
**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee – 6 March 2013

Subject: Manchester Adult Education Service (MAES)

Report of: Julie Rushton Head of Manchester Adult Education Service (MAES)

Summary

The purpose of this report is to provide an update on changes to the MAES business model and course provision in order to contribute more effectively to national and local priorities for employment and skills. The report outlines MAES activity to enable residents to have the right mix of skills to benefit from the City's employment opportunities and to improve their health, well being and participation as a citizen.

Recommendations

Members are requested to note and comment on the report

Wards Affected:

All

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

None

1.0 Introduction

- 1.1 Manchester Adult Education Service (MAES) is part of the Regeneration Division of Manchester City Council and has a key role in delivering the MCC priorities for sustainable economic growth, for residents to acquire the skills to secure and sustain employment, for welfare dependency to be reduced and to support public service reform and efficiency. MAES works with the Regeneration teams and a wide range of partners externally and internally to achieve these objectives.
- 1.2 As reported to this committee in Dec 2011, MAES has been revising its business delivery model and curriculum offer in order to take account of Manchester City Council, sub regional and national government priorities; changes to funding streams and service standards and value for money. The Service savings requirement for 2013-14 is expected to be £438K made up of £100k from MCC and £338K from the Skills Funding Agency. (SFA final budget to be confirmed late March) The Service will maintain its focus on supporting economic growth and enabling Manchester people who have no or low skills to get a job or progress in work and delivering services in partnership with others in neighbourhoods to reduce dependency and the cost of public services.

2.0 Implications of National policy

- 2.1 The Department of Business Innovation and Skills (BIS) *Skills for Sustainable Growth* strategy (November 2010) sets out the national policy framework for the delivery of learning and skills, including that provided through local authority adult learning services. The direction of Adult and Further education services was set out in the BIS 'New Challenges New Chances' consultation (April 2011) which included a review of Community Learning. The implications for skills and learning policy for local authority adult learning services are:

- public funding for adult learning will increasingly be targeted at areas of disadvantage;
- there is an expectation that individuals and employers who can pay for their learning should do so;
- community learning is recognised as having a valuable role in assisting community cohesion and the delivery of localism;
- 5 community learning trust models are being piloted across the country in the academic year 12/13;
- greater freedoms and flexibilities in funding and regulation should enable services to develop more locally relevant provision;
- potential to shape greater internal linkages in response to BIS and DWP alignment and in relation to community budgets.

3.0 Greater Manchester response

- 3.1 As part of the City Deal, the combined authority has recently secured greater freedom and flexibility to maximise the contribution that skills funding can make to growing Greater Manchester's economy. As part of this, the SFA has

provided greater access to the intelligence it holds on skills delivery across GM. Based on this the GM Skills and Employment partnership have agreed a set of skills priorities that aim to better meet the needs of the city's growth sectors and residents.

- 3.2 The City Council's Executive agreed in November 2012 to establish a strategic education partnership to enhance existing partnerships and better connect the education and skills sector with the City's growth strategy. A new post of Director for Education and Skills post will also strengthen partnerships across the education, skills and business sectors in order to further improve educational outcomes reduce dependency and better connect individuals and neighbourhoods to the employment opportunities being created. MAES will work with the new Director to ensure that its resources contribute to these sub regional and local priorities.

4.0 Manchester resident skills

- 4.1 The 2011 GM forecasting model shows that over the next ten years there will be an increasing demand for higher lever skills, with half of all jobs requiring at least NVQ level 3 or its equivalent. The latest information available on skill levels of the Manchester working age population show that the city has a higher percentage of people qualified to level 4 but that 14.3 % or 60,000 residents have no qualifications and 30% of residents have only level 1. With an increasing demand for higher level skills by employers in Manchester's growth sectors, those residents with no or low qualifications will be significantly disadvantaged in the labour market. In addition, residents with low aspirations to learn and develop themselves are less likely to support their children to learn or to be an active member of their community. Members have had previous reports on skills levels and following analysis of the census information, a separate report will be coming to scrutiny on skills needs by ward.

