starting courses within academic year for FE & WBL].
Employability	More employability courses, work experience & work placement opportunities available to young people	Pre-16; 16-18	Increase in number of employers registered to provide work experience places to young people Pre-16 and 16-18
		Pre-16; 16-18	Increase in number of employability courses available for Pre-16 and 16-18 year olds in schools [not currently collected].
		Pre-16; 16-18	Increase in number of schools providing consistent and appropriate employability courses and work experience [not currently collected].
		16-25	Increase in number of work placements in local authorities available to young people aged 16-25 [not currently collected].
Accountability	More scrutiny of local action plans at senior level	-	Percentage of local authorities scrutinising YEPF action plans at cabinet level.

² See footnote 1.

Short-term outcome indicators

4.5 Indicators of short-term outcomes for the YEPF are outlined in table 4.2 below. These are mapped against the six elements of the YEPF and the outputs included in the logic model as well as relevant age groups.

Table 4.2: Short-term outcome indicators for the YEPF

Element of YEPF	Short term outcomes	Age group	Indicator
Early identification	More accurate early identification of young people	Pre-16	Reduction in percentage of young people who are NEET aged 16-18 who were not previously identified as being at risk of becoming NEET by early identification systems during pre-16 stage.
		16-18	Reduction in number & percentage of young people moving directly from Tier 5 to Tier 3.
Brokerage	Fewer young people at risk of becoming NEET disengaging	16-18	Reduction in number of young people in Tier 4 leaving courses (i.e. moving to Tiers 1-3).
	Increased satisfaction with support (brokerage) among young people	Pre-16; 16-18; 19-25	Increase in levels of satisfaction with brokerage. Not currently possible to measure. [Not currently collected].
		16-18; 19-24	Improved levels of satisfaction with support received on their course among FE & WBL learners.
Tracking	Reduction in young people aged over 16 who have unknown EET status	16-18	Reduction in the number & percentage of young people who are in Tier 1 of the 5 Tier model (status unknown).
		19-25	Reduction in the number & percentage of young people aged 19-25 with unknown EET status. [Not currently possible to measure comprehensively. Employment destinations not available although experimental statistics on educational destinations were published by WG in December 2014 and will be published annually thereafter].
	Improved progression through the 5 tier model	16-18	Increased number of young people moving from Tiers 1-3 to Tiers 4 & 5.
Provision	Increased numbers of	Pre-16	Increased number applying and accepting post 16 offer via CAP.

Element of YEPF	Short term outcomes	Age group	Indicator
	young people sustaining first destination post 16	16-18; 19-24	Increased number sustaining first post-16 education and training destination at the end of October (October Careers Wales destinations snapshot) Reduction in the percentage of learners dropping out of sixth form/FE/WBL courses.
		19-24	Increased number sustaining first destination (April Careers Wales destinations snapshot).
		Pre-16	Increased learner satisfaction with school. [Not currently possible to measure].
	Increased satisfaction with provision among young people	16-18; 19-24	Increased learner satisfaction among FE & WBL learners. [Schools data not currently available].
		19-24	Increased satisfaction among HE students in Wales.
	Fewer young people without an offer of provision	16-18	Reduction in percentage of young people in Tier 3 that are awaiting an offer of provision.
	Employability	Improved employability skills	
Increased participation in employability courses		16-18	Not currently measurable – would require an agreed definition of employability courses and measurement of participation in these Increase in number and percentage of young people aged 14-16 and 16-19 achieving the enterprise and employability challenge element of the Welsh Baccalaureate [proxy measure in the absence of an agreed definition of ‘employability courses’].
Accountability	Improved partnership working (new/improved networks, forums & partnerships formed)		Number & percentage of strategic partners who report that partnership working has improved since the introduction of the YEPF.

Medium-term outcome indicators

4.6 Indicators of medium-term outcomes for the YEPF are outlined in Table 4.3 below. These are mapped against the six elements of the YEPF and the outputs included in the logic model as well as relevant age groups.

Table 4.3: Medium-term outcome indicators for the YEPF

Element of YEPF	Medium term outcomes	Age group	Indicator
Early identification	Fewer young people NEET	16-18	Reduction in number & percentage of young people in Tiers 2 and 3 (NEET) of the five-tier model.
		16-18; 19-24	Reduction in number and percentage of young people 16-18 and 19-24 NEET.
Brokerage	Improved attendance	Pre-16	Increased attendance rates among young people aged pre-16 in schools.
		16-18 (Y12 & 13 pupils/ FE/WBL); 19-24	Increased attendance rates among Year 12/13 pupils and young people aged 16-18 in FE & WBL providers [not currently collected at national level].
	Improved course completion rates	16-18 & 19-24	Increase in the percentage of young people completing FE & WBL courses [already over 90%].
		16-18	Increase in the percentage of young people completing sixth form courses. [Not currently available but likely to be available in future years].
	Improved attainment among those supported by lead workers	Pre-16	Levels of attainment among those supported by lead workers in schools compared with their previous level of attainment [not currently collected].
		Pre-16; 16-18	Increase in number of young people supported by lead workers achieving Level 1 and 2 literacy and numeracy [not currently collected].
		16-18; 19-24	Improved levels of attainment among young people supported by lead workers in FE and WBL [not currently collected].
	Tracking	Reduced amount of time spent NEET	16-18
Provision	Improvements in progression	Pre-16; 16-18	Increase in number & percentage of young people entering EET from Years 11, 12 and 13.

Element of YEPF	Medium term outcomes	Age group	Indicator
	to EET	(schools)	
		16-18	Increase in number & percentage of young people entering education, employment or training following a traineeship.
		16-18; 19-24	Increase in number & percentage of young people entering EET from FE & WBL courses.
	Increased participation in education employment and learning	16-18; 19-24	Increase in percentage of young people 16-18 and 19-24 participating in education, employment & training.
	Improved attainment among young people	16-18	Increase in the percentage of young people achieving Level 2 threshold by the age of 19.
Employability	Reduction in youth unemployment	17-19; 20-24	Reduction in number & percentage of young people claiming Job Seekers Allowance.
		18-24	Reduction in JCP expenditure on work-readiness programmes [requires further detail].
		16-19; 20-24	Reduction in number & percentage of young people economically inactive.
		16-18	Reduction in number and percentage of young people in Tiers 2 and 3.
	Reduction in duration of unemployment	18-24	Reduction in number of young people 18-24 claiming JSA for over 6 months and over 2 years.
Accountability	Sustained commitment to YEPF at strategic level		Number of local authorities with YEPF performance measures written into strategic plans.

Longer-term impact indicators

4.7 Indicators of longer-term impact for the YEPF are outlined in Table 4.4 below. Given the longer timeframe associated with assessing progress against these indicators it is particularly important to recognise that they will be affected by numerous external factors. The evaluation will therefore need to ensure that

the limitations of using these indicators are clearly presented alongside any assessment of impact.

