Progression Routes to Level 2
Identifying best practice for the future

A Report by Annabel Jelley and Tokos Solutions on behalf of York and North Yorkshire Local Enterprise Partnership

April 2022

EXECUTIVE SUMMARY

1. York and North Yorkshire (Y&NY) LEP commissioned Annabel Jelley and Nada Tokos to undertake research to improve the LEP's understanding of the array of Pre-Level 2 support across Y&NY and to provide an evidence base to inform future applications by the LEP or its partners for public funds in order to sustain and build on best practice currently delivered through existing programmes.

2. Our research involved:

   - Background literature research to set a context for the report with reviews of strategy and planning documents alongside data and interventions from key stakeholders including the LEP and Government, National Careers Service and Jobcentre Plus.
   - Telephone or online video interviews with 27 representatives from 21 providers and 10 stakeholder organisations.
   - Collation and analysis of findings.
   - Production of a 'Route Map to Level 2', setting out five typical learner journeys, each addressing different starting points and circumstances.

3. The research reports key findings against the five 'activities':

   - Best Practice, including:
     - One college offers a 'Level 1.5' course for those learners who are not quite ready to progress to Level 2. This is an important bridge between L1 and L2 and helps learners progress seamlessly onto L2.
     - Courses that embed access to green spaces and include more practical elements in the course content, helping to engage and support those who have had a poor experience of education and learning.
     - Sector-specific courses at Level 1 linked to employment opportunities with skills shortages (e.g. health and social care), often designed through collaboration between employers and providers.
   - Progression Destinations, including:
     - Assistance at the critical transition stage from one level to a higher one is the key to enabling individuals to progress.
     - Vulnerable learners and those with a very low starting point benefit from face-to -face and one-to- one support, typically through key worker support, which is accepted as a benchmark for successful progression.
     - Progression routes vary across Y&NY. Some areas (e.g. York) evidence clear progression routes from taster sessions at Pre-Entry and Entry Level right through to Level 4+. Other areas (e.g. Scarborough) have plenty of provision but progression routes between providers is less clearly established.
   - Gaps in Provision, including:
     - A number of "cool" spots geographically that are not served as well as others in terms of accessibility to Pre-Level 2 provision. These include Whitby, and the rural northern swathe of North Yorkshire extending right across from the coast to the furthest western areas of the county such as Settle and Hawes. Learners in these areas face the added barriers of lack of public transport and poor digital connectivity.

- o Young adults who have Special Educational Needs and Disabilities (SEND) but do not have an Education and Health Care Plan (EHCP) may not be accessing the additional support they need.
- Barriers to Progression, including:
  - o Digital poverty can inhibit or prevent people from accessing learning.
  - o Poor progression pathways available to learners in their locality.
  - o Whilst there may be a good range of provision available for Pre-Level 2 learners, it is not always available at times or dates to suit the learner.
- Average Costs per learner, including:
  - o Calculating average costs for this type of provision is complex and problematic. The standard variables that impact on the costings and viability of provision (such as venue and tutor costs, support requirements, number of learners) must be considered but there are other factors that need to be taken into account. These include the increased costs of engaging these learners, additional staff to support, motivate and retain learners, and support to address barriers to participation and progression.
  - o Pre-level 2 provision, especially that which caters for hard-to-reach leaners is likely to have a significantly higher average costs than standard adult provision.
  - o To support very vulnerable learners the average total cost per learner is £3,500 for the duration of their participation (which could be over 12 months for those with multiple barriers to learning). This incorporates a key worker model of support.

4. In conclusion, we identified eight recommendations to the LEP for it to consider when planning for future skills activities. These include:

- Support and incentivise providers to actively engage with other providers in their area to enhance progression pathways, e.g. facilitating joint curriculum planning, maintaining provider networks.
- Provide capital funds to support low-income learners to access appropriate IT equipment and internet connectivity.
- Support the establishment and development of Community Learning Partnerships in areas where they do not currently exist as there is strong evidence of their effectiveness in enhancing progression routeways, referral mechanisms and curriculum planning for Pre-Level 2 provision.

5. The appendix sets out route maps that are based on five typical learner types which exemplify key findings in the research and highlight the different paths that learners take depending on their circumstances. The learner types have been selected to highlight the opportunities available to them, their differing support needs, the range of barriers that learners commonly face and how these barriers can be most effectively overcome. The route maps reflect the current provision which is available in York and North Yorkshire.

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1. INTRODUCTION

1.1 The York and North Yorkshire Local Enterprise Partnership (YNY LEP)'s local Skills Advisory Partnership (SAP) activities are coordinated by its Skills and Employability Board. The DfE is working closely with all LEP area SAPs to support them to develop their understanding of local skills issues based on robust evidence, formulate skills priorities and design and deliver action plans to address these.

1.2 This report is one of a suite funded by a DfE Grant to support Skills and Employability Boards (or their equivalents) across all LEP and Mayoral Combined Authority (MCA) areas and which now have Skills Advisory Partnership (SAP) status in line with DfE guidance.

1.3 The main purpose of the research is to improve the LEP's understanding of the array of Pre-Level 2 support across Y&NY and to provide an evidence base to inform future applications by the LEP or its partners for public funds in order to sustain and build on best practice currently delivered through existing programmes.

1.4 The research report sets out key findings against the five activities which were laid out in the project specification:

- **Best Practice** - Primary research based on direct conversations with stakeholders and service deliverers to summarise existing best practice within the Y&NY LEP area in provision aimed at supporting adults progress to a Level 2 qualification.

- **Progression Destinations** – Identify common progression destinations for individuals completing typical Pre-Level 2 pathways.

- **Gaps in Provision** - Identify gaps in Pre-Level 2 provision from provider/stakeholder perspectives.

- **Barriers to Progression** - Identify reasons why some individuals may not be accessing Pre-Level 2 provision or progressing to Level 2 entitlements[1].

- **Average Costs per learner** - Identify average costs per head for existing best practice identified along with projections of potential annual LEP-level investment required to maintain current levels of activity across Y&NY when publicly funded provision is due to end.

1.5 It is important to note the timing of this research which took place as the Omicron variant of the COVID-19 pandemic was causing rapid disruption to the economy, workplaces and people's daily lives.

1.6 The interviews we[2] conducted were inevitably shaped by the circumstances of the current time. Providers and stakeholders have adapted to the challenges of the pandemic both in terms of dealing with the day-to-day operations (such as offering

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[1] The Government's legal entitlement to a first full Level 2 qualification for 19-23 year olds. Funding guidance which includes eligibility criteria can be found here
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1055420/AEB_2021_to_2022_version_3_finalGOV.pdf
[2] 'We' refers to Annabel Jelley of Annabel Jelley Consultants and Nada Tokos of Tokos Solutions who undertook the research

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remote learning to those who are isolating) and taking steps to plan for a post-pandemic future (such as strengthening resources to help students with mental health difficulties).

1.7 An additional outcome of this research was the production of a 'Route Map to Level 2'. This Route Map identifies five typical learner journeys, each addressing different starting points and circumstances, all of which has been informed by this research.

1.8 This LEP-approved tool may be of benefit to FE colleges and other training providers in planning their Pre-Level 2 provision. The Route Map can be found in Appendix One.

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2. KEY FINDINGS – Activity 1 Best Practice

2.1 York and North Yorkshire is served, in general, by a wide range of Pre-Entry, Entry Level, Level 1 and employability skills provision[3] which is available for people seeking work and those who are furthest away from employment. The offer includes basic skills (maths, English, IT) as well as employability training, vocational training (such as provision relating to careers in care) and support skills such as CV building, job search and interview skills.

2.2 Good practice at the engagement stage of learning is to establish trust in "safe" places where people who may benefit from Pre-level two provision feel comfortable and open to receive the information about skills provision e.g. community centres, children's centres, sports centres, community cafes.

2.3 Good providers ensure that they build productive relationships with voluntary and community organisations which can refer potential learners and support individuals on their learning journey.

2.4 There has been an increase in online provision in the last two years for Pre-Entry, Entry Level and Level 1 provision and this has meant that some learners have been able to access learning provision for the first time. However, this is only useful to those who have the digital skills, access to appropriate IT equipment and fast enough internet connectivity to take advantage of it.

2.5 At least one college (Askham Bryan College) offers a 'Level 1.5' course for those learners who are not quite ready to progress to Level 2. This is an important bridge between L1 and L2 and helps learners progress seamlessly onto L2. The provision is tailored to the needs of the learner and includes elements of a Level 2 provision which are introduced at a pace and in a way that is supportive to the progression of the individual.

2.6 Prospectuses are published by City of York (CYC) Council and North Yorkshire County Council (NYCC) which set out the learning options, support and progression opportunities for young people aged 16-25. The dissemination of publicity material is a statutory duty but demonstrates good practice that could potentially be rolled out to other vulnerable groups.

2.7 Provision that is delivered in non-traditional settings or environments can be beneficial to learners who have had a poor previous experience in mainstream learning. Askham Bryan College, for example, runs Pre-Level 2 Courses that embed access to green spaces and include more practical elements in the course content. The provision is often delivered outside and with a greater emphasis on hands on methods of learning. This appeals to learners who are unwilling or unable to engage in the traditional classroom style of learning.

