1. Introduction

1.1 The Government's Connexions Strategy aims to ensure that all young people achieve the most from the learning opportunities available to them and secure the best possible start to their working and adult lives (DfEE 2000a). The Connexions Service is designed to provide a new approach to guiding and supporting young people through their teenage years and in their transition to adulthood and working life. The new service will be delivered through a network of Personal Advisers with links to specialist support services. Personal Advisers will be drawn from a variety of existing public, private, voluntary and community organisations and build on best practice. These organisations will come together to form new Connexions Partnerships to develop and co-ordinate the delivery of support services for young people.

1.2 Coventry and Warwickshire have been chosen as one of the first areas in England to pilot the new Connexions Strategy. The pilot is designed to trial new ways of working in local communities. Within this context, research and evaluation play a crucial role in helping to assess the impact of the Connexions Strategy on the local community, and supporting policy-makers and practitioners to determine what works and why.

1.3 From April 2001, Coventry and Warwickshire will receive Government funding to deliver the new Connexions Service. David Blunkett (DfEE 2000b) describes the new provision as an improved universal careers advice service as well as giving teenagers extra help and support to prepare for the transition to work and adult life.

1.4 This report was commissioned by the Coventry and Warwickshire Connexions Partnership to identify how the Connexions Strategy in educational institutions is beginning to be implemented. The report concentrates on the preparation and planning stages and seeks to capture emerging issues and concerns. The visits will be repeated in February 2001 to assess the progress made and the effectiveness of the pilot provision.
1.5 In October 2000, visits were conducted to nine educational institutions (Appendix 1) currently piloting the Connexions Service in Coventry and Warwickshire. Graham Hollowell, Deputy Chief Executive of Warwickshire Careers Service (WCS), accompanied the evaluator on five of the visits.

In-depth discussions were held with 41 staff including a diverse range of roles and responsibilities (Appendix 2). At the time of the visits, the majority of the Personal Advisers had been appointed, but few were in post. Brief confidential reports were produced for each institution following the visits; these included a summary of the key issues discussed and action points identified. The evaluator would like to thank all of the respondents for their generous hospitality and openness in sharing ideas and experiences.

1.6 The overall findings from the visits indicate a shared view on many of the key issues relating to the implementation of the new Connexions Service. All the institutions had started planning for the pilot service; in some cases, the benefits from the work undertaken in the preparatory stage were highlighted. Examples of emerging good and interesting practice were confirmed during the visits and these are included anonymously in the report in boxed displays. All nine institutions visited feature in these examples.

1.7 The report is structured in eight sections. In Section 2, the findings are discussed in the context of developing the strategic aims of Connexions. This includes areas of work identified by institutions which need to be maintained. Sections 3 to 6 illustrate the findings in the key areas of management, delivery, student involvement and partnership working. In Sections 7 and 8; conclusions together with national and local recommendations are presented.

2. Connexions Strategic Approach

2.1 There is common agreement across all the institutions on the value of the Connexions Strategy. All institutions are positive about the new approach and are concerned to develop the new service to best meet the needs of their students. Many welcome the opportunity to assess their existing structures and to extend and reinforce them by developing a coherent system across their institutions. In all cases, senior staff are anxious to plan the service effectively to avoid duplication of effort and resources. They aim to direct the role of the Personal Adviser in a more strategic way in order to work with and support other key initiatives to achieve a whole-school or whole-college approach. One institution is linking the new service to recent changes in its management structure. It is fostering significant changes in leadership, management and organisation by developing structures that encourage and support collaboration between agencies and adopt a whole-school approach.

2.2 Generally, there is agreement on the importance of 'positioning' Connexions, as this sets the vision, culture and ethics of the new service
for staff, students, parents / carers and community groups. A universal service is viewed as key to this; it communicates an important message to students that Connexions is not the preserve of any one client group.

2.3 However, it is noted that potential changes in roles and responsibilities of certain professionals are likely to be complicated and will take time to implement fully. Although Connexions is being developed in institutions and linked to existing practices, each support agency and service has its own unique background and starting position. All of the respondents indicate that they want the Connexions Service to have strong links with the careers provision and many view this as a key strength. However, they also see the new service as being strategically different to the old and requiring a new approach. This will necessitate different management and organisational structures. Several respondents highlight the potential danger of:

’… merely replicating the careers service structures in the Connexions service’ (headteacher).

In at least three cases, respondents describe the working practices developed for the pilot phase as:

’… quick-fix solutions implemented without full consideration of the implications of these’ (headteacher).

2.4 The majority of respondents indicate that the new service may be difficult to market if it is unclear where the boundaries lie. The early messages communicated to students, staff and community groups are viewed as crucial for the success of Connexions. The new Connexions Service is being developed locally and this aspect is valued. However, some respondents point to a lack of clarity in leadership, at both a national and local level, as contributing to the present uncertain position. A national campaign to assist in disseminating information about the new service to key partners is required. At a local level, a clear strategic overview is essential in order to develop appropriate management and organisational structures that will enable the new service to flourish.

2.5 All respondents welcome Connexions as an impartial and independent service for students. They see Personal Advisers working within schools and colleges, but also bringing an outside view and linking effectively with other agencies and services.

’… it adds integrity to the work’ (principal);
’… within Connexions all our concerns have come together’ (vice-principal);
’… we are optimistic for the future’ (deputy head teacher);
’…it could be an exciting possibility if it works well’ (deputy head teacher);
’… our aim is to sharpen up what we have in place and look at alternatives for students’ (senior teacher).
Respondents clearly recognise that working independently for young people within an institutional setting can at times be difficult to achieve. They identify the role of Personal Adviser in terms of working as an advocate for young people and, therefore, as an agent for change. At this early stage, the introduction of new Personal Adviser provision and support is generally viewed positively:

‘... the Personal Adviser needs the freedom to work across the institution and will sometimes tread on toes’ (principal);
‘... we should accept criticism and learn from it’ (principal);
‘... Personal Advisers should be in the institution, not of it’ (vice-principal).

However, an effective Personal Adviser may highlight institutional barriers for young people which need to be overcome. This could have implications for staff training needs. They may also discover potential barriers with other agencies and services. This will require a sensitive and skilful approach on the part of all concerned and handling this effectively will be key to the success of Connexions for young people. It will be important to determine how the local arrangements for the Connexions Partnership will support Personal Advisers and institutions to resolve difficult issues.