Table 4.4: Draft indicators – longer term impacts

Longer-term impacts	Indicators
Reduction in government spending on benefits	Reduction in expenditure on JSA/ESA for 16-24 year olds in Wales.
Reduction in crime and anti-social behaviour	Reduction in number & percentage of young people in the youth justice system. Reduction in number of young people entering the youth justice system for the first time. Reduction in number of young people sentenced for indictable offences.
Improvements in health outcomes	Various indicators relating to rates of smoking, substance misuse referrals, obesity, healthy eating.
Increased employer satisfaction with recruits from education	Percentage of employers satisfied with preparedness of recruits aged under 25 from education over last three years.
More young people in sustained employment	Fewer young people moving from Tier 5 into Tiers 1-3 of the five tier model Reduction in number of young people 18-24 claiming JSA for over 6 months and over 2 years.
More young people in skilled employment	Reduction in skills shortage vacancies.

Availability of secondary data

- 4.8 Many of the indicators listed in section 4.3 can be measured using sources of secondary data that are already collected at national or local level. These include administrative datasets and national surveys commissioned by government departments.
- 4.9 Using secondary data to measure performance against the indicators has a number of advantages over the collection of primary data. These include lower costs in obtaining data, more efficient use of existing information and reduced burden on stakeholders and beneficiaries. **Where possible, secondary data should be used as part of the evaluation to gather evidence of these outcomes, outcomes and impacts.**

Data sources for use in the impact evaluation

- 4.10 Below we list the secondary data sources that provide information that can be used to measure achievement of the output, outcome and impact indicators. The table includes information on the outputs, outcomes and impacts that are measurable using these datasets. The table also includes considerations for the impact evaluation such as the limitations of the data sources, improvements required or any recent or forthcoming changes to the data. For some indicators, secondary data is not available and these gaps are discussed further in section 4.12.

Table 4.5: Welsh Government secondary data sources

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
Lifelong Learning Wales Record (Welsh Government)	<p>Improved course completion rates Increase in the percentage of young people completing FE & WBL courses [already over 90%].</p> <p>Improvements in progression to EET Increase in number & percentage of young people entering education, employment or training following a traineeship. Increase in number & percentage of young people entering EET from FE & WBL courses.</p>	<p>Improved course completion rates Data on course completion for FE and WBL is collected as a WG performance measure.</p> <p>Improvements in progression to EET None. Data on destinations of FE and WBL learners is gathered by providers but is regarded as unreliable and coverage is inconsistent (particularly from FE). The field in LLWR is 'Destination within three months of leaving'. An annual matching exercise could potentially be undertaken to examine destinations and progression from Year 12/13, FE and WBL WG have started undertaking this type of exercise for schools and FE destinations.</p>	<p>Before and after</p> <p>Before and after</p>
Pupil-level Annual School Census (Welsh Government)	<p>Improved course completion rates Increase in the percentage of young people completing FE & WBL courses. Increase in the percentage of young</p>	<p>Improved course completion rates Data on course completion for FE and WBL is collected as a WG performance measure.</p>	<p>Before and after</p>

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	people completing sixth form courses. [Not currently available but likely to be available in future years.]	WG are collecting data on course completion in sixth forms through the 2013/14 Post-16 PLASC for the first time. In future this is intended to be a performance measure for sixth forms, but it is likely that it will take a couple of years before the data is robust enough to use.	
All-Wales attendance record (Welsh Government)	Improved attendance Increased attendance rates among young people aged pre-16 in schools.	Improved attendance Could be refined to examine only those identified as being at risk of becoming NEET. This would require consideration of the different models for assessing 'at-risk' in each local authority. ³	Before and after
Statistical First Release (SFR) 'Participation of young people in education and the labour market' (Welsh Government)	Fewer young people NEET Reduction in number and percentage of young people 16-18 and 19-24 NEET.	Fewer young people NEET Aggregate Wales-level data only available through SFR. The SFR data is collected through various sources (PLASC, LLWR, HESA, OU, APS, MYE Population). The SFR is to be used as 'the definitive headline measures for young people who are NEET in Wales to monitor the 2012-2016 Tackling Poverty Action Plan target to	Analysis of trends

³ Data on pupils in sixth forms is not collected as part of the All-Wales attendance record (See Table 10).

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	<p>Increased participation in education, employment and learning Increase in percentage of young people 16-18 and 19-24 participating in education & training.</p>	<p>reduce the proportion of 16 to 18 year olds who are NEET to 9 per cent by 2017.'</p> <p>Increased participation in education and learning None.</p>	<p>Analysis of trends</p>
<p>Educational attainment of young people by age 19 (Welsh Government)</p>	<p>Improved attainment among young people Increase in the percentage of young people achieving Level 2 threshold by the age of 19.</p>	<p>Improved attainment among young people This is experimental data http://gov.wales/statistics-and-research/educational-attainment-young-people-age-19/?lang=en</p>	<p>Before and after</p>
<p>Post-16 Learner Voice Wales Survey (Welsh Government)</p>	<p>Increased satisfaction with support (brokerage) among young people Improved levels of satisfaction with support received on their course among FE & WBL learners.</p> <p>Increased satisfaction with provision among young people Increased learner satisfaction among FE</p>	<p>Increased satisfaction with support (brokerage) among young people Does not cover young people in Tiers 1-3, only those in courses (Tiers 4 & 5) [but could potentially be measurable if Learner Voice data were matched to IO database].</p> <p>Increased satisfaction with provision among young people Post-16 Learner Voice Survey provides</p>	<p>Before and after</p> <p>Before and after</p>

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	<p>& WBL learners. [schools not currently available].</p>	<p>data on satisfaction at national level and could potentially be examined at provider level. However, this does not currently enable more detailed analysis of satisfaction among young people in Tiers 1-3. This could potentially be undertaken by matching data from the Post-16 Learner Voice Survey to the IO database (the LV data is already matched to LLWR). A small scale pilot Learner Voice Survey for Sixth Forms has been undertaken and could provide baseline data for Year 12/13 pupils. This only involved eight schools and will not provide representative enough data for baseline analysis.</p>	
<p>Health Behaviour in School Age Children survey, Welsh Health Survey, Welsh National Database for Substance Misuse</p>	<p>Improvements in health outcomes Various indicators relating to rates of smoking, substance misuse referrals, obesity, healthy eating.</p>	<p>Improvements in health outcomes HBSC undertaken every four years (next one scheduled for 2013/14).</p>	<p>Before and after</p>

4.11 As well as Welsh Government, a range of other organisations collect secondary data that will be of use to the evaluation. These include UK Government departments (DWP, HMRC, MoJ), ONS and Careers Wales. The outcomes, outputs and impacts that can be measured using these sources are outlined in Table 4.6 below.

