House of Commons
Business, Innovation and Skills and Education Committees
Sub-Committee on Education, Skills and the Economy

Careers education, information, advice and guidance

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First Report of the Education Committee of Session 2016–17

Report, together with formal minutes relating to the report

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**Business, Innovation and Skills Committee**

The Business, Innovation and Skills Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Department for Business, Innovation and Skills.

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- **Paul Blomfield MP** *(Labour, Sheffield Central)*
- **Richard Fuller MP** *(Conservative, Bedford)*
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The Education Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Department for Education and its associated public bodies.

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- **Stephen Timms MP** *(Labour, East Ham)*
- **William Wragg MP** *(Conservatives, Hazel Grove)*

The following were also members of the Education Committee during this inquiry:

- **Kate Hollern MP** *(Labour, Blackburn)*
- **Caroline Nokes MP** *(Conservative, Romsey and Southampton North)*
- **Kate Osamor MP** *(Labour (Co-op), Edmonton)*
Sub-Committee on Education, Skills and the Economy

The Sub-Committee on Education, Skills and the Economy brings together Members from the Education Committee and the Business, Innovation and Skills Committee to examine issues around education and skills, and how they impact upon business and the economy.

Current membership

The Chairs of the Sub-Committee are Neil Carmichael MP and Mr Iain Wright MP.

The Members of the Sub-Committee are Paul Blomfield MP, Michelle Donelan MP, Lucy Frazer MP, Catherine McKinnell MP, Ian Mearns MP, Amanda Milling MP, Jonathan Reynolds MP, Michelle Thomson MP, Stephen Timms MP, Chris White MP and William Wragg MP.

Ian Austin MP, Suella Fernandes MP, Kate Hollern MP, Amanda Solloway MP and Craig Tracey MP were also Members of the Sub-Committee during this inquiry.

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Publication

Committee reports are published on the Committee’s website at www.parliament.uk/education-skills-and-economy and in print by Order of the House.

Evidence relating to this report is published on the inquiry publications page of the Committee’s website.

Committee staff

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Summary

Careers education, information, advice and guidance in English schools is patchy and often inadequate. Too many young people are leaving education without the tools to help them consider their future options or how their skills and experiences fit with opportunities in the job market. This failure is exacerbating skills shortages and having a negative impact on the country’s productivity.

The Government is shortly to publish a careers strategy. This strategy is urgently needed and must take strong action to improve careers provision. We have suggested a number of areas upon which it should concentrate:

- Government policy should be to incentivise schools to bring their careers provision up to standard and to hold them to account when they fail to do so. Ofsted’s role should be strengthened, and schools downgraded if careers provision is not effective.

- The complex web of national organisations should be untangled. There should be a single Minister in charge of careers provision for all ages, and a rationalisation of the Government-funded organisations delivering careers programmes. The Careers & Enterprise Company should be empowered to act as the umbrella organisation it was intended to be.

- Steps should also be taken to bring order to the congested market place of service providers and websites. The Quality in Careers and matrix Standards should be merged into a single brand.

- Careers advice and guidance should be grounded in accurate information about the labour market. The Government should ensure that Local Enterprise Partnerships have the capacity—and are encouraged—to provide up-to-date, good quality labour market information to schools, colleges and careers professionals in their areas.

- Finally, all young people should be given the opportunity to understand better the world of work, through engagement with employers and meaningful work experience.

By taking the steps we recommend, the Government can finally create a careers system that helps both to prepare our young people well for their future lives and to give the economy a workforce with the skills it needs.
1 Introduction

Background

1. As members of the House of Commons Education and Business, Innovation and Skills Committees, we came together in December 2015 to form the Sub-Committee on Education, Skills and the Economy. Our aim is to bring greater co-ordination to the scrutiny of education and skills policy and its impact on the economy. We chose careers advice, information and guidance as the subject for our first inquiry. It is an area of policy that straddles the Departments of Business, Innovation and Skills and Education and, given recent criticisms of the quality of careers provision in English schools, one that we considered merited further scrutiny.

2. Over the past five years, there have been a number of changes to the way careers guidance for young people is delivered. Until 2012, responsibility rested with local authorities and was delivered through the Connexions service. The Education Act 2011 placed a statutory duty on local authority maintained schools in England to secure access to independent, impartial careers guidance for their pupils in years 9–11.1 This duty came into force in 2012, at the same time as the Government released schools in England from the statutory duties to provide careers education2 and work-related learning.3 In 2013, the Government extended the careers guidance duty to cover years 8–13.4 Many academies and all sixth-form and further education colleges are subject to similar requirements through their funding agreements.5 More recently, in 2014, the Government announced the creation of a new national organisation, the Careers & Enterprise Company, to “transform the provision of careers education and advice for young people and inspire them about the opportunities offered by the world of work”.6

3. The Government has since announced that it plans to publish a careers strategy. Sam Gyimah MP, Parliamentary Under-Secretary of State at the Department for Education, told us that the strategy would “set out a vision to 2020” and would cover provision for all ages.7 The strategy was due to be published in Spring 2016, but this timetable appears to have slipped to later in the year.8 We were pleased that Mr Gyimah committed to feeding our findings and recommendations into the strategy.9

Our inquiry

4. The previous Education Committee conducted an inquiry into careers guidance in 2013, looking in particular at how schools were implementing the new duty. The Report

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1 Education Act 2011, section 29. Years 9–11 include young people aged 13–16.
2 Education Act 2011 (Commencement No. 4 and Transitional and Savings Provisions) Order 2012 (SI 2012/1087)
3 Education (Amendment of the Curriculum Requirements for Fourth Key Stage) (England) Order 2012 (SI 2012/2056)
4 The Careers Guidance in Schools Regulations 2013 (SI 2013/709). Years 8–13 include young people aged 12–18.
6 Department for Education, Careers guidance and inspiration in schools: Statutory guidance for governing bodies, school leaders and school staff, March 2015, page 4
7 Q195
8 Department for Education (CAD 139) para 16, Q195
9 Q197
raised serious concerns about the effect of the introduction of the duty on the quality of careers guidance. The Committee also held an oral evidence session following up on its findings with the Secretary of State for Education, Rt Hon Nicky Morgan MP, in January 2015.

5. The Sub-Committee launched our inquiry on 8 December 2015, the day after we held our first meeting. We received over 130 written submissions. We held four oral evidence sessions, between February and April 2016, hearing from a range of experts and others involved in the delivery of careers services, as well as Ofsted, national bodies responsible for careers provision, and finally the two responsible Ministers: Nick Boles MP, Minister for Skills in both the Department for Education and the Department for Business, Innovation and Skills, and Sam Gyimah MP, Parliamentary Under-Secretary of State in the Department for Education. We held an engagement event with around 30 young people from a range of different backgrounds to hear about their personal experiences of careers information, advice and guidance. In addition, to see examples of good practice in careers provision, we visited St Marylebone School and Westminster Kingsway College in London. We are very grateful to those who gave us evidence, to the young people who came to our seminar and the organisations and individuals who helped us organise it, to the school and college who hosted us, and to all whom we met during our visit.

Terminology

6. There are a number of terms used to describe different careers interventions, and there is inevitably some overlap between them. In 2013, the Education Committee set out the working definitions below, which we will also use in this Report:

- **Careers education** is the delivery of learning about careers as part of the curriculum. Careers education is often closely related to work-experience and other forms of work-related learning.

- **Work-related learning** is the provision of opportunities to develop knowledge and understanding of work and to develop skills for employability through direct experiences of work.

- **Careers information** is the provision of information and resources about courses, occupations and career paths.

- **Careers advice** is more in-depth explanation of information and how to access and use information.

- **Careers guidance or careers counselling** is a deeper intervention in which an individual’s skills, attributes and interests are explored in relation to their career options.

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11 Oral evidence taken before the Education Committee on 7 January 2015, HC (2014–15) 333
12 Sub-Committee on Education, Skills and the Economy, “Careers advice, information and guidance inquiry launched”, 8 December 2015
13 The event was arranged by Parliamentary Outreach with the assistance of Centrepoint, Fixers, Groundwork UK, Nacro, Upreach, Youth Employment UK and YMCA. We also received advice about the event from Jonathan Hopkins.
Our Report

7. We initially intended to focus our work on careers advice, information and guidance, but several pieces of evidence suggested that they could not be considered in isolation from careers education. We therefore also include in the report some findings on careers education. We have also concentrated primarily on provision in English schools, as this was the area which our evidence suggested needed the most attention.