2.6 All institutions express a commitment to support for students and have infrastructures in place for this. All three of the colleges visited have extensive Student Services offering welfare, health, careers and other provision. Many schools have sophisticated systems of support and liaise with numerous agencies and services. It is clear that there is valuable work going on in schools and colleges which outside agencies may not be aware of. The majority of staff feel that the emphasis should be on valuing and building on existing provision. As one tutor states:

‘Connexions gives us all the chance to examine the way everyone operates with young people’.

Box 1
Progress-tutoring
One college has recently introduced the concept of progress-tutoring to improve the monitoring of students learning and to engage them in the process of review. The concept is based on in-depth reviews and joint action planning. The college is developing this approach and sees Connexions as an important part of this strategy. Staff have already identified issues within the process, such as: quality-assuring action plans, recording procedures, and maintaining on-going contact with students. The Personal Adviser is ideally placed to complement this approach and work collaboratively with progress-tutors for the benefit of students.
Box 2
Support for students
One school assesses each student individually to see if they may be 'at risk'. Students with widely differing needs are targeted for support and constitute a diverse and varied group. The school aims to identify problems early in order to stop them developing. Staff work with older students to identify alternative provision at college or with training providers. This is a 'carrot and stick' approach, which retains young people in school to study for agreed GCSEs, but also offers them more practical experiences. It has proved successful in retaining students in learning.

2.7 Many staff describe how the Connexions service comes on top of many other new initiatives. The constant changes and innovations pose both opportunities and threats to staff and students. Many careers co-ordinators indicated their concerns that existing provision will be removed or diluted. Senior staff emphasised that there has been a lack of information and guidance at a national level. Although schools have received some information from the DfEE, the three colleges visited indicated that they had not received any such information. College staff feel that they have been neglected nationally and to some extent locally. All staff express concerns about the lack of clarity on the key role of the Personal Adviser:

'... it does not seem to have been thought through. Everyone has to learn on the hoof and the students suffer' (principal);
'... the number of new initiatives has pulled senior staff in all directions' (headteacher);
'... there seems to be very hazy clarity from Government on delivery' (headteacher);
'... we are concerned about being on the right track or up a siding' (careers adviser).

Briefing sessions have been held at a sub-regional level to keep participants up-to-date. These are welcomed and thought to be useful. However, many staff feel that these sessions have lacked clarity. This may be due to a general dearth of information nationally.

2.7 Pilot institutions want to be innovative and identify 'what works'. They would welcome the opportunity to form a 'user group' and meet together to:

- share good and developing practice;
- examine the role of the Personal Adviser;
- share experiences of joint management;
- examine how best to involve young people;
- analyse their systems and procedures;
- discuss emerging issues and concerns.
As one senior manager states:

‘... we should follow the Connexions principles and make more connections between the pilot institutions’.

2.8 A strong message is given that institutions value highly the work of the careers services in the sub-region, provided by Warwickshire Careers Service and Quality Careers Service (QCS). The majority of respondents want to continue to develop robust frameworks for careers education and guidance in schools and colleges. They are especially anxious that nothing happens to undermine the work currently undertaken in partnership with the local careers service companies:

‘... the careers service is doing excellent work. There is a real rapport with students and their parents’ (deputy head teacher).

2.9 College staff, particularly, would be very concerned if there was no specialist, independent voice in schools to ensure that all young people were informed about all the opportunities available to them including work-based training. Respondents welcome the new Connexions Service but their recent experience of careers service refocusing has, in some cases, resulted in a reduced level of service.

2.10 All educational institutions want to gain the advantages of the Connexions service without losing the benefits of existing careers and youth service provision. Institutions want to keep specialist careers advisers as well as Personal Advisers as part of the new service. They feel it is unrealistic to expect one person to undertake both roles. One careers co-ordinator describes the two roles as fitting together like inverted triangles: the Personal Adviser working with students initially to engage them, and then guiding them to access help from the careers adviser or youth worker. Senior staff feel the two roles should be ‘... clearly differentiated for staff and students to avoid confusion’. All respondents are unclear about how the two roles will fit together. They identify careers provision they wish to maintain as:

- independent, impartial one-to-one careers advice and guidance;
- universal entitlement for students;
- up-to-date local, national and international information on opportunities, and the changing world of work;
- support with work experience;
- support with alternative provision, including extended work placements;
- support with the work-related curriculum;
- good working relationships.

Institutions in Coventry also value the access to the Education-Business Partnership Centres as a vital part of the work-related curriculum for their students.
2.11 Overall, all respondents view the Connexions Service as more all-embracing than careers work. This fits in well with the Government's aim of a broader support role helping young people deal with a whole range of problems and barriers and working closely with other agencies to achieve this. Although schools and colleges have positive experiences of working with careers companies, this is not the case with all other agencies and services. Some have encountered difficulties and want the new service to reflect a more positive, joint approach. Senior staff recount that some agencies and services have in the past told them what is to be provided rather than negotiating with them to meet student needs. This is seen as providing a poor service for students. Personal Advisers will be expected to negotiate with these agencies on behalf of students and there may be potential problems ahead if the services are unwilling to adapt to proposed changes. This links with the potential difficulties discussed in paragraph 2.4. A strategy to deal with this could usefully be developed through Local Management Committees.

2.12 Respondents identified the ways in which they want the new service to evolve:

- a strategic approach to provision;
- agreement on joint priorities;
- negotiation as a key element;
- young people being clear about what is offered;
- meeting the needs of young people at times when they want it;
- clear outcomes and targets agreed jointly;
- regular meetings and reviews.

2.13 During discussions in three institutions, concern was raised about the initial training of teachers. Respondents identified shortcomings in this respect. They believe that all teachers should have training in careers education and guidance, which would produce more effective tutoring and more effective teachers. This would be beneficial in supporting the Connexions Strategy.

3. Management and Organisation

3.1 At present, respondents are unclear how the local management of Connexions will be established. Several respondents would like this to be at a more 'local' level than is currently the case with the careers service companies. It is important to identify how the 'local management' of Connexions can most effectively be developed to meet the local needs of educational institutions and other agencies. Senior staff are involved in managing and planning the new service in educational institutions. However, to date, governors have rarely been involved. Several institutions have reported on Connexions at governors' meetings, but only one school has involved governors in developing a strategic plan relating to Connexions.