Table 4.6: Other national secondary data sources

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
IO database (Careers Wales)	<p>More young people supported by a lead worker</p> <p>Increase in number & percentage of local authorities allocating lead workers to Pre-16 young people most at risk of becoming NEET.</p> <p>Increase in percentage of young people aged 16-18 in Tier 3 who are allocated a lead worker.</p>	<p>More young people supported by a lead worker</p> <p>Possible differences in how LAs categorise 'at risk' according to their EI systems (e.g. RAG status).</p> <p>IO database can provide information on the percentage of young people that have a lead worker. However, more work is required to identify the lead worker if it is not Careers Wales staff. 5 Tier Model (5TM) data from the IO database will include Careers Wales clients who did not attend education in Wales. CW will therefore not have a ULN/UPN for these clients.</p>	<p>Before and after</p>
	<p>More accurate early identification of young people</p> <p>Reduction in percentage of young people who are NEET aged 16-18 who were not previously identified as being at risk of becoming NEET by early identification systems during pre-16 stage.</p> <p>Reduction in number & percentage of young people moving directly from Tier 5 to</p>	<p>More accurate early identification of young people</p> <p>Would need to take into account different definitions of 'at risk' group across LAs.</p> <p>Assumes data on those at risk of becoming NEET is shared with CW by local authorities and that it is possible to match them using an identifier such as UPN or ULN. Would require agreement on time-periods for measurement</p>	<p>Before and after</p>

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	Tier 3.	<p>(i.e. when identified as at-risk; when & how long NEET). Should this be limited to the October snapshot (using the Destination survey) or the whole 16-18 cohort (using IO database)?</p> <p>Could consider using an odds ratio approach to gauge 'accuracy' of the EI systems i.e. Percentage of NEET-cohort (at given point) identified by EI systems, divided by, percentage of non-NEET cohort (at given point) identified by EI systems. This would require agreement on time periods.</p> <p>As well as individual LAs own Vulnerability Assessments, Careers Wales maintains consistent 'At Risk' indicators based on those marked as 'Risk of becoming NEET' (currently identified as Low/Medium/High risk). Currently this is not shared externally. This could be another source of data.</p> <p>Some young people who move into Wales post-16 and will not have been included within EI system.</p>	

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	<p>Fewer young people at risk of disengaging Number & percentage of all 16-18 year olds in Tier 4 (or as a % all in Tiers 4 and 5).</p> <p>Fewer young people at risk of becoming NEET disengaging Reduction in number of young people in Tier 4 leaving courses (i.e. moving to Tiers 1-3).</p> <p>Reduction in young people aged over 16 who have unknown EET status Reduction in the number & percentage of</p>	<p>None.</p> <p>Fewer young people at risk of disengaging The 5 Tier Model currently tracks clients who are in Year 13, Year 12 and Year 11 eligible (i.e. Year 11s who have left Pre-16 education. Using this data as an indicator would assume that the definitions of the Tiers remain the same. Data is held on those Tier definitions are consistent across Wales; however, it is possible that a given status could be 'remapped' to a different tier (although this would be done with consultation).</p> <p>Fewer young people at risk of becoming NEET disengaging None.</p> <p>Reduction in young people aged over 16 who have unknown EET status [Not currently possible to measure</p>	<p>Before and after</p> <p>Before and after</p> <p>Before and after</p>

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	<p>young people who are in Tier 1 of the 5 Tier model (status unknown).</p> <p>Improved progression through the five tier model Increased number of young people moving from Tiers 1-3 to Tiers 4 & 5.</p> <p>Fewer young people without an offer of provision Reduction in percentage of young people in Tier 3 that are awaiting an offer of provision.</p> <p>Improved employability skills Increase in number & percentage of Pre-16 and 16-18 learners undertaking work experience.</p>	<p>comprehensively. Employment destinations not available although experimental statistics on educational destinations were published in December 2014].</p> <p>Improved progression through the five tier model None.</p> <p>Fewer young people without an offer of provision CW IO database holds data on the numbers in Tier 3 who have an offer of provision and those without an offer.</p> <p>Improved employability skills Careers Wales has data on clients taking up work experience in schools & colleges. However, management of client data is undertaken by the school/college, and does not always include a reliable unique identifier (UPN/ULN). Aggregate data for a percentage figure per-school this is available, but an</p>	<p>Before and after</p> <p>Before and after</p> <p>Before and after</p>

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	<p>Fewer young people NEET Reduction in number & percentage of young people in Tiers 2 and 3 (NEET) of the five-tier model.</p> <p>Reduction in youth unemployment Reduction in number and percentage of young people in Tiers 2 and 3.</p>	<p>administrative overhead would be incurred if it was necessary to match each work experience client to an IO client record. Careers Wales hold data on successful Jobs Growth Wales and Apprenticeship Matching Scheme applicants. The data is incomplete but could potentially be available as a source of information on employability.</p> <p>Fewer young people NEET The number and percentage of the population who are NEET is provided on a monthly basis. Would need consideration of whether to include the % in Tier 1 as well.</p> <p>Reduction in youth unemployment Tier 3 data from CW IO database shows the numbers NEET and actively seeking EET. Tier 2 data shows those not ready or unable to enter EET. Definitions are not the same as unemployed/inactive in APS/LFS.</p>	<p>Before and after</p> <p>Before and after</p>
Careers Wales work experience database	More employability courses, work experience & work placement	More employability courses, work experience & work placement opportunities	Before and after

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
(Careers Wales)	<p>opportunities available to young people Increase in number of employers registered to provide work experience places to young people Pre-16 and 16-18.</p>	<p>available to young people CW work experience data base holds data on work experience opportunities for Year 10 to Year 12 (and Year 13 for those in special schools with LDD).</p>	
Careers Wales Pupil Destinations from Schools Survey data (Careers Wales)	<p>Improvements in progression to EET Increase in number & percentage of young people entering EET from Years 11, 12 and 13.</p> <p>Increased numbers of young people sustaining first destination post 16 Increased number sustaining first post-16 education and training destination at the end of October (October Careers Wales destinations snapshot).</p>	<p>Improvements in progression to EET Progression to further learning for Year 11/12/13 pupils is collected through the Careers Wales destinations data at a LA level. The data includes the type of learning people progress to at the end of Year 11 and Year 13 (FE/WBL). The CW Destinations survey will only include clients in PLASC, and therefore exclude clients moving into Wales after January in a given year. Careers Wales do collect data on these clients though, and an increase in this figure should be reflected in the 5TM reports.</p> <p>Increased numbers of young people sustaining first destination post 16 None. None.</p>	<p>Analysis of trends</p> <p>Before and after</p>

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	Increased number sustaining first destination (April Careers Wales destinations snapshot).		
National Student Survey (HESA)	Increased satisfaction with provision among young people Increased satisfaction among HE students in Wales.	Increased satisfaction with provision among young people National Student Survey could provide data at national level for Welsh HEIs and/or data on the views of Welsh domiciled students in HEIs (including HEIs outside Wales).	Analysis of trends
Job Centre Plus Claimant Count (DWP)	Reduction in youth unemployment Reduction in number & percentage of young people claiming Job Seekers Allowance. Reduction in duration of unemployment Reduction in number of young people 18-24 claiming JSA for over 6 months and over 2 years.	Reduction in youth unemployment Data on the numbers/percentage of young people claiming Job Seekers Allowance published monthly by local authority and age. Reduction in duration of unemployment Collected by DWP. Numbers for 16 & 17 year olds are collected but noted as zero in most recent data. In theory, this could be linked to data on LLWR and/or IO database, although the numbers are small and this may well be a longer term impact.	Analysis of trends Analysis of trends
Annual Population Survey/Labour Force	Reduction in youth unemployment Reduction in number & percentage of	Reduction in youth unemployment Gathered on a quarterly basis at local authority	Analysis of trends