8. This Report falls into four main parts:

- Chapter 2 considers the quality of careers education, information, advice and guidance in English schools and how it could be improved;

- Chapter 3 examines the current structures for the delivery of careers services and how they might be simplified;

- Chapter 4 looks at links between careers provision and the labour market, and how careers education, information, advice and guidance can help to address the country's skills shortages;

- Chapter 5 considers the potential for employers to play a greater role in careers education, information, advice and guidance.
2 Quality of careers advice in schools

9. The previous Education Committee’s 2013 Report, *Careers guidance for young people: The impact of the new duty on schools*, described the Government’s decision to transfer responsibility for careers information, advice and guidance to schools as “regrettable”, stating that:

   The weaknesses of the school-based model have been compounded by the failure to transfer to schools any budget with which to provide the service. This has led, predictably, to a drop in the overall level of provision.\(^{15}\)

The Report added that “urgent steps must be taken by the Government to ensure that the current settlement meets the needs of young people”.\(^{16}\)

10. We heard that, in spite of the Education Committee’s call for action, many schools were still not providing their students with good quality careers information, advice and guidance. We were told time and again that the quality of careers provision in English schools was “patchy” and that while there were some excellent examples—one of which, St Marylebone School, we visited—in too many cases careers information, advice and guidance was not good enough.\(^{17}\) Ofsted, the body responsible for inspecting schools, has been particularly critical of schools’ provision of careers guidance. It stated that its inspectors were “finding that young people are still not receiving sufficient information on the full range of career options available to them to ensure that they are making informed choices about their next steps at the age of 16”.\(^{18}\) Sir Michael Wilshaw, Her Majesty’s Chief Inspector, told the Education Committee in September 2015 that careers guidance was “a disaster area in schools”.\(^{19}\)

11. We also heard that some groups were more likely to access careers provision than others: Professor Louise Archer and Dr Julie Moote, from the ASPIRES 2 longitudinal research project at King’s College, London,\(^{20}\) said that their analyses had suggested that “careers provision is not just patchy but is patterned—particularly in terms of social mobility”. They found that “girls, minority ethnic, working-class, lower-attaining and students who are unsure of their aspirations or who plan to leave education post-16 are all significantly less likely to report receiving careers education”.\(^{21}\)

12. The concerns about the quality of careers information, advice and guidance in schools were brought home to us at the informal event we held with young people. Many of those attending told us that they had not received good quality careers advice whilst at school. We heard a number of recurring concerns, including that:


\(^{17}\) See, for example, Fair Train (CAD 70), Career Development Institute (CAD 76) para 1.2, CSW Group (CAD 107) para 4, Greater Manchester Combined Authority (CAD 115) para 1.1

\(^{18}\) Ofsted (CAD 31) para 2

\(^{19}\) Evidence taken before the Education Committee on 16 September 2015, HC (2015–16) 400, Q26 [Sir Michael Wilshaw]

\(^{20}\) Professor Archer and Dr Moote described the ASPIRES 2 project as “the second phase of a major national longitudinal research project, funded by the Economic and Social Research Council, investigating young people’s science aspirations and career choices age 10-19”.

\(^{21}\) Professor Louise Archer and Dr Julie Moote (CAD 13) paras 2 and 15
• Careers advice was not sufficiently tailored towards the needs of individual students, with young people being ‘pigeonholed’ for particular careers or receiving advice that was too generic to be useful;

• Advice was provided by non-specialist staff who lacked awareness of the modern jobs market and knowledge of non-university paths;

• Some schools, particularly those with sixth forms, pushed students towards academic routes and did not inform them of other routes such as apprenticeships;

• There was a lack of support and encouragement for students with special educational needs.

13. We heard mixed views as to whether careers information, advice and guidance in schools was beginning to improve. Professor Sir John Holman, who had produced a report on careers guidance on behalf of the Gatsby Foundation, stated the provision of careers advice was “getting better, just, with the potential to get a lot better”.22 Other experts were more pessimistic. Dr Deirdre Hughes, Principal Research Fellow at the University of Warwick, pointed to evidence that “England was beginning to slip behind other countries such as Saudi Arabia, Singapore, Japan, Switzerland and many others”.23 Professor Ann Hodgson, Co-Director of the Centre for Post-14 Education and Work at University College, London, said that since the 1980s:

we seem to have gone round and round in circles and very much come back to the same point. It is constantly recycling and I am afraid not necessarily improving, in my view.24

14. The Minister responsible for careers guidance in schools, Sam Gyimah, told us that the quality was “improving mainly in terms of school leaders taking more of an active interest, but also the revised statutory guidance that the Department published and the work that the Department is doing is beginning to bear some fruit”.25

15. It is three years since the Education Committee produced a Report raising serious concerns about the quality of careers information, advice and guidance in schools and yet provision remains patchy across England. We are very disappointed that careers advice and guidance is still poor in so many schools: the system has failed too many young people for far too long. The Government’s careers strategy is urgently needed and must include immediate steps to ensure all young people have access to high quality information, advice and guidance. In this Report we will set out what the key steps should be.

What should schools be doing?

16. While the quality of careers information, advice and guidance in English schools is undoubtedly patchy, there appears to be no shortage of reports setting out how it could be improved. Our evidence pointed in particular to recent research conducted by Professor
Sir John Holman for the Gatsby Foundation, which drew on visits to English schools and six countries where careers guidance was considered to be good.26 Using this research, the
Gatsby Foundation’s report set out what it considered to be the eight key benchmarks of
good careers guidance in schools (see box below).27 The Gatsby Foundation’s project team
surveyed a 10% sample of English secondary schools in 2013 and found that no school
fulfilled five of the eight benchmarks and most fulfilled only one. The Foundation is now
funding a pilot in the North East of England, in part “to find out which benchmarks are
easiest to reach, and which are the hardest, and how to overcome the challenges”.28 In
addition, the Careers & Enterprise Company has developed a tool to enable schools to
benchmark their activities against the Gatsby benchmarks.29

The Gatsby Foundation’s eight benchmarks of good careers guidance

(1) A stable careers programme

(2) Learning from career and labour market information

(3) Addressing the needs of each pupil

(4) Linking curriculum learning to careers

(5) Encounters with employers and employees

(6) Experiences of workplaces

(7) Encounters with further and higher education

(8) Personal guidance

17. A key message from the Gatsby Foundation’s research appears to be that effective
careers provision has to include a range of different interventions by schools. This point
was also reflected in our written evidence. Our evidence focussed in particular on the
need for a combination of independent and impartial advice and guidance, careers
education delivered through the school curriculum, and the ability for students to meet
with employers to hear about the world of work. Adviza, a careers and employability
charity, stated:

We firmly believe that quality careers provision needs to consist of a robust
programme of careers education […] for at least years 7-13, encounters with
employers and experience of the world of work along with impartial guidance
to help individuals to interpret all of these inputs and make robust, well
thought through decisions.30

18. During our visit to St Marylebone School, we saw how it had developed an effective
careers programme including all three of these elements. The school employed two

26 Gatsby Foundation, Good Career Guidance, April 2014. For references to this report in our written evidence, see, for
example, Reed in Partnership (CAD 4) para 15, National Association of Head Teachers (CAD 18) para 3 and UnLTD
(CAD 24) paras 12 to 16. The submission from the Gatsby Foundation itself (CAD 8) summarises the research.
27 Gatsby Foundation, Good Career Guidance, April 2014, page 7
28 Gatsby Foundation (CAD 8) paras 4 to 8
29 Q 135 [Claudia Harris]
30 Adviza (CAD 16) para 1.1
independent careers advisers, who gave students one-to-one guidance. It enriched the curriculum with careers-related content, so that students were encouraged to think throughout their schooling about the pathways available to them. It had also done a lot of work to build links with employers.\textsuperscript{31} We were told that a great deal of resource had been put into careers activity. There was clear commitment to careers provision from the governors, senior leadership and staff, and supportive parents used social networks to broaden the opportunities provided to students. The students we met spoke very highly of the careers education and guidance they had received. The school’s work with employers had also been recognised in an Ofsted best practice publication.\textsuperscript{32}

19. An effective school careers programme should include a combination of impartial and independent advice and guidance, careers education embedded in the curriculum, and opportunities for students to engage with employers. We consider the Gatsby Foundation’s eight benchmarks a useful statement of the careers provision to which all schools should be aspiring. The Government’s policy objective should be to incentivise all schools to ensure their careers provision is brought up to a good standard and to hold them to account when they fail to do so.

**Incentivising schools**

20. We heard that some schools might not be giving sufficient priority to careers information, advice and guidance because the accountability system was increasingly focussed on academic progress and attainment. When we visited St Marylebone School, we formed the view that the school had been able to give more priority to careers provision because its “outstanding” Ofsted judgment had released it from some of the accountability pressures other schools faced. Professor Ann Hodgson told us that the “benchmarks that they are judged against by Ofsted and in performance tables are all to do with acquiring examinations”\textsuperscript{33}. Graham Stuart MP, Chair of the All-Party Parliamentary Group on Careers Information, Advice and Guidance, said that head teachers faced “pressure—and even lose their jobs—if their schools fail to meet performance targets on a range of issues, for example exam results and Ofsted inspections” but had “no comparable incentive to treat careers advice as a priority”.\textsuperscript{34}

21. We also heard that schools with sixth forms were particularly reluctant to provide impartial advice and guidance, because there was a financial incentive for them to encourage students to stay on for A-levels. The British Chambers of Commerce told us that its members reported “a lack of willingness from some schools to signpost students to apprenticeships and other vocational pathways”, which they said was because “the per pupil school funding system favours encouraging pupils down the A-level route as it is a source of funding for the school, if it has a Sixth Form”.\textsuperscript{35} Several of the young people who attended our engagement event told us that their schools had encouraged them to stay on for the sixth form and had done little to encourage them to consider vocational qualifications. In contrast, St Marylebone School told us that one of its impartial careers advisers held one-to-one meetings with all year 11 students to discuss the different

\begin{itemize}
\item \textsuperscript{31} See para 67
\item \textsuperscript{32} Ofsted, Business partnerships and employer engagement supporting outstanding achievement: St Marylebone Church of England School, 11 February 2013
\item \textsuperscript{33} Q11
\item \textsuperscript{34} Graham Stuart MP (CAD 50) para 5
\item \textsuperscript{35} British Chambers of Commerce (CAD 80) para 4
\end{itemize}
Careers education, information, advice and guidance

options available, including A-levels, further education and apprenticeships: a significant proportion of students subsequently chose not to stay on in the sixth form but to pursue other options at age 16. In our view, this approach is the right one; it is clear that other schools could do more to ensure their students receive similarly impartial advice, although we recognise that there are resource constraints for many schools.