2.8 An array of sector-specific courses at Level 1 linked to employment opportunities with skills shortages (e.g. health and social care) is available and popular. The design and content of many of these courses reflect strong collaboration between employers and providers and serve as examples of best practice.

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[3] Please refer to Glossary for explanation of these terms

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3. KEY FINDINGS – Activity 2 Progression Destinations

3.1 The key to supporting individuals to progress is assistance at the critical transition stage from one level to a higher one. This is the time when learners may falter through lack of confidence; therefore a stronger focus on providing the necessary support to enable successful transition is vital.

3.2 Vulnerable learners and those with a very low starting point benefit from face- to -face and one-to- one support. The key worker model for very vulnerable learners is widely accepted as a benchmark for successful progression into further learning or employment.

3.3 First steps learning and family learning are a good basis for starting the learning journey as they engage individuals through short sessions which are often linked to subjects that the learner enjoys or wants to improve for the benefit of, for example, their children. Progression then occurs more readily onto further learning and more formal subjects such as maths, English and digital skills.

3.4 Traineeships and supported internships are offered by both CYC and NYCC services and these learners invariably progress on to Apprenticeships. These programmes rely on employers who can offer the extra time, learning environments and support functions that are required for this cohort.

3.5 Sector Based Work Academies are available but there is evidence of their variable effectiveness across Y&NY. They are at Level 1, employer led and based on known job vacancies in a specific sector.

3.6 There is an evolving progression offer from publicly funded digital provision reflect demand from learners e.g. DWP now offers very popular Google IT certificates[4] at Level 2. They are valued by industry, offer a structured online learning platform and enable learners to advance at their own pace.

3.7 Provision targeted at specific vulnerable groups or those with niche needs (such as the provision aimed at ex-offenders delivered by Ingeus[5] or the Thriving at Work programme delivered by Better Connect[6]) is well represented across Y&NY being well embedded into 'supply chains' of providers in the area.

3.8 Progression routes vary across Y&NY. Some areas (e.g. York) evidence clear progression routes through all the levels with many examples of learners progressing from taster sessions at Pre-Entry and Entry Level right through to Level 4 and even above. Other areas have plenty of provision but progression routes between providers is less clearly established, as in Scarborough for example where there is sufficient provision but less evidence of joined up progression planning across the provider base.

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[4] Google IT Certificates
[5] York and Scarborough CFO Hubs
[6] Better Connect Thriving At Work Programme

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4.   KEY FINDINGS – Activity 3 Gaps in Provision

4.1   There are a number of "cool" spots geographically that are not served as well as others in terms of accessibility to Pre-Level 2 provision. Areas experiencing this include Whitby, and the rural northern swathe of North Yorkshire extending right across from the coast to the furthest western areas of the county such as Settle and Hawes. Learners in these areas face the added barriers of lack of public transport and poor digital connectivity. Research suggests that individuals seeking Pre-Entry Level, Entry Level and Level 1 provision are less likely to travel to participate in it.

4.2   Local Authorities are responsible for ensuring that young adults aged 19-25 with an Education and Health Care Plan (EHCP) are supported with appropriate provision to meet their needs. As a priority for the local authorities, provision is available and fully funded for this cohort. There are, however, young adults who have Special Educational Needs and Disabilities (SEND) but because they do not have an EHCP are often not identified for added support and can slip through the net. They may also have additional needs due to other factors such as socio-economic status, which will affect their ability to access the support they need.

4.3   In some colleges, adult learners fall under in-filling arrangements into 16-18 provision, meaning they participate in courses alongside existing cohorts of young people. This is to ensure that courses remain financially viable, but some adults are uncomfortable as part of a minority among a class of 16–18-year-olds. There is scope for greater collaboration between colleges and local adult learning providers to refer adults onto appropriate provision.

4.4   There is very low demand for pre- Level 2 provision from employers on behalf of their employees. Standard in-work training courses tend to be pitched at Level 2 and above. It is not clear why this is the case as it was outside of the remit of this research.

5.   KEY FINDINGS – Activity 4 Barriers to progression

5.1   All providers offer an initial assessment to learners but not all learners will disclose their support needs at the beginning (or at all). This could be for a variety of reasons including undiagnosed learning difficulties or disabilities, lack of trust in educational institutions, impact of neurodiversity, or lack of confidence. The result of this is that learners do not progress as they might because they do not receive the support they need or access the wrap-around interventions aimed at overcoming non-learning barriers.

5.2   There are sometimes challenges to understanding adults' true learning needs. An individual may, for example, not be good at maths but the cause may not lie in their lack of numeracy skills but actually be due to poor English skills which prevent them from reading the question. Similarly, some people have a 'spikey' assessment profile meaning that they may be strong in speaking English but poor in reading or writing it. The provision therefore needs to be sufficiently sophisticated and flexible to reflect the individual learner's needs.

5.3   In some areas (e.g. Scarborough) there may be scope for improving strategic planning between providers offering provision of a similar type in the same locality. Providers might also do more in their annual curriculum planning cycle to align their offer to that

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of other local providers. This could also help with cohort sizes and avoid the risk of cancelled classes due to lack of take up.

5.4 The strength of the Community Learning Partnerships[7] is a good indicator of the level of coherence across the Pre-Level 2 provider network. In areas where a Community Learning Partnership is well established and active the levels of collaboration and alignment between providers is high. A weak or non-existent Community Learning Partnership inhibits progression pathways.

5.5 Digital poverty can inhibit or prevent people from accessing learning. This may be linked to their economic status, lack of digital skills, lack of access to appropriate equipment or lack of internet connectivity.

5.6 Whilst it is true that there is a good range of provision available for Pre-Level 2 learners, it is not always available at times or dates to suit the learner. Provision is often planned on a traditional term time cycle and potential learners are put on waiting lists. Sometimes it is not clear whether the sessions will take place at all unless there are sufficient numbers. This in itself creates barriers, and many are not prepared to wait.

5.7 There is growing understanding of how to support the mental health of learners with evidence pointing to an increasing need for such support. This is addressed in a range of ways from specific provision embedded within the curriculum, training tutors to be more aware of the signs of mental ill health and how to administer mental health first aid; to a broader offer that includes counselling skills (with clear progression routes).

6. KEY FINDINGS – Activity 5 Average Costs

6.1 Our research has found that calculating average costs for this type of provision is complex and problematic. The standard variables that impact on the costings and viability of provision (such as venue and tutor costs, resources needed, support requirements, number of learners, funding and costs of administration) must be considered as with other types of provision but there are other factors that can dramatically increase these costs for this learner cohort.

6.2 Factors that can affect costs include:
- Increased costs of engagement for hard-to-reach learners.
- Increased costs for learners once they are engaged in provision.
- Increased costs of additional staff with expertise appropriate for learners in this cohort such as reluctant or unmotivated learners, or those with complex or chaotic lives.
- Increased need for additional support to address factors which may impact on learning such as drug and alcohol misuse, domestic violence, mental ill health or disorders, undiagnosed learning difficulties or disabilities.
- Higher cost of tutors with appropriate skills, key workers or tutors with specialist vocational skills.

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[7] Community Learning Partnerships are local partnerships set up to provide both strategic and operational direction for the delivery of community learning provision. They include providers with a direct community learning allocation, third sector organisations and local FE providers.

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- Increased costs of one-to-one or key worker support which is more likely with this cohort than in mainstream provision.
- Increased cost of provision delivered in non-standard premises or in green spaces i.e. additional transport, resources and materials may be needed.

6.3   Despite the factors outlined above, we were able to ascertain actual costs from a number of providers and these are set out in full in Section 10.

6.4   As a general rule, learners who have more learning needs will require more costly provision and adults accessing Pre-Level 2 provision will often fall into this bracket. Therefore, Pre-level 2 provision, especially that which caters for hard-to-reach leaners is likely to have a significantly higher average costs than standard adult provision.

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7.   RECOMMENDATIONS

7.1   Support and incentivise providers to actively engage with other providers in their area to enhance progression pathways. For example, facilitate joint curriculum planning, maintain provider networks, contribute to collaborative working to fill gaps in provision and share best practice.

7.2   Explore expansion of good practice demonstrated by local authorities under their statutory duties to include other vulnerable groups, particularly vulnerable young adults without EHCPs.

7.3   Increase support for employers to take on vulnerable learners in supported internships, traineeships, Apprenticeships or other routes into employment. Many vulnerable learners have low skill levels, a lack of experience or a lack of individual support they need to progress into employment. Practical support such as physical adaptations of the workspace, brokering conversations between potential employees and employers, raising awareness of mental health and linking employers with peers who are also supporting vulnerable learners could be included in this support.

7.4   Provide capital funds to support low-income learners to access appropriate IT equipment and internet connectivity which has been shown to be successful. This is a comparatively low capital investment which can prove transformational, especially when linked with revenue funds to provide training and support.

7.5   Train volunteers who work in areas with vulnerable groups in Information, Advice and Guidance (IAG) to help strengthen referral mechanisms e.g. befriending services[8] in rural areas which offer weekly phone calls could include more structured advice about learning opportunities.