5.0 MAES overview and business model

- 5.1 MAES delivers and secures a range of adult guidance, learning and employment support services to those who live, work or study in the city. Provision is delivered in the most deprived neighbourhoods and targets residents with few or no qualifications and skills. The curriculum offer continues to be refocused to better support national and local strategies on Skills and Employment and equips residents to develop knowledge, skills and qualifications to make an effective contribution at work, as a parent and as a citizen. The service has a mixed model of direct delivery and commissioned activity with 17.5% of provision sub-contracted to other providers to deliver provision to targeted groups such as young people who are NEET (Not in Education, Employment or Training), those re-entering the job market, those recovering from drug and alcohol related problems and learners suffering from mental health issues. In 2011/12, there were 23,681 enrolments by 11,463 individuals. Two thirds of both the Skills and Community learning provision is focussed on enabling residents to acquire the behaviours, knowledge, skills and qualifications to enter and sustain employment.

6.0 Skills provision

6.1 MAES's skills provision is concentrated on the identified SFA and City Council priorities of Basic Skills, English for Speakers of other Languages (ESOL) and vocational courses linked to employment opportunities. The curriculum is focussed at entry, level 1 and level 2 and provides a first step into sectors where there is demand or where there are progression routes to other providers. MAES delivers courses leading to opportunities in Childcare, Education, Health and Social Care, Community Interpreting and the creative industries which means that residents are accessing training in those sectors where there is predicted job growth. Of the 5607 learners on Skills provision, 2,975 were claiming job seekers allowance an increase of 118% on the previous year and 705 were aged 19-24 an increase of 105% on the previous year. The majority of learners achieved one or more qualifications which included 5053 qualifications in English, Maths and ICT, and 2085 in pre vocational and vocational qualifications. Most learners progress to further learning, volunteering and employment. The majority of job outcomes were in the education, care, retail, administration and hospitality warehousing sectors.

7.0 Employability

7.1 The service has developed its range of employability provision in response to needs identified in particular by Job Centre Plus (JCP), probation, housing and mental health services and works in partnership with a number of organisations such as NHS Mental Health Care Trust, Addiction Dependency Solutions, the Work programme and Probation Service that support residents with barriers to employment.

7.2 MAES offers informal learning programmes that concentrate on the development of employability skills, improving mental health and wellbeing and progression to further learning or work. The programmes support learners to set goals, recognise their transferrable skills and the gaps they need to address, particularly around Maths, English and ICT. Through the use of self-assessment processes and tools, learners report significant changes in their levels of confidence and motivation as well as improved communication skills, teamwork and positive approach.

7.3 MAES has also established work clubs at Forum Learning in Wythenshawe and at The Avenue in Higher Blackley to fill gaps in other such provision across the city. These provide residents with high quality support to develop job-search skills and look for work. Volunteers recruited from our pre-employment programmes are trained to offer peer support in the work clubs and gain valuable skills and confidence to enhance their own employability.

7.4 MAES has worked closely with Job Centre Plus to plan and shape its assessment, referral processes and course provision to better meet the needs of their clients. There has been a significant increase in JSA claimants' accessing MAES provision and improving skills and qualifications and there has been a considerable emphasis on meeting the demand for ESOL. However

there remain some concerns about retention particularly where residents have either been mandated to attend or believe this to be the case. Staff in both organisations are working to develop better strategies to address this.

- 7.5 Additional ESOL for Jobseekers courses were set up in January 2012, using additional funding from the SFA. The JCP partnership manager identified the Job Centres which had the most unmet demand for ESOL and MAES then worked closely with the relevant managers to develop bespoke provision. Where possible, courses were delivered in the Job Centres (Rusholme and Longsight) which allowed for better collaboration in planning for and monitoring the progress of individual clients. Cheetham and Openshaw Job Centres don't have large enough training rooms, so courses were set up at nearby MAES centres (Abraham Moss and the Grange). MAES also delivered ESOL courses for clients from Salford Job Centre, where there was also a large unmet demand and Salford College were unable to provide additional provision. The courses were delivered at Broughton Hub, a community venue in the Cheetham/Broughton area.
- 7.6 In 2012/13 MAES continues to deliver classes in the Longsight and Rusholme JCP offices and has improved the referral processes for Cheetham and Openshaw JCPs, offering a total of 210 places for advisors to refer clients to. Managers of both organisations meet regularly to review and improve the programme, to ensure resources are fully utilised and that the right clients who can really benefit from the provision are referred onto the courses. There have been a number of success stories of individuals getting jobs and coming off benefits. Latest developments include working together to source volunteer placements for JCP clients to further enhance their employment prospects and improving communication on clients' attendance on courses they are referred to and their progress. MAES will also deliver training to JCP staff in ESOL awareness in four Job Centres early in 2013.