22. In January 2016, the Government announced that it would be introducing new legislation, under which schools would “be required by law to collaborate with colleges, university technical colleges and other training providers to ensure that young people are aware of all the routes to higher skills and the workplace, including higher and degree apprenticeships”.36 Katharine Horler, Chair of the Board of Careers England, an organisation representing careers services providers, told us that this new law was "to be welcomed", but questioned how it was going to be enforced, saying that it was "all very well having a law, but how are they going to know whether schools do or don’t do it?".37 Mr Gyimah told us that “in part of the legislation, we will be making sure that we are looking at ways of enforcing it”.38

23. We welcome the Government’s intention to legislate to require schools to collaborate with training providers and look forward to seeing further details of how it will work in practice. We recommend that the Government set out robust mechanisms to ensure that the new law is well-publicised and properly enforced.

Ofsted

24. We heard that Ofsted could do more to hold schools to account for their careers provision. In 2015, Ofsted introduced its new common inspection framework for education, skills and early years, under which providers receive an overall effectiveness judgment39 and graded judgments in four areas, one of which relates to “personal development, behaviour and welfare”.40 This judgment includes a bullet point relating to the successful promotion of and support for “choices about the next stage of [students’] education, employment, self-employment or training, where relevant from impartial careers advice and guidance”.41 It was suggested that if Ofsted were to give greater attention to careers provision in its inspection judgments, schools would have more incentive to take it seriously. The Liverpool City Region Employment and Skills Board called for Ofsted “to place more attention on the quality and impartiality of careers provision within schools and colleges”, stating that “the requirement to have outstanding careers provision as a gateway to an overall judgement of outstanding would ensure that more schools took this seriously.”42 Future Academies, a multi-academy trust, said that:

Careers Advice in school is not an Ofsted judgement–therefore it doesn’t get truly measured. Something that isn’t measured doesn’t have to get done and is this the crux of the issue?43

36 “New law will end ‘outdated snobbery’ towards apprenticeships”, Department for Education press release
37 Q114
38 Q249
39 The framework states that in making a judgment, inspectors will consider “whether the standard of education, training or care is good or outstanding. If it is not at least good, inspectors will consider whether it requires improvement or is inadequate”.
40 Ofsted, The common inspection framework: education, skills and early years, August 2015, paras 23–24
41 Ofsted, The common inspection framework: education, skills and early years, August 2015, para 31
42 Liverpool City Region Employment and Skills Board (CAD 81)
43 Future Academies (CAD 57) para 11
25. Sean Harford, Ofsted’s National Director of Education, told us that Ofsted had “sharpened the focus on careers in our inspections” but added that “it would have to be quite bad and outweigh a lot of other good work for this to downgrade a school”. The Skills Minister, Nick Boles, suggested that this position should change, stating that:

We need to start seeing a few schools marked down in their Ofsted judgment because they have failed to provide independent advice and guidance on the full range of options; the jungle drum will work pretty quickly once that starts happening.45

26. In our view, preparing young people for the world of work and guiding them towards decisions about their future are critical to what schools, especially secondary schools, do. They should be judged on how well they fulfil these roles. We welcome the increased emphasis Ofsted has placed on careers provision but agree with the Minister for Skills that it should be downgrading schools that do not provide effective information, advice and guidance.

27. We recommend that Ofsted introduce a specific judgment on careers information, advice and guidance for secondary schools, and set clear criteria for making these judgments. The Common Inspection Framework should be amended to make clear that a secondary school whose careers provision is judged as “requires improvement” or “inadequate” cannot be judged to be “outstanding” overall; likewise, a secondary school should be unable to receive an overall judgment of “good” if its careers provision is judged to be “inadequate”.

Destination data

28. It was suggested that the publication of destination data could encourage schools to give greater priority to careers information, advice and guidance. Professor Sir John Holman told us that destination data incentivised schools because “it makes them show up how good they are at the thing that matters most of all to parents, which is ‘Will my child get a job?’”. The Association of School and College Leaders said that destination data was especially powerful “when collected over a longer period so that the routes taken by young people beyond their first move out of school can be understood”.

29. The Government currently publishes destination data for young people in the year after they complete their key stage 4 and key stage 5 studies. These data are available at an institution level, and include the proportion of young people going into further education, higher education, apprenticeships and employment. The latest data, for 2013/14, were published in January 2016. Some witnesses suggested that more timely data were needed. Anthony Barnes, a local authority inspector for careers education, welcomed the inclusion of apprenticeships within the data but told us that “the time lag is too long before the statistics appear”. He called for schools to “be encouraged to keep and analyse their own up-to-date data”.

44 Q178
45 Q249
46 Q24
47 Association of School College Leaders (CAD 34) para 10
48 Department for Education, Destinations of key stage 4 and key stage 5 pupils: 2014, 21 January 2016. Provisional data were published in October 2015.
49 Anthony Barnes (CAD 67) para 22
30. If destination data are to play a greater role in holding schools to account, consideration must also be given to how they are used and interpreted. Sean Harford, from Ofsted, told us that the data played an important role in inspections and that when they were weak, “we would start asking questions about that; why those youngsters are not going on to places that we would expect them to go, given their attainment and given their interests when we speak with them”.50 We also received evidence questioning how different destinations should be valued. Future Academies asked:

Can destination measures be assessed differently so that university places are not seemed to be valued more highly than apprenticeships? When some higher level apprenticeships are harder to gain a place on than an Oxbridge college that must be madness.51

31. The Government told us that it had “already taken steps to improve the timeliness of the destination measures by again bringing forward the publication of the latest set of data”.52 In later evidence, it added that:

BIS, DfE, [Her Majesty’s Revenue and Customs] and [Department for Work and Pensions] have been working together to link education data to HMRC and DWP data. […] This data will improve the robustness and coverage of employment destinations data and earnings outcome data.53

32. Destination data have an important role to play in ensuring schools can be held to account for their careers provision, including by Ofsted and parents. We welcome the Government’s work to improve the timeliness of destination data, and to link them to the data held by Her Majesty’s Revenue and Customs and the Department for Work and Pensions. In our view, there is still more that should be done. To be fully useful, destination data should cover a period of five years, to allow for scrutiny of the pathways young people have chosen after they have completed their formal education and training. We invite the Government, in its response, to set out a comprehensive plan for improving destination data, including the timescales for doing so. This plan should include steps to make the data available in a more timely way and to ensure that they cover a longer period of time, and give more details on how the data will draw on information held by other Government departments. The Government should also consider how best to present its destination data, to mitigate the risk that schools are judged primarily on the number of their students going onto higher education.

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50 Q178
51 Future Academies (CAD 57) para 9
52 Department for Education (CAD 40) para 2.9
53 Department for Education and Department for Business, Innovation and Skills (CAD 144) para 6
3  A more co-ordinated approach

33. It was suggested many times to us that the patchy quality of careers provision in schools was being exacerbated by the sheer number of organisations involved, both at a national level and in terms of the bodies delivering careers services. In this Chapter, we will look at the different organisations and consider how to bring a more ordered approach to the way careers provision is delivered in England.

National bodies

Ministerial responsibility

34. Ministerial responsibility for careers information, advice and guidance is divided between two Ministers: Sam Gyimah MP, Parliament Under-Secretary of State at the Department for Education, is responsible for provision up to age 18; Nick Boles MP, Minister for Skills at both the Department for Education and the Department for Business, Innovation and Skills, for careers advice for adults.\(^ \text{54} \) Mr Boles, in evidence prior to this inquiry, told us that it was sensible to have such a split in responsibilities because his other duties had very little connection to schools whereas “Sam Gyimah, who is the relevant Minister, is able to focus on what is actually happening in schools”.\(^ \text{55} \) We also heard about a range of other Government departments involved in careers provision: we were told that the Cabinet Office, Ministry of Justice, Department for Work and Pensions, Department for Communities and Local Government, and the Home Office, all had some involvement in careers initiatives.\(^ \text{56} \)

National Careers Service and Careers & Enterprise Company

35. There are also a number of Government-funded bodies with responsibilities for careers provision. The National Careers Service is funded and managed by the Skills Funding Agency, an executive agency sponsored by BIS. It provides face-to-face, over-the-telephone and online careers services for adults, and telephone and online services to 13–18 year olds.\(^ \text{57} \) It also runs the Inspiration Agenda, an initiative aimed at giving young people more contact with the world of work.\(^ \text{58} \) Alongside the National Careers Services sits the Careers & Enterprise Company, whose creation, as we have seen, was announced by the Secretary of State for Education in December 2014.\(^ \text{59} \) The Company told us that its role was “to take an umbrella view of the landscape of careers and enterprise, supporting programmes that work, filling gaps in provision and ensuring coverage across the country”.\(^ \text{60} \) The Company has launched a number of initiatives, mostly notably an Enterprise Adviser scheme through which volunteers from businesses work with the senior leadership teams of schools to support employer engagement programmes.\(^ \text{61} \)

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54  Cabinet Office, *List of Ministerial Responsibilities*, July 2015, pages 14 and 33
55  Evidence taken on 25 January 2016, HC (2015–16) 704, Q49
56  Careers England (CAD 143), Q 19 [Dr Deirdre Hughes]
60  Careers & Enterprise Company (CAD 99) para 2.1
36. Several submissions welcomed the establishment of the Careers & Enterprise Company and its work so far. The Gatsby Foundation praised its “dynamism and strong sense of focus, and the speed with which it has mobilised”. When we took evidence from Claudia Harris, the Company’s Chief Executive, we too were impressed by how quickly it had got up and running. Others suggested that while the Company had done a lot of work on “enterprise”, for instance brokering links between employers and schools, it had done less to support the provision of impartial and independent careers guidance to young people. The careers guidance company Inspiring Futures said that the careers community did “not see any real commitment to careers information, education, advice and guidance by the Company”.