7.6   Ensure that provision includes support for those who are neurodivergent as well as those with a range of mental health challenges. This may include capacity building to raise awareness among providers, tutors and employers as well as diagnostic initial assessments that are configured to sensitively pick up undiagnosed neurodivergent characteristics in learners.

7.7   Support the establishment and development of Community Learning Partnerships in areas where they do not currently exist as there is strong evidence of their effectiveness in enhancing progression routeways, referral mechanisms and curriculum planning for Pre-Level 2 provision.

7.8   Ensure that strategic planning for provision to succeed European Structural Investment Funds (ESIF) and national lottery programmes is in place to maximise the chances of a seamless transition from current programmes to the new ones.

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[8] For example the AGE UK befriending service which can be found here https://www.ageuk.org.uk/york/our-services/reducing-loneliness/

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8. CONSULTATION METHODOLOGY

8.1 The approach consisted of:

8.1.1 Background desk-based research to set a context for the report with reviews of strategy and planning documents alongside data and interventions from the LEP and Government, National Careers Service, Careers Enterprise Company, EMSI, Burning Glass Technologies, NESTA and local CEIAG providers.

8.1.2 Identification of key providers and stakeholders in consultation with the LEP. This included:

   a. a selection of providers to cover a range of provision offered in Y&NY from large mainstream colleges to small niche providers delivering to targeted cohorts
   b. individuals and organisations who understand the needs of different types of adult learners from a range of backgrounds and motivations and those with extra learning or complex needs
   c. stakeholders from the voluntary and community sector or from referral organisations
   d. local authorities with statutory responsibility for the provision of learning to learners with an EHCP
   e. a geographical spread to establish the extent to which provision is offered across the area and the identification of spatial gaps.

8.1.3 Conducting in depth consultations singly or in groups using telephone or video calls to establish responses to the five main areas of research (best practice, progression destinations, gaps in provision, barriers to progression and average costs per learner).

8.1.4 Collation and analysis of findings and identification of key recommendations.

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9. ORGANISATIONS CONSULTED

9.1 27 people from the following 21 organisations were consulted.

Organisations consulted
Stakeholders
York and North Yorkshire LEP
The Opportunity Centre
City of York Council Skills Service
Education Development Trust (National Careers Service provider)
North Yorkshire County Council
Jobcentre Plus/DWP
Scarborough Borough Council
Community First Yorkshire
Chopsticks Charity - Supporting Adults with Disabilities
Providers
York Learning
Adult Learning and Skills Service, North Yorkshire County Council
Scarborough TEC
Askham Bryan College
Futureworks NY
York College
Craven College
Better Connect
Ingeus
Calderdale College
Thriving At Work
Disability Action Yorkshire

10. RESEARCH FINDINGS IN FULL

10.1 Activity 1 Best Practice

10.1.1   There is a wide range of Pre-Entry, Entry Level, Level 1 and employability skills provision available for people seeking work and those who are furthest away from employment but are actively seeking to move towards it. The offer includes basic skills (maths, English, IT) as well as employability training, vocational training (such as provision relating to careers in care) and wider support such as CV building, job search and interview skills.

10.1.2   Good practice at the engagement stage of learning is to establish trust in "safe" places where people who may benefit from Pre-level two provision feel comfortable and open to receive the information e.g. community centres, children's centres, sports centres, community cafes.

10.1.3   The same process for gaining trust in safe spaces applies to the ESOL (English for Speakers of Other Languages) cohort as prospective learners may lack either the confidence, language skills or knowledge to find the information about appropriate provision in the area e.g. at a hotel accommodating refugees to make the initial engagement.

10.1.4   Terminology is critical to attract Pre-Entry, Entry Level and Level 1 learners. Using learner-friendly language such as 'Get to know your laptop', 'You can zoom!' rather than 'IT' or 'digital' has proven to be more appealing to this cohort.

10.1.5   Good providers ensure that they build productive relationships with voluntary and community organisations which can offer referrals for learning. E.g. York Learning has strong collaborative arrangements with charities such as Kyra Women's Project, YorkeyDads, and York Cares[9].

10.1.6   There has been a welcome increase in online provision for Pre-Entry, Entry Level and Level 1 provision and this has meant that some learners have been able to access learning provision for the first time. However, this is only useful to those who have the digital skills, access to appropriate IT equipment and fast enough internet connectivity to take advantage of it. Those experiencing digital poverty, or very low or non-existent digital skills need one-to-one support and the right equipment to get started on.

10.1.7   There is an increase in blended learning provision for this cohort which combines initial one-to-one support and progressing to self-guided online provision with tutor support. This enables greater self-directed learning to accommodate learners' other commitments.

10.1.8   At least one college (Askham Bryan College) offers a Level 1.5 course for those learners who are not quite ready to progress to Level 2. This is an important bridge between L1 and L2 and helps learners progress seamlessly onto L2.

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[9] Websites for these organisations can be found here Kyra Women's Project, Menfulness YorkeyDads, https://www.yorkcares.co.uk/

10.1.9   Brochures are published by City of York Council and North Yorkshire County Council which set out the learning options, support and progression opportunities for young people aged 16-25. City of York Council issues a booklet called 'What's next: Life, Learning and Work 2021-2022?'[10] and NYCC issues four booklets centred on four geographical 'Hubs' (Selby, Harrogate, Northallerton and Scarborough). This is a statutory duty but demonstrates good practice that could potentially be rolled out to other vulnerable groups.

10.1.10   Provision that is delivered in non-traditional settings or environments can be very beneficial to learners who have had a poor experience in mainstream learning. Askham Bryan College, for example, runs Pre-Level Courses that embed access to green spaces and involve more physical and practical elements in the course content. This appeals to learners who are unwilling or unable to engage in the traditional classroom style of learning.

10.1.11   Similarly, the York Learning brochure 'York Learning for Everyone'[11] detailing city-wide Pre-Level 2 provision is mailed out three times a year to 90,000 residences in York. The design features, use of accessible language and accompanying case studies all aim to encourage participation from a wide range of underrepresented groups.

10.1.12   An array of sector-specific courses at Level 1 and linked to employment opportunities with skills shortages (e.g. health and social care) is available. The design and content of many of these courses reflect strong collaboration between employers and providers and serve as examples of best practice.

10.2   Activity 2 Progression Destinations

10.2.1   Progression routes vary across Y&NY. Some areas (e.g. York) evidence clear progression routes through all the levels with many examples of learners progressing from taster sessions at Pre-Entry and Entry Level right through to Level 4 and even above. Other areas have plenty of provision but progression routes between providers is less clearly established, where there is sufficient provision but less evidence of joined up progression planning across the provider base.

10.2.2   The key to supporting individuals to progress is at the critical transition stage from one level to a higher one. This is the time when learners may falter through lack of confidence therefore a stronger focus on providing the necessary support to enable successful transition is vital.

10.2.3   First steps learning and family learning are a good basis for starting the learning journey as they engage individuals through short sessions which are often linked to subjects that the learner enjoys or wants to improve for the benefit of their children. Progression then occurs more readily onto further learning and more formal subjects such as maths, English and digital skills.

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[10] Website: https://www.york.gov.uk/downloads/file/7339/what-s-next-life-learning-and-work-guide-2021-2022
[11] Website: York Learning for Everyone

10.2.4   Vulnerable learners and those with a very low starting point benefit from face- to - face and one –to- one support. The key worker model for very vulnerable learners is widely accepted as a benchmark for successful progression into further learning or employment.

10.2.5   Traineeships and supported internships are offered by both City of York Council (CYC) and North Yorkshire County Council services and these learners invariably progress on to Apprenticeships. Traineeships[12], the Kickstart programme[13] and supported internships rely on employers who can offer the extra time, learning environments and support functions that are required for this cohort.

10.2.6   There is a growing appetite for gaining entrepreneurial skills as more individuals want to set up in business. Widespread provision is available to help people looking to pursue this direction e.g. 'Rebel Business School'[14] and start up support available on the York and North Yorkshire Growth Hub[15].

10.2.7   Sector Based Work Academies are available but there is evidence of their variable effectiveness across Y&NY. They are at Level 1, involve employers and based on known job vacancies in a specific sector. A recent example is a course in chef skills created by York College to address the skills gap in hospitality. Unfortunately, this course did not go ahead as all but one of the learners found alternative provision or a job. The sole remaining candidate was taken on by a hotel and trained in-house.

10.2.8   Progression from mainstream publicly funded digital provision is offered in new ways to reflect demand from learners e.g. DWP now offers very popular Google IT certificates at Level 2. They deliver in-demand skills in data analytics, project management, UX design, and IT support. They are valued by industry, offer a structured online learning platform and enable learners to advance at their own pace.

10.2.9   There is growing awareness of the importance of learner's mental health and increasing demand for support in this area. This is addressed in a range of ways from specific provision embedded within the curriculum, training tutors be more aware of the signs of mental ill health and how to administer mental health first aid; to a broader offer that includes counselling skills (with clear progression routes).

10.2.10   Targeted support is also available for those who are neurodivergent. This includes one- to -one support for the learner and also encompasses a wider support package to help people move into and stay in employment. Help is wide ranging. It can include facilitating conversations with employers, coaching and confidence building, as well as supporting employers to make appropriate changes at work.