3.2 Several institutions have developed comprehensive action plans to implement the new service. Others are less well prepared and are just
beginning to formalise their plans. Key aspects of planning identified include the need to:

- develop a **strategic structure for the role** of Personal Adviser within the institution;

- provide a **comprehensive, induction programme** for the Personal Adviser;

- agree **management arrangements** with the Personal Adviser and the Connexions manager;

- establish **working structures, procedures and practices** for the Personal Adviser within the institution;

- identify appropriate **criteria for prioritising the needs of students** in order to maximise the Personal Adviser's expertise and strengths;

- develop strategies to **inform students, staff, parents / carers and community groups** about the new service and its benefit to them;

- discuss how best to **involve students** in the planning, delivery and review of the service;

- agree **short and medium-term action plans and targets** with the Personal Adviser;

- plan how best to extend and develop the **current partnership working with parents / carers**;

- plan how **links with other agencies, services and community groups** can best be developed and improved;

- identify how the success of the new service will be **evaluated** for students and for the institution;

- develop a strategy to **identify the added-value** of Connexions during the pilot stage.

The above points illustrate the complexity of the work involved in preparing for the new service. This will take some time to accomplish. Many respondents identify Christmas as a natural time for completion of the induction phase. This illustrates the long-term nature of the development phase and indicates that a longer time frame for the introduction of the Connexions may be beneficial to ensure its enduring success.

3.3 During discussions several key management and organisational issues emerged which will now be examined separately.
Joint Management

3.4 All Personal Advisers will be managed jointly by the institution and the Connexions Service. Respondents are unclear how this will work in practice and feel they lack guidance. Senior managers in institutions have already identified the most appropriate person in the short term, although this may change over time. Initially, a senior member of staff will manage most of the Personal Advisers. This reflects the importance of the strategic focus being given to the post. In Warwickshire, the Connexions manager is the local, careers service area manager. In Coventry, there is a new part-time post of team leader who is responsible for managing Personal Advisers in a group of schools or colleges. Respondents believe that the cost of managing the Personal Adviser in educational institutions has been overlooked. Institution managers plan regular weekly or fortnightly meetings with the Personal Adviser. Respondents highlight the importance of early meetings with the Connexions managers to agree joint management arrangements. These could usefully be recorded in a joint management plan to avoid confusion over responsibilities. The plan would include leave arrangements, sickness procedures, and training and support both within and outside the institution. Respondents believe that sharing experiences of joint management would be valuable.

3.5 Institution managers are beginning to arrange induction programmes for Personal Advisers. A comprehensive, structured induction programme is crucial to enable Personal Advisers to understand the complex workings of institutions. This is especially important when the background of the Personal Adviser is outside education.

3.6 Respondents also raise the need to induct school and college staff into the new service. They identify a possible training need and are unclear if there is financial support for in-service training (INSET). All institutions feel that INSET will be needed to inform and involve staff in the new service. Further training needs may be identified as the service becomes established. Joint management arrangements should highlight these as they arise.

Organisational arrangements

3.7 Senior staff desire a greater say in the new organisational arrangements to ensure these exactly meet their needs. They highlight this as a major difference between the current partnership agreements with careers companies and the proposed organisation of the new service. Some senior staff believe they have been too passive in the past and have not used the careers service effectively as a strategic tool.
They feel that they have often delegated management and organisational arrangements to the careers adviser and the careers co-ordinator. This, they believe, has resulted in the careers service primarily setting the agenda. Senior staff feel strongly that this should change in the new service, with institutions having a greater say in organisational and delivery arrangements and in the priorities for each institution. This has implications for the management and organisation of the new service across the sub-region. Strategic approaches should be discussed by the Connexions Partnership.

**Identification of role**

3.8 There is full agreement that Personal Advisers must be placed within existing staff structures, yet their role remains unclear. Respondents highlight the need for the role to be clearly delineated alongside other roles in the institution to avoid duplication and confusion. This will be a key management task. A Personal Adviser working in a large institution needs support to identify the most appropriate role for the benefit of students. It is also unclear, at this stage, whether key aspects of the role that all Personal Advisers undertake will be identified alongside agreed institutional aspects, or whether the whole role can be negotiated within the institution. The Connexions pilots may be able to illustrate which approach is more effective.

**Working structures, practices and procedures**

3.9 Respondents agree that the Personal Advisers need clear structures for their work and well-defined links across institutions. This is especially important in large colleges. At the moment there is some lack of clarity on the detail, but all respondents agree on the need for a unified approach across the institution. This raises important issues such as tracking and recording practices and confidentiality issues relating to sharing of client information.

3.10 There is also a need to unify working practices and procedures with other agencies and services. Many institutions have developed good working practices with other agencies such as the youth service and the education welfare service which can be developed and enhanced for the new service.
Box 3

Working with the Education Welfare Service

One school has developed good working practices with the Education Welfare Service for the benefit of all the students. Every young person in school is assessed individually in order to identify students who may be ‘at risk’. The focus is on preventive work to stop problems developing. Students are identified as having varying needs and are not from any single group. The Educational Welfare Officer (EWO) has regular meetings with the heads of year and the school careers adviser to feed back progress, discuss action and identify immediate needs. Heads of year are seen as ‘key players’ as they know the students, co-ordinate information and liaise with form tutors.

The EWO has a caseload of students and works with them to draw up joint action plans. He closely involves parents and undertakes joint home visits with other agencies, including the careers service. He feels that all agencies work well together when they communicate effectively, understand each other’s roles, and respect them. He admits that ‘… the school has had to work hard at this’.

He identifies success when young people change their attitude and make progress. He sees the Connexions Service as supportive to his work and expects to work very closely with the Personal Adviser.

Common format for information

3.11 At present respondents are unclear exactly what information the Personal Adviser will need or be expected to record. Respondents want the Personal Adviser to fit in with their existing systems in order to give unity and continuity within the institution. However, there will be a need for some common data in a common format across institutions. This would help in the evaluation of the pilots and be useful for the development of the strategy. This may cause conflicts across institutions. Information requirements should be examined at a sub-regional level to achieve a coherent approach.