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
Survey	young people economically inactive.	and national levels (LA data has relatively large margin of error).	
MoJ Court Proceedings Database / Youth Justice Board Cymru data (MoJ & Youth Justice Board)	<p>Reduction in crime and anti-social behaviour</p> <p>Number & percentage of young people in the youth justice system.</p> <p>Number of entering the youth justice system for the first time.</p> <p>Number of young people sentenced for indictable offences.</p>	<p>Reduction in crime and anti-social behaviour</p> <p>Young people who offend are usually identified as two age groups: those in the Youth Justice System aged 10-17 and those in the adult secure estate aged 18-24. MoJ statistics usually refer to combined England and Wales data. Wales data can be sourced from Youth Justice Board Cymru. Consideration should be given to the continued reduction overall of number of young people in the YJS in 2012/2013. Reductions have been seen in the number of young people entering the system for the first time, as well as reductions in those receiving disposals in and out of court, including those receiving custodial sentences.</p>	Before and after
UKCES Employer Skills Survey (UKCES)	<p>More young people in skilled employment</p> <p>Reduction in skills shortage vacancies.</p>	<p>More young people in skilled employment</p> <p>The UKCES Employer Skills Survey gathers information on the recruitment of young people aged under 25 over the last 2-3 years. It gathers employers' views on the 'preparedness for work of education leavers recruited to first job in</p>	Before and after

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	<p>Satisfaction of employers with recruits from education Percentage of employers satisfied with preparedness of recruits aged under 25 from education over last three years.</p>	<p>Wales'. It also asks employers' views on 'Skills lacking among education leavers in England, NI and Wales who have been poorly prepared for work'. UKCES Employer Skills Survey. Wales sample is 6,000.</p> <p>Satisfaction of employers with recruits from education As per point above on UKCES survey.</p>	

Data sources collected at local authority level and by schools, FEIs and training providers will also be valuable for the evaluation. The outcomes, outputs and impacts that can be measured using these sources are outlined in Table 4.7 below.

Table 4.7: Local and institutional data sources

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
Local YEPF action plans (LAs)	<p>Improved identification of young people at risk of disengaging Increase in number & percentage of local</p>	<p>Improved identification of young people at risk of disengaging All LAs are supposed to have an EI system in</p>	Before and after

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	<p>authorities that have developed early identification systems for Pre-16 young people at risk of becoming NEET, which follow best practice guidance and include the core indicators of attendance, attainment and behaviour.</p> <p>Increase in number & percentage of local authorities that have early identification systems in place in all schools for Pre-16 young people at risk of becoming NEET.</p> <p>Increase in number & percentage of local authorities that have early identification systems in place in all schools for young people aged 16-18 at risk of becoming NEET.</p>	<p>place at this stage and process evaluation findings show that most do. Therefore this indicator may not be useful in showing progress beyond the implementation phase once all have achieved it. Obtaining baseline data from September 2013 should be possible through interviews with EPCs. The indicator requires clarity on what constitutes an EI system that follows best practice guidance and includes the core indicators of attendance, attainment and behaviour.</p> <p>Although most LAs have an EI system in place, many have not yet rolled this out to all schools. This may therefore be a more useful indicator of progress. Obtaining baseline data from September 2013 should be possible through interviews with EPCs. Assumes clarity on what constitutes an EI system that follows best practice guidance and includes the core indicators of attendance, attainment and behaviour.</p> <p>As above.</p> <p>Action plans are of variable quality and all LAs may not update consistently. As a consequence,</p>	

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	<p>More young people supported by a lead worker Increase in number & percentage of local authorities allocating lead workers to Pre-16 young people most at risk of becoming NEET. Increase in number & percentage of local authorities offering lead worker support to all young people aged 16-18 in Tier 2.</p> <p>Improved monitoring and tracking systems established Increase in number & percentage of schools and local authorities sharing details of Pre-16 young people at risk of disengagement with Careers Wales.</p>	<p>some action plans may provide information on these indicators but others will not.</p> <p>More young people supported by a lead worker Possible differences in how LAs categorise 'at risk' according to their EI systems (e.g. RAG status). Not recorded consistently by LAs at the moment. Emphasis on 'offer' rather than 'allocation' of lead worker support as there is no compulsion of acceptance.</p> <p>Improved monitoring and tracking systems established All schools and LAs provide some information to CW relating to young people at risk of disengagement. The indicator will require more detail on the quality, comprehensiveness and frequency/timeliness of the data being shared.</p>	<p>Before and after</p> <p>Before and after</p>
Local Authority early identification data (LAs).	<p>More accurate early identification of young people Reduction in percentage of young people who are NEET aged 16-18 who were not</p>	<p>More accurate early identification of young people Would need to take into account different definitions of 'at risk' group across LAs.</p>	<p>Before and after</p>

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
	<p>previously identified as being at risk of becoming NEET by early identification systems during pre-16 stage.</p> <p>Reduction in number & percentage of young people moving directly from Tier 5 to Tier 3.</p>	<p>Assumes data on those at risk of becoming NEET is shared with CW by local authorities and that it is possible to match them using an identifier such as UPN or ULN. Would require agreement on time-periods for measurement (i.e. when identified as at-risk; when & how long NEET). Should this be limited to the October snapshot (using the Destination survey) or the whole 16-18 cohort (using IO database)?</p> <p>Could consider using an odds ratio approach to gauge 'accuracy' of the EI systems i.e. Percentage of NEET-cohort (at given point) identified by EI systems, divided by, percentage of non-NEET cohort (at given point) identified by EI systems. This would require agreement on time periods.</p> <p>As well as individual LAs own Vulnerability Assessments, Careers Wales maintains consistent 'At Risk' indicators based on those marked as 'Risk of becoming NEET' (currently identified as Low/Medium/High risk). Currently this is not shared externally. This could be</p>	

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
		<p>another source of data.</p> <p>Some young people who move into Wales post-16 and will not have been included within EI system.</p> <p>None.</p>	
LA Strategic Plans (LAs).	<p>Sustained commitment to YEPF at strategic level</p> <p>Number of local authorities with YEPF performance measures written into strategic plans.</p>	<p>Sustained commitment to YEPF at strategic level</p> <p>Would require primary research examining strategic plans and agreement on the key YEPF performance measures.</p>	Before and after
FE and WBL self-assessments and WBL tenders (FEIs and training providers).	<p>Improved identification of young people at risk of disengaging</p> <p>Increase in percentage of FE & WBL providers that have early identification systems in place for learners at risk of disengaging.</p>	<p>Improved identification of young people at risk of disengaging</p> <p>This indicator assumes clarity on what constitutes an EI system in FE & WBL. The 'percentage of providers' is used as the number of providers change over time. Some baseline data is available for April 2014 from WBL self-assessments and tenders. However, this will need to be confirmed.</p>	Before and after
Possibly school &	Improved attendance	Improved attendance	Before and after

Data source (owner)	Output, Outcome or Impact indicator captured	Considerations	Approach to assessing additionality
provider-level data (Schools and training providers).	Increased attendance rates among Year 12/13 pupils and young people aged 16-18 in FE & WBL providers [not currently collected at national level].	Data on attendance at college would need to be collected from providers. Data on attendance/absenteeism among those in employment is not available (although may be available for Jobs Growth Wales placements or Apprenticeships). This would require primary research with employers.	