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[12] Website: https://www.gov.uk/government/collections/traineeships--2
[13] Website: https://www.gov.uk/government/collections/kickstart-scheme
[14] Website: https://therebelschool.com/
[15] Website: https://www.ynygrowthhub.com/

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This support is delivered in partnership with specialists in the area e.g. York MIND[16], Autism Plus[17].

10.2.11   Precision targeted or niche provision (such as the provision aimed at ex-offenders delivered by Ingeus[18] or the Thriving at Work[19] programme delivered by Better Connect) is well represented across Y&NY. Provision such as this works well as it uses the established partnership networks and referral mechanisms to offer provision targeted at individuals with specific needs.

10.3   **Activity 3 Gaps in Provision**

10.3.1   In some colleges, adult learners fall under in-filling arrangements into 16-18 provision, meaning they participate in courses alongside existing cohorts of young people. This is to ensure that courses remain viable, but some adults are uncomfortable as part of a minority among a class of 16-18 year olds. There is scope for greater collaboration between colleges and local adult learning providers to refer adults onto appropriate provision, therefore ensuring they are referred on to the most appropriate provision.

10.3.2   Local Authorities are responsible for ensuring that young adults aged 19-25 with an Education and Health Care Plan (EHCP) are supported with appropriate provision to meet their needs. As a legal responsibility for all local authorities, provision is available in this area and is fully funded for this cohort. There are, however, young adults who have Special Educational Needs and Disabilities (SEND) but because they do not have an EHCP are often not identified for added support and can slip through the net. They may also have additional needs due to other factors such as a low socio-economic status which will affect their ability to access the support they need.

10.3.3   A lack of provision for vulnerable young people in this group was highlighted by some consultees. However, this provision is available (for example Princes Trust delivered by Askham Bryan College[20]) so the issue may lie elsewhere e.g. with inadequate referral mechanisms, poor IAG, poor promotion of courses or transport issues.

10.3.4   The North Yorkshire Adult Learning & Skills Service and York Learning Service provide a range of pre-Level Two provision, but it is more readily available to learners in towns and cities.

10.3.5   There are a number of cool spots geographically that are not served as well as others in terms of accessibility to Pre-Level 2 provision. Areas experiencing this include Whitby, and the rural northern swathe of North Yorkshire extending across from the coast to the furthest western areas of the county such as Settle and Hawes. Learners in these areas face the added barriers of lack of public transport and poor digital connectivity. Research suggests that individuals seeking Pre-

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[16] Website: https://www.yorkmind.org.uk/
[17] Website: https://autismplus.co.uk/
[18] CFO York and Scarborough Activity Hubs. Website: https://yorklearning.org.uk/projects/cfo-activity-hubs/
[19] Website: https://betterconnect.org.uk/our-projects/thriving-at-work/#:~:text=What%20is%20Thriving%20at%20Work,or%20experience%20mental%20health%20challenges.
[20] Website: https://www.askham-bryan.ac.uk/courses/princes-trust/

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Entry Level, Entry Level and Level 1 provision are less likely to travel to participate in it.

10.4 Activity 4 Barriers to progression

10.4.1 All providers offer an initial assessment to learners but not all learners will disclose their support needs at this initial stage of engagement (or at all). This could be for a variety of reasons including unwillingness to disclose support needs, undiagnosed learning difficulties or disabilities, impact of neurodiversity, or lack of confidence. The result of this is that learners do not progress as they might.

10.4.2 There are sometimes challenges to understanding adults' true learning needs. An individual may, for example, not be good at maths but the cause may lie in poor English skills that means they cannot read the question. Similarly, some people have a 'spikey' profile meaning that they may be strong in speaking English but poor in reading or writing it. The provision therefore needs to be sufficiently sophisticated and flexible to reflect the individual learner's needs.

10.4.3 In some areas (e.g. Scarborough) there may be scope for improving strategic planning between providers offering provision of a similar type in the same locality. Providers might also do more in their annual curriculum planning cycle to align their offer to that of other local providers. This could also help with cohort sizes and avoid the risk of cancelled classes due to lack of take up.

10.4.4 The strength of the Community Learning Partnerships[21] is a good indicator of the level of coherence across the Pre-Level 2 provider network. In areas where a Community Learning Partnership is well established and active the levels of collaboration and alignment between providers is high. A weak or non-existent Community Learning Partnership inhibits progression pathways.

10.4.5 Digital poverty can inhibit or prevent people from accessing learning. This may be linked to their economic status, lack of digital skills, lack of access to appropriate equipment or lack of internet connectivity.

10.4.6 Whilst it is true that there is a good range of provision available for Pre-Level 2 learners, it is not always available at times or dates to suit every learner. Provision is often planned on a traditional term time cycle and potential learners are put on waiting lists. Sometimes it is not clear whether the sessions will take place at all unless there are sufficient numbers. This in itself creates barriers, and many learners are not prepared to wait.

10.4.7 The delivery location can be a barrier to take up as vulnerable learners often do not want to attend traditional institutions either because of a lack of confidence or due to previous negative experiences in such settings.

10.4.8 There is very low demand for Pre- Level 2 provision from employers on behalf of their employees. Standard in-work training courses tend to be pitched at Level 2 and above.

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[21] Community Learning Partnerships are local partnerships set up to provide both strategic and operational direction for the delivery of community learning provision. They include providers with a direct community learning allocation, third sector organisations and local FE providers.

10.5 Activity 5 Average Costs

10.5.1 It has been difficult to establish average costs across this provision as the variables involved in delivering it vary enormously. All providers have some sort of methodology to work out the viability of a particular course and this usually considers venue costs, tutor costs, resources or materials needed, support requirements, number of learners, amount of funding attracted or charged and costs of advertising or administration.

10.5.2 Factors that affect costs include:
- o Increased costs of engagement for hard-to-reach learners.
- o Increased costs for learners once they are engaged in provision.
- o Increased costs of additional staff with expertise appropriate for learners in this cohort such as reluctant or unmotivated learners, or those with complex or chaotic lives.
- o Increased need for additional support to address factors which may impact on learning such as drug and alcohol misuse, domestic violence, mental ill health or disorders, undiagnosed learning difficulties or disabilities.
- o Higher cost of tutors with appropriate skills, key workers or tutors with specialist vocational skills.
- o Increased costs of one-to-one or key worker support which is more likely in this cohort than mainstream provision.
- o Increased cost of provision delivered in non-standard premises or in green spaces i.e. additional transport, resources and materials may be needed.

10.5.3 The strategic goals of the provider also come into play as they seek to balance the curriculum offer to enable provision to be offered to all types of learners. Provision for learners with more support needs is more expensive, especially if one-to-one support is required. This can be offset by cheaper provision for the provider and that which attracts higher funding.

10.5.4 Our research has concluded that actually costing this type of provision is complex and problematic. York Learning, for example, estimated the average cost per learner for face-to-face and one-to-one accredited learning to be £136 per hour. For motivated learners in groups of 12-14 this was estimated to be lower at £90ph. NYCC Adult Learning Service estimated £360 per hour as a cost for both Entry Level and Level 1 provision which is delivered one-to-one.

10.5.5 Providers report that recruitment of tutors in some sector subject areas is very challenging. This is particularly the case for vocational subjects such as construction, engineering and IT. As a general principle, tutors cost around £60 per hour with on-costs.

10.5.6 To support very vulnerable learners the average total cost per learner is £3,500 for the duration of their participation (which could be over 12 months for those with multiple barriers to learning). This is based on the key worker model which has good results but costs significantly more than traditional models of learning.

10.5.7 For provision offered to employed people through programme-led funding such as ESF, the average costs per learner are £910 for regulated provision and £122 for non-regulated.

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10.5.8   Average costs for young people who are Not in Education, Employment or Training (NEET) (up to the age of 25) was reported as £2,000 per learner for up to 18 months.

11. GLOSSARY

Adult Education Budget (AEB)	AEB-funded learning aims to engage adults and provide the skills and learning they need to progress into work or equip them for an apprenticeship or other learning. It enables the provision of more flexible tailored programmes of learning, which may or may not require a qualification, to help eligible learners engage in learning, build confidence, and/or enhance their wellbeing.
AEB Entitlement	ESFA funded AEB includes support for four legal entitlements to full funding for eligible adult learners. These entitlements are set out in the Adult Education Budget Funding Rules 2021 to 2022 (Website: https://www.gov.uk/guidance/adult-education-budget-aeb-funding-rules-2021-to-2022, and enable eligible learners to be fully funded for the following qualifications: • English and maths, up to and including Level 2, for individuals aged 19 and over, who have not previously attained a GCSE grade 4 (C), or higher, and/or • First full qualification at Level 2 for individuals aged 19 to 23, and/or • First full qualification at Level 3 for individuals aged 19 to 23 • Essential digital skills qualifications, up to and including Level 1, for individuals aged 19 and over, who have digital skills assessed at below Level 1.
Adult Learning and Skills Service (ALSS)	North Yorkshire County Council's service responsible for community learning provision. (Website: https://www.northyorks.gov.uk/adult-education-and-training-courses)
Burning Glass Technologies	Commercial organisation providing labour market insights, reports and data based on analysis of big data from job postings on the internet. (Website: https://www.burning-glass.com/products/labor-insight/)
Careers Education, Information, Advice and Guidance (CEIAG)	Careers Education, Information, Advice and Guidance is activity and support to prepare students for life in the world of work by providing the knowledge, understanding, confidence and skills that they need to make informed choices and plans for their future learning and career
Careers & Enterprise Company	National body for careers education in schools and colleges. (Website: https://www.careersandenterprise.co.uk/who-we-are/)
Community Learning (CL)	Helps people of different ages and backgrounds gain a new skill, reconnect with learning, pursue an interest, and learn how to support their children better, or prepare for progression to more formal courses / employment. First steps and family learning are included in this type of learning.
COVID (-19)	Global pandemic, affecting the delivery of learning with ongoing impact on a range of factors such as teaching practices, mental health and access to resources.
Education and Health Care Plan (EHCP)	An education, health and care plan is for children and young people aged up to 25 who need more support than is available through special educational needs support. EHC plans identify educational, health and social needs and set out the additional support to meet those needs.