37. There were also concerns about the potential for overlap between the work of the Careers & Enterprise Company and that of the National Careers Service. Katharine Horler, Chair of the Board of Careers England, told us the National Careers Service’s inspiration agenda was “exactly the same” as the work the Careers & Enterprise Company was doing. The Science, Engineering, Manufacturing and Technologies Alliance saw “no real reason for the continued existence of the National Careers Service as a separate entity” and called for it to be subsumed within the Careers & Enterprise Company.

38. Those running the Careers & Enterprise Company and the National Careers Service insisted that their two organisations fulfilled different roles, a point also made by Mr Boles:

The National Careers Service is basically a series of contracts [ … ] It has a single unified website [ … ] but in terms of the provision of direct advice, it is a series of contracts. One of the whole points about the Careers and Enterprise Company was to have a business-led organisation that was in charge of the process of bringing businesses much more into the heart of school life [ … ].

**Jobcentre Plus**

39. We were particularly interested to hear about the Jobcentre Plus Support for Schools initiative, launched in January 2016 by the then Secretary of State for Work and Pensions, Rt Hon Iain Duncan Smith MP, and the Minister for Employment, Rt Hon Priti Patel MP. Through this initiative, “local Jobcentre Plus advisers will offer 12 to 18 year olds insight into the world of work and advice on options like traineeships and apprenticeships”.

40. While some evidence welcomed the Jobcentre Plus initiative and the additional resources it would provide, other submissions raised concerns about how it would operate, whether Jobcentre staff were the right people to be delivering careers advice to young people.

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62 See, for example, Association of Colleges (CAD 49) para 21
63 Gatsby Foundation (CAD 008) para 18
64 Inspiring Futures (CAD 66), para 15
65 See, for example, Adviza (CAD 16), Sheffield City Region Executive Team (CAD 58) paras 5.1 and 5.2
66 Q97. See also Greater Manchester Combined Authority (CAD 115) para 3.4
67 Semta (CAD 59) para 28
68 Q121 [Joe Billington] and Q122 [Claudia Harris]
70 See, for example, Semta (CAD 59), para 29 and, on the resources being welcome, London Councils (CAD 72) para 4.3. The Department for Work and Pensions told us that £2 million funding was going into the scheme in 2016/17, and £3.6 million in 2017/18, 2018/19 and 2019/20 respectively (CAD 145).
young people, and the risk that, as yet another body operating in this field, it would lead to further confusion.\textsuperscript{72} Given the Careers & Enterprise Company’s claim to be an “umbrella organisation”,\textsuperscript{73} we were surprised when Sam Gyimah told us that the Jobcentre Plus (JCP) initiative would not be operating under the Company’s umbrella.\textsuperscript{74}

41. Indeed, neither Mr Boles nor Mr Gyimah, the Ministers supposedly responsible for careers provision, were able to answer detailed questions about the initiative, referring us instead to Priti Patel. She told us that:

> Except where JCP is already engaged with a school through another programme, approaches are being made only though the [Careers & Enterprise Company], Local Enterprise Partnership or another stakeholder to ensure what we offer supplements support already available and does not duplicate or replace it.\textsuperscript{75}

She nevertheless did not consider the suggestion that the scheme be brought under the closer supervision of the Company to be either “desirable or necessary” and told us that doing so “could stifle local initiatives between schools and JCP and delay provision of support in any particular area until such time as the CEC network is in place”.\textsuperscript{76}

**Co-ordination**

42. The view of many of our witnesses was that much more needed to be done to co-ordinate careers initiatives at the national level. Professor Tristram Hooley, Professor of Guidance Studies at the University of Derby, said that there “was a desperate need to increase the amount of co-ordination of the myriad of initiatives”. He suggested that while none of these initiatives on their own had “sufficient resources to meet the challenge”, if they were “taken together there is considerable public money invested in this area of activity”.\textsuperscript{77} Mr Gyimah told us that “the envelope for this Parliament” was £90 million but that the Government had not yet said how exactly how it would be spent;\textsuperscript{78} we were unclear which initiatives it covered. Professor Sir John Holman suggested that having so many different national organisations and initiatives was unhelpful for schools: he warned that head teachers would

> just look at this as a forest of, ‘Oh, it is another initiative.’ It does not fit together for them and they cannot see how they can deliver a particular benchmark through a particular initiative; it just looks like another initiative.\textsuperscript{79}

43. Mr Boles nevertheless sought to assure us that careers initiatives were being co-ordinated across the Government, saying that “those of us who have different responsibilities are constantly talking about what we are doing and co-ordinating it”. He

\textsuperscript{72} See, for example, Gatsby Foundation (\textit{CAD 8}), Centrepoint (\textit{CAD 30}), para 14, Careers England (\textit{CAD 42}), para 3.2, Association of Employment and Learning Providers (\textit{CAD 45}), para 14
\textsuperscript{73} Q 122 [Claudia Harris]
\textsuperscript{74} Q 209
\textsuperscript{75} Department for Work and Pensions (\textit{CAD 145}) para 6
\textsuperscript{76} Department for Work and Pensions (\textit{CAD 145}) para 9
\textsuperscript{77} Professor Tristam Hooley (\textit{CAD 1}) para 21
\textsuperscript{78} Q220
\textsuperscript{79} Q17
pointed in particular to the Government’s “Earn and Learn” taskforce on which both he and the Minister for Employment sat and which he said met “probably about every six weeks or so”.

44. In spite of the Minister’s assurances, we are concerned about the number of Government Departments and other publicly-funded organisations involved in careers guidance at the national level and at the growing list of disparate initiatives. Some of these initiatives may well have merit, but the complexity of the picture means they are at risk of becoming counter-productive in terms of a coherent national system of careers provision. Schools should be able to focus on improving their careers provision without grappling to understand which Department or organisation delivers which particular scheme. In addition, a more co-ordinated approach could enable efficiencies to be made through the closer alignment of funding streams. The forthcoming careers strategy offers a much-needed opportunity for consolidation. **We recommend that the Government, in its careers strategy, take steps to simplify the delivery of its careers policy at the national level. It should put a single Minister and a single Department in charge of co-ordinating careers provision for all ages, and set out how it plans to rationalise the number of Government-funded organisations delivering careers programmes.**

45. We were impressed by what we heard from the Careers & Enterprise Company, and it is clearly making great strides in building links between employers and schools. We were concerned, however, that it had not been given the opportunity to act as the umbrella organisation it purports to be: it should be central to the Government’s efforts to provide a more joined-up approach to careers provision. Alongside its existing work, we would like to see it playing as greater a role in supporting independent and impartial careers guidance. **We recommend that all Government-funded careers initiatives, including the Jobcentre Plus support for schools scheme, be brought under the umbrella of the Careers & Enterprise Company. We further recommend that the Government consult on transferring responsibility for the National Careers Service from the Skills Funding Agency to the Careers & Enterprise Company. We also encourage the Careers & Enterprise Company to set out how, in addition to its existing programmes, it plans to support the provision of independent and impartial careers guidance in schools.**

**The careers guidance market place**

46. In addition to this complex national picture, we heard that there was a vast range of companies providing careers education, information, advice and guidance services, creating a very congested market-place. London Councils, an organisation representing local authorities in London, told us that schools and colleges looking to buy-in careers guidance were faced with “a daunting array of products and services”. We were surprised to hear that it had found more than 240 careers providers operating in London. It told us that this was “vastly more activity than any one school can readily keep track of, let alone a young person and/or parent”. Katharine Horler told us that it was “a completely unregulated market so anybody can give careers advice” and warned that the absence of regulation made “schools, young people and parents very vulnerable”.