Confidentiality

3.12 Confidentiality is an issue that has implications across all institutions. One institution has a Therapeutic Unit offering confidential counselling to students. It is expected that the Personal Adviser will have close links with this unit, so the issue of confidentiality will need to be resolved. Other similar examples were discussed. One institution raised the question of the type of information that could be discussed with students. They have a school policy on this and are unsure if the role of the Personal Adviser will be able to fit in with it. There is still much work to be undertaken to resolve such matters. It is important for working practices and procedures to be clarified, in writing, across institutions, to ensure continuity for the benefit of the student and avoid conflicting messages. However, there may be differences between institutions and this again might cause initial difficulties within a central Connexions Service. Several senior staff stress that Connexions is making them examine their procedures and practices across the whole institution and that this is proving helpful to them.

Location of the Personal Adviser
3.13 Respondents believe that the location of the Personal Adviser within the institution is important as this sends out a strong message to staff and students. In colleges there are several possible teams where the adviser could be located. Final decisions on location are being delayed pending discussions with the Personal Advisers themselves, in order to make best use of the expertise and strengths they bring. One school identifies the Key Stage 4 team as being the 'natural location', but as this is in the administrative block, students may not wish to use it as a meeting point: there may be a need for an alternative base in another location for meetings with students. Staff are also concerned to avoid any labelling of students which might be associated with certain locations. This causes problems for some institutions as space is at a premium and even desk provision is difficult. The majority of senior managers would appreciate financial support for this, although opinion is divided. One principal states: ‘... we just want people to come in and support students’. 

Box 4
Teamwork

One college has developed a strong whole-college approach to supporting students through a comprehensive infrastructure including student services, careers advice and guidance, and welfare services. The college stresses the importance of teams and teamwork within a complex organisation. Staff are concerned that the Personal Adviser should enhance and develop this approach rather than duplicate effort and resources. Experience has shown staff that a large percentage of students encounter real difficulties. The initial plan is to base the Personal Adviser within the welfare team, although the role will cut across all teams.

3.14 The visits were made at an early stage in the process. This might explain why no mention was made of quality assurance as an issue. The evaluator will explore this during the follow-up visits in February 2001. It would be useful, however, to identify at a sub-regional level how the varied work of the Personal Advisers is to be effectively quality-assured.

4 Delivery of the Connexions Service

4.1 This section concentrates on the work of the Personal Advisers. It opens with a brief overall assessment of their recruitment and training to date.

Recruitment of Personal Advisers

4.2 A sub-regional recruitment exercise was undertaken by the Connexions Partnership. This was planned to take place in three stages over time:

- stage 1 - recruitment of professionally qualified staff;
- stage 2 - recruitment of experienced staff;
- stage 3 - recruitment of trainee staff.
Feedback from educational institutions indicates that the first stage has been successfully completed. Those institutions given a choice of Personal Advisers were satisfied with their candidates, which gives confidence in the selection process. Some concern was expressed about the later stages when unqualified workers will be employed.

4.3 The recruitment process was praised for its involvement of young people. Each candidate had to prepare a presentation to a group of young people from the area. Feedback from candidates indicates that this was a stressful experience, but judged to be a success. In one instance the interview panel thought that the candidate would not relate well to young people, but this was not the case. The young people involved have made useful suggestions on how the procedures could be further improved and more young people brought into the process. These included improving procedures for notifying them of the successful candidates and involving young people in short listing candidates. These should be acted upon.

Training of Personal Advisers

4.4 Respondents were generally uncertain about the training of Personal Advisers. They understood there was a three-week, internal, introductory training for new Personal Advisers, although they had no idea what this involved. The majority of staff had not heard about the pilot foundation training for Personal Advisers at Nottingham Trent University. When this was discussed, one respondent thought that college staff would be interested in undertaking this training.

4.5 Staff in further education (FE) consider that they have been marginalised with regard to the development of the national training pilot. They believe that FE staff should be closely involved with the development of the new service including the training of Personal Advisers. Both school and college staff are concerned about the position of unqualified and trainee Personal Advisers in educational institutions. They are unclear about the different levels of staff, whether they will be involved in any probationary training, and if so, what time commitment that will entail.

Allocation of Personal Advisers

4.6 The allocation of Personal Advisers has differed across the sub-region. In Warwickshire, new Personal Advisers have been allocated to institutions for two to three days each week working alongside a careers adviser. In some cases, senior staff were able to choose their Personal Adviser from two candidates. In every case, they were satisfied with both candidates and made a personal choice of the one whom they considered would best fit in with their institution. All senior staff believe they should have a choice of Personal Adviser and want this set as a principle for the future. They feel the new strategic focus, as described in paragraphs 2.2 and 2.3, raises the importance of the post.

4.7 In Coventry, existing careers staff are filling the Personal Adviser roles. At the time of the visits, team leaders had just been recruited which
meant that not all institutions had been allocated a Personal Adviser. Respondents believe that it might be difficult for one person to fulfil both the role of a careers adviser and that of a Personal Adviser. Many indicated that they felt the Personal Adviser role would be adversely affected.

4.8 Respondents are equally divided between those who want their Personal Adviser to come from a careers background and those who want someone from a different agency, such as youth service or social services. The latter institutions tend to have high numbers of students from disadvantaged circumstances and see the benefit of a new approach.

**Role of the Personal Adviser**

4.9 Respondents emphasise the importance of the Personal Adviser developing good relationships with students to enable them to feel happy and confident. Many staff stated that ‘quality time’ was vital. There was general agreement that the role was ‘... to support students to move on and overcome the barriers to their development'. Respondents agree that the Personal Adviser should focus on the needs of students and:

- develop a **strong, supportive relationship** with students;
- establish **sound working practices** in the institution;
- **network across agencies, services and community groups** to get the best service for students.

There is agreement that the Personal Adviser should:

‘...be part of the fabric of the institution’ (vice-principal);
‘... walk the job ... always out and about, not office-based’ (deputy head teacher);
‘...see their advocate role as very important’ (careers adviser).

An EWO from one school described the Personal Adviser role as:

‘... a natural development of what we are doing already. We have the wheel and the spokes... we need the hub'.

4.10 There is agreement amongst respondents that the role of Personal Adviser will impact on three key areas;

- curriculum;
- personal support;
- liaison with other agencies and services.
However, concern was expressed in several schools that not all staff are sympathetic to providing additional support to groups of young people:

'... there is a conflict between providing treats for naughty pupils and the need to motivate and inspire' (tutor).

Personal Advisers will need to be aware of the differing perspectives of some staff in schools and to work sensitively with them. This may be an area where INSET might be needed to involve relevant staff in the process of re-engaging the current priority groups and to address its implications for staff and students.