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Education, Skills and Funding Agency (ESFA)	Accountable for funding education and skills for children, young people and adults. ESFA is an executive agency, sponsored by the Department for Education.
EMSI	Commercial organisation which provides Labour Market Information and reports based on analysis of big data gleaned from job postings on the internet. (Website: https://www.economicmodeling.com/)
Entry Level	The first and most basic level on Ofqual's Regulated Qualifications Framework (RQF) which structures the different levels of learning in education. Divided into three (Entry Level 1,2 and 3 with 3 being the most advanced), these levels are the most basic form of education and often provide an introduction to a subject. Level 1 is the next level up. There are 8 Levels in total.
Functional Skills	Applied practical skills in English, maths and ICT that provide the learner with the essential knowledge, skills and understanding to enable them to operate effectively and independently in life and work.
Information, Advice and Guidance (IAG)	Support and activities that help individuals to gain information about opportunities open to them about learning or work. Adult provision is delivered through the National Careers Service, and typically provided by training providers alongside their provision.
Institute of Technology (IoT)	A government-supported initiative aimed at increasing technical skills in the labour market and workforce. IoTs are collaborations between further education (FE) providers, universities and employers. They specialise in delivering higher technical education (at Levels 4 and 5) with a focus on STEM (science, technology, engineering and mathematics) subjects. York College leads the Yorkshire and Humber IoT, working with 7 Further Education Colleges across York, North Yorkshire and East Riding, along with the University of Hull and York St John's University.
ITPs	Independent Training Providers.
Key worker	A widely accepted practice within provision for vulnerable learners which incorporates an assigned individual who helps the learner to progress in the towards a positive outcome.
Leadership and Management (L&M)	Typically covers a wide range of learning and levels, including change management, team building, coaching, communications and motivating people.
Learner Support	Learner support relates to help the learner might need with any personal issues, and/or general advice and guidance such as financial support, transport or childcare.
Learning Support	Learning support enables providers to meet the financial costs of putting in place reasonable adjustments for learners with an identified learning difficulty and/or disability.
National Careers Service	The National Careers Service provides information, advice and guidance on learning, training, career choice, career development, job search, and the labour market. It can be accessed online, by telephone, and face to face (for people aged 19 and over). (Website: https://nationalcareers.service.gov.uk/)

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Neurodiversity	The range of differences in individual brain function and behavioural traits, regarded as part of normal variation in the human population (used especially in the context of autistic spectrum disorders).
Non-Regulated Learning	Learning which is not subject to awarding organisation external accreditation in the form of a regulated qualification. It may be designed, delivered and certificated by a provider or another organisation. Community learning typically falls into this category.
Pre-Entry Level	Qualifications that are aimed at learning at a more basic level than the lowest Entry Level on the RQF and serve to progress learners on to Entry Level provision.
Regulated Learning	Provision which is subject to formal, external accreditation and may be funded by public funding streams such as the Adult Education Budget.
Reskilling	Reskilling is the process of learning new skills so an individual can do a different job in, for example, a completely different occupational area, or sector.
Sector Based Work Academies (SWAPs)	A DWP initiative which helps people in receipt of unemployment benefits prepare to work in a different area of work. SWAPs include pre-employment training, a work experience placement and a guaranteed interview with an employer.
Skills Gaps	When existing employees within an organisation are not fully proficient in their job and are not able to make the required contribution to the achievement of business or public service objectives.
Skills Shortages	Where there are vacancies that are hard-to-fill due a lack of candidates with the required skills.
STEM	Science, Technology, Engineering and Maths.
Transferable Skills	Skills and abilities that are relevant and helpful across different areas of life: socially, professionally and throughout education. They are 'portable skills' and include Technical; Communication, Critical Thinking, Multitasking, Teamwork, Creativity and Leadership. There are useful resources available to explain how transferable skills can be identified and used in job searches e.g. https://www.indeed.com/career-advice/resumes-cover-letters/transferable-skills
Upskilling	Upskilling is the process of learning new skills or of teaching new skills within existing occupations.
York Learning	City of York Council's service responsible for adult and community learning provision.

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APPENDIX: ROUTE MAP

Progression Routes to Level Two Provision - Route Maps for Learners

The route maps set out below are based on the primary research undertaken into Progression Routes to Level Two on behalf of York and North Yorkshire LEP (Y&NY LEP). The research, undertaken between October and December 2021, was led by Annabel Jelley of Annabel Jelley Consultants, supported by Nada Tokos of Tokos Solutions.

The purpose of the research was to improve the LEP's understanding of the array of pre-Level 2 support across Y&NY, to identify where there might be gaps in provision and how these might be effectively addressed.

The route maps are based on five typical learner types which exemplify key findings in the research and highlight the different paths that learners take depending on their circumstances. The learner types have been selected to highlight the opportunities available to them, their differing support needs, the range of barriers that learners commonly face and how these barriers can be most effectively overcome.

The route maps reflect the current provision which is available in York and North Yorkshire. Provision is offered through a variety of delivery mechanisms and funding streams from nationally funded education and programmes (e.g. Adult Education Budget, Apprenticeships, Kickstart and the DWP's Sector Based Work Academies), local authority services, flexibly funded projects (such as ESIF, CLLD and the National Lottery Community Fund) and activities offered by the VCSE sector. Provision changes regularly and as such the resource and provision bank is correct at the time of writing and is subject to change.

Five Typical Learner Types

Learner	Description	Prior education or skills	Possible level of motivation, factors influencing motivation	Possible barriers to learning; • **Personal (e.g. caring commitments, learning difficulties or disabilities, lack of confidence, ESOL)** • **Economic (e.g. cost of provision, transport, childcare, or equipment)** • **Infrastructural (e.g. access to internet, rurality, transport)** • **Health (e.g. mental health issues, physical or mental disability)**
Learner A	Adult soon to be unemployed from part-time low-income job (e.g. retail) and wish to transfer to sector with vacancies e.g. construction. Learner is motivated, possesses employability and digital skills.	Low skills attainment from formal schooling. Has learnt on the job. May have undisclosed or unknown learning difficulty. Has transferable skills from previous roles such as cash handling, or customer service.	High, needs to find a job to pay the bills. May be first time in many years that individual has looked for work and needs help with CV and confidence building.	Does not know where to access provision. Does not know what quals or skills they need for new job role. Does not know what job opportunities are in local area.
Learner B	Older adult economically inactive due to caring responsibilities for many	Low skills attainment and low confidence. Little or	Motivated to join the labour force but lacks confidence in ability.	Does not know where to access provision. Does not

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(smiley)	years but now wishes to join the labour force. Lacks confidence, with poor functional skills.	no experience with digital skills.	Lacks knowledge of current opportunities and how to access them.	know what job opportunities are in local area. May lack confidence.
Learner C (smiley)	Referred from a support service provider and have multiple barriers to access provision such as drug or alcohol misuse, homelessness. Marginalised, furthest from labour market. Characterised by intergenerational unemployment.	Mixed prior attainment perhaps not disclosed. Possible undiagnosed learning difficulty such as dyslexia.	Low, has been mandated to provision otherwise benefits will be forfeited. Has poor experience with formal education, low levels of trust.	Mistrust of learning institutions, low levels of self-esteem, chaotic lifestyle, lack of support
Learner D (smiley)	Person with EHCP. Has barriers to accessing mainstream provision due to physical or mental disabilities or difficulties therefore requires extra support and learning resources.	Mixed, could be preEntry level for people with profound LLDD. Could have high academic potential but be on autistic spectrum. Requires substantial support to access learning.	Mixed depending on personal circumstances.	Requires significant support to access provision both physically and in terms of learning support. Dependent on support to access provision geographically.
Learner E (smiley)	Young adult 19-25 with low skills attainment, learning difficulties or SEN but not EHCP. May be neurodiverse.	Low skills attainment, possible lack of trust in formal education, may have struggled in mainstream education.	Low, may have tried and failed in many settings. Lacking in employability skills or life experience. May have lack of personal support from family, may be a care leaver.	Learning difficulties, possible lack of supportive home environment, may be on benefits which are affected by some types of learning provision.