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80 Qq200 and 204
81 London Councils [CAD 32] para 1.5.2
82 Q80
47. We also heard concerns about the number of careers information websites available for young people to access. Dr Mary Bousted, General Secretary of the Association of Teachers and Lecturers, said that in preparation for appearing before the Committee she had looked at a number of careers websites and found that “a lot of them are awful”. She said that young people wanting to use them would already have to know what they wanted to do.83 Edge Foundation, a charity promoting technical and professional education, said that navigating careers websites was “hard for a professional—let alone young people and their parents” and asked how they could know which sites to trust. It made the case for a Government-funded “aggregator”, a search engine based on the technology used by price comparison websites, which could draw down information from different websites and allow users to rate its usefulness.84 Joe Billington, Director of the National Careers Service, said that a forthcoming redesign of the NCS’s own website would consider how it could draw on existing web-tools rather than duplicate them.85

**Quality standards**

48. Within this congested market, quality standards could help to provide assurance about an organisation’s services. Providers of careers services have the opportunity to be accredited through the Government-owned matrix Standard. The Government’s submission told us that this standard:

> promotes the delivery of high quality information, advice and/or guidance by ensuring organisations review, evaluate and continuously develop their service; encourage the take up of professionally recognised qualifications and the continuous professional development of their staff.86

The Government’s statutory guidance on careers guidance and inspiration in schools states that schools should take into consideration the quality of independent provision and points to the matrix Standard as a means by which they can ensure services are of a good quality.87

49. Alongside the matrix Standard, there is also the Quality in Careers Standard (QCS), which provides a validation framework for 12 different awards that quality assure careers education, information, advice and guidance in schools, colleges and work-based learning providers. The Government’s statutory guidance “recommends that all schools should work towards a quality award”, and states that the QCS “will assist schools to determine an appropriate quality award to pursue”.88

50. Some evidence suggested that the Government’s statutory guidance should be strengthened: first, to require all careers providers to hold the matrix Standard; and, second, to require, rather than recommend, that all schools work towards a quality award validated by the QCS.89 Graham Stuart MP said that “the simple change from

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83 Q49
84 Edge Foundation (CAD 5) paras 19 and 20
85 Q172
86 Department for Education (CAD 40) para 2.6
87 Department for Education, Careers guidance and inspiration in schools: Statutory guidance for governing bodies, school leaders and school staff, March 2015, para 67
88 Department for Education, Careers guidance and inspiration in schools: Statutory guidance for governing bodies, school leaders and school staff, March 2015, para 67
89 See, for example, Careers England (CAD 42) para 1.1 and, on the QCS, Career Development Institute (CAD 76) para 1.2.
‘recommends’ to ‘requires’ would change the careers landscape at a stroke” and that it was “the single most important change that could be introduced to improve careers advice for young people in this country”.90

51. In our view, quality awards only work if people are aware of them. They should provide an easy way for parents to judge the effectiveness of a school’s careers provision, for students to know whether a website is giving them trustworthy information, and for schools to establish whether a careers provider delivers good quality services. In this context, we found the existence of both a matrix and a Quality in Careers Standard confusing and considered it to be a potential barrier to wider awareness. The fact that the QCS itself recognises 12 different quality awards only adds to this muddled picture.91 Dr Deirdre Hughes, who chairs the Matrix standard, told us that looking at international evidence about high performing careers provision, one found that it was “one kite mark and one standard that exists.”92

52. Ministers said, rightly, that the two standards performed different roles, but having different criteria for schools and service providers to meet need not preclude the two standards being brought together under a single brand or kite mark that can widely promoted. We support the merger of the Quality in Careers and matrix Standards and recommend that the Government support the establishment and promotion of a single quality brand covering schools, colleges, careers services providers and careers websites, with appropriate criteria for the different types of organisation to meet. As part of this work, it should also encourage the bringing together of the 12 different awards recognised by the Quality in Careers Standard into a single award.

53. We are also persuaded that, once the new quality brand is in place, there should be a strengthening of the statutory guidance. Requiring schools to work towards a quality standard, and taking action against those that fail to do so, would give them a further incentive to focus their efforts on raising the quality of provision. In addition, if they were required to use only service providers holding a standard, they could be assured that their students were getting good quality information, advice and guidance. We recommend that the Government, once the new quality brand is in place, amend statutory guidance to require all schools to work towards being accredited under this brand, and only to use careers services from organisations holding it.

The careers guidance profession

54. Another area in which we received calls for the Government’s statutory guidance to be strengthened related to the professionals delivering careers advice and guidance in schools. Currently, the statutory guidance states that schools “should take into consideration” the quality of careers professionals, noting that “the main qualifications for careers professionals are the Qualification in Career Guidance (QCG) [ … ] and the Level 6 Diploma in Career Guidance and Development”.93 Several submissions supported

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90 Graham Stuart MP (CAD 50) paras 10 and 2
91 See para 49.
92 Q6
93 Department for Education, Careers guidance and inspiration in schools: Statutory guidance for governing bodies, school leaders and school staff, March 2015, para 67. According to the Career Development Institute website, all QCG courses are at level 7.
the view that guidance should only be delivered by suitably qualified practitioners.94 We were told several times, however, that in some schools those delivering the guidance were not properly qualified.95

55. The Career Development Institute, the professional body representing careers guidance providers, called on the Government “to require schools and colleges to use only careers advisers who are professionally qualified in careers guidance, to a minimum of Level 6 and are on the UK Register of Career Development Professionals”.96

56. In our view, if the quality of careers advice and guidance in schools is to improve, it is important that it is delivered by impartial and independent professionals holding the right qualifications. That some schools are not using such professionals is yet another sign that they may not be taking careers provision seriously. **We recommend that the Government statutory guidance is amended to require those delivering advice and guidance in schools to hold, at a minimum, a relevant level 6 qualification.**

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94 See, for example Professor Tristram Hooley (CAD 1) para 15
95 See, for example, Janet Hutchinson (CAD 9) para 1, Quality in Careers Consortium (CAD 74) para 17, CSW Group (CAD 107) para 5.
96 Career Development Institute (CAD 76) para 1.2. See also, for example, Careers England (CAD 42).
4 The labour market

57. Several sectors of the UK economy are currently facing skills shortages or skills mismatches. The Recruitment and Employment Confederation, representing the recruitment industry, told us that there was “a crisis of large proportions as employers continue to find themselves unable to source the skilled individuals they desperately need”. It highlighted a number of sectors reporting shortages of temporary and permanent staff and noted that “sectors consistently suffering from a shortage of skilled workers range from engineering and IT to accounting and medical care”.97

58. We were told that more should be done to help young people reflect on how their aspirations fit with the opportunities available in the labour market. City & Guilds, a vocational education organisation, carried out research into 14–19 aspirations in 2015, which mapped young people’s responses against jobs available now and those forecast to be available in the future. The results suggested that there was a mismatch between aspirations and opportunities: 26% of the respondents, for instance, indicated that they “would like to work in professional, scientific and technical roles, whereas the proportion of people working in this sector is forecast to be 9% in 2022”.98 Of equal concern to us was the evidence we received about people being over-qualified for their jobs. The Chartered Institute of Personnel and Development described research it had carried out, which “found that 58.8% of graduates are currently working in non-graduate roles—a percentage only exceeded by Greece and Estonia in the OECD”.99 Several pieces of evidence pointed out that this skills mismatch was contributing to the country’s productivity problem.100

59. We heard time and again that good careers information, advice and guidance had an important role to play in tackling the skills gap, by helping to better align young people’s aspirations with the opportunities most likely to be available to them.101 National Grid, an electricity and gas company employing people in a wide variety of roles, said that current careers provision was having negative consequences because it was “failing to inspire and raise the aspirations of secondary school students, resulting in too many young people struggling to secure employment at a time when employers cannot find the skills they need”.102

60. Investing in good quality careers advice can help to tackle the skills misalignment by making young people aware of the opportunities available in the job market and helping them to match these opportunities to their skills and interests. Failing to invest will only exacerbate the skills mismatch, which in turn will have a negative impact on the country’s productivity.

61. The Association of School and College Leaders told us that direct access to labour market information could “help young people make positive and proactive choices”.103 One of the Gatsby Foundation’s benchmarks relates to “learning from career and labour market information”: it states that pupils and their parents should have access to good quality

97 Recruitment and Employment Confederation (CAD 43) para 5
98 City & Guilds (CAD 64) para 8
99 Chartered Institute of Personnel and Development (CAD 79) para 7
100 See, for example, Prospects Services (CAD 131) para 5, Career Connect (CAD 21) para 3.5.
101 See, for example, North East Chambers of Chambers (CAD 53) para 2, Cornwall Council (CAD 91) para 3.6, All-Party Parliamentary Group on Skills and Employment (CAD 93) para 4.
102 National Grid (CAD 37) para 1.3
103 Association of School and College Leaders (CAD 34) para 5
labour market information but also “will need the support of an informed adviser to make best use of available information”.\textsuperscript{104} In our view, accurate labour market information is vital to providing young people and their parents with guidance about available routes and salaries; it is also important to recognise the key role careers advisers play in helping young to understand this information and how the opportunities in the jobs market fit with their skills and aspirations.

62. At a national level, labour market information has been provided in recent years by the UK Commission on Employment and Skills (UKCES) in a package known as “LMI for All”.\textsuperscript{105} This package includes details of employment levels in different occupations, average earnings, the skills required in particular jobs and information about the relevant higher education qualifications.\textsuperscript{106} The Government decided, as part of the 2015 Spending Review, to withdraw funding from UKCES.\textsuperscript{107} A number of witnesses to our inquiry spoke very highly of UKCES: in particular, they considered that the LMI for All data had a very valuable role to play in supporting careers guidance and urged that it be preserved.\textsuperscript{108} The Ministers agreed that LMI for All was a “valuable and trusted national data set” and assured us that, following the closure of UKCES, it would continue to operate under the project management of BIS.\textsuperscript{109} The Committee is disappointed that the consistently high quality analysis and advice provided by the UK Commission on Employment and Skills (UKCES) is to be lost. We welcome the Government’s commitment to continue operating the LMI for All dataset. We trust that the Department for Business, Innovation and Skills will build upon the good work of the UK Commission for Employment and Skills. We recommend that the Government set out in its response how it will ensure that LMI data published in future will match the high standards achieved by UKCES. We recommend that in its careers strategy, the Government set out its plans for further improving the quality and usefulness of the data.

