



Llywodraeth Cymru
Welsh Government

Decisions report - outcomes from the consultation on using data and information to support learning and improvement

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1. Background

- 1.1 On 10 January 2025, we launched a consultation outlining our overarching approach to the use of data and information within the school system seeking views on:
- a proposed set of principles to underpin our approach to using data and information across the school system, and
 - a proposed 14 to 16 Learner Entitlement Indicators Framework to support 14 to 16 learning under the Curriculum for Wales¹ and aid public understanding of how individual schools are delivering this through the availability of school-level data and information on a publicly accessible platform.
- 1.2 The consultation closed on 14 March with 53 responses received, which were independently analysed by Miller Research and collated into a report².
- 1.3 In addition to a public consultation, we have also gathered feedback through a series of 14 to 16 learning leadership events across Wales, with over 500 secondary school leaders in attendance over 12 events. Approximately 150 of the attendees attended a workshop focussed on self-evaluation and in-depth discussion on the use of data and information to support this.
- 1.4 We are grateful to all stakeholders who took the time to reflect on our proposals and provide constructive insights.
- 1.5 The Welsh Government has made a series of decisions on the proposals after carefully considering the feedback received. We indicated in the consultation that we will continue to engage with stakeholders to develop the detail and refine the proposals. Where further detail needs to be established as part of the next steps, this is indicated.

¹ [14 to 16 learning guidance - Hwb](#)

² [Data and information to support learning and improvement: for those working within the school system | GOV.WALES](#)

2. Key decisions

Information Ecosystem Principles

We will implement the set of Information Ecosystem Principles to underpin our approach to using data and information to support learning and improvement.

We will:

- provide additional detail or guidance where it will support a shared understanding of the principles' intended purpose and application. This will help establish a clear framework for maintaining a proportionate and balanced approach—one that enables practitioners to effectively support individual learners' progression, and underpins our shift away from a 'high stakes' use of data
- refine the wording of some of the principles to remove any ambiguity and confusion
- demonstrate how the principles encompass aspects that have been perceived as gaps
- clarify that in the context of reporting data for schools we will act in a considered and thoughtful way from an education policy perspective, communicating information on experiences and outcomes in a way that reinforces what we value, our policy ambitions and our goals for learners
- ensure that our commitment to being an open and transparent government is clear and, as such, when publishing relevant official statistics we will operate in accordance with the Code of Practice for Statistics
- make clear that the security of individuals' data and compliance with legislation, including GDPR, is of the highest priority.

The 14 to 16 Learner Entitlement Indicators Framework

We will implement the 14 to 16 Learner Entitlement Indicators Framework as a set of indicators and information designed to support the 14 to 16 Learner Entitlement under the Curriculum for Wales and aid a public understanding of 14 to 16 learning in schools, as set out below.

The Framework will outline what the Welsh Government will routinely publish about each school alongside what information we will ask schools to make available, to support our aim of providing a balanced and transparent view of learners' experiences and outcomes that directly reflect the 14 to 16 Learner Entitlement.

Structure

The Learner Entitlement Indicators Framework - overview

Qualifications in literacy and numeracy

Overview of entries across relevant qualifications for each subject area (Cymraeg, English and Mathematics and Numeracy) included in this component

Welsh Government publication

Entries and awards at each grade range reported separately for each relevant qualification included in this component

Welsh Government publication

Qualifications to encourage breadth

Overview of entries across relevant qualifications for the science subject area included in this component

Welsh Government publication

Entries and awards at each grade range reported separately for each relevant GCSE, VCSE and Foundation qualification included in this component

Welsh Government publication

Overview of entries across different qualification types

Welsh Government publication

Wider learning and experiences across the curriculum

Entries and awards at each grade range for the Personal Project

Welsh Government publication

Entries and awards at each grade range reported separately for each relevant Skills Suite qualification included in this component

Welsh Government publication

Information on the learning in relationships and sexuality education (RSE) and religion, values and ethics (RVE) that forms part of a school's curriculum

School publication

Information on the wider curricular and learning opportunities and participation in a school

School publication

Reflections on learning and progress and post-16 planning

A - Learner effectiveness and engagement

Information on supporting learners in becoming increasingly effective at learning

School publication

Information on opportunities and impact of Learner Voice and supporting Wellbeing in a school

School publication

Attendance levels for Year 10 and 11 learners

Welsh Government publication

Persistent absence levels and absenteeism

Welsh Government publication

B – Post-16 Planning

Information on Post-16 and transition planning in a school

School publication

Destinations of Year 11 learners

Welsh Government publication

Learners with no qualifications

Welsh Government publication

Qualifications-based indicators will be reported:

- as individual qualifications, including entries and outcomes data, reporting across grades ranges and without using complex, summary measures that incorporate multiple qualifications
- in both a contextualised³ way and a disaggregated⁴ way where possible.