Summary Route Maps

	Route A Learner A is being made redundant from job in low skilled/low pay sector Click here for further detail	Route B Learner B has been economically inactive for several years and now wishes to work Click here for further detail	Route C Learner C is long term unemployed, has multiple barriers to learning and work Click here for further detail	Route D Learner D has learning difficulties and disabilities with and EHCP Click here for further detail	Route E Learner E is a young adult 19-25 with low skills attainment, or learning difficulties or SEND Click here for further detail
Stage 1 **Engagement**	JCP will coordinate response. Employer liaison depending on size of company Local job hub or LA skills support officer	Learner may self-refer to provision through conventional media such as brochures, website, peer-to-peer recommendation or leaflets Learner may be signposted through community hubs, libraries, or taster sessions.	Learner is referred from third party such as local authority support services, DWP programmes, JCP, VCSE support. Skilled key workers are necessary to engage with learners who have multiple barriers to learning and work. Learner is unlikely to self-refer.	Engagement comes via the local authority which has a statutory duty to provide appropriate provision for adults up to 25 with an EHCP. Adults 25+ who have SEND have a personal care plan which includes educational and skills activities if appropriate.	Learners in this cohort are unlikely to self-refer. Engagement may come via VSCE routes or through Local Authority support services such as the Developing Stronger Families initiative. Some learners may become known to social services such as through the Youth Justice Service.
Outcome	JCP or HR resource supports learner to plan their future career and skills attainment effectively.	Learner becomes knowledgeable about provision available and how to access it.	Learner engages with key worker and starts discussions regarding future learning plans.	Learner has an EHCP or personal care plan which sets out the provision available and how the learner will access it.	Learner engages with key worker, starts to build trust and starts discussions regarding future learning plans.
	⬇	⬇	⬇	⬇	⬇

	Route A	Route B	Route C	Route D	Route E
Stage 2 **Assessment of need**	Assess existing skills, educational attainment, and transferable skills to understand needs of individual. Conducted by JCP, learning provider or HR Assessment of need is done through skills scans, initial assessment tools, dialogue between individual and support worker.	Adult learning provision has initial assessment embedded within it. For taster sessions and family learning this will be light touch to begin with so that the learner builds confidence. Assessments of maths, English and digital literacy are built into provision appropriately.	All stages take longer for reluctant, unmotivated or learners with multiple barriers. Key worker conducts initial assessment with learner in appropriate way considering the background of the learner. Assessment of learning needs is considered alongside other needs such as mental health, childcare costs or responsibilities, transport, and access to benefits.	This occurs with local authority dedicated support and formal processes laid down by law. Information is readily available and a range of provision to suite learner needs is offered. The outcome is a plan (i.e. EHCP or Care Plan for people aged 25+) which specifies the needs of the learner, the goals, outcomes desired and reviews.	Key worker supports learner to identify barriers to learning. This cohort of learners requires sensitive and expert support to understand the issues affecting the learner and how to address them. Assessment of need may be done in an informal and less structured way than for other learners.
Outcome	Initial Assessment completed	Initial Assessment completed	Initial Assessment completed	Initial Assessment completed	Initial Assessment completed

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	Route A	Route B	Route C	Route D	Route E
Stage 3 **IAG provision**	Identify and link learner to range of sources available to support knowledge of skills needs and jobs in the locality e.g. JCP advisor, NCS phone line, online resources, job shop.	Tutor works with learner to plan progression towards employment. This plan is reviewed and monitored regularly.	Key worker works with learner to address barriers to learning and sourcing the most appropriate provision for the learner. Identify local opportunities for SWAPs, supported work placements, Kickstart, Apprenticeships.	IAG is delivered as part of the supported learning environments offered for this cohort. Signposting and referral mechanisms are in place to enable people to progress rather than be cycled through the same provision year after year.	IAG may be delivered by key workers and embedded within the support available to an individual. The key worker is needed to coordinate sometimes complex and long term support.
Outcome	Individual understands careers options and can make personal decisions based on them	Individual understands careers options and can make personal decisions based on them	Individual understands careers options and can make personal decisions based on them	Learner is supported to understand and plan personal learning journey towards an appropriate destination	Learner is supported to understand and plan personal learning journey towards an appropriate destination

	Route A	Route B	Route C	Route D	Route E
Stage 4 **Learning & support plan development**	Considering initial assessment and IAG, plan is drawn up to support individual towards agreed outcome e.g. new job, qualification skill and where and when this can be accessed.	First steps learning may be generic and short to begin with so that the learner build confidence. Learning can be arranged to fit into existing commitments. Extra learning support (e.g. for dyslexia) is identified.	Support to address barriers to learning is put in place. This may include a range of provision from different providers which is drawn together in one plan with the learner and key worker. Identification of vocational learning path to reflect local labour vacancies and skills priorities in the area.	North Yorkshire operates a Supported Employment Service that offers a range of support to help learners gain the skills they need for employment. This includes support for employers who offer placements. Locally tailored provision is offered by a range of VCSE and CECs and businesses e.g. Chopsticks. City of York Council offers initiatives to support adults with SEND to access learning provision and employment. This includes supported work placements.	A range of provision is available across the area which is locally focussed and delivered by expert organisations at grass roots level. Provision for people with complex needs such as depression, substance misuse and ex-offenders is available with effective referral mechanisms.
Outcome	Individual Learning Plan complete	Individual Learning Plan complete	Individual Learning Plan complete	Individual Learning Plan complete	Individual Learning Plan complete
	⬇	⬇	⬇	⬇	⬇

	Route A	Route B	Route C	Route D	Route E
Stage 5 **Accessing provision**	Learner enrols on provision, accessing support (e.g. funding/learning support) and resources as needed. Job search and employability skills accessed as appropriate.	Learner enrols on provision, getting one-to-one support where needed. This can be important at the early stages if the learner has not been in education for a long time and lacks confidence.	A range of provision is available across the area which is locally focussed and delivered by expert organisations at grass roots level. Provision for people with complex needs such as depression, substance misuse and ex-offenders is available with effective referral mechanisms. Key worker supports learner to access provision. Learner support funding (to pay for resources such as equipment, travel and childcare) is available.	Provision and support are available for learners with additional needs. This includes supported employment opportunities. A range of provision is available across the area which is locally focussed and delivered by expert organisations at grass roots level.	Employability skills delivered by range of providers including flexibly funded (ESIF) provision (e.g. Action Towards Inclusion), nationally funded provision such as the DWP's Restart programme which offers a range of employability support to job-seekers or charity funded provision such as Yorkshire Employability. Provision for people with specific barriers (e.g. ex-offenders) is available (e.g. CFO3). Locally tailored provision is offered in areas with high deprivation (e.g. CLLD).
Outcome	Course/qualification is completed successfully	Course/qualification is completed successfully	Course/qualification is completed successfully	Course/qualification is completed successfully	Course/qualification is completed successfully

	Route A	Route B	Route C	Route D	Route E
Stage 6 **Exit/progression**	Progress to Level 2 provision in functional skills as appropriate. Progress to appropriate learning provision linked to job vacancy e.g. Care Certificate.	Progression to higher level and longer courses. Progression to higher levels of functional skills as appropriate. Progress to employment.	Nationally funded programmes available to support people into jobs such as Traineeships, Apprenticeships, and Kickstart. Action Towards Inclusion (ESIF funded) offers a large range of provision to help people move towards employment. Provision is wide ranging and covers different learning needs ESIF funded programmes such as Community Grants such learners in community settings and linked to the VSCE sector to gain skills. A suite of functional skills and vocational learning programmes are offered by adult learning services (NYCC and CYC) and local colleges across the patch.	Action Towards Inclusion (ESIF funded) offers a large range of provision to help people move towards employment. Provision is wide ranging and covers different learning needs ESIF funded programmes such as Community Grants such learners in community settings and linked to the VSCE sector to gain skills. A suite of functional skills and vocational learning programmes are offered by adult learning services (NYCC and CYC) and local colleges across the patch.	A range of functional skills and vocational learning programmes are offered by adult learning services (NYCC and CYC) and local colleges across the patch. Provision which offers an alternative to mainstream is available such as Princes Trust and FLEX provision at Askham Bryan College. Courses to support enterprise and entrepreneurship are available.

			Online learning is available in a range of sectors. Courses to support enterprise and entrepreneurship are available.		
Outcome	New job secured. Further learning.	Job secured. Progression to further learning.	Progress to further learning, Traineeship, Apprenticeship, Kickstart or SWAP. Progress to employment.	Progression to further learning, assisted employment or job.	Progress to further learning, Traineeship, Apprenticeship, Kickstart or SWAP. Progress to employment.

Resource And Provision Bank

Links have been grouped to reflect the most relevant learner type. However, all links may be of use to other learner types depending on eligibility criteria.