**Curriculum impact**

4.11 The Connexions strategy is seen as giving institutions the opportunity to develop their curriculum. Many institutions are introducing 'The Real Game' as part of their curriculum. The Pacific Institute Development Packages are also being introduced and extended. The Breakthrough Packages are undergoing trials, and training is being provided for Personal Advisers and partner staff. This is seen as an important part of the Connexions strategy to improve the self-esteem and confidence of all young people.

**Box 5**

**The Real Game**

The 'Real Game' is a new curriculum resource which introduces financial literacy, careers work and community issues to students in Year 8 or 9 in a highly motivating approach. It is designed to help students think about jobs, lifestyles and the choices involved, in a way that is unconnected to their actual career plans. This enables them to explore career options and the world of work in an unbiased way. There are clear learning outcomes for each aspect of the game.

The game requires students to be assigned a job role at random. They then imagine what it is like to have the qualifications, transferable skills, salary and leisure time which go with the job. Students set up small neighbourhood communities in which they experience balancing personal budgets, planning holidays and coping with redundancy. Alongside the role-play, students investigate gender-equality issues and the changing world of work.

Many staff are undertaking training in the 'The Real Game' with a view to introducing it to Year 8 or 9 students.
Box 6
Pacific Institute personal development packages
The Pacific Institute's curriculum supports the belief that there is a body of scientifically valid knowledge focusing on human potential which, when effectively taught, will allow people to break an inhibiting cycle of conditioned habits of life. By doing so, it is suggested, they become happier and more fulfilled human beings. Through seminars, the Pacific Institute presents these concepts and techniques to individuals.

Breakthrough is a video seminar in applied self-image psychology. It focuses on motivation and behaviour. It is designed to ‘do something concrete’ and assist with the growth and development of young people. It enables them to participate in a positive learning environment and learn how to assume responsibility, exercise judgement, use their imagination and apply their leadership and social skills. Breakthrough comprises 12 units of learning together with a workbook. The programme is designed as a support tool for adults who help young people. It can be used in schools, colleges and youth and community schemes.

4.12 Several schools have also identified a need to explore alternative curriculum support for young people who are disaffected or poor attenders.

Box 7
Alternative curriculum provision
One school is working with students in danger of exclusion to find alternative provision which will enable them to remain in school accessing the National Curriculum whilst undertaking practical activities. Provision already used includes:

- local college courses;
- vocational groups at college;
- extended work experience;
- practical supported programmes through voluntary organisations.

However, alternative provision is scarce and difficult to arrange. Staff believe that the Personal Adviser could usefully support and extend this to meet the identified needs of students.

4.13 Schools value very highly the contribution made by the careers services in Coventry and Warwickshire to support careers education and guidance (CEG) and the work-related curriculum. Personal Advisers and careers advisers will need to work closely together examine existing provision and develop and improve this where necessary. It will be important to clarify their roles and responsibilities in order to avoid duplication and ensure effective communication and referral systems.

4.14 Where youth workers liaise closely with schools, this is also valued. Senior staff indicate their desire to see close working links developed between youth workers, EWOs and Personal Advisers. It will be important to clarify their roles and responsibilities and agree support procedures.
4.15 Respondents see the key roles of the Personal Adviser as being to provide a wide range of support and play a central role in helping young people to deal with the problems and barriers they experience. This mirrors the national aims of the role. The support is identified by respondents as taking many forms:

- providing a reintegration programme;
- meeting their individual identified needs;
- advocating on behalf of students with other agencies and services;
- liaising with the youth worker;
- monitoring attendance with them and the EWO;
- working individually with students to raise their self-esteem, confidence and aspirations.

4.16 Continuity of support is considered essential. Respondents feel that the Personal Adviser should provide assistance to young people during holiday periods when problems often arise. They see the use of alternative local meeting places as important to continue to engage students. This was mentioned by one of the Year 10 students as important. He felt that:

‘…I might want to see them (the Personal Adviser) at weekends when school would be closed’.

Identification of student need

4.17 Respondents state that it is important for each establishment to use the expertise and strengths of their Personal Adviser to meet the identified needs of young people. During the pilot stage, Personal Advisers are generally based in institutions for two to three days each week. Respondents recognise the importance of identifying criteria to prioritise student needs, to avoid the Personal Adviser being ‘… spread too thinly’. Staff in institutions have always worked with 'at risk' students and Connexions is seen primarily as a service for those who are at risk of:

- not accessing the curriculum;
- not accessing careers advice and guidance;
- leaving without a qualification;
- leaving without a positive destination.

The service is seen to be focused towards those in greatest need. But staff are anxious that it is not seen as being directed exclusively towards a particular group, which might prevent others accessing support when they require it. As discussed in paragraph 2.2, respondents identify a conflict between the provision of a universal service and one focused on certain groups of students. The general feeling is that the service should be available to all young people so that they can all make informed decisions and access all opportunities.
However, during the pilot phase, institutions are concentrating on an identified group of students assessed as being 'at risk'. This poses dangers if the development of the Connexions service is shaped by this initial approach. It might undermine the whole-school/college approach that is desired by respondents.

4.18 Three schools indicate that they would like the Personal Adviser to work with younger students as:

‘... Year 9 may be too late to influence self-esteem and confidence’ (deputy head teacher).

Some school staff mention the primary phase as needing similar support.

4.19 Respondents emphasise that problems occur suddenly with young people and that any student can move from a stable to an unstable situation. Staff see a strength of the Personal Adviser as being able to help students quickly. They are keen that:

‘... students can get help from the Personal Adviser when they need it’ (head of student services).

An early warning system would enable students to be referred as soon as problems occur. This is seen as especially important in colleges for retention purposes. It requires a unified approach across institutions to quickly identify those most in need. It also requires all staff members to have a clear understanding of the role of Personal Adviser. Effective dissemination across institutions is important in order to inform and involve staff. At the time of the visit, this had not occurred in any institution, although senior staff are aware of its importance.