8.0 Financial literacy

- 8.1 MAES delivers financial literacy as part of its course programme and as a module of its broader employability programme. Programmes are available city-wide but are more often arranged in response to requests from partners. Courses last between 1-10 sessions and are free. Longer programmes including aspects of carbon literacy and Energy Best Deal sessions delivered in partnership with the Citizens Advice Bureaux are planned for the New Year. MAES is also a partner in the successful Money Mentors' Lottery bid and will be developing its provision with Housing and other partners.
- 8.2 'Save and spend' courses are delivered in schools and Sure Start Centres for parents and carers and in MAES's centres and partner venues across the City. Sessions include: how to save on shopping, cheap and healthy meal ideas, pros and cons of borrowing, pay-day loans, how credit scores are calculated and what APR and other small print means, accessing information online for debt support, finding and recognising the best deals and money-saving ideas. At the end of the course the learners produce an action plan to plan for short, medium and long term financial goals.

- 8.3 'Managing your money' is part of the employability programme designed to support jobseekers and is delivered in work clubs and probation offices as well as in MAES centres and increasingly is focused on supporting residents to prepare for the impact of welfare reform.

9.0 Community Learning

- 9.1 MAES Community Learning provision includes Family learning, Neighbourhood Learning in Deprived Communities (NLDC) and a range of non accredited courses are used to raise aspirations, develop confidence and resilience and provide progression routes to skills provision. Of the 7686 learners on Community and Family Learning provision, 2279 people improved their individual and family resilience and English and Maths skills on Family learning courses; 1226 people achieved ICT skills and 1800 gained skills and qualifications on preparation for vocational training /pre employment courses; 1829 people participated in programmes commissioned from 16 Voluntary and Community Sector (VCS) organisations and the remainder did projects and short courses in Arts and Languages.

10.0 Neighbourhood Learning in Deprived Communities

- 10.1 NLDC provision has been commissioned from 16 voluntary and community providers in 2012/13. The majority of the provision uses practical activities to attract and engage unemployed people back into learning, such as Photography and ICT, Gardening and DIY, Drama, Web design, Music production, Sports Leadership and Radio production. Much of the provision is targeted at particular clients that the VCS organisation has a track record of working with. This includes employability courses for NEET 19-24 year olds; Basic Skills and tenancy training with people coming out of homelessness; Radio and Music courses with LGBT young people. Several providers provide voluntary work experience as an integral part of their NLDC funded training (e.g. Emerge 3Rs offer voluntary work in driving and warehousing, Mustard Tree offer voluntary work in office admin, customer service, catering and warehousing).
- 10.2 There are several new NLDC providers in 12/13 who are being supported to develop their learning offer. Each provider has been allocated a MAES Link Manager to support them and building progression pathways to MAES courses and to other providers. A quality assurance and improvement programme is delivered monthly and enables the 16 NLDC providers to receive essential training and share good practice.

11.0 Community Learning Trust pilots

- 11.1 In 2012/13, Community Learning Trusts in 15 areas of the country are piloting ways to meet the BIS objectives set out in 'New Challenges, New Chances' to develop new ways of delivering community learning, target those at disadvantage, lever in new sources of funding and work with other organisations to maximise the impact of Community Learning Funding. The pilots will measure impact in a variety of ways including:

- Data/ impact evidence collection methods that are already in place and evidence from any other relevant sources
- Local surveys and research that demonstrate the impact and benefits of community learning
- A data collection tool to document impact in a clear and systematic way including details on specific learning aims which directly contribute to the objectives of the trust
- Approaches to measure added value in different ways, such as Pound Plus value for money indicators, in order to maximise the value of public funding, for example innovative approaches to volunteering, match funding, pooling resources, business sponsorship and using fee income from people who can afford to pay in order to reach those who cannot.