Resource and provision bank	Route A	Route B	Route C	Route D	Route E
Stages 1 - 3 Engagement, Assessment of Need and IAG	National Careers Service Job Centre Plus Job Help Campaign The Skills Network Online Courses Skills for Life Campaign	Education Development Trust Careers Service Job Help Campaign The Skills Network Online Courses Skills for Life Campaign	The Opportunity Centre York ATI partnership and provision list York Apprenticeship Guide MIND Back to Work support North Yorkshire Horizons Support for Drug and Alcohol Recovery Service York in Recovery Service Changing Lives CFO Activity Hubs York and Scarborough Resume Foundation Employability Hub Migration Yorkshire	ATI partnership and provision list SCOPE Employment Support Service Disability Action Yorkshire	ATI partnership and provision list Job Help Campaign York College Careers Service York Apprenticeship Guide CYC Post16 Futures Booklet North Yorkshire Horizons Support for Drug and Alcohol Recovery Service Resume Foundation Employability Hub

Stage 4 & 5 Learning support and provision	York Learning North Yorkshire Adult Learning and Skills Service Yorkshire in Business Google IT Certificates Business in the Community Experience Counts York	York Learning North Yorkshire Adult Learning and Skills Service Google IT Certificates Business in the Community Experience Counts York	York Apprenticeship Hub Advantage Coast (CLLD) Action Towards Inclusion Community Grants Askham Bryan College FLEX provision Business in the Community Princes Trust Exploring Enterprise	York College Pathway-to-work-and-independent-living Scarborough TEC Foundation Learning Selby College Foundation Learning Craven College Foundation Learning Harrogate College Foundation Skills Darlington College Courses	NYCC Supported Employment Disabled People NYCC Youth Justice Service SEND York YorOK services York Apprenticeship Hub Askham Bryan College Princes Trust Princes Trust Online resources for young people Princes Trust Exploring Enterprise Aspire Igen Accelerate Project Wild CIC

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Further Details Of Each Route Map

ROUTEWAY A

Learner A	Description	Prior education or skills	Possible level of motivation, factors influencing motivation	Possible barriers to learning; • **Geography** • **Language** • **Health** • **Knowledge** • **Access (internet, IT equipment)** • **Affordability** • **Lack of confidence** • **Lack of knowledge** • **Lack of trust** • **Chaotic lifestyle, substance misuse**
A	Middle aged adult soon to be unemployed from part-time low-income job (e.g. retail) and wish to transfer to sector with vacancies e.g. construction. Learner is motivated, possesses employability and digital skills.	Low skills attainment from formal schooling. Has learnt on the job. May have undisclosed or unknown learning difficulty. Has transferable skills from previous roles such as cash handling, or customer service.	High, needs to find a job to pay the bills. May be first time in many years that individual has looked for work and needs help with CV and confidence building.	Does not know where to access provision. Does not know what quals or skills they need for new job role. Does not know what job opportunities are in local area.

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Learner	Engagement – who will engage via which channels and how and what is the outcome.	Assessment of need – who will do this and how – what is the outcome – understanding of skills individual has (functional, employability, vocational, transferable) – and weaknesses.	IAG provision – who/how – what is the outcome – understanding of needs, matching of aspirations with opportunities/ including relevance of skills to different opportunities.	Learning & support plan development – who/how (including wrap-around).	Accessing provision – who/how – brokerage and collaboration with specific providers (details of providers who can deliver e.g. digital skills, personal development skills, specific vocational skills).	Exit/Progression – who/how – outcome.
A	JCP work coach acts as liaison with company making redundancies. JCP will coordinate response. JCP has current list of all opportunities available at that time and in the locality. Some companies may also have skills training as part of	JCP advisors via face to face, video or telephone link. Possibly HR rep from company making redundancies Local college or training provider outreach team or student services.	JCP has an up to date list of all the provision on offer in the locality and can signpost, refer and recommend a person to appropriate provision. National Career Service Advisor (national phone line and online information)	College, learning provider, skills support programme e.g. Skills Support for the Workforce (which includes support for redundancy). JCP advisor. Employability skills such as CV building, job search, interview skills.	Depending on location the provider may be a college, adult learning service, ITP, or online learning e.g. Google Career Certificates. Provision accessed at appropriate level. Provision may involve several	Progress to Level 2 provision in functional skills as appropriate. Progress to appropriate learning provision linked to job vacancy e.g. Care Certificate. May be linked to a Sector Based Work Academy which includes guaranteed

their redundancy programme. E.g. John Lewis. ESIF programme support e.g. SSR or SSU. May be local hub (job shop such as Opportunity Centre) available depending on locality.	Assessment of need is done through skills scans, initial assessment tools, dialogue between individual and support worker. Outcome; A desired outcome by the learner (e.g. a job), a plan of how to get there, options for progression and support measures along the way.	online IAG portal such as Assessment of transferable skills such as customer service, call handling, cash handling, forklift truck driving. Assessment of employability skills and identification of suitable job roles available. Coaching or mentoring of individual to understand strengths and aspirations. Knowledge transfer of roles the individual may not be aware of e.g. remote call handling of customer service.	Confidence building.	providers e.g. adult learning service for maths and English, vocational provision offered by local college or ITP.	interview with local employer. Progression to jobs which are in economically important sectors or reflect new job roles as part of journey to net zero (e.g. a person from a traditional retail may use their experience to open up their own online shop).

ROUTEWAY B

Learner	Description	Prior education or skills	Possible level of motivation, factors influencing motivation	Possible barriers to learning; • **Geography** • **Language** • **Health** • **Knowledge** • **Access (internet, IT equipment)** • **Affordability** • **Lack of confidence** • **Lack of knowledge** • **Lack of trust** • **Chaotic lifestyle, substance misuse**
B	Middle aged adult economically inactive due to caring responsibilities for many years but now wishes to join the labour force. Lacks confidence, with poor functional skills.	Low skills attainment and low confidence. Little or no experience with digital skills.	Motivated to join the labour force but lacks confidence in ability. Lacks knowledge of current opportunities and how to access them.	Does not know where to access provision. Does not know what job opportunities are in local area. Lacks confidence.

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Learner	**Engagement** – who will engage via which channels and how and what is the outcome.	**Assessment of need** – who will do this and how – what is the outcome – understanding of skills individual has (functional, employability, vocational, transferable) – and weaknesses.	**IAG provision** – who/how – what is the outcome – understanding of needs, matching of aspirations with opportunities/ including relevance of skills to different opportunities.	**Learning & support plan development** – who/how (including wrap-around).	**Accessing provision** – who/how – brokerage and collaboration with specific providers (details of providers who can deliver e.g. digital skills, personal development skills, specific vocational skills).	**Exit/Progression** – who/how – outcome.
  B	Community outreach e.g. social worker; volunteer in local health or community venue such as drop in centre, peer-to-peer or neighbour recommendation, library volunteer, community hub, doctors' surgery, women's centre, church centre.	Initial assessment in an informal setting, keeping bureaucracy to a minimum. May be conducted during first steps learning engagement such as 'coffee and craft' to build confidence before setting out on more formal skills plan.	Adult Learning Service or local community learning centre. Initial assessment may be a long process which starts with small steps to engagement in which limited information is gathered. As confidence is built, more information about	One-to-one support may be needed at the beginning of the learner journey to build confidence. For Pre-Entry, and Entry Level digital skills, face to face is a must as learners need support to get IT equipment up and running and to gain the basic skills needed to navigate digitally.	Provision is offered in local venues (by Adult Learning Services) that are near to where people live, are known to them and are not too daunting. Online provision is available for those who are digitally competent and motivated enough to self-guide	Functional skills are all offered with progression routes and support at transition. Tutors are trained to support learners coming to the end of their course to progress on to the next one. As learning progresses, IAG is given to enable the learner to plan their longer term

| | | | | prior attainment, goals and skills assessments can be made. | As the learner engages and achieves bite-size courses and lower level qualifications, more formal provision can be planned. This may include a formal maths or English qualification which are offered in all locations with progression through the levels to Level 2. | through the course. | goals such as a job or further learning e.g. start with L1 maths and progress through L2 maths to bookkeeping and accountancy.