Supporting a shared understanding of the 14 to 16 Learner Entitlement Indicators Framework

We will:

- reaffirm the purpose of the Framework and
 - make clear that the Framework is specifically designed to support the 14 to 16 Learner Entitlement under the Curriculum for Wales
 - clarify that its purpose is to aid transparency of learning data and information for this age group and provide a model for its communication. This will support public understanding of schools' 14 to 16 offer and how schools are supporting learner progression
- clarify the scope and use of data and
 - that the Framework will form one part of a broader suite of information about schools that we use and report on (currently on My Local School and in All Wales Core Datasets)
 - how it outlines what the Welsh Government will routinely publish at the school level as well as what additional information we would like schools to make available to provide a fuller picture of their 14 to 16 offer without introducing additional data collection burdens
 - how the model can also be used to support schools and local authorities in their evaluation and improvement activity, complementing local data and contextual understanding
 - how we will develop a separate set of more comprehensive reporting tools for schools that incorporate the Framework, shared securely with schools and local authorities to replace the current All Wales Core Datasets.

³ **Contextualised data** refers to data that is presented with relevant background information, such as comparisons to national averages, historical trends, or demographic factors. This helps users interpret the data meaningfully within its particular context.

⁴ **Disaggregated data** refers to data that is broken down into sub-categories (e.g. by sex, eligibility for Free School Meals or Additional Learning Needs) to allow for more detailed analysis and to highlight differences or inequalities that may be hidden in aggregated figures.

Developing the underpinning detail of the 14 to 16 Learner Entitlement Indicators Framework and supporting its implementation

We will:

- identify how our reporting arrangements will be inclusive, ensuring all our 14 to 16 learners are represented in our data and information including those receiving Education Otherwise Than At School
- develop clear and practical guidance on elements of the Framework where we provide direction on the information we ask schools to share as part of its implementation. This will support a shared understanding of how schools can present their full 14 to 16 offer to the public, promote consistency across schools, and reduce duplication of effort by identifying where this information already exists or is already required. It will also clarify what additional information may help schools communicate a more complete picture of their 14 to 16 offer
- develop reporting systems that support communication of information on learning and supporting progression in schools. This will include a public-facing platform to enhance public understanding of learning, as well as tools and reporting systems for schools and local authorities to support self-evaluation – building on or replacing existing systems such as My Local School and the All Wales Core Datasets. It will also involve exploring how digital tools can enable secure data sharing and collaborative working, improve data flow between providers, and further support schools in meeting existing reporting requirements
- explore development needs in data literacy across the school system, and effective and efficient ways of delivering any learning to minimise workload impact. We will consider this within the wider professional learning offer available to those working in the school system.

Supporting interpretation of data

We will:

- provide clear guidance and narrative around the published data to support accurate interpretation of awards data
- continue with development of contextualised and disaggregated reporting, while working to improve how context is presented and data for disaggregated categories is interpreted
- explore a broader range of factors to aid contextualisation of indicators, with transparent methods, clear guidance, and professional learning to support interpretation and appropriate use
- provide clear guidance and narrative around the published data to support accurate interpretation of disaggregated data.

We will not:

- proceed with the proposed threshold of 50 entries for a qualification in order to report on awards data.

We will:

- explore alternative ways to balance the need for transparency and meaningful access to awards data for a public audience, with a need for consistency across varying-sized schools and qualifications of varying levels of entries
- work with the sector to consider options to enable this, including any alternative threshold of entry numbers, the grouping of awards data over a number of years, or a combination of appropriate factors.

3. How we considered the feedback shared

3.1 Responses to the consultation and feedback from our wider engagement encompassed a wide range of views on various aspects of the proposals. The feedback has provided us with a constructive evidence base to inform our decisions and next steps. The following key themes have been particularly helpful in shaping our decisions and planning our next steps.

- **Clarity and implementation:** Confusion and misunderstanding of the proposals was evidenced through some of the feedback received. Respondents emphasised the need for clearer articulation of how the proposals would work in practice, particularly in differentiating the roles of the information ecosystem principles and the 14 to 16 Learner Entitlement Indicators Framework. Several responses also reflected broader concerns about overlapping reforms and policy complexity, suggesting that clearer framing, practical examples, and phased guidance would support more consistent understanding and implementation.
- **Workload and capacity:** Many linked the proposals to existing pressures on the education workforce, warning that increased data demands—especially under the 14 to 16 Learner Entitlement Indicators Framework—could exacerbate challenges around staff wellbeing. However, these concerns may stem from some uncertainty around implementation, as the consultation makes clear that the proposals rely on the use of school and learner data already collected and processed. While some saw potential for streamlining, most stressed the need for investment in training, tools, and national guidance.
- **Contextualised data:** Views were mixed. While some welcomed it as a fairer way to reflect school circumstances, others feared varying levels of some learner characteristics across schools could obscure a fair understanding of their learners' outcomes or true disparities between learner groups. There were calls for transparency, consistency, and inclusion of progress measures.