11.2 External evaluators have completed the first of three evaluation events and lessons learned from the pilots will be shared to support the preparation of new Community Learning plans and delivery models in time for the start of the 2013/14 funding year.

11.3 MAES has an established consultation and planning process based on the city strategic regeneration framework area plans and is already engaging with communities and key stakeholders to develop the Manchester Community learning plan.

12.0 Community Budgets/Troubled Families

12.1 MAES in conjunction with other services is developing a more integrated approach to working with families with a range of complex issues, to reduce their dependence on public services, increase their participation in skills training and improve their employment prospects. The Head of Service is a member of the Troubled Families Board and other senior managers are members of the Local Integration Teams which are responsible for the roll out and monitoring of the programme.

12.2 MAES has a successful track record of delivering both basic skills and parenting courses to families many of whom are referred from the Complex Families Parenting Team and Family Intervention team. These two complimentary strands of work are a key component in the troubled families' initiative and will also provide part of the evidence base of 'distance travelled' by the individuals.

13.0 Sustainability/carbon literacy

13.1 The service was awarded the MCC bronze standard for its actions to improve sustainability in August 2012 and is playing a key role in developing the city council Low Carbon plan. This includes working with residents and communities to develop more sustainable lifestyles. In 2011 MAES identified a

number of 'green champions' whose role is develop the service sustainability plan and to engage other staff members in both making changes within the organisation and to integrate carbon literacy into all of its courses. A number of initiatives have taken place to promote and encourage energy and resource efficiency with staff and learners. MAES' centres have held 'green events, activities and competitions to raise awareness and changes in behaviour and have evidence of the positive impact on learners' behaviour in MAES' centres and in their own homes.

- 13.2 In June 2012, twelve MAES staff took part in the pilot course developed by Cooler Projects for partners including the council, as part of a 3 year strategy to improve sustainability. The project is designed to equip a range of trainers to deliver one days training in carbon literacy to everyone who lives, works or studies in Manchester. Being part of the pilot and its evaluation by The University of Manchester has provided the service with an opportunity to both improve staff knowledge and skills and to reflect on and refine the way in which MAES can improve its contribution to this important work. In 12/13 teaching teams will be incorporating sustainability as a cross cutting theme on all courses and a discrete course has been written.
- 13.3 The Family Learning team have now started to deliver some provision to parents and children, in conjunction with the Manchester Education Environmental Network (MEEN), the organisation who deliver Carbon Literacy in primary and secondary schools. The first discrete course is currently being delivered to Wythenshawe residents at Forum Learning and plans are underway for delivery with a number of housing organisations.

14.0 Volunteer training programme

- 14.1 MAES ran a successful ESOL Volunteer project from September 2011 to July 2012 This project built capacity for ESOL classes to be delivered in community organisations; 40 volunteers were trained and over 350 ESOL residents supported.
- 14.2 MAES has extended this approach to include the training of volunteers to support job-seekers in Work Clubs and volunteers working to promote digital inclusion, as well as expanding the ESOL Volunteer programme to a number of additional community organisations. This will increase capacity in third sector organisations and focus on the development of a pool of volunteer trainers as a cost effective and sustainable investment of limited public funding. In this new phase of the project 42 residents have enrolled on training courses at Level 2 or Level 3 and 120 ESOL learners have already enrolled on the pre-entry classes run by these volunteers.

15.0 Partnership work with The Manchester College

- 15.1 MAES and The Manchester College (TMC) senior managers meet termly to identify opportunities for working together and to review progress on existing projects. This includes a review of gaps and duplication in provision based on the City's skills needs and local job opportunities. For example, at Forum Learning in Wythenshawe, a joint delivery venue, the course offer has been

developed to support the Real Opportunities project which has helped 350 local residents develop or update workplace skills and gain employment.

15.2 The Ardwick City Region Pilot highlighted the need to develop clearer progression routes from MAES's provision to The Manchester College. A pilot project with learners attending Longsight Library and Learning Centre was used to raise awareness of the type of employment opportunities available and help learners identify the employment sectors they wanted to progress to. The results have been used by TMC to inform their course planning. Good progress has been made on mapping out the possible routes and making them more transparent for learners, not just in Ardwick but across the rest of the city.