Gaps and limitations of secondary data

- 4.12 A total of 26 of the indicators identified in section 4.3 are not currently possible to measure using national secondary data sources identified in section 4.17. For these indicators, data is either not collected at all or not collected consistently. In some cases, adaptations to collection processes could be made to gather suitable data or new processes developed for collecting data. In other cases, primary research would be required to address these data gaps or supplement existing data.
- 4.13 For many indicators, the Careers Wales IO database is proposed as the main source of data. An issue for consideration by the Welsh Government is that IO is a 'live' database and therefore any data that is required for a specific set of indicators on a given date needs to be requested from Careers Wales in advance. It is not possible to request data retrospectively unless that data has previously been extracted as part of a report. This means that the Welsh Government would need to request any baseline data for indicators on specific dates from Careers Wales. This would enable Careers Wales to extract data for certain indicators based on a 'freeze' of the database on a particular date.

Recommendation

We recommend that Welsh Government set out their requirements for gathering any baseline data for the impact evaluation from the IO database and discuss this with Careers Wales.

- 4.14 For some indicators, data-linking would be required to provide the evidence needed. For example, assessing whether the YEPF had led to 'more young people in sustained employment' would require an analysis of Careers Wales 5-Tier model data (IO database) and HMRC employment data. This could potentially be undertaken using National Insurance numbers as a common identifier across the two datasets to examine patterns of employment among young people supported through different elements of the YEPF. However, it would be a complex and costly exercise that would also require longer term data to analyse patterns before and after the introduction of the YEPF. These issues are explored for each of these indicators in Table 4.8 below.

Table 4.8: Gaps in secondary data for indicators

Element of YEPF	Indicator lacking in secondary data	Issues
Early identification	Increase in number & percentage of local authorities that have early identification systems in place in all schools for Pre-16 young people at risk of becoming NEET. [Output]	The process evaluation has shown that schools' participation in EI processes varies. This information is not currently recorded systematically by LAs. [See recommendation on Page 40 of this report].
	Increase in number & percentage of local authorities that have early identification systems in place in all schools for young people aged 16-18 at risk of becoming NEET. [Output]	The process evaluation has shown that schools' participation in EI processes varies. This information is not currently recorded systematically by LAs.
Brokerage	Increase in number & percentage of local authorities allocating lead workers to Pre-16 young people most at risk of becoming NEET. [Output]	Some data on this has been collected in the process evaluation but there are no mechanisms in place to monitor progress of LAs. Changes to the monitoring information provided by LAs to WG would be required to collect this.
	Increase in number & percentage of local authorities offering lead worker support to all young people aged 16-18 in Tier 2. [Output]	Some data on this has been collected in the process evaluation but there are no mechanisms in place to monitor progress of LAs. Changes to the monitoring information provided by LAs to WG would be required to collect this.
	Increase in percentage of young people aged 16-18 in Tier 2 who are offered lead worker	The process evaluation has revealed that this data is not recorded consistently by LAs at the moment. This could be addressed by providing LAs with a consistent template for recording the allocation of lead workers or by amending the IO database to

Element of YEPF	Indicator lacking in secondary data	Issues
	support [Output].	enable lead workers from outside Careers Wales to be recorded systematically. Interviews with EPCs and SAO at local authority level could provide information on progress against this indicator as part of an impact evaluation.
	Increase in levels of satisfaction with brokerage. Not currently possible to measure. [Short-term outcome].	This is not currently collected by LAs or other organisations fulfilling the lead worker function. This would require primary research with young people in order to collect baseline data and then subsequent follow-up research to gather evidence of change.
	Levels of attainment among those supported by lead workers in schools compared with their previous level of attainment [Medium-term outcome].	This is not currently measurable through secondary data and would require a data linking exercise to be undertaken in order to establish as baseline and subsequently a summative measure. PLASC, WED and IO data combined could be used to examine the attainment of young people supported by lead workers. However, this would be a very complex piece of analysis and would require consideration of the resources required to undertake the matching exercise. This would also require an agreed definition of 'supported'. At this stage, we do not consider that the benefits of having data available for this indicator would justify the resources required to undertake the analysis.
	Improved levels of attainment among young people supported by lead workers in FE and WBL [Medium-term outcome].	LLWR data could be used to examine the attainment of young people supported by lead workers in FE and WBL. This could potentially be linked with data from IO in terms of the support received. This would require an agreed definition of 'supported'. This would be a very complex piece of analysis and would require consideration of the resources required to undertake the matching exercise. At this stage, we do not consider that the benefits of having data available for this indicator would justify the resources required to undertake the analysis.
	Increased attendance rates among Year 12/13 pupils and young people aged 16-18	This is not currently collected at national level. Data on attendance at college would need to be collected from providers. This could potentially be gathered as part of an impact evaluation. However, although all providers collect attendance data, the process of

Element of YEPF	Indicator lacking in secondary data	Issues
	in FE & WBL providers [Medium-term outcome].	collecting, standardising and validating this to generate a national picture would be a significant bureaucratic exercise for providers and Welsh Government. Data on attendance/absenteeism among those in employment is not available (although may be available for Jobs Growth Wales placements or Apprenticeships). This would require primary research with employers. At this stage, we do not consider that the benefits of having data available for this indicator would justify the resources required to undertake the required research with providers and employers.
	Increase in the percentage of young people completing sixth form courses. [Medium-term outcome].	This is not currently collected through secondary data but is likely to be available in future years. WG are collecting data on course completion in sixth forms through the 2013/14 Post-16 PLASC for the first time. In future this is intended to be a performance measure for sixth forms, but it is likely that it will take a couple of years before the data is robust enough to use. It is likely that this would be available for a future impact evaluation.
	Increase in number of young people supported by lead workers achieving Level 1 and 2 literacy and numeracy [Medium-term outcome].	This data is not currently collected. Data from the national tests for Year 2-9 pupils is published as standardised scores which provide a measure of relative performance only. WG guidance notes that the published data should not be used to compare the relative performance across different cohorts and years. This would require further discussion by Welsh Government officials.
Tracking	Increase in number & percentage of schools and local authorities sharing details of Pre-16 young people at risk of disengagement with Careers Wales. [Output].	Some data on this has been collected in the process evaluation but there are no mechanisms in place to monitor progress of LAs. Changes to the monitoring information provided by LAs to WG would be required to collect this.

Element of YEPF	Indicator lacking in secondary data	Issues
	Increase in number & percentage of local authorities that have information sharing arrangements in place with Careers Wales for sharing details of young people aged 16-18 in Tiers 1 and 2 [Output].	Secondary data does not currently provide information on this indicator. This would require primary research with FEI and LA staff to gather evidence of change. Information on this indicator could potentially be added to YEPF monitoring data from LAs.
	Increase in number & percentage of FE colleges and WBL providers providing details of young people who disengage from courses to Careers Wales and local authorities [Output].	All FEIs provide some information to CW relating to young people disengaging from courses. Before this indicator can be used, agreement would be required on the quality, comprehensiveness and frequency/timeliness of the data that needs to be shared between providers and LAs/CW. An assessment of progress against this indicator may need to be based on qualitative data collected from LAs, FEIs and stakeholders.
	Reduction in the number & percentage of young people aged 19-25 with unknown EET status. [Short-term outcome].	Not currently possible to measure. This would be very costly to gather through primary data (e.g. survey of 19-25 year olds). WG should work with stakeholders to further examine what data is available or could be collected.
Provision	Increase in number & percentage of young people on their first choice of course [Output].	This indicator is not currently collected nationally although some providers do collect information relating to the indicator through their own learner voice surveys. This indicator could be collected for a sample of providers using secondary data as part of the impact evaluation. Further primary research with young people (e.g. survey) could be considered as part of the impact evaluation to explore this further.