Box 8
Case study
Rachel attended an interview with a training provider to consider work-based training in child-care. She had just left school and was accompanied by her parents who were very enthusiastic about child-care as a career. During the interview, it emerged that Rachel really wanted to be a bricklayer although her parents were not keen on this option. Rachel started the child-care training, but soon decided to transfer to a college course for bricklaying. She enjoyed this very much. However, after two months she was identified as having ‘weak knees’ and therefore could not continue with the course. She has been referred for medical advice, but is clearly very distressed and needs support and guidance. This highlights a clear role for a Personal Adviser who can work with Rachel, her family, the medical service and the specialist careers adviser to support Rachel during this transition and enable her to make an informed decision about her next steps.

4.20 Institutions are identifying student needs through a variety of means. Many schools use heads of year and special educational needs coordinators (SENCOs) to assess needs. The role of tutors to support the new service is considered vital. Some colleges are targeting particular courses where retention is a problem. The size of the potential caseload is an issue in some organisations.
Although institutions are identifying the needs of students, it is expected that the Personal Adviser will diagnose the specific needs in collaboration with the individual young people. Few institutions have begun to examine how this diagnosis will be achieved. A sub-regional approach with guidance on diagnostic tools and assessment would be helpful. There are potential benefits from linking with other pilot areas such as Lincolnshire Connexions Service to share information on this area. This also has strong links to the work of Professor James. P. Sampson of Florida State University, working in association with the Centre for Guidance Studies (Sampson, J., Palmer, M. and Watts, A.G. 1999).

**Box 9**

**Identification of student need (1)**

One school has two support systems which could usefully be utilised by the Personal Adviser to identify student needs. Annual target setting is undertaken jointly by students, parents and tutors. Personal and academic targets are included and are reviewed regularly. The school also monitors the progress of all students. The Personal Advisers could usefully work with those students identified as making poor progress to identify their barriers and support them to overcome these barriers.

The advantage of this approach is that the work of the Personal Adviser fits within an established school support system and enables Connexions to be seen as a universal service available to all students.

**Box 10**

**Identification of student need (2)**

One school has 25% of students on the special educational needs register. As this is more than 200 students, staff plan to identify criteria to prioritise student needs. The initial action plan describes a three-stage approach:

(a) work with school staff to highlight a target group of pupils;
(b) work with staff and the youth team to identify specific pupils;
(c) specify the individual needs of each pupil.

The initial plan is not to target pupils with statements of special educational need or others who are already receiving support. The Connexions pilot will give the school the opportunity to identify pupils who may be:

‘... on the borderline or cusp. Those who would really benefit from this additional resource’ (SENCO).

They are very keen to examine the criteria for targeting pupils and prioritising needs:

‘... there often seems to be a mismatch with help. We want to work out of a system for the whole school’ (head of year).
Box 11
Identification of student need (3)
One school has already begun to identify groups of pupils who could benefit from the new service. Useful research, undertaken by the school with Year 11 pupils, has revealed a group who have not achieved their predicted grades. Feedback from these pupils (mainly boys) and their teachers indicates that additional support would be beneficial. A recent report on the school by Ofsted stated that:

'... some boys are not doing as well as they could in Years 10-11'.

This group could form part of a caseload for the Personal Adviser which would enhance the provision identified in their Ofsted Action Plan. The Personal Adviser would assess individual need, provide additional support where necessary and liaise with other agencies.

Outcomes for students

4.21 Given the need to prioritise the target group, respondents see the key aim of Connexions as being to re-engage these students and give them an easier route back into learning. Students can then participate in learning opportunities and access careers advice and guidance. Staff emphasise that young people need someone 'on their side', who has a positive regard for them in an honest, realistic way. The importance of making a difference to individual students was highlighted. Connexions had to be seen by students as providing them with something different. One respondent suggested that student self-assessment of a positive experience would be a good outcome. This may link to profile developments.

4.22 Institutions are already identifying outcomes for students. The overall aim of schools is to reduce the number of disaffected students. Short-term outcomes are seen as improvements to attitude, motivation, self-esteem and confidence, behaviour and attendance. The long-term outcomes are an increase in attainment and 100% of students entering positive destinations. Other improvements include lower exclusions, better attendance rates and increased retention. One institution is looking at the numbers of looked-after children and young offenders taking part and the removal of barriers to their learning.

4.23 Colleges are concentrating on improving retention rates and achievement of positive destinations. One college has set a target of a three per cent improvement in retention rates. Institutions have baseline figures for attendance, exclusion and retention which they can use to identify improvements. Changes to attitudes, behaviour and motivation are considered more difficult to assess.
Box 12
Measuring progress
One school has a strategic group examining ways in which progress can be measured. They are exploring different tools which would help to measure changes in attitudes and motivation. At present they are undecided between:

- developing their own surveys and questionnaires;
- using published tools and instruments;
- utilising outside agencies to conduct surveys.

The group clearly understands the need for success criteria. Initial proposals for outcomes are:

- improved attendance;
- enhanced self-esteem and confidence;
- greater participation in school;
- raised sense of achievement.

4.24 All institutions should set short and medium-term outcome targets which are monitored regularly with the Personal Adviser. Respondents also consider that the long-term tracking of students is vital to identify the added-value of Connexions.

Outcomes for institutions

4.25 A key success factor identified for Connexions is the support that it brings to other new initiatives, such as the new Learning Support Units. Senior managers believe that it will raise the skills of staff. One school has identified an initial aim of:

'… enhancing guidance systems across the whole school including developing the personal skills of staff' (head teacher).

Respondents emphasise an increased involvement with parents / carers and other agencies. More cohesive approaches with outside agencies are also thought to be useful benefits.

Added-value

4.26 Institutions are interested in identifying the added-value of the Connexions Strategy. Initial thoughts are:

- support students in new and innovative ways;
- secure individual improvements in students' attitude, behaviour, motivation and attendance;
- raise the collective aspirations of students;
- achieve coherence between different Government initiatives;
- strengthen guidance throughout institutions;
- raise the skills of staff;
- contribute to the community focus of institutions;
- engage more parents / carers in their children's learning;
- co-ordinate effective multi-agency approaches.
5. **Involvement of Students**

5.1 All respondents see involving young people in the recruitment of the Personal Advisers as good practice. They also understand that one of the eight key principles of Connexions is that:

‘... the views of young people should be taken into account as the new service is developed and as it is operated locally’ (DfEE 2000a).

Respondents expressed a desire to involve students:

‘... they should have a say in matters’ (head of student services);
‘... we see a huge strength in young people driving this initiative’ (SENCO);
‘... it’s really important that young people are part of this’ (head of year).