15.3 The planning group has also identified potential for referral from TMC to MAES's courses where learners need to improve their basic skills in a dedicated class before taking a vocational route. Processes to make this simpler and smoother are being implemented.

16.0 Quality Improvement and Value for Money

16.1 MAES uses a range of external measures to self assess against and inform improvement planning. These include:

- Ofsted Common Inspection Framework
- Matrix standards for Information, Advice and Guidance
- National benchmarks for Success rates on qualification courses

16.2 The service Quality Improvement and Self-assessment process follows an annual cycle of events and activities and is a cohesive and inclusive process. Learners are consulted through course review, observation of teaching and learning feedback, forums, evaluations and surveys. Teaching and non teaching staff are involved in the process through appraisals, management and team meetings, course and service evaluations, feedback gathering and surveys. All teams have team and improvement action plans. Partners and stakeholders are involved through surveys. The existing good practice and ownership of the process by all staff has been further developed to take account of the new Common Inspection Framework which took effect in September 12.

16.3 All curriculum and cross-service areas complete self-assessment reports and team service improvement plans, which are used to form the summary self-assessment report. The evidence on which the individual area SAR data and judgements are based is taken from: Course reviews carried out during the year, observations of lessons carried out during the year, Quality Reports, learner forums and learner surveys, review of learners' work- particularly marked work and displayed. All non- accredited programmes are reviewed against the Recognising And Recording Previous Achievement (RARPA) process. Course retention, achievement and success rates are judged against internal and national benchmarks

16.4 Alongside the contributions from learners, staff, partners and stakeholders, MAES works with its GM Peer Review Group to share good practice and

improve performance. For the 2011/12 self assessment, a formal moderation process took place with Liverpool City Council Adult Learning Service and the Learning & Skills Improvement Service. MAES is currently judged to be Good overall - Grade 2. See appendix 1 for summary.

16.5 MAES has also improved its value for money through the introduction of revised terms and conditions of service for teaching staff which has increased delivery capacity by 15%. It continues to review its use of venues and has improved room utilisation at centres in north and central Manchester by reducing or ceasing provision at other venues.

17.0 Conclusion

17.1 MAES provision makes an important contribution to the Greater Manchester strategies to reduce dependency and improve skills and qualifications so that Manchester residents access employment and benefit from and contribute to economic growth. The service Family Learning and Employability programmes are also a key component of the approach being developed to deliver better outcomes for families and children. By working closely with The Manchester College and other partners there is a great opportunity to make sure that the skills offer links directly to the City's priorities and growth sectors and help more residents access and sustain work.

Summary of SAR

Overall Effectiveness	Current SAR	2
	2010/11 SAR	2
	Last Inspection	2
Outcomes for Learners		2
Quality of teaching, learning and assessment		2
Effectiveness of Leadership and Management		2

Summary of key findings for learners

MAES is good because:

- Learner's outcomes are Outstanding in the vast majority of MAES programmes. On these programmes learners enjoy their lessons, make good progress and subsequently apply their new learning productively.
- MAES outcomes sit in the top 25 percentile nationally.
- Outcomes require improvement in Maths and Health and Social Care courses, although many of the course outcomes are above national benchmarks.
- Teaching and Learning are good across the service and the performance management of tiny number of weaker tutors is strong.
- Support for learners is good across all courses, learners with additional needs succeed in line or above other learners.
- MAES is led and managed effectively. Provision responds quickly to need and the changing local and national priorities.

MAES is not yet an outstanding provider because:

- Outcomes in some Maths and Health and Social courses are not in line with the rest of the service and are too low.
- The proportion of outstanding teaching and learning remains too low.
- The use of data for planning and monitoring of progress remains in need of improvement.

What MAES needs to do to improve further:

- Raise retention and success rates in Numeracy and Health and Social Care
- Improve the use of data for planning and monitoring of progress
- Drive up the quality of Teaching and Learning by using outstanding tutors to coach other staff and embed best practice