Element of YEPF	Indicator lacking in secondary data	Issues
	Increase in percentage of providers offering flexible start dates (i.e. within academic year) [Output].	This data is not currently collected through the secondary sources listed in section 4.1. In order to gather this data, a definition of 'flexible start dates' would need to be agreed. The evaluation could consider whether the number of young people starting courses within the academic year would be a short-term outcome. However, this would require further work because current performance measures define full-time programmes using number of learning hours delivered within the academic year. A new definition would be required enabling inclusion of learners crossing over two academic years. This requires further discussion with Welsh Government officials.
	Increased learner satisfaction with school. [Short-term outcome].	It is not currently possible to use this indicator. Schools Learner Voice Survey (2008) is the most recent dataset at national level. There are no current plans to repeat Schools Learner Voice survey. Schools Learner Voice would not be specifically targeted at those who had received additional support through YEPF. Estyn pupil surveys may provide an additional source of data for this indicator.
	Increased learner satisfaction among FE & WBL learners. [schools not currently available] [Short-term outcome].	Post-16 Learner Voice Survey provides data on satisfaction at national level and could potentially be examined at provider level. However, this does not enable more detailed analysis of satisfaction among young people in Tiers 1-3. A pilot Learner Voice Survey for Sixth Forms has been undertaken, but on too small a scale to provide baseline data for Year 12/13 pupils.
Employability	Increase in number of work placements in local authorities available to young people aged 16-25 [Output].	This data is not currently collected through the secondary sources listed in section 4.1. Would require LAs to collect information on the number of work placements offered directly by their departments. No baseline data available – would require collection. Gathering this data could be considered as part of future LA monitoring data

Element of YEPF	Indicator lacking in secondary data	Issues
	Increase in number of employability courses available for Pre-16 and 16-18 year olds in schools [Output].	This data is not currently collected through the secondary sources listed in section 4.1. Gathering this data would require national definitions of 'employability courses' to be developed and the collation of data at local level. This would require further consideration by Welsh Government and providers.
	Reduction in JCP expenditure on work-readiness programmes [requires further detail] [Long-term impact].	Requires further discussion with Job Centre Plus expenditure and DWP on data availability. Other indicators suggested: progression from being 'not job ready' to 'job ready' status (would require further discussion on data sources).
	Reduction in expenditure on JSA/ESA for 16-24 year olds in Wales. [Long-term impact].	Requires further discussion with Job Centre Plus expenditure and DWP on data availability. Universal Credit planned to replace six benefit payments therefore may not be useful as an indicator in future.
Accountability	Number & percentage of strategic partners who report that partnership working has improved since the introduction of the YEPF [Short-term outcome].	This data is not currently available through secondary sources. Before this indicator can be used, agreement would be required on who 'strategic partners' are at national and local authority level. Primary research would then be required to gather evidence of change over time This could be considered as part of a stakeholder survey in an impact evaluation.

4.15 One of the challenges of undertaking longitudinal research and tracking of individuals over time is the ability to match individuals' data between different datasets (e.g. between pre-16 and post-16 datasets). One approach to doing so is to use common identifiers across different datasets (i.e. reference numbers that are unique to each individual and that are used for their records in different datasets. These can enable data on individuals to be tracked and potentially shared with evaluators without the need to share personal information (e.g. names, addresses, contact numbers).

Recommendation

We recommend that the Welsh Government and its partners encourage the use of a consistent single unique identifier system (such as the Unique Learner Number) across datasets to enable individuals' data to be matched between datasets and to be able to track individuals' data over time as part of the evaluation.

New datasets

- 4.16 The Careers Wales IO database is noted as a source of data for 13 of the performance indicators. However, one of the limitations of using this dataset is that it is relatively new and this poses two challenges. Firstly, it is not possible to use the IO database to produce an analysis of trends prior to the launch of the YEPF. This lack of pre-YEPF data means that the data in the IO database can only be used to measure distance travelled since the launch of the YEPF. Secondly, the database has been in development during the first year of the YEPF and some of the indicators are drawn from measures that are in development. This means that some observed changes in indicators could be a result of improvements in data accuracy and comprehensiveness rather than actual changes in outcomes.

Recommendation

We recommend that the impact evaluation draws on secondary data for those indicators where this is possible. Key sources of secondary data that should be used include: the Careers Wales IO database, LLWR, PLASC, All Wales Attendance Record, Welsh Examinations Database and the Statistical First Release on participation of young people education and the labour market. The Welsh Government should also give further consideration to the potential amendments to data gathering procedures outlined in Table 10 including the costs and benefits we have set out in relation to linking different data sets.

Options for filling gaps

Changes to monitoring data collection

- 4.17 Some of the indicators listed in the sections above would require amendments to monitoring procedures for collecting data from LAs. Below we list these indicators and the actions that would be required if this data were to be collected from local authorities.

Improved identification of young people at risk of disengaging

- Increase in number & percentage of local authorities that have early identification systems in place in all schools for Pre-16 young people at risk of becoming NEET.
 - This would require LAs to provide information to the WG on whether they have Pre-16 EI systems in place in all schools
- Increase in number & percentage of local authorities that have early identification systems in place in all schools for young people aged 16-18 at risk of becoming NEET.
 - This would require LAs to provide information to the WG on whether they have 16-18 EI systems in place in all schools.

More young people supported by a lead worker

- Increase in number & percentage of local authorities allocating lead workers to Pre-16 young people most at risk of becoming NEET.
 - This would require LAs to provide information to the WG on the number and percentage of pre-16 young people identified as being most at risk of becoming NEET (e.g. flagged as 'red' in red-amber-green system) who have been allocated a lead worker. LAs currently have different systems for EI (e.g. different 'at risk' thresholds for attendance) and this would need to be considered when analysing the data.
- Increase in number & percentage of local authorities offering lead worker support to all young people aged 16-18 in Tier 2.
 - This would require LAs to provide information to the WG on the number and percentage of Tier 2 young people aged 16-18 who have been allocated a lead worker.

Improved monitoring and tracking systems established

- Increase in number & percentage of schools and local authorities sharing details of Pre-16 young people at risk of disengagement with Careers Wales.
 - This would require LAs to provide information to the WG on whether they share details of Pre-16 young people at risk of disengagement with Careers Wales. Further qualitative analysis would be required based on interviews with EPCs and SAO on the quality and frequency of information sharing (see section 4.3.1).

More employability courses, work experience and work placement opportunities available to young people

- Increase in number of work placements in local authorities available to young people aged 16-25.
 - This data is not currently collected through the secondary sources listed in section 4.3. Would require LAs to collect information on the number of work placements offered directly by their departments. No baseline data available – would require collection. Gathering this data could be considered as part of future LA monitoring data (see section 4.17).