- **Reporting qualifications awards data and a 50 entries threshold:**
The proposed threshold for reporting qualification outcomes data raised concerns about inconsistency in the range of data to be reported across schools of varying sizes, and the potential for publication implications to influence decision-making on exam entry over a learner's best interests. Respondents warned it could distort perceptions and discourage subject diversity, with suggestions to lower the threshold or ensure data remains available in an unsuppressed form for internal use.

4. Impact Assessments

- 4.1 A full Integrated Impact Assessment (IIA), which includes impact assessments for Children's Rights, Equality, and the Welsh Language, was completed as part of the pre-launch consultation work and published alongside the consultation documents. As part of the consultation itself, specific questions were included regarding potential workload implications. Responses from the consultation, alongside input gathered from the 14 to 16 leadership events and engagement with stakeholders, have informed our ongoing impact assessment work.
- 4.2 Our decisions and next steps have been agreed in response to our initial assessment of impact on workload and in order to manage and minimise the risk of potential increase identified. We will treat our impact assessments as a live process, reviewing and updating our assessment as work progresses and further evidence and stakeholder feedback become available.

5. Next Steps

- 5.1 There will be a rolling programme of work following the outcomes of the consultation on using data and information to support learning and improvement. This programme will also contribute to wider ongoing work, both in relation to broader aspects of the information ecosystem that were outside the scope of the consultation, and as part of the continuing development of school improvement arrangements.
- 5.2 Following publication of the consultation outcomes and during autumn and winter 2025/26, we will:
 - confirm our revised principles and provide clarity on their purpose and intended application
 - confirm the structure of the 14 to 16 Learner Entitlement Indicators Framework and provide more clarity on its purpose, scope and intended use
 - identify how the Framework can be inclusive of all 14 to 16 learners including learners receiving EOTAS provision

- develop guidance for schools on the elements of the Framework where schools are being asked to make information available
- define the underpinning detail of the indicators, prioritising those that are based on qualifications
- agree our approach to contextualisation of outcome indicators and factors for disaggregation
- agree an approach to reflecting awards data for qualifications with lower numbers of learners entered to enable consistency across schools of varying sizes whilst enabling meaningful access to awards data for a public audience
- begin exploring how a model similar to the 14 to 16 learner entitlement indicators framework could support learner progress at other stages of education, particularly at transition between primary and secondary school
- begin exploring feasibility and development of indicators that give schools further insight into progression of their learners over time.

6. Timeframe

6.1 We will be working to the following timeframe:

- Autumn 2025 – publish confirmed principles, direction, clarification of purpose, expected application; publish 14 to 16 Learning Entitlement Indicators Framework structure and clarify purpose.
- Autumn/winter 2025/26 – work with stakeholders on the underpinning detail of qualifications-based indicators and inclusion of EOTAS.
- Early 2026 – confirm detail of qualifications-based indicators, and, continuing into spring 2026 – establish design and detail of all other indicators.
- Spring 2026 – confirm detail of remaining elements of the Framework and development of guidance to support schools on elements where they are being asked to provide information.

6.2 Our programme of digital tools and systems development will begin in autumn 2025, with stakeholder engagement continuing into winter 2025/26. This will cover both the public-facing platform, designed to support public understanding of learning in schools and the tools and reporting systems for schools and local authorities to support self-evaluation, building on or replacing My Local School and the All Wales

Core Datasets. As development progresses, and ahead of the first reporting under the new arrangements in 2027, we will provide training and guidance to support effective use and accurate interpretation of data.

- 6.3 New reporting arrangements aligned with the 14 to 16 Learner Entitlement Indicator Framework will be implemented for the first time in relation to summer 2027 outcomes. This will coincide with the first cohort of 14 to 16 learners to complete Year 11 under Curriculum for Wales.

Engagement

- 6.4 We have already indicated that the outcomes to the consultation are an initial step in defining our future approach to using data and information and reporting arrangements for school and learner data. We will be working with leaders and practitioners to progress the development and refine the detail of indicators and reports, as well as continuing to engage more widely across the system and with key partners, including parents and the public.

Parallel work

- 6.5 We will also be looking across the range of education policy areas, ensuring that where data is collected, there is value to doing this, and that it can be used meaningfully to support learning, in line with our new information ecosystem principles.
- 6.6 As indicated in the consultation, we will also be seeking views on how school and learner data features within official statistics publications.