Role and capacity of Local Enterprise Partnerships

63. Labour market information at a national level is important, as people may relocate for particular jobs. We also heard about the importance of good information at the local level, and the role that Local Enterprise Partnerships (LEPs) could play in providing it. We were impressed to hear about the range of support being offered by some LEPs. The West of England LEP told us that it produced an “annual series of user-friendly reports [bringing] local employment data to life and […] designed to support careers and employability professionals”. It was also planning to hold a workshop on how to understand this information, and to send a film of the event to all schools.\textsuperscript{110}

64. It was nevertheless made clear to us that, while some LEPs were doing a lot to provide labour market information, others were not. Education for Engineering told us that such information at the local level was “extremely difficult to access at the moment, with many LEPs not yet on a statistically strong footing”.\textsuperscript{111}

\textsuperscript{104} Gatsby Foundation (CAD 8) Annex
\textsuperscript{105} LMI for All, accessed 25 May 2016
\textsuperscript{106} Department for Education and Department for Business, Innovation and Skills (CAD 144)
\textsuperscript{107} PQ 27196 [on the UK Commission for Employment and Skills], 22 February 2016
\textsuperscript{108} See, for example, Q 37 (Professor Sir John Holman), Q 39 (Dr Deirdre Hughes), Q 55 (Martin Doel), Q 88 (Virginia Isaac).
\textsuperscript{109} Department for Education and Department for Business, Innovation and Skills (CAD 144) para 5
\textsuperscript{110} West of England Local Enterprise Partnership (CAD 89) para 2.13
\textsuperscript{111} Education for Engineering (CAD 96) para 28
65. LEPs have an important role to play in the provision of local labour market information. We recommend that the Government take steps to ensure that all Local Enterprise Partnerships have the capacity and are encouraged to provide up-to-date good quality labour market information to schools, college and careers professionals within their local area. The Careers & Enterprise Company could be charged with supporting LEPs to improve their data provision. Money saved by the rationalisation of national careers organisations we proposed earlier in this Report could be used to boost the capacity of LEPs for this and other roles in support of careers provision.
5 The role of employers

66. There was broad support in our evidence for employers playing a greater role in supporting careers education in schools. The Aviation Skills Partnership said, for example, that “effective links between employers and the educators” enabled “teachers to better prepare students for work, and employers to provide information on what they are looking for in their future work-force”.

67. We heard about a whole range of contributions employers could make to supporting careers education, including: mentoring students; helping students write curricula vitae (CVs); conducting mock interviews; arranging work experience (which we will consider in more detail below); taking part in careers fairs; and coming into schools to give talks about opportunities available in their fields. We heard about some of these contributions in more detail during our visits to Westminster Kingsway College and St Marylebone School, both of whom had extensive employer engagement programmes. Westminster Kingsway had an Employment Hub, dedicated to building links with employers. It brought employers in to talk about careers pathways and to help students write their CVs. St Marylebone School worked with a number of employers—including the hotel company, Marriott, the insurance firm, Prudential, and an oil extraction services company, Petrofac—who offered mentoring and support to the students in a range of different ways. At both the school and the college, we heard that it had been important to establish sustainable relationships with the employers, with clear points of contact. We formed the impression that ad hoc arrangements were unlikely to be successful.

68. Both the school and the college are in the privileged position of being located in inner London, with a large number of employers on their doorstep. We were unsure whether it would be so easy to build links of this kind in other parts of the country. Indeed, some evidence emphasised the challenges in establishing links between schools and colleges and employers. As well as the difficulties some schools faced finding employers, there were obstacles in the incompatibility between working hours and the school timetable, and in the time and effort required to foster and maintain links. Hammersmith Academy, another school in London, observed that engagement with employers was too often:

   a little like a Soyuz rocket failing to dock with the International Space Station. Both sides desperately want it to happen, but the conditions aren’t suitable for docking to allow transfer of knowledge.

At St Marylebone School we were told that schools needed “brokers” to help with this task: it, for example, had brought in the Brightside Trust, a careers education charity, to help facilitate its mentoring scheme with Petrofac.

69. The Government has made overcoming the barriers between schools and employers one of the key planks of its policy on careers education. This task has been central to the work so far of the Careers & Enterprise Company, in particular through its nascent Enterprise Adviser network. Claudia Harris, Chief Executive of the Company, told us that the Enterprise Advisers would help the schools “to build a plan” and that this plan could

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112 Aviation Skills Partnership (CAD 32) para 1
113 For examples of suggestions, see Reed in Partnership (CAD 4) para 16, The Brokerage CityLink (CAD 14), Adviza (CAD 16) para 6.1, Career Connect (CAD 21) para 5.1, Newland Girls’ School (CAD 36) para 1.5.
114 Hammersmith Academy (CAD 101) para 2
involve “bringing employers in to help teach a particular part of the curriculum, or it could be helping sort out work experience.”.115 Local Enterprise Partnerships (LEPs) have a central role to play in delivering the Enterprise Adviser programme: working alongside the volunteer Enterprise Advisers will be “Enterprise Co-ordinators”, full-time staff co-funded by the company and the LEP, and based with the LEP, whose role it is to co-ordinate the scheme.116

70. There was also some concern in our evidence that the Government’s focus on employers had been at the expense of other aspects of careers education, information, advice and guidance. Tristram Hooley, Professor of Career Education at the University of Derby, said that the focus on employers had been pursued “(i) at the expense of a recognition of the role that career professionals can play; and (ii) without regard for the fact that most young people move from school to further learning rather than directly to work”.117 The Career Development Institute, representing careers professionals, said that it was important to see encounters with employers as complementary to independent and impartial advice and guidance, rather than a replacement for it. It added that “the more exposure young people have to a range of employers, the greater their need to talk to someone who can help them to make an informed choice between all the opportunities on offer”118.

71. While there was support for the decision to run the Enterprise Adviser scheme through the LEPs, some evidence suggested that there could be greater room for local flexibility. The Sheffield City Region Executive Team told us that delivering the initiative through the LEPs “is positive and enables partners to join up local and national delivery” but added that “the menu of activities […] initially felt quite prescriptive (almost like a franchise) and, in the opinion of some local partners, a little antiquated in terms of the menu of enterprise activities it suggested for schools”.119 Claudia Harris told us that, while there was no obligation for LEPs to work with the Careers & Enterprise Company, she was pleased that there had been “such a level of sign-up”: she said that, as of 21 March, the Company was working with 33 of the 39 LEPs.120

72. Employers have an important role to play in careers education but there have been longstanding challenges in building links between employers on the one hand and schools and colleges on the other. We welcome the Careers & Enterprise Company’s work to overcome these challenges, in particular through its Enterprise Adviser scheme. It is important, however, that employer engagement is seen as a complement to, rather than a substitute for, impartial, independent careers advice and guidance. Young people who take part in employer engagement programmes should have the opportunity to reflect on their experiences with an impartial careers adviser.

115 Q 149
116 Careers & Enterprise Company (CAD 142) paras 2.1 and 2.2
117 Professor Tristram Hooley (CAD 1) para 21
118 Career Development Institute (CAD 76) para 6.1
119 Sheffield City Region Executive Team (CAD 58) paras 5.1 and 6.3. See also Greater Manchester Combined Authority (CAD 115) paras 3.1 and 3.3.
120 Q154
73. **We welcome the involvement of Local Enterprise Partnerships in the Enterprise Adviser scheme.** We encourage all LEPs to play their full role in brokering links between employers and schools. We recommend that, for its part, the Careers & Enterprise Company ensure that the scheme leaves plenty of room for local flexibility and that it supports, rather than duplicates, any existing work being carried out by the LEP.

**Work experience**

74. Until 2012, schools were under a duty to provide work-related learning at Key Stage 4. This duty was removed following a recommendation in the 2011 *Review of Vocational Education*, conducted by the economist Professor Alison Wolf (now Baroness Wolf of Dulwich) at the request of the Government. This review concluded that the duty had “served its time”, was “very expensive” and “too often [… did] not even involve being in a work place”.121

75. The Wolf Review called instead for the Government to “evaluate models for supplying genuine work experience to 16-18 year olds [at Key Stage 5] who are enrolled as full-time students”.122 The Government now expects 16-19 olds to be “offered the opportunity to undertake high quality and meaningful work experience as part of their post-16 education”. This work experience should be provided as part of students’ study programmes.123

76. We heard concerns that the removal of the duty at Key Stage 4 had resulted in too few opportunities for work experience being available to young people. Suffolk County Council said that for students in Years 10 and 11 there were “limited opportunities for placements”, a situation that it said had been exacerbated by the removal of the duty. It added, somewhat troublingly, that “at the same time too many young people do not get this opportunity as part of their Study Programme in Year[s] 12 and 13”.124

77. The British Chambers of Commerce called for the Key Stage 4 duty to be reintroduced but acknowledged that a more flexible approach might be needed as a “rigid two weeks of work experience does not fit with the needs of all employers, schools or pupils”.125 Its Head of Business, Education and Skills, Marcus Mason, acknowledged that businesses could do more to facilitate work experience opportunities:

> We ask businesses, “What do you think young people are lacking? What is the most important thing for them to have before going into a job to prepare them?” and they say, “Work experience,” but most of them do not offer work experience. That is an obvious example where businesses can do more.126

78. The Minister, Mr Gyimah, told us that work experience was “hugely important for young people to experience for a whole number of reasons” and that it “connects the future with the present”.127 He cautioned, however, that under the Key Stage 4 duty:

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123 Department for Education, *Post-16 work experience as a part of 16 to 19 study programmes and traineeships, March 2015*, page 4. The Government introduced 16 to 19 study programmes in August 2013. All post 16 students follow a study programme tailored to their prior attainment by age 16 and to their career aspirations.
124 Suffolk County Council [CAD 63] para 6.4
125 British Chambers of Commerce [CAD 80] paras 20 and 21
126 Q 59
127 Q 240
What you had is a week where if you want to be a journalist, you go to a local paper and you end up sitting in their offices making tea. I do not think that is where we want to get to. If anything, what we want to focus on is the number of employer interactions that you want a young person to have over the course of their time at school [ … ]

79. In our view, all students should have the opportunity to take part in work experience at both Key Stage 4 and Key Stage 5. We agree that the statutory duty at Key Stage 4 did not always give rise to meaningful work experience and that more flexible approaches are needed. Nevertheless, it seems that too many young people are missing out on work experience opportunities and that, in consequence, they are not developing the skills they may later need in the work-place. We recommend that the Government work with employers and schools to produce a plan to ensure that all students at Key Stage 4 have the opportunity to take part in meaningful work experience. It should also ensure that there are mechanisms in place to ensure that work experience is being effectively delivered through Key Stage 5 study plans.
6 Conclusion

80. Careers education, information, advice and guidance is inadequate in too many English schools. In consequence, too many young people are leaving education without having had the chance fully to consider their future options or how their skills and experiences fit with the opportunities available in the labour market. Recent years have seen a whole host of policy changes, initiatives and new bodies: none has led to any serious improvement in provision; some have proved counter-productive.

81. We are pleased that the Government will soon publish its careers strategy. This strategy offers a timely opportunity finally to get careers provision right. In this Report, we have identified a number of areas on which the strategy should focus:

- Providing incentives for schools to improve their careers provision and mechanisms for holding to account those that fail to do so;
- Taking steps to untangle the complex web of national organisations and to create efficiencies by bringing funding streams into line;
- Bringing greater coherence to the unruly market of organisations and websites offering careers information, advice and guidance services;
- Ensuring advice and guidance is grounded in accurate information about the labour market; and
- Giving young people the opportunity to understand better the world of work, through encounters with employers and meaningful work experience opportunities.

82. Careers education, information, advice and guidance have a critical role to play in ensuring both that our young people are well-prepared for their future lives and that our economy has a workforce with the skills it needs. We hope that this Report will be a step towards a careers system that at long last meets these aims.
Conclusions and recommendations

Quality of careers advice in schools

1. It is three years since the Education Committee produced a Report raising serious concerns about the quality of careers information, advice and guidance in schools and yet provision remains patchy across England. We are very disappointed that careers advice and guidance is still poor in so many schools: the system has failed too many young people for far too long. The Government’s careers strategy is urgently needed and must include immediate steps to ensure all young people have access to high quality information, advice and guidance. (Paragraph 15)

What should schools be doing?

2. An effective school careers programme should include a combination of impartial and independent advice and guidance, careers education embedded in the curriculum, and opportunities for students to engage with employers. We consider the Gatsby Foundation’s eight benchmarks a useful statement of the careers provision to which all schools should be aspiring. The Government’s policy objective should be to incentivise all schools to ensure their careers provision is brought up to a good standard and to hold them to account when they fail to do so. (Paragraph 19)

Incentivising schools

3. We welcome the Government’s intention to legislate to require schools to collaborate with training providers and look forward to seeing further details of how it will work in practice. We recommend that the Government set out robust mechanisms to ensure that the new law is well-publicised and properly enforced. (Paragraph 23)

Ofsted

4. We welcome the increased emphasis Ofsted has placed on careers provision but agree with the Minister for Skills that it should be downgrading schools that do not provide effective information, advice and guidance. (Paragraph 26)

5. We recommend that Ofsted introduce a specific judgment on careers information, advice and guidance for secondary schools, and set clear criteria for making these judgments. The Common Inspection Framework should be amended to make clear that a secondary school whose careers provision is judged as “requires improvement” or “inadequate” cannot be judged to be “outstanding” overall; likewise, a secondary school should be unable to receive an overall judgment of “good” if its careers provision is judged to be “inadequate”. (Paragraph 27)

Destination data

6. We invite the Government, in its response, to set out a comprehensive plan for improving destination data, including the timescales for doing so. This plan should include steps to make the data available in a more timely way and to ensure that they
cover a longer period of time, and give more details on how the data will draw on information held by other Government departments. The Government should also consider how best to present its destination data, to mitigate the risk that schools are judged primarily on the number of their students going onto higher education. (Paragraph 32)

Co-ordination

7. We recommend that the Government, in its careers strategy, take steps to simplify the delivery of its careers policy at the national level. It should put a single Minister and a single Department in charge of co-ordinating careers provision for all ages, and set out how it plans to rationalise the number of Government-funded organisations delivering careers programmes. (Paragraph 44)

8. We recommend that all Government-funded careers initiatives, including the Jobcentre Plus support for schools scheme, be brought under the umbrella of the Careers & Enterprise Company. We further recommend that the Government consult on transferring responsibility for the National Careers Service from the Skills Funding Agency to the Careers & Enterprise Company. We also encourage the Careers & Enterprise Company to set out how, in addition to its existing programmes, it plans to support the provision of independent and impartial careers guidance in schools. (Paragraph 45)

Quality standards

9. We support the merger of the Quality in Careers and matrix Standards and recommend that the Government support the establishment and promotion of a single quality brand covering schools, colleges, careers services providers and careers websites, with appropriate criteria for the different types of organisation to meet. As part of this work, it should also encourage the bringing together of the 12 different awards recognised by the Quality in Careers Standard into a single award. (Paragraph 52)

10. We recommend that the Government, once the new quality brand is in place, amend statutory guidance to require all schools to work towards being accredited under this brand, and only to use careers services from organisations holding it. (Paragraph 53)

The careers guidance profession

11. We recommend that the Government statutory guidance is amended to require those delivering advice and guidance in schools to hold, at a minimum, a relevant level 6 qualification. (Paragraph 56)

The labour market

12. Investing in good quality careers advice can help to tackle the skills misalignment by making young people aware of the opportunities available in the job market and helping them to match these opportunities to their skills and interests. Failing to invest will only exacerbate the skills mismatch, which in turn will have a negative impact on the country’s productivity. (Paragraph 60)
13. In our view, accurate labour market information is vital to providing young people and their parents with guidance about available routes and salaries; it is also important to recognise the key role careers advisers play in helping young to understand this information and how the opportunities in the jobs market fit with their skills and aspirations. (Paragraph 61)

14. The Committee is disappointed that the consistently high quality analysis and advice provided by the UK Commission on Employment and Skills (UKCES) is to be lost. We welcome the Government’s commitment to continue operating the LMI for All dataset. We trust that the Department for Business, Innovation and Skills will build upon the good work of the UK Commission for Employment and Skills. We recommend that the Government set out in its response how it will ensure that LMI data published in future will match the high standards achieved by UKCES. We recommend that in its careers strategy, the Government set out its plans for further improving the quality and usefulness of the data. (Paragraph 62)

Role and capacity of Local Enterprise Partnerships

15. We recommend that the Government take steps to ensure that all Local Enterprise Partnerships have the capacity and are encouraged to provide up-to-date good quality labour market information to schools, college and careers professionals within their local area. The Careers & Enterprise Company could be charged with supporting LEPs to improve their data provision. Money saved by the rationalisation of national careers organisations we proposed earlier in this Report could be used to boost the capacity of LEPs for this and other roles in support of careers provision. (Paragraph 65)

The role of employers

16. Employers have an important role to play in careers education but there have been longstanding challenges in building links between employers on the one hand and schools and colleges on the other. We welcome the Careers & Enterprise Company’s work to overcome these challenges, in particular through its Enterprise Adviser scheme. It is important, however, that employer engagement is seen as a complement to, rather than a substitute for, impartial, independent careers advice and guidance. Young people who take part in employer engagement programmes should have the opportunity to reflect on their experiences with an impartial careers adviser. (Paragraph 72)

17. We welcome the involvement of Local Enterprise Partnerships in the Enterprise Adviser scheme. We encourage all LEPs to play their full role in brokering links between employers and schools. We recommend that, for its part, the Careers & Enterprise Company ensure that the scheme leaves plenty of room for local flexibility and that it supports, rather than duplicates, any existing work being carried out by the LEP. (Paragraph 73)
Work experience

18. *We recommend that the Government work with employers and schools to produce a plan to ensure that all students at Key Stage 4 have the opportunity to take part in meaningful work experience. It should also ensure that there are mechanisms in place to ensure that work experience is being effectively delivered through Key Stage 5 study plans.* (Paragraph 79)
Formal Minutes of the Sub-Committees

Wednesday 29 June 2016

The Sub-Committees on Education, Skills and the Economy of the Business, Innovation and Skills and Education Committees met concurrently, pursuant to Standing Order No. 137A.