Recommendation

We propose that data monitoring forms for LAs be adapted to include specific questions on:

- whether they have Pre-16 EI systems that follow Welsh Government guidance in place in all schools
- whether they have 16-18 EI systems that follow Welsh Government guidance in place in all schools
- the number and percentage of pre-16 young people identified as being most at risk of becoming NEET (e.g. flagged as 'red' in red-amber-green system) who have been allocated a lead worker
- number and percentage of Tier 2 young people aged 16-18 who have been allocated a lead worker whether they share details of Pre-16 young people at risk of disengagement with Careers Wales.⁴

Supplementary secondary data analysis

- 4.18 As well as analysis of the secondary data sources listed in section 4.2, desk-based analysis of other data could be undertaken in order to measure against some of the indicators. For example, a desk-based analysis of EI systems in local authorities would be required to measure whether there had been an increase in the number & percentage of local authorities that have developed early identification systems for Pre-16 young people at risk of becoming NEET, which follow best practice guidance and include the core indicators of attendance, attainment and behaviour.

⁴ The quality and timeliness of information being provided is an issue that may require further consideration by Welsh Government and stakeholders. There is no agreed definition of how frequently or quickly information needs to be provided.

- 4.19 A list of criteria would need to be developed and EI systems reviewed against these in order to analyse whether they meet the best practice guidelines.
- 4.20 A review of literature should also be considered. This could identify any evidence from other studies that demonstrates that achievement of medium-term outcomes in the logic model (e.g. reduction in numbers of young people who are NEET, improved attendance, improved attainment) leads to achievement of longer term impacts in the logic model.

Recommendation

We recommend that the Welsh Government consider the implications of changes made to the collection of monitoring data (e.g. LA monitoring forms) when planning the timings for an impact evaluation of the YEPF.

Supplementary primary research

- 4.21 Where gaps exist in the availability of secondary data, primary research may be required as part of the evaluation. This could include quantitative research such as surveys of beneficiaries, staff or stakeholders and qualitative data collection such as focus groups or interviews. Below we outline the primary research that could be undertaken as part of the impact evaluation.

Quantitative research

- 4.22 Below we outline the quantitative research that could form part of the methodology for an impact evaluation of the YEPF.

Surveys of young people and stakeholders

- 4.23 A survey of **young people** in Tiers 1 and 2 that are supported by lead workers could be undertaken to provide evidence of the perceived impact of lead worker support on them (to be used alongside quantitative evidence from the IO database and qualitative evidence). This survey could also assess satisfaction with various aspects of lead worker support and these questions could be used with future cohorts to assess change over time. This would need to be undertaken over at least two years in order to gather baseline data in Year 1 and demonstrate difference between this and the Year 2 cohort. Data on the number of young people in Tiers 2 and 3 could be used to determine an appropriate sample size for the survey (and associated costs).
- 4.24 The potential benefit of a survey of young people would be the possibility of framing questions that would assess to what extent whether young people attributed changes in outcomes to the YEPF. The main disadvantage would be the cost of undertaking such a survey, given the challenges associated with

reaching the target group. The practicalities of undertaking such a survey also require consideration. Consent would be required to obtain the contact details of young people in order to undertake a telephone or online survey (e.g. from Careers Wales). Alternatively, the survey could be distributed via delivery organisations (e.g. local authorities, Careers Wales, voluntary sector organisations). Both of these approaches would carry a risk of low response rates given the nature of the target group (e.g. more likely to change contact details). However, relying on delivery organisations to distribute the survey would carry significantly greater risks in terms of achieving low response rates and would also place a greater burden on those organisations. A combination of both approaches may be required to achieve a robust sample.

- 4.25 A survey of **stakeholders** could be undertaken to assess the perceived impact of the YEPF. In particular, this could focus on the perceived impact of the YEPF on partnership working and collaboration within and between local authorities. The stakeholders to be surveyed would need to be defined carefully (e.g. Local authority senior accountable officers (SAOs), EPCs, heads of service, head teachers, principals) to ensure that a population and sample could be precisely identified. Data from such a survey could supplement qualitative views from interviews with EPCs and SAOs as part of the impact evaluation.
- 4.26 The benefit of a stakeholder survey would be the ability to ask questions relating to perceived impact in a consistent way and to a broader range of stakeholders than would be likely through qualitative fieldwork. Stakeholders could also be asked to what extent whether they attributed changes to the YEPF. A stakeholder survey should be less costly to undertake (than a survey of young people) given the nature of the audience and the likelihood of being able to use an electronic method of distribution and collection. A regular survey could be undertaken to track changes in the views of stakeholders and gather views on the extent to which YEPF has influenced change.

Qualitative research

- 4.27 We propose that qualitative research should be undertaken alongside the quantitative approaches outlined above. The approaches proposed are outlined below.

Interviews with stakeholders

- 4.28 Interviews with EPCs and SAOs in each LA should be undertaken in order to gather qualitative evidence of the impact of the YEPF across all six elements of the framework. Interviews with other stakeholders should also be

undertaken as part of the evaluation e.g. voluntary sector, LA heads of services (e.g. youth, youth offending, pupil inclusion), head teachers, principals, training providers and employers The benefit of this approach would be the ability to gather evidence of the YEPF's impact and the extent to which changes can be attributed to it. The evidence could supplement and reinforce that gathered through a stakeholder survey. Interviews with all EPCs and SAOs would also provide a comprehensive view of the YEPFs impact at a strategic level.

Focus groups with practitioners

- 4.29 Group discussions with practitioners should be undertaken as part of the impact evaluation. This should include a series of focus groups with lead workers in several local authorities in order to gather qualitative evidence of the perceived impact of the YEPF on practice and the perceived impact on young people. The benefit of this approach would be the ability to gather examples of the impact of the YEPF on working practices and the examples of how the lead worker role has affected young people they work with. The disadvantage of this approach would be that the analysis would, be limited in terms of generalising findings to all practitioners or lead workers.

Focus groups with young people

- 4.30 Focus groups with young people in Tiers 2 and 3 should be undertaken in order to gather qualitative evidence of the perceived impact of lead worker support and broader perceptions on provision and employability support. The benefit of undertaking focus groups would be the ability to gather evidence on perceptions of the extent to which lead worker support had contributed to outcomes as well as identifying specific examples of the YEPF's impact on individuals. The disadvantage of this approach would be that the analysis would be limited in terms of generalising findings to the population of young people in Tiers 1 and 2.

Recommendation

We recommend that interviews should be undertaken with EPCs and SAOs in all local authorities as well as a sample of stakeholders in each authority.

Value for money assessment

- 4.31 Assessing value for money in the implementation of the YEPF should be a consideration of an impact evaluation. In order to do this, a comprehensive

process of identifying the value of inputs to the YEPP would need to be undertaken. This will involve gathering and collating data on the financial and in-kind contributions made by different organisations to the delivery of the framework. One of the challenges for the impact evaluation will be how to quantify these in-kind contributions to the delivery of YEPP across Wales, given the breadth of partners involved at different levels.