Several of the institutions view student involvement as one of their particular strengths. In one school, the views of students are being sought as part of a wider consultation. The aim is for students to work closely with the Personal Adviser and to negotiate and set personal targets.

5.2 However, at the time of the education visits, there was little evidence of the active involvement of students. The service had not yet been marketed to students and there had been little involvement of young people at a school or college level.

5.3 The evaluator spoke to one group of Year 10 students who may be working with a Personal Adviser. They feel that a Personal Adviser could help them although they had no direct experience to date. At present they feel that they are supported by their year heads and their parents. They want to talk to someone who ‘... has experience and has talked to young people about this before’. They want to meet the Personal Adviser before school, at break times and maybe at weekends. The group had been asked before for their views about careers education and guidance. They were positive about this consultation:

‘... I like to be asked. It shows they care about us’.

5.4 Many of the schools in the pilot have School Councils and close links with these are planned. One Personal Adviser has already made contact with her School Council and plans to meet regularly the representatives of each tutor group. Another Personal Adviser has begun to ask students about their preferred location. It is very important to plan carefully how students can be most effectively involved in the planning and development of Connexions.
5.5 In Coventry, extensive consultation with young people and their parents has been undertaken by Marketry (2000). Warwickshire are also consulting young people. Although the main areas for consultation in the Marketry report were the changes in the help and advice delivered to young people under Connexions, the implications of their findings go wider than this. The report details:

- the difficulties young people face;
- their attitudes and ambitions;
- their views of the careers service and current information and advice;
- the help they would like to see provided;
- how help should be provided;
- how young people could be involved on an on-going basis.

5.6 This report contains key messages for schools, colleges and other institutions, along with recommendations for action. It is important not to lose these messages and to act on the findings.

6. Partnerships

Liaison with parents / carers

6.1 Parental involvement is seen as a vital aspect of Connexions. Respondents agree that they want the Personal Adviser to work closely with parents and to engage them in their children's learning. There is general agreement amongst respondents that links with parents are crucial and that "... educating parents is of prime importance" (SENCO).

6.1 Staff in schools feel that it is important that parents / carers see the Personal Adviser '... working outside the school system as well as within it' (EWO). Schools would like the role to strengthen home-school links. Several respondents identify the importance of home visits, which will need careful co-ordination to avoid duplication and adding to parental confusion.

Box 13
Work with parents

One college stresses the role of parents within it. Staff work with and engage parents in students' learning in order to create an environment to help and support students:

'... we embrace parents as part of the team'.

The college has a Parental Committee that reports to the Board. They feel it is helpful to have a partnership with parents so as to improve retention and encourage young people to succeed.

The college has recently appointed six Registry Liaison Officers who will contact parents if their son or daughter misses a session.

Staff hope that the Personal Adviser will support this work and extend and develop existing links.
Liaison with other agencies, services and local community groups

6.2 The role of the Personal Adviser includes responsibility for liaison and networking with outside agencies and with local voluntary and community groups. All institutions have links with outside agencies and services. Some have extensive links across the local area. Many institutions feel that the Personal Adviser could usefully co-ordinate, develop and extend these links. It is important to clarify how this can best be achieved in order to target the work effectively.

6.3 Several institutions have carried out mapping exercises to show the extent and range of their links.

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<th>Box 14</th>
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<td><strong>Mapping partnerships</strong></td>
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| One school has a long history of working with other agencies and services to support pupils. They have multi-agency meetings which would provide a useful forum for the Personal Adviser. As part of the development of the Connexions service, the school recently carried out two valuable mapping exercises:

- The first collated all agencies, services and resources used by the school. This identified six core groups working on a day-to-day basis and a total of 16 agencies and services working with students.

- The second enabled the school to confirm which agency or service each individual student was accessing. This exercise included every student in the school and covered 12 different agencies and services.

This comprehensive survey has already proved beneficial in pulling together information on individuals. The findings from the two mapping exercises are being drawn together through a sub-group from different agencies. It is hoped to develop and maintain a whole-school database. The school already sees this as adding value to their work. The aim is to achieve a cohesive approach to identifying the support that pupils are receiving and to highlight unmet needs. It is envisaged that the Personal Adviser will support these developments.

6.4 Institutions have differing experiences of linking with other agencies and services. Some describe this very positively, whilst others have negative experiences, as described in paragraph 2.11. Where liaison is good, key success factors are seen as effective communication, and joint understanding and respect developed over many years. This enables agencies to work together to meet the needs of young people by identifying which agency is best placed to do so. Where difficulties have occurred, staff feel that:

'... students are batted around between agencies, ... they are always someone else's responsibility' (deputy head teacher).
These institutions believe that they are not respected as equal partners and that the agencies often have negative, pre-conceived ideas about education. These institutions consider that a better co-ordinated multi-agency approach is needed. However, they doubt the ability of one Personal Adviser to bring this about, as it is seen as a long-term, deep-seated problem. A key principle of Connexions is for:

‘... agencies to collaborate to achieve more for young people, parents and communities than agencies working in isolation’ (DfEE 2000b).

Personal Advisers, working within educational institutions, will need sub-regional support to enable them to improve and develop relationships with agencies and services in some areas.

Box 15
Establishing multi-agency support for young people
One school in a rural area is some distance from central provision. It is also perceived as prosperous, with few problems, although staff identify serious deprivation in some areas. To compensate for and overcome an inflexible central system, the school has developed a strong support network within it. It has its own 'home-grown' solutions to problems and only seeks external help when really needed. The school welcomes the Personal Adviser role as a valuable additional resource which can dovetail with the organisational culture whilst working with outside agencies and services to develop and improve multi-agency co-operation.

6.5 Only one institution identified relationships with training providers and employers as an important area for development. One college manager thought that it might be difficult for Personal Advisers to follow young people through to employers and training providers but proposed that there should also be Personal Advisers linked to groups of employers and training providers. Employers are key partners of schools and colleges and Connexions may provide opportunities to extend partnership working.

6.6 All Personal Advisers will meet regularly, on a sub-regional basis, to share good practice and identify common issues. This is seen as added-value as it brings other perspectives into the institutions.