Members present:

Paul Blomfield       Jonathan Reynolds
Neil Carmichael     Stephen Timms
Michelle Donelan    Chris White
Catherine McKinnell Mr Iain Wright
Amanda Milling

Neil Carmichael was called to the Chair, in accordance with the provisions of Standing Order No. 137A(1)(d).

Draft Report (Careers education, information, advice and guidance), proposed by the Chair, brought up and read.

Ordered, That the draft Report be considered concurrently, in accordance with Standing Order No. 137A(1)(c).

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 82 read and agreed to.

Resolved, That the Report be the First Report of the Sub-Committees to the Business, Innovation and Skills and Education Committees.

Ordered, That Mr Iain Wright make the Report to the Business, Innovation and Skills Committee.

Ordered, That the Chair make the Report to the Education Committee.

[Adjourned till Wednesday 20 July at 9.00 am]
Formal Minutes of the Committees

Wednesday 29 June 2016

The Business, Innovation and Skills and Education Committees met concurrently, pursuant to Standing Order No. 137A.

Members present:

Paul Blomfield
Neil Carmichael
Michelle Donelan
Catherine McKinnell
Amanda Milling
Jonathan Reynolds
Stephen Timms
Chris White
Mr Iain Wright

Neil Carmichael was called to the Chair, in accordance with the provisions of Standing Order No. 137A(1)(d).

Draft Report from the Sub-Committees on Education, Skills and the Economy (Careers education, information, advice and guidance) brought up and read.

Ordered, That the draft Report be considered concurrently, in accordance with Standing Order No. 137A(1)(c).

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 82 read and agreed to.

[The Committees adjourned.]
BUSINESS, INNOVATION AND SKILLS COMMITTEE

Members present:

Mr Iain Wright, in the Chair
Paul Blomfield          Jonathan Reynolds
Amanda Milling          Chris White

Resolved, That the draft Report prepared by the Sub-Committees on Education, Skills and the Economy be the First Report of the Committee to the House.

Ordered, That the provisions of Standing Order No. 137A(2) be applied to the Report.

Ordered, That the Chair make the Joint Report to the House.

Ordered, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No.134.

[Adjourned till Tuesday 5 July at 9.00 am

EDUCATION COMMITTEE

Members present:

Neil Carmichael, in the Chair
Michelle Donelan          Stephen Timms
Catherine McKinnell

Resolved, That the draft Report prepared by the Sub-Committees on Education, Skills and the Economy be the First Report of the Committee to the House.

Ordered, That the provisions of Standing Order No. 137A(2) be applied to the Report.

Ordered, That the Chair make the Joint Report to the House.

Ordered, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No.134.

[Adjourned till Tuesday 5 July 9.00 am
Witnesses

The following witnesses gave evidence. Transcripts can be viewed on the inquiry publications page of the Committee’s website.

Monday 8 February 2016

Professor Louise Archer, Director, ASPIRES 2 Project, King’s College London, Professor Ann Hodgson, Co-Director, Centre for Post-14 Education and Work, University College, London, Professor Sir John Holman, Gatsby Foundation, and Dr Deirdre Hughes OBE, Principal Research Fellow, University of Warwick

Dr Mary Bousted, General Secretary, Association of Teachers and Lecturers, Sian Carr, Vice President, Association of School and College Leaders, Martin Doel CBE, Chief Executive, Association of Colleges, and Marcus Mason, Head of Business, Education and Skills, British Chambers of Commerce

Monday 7 March 2016

Katharine Horler, Chair of the Board, Careers England, Virginia Isaac, President, Career Development Institute, Paul Warner, Director of Policy and Strategy, Association of Employment and Learning Providers, and Adam Powell, Director of Skills, West of England Local Enterprise Partnership

Monday 21 March 2016

Joe Billington, Director, National Careers Service, Sean Harford, National Director, Education, Ofsted, and Claudia Harris, Chief Executive, Careers & Enterprise Company

Wednesday 27 April 2016

Sam Gyimah MP, Parliamentary Under-Secretary of State for Childcare and Education, Department for Education, and Nick Boles MP, Minister for Skills, Department for Education and Department for Business, Innovation and Skills
Published written evidence

The following written evidence was received and can be viewed on the inquiry publications page of the Committee’s website.

CAD numbers are generated by the evidence processing system and so may not be complete.

1. Adviza (CAD0016)
2. Aimhigher West Midlands (CAD0038)
3. Alison Braithwaite (CAD0020)
4. All-Party Parliamentary Group for Skills & Employment (CAD0093)
5. Ambitious about Autism (CAD0083)
6. Asdan, ABC Awards and emfec (CAD0087)
7. Aspire Group (CAD0104)
8. Association of Teachers and Lecturers (CAD0119)
9. Association of Colleges (CAD0049)
10. Association of Employment and Learning Providers (CAD0045)
11. Association of National Specialist Colleges (CAD0082)
12. Association of School and College Leaders (CAD0034)
13. Aviation Skills Partnership (CAD0032)
14. Barclays (CAD0137)
15. Barnardo’s (CAD0125)
16. Barnet and Southgate College (CAD0007)
17. Brighton and Hove City Council (CAD0046)
18. Brightside (CAD0041)
20. British Gas (CAD0111)
21. Career Connect (CAD0021)
22. Career Development Institute (CAD0076)
23. Careers & Enterprise Company (CAD0142)
24. Careers & Enterprise Company (CAD0099)
25. Careers England (CAD0042)
26. Careers England (CAD0143)
27. Careers Research and Advisory Centre (CAD0023)
28. Centrepoint (CAD0030)
29. Chartered Institute of Building (CAD0078)
30. Chartered Institute of Personnel and Development (CAD0079)
31. City & Guilds (CAD0064)
32. City Year UK (CAD0056)
33. Construction Industry Training Board (CAD0117)
34 Cornwall Council (CAD0091)
35 CSW Group Ltd (CAD0107)
36 CXH Ltd (CAD0017)
37 Department for Education (CAD0040)
38 Department for Education (CAD0139)
39 Department for Education and Department for Business, Innovation and Skills (CAD0144)
40 Department for Work and Pensions (CAD0145)
41 Dr Deirdre Hughes OBE (CAD0140)
42 Dr Michelle Stewart (CAD0121)
43 Durham County Council (CAD0094)
44 Edge Foundation (CAD0005)
45 Education for Engineering (CAD0096)
46 EEF - The Manufacturers’ Organisation (CAD0110)
47 Employment Related Services Association (CAD0130)
48 Enbyten Ltd (CAD0097)
49 EngineeringUK (CAD0136)
50 Fair Train (CAD0070)
51 Federation of Small Businesses (CAD0084)
52 Find a Future (CAD0109)
53 Future Academies (CAD0057)
54 Futures Advice, Skills and Employment (CAD0051)
55 Gateshead College (CAD0106)
56 Gatsby Foundation (CAD0008)
57 Graham Stuart MP (CAD0050)
58 Greater Manchester Combined Authority (CAD0115)
59 Hammersmith Academy (CAD0101)
60 Hampshire County Council AICE (CAD0122)
61 Impetus - The Private Equity Foundation (CAD0075)
62 Inspiring Futures (CAD0066)
63 Institute of Chartered Accountants in England and Wales (CAD0060)
64 Institute of Directors (CAD0105)
65 Institute of the Motor Industry (CAD0116)
66 Learning and Work Institute (CAD0118)
67 Linking London (CAD0120)
68 Liverpool City Region Employment and Skills Board (CAD0081)
69 London Councils (CAD0072)
70 Michelle Homer (CAD0048)
Careers education, information, advice and guidance

71 Mime Consulting (CAD0086)
72 Mr Anthony Barnes (CAD0067)
73 Mr Nick Palmer (CAD0026)
74 Mrs Janet Downs (CAD0003)
75 Mrs Margaret Bevan (CAD0006)
76 Mrs Penny Longman (CAD0054)
77 Ms Janet Hutchinson (CAD0009)
78 Mybigcareer (CAD0069)
79 NASUWT (CAD0065)
80 National Association of Head Teachers (CAD0018)
81 National Careers Service, Skills Funding Agency (CAD0141)
82 National Foundation for Educational Research (CAD0010)
83 National Grid (CAD0037)
84 National Literacy Trust (CAD0019)
85 Newlands Girls’ School (CAD0036)
86 North East Chamber of Commerce (CAD0053)
87 Ofsted (CAD0031)
88 Partners within the Heart of the South West (CAD0085)
89 Plymouth City Council (CAD0071)
90 Professor Louise Archer (CAD0013)
91 Professor Sandra McNally (CAD0025)
92 Professor Tristram Hooley (CAD0001)
93 Prospects Group (CAD0131)
94 Quality Assurance Agency for Higher Education (CAD0095)
95 Quality in Careers Consortium (CAD0074)
96 Recruitment and Employment Confederation (CAD0043)
97 Reed in Partnership (CAD0004)
98 Rightstep (CAD0113)
99 Russell Group (CAD0108)
100 Semta (CAD0059)
101 Sheffield City Region Executive Team (CAD0058)
102 Society of Motor Manufacturers and Traders (CAD0098)
103 Stem Learning (CAD0092)
104 Stemnet (Science, Engineering, Technology, Mathematics Network) (CAD0068)
105 Stratford upon Avon School (CAD0015)
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