Recommendation

We recommend that the Welsh Government consider gathering data, both internally and from local authorities and Careers Wales on the size of in-kind contributions to implement the YEPP (e.g. staff time). This will provide evidence to inform the Value for Money assessment of the framework.

5. Timings for the impact evaluation

5.1 The logic model in section 2 outlined the broad timings within which we would anticipate being able to observe various outcomes and impacts. The logic model proposes that short term outcomes should be observable by the end of 2015, medium-term by end of 2016 and longer term impacts beyond 2017. In this section we consider the potential timing of different aspects of the impact evaluation in some more detail.

Short-term outcomes

- 5.2 Some short-term outcomes should be measurable by the end of 2015. For example, school pupils identified as being at risk of becoming NEET through EI systems during the 2013/14 academic year should have received lead worker support during 2015/16 whilst a cohort of post-16 young people should have received lead worker support if they were in in Tiers 2 and 3 at some point during the year. It should be feasible to undertake primary research with these groups towards the end of 2015 or early 2016 to gather perceptions of impact. This could include a survey of young people supported by lead workers and focus groups with this target group.
- 5.3 In terms of secondary data, analysis of 5-tier data from the Careers Wales IO database could also be undertaken in late 2015 to examine performance against many of the indicators identified in section 4.1. This would enable an analysis of performance over the academic year 2014/15 for the cohort of 16-18 year olds supported by lead workers; those who left school in the summer of 2014 and those who left school in previous years. Baseline data from the IO database in 2013/14 could be used to assess progress against the indicators outlined.

Recommendation

We recommend that consideration be given to undertaking a survey in late 2015 or early 2016 with young people who have received support from lead workers. Analysis of the 5-tier model data from Careers Wales should be undertaken alongside the survey.

Medium-term outcomes

- 5.4 Medium-term outcomes would be anticipated to be observable by the end of 2016. At this stage, we propose that comprehensive impact evaluation research be undertaken, including qualitative research with

young people, practitioners and stakeholders. Consideration should also be given to surveys of young people and stakeholders at this stage. Assuming sufficient sample sizes, the survey of young people would enable an analysis of impact and a comparison of the results with the previous cohort.

- 5.5 The headline targets in the YEPF Implementation Plan (Welsh Government, 2013) are to reduce the percentage of young people 16-18 NEET to 9% and to reduce the proportion of young people 19-24 who are NEET in Wales relative to the UK as a whole by 2017. Assuming that annual publication dates for NEET data in Wales remain relatively consistent, we would expect to see provisional 2016 NEET data for Wales released in July 2017.
- 5.6 We would propose that the evaluation should report after July 2017 in order to be able to include official NEET statistics within the report.

Recommendation

We recommend that a comprehensive impact analysis of the YEPF should be undertaken between late 2016 and the middle of 2017. This should include surveys of young people and stakeholders as well as qualitative research with stakeholders, practitioners and young people.

Longer term impacts

- 5.7 Many of the longer term impacts listed in section 4.3 would be unlikely to be observable. Furthermore, demonstrating additionality for these impacts would be challenging. We propose that the secondary data sources listed in section 4.1 are analysed as part of the secondary data review in any impact evaluation work undertaken in 2016/17. This would provide contextual data but any changes would not be attributable to the YEPF. As a consequence, this should be supplemented with a review of evidence from the literature.

Recommendation

We recommend that analysis of the longer-term impact indicators identified in this report be undertaken as part of the secondary data analysis in any impact evaluation in 2016/17 to provide contextual information. This will not allow any changes to be attributed to the YEPF. The contextual data analysis should be supplemented with a review of evidence from the literature.

Recommendations

- 5.8 Below we group the recommendations that are included within this report according to whether they should be addressed during 2015 or whether they should be addressed from 2016 onwards.

Recommendations for gathering baseline data: mid-2015

- 5.9 We recommend that Welsh Government set out their requirements for gathering any baseline data for the impact evaluation from the IO database and discuss this with Careers Wales.
- 5.10 We propose that data monitoring forms for LAs be adapted to include specific questions on:
- Whether they have Pre-16 early identification systems that follow Welsh Government guidance in place in all schools
 - Whether they have 16-18 early identification systems that follow Welsh Government guidance in place in all schools
 - The number and percentage of pre-16 young people identified as being most at risk of becoming NEET (e.g. flagged as 'red' in red-amber-green system) who have been allocated a lead worker
 - Number and percentage of Tier 2 young people aged 16-18 who have been allocated a lead worker
 - Whether they share details of pre-16 young people at risk of disengagement with Careers Wales.⁵
- 5.11 We recommend that the Welsh Government consider the implications of changes made to the collection of monitoring data (e.g. LA monitoring forms) when planning the timings for an impact evaluation of the YEPF.
- 5.12 We recommend that the Welsh Government and its partners encourage the use of a consistent single unique identifier system (such as the Unique Learner Number) across datasets to enable individuals' data to be matched between datasets and to be able to track individuals' data over time as part of the evaluation.
- 5.13 We recommend that the Welsh Government consider gathering data, both internally and from local authorities and Careers Wales on the size of in-kind contributions to implement the YEPF (e.g. staff time). This will

⁵ The quality and timeliness of information being provided is an issue that may require further consideration by Welsh Government and stakeholders. There is no agreed definition of how frequently or quickly information needs to be provided.

provide evidence to inform the Value for Money assessment of the framework.

- 5.14 We recommend that consideration be given to undertaking a survey in late 2015 or early 2016 with young people who have received support from lead workers. Analysis of the 5-tier model data from Careers Wales should be undertaken alongside the survey.

Recommendations for developing the impact evaluation specification: 2016 onwards

- 5.15 We recommend that a comprehensive impact analysis of the YEPF should be undertaken between late 2016 and the middle of 2017. This should include surveys of young people and stakeholders as well as qualitative research with stakeholders, practitioners and young people.
- 5.16 We recommend that interviews should be undertaken with EPCs and SAOs in all local authorities as well as a sample of stakeholders in each authority.
- 5.17 We recommend that the impact evaluation draws on secondary data for those indicators where this is possible. Key sources of secondary data that should be used include: the Careers Wales IO database, LLWR, PLASC, All Wales Attendance Record, Welsh Examinations Database and the Statistical First Release on participation of young people in education and the labour market. The Welsh Government should also give further consideration to the potential amendments to data gathering procedures outlined in Table 10 including the costs and benefits we have set out in relation to linking different data sets.
- 5.18 We propose that an analysis of trends approach is adopted for indicators where data is available over a sufficient period of time (at least five years from before the launch of the YEPF).
- 5.19 We propose that a before and after approach is used for performance measures where insufficient data is available to enable an analysis of trends to be undertaken.
- 5.20 We consider that a quasi-experimental approach is inappropriate for the impact evaluation of the YEPF as it is not possible to establish a suitable comparator group for assessing the counterfactual. This approach should not be included in the impact evaluation.
- 5.21 We recommend that analysis of the longer-term impact indicators identified in this report be undertaken as part of the secondary data analysis in any impact evaluation in 2016/17 to provide contextual

information. This will not allow any changes to be attributed to the YEPF. The contextual data analysis should be supplemented with a review of evidence from the literature.