7. Conclusions

7.1 The new Connexions Service is welcomed by the educational institutions currently taking part in the pilot. ‘Positioning’ the new service at an early stage is identified as being of key importance as it will set the vision, culture and ethics of the service for staff, students, parents and community groups. Although local development of the service is welcomed, staff feel that it should be supported by a national perspective that is widely publicised. All institutions, particularly Further Education Colleges, highlight a lack of national information and guidance. At a local level, respondents feel that a higher leadership profile is needed to ensure successful implementation of phase one.
7.2 Educational institutions want to gain the advantages of an independent Connexions Service without losing the benefits of existing specialist careers provision which they value highly. They wish to keep specialist careers advisers as well as Personal Advisers within the new service. They identify key features of careers provision which they want to retain, as well as identifying key aspects of the new service. They also want to retain services such as the education welfare service and the youth service. The most significant change mentioned is a move to a negotiated strategic approach.

7.3 There is confusion over the provision of a national service and targeting additional support to young people. Respondents welcome national provision but their experience of careers service refocusing has, in some cases, been a substantial reduction in the level of service. During the pilot phase, institutions are concentrating on an identified group of students. However, this poses dangers that the development of the Connexions Service will be shaped by this initial approach. This would undermine the whole-school/college approach that is desired by respondents.

7.4 Although several institutions have developed comprehensive action plans, others are still at an early stage in this process. Key planning aspects are identified, together with issues that need to be resolved as part of joint management discussions. Other issues such as information needs and confidentiality require a sub-regional approach to avoid confusion. It is clear that considerable time will be needed to fully implement the service in educational institutions.

7.5 The initial recruitment and training process has been successful, although senior staff feel that having a choice of Personal Adviser should be agreed as a principle for the new service. Respondents are currently unclear about the national foundation training for Personal Advisers. In particular, further education colleges believe that they should be more closely involved, as they have staff who might wish to undertake the qualification. Respondents also highlight the importance of induction programmes for staff in the new service.

They have identified possible training and believe that a further training needs analysis will be required as the service becomes established. At present it is unclear whether there are resources to fund this or indeed to supply facilities for the Personal Advisers.

7.6 Although respondents are unclear about the exact role of the Personal Adviser, they identify three areas of impact: curriculum, personal support and liaison with other agencies and services. Staff identify key features of the role as being to provide quality one-to-one support to help students move on and overcome the barriers to their development. Institutions have already begun to identify student needs and see a strength of the Personal Adviser as being able to help students quickly when a problem arises. This requires a coherent, well-understood system to be in place across institutions which will take time to develop.
This system will require clarity on the roles and responsibilities of the Personal Adviser and the careers adviser. Effectively informing and involving staff, students, parents / carers, community and voluntary groups will be a major challenge for educational institutions.

7.7 All respondents welcome the emphasis in Connexions on student involvement. However, at the time of the visits, there was little evidence of students playing an active role. Careful planning will be required to ensure that this important aspect of Connexions is not sidelined.

7.8 Educational institutions have different experiences of liaising effectively with other agencies and services. There is good practice in several schools and colleges. However, some institutions have encountered difficulties. Staff believe that it is unreasonable to expect Personal Advisers to be able to effect significant changes alone. Sub-regional and local support will be needed to enable Personal Advisers to develop and improve relationships with other agencies and support services.

7.9 The arrangements for Personal Advisers to meet regularly and share good practice are welcomed. Staff from schools and colleges would like to have the same opportunity to connect with others and share experiences and concerns.

8. Recommendations

National

• Develop and publicise a national overview of the Connexions Service and the role of the Personal Adviser, within which local priorities can be developed (paragraph 2.3).

• Include careers education and guidance in all initial teacher training, to support the Connexions strategy (paragraph 2.12).

Sub-regional

• Establish the clear leadership, strategic management and organisation that the new service will demand (paragraphs 2.2, 2.3 and 3.7).

• Establish how the 'local management' of Connexions can be most effectively developed to meet the diverse local needs of educational institutions and other agencies (paragraphs 2.3 and 3.1).

• Establish how the 'local management' of the Connexions Partnership will support Personal Advisers and institutions to resolve difficult issues with other agencies and services (paragraph 2.4).

• Develop a strategy to deal with the potential problem of lack of local service provision to meet identified student needs (paragraphs 2.4 and 2.11).
Clarify the position on financial support for educational institutions in respect of management costs, additional facilities and the provision of in-service training \(\text{(paragraphs 3.4, 3.6 and 3.13)}\).

Agree a policy on common information requirements to ensure consistency of data \(\text{(paragraph 3.11)}\).

Develop protocol agreements on the confidentiality of information exchanged between the Personal Adviser, student, parent and institution \(\text{(paragraph 3.12)}\).

Identify how the varied work of the Personal Advisers is to be most effectively quality- assured \(\text{(paragraph 3.14)}\).

Link with Lincolnshire Connexions Service Diagnostic Screening Project to exchange information on diagnostic tools and assessment strategies \(\text{(paragraph 4.18)}\).

Devise a strategy to support Personal Advisers, working within educational institutions, to enable them to improve and develop relationships with agencies and services \(\text{(paragraph 6.4)}\).

**Local**

Enable staff from the pilot institutions to meet together to share good practice and discuss tactics and issues \(\text{(paragraph 2.7)}\).

Develop local approaches to inform and involve Governing Bodies in the development of Connexions \(\text{(paragraph 3.1)}\).

Produce joint management plans with all Personal Advisers \(\text{(paragraph 3.4)}\).

Establish close working links between Personal Advisers and careers advisers to clarify their roles and responsibilities and agree support procedures \(\text{(paragraph 4.13)}\).

Establish close working links between Personal Advisers and EWOs, youth workers and other staff working within schools and colleges to clarify their roles and responsibilities and agree support procedures \(\text{(paragraph 4.14)}\).

Establish how students can be most effectively involved in the planning and development of Connexions \(\text{(paragraph 5.4)}\).
References


Appendix 1

Educational institutions visited during the initial preparation stage

Alderman Callow School and Community College, Coventry
Caludon Castle School, Coventry
Campion School and Community College, Leamington Spa
Queen Elizabeth School, Atherstone
Southam College, Southam
Stratford upon Avon College, Stratford upon Avon
Tile Hill College of Further Education, Coventry
Warwickshire College, Leamington Spa
Whitley Abbey Community School, Coventry
Staff involved in discussions in the educational institutions

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<tbody>
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<td>Deputy Head</td>
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<td>Personal Adviser</td>
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<td>Principal</td>
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</tr>
<tr>
<td>Special Educational Needs Co-ordinator</td>
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</tr>
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