May access blended learning model such as counselling skills which has a tutor linked to provision and regular tutorials but the learning is online and self-guided. |

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ROUTEWAY C

Learner	Description	Prior education or skills	Possible level of motivation, factors influencing motivation	Possible barriers to learning; **Geography** **Language** **Health** **Knowledge** **Access (internet, IT equipment)** **Affordability** **Lack of confidence** **Lack of knowledge** **Lack of trust** **Chaotic lifestyle, substance misuse**
C	Referred from a support service provider and have multiple barriers to access provision such as drug or alcohol misuse, homelessness.	Mixed prior attainment perhaps not disclosed. Possible undiagnosed learning difficulty such as dyslexia.	Low, has been mandated to provision otherwise benefits will be forfeited. Has poor experience with formal education, low levels of trust.	Mistrust of learning institutions, low levels of self-esteem, chaotic lifestyle, lack of support

Learner	**Engagement** – who will engage via which channels and how and what is the outcome.	**Assessment of need** – who will do this and how – what is the outcome – understanding of skills individual has (functional, employability, vocational, transferable) – and weaknesses.	**IAG provision** – who/how – what is the outcome – understanding of needs, matching of aspirations with opportunities/ including relevance of skills to different opportunities.	**Learning & support plan development** – who/how (including wrap-around).	**Accessing provision** – who/how – brokerage and collaboration with specific providers (details of providers who can deliver e.g. digital skills, personal development skills, specific vocational skills).	**Exit/Progression** – who/how – outcome.
C	Engagement may come via VSCE routes or through Local Authority support services such as the Developing Stronger Families initiative. There is a network of support services across the area that offer a range of support to people who have barriers to	For individuals with an existing relationship with national, local authority or VCSE support services (e.g. ex-offenders, long-term unemployed, victims of abuse, homeless people) initial assessment of need may have been undertaken as part of the support given. With this vulnerable group,	IAG may be delivered by key workers and embedded within the support available to an individual. The key worker is needed to coordinate sometimes complex and long term support. Health issues, addiction, mental illness, domestic violence, homelessness etc	Employability skills delivered by range of providers including flexibly funded (ESIF) provision (e.g. Action Towards Inclusion), nationally funded provision such as the DWP's Restart programme which offers a range of employability support to job-seekers or charity funded provision	A range of provision is available across the area which is locally focussed and delivered by expert organisations at grass roots level. Provision for people with complex needs such as depression, substance misuse and ex-offenders is available with	Nationally funded programmes available to support people into jobs such as Traineeships, Apprenticeships, and Kickstart. Action Towards Inclusion (ESIF funded) offers a large range of provision to help people move towards employment. Provision is wide ranging and

	learning and progression. JCP works with people on benefits to help them move towards employment. UC claimants have a work coach who can signpost, refer and support individuals to start a learning journey.	initial assessment needs to be on going and flexible. This cohort of learners may have complex needs which include physical as well as educational needs. These learners require key worker support that offers help with a range of potential barriers.	must be dealt with before a learning plan can be achieved. Progression plans need to be achievable and step by step as well as contained contingency plans.	such as Yorkshire Employability. Provision for people with specific barriers (e.g. ex-offenders) is available (e.g. CFO3). Locally tailored provision is offered in areas with high deprivation (e.g. CLLD).	effective referral mechanisms.	covers different learning needs. ESIF funded programmes such as Community Grants such learners in community settings and linked to the VSCE sector to gain skills. A suite of functional skills and vocational learning programmes are offered by adult learning services (NYCC and CYC) and local colleges across the patch. Online learning is available in a range of sectors. Courses to support enterprise and entrepreneurship are available.

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ROUTEWAY D

Learner	Description	Prior education or skills	Possible level of motivation, factors influencing motivation	Possible barriers to learning; • **Geography** • **Language** • **Health** • **Knowledge** • **Access (internet, IT equipment)** • **Affordability** • **Lack of confidence** • **Lack of knowledge** • **Lack of trust** • **Chaotic lifestyle, substance misuse**
D		Person with EHCP. Has barriers to accessing mainstream provision due to physical or mental disabilities or difficulties therefore requires extra support and learning resources.	Mixed, could be preEntry level for people with profound LLDD. Could have high academic potential but be on autistic spectrum. Requires substantial support to access learning.	Mixed depending on personal circumstances.	Requires significant support to access provision both physically and in terms of learning support. Dependent on support to access provision geographically.

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Learner	**Engagement** – who will engage via which channels and how and what is the outcome.	**Assessment of need** – who will do this and how – what is the outcome – understanding of skills individual has (functional, employability, vocational, transferable) – and weaknesses.	**IAG provision** – who/how – what is the outcome – understanding of needs, matching of aspirations with opportunities/ including relevance of skills to different opportunities.	**Learning & support plan development** – who/how (including wrap-around).	**Accessing provision** – who/how – brokerage and collaboration with specific providers (details of providers who can deliver e.g. digital skills, personal development skills, specific vocational skills).	**Exit/Progression** – who/how – outcome.
D	Engagement comes via the local authority which has a statutory duty to provide appropriate provision for adults up to 25 with an EHCP. Older adults with SEND	This occurs with local authority dedicated support and formal processes laid down by law. Information is readily available and a range of	IAG is delivered as part of the supported learning environments offered for this cohort. Signposting and referral mechanisms are in place to	North Yorkshire operates a Supported Employment Service that offers a range of support to help learners gain the skills they need for employment.	Provision and support are available for learners with additional needs. This includes supported employment opportunities. A range of provision is available	Nationally funded programmes available to support people into jobs such as Traineeships, Apprenticeships, and Kickstart. Outcome – completion of formal training and permanent employment. Action Towards Inclusion (ESIF funded) offers a large range of provision to help people move towards employment. Provision is wide ranging and covers different learning needs

	have a Personal Care Plan which entitles them to access services appropriate to their needs. This may include learning provision. Older adults with SEND have local authority and	provision to suite learner needs is offered. The outcome is a plan (i.e. EHCP or Care Plan for people aged 25+) which specifies the needs of the learner, the goals, outcomes desired and reviews.	enable people to progress rather than be cycled through the same provision year after year.	This includes support for employers who offer placements. Locally tailored provision is offered by a range of VCSE and CECs and businesses e.g. Chopsticks. City of York Council offers initiatives to support adults with SEND to access learning provision and employment. This includes supported work placements.	across the area which is locally focussed and delivered by expert organisations at grass roots level.	(https://www.atiyorkshire.org/wp-content/uploads/2021/08/Partnership-A4-Aug-2021.pdf). ESIF funded programmes such as Community Grants such learners in community settings and linked to the VSCE sector to gain skills. A suite of functional skills and vocational learning programmes are offered by adult learning services (NYCC and CYC) and local colleges across the patch. Online learning is available in a range of sectors. Courses to support enterprise and entrepreneurship are available.

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ROUTEWAY E

Learner	Description	Prior education or skills	Possible level of motivation, factors influencing motivation	Possible barriers to learning; • **Geography** • **Language** • **Health** • **Knowledge** • **Access (internet, IT equipment)** • **Affordability** • **Lack of confidence** • **Lack of knowledge** • **Lack of trust** • **Chaotic lifestyle, substance misuse**
E		Young adult 19-25 with low skills attainment, learning difficulties or SEN but not EHCP. May be neurodiverse.	Low skills attainment, possible lack of trust in formal education, may have struggled in mainstream education.	Low, may have tried and failed in many settings. Lacking in employability skills or life experience. May have lack of personal support from family, may be a previously looked after child.	Learning difficulties, possible lack of supportive home environment, may be on benefits which are affected by some types of learning provision.

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Learner	**Engagement** – who will engage via which channels and how and what is the outcome.	**Assessment of need** – who will do this and how – what is the outcome – understanding of skills individual has (functional, employability, vocational, transferable) – and weaknesses.	**IAG provision** – who/how – what is the outcome – understanding of needs, matching of aspirations with opportunities/ including relevance of skills to different opportunities.	**Learning & support plan development** – who/how (including wrap-around).	**Accessing provision** – who/how – brokerage and collaboration with specific providers (details of providers who can deliver e.g. digital skills, personal development skills, specific vocational skills).	**Exit/Progression** – who/how – outcome.
E	Engagement may come via VSCE routes or through Local Authority support services such as the Developing Stronger Families initiative. Learners in this cohort are unlikely to self-refer. Some learners may become known to social	For individuals with an existing relationship with national, local authority or VCSE support services (e.g. ex-offenders, long-term unemployed, victims of abuse, homeless people) initial assessment of need may have been undertaken as part of the support given.	IAG may be delivered by key workers and embedded within the support available to an individual. The key worker is needed to coordinate sometimes complex and long term support. Health issues, addiction, mental illness, domestic violence,	Employability skills delivered by range of providers including flexibly funded (ESIF) provision (e.g. Action Towards Inclusion), nationally funded provision such as the DWP's Restart programme which offers a range of employability support to job-seekers or charity funded provision	A range of provision is available across the area which is locally focussed and delivered by expert organisations at grass roots level. Provision for people with complex needs such as depression, substance misuse and ex-offenders	Action Towards Inclusion (ESIF funded) offers a large range of provision to help people move towards employment. Provision is wide ranging and covers different learning needs. ESIF funded programmes such as Community Grants such learners in

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	services such as through the Youth Justice Service. This service ensures that young ex-offenders (including those with SEND) have the appropriate learning support and provision. There is a network of support services across the area that offer a range of support to people who have barriers to learning and progression.	With this vulnerable group, initial assessment needs to be on going and flexible. This cohort of learners may have complex needs which include physical as well as educational needs. These learners require key worker support that offers help with a range of potential barriers.	homelessness etc must be dealt with before a learning plan can be achieved. Progression plans need to be achievable and step by step as well as contained contingency plans. Provision must be offered which offers an alternative to the mainstream.	such as Yorkshire Employability. Provision for people with specific barriers (e.g. ex-offenders) is available (e.g. CFO3). Locally tailored provision is offered in areas with high deprivation (e.g. CLLD).	is available with effective referral mechanisms.	community settings and linked to the VSCE sector to gain skills. A suite of functional skills and vocational learning programmes are offered by adult learning services (NYCC and CYC) and local colleges across the patch. Provision which offers an alternative to mainstream is available such as Princes Trust and FLEX provision at Askham Bryan College. Courses to support enterprise and entrepreneurship are available.

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